

A6.4-MEP016-A02-APPX04

Draft Standard

Addressing suppressed demand in
mechanism methodologies

Version 03.0



United Nations
Framework Convention on
Climate Change

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1. Introduction

1.1. Scope

1. This Standard sets out requirements for recognizing suppressed demand in mechanism methodologies. This Standard aims to facilitate a consistent and appropriate consideration of approaches for addressing suppressed demand. It provides requirements on how to identify the service level that fulfils basic human needs and identify the baseline technology and/or practice where suppressed demand exists, and the means to monitor whether suppressed demand conditions persist during the crediting period.
2. The Standard will be applied by the mechanism methodology proponents developing new mechanism methodologies or proposing revisions to existing ones, and by the secretariat, the Methodological Expert Panel (MEP) and the Supervisory Body in assessing and considering proposed mechanism methodologies for approval. The standard is not intended for the preparation of project design documents (PDDs), or programmes of activities design documents (PoA-DDs) and component project design documents (CP-DDs), or monitoring reports.

1.2. Entry into force

3. This document enters into force on DD Month YYYY.

2. Definitions

4. The following definitions shall apply:

- (a) **Activity participant:** A public or private entity that participates in an Article 6.4 activity;
- (b) **Basic human needs:** Physical and physiological needs considered essential for minimum quality of life, such as water, food, housing, sanitation (waste treatment/disposal, and wastewater treatment), access to energy services (including lighting, cooking, and thermal comforts including heating or cooling), mobility, communications and education, health and economic activities, such as agriculture;
- (c) **Business-as-usual (BAU):** Plausible reference benchmark or scenario for greenhouse gas^{GHG} emissions or removals prior to or in the absence of the implementation of the proposed Article 6.4 activity-project or component project (CP). It may be a scenario, emission or removal level, or an emissions or removals intensity;
- (d) **Level of service:** The quality, reliability and scale of an output provided by an Article 6.4 activity-project or CP and/or in the baseline scenario;
- (e) **Level of service for meeting basic human needs:** The threshold below which an individual is considered to face deprivation of basic human needs;

- (f) **Suppressed demand:** A situation where services provided to a population are insufficient to meet the basic human needs due to barriers, such as low income or lack of infrastructure, and where the growth of emissions resulting from meeting such needs requires special consideration in the assessment of **Article 6.4** baseline scenarios;
- (g) **Suppressed demand baseline:** A crediting baseline that is established for the provision of services that address basic human needs.

3. Applicability

- 5. The standard applies to mechanism methodologies and methodological tools. For simplicity, only the term mechanism methodology is used in this standard.
- 6. The standard applies to mechanism methodologies related to emission reductions. It does not apply to mechanism methodologies for activities involving removals.¹
- 7. This version of the standard is applicable to mechanism methodologies for Article 6.4 projects and Article 6.4 programme of activities (PoA), jointly referred to as Article 6.4 activities.
- 8. Mechanism methodologies may recognise suppressed demand where:
 - (a) Neither the existing conditions, nor those in the BAU scenario can realistically provide the level of service for meeting the basic human needs of a population; and
 - (b) These conditions are likely to persist throughout the crediting period due to barriers such as low income, lack of capital, or inadequate infrastructure.
- 9. This standard applies to the following contexts:
 - (a) The residential context, which may include the energy use for lighting, cooking, food preservation, communication, space heating and cooling, and safe water supply;
 - (b) The non-residential context, which may include energy use by smallholder agriculture (e.g., milling, drying, cold storage); energy for health centres (e.g., lighting, cold storage, cooking, space heating and cooling); energy for schools (e.g., lighting, cooking, space heating and cooling, powering of teaching and learning devices);
 - (c) Other areas, such as mobility, construction or waste management.
- 10. This standard provides specifications for the energy consumption to meet basic human needs for the residential and non-residential sectors but does not yet provide specifications for other areas. Such specifications may be proposed in submissions of mechanism methodologies. Note that the standard also does not provide values for the level of service for meeting specific basic human needs in the residential and non-residential context.

¹ Stakeholders may identify the need to widen the applicability of this standard to activities involving removals, by presenting specific proposals for the application of suppressed demand in **removals activity** such activities in new proposed mechanism methodologies.

11. This standard shall be used in conjunction with the “Standard: Setting the baseline in mechanism methodologies” (A6.4-METH-STAN-004, hereinafter referred to as the “baseline standard”).² This standard specifies which provisions in the baseline standard do not apply to suppressed demand baselines.

