



MARINE ENVIRONMENT PROTECTION
COMMITTEE
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Agenda item 4

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PREVENTION OF AIR POLLUTION FROM SHIPS

Outcome of the United Nations Climate Change Conference held in Copenhagen, Denmark from 7 to 18 December 2009

Note by the Secretariat

SUMMARY

<i>Executive summary:</i>	This document reports on the United Nations Climate Change Conference 2009 – COP 15 and CMP 5 – held in Copenhagen, Denmark from 7 to 18 December 2009, tasked with agreeing on a post-2012 climate change treaty
<i>Strategic direction:</i>	7.3
<i>High-level action:</i>	7.3.1
<i>Planned output:</i>	7.3.1.3
<i>Action to be taken:</i>	Paragraph 24
<i>Related documents:</i>	Resolution A.963(23); MEPC 57/4/6, MEPC 57/21; MEPC 58/4/5, MEPC 58/4/5/Add.1, MEPC 58/23; MEPC 59/4/INF.30, MEPC 59/24 and MEPC 60/INF.9

Background

1 As requested by resolution A.963(23) and reiterated by the Committee at its fifty-ninth session in July 2009 (MEPC 59), the IMO Secretariat reported the outcome of MEPC 59 related to control of greenhouse gas emissions from international shipping to relevant UNFCCC bodies in preparation for the United Nations Climate Change Conference 2009 as well as to that conference. The IMO Secretariat participated at relevant preparatory sessions and the Secretary-General headed IMO's delegation attending the Conference.

The Conference

2 The United Nations Climate Change Conference 2009 was held in Copenhagen, Denmark from 7 to 18 December. The Conference included:

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- .1 the fifteenth Conference of the Parties (COP 15) to the United Nations Framework Convention on Climate Change (UNFCCC);
- .2 the fifth Conference of the Parties (CMP 5) serving as the Meeting of the Parties to the Kyoto Protocol (KP);
- .3 the eight session of the *Ad Hoc* Working Group on Long-term Cooperative Action under the Convention (AWG-LCA 8);
- .4 the tenth session of the *Ad Hoc* Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP 10);
- .5 the thirty-first session of the Subsidiary Body for Implementation (SBI 31); and
- .6 the thirty-first session of the Subsidiary Body for Scientific and Technological Advice (SBSTA 31).

3 During the Conference, a high-level segment was held from 16 to 18 December, where 119 Heads of State or Government, as well as more than 100 Ministers, Ambassadors and other high-level Government officials, delivered statements. 193 nations were represented. The United Nations Secretary-General, Mr. Ban Ki-Moon addressed the Conference on behalf of the United Nations system. Statements were also provided by representatives from intergovernmental and non-governmental organizations. Speakers reflected on a wide range of issues relating to climate change, the urgent need for concerted global actions on both mitigation and adaptation, the UNFCCC, its Kyoto Protocol, funding challenges, the need for transfer of technology and the post-2012 climate change regime in general.

4 The main focus of the Conference, which had 45,000 registered participants and was attended by up to about 15,000 people daily, was on long-term cooperation in the fight against climate change in the post-2012 period, when the Kyoto Protocol's first commitment period will expire, as reported in documents MEPC 59/4 and MEPC 59/4/Add.1.

Outcome of the Conference – The Copenhagen Accord

5 The Conference concluded with Parties taking note of the Copenhagen Accord of 18 December 2009. The advance unedited version of the Copenhagen Accord is set out in annex 1. The Accord underlines that climate change is one of the greatest challenges of our time and emphasizes the Parties' strong political will to urgently combat climate change in accordance with the principle of common but differentiated responsibilities and respective capabilities.

6 The Conference decided that the next annual United Nations Climate Change Conference (COP 16 and CMP 6 as well as meetings of the subsidiary bodies) will take place towards the end of 2010 in Mexico City, preceded by a two-week session in Bonn, Germany, (SBI 32, SBSTA 32, AWG- KP 11 and AWG-LCA 9) scheduled from 31 May to 11 June 2010.

