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**PROJECT “BULGARIAN NATIONAL CAPACITY SELF-ASSESSMENT FOR GLOBAL  
ENVIRONMENTAL MANAGEMENT”**

# **THEMATIC ASSESSMENT REPORT**

## **CLIMATE CHANGE**

### **SUMMARY**

2004

The Bulgarian National Capacity Self-Assessment for Global Environmental Management Project is a joint initiative of the Ministry of Environment and Water and the United Nations Development Programme (UNDP) funded by the Global Environment Facility (GEF) and started in December 2002. Its aims are to define capacity building needs in view of meeting Bulgaria's obligations under the United Nations Conventions on Climate Change, Biological Diversity and Combating Desertification and develop a Strategic Action Plan, to be adopted as an official document

This report was drafted between September 2003 and January 2004 as part of the Thematic Studies phase by the following team:

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<sup>1</sup> In the full text of the report, see Appendix 3: List of members of the Thematic Working Group on Climate Change

## List of Abbreviations

BAS – Bulgarian Academy of Sciences  
RES – Renewable Energy Sources  
GEF – Global Environmental Facility  
EE – Energy efficiency  
ECCP – European Climate Change Programme  
EU – European Union  
CC – Climate Change  
COB – Convention on Biodiversity  
CCD – Convention to Combat Desertification  
MOEW – Ministry of Environment and Water  
IACCC – Interagency Climate Change Committee  
NCSD – National Committee for Sustainable Development  
NCCAP – National Climate Change Action Plan  
NGO – Non-Governmental Organizations  
KP – Kyoto Protocol  
GHG – Green House Gasses  
UNDP – United Nations Development Programme  
UNFCCC – UN Framework Convention on Climate Change  
SWOT – strengths, weaknesses, opportunities, threats (analytical method)

## Introduction

This thematic assessment report is the result of the second phase of the Bulgarian national capacity self-assessment to participate in the management of the human impact on the global environment. This process is implemented through the joint project of the Ministry of Environment and Water (MOEW) and the UN Development Program (UNDP), financed by the Global Environment Facility.

The objective of the thematic assessment report on climate change is to present capacity constraints in fulfilling Bulgaria's obligations under the UN Framework Convention on Climate Change and to outline the objectives and tasks for overcoming them. This report notes the assets of possible direct or indirect benefit in implementing the identified objectives.

The basic principle of the national capacity self-assessment process is the broad and in-depth participation of the stakeholders in the analysis of Bulgaria's capacity to fulfill its obligations under the Convention. This report is the product of the Thematic Workgroup on Climate Change including representatives of the executive authorities (14 persons), of the local authorities (1 person), of the scientific community (3 persons), of the NGOs (2 persons) and of the business (3 persons). The group conducted three meetings to adopt the content of this document. Its work was based on the information gathered and summarized during the first stage of the project<sup>2</sup> and is supported by a group of experts who conducted detailed studies and drew up proposals for discussions at the meetings. Draft thematic report is discussed with a wide group of stakeholders at a workshop organized in Sofia on February 18, 2004. Proposals for changes in the report are discussed among the Thematic Working Group members and text revisions are made resulting into the final version of the Thematic Assessment Report on Combating Desertification.

The methodology of this thematic report includes several analytical steps and methods.

### **1. Selection of priority themes for analysis of the capacity to fulfill climate change related commitments**

The analysis of the information about the present situation allowed a number of achievements and difficulties related to the fulfillment of the commitments under the Convention to be established. The large number of activities required in fulfilling the UNFCCC commitments restricted the attention to a limited number of themes for further capacity studies. This is in line with the guidelines for the national capacity self-assessment process. The capacity analysis themes were determined by the expert group that prepared the Baseline Report, and involved the National Focal Point for the Convention and the expert group leaders for the two other themes (combating desertification and biodiversity) on the basis of the following criteria: scale of the problem, level of concern, priority level and capacity building needs in four aspects – human resources, administrative resources, financial resources, and technical resources.

The final set of themes proposed for further analysis of climate change capacities is as follows:

1. National system for the estimation of the anthropogenic greenhouse gas emissions. National inventories. National communication.

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<sup>2</sup> Baseline Report on Climate Change (<http://chm.moew.government.bg/nlsa>)

2. National climate change policy. Development and implementation of policies and measures, including those taken for adaptation to climate change and transfer and development of technologies as part of the national, regional and local development programs and plans, and in the sector policies.
3. Participation in the flexibility mechanisms. National Registry.
4. Participation in international negotiations.
5. Public information, education, training and securing of public support.
6. Scientific research in the climate system and in adaptation to climate changes, preparation of databases on the condition of the climate system and exchange of information.

