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Nationally appropriate mitigation actions by developing country Parties

Workshop on nationally appropriate mitigation actions submitted by developing country Parties, underlying assumptions, and any support needed for implementation of these actions, as requested by decision 1/CP.16, paragraph 51

Report by the co-chairs of the workshop¹**

I. Mandate

1. The Conference of the Parties, by its decision 1/CP.16, paragraph 51, requested the secretariat to organize workshops to understand the diversity of mitigation actions submitted by developing country Parties, underlying assumptions and any support needed for the implementation of these actions, noting different national circumstances and the respective capabilities of these Parties.

II. Organization of the workshop

2. The first of such workshops took place in conjunction with the first part of the fourteenth session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) and the first part of the sixteenth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) at the United Nations Conference Centre of the United Nations Economic and Social Commission for Asia and the Pacific, in Bangkok, Thailand. The workshop was pre-sessional and was held on 4 April 2011.

* Reissued for technical reasons on 17 May 2011.

** This document was submitted after the due date owing to the short interval between the first and the second parts of the fourteenth sessions of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention.

¹ This summary has been prepared by the co-chairs, under their responsibility, at the request of Parties.

3. The workshop was co-chaired by Mr. Maas Goote (Netherlands) and Mr. Philip Gwage (Uganda). After introductory remarks by the Executive Secretary, Ms. Christiana Figueres, presentations were made by 13 Parties: 12 developing country Parties and one developed country Party. One intergovernmental organization, namely the Global Environment Facility, and one observer organization, namely Climate Action Network International, also made presentations. The presentations were organized in four sessions, each of which was followed by a question and answer (Q&A) session. The agenda for the workshop, including the list of presenters, is provided in the annex. After the workshop, all presentations were made available on the UNFCCC website.²

4. The workshop addressed a range of issues relating to the nationally appropriate mitigation actions (NAMAs) of developing country Parties, including underlying assumptions and support needed for their implementation. Parties also discussed the way forward. This included discussion on the focus of the future workshops and the usefulness of making the results of the workshop available to other relevant bodies and working groups within the UNFCCC process.

5. Parties requested the co-chairs to prepare, under their responsibility, a written report on the workshop.

6. A Party raised a concern regarding the lack of interpretation of the proceedings of the workshop. The secretariat stated that efforts will be made to provide interpretation at future workshops and to translate the workshop report into the United Nations languages, subject to the availability of resources.

III. Summary of the proceedings

7. Consistent with its mandate, the workshop addressed, through Parties' presentations and subsequent Q&A sessions, the following issues:

- (a) Diversity of NAMAs;
- (b) Underlying assumptions relating to NAMAs;
- (c) Support needed for their implementation.

8. Many Parties noted that the workshop provided useful insights into the level of efforts made by some developing country Parties in planning and implementing a wide range of NAMAs, reflecting their diverse national circumstances and diverse constraints and opportunities. It was noted that the interactive nature of the workshop provided the opportunity for Parties to understand and exchange views on the issues listed in paragraph 7 above, particularly with regard to assumptions behind the NAMAs and the international support needed for their implementation.

9. Some developing country Parties also shared information on the institutional arrangements that they have put in place to facilitate the implementation of their NAMAs, including institutional measures to conduct domestic measurement, reporting and verification (MRV) of their NAMAs and to develop national emissions trading schemes. Others highlighted the need for support to establish domestic MRV systems.

10. The Q&A sessions included a discussion on lessons learned by developing country Parties that had already started the process of implementing their NAMAs and the type of institutional arrangements they had put in place to support such actions. It was acknowledged that it would be useful to share such experiences with other developing country Parties that are at the stage of initiating the process of planning for and preparing

² <<http://unfccc.int/meetings/awg/items/5928.php>>.

their NAMAs and are considering putting in place relevant national institutional arrangements to support such an endeavour.

11. The need to ensure that developing country Parties have flexibility in reporting information on their NAMAs under the Convention was also noted in some of the presentations and discussed during the Q&A sessions. It was mentioned that the flexibility should apply not just to the frequency but also to the content of the reports. It was also stated that a phased-in approach could be introduced so that as capacities improve, countries could provide more detailed reports. In addition to enhanced reporting on mitigation, the value of more frequent reporting of information on adaptation, particularly information on support needed to implement adaptation activities, was also mentioned.

12. The need for consistent communication of NAMAs was also highlighted in some presentations and taken up during the Q&A sessions. It was stated that this would require guidelines for the submission of NAMAs, which would also enable the registry to reflect the needs of developing country Parties and hence facilitate the matching of support. This would also allow the assessment of the level of emission reductions that could be achieved if support is provided.

