

Convention des Nations Unies sur le changement climatique : préparation des négociations de Poznań - Conclusions du Conseil du 20.10.2008

Le Conseil a tenu un débat d'orientation sur l'architecture financière internationale de la lutte contre le changement climatique, portant sur :

- les principes régissant la définition et la mise en œuvre de l'architecture financière internationale concernant le climat après 2012,*
- les instruments d'une telle architecture financière, y compris le rôle du Fonds pour l'environnement mondiale (FEM),*
- une éventuelle conditionnalité, en particulier pour les grands pays émergents.*

Les ministres ont également pris note d'une présentation de la Commission sur sa communication sur la déforestation, qui, selon les chiffres du Groupe d'experts intergouvernemental sur l'évolution du climat (GIEC), représente une contribution de 20% à l'ensemble des émissions de gaz à effet de serre (doc. 14473/08).

A la suite d'un débat d'orientation, le Conseil a d'ailleurs adopté des conclusions en vue des négociations dans le cadre de la convention cadre des Nations Unies sur les changements climatiques (CCNUCC) et la réunion des parties au Protocole de Kyoto, qui aura lieu à Poznań (Pologne) du 1er au 12 décembre 2008.

"The Council of the European Union,

I. Ambition for Copenhagen, Poznań and the role of U_ and other processes

(1) REAFFIRMS its commitment to bringing the United Nations negotiations under the Bali Road Map of December 2007 to a successful conclusion and to reaching a global and comprehensive agreement in Copenhagen in December 2009 on a strengthened multilateral climate change regime that measures up to the challenge set out by the Intergovernmental Panel on Climate Change (IPCC) and which can be ratified and enter into force rapidly.

(2) RECOGNISES the progress made under all of the tracks of the Bali Road Map by the Bangkok, Bonn and Accra meetings but nevertheless UNDERLINES the need to speed up preparation of the Copenhagen agreement, in this respect WELCOMES the proposal of the chair of the Ad Hoc Working Group on Long Term Cooperative Action under the Convention to prepare a document assembling the ideas and proposals presented by Parties, and PLEDGES to cooperate with all Parties to ensure that the Poznań Conference marks the transition from discussion to full negotiating mode, undertake a stock-taking of progress under the Bali Action Plan, outline the main elements of the Copenhagen agreement, and prepare the successful conclusion in 2009 of negotiations under both the Convention and the Kyoto Protocol in a comprehensive agreement.

(3) RECALLS that the Copenhagen agreement must be reached within the UN process, but RECOGNISES that other processes can make a useful contribution to the success of the UN negotiations, and to this end WELCOMES the results of the G8 summits, especially the Toyako Declaration.

(4) RECOGNISES also the importance of the Leaders Meeting of the World's Major Economies on Energy Security and Climate Change (MEM), UNDERLINES the value of this group of countries continuing to work together on strengthening confidence and exploring the options for combating climate change beyond 2012, and

to this end WELCOMES the initiative of the future Italian Presidency of the G8 to arrange a summit associating these countries in 2009.

(5) AFFIRMS the EU's resolve to build a wide coalition for the future of the planet bringing together in particular the EU and those countries which are the most vulnerable to the impacts of climate change, to this end HIGHLIGHTS its intention to strengthen its partnership with Africa, the Least Developed Countries and the small island developing States so as to ensure that these regions benefit from the provisions of the Copenhagen agreement and can ensure growth, access to clean energy and the eradication of poverty with a view to their sustainable development; WELCOMES in this respect the Global Climate Change Alliance (GCCA) endorsed by the June 2008 European Council which constitutes a comprehensive political dialogue and cooperation framework.

(6) RECALLS also its cooperation with Latin American and Caribbean countries under the Lima Declaration of May 2008, and WELCOMES the outcome of the bilateral summits between the EU and South Africa (Bordeaux, 25 July 2008) and India (Marseille, 29 September 2008).

II. Shared vision

(7) EMPHASISES the central role, in the context of the Copenhagen agreement, of a shared vision for long-term cooperative action to ensure development towards a safe and sustainable low-carbon economy, sustainable production and consumption, and resilience in the face of climate change, and LOOKS FORWARD to making progress on this issue in Poznań.

