Green Investment Schemes: Maximizing their benefits for climate and society



Diana Ürge-Vorsatz

Director, Center for Climate Change and Sustainable Energy Policy, CEU Budapest





Project team

PROJECT LEADER

- Diana Ürge-Vorsatz,
- Center for Climate Change and Sustainable Energy Policy,

AUTHORS

- Andreas Türk, Joanneum Research, Graz, Austria
- Maria Sharmina, Central European University, Hungary
- József Feiler, Office of the Parliamentary Commissioner for Future Generations, Hungary
- Liming Qiao, Global Wind Energy Council
- Dorian Frieden, Joanneum Research, Austria (country studies)

With Contributions from:

- Kristian Tangen, Point Carbon (carbon market facts)
- Györgyi Gurbán, European Commission (legal perspectives)
- Maria Khovanskaya, Regional Environment Center, Hungary (workshop)
- Felix Bubenheimer, Central European University, Budapest, Hungary (editing of text)

Bernhard Schlamadinger, CS





Outline of the presentation

- Introduction to GIS
- State of GIS development
- GIS and the carbon market
- Priority target areas for GIS investments
- Lessons learned from CDM and JI
- Key GIS modality elements and options
- Recommendations for GIS architecture design
- Conclusion





Introduction to GIS

- New carbon finance mechanism
- Originally designed to "green hot air"
- Using Article 17 of the KP, GIS is a self-imposed binding commitment by AAU seller countries to fulfill the conditions of potential buyers
- complements existing carbon finance mechanisms in CEE
- Alternative mechanism for funding projects and programs not reached by other instruments (like JI)
- Testing ground for development of future flexible mechanisms for mitigating climate change
- **BUT:** window of opportunity closing fast, everything to be completed by 2012





Basic principles of GIS

Many potential AAU buyers will not purchase "hot air"

Tackling excess AAUs of former communist countries in 1st commitment period by combining:

- International Emissions Trading (IET) as defined by Kyoto Protocol Article 17
- 2. Greening activities in selling countries from AAU sales revenue
- IET regulated by KP and other international accords but
- ⇒ Domestic greening activities not internationally regulated





GIS: opportunities and risks

- Potentially could become as important as CDM+JI
- If model successful could be used post-2012 and beyond Kyoto framework ("GIS 2.0")
- Could help in developing a superior flexibility mechanism
- GIS 1.0 can bring significant GHG mitigation financing in CEE – in order of EUR 9 billion
- No international legal framework on how to design it
 - Opportunity: design could learn from shortcomings of other mechanisms, such as that of CDM/JI
 - Risk 1: ensuring climate integrity without a rigorous legal framework and large watchdog community
- Very little research and few experts working on it
- Short window of opportunity for GIS 1.0





Aims of the research

- How to optimise GIS for maximising its benefits for climate and society
- …i.e. how this flexibility can be utilised to benefit from it and avoiding the risks
- Through:
- Analysis of lessons to be learned from CDM/JI for GIS design
- Applying these lessons and other criteria, GIS architecture modalities are assessed
- Three case studies were conducted (Hungary, Romania, Bulgaria)





Schematic outline of the research plan







State of GIS development

- Rapid development during past 2-3 years
- Pioneer national legislation passed in Hungary in second half of 2007
- Legal framework and institutional system established in Latvia in 2008
- General legislation adopted to date in Czech Republic, Ukraine and Romania
- Strong interest in GIS demonstrated by Bulgaria and Poland
- First announced transactions: autumn 2008, Hungary sells
 8 million AAUs in total to Belgium and Spain





The role of GIS on the carbon market

AUs potentially available for sale during first commitment period:

Net demand for AAUs by buyer countries:

◆ Possible AAU transaction value in range of €9 billion (900 Mt at €10/ton) 6.5 Gt CO₂e

900 Mt CO₂e





Net demand of AAUs,

after taking into account sink provisions under KP Annex Z, planned purchases of CERs and ERUs, and domestic reduction measures



Net supply of AAUs,

after taking into account sink provisions under KP Annex Z, planned purchases of CERs and ERUs, and domestic reduction measures



GIS-based AAU supply by major selling countries during 1st commitment period and potential revenues at €10/ton

Country	Czech Rep.	Hungary	Latvia	Poland	Roma- nia	Russia	Ukraine
MtCO ₂ -eq	Up to 100	50	30	Up to 100	Up to 100	0	100-1200
Billion EUR	Up to 1	0.5	0.3	Up to 1	Up to 1	0	1 - 12

