

中国控制温室气体排放的宏观政策及利用市场机制的探索

China's Macro Policy of Controlling Greenhouse Gas Emission and Exploration of Market Mechanism

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一、中国对外承诺的控制温室气体排放行动目标

China's Action Targets in Controlling GHG Emission

- 中国政府2009年11月公布了到2020年控制温室气体排放的行动目标、相应的政策措施和行动，特别是其中明确宣布了到2020年单位国内生产总值二氧化碳排放比2005年下降40—45%，非化石能源占一次能源的比重为15%，森林蓄积量增加13亿立方米，新增造林面积4000万公顷的目标。
- In November 2009, the Chinese Government declared the action target of GHG emission control by 2020, and its corresponding policy measures and actions. In particular, CO₂ emission per GDP aims to reduce 40-45% by 2020 on the base year of 2005, non-fossil fuels aims to amount to 15% of primary energy, forestry reserves increase by 1.3 billion m³, and newly forestation area increase by 40 million ha.

一、中国对外承诺的控制温室气体排放行动目标 **China's Action Targets in Controlling GHG Emission**

- 中国政府宣布控制温室气体排放行动目标，不仅是向国际社会作出的庄严承诺，更是自身贯彻落实科学发展观、走可持续发展道路的根本要求。为此，将采取积极措施，确保实现上述目标。
- The action targets declared by the Chinese Government is not only a solemn promise to the international society, but more an essential request to carry out the concept of scientific development and sustainable development. Therefore, China will take positive measures to ensure the accomplishment of the above targets.

二、落实控制温室气体排放行动目标的主要举措

Major Measures to Meet the Action Targets to Control GHG Emissions

(一) 把应对气候变化作为国家重大战略，将控制温室气体排放行动目标纳入“十二五”国民经济和社会发展规划纲要。中央政府和地方都正在制定应对气候变化专项规划的编制工作； To regard positively addressing climate change as an important national strategy, and to integrate the action targets to control GHG emissions into the 12th Five-Year Plan of National Economic and Social Development. Both central and local governments are to compile a specific plan to address climate change;

(二) 工作的重点要加快产业结构调整，加大节能降耗力度，大力发展清洁能源，努力提高非化石能源在一次能源中的比重，大力开展植树造林，增加森林碳汇； It is important to accelerate the adjustment of industrial structure, to increase the strength in energy and resource saving , to positively develop clean energy, to increase the percentage of non-fossil fuels in primary energy, to increase afforestation and forestry carbon sinks.

二、落实控制温室气体排放行动目标的主要举措

Major Measures to Meet the Action Targets to Control GHG Emissions

(三) 分解落实2020年温室气体排放强度下降目标，进一步明确地方和行业的碳排放强度的下降目标； Research to establish a practice scheme to decompose the 2020 target of GHG emission intensity, in order to further allocate provincial carbon emission intensity targets.

(四) 建立健全各级政府温室气体排放统计、核算和考核体系，加强队伍建设和能力建设，逐步建立应对气候变化统计、核算和考核体系，各地方正在编制温室气体排放清单； To establish and promote GHG emission statistical, accounting and assessment systems in government of all levels, to strengthen capacity building, gradually establish climate change statistical, accounting and assessment systems and organize the work of compiling provincial greenhouse gas emission lists.

二、落实控制温室气体排放行动目标的主要举措

Major Measures to Meet the Action Targets to Control GHG Emissions

(五) 加快发展低碳技术，逐步建立以低碳为特征的工业、建筑、交通体系，在全国五省八市开展以降低碳排放强度为核心的低碳省区和低碳城市试点，研究制定低碳产品认证制度，开展低碳认证试点； Speed up the development of low carbon technologies, gradually establish industrial, construction and transport system featured by low carbon, promote low carbon pilot projects in five provinces and eight cities, of which the goal is to reduce the carbon intensity, establish the certification system of low carbon products, and promote the low carbon certification pilot project.

(六) 制定应对气候变化的法律法规和相关标准，健全应对气候变化管理体系，正在研究制定应对气候变化法和重点行业单位产品碳强度标准； Establish laws, rules and relative standards addressing climate change, perfect climate change management system. The establishment of climate change law and unit carbon intensity standards in key industries is under research.

