



**CITIES & REGIONS  
IN THE UNFCCC PROCESS**



**GLOBAL  
TASKFORCE  
OF LOCAL AND REGIONAL  
GOVERNMENTS**

***FINAL DRAFT FOR ENDORSEMENT***

***Towards a Local Governments and Municipal Authorities (LGMA)  
position for the UNFCCC COP28***

***[Operationalizing #MultilevelActionDelivers]***

***[#MultilevelActionDelivers Implementation Guide]***

**With coherence and robust cooperation between all levels of government, we can accelerate climate action to limit global temperature rise to 1.5°C and enhance our adaptive capabilities in line with the Paris Agreement, as subnational governments play a pivotal role in translating global climate goals into practical, localized actions and efficient public service delivery.**

Endorsers of this position perceive that *subnational governments* refer to all levels of governments other than national governments including towns, cities, counties, territories, provinces, regions, states and others.

We recognize that humanity is at a critical turning point, with the IPCC's Sixth Assessment Report indicating that we are likely to overshoot 1.5°C of warming as early as 2027.

**State of play**

Climate disasters such as floods, heatwaves and droughts are already affecting our communities and territories, as well as our capacity to allocate resources to essential services and local solutions. The consequences extend beyond our domestic economies - leading to financial and human resource losses. They also damage our nature and biodiversity, food systems, indigenous ways of living, culture, and memory. These impacts are also far from equally distributed, disproportionately affecting the poor, traditionally marginalised and vulnerable groups, including women, children, migrants, and indigenous people.

Despite significant collective progress through the formulation and updating of Nationally Determined Contributions (NDCs), National Adaptation Plans (NAPs), and related strategies, the transition from planning to implementation remains slow, uneven and incremental. Without urgent action at all levels of government, this situation will only worsen.

## **Recognizing the role of subnational governments**

The outcomes of the Global Stocktake (GST)<sup>1</sup> will be pivotal in illustrating the state of our planet, and will demonstrate how we can chart a better future. As Parties take stock of climate action, inaction and the gaps that create this division, we urge them to recognize and engage with their decentralised governments, where most policy implementation takes place.

We, subnational governments, are crucial and indispensable actors of a just and resilient transition to net-zero. We drive climate action at the local level through our own policies, regulations, and investment in infrastructure, which in turn incentivises further private sector investment and innovation by sending strong market signals. We are also the first ones to prepare for and respond to losses and damages associated with climate change and have developed robust regional and local adaptation plans.

Provided with the appropriate mandates, human capacity, and financial resources, we can strengthen and accelerate our response, in order to deliver climate justice and results beyond climate change mitigation and adaptation, including better disaster recovery, poverty alleviation, public health, services to citizens, enhanced biodiversity and restored ecosystems.

## **Multilevel governance**

To achieve this, new multilevel governance infrastructures are needed to address these responses in an equitable manner and advance economic prosperity, which is critical to the wellbeing of people everywhere.

We, subnational governments, can support national governments in raising their climate targets to ensure a global halving of emissions by 2030, keep temperatures rises to 1.5C by 2050 and translate those national targets into effective policies and action on the ground.

However, this demands harmonised action between all Parties and subnational governments, with the Parties playing an enabling role for subnational action. We share the responsibility of addressing the climate crisis through multi-level cooperation between our levels of government to achieve the phase-out of fossil fuels as quick as possible and to accelerate the uptake of renewables and establish low-carbon development pathways, as well as foster climate-resilient development in our territories and communities to ensure a just transition.

To ensure such successful collaboration, Parties should look at putting in place structures within their territories that enable regular dialogue and action planning with subnational governments, as part of the COP planning and reporting process.

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<sup>1</sup> The Global Stocktake (GST) is a process for taking stock of the implementation of the Paris Agreement with the aim of assessing the world's collective progress towards achieving the purpose of the agreement and its long-term goals. Each stocktake is a two-year process that happens every five years. The first stocktake will be held at COP28 in Dubai, supported by Technical Dialogues in 2022-2023. Building on the experience of the 2018 Talanoa Dialogues, the LGMA Constituency succeeded in convincing UNFCCC negotiators that the global stocktake should receive inputs at the local, national and international levels, where the LGMA-led processes is branded as Stocktake4ClimateEmergency.