Shipping-related outcome

7 The Conference resulted in the adoption of a number of COP decisions, CMP decisions, and a number of conclusions by the subsidiary bodies. The most relevant outcome related to control of emissions from international maritime transport are the two COP decisions to extend the mandates of the two *ad hoc* working groups. The advanced unedited COP decision to extend

the mandate of the *Ad Hoc* Working Group on Long Term Cooperative Action under the Convention (AWG-LCA), which, *inter alia*, is considering policy approaches and measures to limit and reduce greenhouse gas emissions from international maritime transport, is reproduced below.

“Decision -/CP.15

Outcome of the work of the *Ad Hoc* Working Group on Long-term Cooperative Action under the Convention

The Conference of the Parties,

Recalling its decision 1/CP.13,

Committed to enable the full, effective and sustained implementation of the Convention through long-term cooperative action, now, up to and beyond 2012,

Having considered the outcome of the work of the *Ad Hoc* Working Group on Long-Term Cooperative Action pursuant to paragraph 2 of decision 1/CP.13,

1. *Decides* to extend the mandate of the *Ad Hoc* Working Group on Long-term Cooperative Action to enable it to continue its work with a view to presenting the outcome of its work to the Conference of the Parties for adoption at its sixteenth session;
2. *Requests* the *Ad Hoc* Working Group on Long-Term Cooperative Action to continue its work drawing on the report of the *Ad Hoc* Working Group on Long-term Cooperative Action presented to the Conference of the Parties at its fifteenth session,¹ as well as work undertaken by the Conference of the Parties on the basis of that report;
3. *Mandates* the host country of the next session of the Conference of the Parties to make the necessary arrangements in order to facilitate the work towards the success of that session.

¹ FCCC/AWGLCA/2009/L.7/Rev.1 and Add.1, Add.2/Rev.1, Add.3.7, Add.8/Rev.1 and Add.9.”

IMO attendance

8 The Secretary-General attended the first three days of the Conference and the last four days including the high-level segment. The Conference was also attended for its duration by the Director of the Marine Environment Division (MED), the Head of the Chemical and Air Pollution Prevention Section, Sub-Division for Pollution Prevention (POLLPREV), MED, the Senior Adviser of the Marine Environment Division and by a Principal Secretary of POLLPREV, MED.

9 Throughout the Conference the Secretary-General had a large number of meetings with Ministers, Ambassadors and other Government officials, as well as representatives of other United Nations Agencies and Programmes and with delegates representing civil societies.

Submissions by IMO to the Conference

10 The IMO Secretariat reported the outcome of MEPC 59 related to GHG matters and submitted three documents to the Conference:

- .1 A position note by the International Maritime Organization;
- .2 an information note by the International Maritime Organization; and
- .3 the Executive Summary of the Second IMO GHG Study 2009.

The IMO submissions to the Copenhagen Conference and its preparatory meetings may be found in document MEPC 60/INF.9.

Preparations for the Conference

11 The IMO Secretariat attended UNFCCC's intersessional informal consultations that were held in Bonn, Germany from 10 to 14 August 2009; in Bangkok, Thailand from 28 September to 9 October 2009; and finally in Barcelona, Spain, from 2 to 6 November 2009. The Secretariat submitted several documents describing the outcome of MEPC 59 and IMO's work on GHG issues. For reference, the submissions to the informal consultations and to the Copenhagen Conference may be found in document MEPC 60/INF.9.

Debates on emissions from international shipping

AWG-LCA 8

12 AWG-LCA 8 considered emissions from international maritime transport under agenda item 3(b) "Enhanced national/international action on mitigation of climate change" where seven options for possible text were under consideration at the opening of the Conference. The seven options may be found in UNFCCC document FCCC/AWGLCA/2009/14, Annex III D (page 98): Cooperative sectoral approaches and sector-specific actions (paragraph 1(b)(iv) of the Bali Action Plan). The IMO Secretary-General gave a statement at the opening plenary of AWG-LCA 8, which is set out in annex 2.

13 A contact Group and several drafting groups on different items were established to progress the work further at the Conference, while consideration of control of emissions from international maritime transport was undertaken as informal consultations by two appointed co-facilitators from Canada and Venezuela. The President of COP 15/CMP 5 (Ms. Connie Hedegaard, who later was replaced by Denmark's Prime Minister, Mr. Lars Lokke Rasmussen) also tasked the Environmental Ministers of Singapore and Norway to undertake consultations at the political level. Both consultation tracks were fruitful but did not lead to a single agreed text.

