



## Suggestions for the Agreement: Making Copenhagen work for transport

Holger Dalkmann  
10.12.2009



# Translating Principles into “negotiator language”



gtz

VEOLIA

UWP

TRL

## Ten Guiding Principles for Considering Land Transport in a Post 2012 Climate Agreement

### Transport-policy related principles

- 1 CREATE A PARADIGM SHIFT AND STRENGTHEN POLITICAL WILL:** Measures should support an overall vision of low-carbon transportation, based on avoiding unnecessary journeys, shifting travel activity to low carbon modes, and improving the energy efficiency of each mode. The external costs of transport need to be fully internalised and long-term political commitment, setting aside national or local party interests, is crucial for success.
- 2 GO BEYOND INDIVIDUAL PROJECTS AND SUPPORT POLICY PACKAGES:** A systemic approach should integrate and go beyond individual projects and support policy packages to achieve sustainable transportation. Policies should aim to achieve the wider sustainable development benefits of transport and remove financial and non-financial barriers.
- 3 USE AN APPROPRIATE TIME SCALE AND PROVIDE PREDICTABLE FUNDING:** Transport networks evolve over long periods of time. Any agreement therefore needs to consider the long term effects of decisions and policies that go beyond the commitment periods of the Kyoto Protocol. This is especially important as transport infrastructure decisions taken today will be very costly to revise in the future. In order to deliver incentives towards low-carbon transport, resources for climate mitigation should be predictable for decades rather than years.
- 4 SUPPORT CROSS-SECTOR EFFECTS:** Efficient transport networks are needed for sustainable development. In order to achieve low-carbon transportation, it is important for transport policy approaches to reflect a strategic and integrated approach by incorporating transport effects from other sectors (e.g. organization of industrial production processes, design of cities).
- 5 STRENGTHEN INSTITUTIONAL CAPACITY:** Regional, national and local institutions are needed to (a) coordinate activities, (b) organize stable funding, technology transfer and capacity building and (c) take responsibility for measuring, reporting and verifying emissions. It is of utmost importance to create effective domestic environments that ensure administrative feasibility and operational capability. In order to ensure implementation, institutions are needed to link national and local activities with the international framework.

### Climate-policy related principles

- 6 CONTRIBUTE TOWARD SUSTAINABLE DEVELOPMENT AND RECOGNIZE CO-BENEFITS:** The agreement should support win-win solutions that have extensive co-benefits regarding environmental protection (e.g. air quality and noise), equity between social groups (e.g. access and safety) and economic effects (e.g. energy security, job creation and wealth creation).
- 7 ENSURE ENVIRONMENTAL INTEGRITY:** Any agreement must ensure that energy consumption and net CO<sub>2</sub> emissions from land transport are reduced significantly in comparison to business as usual. It should be consistent with land transport's contribution to the overall level of emissions and stimulate efficiencies and alternatives to carbon for transport, avoiding 'carbon leakage', double counting or transferring emissions to other sectors.
- 8 ENSURE COST EFFECTIVENESS:** It is necessary to define and implement least-cost options that are appropriate to the specific needs of developing countries. For example, decisions for energy-efficient land-use are no regret options in growing cities while a retro-fit of existing infrastructure incurs high costs and potential conflicts in other sectors.
- 9 SHARE EFFORT BETWEEN DEVELOPED AND DEVELOPING COUNTRIES:** To establish and maintain the necessary framework in which to achieve sustainable transport development in non-Annex 1 countries, commitment will be required from Annex 1 countries in the form of finance, technology and knowledge transfer and capacity building alongside actions from developing countries.
- 10 ENSURE TRANSPARENCY AND ACCOUNTABILITY:** The process of supporting developing countries with finance, technology and capacity should be transparent and accountable to the local needs for sustainable development. There should be rewards and recognition for actions that will help encourage and recognise change and progress.

