

The COP 20 climate conference in Lima, Peru

Greenpeace: our expectations for a successful outcome

November 2014

In a year from now, in Paris, the world's governments are expected to sign a new global agreement on measures to prevent dangerous climate change (the Paris Protocol). From December 1 - 12, 2014, key elements of this agreement will be negotiated in Lima, Peru.

Throughout this year, a momentum for change has built up. Scientists have issued a new comprehensive assessment of the seriousness of the climate problem and called for urgent action that will eventually bring climate-warming emissions to zero. The United Nations' Secretary General Ban Ki-moon has convened an exceptional high-level summit with government, business and civil society leaders to catalyze solutions, while more than half a million people around the world have taken to the streets to form the biggest climate change demonstration in history.

In the last two months, the world's largest emitters, China, the US and Europe, have already made initial offers for the emission reductions they are planning to achieve by 2025 or 2030. Rich countries have started to put the long-awaited funds on the table for helping poor countries to cope with climate change.

There is renewed hope for a meaningful climate protocol to be signed in Paris, and the COP 20 in Lima will be a key milestone on the road. Given the constructive, bridge-building role that Peru and other Latin American countries have already played in the process, the conference has potential to deliver on the expectations.

What is on the agenda for Lima?

The key focus of the COP 20 negotiations in Lima, Peru, will be on:

- agreeing on the main elements of the Paris Protocol and the process towards it
- deciding on the criteria for the countries' intended contributions, i.e. commitments that they are expected to pledge by March 2015
- advancing action before 2020 to close the gap created by weak targets

The chairs¹ have prepared two main documents to facilitate the negotiations:

The non-paper on elements for a draft negotiating text² is a 23-page text that compiles the countries' views and proposals on the new agreement into a text that can later be turned into a draft Paris Protocol – once the countries are ready.

The draft decision on advancing the Durban Platform for Enhanced Action³, is a 12-page text that will need to be turned into a decision on what countries intend to do to accelerate pre-2020 action, and what form their post-2020 commitments (or Intended Nationally Determined Contributions, INDCs) should take.

Another important topic on the Lima agenda is a **review of the adequacy of the current global long-term goal** of limiting warming to less than 2°C and the overall progress made towards achieving it. The results will inform the new agreement. A two-day expert dialogue December 2 - 3, 2014, will consider the issue in light of the findings of the 5th Assessment Report of the Intergovernmental Panel on Climate Change (IPCC).

¹ Chairs of the Ad Hoc Working Group on the Durban Platform for Enhanced Action, ADP

² ADP.2014.11.NonPaper. See: http://unfccc.int/meetings/lima_dec_2014/session/8532.php

³ ADP.2014.12.DraftText See: http://unfccc.int/meetings/lima_dec_2014/session/8532.php

What would a successful outcome in Lima look like?

The texts countries will now start to work on contain strong ingredients for a draft treaty and guidelines for national contributions. In Lima, governments must keep the strong elements and strengthen them further, fill in some gaps and abandon any unambitious options, so that Lima delivers a strong and clear draft treaty for further negotiations, along with a strong decision on commitment guidelines and enhanced pre-2020 action. The key elements for these outcomes include the following:

A firm end-date of 2025 for country commitments. Both texts miss a very important point: all countries' commitments (INDCs) should follow the same timeline ending 2025, which would form the first commitment period of the Paris Protocol, followed by five-year commitment periods from thereon that will further deepen the commitments. Countries should neither be allowed to come up with too many different timelines for their commitments, nor should the targets be locked in for 2030, as there is a real risk of the targets being too low, in which case low ambition would be locked in for 15 crucial years.

A strong long-term goal: Phase-out of fossil fuels by mid-century through a just transition towards 100% renewable energy for all. The Paris Protocol needs to send a clear signal to decision-makers and investors at all levels that the direction will now be towards phasing out carbon emissions completely within a few decades. The text on the elements for a draft negotiating text contains a proposal for the long-term goal of reaching zero carbon emissions by 2050⁴. This timeline is fully in line with the recent IPCC science and needs to stay in the draft agreement. Furthermore, the goal should be strengthened with clarity. In practice, it means that fossil fuels and their emissions must be *phased out* by 2050 at the latest. It should also be coupled with a vision of the solution: a just transition for the *phase-in* of 100% clean renewable energy for all.

Strong signals on shifting subsidies and investments away from fossil fuels. The text on the draft agreement elements also contains language of a collective goal of transitioning to a world where all investments are resilient and low in emissions⁵ and on leveraging private financing from fossil fuels to support solutions, for example through efforts by export credit agencies; the phasing down of high-carbon investments and fossil fuel subsidies; and by establishing an international renewable energy and energy efficiency bond facility⁶. These are all the kind of signals the Paris treaty needs to send and therefore should stay in.

