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Post 2015 Development Framework and Transport: a unique opportunity for
transformational change

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Post 2015 Development Framework and Transport: a unique opportunity for transformational change

2015 is the new benchmark for global development

1. In 2001, to mark the beginning of a new millennium, the global community adopted 8 goals to eradicate poverty, improve health and education and to protect the environment. These goals, which became known as the Millennium Development Goals (MDGs) will come to an end in 2015. The MDGs have inspired and guided development policy over the past decade. Progress in realizing the MDGs, however, has been mixed. Heads of State will take stock of what has been achieved, and what not, on 25 September at a special meeting of the United Nations in New York.

2. Last year, in June, the global community met in Rio de Janeiro for the United Nations Conference on Sustainable Development (Rio+20), twenty years after the 1992 groundbreaking United Nations Conference on Environment and Development. One of the most important outcomes of Rio+20 was the decision in principle to formulate Sustainable Development Goals (SDG), building on and expanding the MDGs.

3. Two years ago, in 2011, a decision was taken in Durban, South Africa at the 17th Conference of Parties (COP) of the United Framework Convention on Climate Change (UNFCCC) to develop a new global climate change agreement. This new agreement is expected to be finalized and agreed upon by parties in 2015 and should come into effect by 2020. There is wide consensus that a new climate change agreement should help to ensure that dangerous climate change is limited to a temperature increase of maximum 2⁰ Celsius by the end of the century. To make this possible drastic emissions reductions will be required.

4. The outcome document of Rio+20 The Future We Want identifies 26 cross cutting thematic areas and cross-sectoral issues in which action are required so as to accelerate sustained, inclusive and equitable economic growth in developing countries, which is key for eradicating poverty and hunger and achieving the Millennium Development Goals:

- 1) Poverty eradication
- 2) Food security, nutrition and sustainable agriculture
- 3) Water and sanitation
- 4) Energy
- 5) Sustainable tourism
- 6) Sustainable transport**
- 7) Sustainable cities and human settlements
- 8) Health and population
- 9) Promoting full and productive employment, decent work for all and social protection
- 10) Oceans and seas
- 11) Small island developing states
- 12) Least developed countries
- 13) Landlocked developing countries
- 14) Africa
- 15) Regional efforts
- 16) Disaster risk reduction

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| 17)Climate change | 23)Sustainable consumption and production |
| 18)Forests | 24)Mining |
| 19)Biodiversity | 25)Education |
| 20)Desertification, land degradation and drought | 26)Gender equality and women's empowerment |
| 21)Mountains | |
| 22)Chemicals and waste | |

5. In the document *The Future We Want* sustainable transport is not only highlighted as a key action area, but also picked up on in sections including “Energy”, “Sustainable Cities and Human Settlements”, “Landlocked Developing Countries” “Sustainable Consumption and Production” and “Sustainable Transport”. Transport is framed as “central to sustainable development”, and therefore relevant to many thematic areas and cross-sectoral issues including “poverty eradication”; “ food security, nutrition and sustainable agriculture”; “water and sanitation”; “health and population”; “climate change”; and “education”.

Transport and sustainable development what are the issues?

6. The timeframe for the post 2015 development framework is expected to be set for 2030. In framing the role and contribution of sustainable transport it is important to keep in mind how sustainable development and the realization of the MDGs is being held back due to a lack of adequate transport services or of the unsustainability of existing transport policies and systems.

- Over half of the people in African cities have no other option than to walk to work, school, hospitals or other key services. In many cases, accessing services requires walking over an hour in often unsafe conditions;
- Urban traffic congestion can mean that commuters in Moscow spend over 120 hours per year in traffic. In some Latin American cities, inhabitants spend over 4 hours a day commuting to work;
- In several developing countries, significant parts of the harvest go to waste because of inadequate transport facilities to transport crops in a timely manner to markets;
- Well over \$400 billion is spent annually on subsidizing fuel whereby less than 20% of these subsidies actually benefit the poor for which they are intended;
- In developing countries, costs associated with logistics can be as high as 15-20% of GDP, twice as much as in Europe or the USA;
- Yearly traffic accidents cause 1.3 million fatalities and 20-50 million injuries , costing countries up to 2% of GDP;
- Vulnerable groups like the handicapped find it increasingly difficult to move around, -especially in developing country cities;
- Transport is a significant source of urban air pollution, which, according to recent World Health Organization, accounts for 3.4 million premature deaths annually;
- Transport is the fastest growing sector in terms of greenhouse gas emissions. If the contribution of short-lived pollutants, such as black carbon, is taken into account the climate impacts from transport are even greater.