[www.transport2012.org](http://www.transport2012.org)

TRL

gtz

UWP

VEOLIA

ITDP

ITDP

## Acknowledging Land Transport in the Post 2012 Framework: Transport Suggestions for the AWG-LCA Non-papers at COP15

Transport is a major and rapidly growing emitter of GHGs, already accounting for 23% of energy related CO<sub>2</sub> emissions worldwide.

Transport is highly vulnerable to climate change with much infrastructure in coastal or river zones, and its degradation can severely impact economic activity and livelihoods of citizens worldwide.

Both developed and developing countries would reap strong benefits from taking action in mitigating transport emissions in the form of better air quality, less traffic congestion, increased accessibility and reduced traffic noise, but that there are few incentives to do this under the present regime.

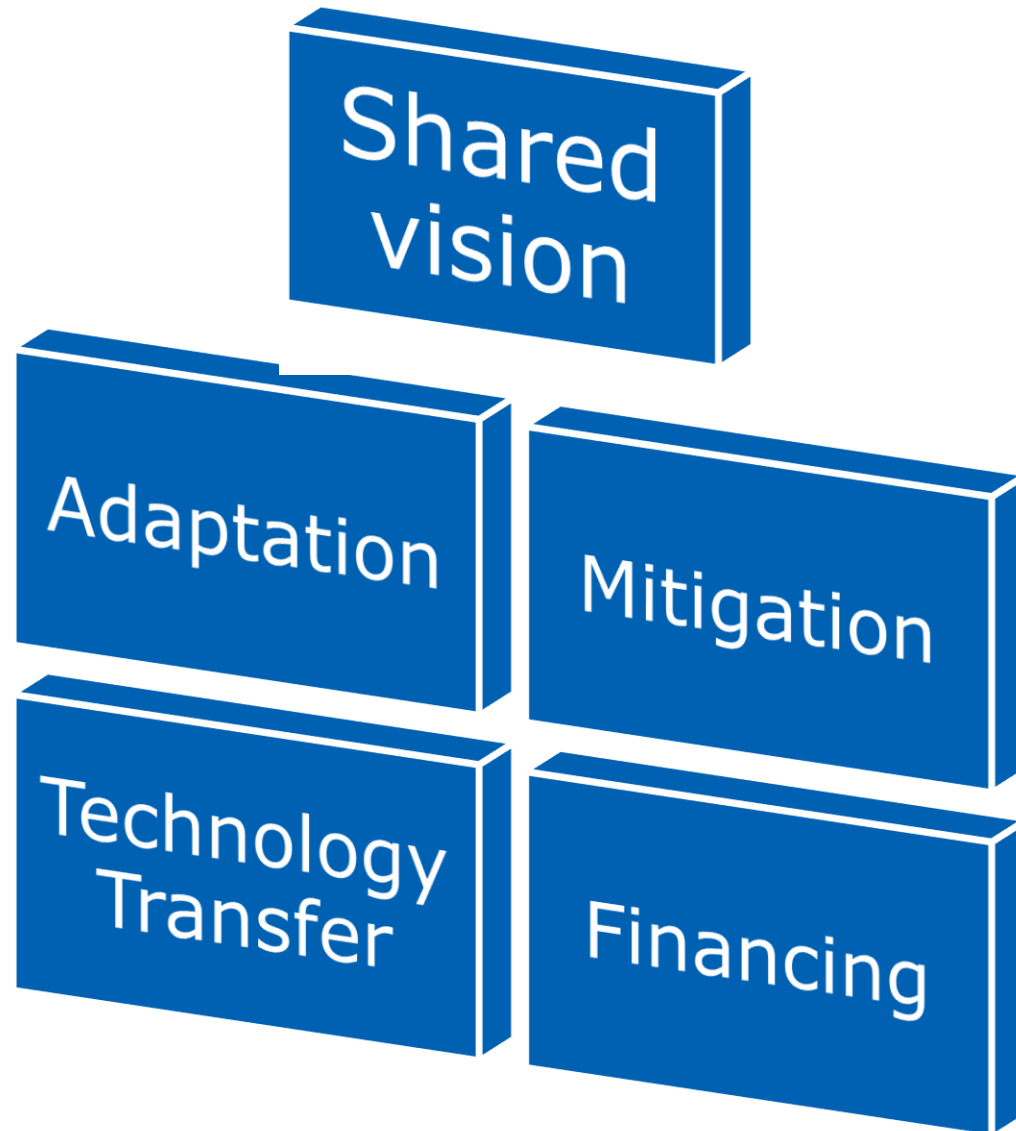
Our group of professional transport organisations, in consultation with a wider community of transport and climate experts, therefore propose the following suggestions to the negotiating text to ensure a significant role of sustainable land transport in the Post-2012 framework, whereby;

