

# COP15

## What the Copenhagen Accord means

Henry Neufeldt

18 February 2010, Los Baños,  
Philippines



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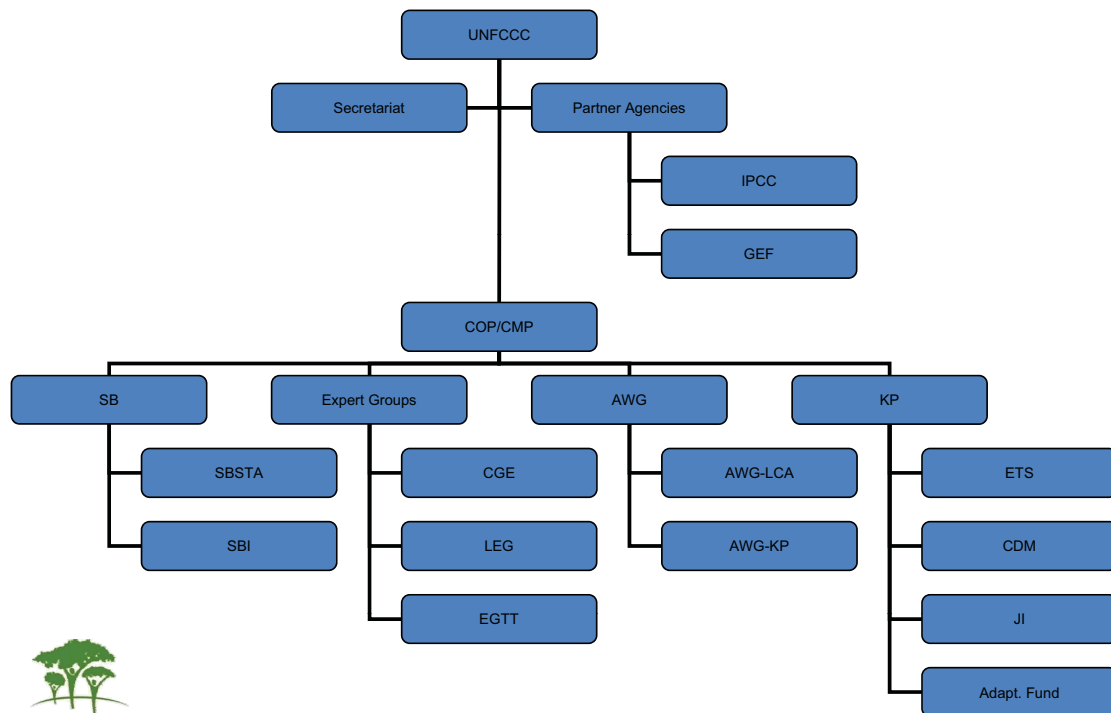
## Brief History of UNFCCC and COP

- |      |                                    |      |                       |
|------|------------------------------------|------|-----------------------|
| 1992 | Rio Earth Summit (UNFCCC)          |      |                       |
| 1997 | COP3 (Kyoto Protocol)              |      |                       |
|      |                                    | 2001 | IPCC TAR              |
|      |                                    | 2002 | Floods                |
|      |                                    | 2003 | Heat wave             |
| 2005 | Entry into force of Kyoto Protocol |      |                       |
|      |                                    | 2006 | Stern Review          |
| 2007 | COP13 (Bali Action Plan)           | 2007 | IPCC AR4; Nobel Prize |
| 2009 | COP15 (Copenhagen Accord)          |      |                       |



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# Structure of the UNFCCC



# Actors in the Negotiation Process

- Countries belonging to the Convention
  - 192 countries have ratified the UNFCCC
  - Country groups (G-77/China; African Group; LDCs; SIDs; Umbrella Group; EU)
- Observers
  - Intergovernmental agencies (UNDP; UNEP; WMO; OECD; IEA; OPEC; ...)
  - NGOs (WWF; TNC; lobby groups; research; ...)
- Others
  - IPCC
  - Informal chatter
  - General public

# Expectations for Copenhagen

- UNFCCC Secretariat (early 2009)
  - Ambitious mid-term emission reductions by Annex I countries
  - Clarity on mitigation actions by major developing countries
  - Short- and long-term finance
  - Governance structures
- But ...
  - Negotiations under the AWG-KP made little progress in 2009
  - No agreement on emission reduction targets
  - “Under the AWG-LCA, the negotiation text evolved into the most complex document in the history of the UNFCCC, with [...] thousands of brackets indicating areas of disagreement.” (ENB, 22/12/2009)
- However ...
  - Progress was made on adaptation, REDD+ and technology
  - Informal meetings between the US and China raised hopes for a deal



