C40 CITIES

Powering inclusive climate action in cities

Mapping city powers to deliver inclusive, just and equitable climate outcomes for all

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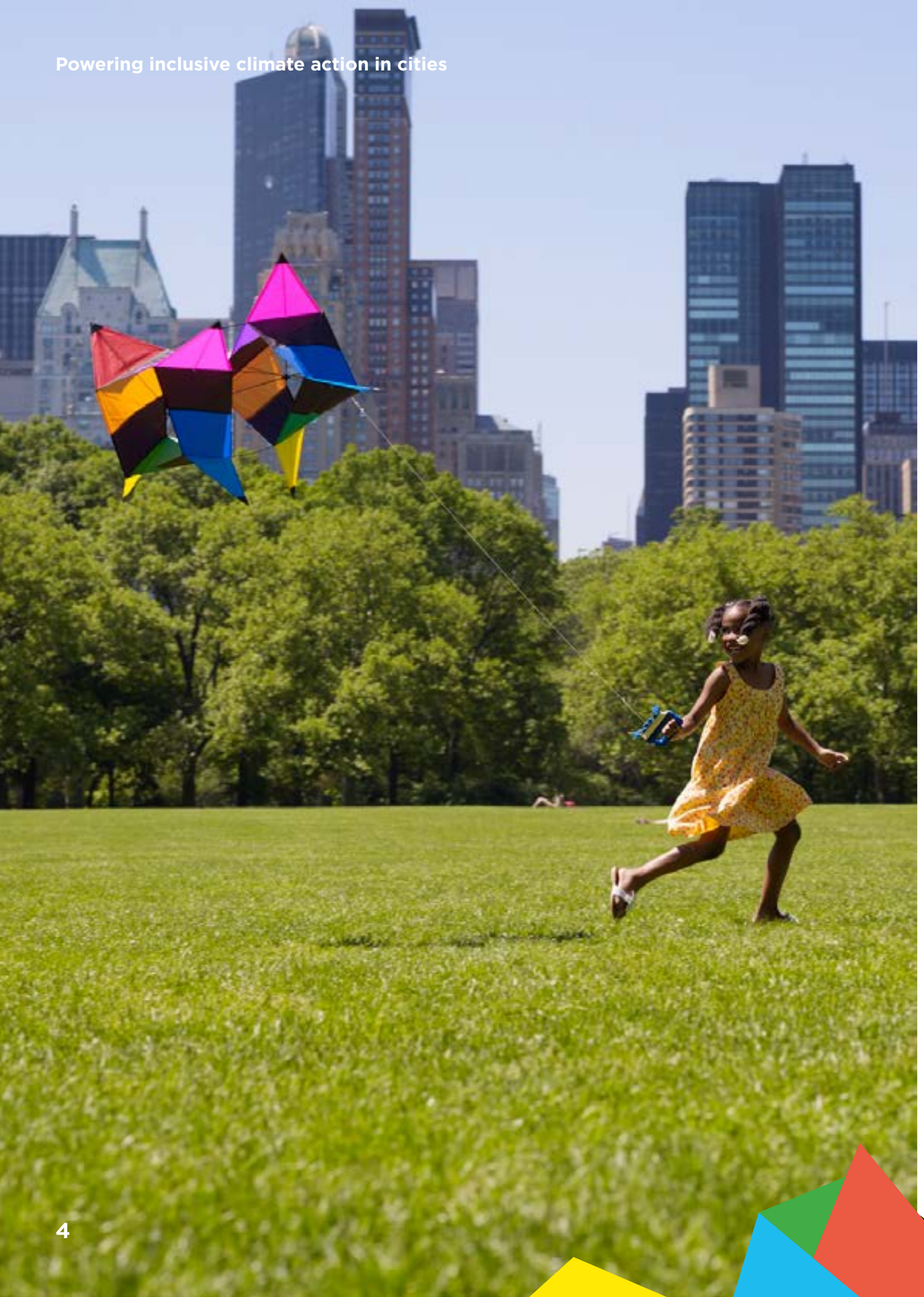


Executive summary

The climate crisis is impacting communities disproportionately across the world and within cities.