**++ text in blue ++** indicates additions and amendments.

**<< text in green >>** indicates endorsements of the original or alternative text.

30 Nov 2009 - Version 2 H Delkmann, K Sakamoto and K Avery (TRL)

## Suggestions based on the Building Blocks of the BAP





# Basis of Recommendations

- Most recent Non-Papers released at the end of AWG-LCA 7<sup>th</sup> session (Barcelona)

- Making;  
++ additions++ and  
<<endorsements>>

## Content of Non-paper No. 33 (23/10/09)

### Preamble

#### Alternative 1 (paragraphs 1-11)

1. Recalling the Bali Action Plan (decision 1/CP.13) adopted by the Conference of the Parties at its thirteenth session, and recognizing the need for long-term cooperative action among all Parties to enable the full, effective and sustained implementation of the Convention now, up to and beyond 2012, in order to achieve its ultimate objective.
2. Resolving the political determination to strengthen a global partnership that enhances long-term cooperative action and addresses existing implementation gaps, and to continue building an inclusive, fair and effective [climate regime] [implementation of the Convention] – one that takes into account the first and overriding priorities of all developing countries, which are the promotion of sustainable economic and social development and poverty eradication, as well as the integrity of the climate regime, the equitable development needs of present and future generations, the survival of the most vulnerable and the particular vulnerability of SIDS and LDCs.
3. Recalling the findings contained in the Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) and more recent scientific information confirm that warming of the climate system, as a consequence of human activity, is unequivocal; current per-capita emissions in developed countries remain relatively high compared with those in developing countries; negative impacts of climate change are already evident and widespread, in particular in vulnerable regions of the world.
4. Recognizing that early and urgent undertaking to accelerate both mitigation and adaptation actions by all countries, on the basis of equity and according to their common but differentiated responsibilities and respective capabilities, is necessary. Scientific evidence shows that the global costs of mitigation and adaptation to the adverse effects of climate change will soar if mitigation efforts are timid, fragmented and restricted. Furthermore, it shows that the economics of ambitious and bold mitigation action pays better than shy efforts, both at a global and domestic level in developed and developing country Parties, thereby reducing the risk of crossing tipping points that could result in abrupt climate change.
5. Recognizing further that due to their historical responsibility for the accumulation of greenhouse gas emissions in the atmosphere and their disproportionate historical use of the shared global carbon space, developed country Parties must show leadership in the global effort to build a low-carbon economy that ensures continued growth and sustainable development and strengthens capacity to adapt to the impacts of climate change, in particular by taking on ambitious economy-wide quantified emission limitation and reduction commitments or actions. Delay by developed country Parties in implementing their commitments to reduce emissions will increase their climate debt to the developing country Parties and significantly constrain opportunities to achieve lower stabilization levels of greenhouse gases, intensifying the risk of more severe climate change impacts and the consequent need for, and cost of, adaptation. Deep cuts in GHG emissions [by developed countries] [by all Annex I country Parties] [by all developed countries] are urgently required to prevent dangerous interference with the climate system and the modification of long-term emission trends consistent with the ultimate objective of the Convention.
6. Recalling that long-term cooperative action, including a long-term global goal for emission reductions, shall be guided by the ultimate objective of the Convention in accordance with its provisions and principles, in particular the principles of common but



