

SELECTED DOCUMENTS

UNFCCC / CP.15

Copenhagen Accord*

The Heads of State, Heads of Government, Ministers, and other heads of delegation present at the United Nations Climate Change Conference 2009 in Copenhagen,

In pursuit of the ultimate objective of the Convention as stated in its Article 2,

Being guided by the principles and provisions of the Convention,

Noting the results of work done by the two Ad hoc Working Groups,

Endorsing decision x/CP.15 on the Ad hoc Working Group on Long-term Cooperative Action and decision x/CMP.5 that requests the Ad hoc Working Group on Further Commitments of Annex I Parties under the Kyoto Protocol to continue its work,

Have agreed on this Copenhagen Accord which is operational immediately.

1. We underline that climate change is one of the greatest challenges of our time. We emphasise our strong political will to urgently combat climate change in accordance with the principle of common but differentiated responsibilities and respective capabilities. To achieve the ultimate objective of the Convention to stabilize greenhouse gas concentration in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system, we shall, recognizing the scientific view that the increase in global temperature should be below 2 degrees Celsius, on the basis of equity and in the context of sustainable development, enhance our long-term cooperative action to combat climate change. We recognize the critical impacts of climate change and the potential impacts of response measures on countries particularly vulnerable to its adverse effects and stress the need to establish a comprehensive adaptation programme including international support.

2. We agree that deep cuts in global emissions are required according to science, and as documented by the IPCC Fourth Assessment Report with a view to reduce global emissions so as to hold the increase in global temperature below 2 degrees Celsius, and take action to meet this objective consistent with science and on the basis of equity. We should cooperate in achieving the peaking of global and national emissions as soon as possible, recognizing that the time frame for peaking will be longer in developing countries and

bearing in mind that social and economic development and poverty eradication are the first and overriding priorities of developing countries and that a low-emission development strategy is indispensable to sustainable development.

3. Adaptation to the adverse effects of climate change and the potential impacts of response measures is a challenge faced by all countries. Enhanced action and international cooperation on adaptation is urgently required to ensure the implementation of the Convention by enabling and supporting the implementation of adaptation actions aimed at reducing vulnerability and building resilience in developing countries, especially in those that are particularly vulnerable, especially least developed countries, small island developing States and Africa. We agree that developed countries shall provide adequate, predictable and sustainable financial resources, technology and capacity-building to support the implementation of adaptation action in developing countries.

4. Annex I Parties commit to implement individually or jointly the quantified economy-wide emissions targets for 2020, to be submitted in the format given in Appendix I by Annex I Parties to the secretariat by 31 January 2010 for compilation in an INF document. Annex I Parties that are Party to the Kyoto Protocol will thereby further strengthen the emissions reductions initiated by the Kyoto Protocol. Delivery of reductions and financing by developed countries will be measured, reported and verified in accordance with existing and any further guidelines adopted by the Conference of the Parties, and will ensure that accounting of such targets and finance is rigorous, robust and transparent.

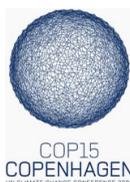
5. Non-Annex I Parties to the Convention will implement mitigation actions, including those to be submitted to the secretariat by non-Annex I Parties in the format given in Appendix II by 31 January 2010, for compilation in an INF document, consistent with Article 4.1 and Article 4.7 and in the context of sustainable development. Least developed countries and small island developing States may undertake actions voluntarily and on the basis of support. Mitigation actions subsequently taken and envisaged by Non-Annex I Parties, including national inventory reports, shall be communicated through national communications consistent with Article 12.1(b) every two years on the basis of guidelines to be adopted by the Conference of the Parties. Those mitigation actions in national communications or otherwise communicated to the Secretariat will be added to the list in Appendix II. Mitigation

actions taken by Non-Annex I Parties will be subject to their domestic measurement, reporting and verification the result of which will be reported through their national communications every two years. Non-Annex I Parties will communicate information on the implementation of their actions through National Communications, with provisions for international consultations and analysis under clearly defined guidelines that will ensure that national sovereignty is respected. Nationally appropriate mitigation actions seeking international support will be recorded in a registry along with relevant technology, finance and capacity-building support. Those actions supported will be added to the list in Appendix II. These supported nationally appropriate mitigation actions will be subject to international measurement, reporting and verification in accordance with guidelines adopted by the Conference of the Parties.

6. We recognise the crucial role of reducing emission from deforestation and forest degradation and the need to enhance removals of greenhouse gas emission by forests and agree on the need to provide positive incentives to such actions through the immediate establishment of a mechanism including REDD-plus, to enable the mobilization of financial resources from developed countries.

7. We decide to pursue various approaches, including opportunities to use markets, to enhance the cost-effectiveness of, and to promote mitigation actions. Developing countries, especially those with low emitting economies should be provided incentives to continue to develop on a low emission pathway.

8. Scaled up, new and additional, predictable and adequate funding as well as improved access shall be provided to developing countries, in accordance with the relevant provisions of the Convention, to enable and support enhanced action on mitigation, including substantial finance to reduce emissions from deforestation and forest degradation (REDD-plus), adaptation, technology development and transfer and capacity-building, for enhanced implementation of the Convention. The collective commitment by developed countries is to provide new and additional resources, including forestry and investments through international institutions, approaching USD 30 billion for the period 2010–2012 with balanced allocation between adaptation and mitigation. Funding for adaptation will be prioritized for the most vulnerable developing countries, such as the least developed countries, small island developing States and Africa. In the context of meaningful mitigation actions and transparency on implementation, developed countries commit to a goal of mobilizing jointly USD 100 billion dollars a year by 2020 to



* Proposal by the President, Copenhagen, 7–18 December 2009. See also page 11.

address the needs of developing countries. This funding will come from a wide variety of sources, public and private, bilateral and multilateral, including alternative sources of finance. New multilateral funding for adaptation will be delivered through effective and efficient fund arrangements, with a governance structure providing for equal representation of developed and developing countries. A significant portion of such funding should flow through the Copenhagen Green Climate Fund.