(8) Further EMPHASISES that the Copenhagen agreement, through this shared vision, should enable global average temperature increase to be limited to not more than 2°C above preindustrial levels, UNDERLINES that this will require a reduction in global emissions of at least 50 % from 1990 levels by 2050, which means that global greenhouse gas emissions will have to peak by 2020 and decline thereafter, and in this respect WELCOMES the agreement of the G8 to consider and adopt, together with all Parties to the UNFCCC, the goal of achieving at least 50 % reduction of global emissions by 2050. The EU, however, UNDERLINES the importance of an ambitious mid-term target and a clear reference to 1990 as the base year in accordance with findings of the IPCC.

(9) NOTES that, based on available elements such as current population projections, such a level of ambition means that, by 2050, global average greenhouse gas emissions per capita should be reduced to around two tonnes CO₂ equivalent, and that, in the long term, gradual convergence of national per capita greenhouse gas emissions between developed and developing countries would be necessary, taking into account national circumstances.

III. Mitigation action by developed countries

(10) NOTES the information provided by the IPCC, that keeping the 2°C objective within reach implies that developed countries should collectively reduce their greenhouse gas emissions by between 25 and 40 % by 2020 compared to 1990 levels, through domestic and international efforts, and transform their economies over the coming decades in order collectively to reduce their greenhouse gas emissions by 80 to 95 % by 2050 compared to 1990 levels.

(11) RECALLS that the European Union has endorsed an objective of a 30 % reduction in GHG emissions by 2020 compared to 1990 as its contribution to a global and comprehensive agreement for the period beyond 2012, provided that other developed countries commit themselves to comparable emission reductions and that economically more advanced developing countries contribute adequately according to their responsibilities and respective capabilities, and made a firm independent commitment to achieve at least a 20 % reduction of GHG emissions by 2020 compared to 1990 levels, and so CALLS on all developed countries to propose, not later than mid-2009, economy-wide medium-term targets that involve a comparable level of effort.

(12) UNDERLINES the need to build on the Kyoto Protocol and its achievements in the multilateral architecture for tackling climate change after 2012, and CALLS on the parties to make steady progress in Poznań in the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol, in line with its approved work programme

(13) WISHES TO CLARIFY that the European Union intends to preserve the environmental integrity of its policies and the competitiveness of its economic sectors and that it therefore intends to take effective steps to prevent potential carbon leakage and to ensure a level playing field, compatible with the principles of international trade.

IV. Mitigation action by developing countries

(14) UNDERLINES the need for the Copenhagen agreement to facilitate strengthened implementation of existing and enhanced climate policies in developing countries and to speed up the transformation to a safe and sustainable low carbon and climate resilient development, including through predictable, sustainable and appropriate support, and through incentives for clean investment and technology dissemination and transfer.

(15) NOTES that, on the basis of information provided by the IPCC, keeping the 2°C objective within reach implies that developing countries in many regions will need to make a substantial deviation of their emissions from baseline by 2020, and NOTES that recent scientific research indicates that developing countries as a group, in particular the most advanced among them, would have to reduce their emissions by 15 to 30 % below business as usual, respecting the principle of common but differentiated responsibilities and respective capabilities, in order to be consistent with the global emission reduction goal, and POINTS OUT that this could be achieved initially through slowing the growth of their emissions and then by reducing them, bearing in mind that a significant proportion of those reductions will be the result of measures whose co-benefits in terms of reduced air pollution, protection of biodiversity and energy security will substantially reduce their costs, and that reductions in emissions from deforestation and forest degradation may also make a major contribution.

(16) RECALLS the European Council's position that economically more advanced developing countries should contribute adequately according to their responsibilities and capabilities, and UNDERLINES that the least developed countries should not be subject to obligatory emission constraints.

(17) RECOGNISES, in line with the principle of common but differentiated responsibilities and capabilities, that the nature and the level of ambition of measurable, reportable and verifiable nationally appropriate mitigation actions by

developing countries will differ between countries and sectors, and could include inter alia such options as sectoral approaches, including sectoral crediting and sectoral trading, technology cooperation, and sustainable development policies and measures.

