

Local Government Climate Roadmap

Strong and 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

Prior, During and Post COP15 - a Local Government Report

prepared by ICLEI- Local Governments for Sustainability, 20 March 2010

COP15 – a crucial step in a two-year local government process of international climate negotiations

A record number of local government (LG) representatives attended the UN Climate Change Conference (COP15) in Copenhagen in December 2009. Many of these were present as part of the Local Government Climate Roadmap process, which began at the United Nations Climate Change Conference in Bali in 2007 (COP13). The LG LOUNGE meeting space, located among the nations' delegation offices was the beating heart of the LG advocacy efforts. It was here that Local Government representatives met with national delegations to gain recognition for the work and role of thousands of LGs from around the globe in the fight against climate change.

ICLEI – Local Governments for Sustainability is the focal point of the Local Governments and Municipal Authorities (LGMA) constituency to the United Nations Framework Convention on Climate Change (UNFCCC).

In this function, ICLEI ensured that local government representatives have been present in the UNFCCC events since COP 1 in Berlin.

The start of the Local Government Climate Roadmap - COP13, Bali, 2007

The Roadmap journey began at the United Nations Climate Change Conference in 2007 (COP13), when nations adopted the Bali Roadmap. This marked the start of a two-year series of meetings among nations culminating at COP 15 in Copenhagen 2009 with the hope of a new post-2012 global climate regime. The **Local Government Climate Roadmap** was set up in parallel to the Bali Roadmap, to follow the international climate negotiations and advocate for the recognition of the key role that local climate action plays in mitigation and adaptation actions worldwide.

The Local Government Climate Roadmap was facilitated by ICLEI – Local Governments for Sustainability, in partnership with United Cities and Local Governments (UCLG), C40 Climate Leadership Group, Metropolis and the World Mayors Council on Climate Change. These groups transmitted the clear message to nations that local governments are ready to work with them to help implementing ambitious mitigation and adaptation actions targets, requesting enabling framework conditions at the same time.



ICLEI President meets with South African Chief Negotiator (center), 7 Dec. 2009

The Local Governments' advocacy efforts

Within the Local Government Climate Roadmap, ICLEI and UCLG together with representatives from local governments met national delegations from around the world, with the aim to anchor a reference to local government within a new global climate agreement. These included Algeria, Australia, Bangladesh, Belgium, Brazil, Canada, China, Czech Republic, Denmark, France, Germany, India, Indonesia, Japan, Mexico, Nigeria, Norway, Republic of Korea, South Africa, Spain, Sudan, Sweden, Switzerland, USA.

In addition to fighting for a strong, global, comprehensive post-2012 international climate regime, the Local Government Climate Roadmap Process requested national governments to

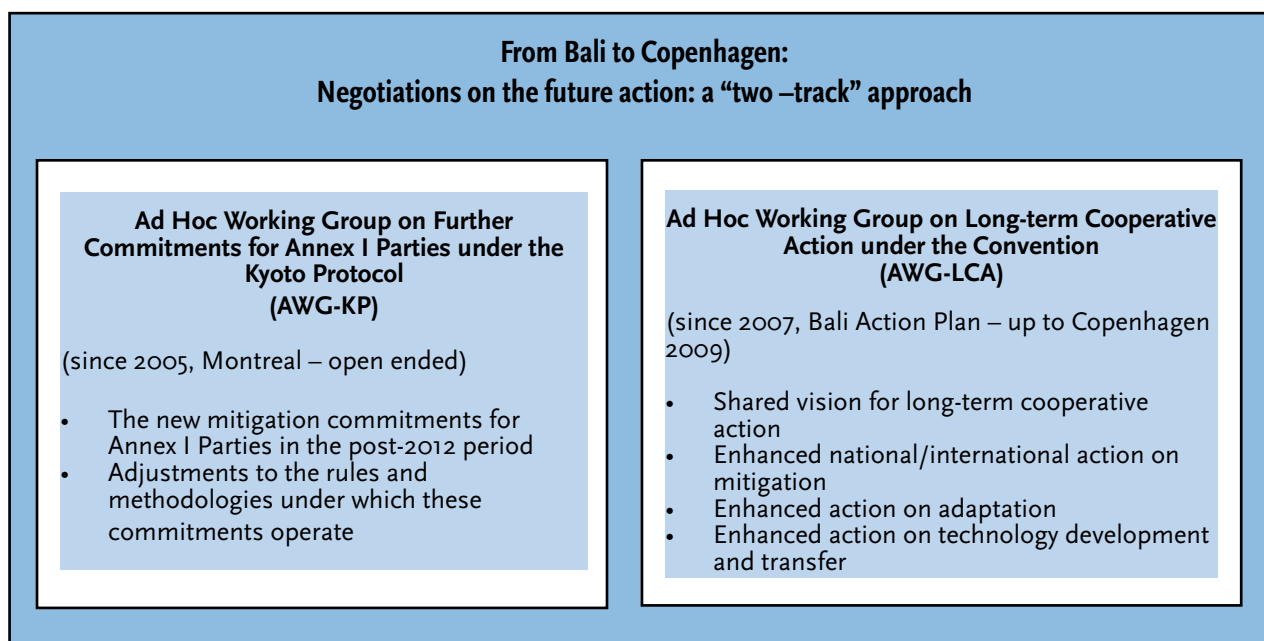
- Support strong local climate practices,
- Provide enabling regulations and conditions,
- Empower cities – provide capacities and resources,
- Recognize local action in national climate strategies,
- Strengthen local action by providing easier access to funding.

