

Local Government Climate Roadmap

Comprehensive
Post-2012
Global Climate
Agreement

Copenhagen 2009
UNFCCC COP 15

Poznan 2008
UNFCCC COP 14

Bali 2007
UNFCCC COP 13

A POST-2012 GLOBAL CLIMATE AGREEMENT REQUIRES NATIONAL-LOCAL PARTNERSHIPS

REPORT ON THE INTERNATIONAL ADOVCACY WORK OF LOCAL GOVERNMENTS BALI-POZNAN-BONN

Advocacy under the Local Government Climate Roadmap

- The Local Government Climate Sessions, Poznan, Poland, 9-11 December 2008 (COP14)**
- Bonn Climate Talks, 28 March - 8 April, 2009 (Pre-event COP15)**

INDEX	PAGE
1. Local Government Climate Roadmap: the Bali-Poznan-Copenhagen Process	3
2. LOCAL GOVERNMENT CLIMATE ROADMAP: Statements, Messages and Positions	6
3. Local Government advocacy efforts at COP 14, Poznan, Poland, 9-11 December 2008 (COP14)	11
4. Local Government advocacy efforts at Bonn Climate Talks, 28 March - 8 April 2009.	12
5. Other Local Government Roadmap Activities (in country)	13
ANNEX 1 - Proposal for a Decision by the Parties to the UNFCCC	14
ANNEX 2 - United Nations Framework Convention on Climate Change and the Kyoto Protocol	16

"The evidence of escalating climate change is indisputable and the world's cities which account for 80% of humanity's production of greenhouse gases, recognize that inaction is not an option. The Mayors of the world's cities are the great pragmatists on the world's stage. Results, not ideology, are what matter to us."

Mayor Michael R. Bloomberg of New York City, USA, on behalf of ICLEI, addressing the United Nations Climate Change Conference (COP13) in Bali, 14 December 2007

"Cities and local governments are the entities that actually implement climate mitigation and adaptation policies on the ground. It is quite simple – without cities and local governments, national governments will not be able to reach their targets and meet their commitments. Our children and future generations will judge all levels of government on how we have tackled this global challenge."

Lady Mayor of the City of Bonn (Germany), Bärbel Dieckmann, addressed the UN Climate Change Conference Plenary (COP13), in Bali, as Chair of the World Mayors Council of Climate Change (WMCCC).

"We have gathered here in Poznan to advocate the need for an ambitious post-2012 climate mechanism that should also recognise the role of cities and local governments in climate action."

Municipal Commissioner of Thane, India, Mr Nadkumar Jantre, on behalf of ICLEI, addressing UN Climate Change Conference Plenary (COP14).

1. Local Government Climate Roadmap: the Bali-Poznan-Copenhagen Process

Introduction

The United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto protocol do not recognise the fact that cities, local or regional governments are relevant actors to national governments to help combating climate change.

However, today more than 50% of the world's population lives in urban areas, where up to 73% of all energy is consumed (according to the IEA). By 2030, two third of humanity will live in cities and, especially, fast growing cities in developing countries, are highly vulnerable to the impacts of climate change.

If genuinely empowered and resourced, local governments have a large potential to achieve substantial emission reductions in their local areas and, therefore, they can act as essential actors/partners to national government to help ensuring that global and ambitious targets of greenhouse gas emission reductions are being met.

The upcoming opportunity of a new international climate deal and the consequent agreement-seeking process is therefore taken up by the global local government associations, with a view to seek the necessary empowerment and recognition of cities and local governments in a UN post-2012 framework on climate change.

In an unprecedented display of unity of purpose, leading local government associations worldwide, representing communities around the globe, have embarked on a two-year strategy - the Local Government Climate Roadmap – to work for a strong and comprehensive post-2012 climate regime and to draw attention to the crucial role and interest of local governments (LGs) in climate protection. (www.iclei.org/climate-roadmap)

The roadmap was launched in Bali, Indonesia, in December 2007 at the Local Government Climate Sessions held in parallel to the annual United Nations Climate Change Conference – in this case the 13th Conference of the Parties (COP13).

It is designed to be an accompanying process to the international negotiations leading up to COP15 in Copenhagen, Denmark in December 2009, where the post-2012 climate agreement shall be negotiated and hopefully adopted.

