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КЛИМАТИЧЕСКАЯ ПОЛИТИКА ГОРОДОВ

Аннотация. По данным Международного Энергетического Агенства в мировом масштабе города ответственны за 70 процентов мировой эмиссии парниковых газов. Эмиссия парниковых газов связана с использованием энергии, транспорта, эксплуатацией зданий (конкретный источник парниковых газов может варьировать от города к городу). В связи с этим, многие города в мире приняли на себя обязательства по снижению эмиссии парниковых газов и делают шаги по достижению поставленных целей. Существующие исследования были посвящены изучению мотиваций для таких действий, а также изучению вызовов, связанных с реализаций принятых обещаний. Изучение существующей литературы по данной теме показывает, что на данный момент необходимо более глубокое изучение политики городов в отношении изменения климата.

Ключевые слова: климат, климатическая политика, города, политика городов в отношении климата

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URBAN CLIMATE POLICY

Abstract. According to International Energy Agency, globally, cities are responsible for more than 70% of energy related greenhouse gases (GHG) emissions. These emissions are related with energy production, the use of fossil fuels in industrial processes, transport and buildings. The particular sources of GHG emissions can vary considerably in cities. Many cities around the world are formally engaged with climate change policy networks, have made commitments to reduce greenhouse gas emissions, and are taking steps to towards these goals. Existing

research has examined the motivations for such actions and has described some implementation challenges. Examination of existing research shows that more in-depth examination of politics surrounding urban climate policy is needed.

Keyword: climate, climate policy, cities, urban climate policy

Many cities around the world are formally engaged with climate change policy networks and have made commitments to reduce greenhouse gas emissions (Arup 2014; Bulkeley 2013). Cities are adapting to climate change through infrastructure and emergency response (Carmin, Nadkarni, and Rhie 2012; Hughes 2015). The activities cities have conducted put them onto world arena. As UN Assistant Secretary-General, Janos Pasztor, noted that cities are "on the frontiers of climate change" and the national governments "need your support to raise ambitions" at the World Summit on Climate and Territories. On December 4, 2015, more than one thousand city leaders attended the Climate Summit for Local Leaders. The role that cities play in implementing of federal programs, and the momentum created by their actions and commitments were highlighted by climate negotiators of the US and China for agreement between two countries (Daveport 2013).

In the future, cities engagement with climate policy will increase as national governments, state and regional governments, foundations, citizens increase their demand for cities to address climate change.

The leadership of city governments on climate change introduces new ideas, interests, information to urban politics. In addition, the physical, institutional, and social underpinnings of cities can be fundamentally reshaped during the process of responding to climate change. Therefore, more comprehensive and interdisciplinary research is needed.

Cities and mitigation policy

Climate change mitigation means "human efforts to reduce the sources or enhance the sinks of greenhouse gases" (Intergovernmental Panel on Climate Change

2014). Globally, cities are responsible for more than 70% of energy related GHG emissions (International Energy Agency 2009). These emissions are related with energy production, the use of fossil fuels in industrial processes, transport and buildings. The particular sources of GHG emissions can vary considerably in cities. Car-dominated cities are more likely to have a larger proportion of GHG emissions arising from transportation than cities with stable public transportation. In contrast, cities that rely on fossil fuel energy sources, or have manufacture economy, are likely to have a larger proportion of their GHG emissions coming from energy use. Cities usually distinguish between GHG emissions generated by internal government activities (for example, city owned buildings and vehicle fleets) and GHG emissions generated by activities of broader community (for example, households' energy use, vehicles' use of fuels).

Mitigation policy can take different forms (Bulkeley 2013). Transition to renewable energy sources (solar, wind, biofuels) can reduce GHG gas emissions coming from energy production. Incentivizing energy efficiency reduces demand for energy therefore, reduces GHG emissions. Encouraging alternative transportation modes (for example, mass transit, bicycling) can also reduce GHG emissions from transport. As well, city governments may choose to focus on behavioral change such as carpooling, recycling, resource conservation.

Significant reduction of GHG emissions probably will require from cities changes in infrastructure, institutions, and behavior. Energy systems, the built environment, decision-making processes, consumption behaviors are all potential targets for urban climate policy (Hughes 2016). As we see, the task of addressing climate change is indeed challenging. So, given this challenge, why have some city governments been ambitious to engage with climate policy?

Cities' strategy to mitigate climate change

Climate change came to policy arena in the 1980s and early 1990s. The initial strategy to reduce GHG emission was mitigation, the first international response to

climate change problem came in the form of UNFCCC, which was signed in 1992 by 195 countries. In 1997, the Kyoto Protocol was ratified; although some countries, including the USA, failed to ratify this treaty. As a result, international efforts to reduce GHG emissions were mostly ineffective (Hoffmann 2011).

In the case of the USA, in the absence of active national climate policy, many city governments have been developing their own climate plans. Existing literature shows that large, better educated, wealthy cities with active environmental groups are more likely to adopt climate change plans, whereas cities with manufacture and other carbon-intensive industries are less likely to adopt climate change plan (Krause 2011a, 2011b, 2012b; Sharp, Daley, and Lynch 2011; Zahran et al. 2008). Leadership within city government and institutional mechanisms for interest group as well as community engagement also contribute to the adoption of climate policy (Bae and Feiock 2013; Feiock, Francis, and Kassehert 2010; Sharp, Daley, and Lynch 2011). Often, cities frame their climate plans to benefit beyond GHG reductions (for example, cost savings, growth management, political reputation) (Betsill 2004).

International experience also shows that cities with support from higher levels of government for local climate initiatives are generally more likely to adopt climate change plans (Homsy and Warner 2015; Krause 2011a). Transnational networks also may influence cities. For example, transnational organizations, such as ICLEI's Cities for Climate Protection and the C40 Cities Climate Leadership Group, provide opportunities for cities to receive technical expertise and learn from other cities' experiences (Bulkeley and Betsill 2003; Lee 2012). Although, as existing research shows, evidence for whether such networks have a tangible impact on local decision-making is mixed (Bulkeley and Betsill 2003; Krause 2011a).

Existing research also highlights the challenges cities face when moving from plan to implementation of programs. In this relevance, Betsill and Bulkeley (2007) noted that the "stubborn gap between the rhetoric and reality of local climate policy" exists. According to Sharp, Daley, and Lunch (2011), adopting climate change plan or promising to reduce GHG emissions is a low-cost policy action for governments.

Research by Krause (2011b) states that only 5% of municipalities have taken the step of performing GHG inventory or provided climate policy with financial resources.

Examination of existing research shows that more in-depth examination of politics surrounding urban climate policy is needed. There is little research about political dynamics engaged in the urban climate policy process. Frameworks and theories for understanding political patterns that underpin climate policy adoption and implementation are underdeveloped.

Conclusion

Climate change is and will be on urban agenda. There is a need to understand political dimensions of urban climate policy. We have to understand how political interests, institutional opportunities and constraints shape the investment and trade-offs cities are ready to make to reach their GHG reduction goals.

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