ICLEI and UCLG carefully followed the International Climate Negotiations, advocated for the recognition of Local Governments and analyzed if their role was included in the negotiating texts. During this process, ICLEI and UCLG attended all the UN Climate Talks in 2009, in Bonn, Bangkok and Barcelona, and used those opportunities to establish relations with the national delegation representatives.

As agreed in Bali in 2007, the UN negotiations were established in a two-track mode: the Ad-Hoc Working Group regarding the further commitments to the Kyoto Protocol (AWG-KP) and the Ad-Hoc Working Group regarding a Long Term Cooperative action, dealing with many more other issues than mitigation actions by developed nations (AWG-LCA).

The negotiating text of the AWG-LCA evolved over time, from a 50 page document as the first draft in May 2009, to a 200 page document in June 2009, which included around 100 local government references. This developed into new versions in September and November 2009. Different national delegations, such as the African Group, EU, Environmental Integrity Group (Mexico, the Republic of Korea and Switzerland) have supported and proposed these references to local governments in the negotiating text, based on the multiple interactions with them.

This negotiating text included chapters on: Shared Vision, Adaptation, Mitigation, Capacity Building, Technology Transfer and Financing.



Key issues related to local and subnational governments brought up during the negotiations at different moments

Agenda Item	Critical reference to local and subnational governments
Shared Vision	<ul style="list-style-type: none"> • Clear reference to key role of local and subnational governments, referred to as "governmental stakeholders"
Adaptation	<ul style="list-style-type: none"> • Recognition of urban vulnerable groups or areas of high urban atmospheric pollution • Supporting implementation of adaptation at local and subnational level • Integration of adaptation in local development plans
Mitigation	<ul style="list-style-type: none"> • Measures that support mitigation actions at local and subnational level, by all countries • Domestically funded mitigation actions in developing countries (Nationally Appropriate Mitigation Actions – NAMAs) • Mitigation actions at the subnational or local level, in particular in cities and rural communities, as part of NAMAs • Buildings and urban planning, as one of the sectors • Subnational accounting in REDD
Finance	<ul style="list-style-type: none"> • Financing actions at the local and subnational level
Technology	<ul style="list-style-type: none"> • Subnational and city-to-city cooperation
Capacity building	<ul style="list-style-type: none"> • Strengthening institutions at all levels

Source: ICLEI - Local Governments for Sustainability, January 2010

The negotiating text document became more complex as it was broken down by chapter in order to be discussed by nations in smaller groups during COP15.

Local Government references were cut and/or added in the different chapters, nevertheless, the main goal during the further negotiations will be to maintain and re-introduce the reference to local governments in the above issues. A comprehensive, strong a global climate agreement should include all the negotiating items with the reference to local government actions.



COP 15 President Connie Hedegaard addressing the COP 15 Plenary.

Municipal Commissioner of Thane, India, Mr Nadkumar Jantre, addressed national governments on behalf of Local Governments and Municipal Authorities (LGMA) at COP14, December 2008, Poznan, Poland.

Local Governments at COP15

With the main objective to be visible and demonstrate why the role of local governments should be included in a post-2012 climate regime, ICLEI together with the Roadmap partners organized a multi-faceted program in the Local Government Climate LOUNGE (www.iclei.org/cop15).

The LOUNGE provided an advocacy base for approximately 1500 registered local government representatives, including more than 250 mayors. Through more than 70 events including mayor-ministerial level negotiation meetings with more than 20 countries, high level interviews, regional/national panel/workshop sessions, media-launch events and daily briefings, the LOUNGE became the largest, longest and highest level local government event held during a Climate COP.



Local Government representatives meet with Nigerian Climate Change Ambassador at COP15

During the first week of COP15, the Roadmap focused on meeting with as many national delegations as possible, as there was still time to add references and to maintain those already included. Three to four meetings were held each

day between national delegations and local governments from around the world, including South Africa, Norway, France, India, Mexico, Nigeria, Republic of Korea, and Sweden. During the second week of COP15, the focus was on Brazil, Japan and the USA, with Local Government representatives meeting their delegation.

