

**Summary report on the workshop on pre-2020 ambition:
urbanization and the role of governments in facilitating climate
action in cities
ADP 2, part 3
Warsaw, Poland, 14 November 2013**

Note by the facilitator

6 February 2014

I. Introduction

A. Mandate

1. In its conclusions agreed at the second part of its first session, held in Doha, Qatar, from 27 November to 7 December 2012, the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) decided to hold in-session round tables and workshops in 2013 under the two workstreams initiated in 2012,¹ and invited the Co-Chairs of the ADP to set out focused questions for those round tables and workshops, taking into account the submissions from Parties and accredited observer organizations.² In response to this decision, during the third part of the second session, held in Warsaw, Poland, from 12 to 23 November 2013, two workshops were held under workstream 2. These workshops were dedicated to the discussion of lessons learned from the relevant experience of other multilateral environmental agreements, and of pre-2020 ambition focusing on urbanization and the role of governments in facilitating climate action in cities. To facilitate the discussion at the workshops, the Co-Chairs set out focused questions in advance of the workshops (see para. 9 below).

2. This report summarizes the discussions that took place during the workshop entitled “Pre-2020 Ambition: Urbanization and the Role of Governments in Facilitating Climate Action in Cities”, held on 14 November 2013 in Warsaw.

B. General objectives and approach to the workshop

3. The workshop on urbanization aimed at exploring practical and results-oriented approaches to increasing pre-2020 ambition in the following urbanization-related thematic areas with high mitigation potential:

- (a) Sustainable transport policies and their climate change benefits;
- (b) Policies in the building sector and their climate change benefits.

4. More specifically, the workshop aimed to identify practical approaches to increasing pre-2020 ambition and discuss the role of government in incentivizing action in cities, including by showcasing the leadership role taken by cities in developed and developing countries (including best practice policies and actions of national, regional/state and local governments), measures in

¹ FCCC/ADP/2012/3, paragraphs 28 and 30. Workstream 1 addresses the issue of a protocol, another legal instrument or an agreed outcome with legal force under the Convention (the 2015 agreement), and workstream 2 the issue of pre-2020 ambition.

² FCCC/ADP/2012/3, paragraphs 30–32.

developing countries supported by international initiatives, ways of addressing barriers, and efforts of the private sector and civil society in supporting local governments and cities.

II. Summary of the proceedings

5. A Co-Chair of the ADP, Mr. Artur Runge-Metzger (European Union), opened the workshop. He outlined the mandate and objective of the workshop and stated that the choice for the topic of the workshop stems not only from the importance of urbanization in the climate change context, but also from Parties' interest in technical work on this topic under workstream 2. He expressed his gratitude to Mr. Burhan Gafoor (Singapore) for agreeing to facilitate the workshop on his behalf and on behalf of Mr. Kishan Kumarsingh (Trinidad and Tobago), the other Co-Chair of the ADP, and wished the delegates a productive workshop.

6. Mr. Gafoor reiterated the mandate and objective of the workshop, as outlined by the ADP Co-Chairs. He stressed that the workshop has to be understood in the broader context of previous COP decisions, with particular reference to workstream 2 of the ADP. He explained that, within the parameters of the Framework Convention on Climate Change, it was important to recognise the important role of cities and urbanization in contributing to successful national and international efforts in addressing climate change. He observed that there is an interactive and mutually reinforcing relationship between national governments and cities and that national and local governments can play a crucial role in incentivizing action in cities. At the same time, he added, actions taken at the city level can assist countries in contributing towards enhancing their mitigation ambition at the national level. He mentioned that policies and actions of regional/state and local governments are complementary to policies at the national levels, and international cooperative initiatives, including efforts of the private sector and civil society in supporting local government and city efforts, would be showcased during the workshop. Lastly, he stated that the workshop provides an opportunity to identify concrete examples of best practices in policies at all levels. He expressed the hope that discussions at the workshop can make a difference by generating ideas and options to enhance pre-2020 ambition in the context of workstream 2 of the ADP.