Source: Estimates by Point Carbon and The Carbon Trust, 2008





Prioritising GIS target areas

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Characteristics for GIS 1.0 target area choice

Buyer's market

- Main preference: environmental integrity
- Thus: ADDITIONALITY
- Transparency and accountability
- Maximising gains towards national, social, political and regional development priorities
- Channeling revenues to areas difficult-to-reach by other policies (vis-à-vis harvesting the low-hanging fruit)
- Practical feasibility, dispensability and transaction costs





GHG mitigation potential in EIT* by economic sector, 2030



Source: Ürge-Vorsatz and Novikova 2008, with data from IPCC 2007

Climate Strategies

*EIT = Economies in transition

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Buildings utilising passive solar construction "PassivHaus"



Source: Jan Barta, Center for Passive Buildings, www.pasivnidomy.cz, EEBW2006



"EU buildings – a goldmine

for CO2 reductions, energy security, job creation and addressing low income population problems"



Source: Claude Turmes (MEP), Amsterdam Forum, 2006

More on Solanova: www.solanova.eu Climate Strategies



Priority target areas for GIS investments in CEE

- Focus on long-term low-carbon infrastructure
- Low-energy retrofit of old building stock
 - Pivotal to invest in very low energy construction and retrofit, due to long lifetime
 - Numerous co-benefits (health and comfort improvements, employment creation, higher energy security, etc.)
- Land-use projects in suitable target countries (e.g. RO, BG, PL, RU, UKR)
 - Co-benefits like income creation for rural population and increased biodiversity
- Biomass-based heating
- Hard greening preferred over soft greening!





Lessons to be learned from other carbon finance and flexible mechanisms

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Lessons learned from CDM and JI

- Failing in mitigation areas with highest sustainability benefits, such as building energy efficiency and small-/mediumscale bioenergy utilisation
- Additionality enforcement and monitoring & verification is cumbersome and results in high transaction costs in CDM/JI
- JI Investment opportunities largely constrained in EU by EU Linking Directive
- Limited long-term potential if crediting period restricted to first commitment period
- Small-size projects often impossible due to restrictive programmatic approaches
- →GIS should avoid "copy-paste"ing CDM/JI architectures in its modality design





Lessons to be learned for GIS from the shortcomings of CDM/Track-2 JI

Modality of CDM/JI compromising effectiveness in energy efficiency and land-use	Implications for GIS architectures
Strict additionality criterion	Additionality to be ensured through simplified methods
High project transaction costs	Simpler or more streamlined project cycle Simplified M&V
Difficulty in having methodologies approved	Allowing simplified, sector-based methodologies; Allowing multiple methodologies and facility-level bundling
Complex monitoring and verification requirements	Simple M&V, such as using sampling, ISO Precise M&V is less crucial than in JI/CDM because do not affect quantified compliance!!
High transaction cost of activity	Softening greening ratio or allowing longer crediting periods to improve the bankability of projects even with transaction costs; Institutional assistance in reducing transaction costs





GIS vs Track-1 JI

Why risk GIS if almost the same as Track-1 JI?

- In EU JI is strongly limited due to linking dir.
- Most CEE countries opt to copy Track-2 in Track-1, thus its flexibility cannot be taken advantage of
- GIS more flexible in high priority areas and can have lower transaction costs
- JI developed by private sector with short-term financial interests
- GIS: opportunity for govt-induced strategic mitigation
- GIS can extend beyond 2012, overcoming short window of opportunity
- GIS: can better accommodate smaller projects
- More suitable for projects needing large upfront payments





Optimising GIS architectures

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Modalities	Design options	Explanations
How is the money earmarked? What is the	State consolidated budget	The money goes to state budget and is consolidated with other funding. Allocation is made to the areas predefined in AAU sales.
budgetary option?	State special budget	Money goes to a special budget without consolidation.
	Extra budgetary fund	Money goes directly to a special fund.
Type of greening	Hard greening	GIS funding invested in projects with quantifiable emission reduction
	Soft greening	Funding to an area with non-quantifiable emission reduction
	Mixed	If mixed model is to be chosen, the key question will be how to decide on the ratio between the two.
Greening ratio		The ratio of emission reductions accruing from greening activities to the amount of AAUs transferred in exchange of the funds channeled to these activities





