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2009 WAS THE YEAR OF CLIMATE CHANGE HYPE

Copenhagen was heavily marketed as the “must be there” event, perceived as the bandwagon to which all other causes must be hitched. Its timing was spun as “the last chance to save the planet.” Politicians and their hacks compressed the sober complexity of climate science into snappy sound bites. Even the scientific establishment was aloft in the clouds of celebrity. And the media not only magnified all of this, as is their function; a core of commentators stubbornly declared the objective of Copenhagen to be a “post-Kyoto treaty” – though this was not the goal of most countries there.

All this froth would have been forgiven and forgotten if Copenhagen had been a clear success. But it wasn’t. So the post-hype hangover brought heavy memories: of thousands of civil society representatives kept out in the cold; of a hundred or so national leaders milling around aimlessly while a handful negotiated in their name; of legitimate negotiating processes brushed aside by an end run that did not reach the goal line; of a nature-defying political deal in which labour followed birth.

Yet such gloom should not obscure the points of light on which we must now focus. Copenhagen did add value. Several useful agreements to enhance cooperation under the Convention were close at hand and would have been sealed had the tactics of political packaging not held them back. The final package – the “Copenhagen Accord” – brought important new mitigation pledges on to the table and pointed to greater transparency concerning their implementation by developing countries. It set these pledges in the context of the aim to keep global warming below 2°C. Above all, it contained important new pledges of financial support by developed countries for developing countries that need it to limit their greenhouse emissions and to adapt to climate change.

2010 MUST BE THE YEAR OF CONSOLIDATION

The elements of agreement that emerged in Copenhagen need to be brought in good order to the point of political consensus in Cancún: new instruments of cooperation – notably on adaptation, forest emissions (REDD-plus), agriculture, technology and capacity-building – established with secure financial backing; arrangements made for the sharing, channeling and verification of new and additional public finance, up to and beyond 2012, and for the mobilization and exploration of other financial sources; and new procedures adopted for the provision and analysis of information regarding mitigation actions by developing countries. Markers can also be laid down for further negotiations on points to which Copenhagen did not bring clarity, such as new market mechanisms and the regulation of emissions from international transport. That would be a substantial and significant set of negotiating objectives for this year, even if it did not include the establishment of a new legal regime.

What of the legal framework? Will the Kyoto Protocol be extended into a second commitment period? Will it be accompanied by another legal instrument roping in major emitters not bound by Kyoto? Or replaced by a new, comprehensive treaty? These questions were not addressed explicitly by the Copenhagen outcome. Work is to continue through 2010 on the two pre-existing
negotiating tracks, without any new guidance as to their political or legal relationship. That said, the Copenhagen outcome sent a strong message: neither of the two “super emitters” – China and the USA – is ready to place its mitigation efforts within quantified limits set by an international treaty. The best they can offer at present is participation in a bottom-up system of pledges that are bound nationally and accountable internationally. Given that these two countries account for some 40 per cent of current global emissions (albeit at widely different levels of emissions per head) and that other emerging economies have convergent interests, the impact of this message is inescapable. This presents a major political challenge to the many countries with higher legal ambitions: the vulnerable, developing “minor emitters” and the European Union that seek an outcome, in one form or another, that assigns science-based, fair and internationally-binding emissions targets. Should they persevere in this ambition as the prospect of a “Kyoto Gap” approaches? Or should they resign themselves to a “best available” bottom-up system, hoping for more auspicious circumstances ahead? It is unrealistic, in these circumstances, to expect agreement on a new legal framework in Cancún. A reasonable aim would be for countries to reach political consensus there on the legal shape of the outcome of their negotiations and to set a deadline for their completion that would bring the outcome into effect by the end of 2012, when the first Kyoto commitment period expires.

IT IS TIME TO TAKE STOCK OF THE PROCESS IN THE BIGGER PICTURE

The United Nations process has been criticized for the difficulties faced in bringing the Copenhagen Summit to a conclusion, notably on account of the blockage of the formal adoption of the Copenhagen Accord. This criticism ignores both the tactical brakes applied by some key players throughout the run-up to Copenhagen, as well as procedural and political dissonance in the orchestration of the final negotiation itself. The history of the process shows that landmark agreements can be reached by consensus, despite resistance by a few countries, when there is willingness to conclude and when the process is managed with political and procedural skill. By all means, the efforts of the universal UN can be complemented by work in smaller or more specialized forums. But climate change is a universal challenge. And only the UN provides the legitimacy needed to address it. One can also ask whether the elevation of the negotiation to the highest level of political celebrity was productive. The presence of leaders certainly demanded and produced a result – but the result was messy. This argues for a more judicious use of political presence. Where ministers suffice, let them do their job. If anything, it is the choice of ministers that may need to be reviewed, since the geopolitical nature of the climate change issue has surpassed the habitual domain of environment ministers. As for the science, which defines the challenge and underpins the negotiations, it is time to store the glamorous 2007 Nobel Peace Prize in a safe place and revert to a phase of greater sobriety. The current spate of honest criticisms and malevolent attacks on the IPCC calls for a dose of humility, close attention to the robustness of review procedures and a communication policy that gets the messages out without cloaking their complexity or straying into the preaching of dogmatic certainties. Finally, it bears recalling that climate change is not the be all and end all of global challenges. The political willingness and ability to address the problem effectively cannot be assumed when large swathes of our planet are still dominated by poverty and injustice, when the faith expressed by the Charter of the United Nations “in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small” remains a hope. Climate change was a glimmer on the horizon of international concern when the 1972 Stockholm Conference put the “human environment” on the global agenda. Only one foreign head of government participated in that event: the Prime Minister of India, Indira Gandhi. She proclaimed then that poverty was the worst form of pollution. We can still say that today. ■
The multilateral agenda for the year 2009 was largely filled by the climate change negotiations and by the implementation of recovery plans aimed at limiting the economic recession caused by the financial crisis that struck the previous year. The issues themselves justify the extraordinary repercussions of the major meetings that shaped this agenda, with the Copenhagen Conference marking the pinnacle of a test year for multilateral cooperation. Was the test successful? There are several possible answers to this question, the most reasonable of which is undoubtedly that the European vision of cooperation, based on rules and laws rather than on interests and power, no longer sets the agenda or nor does it determine its outcome. However, rather than bemoaning the disappointments of Europe, we must use the highly empirical basis of governance as it is building up today to reflect on how to significantly improve its performance tomorrow. In a world shaken by recent events, understanding the present in order to better anticipate the future has perhaps never been so complicated, but equally nor has it ever been so necessary. This is what IDDRI is striving to do, within its capabilities.

COPENHAGEN: VALUABLE RESOURCES FOR UNDERSTANDING THE TRANSFORMATION OF GLOBAL GOVERNANCE

Lacking the legal status of a treaty, the Copenhagen Accord sets out a non-binding target of limiting average global warming to 2°C in 2050. In addition to its non-binding nature, the greatest problem lies in the lack of coherence between this long-term global objective and the sum of short-term individual pledges made by the different countries and listed in the appendix to the agreement. These are not enough to stand a reasonable chance of limiting global warming to 2°C. In many respects, the Copenhagen Accord confirms a different approach to international negotiations, another take on the construction of a collective effort in relation to the Kyoto Protocol. Instead of the top-down Kyoto approach, which consisted in negotiating a global emissions reduction cap for all developed countries that was then broken down country by country, it was the bottom-up approach that prevailed in Copenhagen: this consists in stacking up policies and measures at the national level, along with differentiated emissions reduction targets. Although this approach respects the sovereignty of countries and improves their chances of meeting their own targets, it also increases the environmental risk.

If the negotiations gave such a central role to the concept of sovereignty, this is because the Copenhagen Accord was principally drafted by the United States and the emerging countries united under the acronym BASIC (Brazil, South Africa, India and China). International monitoring of developing country actions was, along with the 50% emissions reduction target by 2050, the main stumbling block of the negotiations. The emerging countries eventually accepted its international nature, but obtained two requirement levels, one for unilateral initiatives and another, higher, for supported initiatives, with the specific rules for both levels still to be defined. The Copenhagen Accord is therefore not what Europe was hoping for. Admittedly, its efforts paid off to some extent by raising the agreement’s level of ambition, with the inclusion in the final compromise of the target of limiting global warming to 2°C and that of the mobilisation of 100 billion dollars per year by developed countries from 2020 onwards to help developing countries. But Europe failed to impose its vision of international cooperation backed by law and based on carbon markets, and was finally obliged to yield to the positions – aligned on this point – of the United States and the major emerging countries.