7. The workshop was organized in three parts and consisted of an opening session and two panel discussions, on the sustainable transport and building thematic areas, and their climate change benefits.

8. After the statement by the facilitator, the opening session continued with an introductory presentation by Mr. Yunus Arikon (ICLEI – Local Governments for Sustainability (ICLEI)), followed by a keynote address to the workshop by Ms. Karin Kemper (World Bank).

9. Each panel consisted of a keynote speaker and four panellists. The keynote speakers gave scene-setting presentations and provided an overview of each thematic area, namely, sustainable transport and buildings, covering its mitigation potential, what governments and cities are doing to capitalize on this potential and the co-benefits of taking action in those areas. The keynote speakers also touched on technological innovation and international initiatives supporting developing countries in the respective thematic areas. In their interventions, the panelists reacted to the keynote presentations, shared their experiences and addressed the following questions:

(a) How can actions taken at the city level assist countries in enhancing mitigation ambition and, conversely, what role can national and regional/state governments play in incentivizing action in cities?

(b) What incentives can be provided to address barriers and facilitate the implementation of enhanced actions, and how can international cooperative initiatives contribute to strengthening national action?

10. After the panel discussions, participants of the workshop engaged in an in-depth discussion and expressed their views on the keynote presentations³ and panel interventions. They also provided their insights on following questions proposed for discussion:

(a) What can be done in the UNFCCC process to assist Parties and other stakeholders in identifying best practices and success stories and in accelerating their replication and scaling-up in accordance with national circumstances and sustainable development needs?

(b) What further steps could the ADP take in the 2014–2015 period to advance its work on increasing ambition through the workplan on enhancing mitigation ambition, referred to in decision 1/CP.17, paragraph 7?

11. The workshop was concluded with a short summary of key messages from the facilitator.⁴

III. Summary of the presentations and the discussion

A. Opening session

12. After the facilitator gave the opening address, Mr. Arikan gave an introductory presentation entitled “Raising global level of ambition through local action”. He stated that the workshop marked a watershed moment under the Convention by gathering multiple stakeholders for a formal discussion on addressing climate change. He also stated that this was the right time to engage on urbanization-related issues, as rapid urbanization is expected to double the urban population in the next forty years, and that the potential of cities in moving towards low-carbon pathways and transforming societies needs to be utilized for the world to successfully address climate change. Further, he added that low-hanging fruit in the areas of transport, buildings and waste management are in most cases under the responsibility of local governments; in order to raise ambition in these areas, local governments will need to be actively engaged. Mr. Arikan underscored that despite the financial and human resource barriers faced by local governments and cities, such as insufficient financial and human resources, they are already actively undertaking measureable, reportable and verifiable actions. ADP provides an opportunity to scale up action under the new climate agreement. He also pointed out the importance of engaging ministers with responsibilities in the area of urbanization and housing in the international climate process to facilitate scaling up action at the local government level. Over 400 cities have voluntarily contributed towards global efforts to address climate change and voluntarily report on their climate action.

13. Next, Ms. Kemper gave a keynote address on the role of governments in facilitating climate action in cities. Like the previous speaker, she pointed out the opportunity cities have to contribute to global efforts to address climate change. She spoke about the role of local governments in urban development and in creating sustainable, liveable, inclusive and competitive cities for its people and about how a leadership role taken at the local level can influence policies at national and federal level. She commended partnerships such as those led by ICLEI and the C40 Cities Climate Leadership Group (C40) for their attempts to take local action to a national level and to international discussions. She also talked about the need for national policy frameworks to incentivize actions at local and municipal level. Ms. Kemper went on to say that the World Bank has a strong focus on supporting sustainable and inclusive development of cities and is committed to working with national, local and municipal governments. She mentioned that in addition to the importance of a policy framework, financing is critical for allowing cities and municipalities to move to the path of low-carbon development that is inclusive and eliminates urban poverty. The World Bank supports

³ Presentations delivered at the workshop are available at <http://unfccc.int/meetings/warsaw_nov_2013/workshop/7875.php>.