13. Some developing countries, as part of their presentations, also spoke about the critical need to sharply increase the level of global mitigation ambition.

A. Diversity of nationally appropriate mitigation actions

14. Developing country Parties presented a wide range of NAMAs, reflecting their diverse national circumstances. In their presentations, developing country Parties highlighted the distinction between their voluntary NAMAs and the quantified economy-wide emission reduction targets of developed country Parties, in magnitude and legal nature, as defined by the Bali Action Plan (decision 1/CP.13).

15. The diverse range of NAMAs presented included: economy-wide quantified emission reduction targets in absolute amounts; carbon intensity targets; deviation from the 'business as usual' (BAU) emission level, including renewable energy and energy efficiency goals, sustainable forest management and enhancing forest carbon sinks; and individual mitigation measures involving a variety of sectors, reflecting Parties' individual circumstances. These NAMAs were expressed in short-, medium- and long-term perspectives. One developing country Party also presented its 2050 aspirational goal, based on the level of per capita emissions needed to stabilize global emissions at 450 ppm by 2050. Some countries indicated that they had already started implementing their NAMAs, others indicated that they were in the process of identifying theirs through research and analysis.

16. The developing country Parties also presented information on a wide variety of policies and measures aimed at achieving their NAMAs. Policy instruments and tools presented included: pilot programmes; energy efficiency standards in the building and transport sectors; appliance labelling and provision of subsidies; 'green mortgages' for low-income housing; phasing out small inefficient power plants, inefficient cement and steel plants and replacement of incandescent light bulbs with compact fluorescent ones; removing fuel subsidies; and appropriate taxation policies.

17. The importance of having strategic medium- to long-term perspectives for NAMA implementation was emphasized, as was the need for an integrated approach in addressing climate change. References were made to the paradigms driving the implementation of NAMAs, such as sustainable development, 'green growth' and poverty alleviation and food security. Some developing country Parties presented information on their national climate

change action plan or low emission development strategies. One developing country stated that it is preparing such development plans at the local level and implementing them through pilot projects in some local authorities.

18. Some of the developing country Parties also highlighted the co-benefits associated with certain NAMAs, stating that such mitigation efforts are also fundamental in achieving key sustainable development goals, including, for example, energy security and health benefits.

19. The need to ensure stakeholder participation in the process of preparation and implementation of NAMAs was highlighted. Some developing country Parties shared information on the extensive public consultations that they had conducted in the process of preparing their NAMAs and indicated that stakeholder consultations were critical in building the credibility of NAMAs and garnering support for their implementation. It was stated that, in addition to wider public support, owing to its cross-cutting nature, addressing climate change also required collaboration among relevant government ministries, particularly the collaboration and support of finance ministries, so as to involve all key actors in advancing the implementation of climate change activities in a country. To this end, one developing country Party shared its experience in the establishment of a climate change commission that involved relevant ministries in the planning and implementation of climate change activities in the country.

B. Underlying assumptions related to nationally appropriate mitigation actions

20. The presentations from the developing country Parties pointed to some of the underlying assumptions and conditions associated with the NAMAs that they have communicated, as outlined below.

1. Underlying assumptions

21. Developing country Parties presenting their NAMAs in the form of carbon intensity targets to be achieved by 2020 shared information on the underlying assumptions related to their NAMAs. They presented information on projections of their gross domestic product (GDP) and population growth rates in order to provide insights into their expected emissions in 2020. One presenter shared his country's aspirational GDP growth rate for the period of its carbon intensity target, stating that different models provide different GDP growth forecasts and that it is challenging for developing countries to forecast GDP growth over a longer-term period.

22. Developing country Parties that expressed their NAMAs in the form of deviation from BAU emission levels explained how their BAU emission levels were defined, providing some insights into their BAU projections and how they translate into tonnes of emissions by 2020. They stated that both top-down and bottom-up models were used in setting the BAU emission level. Information was shared on the medium- and long-term GDP growth rates used to arrive at the BAU emission levels. A developing country Party also mentioned that information on its BAU emission level is publicly available, as it has been enacted in a national law. Another mentioned that the BAU emission level needs to be reviewed periodically, as it would change if assumptions were changed. The importance of a baseline scenario as an instrument for national planning and also for future negotiation of international financing and market mechanisms was highlighted.

23. A number of developing country Parties stated that it is challenging to establish BAU emission levels. Such challenges included methodological difficulties and that sharing lessons learned on this issue was seen as a useful approach in moving forward.