Modalities	Design options	Explanations
Additionality	Legal additionality	There is no obligation under law to materialize the project/investment
	Financial additionality	There is no double support for the same emission reduction
	Environmental/ Climate additionality	New environmental/climate benefits will arise
Crediting period	First commitment period	Emission reduction from the GIS investment is monitored and accounted for only during the first commitment period
	Extends beyond 1 st commitment period	Emission reduction from the investment is monitored and accounted for beyond 2012
Policy/program approach vs.	Project approach	Stand-alone project, with a clear-cut project boundary
project approach	Policy/program approach	Greening activities with discrete nature, dispersed but in great aggregate number
	Combination	Combined project and programmatic/policy approaches





Modalities	Design options	Explanations
Fund allocation	Grants	Amount corresponding to the quantity of reduced emissions
	Soft loans	Loans with below-market interest rates & longer repayment periods
	Credit guarantees	Guarantees for credits granted by other institutions
Beneficiary	Private firm; NGO; Central or local government; Physical persons; Government owned/ municipally owned companies	
Timeframe of the GIS	Standard crediting	The greening activities take place between 2008 and 2012.
	Early crediting	Early crediting is defined as the greening activities could happen before 2008. (violating additionality)
	Late crediting	The greening activities take place after 2012.





Modalities	Design options	Explanations		
Monitoring and verification of the GIS greening activities	Intervention type baseline	Baseline is established according to the type of emission reduction intervention among given circumstances		
	Sectoral standard baselines and multi- project emission factors	A baseline calculation is grounded on shifting the focus of monitoring and verification "from a project-by-project level to a sector-wide level"; GHG emissions are considered to originate from "a range of sources defined as a sector" (Baron and Ellis, 2006).		
	Domestic version of internationally ap- proved Track-2 JI and CDM methodology	CDM and JI methodology, verified not by third party but by the hosting country		
	Negotiated baselines	Buyers and sellers negotiate the baseline by each transaction		
Project selection	Top-down	National priority area, depends on government decision, through regional or sectoral distribution		
process	Bottom-up	Open application procedure where additionality and emission reduction potential decide priorities		





Recommendations for GIS modality design

- Ensuring additionality: through national legislation or individual contract clauses
- Combination of greening ratio, crediting period and poten-tial cofunding to maximise long-term climate effectiveness
 - ⇒ Allowing for post-2012 disbursement of GIS revenues?
- Fund separation from state budget to ensure use of GIS funds for their purpose
- Program- or policy-based approach to enable investments into smaller projects
- Monitoring & verification to ensure environmental integrity without imposing barriers through prohibitive scrutiny
 - ⇒ Precise quantities do not affect compliance, only integrity
 - Hungarian example: ISO 14064 verification and sampling in smaller projects





	Hungary	Latvia	Ukraine	Czech Republic	Romania
Greening option	Hard greening	Hard + soft	Hard + soft	Hard + soft	Hard + soft
Program- matic/ project	Project + pro- grammatic approach	Project + pro- grammatic	Project approach	Project + pro- grammatic	Project + pro- grammatic approach
Budgetary option of the fund	Money goes directly to the special account at Ministry of Environment and Water	Money enters budgetary account in state treasury, then disbursed to CCFI	Money enters a special account within the national budget	Money enters a special account under MOE, not entering the state budget	Revenues go into a special budget of the Environmental Fund or a Specialized Unit in the Ministry





	Hungary	Latvia	Ukraine	Czech R.	Romania
Addi- tiona- lity re- quire- ments	Climate additionality: all GIS activities will result in quantified emission reductions, which are verifiable. Legal additionality: support in the areas where there is either no financing or other state or EU funding is available, but there is a need for producing additional emis- sion reduction over what is mandated by requirements for other support.	No infor- mation	UKR wants to ensure ad- ditionality through pro- jects in the areas which were not adequately ad- dressed by JI (e.g. buil- dings sector, afforesta- tion). In addition, UKR does not have internatio- nal financing (such as EU structural funds), and na- tional financing is not enough, so financial additionality is in place.	No infor- mation	Not applicable (the coun- try has dis- missed the notion of additiona- lity alto- gether)
Base- line	Programmatic windows – sectoral baseline Project window: TBD	TBD	Sectoral baseline; domestic version of CDM and JI methodology	Sectoral baseline & nego- tiate with buyers	No baseline





