

# "Friends of Cities"\*

## Good practices in multi-level partnerships on scaling-up climate action

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**To tackle climate change, all levels of government must work together. To enhance local and subnational climate action, the Friends of Cities at the UNFCCC strive to ensure the recognition of the important role of local and subnational governments as well as their engagement and empowerment in national and global processes on climate change.**

### Introduction

The engagement of all levels of government – local, subnational and national governments – is essential when tackling climate change. They are also highly dependent on one another to effectively plan and coordinate together in order to achieve their respective (shared) climate targets. The city level plays an important role in addressing local climate change mitigation and adaptation in a specific geographical area where greenhouse gas (GHG) emissions are released and where the impact of climate change is already visible. National governments in turn define strategy and policy to guide, steer, and ideally support effective climate action at all levels of government. To enhance local and subnational climate action, it is essential to ensure recognition of the important role of local and subnational governments as well as their engagement and empowerment in national and global processes on climate change.

Intergovernmental climate negotiations are conducted under the UN Framework Convention on Climate Change (UNFCCC) for which annual Conference of Parties (COP) meetings are the primary decision making sessions/forum. ICLEI - Local Governments for Sustainability (ICLEI) – in its capacity as an accredited observer and as a focal point of the Local Governments and Municipal Authorities (LGMA) constituency – has been leading the Local Government

Climate Roadmap since 2007 that advocates for the recognition, engagement and empowerment of local governments in the global climate regime. Within this scope, Friends of Cities at the UNFCCC evolved as an informal network of national governments to engage in dialogues among themselves and with representatives of local and subnational governments to explore how substantial progress can be achieved in the global processes to scale-up local and subnational climate action.

*"2014-2015 will be the time to scale-up action alliances for climate mitigation and adaptation, because we are stronger together. More than ever, this applies to action at the local, subnational and national level. Like in many countries, cities are one of the most fundamental building blocks to secure Peru's climate-proof future. By being engaged in the Friends of Cities, we are pleased to demonstrate our strong support to spread this message globally."*

Manuel Pulgar-Vidal  
Minister of State for Environment, Peru  
President of COP20/CMP10

\* Views and information expressed are compiled by ICLEI – Local Governments for Sustainability through publicly available documents but cannot be interpreted as the official positions of the Parties mentioned herein.

## Mission

Multi-level stakeholder dialogue and partnerships to scale-up local action lies at the heart of this mission. In broad terms, the Friends of Cities at the UNFCCC therefore encourage fostering climate change adaptation and mitigation through:

1. **Support** of local and subnational governments to have the ability, capacity and resources to operationalize local climate change mitigation and adaptation strategies that contribute to efforts of Parties in raising the level of ambition in the pre-2020 period;
2. **Promotion** of enabling structures and effective framework conditions for cooperation with local and subnational governments and the encouragement of City-City, City-Region, City-Business-Citizen and other multilevel partnerships;

The launch of the Friends of Cities in June 2013 was motivated by the experience of a similar network of Friends of Sustainable Cities made up of national government delegations within the scope of the Rio +20 UN Conference on Sustainable Development (UNCSD) in Rio de Janeiro, Brazil in 2012, as well as the successful collaboration with national governments in the adoption of the Nagoya 10-Year Action Plan on Cities and Subnational Governments at the Convention on Biological Diversity in 2010.

The fruitful dialogue since then has laid the foundation

for activities engaging local governments at the COP 19 in Warsaw, Poland, which constituted an important step forward with the adoption of para.5b of Dec.1/CP19 as the second COP decision that recognizes the role of local and subnational governments in raising the global level of ambition on climate action.

## Meet the Friends (in alphabetical order)

The pioneering members of the Friends of Cities are:

- France (host of COP 21),
- Indonesia (host of COP13),
- Mexico (host of COP 16),
- Poland (host of COP 19),
- South Africa (host of COP 17), and
- Peru (host of COP20).

In addition, a broader group of Party representatives are attending the regular meetings and engaging in closed consultations as “Allies of Friends of Cities”. All Parties are invited to join, and those most dedicated and ambitious member countries that are ready and willing to support and enrich local policy and action from the national level form the core of the group. The following section outlines the various approaches of some national governments support in this context of local climate action.