Paradoxically, the other aspect of the fight against climate change, adaptation, is still tackled from a primarily multilateral approach through the global negotiation of massive North-South financial transfers. However, the numerous issues regarding implementation (criteria for allocating funds, type of actions, stakeholders, etc.) that will be raised mainly at the national level are still largely evaded. Preparations for Copenhagen were also marked by the considerable mobilisation and very high media exposure of scientific expertise on climate issues, but also, in return, by the substantial coverage given to critics of the IPCC, whose impact is still uncertain. The patient work to develop an international science-policy platform on biodiversity, partly inspired by the IPCC, has now also hit turbulence. The impact of this key year for climate negotiations is therefore being felt in all fields of action for sustainable development.
INTRODUCTION

DO RECOVERY PLANS POINT TO A REAL CHANGE OF MODEL?
The search for solutions to the financial crisis of 2008-2009, together with the climate negotiations, strengthened the belief among non-governmental organisations (NGOs) and specialised UN environment agencies that a change of growth and accumulation models in favour of lower-carbon models was the most sustainable response to the crisis and to the recession. Three conditions seemed necessary to meet this objective: an international climate agreement, creating the incentives and constraints needed to dissociate gross domestic product (GDP) growth from that of greenhouse gas (GHG) emissions throughout the world; massive public investment, in the spirit of F. D. Roosevelt’s New Deal, in clean sectors and technologies; and a regulatory framework for trade globalisation that is favourable to the diffusion of these technologies. The sum of funds allocated – or pledged for – in the recovery plans drawn up by the 20 wealthiest economies (the G20) stood at 3 100 billion dollars in late 2009. Fifteen percent of this budget, or 480 billion dollars, is allocated to the green economy, in other words the “low-carbon” economy. The two powers in Copenhagen, China and the United States, top the rankings in terms of both the global amount of the recovery budget and the volumes allotted to the green economy (216 and 118 billion dollars respectively). South Korea has committed to a Green New Deal based on the allocation of 80% of the sums in question to environmental issues or sectors. It is nevertheless regrettable that these different plans focus almost exclusively on the carbon dimension, whereas restraint in the use of biodiversity, on the other hand, is not on the agenda.

China has turned its development policy – upgrading production and high value-added service activities – into a climate change policy. Its development objectives and climate objectives are now merging, which in itself is nevertheless insufficient according to the IPCC recommendations, but which nevertheless doubles the investment dividends.

With the announcement of a 39 billion dollar recovery plan, of which 25 billion are ‘green’, Europe, as a political union, is lagging behind. The green economy, best understood as a shift away from current development paths, is embodied in Europe in the conditional target of a 30% cut in GHG emissions by 2020 relative to 1990 if a satisfactory climate agreement is reached. Independently of any condition of this kind, the green economy in the US and China is intrinsically planned from a supply and innovation perspective. The Copenhagen Accord thus appears as a wager on technology. A wager that Europe must accept, with an emissions reduction target drawn up from a multilateral top-down approach that is no longer valid. By staking everything on the impact of the carbon market and the virtues of the carbon “price” signal, which is highly erratic and limited at present, the EU runs the risk of neglecting its own bottom-up policies, with no value in terms of supply or as negotiating tools, such as research, innovation and investment policies.

Key Figures

Website ► 13 750 visits per month (22% more than 2008) Traffic peak during Copenhagen Summit (76% more than during the same period in 2008 – more than 700 visitors of IDDRI’s blog: “For a daily analysis of the negotiation”) ▶ 35% of visits from outside France (5% more than 2008)

Publications : ► 22 IDDRI Publications, 9 Idées pour le débat, 6 Synthesis, 4 Analyses, 3 books published with partners (A planet for life 2009, Cahiers du CLIP n° 19, and Geopolitics of climate change) ▶ 160 articles or quotes in the media ▶ 50 external contributions (including 15 scientific publications)

Activities ► 100 interventions by the IDDRI team in conferences, workshops, seminars, etc. ► 19 conferences-debates and 9 workshops (“Visions of a post-carbon world”, “Looking for post-modern urban sustainability”, etc.) ► 4 international conferences (“Biodiversity sciences and policies since Darwin”, IDGM Launch Conference, “Change in governance as collective learning process”, “Localising products: a sustainable approach for natural and cultural diversity in the South?”) ► 3 regular seminars throughout the year: 10 sessions of the “Sustainable development and economics of the environment” (organised with Sciences Po), 4 sessions of the “Sustainable Development Île-de-France meetings” (R2DS), 5 sessions of the “Sustainable development governance” seminar

Please visit our website for a complete list of IDDRI activities in 2009: www.iddri.org

TRANSFORMING CITIES: WHAT CAN INNOVATIVE INITIATIVES DO IN THE FACE OF INSUFFICIENTLY OR POORLY REGULATED GLOBAL TRENDS?
As home to half of the world population, cities are laboratories for both observing the political and economic dynamics underway and for testing technical approaches and new public policies. It is essential to understand the forces at work in the urban fabric and city growth in order to change urban development paths, which today seem contrary to social, environmental and even economic demands. There is no lack of innovative proposals and models for more sustainable cities, but certain fundamental trends such as the financialisation and internationalisation of property and land markets could well jeopardise all other efforts. Here again, a paradoxical diagnosis is necessary: despite the urgent need to change direction, the alternative models have yet to be fully developed and require continued patient efforts to persuade and reconcile interests that are still clearly at odds.

In 2009, the partnership between IDDRI and Sciences Po was developed through the organisation of academic seminars (such as the “Sustainable Development and Environment Economics” seminar), the launch and participation in common research projects (Medialab, Sustainable Rio, Protogizc) and the increasing involvement of IDDRI members in teaching.

Read page on Sciences Po Sustainable Center.
The quest for remedies to the financial crisis of 2008-2009, simultaneously with the climate change negotiations that were dramatised by the Copenhagen conference, reinforced the idea that a shift in accumulation and growth patterns towards a lower-carbon, more resource-efficient model, is emerging as the most sustainable solution to the crisis and the recession. In terms of the ambitions declared by the governments of the world’s richest countries prior to the G20 meetings in London and Pittsburgh and the 15th Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC), which brought 2009 to a close, the results may appear disappointing. The difficulty coordinating recovery plans, the still highly programmatic nature of “green growth” and the minimal cooperation conceded by the United States and the emerging countries where climate change is concerned all point to the difficulties France and Europe face in implementing a voluntary cooperation model based on law, knowledge, rules and standards. For the time being, the global governance of sustainable development will not be what Europe had hoped. In these uncertain times, questions that we thought were behind us now remind us of the urgent need to anticipate and react through the production of ideas that closely follow the global agenda as it is created, improvised and transformed.

In this context, IDDRI’s Governance programme has confirmed its decision to take a closer look at the conditions needed for a change of development path, to identify the policies and measures in emerging countries that are capable of ensuring the bottom-up construction of future global governance, and finally, to launch the first research projects on sustainable development institutions in preparation for the 20th anniversary of the Rio Earth Summit in 2012.

THE CONDITIONS NEEDED FOR A CHANGE OF DEVELOPMENT PATH

Setting our economies on a lower carbon path is the long-term objective set by the signatories to the UNFCCC. In addition to the initial means of achieving this objective – the principles and regulations contained in the Convention and in the Kyoto Protocol – a new, unforeseen opportunity has arisen due to an external shock – a sudden injection of liquidity into the economy – that is capable of disrupting investments and causing economies to branch off. To a certain extent, 2009 provided the opportunity to explore both of these avenues.

A forthcoming IDDRI study to appear in Cahiers Français provides a climatic and environmental review of the recovery plans launched by the major economies of the world to remedy the financial crisis in 2008. The first striking result is the emergence of an Asian pole of production and trade in “green” products and components, which is rapidly developing around China. This redistribution towards Asia does not, however, completely refocus activity in this part of the world, as the United States and Europe will remain level pegging as the two other dominant green markets over the next ten years.

Second, it seems that contrary to the statistical equality between these three key actors in terms of the share of the green economy contained in national wealth, Europe no longer holds the climate leadership position to which it laid claim prior to Copenhagen; it is no longer the good pupil that wanted to set the example of a possible change of development path required by a high carbon price and a carbon market that attracts investment. By conditioning its emissions reduction pledge of 30% by 2020 on the efforts and commitments of other countries, Europe makes itself reliant on a global agreement to create surplus investment at home. This is not the approach taken by the United States or China, which are converging in their definition of a longer term green national economy, independently of any binding agreement. The overall result is, in fact, disappointing from a European perspective: the American and Chinese recovery plans are enabling their economies to recover more quickly, whereas Europe has failed to demonstrate its political ability to transform a requirement – stimulating borrowing and investment – into an opportunity for the climate.

In Copenhagen, it was also the European approach to climate policies – multilateral and binding, motivated not by self-interest and power but by a certain state of knowledge – that failed. In the midst of a “Climategate”, understanding the representations of the climate issue among top executives involved in its resolution, the solutions available and the perception of public opinion and of the obstacles to a change of path, is the objective of a European project launched in October 2009. This research project brings together IDDRI, Sciences Po, LSE and the Free University of Berlin. Analysis of the conditions for change, conducted particularly using qualitative surveys among the “climate elite”, will enable us to tackle a very simple question, which nevertheless has no empirical answer to date: why are we still unable to agree on climate change, and what must be done to mitigate its impacts?

THE BEHAVIOUR OF EMERGING COUNTRIES IN GLOBAL GOVERNANCE

While the importance of the emerging countries in the global governance of sustainable development was still an intuition a few years ago, the Copenhagen climate summit has now made it a reality. United as the BASIC block (Brazil, South Africa, India and China), the emerging countries announced common – yet very different – objectives and positions and negotiated an agreement of their own with the United States, without showing a great deal of interest in the additional greenhouse gas emissions reduction pledge (a shift from -20 to -30% in 2020 relative to 1990) made by Europe. Enshrining a “pledge and review” approach without any great precision in terms of mechanisms or methodologies for reviewing the pledges in question, the Copenhagen agreement makes it necessary to closely monitor changes in national contexts and climate policies, especially in emerging countries. From this perspective, the Governance programme is pursuing the research it began in 2008.

