5. Climate Change: Mid-term Goals [55]

Commitment:

“In this respect, we acknowledge our leadership role and each of us will implement ambitious economy-wide mid-term goals in order to achieve absolute emissions reductions and, where applicable, first stop the growth of emissions as soon as possible, reflecting comparable efforts among all developed economies, taking into account differences in their national circumstances.”

G8 Leaders Declaration on the Environment and Climate Change

Assessment:

<table>
<thead>
<tr>
<th>Country</th>
<th>Lack of Compliance</th>
<th>Work in Progress</th>
<th>Full Compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canada</td>
<td>-1</td>
<td></td>
<td>+1</td>
</tr>
<tr>
<td>France</td>
<td></td>
<td></td>
<td>+1</td>
</tr>
<tr>
<td>Germany</td>
<td></td>
<td></td>
<td>+1</td>
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<tr>
<td>Italy</td>
<td></td>
<td></td>
<td>+1</td>
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<tr>
<td>Japan</td>
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<tr>
<td>Russia</td>
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<tr>
<td>United Kingdom</td>
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<td>+1</td>
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<tr>
<td>United States</td>
<td></td>
<td>-1</td>
<td>+1</td>
</tr>
<tr>
<td>European Union</td>
<td></td>
<td></td>
<td>+1</td>
</tr>
<tr>
<td><strong>Average Score</strong></td>
<td></td>
<td></td>
<td><strong>+0.77</strong></td>
</tr>
</tbody>
</table>

Background:

In December 1997, parties to the United Nations Framework Convention on Climate Change (UNFCCC) met in Kyoto. The principle objective of the UNFCCC is to accomplish “stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.” All G8 members are signatory to the UNFCCC. In Kyoto, parties to the UNFCCC created an international accord on the reduction of greenhouse gas (GHG) emissions: the Kyoto Protocol, an internationally binding agreement.

The principal distinction between the Convention and the Protocol is that the UNFCCC only has the authority to encourage industrialized countries to stabilize GHG emissions, whereas the Protocol commits all signatory parties to a set of mandatory and legally

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binding targets.\textsuperscript{404} The Protocol operates under guidance of the United Nations, but is financially supported by national governments. Participating parties must meet the set commitments established by the Protocol and must submit to external review by United Nations-based bodies.\textsuperscript{405} The Protocol, however, expires in 2012.

Emissions reductions have been a regular focus for G8 commitments since 1989. In 1998, there was a particular focus on climate change, with G8 members promising to sign the Kyoto Protocol and reduce domestic GHG emissions.

At the 2005 Gleneagles Summit, G8 leaders reiterated their commitment to UNFCCC and its objectives.\textsuperscript{406} During the 2006 St Petersburg Summit, G8 members reaffirmed their commitment to UNFCCC and pledged to their “shared multiple objectives of reducing greenhouse gas emissions.”\textsuperscript{407} In 2007 at the Heiligendamm Summit, in an effort to set a global goal for emission cuts, G8 members decided to consider the decisions made by the European Union, Canada and Japan, which outline a 50 per cent reduction of global GHG emissions by 2050, but highlighted that their actions would be based on “the UNFCCC principle of common but differentiated responsibilities and capabilities.”\textsuperscript{408}

During the Hokkaido-Toyako Summit, G8 leaders agreed to endorse a 50 per cent cut in global GHG emissions by 2050.\textsuperscript{409} This long-term goal has been widely discussed by international actors, notably the European Union, but has not yet been formally endorsed by the UNFCCC.\textsuperscript{410} G8 leaders have promised to pursue a new UNFCCC agreement incorporating this long-term goal.\textsuperscript{411}

\textbf{Commitment Features:}

The commitment calls for the implementation of mid-term emission reduction goals. We assume that the first step towards implementing goals is to set them. Because the act of setting a goal is not incremental, action taken before the Hokkaido-Toyako Summit can constitute compliance in this case.

A precise time frame for “mid-term” is not specified, but it can be assumed to be well ahead of 2050. The European Union’s mid-term goals are to be assessed in 2020, but

\begin{footnotesize}
\begin{enumerate}
\item[	extsuperscript{404}] Kyoto Protocol, United Nations Framework Convention on Climate Change. Date of Access: December 17 2008. \url{http://unfccc.int/kyoto_protocol/items/2830.php}.
\item[	extsuperscript{406}] The Gleneagles Communiqué, G8 Information Centre (Toronto) 8 July 2005. Date of Access: 15 January 2009. \url{http://www.g7.utoronto.ca/summit/2005gleneagles/communique.pdf}.
\item[	extsuperscript{408}] Chair’s Summary, G8 Information Centre (Toronto) 8 June 2007. Date of Access: 15 January 2009. \url{http://www.g7.utoronto.ca/summit/2007heiligendamm/g8-2007-summary.pdf}.
\end{enumerate}
\end{footnotesize}
other members’ mid-term deadline may differ. The commitment is to set “economy-wide” mid-term goals, so emission reduction goals that only cover single industries or sectors cannot be considered compliance.