Cities are on the frontlines of interlinked climate, health, social and economic crises. Climate impacts such as floods and storms are affecting people's health with increased frequency and severity, disrupting jobs and livelihoods and exacerbating inequality by intensifying pre-existing disadvantages faced by women, low-income households and many others. Vulnerable communities not only tend to be more exposed to sources of emissions and pollution but are also more at risk of job losses as decarbonisation efforts are scaled up. As the IPCC recently noted, climate action that does not respond to existing inequities risks further entrenching poverty and discrimination. However, if equity is brought to the forefront of climate action, it can help reduce social inequality and ensure equitable access to the benefits of climate action for all.

As seen in the recent 'just transition' pledges at COP26 in Glasgow in 2021, national governments are making bolder commitments towards inclusive climate action, recognising the need to promote social dialogue, support decent work, and help workers transition to new jobs.[1] However, these pledges currently fall short of what is

required to avoid devastating impacts on people's lives and livelihoods. They also often ignore the important role of cities, where commitments to reduce emissions, climate risk and inequality can be seen on the ground. Cities are major contributors to climate change and are highly vulnerable to climate impacts, but they also hold the key to a sustainable, resilient and equitable society. This makes them uniquely positioned to lead the way to a green and just future.

Many mayors recognise that there is no climate justice without social justice and they are already leading the way in implementing actions to achieve both in their cities.[2] This includes ensuring that climate action in cities benefits all residents, especially the most marginalised, and that any climate action does not exacerbate inequality.

This challenge requires mayors and city leadership to use a complex set of institutional and political powers.

Embedding inclusivity and equity in climate action at city level is critical to achieving change at the rapid pace we need, while presenting a unique opportunity for mayors to create inclusive and just urban communities. This challenge requires mayors and their city leadership to use a complex set of institutional and political powers. While cities have a clear understanding of the powers they possess and use in traditional environmental sectors, the powers needed to go beyond sectoral approaches and embed equity into all municipal climate actions have not yet been investigated comprehensively.

This report aims to guide cities on their journey to a green and just future by identifying the city powers and competencies that are conducive to implementing equitable climate action. It seeks to help cities be better equipped to catalyse change at multiple levels and scales, and deliver better outcomes for their citizens.

The analysis of city powers in the context of inclusive climate action is accompanied by city case studies and advocacy asks towards national governments to provide further guidance for cities seeking to better understand and leverage their formal and soft powers in a more collaborative way.

Cities need to look beyond the 'climate powers' and climate-specific city governance to connect and coordinate across multiple sectors and disciplines. This means activating and seeking to expand powers in the social, economic, housing, health, cultural and other domains and working with a wider suite of city departments and external stakeholders.

This more collaborative and cross-cutting approach to city competencies and governance roles entails going beyond the traditional sectoral approach to assessing and exercising mayoral and city government powers. Formal and soft powers must be understood across all city departments and domains, including, but not limited to, energy, health, social rights, housing, transport, finance and economic development, workforce development and access to jobs, racial and gender equality, and civic participation.

The number of cities delivering equitable climate action and a just transition is growing, and cities are inspiring other cities and actors to achieve climate, social and economic justice together. Strong examples of city leadership, primarily from C40's Global Green New Deal pilot programme and the Inclusive Climate Action Forum, are integrated throughout this report, including five South African cities, Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane, alongside Accra, Barcelona, Los Angeles, Seattle, Vancouver, New York, Buenos Aires, Rio de Janeiro, Paris and London.

Our analysis

Mayors must use both **formal and soft powers** for inclusive climate action

Many cities are experimenting with **innovative**, new measures

Limited formal power? Cities can use their **soft power**

Cities need a **seat at the table**, **devolved power** and more **national action**

Key findings of this report

1. Equitable and inclusive climate action requires mayors to use a complex set of formal and soft powers and innovative measures to deliver change.

Formal powers such as legislative or fiscal authority must be coupled with soft powers, including institutional mechanisms such as coalition and partnership building as well as political and symbolic actions in order to drive momentum, open the political space and create a conducive governance environment to drive inclusive climate action.