9. To this end, a High Level Panel will be established under the guidance of and accountable to the Conference of the

Parties to study the contribution of the potential sources of revenue, including alternative sources of finance, towards meeting this goal.

10. We decide that the Copenhagen Green Climate Fund shall be established as an operating entity of the financial mechanism of the Convention to support projects, programme, policies and other activities in developing countries related to mitigation including REDD-plus, adaptation, capacity-building, technology development and transfer.

11. In order to enhance action on development and transfer of technology we

decide to establish a Technology Mechanism to accelerate technology development and transfer in support of action on adaptation and mitigation that will be guided by a country-driven approach and be based on national circumstances and priorities.

12. We call for an assessment of the implementation of this Accord to be completed by 2015, including in light of the Conventions ultimate objective. This would include consideration of strengthening the long-term goal referencing various matters presented by the science, including in relation to temperature rises of 1.5 degrees Celsius.



EU

International Environmental Governance (IEG)* – Reform of the System –

Background

There are currently more than 500 multilateral environmental agreements as well as numerous international organisations addressing environmental issues with insufficient coordination. This generates a lack of efficiency and high costs. Despite some improvements, environmental degradation remains severe and the international system is incapable of providing the remedies that an increasingly concerned public demands. The United Nations Environment Programme (UNEP), created in 1972, operates with limited political authority and subject to budgetary constraints.

Several efforts to reform the system have been initiated, to which the EU has consistently lent its full support over many years. International Environmental Governance (IEG) has been on the agenda of ministerial discussions within UNEP on several occasions. It was the subject of a global ministerial agreement at the 7th Special Session of the UNEP Governing Council/Global Ministerial Environment Forum (GC/GMEF) in February 2002, known as the Cartagena agreement. This was endorsed a few months later in the Johannesburg Plan of Implementation¹ at the World Summit on Sustainable Development. Several elements of the Cartagena agreement have not been fully implemented to date.

In the reform discussions, the EU has taken the position that incremental changes to improve the functioning of the system should be pursued in parallel with a broader transformation of the IEG system. Regarding the latter, the EU has pursued the idea – also expressed at the level of EU Heads of State or Government – of establishing “a UN agency for the environment, based on UNEP, with a revised and strengthened mandate, supported by stable, adequate and predictable financial contributions and operating on an equal footing with other UN specialised agencies”.²

* Note from the Presidency to the meeting of the Council (Environment) on 22 December 2009 17524/09.

Latest developments

Following the 2005 World Summit Outcome,³ the United Nations General Assembly initiated in 2006 an informal consultative process on the institutional framework for the United Nations environmental activities. At the end of their work in February 2009, the co-chairs of this informal process stated that it had confirmed that there was broad support for enhancing international environmental governance in terms of efficiency, effectiveness and impact in order to build a system which had authority and credibility and mirrored the enhanced capacity of the multilateral system to respond to the increasing challenges of environmental degradation.⁴

Despite the co-chairs' efforts in New York, this broad general support, however, failed to translate into a concrete UNGA decision on which consensus could be reached. Against this backdrop, the UNEP Governing Council at its 25th ordinary session in February 2009 decided to establish a regionally representative consultative group of Ministers or High Level Representatives. The group was requested to present a set of options for improving international environmental governance to the GC/GMEF at its eleventh special session in 2010, with a view to providing inputs to the United Nations General Assembly.⁵ The first meeting of the consultative group was held in Belgrade on 27 and 28 June 2009, and a second meeting took place in Rome from 26 to 29 October 2009.

Next steps

The next step in the IEG-process is the 11th Special Session of the UNEP Governing Council/Global Ministerial Environment Forum, which is to take place in Bali from 24 to 26 February 2010, and at which ministerial discussions will be held on International Environmental Governance and Sustainable Development. In addition, a Governing Council decision will be negotiated on the basis of the report from the high-level consultative group.

The consultative group considered that the objectives and functions of the

international environmental governance system could be improved through incremental reforms.⁶ The consultative group identified a number of options to further strengthen UNEP within the context of its existing mandate. In an effort to add further political momentum to making immediate improvements to the IEG system, the consultative group also agreed that the GC/GMEF could consider requesting the UN General Assembly to address the relevant incremental reforms requiring a UNGA decision.

Options for broader reform were also put forward in the Rome meeting report, but it was left to the GC/GMEF to consider the most appropriate way to follow up on the need for broader reforms, including establishing an inclusive and transparent process on broader institutional reforms for international environmental governance that involves the UN system.⁷

Continued political engagement in this matter, including at EU level, is essential to move the process forward and make concrete progress towards a system of improved international environmental governance. The ministerial discussions in Bali next February will be an important step in that process and will offer an opportunity to show political commitment and determination to contribute to achieving that result.

Notes

- 1 § 140d.
- 2 Presidency conclusions, European Council 16 and 17 June 2005.
- 3 § 169.
- 4 “Informal consultations of the General Assembly on the institutional framework for the United Nations environment work – Report”, 10 February 2009.
- 5 UNEP GC decision 25/4.
- 6 Consultative Group of Ministers or High-level Representatives “Set of options for improving international environmental governance”, Rome, 28 and 29 October 2009.
- 7 *Ibid.*

