Cancún can, can land transport?

A summary of the proceedings from the United Nations Climate Change Conference in Cancún, Mexico, and their significance for the land transport sector

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1 Introduction

The United Nations Climate Change Conference (COP16/COP6) took place in Cancún, Mexico, from 29 November to 11 December 2010. Contrary to the expectations of many there was considerable progress made by Parties at the conference, particularly in relation to Nationally Appropriate Mitigation Actions (NAMAs), the verification of developing country mitigation actions through International Comparative Analysis (ICA), financing, technology transfer and capacity building. It is widely believed that this has helped to get the climate change negotiations back on track and renew faith in the UNFCCC process after what was considered by many to be a disappointing outcome at COP15 in Copenhagen and slow progress in the four negotiation sessions of 2010.

The progress made by COP16 creates opportunities for climate change mitigation in the land transport sector. This paper provides a summary of the outcomes of the UNFCCC Cancún Conference, and outlines what these mean for the land transport sector, which is increasingly being acknowledged as one of the largest contributors to anthropogenic greenhouse gas (GHG) emissions.

The paper is structured as follows:

- The conference outcomes and their implications for the land transport sector
- Key opportunities for land transport
- Next steps towards Durban.

This paper is a product of the Bridging the Gap (BtG) initiative and the Partnership on Sustainable Low Carbon Transport (SLoCaT).

The Bridging the Gap initiative, formed at the COP14 in Poznań, Poland, in 2008 by GIZ, Veolia Transport, TRL and UITP (later joined by ITDP), bridges the gap between the transport and climate change sectors and promotes that land transport should play a more prominent role in addressing climate change. For more information about the work of Bridging the Gap initiative visit: **http://www.transport2012.org/**.

The SloCaT Partnership is comprised of over 50 organisations, which include UN organisations, multilateral development banks, NGOs, technical cooperation agencies and research organisations. The partnership aims to improve knowledge on sustainable low carbon transport, and specifically to help develop better policies and catalyse their implementation. For more information see: **http://www.slocat.net/**.

2 The Cancún Agreements and the implications for the land transport sector

This section will provide an overview of the decisions reached by each of four subsidiary bodies convened at COP16. These are the:

- Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (**AWG-KP**) (15th session). This group was established to consider further commitments of industrialised countries under the Kyoto Protocol after the provisions for the first commitment period of the Kyoto Protocol are set to expire in 2012.
- Ad Hoc Working Group on long-term Cooperative Action under the Convention (**AWG-LCA**) (13th session). This group was set up at COP13 in Bali to launch a comprehensive process to enable the full, effective and sustained implementation of the Convention through long-term cooperative action, now, up to and beyond 2012, in order to reach an agreed outcome.
- Subsidiary Body for Implementation (**SBI**) (33rd session). This permanent body was established to facilitate assessment and review of the effective implementation of the Convention by making recommendations on policy and implementation issues to the COP (and also to other bodies if approached) and dealing with financial and administrative matters.
- Subsidiary Body for Scientific and Technological Advice (**SBSTA**) (33rd session). This permanent body was established to provide scientific, technological and methodological advice to the COP.

COP16 delivered progress on a number of issues of central importance to the future of climate change mitigation although equally a large number of issues remain open with no consensus reached. The main implications of the decisions reached for the land transport sector are outlined below and some of the key decisions listed in the Annex of this paper. This paper focuses on climate change mitigation but also recognises that there are many opportunities for the land transport sector in relation to adaptation. Land transport infrastructure has already been damaged and services disrupted as a result of extreme weather events, highlighting the need for it to benefit from UNFCCC provisions, such as the Adaptation Committee and Cancún Adaptation Framework established by the AWG-LCA at COP16.

The analysis is based on a review of each of the decisions adopted by COP16 and CMP6, which are being referred to collectively as the Cancún Agreements.[1]

2.1 Nationally Appropriate Mitigation Actions (NAMAs)

The concept of NAMA has still not been concretely defined under the UNFCCC but they are understood to refer to voluntary emission reduction measures that are reported by national governments to the United Nations Framework Convention on Climate Change (UNFCCC). They can be policies, programmes or projects on national, regional, or local levels. NAMAs appear to be emerging as one of the main vehicles for climate change mitigation under the UNFCCC and are prominent in Section III of the 'outcome of the work of the AWG-LCA,[2] which deals with 'enhanced action on mitigation.' It is believed that **NAMAs are well suited to climate change mitigation activities in the land transport sector** and as detailed in a Bridging the Gap Guidance Note for Parties there are a wide range of transport projects, policies and programmes that can be formulated

[1] The Cancun Agreements can all be accessed from http://unfccc.int/meetings/cop_16/items/5571txt.php.

[2] Draft decision [-/CP.16]. Outcome of the work of the Ad Hoc Working Group on long-term Cooperative Action under the Convention. Available from http://unfccc.int/files/meetings/cop_16/application/pdf/cop16_lca.pdf.

as NAMAs.[3] Interventions in the transport sector can, for example, reduce emissions by avoiding or reducing demand for travel, shifting to and maintaining the use of low carbon modes, and improving vehicle and fuel technology efficiency of all modes of transport.

At the time of publication, **26 of the 43 NAMA submissions made under the Copenhagen Accord make explicit reference to the land transport sector**.[4] The submissions contain a broad range of proposed land transport actions, and a body of literature is also growing to demonstrate additional potential NAMA in the sector. Land transport in developing countries will therefore benefit from this renewed discussion about NAMA frameworks and their modalities.[5] The outcome of the work of the AWG-LCA[2] specifies that developing countries can continue to submit NAMAs (paragraph 50).