二、落实控制温室气体排放行动目标的主要举措

Major Measures to Meet the Action Targets to Control GHG Emissions

（七）研究探索征收碳税的时机和条件；积极探索市场机制对控制温室气体排放的推动作用，鼓励开展碳排放权交易，规范自愿碳交易活动； Research and explore the timing and conditions to impose carbon tax. Positively explore market mechanism in facilitating GHG emission control, encourage carbon emission permit trading, and regulate voluntary carbon trading.

（八）加强宣传教育，普及应对气候变化的知识，倡导低碳生活和消费模式，提高公众意识和全社会参与程度。 Strengthen propagandism and education, popularize public knowledge on climate change, promote low carbon lifestyle and consuming style, and improve public awareness and social participation.

三、利用市场机制应对气候变化的行动和主要探索

Major Exploration of Market Mechanism to Address Climate Change

(一) 鼓励和支持开展CDM项目合作，为全球减少温室气体排放作出贡献； Encourage and support CDM projects cooperation, contributing in reducing global GHG emissions.

(二) 准备建立碳排放交易市场。首先引导和规范自愿碳减排交易，鼓励企业承担更多的社会责任，同时探索开展碳排放权交易。 Prepare for establishing a carbon emissions trading market. Firstly lead and regulate voluntary carbon emission trading, encourage enterprises to take up more social responsibilities, and explore carbon emission permit trading.

(一) 中国开展CDM合作的主要进展

Major Achievements of CDM Cooperation in China

- 中国政府自2004年发布实施《清洁发展机制项目运行管理办法》以来，中国政府为推动CDM项目合作开展了大量工作，取得了显著成果，为减少全球温室气体排放和促进国内可持续发展作出重要贡献。
- Since the Chinese Government issued and implemented "Measures of operation and management of CDM projects in China" in 2004, the Chinese Government operated lots of work in promoting CDM project cooperation, and has achieved remarkable results, which offers great contribution to reduce global GHG emissions and promote national sustainable development.

（一）中国开展CDM合作的主要进展

Major Achievements of CDM Cooperation in China

- 截至2012年2月，中国共批准3851个CDM项目，其中有1848个项目在联合国CDM执行理事会（EB）成功注册，占全球注册项目数的47%，预计年减排温室气体超过3.67亿吨CO₂当量，占全球注册项目年减排量的64%，项目数量和年减排量都居世界第一。总签发量约5.27亿吨CO₂当量，占全球CDM项目签发总量的60%。
- Till the end of February 2012, there are 3851 CDM projects approved by the Chinese Government. Within the 3851 projects, 1848 projects has successfully registered at EB which takes up 47% of the global registered project. The anticipated annual emission reduction is 367 million tons of CO₂-eq, which takes up 64% of the global total. Both the number of projects and annual emission reduction rank top in the world. The total issued CERs is about 527 million tons of CO₂-eq, which takes up 60% of global total.

(二) 积极准备建立碳排放交易市场

Actively Prepare for Establishing a Carbon Emissions Trading Market

中国碳排放交易所基本现状：随着国际碳交易市场的快速发展，国内很多地区也纷纷建立了各自的碳交易平台，探索开展相关业务，其中成立较早，已开展一定实际业务，运行相对比较成熟的有以下三家：

Current Status of Chinese Carbon Exchanges

1. 北京环境交易所。提供环境权益交易服务。截至到2011年9月，发布CDM 交易信息帮助找到买家的项目涉及的金额2.7亿元，自愿减排交易金额为1330万元。Beijing Environment Exchange. It provides environmental rights and interests trading services. Till Sep 2011, the value of the traded CDM projects is 270 million yuan, and the value of traded VER projects is 13.3 million yuan.
2. 上海环境能源交易所。由上海市人民政府批准设立，提供环保节能交易服务。CDM 项目信息发布涉及的交易额和自愿减排的交易额已达到48.46亿元。Shanghai Environment and Energy Exchange. It is established by the approval of Shanghai Municipal Government, and provides environmental protection and energy saving trading services. The value of the traded CDM projects and VER projects is 4.846 billion yuan.