## France

### National legislation exemplifying awareness through commitment policy action

#### Grenelle de l'environnement I and II

Having realized cities are the “make or break factor” in achieving national and international climate targets, France has been revolutionizing the country's climate action via its legislation - the Grenelle I and II legislation<sup>1</sup>. In 2007, Grenelle I (2007- 2012) was adopted by a near unanimous Parliamentary decision to tackle climate change, conserve natural habitat, promote biodiversity, and prevent health or environment-related risks through the tightening of urban infrastructural systems – all via multi-stakeholder participatory forms of governance and information schemes.

The Grenelle II (2010-2013) legislation, adopted in 2010, furthered standardized low-carbon planning measures in buildings at community level by placing the modernization of France's building stock and reduction of building energy demand at center stage. Additionally, it offers pioneering ecological governance and planning schemes to scale-up sustainable urban transportation, renewable energies, biodiversity preservation and fresh approaches to sustainable waste management (Ministry

1 <http://www.developpement-durable.gouv.fr/-Qu-est-ce-que-le-Grenelle-de-I-.html>

of Ecology, Sustainable Development, Transport and Housing 2010).

### National strategies linking local stakeholders to global facilitators

France has been avidly reaching out to a broad base of stakeholders to ensure the alignment of local stakeholders and global facilitators. In 2013, the Directorate-General of Global Affairs, Development and Partnerships published the Guidelines Report - Local Governments in the Run-up to Paris Climate 2015: From Local Stakeholders to Global Facilitators drafted by two French Senators, Ronan Dantec and Michelle Delbarre, who had also been active in their respective local governments. Key themes of this Parliamentary report included financing mechanisms and opportunities for local GHG emissions reduction in France and Europe, the mobilization of local elected officials and French civil society, and strengthening the capacity of global action on behalf of local governments through fortified local-national government networks. Further, the support of the French government was instrumental in the organization of the World Mayors Summit on Climate in September 2013, which resulted in the adoption of the 2013 Nantes Declaration of Mayors and Subnational Leaders on Climate Change, defining the 2013-2015 strategy of the Local Government Climate.

## Indonesia

### Climate-proofing cities through multi-level action Grenelle de l'environnement I and II

As the host of the COP 13 UN Climate Change Conference in Bali in 2007, Indonesia enabled local governments to express their commitments and expectations to their national governments at a unique event, the Local Government Climate Sessions. Since then Indonesia has continued to demonstrate the effective practice of national-subnational cooperation to mainstream its climate change mitigation and adaptation efforts in-country.

Following the 2007 Bali Action Plan for Parties, in 2011 Indonesia launched an innovative National Climate Change Action Plan geared towards national and sub-national level inclusivity for measurable, reportable and verifiable (MRV) climate change solutions. The Plan is divided into two specific action plans targeting mitigation and adaptation via the National Action Plan for Greenhouse Gases (RAN-GRK) and the National Action Plan for Climate Change Adaptation (RAN-API).

The former, RAN-GRK, enables bottom-up and top-down multi-lateral management between municipalities, provinces and the national level to reduce Indonesian GHG emissions, targeting primary sources such as energy and transportation, waste management, industry and agriculture. This is supported by a Climate Change Coordination Team. RAN-API catalyzes national-local climate change adaptation through a multi-sectoral effort for inter-sector and inter-regional synergies for scaled up resilience to meet national development targets.

### National industry and commerce leading by example to support local governments

The Indonesian government also recognizes that for cities to reach their climate mitigation and adaptation goals, local and national governments cannot deal with this alone. In 2014, at the Indonesia Green Infrastructure Summit held in Jakarta, Indonesia bolstered its support to local governments through an innovative agreement between the Indonesian Chamber of Commerce and



Industries (KaDIN), the Friends of Cities and ICLEI, to tackle climate change through cross-sectoral national and city-level activities at the UNFCCC. The KaDIN commitment sent a clear signal to all levels of government that the business and industry sector have an essential role to play in supporting local governments

in Indonesia by partnering with them to jointly reduce GHGs, adopt Low Emissions Development Strategies and build resilience to climate change. This is being explored further in Indonesia under the Urban-LEDS project (for Urban Low Emissions Development Strategies).