Scoring:

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>-1</td>
<td>Member does not set an economy-wide mid-term goal to halt or reduce greenhouse gas emissions. No goals are set OR goals are set for particular industries but not the economy as a whole OR goals are set for the distant future, close to 2050 or beyond.</td>
</tr>
<tr>
<td>0</td>
<td>Member sets an economy-wide mid-term goal to halt greenhouse gas emissions. The goal does not call for an absolute reduction in greenhouse gas emissions AND the goal specifies a timeframe well ahead of 2050.</td>
</tr>
<tr>
<td>+1</td>
<td>Member sets an economy-wide mid-term goal to reduce greenhouse gas emissions below 2008 levels AND the goal specifies a timeframe well ahead of 2050.</td>
</tr>
</tbody>
</table>

Lead Analyst: Ivana Jankovic

Canada: +1

Canada has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

From 1-12 December 2008, Canada joined more than 190 countries in Poznań, Poland for the UNFCCC’s 14th session of the Conference of the Parties (COP 14).\(^{412}\) Canada’s representative at the conference, Minister of the Environment Jim Prentice, stated that “Canada is committed to an economy-wide emissions reduction goal of 20 per cent by 2020.”\(^{413}\) Further, Minister Prentice affirmed Canada’s long-term commitment to “reducing global greenhouse gas emissions by at least 50 percent by 2050.”\(^{414}\) These goals constitute compliance with this commitment.

On 4 June 2009, Minister Prentice spoke in detail about his government’s climate change


He laid out more ambitious long-term targets, and reaffirmed the mid-term target, noting that “Canadian objectives are to reduce our emissions by 20 per cent by 2020 and try to get to 60-70 per cent by 2050.” \(^{416}\) Minister Prentice said that these targets will cover all sources of emissions, and be mandatory.\(^{417}\) Specifics of the regulations are to be outlined in time for the Copenhagen Conference on climate change in December 2009.\(^{418}\)

Thus, Canada has been awarded a score of +1 for setting an economy-wide midterm goal to reduce greenhouse gas emissions.

**Analyst: Christopher Cosack**

**France: +1**

France has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

On 6 December 2008, President Nicolas Sarkozy stated that Europe “must be an example for others” by considerably reducing its level of fossil fuel emissions.\(^{419}\) During the European Summit of 11-12 December 2008, France, then holding the presidency of the European Council, played a leading role in the negotiations over the European Union’s new climate change plan.\(^{420}\)

The plan, known as 20-20-20, had initially called for a 20 per cent reduction in greenhouse gas emissions based on 1990 levels; a 20 per cent reduction in energy consumption; and a 20 per cent increase in the use of renewable energy by the year 2020.\(^{421}\) In December, EU leaders approved part of 20-20-20.\(^{422}\) They agreed to

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\(^{415}\) Notes for an address by the Honourable Jim Prentice, PC, QC, MP Minister of the Environment on Canada’s climate change plan, 4 June 2009. Date of Access: 9 June 2009. [Link](http://www.ec.gc.ca/default.asp?lang=En&n=6F2DE1CA-1&news=400A4566-DA85-4A0C-B9F4-BABE2DF555C7).

\(^{416}\) Notes for an address by the Honourable Jim Prentice, PC, QC, MP Minister of the Environment on Canada’s climate change plan, 4 June 2009. Date of Access: 9 June 2009. [Link](http://www.ec.gc.ca/default.asp?lang=En&n=6F2DE1CA-1&news=400A4566-DA85-4A0C-B9F4-BABE2DF555C7).


\(^{418}\) Notes for an address by the Honourable Jim Prentice, PC, QC, MP Minister of the Environment on Canada’s climate change plan, 4 June 2009. Date of Access: 9 June 2009. [Link](http://www.ec.gc.ca/default.asp?lang=En&n=6F2DE1CA-1&news=400A4566-DA85-4A0C-B9F4-BABE2DF555C7).


collectively adopt the 20 per cent emission cut. France is bound to this target, which constitutes compliance with this commitment.

Thus, France has been awarded a score of +1 for agreeing to be bound by the EU’s economy-wide midterm goal to reduce greenhouse gas emissions.

