



United Nations

ADVANCE VERSION

FCCC/CP/2021/L.13



Framework Convention on
Climate Change

Distr.: Limited
13 November 2021

Original: English

Conference of the Parties

Twenty-sixth session

Glasgow, 31 October to 12 November 2021

Agenda item 2(f)

Organizational matters

Organization of work, including for the sessions of the subsidiary
bodies

Organization of work, including for the sessions of the subsidiary bodies

Proposal by the President

Draft decision -/CP.26

Glasgow Climate Pact

The Conference of the Parties,

Recalling decisions 1/CP.19, 1/CP.20, 1/CP.21, 1/CP.22, 1/CP.23, 1/CP.24 and 1/CP.25,

Noting decisions 1/CMP.16 and 1/CMA.3,

Recognizing the role of multilateralism and the Convention, including its processes and principles, and the importance of international cooperation in addressing climate change and its impacts, in the context of sustainable development and efforts to eradicate poverty,

Acknowledging the devastating impacts of the coronavirus disease 2019 pandemic and the importance of ensuring a sustainable, resilient and inclusive global recovery, showing solidarity particularly with developing country Parties,

Recognizing the important advances made through the UNFCCC multilateral process since 1994, including in the context of the Convention, the Kyoto Protocol and the Paris Agreement,

Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity,

Noting the importance of ensuring the integrity of all ecosystems, including in forests, the ocean and the cryosphere, and the protection of biodiversity, recognized by some cultures as Mother Earth, and *also noting* the importance for some of the concept of 'climate justice', when taking action to address climate change,

Expressing appreciation to the Heads of State and Government who participated in the World Leaders Summit in Glasgow and for the increased targets and actions announced and the commitments made to work together and with non-Party stakeholders to accelerate sectoral action by 2030,

Recognizing the important role of indigenous peoples, local communities and civil society, including youth and children, in addressing and responding to climate change, and *highlighting* the urgent need for multilevel and cooperative action,

Recognizing the interlinked global crises of climate change and biodiversity loss, and the critical role of protecting, conserving and restoring nature and ecosystems in delivering benefits for climate adaptation and mitigation, while ensuring social and environmental safeguards,

I. Science and urgency

1. *Recognizes* the importance of the best available science for effective climate action and policymaking;
2. *Welcomes* the contribution of Working Group I to the Intergovernmental Panel on Climate Change Sixth Assessment Report¹ and the recent global and regional reports on the state of the climate from the World Meteorological Organization, and *invites* the Intergovernmental Panel on Climate Change to present its forthcoming reports to the Subsidiary Body for Scientific and Technological Advice in 2022;
3. *Expresses alarm and utmost concern* that human activities have caused around 1.1 °C of global warming to date and that impacts are already being felt in every region;
4. *Stresses* the urgency of enhancing ambition and action in relation to mitigation adaptation and finance in this critical decade to address gaps between current efforts and pathways in pursuit of the ultimate objective of the Convention and its long-term global goal;

II. Adaptation

5. *Notes with serious concern* the findings from the contribution of Working Group I to the Intergovernmental Panel on Climate Change Sixth Assessment Report, including that climate and weather extremes and their adverse impacts on people and nature will continue to increase with every additional increment of rising temperatures;
6. *Emphasizes* the urgency of scaling up action and support, including finance, capacity-building and technology transfer, to enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change in line with the best available science, taking into account the priorities and needs of developing country Parties;
7. *Welcomes* the national adaptation plans submitted to date, which enhance the understanding and implementation of adaptation actions and priorities;
8. *Urges* Parties to further integrate adaptation into local, national and regional planning;
9. *Invites* the Intergovernmental Panel on Climate Change to present to the Conference of the Parties at its twenty-seventh session (November 2022) the findings from the contribution of Working Group II to its Sixth Assessment Report, including those relevant to assessing adaptation needs, and *calls upon* the research community to further the understanding of global, regional and local impacts of climate change, response options and adaptation needs;

¹ Intergovernmental Panel on Climate Change. 2021. *Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*. V Masson-Delmotte, P Zhai, A Pirani, et al. (eds.). Cambridge: Cambridge University Press. Available at <https://www.ipcc.ch/report/ar6/wg1/>.