## Mexico

The Mexican Government was instrumental in the adoption of para.7 of Dec.1/CP16 at COP16 in Cancun, Mexico in 2010, which for the first time recognized local and subnational governments as governmental stakeholders of the global climate regime. As the President of COP16/CMP6, the Mexican government also convened the first dialogue with Mayors and Parliamentarians within the official agenda of the COP.

### National legislation with a guiding vision - the General Law on Climate Change

In 2012 Mexico passed the General Law on Climate Change<sup>1</sup> (Ley General de Cambio Climático - LGCC), marking the country, in the words of former President Calderón, as the “first developing country with integral legislation against climate change”. Aside from goals to reduce emissions by 30% by 2020 and 50% by 2050, and to derive least 35% of the country's electricity from renewable energy, the legislation provides the regulatory framework to comprehensively address climate change through a committed multi-sectoral and multi-stakeholder approach. A key objective of the Law (Article 2) includes distributing responsibilities among the three tiers of government, the Inter-Secretarial Commission on Climate Change, the National Institute of Ecology and Climate change, and the Consultative

Council on Climate Change. To ensure this, the Law also included the development of the National System for Climate Change (Sistema Nacional de Cambio Climático, SNCC), for coordination between the Federation, States and Municipalities (IDLO 2012).

### National strategies tailor-made for municipalities to mitigate and adapt

The Mexican Municipal Climate Action Plan (Plan de Acción Climática Municipal - PACMUN) is a program established by the National Institute of Ecology and Climate Change, together with ICLEI. It has been strengthening ties between national stakeholders and local governments through strategic action since 2011. PACMUN empowers municipalities with the analysis, evaluation and prioritization of their local climate change mitigation and adaptation endeavors. To keep the country in line with ambitious national climate targets, PACMUN supports the compilation of community-scale GHG inventories, thereby assisting local governments to identify and prioritize their target areas for emissions mitigation, ranging from energy, transport, industrial processes and waste, to land-use, forestry and agriculture. PACMUN also includes the establishment of multi-level partnerships, also with governments in other countries, using distance learning, workshops and other networking activities.

<sup>1</sup> <http://www.edomex.gob.mx/legistelfon/doc/pdf/ley/vig/leyvig202.pdf>

## Poland

### "Cities Day" at COP19 in Warsaw

Poland announced its engagement at the Friends of Cities at the Nantes Summit in September 2013. In its capacity as the President of COP19/ CMP9 UNFCCC in Warsaw, in November 2013, the Polish Government created a remarkable legacy by endorsing the 21st of November as the "Cities Day" at COP 19, convening the COP Presidency Cities and the Subnational Dialogue between Mayors, Governors and Ministers and facilitating the adoption of para.5b of Dec.1/ COP19. The COP19 Presidency continued its support throughout the ADP negotiations in 2014, in particular providing an active engagement in the Cities and Subnational Forum and ADP technical Expert meetings as well as endorsing the local Government Climate Roadmap's "Lima Dialogues" at COP20/CMP10 in Lima, Peru.

### Greening municipalities through smart finance

#### National Fund for Environmental Protection and Water Management (NFEP&WM)

In 1989, the National Fund for Environmental Protection and Water Management (NFŚiGW) was established to leverage local governments' sustainable endeavors through grants, loans and investments. Substantial revenues for the fund are derived from fees and penalties from environmental exploitation and exceeding pollution limits. Thus far, under Act 27 April 2001 of the Environmental Protection Law (OJ 62, item 627), the Fund supports municipal pollution prevention activities, the proliferation of local renewable energy sources and technologies, sustainable transport and environmental activities to foster awareness and education.

## South Africa

Within the scope of its Presidency of COP17/CMP7, the South African government demonstrated its leadership in multi-level governance for climate action by providing their highest level support to the organization of the Durban Local Government Convention that resulted in the adoption of the Durban Adaptation Charter for Local Governments.

