

**SUBMISSION BY THE  
PLURINATIONAL STATE OF BOLIVIA**

**Enhanced action on mitigation, various approaches, including opportunities  
for using markets, to enhance the cost-effectiveness of, and to promote,  
mitigation actions, bearing in mind different circumstance of developed and  
developing countries**

**THE DEVELOPMENT OF THE  
CLIMATE JUSTICE ENTITY AND ITS MECHANISMS**

**The climate debt<sup>1</sup>**

It is stated that cumulative global emissions have been of about 1.214 Gtons in between the years 1850 to 2008. From about this, Annex I countries accounted for 878 Gton, which means the 72% of the total. Taking into account that their share of population was of nearly 25%, their fair CO<sub>2</sub> emission share was 310 Gton and their overuse or carbon debt was of about 568 Gton. Also, non-Annex I countries accounted for 336 Gton meaning the 28% of the total of CO<sub>2</sub> emissions, representing a fair emissions share of 904 Gton or an underuse of 568 Gton of CO<sub>2</sub> emissions.

Taking previous data into consideration, a 67% of probability of limiting temperature rises to within 2 degrees in between the years 2010 to 2050 must be kept CO<sub>2</sub> emissions to below 750 Gtons. This means, first, that Annex I countries should emit only 120 Gton of CO<sub>2</sub> emissions considering that they encompasses only 16% of the world's population, and if taking into account their carbon debt of 568 Gtons, total emissions of developed countries should be negative of about -448 Gton. Second, if the population of developing countries represents 84% of the world's total population, then their fair share should be of 630 Gton, and if including carbon debt their total emission increases to 1.198 Gton of CO<sub>2</sub> emissions.

**Equity: the way forward**

Equity in the context of climate change means the sharing of the atmospheric space and of the development space according to the complementarity of rights and obligations. The equity principle in UNFCCC should be understood as following: i) that developed countries take the lead in emission reduction; ii) that developing countries have development imperatives, and their ability to undertake climate actions depend on the extent of support (financial and technology) they receive from the developed countries; and iii) that, in addition, Annex I countries will also meet the agreed full incremental costs of implementing developing countries' climate policy measures.

The objective of the UNFCCC is to stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the

---

<sup>1</sup>The data in this section has been taken from the following document: "The equitable sharing of atmospheric and development space: Summary". Martin Khor. Climate Policy Brief South Centre. No. 4. December 2010.

climate system. Also, it is stated in the objective of the Convention that such a level should be achieved within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened, and to enable economic development to proceed in a sustainable manner.

Therefore, equity should be properly understood as the right to development of both developed and developing Parties taking fully into account the rights of Mother Earth to adapt naturally to climate change, considering that these rights should be considered as compatible and complementary.

Then, the challenge of equity considering a world global carbon budget is related to determining how much more emissions should be allowed between now and 2050, and also how that budget should be allocated especially between developed and developing countries. This discussion implies the following aspects:

- The allocation of carbon space should be carried out according to the rights to development of Parties and to the rights of Mother Earth to adapt naturally to climate change, then taking fully into account the limits of the stock of CO<sub>2</sub> allowed in the atmosphere. This means giving environmental and developmental space to developing countries.
- Strong and immediate commitments for developed countries to reduce GHG and a system of control of compliance, including effective support (finance and technology transfer) to developing countries.

### **The constitution of the Climate Justice Entity**

The Climate Justice Entity is a strategic tool for the implementation of the equity principle based on a non-market approach, which implies the establishment of a United Nations organizational structure for carrying out the compensatory payment of developed countries to developing country Parties. The debt has to be repaid in terms of finance and technology transfers to developing countries, plus ensuring that no new debt is being created from now onwards.

The payment of the climate debt by developed countries as the main responsible of climate change has been the principal message of People's Accord from the World People's Conference on Climate Change and Mother Earth Rights, which it has been held in Bolivia in the year 2010 gathering more than 30.000 people worldwide.

In this context, the Climate Justice Entity is a key organization regarding the various approaches to promote mitigation actions considering the Durban Decision 2/CP.17 paragraphs 79 and 89, which emphasizes that various approaches to enhance the cost-effectiveness of, and to promote, mitigation actions, and urges developed country Parties to assist developing country parties to promote economic diversification in the context of sustainable development.