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# COMESA Expectations (Feb 2009)

*“On this issue of climate change, Africa’s objective is geared towards the reduction of emissions and this is because Africa suffers most from the adverse effects of climate change”*  
Newai Gebreab, Co-Chair of the African Partnership Forum

- Appropriate support (financial, readiness and capacity development programs) for REDD to be effective under the African conditions
- Both market and non-market means to support capacity development for, and the design and deployment of NAMAs, focusing on the full range of AFOLU activities
- A formal process to address methodological issues related to terrestrial carbon, while ensuring effective participation of stakeholders
- Effort to update, simplify and modify available financial mechanisms (CDM; ETS) for meaningful participation by African countries
- Climate-related technology transfer and research and development programmes to support the above goals
- Significant and immediate expansion of resources for adaptation to the adverse impacts of climate change



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## Snapshots of “Hopenhagen”



## Copenhagen and the Accord

*“The Accord was the main outcome of the summit, held in parallel to the Conference, and attended by over 110 heads of government or state. It was drafted in the final 24 hours by twenty-odd leaders convened by the Danish PM as ‘Friends of the Chair.’”*

*Benito Müller, Director, Energy and Environment, Oxford Institute for Energy Studies*

### • Key provisions

- Recognition to reduce global emissions to hold temperature increase **below 2°C** (relative to pre-industrial) and on the **basis of equity**
- Commitment of Annex I countries to implement the quantified economy-wide emissions target for 2020 (to be submitted to UNFCCC by 31/01/10)
- Non-Annex I countries will implement mitigation actions
- Developed countries collectively commit to:
  - provide new and additional quick start resources (\$30bn for 2010-12)
  - mobilize \$100bn per year by 2020
- Establishment of a **High Level Panel**, a **Copenhagen Green Climate Fund**, a **REDD Mechanism** and a **Technology Mechanism**

# Copenhagen and the Accord

*“After the refusal of the Conference to adopt the Accord, two things began to happen almost instantaneously: a mutual blame game, and attempts at portraying the Accord as the cornerstone of a new improved process outside the UN negotiations.”*

Benito Müller, Director, Energy and Environment, Oxford Institute for Energy Studies

- Main reason for outcome: Lack of political will and leadership before the Conference to engage in real negotiations
- Accord could prove stimulus to the UN negotiations, but fears of a ‘coalition-of-the-willing’ to sideline official UN negotiations
- Recent Joint Statement of the ‘BASIC group’ endorses the primacy of the UN negotiations and the two-track negotiations under BAP
- Copenhagen Green Climate Fund should be read as political endorsement of Climate Fund/Facility; but who hosts it?
- High Level Panel could be used to sideline UN negotiations: would widen distrust between developing and developed countries



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## The Way Forward (to a Happy Ending?)

- Provide the leadership required on the road to Mexico
- Everyone to recognize the primacy of the UN negotiations and the goalposts already agreed under the Bali Action Plan
- Compromises are needed but should not include continuation of Kyoto Protocol and BAP (agreed in consensus in Bali)
- Quick start funds need to be channelled through existing UN climate funds (i.e. Adaptation Fund and LDC-Fund) to avoid further erosion of trust
- Quick start funds to be without prejudice to outcome of UN negotiations
- Clarify that Copenhagen Green Climate Fund is high-level declaration of political support for Climate Fund/Facility envisaged in UN draft finance text
- Support for adaptation (through technology and finance) should not be conditional on ‘impacts of response measures’



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# The Copenhagen Accord – An Ugly Duckling

*“The Accord [...] lacked either the quantitative signals on emission targets or the institutional architecture needed to deliver the low carbon transition”*

Nick Robins, Head, HSBC Climate Change Centre of Excellence

- MINUS

- Not legally-binding
- Provisions on mitigation are weak
- No commitment of Annex I countries to legally-binding emission reductions
- No quantification of medium- and long-term global emission reductions goals
- No specific timing for peaking of global emissions
- Only voluntary emission reduction goals



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# The Copenhagen Accord – An Ugly Duckling

*“If countries follow up Copenhagen’s outcomes calmly and with their eye on the collective advantage, then they have every chance of completing this promise<sup>1</sup>.”*