(二) 积极准备建立碳排放交易市场

Actively Prepare for Establishing a Carbon Emissions Trading Market

中国碳排放交易所基本现状：

Current Status of Chinese Carbon Exchanges

3. 天津排放权交易所。由中石油公司、天津市人民政府共同设立，提供环境排放权交易服务。目前，成交自愿减排124.24万吨，实现交易额为5500多万元。Tianjin Climate Exchange. It is jointly established by CNPC and Tianjin Municipal Government, and provides environment emission credit trading service. The traded volume of VER has been 1.2424 million tons, and the value is 55 million yuan.

四、中国建立碳排放交易市场面临的挑战

Challenges for the Establishment of China's Carbon Trading Market

(一) 市场需求需要培育 **Market demand still need to be developed**

- 作为一个发展中国家，按照联合国贫困标准，中国还有上亿贫困人口，发展经济、改善民生的任务十分艰巨，在未来相当长一段时间内，能源消费和温室气体排放仍将合理增长。如何探索在排放总量仍有适度增加情况下建立碳排放交易体系，对我们政策制定者来说，是一项巨大的挑战。
- According to the UN's poor standards, china still has hundreds of millions of impoverished people, economic development and improving people's livelihood is still a very arduous task. China's energy consumption and GHG emission will continue to grow at a reasonable rate for quite a long time in the future. How to create the carbon emission trading system at a stage when china's total GHG emission will continue to increase is a big challenge for policy makers.

四、中国建立碳排放交易市场面临的挑战

Challenges for the Establishment of China's Carbon Trading Market

(二) 法律法规有待健全 **Laws and regulations still need to be improved**

- 建立碳排放交易体系必须依靠立法保障，形成具有约束力的减排机制，激励企业参与，保障市场的流动性。发达国家碳市场建设的经验也是先立法、后建设。因此，加快碳排放交易法律法规建设非常迫切，也非常重要。
- To create a carbon emission trading system, relevant legislations and regulations setting out detailed rules are necessary for the creation of legally binding emission reduction mechanism, attracting enterprises to participate, and guaranteeing the liquidity of the carbon market. The common practice of developed countries in establishing their emission trading schemes is to pass a legislation first. So it is urgent and important for China to speed up the creation of relevant laws and regulations.

四、中国建立碳排放交易市场面临的挑战

Challenges for the Establishment of China's Carbon Trading Market

(三) 能力建设有待加强 Capacity building still need to be strengthened

- 碳排放交易体系的建立和运行需要大量的专业技术人才和管理队伍，进行基础研究和开展实际工作，包括排放总量的确定、排放配额的分配、交易对象的选择、登记注册系统的建立、交易平台的建设、监管体系的设立等，都需要广泛的国际合作，寻求资金与技术支持。
- The establishment and operation of a carbon trading system involves huge amount of technical and management staff , in order to carry out basic research and specific tasks, such as the setting of emission cap, the allocation of emission allowances, the devising of products for trading, the establishment of registration system, transaction platform and the supervisory system, etc., All the above work needs extensive international cooperation as well as finance and technology support.

四、中国建立碳排放交易市场面临的挑战

Challenges for the Establishment of China's Carbon Trading Market

(四) 认识水平有待提高 **Level of understanding still need to be improved**

- 碳排放交易始于发达国家，相关理论研究刚刚起步，成功的实践更是屈指可数。在当前我国工业化、城镇化加快发展的阶段，探索建立碳排放交易体系，必然存在很多认识不足的问题。迫切需要加强国际合作与交流，进一步提高各方对碳排放交易的认识。
- Carbon emission trading began in the developed countries, the relevant theory research had been started very recently, and successful models were very few. During the period of China's industrialization and fast urbanization, it is inevitable that there will be some misunderstanding and misconception for the establishment of a carbon emission trading system. So, it is urgent to intensify international cooperation and knowledge sharing, in order to further improve understanding.