⁴ The take-home messages from the workshop are available at <http://unfccc.int/meetings/warsaw_nov_2013/workshop/7875.php>.

cities by bringing the private sector to the table to promote innovative financial instruments such as green mortgages and bonds and by financing green buildings and knowledge products, such as an easy-to-use green building certification tool, in order to enhance local capacity. It has put in place a programme called “Low-Carbon Livable Cities Initiative” to address the financing gap cities face in pursuing low-carbon, climate-resilient infrastructure development. As a part of this initiative, the World Bank is supporting 300 cities in improving their credit worthiness by 2030. Every US dollar spent is expected to leverage 100 dollars in private sector financing, which will form a large part of financing needed to move cities onto low-carbon pathways.

B. Panel on sustainable transport policies and their climate change benefits

14. Mr. Cornie Huizenga (Partnership on Sustainable Low-Carbon Transport) gave a keynote presentation, highlighting the need for sustainable, low-carbon transport policies as part of efforts to accelerate sustainable development. This need is underlined by the expectations for a substantial growth of emissions from transport resulting in making it the fastest growing sector in terms of emissions and energy use that are projected to grow by 80 per cent by 2030 from 2002 levels. Most of this growth is expected to take place in the countries that are not members of the Organisation for Economic Co-operation and Development.

15. He stated that action in this sector, particularly in developing countries, is not necessarily driven by the goal of reducing emissions but by co-benefits such as reducing road congestion and air pollution and improving road safety and pedestrian accessibility. In order to reduce the climate impact of this growing sector, a paradigm shift is needed in transport-related development. The “avoid, shift, improve” approach provides a solution for such shift, as it prevents the unnecessary use of motorized transport, promotes a shift to the most effective modes of public and freight transport, and improves environmental performance. Combined efforts of cities, national governments and the private sector played a key role in the success of the “avoid, shift and improve” approach, which has been tested at scale in both developed and developing countries. According to the International Energy Agency, this approach can save up to USD 50 trillion by 2050 through reduced need to increase vehicle/fuel, infrastructure and operating costs and lead to emission reductions. Mr. Huizenga highlighted the role of the United Nations and multi-stakeholder international initiatives in promoting low-carbon transport policies in cities. He focused on the role of the Partnership on Sustainable Low-Carbon Transport and its strategic vision in promoting access to safe, clean and affordable transport for all.

16. The panellists discussed experiences, challenges and opportunities in implementing policies to promote sustainable transportation. The first panellist, Mr. Michał Olszewski (Warsaw City Municipality), spoke about urban development problems specific to cities in Central and Eastern Europe, highlighting recent trends in growing car ownership and an increasing standard of living with associated demand for better transport infrastructure, connectivity, accessibility and services. He went on to explain how these challenges are addressed through investment in public transportation infrastructure, introduction of socially responsible tariff and fee systems and environmental public awareness campaigns.

17. Mr. Juan Camilo Florentino (Ministry of Transport, Colombia) addressed the issues related to the links between national and local transport policies and the need for reinforcing mitigation action at both levels. Bogota is an example of a city playing a leading role in the implementation and financing of transport policies such as the introduction of a bus rapid transport systems, which has been replicated throughout the country. Transport policies influence the way cities are growing, their land use and development planning policies.

18. Mr. Jiang Kejun (Energy Research Institute, China) spoke about experience in transport policy implementation in cities in China, which are facing a rapid increase in car ownership, traffic

congestion, high population density and competing demands on land use. China made successful steps towards overcoming some of these challenges by introducing policies such as bus rapid transport systems, public bikes schemes and integrated public transportation networks and by promoting electric vehicles use. This experience could be replicated in other countries facing similar challenges, especially in the developing world.

19. Ms. Christine Ogot (Urban Roads Authority, Kenya) talked about the transport policies implemented in the capital city, Nairobi by highlighting the introduction of a mass rapid transport system, promotion of the shift from private to public transport, improvements in road infrastructure and the introduction of parking control and levy systems, which lead to improvements in pedestrian accessibility, the promotion of an affordable transport system and a reduction in road traffic accidents.