	Hungary	Latvia	Ukraine	Czech Rep.	Romania
Veri- fica- tion	Small project: a) carbon efficiency calculation and desk review; b) a random check; c) after the project realization check on performance of the applicant. Large project: ISO standard is employed.	TBD	Independent entity, mostly likely do- mestic, to issue determination re- port; a window for buyers' participa- tion in M&V (but it is not legally war- ranted, as of No- vember 2008)	Independent national auditor, most likely Na- tional Environ- mental Fund to perform M&V	No or simplified verification
Moni- toring and veri- fica- tion	Financial audit; Reported by the MOEW in the for- mat of a report according to ISO 14064 standard; An advisory board moni- toring of GIS overall.	Financial + project con- formity; as- sessment of the greening result	Monitoring plan is proposed by the project beneficiary, no concrete rules on how monitoring is regulated at this stage	Yearly report which covers the monitoring of money, pro- jects and re- sults	Only monitoring of projects im- plementation (in some cases simplified moni- toring and verifi- cation of emis- sion reductions)





	Hungary	Latvia	Ukraine	Czech Republic	Romania
Crediting period	Till 2020 in case of buildings related projects and end of 2012 in other cases	TBD	First com- mitment period	15 years	Post 2012, no de- fined crediting period
Timeframe	First commitment period	TBD	First com- mitment period or beyond	TBD	Extended to next commitment period
Greening ratio	Not predetermined – will be establi- shed ex-post, but studies show effi- ciency and potential of measures		Not applicable	1:3 to 1:4	Not applicable





Key issues to maximise benefits of GIS

- Simpler and innovative approaches to ensure additionality
 Worrying lenience towards additionality by several host countries
- Target revenues to areas fundamental for long-term low carbon economy, but not easily reached by business-as-usual practices
- Realistic post-2012 crediting period important to accommodate long-term investments
- Optimal spending of GIS revenues seriously challenged if disbursement limited to first commitment period





Modality category	Issues in modality choice and recommended modality, if applicable
Greening option	Dominance of hard greening is required to ensure climate effectiveness. A small share of soft greening can be important to facilitate the effectiveness of the hard greening part, but this should be a minor share to avoid potential risk of misuse, since ensuring the integrity and effectiveness of spendings through soft greening are difficult.
Programma- tic / project approach	A purely project-based approach may compromise GIS in areas where small and dispersed investments are needed such as end-use efficiency or small-scale renewables, because of transaction costs. A programme-based approach has lower transaction costs and can have larger scale roll-out.
Budgetary option of the fund	Due to relatively low financial discipline and major budgetary problems of CEE host countries, it is important that revenues enter special accounts from which the money cannot be legally paid out on other spendings.





Modality category	Issues in modality choice and recommended modality, if applicable
Additionality require- ments	Additionality is essential for ensuring the environmental integrity of GIS. 3 types: financial, legal and environmental. Some financial additionality is mandated for EU member states, but not enough to ensure environmental integrity. Additionality should ideally be stipulated in GIS legislative framework, but at least be ensured by the scheme setup. Rigorous quantitative additionality enforcement, on the other hand, may be counterproductive for many areas of high priority for GIS in CEE.
Baseline	Sectoral baselines rather than individual baselines substantially reduce transaction costs and can overcome methodology problems.
Monitoring and verification	M&V are essential for ensuring the environmental integrity. They are a crucial supervision tool and the proof of the projects taking place as agreed between the buyer and seller. However, rigorous M&V as in CDM could kill GIS in important priority target areas. Simplified, innovative M&V methods are suggested, such as calculations confirmed by random checks, using ISO standards, etc.





Modality category	Issues in modality choice and recommended modality, if applicable
Crediting period	Allowing post-2012 crediting is important in order to avoid that GIS only picks the low- hanging fruit. If, however, flexibility is applied to the greening ratio, or AAU prices are high, or substantial co-funding is applied, long-term investments may still be bankable.
Timeframe	Normally transactions will be allowed only in the 1 st commitment period. However, extending the timeframe for funds disbursement would be important for optimizing climate effectiveness. The remaining time is too short for a careful scale-up of funding schemes, and disbursement capacity will either be a serious bottleneck limiting the total volume of GIS, or the climate effectiveness will be jeopardised if funds are spent compromising the optimal framework in order to expedite disbursement.





