

## **Informal non-paper**

### **The Copenhagen Climate Change Conference: outcome and follow-up**

This non-paper represents some preliminary views of the Commission focusing on the outcome of Copenhagen and the immediate follow-up to be done. Further analysis and a wider reflection, including on the UN climate negotiation process and the EU's institutional arrangements in the light of the Lisbon Treaty, will be required before more detailed conclusions can be reached as to the broader strategy to be followed. This will be the subject of further work by the Commission.

#### A) The results of Copenhagen

The key outcome of the Copenhagen Conference is the "Copenhagen Accord" (CA). Although the Copenhagen COP failed to formally endorse the Accord, only "taking note" of its existence, it is important to underline that the Accord was negotiated among around 30 Heads of State and Government, responsible for more than 80 % of the global CO<sub>2</sub> emissions and representing all key interest groups. Moreover, its formal adoption was supported by the vast majority of Parties.

The Accord falls short of the EU's objectives. It has a number of serious weaknesses, such as for example:

- The Accord does not set global mid-term or long-term reduction targets.
- Although it is premature to speculate on the level of reduction commitments the parties will notify by the end of the month, the offers known in Copenhagen did not add up to what is required by science in order to stay within the 2° objective.
- The Accord is not legally binding and does not expressly foresee the conclusion of a legally binding Agreement in 2010.

On the other hand, the Accord contains a number of positive elements, and in particular it:

- Anchors the 2° Celsius objective and provides for a review of this objective and actions under this Accord by 2015, with a reference to exploring pathways to remain below a 1.5° Celsius global temperature increase.
- Provides for economy-wide emission reduction targets for developed countries and mitigation actions by developing countries, to be listed by 31 January 2010, and monitoring, reporting and verification for both developed and developing country emissions.
- Provides the basis for significant financing for climate action, in a balanced manner both for mitigation and adaptation, including fast-start funding (US\$ 30 billion) for 2010-2012 and long-term finance (US\$ 100 billion per year. in 2020). It also provides for the establishment of institutional structures for managing

this financing, including a Copenhagen Green Fund and a High Level Panel.

- Provides the basis for setting up a mechanism for reducing emissions from deforestation and forest degradation and enhancing removals of greenhouse gas emissions by forests, the establishment of a Technology Mechanism to accelerate technology development and transfer, and contains a reference to the role of markets to enhance the cost-effectiveness of mitigation actions
- It also addresses action on adaptation, especially in those developing countries that are particularly vulnerable, especially LDCs, small island developing states and Africa.

In addition to the Accord, Copenhagen also provided for the continuation of the work under the two UN negotiating tracks, (AWG LCA and AWG KP), with a view to both tracks delivering the results of their work to the next UN climate conference, which will be held in Mexico from 8<sup>th</sup> to 19<sup>th</sup> November.

In conclusion, the Copenhagen outcome, although falling short of the EU's expectations, provides a basis on which to work further. The EU should continue to press ahead, building upon and strengthening the outcome of Copenhagen. Our aim should be a comprehensive, balanced, and uniform legally binding agreement, in line with the level of ambition dictated by science.

## B) Next steps

1. *Immediate implementation of the Copenhagen Accord:* The Accord states that it is immediately operational. The EU should therefore put forward its target to be inscribed in the Annex to the Accord by 31st January at the latest. We should also encourage the largest possible number of Countries to subscribe to the Copenhagen Accord and invite them to table their own reduction targets or actions, as the case may be.

Subsequently, the EU should also, together with the other Parties who have associated themselves formally with the Accord, explore how to implement other provisions of the Accord, including in particular the provisions for fast-start finance, the creation of a "Copenhagen Green Climate Fund" and a "High Level Panel", as well as the development of the REDD+ mechanism and the Technology Mechanism.

Annex II of this non-paper provides an overview of the various types of follow-up work required by the provisions of the Copenhagen Accord.

2. *Strengthening and expanding support for the Copenhagen Accord:* Although the Copenhagen Accord was not formally adopted by the Copenhagen COP, it did get support from a large majority of Parties. The EU should play a proactive role in strengthening and expanding support for the Accord. Doing so will require an active outreach by the EU, including at bilateral and regional levels, but possibly also through facilitating a meeting of "Friends of the Accord" during the first quarter of 2010.

3. *Securing a legally binding agreement in 2010:* As agreed in Copenhagen, the work of the AWG LCA and the AWG KP will continue with a view to both tracks delivering the results of their work to the UN climate conference in Mexico in November. It needs to be understood, however, that the present texts under the AWG LCA and AWG KP contain very difficult elements for the EU, including a couple of clearly identified red lines. The EU should seek to ensure that the next steps in the negotiations, currently planned for May/June in Bonn, integrate and build upon the Copenhagen Accord with a view to reaching a legally binding agreement in 2010.

### C) EU submission for 31<sup>st</sup> January

As stated above, under the Copenhagen Accord, Annex I Parties (developed country Parties) committed to implement individually or jointly quantified economy-wide emission targets for 2020, to be submitted in the format given in the Appendix to the Accord. This Appendix lists the name of the Annex I Party concerned, its proposed emissions reductions in 2020 and the base-year against which those reductions are measured.