## Call to action

In line with the Glasgow Climate Pact and the Sharm el-Sheikh Implementation Plan's call for urgent multilevel and cooperative action, and building on our joint advocacy under the Local Governments and Municipal Authorities (LGMA) Constituency, on behalf of the Global Taskforce of Local and Regional Governments, we call on the Parties to the Paris Agreement, current and future Presidencies of UNFCCC COPs, the UNFCCC Secretariat and other UNFCCC Observer Constituencies to:

- 1. Recognise subnational leadership:** Give enhanced recognition to the leadership, commitments, plans and progress of subnational governments in accelerating and implementing climate change mitigation and adaptation. Acknowledge them as key enablers of a just transition, effectively engaging citizens and vulnerable groups to enhance their wellbeing and progress to sustainable lifestyles and patterns of consumption and production;
- 2. Apply vertical integration:** Acknowledge the urgent need to collaborate across all levels of government, with Parties ensuring the full and meaningful participation of the subnational level in contributing, updating, implementing and reporting on Nationally Determined Contributions (NDCs), National Adaptation Plans (NAPs) and long-term low GHG emission development strategies;
- 3. Adapt:** Recognize the role of subnational governments in leading locally and regionally led adaptation actions and plans, and allow for their meaningful inclusion within the Global Goal on Adaptation Framework;
- 4. Finance climate action:** Acknowledge the role and efforts of subnational governments in financing local mitigation, adaptation, resilience building and the recovery and restoration of livelihoods, infrastructure and nature, despite limited budgets and independent sources of revenue.

Create solid climate financial mechanisms and dedicated initiatives to enable them to directly and rapidly access climate finance opportunities (including private finance) and technical assistance, including recognition of integrated, sustainable urban and territorial development as one of the non-market mechanisms under the Paris Agreement. The establishment of such integrated climate programme financing will ensure that investments align with local needs and priorities, support science-based climate action, help close the green jobs skills gap, foster a just transition and target support to the most vulnerable;

- 5. Address loss and damage:** Recognize the leadership, commitment and expertise of subnational governments in countries and communities most affected by loss and damage resulting from climate impacts, particularly Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

Include LDCs and SIDS in the design and governance of the new Loss and Damage Fund to ensure that funds are accessible at local level and that they reach the most vulnerable communities.

Incorporate local and indigenous knowledge regarding climate-friendly cultural norms, beliefs and daily household practices, and financial support mechanisms, to recover, rebuild and advance to resilient livelihoods, infrastructure and nature;

- 6. Collaborate:** Leverage partnerships and collaboration with the LGMA Constituency, as the crucial platform bringing together subnational voices globally and promoting vertical alignment between national and local resilience governance. Incorporate the outcomes of local and regional stocktakes convened worldwide into the Global Stocktakes (GST);

- 7. Formalise subnational voices in the UNFCCC COP agenda:** Support the COP27 Presidency's Sustainable Urban Resilience for the Next Generation (SURGe) initiative and support subnational governments' engagement at the COP28 World Climate Action Summit announced by the Incoming UAE COP28 Presidency.

Support the annualization of the Ministerial Meeting on Urbanisation and Climate Change, building on its success at COP27 and the resolution of the 2nd UN-Habitat Assembly;

Recognize the transformative power of integrated, sustainable urban and territorial development, and the role that subnational governments play in the delivery of the Marrakech Partnership, the Race to Zero and Race to Resilience campaigns, 2030 Breakthroughs and the Sharm el-Sheikh Adaptation agenda.

- 8. Address the links between climate change and nature and biodiversity loss:** Better link nature and climate, as natural ecosystems play a significant role in regulating the climate and act as natural buffers against extreme weather events.

Facilitate the adoption of nature-based solutions as key solutions supporting climate change mitigation and adaptation, while producing significant co-benefits in terms of health, food and quality of life. Acknowledge and support subnational governments' role in protecting biodiversity, including

through environmental monitoring, spatial planning, planning of urban and natural spaces, transport and water management;

- 9. Implement Sustainable Development Goals:** Recognise that the localization of the Sustainable Development Goals (SDGs) and decentralised cooperation actions are crucial to achieving positive impacts on the ground.