~~12. The standard applies to activities undertaken at the project level and may be amended in the future to cover mechanism methodologies addressing mitigation actions at other scales (e.g., programme of activities, policies, sectoral approaches)~~

4. General principles and requirements

4.1. General principles

13. The principles in the baseline standard shall apply, with an exception to the principle of conservativeness which is defined as follows:

- (a) **Conservativeness:** In the context of suppressed demand, conservativeness is the use of data, parameters, assumptions, and methods, to ensure that neither the baseline emissions nor the level of service for meeting basic human needs are overestimated.

4.2. Requirements

14. When addressing suppressed demand, the mechanism methodology shall:
- (a) Specify which basic human need(s) it addresses and the metric and threshold to be used for such need(s);
- (b) Specify the type(s) of technology and/or practice that will provide the level of service for meeting basic human needs.

15. The total level of service required to meet basic human needs shall be applied consistently across countries, regardless of the technology and/or practice that an ~~project activity~~ Article 6.4 project or CP uses to address those basic human needs.

16. Mechanism methodologies applying this standard to Article 6.4 PoAs may include additional requirements on how suppressed demand is addressed in the context of Article 6.4 PoAs, as necessary.

5. Approaches for recognising suppressed demand

5.1. Determination of the underlying conditions for recognising suppressed demand

17. When addressing suppressed demand, the mechanism methodology shall require activity participants to demonstrate that the intended ~~project~~ beneficiaries of an Article 6.4 project or CP are in suppressed demand conditions with respect to the identified basic human need(s) at the start of each crediting period and that these conditions are likely to persist throughout the crediting period.

² Refer A6.4 STAN-METH-004 available at See <https://unfccc.int/sites/default/files/resource/A6.4-STAN-METH-004.pdf>.

18. Mechanism methodologies shall specify the sectors and characteristics and scale of the activity types that they cover for determining a suppressed demand baseline.

5.2. Identification of the level of service for meeting basic human needs

19. Mechanism methodologies shall define the specific context to which the mechanism methodology is applicable and the level of service for meeting basic human needs for which a suppressed demand baseline may be applied to calculate baseline emissions. This applies both when the technologies³ and/or practices provided under the Article 6.4 activity project or CP cover one or more basic human need(s). However, the level of service for meeting basic human needs shall be established separately for each basic human need.
20. The thresholds for the level of service for meeting basic human needs are defined as:
- (a) For suppressed demand in residential energy consumption, the specific basic human need values shall be derived, and appropriately justified, consistent with the following threshold values. For total energy consumption:
 - (i) Total electricity consumption up to 250 kWh per person per year;³ and
 - (ii) For total useful energy delivered from fuel used for cooking and heating up to 2.1 Gigajoules (equivalent to 583 kWh) per person per year.⁴
 - (b) For suppressed demand in non-residential energy consumption, deemed relevant to meet basic human needs, as described in the definition of basic human needs, the relevant specific basic human need values shall be derived, and appropriately justified, consistent with the following threshold value for total direct and indirect electricity consumption up to 750 kWh per person per year.⁵
21. The threshold for the level of service for meeting basic human needs, as outlined in paragraph 18 20 above, shall be applied in general as a default approach. Proposals for alternative values may be included in the mechanism methodology or tool by the methodology proponents or proposed by a host Party for the recommendation by the MEP and approval by the Supervisory Body.⁶
22. Further, globally applicable values for the level of service for meeting basic human needs for other areas may be developed in future revisions to this standard. These values may include the identification and recognition of indirect energy demand for services required to meet basic human needs in the residential or non-residential context.
23. Mechanism methodologies establishing suppressed demand baselines may use energy metrics and non-energy metrics to determine the level of service for meeting basic human needs. Where non-energy metrics are used, the metrics for the level of service for meeting

³ As defined in the Modern Energy Minimum <https://modernenergyminimum.org>.

⁴ Adapted from the figure of 50kg-oil equivalent of modern fuel in Level 1 of energy access according to The Secretary -General's Advisory Group on Energy and Climate Change (AGECC), 2010, Energy for a Sustainable Future: Report and Recommendations
<https://www.undp.org/sites/g/files/zskgke326/files/publications/AGECCsummaryreport.pdf>.

⁵ As defined in the Modern Energy Minimum <https://modernenergyminimum.org>.

⁶ Through the proposal of a standardized baseline.