Analyst: Chiara Magboo

Germany: +1

Germany has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

Germany is on track to meet its Kyoto Protocol 2012 emissions reduction target. Germany’s emissions reductions, estimated at 22.4 per cent, reflect significant policy changes in support of renewable energy and conservation. Environment Minister Sigmar Gabriel stated, “Germany is at the forefront of international climate protection and has reached its Kyoto targets three years before the deadline. In order to achieve the necessary reductions up to 2020, we have to continue and consolidate our successful policy of expanding the use of renewable energies and increasing energy efficiency.”

In this compliance cycle, however, Germany’s position on climate change has been unclear. On 8 December 2008, Chancellor Angela Merkel stated that she would not support any climate change measure “that endangers jobs or investments in Germany, in light of the current economic crisis.”

Nonetheless, as part of the European Union, Germany has agreed to reduce its emissions by 20 per cent by 2020. In December, EU leaders approved part of 20-20-20. They agreed to collectively adopt the 20 per cent emission cut. Germany is bound to this target, which constitutes compliance with this commitment.

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Emissions cuts are to differ between member states based on capacity, and Germany has promised a 40 per cent cut in emissions by 2020.\footnote{Factbox: Goals to cut greenhouse gases from US to China, Reuters, 23 January 2009. Date of Access: 23 January 2009. \url{http://uk.reuters.com/article/email/idUKTRE50M3X120090123}.} Germany has also signed a report by the Inter-Governmental Panel on Climate Change, which recommends reducing greenhouse gas emissions between 25 and 40 per cent by 2020.\footnote{Major Powers Must Spearhead Climate Protection: Japan (Berlin) 6 May 2009. Date of Access: 8 May 2009. \url{http://www.google.com/hostednews/afp/article/ALeqM5jd5x72p5zOVrDUFHxXG4ynv3h1Q}.}

In April 2009, German representatives attended a summit of environment ministers in Italy, in order to discuss a post-Kyoto emissions reduction goal.\footnote{State Secretary Machig: G8 Countries Must use the Crisis for a Green Recovery of Their Economy (Berlin) 24 April 2009. Date of Access: 7 May 2009. \url{http://www.bmu.de/english/current_press_releases/pm/43817.php}.} The State Secretary of the German Environment Ministry said that “in the field of environmental protection there is massive potential for economic growth and a low carbon – and thus more environmentally friendly – future.”\footnote{State Secretary Machig: G8 Countries Must use the Crisis for a Green Recovery of Their Economy (Berlin) 24 April 2009. Date of Access: 7 May 2009. \url{http://www.bmu.de/english/current_press_releases/pm/43817.php}.} As part of the negotiations for a post-Kyoto agreement, the European Union is arguing in favour of reducing carbon dioxide emission to 30 per cent below 1990 levels by 2020.\footnote{Can the EU Lead on Global Warming?, 29 January 2009. Date of Access: 7 May 2009. \url{http://www.spiegel.de/international/europe/0,1518,604297,00.html}.} However, the meeting in Italy did not result in any new targets.\footnote{State Secretary Machig: G8 Countries Must use the Crisis for a Green Recovery of Their Economy (Berlin) 24 April 2009. Date of Access: 7 May 2009. \url{http://www.bmu.de/english/current_press_releases/pm/43817.php}.}

Despite recent shifts in Germany’s position on emissions reduction, and ongoing negotiations about future reduction targets, Germany has fulfilled its commitment by setting an economy-wide, mid-term emissions reduction goal. Thus, it has been awarded a score of +1.

**Analysts: Natalie Antonowicz and Darya Frolova**

**Italy: +1**

Italy has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

In fall 2008, during negotiations over the new EU climate package, Italy opposed the proposed 20-20-20 goals on climate change because of concerns regarding the potential cost to Italian industry and consumers.\footnote{Italy threatens to veto costly EU climate change package, AFP (Brussels) 1 December 2008. Date of Access: 10 December 2008. \url{http://www.google.com/hostednews/afp/article/ALeqM5gQqWTAfUbUZ79XJ2mVHp11sYCMCOw}.} The plan had initially called for a 20 per cent reduction in greenhouse gas emissions based on 1990 levels; a 20 per cent reduction in energy consumption; and a 20 per cent increase in the use of renewable energy by the
year 2020. The government claimed that the plan would force the Italian economy to bear costs 40 per cent higher than the European average. During negotiations, Italy pushed for its energy-intensive industrial sectors – including glass, paper, steel, and brick – to be exempted from the package due to fears of potential factory closures.