2. The level of power cities hold varies across regional, political and institutional contexts, but they are all experimenting with innovative measures for inclusive climate action.

Cities have different starting points and contexts on the spectrum of delivering inclusive and equitable climate action, depending on their levels of capacity, resources, funding and formal powers. Despite challenges and a need for more powers, all cities are employing a set of formal and soft powers to institutionalise inclusive climate action.

3. Having limited formal powers does not necessarily mean limited action.

‘Soft powers’ of convening, coalition building, political actions and leveraging the mayor’s leadership profile can often be overlooked but offer vast opportunities for effective leadership and delivery of inclusive climate action. Cities that enable, convene and collaborate with a diverse set of stakeholders and engage in advocacy deliver inclusive climate action more effectively and respond to the needs of their residents more quickly and in a locally relevant way. Non-climate actors, such as labour unions, informal sector workers and community groups, are key for achieving meaningful action with broad support.

4. City-led innovation for inclusive climate action must be complemented by cities’ inclusion in policy dialogue, power and budget devolution, and more action at the national level.

Cities are leveraging formal and soft powers in innovative ways but significant power voids remain at the local level, posing significant obstacles to drive change at the necessary scale and pace. Cities must have a seat at the table and have control over key sectoral and socio-economic policy areas and budgets to deliver solutions closer to where people live, work and engage in their communities. In some cases, instead of deferring responsibility to cities, national governments must take more urgent action and create an enabling policy environment for local-level implementation.

Glossary

Power

The degree of control or influence mayors exert over assets (such as buses) and functions (such as economic development) across all city sectors.[3]

Formal power

Formal power is defined as visible power as it includes the visible and definable aspects of institutional and political power – the formal rules, structures, authorities, institutions and procedures of decision-making. In most cases these formalised structures of power also carry with them resources, capacity and legal frameworks of accountability.

Soft power

The ability to lead, direct and influence without formal powers, often relying on the political leadership of the city such as the mayor. It refers to mayors’ ability to deliver action through activating and convening key actors and stakeholders, persuading and calling on them to take action, and engaging in symbolic political action to signal the political vision and inspire action.

Governance

The system of governing through which a range of public and private actors deliver core services.

(Global) Green New Deal[4]

This term continues to have a fluid definition at a global scale, however within C40 it is understood as putting inclusive climate action at the centre of all urban decision-making. It aims to secure a just transition for those working in high-carbon industries and to correct long-running environmental injustices for those disproportionately impacted by the climate crisis – people living in the Global South generally, and the poorest communities everywhere.

Just transition

A climate change mitigation & adaptation sector-, region- or economy-wide process of transition that includes both measures to reduce the impact of job and livelihood losses and industry phase-out on workers and communities, and measures to produce new low emissions and decent jobs, as well as healthy communities.

Inclusivity

The practice of including relevant stakeholders and communities, particularly marginalised groups, in the policy-making and urban governance process, in order to ensure a fair policy process with equitable outcomes despite their differential needs.

Equity

Equity refers to achieving parity in policy, process and outcomes for historically and/or currently underrepresented and/or marginalised people and groups while accounting for diversity.

Inclusive climate action

The consideration of how people and communities may be impacted by climate change and climate actions, given their wellbeing, prosperity and location in a city. Implementing innovative and transformational actions that tackle both climate change and social injustice.[5]

Frontline communities

People (individuals or communities) who experience the first, and often the worst, effects of climate change. For example, those most dependent on natural resources for their livelihoods; the economically or socially disadvantaged; those lacking economic and political capital and those that have fewer resources to prepare for and cope with climate disruptions.

Environmental justice

Environmental justice acknowledges that all people have the right to the same degree of protection from environmental and health hazards, and that racial and socio-economic justice are central to environmental policies that address and prevent the disproportionate environmental pollution affecting communities of colour, indigenous populations, and low-income communities.[6]

Climate justice

Climate justice recognises that climate change disproportionately affects communities and regions who have contributed to it the least, and commits to taking climate action in a way that considers the different histories of communities and improves the livelihoods of all, with particular focus on the most marginalised. It uses an intersectional and intergenerational lens to address unequal burdens.