In parallel, the Copenhagen Climate Summit for Mayors (organized by the City of Copenhagen in collaboration with ICLEI and C40, www.climatesummitformayors.dk) provided further opportunities for a select number of mayors to exchange key ideas and experiences on local climate actions.

From Tuesday, 15 December 2009, access restrictions to the COP 15 venue were introduced for NGOs, affecting also local government representatives, some of them waiting hours in long queues in the snow. After some difficult moments, on Thursday 17, December and Friday, 18 December, NGO representatives' access was limited to a total of 300 (20,000 people were nominated by NGOs to access the Bella Center, the COP 15 venue).

In reference to the negotiating text, at the end of the first week things were unclear. The KP and LCA tracks continued to negotiate, with the hope that a series of COP decisions would be adopted based on the texts negotiated. However, some other texts for “agreement” were then leaked and confusion reigned both inside and outside the COP15 venue. On Tuesday 16 December, the Working Groups finished their negotiations and put forward their reports with a series of draft COP decisions.

Heads of State and Prime Ministers started to arrive in Copenhagen for meetings on Friday, 18 December 2009. Up until then, the negotiation rounds continued at ministerial level. Then discussions on the Copenhagen Outcome took place at the highest possible level. Negotiations continued until Saturday when the Parties took note of the “Copenhagen Accord”, which is a political agreement without any legally binding character.



Local Government representatives meet with Swiss Climate Change Ambassador in the LOUNGE

COP15 outcomes

COP 15 resulted in a series of COP Decisions, the Reports on the results of the Working Groups, and the Copenhagen Accord.

Each of these outcomes has different impacts and will serve as the basis for further negotiations during 2010 until COP16.

There are some issues to still be discussed and get solutions for during further negotiations. Those are:

- How to translate the long-term goal into the required emission reductions both in global terms, and for groups of countries.
- Legal nature and framework for developed country mitigation commitments and actions.
- Ensuring predictable, long-term public financing for adaptation and mitigation.

COP 15 outcomes

Decisions

(A formal agreement that leads to binding actions)

- COP15 extended the mandate of the AWG-LCA for a year - meaning that this Working Group will continue working on the issues under negotiations until COP 16
- The AWG-KP has been requested to deliver the results of its work for adoption during COP16
- Further COP Decisions on:
 - Clean Development Mechanism (CDM)
 - Adaptation Fund
 - Global Environmental Facility

Documents

- AWG-KP: documentation including a set of draft decisions, including proposed draft amendments to the Kyoto Protocol (FCCC/KP/AWG/2009/17)
- AWG-LCA: documentation including a set of unfinished draft decision encompassing all the issues under negotiation - long term vision, adaptation, mitigation, capacity building and technology transfer, and financing (FCCC/AWGLCA/2009/17)
- The result of the work carried out by the COP in Copenhagen on the basis of the LCA text (FCCC/CP/2010/2)

The Copenhagen Accord

- The COP took note of the Accord
- Parties wishing to do so have an opportunity to associate themselves with the Copenhagen Accord
- Provided opportunity to Parties to submit their pledges for the period up to 2010:
 - Emission reduction targets – for industrialized countries
 - Mitigation actions for developing countries
- Information is publicly available

Actions by Parties after COP 15

- Pledges
 - 40 developed countries – 2020 targets with various base years
 - 30 developing countries have communicated information on their mitigation plans, either in economy-wide terms or in specific actions
- Associations with the Accord
 - More than 110 countries have signed up to the Copenhagen Accord. Three Parties have indicated that they do not wish to be associated
- The total amount of responses are from Parties which are responsible for around 80% of global energy emissions

COP15 outcomes for Local Governments

Throughout the two-year advocacy process, Local Governments made the remarkable achievement of gaining the attention of national governments regarding the key role that local climate action plays in the international fight against climate change. As a consequence, many local government references were proposed by nations in the various drafts of negotiation text for a comprehensive climate agreement.

However, such a desired strong, comprehensive and global post-2012 climate agreement was not delivered at COP15. Instead, the "Copenhagen Accord" spells out principles and guidelines on global climate action. Many nations considered it as a relevant step towards a future international climate regime. Unfortunately, this "Accord" does not contain any references to the recognition of roles, responsibilities and opportunities of local governments.

Aside from the "Copenhagen Accord", a series of draft COP decisions were put forward by the Working Group of the Long Term Cooperative Action (AWG-LCA). While COP15 did not allow for enough time to agree upon these decisions, they are expected to serve as the basis for negotiations towards COP16 in 2010. In these draft COP decisions, local governments were officially referred to under the so called "Shared Vision" ("...further recognizing that stakeholders need to be engaged...be they governmental, subnational or local government...") as well as addressed in Adaptation and Capacity Building agendas. Since the definition of NAMAs (Nationally Appropriate Mitigation Actions) was completely deleted from the final draft text, reference to mitigation in cities in developing countries within the scope of NAMAs were deleted as a consequence.