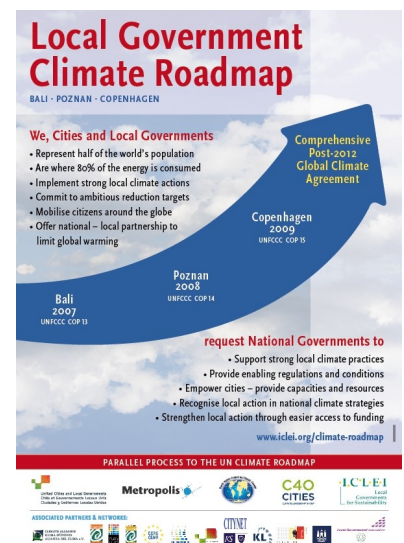
Partners of the LG Climate Roadmap

This process was started by the global local governments associations and networks:

- ICLEI – Local Governments for Sustainability (ICLEI),
- United Cities and Local Governments (UCLG),
- World Mayors Council on Climate Change (WMCCC),
- C40 Climate Leadership Group (C40),
- Metropolis

Within the process, these organisations work together with their regional and national associations, networks and partners, such as CEMR, ASPAC, FLACMA, Eurocities, Energie-Cités, Climate Alliance, Italian LA21 Coordinating Committee, LGA UK, Norwegian Association of Local Governments, the cities of Geneva and Copenhagen, UNEP, UN-Habitat, and with the support of others, including national governments.

ICLEI acts as international Roadmap facilitator and is the Local Government and Municipal Authorities (LGMA) Constituency Focal Point of the United Nations Framework Convention on Climate Change (UNFCCC).



How does the LG Climate Roadmap process work?

Within the joint roadmap process, Local Government associations:

- cooperate and coordinate their activities,
- develop joint messages/positions to key issues,
- express these messages/positions vis-à-vis national governments and the UN, media and stakeholders, and
- advocate for these messages/positions through their members and partners on national and international scale.

Advocacy process under the LG Climate Roadmap

There are five constituencies of the admitted observer organisations to the sessions of the UNFCCC; one of them are “Local Governments and Municipal Authorities”. Through this capacity, LGs have the opportunity to address COP delegates on behalf of Local Governments and Municipal Authorities (LGMA), during the high level segment.

Thus, Mayor Bloomberg of New York City, and Lady Mayor Dieckman of the City of Bonn, addressed the COP 13 high level segment in Bali in 2007; in Poznan, Municipal Commissioner of Thane, India, Mr Nadkumar Jantre addressed the COP 14 delegates, requesting to recognize the key role LGs play in climate protection, as well as offering the Parties to enter into a systematic dialogue with LGs when it comes to implementing a comprehensive post-2012 climate agreement.

After the Local Government Climate Sessions held in parallel to COP 13 in Bali, the first global strategic symposium on the roadmap was held in Geneva in October 2008, bringing together networks and thematic experts in order to identify priorities and share of tasks. Further symposia took place in Barcelona and in Nantes in 2009.

In parallel to the COP 14 in Poznań, Poland in December 2008, the Local Government Climate Sessions were organised where the most relevant issues were discussed and the draft text for a COP Decision on “Cities, Local Authorities and Climate Change” was presented (www.iclei.org/poznan2008).

Key international organisations and national delegation representatives have been contacted since Bali, especially during COP 14 and the Bonn Climate Change Talks, among them representatives from Australia, EU Troika (Czech Republic, European Commission, Sweden), France, Spain, Mexico, Japan, Belgium, Indonesia, Germany, Poland, Sri Lanka, as well as the Chairs of the UNFCCC Working Groups.

Next steps include the development of thematic papers, advocating and negotiating with national governments with and on behalf of LGs around the globe.

Pre-events to COP15 in 2009, such as the Bonn Climate Change Talks in June and the Bangkok Climate Change Talks in September, will be used to offer partnership to national government against climate change and to call for improved support and framework conditions from national governments and international actors in the post-Kyoto (post-2012) phase.

Important Local Government Climate Roadmap events in 2009

Key events to further advance and advocate the LG Climate Roadmap include:

- The **Local Government Climate Change Leadership Summit** from June 2 to June 4, 2009, in Copenhagen, Denmark, which shall support the dialogue between national and local governments in order to move forward with the cooperation on main issues highlighted in the Roadmap. For more information, visit www.kl.dk/localclimatesummit

- The COP 15 in December 2009 in Copenhagen will be the point of culmination of the LG Climate Roadmap, and Local Government will be present. The **Copenhagen Climate Summit for Mayors** is planned in parallel to COP 15 and will culminate in a strong local message highlighting the vital role communities are playing in climate protection, and how LGs can help national governments to achieve ambitious CO₂ reduction targets.
- Furthermore, a series of **Local Government Events** at the national level in EU-27 countries was started in order to disseminate local governments' common vision of a strong and comprehensive post-2012 global climate agreement. In **emerging economies**, these events will be organised in the following months, concretely in Brazil, China, India, Indonesia, Mexico and South Africa during 2009.

This national mobilisation of local governments is driving the Local Government Climate Roadmap until COP 15 in Copenhagen and assures that the message is distributed widely.

The LG Climate Roadmap partners hope that the post-2012 global climate agreement will be strong and comprehensive and that there will be an agreement on ambitious reduction targets, as well as actions for adaptation, technology transfer and finance.

It is strongly hoped for that the experiences and key role of Local Governments in climate change shall be recognised by the Parties internationally and that national governments will empower and resource their LGs so that to go further in their Local Climate Action to help national governments in the Agreement implementation

2. LOCAL GOVERNMENT CLIMATE ROADMAP: Statements, Messages and Positions

Introduction

The local government associations and networks work jointly towards a set of statements that are discussed during the LGCS in Poznan and presented to COP 14, advocated for during the year 2009 and hopefully consolidated at COP 15 in Copenhagen.