(18) WELCOMES the progress already made by many advanced and other developing countries in controlling the growth of their greenhouse gas emissions, including through the adoption of climate action plans, and INVITES developing countries to indicate what additional nationally appropriate mitigation actions they could implement unilaterally, what further actions they could take with the support of the international community under the Copenhagen agreement, including through linking sectors to the world carbon market.

(19) STRESSES the need for a robust system to measure, report and verify both the results of nationally appropriate mitigation actions in developing countries and support in terms of technology, financing and capacity-building, building on lessons learned with the implementation of the Convention and the Kyoto Protocol, including for emissions inventories and policy development and PROPOSES the development of a cooperative partnership to this end.

V. Aviation and maritime transport

(20) RECALLS the need for a global agreement in Copenhagen on the treatment of the international aviation and shipping sectors, with levels of reduction effort consistent with keeping the 2°C objective within reach, and the need for enhanced cooperation with the International Civil Aviation Organisation and the International Maritime Organisation to decide and implement measures to control emissions in their respective sectors.

VI. Deforestation and forest degradation

(21) INSISTS on the importance of an ambitious deal in the Copenhagen agreement on reducing emissions from deforestation and forest degradation in developing countries, and also on the role of conservation, sustainable management of forests and enhancement of forest carbon stocks, and SIGNALS its desire to make substantial progress on these matters in Poznań by identifying policy options and appropriate performance-based incentives.

(22) LOOKS FORWARD TO the Communication from the Commission on addressing the challenge of deforestation and forest degradation and its impact on climate change and biodiversity loss, which urges a joint reduction of emissions from deforestation and forest degradation, and the increase in carbon stocks through sustainable forest management and afforestation/reforestation.

(23) EXPRESSES its willingness to consider, under appropriate conditions and in the context of an agreement in Copenhagen, how to harness public financing and carbon markets with respect to afforestation and reforestation activities in developing countries and to activities in developing countries related to the reduction of deforestation and forest degradation, or the enhancement of carbon stocks through sustainable forest management.

VII. Adaptation

(24) NOTES that all countries will need to adapt, that adaptation must therefore be considered a priority and be part of the Copenhagen agreement, and that there is a

need for solidarity towards the countries most vulnerable to climate change, such as the least developed countries, particularly in Africa, and small island developing States, which contribute very little to global greenhouse gas emissions, and to the poorest and most vulnerable groups within societies.

(25) WELCOMES the proposals put forward by other parties in Accra and HIGHLIGHTS the importance of making progress in Poznań towards the establishment of a framework for action on adaptation to climate change, including the following elements intended to enhance implementation of effective adaptation action:

- Development and integration of adaptation actions into national and sectoral planning processes,
- Support for capacity building and risk management approaches,
- Cooperation with international, regional and other organisations and the private sector,
- Enhancing technologies for adaptation,
- Provision of adequate and predictable financial flows,
- Follow-up on the effectiveness of adaptation action.

(26) CALLS for the Kyoto Protocol Adaptation Fund to be made fully operational as soon as possible.

VIII. Synergies between the Rio Conventions and action on land degradation and biodiversity

(27) HIGHLIGHTS the synergies between the three Rio Conventions and the opportunities for co-benefits of actions to mitigate and adapt to climate change, preserving biodiversity and controlling desertification, ENCOURAGES the implementation of measures to conserve carbon soil stocks and increase soil carbon sequestration, REAFFIRMS that concerns regarding conservation and sustainable use of biodiversity and ecosystems should be taken into account when formulating and implementing activities aimed at mitigation and adaptation to climate change and WELCOMES the establishment by the Convention on Biological Diversity of a process to take this forward.

27a. ENCOURAGES actions within the Montreal Protocol that are supportive of the UNFCCC, including reduced HCFC emissions.

IX. Technology

(28) CONSIDERS that radical acceleration of innovation and technology deployment and dissemination are crucial for achieving safe and sustainable low carbon development by all countries.