III. Adaptation finance

10. *Notes with concern* that the current provision of climate finance for adaptation remains insufficient to respond to worsening climate change impacts in developing country Parties;
11. *Urges* developed country Parties to urgently and significantly scale up their provision of climate finance, technology transfer and capacity-building for adaptation so as to respond to the needs of developing country Parties as part of a global effort, including for the formulation and implementation of national adaptation plans;
12. *Recognizes* the importance of the adequacy and predictability of adaptation finance, including the value of the Adaptation Fund in delivering dedicated support for adaptation;
13. *Welcomes* the recent pledges made by many developed country Parties to increase their provision of climate finance to support adaptation in developing country Parties in response to their growing needs, including contributions made to the Adaptation Fund and the Least Developed Countries Fund, which represent significant progress compared with previous efforts;
14. *Calls upon* multilateral development banks, other financial institutions and the private sector to enhance finance mobilization in order to deliver the scale of resources needed to achieve climate plans, particularly for adaptation, and *encourages* Parties to continue to explore innovative approaches and instruments for mobilizing finance for adaptation from private sources;

IV. Mitigation

15. *Reaffirms* the long-term global goal to hold the increase in the global average temperature to well below 2 °C above pre-industrial levels and to pursue efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;
16. *Recognizes* that the impacts of climate change will be much lower at the temperature increase of 1.5 °C compared with 2 °C, and *resolves* to pursue efforts to limit the temperature increase to 1.5 °C;
17. *Also recognizes* that limiting global warming to 1.5 °C requires rapid, deep and sustained reductions in global greenhouse gas emissions, including reducing global carbon dioxide emissions by 45 per cent by 2030 relative to the 2010 level and to net zero around mid-century, as well as deep reductions in other greenhouse gases;
18. *Further recognizes* that this requires accelerated action in this critical decade, on the basis of the best available scientific knowledge and equity, reflecting common but differentiated responsibilities and respective capabilities and in the context of sustainable development and efforts to eradicate poverty;
19. *Invites* Parties to consider further actions to reduce by 2030 non-carbon dioxide greenhouse gas emissions, including methane;
20. *Calls upon* Parties to accelerate the development, deployment and dissemination of technologies, and the adoption of policies, to transition towards low-emission energy systems, including by rapidly scaling up the deployment of clean power generation and energy efficiency measures, including accelerating efforts towards the phase-out of unabated coal power and inefficient fossil fuel subsidies, recognizing the need for support towards a just transition;
21. *Emphasizes* the importance of protecting, conserving and restoring nature and ecosystems, including forests and other terrestrial and marine ecosystems, to achieve the long-term global goal of the Convention by acting as sinks and reservoirs of greenhouse gases and protecting biodiversity, while ensuring social and environmental safeguards;

V. Finance, technology transfer and capacity-building for mitigation and adaptation

22. *Urges* developed country Parties to provide enhanced support, including through financial resources, technology transfer and capacity-building, to assist developing country Parties with respect to both mitigation and adaptation, in continuation of their existing obligations under the Convention, and *encourages* other Parties to provide or continue to provide such support voluntarily;
23. *Notes with concern* the growing needs of developing country Parties, in particular due to the increasing impacts of climate change and increased indebtedness as a consequence of the coronavirus disease 2019 pandemic;
24. *Welcomes* the first report on the determination of the needs of developing country Parties related to implementing the Convention and the Paris Agreement² and the fourth Biennial Assessment and Overview of Climate Finance Flows³ by the Standing Committee on Finance;
25. *Emphasizes* the need to mobilize climate finance from all sources to reach the level needed to achieve the goals of the Paris Agreement, including significantly increasing support for developing country Parties, beyond USD 100 billion per year;
26. *Notes with deep regret* that the goal of developed country Parties to mobilize jointly USD 100 billion per year by 2020 in the context of meaningful mitigation actions and transparency on implementation has not yet been met, and *welcomes* the increased pledges made by many developed country Parties and the *Climate Finance Delivery Plan: Meeting the US\$100 Billion Goal*⁴ and the collective actions contained therein;
27. *Urges* developed country Parties to fully deliver on the USD 100 billion goal urgently and through to 2025, and *emphasizes* the importance of transparency in the implementation of their pledges;
28. *Urges* the operating entities of the Financial Mechanism, multilateral development banks and other financial institutions to further scale up investments in climate action, and *calls for* a continued increase in the scale and effectiveness of climate finance from all sources globally, including grants and other highly concessional forms of finance;
29. *Re-emphasizes* the need for scaled-up financial resources to take into account the needs of those countries particularly vulnerable to the adverse effects of climate change, and in this regard *encourages* relevant multilateral institutions to consider how climate vulnerabilities should be reflected in the provision and mobilization of concessional financial resources and other forms of support, including special drawing rights;
30. *Emphasizes* the challenges faced by many developing country Parties in accessing finance and *encourages* further efforts to enhance access to finance, including by the operating entities of the Financial Mechanism;
31. *Notes* the specific concerns raised with regard to eligibility and ability to access concessional forms of climate finance, and *re-emphasizes* the importance of the provision of scaled-up financial resources, taking into account the needs of developing country Parties that are particularly vulnerable to the adverse effects of climate change;
32. *Encourages* relevant providers of financial support to consider how vulnerability to the adverse effects of climate change could be reflected in the provision and mobilization of concessional financial resources and how they could simplify and enhance access to finance;
33. *Acknowledges* the progress made on capacity-building, particularly in relation to enhancing the coherence and coordination of capacity-building activities towards the implementation of the Convention and the Paris Agreement;

² See document FCCC/CP/2021/10/Add.2–FCCC/PA/CMA/2021/7/Add.2.