# Include land transport in the climate agreement at COP15



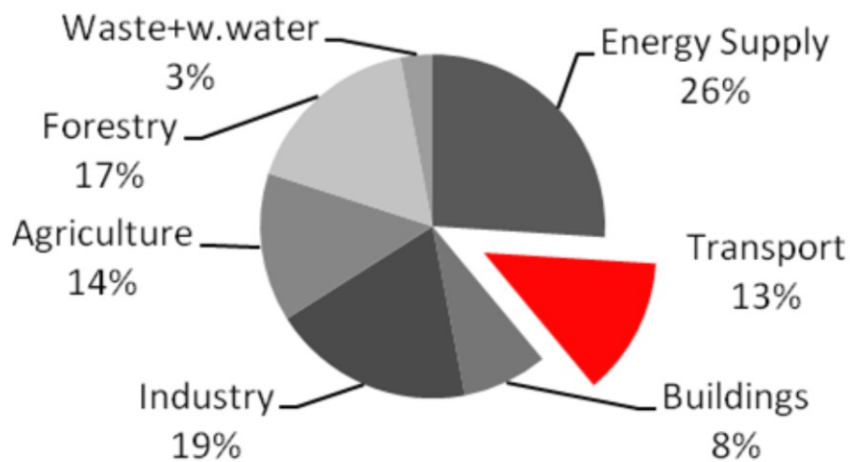
## Suggestions for Non-paper No. 43, in Non-paper No. 52

### [Addition to paragraph 9]

9. Realizing that harmonizing sustainable development while addressing climate change necessitate a paradigm shift ...while ensuring a transition of the workforce which creates decent and quality jobs, and seeking the active participation of all stakeholders **+and sectors, including transport, industry, agriculture and forestry ...**

### [Addition to paragraph 12]

12. The shared vision ... gives equal weight to adaptation and mitigation and strengthens the cutting role of technology, financing and capacity building as means of implementation to enable and support mitigation and adaptation actions of developing country Parties. **++ in all key sectors, including energy, transport, industry, agriculture and forestry, ++ ....**



**Greenhouse Gases by sector: IPCC (2004)**

# ⚠ Ensure adaptation efforts in the most vulnerable sectors, including land transport



## Suggestions for Non-paper No. 41 in Non-paper No. 53

### [Addition to paragraph 3]

3. The implementation of the adaptation [framework] [programme] [shall] [should]:

**++ (f) Ensure action in particularly vulnerable sectors, including agriculture and food security, water resources, transport, health, ecosystems and coastal zones++**

### [Endorsement of part of paragraph 7]

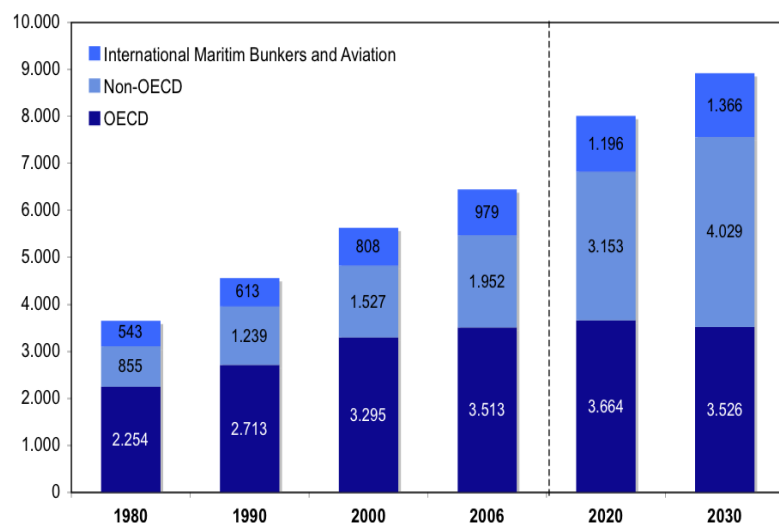
7. In the provision of support, priority should be given to:

(b) **[<<Particularly vulnerable sectors>>, people, groups, communities and ecosystems].**

### [Addition to Annex I: National adaptation plans – Indicative objectives and functions]

(a) To [catalyse] [support] actions in and across different sectors, including agriculture and food security, water resources **++transport,++ health, ecosystems, coastal zones;**

