# Lima Climate Talks: the road to Paris

**In December 2014, 195 governments will meet in Lima, Peru, to negotiate the next crucial steps in crafting the global climate agreement scheduled to be agreed in Paris, next year.**

Christian Aid believes the 20th Conference of the Parties (COP 20) to the United Nations Framework Convention on Climate Change (UNFCCC)[1] in Lima, Peru must be the global catalyst for positive change and set the stage towards agreeing a fair and ambitious global agreement under the UNFCCC in Paris in 2015.

It is clear that the world needs a successful climate deal more urgently than ever. Our planet is already experiencing the impacts of climate change – from droughts, heatwaves, floods and cyclones. The scale of worldwide climate impacts is growing. Governments must respond to the warnings from the Intergovernmental Panel on Climate Change (IPCC) and act fast if we are to prevent dangerous climate change.

To contribute to the most ambitious outcome from Paris possible, including the mobilisation of adequate and equitable contributions from all countries, Lima is required to set the stage for national and global actions in the year ahead. We believe that Lima has the potential to put the world on a pathway towards agreeing an ambitious and equitable deal in Paris; but this will only happen if it delivers a progressive approach to the preparation, review and strengthening up of all countries' nationally determined contributions.

All countries, especially developed countries, must come to Lima prepared to agree ambitious contributions before and after 2020, and also to put the mechanics of a Paris agreement in place. This Lima conference outcome must deliver a balanced package of decisions, including:

- agreeing the key elements of a draft negotiating text for the Paris agreement;
- providing comprehensive guidance to the Parties for the preparation and negotiation of their 'intended nationally determined contributions' (INDCs);
- agreeing on upfront information requirements and a process for communicating these INDCs;
- delivering ambitious mitigation ambition in the pre-2020 period;
- delivering finance as a key catalyst for action.

## The key elements for the Paris agreement

The Paris agreement will need to be balanced and comprehensive in its coverage. For this to be achieved, the draft negotiation text needs to include all the elements agreed at the 17th Conference of the Parties in Durban (COP 17), including mitigation, adaptation, finance, technology transfer, capacity building and transparency of actions and support. It must also deliver the increase in mitigation ambition for the pre-2020 period.[2]

To influence governments as they prepare their contributions and commitments for post-2020 actions, and to ensure those contributions are as ambitious as possible, it's important that these key elements and their main contours are agreed in Lima.

These elements should be structured to ensure that countries' nationally determined contributions reflect the principles of equity; that is, following the principles of the common but differentiated responsibilities and respective capabilities of Parties.

In our view, Lima is the moment to build on the Durban mandate and the spirit that prevailed there, not for countries to cherry-pick their preferred elements of the deal. Consequently, contributions must cover all elements of the Durban mandate, in accordance with the climate Convention.

Governments must step up to the challenge without backsliding from their previous agreements, including the Convention and its Kyoto Protocol, as well as the Durban mandate that established the current negotiations in order to fulfil the mandate for the Paris agreement. All countries must respect and support all the elements as agreed in Durban, as they capture the mutual assurances that countries exchanged there. The mandate also provides the basis for the comprehensive, balanced and fair agreement that is needed if we are to effectively address the mounting climate crisis.

**'I ask all Governments to commit to a meaningful, universal climate agreement in Paris in 2015, and to do their fair share to limit global temperature rise to less than 2°C'**

Ban Ki-moon, Secretary-General of the United Nations at the 2014 Climate Summit

**Mohamed Adow,**
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**To curb global warming and find a fair and ambitious solution, each country must contribute its fair share**

## The Intended Nationally Determined Contributions (INDCs)

In Warsaw, last year, governments agreed to intensify the preparations of their national contributions to the Paris agreement. Countries that are able to do so agreed to put them forward by the first quarter of 2015, and all are to be completed well before COP 21 in Paris.[3]

In order to agree an ambitious, durable and effective agreement in Paris next year, countries must put forward contributions that cover all the key elements of a 2015 agreement, in a manner that reflects their common but differentiated responsibilities and respective capabilities under the climate Convention.

All countries, developed and developing, should explain exactly how their proposed INDC meets the fairness and ambition tests. In particular, they should explain exactly why – and with respect to what overall equity framework – they consider their contribution to constitute their fair share of the overall required global effort. They should explain exactly what equity indicators they use in making this judgement and, in general, they should 'show their work.'

The national contributions of countries must not be restricted to mitigation alone, as some developed countries (including the US) have called for, as such an agreement would be insufficient in combatting the ever-increasing threat of climate change. To do so would be to violate both the Convention, under which negotiations are taking place, and the deal agreed by all Parties in Durban. We believe adaptation, finance, technology transfer, capacity building, and transparency of action and support, are equally important. In any case, most of the developing countries' mitigation efforts, especially for delivering actions beyond their fair share requirements and for avoiding emissions in the future, are linked to obtaining adequate financial, technological and capacity-building support.