In particular, the monitoring of Chinese policies that affect the climate – especially domestic taxes and export taxes – is the subject of constant surveillance. We have provided the first answers to the question “what are the determining factors and the consequences of taxing energy-intensive exports in China?”, which were presented during different conferences. The consequences for Europe and China, in both the trade and climate agendas, were the subject of discussions and debates with the Chinese delegation at the World Trade Organization (WTO) in Geneva (see Highlight p. 11). Brazil’s role in biodiversity governance completes our research on the emerging countries; in 2009 IDDRI focused on the translation and interpretation of the precautionary principle in this megadiverse country (see Highlight p. 21).
INSTITUTIONAL REFORM WITH A VIEW TO RIO+20

In the months leading up to the Copenhagen climate summit, the opportunity to create a Global Environment Organisation (GEO) met with French approval, before the content of the agreement itself put this kind of initiative on a backburner. Developed with a view to ensuring the implementation of the climate agreement, the idea of creating a GEO emerged in 2009 in a very different context and with other aims than those which prevailed in the late 1990s, when the idea was discussed in scientific reviews and in the media. France’s idea, which aimed to make the UN system more effective, was to create a truly binding international environmental law. The UN negotiation process was criticised in Copenhagen, probably by those who had an interest in negotiating a tailor-made agreement as part of clubs. Criticism should be put into the context of the 20th anniversary of the Rio Earth Summit. How does the Rio project of 1992 stand today? Is the three pillar approach – economic, social and environmental – operational? Is the principle of common but differentiated responsibility effective? Has the translation of sustainable development into Corporate social responsibility (CSR) at company level produced the expected results? While the major Bretton Woods institutions stand up to criticism and anniversaries, sustainable development does not have the same institutional, conceptual and financial support. Hence the urgent need to collectively reflect on the post-Rio period.

CHINA, A GREEN POWER

The idea of emerging countries that are strongly dependent on the mitigation technologies designed, patented and jealously guarded in the North does not seem to be borne out by the facts, and even less by the spending plans included in national recovery and climate plans. The Chinese economy’s spectacular resilience during the financial crisis, along with the colossal budgets allocated to technology, now make this country a “green power” for certain technologies – photovoltaics, wind power and energy efficiency in buildings – even though entire chunks of its economy will remain high emissions sectors for years to come, trapped by coal.

The United States and China are converging in their definition of a longer term green national economy, independently of any binding agreement.”
Criticised for its performance and much debated for its methods, global governance is developed and transformed without any clear conceptual references or historical background that could guide its reforms towards greater justice and effectiveness. In order to meet the challenges raised by the provision of global public goods and extreme poverty reduction, global governance now calls for a better understanding of the facts and a greater mobilisation of ideas. It was with this dual objective in mind that IDDRI and the FERDI (Fondation pour les études et recherches sur le développement international) decided in 2007 to combine their think tank activities as part of the Initiative for Development and Global Governance (IDGM). This initiative, which is supported by the State, receives specific financial support from the French Development Agency (AFD). Its aim is to provide France with an independent think tank bridging the gap between public and private decision-makers and the academic world. Its main objectives are to observe and evaluate public policy and international cooperation mechanisms, especially in the field of sustainable development, and to organise and lead public debates and political discussions, all with the aim of generating new ideas.

IDGM was officially launched on 6 November 2009 with the international conference entitled “The Bottom Billion and Climate Change in the context of the Global Crisis”. As the financial crisis has increased the lack of visibility on the role of stakeholders and has led to the urgent definition of diverse recovery plans, this conference made it possible to highlight the need to develop the debate prior to negotiations and to define coherent, fact-based rules for governance, which can be applied and thereby enable decision-makers to appropriate the process. Backed up by scientific research, these rules must be based on an understanding of the constraints linked to policymaking, and on suitable measures. The assessment of commitments thus becomes a key area of international governance, within the framework of either climate negotiations or WTO and OECD practices, from which we must draw lessons.

Two priority focal areas have been identified, for which the joint work of both foundations will make it possible to take advantage of the synergies between the two: first, research on financing linked to climate policies as part of the renewal of development assistance mechanisms, and second, analysis of the return of the agricultural sector to the agenda of the financial donors and of the sustainability of the development models currently envisaged for this sector.

IDGM LAUNCH CONFERENCE

Launched by the former French President Valéry Giscard d’Estaing, honorary chairman of the FERDI, the conference held in Paris on 6 November 2009 drew around 100 participants. This special event brought together some of the leading international experts with a view to examining the prospects for reconciling poverty reduction and climate mitigation. IDDRI and the FERDI were especially pleased to welcome: Claude Martin, former Director General of WWF-International; Jaime de Melo, Professor at the University of Geneva; Jorge Braga de Macedo, Director of the Tropical Research Institute (IICT) and former Portuguese Finance Minister; Valli Moosa, former President of the International Union for Conservation of Nature (IUCN) and former Minister for Environmental Affairs and Tourism in the Republic of South Africa; Arunabha Ghosh, Oxford-Princeton Director of Research at the Woodrow Wilson School, Princeton University; and Michel Sidibé, Executive Director of UNAIDS.

THE RETURN OF AGRICULTURAL MARKETS

The instability of commodity markets (agricultural, mineral and energy) is constantly in the news these days. In addition to the short-term problems posed by this instability for households and countries, the fundamental question it raises is that of a new link between energy markets and food markets. Is it a sustainable link? Is it speculative? IDDRI has identified the empirical elements needed to answer this dual question, by examining in particular the role biofuels and index speculation in commodities play in the evolution of prices and their volatility. These issues are the subject of two publications by Tancrede Voituriez: “Marchés internationaux. Produits alimentaires/ énergies: les liaisons dangereuses?”, in Le Courrier de la Planète, n° 91, Oct.-Dec. 2009, and “Hausse des prix agricoles et de l’énergie: quelles relations et implications à moyen et long terme ?”, Note de l’Ifri, June 2009.
VISIT TO THE CHINESE DELEGATION AT THE WTO

An IDDRI article on the restrictive measures China imposed on its exports of energy-intensive products, in which these taxes were converted into carbon equivalent prices, was the subject of an initial discussion in Berlin in spring 2009, on the occasion of the presentation of the Climate Strategies project on carbon leakage in a world of unequal carbon prices. The interest shown in the article by a representative of the Chinese delegation to the World Trade Organization (WTO), who was present at the meeting, resulted in an invitation to deliver a presentation of the article to the Permanent Mission of China to the WTO, in Geneva (Switzerland). Some eight months before the WTO conference in Geneva and the COP 15 meeting in Copenhagen, a small IDDRI delegation thus travelled to Geneva on 7 April 2009 in order to discuss with senior representatives of the Chinese delegation the respective agendas of Europe and China on trade and climate, along with their potential convergence. A highly instructive opportunity for debate and for sharing arguments on the trade effects of European climate policy and Chinese development policy, the meeting demonstrated the power of the principle of common but differentiated responsibility – which is enshrined in the United Nations Framework Convention on Climate Change (UNFCCC) – when associated with one of the strongest diplomacies and economies in the world. In addition to the excellent welcome IDDRI received, the highlight of this meeting, for ourselves as unintentional European representatives and for the members of the Chinese delegation, was that it revealed the domestic constraints of each country or group of countries, as well as it pinpointed the advantages and limitations of using trade measures for different mitigation and/or development objectives. The benefits of reflexivity are real. At the same time, it clearly emerged that the erosion of European competitiveness due to the carbon price charged to certain sectors was absolutely inadmissible to the WTO negotiators. In substance, because the principle of common responsibility has been accepted and recognised by the members of the UNFCCC, differentiated carbon prices and carbon leakage are inevitable. And since they are inevitable and implicit in the UNFCCC, there are no grounds for establishing border measures ex post. The implacable nature of the argument hinted at difficulties for the Copenhagen negotiations and the incredibly dated understanding of “development” at the time when the UNFCCC was drafted.

**PROGRAMMES**

8-9 January  
Washington (United States)  
Second meeting of the US Dialogue on Climate Change and the EU Dialogue on Energy and Climate Change  
>>> The aim of this joint Dialogue, organised by IDDRI and CCAP (Center for Clean Air Policy), is to identify the points of convergence and divergence in US and EU domestic policies.

5 February  
Paris (France)  
“Carbon Capture and Storage: From Demonstration to Deployment. Obstacles and Bilateral Solutions”  
>>> A workshop set up by IDDRI and the British Embassy on the major obstacles to the demonstration and deployment of carbon capture and storage, and on appropriate solutions.