# ⚠ Ensure mitigation actions in largest and fastest growing sectors, e.g. land transport



## Suggestions for Non-paper No. 50 (Mitigation by developed countries)

### [Endorsement of and addition to part of paragraph 8]

8. In quantifying absolute emission reduction [or limitation] objectives, [developed country] [Annex I] Parties shall << **focus on those sectors, sources and gases that contribute most to total GHG emissions** >> ++, including energy, transport, and industry, ++

## Suggestions for Non-paper No. 51 (Mitigation by developing countries)

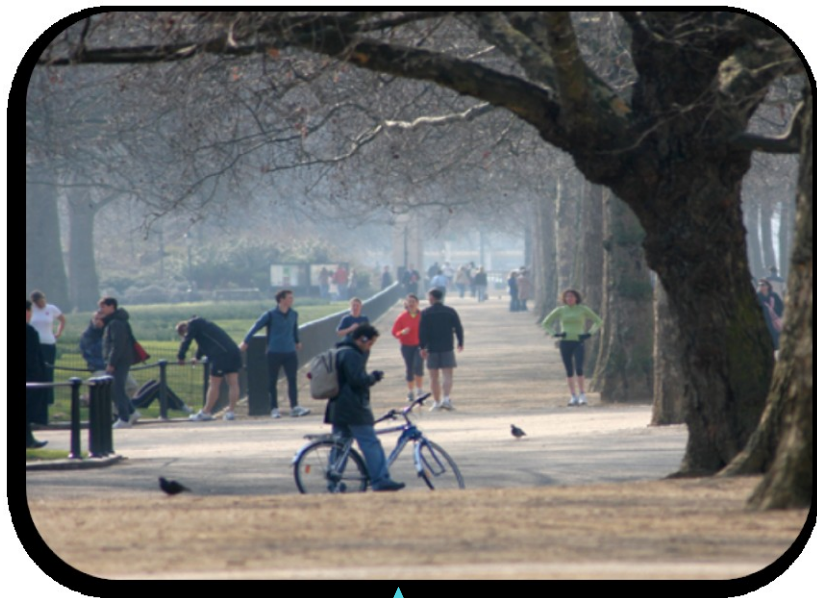
### [Endorsement of and addition to part of Paragraph 19]

19. The provision of support for NAMAs shall be guided by the following principles:

(h) Ensure that the funds are spread evenly, ensuring equity, a fair distribution of benefits and << **an even spread across all economic sectors** >> ++, ensuring action in the largest emitting and growing sectors including energy, transport, and industry, ++

## ⚠ Recognise co-benefits of NAMAs in all sectors including transport.

Mitigation



supported

tradeable

### Suggestions for Non-paper No. 51

#### [Addition to para 2]

2. ... recognize that nationally appropriate mitigation actions by developing country Parties are taken in the context of sustainable development ++, **leading to co-benefits including better air quality and human health, less traffic congestion and energy security ++.**



# ⚠ Acknowledge technology needs in transport, e.g. system-wide technologies



## Suggestions for non-paper No. 47

### [Endorsement of and addition to parts of Appendix : Option 2 (Technology Executive[Committee][Panel] )

Structure

2. The consultative group for sectoral technology cooperation will

..

(c) Identify and promote best practices and best available technologies, ..... that will be available in the short-term, medium-term and long-term << in all relevant sectors >> ++ including energy, transport, and industry, ++

### [Endorsement of parts of Appendix]

Elements of a national Technology Action Plan

4. Priority areas shall be identified sector by sector and technology by technology. <<For the most GHG-intensive sectors >> ++ including energy, transport, and industry, ++

nationally appropriate deployment schemes should be developed

..

8. <<For the most GHG-intensive sectors >> ++ including energy, transport, and industry, ++ nationally appropriate deployment schemes should be developed, taking into account specific barriers to technology deployment in these sectors.