The objectives of the Climate Justice Entity are oriented to effectively address the key issues of climate justice in climate change, which are the following:

- a) To promote mitigation and adaptation to climate change based on processes and dynamics of non-commercialization of eco-systemic functions of Mother Earth.
- b) To support the actions of developing countries for the construction of a model of sustainable development in harmony and balance with Mother Earth, promoting climate and environmental responsibility in public and private actors.
- c) To implement transfers of finance and environmentally-sound technology from developed to developing countries helping developing countries to decouple conventional economic growth from emissions growth.

### **The Mechanisms of the Climate Justice Entity**

The Climate Justice Entity is composed by a set of three Mechanisms that are oriented to operationalize the payment of the climate debt from developed countries to developing country Parties, as follows:

#### ***The Joint Mitigation and Adaptation for the Integral and Sustainable Management of Forests***

It is aimed to improve the integral management of forest resources as a basis for the provision of support to local and indigenous people to manage their forests, and forest landscapes, in sustainable ways.

This non-market based approach has been established in the paragraph 67 of the decision 2/CP.17 in the context of the discussion of the policy approaches and positive incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

This Mechanism consists of the following aspects:

- Development of a holistic approach including mitigation and adaptation and as well as the overall linkages between forests and climate change.
- Transference of finance and technological support oriented to the reduction of deforestation and forest degradation through the integral and sustainable management of forests.

The current framework of the Convention regarding forestry is oriented to tackle separately both mitigation and adaptation issues, and has not fully considered the possibilities to embrace the integral management of forests as systems of life and forest' landscapes that generate sustainable landscape dynamics. It is considered that this alternative vision of forests and the social organization of forest dependent people constitute fundamental elements for the development of forest governance systems which have the objective of creating climate friendly and resilient economies while meeting peoples' sustainable livelihoods.

### ***The Mitigation Mechanism***

It is oriented to improve the efforts of national countries in a voluntary basis in order to support the reduction of emissions of greenhouse gases concentrations, emphasizing economic and productive sectors. It considers that the ability of developing countries to undertake climate actions depend on the extent of support they receive from the developed countries.

It is a non-market based Mechanism aimed to support developing country Parties, especially those that have to reduce emissions according to the carbon budget while maintaining their economic growth.

The Mitigation Mechanism consists of the following components:

- Assessment of developing country Parties' mitigation needs and impacts.
- Addressing mitigation needs of Parties according to “sustainable levels” of emissions<sup>2</sup>.
- Coordination from the Convention.

Therefore, it considers that financial and technological transfer to support public and private sectors reducing emissions of greenhouse gases concentrations, and emphasizing the economic and productive sectors, including their ability to undertake climate actions depend on the extent of support they receive from the developed countries.

### ***The Adaptation Mechanism***

This Mechanism takes into account the fact that people who have contributed less and those who the least capacity will be the most affected by the climate change. It is the responsibility of the historically responsible for climate change, in accordance with relevant principles and provisions of the convention, to support and rehabilitate developing countries in addressing climate impacts. The adaptation should be very much focused in developing resilient livelihoods in developing countries and ensuring to sustain food production yields.

---

<sup>2</sup> The discussion about the meaning of a “sustainable level” of emission is undertaken in page 2 of the following document: “The equitable sharing of atmospheric and development space: Summary”. Martin Khor. Climate Policy Brief South Centre.No. 4. December 2010. The main discussion is as follows: Having equal emissions per person or country, though at first sight a good principle, in fact would not result in an equitable outcome, as countries and persons have different capacities as a starting point. Thus, if a level of 1 ton per capita is chosen as a “sustainable level”, they have the capacity to reach this level while retaining present levels of per capita income. However a country that now has a per capita emission of 1 ton of emissions or below may retain that level and not be able to climb up the income scale, so that its economic level remains low. Also, developing countries that are currently at moderate emission levels of 3-8 tons per capita would find it difficult to reduce their emissions and maintain economic growth. Thus, to oblige the different countries to have the same per capita emission level (say, by 2050) would be to “lock in” the economic disparities. On the other hand, the concept of per capita emissions equity is a useful one, if all countries are at the same or similar levels of development. One possible approach is to retain the aim of having an equal per capita emission by a certain year, but to provide countries with coefficients. Thus a country that is much poorer and lacks in infrastructure and technology could have a “multiplier” of 5 or 10 to apply to its coefficient of 1.

It is a mechanism oriented to support developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change, to build respond to climate impacts and building adaptive capacity and to be supported for loss and damage resulting from climate-related slow onset events, including glacier melt.