Social dialogue

'All types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. Social dialogue processes can be informal or institutionalised, and often [are] a combination of the two.'[7]

Vulnerability

Vulnerability is defined by the degree to which a system, community and/or individual is susceptible to, or unable to cope with, adverse effects of climate change, including climate variability and extremes.

Global Green New Deal pilot programme[8]

The new Global Green New Deal pilot implementation initiative of the Inclusive Climate Action Programme supports targeted engagement in 20+ champion cities

across five regions focusing on delivering inclusive climate action, a just transition, and demonstrating what a Global Green New Deal (GGND), which also ensures a green and just recovery from the COVID-19 pandemic, looks like in practice in cities. Nine cities receive direct technical assistance under the GGND pilot implementation initiative: Accra, Barcelona, Los Angeles, Warsaw and five South African cities: Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane.

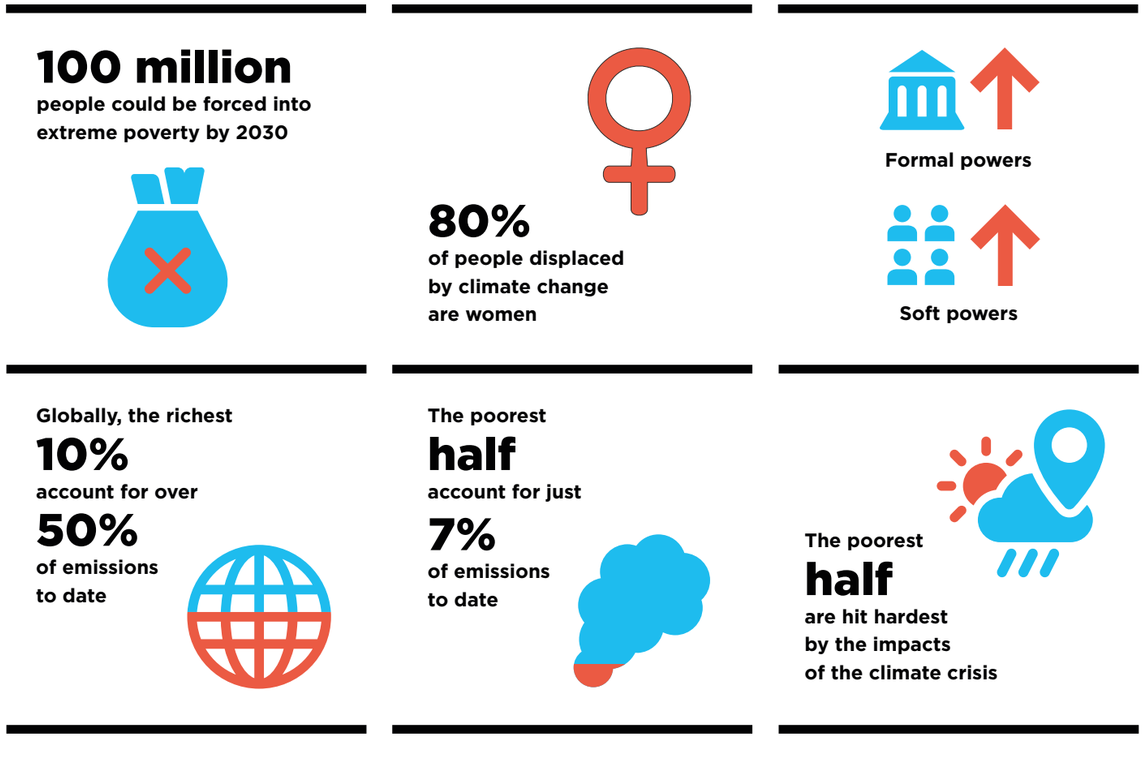
Inclusive Climate Action Forum[9]

The Inclusive Climate Action Forum is a network platform for cities at C40 that promotes strong city-led climate leadership in delivering inclusive climate action and a Global Green New Deal through peer-to-peer exchange, support and learning. It provides opportunities for cities to build their capacity to deliver better inclusive and equitable climate action, access resources and tools, showcase city actions and work collaboratively with each other and civil society stakeholders.

i. Introduction

This report distinguishes two main types of city powers:

formal and soft powers



In the midst of climate breakdown, mayors are facing multiple interlinked crises, including the COVID-19 pandemic and persisting social injustices.

