



**COUNCIL OF  
THE EUROPEAN UNION**



**Conclusions on the  
Preparations for the 18th session of COP 18 to the UNFCCC and the 8th session  
of the Meeting of the Parties to the Kyoto Protocol (CMP 8)  
(Doha, Qatar, 26 November - 7 December 2012)**

***3194th ENVIRONMENT Council meeting  
Luxembourg, 25 October 2012***

The Council adopted the following conclusions:

"The Council of the European Union,

*Introduction*

1. WELCOMES the work that has been done so far in 2012 to operationalise the Durban package: Start work under the Durban Platform, both with a view to adopting a single global legally-binding agreement applicable to all by 2015 at the latest and advancing work to close as quickly as possible the gap in the level of mitigation ambition in the period up to 2020 with a view to ensuring the highest possible mitigation efforts by all Parties in order to stay below 2°C; address the outstanding issues under the Ad hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) as mandated in Durban; finalise the outstanding issues under the Kyoto Protocol with a view to adopting a ratifiable amendment to the Kyoto Protocol at the Doha Conference and thus implementing a second commitment period with the broadest possible participation as of 1 January 2013; and further develop and implement the new processes and institutions agreed in Cancún and Durban.
2. URGES all Parties to build on and accelerate the work undertaken at the inter-sessional UNFCCC meetings of May 2012 in Bonn and August-September 2012 in Bangkok in order for the Doha Conference to agree an ambitious overall outcome that provides a balanced political dynamic to take forward all elements of the package agreed in Durban.

**P R E S S**

3. REITERATES its commitment to the full implementation of the Durban package; STRESSES that all the elements of the Durban package need to be taken forward so as to maintain the balance reached in Durban and thereby allow for the necessary progress towards the adoption of the future legally-binding agreement as well as concrete implementation; RECALLS the agreement reached in the context of the Durban package that in Doha the AWG-LCA shall be terminated and the Ad hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) closes, finalising its work on a ratifiable second commitment period under the Kyoto Protocol; STRESSES that significant progress needs to be made in the work of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP); NOTES that enhancing the implementation of the Convention will remain an ongoing process through the Subsidiary Bodies and under the institutions set up through the Cancún and Durban decisions, including by addressing some unresolved issues.
4. RECALLS that gender aspects need to be integrated into efforts to combat climate change; NOTES the progress made in the UNFCCC context on this issue; CALLS for further action to strengthen measures aimed at achieving a balanced representation of women and men in climate-related decision-making in order to further promote equal opportunities.

#### *Durban Platform*

5. UNDERLINES the urgent need to build upon the constructive discussions in Bangkok in order to deliver a global legally-binding agreement applicable to all by 2015 at the latest and to raise the global level of mitigation ambition before 2020.
6. STRESSES the need to plan the work of the ADP towards the 2015 legally-binding agreement, with a particular emphasis on work items and milestones in 2013; CALLS upon all Parties to start preparing the domestic policies needed to conclude the global legally-binding agreement applicable to all by 2015 at the latest.
7. RECALLS that the future legally-binding agreement will ensure the participation of all Parties under the Convention and will include commitments for all Parties; IS OF THE VIEW that this agreement should enable all Parties to contribute adequately to the collective effort needed to achieve the objective of keeping global temperature increase below 2°C while safeguarding and creating sustainable development opportunities for all Parties and enabling poverty eradication and climate-resilient growth; UNDERLINES that the principles of the Convention should be the foundation of an inclusive and equitable climate regime; STRESSES that responsibilities and capabilities are differentiated but evolve over time and that the agreement should reflect those evolving realities by including a spectrum of commitments in a dynamic way.
8. STRESSES that a significant gap remains to be bridged between the collective level of mitigation ambition up to 2020 and the global emissions trajectory in line with the objective of staying below 2° C; REITERATES that global greenhouse gas emissions need to peak by 2020 at the latest and be reduced by at least 50% by 2050 compared to 1990 and continue to decline thereafter; in this context, UNDERLINES the urgent need to achieve progress on the pre-2020 mitigation ambition under the ADP at the Doha Conference; CALLS on all Parties to implement fully and without delay their mitigation commitments and actions put forward so far and to consider their possibilities to move towards the top of their range; strongly ENCOURAGES Parties that have not yet done so to come forward with their pledges by the Doha Conference.

9. REAFFIRMS the EU objective, in the context of necessary reductions according to the Intergovernmental Panel on Climate Change (IPCC) by developed countries as a group, to reduce emissions by 80-95% by 2050 compared to 1990 levels; also REAFFIRMS that, in accordance with the findings of the IPCC in its Fourth Assessment Report and more recent studies, developed countries as a group should reduce their greenhouse gas emissions by 25 to 40% below 1990 levels by 2020 while developing countries as a group should achieve a substantial deviation below the currently predicted emissions growth rate, in the order of 15 to 30% by 2020.
10. REAFFIRMS its conditional offer to move to a 30% reduction by 2020 compared to 1990, as part of a global and comprehensive agreement for the period beyond 2012 and provided that other developed countries commit themselves to comparable emission reductions and that more advanced developing countries contribute adequately according to their responsibilities and respective capabilities.
11. STRESSES the need to set out a plan for taking forward the work on enhancing global mitigation ambition, with a particular emphasis on 2013; CALLS upon all Parties to scale up concrete actions to bridge the ambition gap, including through transparent international cooperative initiatives and partnerships, including those announced at the Rio+20 Conference (e.g. the Sustainable Energy for All initiative), to capture the significant mitigation potential that has been identified for reducing emissions beyond current pledges, e.g. by taking action on HFCs, energy efficiency, renewable energy, fossil fuel subsidies, REDD+ and short-lived climate pollutants.