Italy has pointed out that its emissions per-capita are already well below the European average and that its overall energy efficiency is above the European average. However, Environment Minister Stefania Prestigiacomo has admitted that Italy is “doing very badly over Kyoto” noting that the country is trending towards a 13 per cent growth in emissions, rather than a 6.5 per cent reduction.

Nonetheless, in December, Italy approved part of the 20-20-20 plan alongside other EU members. They agreed to collectively adopt the 20 per cent emission cut.

In February 2009, Minister Prestigiacomo announced that Italy will work to achieve its Kyoto targets. Minister Prestigiacomo clarified that Italy will do this by encouraging the use of renewable energy, energy savings, and new technologies such as carbon capture and storage.

Italy has fulfilled its commitment by setting an economy-wide, mid-term emissions reduction goal. Thus, it has been awarded a score of +1.

Analyst: Daniel Fusca

Japan: +1

Japan has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

On 10 June 2009, Japan announced that it would aim to reduce emissions 15 per cent by 2020, using 2005 as a baseline.\textsuperscript{447} This goal was the result of long months of negotiation, and prior to the announcement reports suggested that the committee in charge of setting the target was deadlock.\textsuperscript{448}

It seems that this relatively modest goal was something of a compromise: In February 2009, Environment Minister Tetsuo Saito said: “although the government has not reached its consensus, the reduction of GHG emissions by 25 per cent to 40 per cent is the only option that Japan should choose.”\textsuperscript{449}

Japan has committed to reduce greenhouse gas emissions by 60 to 80 per cent by 2050.\textsuperscript{450} Japan has also signed a report by the IPCC, which recommends reducing greenhouse gas emissions between 25 and 40 per cent by 2020.\textsuperscript{451}

Thus, Japan has been awarded a score of +1 for announcing a mid-term goal, though its goal is substantially smaller than those announced by most other G8 members.

\textit{Analyst: Natalie Antonowicz}

\textbf{Russia: +1}

Russia has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions.

On 18 June 2009, President D. Medvedev announced, and on 23 June 2009 presidential aide A. Dvorkovich defined more exactly, Russian mid-term goals on greenhouse gas emissions reduction.\textsuperscript{452} Russia will decrease greenhouse gases emissions by 10 to 15 per cent by 2020, based on 1990 levels.\textsuperscript{453} This will amount to reduction of 30 billion tons of

\begin{footnotesize}
\begin{itemize}
\item \textsuperscript{448} CO2 emissions-cut goal under debate, Daily Yomiuri Online (Tokyo) 8 January 2009. Date of Access: 15 January 2009. \url{http://www.yomiuri.co.jp/dy/national/20090108TDY03002.htm}
\item \textsuperscript{449} Japan Has Six Plans for its Mid-term Climate Goal (2020), 15 February 2009. Date of Access: 7 May 2009. \url{http://www.climaticoanalysis.org/blog/japan-has-six-plans-for-its-mid-term-climate-goal/}
\item \textsuperscript{451} Major Powers Must Spearhead Climate Protection: Japan (Berlin) 6 May 2009. Date of Access: 8 May 2009. \url{http://www.google.com/hostednews/afp/article/ALeqM5jd5x72p5zOvrDUHFxxG4vnyv3h1_O}
\item \textsuperscript{452} From the interview with the reporter of news program of the First Channel Kirill Kleimenov, Official website of the President of the Russian Federation (Moscow) 18 June 2009. Date of access: 23 June 2009. \url{http://www.kremlin.ru/appears/2009/06/18/1043_type63379_218120.shtml}
\item Dvorkovich: Russia will reduce CO2 emissions due to energy efficiency of the economy, RIANOVOSTI (Moscow) 23 June 2009. Date of access: 23 June 2009. \url{http://eco.rian.ru/business/20090623/175135164.html}
\item \textsuperscript{453} From the interview with the reporter of news program of the First Channel Kirill Kleimenov, Official website of the President of the Russian Federation (Moscow) 18 June 2009. Date of access: 23 June 2009. \url{http://www.kremlin.ru/appears/2009/06/18/1043_type63379_218120.shtml}
\end{itemize}
\end{footnotesize}
greenhouse gases between 1990 and 2020. This reduction will be provided mainly through increasing energy efficiency.

Before the Hokkaido-Toyako Summit, Russia set a mid-term goal to reduce the energy intensity of the economy. On 4 June 2008, a Decree of the President of the Russian Federation set a goal of energy consumption reduction of 40 per cent by 2020 from 2007 levels. According to the Ministry of Industry and Trade of the Russian Federation, this goal taps into all of Russia’s energy saving potential.