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**CLIMATE**

The year 2009 was marked by the international climate negotiations, culminating in December with the Copenhagen summit. With this event, the climate became a subject of international politics, in the same way as security or trade, as reflected by the presence of over 100 Heads of State in Copenhagen. The climate negotiations are nevertheless unusual in several respects. They are based on scientific findings: science not only informs the political choice of a global greenhouse gas emissions reduction target, but also provides information on how to reach it. Furthermore, the negotiations affect all the dimensions of socio-economic development: massive and rapid reductions in emissions therefore imply a change of development path for all countries, to ensure they produce fewer emissions and are less vulnerable to the impacts of climate change. Finally, the negotiations must lead to a massive shift in investment so that low-carbon technologies and the infrastructure needed to support them can be deployed in time on a large scale.

This conceptual framework structured IDDRI’s Climate programme around four focal areas relating to the structure of international debates: international negotiations, public mitigation policies, finance and technology, and adaptation. Focusing on negotiators and decision-makers, IDDRI strove to gain a better understanding of mitigation and adaptation issues as well as to introduce new ideas into the debate.

**INTERNATIONAL NEGOTIATIONS**

Although the Kyoto conference can be presented as the moment when the international community managed to agree on a multilateral instrument that was innovative in many respects (with binding emissions caps, the development of the carbon market and a compliance system with sanctions), the Copenhagen conference may be described as the place where climate negotiations collided with geopolitics. To a certain extent, respect for sovereignty took precedence over the benefits of cooperation.

Since Bali meeting in 2007, IDDRI has put a lot of effort into monitoring and participating in the climate negotiations. This active participation has particularly included direct support to negotiators: first, to Michael Zammit Cutajar, Chair of the main negotiating group (AWG-LCA) of the United Nations Framework Convention on Climate Change (see Highlight p. 14), as well as to European negotiators.

Using its special position as actor and observer, IDDRI strove to improve understanding and to mobilise public opinion by organising public conferences and press conferences prior to each negotiating session. For its member companies, IDDRI also organised the Copenhagen Club in order to provide updates on the state of the negotiations; these meetings were the opportunity for the companies to explain the obstacles to greater emissions reductions in their sector, and to see how international cooperation could help to overcome these constraints.
Finally, in order to shed light on the link between scientific expertise and political decision-making, IDDRI worked with the community of French climatologists (GIS Climat, LEPII, etc.) to examine both how scientific findings are used in international negotiations and domestic political debates, and the scientific implications of political emissions reduction pledges.

**PUBLIC MITIGATION POLICIES**

Copenhagen showed that there is considerable interaction between the international regime and domestic policies. While initial emissions reduction efforts can be achieved unilaterally, increasing the level of constraints requires international cooperation. IDDRI believes that the international negotiations would be more relevant and effective if they were more sensitive to domestic policies. In 2009, the Climate programme thus continued to examine the motives behind emissions reduction policies – in developed countries but also, and above all, in emerging countries – which sometimes meet many other objectives than the climate target alone; what are the methods for implementing these policies, which require very different instruments depending on the context; how can international cooperation help to consolidate and accelerate these policies through financial, technology and knowledge transfers; and how can the climate dimensions be integrated with other public policies?

In Europe, after analysing the EU Climate and Energy Package just after its adoption under the French Presidency, IDDRI focused on two key issues from the viewpoint of both the transition to a low-carbon European economy and the dynamics of international negotiations: the role played by the flexible mechanisms in the Climate and Energy Package, and the implications of a shift from 20 to 30% emissions reductions in 2020 relative to 1990. In the United States, IDDRI closely followed the progress of the debate on the implementation of an emissions cap and trade system in order to compare it with the European system. This research led to the creation of a transatlantic dialogue, in partnership with the Center for Clean Air Policy (CCAP). The European and US industries and representatives of administrations brought together for this dialogue were able to address issues of carbon leakage and/or the loss of industrial competitiveness likely to be caused by climate mitigation policies and measures, and to share ideas on the appropriate instruments for responding to such economic and social consequences.

In the emerging countries, IDDRI made considerable contributions to domestic debates, especially in China (see Highlight p. 25), with several objectives: first, to understand the motives behind emissions reduction policies (export taxes imposed by China on its energy-intensive, high-pollution industries); next, to analyse the public policy tools created (reform of the Chinese electricity sector); and finally, to understand how international cooperation could enable these countries to progress further and more rapidly with their efforts.

**FINANCE AND TECHNOLOGY**

Although the transition to a low-carbon economy produces long-term benefits, it also results in short-term costs. To encourage the different stakeholders to step onto the path to a low-carbon economy, the financial sector must propose instruments capable of covering these costs. The transition to a low-carbon economy implies not only the massive deployment of existing technologies, but also the development of disruptive technologies.

Where finance is concerned, IDDRI examined how new financial instruments may not so much provide additional financial requirements, which are minimal on the scale of existing financial flows, but rather help to redirect these flows. Carbon markets are a useful tool in this sense, but are not sufficient as they are only truly effective within a well-defined regulatory framework (taxes, standards, etc.), and are mostly used to complement other financial tools (guarantees). Concerning low-carbon technologies, IDDRI studied how and why industries hesitate between a cooperative attitude (to reach the critical size, minimise risks,
etc.) and a non-cooperative attitude (to gain market share, maintain a competitive advantage, etc.). Finally, IDDRI contributed to several projects and initiatives on the role of international financial and technological cooperation: the Climate Strategies study on the conditions for implementing truly ambitious climate policies in developing countries; think tanks on finance issues (especially within the framework of the UNEP initiative and with Sir Nicholas Stern) to examine how public regulation and finance can have as much leverage as possible on private financing; working particularly with the AFD to draft a proposal for a global financial architecture for climate change that meets developing countries demands for balanced governance and aligns the incentives of the different financial donors.

**ADAPTATION**

Alongside its involvement in mitigation issues, IDDRI continued its work on adaptation to climate change, which reached a peak in terms of politics, the media and civil society commitment in 2009 within the framework of the international climate negotiations. This field of activities was supported by continuous monitoring of the “Adaptation” part of negotiations to identify emerging research issues: understanding the mechanisms of vulnerability and adaptive capacity, analysing the funding and implementation of adaptation, and managing climate migration. Regular editorial contributions (see Highlight p. 16) supplemented this work.

On these issues, IDDRI also pursued its scientific research in the Mediterranean, especially as part of the European CIRCE project (Climate Change and Impact Research: the Mediterranean Environment). This work was marked by IDDRI’s collaboration with the Union for the Mediterranean, which led to the production of a report on the impact of climate change and adaptation strategies. IDDRI also increased its involvement in issues concerning the implementation of adaptation, from the viewpoint of mutual benefits between its scientific investigations and expertise. This direction was developed to follow on from the INVULNERABLE project, which IDDRI has been coordinating for several years with the aim of creating a dialogue between climatologists and industries in order to identify the climate vulnerabilities of these industries. These efforts are now also reflected in IDDRI’s contribution to the drafting of territorial adaptation plans. Between science and expertise, in its work on “implementing adaptation in international cooperation”, “vulnerability and capacity for adaptation”, or “migration”, IDDRI associates human and environmental dynamics, conceptual and case studies, research and discussions with the stakeholders concerned.

**IDDRI believes that the international negotiations would be more relevant and effective if they were more sensitive to domestic policies.”**

**IDDRI IN FRENCH AND INTERNATIONAL MEDIAS**

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<th>Quotes between 2009.11.16 and 2010.01.10</th>
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**21 September Paris (France)**

“Sharing Global CO2 Emission Reductions among One Billion High Emitters”

>>> Sciences Po and IDDRI welcomed Robert Socolow, professor at Princeton University, for a special conference-debate. Robert Socolow presented his latest work on climate burden-sharing and his proposal of individual rather than national allocations.

**3 December Paris (France)**

“Getting Ready for Copenhagen”:

Meeting with journalists

>>> A few days before the Copenhagen conference, IDDRI organised a press conference in order to increase understanding of the state of negotiations and their challenges. This meeting concluded a long series launched on May 27.

**7-18 December Copenhagen (Denmark)**

15th Conference of the Parties to the UNFCCC

>>> IDDRI’s Climate team members were all in Copenhagen to follow and explain the progress of negotiations through their blog. Specific support was given to Michael Zammit Cutajar by Emmanuel Guérin (see Highlight p.14).

**5-14 October Paris (France)**

L’Iddri organise un atelier sur la gouvernance de la haute mer, et Laurence Tubiana, présidente de l’Iddri, a participé à diverses sessions et tables rondes. Participations de Raphaël Billé et Emmanuel Guérin à divers acteurs (gouvernements, agences de développement, experts, entreprises et ONG) pour initier de nouveaux partenariats pour une meilleure gestion durable des océans, les côtes et les iles à l’échelle mondiale.

**15th Conference of the Parties to the UNFCCC**

>>> Lancement de la série launched on May 27.

This meeting concluded a long series launched on May 27.
In 2009, IDDRI stepped up its involvement in international negotiations on climate change in preparation for the 15th Conference of the Parties to the UNFCCC, which was held in Copenhagen in December. Supported by different networks, IDDRI played the role of facilitator in the negotiations, while seeking to promote its approach in favour of a global, equitable and effective agreement.

**SUPPORT FOR MICHAEL ZAMMIT CUTAJAR**

IDDRI was the host structure for Michael Zammit Cutajar, Chair of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA), and provided him with support. The whole Climate team was mobilised and a few IDDRI members worked directly in Michael Zammit Cutajar’s team and in this capacity took part in bilateral consultations and the drafting of negotiating texts. This close collaboration enabled IDDRI to gain an in-depth understanding of the issues at stake in the negotiations and to promote its own analysis.