14 The outcome of AWG-LCA 8 may be found in document FCCC/AWGLCA/2009/L.7.Rev.1, where paragraph 32 serves as placeholder for policy approaches and measures to limit and reduce greenhouse gas emissions from international civil aviation and international maritime transport.

15 As described in paragraph 7 above, the Conference extended the mandate of the AWG-LCA to enable it to continue its work and to present the outcome to COP 16 for possible adoption, and requested it to continue its work drawing on its report to COP 15, as well as work undertaken during the Conference on the basis of that report.

AWG-KP 10

16 AWG-KP had under its consideration a number of proposed amendments to Article 2.2 of the Kyoto Protocol and also proposals for funding mechanisms using international maritime transport as a source for funding. None of the matters related to international shipping were considered in any detail or concluded at the Conference.

SBSTA 31

17 The thirty-first session of the Subsidiary Body for Scientific and Technological Advice (*SBSTA 31*) considered under its Agenda Item 7(b) – Methodological issues under the Convention, Emissions from fuel used for international aviation and maritime transport (FCCC/SBSTA/2009/4).

18 Previously, SBSTA, at its twenty-eight session agreed to receive relevant information from the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO) in order to enable Parties to exchange views on this matter during the twenty-ninth, thirtieth and thirty-first sessions of the SBSTA and to continue to consider this item at SBSTA 32 (FCCC/SBSTA/2008/6, paragraphs 118-119). SBSTA at its thirtieth session invited the secretariats of ICAO and IMO to report on relevant work on this issue.

19 Following statements by ICAO and IMO, a number of interventions were delivered, providing well established positions. Several delegations expressed their full support to the work of IMO and urged the UNFCCC process to respect the fundamental principles of IMO, stressing that ship emissions could not be attributed to any particular country or economy and that any regulations should apply equally to all ships. Also a number of delegations expressed the view that IMO should respect the principles of the UNFCCC.

20 SBSTA 31 noted the information from the Secretariats of the International Civil Organization (ICAO) and the International Maritime Organization (IMO) on their ongoing work on emissions from fuel used for international aviation and maritime transport, as well as the views expressed by Parties on this information. The SBSTA invited the secretariats of ICAO and IMO to continue reporting, at future sessions of the SBSTA, on relevant work on this issue. The IMO statement is set out in annex 3.

SBI 31

21 Emissions from international shipping were not included in the agenda of SBI 31.

Side events

22 IMO held one side event under the United Nations side event schedule with about 300 participants and one side event together with the Governments of Cyprus and the Marshall Islands and one side event together with ICS and BIMCO (the programmes may be found under the COP 15/CMP 5 side event schedule). The IMO Secretary-General took part in the United Nations Chief Executive Board's High Level side event which was chaired by the United Nations Secretary-General Mr. Ban Ki-Moon. In addition, IMO representatives participated as presenters, speakers or panellists in more than 10 additional side events held by other delegations or organizations on emissions and international maritime transport. The IMO representatives also attended other relevant side events as part of the audience.

Distribution of outreach material

23 Extensive distribution of a wide variety of outreach and information material on relevant IMO matters took place throughout the duration of the Conference both at the IMO Exhibition stand, which was well attended, as well as at side-events where the IMO representatives participated and presented IMO's work on control GHG emissions from international shipping.

Action requested of the Committee

24 The Committee is invited to note the information provided and take action as it may deem appropriate.

ANNEX 1

Advance unedited version

Decision -/CP.15

The Conference of the Parties,

Takes note of the Copenhagen Accord of 18 December 2009.

Copenhagen Accord

The Heads of State, Heads of Government, Ministers, and other heads of the following delegations present at the United Nations Climate Change Conference 2009 in Copenhagen: [List of Parties]

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 emphasize 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 recognize 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 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 Convention's 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.

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APPENDIX I

Quantified economy-wide emissions targets for 2020

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APPENDIX II

Nationally appropriate mitigation actions of developing country Parties

[illegible]

ANNEX 2

**Address at COP 15 by Efthimios E. Mitropoulos
Secretary-General, International Maritime Organization**

Mr. Chairman, distinguished delegates and observers, ladies and gentlemen,

Most of you will be aware of IMO's role as the specialized agency of the United Nations responsible for establishing and maintaining the legal framework governing the safety, security, efficiency and environmental performance of the international shipping industry.