2. Conditions for the implementation of nationally appropriate mitigation actions

24. Some developing country Parties making presentations and taking the floor mentioned some of the following conditions for the implementation of their NAMAs:

(a) NAMAs are voluntary in nature and do not represent legally binding commitments;

(b) NAMAs are contingent on the provision of adequate finance, technology and capacity-building support;

(c) The need for ambitious targets and actions on the part of the developed country Parties;

(d) A legally binding agreement is established whereby all countries implement their commitments in good faith. In this regard, however, one developing country Party mentioned that, with a focused treatment of legal options as captured in the Cancun Agreements (decisions 1/CP.16), it is proceeding with its NAMA and no longer retains its condition regarding the form of the outcome of the work under the AWG-LCA.

25. A considerable part of the Q&A sessions was devoted to the discussion on assumptions behind the NAMAs. Some questions asked included the key assumptions regarding the rate of GDP and population growth if a Party submitted a carbon intensity target as its NAMA; or if Parties expressed their NAMAs in the form of deviation from the BAU emission level, then how the BAU emission level was established, whether it had economy-wide coverage, or whether only some sectors of the economy were covered and what was their projected emission in 2020?

C. Support needed for the implementation of nationally appropriate mitigation actions

26. A number of developing country Parties mentioned that they were already taking significant steps to reduce their emissions, outlining their achievements to date. They mentioned that they had been undertaking these actions despite limited domestic resources and that they would be able to build on these efforts if international support were provided.

27. Some developing country Parties mentioned assistance received from bilateral and multilateral donors to plan and implement their NAMAs.

28. Reflecting the diverse national circumstances of developing country Parties, the support needed and challenges faced in the planning and implementation of NAMAs were equally diverse. A developing country Party stated that its NAMAs are completely domestically funded; another stated that its NAMAs in the first phase are domestically funded – however, to implement the actions contained in the second and third phases it would require international funding. A developing country Party stated that it will use domestic resources and funding through the Green Climate Fund, complemented by the use of the market mechanisms, in a balanced manner, to implement its NAMAs.

29. A developing country Party mentioned that the compartmentalization of NAMAs into domestically funded and internationally supported is not helpful, as a NAMA could be funded through a diverse range of sources, with a part of the funding coming from domestic resources and the other from international sources of funding. The Party also stated that all NAMAs would be autonomously implemented and that the extent to which they will be implemented would depend on the level of international support.

30. Some developing country Parties stated that they are undertaking studies to understand the cost of their NAMAs and that they would share this information once it was available.

31. Some developing country Parties also outlined barriers to implementing their NAMAs. Such barriers include limited human and institutional capacity, lack of upfront finance and lack of comprehensive understanding of the diverse array of financial sources and opportunities to access those sources; the need to remove financial and regulatory barriers to facilitate the implementation of NAMAs was also highlighted. Some developing country Parties stated that, for developing countries, reducing emissions poses an immense challenge, as their priority is to lift their populations out of poverty. A developing country stated that it would need support to develop its domestic MRV system.

D. Way forward to advance the workshop process

32. Parties stated that this workshop was useful in facilitating an exchange of views among Parties and enhancing the understanding of NAMAs of developing country Parties and that it should continue. In addition to the suggestions provided above, some Parties also provided specific suggestions on the way forward to advance the workshop process:

(a) Other developing countries should be encouraged to share their NAMAs in future workshops. In order to make the workshops as inclusive as possible, countries that have not submitted any NAMAs should also be able to give presentations. It was also said that, if needed, assistance should be provided to developing countries to make the presentations;

(b) The focus of future workshops needs to be guided by the mandate provided in paragraph 51 of decision 1/CP.16;

(c) Views from experts would enrich discussion in future workshops;

(d) Discussion on MRV of support would be useful;

(e) Focused technical discussion on the registry would be useful, as there are divergent views on its role;

(f) Focused discussion, including input from experts on how to establish BAU emission levels, would be useful;

(g) The next round of workshops should be organized in conjunction with the June sessions and presenters could be given a set of questions in advance;

(h) The result of the workshop should be forwarded to other relevant negotiating bodies under the Convention.

Annex

Workshop agenda

10.00–13.00

Opening

- Opening remarks by the Executive Secretary;
- Organization of the workshop by the co-chairs.

Session I

- Mexico;
- China;
- Ghana;
- India;
- Questions and answers.

Session II

- Republic of Korea;
- Peru;
- Alliance of Small Islands States;
- Singapore;
- Questions and answers.

Break

15.00–19.00

Session III

- South Africa;
- Australia;
- Marshall Islands;
- Bangladesh;
- Brazil;

- Questions and answers.

Session IV

- The Global Environment Facility;
- Climate Action Network International;
- Questions and answers.

Discussion

- Way forward.

Closing remarks by the co-chairs