**FREE DISCUSSIONS BETWEEN NEGOTIATORS**

IDDRI organised a number of work sessions and a series of informal meetings between the heads of delegations from the main developed, emerging and vulnerable countries. This group met regularly parallel to negotiating sessions of the UNFCCC (in Bonn, Bangkok, Barcelona and Copenhagen) and the Major Economies Forum (MEF), in Washington and Paris. In negotiations where trust was sorely lacking, IDDRI contributed to creating a place for free discussions between negotiators and think tanks, and thus helped to build consensus on a certain number of proposals (especially on developing country commitments, financing and forests).

**EUROPEAN STRATEGY**

IDDRI also initiated work meetings between European heads of delegations: the European Commission, France, Germany, the United Kingdom and Denmark. This dialogue provided an opportunity for free discussions on the strengths and weaknesses of Europe’s position by focusing on finding solutions that guarantee a high level of ambition, and for working in a small group to develop a more appropriate and effective negotiating strategy.

**SERIES OF SEMINARS IN THE UNITED STATES AND CHINA**

IDDRI set up a programme of seminars in the United States and China with the aim of bringing together negotiators, those responsible for implementing emission reduction policies, industries, think tanks and academics. It enabled IDDRI to gain a better understanding of the determining factors in emissions reduction efforts specific to each of these two countries and the means used to reach emissions reduction targets, and thus to determine more precisely how international cooperation may make it possible to remove certain constraints. Governments and industries were also able to exchange useful ideas on how to implement the transition to a low-carbon economy.

**THE COPENHAGEN CLUB**

IDDRI organised the Copenhagen Club with and for its member companies (EDF, GDF-Suez, Lafarge and Institut Veolia Environnement). The work sessions focused on both international negotiations and European policies. They enabled IDDRI to provide the companies with regular updates on the state of negotiations and the implementation of the Climate and Energy Package. The discussions also focused on:

- emerging countries commitments: how to associate them with the collective emissions reduction effort – programmatic or sectoral Clean Development Mechanism, support for sectoral public policies, and the aim, perimeter and form of the monitoring, reporting and verification (MRV) mechanism;
- financing: how can considerable financial resources be generated, without necessarily depending on public budgets?; how can an international governance be set up in a fair and effective manner?; how can public funding be used as efficiently as possible to lever private funding?;
- technologies: what are the strategies of the Copenhagen Club member companies, especially in emerging countries, and how, based on that, can an international cooperation mechanism best contribute to increasing the pace of low-carbon technology deployment in these countries?

The companies were thus able to explain the challenges they have to face, not only within Europe but also in emerging countries, as well as what they expect from public regulation in order to speed up and extend the deployment of low-carbon technologies.

**NETWORK OF THINK TANKS**

Finally, thanks to its active participation in negotiations, IDDRI increased its involvement in the international network of think tanks, not only in Europe, through its work with Sir Nicholas Stern and the Grantham Institute, or with Climate Strategies on financing issues, but also in the United States (World Resource Institute), China (Tsinghua University) and India (Center for Environmental Policy and Research).
ADAPTATION: TAKING TIME TO THINK

Attention to adaptation issues in international discussions reached unprecedented levels in 2009 as a result of the combination of growing interest over the last few years and the prospect of the Copenhagen conference in December. Within the climate negotiations and the discussions, projects and communities that surround them, research on financing for adaptation to climate change has tended to override the treatment of issues linked to its implementation, in spite of a real need for international coordination on the matter. This situation has created demand among the stakeholders concerned – especially potential donors, recipients and project managers – for greater information on what the concept of adaptation actually covers, the associated challenges and the existing and potential methods of implementation. We are now entering an ambiguous phase, which is seeing the problematic cohabitation between the need for critical analysis of what has been done over the last few years in terms of implementing adaptation, and the financial and social pressure to rapidly increase the scale of this implementation. The two terms of the equation – on the one hand, the need to step back and analyse what has already been done, and on the other, the desire to quicken the pace – are in fact more contradictory than complementary. In practice, it seems that the need for critical analysis to draw lessons from this learning phase is often overlooked.

To remedy this failing, in 2009 IDDRI contributed to producing a special edition of the journal Liaison Énergie Francophonie on “Adaptation to climate change”, as well as a special edition of the Courrier de la Planète, entitled “Climate Change: Adapting Now”. The first was produced with the aim of providing an exhaustive overview of all issues linked to adaptation (from the scientific and political contexts, to experience-sharing, key concepts, tools and sectoral approaches to adaptation). The second took a closer look at two dimensions of adaptation that IDDRI addresses more specifically: the issue of vulnerability and the case of the Mediterranean. These two research areas, which IDDRI’s Adaptation team has been focusing on for the last three years, are developed in particular within the framework of the European CIRCE project (Climate Change and Impact Research: the Mediterranean Environment).

IDDRI supported these two publications, taking part in their design, the definition of contents, the selection of authors and the drafting of articles, in addition to co-financing the special edition of Liaison Énergie Francophonie. Its participation also involved several contributions in the form of articles on the climate negotiations, vulnerability, migration, coastal zones, tourism, industry and climate science. Published in French, both special editions were distributed in Copenhagen to meet the demand for information on the subject, and had great success among the numerous French-speaking participants, thereby helping to bridge the language gap between increasingly English-speaking expertise and the considerable French-speaking demand from the most vulnerable countries, often among the least developed or small island States.
The 2009 biodiversity agenda was dominated by the preparation of 2010 key milestones: the International Year of Biodiversity, the 2010 Targets, the Conference of the Parties to the Convention on Biological Diversity, etc. For IDDRI, 2009 represented the first full year for the implementation of the new focal areas of its long-term work programme on biodiversity, which were set out in 2008. This programme thus revolved around the four subjects selected: the international governance of biodiversity, the economics of biodiversity, ocean and coastal zone management, and tropical forests.

From a cross-cutting perspective, these activities were all aimed at informing the international debate on three major issues that are not only at the heart of the problem of biodiversity, but also structure IDDRI’s sustainable development agenda: why is biodiversity loss an issue for international coordination? How can we influence the sectors of activity with the greatest involvement in biodiversity loss? How can routine management be transformed after increasing the number of “islands of innovation”?

Biodiversity, an issue for international coordination?
Placed under national jurisdiction by the Convention on Biological Diversity (CBD) of 1992, biodiversity is not, by nature and as a whole, an international issue. With the environmental multilateralism crisis reaching a peak in Copenhagen, it is now more critical than ever to study precisely whether or not biodiversity loss should be tackled at the international level, and which specific issues the fora for negotiation and discussion linked to biodiversity may influence.

Some of these issues are already firmly rooted in the international agenda and were a major field of research and action for IDDRI in 2009. First, the setting of global targets such as the 2010 Targets aimed at reducing the pace of biodiversity loss, was the subject of heated debate concerning levels of action, responsibility or indicators, to which IDDRI made numerous contributions. Likewise, IDDRI pursued its efforts to analyse and support the creation of an Intergovernmental Platform on Biodiversity and Ecosystem Services (IPBES), based on the IPCC model. In addition, further to its previous work on access and benefit sharing, IDDRI focused on issues of biosafety through their inclusion in the Cartagena Protocol on Biosafety to the CBD (see Highlight p. 21). Finally, the high seas, which contain the only biodiversity lying beyond national jurisdiction and thus intrinsically representing an issue for inter-state coordination, have continued to be the focus of an important part of our research. IDDRI has, in particular, coordinated
the publication of a reference work on the subject and has maintained its involvement in the ad hoc initiative led by the International Union for Conservation of Nature (IUCN) on a regional approach to high seas governance in the Mediterranean.

Moreover, attention must be given to the emergence of new issues for international coordination. In terms of ocean governance, for example, beyond the specific matter of the high seas, it seems essential to determine the issues for which it is possible to make collective progress as long as discussions are not structured around a well-defined negotiation process. It was especially in order to answer this question that IDDRI reaffirmed its support to the Global Forum on Oceans, Coasts and Islands by taking part in the Global Ocean Policy Day organised during the Manado Conference. From the same perspective, IDDRI also committed to a transatlantic dialogue on ocean governance, with the support of the European Commission as part of the CALAMAR project (Cooperation across the Atlantic for Marine Governance Integration).

Among the emerging subjects where international coordination is concerned, the Protocol on Integrated Coastal Zone Management in the Mediterranean, adopted in 2008 within the framework of the Barcelona Convention, is the first supra-state legal instrument aimed specifically at coastal zone management. First, it marks an important shift in terms of the management of coastal zones through international law, moving beyond the simple framework of recommendations in favour of legally binding obligations. Second, it disrupts the traditional field of inter-State cooperation, filtering into disciplines – administrative law, urban planning, regional planning, the regulation of coastal economic activities – that were hitherto governed by domestic law alone. In 2009, IDDRI launched a project specifically dedicated to the study and preparation of its future implementation, as part of the French Ministry of Ecology’s LITEAU programme and in partnership with the Priority Actions Programme Regional Activity Centre.