Yvo de Boer, Executive Secretary of the UNFCCC

- PLUS

- Text includes 2°C goal (possibly 1.5°C)
- Developed countries pledge \$30b for 2010-2012
- Mobilizing of further \$100b by 2020
- Four new bodies: REDD+; High-level panel for implementation of financing provisions; Copenhagen Green Climate Fund; Technology Mechanism
- Major emerging markets have made voluntary commitments to curb emissions (Brazil, China, India, Mexico, South Africa, South Korea)



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<sup>1</sup> *The promise to deliver an agreement on medium-term emission cuts by industrialised countries; actions by developing countries to limit emissions; finance to implement action; and an equitable governance of the climate regime*

## Why Copenhagen failed to deliver a climate deal

*"In Copenhagen everyone talked; but no-one really listened"*  
*"After Copenhagen there is no 'developing world' – there are several"*

Richard Black, BBC

- Key governments do not want a global deal
- US: Bad timing
- China: DC or IC?
- BASIC: Looking in the eyes of tigers
- EU: On a slippery slope
- DCs: Poor negotiation skills
- The Host: "Danish texts" with 'Friends of the Chair'
- 24-hour news culture
- (Missing) campaigners: who's the bad guy?



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## Climate change: What is at stake for Africa?

*"Copenhagen: Africa picks up the tab"*

*"Africa is on its own on climate change"*

*"The realities of climate change are here for all to see and act fast"*

*"Climate change gnaws at our growth projections"*

*"Copenhagen failure to hit Kenya hard"*

*"\$3bn needed to start climate war"*



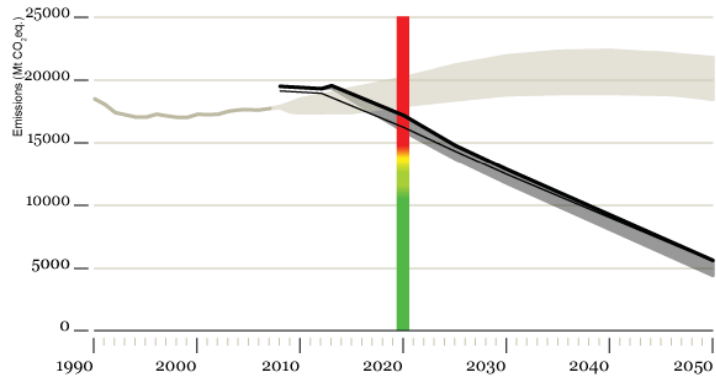
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# Pledged Emission Reduction Targets

- Developed countries aggregate reductions 7-14% below 1990 levels by 2020 (includes forestry credits of about 5%)
- Low reduction target based on unconditional targets
- High reduction target based on a strong agreement in Copenhagen
- Around 25-40% reductions by 2020 (relative to 1990) are considered sufficient by IPCC

- Current projected emissions for 2008-2012 by Annex I countries below Kyoto targets
- Total amount of allowed emissions high enough to follow BAU until 2020

→ Overall emissions would fall by only 3% until 2020



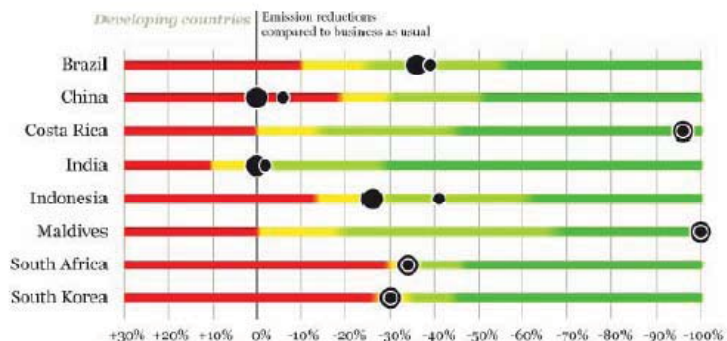
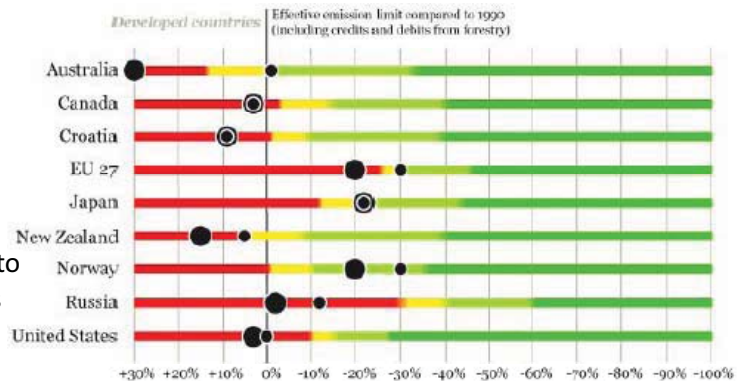
<http://www.climateactiontracker.org/country.php/>