While the richest 10% of the global population account for more than 50% of cumulative emissions to date, the poorest half of the population are responsible for just 7% of them – yet they are the ones who are hit hardest by the impacts of the climate crisis.[10] The numbers speak for themselves: 100 million people could be forced into extreme poverty by 2030 without equitable climate strategies[11], while 80% of people displaced by climate change are women.[12] The structural inequalities entrenched across all levels of society require an integrated approach from mayors to create more inclusive urban communities, with new protections for groups that have been historically marginalised. Cities are already leading the way on tackling the climate crises and inequality jointly but they face critical social, political and economic barriers to delivering ambitious climate action that is also inclusive and equitable. They need to understand, activate and expand their powers and competencies in the context of delivering inclusive and equitable climate action.

The voices and needs of the most discriminated-against and underrepresented people must be heard.

Successful implementation means ensuring that the voices and needs of the most discriminated-against and underrepresented people are heard – this could mean improving air quality in low-income districts, creating new jobs for women and young people, increasing access to sustainable transportation within the peripheries of cities, and so much more. By ensuring that local climate action creates good jobs, supports livelihoods and reduces inequality and poverty, city leadership will gain stronger support and trust from often-neglected communities that must be included in the climate movement. The aim is to ensure a just transition away from fossil-fuel-dominated economies, create thriving and resilient societies with good green jobs and opportunities for those previously left behind, achieve economic justice alongside social and environmental justice, and increase the quality of life for everyone, everywhere without destroying the natural world around us.

If city responses to climate change acknowledge and respond to the social and economic barriers that feed inequities and are exacerbated by the climate crisis, mayors will gain broader buy-in from a wide range of actors and strengthen their power to deliver on their agendas for green and just cities. The most recent IPCC report warns of the consequences of climate mitigation at the expense of justice and the inclusion of people, as demonstrated by the yellow vests protests against fuel tax rises in France.[13] Embedding equity into climate policies is thus not only a moral responsibility but also necessary to achieve broader impact through securing buy-in from stakeholders. This can be achieved by giving stakeholders an equal voice in planning and decision-making, breaking down political barriers within and between organisations, and recognising that the climate crisis is inextricably linked to social and economic crises and transformative change can't happen without addressing the root causes of these interlinked crises.

Cities have recognised this and are pioneering innovative solutions to tackle the climate emergency while reducing inequality and poverty and building more just urban societies. They have committed to integrating principles of inclusion, equity and justice into the development and implementation of their Climate Action Plans and are exploring ways to mainstream inclusive and equitable climate action into all municipal strategies, workstreams and services.

Cities are where much of the real change happens, making local governments uniquely positioned to provide locally tailored solutions to the complex challenges. A wide array of formal and soft powers and competencies are needed at the local government level to drive climate action that addresses past and present injustices and helps prevent future ones.

Purpose and scope of the report

As a growing number of cities implement local policies and actions in line with the principles of a Green New Deal and just transition, they **need to have a comprehensive understanding of what dimensions of power their city government has and in which domains of urban governance and decision-making lie powers that could be activated or voids that impede action at the necessary scale and pace to make local inclusive climate action a reality.** Mapping city powers and governance mechanisms is of particular importance due to the lack of institutionalisation of equity in cities' governance systems, reflected in the fact that cities rarely have departments dedicated to inclusive climate action, making necessary organisational changes to embed equity across all climate actions challenging. This mapping exercise is also a

necessary step to identify cities' asks towards their national governments, establish collaborative governance structures and develop global advocacy messages.

This report examines cities' powers and capacities to deliver local policies and projects that are driven by inclusivity and equity of climate action, expanding their mapping beyond environmental and climate departments and sectors. The goal of this analysis is to move beyond the traditional sectoral approach to assess mayoral and city government powers in domains and sectors fundamental to implement inclusive and equitable climate actions, such as health, housing, employment and economic development, and social rights. The analysis explores the interaction between this wider suite of domains and the climate sectors such as transport, energy, buildings and waste to support the integration and mainstreaming of inclusivity and equity into climate policy-making and delivery.