On 23 April 2009, the Ministry of Natural Resources and Ecology introduced a new climate strategy. According to this strategy, to address climate change Russia should change its economic structure, implement resources saving technologies, develop renewable energy and decrease carbon and energy intensity of economy by 2030 and 2050 in a wide range of industries. Moreover, the government should support more research on climate change.

Thus, Russia has been awarded a score of +1 for setting an economy-wide midterm goal to reduce greenhouse gas emissions.

**Analyst: Natalya Churkina**

**United Kingdom: +1**

The United Kingdom has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions. Its mid-term goals were laid out in legislation and came into force during the current G8 compliance cycle.

The Climate Change Act, introduced in November 2007, came into force on 26 November 2008. The Department for Environment, Food, and Rural Affairs has

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described the legislation as “the world’s first long-term legally binding framework to
tackle the dangers of climate change.” The bill outlines several key targets that would
impact carbon emissions domestically and internationally. Among the provisions is a
legally binding 26 per cent reduction in carbon dioxide emissions by 2020, measured
against a 1990 baseline.

This mid-term goal has since been strengthened. On 22 April 2009, the UK announced it
would provide GBP1.4 billion in additional funding for climate projects, in the effort to
decrease greenhouse gases by at least 34 per cent from 1990 levels by 2020.

Chancellor Alistair Darling also announced a long-term target: “to cut greenhouse gas
emissions by at least 80 per cent below 1990 levels by 2050.” The British government
has further introduced three “carbon budgets” for the following five year periods: 2008-

Thus, the United Kingdom has been awarded a score of +1 for setting economy-wide
 midterm goals and specifying a detailed timeline to reduce greenhouse gas emissions.

Analyst: Chiara Magboo

United States: -1

The United States has fully complied with its commitment to set an economy-wide mid-
term goal for the reduction of greenhouse gas emissions.

During the 2008 presidential election, President Barack Obama promised to establish
emissions targets. A bill with the President’s support, currently before Congress, would
set a target of 17 per cent emission reductions by 2020, using 2005 as a baseline. On 27
June 2009, the bill passed the House of Representatives, but it is not yet clear that it will
be approved by the Senate. Since this bill’s future is uncertain, it does not yet
constitute compliance.

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460 Climate Change Act 2008, Department for Environment, Food and Rural Affairs (London) 2 December
461 Climate Change Act 2008 – Key Provisions/Milestones, Department for Environment, Food and Rural
462 U.K. Boosts Funding for Projects to Curb Emissions (Update 1), Bloomberg (New York) 22 April 2009.
463 Britain is First to Budget Emissions, United Press International (London) 23 April 2009. Date of Access:
71291240493827/.
464 Britain is First to Budget Emissions, United Press International (London) 23 April 2009. Date of Access:
71291240493827/.
465 New Energy For America, Organizing For America, Democratic National Committee, 6 May 2009. Date
466 Rich countries failing in climate pledges: India, AFP (Bonn) 10 June 2009. Date of Access: 14 June
Various non-state actors have proposed regulations that would satisfy the American commitment to establish mid-term goals. An initiative by 32 corporations and environmental groups has called for a 42 per cent cut in emissions by 2030, based on 2005 levels. Sponsors of the cap-and-trade plan include General Electric, DuPont, General Motors, the Environmental Defense Fund and the World Resources Institute. If implemented, this target would constitute full compliance.

Despite progress, the United States has yet to act on its commitment to set an economy-wide mid-term goal to reduce greenhouse gas emissions. Thus, it has been awarded a score of -1.

Analyst: Chris Cosack

European Union +1

The European Union has fully complied with its commitment to set an economy-wide mid-term goal for the reduction of greenhouse gas emissions. The EU has taken concrete steps to implement its goal of reducing greenhouse gas emissions by 20 per cent by 2020.

The EU’s proposed climate change plan, known as 20-20-20, had initially called for a 20 per cent reduction in greenhouse gas emissions based on 1990 levels; a 20 per cent reduction in energy consumption; and a 20 percent increase in the use of renewable energy by the year 2020. In December, EU leaders approved part of 20-20-20. They agreed to collectively adopt the 20 per cent emission cut.

On 4 April 2009, the European Parliament recommended that further measures should be taken to develop an integrated policy on climate change. The European Parliament called for a 25-40 per cent reduction in greenhouse gases to be achieved by 2020 and a reduction of at least 80 per cent to be achieved by 2050. The recommendations follow the findings of a report from the Temporary Committee on Climate Change set of by Parliament on 25 April 2007.

Thus, the EU has been awarded a score of +1 for setting an economy-wide mid-term goal.

Analyst: Nicole Cargill

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