## 2. SWOT analysis

The national capacity self-assessment project team selected the SWOT method (strengths and weaknesses, opportunities and threats) for the analysis of Bulgaria's capacity to fulfill its UNFCCC commitments. The main reason for this choice is that the identification of weaknesses identifies the problems/gaps in the capacity required to fulfill the commitments while the identification of strengths could help identify existing or potential capacity that could be used or developed further. On the other hand, both opportunities and threats are factors of the external environment and could help/encourage or obstruct/hinder this development.

The SWOT analysis was carried out on two meetings<sup>3</sup> of the thematic working group.

The first meeting identified the strengths, the weaknesses, the opportunities and the threats to capacity at the systematic, institutional and individual levels for each of the above six priority themes. Each of the analyzed levels comprises the following elements:

- systematic level – political framework; legislative framework; economic framework; system level resources; public support; coordination;
- institutional level – structure; human resources financial resources; information resources; technical resources;
- individual level – personnel skills, personnel motivation for work; personnel motivation for training; personnel interrelations/cooperation;

After that the project grouped the respective entries for the six themes by element for each capacity level. The result was discussed at the second meeting<sup>4</sup> of the thematic working group where the SWOT analysis records were further clarified, unified, added or removed.

## 3. Identification of priority problem areas of the capacity to fulfill the Convention commitments

A capacity weaknesses prioritization system of criteria was developed. Working in an informal setting for discussion and ranking, the participants identified the following criteria for prioritization of capacity weaknesses and organized the following hierarchy: Urgency of the problem solving tasks (*own weight = 3*), threat to fulfilling the commitments (*own weight*

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<sup>3</sup> The first held in Lesidren, 24-25 July 2003

The second held in Vladaia, 11-12 September 2003

<sup>4</sup> Held in Vladaia, 8-10 September 2003

= 2), possibility to resolve the problem with the available resources (*own weight = 1*), benefits to the country from resolving the problem (*own weight = 1*).

The result shows that Bulgaria's main efforts to strengthen and build capacity to fulfill its UNFCCC commitments should concentrate on developing an overall policy and on the subsequent efforts for its implementation, and on administrative capacity development, improvement of coordination among all institutions involved in the green-house emission data collection process and on creation of specialized climate structures (units) in the institutions.

The most important work and urgent measures required to avoid threats from non-compliance with commitments already undertaken by Bulgaria and losses is in the creation of flexibility mechanisms participation tools or, more precisely: identification of an institution responsible for the national registry; establishment of a national system for the estimation of emissions and for national level regulation of emission trading and of the national register, and creation of an emission trading participation strategy and joint implementation mechanisms; training of emission trading experts. Difficulties are expected in this regard caused by the insufficient available resources but nevertheless, the initial efforts should be oriented toward resolving those problems for which the resources are available.

Urgent measures are required for the development of a national climate-change related public education, training and awareness program, concept and plan.

All this leads to the conclusion that the successful fulfillment of the UNFCCC commitments needs capacity building and strengthening at the systemic, institution and individual levels.

#### **4. In-depth cause-effect analysis of capacity related problems in fulfilling the Convention commitments**

The SWOT analysis results alone are insufficient to identify and formulate specific capacity building objectives and tasks. This is so because the results (as far as they relate to the weaknesses) include both problems and their causes without any attempt to clarify their interrelations. This creates many difficulties in the formulation of tasks and objectives aimed at eliminating the causes of the existing problems and in the resolution of these problems in general. What is more, the existing capacity strengths are grouped in a most general way with no specific evaluation of their effects or of their likely capacity building benefits.

The cause and effect analysis allowed to identify:

- a) the consequences and adverse effects from lacking or insufficient capacity to fulfill the Convention commitments;
- b) the central problems as direct causes for failure to fulfill the Convention commitments and/or undesired consequences or adverse effects;
- c) the causes creating and/or maintaining the central problems.

It was assumed for the analysis that the problems causing and maintaining the central problem can be described as follows:

*Complex reasons* – the causes whose elimination is required to resolve the central problem, and

*Primary causes* – the causes whose elimination alone is insufficient in resolving the central problem

Five central problems related to the Convention were identified from the priority problem areas, not arranged by hierarchy:

**Central problem 1:** Inadequacy of the organization for formulation, preparation, presentation, reporting, implementation and evaluation of the national and foreign climate-change policy;

**Central problem 2:** Lack of a well-functioning national system for the estimation of anthropogenic green-house gas emissions.