This report aims to expand the understanding of city powers and competencies beyond environmental departments.

The analysis builds on previous research and tools developed by C40 for cities on the topic of cities' powers and capacity to implement climate action, the barriers and enablers of vertical integration and good governance mechanisms. These pieces have predominantly focussed on pursuing climate action that has mitigation or adaptation as the main driver of intervention.[14] By contrast, this report aims to expand the understanding of city powers and competencies beyond environmental departments to identify how cities can deliver equitable climate action through a wider suite of departments.

The analysis also aims to provide guidance to cities on how the soft powers available to mayors can be applied to overcome the challenges created by the limited formal powers characteristic of many cities globally, and support the delivery of an inclusive and equitable climate transition.

Structure

The next two chapters explore in turn the dimensions of formal and soft power (see below) that cities have at their disposal to design and deliver inclusive and equitable urban climate action. They map the main types of formal and soft powers, look at how cities have used both to envision, enable, influence and deliver change, and introduce key city examples.

Formal vs soft powers

This report distinguishes two main typologies of city or mayoral powers based on the level and form of control and influence they have over city functions and assets.

The first – formal powers – encompasses all executive, legal and fiscal authorities set out in city charters and granted by higher levels of government. Formal powers most commonly include executive and administrative, legislative, fiscal and sectoral powers, and vary greatly city by city depending on the fragmentation of urban governance and level of devolution of powers and funding from higher levels of government to the city. Chapter II explains how these powers manifest in cities' and mayors' decision-making processes and actions in the context of implementing equitable climate action.

The second – soft powers – represent competencies that help mayors reach beyond their formal powers and duties to address issues they have little or no formal control over. **City leadership uses the power of persuasion, negotiation, coalition building, symbolic political action and leadership skills to drive innovation, strengthen social dialogue and collaboration, and advocate for change. These are often overlooked or underestimated due to the lack of formal institutional arrangements but offer vast opportunities for effective leadership and delivery of climate action in line with the principles**

of a Green New Deal and a just transition. Chapter III identifies the most critical soft powers mayors must use to overcome the limitations on their formal powers and financial resources.

The analysis looks specifically at the sources of power necessary to ensure that action on climate change is not just ambitious and effective, but also prioritises the needs of the most vulnerable in society and is delivered in strategic alignment with socio-economic objectives. The mapping and examples provide a new perspective that goes beyond the traditionally researched climate powers and extends into sources of power in the social, economic, cultural and other domains.

Both chapters are interspersed with case studies from cities that are leading the way towards mainstreaming equity into their bold climate actions. While the distinction between formal and soft powers helps to identify which governance roles and institutional mechanisms are conducive to which aspects of equitable climate action implementation, many city examples will embody elements of both formal and soft powers, making the mapping and exercising of powers more fluid.

Finally, Chapter IV sets out the advocacy actions and pathways cities can choose to make the case for increased support and devolution of powers to the local level, where city governments can take more locally relevant and nimble actions to respond to their residents' needs. Chapter V concludes.

Methodology

The analysis draws on ***primary research*** carried out during interviews with cities who are participating in C40's Global Green New Deal Pilot Implementation Programme and/or the Inclusive Climate Action Forum (see glossary), or have exhibited leadership on inclusivity and equity in climate action planning and delivery.[15] The key findings and recommendations were also informed by expert input provided by representatives of civil society organisations and strategic advisors/consultants. Finally, members of C40's Inclusive Climate Action team working at both the technical and political levels also shared their perspectives and insights based on their experience of supporting C40 cities to integrate inclusivity and equity into their climate actions.

Extensive ***secondary research*** on mayoral and city powers, institutional and political instruments, and emerging trends in inclusive climate action helped consolidate and substantiate the insights gained through the interview process. The examples shared by the interviewees were complemented by a wide variety of initiatives introduced by cities to tackle the interconnected and compounding crises of climate change, the COVID-19 pandemic, and growing inequality.

As cities have different levels of power, not all approaches and examples will apply universally.

