



**Seminar on MRV and Carbon Markets:
A CCXG / Global Forum on Environment Event, 28-29 March 2011**

This seminar was organised by the Climate Change Expert Group (CCXG), a technical working group for climate change negotiators, in conjunction with both OECD and IEA.

The aim of the seminar was to stimulate dialogue between governments and other experts from a wide range of countries and organisations, on two themes. These were:

- 1) aspects of carbon markets and
- 2) measurement, reporting and verification (MRV) of action on and support to climate change.

Given the outcome of Cancun, the seminar offered a timely forum to discuss what needs to be reported internationally and how as well as to consider how to advance the use of carbon markets in the implementation of climate policy. The seminar was designed to address issues both in the international climate negotiations as well as on good practice in the domestic climate policy arena.

The seminar benefited from the participation of 155 delegates from 45 countries (including 12 non-member countries). The active participation by delegates, as well as the UN, World Bank, business and industry, helped to ensure a broad discussion of these globally-relevant issues. The seminar was well-received by delegates from both developed and developing countries. Delegates welcomed the opportunity "get on the same page" with each other on these issues, and highlighted the value of the Global Forum in being able to explore issues in detail with a common analytical basis.

After an opening by Helen Mountford (Deputy Director, OECD Environment Directorate) and Fernando Tudela (CCXG chair, Mexico), the seminar started with a high-level plenary. Speakers included Artur Runge-Metzger (European Commission), Farrukh Khan (Pakistan), Dicky Hindarto (Indonesia), Henry Derwent (IETA), and Richard Baron (IEA), who highlighted key themes relevant to MRV and markets. These included that knowledge of current emissions data and trends are the "nuts and bolts" of any emissions trading or crediting system. Also it was noted that equivalence of governance and MRV is important for linking trading schemes and that since "baselines mean money", compliance measures are also important. Current gaps in knowledge and governance were also highlighted – particularly for the issue of climate finance: although developed countries have commitments in this area, there is currently no agreed definition of what climate finance entails nor is there a comprehensive system in place for tracking progress. Speakers highlighted the important role of both governments and the private sector.

The seminar followed with break-out sessions for more detailed discussion on specific aspects of MRV and markets, as described below.

MRV of climate finance

This session aimed to explore how to best monitor and track long-term climate change financial commitments. The session was moderated by Diann Black-Layne from Antigua and Barbuda and included presentations from Barbara Buchner (CPI) and Jessica Brown (ODI), Erik Bjørnebye (Norway), Ari Huhtala (World Bank) and Alexia Kelly (US).

There was general agreement that the system today lacks consistency, transparency and comprehensiveness – particularly as there is no agreement on definition of climate finance, which makes

the scale and sources of climate finance difficult to determine. Further, the specific goals or purpose of a MRV system for climate finance needs to be agreed in order to ensure efficient operation and avoid information overload. Key challenges noted included assessing the impact and effectiveness of climate finance in addition to the total flows over time, and the need to establish robust and complete data – for example to include private as well as public finance flows.

International consultations and analysis (ICA)

This session focused on issues relating to international consultations and analysis (ICA) of biennial update reports from developing countries. The session was chaired by Irene Suarez Perez (Costa Rica), with presentations from Gregory Briner (OECD), Teng Fei (Tsinghua University, China) and Yamide Dagnet (UK).

Discussions highlighted several areas of agreement amongst delegates, including that ICA could be beneficial for the Party concerned, by building capacity and providing an opportunity to share experiences; that developing a new review process on a biennial basis for 159 countries is challenging and will require a pragmatic approach; that there is much existing experience that ICA could usefully build on; and that such a system could, like others, evolve over time. Delegates highlighted the importance of transparency and creating a system that is simple (which in turn would require concise biennial update reports), involves key stakeholders, and delivers outcomes linked to support that are timely, i.e. to provide a basis for the 2013-2015 review of the adequacy of the long-term global goal on limiting temperature rise. There was interest in flexible approaches to various aspects of ICA, such as form and frequency. Delegates called for clarity on who would be involved in the consultations and the inter-relationship between ICA and international assessment and review (IAR) for developed countries.

Establishing sectoral and national baselines

This session focused on the technical and political aspects of establishing baselines for use in crediting mechanisms and/or for national or sectoral planning. Facilitated by Pedro Martins Barata (Portugal), this session included presentations by Andrew Prag (OECD), Juan Mata Sandoval (Mexico), Syamsidar Thamrin (Indonesia), and Gareth Phillips (Sindicatum Carbon Capital).

The discussion highlighted that developing countries are making progress on NAMAs and national baselines. It was noted that baselines are very specific to sectors, and the importance of different sectors and emissions sources vary widely between countries. Participants noted that in market mechanisms baselines are closely linked to financial return, thus a level playing field is needed. In this respect, there was general agreement that there is some benefit to having some level of international guidance on baseline setting. However, there is as yet no clarity as to what this guidance would be, who would develop it, and the level of detail. There remains an open question as to if the guidance could be uniform across sectors, and what the appropriate role for international institutions could be. However, delegates recognised that existing project-based mechanisms could provide useful lessons for sector baselines, and an example for a standardised sector baseline in the coal mine methane sector was put forward.