**Central problem 3:** Lack of a functioning national registry for accounting green-house gas emissions.

**Central problem 4:** Insufficient preparation for participation in the Emission Trading and Joint Implementation flexibility mechanisms;

**Central problem 5:** Insufficient stakeholder and the general public participation in national and international climate change related activities.

## **5. Building of a hierarchy of UNFCCC capacity building objectives. Objective achievement assets.**

The detailed cause-effect analysis of problem interrelations lead to the gradual creation of a **hierarchical tree of objectives**. It shows the required end results, the strategic objectives, the specific goals and tasks required to strengthen and build the capacity needed in fulfilling the commitments under the Convention. There is a direct relationship between the consequences/adverse effects and the desired end results; between the central problems and strategic objectives; between the cause and the specific goals and objectives.

Five strategic objectives were identified and indicated as the solution of the five priority problems. Specific goals and objectives answering the question of what should be achieved in order to build or improve the existing capacity were defined for the implementation of these strategic objectives. It should be remembered that during the assessment of the country's condition and priorities, the strategic objectives and the specific objectives and goals were identified through the use of the program-minimum principle.

The specific objectives can and should be achieved by using the strengths (assets) of the existing capacity. These assets were also identified and specified. In fact, the identification of the existing assets answers the question of what exists and can be used at present to achieve the specific capacity building objectives.

**Strategic objective 1: Efficient organization** for formulation, preparation, presentation, reporting, implementation and evaluation of the national and foreign climate-change policy

*Specific objective:* Adopted fundamental documents for the national climate-change related policy (national strategy and sector programs) and established conditions for their implementation

The tasks required for this particular objective include **Tasks for adoption of the main documents** concerned with the implementation of the national climate change policy, namely: securing of state and/or donor financing for drawing up of a national strategy and programs, of strategies and sector climate change programs, creation of climate change units in various agencies, and enhancing and increasing the efficiency of the climate-change unit at the

MOEW; and **Tasks for creation of implementation conditions for the main documents:** securing of targeted financing for climate-change related activities in the agencies, securing of financing for studies and consultancy on evaluation of the implementation of commitments and drawing up of reports, regulation of the rights and obligations of all parties involved in climate-change related activities, improvement of stakeholder coordination and agreement among the various agencies, building of a system for exchange of information on climate change activities in Bulgaria and their results among all stakeholders, provision of permanent training on climate-change for agency experts.

Specific objective – Created teams and efficient procedure for preparation, presentation and defending of Bulgaria’s position on international negotiations with the UNFCCC authorities

The tasks required for this specific objective include adoption of an administrative decision for the creation of such a team, provision of funding for participation of experts in international activities, provision of financing for studies and consultancy related to negotiations and future commitments, and negotiation training.

Specific objective – Functioning mechanism and practice for implementation control and for reporting of the results from the climate-change related policies and measures

The tasks to be fulfilled for this particular objective include adoption of an implementation control mechanism and evaluation of the results from climate change related policies and measures, adoption of financing rules and procedures, drawing up and presentation of the official UNFCCC related reports, securing of funding for elaboration of a methodology for assessment of the results from the implementation of the climate change policy and measures, and for the relevant expert analyses and assessments, exchange of policy and measure implementation information among the stakeholders.

**Strategic objective 2: Functional national system for the estimation of anthropogenic green-house emissions not later than 31.12.2006 created in line with the requirements and decisions of UNFCCC authorities**

Specific objectives – Adopted administrative ruling on the regulating and building of a national system

The tasks required for this particular objective are an expert study to give clarity about the structure, management and functioning of a national emission evaluation system, inclusion in the Environment Protection Strategy of the decision to construct the system, a ruling on the regulating of the system, provision of rapid financing for building of the system (possible sources of external financing are the EU and the European Environmental Agency (EEA)).

Specific objective – Established and regulated system for collection, formatting and presentation of data and information required for the planning and preparation of the national inventory

The tasks needed for this particular objective require legislative amendments allowing the provision of required information (the Environment Protection Act and/or the Statistics Act), adoption of an administrative ruling on the construction of this system, creation of rules and regulations for coordination of the collection and presentation of information and data in ministries and agencies, elaboration and introduction of a certification system for verification and quality management of information and data, training of information gathering, checking

and verification specialists, strengthening of the capacity of the National focal point for the anthropogenic emission assessment system – the Executive environmental agency.

Specific objective – Timely implementation of inventories in keeping with the Intergovernmental Climate Change Council requirements

The tasks to be implemented in achieving this particular objective include formation and accreditation of a permanent team conducting the main emission assessment activities, ensuring of a suitable inventory commissioning procedure, securing of funds for regular implementation of green-house emission assessments.