In light of the demand for transport NAMAs the workshops to be organised by the secretariat to increase understanding of the **support needed to implement proposals for NAMAs by developing countries** (paragraph 51[2]) should involve transport experts. This could offer an important opportunity towards the quick and effective realisation of transport NAMAs through the mobilisation of international support for their development and implementation. The COP also invited developing country Parties to **submit information to the secretariat about NAMAs that they are seeking support for** (paragraph 54[2]). To help catalyse the implementation of proposed land transport NAMAs, transport experts could liaise with developing country Parties that have submitted proposals for NAMAs in this sector and support them to collect and present the required information.

The COP encourages developing countries to develop **low-carbon development strategies or plans** in the context of sustainable development and also asks that NAMAs are implemented in developed countries where *'low-carbon development strategies or plans'* should also be developed (paragraph 45[2]). The high contribution of land transport to GHG emissions and the rapid growth of land transport emissions in developing countries means that low carbon development strategies will have to address land transport and so offer several opportunities for the sector. Transport stakeholders should raise awareness of the contribution of mitigation in the land transport sector to economy-wide emission reductions, as well as to social and economic development, and provide associated guidance.

The UNFCCC states that it will set up a **registry to record NAMAs** seeking international support to facilitate the matching of finance, technology and capacity-building support to these actions (paragraph 53[2]). It also decides that NAMAs of developing countries will be recognised in a *'separate section of the registry'* (paragraph 58[2]). There is no indication given that there will be a sectoral breakdown of NAMAs in the registry, although doing so would help to increase awareness of climate change

[3] Dalkmann, Bongardt, Sakamoto, Neuweg and Avery (2010) Guidance Note for Parties. Formulating NAMAs in the Transport Sector: Kick-starting action. Bridging the Gap. Available from http://www.transport2012.org/bridging/ressources/files/1/615,567,Guidance_on_Transport_NAMA.pdf.

[4] For further details of the contents of these 43 submissions see Binsted, Davies and Dalkmann (2010) Copenhagen Accord NAMA Submissions. Implications for the Transport Sector. Bridging the Gap. Available from http://www.transport2012.org/bridging/ressources/files/1/913,828,NAMA_submissions_Summary_030810.pdf.

[5] See Cornie Huizenga and Stefan Bakker (2010) Applicability of Post 2012 Climate Instruments to the Transport Sector, Final Consultants Report, ADB, IDB, SLoCaT, July 2010.
Center for Clean Air Policy (2010) *Transportation NAMAs: A Proposed Framework*. Washington, 14 January 2010.
Center for Clean Air Policy (2010) *Data & Capacity Needs for Transportation NAMAs.* Washington, May 2010.

mitigation options in the sector as well as the land transport sector's role in climate change mitigation.

The **Measuring, Reporting and Verifying (MRV) requirements** for different types of NAMA actions will vary according to whether they're internationally or domestically supported and related guidance will be developed under the Convention (paragraphs 61 and 62[2]). MRV has long been a barrier to greater participation of the land transport sector in UNFCCC provisions. Transport professionals must therefore be active in the development of the UNFCCC's MRV guidelines for domestic and international NAMAs to ensure that they are appropriate for the nature of transport interventions. This should include taking a proactive approach on the ground to find out what works, for example by conducting pilot studies, testing methodologies and different approaches, and increasing awareness of key challenges that are faced to generate discussion on how they could be overcome and to develop solutions.

The COP agreed that there must be **enhanced reporting in national communications**, including inventories, from developing countries on mitigation actions and their effects, and on support received.[6] These provisions will increase the transparency of climate change mitigation activities and their impacts and in doing so could help to highlight the significance of the land transport sector as a target sector for GHG mitigation action. The need for enhanced reporting could also catalyse improvements to data management, which could in turn support the MRV of NAMAs, including those in the land transport sector. Transport experts should therefore seek to influence the coverage of transport in national inventories and to provide support to Parties to MRV emissions from the sector.

Table 1: Key opportunities to better integrate land transport in terms of mitigation

Target Group	Specific Recommendation
International	• Incorporate the land transport sector in workshops organised to understand support needed to implement NAMA submissions • Develop MRV NAMA guidelines that recognise the unique characteristics of the land transport sector • Improve the coverage of land transport in national communications for developing country parties • Incorporate a land transport section in the NAMA registry and request associated reporting • Strengthen networks for knowledge sharing in the land transport sector.
National	• Develop transport NAMA and submit proposals to the UNFCCC • Provide support for transport NAMA (developed countries) • Link support needed to the GCF (see the 'finance' section of this paper) • Encourage the integration of transport in national low carbon development strategies and plans • Develop standardised baselines for transport CDM (see 'finance' below).
Expert Community	• Increase awareness of the diversity of land transport interventions that can be formulated as NAMAs in both developed and developing countries • Develop NAMA submissions with developing country Parties • Build and share knowledge about MRV methodologies for mitigation actions in the land transport sector • Input to the development of the UNFCCC guidelines for MRV of NAMAs and also to the associated ICA process.

[6] Current status National Communications Developing Country Parties: Initial national communications: 140 (as at 29 December 2010); Second national communications: 40 (as at 14 January 2011); Third national communications: 2 (as at 18 November 2010); Fourth national communications: 1 (as at 14 December 2009), http://unfccc.int/national_reports/non-annex_i_natcom/submitted_natcom/items/653.php.