Modality category	Issues in modality choice and recommended modality, if applicable
Greening ratio	1:1 ratio would be ideal, but may not be feasible (too narrow circle of enabled investments) if the crediting period does not extend beyond 2012 or there is no co-financing.
Priority areas targeted	Due to the one-time window of opportunity, high-priority climate abatement areas not easily targeted by business-as-usual activities and policies are ideal target areas. These often include low-energy infrastructure determining long-term emissions, but typically associated with long payback times (buildings, transport). Societal co- benefits for host countries can also be maximized. In particular, in CEE attractive areas that fall into these categories include: energy efficiency in residential and public sectors; renewable energy for heating; biogas production for transportation purposes; other small-scale bioenergy investments; land-use if applicable in host country.





Summary and key recommendations

- Net demand for GIS = app. 900 Mt gAAU; supply up to 6.5 Gt
- Two host countries ready; one has publicly announced transactions; other five making progress
- Additionality key to climate integrity: should be more central for both buyers and sellers.
- M&V does not affect compliance only integrity, thus should be simplified as compared to CDM/JI
- GIS 1.0 focus rather on hard-to-reach by BAU policies areas than low hanging fruit
- Combination of greening ratio and crediting period to accommodate long payback investments
- Retrofitting old building sector important target area: but should not compromise to support suboptimal efficiency levels
- Disbursement can be serious bottleneck: post-2012 disbursement should be accommodated with adequate safeguards





Potential significance of GIS

If GIS 1.0 designed well:

- Could be important alternative to JI where it cannot work
- Could be model for a superior carbon finance mechanism in areas where existing ones are problematic
- Could be extended to post-2012 era and/or non-Kyoto regimes (such as developing countries, spending of auctioning revenues, etc.)





Thank you for your attention!

Diana Ürge-Vorsatz

Professor and Director Center for Climate Change and Sustainable Energy Policy (3CSEP) Central European University, Budapest, Hungary

> Web: http://3csep.ceu.hu Email: vorsatzd@ceu.hu

GIS report available at: www.climatestrategies.org/our-research/category/0/104.html





Acknowledgements

Project leader:

Diana Ürge-Vorsatz, 3CSEP, Budapest, Hungary

Authors:

Andreas Türk, Joanneum Research, Graz, Austria

Maria Sharmina, 3CSEP, Budapest, Hungary

József Feiler, Office of the Parliamentary Commissioner for Future Generations, Budapest, Hungary

Liming Qiao, 3CSEP, Budapest, Hungary

Contributions:

Kristian Tangen, Point Carbon

- Györgyi Gurbán, European Commission
- Dorian Frieden, Joanneum Research





Supplementary slides





Transaction types of carbon assets among buyer and seller countries





Stakeholders in GIS

	Seller side: responsibilities	Buyer side: concerns
Government	Establish the GIS, which ensures the greening of AAU; Management of revenue from GIS to ensure the greening process implementation; Conduct verification, monitoring process to ensure the greening	The design of GIS ensures the greening of the AAU; The management of the AAUs is transparent and ensures the money is spent on agreed areas; Necessary monitoring and evaluation are in place.
Private sector	No private sector on selling side	Same as above

Source: adapted from Tengen et al. 2002





Risks pertaining to Kyoto Protocol flexible mechanisms – buyer risks

Mechanism – in general	JI	CDM	GIS	
The buyer faces and perceives the following main risks:	The buyer faces and perceives the following main risks:			
(i) <i>Delivery risk:</i> that the Seller fails to deliver the units it has contracted to deliver (e.g. because it has overestimated its supply, because it no longer wishes to respect the contract, because of dispute, eligibility etc.)	-	0	+	
Inability to deliver	-	-	+	
Deliberate or negligent non-delivery	0	-	+	
Force majeure	-	-	0	
Remedies	0	-	+	
(ii) <i>Greening risk:</i> that commitments to greening are not fulfilled, which results in the units being less valuable than anticipated by the buyer	0	0	+	
(iii) <i>Political risk:</i> that the transactions entered into are not acceptable politically (e.g. because taxpayers are not convinced by greening commitments)	+	+	0	





Risks pertaining to Kyoto Protocol flexible mechanisms – seller and other risks

Mechanism – in general	JI	CDM	GIS	
The seller faces and perceives the following main risks:				
(i) <i>Compliance risk:</i> that it commits to sell more units than it actually has free for sale	0	0	+	
(ii) <i>Greening risk:</i> that it commits to delivering emission reduction but proves unable to ensure enough "greening" actually happens	0	0	0	
(iii) <i>Counter-party risk:</i> that a counter-party to which it sells units fails to make payment for the units or is not eligible to receive units	0	0	+	
(iv) <i>Political risk:</i> that negative political reaction occurs (for example in the event of an increase in prices following a fixed price sale)	+	0	-	
(iii) Porfolio over-exposure	0	-	+	
Other risk considerations:				
(i) Market risk: Price fluctuations	0	0	+	
(ii) Advance payments and risk management	-	-	+	





