



Climate Action Network – International  
Non-Annex I Mitigation Position Paper  
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*Climate Action Network – International is a coalition of more than 460 environmental and development non-governmental organizations worldwide committed to limiting human-induced climate change to ecologically sustainable levels.*

Ensuring an outcome that reflects equity, responsibility and environmental integrity

Responsibility for the majority of historic emissions giving rise to climate change lies with the developed countries. The historic emissions of the richest countries, measured on a per-capita basis, are more than fifty times those of the poorest countries (UNDP). There is a similar gap in economic capacity. In the process of their development, developed countries have drawn too heavily on a shared atmospheric resource, giving rise to the majority of current levels of global warming and significant future warming. Developing countries must now develop under the twin burden of mitigating and adapting to climate change. The challenge now is to work together – cooperatively, effectively, urgently – to tackle climate change, while also recognizing the historic and current contributions of developed countries to climate change and its harmful effects. Developing countries can and must play their part in implementing the UNFCCC in a way that reflects equity and their fair share of effort to ensure a safe and stable climate system.

Early action by developing countries is essential but must be supported

To avoid catastrophic climate change and safeguard their own security and prosperity, it has become impossible for developing countries to follow the same unsustainable development path as developed countries. Nationally appropriate mitigation actions such as improvements in energy efficiency and renewable energy deployment can provide opportunities for developing countries to accelerate the achievement of their sustainable development goals.

Domestic action within developing is not only possible but can also have highly advantageous co-benefits, and the costs of early action are far lower than the costs of inaction. Strong, early action can help move developing countries into a sustainable growth path and reduce the risks of catastrophic climate change. Such actions should include policies and measures to shift towards low carbon growth and encourage investment in clean, efficient and safe technologies. The global transition to a low carbon economy will create vast new markets for environmentally sustainable goods and services and new industries generating millions of jobs. By putting in place the right policies at home, developing countries can position themselves to benefit from this trend through national innovation and competitiveness strategies, thereby avoiding stranded assets. Countries that delay action risk missing an opportunity for technological advancement and leap-frogging to best available technology. At the same time, the challenges of providing clean energy, water and other services to billions of poor people,

and of building the infrastructure required for development, should not be understated and must be addressed as part of a holistic solution to climate change that supports long-term sustainable development.

Moving to a low carbon economy brings long-term benefits but involves short-term incremental costs. These incremental costs must be fully financed by developed countries according to the principles of the Convention.

### Diversity of developing countries

Just like developed countries, developing countries are a highly diverse group with varying levels of responsibility and capabilities. Membership of this group spans from countries that are least responsible, poor, and most vulnerable to countries that have sizable capacity and responsibility. The agreement needs to reflect this diversity. CAN believes there should be an equitable process to assess, encourage and enable mitigation actions in developing countries to be as much as possible in line with their fair share of effort, supported and enabled by adequate and enforceable domestic mitigation and external support commitments of developed countries. Also, the level of developed country obligatory and enforceable support to mitigation internationally should be based on the developed country's historic responsibility and capability to cover the full incremental cost in order to achieve the expected level of emissions limitation in developing countries.

### NAMA Plans development

CAN believes that developing countries should put in place plans and actions to achieve their sustainable development objectives, while also achieving a substantial deviation of their emissions trajectory below the business as usual growth trajectory, supported by financing, technology and capacity from developed countries. These actions must be developed at the national level, with implementation supported by positive incentives. These action plans will outline NAMAs that are integrated and consistent with their wider sustainable development strategies. The aim is to set a clear long-term vision for national development in a low carbon world and to facilitate the policies and measures needed to implement this vision. This overarching vision, placing NAMAs in the context of sustainable development, could be materialized through the development of NAMA plans. NAMA plans should include the top emitting sectors and be informed by technology needs assessments. They should focus not only on energy but also on land use issues including reducing emissions from deforestation and forest degradation (REDD).

### Developed countries must provide capacity building, technical and financial support for preparation of NAMA plans

Some developing countries have already done substantial work that could be formalised as NAMA plans and may not need much (or any) support to finalise them. However, all developing countries should be entitled to capacity building assistance in developing such plans. Developed countries should commit funding before COP15 in Copenhagen for the preparation of NAMA plans. This will help to ensure that the MRV support provided for implementation of NAMAs is made available to a wide range of countries.

### A UNFCCC climate facility/mechanism to formalise the link between enhanced action and support

A UNFCCC climate facility/mechanism should be established, under the authority of the Conference of Parties that will assess, encourage and enable developing countries' NAMAs plans to be as coherent as possible with the countries' responsibility and capability. This facility/mechanism will also have the role of ensuring the fulfilment of the corresponding MRV obligations of industrialized countries to provide full incremental costs for the enhanced actions of developing countries. A binding agreement in the context of the UNFCCC facility/mechanism should outline the quantified deviation to be achieved in developing countries through utilising the developed country MRV support for their MRV action. The support for additional MRV action has to be made binding along a set of measurable, reportable and verifiable (MRV) criteria subject to the treaty's compliance mechanism. To give upfront certainty, in Copenhagen, developed countries should commit to levels of mitigation finance to be delivered before, up to and beyond Copenhagen, as well as quantitatively and qualitatively MRV'd technology and capacity building frameworks. Least Developed Countries and Small Island Developing States (LDCs and SIDS) will not be required to submit NAMA plans to receive support, but can submit individual NAMAs to the facility/mechanism for financial and technological support. The level of MRV action by developing countries will depend on the level of MRV support by developed countries.

### Robust MRV of NAMAs and support to NAMAs

The NAMAs of developing countries should be registered and reviewed by an expert group to be established under the UNFCCC climate facility/mechanism, and under the authority of the Conference of Parties. The implementation of supported NAMAs should be MRV'd. Countries unable to implement agreements that have been submitted into the UNFCCC climate facility/mechanism for actions, and/or support should be referred to a facilitative branch of a compliance mechanism. The cost of monitoring MRV should be borne by developed countries.

### Establishment of GHG emissions inventories

Capacity building, technological and financial support from developed countries must be provided to enable all developing countries to deliver national and sectoral monitoring and reporting of greenhouse gas emissions. Developing countries, except LDCs and SIDs, should be expected and enabled to develop these inventories by 2013. Inventories should be based on IPCC guidelines for emissions, and should be submitted on a two-year basis.

### Mechanism for review of progress to ensure environmental and social integrity

A monitoring, reporting and verification committee/process should be established to ensure that all countries provide what is necessary to achieve substantial deviation below BAU in developing countries by 2020. The review mechanism must ensure the overall adequacy of both MRV enhanced actions by developing countries and MRV support for those actions by developed countries. In addition there should be a comprehensive, science-based review of the agreement to be started in 2013 and to be completed no later than 2015, informed by IPCC Fifth Assessment Report (AR5) due in 2014, to insure the environmental integrity of the process.