2.2 Finance

2.2.1 Fast-start and long-term finance

The COP invited developed country parties to submit to the Secretariat by May 2011, 2012, and 2013, information on resources provided to fulfil the commitment for **fast-start finance** of US$30 billion between 2010 and 2012 (paragraph 95[2]). The AWG-LCA also decided that *'scaled-up, new and additional, predictable and adequate'* **long-term finance** shall be provided to developing country Parties (paragraph 97[2]) recognising commitments outlined in the Copenhagen Accord to mobilise US$100 billion a year by 2020 (paragraph 98[2]). Transport stakeholders will need to ensure that criteria for obtaining funding from both fast-start and long-term financing support activities in the land transport sector by taking an active involvement in related discussions and continuing to lobby for the need for the sector to have increased prominence, and preferably specific provisions, under the UNFCCC.

The outcome of the work of the AWG-LCA detailed the decision to **establish a Green Climate Fund** (GCF) (paragraph 102[2]) to operate as the Convention's financial mechanism and to be operated by an independent secretariat (paragraph 108[2]) with the World Bank as an interim trustee. It will support projects, programmes and other activities in developing countries using **thematic funding windows**. The Transitional Committee will develop recommendations for operational documents that address issues including *'funding windows and access modalities'* for COP17 (paragraph 1c in Annex III[2]).

There are no details about what the '*thematic funding windows'* will be and so the land transport sector needs to position itself in this discussion. The GEF, under GEF 5, as well as a number of Multilateral Development Banks (such as the ADB, IDB, World Bank and most recently the AfDB – see Box 1 below) are earmarking resources for investment in sustainable low carbon transport. There is therefore widespread recognition of the need to scale-up investment in this sector for climate change mitigation, as well as existence of successful models that can be referred to by the UNFCCC in developing funding windows under the GCF.

Box 1: African Development Bank side event

In an official side event of COP16 organised by the African Development Bank (AfDB) African Ministers called for the establishment of an African Green Fund (AGF), reiterating their request from COP15 for a funding mechanism that dedicates resources to Africa and that is managed by the AfDB. In the side event they detailed their proposal for an AGF and in doing so highlighted the demand for, and priority being given to, interventions in the land transport sector in Africa to manage emissions. They highlighted their desire to use the AGF to promote investment in sustainable transport, amongst other adaptation and mitigation activities. The AfDB stated that they are in the process of establishing the AGF, which will be complementary to other financial mechanisms and work alongside approaches taken by other institutions including provisions under the UNFCCC.

Bridging the Gap has developed a proposal for a sectoral approach for the land transport sector that could be financed through a transport funding window in the short-term and/or long-term finance pledged under the Copenhagen Accord and now detailed in the decisions of COP16. The proposal is entitled REST (**Reducing Emissions through Sustainable Transport**) and suggests a way in which the large mitigation potential of the land transport sector could be realised through earmarked support for sustainable

transport (see Box 2).[7] The principles of the REST approach should be disseminated and debated to increase awareness of the potentially catalytic impact of creating a transport window under the GCF.

Box 2: Reducing Emissions through Sustainable Transport (REST) – a sectoral approach

The components of the REST approach suggested by the Bridging the Gap initiative are outlined in Figure 1 below. The sectoral approach proposed seeks to provide support for the formulation of NAMAs, capacity building and the implementation of low carbon transport policies, programmes and projects. Access to support would be based on simplified conditions, such as commitment to transport NAMAs and to the monitoring and measurement of emissions. In this proposal the financial support would be largely provided through transport windows within climate funds although implementation could also be supported through the carbon market. The approach could serve to enhance access to the carbon market by catalysing the development of new MRV methodologies for transport.

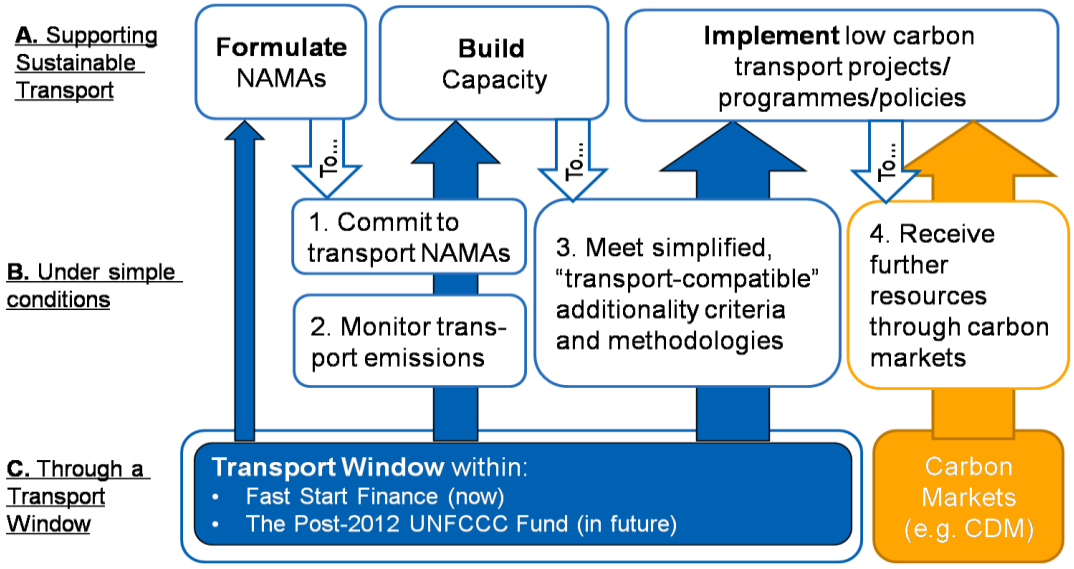

Figure 1: The components of the REST sectoral approach.