Clear guidelines for the country commitments. The decision on the form of the INDCs should specify the key parameters of the pledges, including that

- the commitments must be made for 2025
- there should be no backsliding⁷ from earlier mitigation commitments in form, scope or ambition
- old developed countries as well as new countries with the capacity to do so would be expected to set economy wide absolute emission caps and to outline their expected peaking years for emissions, if not achieved yet
- supportive sectorial targets would be encouraged, such as coal consumption caps or phase-out timelines, minimum targets for renewable energy and energy efficiency or targets for zero deforestation
- countries should explain how their commitment would be a fair and adequate contribution to meeting the goal of staying below 2°C / 1.5°C⁸
- countries should also outline their long-term just transition plans for decarbonizing and diversifying their economies
- the INDCs should contain finance and adaptation, too
- rich countries, and other countries in the position to do so, should outline their plans of scaling up their budgetary and other contributions towards the goal of mobilizing USD100 bln annually for developing countries by 2020 and at least that amount beyond 2020.

⁴ ADP.2014.11.NonPaper, section D, para 13 a.

⁵ ADP.2014.11.NonPaper, section F, para 29, option 3.sd

⁶ ADP.2014.11.NonPaper, see section G, para 34.1 a, c and d

⁷ ADP.2014.11. NonPaper, section D, para 14

⁸ ADP.2014.12. DraftText. Para 16 and Annex, option 1, other

Assessment of the adequacy and fairness of the commitments must be conducted before the INDCs are turning into the final commitments in the Paris agreement. The adequacy and fairness of the INDCs altogether should be assessed in a transparent, expert-led process, with countries then having the obligation to reconsider and upgrade their pledges as necessary⁹. As the agreement enters into force, adequacy reviews and strengthening of commitments should occur regularly in accordance with the 5-year commitment cycles.

Strong commitment to address the true scale of adaptation, finance, and loss and damage. The Paris treaty should clearly acknowledge that the less mitigation action is taken, the stronger the need for adaptation and loss and damage compensation is¹⁰. Consequently, an adaptation goal should be established with a strong commitment to ensure that the level of financial and other support meets developing countries' support needs under the actual warming ahead – including loss and damage compensation¹¹. Addressing loss and damage must proceed swiftly¹².

New finance pledges for the Green Climate Fund to reach 15 bln USD. In Lima, developed countries must demonstrate progress in meeting their promise to mobilize 100 bln USD annually for supporting developing countries by 2020. In practice, this means announcing new pledges to the Green Climate Fund, to scale up the pledges of 9.6 bln USD already made to reach at least 15 bln USD for the initial capitalization phase, and agreeing on a global finance roadmap until 2020. While catalyzing private financial flows from problems to solutions is important, including an energy subsidy reform, predictable public funds are going to be essential in mitigation and adaptation.

Closing the 2020 gap between goal and action. The yawning gap between the agreed goal of keeping warming below 2°C/1.5°C and what countries actually intend to do by 2020 was acknowledged right after the pledges were put forward in 2009 and 2010. In Durban in 2011, a formal process was established to address this gap (Work Stream 2 of the ADP). Yet, five years after the acknowledgement of the gap and three years after elaborating ways to address it further, countries are still failing to agree on actual action they will take to close the gap. In Lima, they must get serious in drawing conclusions on *how* the gap will be closed by pledging new or higher 2020 targets; providing additional resources to developing countries' pre-2020 implementation; deciding on new actions to accelerate renewable energy and energy efficiency, forest protection, phasing out of fossil fuel subsidies and starting the long-term phase-out of coal; and agreeing on further steps to be taken before 2020 coming from the policy options elaborated¹³, including with the help of high-level engagement.

Finally, forerunner countries must speak up and lead the way. The Lima conference provides a platform for all governments to prove that they themselves are ready to take climate action to the next level and face the true urgency of the crisis. We encourage individual countries to signal their own, strong commitment to phase out coal, leave most fossil fuels in the ground and roll out 100% renewable energy for all as soon as possible – and to meet the true needs of the vulnerable countries and communities.

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⁹ ADP.2014.11. NonPaper, Section K, para 60, option 2b, c; para 60.1; para 60.2, option 2, paras 60.3 and 60.4.

¹⁰ ADP.2014.11. NonPaper, section C, para 4.

¹¹ ADP.2014.11. NonPaper, section E, para 19 and para 25, option 1.

¹² ADP.2014.11. NonPaper, section E, para 25, option 1

¹³ FCCC/TP/2014/3 and Add 1, FCCC/TP/2014/13 and Add 1, 2, 3 and 4