Sub-national experiences with carbon markets

This discussion focussed on sub-national experiences with carbon markets, which are becoming increasingly common as some national policy frameworks face delays. The session was facilitated by Jan Corfee-Morlot (OECD) with presentations from Yuko Nishida (Tokyo Metropolitan Government), Feng An (Innovation Center for Energy and Transport, China) and Brian Turner (California Air Resources Board).

Case studies were presented of sub-national emissions trading schemes (ETS) established or planned in the US, China and Japan. Delegates highlighted that an effective cap is critical to the success of any ETS; that promoting local benefits can play an important role in garnering support for an ETS; that sub-national schemes can face unique barriers such as inter-state regulation; that urban schemes should and

will evolve over time to improve performance; and that the design of a sub-national ETS should be tailored to the local context yet with the broader market context in mind. The set-up and price of 120 USD/t CO₂ in the Tokyo Metropolitan emissions trading scheme highlighted the differences between sub-national and national schemes in terms of both objectives and price. Delegates agreed that ensuring that such schemes can be linked to others may ultimately be an important criteria for success – particularly for smaller trading schemes – to ensure liquidity and depth in the markets, while also delivering environmentally.

National communications

This session discussed options for new reporting guidelines for biennial update reports from developed and developing countries. The session was facilitated by Maurice LeFranc (US EPA) with presentations from Jane Ellis (OECD), Andrea Rudnick (Chile), Erasmia Kitou (European Commission) and Jose Alberto Garibaldi (Peru).

Delegates agreed that flexibility in reporting guidelines is important and needs to be maintained; that standardised information is useful although care is needed in not being overly prescriptive; that reporting can be useful for domestic policy-making as well as international purposes; that biennial update reports need to be simple and concise in order to make efficient use of resources and facilitate IAR/ICA; and that biennial reporting of information including greenhouse gas inventories will be challenging for developing countries and may require permanent resources and enhanced support. Delegates called for more detailed reporting guidance, building on what we already have, that maintains provisions for flexibility/revisions in order to capture experience from learning-by-doing and improve reporting over time.

Offsets, fragmented approaches and accounting

This session examined issues that may be encountered in accounting for offsets in a more fragmented international framework after 2012. Potential frameworks for international GHG accounting were proposed, and the role of different offset and crediting mechanisms may play within these frameworks was discussed. The session was facilitated by Hugh Sealy (Grenada), and included presentations from Andrew Prag (OECD), Duan Maosheng (Tsinghua University, China, and Vice-Chair, CDM EB), Juergen Lefevere (European Commission), Michael Lazarus (Stockholm Environment Institute), and Pierre Guigon (Bluenext).

Participants noted that the fragmentation of offset markets has already occurred and is likely to increase after 2012. The session highlighted the potential for double-counting of emissions reductions within developed and developing country commitments, but participants noted that there are two distinct types of potential double-counting: financial commitments and emissions reductions. Post-2012 accounting framework options were discussed, including a Kyoto-style system or a 'pledge and review' basis, but also including hybrid options. There was not a consensus on how serious the risk of double-counting is, or what the ideal governance for offsets post-2012 might be, but many recognised that some consistent international 'glue' is important for the stability of the post-2012 system. Much of the discussion focused on the need to be flexible while maintaining environmental integrity in a fragmented system where Kyoto-style and bilateral offsets may co-exist.

Market readiness

This session looked at different elements needed to establish new broad-based market mechanisms and the ways of supporting such efforts. The discussion was facilitated by Maurits Blanson Henkemans (Netherlands) and included presentations by André Aasrud (IEA), Joëlle Chassard (World Bank), Sandra Garavito (Colombia) and Andzela Petersone (Latvia).

Presentations highlighted that market readiness could involve different issues, actors and institutional implications depending on whether the market mechanism focuses on trading or crediting. However, it was noted that both trading and crediting on a broader scale will need greater government involvement than seen under for instance CDM, which would require a more structured approach to capacity building needs. Developing country representatives described the large challenges in creating new government institutions and underlined the need to build on existing institutions and structures when preparing for new broader-based market mechanisms. Delegates highlighted the difficulties in building capacity for new market mechanism in the context of post-2012 market demand uncertainty and the lack of clarity on the design of new mechanisms. In the discussion it was pointed out that uncertainty complicates market readiness efforts but that experiences in the past shows that there can be first mover advantage for buyers and sellers in a new market.

Smoothing the transition to emissions trading schemes

The discussion on smoothing the transition focused on addressing competitiveness concerns in moving towards emission trading schemes (ETS). The discussion was facilitated by Russel Mills (Dow Chemical, BIAC), and included presentations from Rob Dellink (OECD), Peter Brunt (NZ), Giuseppe Montesano (Enel SpA), and Ingrid Jegou (International Centre for Trade and Sustainable Development).

Participants discussed some possible ways of addressing competitiveness concerns, including free emission allowance allocation, output-based allocation, and carbon border measures. The distinction between competitiveness and leakage was made. Discussions incorporated key lessons learned from the EU and NZ ETS, including the importance of: transparency about who will be protected, and why, and the related financial impacts; a clear long-term price signal to drive investment decisions; and the need for accurate data at the start of the process. There was general agreement on the need for better data and further analysis on which to base the complex decision of how (and if) to address competitiveness concerns. Further work on sector-specific analysis, estimating implicit carbon prices and improving data for carbon accounting would be useful.

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