'Reducing Emissions through Sustainable Transport (REST)' can be accessed from: http://www.transport2012.org/bridging/ressources/files/1/817,Transport_sectoral_approach_22.09.20.pdf.

2.2.2 *Market mechanisms*

The outcome of the work of the AWG-KP[8] agreed that the Kyoto Protocol's flexible mechanisms may be improved by the decision in the outcome of the work of the AWG-LCA to **consider establishing one or more market-based mechanisms (paragraph**

[7] Binsted, Dalkmann, Bongardt and Sakamoto (2010) Reducing Emissions through Sustainable Transport (REST). Bridging the Gap. Available from http://www.transport2012.org/bridging/ressources/files/1/817,Transport_sectoral_approach_22.09.20.pdf.

[8] Draft decision [-/CMP6]. Outcome of the work of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol at its fifteenth session. Available from http://unfccc.int/files/meetings/cop_16/application/pdf/cop16_kp.pdf.

80[2]**) and non-market-based mechanisms** at COP17. These are being considered to promote climate change mitigation across *'broad segments of the economy'* (paragraph 80c[2]). Transport experts need to observe the development of these mechanisms providing input where possible. They should also produce associated recommendations suitable to be used by Parties that are interested in ensuring that new mechanisms are compatible with mitigation activities in the land transport sector.

The UNFCCC's aim to ensure that new mechanisms offer equitable access to initiatives across the economy echoes a decision made at COP15 to **improve access to the CDM for '*under-represented project activity types*.'**[9] This intention was restated by the AWG-KP at COP16 where they requested that the CDM's Executive Board develop standardised baselines prioritising methodologies applicable to underrepresented project activity types or regions*, 'inter alia, for […] transport […]"* (paragraph 46).[10] In 2010 Bridging the Gap made a submission on modalities and procedures for the development of standardised baselines highlighting ways in which barriers to implementing land transport activities in the CDM could be overcome.[11] It also offered to provide support to developers of pilot projects, or to provide other forms of transport expertise, to the Methodology Panel as appropriate. The need for specific consideration of the transport sector in developing standardised baselines seems to be recognised now, but it will remain important for transport experts to continue to provide related input.

The AWG-KP[11] also requested that the Executive Board reassess its procedures to '*simplify the application of* ***programme of activities'*** (paragraph 4). Programme of Activities (PoAs) is an approach that enables a number of climate change mitigation activities to be co-ordinated and implemented as a single CDM project activity. This could be better suited to the land transport sector than the current CDM and so should be supported by Parties backed by sector specific expertise from transport professionals.

The main opportunities for land transport climate change mitigation activities appear likely to be in relation to NAMAs but the sector must not neglect the potential of the carbon market for supporting mitigation actions. Transport experts should engage in the development of new flexible mechanisms, transport standardised baselines and PoA regulations and promote (and where necessary refine) the recommendations that they have developed for overcoming greater participation of the sector in the CDM.[12]

[9] Draft decision -/CMP.5. Further guidance relating to the clean development mechanism. Available from http://unfccc.int/files/meetings/cop_15/application/pdf/cmp5_cdm_auv.pdf.
[10] Decision -/CMP.6. Further guidance relating to the clean development mechanism. Available from http://unfccc.int/files/meetings/cop_16/conference_documents/application/pdf/20101204_cop16_cmp_guidance_cdm.pdf.
[11] GIZ, Veolia Transport, UITP and TRL (2010) Submission on modalities and procedures for the development of standardised baselines. Bridging the Gap. Available from http://www.transport2012.org/bridging/ressources/files/1/671,Submission_on_modalities_and_procedu.pdf.
[12] For example see Dalkmann, Sakamoto, Binsted and Avery (2009) Strategies to bring land transport into the climate change negotiations. Discussion Paper. Bridging the Gap. Available from http://www.sutp.org/bridgingthegap/downloads/discussion_paper.pdf.

Box 3: Accessing finance for sustainable transport: additional resources

There are a wide range of institutions and mechanisms that can provide support for climate change mitigation activities in the land transport sectors of developing countries. GIZ has commissioned two publications that provide an overview of these sources of finance. One is a GIZ Sourcebook (module 1f) entitled 'Financing Sustainable Urban Transport,' which is designed to support policy makers in developing country cities by detailing barriers that need to be overcome to support sustainable transport instruments and strategies in developing countries and suggesting ways for doing so, including suggestions about the optimal ways of combining different finance options. The second focuses specifically on climate finance, again with a focus on land transport interventions in developing countries. It is entitled 'Accessing Climate Finance for Sustainable Transport: A practical overview' and is the fifth in a series of GIZ Sustainable Urban Transport Technical Documents.

'Financing Sustainable Urban Transport' can be accessed from: http://www.sutp.org/dn.php?file=1f-FSUT-EN.pdf.

'Accessing Climate Finance for Sustainable Transport: A practical overview' can be accessed from: http://www.sutp.org/index.php?option=com_docman&task=cat_view&gid=124&Itemid=54&lang=&Itemid=198.

Table 2: Key opportunities to better integrate land transport in terms of finance

Target Group	Specific Recommendation
International	• Provide guidance to climate finance for transport (see GIZ/BtG finance guidance) • Create a transport window in funding streams and mechanisms • Discuss in the NAMA workshop options for funding • Develop standardised baselines for transport CDM.
National	• Scale-up investment in the land transport sector in recognition of its GHG emissions (developed countries) • Propose a thematic funding window in the Green Climate Fund • Propose a transport sectoral mechanism • Liaise with stakeholders (such as BtG and SLoCaT) for ways to link transport NAMAs to other forms of international support.
Expert Community	• Engage with the work of the Transitional Committee of the GCF • Lobby for transport windows in funding streams and mechanisms • Disseminate options for a land transport sectoral mechanism.