# ⚠️ Ensure adequate financing e.g. a dedicated window under the Mitigation fund



## Suggestions for non-paper No. 34 in non-paper 54

### [Addition to para 9]:

9. ... the COP shall establish specialized fund/s, 5 funding windows ++for key sectors, particularly the most GHG-intensive sectors including energy, transport and industry, ++

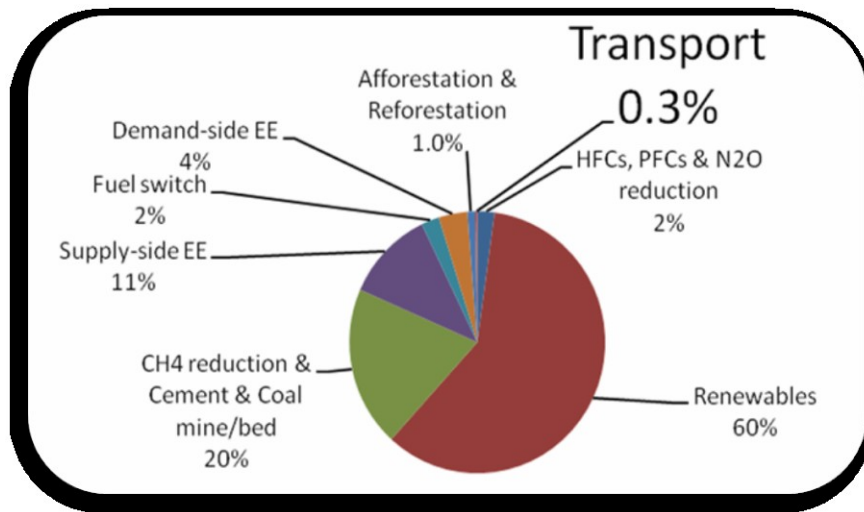
### [Addition to para 14]:

14.bis The high-level body/forum ..shall have equitable and balanced representation of all Parties and include all relevant actors ++and sectors, particularly the most GHG-intensive sectors including energy, transport and industry++ ;]





# Upscale financial support to a programmatic level



**Transport projects under the CDM**  
(Source: UNEP Risoe Centre, Nov 09)

## Suggestions for non-paper No. 34 in non-paper 54

### [Endorsement of part of para 5. Alternative 2]:

5. [Chapeau]

*Alternative 2: The financial architecture ... should be guided by the following principles: ...*

- (i) Delivery of financial resources [shall][should] be efficient, goal-oriented and **<<enable a shift from a project-based approach when dealing with proposals for funding to a programmatic approach, where appropriate>>**

# 2010 and beyond

## Action

## Inclusion

## Principles

**Bridging the gap**  
Pathways for transport in the post 2012 process

**Ten Guiding Principles for Considering Land Transport in a Post 2012 Climate Agreement**

**Transport policy related principles**

1. **CREATE A PARADIGM SHIFT AND STRENGTHEN POLITICAL WILL:** Measures should support an overall vision of low-carbon transportation, based on avoiding unnecessary journeys, shifting travel activity to low carbon modes, and improving the energy efficiency of each mode. The external costs of transport need to be fully internalised and long-term political commitment, setting aside national or local party interests, is crucial for success.
2. **GO BEYOND INDIVIDUAL PROJECTS AND SUPPORT POLICY PACKAGES:** A systemic approach should integrate and go beyond individual projects and support policy packages to achieve sustainable transportation. Policies should aim to achieve the wider sustainable development benefits of transport and remove financial and non-financial barriers.
3. **USE AN APPROPRIATE TIME SCALE AND PROVIDE PREDICTABLE FUNDING:** Transport networks evolve over long periods of time. Any agreement therefore needs to consider the long term effects of decisions and policies that go beyond the commitment periods of the Kyoto Protocol. This is especially important as transport infrastructure decisions taken today will be very costly to reverse in the future. In order to deliver incentives towards low-carbon transport, resources for climate mitigation should be predictable for decades rather than years.
4. **SUPPORT CROSS-SECTOR EFFECTS:** Efficient transport networks are needed for sustainable development. In order to achieve low-carbon transportation, it is important for transport policy approaches to reflect a strategic and integrated approach by incorporating transport effects from other sectors (e.g. organisation of mobile production processes, design of cities).
5. **STRENGTHEN INSTITUTIONAL CAPACITY:** Regional, national and local institutions are needed to (a) coordinate activities, (b) organise data sharing, technology transfer and capacity building and (c) take responsibility for measuring, reporting and verifying emissions. It is of utmost importance to create effective domestic environments that ensure administrative feasibility and operational capability. In order to ensure implementation, institutions are needed to link national and local activities with the international framework.