- the basic human needs proposed by ~~proponents of~~ mechanism methodologies shall be comparable to those in paragraphs ~~18 20(a) and 18 20(b)~~ above.
24. For establishing the level of service for meeting a specific basic human need, the following data sources may be used, and it should be demonstrated all data sources are peer-reviewed:⁷
- (a) National or international research;⁸
 - (b) Relevant studies and reports from multilateral organizations;⁹ or
 - (c) Established benchmarks related to international and/or national development goals.¹⁰
25. Further, for establishing the level of service for meeting a specific basic human need, the following shall be taken into account:
- (a) Climatic zones;¹¹
 - (b) Policy and regulations; and
 - (c) Scale and proportionality to the metric for the total level of service for meeting basic human needs for the relevant context, as defined under paragraphs ~~18 20 and 19 21~~ above.
26. In some situations, it may be appropriate to apply two or more baseline technologies and/or practices and their respective service levels to reflect the cumulative ~~project~~ service level of an Article 6.4 project or CP.
27. The level of service for a specific basic human need shall represent a reasonable fraction of the total level of service for meeting basic human needs for the relevant context, when it is defined in this standard under paragraphs ~~18 20 and 19 21~~ above. For example, a mechanism methodology for Article 6.4 activities that provide lighting services for households shall specify the limit for lighting based on a reasonable and justifiable distribution for different consumption percentages of the services in the relevant geographical area.
28. The sum of the individual thresholds for each service shall not exceed the threshold for the total level of service for meeting basic human needs for residential electric energy use,

⁷ In case no peer-review is conducted, it should be demonstrated all data sources have gone through a similar review process.

⁸ For example, table 2 of the following article can be used to estimate the proportions of specific needs from the value of total Decent Living Standards. The proportions from this source may be considered by methodology proponents in estimating the proportion of each specific need from the total BHN threshold: J. Millward-Hopkins, J. K. Steinberger, N. D. Rao, & Y. Oswald, Providing decent living with minimum energy: A global scenario, Global Environmental Change, Volume 65, 2020.
<https://doi.org/10.1016/j.gloenvcha.2020.102168>.

⁹ For example, The World Health Organization recommendations on per capita safe drinking water volumes.

¹⁰ For example, the DLS framework, IPCC AR6 Chapter 5 Demand, Services and Social Aspects of Mitigation, pages 505, 506, 513- 522:
https://www.ipcc.ch/report/ar6/wg3/downloads/report/IPCC_AR6_WGIII_Chapter05.pdf.

¹¹ As defined by the World Meteorological Organization or a host Party.

considering also other electric energy services required by the household to meet its basic human needs such as space cooling and heating, food preservation and communications. The same would apply for an Article 6.4 ~~activity-project or CP~~ that provides combinations of services for households; in such instances, the mechanism methodology shall specify the threshold for each service separately that cumulatively meet the threshold for basic human needs. For example, a mechanism methodology for Article 6.4 ~~activities-projects or CPs~~ that provide both lighting and cooling services for households shall specify the threshold for lighting and the threshold for cooling separately.

29. For any service provided through the implementation of the Article 6.4 ~~activity-project or CP~~ beyond the level of service for meeting basic human needs, the following requirements shall apply:
 - (a) For the service provided by the Article 6.4 ~~activity-project or CP~~ up to the threshold level of service for meeting basic human needs, the mechanism methodology shall require the determination of a baseline scenario and a baseline technology and/or practice for that service level in line with the requirements in ~~the~~ section 5.3 of this standard. The mechanism methodology may use the suppressed demand baseline for the provision of service up to the threshold for meeting basic human needs; ~~and~~
 - (b) For the service provided by the Article 6.4 ~~activity-project or CP~~ that is above the threshold level of service for meeting basic human needs, the mechanism methodology shall not determine a suppressed demand baseline, but ~~either~~ a) solely use the provisions of the baseline standard to determine the baseline, or b) provide the option to activity participants that no baseline emissions for the services exceeding the threshold are considered.
30. During the crediting period, if the baseline for the service exceeding the threshold has not been determined ex-ante in the PDD, ~~of the Article 6.4 activity or CP-DD~~, and the level of service provided by the Article 6.4 ~~activity-project or CP~~ temporarily exceeds the threshold level of service for meeting basic human needs, then no baseline emissions for service levels exceeding the threshold level of service shall be considered.