2.3 Technology

The outcome of the work of the AWG-LCA[2] decided to terminate the mandate of the Expert Group on Technology Transfer (paragraph 124) and establish a **Technology Mechanism**. The main role of the Mechanism will be to support the diffusion and deployment of environmentally sound technologies and knowledge, increase investment in technology, review technological needs, provide guidance and facilitate collaboration. It would operate under the guidance of the COP and be guided by:

- a **Technology Executive Committee** (TEC) (its composition and mandate is contained in Annex IV of the decision); and
- a **Climate Technology Centre and Network** (CTCN) (*'to facilitate a network of national, regional, sectoral and international technology networks, organisations and initiatives')* (paragraphs 117 to 123).

In the past involvement in technology transfer has been largely dominated by energy professionals, but if previous mistakes are to be avoided then professionals from other large emitting sectors, such as the land transport sector, must also play a prominent role in the development of the Technology Mechanism. Transport experts should communicate to the UNFCCC secretariat and Parties how mitigation needs can be met with the range of climate change mitigation technologies available in the sector. In doing so they should increase awareness of the scope of available mitigation technologies. The Bridging the Gap initiative is already working to increase this awareness and is currently producing a guidance note outlining these technologies and encouraging stakeholders to think beyond the often narrow perception of transport technologies, which tends to be limited to fuel and vehicle technologies.

The large mitigation potential of the land transport sector dictates that it should be represented in the sectoral networks, organisations and initiatives that will be facilitated by the CTCN. These initiatives should also involve a broad range of stakeholders, including but not limited to academics and practitioners and policy makers working on all levels of governance, to optimise their utility. There are a number of technology centres and networks that already exist that can be developed for this purpose. Examples include the World Transport Research Society,[13] a multi-disciplinary international network that leads work to bridge the gap between transport research and practice, regional Environmentally Sustainable Transport (EST) forums,[14] which bring governments and experts together to discuss related issues, and the Volvo Research and Education Foundation,[15] which has established eight centres of excellence to explore Future Urban Transport. Transport experts should highlight the networks that already exist and use lessons learned to provide recommendations for the design of new, or use of existing, networks to act as sectoral climate change mitigation resources for the land transport sector.

The CTCN will provide information, training, support and advice in relation to technology needs and will **respond specifically to the requests of developing country Parties** (paragraph 123[2]). The land transport sector therefore needs to increase awareness amongst developing country Parties of the climate change mitigation technologies that can be employed in the sector. This could be done through providing guidance, such as that being developed by Bridging the Gap, direct communication and targeted training, for example through workshops in developing countries.

[13] See http://wctrs.ish-lyon.cnrs.fr/index.php.
[14] See http://www.uncrd.or.jp/env/2nd-regional-est-forum/about.htm.
[15] See http://www.vref.se/centresofexcellence.4.46d8812211a06b927e780008359.html.

Annex IV of the outcome of the work of the AWG-LCA[2] detailed the **need for the Technology Executive to *'draw upon outside expertise*** *… to provide advice, including as expert advisors at its meetings'* (paragraph 9). Professionals in the land transport sector should take a proactive approach and offer their expertise, with those that are accredited observers taking advantage of opportunities to attend meetings of the TEC (paragraph 10[2]). This may help to ensure that the land transport sector is adequately accommodated within all components of the Technology Mechanism.

Table 3: Key opportunities to better integrate land transport in terms of technology

Target Group	Specific Recommendation
International	• Create a sectoral technology network for the land transport sector • Create regional technology centres for land transport.
National	• Send transport expert(s) to the Transport Executive Committee • Assess and communicate technology needs in the land transport sector • Consider sustainable transport technologies as a primary mitigation option and look beyond fuel and vehicle technologies.
Expert Community	• Increase awareness of the diversity of potential technological interventions in the transport sector • Produce guidance and training on climate change technologies in the land transport sector • Offer expertise to the UNFCCC process and Parties.

2.4 Capacity building

Three draft decisions[16] acknowledged that capacity building activities in developing countries are essential to enable them to effectively participate in the Convention. The outcome of the work of the AWG-LCA decided that **capacity building support to developing country Parties should be enhanced**.[2] Transport stakeholders should communicate the role of land transport in capacity building for climate change mitigation and seek inclusion in all related provisions, which include strengthening institutions, networks for sharing knowledge, climate change education and training, and public awareness (paragraph 130[2]).

The land transport sector could significantly benefit from public awareness raising as its emissions are directly linked to decisions made by individuals. The sector should therefore recommend activities to communicate the impact of travel behaviours on emissions and ways in which they can be modified to reduce emissions. A comprehensive review of the New Delhi work programme, which aims to engage all stakeholders in implementation of Article 6, will be conducted in 2012[17] and the transport sector should seek to be involved in this process, analysing the role of

[16] Draft decision -/CP.16. Outcome of the work of the Ad Hoc Working Group on long-term Cooperative Action under the Convention. Accessible from http://unfccc.int/files/meetings/cop_16/application/pdf/cop16_lca.pdf and Draft decision -/CP.16. Capacity-building under the Convention for developing countries. Accessible from http://unfccc.int/files/meetings/cop_16/conference_documents/application/pdf/20101204_cop16_capacity.building.pdf.
Draft decision -/CP.16. Progress in, and ways to enhance, the implementation of the amended New Delhi work programme on Article 6 of the Convention. Available from http://unfccc.int/files/meetings/cop_16/conference_documents/application/pdf/20101204_cop16_cmp_art6.pdf.