(29) EMPHASISES the need to make progress in Poznań and to explore the components of an enhanced framework on technology including:

- Support for capacity building to help establish enabling environments,
- Practical means to remove barriers to technology deployment and diffusion by implementing enabling environments, through domestic policies and measures, including market-based instruments, regulations, country programmes and technology targets,
- Technology-based agreements in key sectors,
- Innovative ways to encourage and reward technology-related action by developing countries and to facilitate technology development and dissemination,

– Linking implementation and financing to national planning and technology roadmaps so that the greenhouse gas emission reductions can be measured, reported and verified,

– Better coordination of existing institutions and processes to disseminate technologies in order to enhance assessment, monitoring and advisory functions.

(30) RECALLS that improving energy efficiency is the most cost-effective way to reduce emissions, that a wide range of safe and sustainable low-carbon emitting technologies, in particular renewable energies, are already available and must be deployed further; in this context, REITERATES its commitment to continue stimulating investments in energy efficiency and renewable energy in developing countries, inter alia through the Global Energy Efficiency and Renewable Energy Fund (GEEREF).

(31) NOTES that the European Union supports the establishment of environmentally safe CO₂ capture and storage demonstration projects and that the Community and some Member States are willing to consider further contributing to their funding in developing countries, and NOTES that the carbon market, including the clean development mechanism may also contribute to foster these projects, and UNDERTAKES to continue and strengthen collaboration on research and demonstration activities for innovative safe and sustainable low carbon technologies.

X. Financing and investment

(32) RECOGNISES that a key challenge for the Copenhagen agreement will be to develop in conformity with Bali action plan an architecture to optimise and mobilise predictable, sustainable and new, additional and adequate investment and financial flows from various sources (including the private sector, the carbon market, public sector and innovative instruments) and to deliver financing efficiently, effectively and equitably, and STRESSES that financing to support nationally appropriate mitigation actions by developing countries as well as these mitigating actions should also be measurable, reportable and verifiable.

32a. Without prejudice to the future international architecture of the Copenhagen agreement, WELCOMES the establishment at the World Bank of the Climate Investment Funds, which will help to gain experience of mobilising finance and investment to support transformational low-carbon, climate-resilient activities in developing countries.

(33) LOOKS FORWARD to receiving an update on investment and financial flows to address climate change from the UNFCCC secretariat before Poznań, and AFFIRMS that it is vital to identify principles and criteria in Poznań which should govern the post-2012 financial architecture relating to the financing of the fight against climate change, including the need for efficiency, equity, transparency and legitimacy.

(34) NOTES that private investment will be the main source of financing and will play a major role in driving economic and technological changes and HIGHLIGHTS the need for all countries to introduce policies conducive to investment in safe and sustainable low carbon technologies, infrastructures and innovation.

(35) LOOKS FORWARD to the further development of a liquid global carbon market with a broad coverage and deep emission cuts to create a robust carbon price signal as a key means to deliver cost-effective GHG emission reductions and a transition towards a safe and sustainable low carbon economy, WELCOMES the development of robust emissions trading schemes in a growing number of countries and

REITERATES its support for the International Carbon Action Partnership (ICAP) initiative.

(36) STRESSES the need to ensure the environmental integrity and the efficiency of the Clean Development and Joint Implementation Mechanisms and, after 2012, the need to introduce new approaches to scale up safe and sustainable low carbon investment beyond what is possible with project-based, offsetting mechanisms, and in this respect, PROPOSES to explore how to link developing countries' further mitigation action to the carbon market, including through sectoral crediting and sectoral trading.

(37) REAFFIRMS the role of the Global Environment Facility (GEF) as the financial mechanism of the UNFCCC and the Kyoto Protocol and the importance of improving its mechanisms so that it can reinforce its effectiveness and efficiency and NOTES that such reforms would allow it to play a key role in the implementation of the Copenhagen agreement and would contribute to achieving an adequate and successful replenishment.

(38) ACKNOWLEDGES that there is a significant role for public finance now, up to and beyond 2012, to address costs not met by the carbon market as well as market failures, and so EXPRESSES its willingness to explore proposals for mobilising financial resources and investment such as those advanced by Mexico, Norway and other parties, while HIGHLIGHTING the need for the creation of a strong and coherent financial architecture.