The envisaged statements are:

- Draft text for a COP decision on Cities, Local Authorities and Climate (recognition of the role of local governments in a post-2012 climate agreement)
- Local Government Messages (messages on selected issues currently under development)
- Local Government Opinions (joint opinions on further issues related to the current climate debate)

A Draft Text for a COP Decision on Cities, Local Authorities and Climate

Climate mitigation involves taking action to reduce greenhouse gas emissions and to enhance sinks aimed at reducing the extent of global warming.

At national level, deep emission cuts by industrialised countries are needed to achieve a reduction of 50% over 2000 levels by 2050 to stabilise the rise in temperatures between 2 – 2.4 °C, based on IPCC scenarios. These countries must continue to take the lead in mitigation, given their historic responsibility and economic capabilities.

However, a future international climate change regime requires also engagement of developing countries, which may need incentives to limit their emissions while safeguarding economic development and poverty eradication.

At a local government level, a number of human activity sectors that are typically facilitated directly within the urban context are major contributors to greenhouse gas emissions, and hence to climate change. Therefore, mitigation must massively influence patterns of use in the urban context, and hence makes, at a very practical level, mitigation a significantly urban activity.

Local governments world wide have undertaken – at a voluntary basis - considerable measures to combat climate change as well as committed to ambitious greenhouse gas emission reduction targets.

Strong of these experiences, local governments are therefore unique partners to national governments in a joint ambition to limit global warming with effective legislation, planning, policies and measures at each appropriate authority level.

Positioning Discussion:

Action of nations in view of limiting global warming must ensure a strong recognition, empowerment and partnership with their local governments, as well as include the necessary enabling structures and resources to ensure that local climate action is a consistent part of national climate strategies.

Any future multilateral agreement, decisions or agreed efforts on limiting global warming and combating climate change must therefore highlight the need for partnership between national

and local governments so as to ensure consistent planning and implementation at appropriate authority level.

Status:

The global Local Government Roadmap partners and their associated regional or national partners agreed on a text for a draft COP decision (see annexe) and officially presented this at the Local Government Climate Sessions in Poznan, Poland.

This Draft COP decision was presented by Municipal Commissioner of Thane, India, Mr Nadkumar Jantre, to the UN Climate Change Conference Plenary (COP14); the Draft COP decision was also submitted within the UNFCCC process.

Next Steps:

Advocacy efforts will be undertaken throughout 2009 towards Parties of UNFCCC with a view of tabling a discussion(s) leading to the adoption of such a COP Decision at COP15. To this end, bilateral meetings will be organised with Parties at the COP15 pre-events (Bonn Talks in Bonn in April and June and in Bangkok in September). The EU Troika and EU27 will be given particular attention in this exercise, as well as France, Mexico, USA, Australia, South Africa, India, China.

The draft COP decision will also be intensively discussed with Ministers at the Local Government Climate Leadership Summit that will take place 2-4 June 2009 in Copenhagen.

Adaptation

The call for adaptation results from a clear understanding that a degree of global warming is unavoidable. Cities around the globe have started to assess their vulnerabilities and are adapting to these. The successful approval of an internationally agreed deal to combat climate change in Copenhagen, and the effectiveness of that agreement over time in mitigating global warming, will determine the degree of climate change humanity will have to adapt to.

From a local government perspective, adaptation needs are highest there where potential threats exist to existing infrastructure, inhabitants and nature in human settlements. Hence, wherever climate change risk to impact a human settlement, adaptation is required.

The work of the IPCC shows that almost no region will be spared a degree of impact. As such, adaptation will be an activity nearly universally relevant to all local governments, and especially in coastal regions, regions threatened by desertification, disease or drought, as well as mountainous areas.

Some of the adaptation challenges must be addressed by LGs and their existing capacities examined in particular in the field of land use planning, community health, natural disaster management, and infrastructure development.

Positioning Discussion:

Local governments world wide must be included in national and international risk prevention and resilience planning. Local governments must be ensured access to any international or national corresponding structures, mechanisms and funding aimed at adapting to climate change.

National governments must create enabling structures for local governments and provide them with the necessary capacities and resources in order to analyse, plan and implement required adaptation measures at local level.

Status:

Adaptation is an area where substantial resources and investments will need to be deployed both at international, national and local level and where at the same time, uncertainties about projected impacts may be high. National Governments have done some work on adaptation as well as some LGs. There is a need now to build on these first experiences and increase scientific knowledge.

In Australia, Penny Wong, Minister for Climate Change and Water stated that some Local communities in some way have been ahead of governments, sometimes first in terms of understanding of the reality of climate change but moreover in terms of the response to it; since they have not waited, they have just gone on with it; and that is a great cause of optimism, and therefore, the role of national governments should be to foster that, support it, and resource it in the ways national governments can.