**Climate-policy related principles**

6. **CONTRIBUTE TOWARD SUSTAINABLE DEVELOPMENT AND RECOGNISE CO-BENEFITS:** The agreement should support win-win solutions that have extensive co-benefits regarding environmental protection (e.g. air quality and noise), equity (reducing social divides (e.g. access and safety), and economic effects (e.g. energy security, job creation and wealth creation).
7. **ENSURE ENVIRONMENTAL INTEGRITY:** Any agreement must ensure that energy consumption and net CO<sub>2</sub> emissions from land transport are reduced significantly in comparison to business as usual. It should be consistent with land transport's contribution to the overall level of emissions and stimulate efficiencies and alternatives to carbon for transport, avoiding carbon leakage, double counting or transferring emissions to other sectors.
8. **ENSURE COST EFFECTIVENESS:** It is necessary to define and implement technical options that are appropriate to the specific needs of developing countries. For example, decisions for energy-efficient and low-use are to target options in greening cities while a retrofit of existing infrastructure incurs high costs and potential conflicts in other sectors.
9. **SHOW LEADERSHIP BETWEEN DEVELOPED AND DEVELOPING COUNTRIES:** To establish and maintain the necessary framework in which to achieve sustainable transport development in non-Annex I countries, commitment will be required from Annex I countries in the form of finance, technology and knowledge transfer and capacity building alongside actions from developing countries.
10. **ENSURE TRANSPARENCY AND ACCOUNTABILITY:** The process of supporting developing countries with finance, technology and capacity should be transparent and accountable to the local needs for sustainable development. There should be rewards and recognition for actions that will help encourage and recognise change and progress.

[www.transport12.org](http://www.transport12.org)



**Acknowledging Land Transport in the Post 2012 Framework: Transport Suggestions for the AWG-LCA Non-papers at COP15**

Transport is a major and rapidly growing emitter of GHGs, already accounting for 23% of energy related CO<sub>2</sub> emissions worldwide.

Transport is highly vulnerable to climate change with much infrastructure in coastal or river zones, and its degradation can severely impact economic activity and livelihoods of citizens worldwide.

Both developed and developing countries would reap strong benefits from taking action in mitigating transport emissions in the form of better air quality, less traffic congestion, increased accessibility and reduced traffic noise, but that there are few incentives to do this under the present regime.

Our group of professional transport organisations, in consultation with a wider community of transport and climate experts, therefore propose the following suggestions to the negotiating text to ensure a significant role of sustainable land transport in the Post-2012 framework, whereby:

**\*\* text in blue \*\*** indicates additions and amendments.  
**<< text in green >>** indicates endorsements of the original or alternative



SBs, CDM-MP, etc

COP15

AWGs



# Key messages

- The support for sustainable transport in developing countries should be an important part of a future agreement
- Financing incentives through NAMAs could help developing countries on a pathway towards keeping a low carbon mobility
- A transportation window should secure funding for the sector
- Technology transfer beyond fuel and vehicle efficiency should be considered as an important element for support
- Transport infrastructure is vulnerable and needs guidance/capacity building and financial support to avoid the future climate effects
- Mitigation action in transport could improve the quality of life of the people while reducing carbon emissions
- Capacity building for Sustainable Transport enables future generation to avoid the mistakes in the developed world.

# **Thank you!**

Holger Dalkmann  
Programme Director  
Centre for Sustainability, TRL

Email: [hdalkmann@trl.co.uk](mailto:hdalkmann@trl.co.uk)