³ See document FCCC/CP/2021/10/Add.1–FCCC/PA/CMA/2021/7/Add.1.

⁴ Available at <https://ukcop26.org/wp-content/uploads/2021/10/Climate-Finance-Delivery-Plan-1.pdf>.

34. *Recognizes* the need to continue supporting developing country Parties in identifying and addressing both current and emerging capacity-building gaps and needs, and to catalyse climate action and solutions to respond;

35. *Welcomes* the joint annual reports of the Technology Executive Committee and the Climate Technology Centre and Network for 2020 and 2021⁵ and *invites* the two bodies to strengthen their collaboration;

36. *Emphasizes* the importance of strengthening cooperative action on technology development and transfer for the implementation of mitigation and adaptation action, including accelerating, encouraging and enabling innovation, and the importance of predictable, sustainable and adequate funding from diverse sources for the Technology Mechanism;

VI. Loss and damage

37. *Acknowledges* that climate change has already caused and will increasingly cause loss and damage and that, as temperatures rise, impacts from climate and weather extremes, as well as slow onset events, will pose an ever-greater social, economic and environmental threat;

38. *Also acknowledges* the important role of a broad range of stakeholders at the local, national and regional level, including indigenous peoples and local communities, in averting, minimizing and addressing loss and damage associated with the adverse effects of climate change;

39. *Reiterates* the urgency of scaling up action and support, as appropriate, including finance, technology transfer and capacity-building, for implementing approaches to averting, minimizing and addressing loss and damage associated with the adverse effects of climate change in developing country Parties that are particularly vulnerable to these effects;

40. *Urges* developed country Parties, the operating entities of the Financial Mechanism, United Nations entities and intergovernmental organizations and other bilateral and multilateral institutions, including non-governmental organizations and private sources, to provide enhanced and additional support for activities addressing loss and damage associated with the adverse effects of climate change;

41. *Recognizes* the importance of demand-driven technical assistance in building capacity to implement approaches to averting, minimizing and addressing loss and damage associated with the adverse effects of climate change;

42. *Welcomes* the further operationalization of the Santiago network for averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including the agreement on its functions and process for further developing its institutional arrangements;

43. *Endorses* paragraphs 67–70 and 73–74 of decision -/CMA.3;^{6, 7}

44. *Acknowledges* the importance of coherent action to respond to the scale of needs caused by the adverse impacts of climate change;

45. *Resolves* to strengthen partnerships between developing and developed countries, funds, technical agencies, civil society and communities to enhance understanding of how approaches to averting, minimizing and addressing loss and damage can be improved;

⁵ FCCC/SB/2020/4 and FCCC/SB/2021/5.

⁶ Draft decision entitled “Glasgow Climate Pact” proposed under agenda item 2(c) of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its third session.

⁷ It is noted that discussions related to the governance of the Warsaw International Mechanism on Loss and Damage associated with Climate Change Impacts did not produce an outcome: this is without prejudice to further consideration of this matter.

VII. Implementation

46. *Recalls* that the round tables among Parties and non-Party stakeholders on pre-2020 implementation and ambition held in 2018, 2019 and 2020 helped to highlight and enhance understanding of the efforts of and challenges faced by Parties in relation to action and support in the pre-2020 period, as well as of the work of the constituted bodies in that period;
47. *Strongly urges* all Parties that have not yet done so to meet any outstanding pledges under the Convention as soon as possible;
48. *Welcomes* the action taken to unlock the potential for sectoral action to contribute to fulfilling and implementing national targets, particularly in emission-intensive sectors;
49. *Recognizes* the need to take into consideration the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties, in line with Article 4, paragraphs 8 and 10, of the Convention;
50. *Also recognizes* the importance of protecting, conserving and restoring ecosystems to deliver crucial services, including acting as sinks and reservoirs of greenhouse gases, reducing vulnerability to climate change impacts and supporting sustainable livelihoods, including for indigenous peoples and local communities;
51. *Encourages* Parties to take an integrated approach to addressing the issues referred to in paragraph 50 above in national and local policy and planning decisions;
52. *Recognizes* the need to ensure just transitions that promote sustainable development and eradication of poverty, and the creation of decent work and quality jobs, including through making financial flows consistent with a pathway towards low greenhouse gas emission and climate-resilient development, including through deployment and transfer of technology, and provision of support to developing country Parties;