Finally, economic assessments of biodiversity and ecosystem services are also increasingly emerging as an issue for international coordination, based on the study led by Pavan Sukhdev, with the need to define reference values, share assessment methodologies and build a common vocabulary, as shown by their promotion within the CBD framework in 2010. IDDRI is therefore giving this area considerable attention (see below).
HOW CAN THE KEY SECTORS OF ACTIVITY BE INFLUENCED?

Today it is clear that biodiversity loss will not be slowed, let alone halted, without a radical reversal of trends linked to the most impacting sectors, in other words those with the most voracious demand for natural areas and resources. Although it is impossible to tackle the whole of this problem head on, the Biodiversity programme approaches it via at least three activity areas.

First, supporters of economic assessments of biodiversity and ecosystem services believe that this mechanism has the power to take biodiversity out of the “ghetto” of protected areas and into an informed dialogue, on equal terms, with the major economic sectors. Although this approach currently has the wind in its sails, the issue of the strategic and operational advantages that biodiversity could actually gain from it remains surprisingly neglected. In 2009, IDDRI therefore launched a project (see Highlight p. 20) on the real, potential and imagined use of these assessments in public and private decision-making processes, with the support of the Fondation d’Entreprise Hermès (see Insert below).

Among the sectors with the greatest influence over the present and future state of global biodiversity, agriculture is certainly the most talked about, particularly due to the amount of land it uses and the way it competes with tropical forests. Agricultural issues, therefore, are now at the heart of IDDRI’s research, both in connection with forestry matters and in terms of payments for ecosystem services (PES). These payments are typically intended to guide practices in sectors of activity such as agriculture, including in terms of pollution.

Finally, research on integrated coastal zone management (ICZM) also analyses how regional planning can be used to steer the development of varied sectors of activity, especially tourism. In a similar vein to its work on the ICZM Protocol, IDDRI is thus participating in a project led by the École Française de Rome on the urbanisation of Mediterranean coastal regions and the protection of open areas (both agricultural and natural).

THE IDDRI - FONDATION D’ENTREPRISE HERMÈS PARTNERSHIP

Launched in 2009, this partnership is structured around three major areas:

- jointly organising a series of quarterly conferences aimed at examining the main issues of the international governance of biodiversity;
- financing a research project led by IDDRI, in collaboration with AgroParisTech and the Ecowhat research consultancy, on the use of economic assessments of biodiversity in public and private decision-making processes;
- supporting research on the link between promoting local products and protecting biodiversity.
HOW CAN ROUTINE MANAGEMENT BE TRANSFORMED AFTER INCREASING THE NUMBER OF ISLANDS OF INNOVATION?

Sustainable development is an archipelago made up of thousands of “islands of innovation” dotted about in an ocean of routine practices. It is seeing the proliferation of institutional, legal, procedural and technological innovations through an ever growing number of pilot experiments whose success has resulted in the multiplication of exceptions rather than the transformation of the ordinary. How then to design precisely and strategically the replication and change of scale?

The Biodiversity programme approaches this question from two perspectives. First, by attempting to reconcile normative and project-based approaches. Indeed, due to the nature of the stakeholders (international donors, international conservation NGOs), the influence of methods of organising public action that stem from contexts where the project is the dominant paradigm of action, and also the ever greater need to minimise administrative costs, the project-based approach is now omnipresent in the field of biodiversity. As a specific means of organising action, its pre-eminence raises questions when comparing the considerable support it receives to its intrinsic and well-acknowledged limitations and its overall poor results in terms of changing the way biodiversity is actually managed. Such a domination also needs to be debated in the light of its tendency to put “traditional” normative approaches on the backburner.

This issue is tackled via ICZM, which is a useful area for expressing the duality between the project and the law, but also via PES mechanisms. As a matter of fact, preliminary studies, which must be backed up by field research, show that while it has some advantages, the proliferation of projects aimed at supporting the implementation of PES may enter into conflict with a necessary normative approach, especially where land reforms or the polluter pays principle are concerned.

From a second perspective, the key issue of transforming the ordinary is tackled through the replication of innovative instruments outside their original context, which is often “abnormally” favourable to them. IDDRI first approached this subject in 2009 by investigating, at the request of the Indian Ocean Commission, the replicability of the Mediterranean ICZM Protocol within the Nairobi Convention framework. In 2010, the finalised study will inform the parties to the regional system whether or not it is possible to develop such an instrument. From the same perspective, and while the replication of successful PES experiments is often repeated parrot fashion, IDDRI is focusing on the possible implications of such a change of scale for their implementation, and is discussing the conditions that must be respected to ensure it does not generate perverse effects that could outweigh the benefits.

Biodiversity loss will not be slowed, let alone halted, without a radical reversal of trends linked to the most impacting sectors.”
USE OF ECONOMIC ASSESSMENTS OF BIODIVERSITY AND ECOSYSTEM SERVICES IN DECISION-MAKING PROCESSES

From environmental NGOs to companies, international organisations and governments, there now seems to be general agreement that giving a monetary value to biodiversity and ecosystem services is at least part of the solution to their increasing erosion. In a world that is apparently ruled by economics and the power of figures, using monetary standards to assess services provided by biodiversity and the cost of their destruction appears to be a way of reversing the trend by proving that economic optimisation and rationalisation are in fact allies of conservation. This assumption is nothing new: since the 1960s, at least, there have been more and more calls to use economic analysis to justify biodiversity conservation, accompanied by increasing activity in this field. This has culminated in the international enthusiasm seen today, of which the 2009 report by the Centre d’Analyse Stratégique (French Strategic Analysis Centre) is the latest example in France.

Dismissing any ethical reservations, how should this contribution to the change of trajectory emerge? Through which mechanisms are economic assessments supposed to inform public and private decision-making processes and steer them towards greater attention to biodiversity? If they are so important, why is there still such a gap between the repeated calls to carry out economic assessments of biodiversity, their actual development and especially their practical use? The lack of any real theoretical or methodological innovation in the field of economic assessments of biodiversity over the past 30 years, along with the accumulation of literature reviews presenting all the assessment methods available, call instead for an approach to this problem from the viewpoint of the use and mobilisation of tools available in real decision-making situations. Acknowledging that beyond the codified and orthodox methods, the use of economic analysis is common yet diffuse, varied and partial, it is important to explore its mechanisms, motives and issues.

Today, these apparently central issues seem paradoxically to have been somewhat abandoned in international research and are rarely explicit in the different stakeholders’ expressions of interest in these tools. Even so, they are still fundamental from the viewpoint of action, while raising key questions regarding the linkage between economic analysis and decision-making. The aim of IDDRI’s project, which is based on case studies, is therefore to conduct research that puts the use of these assessments, rather than their methodologies – as is usually the case – at the centre of the approach. The theoretical challenge is thus to demonstrate that the principle of relevance in the social field imposes its own standards on economic assessments, which are, in theory, no less legitimate than the rules directly pertaining to economic science. In more practical terms, focusing on use must therefore ultimately result in new ways of conducting assessments, and in a framework of analysis that enables environmental stakeholders to use these assessments to their advantage.
The implementation of the Cartagena Protocol on Biosafety to the Convention on Biological Diversity (CBD), which entered into force in 2003, is still facing challenges, while the production of genetically modified (GM) crops is increasing throughout the world.

The Protocol seeks to control transboundary movements of living modified organisms (LMOs) that may have adverse effects on the conservation and sustainable use of biological diversity. One of its key provisions is the Advance Informed Agreement Procedure prior to transboundary movements of LMOs.

Six years after the Protocol entered into force, several elements of controversy and uncertainty remain, making its application problematic. The text of the Protocol translates the difficult balance between the desire to protect biodiversity and the promotion of modern biotechnology as a tool for sustainable development. Many stakeholders see this dual objective as contradictory. At the same time, scientific controversy surrounding the impact GMOs have on biodiversity is contributing to disrupting negotiations. Moreover, the text, as with all texts obtained by consensus, leaves much room for interpretation. Thus, recognition of “an adequate level of protection” (art. 1) in accordance with the precautionary approach is subject to different readings. Finally, the non-participation of the United States and Argentina, the first and second largest producer-exporters of GMOs, limits the scope and effectiveness of the Protocol.

In this context, the effective governance of biodiversity is no longer applied solely in a top-down manner, according to the terms of the Protocol; it is also the result of national measures and translations of the principles it contains. As with climate issues today, being aware of and understanding the national policies and measures of the major stakeholders is essential to anticipating the scope of an agreement and appreciating its performance. IDDRI has thus focused on Brazil’s contribution to the negotiation process on biosafety. As a key megadiverse country in international discussions, Brazil is particularly active on issues concerning the handling, transport, packaging and identification of LMOs. Within the framework of the research project on “The behaviour of the emerging countries in the governance of sustainable development: contestation, conservation or reform?”, a field study was conducted in partnership with the University of Brasilia among the public and private organisations in the Brazilian agri-food chain.