四、中国建立碳排放交易市场面临的挑战

Challenges for the Establishment of China's Carbon Trading Market

(五) 保障措施需要完善 Supporting measures still need to be improved

- 建立碳排放交易体系是一项复杂的系统工程，需要成立相应的工作机构，提供资金支持，保障碳排放交易体系建设的有序和高效，真正发挥碳排放交易市场在控制温室气体排放中的作用。
- It is a complicated procedure to establish the carbon emission trading system. In order to make sure that the carbon emission trading systems are to be established efficiently in a proper way, and ensure the carbon emission systems can play an effective role in controlling GHG emissions, relevant institutions need to be found, financial supports need to be provided.

五、中国建立碳排放交易市场的工作部署

Arrangements of Relevant Work

(一) 鼓励和规范基于项目的自愿减排交易

Encourage and regulate project based VER trading system

- 目前，国家发改委正抓紧发布实施《温室气体自愿减排交易管理暂行办法》，通过备案管理的方式，推出经国家认可的自愿减排项目、交易产品、交易平台和第三方审定核证机构，促进自愿交易市场公开、公正和公平，引导和鼓励企业参与自愿减排交易。
- For the moment, the NDRC is speeding up the formulation and promulgation of “Interim measures for the management of voluntary GHG emission trading”.
Purpose is to promote an open and fair market, and guide and encourage business to participate in voluntary GHG emission reduction units trading, by launching VER projects, transactions and establishing the trading platform as well as third party verification institutions, which are recognized by the government.

五、中国建立碳排放交易市场的工作部署

Arrangements of Relevant Work

(二) 开展碳排放权交易试点

Launching of carbon emission trading pilot projects

- 国家发展改革委于去年11月正式启动在北京市、天津市、上海市、重庆市、湖北省、广东省及深圳市开展碳排放权交易试点。我们鼓励各个试点地区在明确中央总体思路的基础上大胆尝试，勇于创新，先试先行。根据试点情况，我们将总结经验，选择有示范性的先进做法，逐步扩大交易范围，逐步建立全国碳排放交易市场。
- The NDRC launched carbon emission trading pilot projects in Beijing, Tianjin, Shanghai, Hubei, Guangdong and Shenzhen in November last year. We encourage all the pilot projects to be innovative pioneers based on a clear understanding of the policy direction from central government. Then we will get the experiences and select advanced and demonstrated methods, expand coverage and establish a national carbon trading market gradually.

五、中国建立碳排放交易市场的工作部署

Arrangements of Relevant Work

(三) 加强碳排放交易支撑体系建设 **Strengthening support system construction**

- 组织全国优秀研究团队和力量，积极争取国际合作资金支持，抓紧研究制定企业温室气体减排量核算方法和报告规范，组织建立第三方核证机构的审核工作程序，严格审批条件和程序，组织试点地区建立碳排放权交易登记注册系统、交易平台和监管核证制度，充实完善管理机构，加快培养专业人才，在条件成熟时，对试点地区登记注册系统进行整合和联接，建立统一的全国登记注册和监督管理系统。
- Organizing excellent domestic research teams and experts, seeking international cooperation and financial support, formulating GHG emission accounting and reporting methodologies for enterprises, setting up the verification procedures of DOE, strengthening conditions and procedures for approval, organizing pilot areas to establish registration systems, transaction platforms, and monitoring and verification systems, enriching the management institutions, speeding up the professional training, and then integrating and connecting the registration systems in the pilot areas, establishing a unified national registration and supervision as well as management system in the right time.

五、中国建立碳排放交易市场的工作部署

Arrangements of Relevant Work

(四) 对外积极开展相关合作 **to develop international cooperation actively**

- 国家发展改革委将积极组织开展对外合作，推进国内碳排放交易市场建设。主要领域有：

研究制定企业温室气体核算方法和报告指南

设计建立碳排放交易登记注册系统

建立全国统一碳排放交易市场可行性研究

重点行业开展碳排放交易可行性研究

碳排放交易相关能力建设

- NDRC is actively organizing international cooperation in the process of construction of Chinese carbon market:

research on GHG accounting methodologies and reporting system at enterprise level

design and construct carbon trading registry system

feasibility study on construction of a unified national carbon trading system

feasibility study on carbon trading among key sectors

capacity building for carbon trading

谢谢！

Thank you!

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