### National long-term roadmaps for municipal climate change response

South Africa has a mission to provide multi-level leadership to ensure an effective climate change transition to a resilient and lower-carbon economy and society. In 2011, South Africa released its National Climate Change Response White Paper during the UNFCCC COP17 in Durban. The White Paper presents the South African Government's vision for Long Term Mitigation Scenarios (LTMS), which was coupled with the Long-term Adaptation Scenarios Flagship Research Programme (LTAS), to map out future adaptation scenarios for South Africa. In addition, in 2011 the Republic of South Africa established the National Development Plan (NDP): Vision for 2030, to integrate all levels of government in an overarching plan for the country. Core elements of the NDP include

sustainability-related themes such as housing, water, electricity and sanitation, public transport and a clean

environment – along with concrete laws and policies. Together, all of these innovative and forward looking processes investigate options for vertically integrated climate action.

### South Africa's National Energy Efficiency Strategy (NEES): a bright future for EEDSM

In line with the NDP, since 2012, the national government supports local governments to scale up municipal energy efficiency and energy security. The Energy Efficiency Demand Side Management Program (EEDSM) is run by the Department of Energy (DoE) in cooperation with the state owned utility company, Eskom and the National Energy Regulator of South Africa (NERSA). The EEDSM provides grant funding for energy efficiency retrofits of municipal infrastructure (street, traffic and building lighting) along with capacity training for mainstreaming behavior change. The program allows municipalities to apply and use money on an on-going (annual) basis – provided they meet the criteria which include robust Monitoring and Verification of energy savings. By 2015 local governments' projected savings should amount to 2.5 terawatt hours of energy per annum<sup>23</sup>.

2 [http://www.energy.gov.za/files/aboutus/DoE\\_AnnualPerformancePlan\\_2014\\_15.pdf](http://www.energy.gov.za/files/aboutus/DoE_AnnualPerformancePlan_2014_15.pdf)

3 <http://www.capetown.gov.za/en/EnvironmentalResourceManagement/projects/ClimateChange/Pages/DoRA-EEDSM-programme.aspx>

## Friends of Cities – harnessing the power of national and local level strategies

The countdown to Paris 2015 COP21/CMP11 is already well underway. The revised Technical paper of the UNFCCC Secretariat on raising pre-2020 mitigation ambitions and its addendum on Urban Environment present a wealth of ambitious and innovative opportunities for strengthening the potential of local and subnational climate action in national and global efforts. This includes the possibility of establishing a work program for national governments to engage with local and subnational governments. The active support of members and allies of Friends of Cities at the UNFCCC will play an instrumental role in translating these proposals into decisions to be adopted for the COP21 outcomes in Paris in December 2015.

Any new global climate change agenda will have to be based on the successful examples of accumulated local and national actions. As illustrated by the country case studies in this dossier (Japan, Colombia and Mexico), there are various ways of linking local and national government climate change actions and vertically integrating our efforts

in order to upscale and mainstream the urgently required transformations for a more sustainable planet.

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### Further Reading

- GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH) (2014) Vertically Integrated Nationally Appropriate Mitigation Actions (V-NAMAs) Policy recommendations, case studies and tools for the integration of sub-national actors in national mitigation actions. Eschborn, GIZ on behalf of BMZ in collaboration with ICLEI and Ecofys. Available at: <http://e-lib.iclei.org/?tag=v-nama-project>
- ICLEI (2009) International Local Government GHG Emissions Analysis Protocol (IEAP). Available at: [http://carbonn.org/fileadmin/user\\_upload/carbonn/Standards/IEAP\\_October2010\\_color.pdf](http://carbonn.org/fileadmin/user_upload/carbonn/Standards/IEAP_October2010_color.pdf) (accessed 11 September 2015)
- UNFCCC (2010) the Cancun Agreements of the UNFCCC are available here: <http://cancun.unfccc.int/mitigation/developed-country-emission-reduction-targets/#c147> (accessed 11 September 2015)
- UNFCCC (2010) "Report of the Conference of the Parties on its fifteenth session, held in Copenhagen from 7 to 19 December 2009". Available at: <http://unfccc.int/resource/docs/2009/cop15/eng/11a01.pdf> (accessed 11 September 2015)



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