Next Steps

Advocacy efforts will be undertaken throughout 2009 towards Parties of UNFCCC. In particular a detailed screening of their proposals as to the inclusion of the important role and capacity increase of local governments will be undertaken. It is aimed for that those parts of the post-2012 agreement dedicated to adaptation will make reference to local governments and be included in national and international risk prevention and resilience planning. In addition, local governments must have access to international or national funding mechanisms. To this end, bilateral meetings will be organised with Parties at the COP15 pre-events (Bonn Talks in Bonn in April and June and in Bangkok in September), in particular with Australia.

Carbon Trading

Emissions trading, as set out in Article 17 of the Kyoto Protocol, allow countries that have emission units to spare – emissions permitted to them but not "used" - to sell this excess capacity to countries that are over their targets. Thus, a new commodity is created in the form of emission reductions or removals. The idea is that trading of permits facilitates the most efficient investment in carbon reduction across all the participants in a scheme.

The USA has a number of schemes, the most recent being the Regional Greenhouse Gas Initiative; at the European level, the EU has been running the Emissions Trading Scheme (EU-ETS) for big emitters of carbon dioxide and is currently revising this scheme. In the UK, the national government has just approved the Climate Change Bill which allows carbon trading with smaller organisations. The threshold for entry is 6,000 Megawatt hours per annum. This lower threshold means that large local authorities are now included in a mandatory carbon trading scheme. It can be argued that if any country is to reach a target of an 80% emissions reduction (on 1990 levels) then most organisations in the public sector should be involved in a dramatic carbon reduction scheme and that trading is one of the strategies likely to deliver such a radical change.

There are significant problems with implementation including the quality of data available, the readiness of the public sector to trade and the role of offsetting. In the UK, the LGiU has been running Carbon Trading Councils with 34 Local Authorities learning in a virtual market. The key messages so far have been the need for smart meters, robust strategic carbon reduction plans to support trading strategies and the need for a space to innovate and find new funding sources.

Carbon trading is a useful tool for entities in developed countries to off-set part of their emissions as an additional activity to their own climate change mitigation actions. This is also relevant to local governments, and programmes are being rolled out e.g. in Japan. More such schemes are needed that specifically address LGs, also to foster direct city-to-city cooperation.

Positioning Discussion:

Local governments have an important role in promoting climate change mitigation and encouraging local businesses to reduce emissions. Increasingly, local governments are expected to lead by example meaning that if carbon trading were to become the dominant model then local governments across the world should be actively participating. However, it is probably not appropriate for small organisations like local authorities to be involved in large schemes such as EU ETS. Instead more local, national or regional schemes should be established. Such schemes will allow local government to fulfil a dual role of facilitator and participant. A local scheme could also allow local offsetting (currently prohibited under Kyoto) While promoting the local level, it should be possible for organisations to connect to the global challenge through carbon permits which can be exchanged through national and international schemes.

Status / Open questions

LG has a role in promoting / facilitating carbon trading within their communities and first experiences are being made. How should participation be organised? In national or regional schemes, or even local schemes to trade with each other – would a mix of levels be useful?

Local offsetting should be allowed – but how do we facilitate this? Communities can participate. Permits should be tradable across schemes – transfer options – what mechanisms can help permits connect to schemes, and what is the nature of this connection?

Next Steps

Advocacy efforts will be undertaken throughout 2009 towards Parties of UNFCCC. In particular, a detailed screening of their proposals as options for inclusion of local governments in national and international carbon trading schemes will be undertaken.

To this end, bilateral meetings will be organised with Parties at the COP15 pre-events (Bonn Talks in Bonn in April and June and in Bangkok in September), in particular with USA and UK.

CDMs and Access to Finance

The Stern Review suggests that an investment of 1% of global GDP is required to mitigate the effects of climate change, with failure to do so risking a recession worth up to 20% of global GDP.

In addition, the contribution of countries to climate change and their capacity to prevent and cope with its consequences vary enormously. The Convention and the Kyoto Protocol therefore foresee financial assistance from Parties with more resources to those less endowed and more vulnerable. Developed country Parties (Annex II Parties) shall provide financial resources to assist developing country Parties implement the Convention. To facilitate this, the Convention established a financial mechanism to provide funds to developing country Parties such as the Clean Development Mechanism (CDM).

CDMs projects are not distributed equally around the world. China, India and Brazil concentrate 67% of the projects. One of the reasons is that the certification cost related to the CDM projects is very high, and therefore, some small countries cannot afford this cost.

CDMs projects are a market-based mechanism; so private companies have and are willing to play a role. Based on the survey carried out by Pricewaterhouse, 90% of companies consider global climate change impacts as strategic or relevant to their operations and 79% of those companies have made or intent to make CDM projects.