This study shows that Brazil plays an unquestionable regional leadership role on the matter, especially among the Group of Latin America and Caribbean Countries (GRULAC). Brazil actively participates in experience sharing on capacity building, risk assessment and management, mobilising the GRULAC. Its regional influence is all the greater since it launched a network of Latin American experts from the megadiverse countries (including Colombia, Costa Rica and Peru) in order to support an informed application of the Cartagena Protocol. This investigative work was the opportunity to acquire first-hand information, which is unavailable in Europe, on the political economics of biosafety in an emerging country, and its consequences for global governance.

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Cities are now recognised as being one of the major challenges in the transition towards a sustainable world. As both a subject and an object of sustainable development, they are also often considered as a laboratory in which the concept can be tested, or even one of its catalysts.

CITIES: A NERVE CENTRE FOR SUSTAINABLE DEVELOPMENT

Most of the world’s economic activity takes place in cities, which are now home to half of the world population. According to projections, they will have to accommodate 2 billion more people by 2030. Today, the bulk of global urban growth is occurring in the Southern cities, where the massive, rapid urban transition is reproducing the expansion model seen in cities in industrialised countries.

To varying degrees depending on the level of development of the country, the mechanisms of urban production clearly run counter to sustainability objectives in their different components – economic, environmental and social. With urban sprawl, congestion, local and global pollution, segregation and fragmentation, any compromise between the three requirements of sustainability is difficult to achieve in urban areas. We still know very little about the city, which is a complex system that is often poorly understood.

There is therefore an urgent need to develop research on city governance from this perspective, especially a coherent connection between the economic and financial mechanisms at work in real estate and property markets and the elements of sustainable development policy that are being implemented in different places. Urban production, understood as a form of collective action, is still somewhat deaf to scientific messages about sustainability. More than 15 years after Rio, the individual and collective responses provided to date fall very short of the challenges facing us. Obviously, knowledge in itself is not enough to forge a collective will and to change attitudes and behaviours.

This interface between the sphere of knowledge and that of collective action and behaviour is the backbone to the Urban Fabric programme set up by IDDRI in 2009. As the challenge of the sustainability of urban development hinges on the linkages between individual choices (individuals and companies) and collective choices (made at different levels: municipal, urban, national, or international), it is important to understand the collective inability to act in time and to find the conditions needed to break the deadlock.

IDDRI has chosen to approach these issues by analysing the urban fabric – defined as all economic, political, legal and sociological processes whose interactions determine the production of the urban and peri-urban framework. The aim is to shed light on urban development mechanisms and the conditions needed for a change to the development trajectory, to thereby facilitate a shared understanding of the issues, to put them into a global perspective and to accompany the transition towards a sustainable path. Although the opportunities presented by the issue of sustainable urban development formally present a unified framework, we must not lose sight of...
the radical differences between the conceivable paths according to the level of development. Geneva is not Dhaka, Frankfurt is not Lagos, and Bangkok will never be Tokyo.

Three cross-cutting focal areas structured the programme during its first year of existence: the role of the financial and fiscal mechanisms that govern urban production; public policy design and urban development paths; and the role of cities in international climate negotiations.

THE ROLE OF FINANCIAL AND FISCAL MECHANISMS IN THE URBAN FABRIC

Many stakeholders are involved in the urban fabric: landowners and property owners, building contractors (residential and non-residential), producers and operators of infrastructure and services, and the public authorities in their role as planners, regulators and managers, etc. The urban fabric is characterised by a complex interplay between stakeholders and diffuse urban production processes, evolving within a framework defined by market mechanisms, technical pathways (constraints and opportunities) and public interventions (regulations, economic incentives and investments, etc.).

Thus, one of the programme’s primary fields of research examines the interface between private and public stakeholders, especially through the political and institutional mechanisms of urban production. In this field, IDDRI has pursued its project on funding for urban drinking water and sanitation services in developing countries, launched in 2008 in partnership with the Institut de Recherche pour le Développement (French Research Institute for Development - IRD). Another research area concerns the financialisation of property and its impact on city structure, with the risk of failure so strikingly illustrated by the sub-prime crisis in the United States.

PUBLIC POLICY AND URBAN DEVELOPMENT PATHS

The organisation of this research area is structured around three issues. The first examines the measurement of sustainable development performance in cities and in the private, public or mixed companies that provide urban services. While considerable research has been done, the issue of the criteria and indicators that can be used to judge, assess and monitor sustainable development performance in urban areas remains unresolved. IDDRI is helping to answer this question within the framework of a research project launched in 2009 by the French National Research Agency (ANR) – as part of its Sustainable Cities programme – on local climate plans and the Integrated Territorial Economic Approach for the Climate (AETIC). Second, questions must be asked about the desirable and possible paths for achieving urban sustainability targets. The urban fabric is characterised by the cumulative effect of public and private decisions on a territory, determining the possible development paths, but also the irreversibilities. These questions are analysed particularly through “factor 4” scenarios for heating and domestic hot water in the housing sector in France and the transition to low-carbon buildings in Chinese cities.

The third and final issue concerns the instruments, and therefore the quality of the signal given by public policies, enabling developments in the urban fabric with a view to placing cities on sustainable paths. In this field, at the request of the China Council for International Co-operation on Environment and Development (CCICED), IDDRI co-chaired a Task Force on energy efficiency and development, which concluded with the submission of a report putting forward political recommendations to the
government aimed at reducing energy consumption in Chinese cities (see Highlight p. 25). Analysis of the urban component of climate change mitigation and adaptation strategies in California has also made it possible to study the issue of the local balance between mitigation and adaptation, to assess policies to tackle these issues, and to determine how a territorial approach – integrating transport and urban planning – may help to meet this dual challenge.

CITIES, AN INTERNATIONAL ACTOR IN SUSTAINABLE DEVELOPMENT

Different stakeholders have shown growing interest in the prospect of cities playing a greater role in climate change policy. The role of urban areas will be crucial in the fight against climate change; this is where pressure on the environment and climate change will be at their worst, and where there will be considerable need for adaptation. However, cities are also areas where action can be rapidly implemented, thereby giving new and immediate impetus to greenhouse gas emissions reductions.

In this context, IDDRI is striving to examine the political mobilisation of urban territories, through the different city networks (C40, Energie Cités, EuroCities, Ville en santé, etc.), but also individually with states. The aim is to question the place of cities and the role they can (and intend) to play in the construction of a global governance of sustainable development: what relationships exist between the city, as a place of governance, and the other organising powers? What relationships exist between the different decision-making areas and technical areas? IDDRI addresses these questions particularly within the framework of the Task Force launched by the European Union on global climate change policy and the growing role of cities, chaired by Laurence Tubiana and led in partnership with the Centre for European Policy Studies (CEPS).

The challenge of the sustainability of urban development hinges on the linkages between individual and collective choices.”
Within the framework of its national programme on climate change, China has adopted national targets for reducing its energy intensity and greenhouse gas emissions: a 40 to 45% cut in carbon intensity by 2020 relative to 2005 levels. Cities are responsible for a growing share of CO2 emissions. In China, transport and buildings currently represent around 27% of total energy consumption, which is comparable with the US level in the mid-1950s. However, China’s rapid economic growth (7.4% per year over the last 10 years) suggests that these two sectors will play a greater and greater role in total energy consumption in the country over the coming decades. Due to the rapid pace of urbanisation, floor area per capita in China has quadrupled over the last 15 years, with over 1 billion m² of new buildings completed every year. Automobile transport is also rapidly expanding, and fuel consumption increased on average by almost 9% per year between 1990 and 2008.

Within the framework of the China Council for International Cooperation on Environment and Development (CCICED), the Task Force on energy efficiency and urban development, co-chaired by Laurence Tubiana and Professor Jiang Yi, Director of the Building Energy Research Center at Tsinghua University, submitted a report in November 2009 putting forward political recommendations to the government with a view to reducing energy consumption in Chinese cities.

One of the key findings of this Task Force is the importance of changes in consumption models in the dynamics of growth in urban energy demand. The surveys conducted reveal the coexistence of consumption models with very different consequences for energy: a “historical” model, firmly rooted in Chinese cultural values, with a fairly low level of energy consumption per capita, and a model that imitates the OECD countries, with a high level of energy consumption per capita. Unquestionably, a rapid increase in wealth today goes hand in hand with the “imitative” model for an as yet limited – but rapidly growing – section of the Chinese urban population, especially in the Eastern provinces. This phenomenon is causing increasing social inequity, with the majority of the population suffering both poverty and rapid environmental degradation. As China is trying to dramatically reduce its energy intensity, two key levers are in the hands of the national and local authorities: first, the development of a low-energy consumption model that is both modern and inspired by tradition; and second, urban planning that encourages urban compactness and mixed urban functions in order to limit mobility requirements.
IDDRI AT A GLANCE

IDDRI
The Institute for Sustainable Development and International Relations has the status of an association (French Law 1901). It was created in 2003 to replace a Scientific Interest Group set up in 2001, and has worked in conjunction with its research Foundation since 2004.

Founding Members
Dominique Bourg, Manuel Castells, Jean Jouzel, Daniel Lebègue, Sunita Narain, Ahmedou Ould-Abdallah, Jan Pronk, David Kunnals, Jeffrey Sachs, Jean-Michel Sèverino, Achim Steiner.