20. During the questions and answers session, the workshop participants posed questions on the possible replication of effective urban mitigation policies and the ways to ensure it, the assessments of costs and needs for financial resources for mitigation and adaptation in the building and transport sectors in developing countries, as well as the role of local governments in the intergovernmental process under the Convention. In answering these questions, the panellists provided examples of no-cost or low-cost transport policies with a high mitigation impact and examples of cities where local transport policies are supported by flows of finance from national governments. A massive gap in infrastructure financing is a potential barrier but also an opportunity for cities to build new climate-friendly and sustainable transport systems at the local level. Emission reduction commitments taken on by Parties under the Convention could be supported through interactive, mutually reinforcing policies of central and local governments, whereby other actors can also play a role and make a contribution.

C. Panel on policies in the building sector and their climate change benefits

21. Mr. Mohamed El-Soufi (UN-Habitat) gave a keynote presentation emphasizing that a large share of greenhouse gas emissions comes from buildings and provided examples of national and local mitigation policies, implemented across the globe, related to building codes and standard regulations, the integration of climate considerations in building design and infrastructure, the use of renewable energy for heating, energy efficiency measures, flood protection and preparedness and the use of local and modified conventional materials in the construction and retrofitting of buildings. He also highlighted the role of international initiatives and non-state actors in greening buildings and reducing emissions.

22. The panellists made rich interventions on experience, challenges and opportunities in implementing policies and measures in buildings. The first panellist, Mr. Savvas Verdis (Siemens), spoke about available energy efficiency technologies and affordable measures with a short payback period, which could contribute to enhancing pre-2020 ambition. He also mentioned the role cities could play in addressing emissions outside their boundaries, such as those produced by electricity generation and distribution.

23. Mr. James Drinkwater (World Green Buildings Council) discussed the interplay between cities and national governments by focusing in his intervention on energy efficiency standards and data. Availability of standardized methodology, tools, legal contracts and other components of energy performance agreements could lead to wider spread of energy-servicing organizations and higher number of energy performance agreements reached at city levels. Transparent and reliable data for energy audits, assessment of cost savings and impact on emission reductions could further promote effective energy efficiency projects, circumvent policy barriers to greening buildings and unlock the mitigation potential of cities. National governments could play a role in setting energy efficiency standards and developing data systems in support of local action promoted by cities.

24. Ms. Inés Lockhart (Buenos Aires City Municipality) pointed out the links between policies implemented by local, regional and national governments. Buenos Aires adopted a long-term climate change action plan and five-year interim goals, with a view to regularly analysing, monitoring, improving and accounting for results and outcomes of mitigation policies. A variety of energy efficiency measures are implemented in public, private and residential buildings. However, due to low energy prices and long payback periods of energy efficiency measures, the use of market mechanisms to promote such measures is limited and incentives for private sector participation are scarce. These barriers are addressed through awareness-raising programmes and tax reductions to engage households and the private sector in boosting the efficiency of energy use in buildings.

25. Mr. Cheah Sin Liang (National Climate Change Secretariat, Singapore) introduced the comprehensive policy package implemented in the building sector in Singapore, which includes the adoption of Green Mark Scheme, introduction of standards for all new and existing buildings, provision of research and development support for development and implementation of the higher green mark standards, demonstration of the leadership role played by the public sector in attaining higher green mark ratings, and sharing experience among tropical countries and provision of government support for promoting sustainable cities through conferences and events hosted by Singapore.

26. In response to the questions posed by participants, the panellists elaborated on the role of cities in delivering pre-2020 pledges and provided examples of action by some cities in accessing investment capital.

D. General discussion

27. The workshop participants engaged in a very constructive discussion on the relationship between mitigation and adaptation policies adopted and implemented at different levels by national and subnational governments. Some participants expressed concerns about the role of sub-national entities in a context where parties to the Framework Convention were national governments. They emphasised that the discussions and the context of the workshop held under workstream 2 should be guided by the principles and provisions of the Convention and take into account the diversity of views expressed by all Parties. The facilitator assured all participants that the context for the workshop and the discussions was the Convention and its principles and that the mandate for the workshop emanated from COP decisions regarding workstream 2 of the ADP.