As part of the complex system of its implementation, every CDM project has to be approved by a national authority. It is thus not possible for a LG to submit a CDM project directly to the Executive Board of the CDM, instead there must be coordination with the national government. In the case of Brazil, this relation was very positive, also because LGs obtained a benefit from the advice given by the National Authority or the Ministry in charge to adequate the projects to the CDM rules.

While the partnership between local and national governments is crucial for the good implementation of the project, the partnership between LGs and private companies cannot be

neglected. Private companies are needed in this process since there is an initial investment needed to start the project. Therefore, the share of the benefit at the end of the project should be negotiated in advance. Usually the private company gets most of the profit since they make higher investments, and LGs should negotiate hard with the private partner.

The benefits are obtained after the awarding of the Certified Emission Reductions (CERs), which can be auctioned and complete, therefore, the process in the most transparent possible way. The revenue obtained by LGs is invested in LGs activities related to the population affected by this kind of projects.

The key messages are that every CDM project must be well prepared, a good relation between the LG and the national government is necessary and also a good public-private partnership.

Positioning Discussion:

Local governments as well as their industries -as CDM project hosts- are likely to be significant recipients of such funding in future, both for mitigation and adaptation. As such, local governments must have a clear understanding of the financing mechanisms as they develop, and should be given direct access to these.

Local governments should be pushing hard for a 'bridging agreement' for CDM projects post-2012, or investment will be increasingly pushed toward projects providing short term returns at the expense of projects giving long term sustainable reductions.

Status:

It is necessary to foster a good cooperation between local and national governments to implement successfully CDMs projects. In addition, based on existing experiences with CDMs, additional mechanisms for financing projects in developing countries outside the CDMs are needed, since CDMs projects do not cover the entire reality of developing countries.

Next Steps

Advocacy efforts will be undertaken throughout 2009 towards Parties of UNFCCC. In particular, a detailed screening of their proposals and options for improvement of CDMs so that LGs can better participate will be undertaken.

To this end, bilateral meetings will be organised with Parties at the COP15 pre-events (Bonn Talks in Bonn in April and June and in Bangkok in September), in particular with Brazil, China and India.

3. Local Government advocacy efforts at COP 14, Poznan, Poland, 9-11 December 2008 (COP14)

The Local Government Climate Sessions (LGCS) took place on 9-11 December 2008, on the occasion of the 2008 United Nations Climate Change Conference in Poznan, Poland.

The Poznan LGCS have marked an important step in the Local Government Climate Roadmap, from Bali to Copenhagen, in the process that seek empowerment of local governments in the UN post-2012 framework on climate change.

This event brought together local government leaders and their representatives (+350) to in a dialogue with national and supranational levels of government, multilateral bodies and international organisations; being a platform to discuss with relevant UN Climate negotiations stakeholders, positions of Local Governments regarding the post-2012 climate agreement

Main Message

The main message of the LGCS was that *cities and local governments worldwide have a long track of voluntary local climate action; consequently, nations should recognise and build upon these local contributions via strategic partnerships on climate with their local governments. Such national-local climate partnerships should include empowerment, capacities, resources and easier access to funding as well as enabling regulations and framework conditions for the local level.*

“National governments can get substantial support in reaching their GHG reduction targets if they empower municipalities to act on climate. They are well advised to recognise local action in their national climate plans”, said ICLEI Secretary General Konrad Otto-Zimmermann.

Local governments are committed to contribute their part: mayors around the world sign the World Mayors and Local Government Climate Agreement committing themselves to reduce greenhouse gas emissions by 60% from 1990 levels and by 80% from 1990 levels in industrialised countries.

Through the organisation of Local Government Climate Sessions, local government representatives started the advocacy process towards COP 15 towards Parties and high-level representatives of International Organisations. For more information on the programme and participants of the Local Government Climate Sessions please click www.iclei.org/poznan2008

Outcomes

As part of the main objective of the Local Government Climate Sessions in Poznan, the draft text of the COP Decision on “Cities, Local Authorities and Climate Change” (see annex 1) was presented, discussed and advocated for. First meetings were held with the following key stakeholders in the UNFCCC negotiation process on the issue of the Draft text of the COP decision:

- Yvo de Boer, Executive Secretary of UNFCCC and the Chairs of AWGLCA and AWGKP
- Dr. Rajendra Pachauri, Chair of the IPCC
- Penny Wong, Minister for Climate Change, Australia
- Juan Elvira, Minister for the Environment, Mexico
- Evelyne Huytebroeck, Minister for Environment, Energy and Water, Region of Capital Brussels, Belgium and representative for Belgium
- Brice Lalonde, Ambassador for Climate Change, France, EU Presidency

- Patali Champika Ranawaka, Minister, Ministry of Environment and Natural Resources, Sri Lanka
- Prof. Hironori Hamanaka, Chair, Board of Directors, IGES / Keio University and former Vice-Minister for Global Environmental Affairs, Ministry of the Environment, Japan
- Professor Jerzy Buzek, former Prime Minister of the Republic of Poland and Member of the European Parliament
Pedro Ballesteros, Principal Administrator, Unit D3, DG TREN, European Commission
- Norbert Gorissen, “International Cooperation”, Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, Germany
- Sulistyowati, Assistant Deputy for Climate Change Impact Control, Ministry of Environment, Indonesia
- Alicia Montalvo, General Director, Spanish Climate Change Office, Ministry of Environment, Spain
- Anna Tibajuka, Executive Director of UN-Habitat
- Lamia Kamal-Chaoui, Head Urban Development Programme, OECD
- Sylvie Lemmet, Director of the UNEP Division of Technology, Industry and Economics.