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# Pledged Emission Reduction Targets

- Two developing countries at the top (climate neutral by 2020)
- Brazil, Japan, Norway want to reduce significantly
- India, Indonesia, S Korea pledge to reduce growth of their emissions
- EU commitment depends on international agreement
- China target below implementation of national policies
- USA: inadequate
- Russia: yet to propose action



<http://www.climateactiontracker.org/country.php/>



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# How to Close the Gap

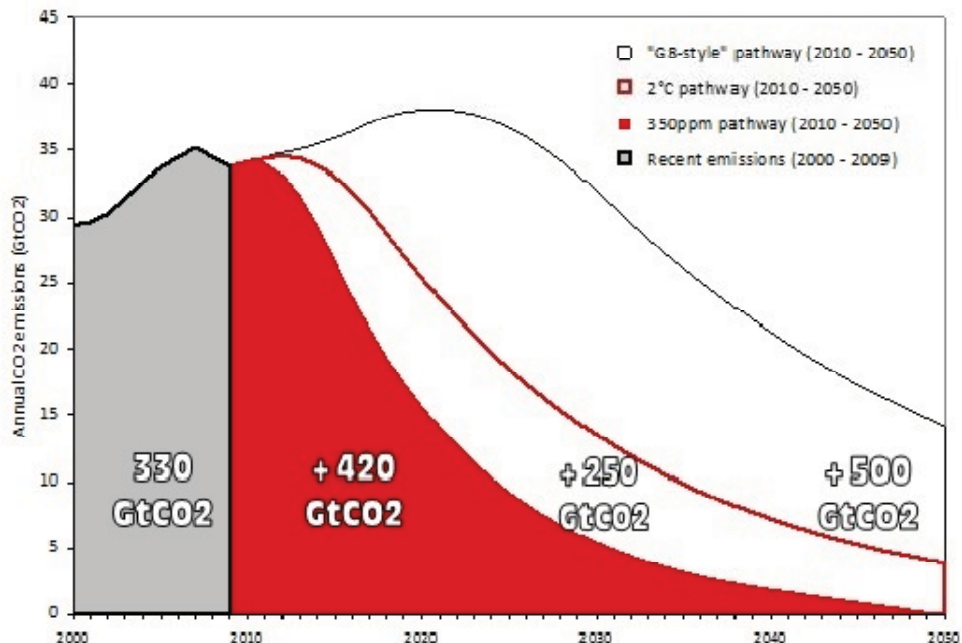
- Globally BAU emissions for 2020 are projected to be 57 GtCO<sub>2</sub>e
- Emissions need to be below 44-40 GtCO<sub>2</sub>e to limit warming to 2-1.5°C  
→ Reductions of around 13-17 GtCO<sub>2</sub>e needed by 2020
- Lowest tabled developed country commitments reduce emissions by only about 2.3 GtCO<sub>2</sub>e → Leads to warming of 3.5°C in 2100 (almost 700 ppmv)
- Highest ambition reduces emissions by 5.4 GtCO<sub>2</sub>e; if China and India deliver according to national plans this adds another 3.6 GtCO<sub>2</sub>e → 48 GtCO<sub>2</sub>e  
→ Leads to warming of about 3.2°C in 2100 (about 650 ppmv)
- Options to close the gap:
  - Developed countries reduce to 30% as a group → -2 GtCO<sub>2</sub>e
  - Developing countries reduce to 30% below BAU → -4.5 GtCO<sub>2</sub>e
  - Deforestation is halted by 2020 → -2 GtCO<sub>2</sub>e
  - Reduction of bunker fuel emissions by 50% → -1 GtCO<sub>2</sub>e
  - Removal of crediting for LULUCF → 1 GtCO<sub>2</sub>e/year



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<http://www.climateactiontracker.org/country.php/>