Acknowledge that the Agenda2030 can only be reached if the subnational level are allowed to play an essential role in transforming the SDGs international ambitions into practical realities;

- 10. Multilevel stakeholder partnerships:** Invite all stakeholders to collaborate with subnational governments to support the delivery of climate emergency plans and commitments. This is crucial in order to reach the goals of the Paris Agreement, drawing on subnational technical and institutional expertise.

Pursuant to their budgets, legislative and executive actions, and leadership mechanisms, subnational governments are publicly accountable institutions. Through the acknowledgement of their role in the Paris Agreement and Glasgow Climate Pact, they also play a key role in driving and engaging their communities into global action. From business to parliamentarians, from civil society to academics, from trade unions and farmers to indigenous communities, from faith groups to generational and gender equality advocates, we invite all stakeholders to consider their subnational governments as their ally in responding to climate emergencies.

*[Logos of networks and subnational governments endorsing]*

## [Annex: suggestions for COP28 outcome documents and GST report]

### Preamble

*Recognizes* the leadership of subnational governments in accelerating and scaling up climate mitigation and adaptation action while effectively engaging citizens in the transformative process to sustainable lifestyles and sustainable patterns of consumption and production, and *recalls* the urgent need for continued acceleration and collaboration with all levels of governance;

### Mitigation

*Recognizes* the role of subnational governments in accelerating the reduction of greenhouse gas emissions while ensuring social and environmental safeguards, biodiversity compatible offsets, and *encourages* Parties to step up their full and meaningful participation in the process of updating, raising ambition of and implementing nationally determined contributions and long-term strategies;

### Resilience and Adaptation

*Acknowledges* the role of subnational governments, within the new Global Goal on Adaptation framework, in diagnosing, assessing and developing local and regional adaptation plans and actions in their territories and allowing for financial and technical support to be provided for the implementation of locally-led and contextually-relevant adaptation strategies,

*Recognises* the need to integrate Urban Resilience Assessments and Action Plans into local governments' planning strategies so these do not contribute to maladaptation, while helping to advance climate adaptation monitoring, evaluation and investments towards robust, inclusive, equitable, and participatory adaptation;

### Means of Implementation: Finance, capacity building, innovation and awareness

*Invites* Parties to reform and set up financial mechanisms for adaptation and mitigation and urban finance programmes to enhance the availability and access of climate finance opportunities for subnational governments, where appropriate, including through financial institutions, and national fiscal and regulatory reforms, in order to ensure that investments are geared to territories and local conditions;

*Encourages* Parties to build the capacity of subnational governments to access climate funds and financing options, supporting an integrated approach to climate action, by facilitating their use, enhancing and broadening advisory services on available financing options, and providing targeted training on the use of financial instruments and expertise in building solutions; and *acknowledges* the crucial role of innovation, education, training, public

awareness, public access to information and public participation to drive climate action at all levels into emergency mode;

### **Loss and damage**

*Recognizes* the role of subnational governments around the world, and in particular in vulnerable countries that are most impacted by losses and damages resulting from climate impacts, particularly Least Developed Countries (LDCs) and Small Island Developing States (SIDS), *takes account of* their experience and needs in accessing financial support mechanisms to recover and rebuild to advance towards resilient livelihoods, infrastructure and nature, and ensures their inclusion in the governance and decision-making of the new Loss and Damage Fund;

### **Leadership and commitment by non-Party stakeholders**

*Welcomes* the leadership of the Marrakech Partnership for Global Climate Action and high-level champions, as well as commitments by non-Party stakeholders in the Race to Resilience and Race to Zero campaigns, Breakthrough and Adaptation Agendas to support national targets;

### **Robust cooperation and structure dialogue between all levels of Government**

*Invites* Parties to recognize the important role of subnational governments, cities and other local authorities in the implementation of the objectives of the UNFCCC, as well as monitoring and reporting, mainstreaming, resource mobilization, capacity-building and communication, education and public awareness, social participation and public access to information by adopting a Plan of Action on Cities and Other Subnational Governments for Climate Mitigation and Adaptation and a structure for dialogue as a framework to support the Parties in accordance with national legislation, and facilitate its implementation, according to national legislation.