4. Local Government advocacy efforts at Bonn Climate Talks, 28 March - 8 April 2009

Main message

At the Bonn Climate Talks, the work that had started at the Local Government Climate Sessions in Poznan was intensively continued mainly through seeking direct discussions with Parties.

Whereas in Poznan, the main objective had been to “present” the Local Government Climate Roadmap and the draft text for a COP decision on “the role of Cities, Local Authorities and Climate Change” in a global post 2012 climate agreement process, the advocacy process during the Bonn Climate Talks focussed instead on the next step, namely “to identify friendly nations” willing to table a discussion within the further negotiations.

This advocacy work was mainly undertaken by ICLEI in close cooperation with local government representatives from the Cities of Copenhagen (DK) and Nantes (F), as well as with representatives of KL Denmark, the Danish Local Government Association.

Outcomes

Within the Bonn Climate Talks, the following was achieved:

- an analysis on submissions to-date of Parties and observer organizations that make a reference to “Local Actions” at the Bali Action Plan; this analysis was prepared and used as a central element to increase awareness of Parties; indeed, until the Bonn Talks only few Parties made explicit reference to the experiences and role of their local governments in climate mitigation and/or adaptation;
- an LGMA side event was organised at the Bonn Climate Talks, which was centered around the Local Government Climate Roadmap and the draft text for a COP decision on Cities, Local Authorities and Climate Change. The side event was one of the few to benefit from UNFCCC Secretariat webcasting (see www.iclei.org/climate-roadmap) and was attended by a number of Party delegates. The side event includes supportive contributions from Parties such as France and Mexico. The side event was announced at [climate-I news group](#) and [ICLEI Web page](#);

- Crucial bilateral meetings were held with Parties: in particular with representatives of the European Commission DG Environment, the EU Troika (EC, Czech Republic and Sweden), Mexico, Australia, Switzerland, Algeria, USA, France;
- The draft COP decision was distributed at the EU Coordination Meeting;
- Further bilateral meetings were held with the Danish NGO Ambassador, with representatives of the BINGO-TUNGO Constituencies, with the Chair of Expert Group on Technology Transfer, with IIED, GHG Management Institute, and WWF
- Active participation has been realized at AWGKP NGO Briefing (question), NGO Forum with UNFCCC Executive Secretary (LGMA Questions), WBCSD Side Event (discussant), AWGLCA Workshop on Economic Consequences (question on behalf of LGMA), AWGKP Closing Plenary (Agenda.3 – aggregate reduction of emissions of Annex-I Parties) and side events of Munich RE, EGTT, EU, 350.org, WWF;

Further action:

- Correspondence with Chair of EGTT to participate as a speaker at the workshop on 13-15 May 2009, in Bonn.
- Nominations at UNFCCC Workshops for European Article.6 in Sweden and adaptation in Egypt.
- Side event and exhibit area application for SB30 (1-12 June) between 14-17 April.
- Submission for Bali Action Plan on 24 April 2009, Proposed concepts: Shared Vision; draft COP decision; Mitigation; NAMAs; Adaptation; NAPAs; Technology transfer; urban services, public procurement; Financing; Adaptation Fund, carbon markets;
- Bilateral meeting with the team of Chair of AWGLCA (Cutajar) in Paris on 29 April
- UNFCCC Logo and Executive Secretary video messaging for Local Government Climate Change Leaderships Summit in Copenhagen on 2-4 June 2009.
- Logistical arrangement for ICLEI/LGMA events at COP15 in December in Copenhagen

5. Other Local Government Roadmap Activities (in country)

(non-exhaustive list)

- Local Government Climate Roadmap (LGCR) was introduced at a side event at the EU Sustainable Energy Week in Brussels, on 10 February 2009,
- LGCR was presented and discussed in Tokyo, Japan on 2 March 2009 in presence of the ministry for Environment,
- LGCR was presented at National Conference on Climate change, Middlesborough UK on 11 March 2009
- LGCR was presented at UN-HABITAT Cities Climate Change Initiative in Oslo on 17 March 2009,
- UNFCCC Secretariat, Swiss, Turkish, Norwegian, OECD delegations, attended the official opening ceremony of ICLEI Bonn Center on 30 March 2009
- LGCR was presented and discussed at Global Cities, Abu Dhabi, UAE on 8 April 2009 in presence of the Minister for Environment and Water,

ANNEXE 1

Proposal for a Decision by the Parties to the UNFCCC

suggested by United Cities and Local Governments, ICLEI-Local Governments for Sustainability, World Mayors Council on Climate Change, C40 Climate Leadership Group, Metropolis as well as regional and national local government associations.