The direct assets that can be used in the achieving of this objective are the team experienced in national inventories and reports and an inventory coordination unit (2 persons), as well as the National Registry of the Executive Environmental Agency at the MOEW.

Specific objective – Established mechanism and practice for annual analysis and evaluation of the causes of the trends in emission quantities

The tasks to be fulfilled in achieving this particular objective include cause assessment training of sector experts, creation of sector expert teams and practices at the relevant ministries and executive and governmental agencies for analysis of the generated volumes and of the fuel and energy consumption.

**Strategic objective 3: Functional national green-house gas emission register, established not later than 31.12.2006, created in keeping with the requirements and decisions of UNFCCC authorities**

Specific objective – One institution or organization selected, accredited and equipped with hardware and software to act as the National Register Administrator

The tasks in support of this particular objective require an in-depth and detailed study, selection of the most suitable institution or organization, accreditation of the selected institution or organization with an act of law, securing of sufficient financial and technical resources and qualified human resources for efficient functioning of the National Register, training of staff, creation of a temporary form of registration of agreed emissions by the ‘Joint Implementation’ and ‘Emission Trading’ projects (until the Register is created).

**Strategic objective 4: Functional emission trading and joint implementation system in compliance with the Kyoto Protocol requirements and with the relevant decisions of the UNFCCC authorities, and with Directive 2003/87/EU of the European Union introducing the emission trading scheme.**

Specific objective – Identified position and adopted decision on the manner of introduction and implementation in Bulgaria of the EU Emission Trading Directive

The tasks needed for this objective require a study to clarify the structure, functions and management of the emission trading system and the necessary amendments of the financial, tax and other legislation, a study for creation of a plan for distribution of emission quotas distribution plan, training of emission trading experts according to the requirements of the Directive, selection of an institution or method for distribution of emission quotas/permits, and transposition of Directive 2003/87/EU in the Bulgarian legislation.

Specific objective – Determined emission trading state policy in compliance with the Kyoto Protocol

The tasks to be implemented for this objective require a study for formation of Bulgaria's long-term emission trading participation policy and its benefits, inclusion in the future National Climate Change Strategy and Emission Trading Policy, training of emissions trading specialists in the responsible agencies in accordance with the Kyoto Protocol, creation of a fund accumulating the revenue from emission trading, and of management and use rules for the Fund.

Specific objective – Determined position on the participation in the 'Joint Implementation' mechanism in compliance with the Kyoto Protocol

The tasks for this objective require a study of the project implementation policy under the 'Joint Implementation' mechanism and of its benefits, inclusion of a 'joint implementation' policy in the forthcoming National Climate Change Strategy, an effective fund supporting green-house emission reduction projects, strengthening of the MOEW's 'Joint Implementation' capacity, provision of related information and training for business representatives.

**Strategic objective 5: Active participation of stakeholders and the public in the formulation, drawing up, implementation and evaluation of climate change related policies and measures**

Specific objective – Created conditions for access for all to the available climate change information and to information about international and national policies on the issue

The tasks that should be fulfilled in respect of this objective include elaboration and adoption of a national climate-change education, training and public awareness program or plan, creation of an informal group of journalists and experts to prepare and present the up-to-date climate-change information, training of journalists on the subject, establishment of a mechanism for exchange of information on climate change, its effects and prevention of its negative effects in individual areas and sectors, improved interagency coordination aimed at complete and timely presentation of information, adaptation of scientific knowledge and information about climate change, and its promotion by integration in the various specialized streams of information.

Specific objective – The subject of climate change is integrated in all levels of education

The tasks required for this objective involve the preparation of education and information aids and materials in Bulgarian, preparation of specialized climate-change training programs for teachers and trainers, provision of targeted financing for activities within the national curriculum and for scientific research in the higher education facilities, teaching aids for natural and humanitarian sciences reflecting the change of climate and its effect on the particular area.

Specific objective – Created expert climate-change capacity in businesses, local authorities, NGOs and the scientific community

The tasks to achieve this particular objective include securing of financing from the Fund for scientific studies on the subject, specialized forms of training (seminars, courses, information campaigns), improved mutual relations between businesses and the scientific community to promote and finance studies on the subject.

These specific objectives and tasks and assets should serve as the basis for determination of the needs for specific capacity building and strengthening. This includes proposal of specific activities and preparation of an approximate schedule and budget. In addition, the team or organization responsible for the activities should be specified where possible. It would be desirable to analyze the risks for the implementation of the specific activities.