For rich countries, national contributions should include:

- ambitious, quantified, comparable economy-wide emission reduction commitments that reflect their fair share contribution to the global effort;
- ambitious commitments to provide finance, technology and capacity-building support for developing countries' actions on mitigation, adaptation, and loss and damage, in line with their greater historical responsibility and capacity and the level required to achieve the Convention's objective.

This package of commitments together will define the contribution of rich countries to addressing the common climate challenge and move towards fulfillment of their long-standing commitments under the Convention.

For developing countries, national contributions should include:

- unilateral, ambitious emission reduction commitments that reflect their fair share contribution to the global effort;
- additional mitigation scenarios, based on (a) the scale of global action needed, (b) the different levels of conditional action that is possible in their countries, and (c) different levels of finance, technology, and capacity-building support made available by wealthy, developed countries. Full information on existing mitigation potential in the context of an effective agreement here is extremely important; it will need to be 'matched' to the international support that is made available by the wealthy countries, as part of the ratcheting process;
- comprehensive adaptation as well as loss and damage scenarios, linked to the levels of global mitigation actions, and the related finance, technology and capacity-building support required for different levels of warming.

Rich countries need to reduce their own carbon emissions domestically by as much as possible, and also need to provide financial, technological and capacity-building support to developing countries to ensure additional efforts can be fulfilled internationally. In the case of poor developing countries, their national contribution is understood as its fair share requirement, based on its responsibility, capability and sustainable development needs. Thus, the greater the responsibility and capacity of a country, the more significant, broad and binding its contribution should be.

To curb global warming and find a fair and ambitious solution, each country must contribute its fair share effort – based on the contribution each country has made to the climate problem and their existing capacity to tackle it and with a vision of growing sustainably in the future.

Adaptation must also be made a central part of the Lima package. There must be balance between mitigation and adaptation. Escalating climate change would be catastrophic for everyone, but especially the poor and vulnerable communities and countries, who are already experiencing climate impacts beyond their coping limits. We don't think that's fair and it is also not consistent with the climate Convention. In Lima, countries must treat adaptation in a balanced manner to mitigation. Governments must recognise

that while increasing the level of mitigation ambition is crucial, adaptation to the now unavoidable impacts is also imperative, to help poor and vulnerable communities and countries withstand the adverse impacts of climate change. The amount of adaptation needed is, of course, linked to the levels of global mitigation action, finance, technology and capacity-building support required for different levels of warming.

## The upfront information

The INDCs need to be clear and comprehensible so they can serve as the basis of further negotiations. They should also be quantifiable, comparable, equitable and ambitious, in order to remain effective and durable.

Lima needs to adopt a decision on the upfront information requirements for countries' contributions. Christian Aid supports the fair shares approach to global climate actions between countries, and consequently proposes that countries provide the relevant information, including scale, nature and form, relating to their national contributions.

- Rich countries must provide information relating to the finance, technology transfer and capacity-building support they intend to provide to help developing countries raise their mitigation ambition (beyond their fair share requirements) and adapt to the unavoidable adverse impacts of climate change, as well as how they intend to scale up over time to meet the required needs.
- Developing countries must provide information on the additional mitigation and adaptation measures they need to undertake based on the global 2°C (or even 1.5°C) pathway, if additional financial, technological and capacity-building resources were made available by rich countries.

It is important that all countries – developed and developing – explain exactly why they consider their contributions – both mitigation and means of implementation – to be ambitious and equitable.

## Length of the commitment period

It is imperative that commitments for the post-2020 climate actions should only be for five years to avoid a lock-in of inadequate contributions over a longer period (as is currently being discussed in some countries including those of the European Union). Given the urgency of climate change, all countries must agree on a five-year commitment period, and commit to delivering their initial climate commitments for the 2020-2025 period. This must however be followed by a further negotiation process to agree the commitments for each subsequent five-year period.

Such a short commitment period will help incentivise early actions, and also secure political accountability for the commitments made. This is crucial to ensuring highest commitments are delivered within a credible trajectory, which also enables scaling up of climate ambition in the subsequent commitment periods.

It's important that countries and groups like the European Union, whose domestic policies are already set for 2030, agree at this stage firm contribution for five years (up to 2025), and an indicative contribution for up to 2030, to anchor their contribution in their already agreed domestic policies.

## Science-based equity review

Despite the urgency of the climate challenge, the level of effort in initial offers presently being discussed remains low. Countries need to put forward more ambitious, science- and equity-based contributions by early 2015 at the latest in order to make the 2015 Paris agreement effective.

To consider and analyse the fairness and ambition of proposed national contributions, we need a robust, science-based equity review process agreed in Lima, both on countries' individual and aggregate emissions reductions and resource mobilisation. It should assess the adequacy and fairness of countries contributions on an ongoing basis. The success and durability of the Paris outcome depends on it.