CONFERENCE OF THE PARTIES TO THE CONVENTION ON CLIMATE CHANGE: CITIES, LOCAL AUTHORITIES AND CLIMATE CHANGE

Acknowledging that by 2030, two thirds of humanity will live in urban centres where more than 75% of all energy is consumed today;

Understanding that all cities are highly vulnerable to the impacts of climate change, especially fast-growing cities in developing countries;

Recognising that cities and local authorities are critical when it comes to practical climate actions and that if genuinely empowered and resourced, they have the potential to lead emission reductions to ensure that ambitious targets for the reduction of global greenhouse gas emissions are met. Recalling the Decision on Cities and Biodiversity adopted by the Conference of the Parties on Biodiversity in its 9th meeting;

Drawing lessons from the success of the implementation of the Rio Agenda through Local Agenda 21 and the successful measures that are being implemented by cities around the world on sustainable energy economy through energy savings and the application of new and existing renewable and high efficiency technologies, to reduce dependence on fossil and nuclear fuels and aim for lowest carbon options;

Recognising that cities and local authorities play a critical role in designing and implementing energy and infrastructure guidelines, investment promotion, and consumer awareness campaigns, all of which have direct effects on energy consumption, and in particular on water, energy, biodiversity and communication, education, and public awareness;

Welcoming the commitment demonstrated by the World Mayors and Local Governments Climate Protection Agreement by reaffirming the will of local authorities to accept the challenge and co-responsibility to take action to prevent the dangerous effects of climate change;

Noting that, while responsibilities for implementation of the Convention rest primarily with the Parties, there are multiple reasons for promoting the engagement of cities and local authorities and fostering collaboration with the global local government associations as key partners to the UNFCCC.



The Parties:

- in accordance with and respecting national constitutions and legislation, recognise the role of cities and local authorities in the development and implementation of National Climate Change Strategies and Action Plans, and shall therefore facilitate the adoption by cities and local authorities of practices that support the implementation of these strategies and action plans, as well as support the consistency between local climate change strategies and action plans with National Strategies and Action Plans;
- are committed to engage with the local authority leadership and/or their local authority associations to provide enabling structures and effective framework conditions for climate cooperation with cities and local authorities;
- shall empower cities and local authorities so that they have the abilities, the capacities and the resources required to take necessary action at the local level and to support the Parties in their efforts to meet the agreed targets as appropriate and to implement local climate mitigation and adaptation strategies;
- shall include local authority delegates in the national delegation to the Conference of the Parties and relevant decision making processes hereafter.

The Conference of the Parties:

- recommends to include the development and implementation of local policies in the agenda of the UNFCCC;
- requests the UNFCCC Secretariat to strengthen cooperation with cities and local authorities.

Annexe 2

United Nations Framework Convention on Climate Change and the Kyoto Protocol

The UN process towards a post-2012 global climate agreement

The **United Nations Framework Convention on Climate Change (UNFCCC)** is an international environmental treaty produced at the United Nations Conference on Environment and Development (UNCED), which entered into force on 21 March 1994.

The treaty as originally framed set no mandatory limits on greenhouse gas emissions for individual nations and contained no enforcement provisions; it is therefore considered legally non-binding. Rather, the treaty included provisions for updates (called "protocols") that would set mandatory emission limits. The principal update is the **Kyoto Protocol**.

The major distinction between the Convention and the Protocol is that while the Convention encouraged industrialised countries to stabilise GHG emissions, the Protocol commits them to do so.

The Kyoto Protocol was adopted in Kyoto, Japan, on 11 December 1997 and entered into force on 16 February 2005. 183 nations have ratified the treaty to date. The Kyoto Protocol is generally seen as an important first step towards a truly global emission reduction regime that will stabilise GHG emissions, and provides the essential architecture for any future international agreement on climate change.

By the end of the first commitment period of the Kyoto Protocol in 2012, a new international framework needs to have been negotiated and ratified that can deliver the stringent emission reductions the Intergovernmental Panel on Climate Change (IPCC) has clearly indicated are needed.

This was the main objective of the **Bali Roadmap (Bali Action Plan)**, adopted by the Conference of the Parties during its 13th Meeting in Bali, December 2007. The Roadmap sets the framework for negotiations for a long-term agreement on emissions cuts, including the United States, which the only industrial power to remain outside the UN's Kyoto Protocol.

The preamble of the Bali Roadmap¹ notes the "urgency" of scientific evidence that global warming is unequivocal and that a delay in reducing emissions increases the risk that the impacts of climate change will worsen. The negotiations are to wrap up in Copenhagen in December 2009, to give parties time to ratify the treaty so that it takes effect at the end of 2012, following on from current commitments under Kyoto.