## Emissions pathways for selected scenarios

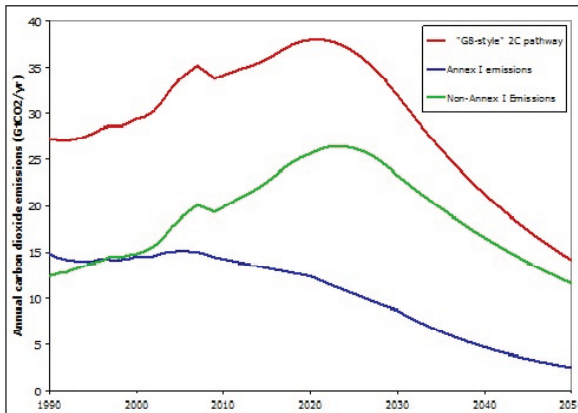


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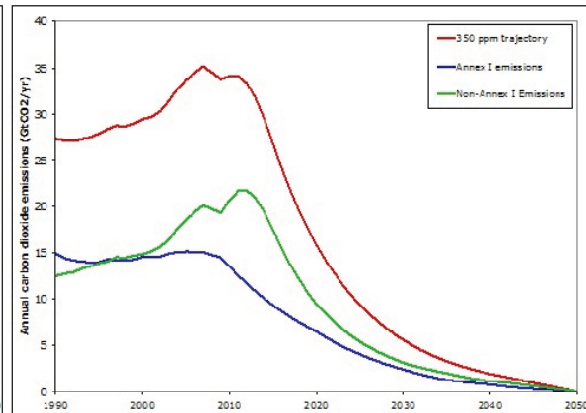
<http://www.ecoequity.org/2010/01/after-copenhagen/>

# Emissions pathways for selected scenarios

G8-style 2°C pathway



350ppm trajectory



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<http://www.ecoequity.org/2010/01/after-copenhagen/>

## Beyond Copenhagen: Agriculture and Forestry are Part of the Solution

*"Forestry and agriculture are where poverty reduction, food security and climate change come together and must be addressed in an integrated fashion"<sup>1</sup>*

- The Communities:
  - Agree it is critical that food security be integrated in the shared vision of the AW-LCA text, to open the door to adaptation and mitigation support
  - Urge climate negotiators to agree on the early establishment of an agricultural work program under the SBSTA
  - Look for agreement that REDD include AFOLU
  - Believe that the LULUCF accounting system needs to be favourable to agriculture

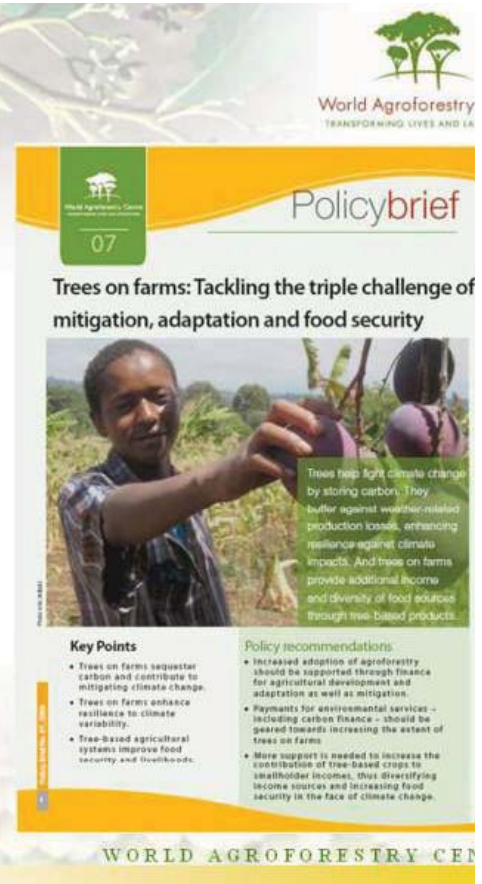


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<sup>1</sup> Joint Statement of FAO, IFAP, CGIAR, CCAFS, GDPRD, UoC, and CPF to negotiators from agriculture and forestry communities at COP15 on 14 Dec 2009

# Trees on farms: Tackling the triple challenge of mitigation, adaptation and food security

Trees on farms address climate change mitigation and adaptation, and food security by storing carbon, buffering against climate-related impacts and providing additional income through tree-based products



## Lessons

*"[The Conference of the Parties, Reaffirming [...], Bearing in Mind [...], Recognizing [...], Affirming [...], Decides [...], Requests [...], Invites [...]]"*

- Expectations were too high
- Climate policies will continue after Copenhagen
- A more fragmented governance structure is emerging
- We have good reasons to disagree about Climate Change
- AFOLU will emerge
- It's still a long way to overcome the challenge