The EU's proposals for its emission reduction targets remain valid. The EU has made an independent commitment to achieve a 20% reduction of greenhouse gas emissions by 2020 compared to 1990, as implemented through the climate and energy package. It has also decided that it is willing to step up its efforts and take on a 30% reduction target, "provided that other developed countries commit themselves to comparable emission reductions and economically more advanced developing countries contribute adequately according to their responsibilities and respective capabilities".

The EU could review/strengthen its commitment, notably in the light of the pledges notified by other Countries. An analysis of the pledges submitted by developed and developing countries under the Accord should be done at the appropriate time. Moreover, through contacts with major emitters, the EU should

further explore possibilities for strengthening their pledges.

Internally, the EU will of course continue with the full and swift implementation of the Climate and Energy Package.

## Annex I: The Copenhagen Accord in brief

### The Accord:

- Recognises the 2° Celsius objective, the need for deep cuts to achieve that objective, and the need for global and national emissions to peak as soon as possible
- Recognises the need for adaptation, enhanced action and international cooperation on adaptation and the need for support to the implementation of adaptation actions
- States that Annex I Parties (developed countries) commit to implement individually or jointly quantified emission targets for 2020, to be submitted in a format given in an appendix to the Accord, by 31 January. States that non-Annex I Parties (developing countries) will implement mitigation actions, including those to be submitted by 31 January in a format given in an appendix to the Accord. This list is further expanded with mitigation actions reported in developing country national communications.
- Provides for measurement, reporting and verification of developed country reductions and finance contributions in accordance with existing and any further guidelines. Provides for the communication of developing country mitigation actions through national communications, to be submitted every two years, with "provisions for international consultations

and analysis under clearly defined guidelines that will ensure that national sovereignty is respected".

- Reflects agreement on the need for a mechanism and the mobilisation of financial resources to address the reduction of emissions from deforestation and forest degradation and enhancing the removals of emissions by forests.
- Reflects agreement to pursue various approaches, including opportunities to use markets, to enhance the cost-effectiveness of and to promote mitigation actions.
- Provides for a collective commitment by developed countries to provide new and additional financial resources approaching USD 30 billion for the period 2010 to 2012 and states a goal of mobilising jointly USD 100 billion per year by 2020, from a variety of sources. It also provides for the establishment of a High Level Panel to study the contribution of the potential sources of revenue towards meeting these goals and the establishment of a Copenhagen Green Climate Fund, through which a "significant" portion of this funding will flow.
- Provides for the establishment of a Technology Mechanism to accelerate technology development and transfer.
- Calls for the assessment of the Accord's implementation by 2015 that includes a consideration of the strengthening of the long-term goal, also in relation to a 1.5° Celsius temperature rise.

## Annex II: Domestic actions and COP Decisions under the Copenhagen Accord

### Provisions requiring domestic action by each Party supporting the Copenhagen Accord

Paragraph	Follow-up work	Where/who to follow up	Timeframe
Chapeau	Parties are invited to formally associate themselves with the Copenhagen Accord (supporting Parties will be listed in its chapeau)	Formal process to be organised (notifications will be sent to Parties; explanations will be available on the Secretariat's website)	Not specified
4	Annex I Parties will submit their quantified economy-wide emissions targets for 2020	Domestic work for each Party, submissions to be sent to UNFCCC Secretariat	31 January 2010
5	Non-Annex I Parties are invited to submit mitigation actions	Domestic work for each Party submissions to be sent to UNFCCC Secretariat	31 January 2010
8	Collective commitment by developed countries to provide new and additional resources approaching USD 30 million for the period 2010-2012	Domestic work for each Party. Follow-up through MRV of finance, creation of Copenhagen Green Climate Fund and High Level Panel	2010-2012 – i.e. starting immediately

### Provisions explicitly requiring COP decisions for their implementation<sup>1</sup>

Paragraph	Follow-up work	Where/who to follow up	Timeframe
4	COP may establish further guidelines for the MRV of developed countries actions and provision of support	<b><u>COP decision possible.</u></b> Could be considered in conjunction with the work of the AWG-KP and AWG-LCA or under COP/SBI agenda items on national communications.	Not specified. COP16?
5	COP to adopt guidelines on MRV of supported NAMAs	<b><u>COP decision required.</u></b> The elaboration of this decision could be done in conjunction with the work of the AWG-LCA or under COP/CMP/SBI agenda items on national communications..	Not specified. COP16?
9	A High Level Panel will be established under the guidance of and accountable to the COP	Panel not necessarily to be established by the COP, but <b><u>COP decision necessary</u></b> to provide guidance to its operation. The elaboration of this decision could be done in conjunction with the work of the AWG-LCA or COP/SBI agenda items on the financial mechanism of the Convention.	Not specified. COP16?
10 (also 8)	Decision that the Copenhagen Green Climate Fund shall be established as an operating entity of the financial mechanism of the Convention	<b><u>COP decision necessary</u></b> to establish fund as an operating entity of the financial mechanism of the Convention. The elaboration of this decision	Not specified. COP16?

<sup>1</sup> Other actionable items from the Accord, such as the establishment of a Technology Mechanism, could also take place through a COP decision, but this is not explicitly required or mentioned by the Accord.

		could be done in conjunction with the work of the AWG-LCA or under the COP/SBI agenda items on the financial mechanism of the Convention.	
--	--	---	--