- Transport is the fastest growing sector in terms of greenhouse gas emissions. If the contribution of short-lived pollutants, such as black carbon, is taken into account the contribution of transport is even more significant.
7. As a consequence the successful implementation of the MDGs is at risk.
 8. The development of the transport sector has been far from inclusive, large groups, especially the poor and the vulnerable, have not seen any improvement in access to jobs, schools, or other important services. They either have to walk or are forced to spend a large part of their income on poor quality transport. In many cases they are disproportionately affected by the rapid motorization of the last decades; over 50% of road fatalities in Latin America happen in the cities and in most cases these involve poor pedestrians.
 9. The transport sector is resource-inefficient as a result of unnecessary fuel subsidies, high logistics costs and multiple negative externalities, believed to equal 6-10% of GDP.
 10. Neither is the transport sector contributing towards environmental sustainability.

Transport and the goal framework for the Post-2015 Development Framework

11. The challenge for transport in the coming years will be to ensure that the transport infrastructure and services are available to realize the economic and social development goals of the post-2015 development framework but their development should be in a manner which, unlike at present, does not undermine the economic and social development it aims to enable.
12. Transport services and infrastructure will be required to enable the mobility of people and goods needed for inclusive economic and social development and improved quality of life. Both currently existing, as well as new planned transport services and infrastructure need to provide safe, reliable, economical, efficient, equitable and affordable access for all, while mitigating the negative impacts on health and the environment locally and globally, in the short, medium and long term without compromising the development of future generations.¹
13. The emphasis will need to shift from moving cars to moving people and goods. There is agreement among key stakeholders on the need to deploy three interlinked strategies; collectively known as the Avoid-Shift-Improve approach. This calls for: (a) increase access to jobs, goods and services while enabling users to Avoid motorized trips through smarter land use and logistics planning; (b) Shift the transport of goods and persons to the most efficient mode²; and (c) Improve the efficiency and environmental performance of transport systems by improved vehicle, fuel, and

¹ Based on definition of sustainable transport in Bogota Declaration: Sustainable Transport Objectives

² In the case of persons this is usually mass public transport, walking or cycling and in the case of freight to increase the share of rail or water transport

network operations and management technologies. To enable the successful implementation of the Avoid-Shift-Improve approach and it will be highly desirable to internalize external costs' in the pricing of transport.

14. The Rio+20 conference sent out a strong message that sustainable development needs to be understood as having an economic, a social and an environmental dimension and the need for a more balanced approach between these three dimensions in pursuing sustainable development. The Avoid-Shift-Improve approach to promoting sustainable transport meets this expectation.

15. Access to jobs, goods and services for the majority is improved if public transport and provisions for walking and cycling are improved. This brings many other co-benefits such as a reduction traffic fatalities and better local air quality. The link between urban planning and a reduction of kilometers travelled is well established and increasing the attractiveness of making short trips by sustainable modes will help the developing world reduce overall fuel use, phase out fuel subsidies and increase energy security, thus freeing up more resources for investment in more productive and equitable social and economic development. Evidence also suggests that creating modern, high efficiency transport systems with mass transit, such as bus rapid transit as its backbone, with efficient traffic management, better road maintenance, and operations, spurs more jobs and economic value per unit of investment than simply building more road capacity. Investing in new fuel-efficient technologies contributes to reduced fuel imports and greater energy security because of the significant fuel savings over the vehicle's lifetime.

16. Following the Rio+20 conference many of the constituencies associated with the 27 thematic areas and crosscutting issues have started to mobilize and conduct outreach to promote a SDG linked to their respective thematic area or crosscutting issue. As already indicated during the Rio+20 conference, and confirmed in various follow-up meetings and consultations there will only be a limited number of SDGs.

17. Where does this leave the transport sector? It is clear that the transport sector has strengths and weaknesses when it comes to a dedicated Sustainable Development Goal.

Arguments in favor of dedicated transport SDG

- Transport is a key economic sector in terms of contribution to GDP and thereby the realization of "The Future We Want".
- Present negative impact of transport on GDP is estimated at 6-10% of GDP, which makes it a key obstacle to realizing sustainable development objectives.
- Transport is a well-defined sector with dedicated policies and institutions. Making transport a SDG

Arguments against dedicated transport SDG

- Transport is an integral part of many of the thematic areas and cross cutting issues in "*The Future We Want*".
- Transport is not well organized at the global level and still lacks a common voice and institutions that can own a separate transport SDG.

will provide it with visibility that can be used to rally the sector in support of inclusive economic and social development.