Barriers for energy efficiency methodology approval

	Conventional approach of CDM	Energy efficiency methodology barriers
Applicability: methodology to define proceedings which are directly appli- cable to project activities	Technology based; bottom-up approach	Employ an empirical approach, performance parameter or benchmarking and facility- level-bundling approach
Baseline approach	Historical baseline; emissions of an econo- mically attractive course of action; taking into ac- count barriers to invest- ment	The different categories of energy efficiency are difficult to be fit into the clear-cut baseline
Additionality analysis	Investment analysis; barrier analysis	Investment analysis not easy to be approved
Emission calculation		Difficult to address the issue of capacity ex- pansion; rebound effect; endogenous energy efficiency improvement

Source: adapted from Hayashi and Michaelowa, 2007; Muller-Pelzer and Michaelowa, 2005





Gross demand-supply balance for the Kyoto market (MtCO₂e/year)



The size of the carbon market









IET eligibility status and JI Track-1 procedures

	Becoming eligible For IET and Track-1 JI	Have operational ITL connection since	Have adopted Track-1 JI procedure
Bulgaria	(25 November 2008 - Expected)	16 October 2008	No, but in the near future
Czech Republic	21 February 2008	16 October 2008	Yes
Estonia	15 April 2008	16 October 2008	No
Hungary	30 December 2007	11 July 2008	Yes
Latvia	29 April 2008	16 October 2008	No, but in the near future
Lithuania	22 April 2008	16 October 2008	No, but in the near future
Poland	29 April 2008	16 October 2008	No
Romania	1 September 2008	16 October 2008	Yes
Russia	20 June 2008	4 March 2008	No, but in the near future
Ukraine	29 April 2008	28 October 2008	Yes

Source: www.unfccc.int, 2008; Survey done by the authors, 2008





Interaction between modality options and priority investment areas

Modality for	Modality options	Priority area for investment		
operation		Retrofitting buildings	Bioenergy projects	Climate change awareness raising
Fund allocation	Grants	++	+	++
	Soft loan	++	++	
	Credit guarantee	++	++	
Beneficiaries	Central and local government	++	++	
	Government owned / municipally owned companies	++	++	
	Private companies	 (Violation of the state aid rule)	+	++
	Non-profit companies	+	+	++
	NGO	 (don't have the capacity)		++
	Physical person	++	++	++
GIS timeframe	First commitment	++	++	++
	Late crediting	 (if credit guarantee is chosen as fund allocation option)	+	
Crediting period	5 yr			/
	10 yr			/
	10 or more	++	++	/
Project selection	Top down	++	++	
	Bottom up			+
	Tender	++	++	+

Perspectives for the GIS market

- Modest market growth expected on GIS/AAU market
- Low liquidity due to institutional constraints and unpreparedness
- Wide spread between sellers' and buyers' price expectations
- **BUT:** Potentially important revenue source for selling countries
- Unique opportunity to address CC mitigation priorities difficult to finance through other mechanisms





Prioritisation of target areas for GIS investments: criteria

- Pivotal to assure environmental integrity through additionality
- Maximization of climate benefits
- Gains for national social, political, and regional development priorities
- Practical feasibility, dispensability and transaction costs of GIS
- Important to ensure monitoring and verification of emission reductions
- Targeting difficult-to-reach areas with long-term benefits, rather than harvesting "low-hanging fruits"!

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Priority areas for investment in GIS schemes being developed in CEE

	Potential Greening activities	Country examples
Hard greening	Retrofitting old buildings	HU, LV, UA, CZ, RO
	Energy efficiency in buildings	HU, LV, CZ, RO
	Construction of small co-generation installations	RO
	Rehabilitation of district heating systems	CZ, LV, UA, RO
	Renewable energy (small-scale)	HU. LV, RO
Soft greening	GIS management capacity building	CZ
(according to buyer preferences ranking)	Capacity related climate change awareness	
	Monitoring and observation on climate system	
	Building capacity on climate related legislation and policy	LV



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