5.3. Identification of the suppressed demand baseline technology and/or practice

31. Mechanism methodologies shall use the provisions in the baseline standard to determine the baseline scenario and the baseline technology and/or practice for the suppressed demand baseline, subject to the following requirements:
 - (a) Rather than a service level that reflects existing conditions or a BAU scenario, the baseline shall be determined for the lower of:
 - (i) The level of service for meeting basic human needs; or
 - (ii) The level of service delivered by the ~~mitigation activity~~ Article 6.4 project or ~~CP~~.
 - (b) The identified baseline technology and/or practice shall be able to realistically provide the level of service referred to in sub-paragraph ~~29(a)(i) above~~ 31(a)(i) above;
 - (c) When applying the existing actual or historical emissions approach, the approach is not required to utilize site-specific historical data but may instead use another

method that reflects the actual or historical emissions of the baseline technology or practice;

- (d) The suppressed demand baseline may be based on a technology and/or practice that can be demonstrated through studies, documents, or third-party records, but is not well documented in official records or data, whereby the supporting evidence for the baseline may not comply entirely with the *Data requirements for baseline setting and quantification* in section of the baseline standard.¹² The types of alternate studies, documents, or third-party records permissible as evidence shall be specified in the mechanism methodology;
 - (e) The downward adjusted baseline resulting from step 3 of the baseline standard may be used as the crediting baseline. The determination of a conservative BAU baseline, as per step 3 and section 7 of the baseline standard, is not necessary and the downward adjusted baseline does not need to undergo a comparison with BAU or fulfil the requirement of being below BAU;
 - (f) The downward adjustment in subsequent years, as referred to in section 7.2 of the baseline standard, may correspond to the minimum value of 1 per cent; and
 - (g) There is no need for consideration of rebound effects, as referred to in Appendix 1 to the baseline standard.
32. The suppressed demand baseline shall be re-evaluated and updated at the renewal of the crediting period to ensure it is based on the current situation.

5.4. Monitoring of suppressed demand conditions

33. Mechanism methodologies shall include requirements for activity participants to monitor and reassess whether ongoing conditions continue, to indicate that suppressed demand would persist in the absence of the Article 6.4 activity project or CP, using one or more indicators as described in sub-paragraph 31(a) below 33(a) below. The mechanism methodology shall specify the indicator(s) and threshold(s) to be used by activity participants to monitor and reassess ongoing suppressed demand conditions, as follows:
- (a) Indicators may be parameters such as average household income, distance to electrical substations, grid reliability, distance to water treatment plants in compliance with potability standards, or others relevant for the basic human needs being addressed, and the conditions of the project population prior to the project activity prior to implementation of Article 6.4 project or CP; and
 - (b) The monitoring to assess ongoing suppressed demand conditions shall exclude the direct impact of the Article 6.4 activity project or CP on the conditions of the project population affected by the Article 6.4 project or CP.
34. The mechanism methodology shall include a provision to require activity participants to undertake the reassessment of ongoing suppressed demand conditions at least every five years, e.g., at the renewal of the crediting period.
35. If the ongoing conditions of an activity Article 6.4 project or CP are found to exceed the threshold defined as meeting suppressed demand, then that location is deemed ineligible

¹² For example, diesel gensets in a context where these are widely used by individuals but not tracked or reported reliably by the national government.

for the baseline for which suppressed demand is recognized, and a new baseline may be proposed following an approved mechanism methodology via the post-registration changes procedure, as referred to in the “Procedure: Article 6.4 activity cycle procedure for projects” (A6.4-PROC-AC-002) and “Procedure: Article 6.4 activity cycle procedure for programmes of activities” (A6.4-PROC-AC-003).^{13,14}

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Document information

Version	Date	Description
03.0	18 September 2026	MEP 016, Annex 02, Appendix 4. Revision to incorporate provisions for Article 6.4 Programmes of Activities (PoAs), including PoA-specific approaches and requirements, where necessary.
02.0	3 July 2026	MEP 014, Annex 02, Appendix 4. A call for input on this document will be issued following the conclusion of the MEP 014 meeting. The input received will be considered by the MEP for the further development of this document at a future meeting.
01.0	7 August 2025	SBM 017, Annex 5. Initial adoption.
Decision Class: Regulatory Document Type: Standard Business Function: Methodology Keywords: A6.4 mechanism, suppressed demand, methodologies		

¹³ See <https://unfccc.int/sites/default/files/resource/A6.4-PROC-AC-002.pdf>.

¹⁴ See <https://unfccc.int/sites/default/files/resource/A6.4-PROC-AC-003.pdf>.