With a 50-year successful delivery on its mandate, it came as no surprise that the Kyoto Protocol provided that the regulation of greenhouse gas emissions from shipping should be pursued **through IMO**.

Our work on this topic contains **three distinct components: technical measures** that will mainly be applied to new ships; **operational measures** for all ships – new and existing; and **market-based reduction measures** to provide emission-cutting incentives – all of which, when fully implemented, will deliver the required GHG emission reductions from ships engaged in international trade. Indeed, a study on GHG emissions from ships conducted by IMO this year forecasts that, through the technical measures developed by the Organization, a relative emission reduction of **15 to 30%** is possible depending on ship type and size, while, through the operational measures, **a further 20% reduction** on a tonne mile basis is possible and would be cost-effective even with the current fuel prices.

I am convinced that the interests of mankind and the global climate would be best served if the Parties to the UNFCCC, most of which are also IMO Member States, **continued entrusting the Organization** with the development and enactment of the global regulatory regime needed to limit or reduce GHG emissions from international shipping, on a universal basis.

Thank you.

ANNEX 3**STATEMENT DELIVERED BY THE IMO SECRETARIAT AT
THE OPENING PLENARY OF SBSTA 31**

Thank you Madame Chair, good afternoon distinguish delegates,

The International Maritime Organization is the specialized agency of the United Nations and has, over the past 52 years, developed and enacted an impressive body of international legislation consisting of 51 treaty instruments, which regulate shipping from the safety, security, efficiency of navigation and environmental protection perspectives.

The latest session of IMO's Marine Environment Protection Committee concluded, in July this year, a package of technical and operational measures to reduce GHG emissions from international shipping, intended for voluntary application until the Committee's sixtieth session in March 2010, when their scope of application and enactment will be debated taking into account the conclusions from this conference.

The Committee also agreed on a work plan for further consideration and development of a suitable market-based instrument for international shipping culminating in 2011.

Accordingly, all the necessary mechanisms leading to a strong shipping-related anti-climate change infrastructure are in place or well underway and an agreement on their application is the only aspect pending before a robust and efficient GHG reduction regime for international shipping is agreed for the benefit of the global environment and future generations.

Being fully aware of the ultimate objective of the UNFCCC, which is to achieve stabilization of greenhouse gas concentrations at a level that prevents dangerous interference in the global climate system, IMO is seeking a win-win solution where a GHG regime for international shipping, once enacted, will deliver real emission reductions and, at the same time, will contribute financially towards the wider efforts in combating climate change in developing countries. The interests of mankind and the global climate would be best served if the Parties to the UNFCCC here in Copenhagen, most of which are also IMO Member States, decided to continue entrusting the Organization with the development and enacting of the global regulatory regime needed to control greenhouse gas emissions from international shipping, based on the above premises.

Madam Chair, let me emphasize that:

- IMO has an impressive track record of successfully addressing, resolving and promoting all issues within its competence and on its agenda;
- On environmental issues in particular, the Organization has performed excellently, being able to demonstrate a globally-recognized contribution towards reducing pollution of the marine environment from all sources of shipping operations, oil spills in particular, and tackling, head on, threats to the atmospheric environment, first through drastically reducing air pollutants from ships and, now, through an impressive array of measures aiming at reducing GHG emissions from ships;

- With the firm support of its Member Governments, the Organization is determined to play, responsibly and effectively, its role as the global body entrusted with the regulation of international shipping and, as far as the Copenhagen Conference is concerned, to make its contribution to the global efforts to stem climate change and global warming.

Madam Chair, to conclude, it is for these strong and undeniable reasons that IMO is participating in this Conference, fully expecting that the global community will re-state its confidence in IMO and empower it to complete the tasks it has so diligently advanced with a view to delivering an effective contribution to the objectives this Conference pursues, through the regulation of international shipping. Once this is confirmed, IMO will spare no effort to do its duty, within any timeframe that the present Conference should choose to decide.

Thank you.