[17] Draft decision -/CP.16. Progress in, and ways to enhance, the implementation of the amended New Delhi work programme on Article 6 of the Convention. Available from http://unfccc.int/files/meetings/cop_16/conference_documents/application/pdf/20101204_cop16_cmp_art6.pdf.

transport within it and championing the value to increasing its prominence in the process.

The AWG-LCA decided that **developed countries need to provide financial resources to support enhanced actions on capacity building** – both through and independent of the UNFCCC channels (paragraph 131[2]). As with other sources of climate finance transport stakeholders should seek to ensure that the land transport sector is benefiting from this enhanced financial support and that direct communications are made with individual Parties to help them to recognise where capacity-building in the land transport sector could address their specific needs and priorities. Efforts should specifically be spent in the run-up to COP17 where the AWG-LCA is requested to consider further enhancement of the effectiveness of capacity building.

The COP requested that the SBI continues its review of the framework for capacity-building in developing countries, providing text as a basis for doing so and that could be adopted at COP17.[18] In order to support the development of a framework that is conducive to long-term capacity-building in the land transport sector transport professionals will need to be actively engaged with the provisions being developed for capacity building in the lead up to COP17.

Table 4: Key opportunities to better integrate land transport in terms of capacity building

Target Group	Specific Recommendation
International	• Create sectoral networks for capacity building where it would add value, such as for the land transport sector • Involve transport professionals in the enhancement of capacity building support • Ensure that capacity building institutions and stakeholder engagement processes acknowledge the role of land transport.
National	• Identify and communicate capacity building needs in the land transport sector • Request support to meet these capacity building needs.
Expert Community	• Identify specific capacity building needs in the land transport sectors of developing countries • Provide guidance and training to fulfil identified capacity building needs • Champion the role of transport in the review of capacity building being undertaken.

2.5 Agreed next steps for 2011

The Cancún Agreements provided some clear steps and actions for 2011, including future sessions and invitations for submissions to the UNFCCC Secretariat on issues rising from the negotiations. Table 2 overleaf lists submissions where the participation of transport experts and Parties may be crucial to ensure the better integration of land transport into the future climate change regime.

[18] Draft decision -/CP.16. Capacity-building under the Convention for developing countries. Accessible from http://unfccc.int/files/meetings/cop_16/conference_documents/application/pdf/20101204_cop16_capacity.building.pdf.

Table 5: UNFCCC invitations for submission of views.

Negotiation theme	Submission invitation	Deadline
NAMAs by developing countries	Parties are invited to submit their views on the modalities and guidelines for the registry, MRV of supported actions and corresponding support, biennial reports as part of national communications, domestic MRV and ICA.	**by 28 March 2011**
Various approaches to enhance the cost-effectiveness of mitigation actions	The AWG-LCA is requested to elaborate the mechanisms for a decision at COP 17 and to undertake to maintain and build on existing mechanisms. Parties are invited to submit their views on such a mechanism to the Secretariat.	**by 21 February 2011**
	Parties are invited to submit their views on non-market-based mechanisms and the evaluation of approaches in enhancing the cost-effectiveness of mitigation actions.	**by 21 February 2011**
Finance	The COP invites developed country parties to submit details of resources for fast-start financing and long-term finance.	**by May 2011**
Adaptation	The text invites parties to submit views on what should be in the work programme, *inter alia*: options for risk management, risk sharing, and resilience building.	**by 21 February 2011**
	Parties are invited to submit to the Secretariat, views on the composition, modalities and procedures for the Adaptation Committee.	**by 21 February 2011**

The UNFCCC meetings currently scheduled are:
First sessional period: 6th – 17th June 2011 in Bonn, Germany
COP 17 & COP/MOP 7: 28 November - 9 December 2011 in Durban, South Africa

Box 4: ***The key role of local government***

The UNFCCC process focuses on the role of international and national governments but it is important to recognise the key role of local government in climate change mitigation in the land transport sector. The majority of GHG emissions come from cities and so their mitigation should be a key component of any urban policy or strategy.

In a press conference held in the middle of the second week of Cancun UNFCCC Executive Secretary Christiana Figueres and COP16/CMP6 President Patricia Espinosa explicitly supported the work of cities on the implementation of local climate action on mitigation and adaptation. They also highlighted their support for the carbon*n* Cities Climate Registry (cCCR) (see http://citiesclimateregistry.org/), which is a key component of the Mexico City Pact that was signed by 138 cities at the World Mayor's Summit on Climate that took place in Mexico City a week before COP16.

The cCCR is a global response of cities and local governments to the need for measurable, reportable, verifiable climate actions, one of the most challenging issues being discussed by the UNFCCC. By being included in the cCCR cities agree to enter their climate actions in the Registry and to submit details of their GHG emissions and mitigation and adaptation actions as a part of a regular reporting system. This Registry will support the global credibility of local climate action by allowing transparency, accountability and comparability of climate actions, performance and commitments. It will also serve as a platform for donors that seek MRVed local actions to support.

International acknowledgement of the role of local government in climate change mitigation is necessary to give legitimacy to local authorities in their negotiations with national governments. To gain this acknowledgement, networks of cities have made numerous political declarations during various summits of mayors and interventions in COP and MOP plenary sessions. They have organized informal meetings with the different chairs and co-chairs of the AWG-LCA and AWG-KP, and with almost each national delegation. The outputs of the COP16/MOP6 reflect these efforts with local and sub-national governments explicitly mentioned in several chapters of the Cancun Agreement (shared vision, adaptation and capacity building), and in the UNFCCC adopted text on "further guidance relating to the clean development mechanism."