- The Avoid-Shift-Improve approach has been tested at scale in both developed and developing countries and is ready for scaling up.

18. Transport is a key economic sector, which contributes significantly to job creation in both the formal and informal sector. This can be up to 20% of all urban jobs. This positions the transport sector well to contribute to further job creation, which is one of the key emerging themes in the discussion on the post 2015-development framework.

19. The decision on how to best incorporate transport in the post 2015 goal framework will be influenced by whether the final post 2015 goal framework will mainly describe impacts and outcomes of development as in the case of the MDGs. Or whether enablers of development such as energy, transport, water, and agriculture are included as well.

20. The transport and the energy sector have important commonalities when it comes to the development process. Both have made important progress in recent years in developing an alternative paradigm for their further development in support of sustainable development. In the case of the energy sector there is general agreement that the best way forward includes: (a) improving access to modern energy sources; (b) accelerating improvements in energy efficiency; and (c) increasing the share of renewable sources of energy in the global energy mix. In transport, this is the Avoid-Shift-Improve approach described earlier.

21. This paradigm shift enables the transport and the energy sector to combine their developmental potential (more access to goods and services or energy) while at the same time limiting or eliminating the negative externalities associated with development of their respective sectors. These new paradigms have been tested at scale in both the transport and the energy sector.

22. It would make sense therefore to combine the decision-making on the incorporation of energy and transport in the post 2015 goal framework. This means, either to make these two key sectors separate goals or, as has been suggested by some, to integrate the two in one goal (possibly including water as well) which could read: Universal (improved) access to safe, clean and affordable energy, transport and water for all.³

³ Listing energy, water and transport is clearer than using collective term infrastructure or basic services, which has also been suggested. Recognizing and acknowledging the three separate sectors gives more visibility and is likely to strengthen the buy-in from the sectors. Using the term infrastructure would put too much emphasis on physical infrastructure in the case of transport at the expense of public transport services as well as walking and cycling.

23. At the same time energy, transport and water will also be important element of thematic areas and cross cutting issues like: poverty eradication; sustainable cities and settlements; and sustainable consumption and production.

24. Not incorporating transport at the goal level in the post-2015 development framework will seriously hamper the transport sector's contribution to the post-2015 development framework. It would ignore the major contribution the sector can make in realizing various benefits linked to sustainable development: economic (job creation and poverty alleviation), social (improved road safety and inclusive access) and environmental (reduced Greenhouse Gasses and air pollution).

25. The post 2015 goal framework will comprise more than goals and will also include targets. It is anticipated that, in recognition of sectoral contributions to more than one goal, these targets will not have a one-to-one relationship with specific goals.

26. The hope and expectation has been expressed that the post-2015 goal framework for development will be transformational. Whether this will be the case will be largely determined by selected targets.

27. The following three global targets are suggested in support of the proposed transport dimension "Universal Access to Clean, Safe and Affordable Transport for All".

- Urban households are on average able to access jobs, goods and services within 30 minutes by quality public transport and/or quality walking and cycling infrastructure rural households have access to paved or all-weather roads;
- Traffic related deaths are cut in half by 2030 with an ultimate vision of near zero fatalities;
- Air pollution from passenger and freight transport is halved by 2030 and GHG emissions from transport peak globally latest by 2020 with an ultimate vision of 40-60% reductions by 2050 compared to 2005 levels.

28. It is, of course, possible to have many more targets. However, in the same manner that the number of SDGs will be limited, it is expected that the number of targets will be limited. The three proposed targets reflect the economic, social and environmental dimensions of sustainable transport. Taken together they also combine the developmental function of transport (enabling of economic and social development) and reducing negative externalities of unsustainable transport (congestion, traffic fatalities and pollution). Promoting public transport, walking and cycling will help ensure that transport becomes more inclusive. At the same time, such an approach is less wasteful as the need for fuel subsidies decreases. The suggested targets line up well with the concept of planetary boundaries within which humanity can operate safely, which was introduced recently by a group of environmental think tanks led by Stockholm Environment Institute.⁴

Means of implementation for transport as part the post-2015 goal framework

⁴ <http://www.ecologyandsociety.org/vol14/iss2/art32/>

29. An integral part of the post 2015 goal framework needs to be the Means of Implementation. If, as is widely hoped, the global community can agree on a framework with transformational goals, it is critical that the required Means of Implementation can be put in place to realize agreed targets.