VIII. Collaboration

53. *Recognizes* the importance of international collaboration on innovative climate action, including technological advancement, across all actors of society, sectors and regions, in contributing to progress towards the objective of the Convention and the goals of the Paris Agreement;
54. *Recalls* Article 3, paragraph 5, of the Convention and the importance of cooperation to address climate change and support sustainable economic growth and development;
55. *Recognizes* the important role of non-Party stakeholders, including civil society, indigenous peoples, local communities, youth, children, local and regional governments and other stakeholders, in contributing to progress towards the objective of the Convention and the goals of the Paris Agreement;
56. *Welcomes* the improvement of the Marrakech Partnership for Global Climate Action⁸ for enhancing ambition, the leadership and actions of the high-level champions, and the work of the secretariat on the Non-state Actor Zone for Climate Action platform to support accountability and track progress of voluntary initiatives;
57. *Also welcomes* the high-level communiqué⁹ on the regional climate weeks and *encourages* the continuation of regional climate weeks where Parties and non-Party stakeholders can strengthen their credible and durable response to climate change at the regional level;
58. *Further welcomes* the informal summary reports by the Chair of the Subsidiary Body for Scientific and Technological Advice on the ocean and climate change dialogue to consider how to strengthen adaptation and mitigation action and on the dialogue on the relationship between land and climate change adaptation related matters;

⁸ Available at <https://unfccc.int/sites/default/files/resource/Improved%20Marrakech%20Partnership%202021-2025.pdf>.

⁹ Available at <https://unfccc.int/regional-climate-weeks/rcw-2021-cop26-communiqué>.

59. *Invites* Parties to submit views on how to enhance climate action on land under the existing UNFCCC programmes and activities in paragraph 75 of the report on the dialogue on the relationship between land and climate change adaptation related matters referred to in paragraph 58 above, and *requests* the Chair of the Subsidiary Body for Scientific and Technological Advice to prepare an informal summary report thereon and make it available to the Conference of the Parties at its twenty-seventh session;
60. *Invites* the relevant work programmes and constituted bodies under the UNFCCC to consider how to integrate and strengthen ocean-based action in their existing mandates and workplans and to report on these activities within the existing reporting processes, as appropriate;
61. *Also invites* the Chair of the Subsidiary Body for Scientific and Technological Advice to hold an annual dialogue, starting at the fifty-sixth session of the Subsidiary Body for Scientific and Technological Advice (June 2022), to strengthen ocean-based action and to prepare an informal summary report thereon and make it available to the Conference of the Parties at its subsequent session;
62. *Urges* Parties to swiftly begin implementing the Glasgow work programme on Action for Climate Empowerment, respecting, promoting and considering their respective obligations on human rights, as well as gender equality and empowerment of women;
63. *Expresses appreciation* for the outcomes of the sixteenth Conference of Youth, organized by the constituency of children and youth non-governmental organizations and held in Glasgow in October 2021, and the “Youth4Climate2021: Driving Ambition” event hosted by Italy in Milan, Italy, in September 2021;
64. *Urges* Parties and stakeholders to ensure meaningful youth participation and representation in multilateral, national and local decision-making processes, including under the Convention and the Paris Agreement;
65. *Invites* future Presidencies of the Conference of the Parties, with the support of the secretariat, to facilitate the organization of an annual youth-led climate forum for dialogue between Parties and youth in collaboration with the UNFCCC children and youth constituency and other youth organizations with a view to contributing to the implementation of the Glasgow work programme on Action for Climate Empowerment;
66. *Emphasizes* the important role of indigenous peoples’ and local communities’ culture and knowledge in effective action on climate change, and *urges* Parties to actively involve indigenous peoples and local communities in designing and implementing climate action and to engage with the second three-year workplan for implementing the functions of the Local Communities and Indigenous Peoples Platform, for 2022–2024;
67. *Expresses its recognition* for the important role the observer organizations play, including the nine non-governmental organization constituencies, in sharing their knowledge, and their calls to see ambitious action to meet the objectives of the Convention and collaborating with Parties to that end;
68. *Encourages* Parties to increase the full, meaningful and equal participation of women in climate action and to ensure gender-responsive implementation and means of implementation, which are vital for raising ambition and achieving climate goals;
69. *Calls upon* Parties to strengthen their implementation of the enhanced Lima work programme on gender and its gender action plan;¹⁰
70. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;
71. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

¹⁰ Decision 3/CP.25.