3 The way forward

COP16 has for many restored faith in the UNFCCC process. It is not yet clear when and if a legally-binding outcome will be reached or what form it will take, with influential Parties and groups, such as Japan and Russia, openly stating that they may not join a second commitment period of the Kyoto Protocol. COP16 has, however, provided some clarity on the way forward. Developed and developing country Parties have shown a commitment to upscaling mitigation actions and associated support and these actions will be better documented because of the requirement for more regular national communications with biannual updates of GHG inventories. The concept of NAMAs has been developed further and there are some indications that the CDM may become more suitable for the land transport sector, support for capacity building has been enhanced, and a Green Climate Fund and Technology Mechanism have been established. This paper has highlighted that there are many related opportunities opening up for climate change mitigation in the land transport sector. These opportunities are summarised in *Table 6* below.

Table 6: Overview of recommendations for 2011 based on the COP16 decisions.

	International	**National**	**Expert Community**
Mitigation	• Incorporate the land transport sector in workshops organised to understand support needed to implement NAMA submissions • Develop MRV NAMA guidelines that recognise the unique characteristics of the land transport sector • Improve the coverage of land transport in national communications for developing country parties • Incorporate a land transport section in the NAMA registry and request associated reporting • Strengthen networks for knowledge sharing in the land transport sector.	• Develop transport NAMA and submit proposals to the UNFCCC • Provide support for transport NAMA (developed countries) • Link support needed to the GCF (see the 'finance' section of this paper) • Encourage the integration of transport in national low carbon development strategies and plans • Develop standardised baselines for transport CDM.	• Increase awareness of the diversity of land transport interventions that can be formulated as NAMAs in both developed and developing countries • Develop NAMA submissions with developing country Parties • Build and share knowledge about MRV methodologies for mitigation actions in the land transport sector • Input to the development of the UNFCCC guidelines for MRV of NAMAs and also to the associated ICA process.
Finance	• Provide guidance to climate finance for transport (see GIZ/BtG finance guidance) • Create a transport window in funding streams and mechanisms • Discuss in the NAMA workshop options for funding • Develop standardised baselines for transport CDM.	• Scale-up investment in the land transport sector in recognition of its GHG emissions (developed countries) • Propose a thematic funding window in the Green Climate Fund • Propose a transport sectoral mechanism • Liaise with stakeholders (such as BtG and SLoCaT) for ways to link transport NAMAs to other forms of international support.	• Engage with the work of the Transitional Committee of the GCF • Lobby for transport windows in funding streams and mechanisms • Disseminate options for a land transport sectoral mechanism.

	International	National	Expert Community
Technology	• Create a sectoral technology network for the land transport sector • Create regional technology centres for land transport.	• Send transport expert(s) to the Transport Executive Committee • Assess and communicate technology needs in the land transport sector • Consider sustainable transport technologies as a primary mitigation option and look beyond fuel and vehicle technologies.	• Increase awareness of the diversity of potential technological interventions in the transport sector • Produce guidance and training on climate change technologies in the land transport sector • Offer expertise to the UNFCCC process and Parties.
Capacity building	• Create sectoral networks for capacity building where it would add value, such as for the land transport sector • Involve transport professionals in the enhancement of capacity building support • Ensure that capacity building institutions and stakeholder engagement processes acknowledge the role of land transport.	• Identify and communicate capacity building needs in the land transport sector • Request support to meet capacity building needs in the land transport sector.	• Identify specific capacity building needs in the land transport sectors of developing countries • Provide guidance and training to fulfil identified capacity building needs • Champion the role of transport in the review of capacity building being undertaken.

Climate change mitigation in the land transport sector will require a co-ordinated approach from all levels of government. The input of transport experts in this process will be crucial for integrating the land transport sector into a future climate change regime. Transport experts will need to build and share knowledge and to disseminate the findings to related stakeholders. A key element of their work will be working in and communicating with developing countries. This will be crucial both to identify climate change mitigation needs and solutions and in recognition that the UNFCCC is a Party driven process and so delegations will need to carry transport messages into the negotiations.

A lot of the knowledge required to ensure that a post 2012 climate regime accommodates the land transport sector already exists. The transport community should therefore increase awareness and recognition of the body of work, experience and institutions that can be drawn on to develop a post 2012 climate regime that can reduce emissions from the sector. In terms of finance a number of institutions already operate strategies that earmark resources for investment in sustainable transport, which lessons can be learned from. A number of approaches have also been developed to suggest how the UNFCCC could apply similar models but modify them to reduce current barriers to accessing finance. These include the REST sectoral approach developed by Bridging the Gap (see Box 2), which the Bridging the Gap and SLoCaT partnerships will continue to disseminate and revise in response to feedback obtained and to developments under the UNFCCC. It proposes an approach that could see access to support for transport NAMAs, capacity building, and other mitigation actions in the sector (such as low carbon development strategies) enhanced. It could also contribute to overcoming barriers to accessing climate finance from the carbon market by encouraging the monitoring and measurement of emissions from the sector, which could catalyse the development of new methodologies.

The carbon market offers opportunities for the land transport sector that transport experts should continue to work to enhance, for example through contributing to the development of standardised baselines for the transport sector. The UNFCCC provisions currently position NAMAs as the main form of climate change mitigation in the sector, however, and so developing transport NAMAs should be seen as a priority. Transport experts will need to provide and disseminate guidance and training for formulating transport NAMAs. They will also need to closely follow the development of MRV guidelines for NAMAs as their contents will have direct implications for their suitability for land transport interventions.