30. The first question when it comes to Means of Implementation involve the costs of a transformative approach. In the case of transport, it is important that the proposed transformative agenda is cheaper than Business as Usual. A recent study by the International Energy Agency estimated that large scale implementation of the Avoid-Shift-Improve approach in the transport sector (to which the three proposed targets are linked) can result in savings of \$50 trillion up to 2050 in light of reduced investments in vehicles and infrastructure as well as fuels and other operating expenses.⁵

31. While the overall medium to long terms costs of an Avoid-Shift-Improve approach are lower compared to the Business as Usual scenario, it is clear that there will be significant upfront costs to make the shift from the Business as Usual scenario to the Avoid-Shift-Improve approach. In addition to financial costs, there will also be a large need for capacity building and policy support.

32. In this respect the transport sector is well placed through the Voluntary Commitments made in support of sustainable transport at the Rio+20 conference:

- Asian Development Bank and 7 other Multilateral Development Banks: [Commitment to Sustainable Transport](#)
- Clean Air initiative for Asian Cities (CAI Asia), Secretariat for Green Freight Europe: European Shippers' Council (ESC) and EVO Dutch Shippers' Council, Sustainable Supply Chain Centre Asia Pacific (SSCCAP): [Promoting Green Freight in Europe and Asia](#)
- Dutch Cycling Embassy: [Cycling](#)
- EMBARQ: [Scaling Up Sustainable Transport Solutions Worldwide](#)
- FIA Foundation and partners: [To promote the development and implementation of fuel economy standards and policies across the globe](#)
- FIA Foundation and Partners: [Protecting children from traffic injuries and improving their urban](#)
- Institute for Transportation and Development Policy and partners: [Principles for Transport in Urban Life](#)
- Institute for Transportation and Development Policy and partners: [Principles for Bus Rapid Transit Systems](#)
- Institute for Transportation and Development Policy and partners: [Results-Based National Urban Transport Policy and Finance](#)
- International Association of Public Transport (UITP): [PTx2 Doubling the market share of public transport worldwide by 2025](#)
- German International Cooperation: [CAPSUT – "Capacity Building on Sustainable Urban Transport"](#)

⁵ At the same time, the IEA indicates, that it would also make it possible for transport to achieve significant GHG reductions compared to a Business as Usual scenario and to remain on a 2 Degree Climate scenario.

- International Road Assessment Program (iRAP): [Creating a world free from high risk roads](#)
- UIC - International Union of Railways, and participating members: [UIC Declaration on Sustainable Mobility](#)
- United Nations Center for Regional Development (UNCRD) and partners: [Promoting Environmentally Sustainable Transport \(EST\)](#)
- United Nations Environment Programme (UNEP) on behalf of the Partnership for Clean Fuels and Vehicles (PCFV) "[Promote and support the reduction of PM/BC emissions from transport through the introduction of cleaner, low sulphur fuels and cleaner vehicles through adoption of vehicle emissions standards](#)"
- UN-HABITAT and partners: [Building Institutional and Political Capacity for Urban Sustainable Mobility](#)
- Velo Mondial and Partner: [Pas-port to Mobility](#)

33. These Voluntary Commitments cover knowledge management, capacity development, policy dialogue and financing. The unprecedented \$175 billion Voluntary Commitment for more sustainable transport, made by the world's eight largest multilateral development banks was the largest at the Rio+20 conference and can greatly help developing countries to take a more sustainable growth path for the transport sector.

34. The transport sector will furthermore be helped by the growing multi-stakeholder coordination aided by the Partnership on Sustainable, Low Carbon Transport (SLoCaT), which has played and continues to play an important role in promoting sustainable transport through the adoption and implementation of the Avoid-Shift-Improve approach. SLoCaT has also been instrumental in the establishment of the Sustainable Transport Action Network by UN-DESA.

35. Environmentally Sustainable Transport Forums - in place in Asia, Europe, Latin America and under development in Africa – can be an effective arena for discussing transport as an SDG and related Means of Implementation. EST Forums bring together transport, environment and other key ministries, playing an important role in linking the local and national level to the global level in the discussion of sustainable transport. They also provide a good foundation for discussing important enabling policy and regulatory frameworks as well as financing structures and incentives.

Measuring progress in realizing post-2015 targets on sustainable transport

36. The Secretary General's High Level Panel of Eminent Persons on the post-2015 Development Agenda in its communiqué of the fourth meeting in Bali placed a high priority on data availability and better accountability in measuring progress. This has also been an area of concern in the transport sector for some time.

37. Significant progress has been made in recent years on the modeling of transport, especially with respect to energy and environment. The SLoCaT partnership has started to link various data and modeling initiatives, which now also aim to incorporate other dimensions of sustainable transport such as road safety and access.