The Bali Roadmap does not specify any clear emissions goal, nor suggest which countries should make emissions cuts or how deep these cuts should be. But in a footnote in the preamble, it refers to scenarios by the UN's Nobel-winning scientists, the Intergovernmental Panel on Climate Change (IPCC), which include a goal of halving global emissions by 2050, compared with the level for 2000. Rich countries would have to cut their emissions by 25-40 percent by 2020. Developing countries will be urged to meet "measurable, reportable and verifiable" steps for tackling their emissions, supported by cleaner technology, financing and skills-building.

The Roadmap includes possible financial support to halt deforestation and forest degradation, which account for roughly a fifth of global greenhouse-gas emissions today.

¹ <http://unfccc.int/resource/docs/2007/cop13/eng/06a01.pdf#page=3>

The **negotiating process on climate change** revolves around the sessions of the **Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC)**, which meets every year to review the implementation of the Convention.

The COP adopt decisions and resolutions, published in reports of the COP. Successive decisions taken by the COP make up a detailed set of rules for practical and effective implementation of the Convention. The COP serves as the meeting of the Parties to the Kyoto Protocol (CMP), which also adopts decisions and resolutions on the implementation of the provisions of the Kyoto Protocol. For the sake of simplicity, the COP/CMP is termed “United Nations Climate Change Conference”. This term covers the entire event, including the many side events and exhibits held parallel to the talks and negotiations.

Following **COP13 in Bali (December 2007)**; the **COP14 in Poznan (December 2008)** therefore constituted an important milestone on the way to **COP 15 in Copenhagen (December 2009)** where an ambitious new climate change deal will be clinched to follow on the first phase of the UN’s Kyoto Protocol, which expires in 2012.

At Poznan, Parties to the UNFCCC took stock of progress made in 2008 and mapped out in detail what needs to happen in 2009 to reach an agreement. In Poznan, delegates – including ministers – discussed their vision for long-term cooperative action on climate change, including a long-term emission reduction goal. The issue of technology has also be high on the agenda and the conference with the issue of risk management and risk reduction strategies.

Commitments under the UNFCCC²

- **An overall framework** — The UNFCCC sets an overall framework for international efforts to tackle the challenge of climate change. It states that the Convention’s ultimate objective is to stabilise atmospheric concentrations of greenhouse gases at a level that would prevent harm to the climate system. The Convention enjoys near universal membership; as of August 2007, 192 countries have ratified it. These countries are referred to as Parties to the Convention.
- **Reporting on emissions** — All Parties must develop and periodically submit special reports called national communications, which must contain information on the GHG emissions of that Party and describe the steps it has taken and plans to take to implement the Convention.
- **National programmes** — The Convention requires all Parties to implement national programmes and measures to control GHG emissions and to adapt to the impacts of climate change. Parties also agree to promote the development and use of climate-friendly technologies; education and public awareness of climate change and its impacts; sustainable management of forests and other ecosystems that can remove GHG from the atmosphere, and to cooperate with other Parties in these matters.
- **Industrialised country commitments** — Industrialised countries, which are called Annex I Parties under the Convention, have additional commitments. These Parties initially agreed to undertake policies and measures with the specific aim of returning their greenhouse gas emissions to 1990 levels by 2000. Annex I Parties must also provide more frequent national communications and must separately provide yearly reports on their national GHG emissions.
- **Sharing technologies** — The wealthier developed countries (called Annex II Parties) must also promote and facilitate the transfer of climate friendly technologies to developing countries and to countries with economies in transition. They must also provide financial resources to help developing countries implement their commitments through the Global Environment Facility (GEF), which serves as the Convention’s financial mechanism, and through bilateral or other multilateral channels.

²² <http://www.un.org/climatechange/background/kyoto.shtml>

Commitments under the Kyoto Protocol

- Stabilising greenhouse gases — The 1997 Kyoto Protocol shares the Convention's ultimate objective to stabilise atmospheric concentrations of greenhouse gases at a level that will prevent dangerous interference with the climate system. In pursuit of this objective, the Kyoto Protocol builds upon and enhances many of the commitments already in place under the Convention. Only Parties to the Convention can become Parties to the Protocol.
- Binding targets for developed countries — Although all Parties have agreed to further advance the implementation of their existing commitments under the Convention, only Annex I Parties took on new targets under the Protocol. Specifically, these Parties have agreed to bind emission targets over the 2008-2012 timeframe.
- New tools to reduce emissions — To assist industrialised countries in meeting their binding targets, and to promote sustainable development in developing countries, the Kyoto Protocol adopted three innovative mechanisms—the clean development mechanism, joint implementation, and emissions trading.
- Monitoring compliance — To support the implementation of these mechanisms, and promote compliance of Annex I Parties with their emission targets, the Kyoto Protocol strengthened the Convention's reporting and review procedures and created a system of electronic databases, called national registries, to monitor transactions under the Kyoto mechanism. It also established a compliance committee, which has the authority to determine and apply consequences for non-compliance.