#### *Kyoto Protocol*

12. REAFFIRMS that, as shown in the recently published 2012 progress report, the EU and its Member States are on track to meet their emission reduction obligations under the Kyoto Protocol's first commitment period; UNDERLINES that the necessary steps have been taken to start the implementation of the EU and its Member States' 2020 commitments as of 1 January 2013; and WELCOMES the adoption of the Energy Efficiency Directive which will result in significant reductions of greenhouse gas emissions.
13. WELCOMES the progress made at the Durban Conference and subsequent inter-sessional meetings towards the adoption of an amendment to the Kyoto Protocol at the Doha Conference which ensures the continuity of an effective multilateral rules-based system including its flexible mechanisms and enables a second commitment period to start on 1 January 2013 as part of a transition to a global legally-binding agreement; and NOTES that the EU and its Member States are already taking the necessary steps to transpose the decisions taken in Durban into EU legislation, notably with respect to measurement, reporting and verification and LULUCF.

14. UNDERLINES its commitment to agree in Doha a ratifiable amendment to the Kyoto Protocol that enables a second commitment period to the Kyoto Protocol, in the context of balanced progress on all elements of the package agreed upon in Durban; UNDERLINES that the second commitment period starts in 2013 and should end in 2020, emphasising that the new global legally-binding agreement should enter into effect no later than 1 January 2020; in this context, CALLS upon all Annex B Parties that have not yet done so to submit their quantified emission limitation or reduction objective (QELRO) well before the start of the Doha Conference; UNDERLINES the need for wide participation and sufficiently ambitious targets in the second commitment period and CALLS upon all Annex B Parties to ensure a high level of ambition of their QELRO during the second commitment period; URGES all Annex B Parties to put forward QELROs that are more ambitious than their own QELRO for the first commitment period and lead to a significant deviation from business as usual; RECALLS the EU and its Member States' submission of 19 April 2012 relating to the information on the QELROs for the second commitment period under the Kyoto Protocol; in this context and subject to the applicable rules being agreed, AGREES with the inclusion of the EU in a revised Annex B of the Kyoto Protocol with a QELRO of 80 and NOTES that Member States propose to be included in a revised Annex B of the Kyoto Protocol with each a QELRO of 80 (percentage of base year or period); AGREES that the written consent for an amendment to Annex B concerning the European Union will be given by the European Commission and NOTES that the written consent concerning the Member States will be given by each Member State individually.
15. PROPOSES to simplify the process for a Party wishing to increase the level of ambition of its QELRO in the course of the second commitment period; CALLS for a review of the ambition level under the Kyoto Protocol coinciding with the 2013-2015 review under the Convention.
16. REITERATES that the surplus of AAUs from the first commitment period could affect the environmental integrity of the Protocol if it is not addressed appropriately; EMPHASISES the urgency of resolving this issue in view of the adoption of amendments to Annex B and the start of the second commitment period on 1 January 2013, and REITERATES that this must be done in a non discriminatory manner, treating equally EU and non-EU countries which take on a QELRO under the second commitment period, noting that carry-over and use for a second commitment period applies only to parties which take on a QELRO under the second commitment period; PROPOSES to agree a solution on the carry-over and use of AAUs in the second commitment period under the Kyoto Protocol that maintains an ambitious level of environmental integrity and preserves incentives for overachievement while encouraging the setting of ambitious targets.
17. EMPHASISES the need for the second commitment period to be implemented with immediate effect through pragmatic solutions pending ratification, in order to ensure continuity of the Kyoto Protocol rules and institutions and continued access to the Kyoto Protocol mechanisms for Parties with a QELRO for the second commitment period during the period prior to the entry into force of the amendment to the Kyoto Protocol; REITERATES that the adoption of CMP decisions in Doha is the best way to ensure a smooth transition and the full implementation of relevant provisions.