In response to the prominence of NAMAs as a means for climate change mitigation under the UNFCCC Bridging the Gap and SLoCaT will conduct further work into NAMAs throughout 2011 and beyond. Their activities will include setting up a working group on transport NAMAs, which would enable transport stakeholders to provide an active and accessible source of expertise that could be drawn on by developing country Parties. The group would support the development of transport NAMAs through the sharing of knowledge and experiences by bringing together *inter alia*, country and transport organisation representatives working on transport NAMAs.

The remit of the working group could extend beyond NAMA to develop recommendations for the UNFCCC process. Indeed the partnerships will also continue to follow and input to the UNFCCC negotiations, analysing their implications for the sector and acting on opportunities for increasing the effectiveness of their provisions from the perspective of land transport.

The land transport sector should focus on activities to promote a sectoral approach for land transport in the UNFCCC's provisions for mitigation. Considerable efforts also need to be spent in working to promote the need for land transport to be recognised as a thematic funding window under the GCF. Bridging the Gap and SLoCaT have been active in the field of international finance for climate change mitigation in the sector and will need to continue to be, particularly in relation to the UNFCCC process which is continuing to call for support from developed countries to be enhanced.

The knowledge and experience of the land transport sector also needs to be drawn upon in relation to technology transfer and capacity building. The UNFCCC is calling for the establishment and strengthening of sectoral networks in these areas. The land transport sector therefore needs to be active in making design recommendations to guide their development to maximise their effectiveness in reducing emissions from land transport. It also needs to provide information and advice about making use of existing sectoral networks, groups and initiatives, of which there are already many.

The Bridging the Gap and SLoCaT partnerships will undertake a series of co-ordinated actions up to and beyond COP17 in Durban. These will be targeted to exploit opportunities provided under the UNFCCC process for enhancing provisions for climate change mitigation in the land transport sector. For more detailed information on the previous work of these two partnerships and on planned work programmes for 2011 please refer to their websites: http://www.transport2012.com and http://www.slocat.net/.

Annex

This Annex contains a summary of **decisions** that have been reached by the COP. These are listed in Table 7 below.

Table 7: Selected decisions that were reached in Cancún.

	Selected COP decisions	Reference
Nationally Appropriate Mitigation Actions (NAMAs)	Developed countries should develop low-carbon development strategies or plans	Paragraph 45[19]
	Developed country Parties shall provide enhanced financial, technological and capacity-building support for the preparation and implementation of NAMAs of developing country Parties and for enhanced reporting by these Parties	Paragraph 52[19]
	Agrees that developing country Parties will take nationally appropriate mitigation actions in the context of sustainable development, supported and enabled by technology, financing and capacity-building, aimed at achieving a deviation in emissions relative to 'business as usual' emissions in 2020	Paragraph 48[19]
	Decides to recognize nationally appropriate mitigation actions of developing countries in a separate section of the registry. To set up a registry to record NAMAs seeking international support and to facilitate matching of finance, technology and capacity-building support to these actions	Paragraphs 58 and 53[19]
	Developing countries, consistent with their capabilities and the level of support provided for reporting, should also submit biennial update reports, containing updates of national greenhouse gas inventories including a national inventory report and information on mitigation actions, needs and support received	Paragraph 60 c[19]
	Internationally supported and domestically supported mitigation actions will be measured, reported and verified in accordance with either domestic or international guidelines to be developed under the Convention	Paragraphs 61 and 62[19]
	Agrees on a work programme for the development of modalities and guidelines for: facilitation of support to nationally appropriate mitigation actions through a registry; measurement, reporting and verification of supported actions and corresponding support; biennial reports as part of national communications from non-Annex I Parties; domestic verification of mitigation actions undertaken with domestic resources; and international consultations and analysis	Paragraph 66[19]
Finance	The GEF should continue to enhance its support to developing countries for climate change mitigation and adaptation	Paragraphs 3 and 5[20]
	To consider the establishment of one or more market-based mechanisms to increase mitigation actions and their cost-effectiveness at COP17	Paragraph 80[19]
	To consider the establishment of one or more non-market-based mechanisms to increase mitigation actions and their cost-effectiveness at COP17	Paragraph 84[19]

	Scaled-up new and additional, predictable and adequate funding shall be provided to developing country Parties	Paragraph 97[19]
	To establish a Green Climate Fund (GCF). Invites the World Bank to serve as the interim trustee of the Green Climate Fund, subject to a review three years after operationalization of the fund	Paragraph 102 and 107[19]
	The operation of the GCF will be supported by an independent secretariat (and *invites* the World Bank to act as an interim trustee)	Paragraphs 108 and 107[19]
Technology	Technology needs must be nationally determined	Paragraph 114[19]
	Establish a Technology Mechanism consisting of a Technology Executive Committee and a Climate Technology Centre and Network	Paragraph 117[19]
Capacity building	Capacity-building support to developing country Parties should be enhanced with a view to strengthening endogenous capacities at the subnational, national or regional levels	Paragraph 130[19]
	That financial resources for enhanced action on capacity-building in developing country Parties should be provided by Parties included in Annex II to the Convention and other Parties in a position to do so.	Paragraph 131[19]
Adaptation	To establish a Cancún Adaptation Framework to enhance action on adaptation	Paragraph 13[19]
	Decides to hereby establish a work programme in order to consider, including through workshops and expert meetings, as appropriate, approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change	Para 26[19]