(39) RECALLS that it is for the Member States to determine, in accordance with their constitutional and budgetary provisions, how the revenues generated by the auctioning, from 2012 onwards, of 15 % of the EU ETS allowances for aviation are to be used, and that in this context, they undertake to combat climate change in the EU and third countries, inter alia to reduce greenhouse gas emissions, to adapt to the impacts of climate change, especially in developing countries, and to fund measures to avoid deforestation.

(40) HIGHLIGHTS that the perspectives of the EU climate and energy package negotiations will further contribute to EU efforts to provide finance for actions to mitigate and adapt to climate change, in particular through the carbon market in the context of a wider international agreement.

(41) LOOKS FORWARD to a proposal from the European Commission, taking into account current discussions with the EIB and the bilateral agencies, in response to the invitation from the European Council for a comprehensive strategy for scaling up finance and investment flows for both mitigation and adaptation in response to the Bali Action Plan, including mechanisms for research and development in, and the dissemination and transfer of , safe and sustainable low-carbon technology, for discussion at the Spring 2009 European Council.

Paquet législatif "énergie-climat"

Le Conseil a pris note des informations de la présidence sur l'état de travaux du paquet législatif climat/énergie.(1) Les ministres ont discuté de manière approfondie des trois projets de loi qui relèvent de leur compétence, c'est à dire le réexamen du système communautaire d'échange de quotas d'émission (SCEQE), la répartition des efforts hors SCEQE et la directive relative au captage et stockage du carbone.

Le débat a fait ressortir la volonté claire de réussir pour dégager un accord sur l'ensemble du paquet avant décembre 2008. Le Conseil entend intensifier ses travaux en étroite collaboration avec la Commission, afin que l'UE puisse garder son rôle

moteur dans la lutte contre le changement climatique au niveau international. Dans cet esprit, la présidence a instruit le comité des représentants permanents de préparer sans délai les négociations avec le Parlement européen sur le paquet dans le but d'arriver à un accord en première lecture. Les discussions ont porté principalement sur les sujets suivants :

– les mesures applicables au secteur de l'énergie dans le cadre du SCEQE :

Les discussions ont montré qu'un taux d'enchères de 100% dans le secteur de l'énergie est accepté par une majorité de délégations. Toutefois, certaines situations spécifiques pourraient justifier des dérogations de durée et d'ampleur limitées, notamment à cause de l'intégration insuffisante du secteur d'énergie au niveau européen.

– la pré-affectation du revenu des enchères :

Le débat a indiqué que, même si un certain nombre d'Etats membres considère que l'utilisation des recettes d'enchères relève de la compétence nationale, des engagements volontaires pourraient être examinés.

– le financement du captage et stockage de CO₂ :

Le Conseil est disposé à examiner les possibilités de combiner plusieurs options, y compris des financements nationaux et communautaires, en complément de l'apport du secteur privé.

– le risque des "fuites de carbone" (c'est-à-dire la délocalisation des entreprises "énergivores" en dehors de l'UE), et les mesures à prendre pour protéger à la fois l'environnement et la compétitivité de l'industrie en Europe :

Le Conseil s'est montré déterminé à apporter des réponses claires aux problèmes qui pourraient dériver des "fuites de carbone". Dans ce contexte, il s'est penché sur la nécessité de définir, dans des délais appropriés, des critères quantitatifs et qualitatifs et des modalités pour les secteurs les plus exposés à la concurrence mondiale.

(1) Ce train de mesures contient les propositions suivantes :

- une directive modifiant la directive 2003/87/CE afin d'améliorer et d'étendre le système d'échange de quotas d'émission de gaz à effet de serre de l'UE ("réexamen du système d'échange de quotas d'émission");

- une décision relative à l'effort à fournir par les Etats membres de l'UE pour réduire leurs émissions de gaz à effet de serre afin de respecter les engagements de la Communauté en matière de réduction de ces émissions jusqu'en 2020 ("répartition de l'effort hors système d'échange de quotas d'émission") (doc. 5849/08);

- une directive relative à la promotion de l'utilisation de sources d'énergie renouvelables ("directive relative aux sources d'énergie renouvelables") (doc. 5421/08);

- une directive relative au stockage géologique du dioxyde de carbone ("directive relative au captage et au stockage du CO₂")