## *Implementation of the Convention*

18. WELCOMES the overall progress made in Durban in the areas of adaptation, mitigation, technology, financing and capacity-building, thereby enabling further implementation of the Cancún Agreements.
19. EMPHASISES the importance of clarifying pledges of both developed and developing countries in order to assess collective progress towards achieving the objective of keeping global temperature increase below 2°C; SUPPORTS the continuation of the process in the Subsidiary Bodies to further clarify mitigation pledges, their underlying assumptions and implementation as well as to intensify exchanges on the development and implementation of low-emission development strategies.
20. WELCOMES the establishment of a new market-based mechanism, which aims to enhance the cost-effectiveness of, and to promote, mitigation actions, ensuring a net decrease and/or avoidance of global greenhouse gas emissions while contributing to sustainable development; EMPHASISES the importance of ensuring that units from the new market-based mechanism represent real, permanent, additional and verified emission reductions and are fully accounted for as part of a rigorous, robust and transparent common accounting framework in order to avoid double-counting; LOOKS FORWARD to the elaboration and adoption at the Doha Conference of the modalities and procedures of the new market-based mechanism so as to make it operational as soon as possible.
21. EMPHASISES the need to adopt the provisions on the scope of the review under the Convention as well as its modalities at the Doha Conference for the review to start in a timely manner in 2013; CONFIRMS its view that the review should assess the adequacy of the long-term global goal, in light of the ultimate objective of the Convention, and the overall progress made towards achieving it.
22. EMPHASISES the central importance of transparent implementation of commitments through MRV as decided in the Cancún Agreements and further elaborated in Durban; HIGHLIGHTS the need to make progress to enhance the implementation of the MRV framework for all Parties and to agree at the Doha Conference further details of the MRV system, including an International Consultation and Analysis process that can deliver effectively on increased transparency, the revision of review guidelines, common reporting formats for developed countries' biennial reports and guidance on domestic MRV systems.
23. UNDERLINES the need for a multilaterally agreed common, rigorous, robust and transparent accounting and Measurement, Reporting and Verification (MRV) pre-2020 framework with comprehensive rules to ensure environmental integrity, enable tracking progress against Parties' commitments and ensure comparability of effort as well as for effective carbon trading, linking of carbon markets and any use of offsets or credits against Parties' commitments, including rules for countries participating in the new market-based mechanism or in the framework for various approaches; UNDERLINES the importance to adopt common accounting rules applicable to all parties for the period beyond 2020.

24. WELCOMES the Durban decisions on REDD+, in particular on safeguards, forest reference levels and forest reference emission levels; CONSIDERS it essential to make further progress in Doha in developing technical guidance, including on the identification of activities linked to drivers of deforestation and forest degradation, the modalities for national forest monitoring systems and for MRV of REDD+, the operationalisation of the safeguards, and the modalities and procedures for financing results-based actions; INVITES developing countries planning to undertake REDD+ activities to provide information on the development of their forest reference levels and/or forest reference emission levels and on how the safeguards are addressed with a view to the Doha Conference.
25. IS COMMITTED to the continued implementation of the Cancún Adaptation Framework; LOOKS FORWARD to the work programme of the Adaptation Committee, identifying actions to enhance coherence of adaptation activities under the UNFCCC; WELCOMES the decision to frame country-led National Adaptation Plans and to support the process to enable Least Developed Countries (LDCs) to prepare and implement them, thereby enhancing adaptation planning in developing countries; WELCOMES the work undertaken in the context of the work programme on loss and damage due to the adverse effects of climate change and LOOKS FORWARD to further improve understanding and enhance expertise on approaches to address the risk of loss and damage; and CONFIRMS its continued support to LDCs and Small Island Developing States in addressing the effects of climate change through existing channels and mechanisms.
26. WELCOMES the progress achieved since Durban on the implementation of the Technology Mechanism; STRESSES the need for selecting the host of the Climate Technology Centre at the Doha Conference in order to make the Technology Mechanism fully operational in 2013.
27. LOOKS FORWARD to the establishment of a work programme on agriculture at the Doha Conference to further improve understanding of and to address scientific and technical matters on adaptation and mitigation in the agricultural sector, including in relation to food security.
28. REAFFIRMS its October 2009 conclusions with regard to the need to agree on global emission reduction targets for international aviation and maritime transport, consistent with the 2°C objective; URGES Parties to continue to work through the International Civil Aviation Organisation (ICAO) and the International Maritime Organisation (IMO) to develop without delay a global policy framework in a manner that ensures a level playing field and that does not lead to competitive distortions or carbon leakage, in accordance with the principles and customary practices of ICAO and IMO; STRESSES the need of taking into account national budgetary rules and the principles and provisions of the UNFCCC in the use of potential revenues.
29. REAFFIRMS the importance of continuing to provide support for adaptation and mitigation activities in developing countries, in particular in the most vulnerable and poorest countries; in this context, RECALLS its conclusions of 21 February and 15 May 2012 and HIGHLIGHTS its ongoing consideration of the issue of climate finance ahead of the Doha Conference; STRESSES the need for a signal to developing countries at the Doha Conference on the continuation of climate finance after 2012.

*Outreach*

30. FULLY SUPPORTS the incumbent and incoming Presidents of COP 17/CMP 7 and COP 18/CMP 8 to take all the necessary initiatives in the run-up to the Doha Conference; EMPHASISES its willingness to further strengthen the dialogue and to work closely with all Parties for a strong and effective international regime as well as robust climate action on the ground.
  31. WELCOMES the outcome of the Rio+20 Conference and LOOKS FORWARD to its implementation and follow up; EMPHASISES the need to mainstream climate considerations in these discussions and to ensure coherence with the UNFCCC."
-