Local Government representatives meet with representatives from national delegations of the South Asia region

As part of the COP decision on further guidance to the Clean Development Mechanism (CDM), national governments decided to request the UNFCCC Secretariat to enhance its support to designated national authorities by developing and making studies on the potential of the clean development mechanism and working in close cooperation with local authorities.

It is likely that national governments need another year to decide collectively on the way forward to the post-2012 period. However, both scientific evidence and the market forces show that the global climate action does not have the luxury of time to wait.

Observations on the outcomes of the Bali - Poznan - Copenhagen process

- Climate Change is moving up the agenda of those at the highest political level. Never before have so many Heads of State met regarding an environmental issue.
- Since Bali 2007, the politics of the international negotiations has evolved. The traditional global power balance between nations has changed significantly.
- Copenhagen witnessed the birth of the BASIC, a new negotiation block consisting of Brazil, India, China, and South Africa. This might lead to G77/China working in smaller and more homogeneous groups. This may increase complexities in reaching consensus but help to ensure the diverse concerns of all Parties are respected.
- African countries, the Small Islands States and the Least Developed Countries have been more actively participating in the negotiation process.
- It is expected that the EU will take steps forward to regain its leadership and influence over the global negotiations
- The current situation may at least be considered as a lesson-to-be-learned so that official, transparent and participatory UNFCCC processes are strengthened to ensure the adoption of a binding regime at COP16 in December 2010.

A new agreement expected to replace the Kyoto Protocol in the post-2012 period shall ensure enhanced mitigation commitments of developed countries, transparent monitoring and a compliance process, and enough funding to support the climate actions of developing countries.

In the broadest sense, post-Copenhagen climate negotiations face the challenge of implementing a low-carbon, climate-resilient sustainable regime. These negotiations may be constrained in the short-term but may present an opportunity in terms of achieving long-term global sustainability, if managed appropriately.



Local Government representatives meet with the Mexican Climate Change Ambassador Sr. Luis Alfonso de Alba Góngora at the Local Government Climate LOUNGE, at COP15



French Local Government representatives meet with the Brice Lalonde, French Ambassador for Climate Change at the Local Government Climate LOUNGE, at COP15

The road to COP16

In the post-Copenhagen period, it is possible that a number of negotiation tracks run in parallel:

- The continuation of the traditional UNFCCC and Kyoto Protocol processes; Conference of Parties (COP), Meeting of Parties (CMP), Subsidiary Body Sessions (SBI/SBSTA), and AWG-LC/AWG-KP (at least until COP16).
- A new "Copenhagen Accord process"; designed and implemented outside the scope and resources of the UNFCCC processes, as it is not a decision that was adopted by all parties.
- Alternative bilateral and multilateral governmental processes such as meetings of BASIC countries; the People's World Conference on Climate Change in Bolivia on 22 April 2010 organized by the ALBA Group of countries (i.e. a group of Latin American countries who have explicitly rejected the Copenhagen Accord at COP15); as well as that some developed countries from the EU are considering imposing a border tax for goods that are exported from countries that have weak provisions in mitigation of emissions of GHG.

ICLEI and the Roadmap partners will continue to work for a strong, global and comprehensive post-2012 agreement to be agreed at COP16. Along the way Local Governments will have the opportunity to meet at:

- 6th European Sustainable Cities & Towns Conference, Dunkerque, 19-21 May 2010
- Resilient Cities 2010, Bonn, Germany, 28-30 May 2010
- Climate Summit of Subnational and Local Governments, San Francisco, USA, Autumn 2010
- ICLEI International Congress, Incheon, Republic of Korea, 7-9 October 2010
- Mexico City will host the Climate Summit of Mayors, as the ultimate global gathering of mayors in 2010 just before COP16, on 21 November 2010.



Marcelo Ebrard, Mayor of Mexico City and Greg Nickels, Mayor of Seattle in the Local Government Climate LOUNGE, at COP15

In parallel, ICLEI and UCLG will follow the international climate negotiations and the upcoming meetings:

- Meeting of Senior Officials of Parties to the UNFCCC, Bonn, Germany, 9-11 April 2010
- UN Climate Talks, Bonn, Germany, 31 May – 11 June 2010
- COP 16, Mexico, 29 November – 10 December 2010

The spirit and cooperation created among Local Governments and their global networks during the past two years towards a common goal will continue on the way to COP16.

More than 3000 local governments have publicized their commitments to show the world they are ready to take vital steps towards the implementation of local climate action. Join the Copenhagen Climate Catalogue and show your case!

www.climate-catalogue.org



ICLEI – Local Governments for Sustainability is an international association of local governments implementing sustainable development.

This report is part of activities regarding the International Climate Negotiations.

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