As cities have different levels of power, greatly influenced by their governmental structure and alignment with national priorities, not all approaches and examples will apply universally. The report does, however, aim to offer a wide range of mechanisms and local solutions across different regional contexts to allow cities to identify those most relevant for their specific contexts. Nevertheless, the scope of this study does not include a deep analysis on the different forms of government and their impact on mayoral powers.

This research report will be accompanied by a practical toolkit for cities to enable them to learn from the experience of other cities and apply the insights in a very practical and focused way.

Formal powers

Originating in Porto Alegre, there are now
13,000
participatory budgets around the world

Seoul dedicates
36%
of its total budget to welfare provision

1,500
jobs have been created by New York City's $37 million green jobs programme

The powers and responsibilities of mayors across the world vary greatly but most of them wield important executive powers including setting the city's overall vision and strategy, budget and staff.

Strong executive functions help the mayor and city leadership set out clearly what their strategic priorities are for inclusive climate action and how the city's governance framework will enable the city, in coalition with other actors, to deliver on them. Mayors can therefore increase the transparency and accountability for their political agenda and use city strategies, budgets and executive leadership positions to send 'signals' to stakeholders on the common vision for the green and just city they ought to pursue together. Executive powers also provide the authority and flexibility for the mayor to adapt the city's governance system in ways that allow them to 'lead by example', building trust and inspiring action from other stakeholders as well.

Formal > Executive > It starts with a vision

Mayors have the mandate to set the city's overall vision and specific strategies across a range of city domains to deliver on the mayoral commitments and objectives. This includes designing (and regularly updating) the city's overall long-term plan for equitable urban climate action, coordinating and managing different interests and navigating the political economy.

In all of the cities interviewed for this analysis, the mayor has the clear formal power to set, and be accountable to, a vision, strategy and plan for delivering a just and equitable transition to a low-carbon and climate resilient future. All of these cities have set out their vision for equitable urban climate action but are at a varying degree of strategy formulation and implementation. For example, the mayors of Johannesburg, Durban and Cape Town have made equity a core principle driving the urban transition within their Climate Action Plans (CAP), while London and Los Angeles developed their Green New Deal plan and pandemic recovery programmes with a strong emphasis on justice. For the City of Salvador, an inclusive and participatory process was identified as the cornerstone of the CAP development to construct a more ambitious and diverse plan that reflects society's needs and interests.[16]

Setting and communicating a coherent vision for the city and its residents is an important first step to mobilising stakeholders around common action and building alliances between the public and private sector and civil society, a key element of successful inclusive climate action. The framing mayors use around equity in climate action can shape how different actors perceive the city's commitments on the issue, influencing the level of trust they invest in the city's competence and plans and their willingness to collaborate to achieve greater impact. This framing and vision setting is particularly important when communicating about the topic of climate justice and a just transition that can be defined and interpreted differently by various actors. Therefore, the vision formulated by the mayor should be informed by the various perspectives and needs of the diverse set of stakeholders affected by climate change and climate policies. This will result in stakeholders perceiving greater representation within the vision, leading to greater ownership over it and its delivery.

In addition to embedding inclusivity and equity in overarching climate strategies, many cities are also drawing up agendas or action plans specifically directed towards environmental and/or climate justice to set out the path to redressing historic injustices and preventing new ones. Formulating such visions and strategies through a community-led process helps city governments establish trust and formal institutional mechanisms that foster partnerships and accountability well into the future.

Case study

Equity and Environment Agenda

Seattle

The city of **Seattle** has been pioneering the transition to a green economy for years and has an ambitious Climate Action Plan to reduce carbon emissions in line with the Paris Agreement targets.

It has also acknowledged, however, that the city's policies inclusive of and beyond climate and in the broader environmental movement in general have further exacerbated systemic disparities and barriers in the most underrepresented parts of the city inhabited primarily by communities of colour, immigrants, refugees, indigenous communities, people with low incomes, youth, and individuals with limited English proficiency. To ensure that those groups have a say in the city's transition and ultimately benefit from its progress, the city drew up an Equity and Environment Agenda in partnership with the Community Partners Steering Committee, a first-of-its-kind initiative elevating the voices of those most affected by environmental inequities under the city's Equity and Environment Initiative, launched in 2015.