The Adaptation Mechanism consists of the following components:

- Assessment of developing country Parties' adaptation needs and impacts.
- Addressing adaptation needs and losses due to climate change impacts, including through a rehabilitation and compensation fund.
- Coordination from the Convention.

The Adaptation Mechanism will also facilitate measures to support appropriate actions to address climate change induced displacement, migration, and planned relocation, where appropriate, at the national, regional and international levels.

### **Methodological aspects of the Climate Justice Entity and its Mechanisms**

The Climate Justice Entity considers that developed countries take the lead in reduction of emissions and that developing country Parties undertake mitigation actions contingent upon the evaluation of performance of developed countries in climate change, according to actions of mitigation (domestic actions) and actions of adaptation (transfer of finance and technology to developing countries).

The Climate Justice Entity implies the consideration of the following methodological issues:

#### ***Monitoring, reporting and verification (MRV) for developed countries***

Developed countries are committed to fulfill their obligations since they expect that developing countries should undertake as soon as possible higher commitments of mitigation, and developing countries are committed to fulfill their obligations since they receive financial and environmental-sound technological transfers in order to developed mitigation actions. Therefore, a system of MRV for developed countries regarding the transference of finance and technology is needed in order to set up the Climate Justice Entity.

#### ***Joint mitigation and adaptation plans***

In order to foster the payment of the climate debt by developed countries to developing country Parties in a transparent way it is necessary the establishment in a voluntary basis, while respecting fully national sovereignty of developing country Parties, of a framework of mitigation and adaptation national goals, by which joint mitigation and adaptation plans in developing countries may be established. For doing this, the Climate Justice Entity will foster to combine in a unique and simplified instrument both NAMAs (National Appropriate Mitigation Actions) and NAPAs (National Adaptation Programs of Action).

### ***MRVs including joint mitigation and adaptation criteria***

Developing country Parties will establish a simplified and voluntary system of Monitoring, Reporting and Verification (MRV) including joint mitigation and adaptation indicators. This should be undertaken in order to evaluate the national progress in reaching the mitigation and adaptation goals included in the national plans.

### ***Setting up the organizational framework***

The Climate Justice Entity will be developed taking into account a simplified and flexible organizational structure. It will be assessed the restructuring of the Adaption Fund in order to become a part of this new entity.

### ***Provision of financial support***

The provision of financial support is without doubt the most important task to be fulfilled by the Climate Justice Entity through new, additional and reliable funding that will come from a variety of sources, public and private (outside the markets). The funding of mitigation and adaptation actions in developing countries should be developed in a direct, expedite and immediate way according to national plans and priorities, fully respecting the sovereignty and national capacities of developing countries. It also considers the prior funding of results-based actions.

### **Future actions for the constitution of the Climate Justice Entity**

The Climate Justice Entity is important to operationalizing the principles of equity and common but differentiated responsibilities of the UNFCCC. The constitution of this entity allows developed countries to take the lead in emission reduction and support the ability of developing countries to undertake climate actions depending on the extent of support they receive from the developed countries. Also, the set of Mechanisms embedded in this entity are key instruments to articulate mitigation, adaptation, financial, technology and capacity building benefiting developing countries.

Therefore, the design and implementation of the Climate Justice Entity must be one of the major efforts to set up equity as the centerpiece of climate change.

The following actions should be undertaken in order to advance the design and implementation of the Climate Justice Entity along with its Mechanisms.

- a) In the context of the LCA Working Groups is important to move forward a decision about the constitution of the Climate Justice Entity and its Mechanisms.
  - The Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests.
  - The Mitigation Mechanism.
  - The Adaptation Mechanism.

b) The Workshop Program as referred to in paragraph 80 of decision 2/CP.17 should provide the scenario for the development of the Climate Justice Entity and its Mechanisms, considering the following issues:

- A road map to prepare the way forward with the design and implementation of the Entity and its Mechanisms, considering that they should be designed during the year 2013 and fully implemented in the year 2014.
- Definition of the organizational structure of the Climate Justice Entity and its Mechanisms.
- Definition of the methodological issues resulting from the combination of NAMAs and NAPAs.
- The establishment of a system of MRV considering both mitigation and adaptation criteria and indicators.
- Setting up the relationships between the Climate Justice Entity, including its Mechanisms, and the Green Climate Fund.