28. During the general discussion, it was highlighted that although national governments play a critical role by providing incentives through robust, long-term regulatory frameworks and financing mechanisms, many mitigation and adaptation policies and actions must be implemented at the subnational level through local policies. National governments can therefore envisage a greater role for cities in the key areas of housing, transport and energy sectors, thereby allowing subnational authorities to make a greater contribution and play a greater role in addressing climate change. This synergistic relationship between the national and local governments needs to be optimized and enhanced to encourage ambitious action at the city and municipal level.

29. It was also highlighted that in many countries national governments are already working very closely with regional/state and local governments and enabling them to tap into the potential of cities in addressing climate change. At the same time, cities themselves are showing leadership, by playing a proactive role in addressing climate change and contributing to national mitigation efforts, which are reflected in the national greenhouse gas inventories of Parties.

30. The issue of support and financing emerged as a major challenge that needs to be addressed as the infrastructure demands of a growing global urban population is measured in trillions of US dollars. While it is a major challenge to mobilise support and finance for urban infrastructure demands, there is also an opportunity to work with key stakeholders, especially private sector entities with the requisite capital, technology and expertise. The challenge of infrastructure is also

an opportunity to ensure that any new infrastructure put in place is sustainable and resilient to the impacts of climate change and that it promotes efficiency, inclusiveness and urban poverty reduction.

31. It is clear that there are abundant opportunities to replicate and further scale up efforts already underway in cities around the world. In countries like Colombia and Mexico, national governments are putting in place policies to assist cities in advancing the sustainable development agenda. Such partnerships are also taking place in cities in every other regions of the world and examples were also mentioned covering Asia, Africa and Europe. There was recognition that efforts already underway could be further strengthened through policies and actions at national level and complementary policies at regional/state and local governments with support from international cooperative initiatives and an active engagement of the private sector and civil society. The point was also made that national governments, as Parties to the Framework Convention, had an important role in coordinating and overseeing opportunities to work effectively with their subnational entities and to scale up and replicate local successes from around the globe with a view to promote the implementation of the Convention.

32. A clear message from the workshop was that, in order to capitalize on the various opportunities, constraints on financial and human resources need to be addressed. It is critical to build institutional capacity of local authorities for integrated urban planning and create awareness of decision makers and citizens so as to facilitate climate action on the ground. Many national governments have put in place financing programmes to enhance the implementation and build the capacity of local governments. For example, India has been a key player in supporting small cities by allowing the bundling of their credit capital so that they can access capital to implement efforts to increase sustainability. Such incentives can be provided to address barriers and facilitate the implementation of enhanced actions.

33. Another message that emerged is that it is important to engage the private sector in mobilizing investment. However, it was also recognised that the role of the private sector should complement, rather than replace, the commitment of Parties under the Convention with regard to provision of support to developing countries. There are many examples of private sector entities working closely with governments around the world, including efforts to reduce energy consumption of government-owned buildings by introducing new technologies.

34. Engaging civil society and other stakeholders was also considered an important ingredient for success in efforts to address climate change. Many international cooperative initiatives, such as C40, ICLEI, the International Partnership for Energy Efficiency Cooperation, the World Green Buildings Council and the Partnership on Sustainable Low-Carbon Transport, are actively engaged in promoting sustainable policies in the transport and building sectors with climate change benefits.

E. Next steps under workstream 2 in advancing the workplan on enhancing mitigation ambition

35. In concluding the workshop, the facilitator noted that the many concrete and diverse ideas and examples mentioned in the discussion has been helpful in promoting an exchange of best practices and in raising awareness among participants about the important role played by cities. He added that workstream 2 is an important and integral part of the work of the ADP and accordingly, further focussed discussions on the role of cities and how they could contribute to enhanced pre-2020 mitigation may be needed with a view to promoting the exchange of information and voluntary cooperation.