Active Members
The active members belong to several categories:
- Research and teaching organisations: CIRAD, CNRS, Ecole Polytechnique, INRA, IRD;
- Civil society organisations: NGOs (ADEME, EpE, WWF International), trade organisations (CFDT);

Board
The board is made up of representatives of the active and founding members: Dominique Bureau, Ecole Polytechnique; Henri Catz, CFDT; Françoise Gaill, CNRS; Timothy Geer, WWF International; Françoise Guichard, GDF-Suez; Patrick Herbin, CIRAD; Bernard Hubert, INRA; Pierre Jacquet, AFD; Jean Jouzel, IPSL; Daniel Lebègue, IFA; Daniel Lefort, IRD; Olivier Luneau, Lafarge; François Moisan, ADEME; Claude Nahon, EDF; Jean-Pierre Tardieu, Institut Veolia Environnement; Claire Tutenuit, EpE.

Executive Board
Daniel Lebègue, Chair; Bernard Hubert, Secretary; Claude Nahon, Treasurer.

THE FOUNDATION
The Research Foundation for Sustainable Development and International Relations was created and recognised of public interest on 23 December 2004.

In view of the association/foundation merger, the statutes of the foundation were modified in order to:
- increase the number of administrators from 12 to 15;
- widen the mission so as to integrate the association’s activities in the perspective of a fusion between the two structures;
- adopt the Foundation’s new name, Fondation Institut du développement durable et des relations internationales (or “IDDRI”). These statutes were approved by the French State Council on November 4, 2009.

Founding Members
EDF, EpE, GDF, Lafarge, Saint-Gobain, Suez, Institut Veolia Environnement.

Board
The board is divided into three constituencies and has welcomed three new administrators with the approval of the new statutes.
- Founding members: Françoise Guichard, GDF-Suez; Olivier Luneau, Lafarge; Claude Nahon, EDF; Jean-Pierre Tardieu, Institut Veolia Environnement; Claire Tutenuit, EpE.
- Ex officio members: ADEME, AFD, CIRAD, CNRS, INRA.

Executive Board
Jean Jouzel, Chair; Françoise Guichard, Vice-Chair; Claude Nahon, Treasurer; Michel Eddi, Secretary.

SCIENTIFIC COUNCIL

This council is common to both the Institute and the Foundation: Dominique Bourg, Lausanne University (Switzerland); Dominique Bureau, Ecole Polytechnique; Francis Delpeuch, IRD; Olivier Godard, CNRS; José Goldemberg, Brazilian Association for Scientific Progress; Pierre-Henri Gouyon, Paris-Sud University; Michel Griffon, CIRAD; Claude Henry, CNRS, president; Carlo Jaeger, PIK (Germany); Marianne Lefort, INRA; Hervé Le Treut, CNRS; Mans Lönnroth, Volvo Foundation (Sweden); Christine Noiville, CNRS; Nicholas Stern, LSE (United Kingdom); Alessandro Vercelli, University of Siena (Italy).
IDDRI’s budget for 2009 is estimated at 2 million euros – 2.4 million euros if secondment costs are included. Resources are provided by members, French ministries (Foreign Affairs, Environment, Research), European projects and different national and international partners. Research institutes provide in-kind contributions by means of staff secondment.

Foundation
The Foundation’s 2009 budget stood at 675,000 euros. Expenditures mainly consist of research programmes funding.
THE TEAM

Laurence Tubiana
Director

Lucien Chabason
Senior Advisor

Michel Colombier
Scientific Director

Noura Bakkour
Special Assistant to the Director

Carine Barbier
Research Fellow
Cities & Energy

Pierre Barthélémy
Publications and Internet

Raphaël Billé
Programme Director
Biodiversity & Adaptation

Tiffany Chevreuil
Administrative Assistant

Claudio Chiarolla
Research Fellow
Biodiversity Governance

Julie Cohen
Outreach Assistant

Elise Coudane
Events & Outreach

Lisa Dacosta
Secretary-General

Nicole De Paula Domingos
In charge of organizing R2DS Seminar

Sophie Galharret
Research Fellow
Climate & Energy

Benjamin Garraud
Research Fellow
Adaptation to Climate Change

Françios Gememne
Research Fellow
Climate & Migrations

Stéphane Guéneau
Programme Director
Governance and Emerging Countries

Emmanuel Guérin
Programme Director
Climate Negotiations

Norichika Kanie
Visiting Professor
Marie Curie Fellowship

Hubert Kieken
Project Officer
Climate and Energy

Benoît Lefèvre
Research Fellow
Urban Fabric

Jun Li
Research Fellow
Urban Public Policies (China)

Alexandre Magnaan
Research Fellow
Vulnerability & Adaptation to Climate Change

Benoît Martimort-Asso
Director
Development & Communication

Marane Ndour
CRPS, PhD student
Globalisation & Health

Romain Pirard
Research Fellow
Forests

Vincent Renard
Senior Researcher
Urban Fabric

Julien Rochette
Research Fellow
Oceans & Coastal Zones

Mathieu Saunot
PhD Student
Transition costs towards low-energy cities

Carole-Anne Sénit
Project Officer
Climate Governance

Lucilia Tanchereau
Administrative Manager

Sébastien Treyer
Director of Programmes

Tancredè Voituriez
Programme Director
Governance

Xin Wang
EHESS, PhD student
International Trade & Climate

Matthieu Wemaëre
Permanent IDRI Representative
to European Institutions in Brussels
Interns
Every year IDDRI welcomes several students as interns, working on its research areas.

Angel Armas  June 1st, 2009 – September 30th, 2009
AgroParisTech (Master - Sciences and Technologies, specialisation “Environnemental Management of Ecosystems and Tropical Forests”)
PES in Peru – Transaction and Opportunity

Guillaume Calas  March 2nd, 2009 – April 17th, 2009
AgroParisTech (Engineer student)
Carbon capture and storage: From demonstration to deployment

Kathleen Dominique  June 23rd, 2009 – September 30th, 2009
Sciences Po (Master of Public Affairs)
Transfer, deployment and diffusion of low carbon technologies

Sciences Po (Master of Public Affairs)
Comparative analysis of European and American climate policies

Malika Peyrault  September 7th, 2009 – January 15th, 2010
Sciences Po (Professional Master - International Affairs)
The role of UNHCR in situations of environmental degradation and natural disasters

Moritz Remig  March 30th, 2009 – September 30th, 2009
École Polytechnique (Master - Economy of Sustainable Development, Environment and Energy)
Historical responsibility and equity in international climate change negotiations

Romain Riollet  March 1st, 2009 – March 31st, 2009
University of Toulouse-Le Mirail (PhD - Sociology)
Analysis of the EU climate and energy package

Mathieu Saujot  April 1st, 2009 – September 30th, 2009
École des Ponts ParisTech (Master - Economy of Sustainable Development, Environment and Energy, specialisation “Environment”)
The argument of justice in international negotiations on climate – An analysis based on the theory of justification

Nina Treu  November 2nd, 2009 – December 20th, 2009
Sciences Po-University of Heidelberg (Germany)
Follow-up of COP 15 for Mediterre website (IEPF, Institute of Energy and Environment for French-speaking countries)

Melike Yalcin  May 1st, 2009 – September 1st, 2009
École des hautes études en sciences sociales (PhD - Society Sciences)
An analysis of French territorial climate plans

The Sciences Po Sustainable Developement Centre (SDC) Team

Thierry Hommel, Deputy Director (until September 30)
Thomas Boulogne, Deputy Director (from October 1st)
Claude Henry, Scientific Advisor
Sophie Eclappper, Assistant
Julie Cohen, Outreach Assistant

Classes Taught by the IDDRI and SDC Team

Undergraduate
- Analysis of Global Change (lecture and seminar)
- International Governance of Migration (Nancy campus)
- Climate Change: A Political Introduction (Nancy campus)
- International Politics of Climate Change (Nancy campus)

Master of International Affairs (MIA), specialisation in Economics of International Development
- The Institutions of Capitalism: law, state, market

Master of International Affairs (MIA), specialisation in Environment, Sustainable Development and Risks
- International Institutions of Sustainable Development
- State and Non-State Actors
- Innovation and Sustainable Development
- Politics of Sustainable Development
- Governance and Globalisation
- Global Classroom: Integrated Practices in Sustainable Development

Master of Public Affairs (MPA)
- Global Governance for Sustainable Development

Master Economics and Public Policy (EPP)
- Global Governance of Sustainable Development

Professors

Lucien Chabason ; Michel Colombier ; François Gemenne ; Sophie Galharret ; Emmanuel Guérin ; Claude Henry ; Thierry Hommel ; Benoit Martimort-Asso ; Laurence Tubiana ; Tancrède Voituriez ; Matthieu Wemaëre.

Changes at IDDRI

François Pacquement’s secondement ended in 2009. Cyril Loisel, Climate Programme Director, left IDDRI to join the Ministry of Foreign and European Affairs. Selcan Serdaroglu’s (research fellow, international governance of biodiversity) mission ended in 2009. She returned to the university of Galatasaray (Istanbul, Turkey) as assistant professor in international relations. Manuella Poli (assistant to Michael Zammit Cutajar) and Patrick Vachey’s (special assistant to the director) missions ended. Marisa Simone joined the World Bank as French Web Translation Editor. Banedé Sako (administrative trainee) ended her training at IDDRI.