**We need a robust, science-based equity review process agreed in Lima**

Christian Aid believes that we can't succeed on the objective review work without a common, science-and convention-based understanding of fair shares among countries and the relating global metrics.[4] We propose that an independent process under the UNFCCC be launched in Lima that will help to mark out the countries' national contributions both individually and in aggregate terms. They need to be assessed in relation to ambition and equity, against criteria based on the latest science and the principles of the climate Convention, in particular responsibility, capacity and sustainable development needs.

The consideration of the proposed national contributions must cover the mitigation, finance, technology and capacity building contributions – which are critical for a full and comprehensive review and for the total contribution of a country to be fully understood.

## Ratcheting mechanism

We understand from the ongoing national processes that the INDCs of most countries will fall short of what fairness and ambition require for preventing dangerous climate change. So we will need a ratcheting mechanism to increase the carbon reduction

commitments of countries both for pre-2020 and in the course of the commitment period.

To make this happen, we need governments to agree by Lima a clear, transparent process for ratcheting up ambition, which is necessary to make the Paris agreement durable and effective.

The ratcheting process should be entirely straightforward. In the case of developed countries, they can increase their ambition levels with either supplementary domestic goals for increasing their renewable energy and energy efficiency targets or additional international support. Whereas, for developing countries, it is probably best seen in terms of a process by which conditional offers are 'matched' with international financial and technical support, and in the process are converted into additional supported actions that supplement their core fair-share contributions. The ratchet effectively turns when that international support materialises.

This mechanism will also incentivise countries to continuously review and increase their ambition level as their internal politics change and as they develop confidence in the agreed multilateral regime. And of course, the overarching science-based equity review must continue as a parallel process.

## Pre-2020 ambition

In Durban in 2011, countries agreed to increase their pre-2020 mitigation, in order to close the climate ambition gap. Sadly, emissions are continuing to rise, rather than falling.[5] Emission reduction commitments, and the associated finance and technology contributions for the period before the Paris agreement kicks in, need to be increased to deliver sufficient cuts to put the world on a safe pathway for the post-2020 period.

Postponing action until after 2020 is not a good option for anyone, especially the poor, or for the planet. All countries, especially the developed countries, must ramp up their efforts to close the mitigation, finance and technology gaps, and increase their support to developing countries to enhance their mitigation actions too.

## Finance and Means of Implementation as a key catalyst for action

The Lima COP must deliver movement on Means of Implementation (MoI) for the pre-2020 period, including clear financial commitments. Without adequate, scaled-up financing and provision of effective international support to enable the adaptation and mitigation actions of poor developing countries, it's hard to see how the world will effectively address the climate challenge. At a minimum, Lima must deliver the following outcomes:

- Developed country parties must as a first step commit a minimum initial fund for the Green Climate Fund of at least $15 billion.
- The discussions on long-term financial commitments must be re-started and re-invigorated, to scale-up international climate finance to at least $100 billion per year by 2020, and much greater levels beyond 2020. This should unlock innovative sources of climate finance such as the financial transaction tax, switching fossil fuel subsidies, taxes on fossil fuel extraction, and a fairly-administered bunker fuel levy.
- When private financing is included as part of international climate financing, there should be clear safeguards on the quality of private sector financing and a monitoring mechanism for ensuring both the equity and climate impact of these funds.
- There must be an agreement that climate finance be a clear stream of discussion at the summit on financing for sustainable development in Addis Ababa in July 2015. It must be ensured that decisions from the summit contribute towards the Paris COP 21.

**Postponing action until after 2020 is not a good option for anyone, especially the poor, or for the planet**

## Endnotes

1 The 20th session of the Conference of the Parties (COP 20), unfccc.int/meetings/lima_dec_2014/meeting/8141.php

2 The 17th session of the of the Conference of the Parties (COP 17) decision 1, unfccc.int/meetings/durban_nov_2011/session/6294.php

3 The 19th session of the Conference of the Parties (COP 19), decision 1 unfccc.int/resource/docs/2013/cop19/eng/10a01.pdf#page=3

4 *Fair Shares in a Constrained World*, Christian Aid, 2013, christianaid.org.uk/images/Fair-shares-in-a-constrained-world-report-November-2013.pdf

5 *The Emissions Gap Report*, United Nations Environment Programme, 2013, unep.org/pdf/UNEPEmissionsGapReport2013.pdf



Christian Aid is a Christian organisation that insists the world can and must be swiftly changed to one where everyone can live a full life, free from poverty.

We work globally for profound change that eradicates the causes of poverty, striving to achieve equality, dignity and freedom for all, regardless of faith or nationality. We are part of a wider movement for social justice.

We provide urgent, practical and effective assistance where need is great, tackling the effects of poverty as well as its root causes.

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