The new agenda connecting racial and social justice with the environment was co-created between the city and this community-led initiative based on in-depth dialogue with local

communities. Key goals set out in the agenda including youth access to green jobs, healthy food and environment for all, and community leadership were identified through community engagement conversations – in living rooms, at kitchen tables and on the street – that helped the city leadership better understand the needs of residents, and the areas that the city and its partners need to improve in order to meet those needs in meaningful and culturally appropriate ways. Mayor Bruce Harrell continues to support the implementation of this Agenda through the Duwamish Valley Program, the Environmental Justice Program, and through the Green New Deal.

'The Agenda is a call to action for the city as well as other government agencies, historically white-led environmental non-profits, philanthropy and business partners to collaborate with communities of colour to address environmental justice.' [17]

Equity targets also form a key part of the mayor's vision and pathway to reach the goals set out in the city's CAP. When targets around accessibility, economic mobility and prosperity, and civic participation in decision-making are based on an inclusive assessment of community needs, they show city actors that the city leadership is taking evidence-based decisions on climate and equity, contributing to increased transparency and accountability for the CAP. **Barcelona**, for example, set a climate justice target of reaching zero energy poverty by 2030, supported by ongoing initiatives safeguarding vulnerable populations, to signal that this is a priority problem for the city from both a social and climate perspective. The city is also working towards the target of having 100% of the population a 5-minute walk from a climate shelter by 2030, making great strides through public outreach campaigns and the doubling of their climate shelter network in just a year.

Barcelona plans that soon everyone will be within a

5-minute

walk from a climate shelter

While the scope of mayoral visions and strategies can be limited by the level of formal authority mayors have over specific sectors and domains, the city can greatly influence the agendas and commitments of other actors by setting an overall ambition for safeguarding

and improving livelihoods through the city's delivery of climate action. The Green New Deal for London recognises that, alone, the city only has the resources to achieve 50% of what is needed to become a zero-carbon city by 2030. Therefore, it includes specific 'asks' of the national government, calling for more powers and funding to be given to London's authorities (Mayor of London, London Assembly, n.d.).

Formal > Executive > Slicing through the siloes

London only has the resources to achieve

50%

of what is needed to become a zero-carbon city by 2030

The delivery of inclusive climate action can be significantly accelerated through enhancing cross-departmental collaboration and creating new institutional mechanisms for greater coordination and oversight. In the traditional institutional structure of municipalities, specialised departments are responsible for drawing up sectoral plans and implementing programmes and projects within their remit, often working on interconnected issues without sufficient communication or coordination. However, this siloed approach to governance within cities is unable to respond to the climate emergency and the social justice implications of climate policies.

Ensuring that climate action protects and improves livelihoods cuts across all disciplines and sectors from housing affordability and food security to transport accessibility and opportunities for civic participation. Climate and sustainability teams must work together with sectoral departments spanning energy, transport, housing, waste and so on, as well as with departments responsible for cross-cutting city domains that are fundamental to inclusion and equity, such as workforce development and access to jobs, civic participation and city budgets.

Delivering on mayoral visions for a green and just urban society rests on reaching across these sectors and domains and breaking down the walls between departments. This requires a fundamental rethinking of

municipal governance and the mechanisms cities use to infuse the principles of inclusion and equity into all strategies and programmes. This is often a challenging task for cities, as departments are preoccupied by the day-to-day demands of service delivery and have little capacity to harmonise their work with others'. Making use of existing structures through, for example, the simple act of adding a recurring agenda item to existing leadership meetings, can be a powerful complement to new models and mechanisms.[18]

> *"The Mayor's Office is able to think through a 20–30-year horizon versus other operational agencies - like the Department of Environmental Protection, which runs the water system and makes sure the waste water gets treated every day, or the Sanitation Department, which makes sure the trash gets picked up. So, there is a healthy and appropriate tension between the two - of what the City needs to do right now and how it needs to transform some of these things to plan for the future with lower disruptions."*
>
> **City official, City of New York**

While a lack of capacity, compounded by the COVID-19 pandemic, can severely impede efforts to create a more collaborative inter-departmental and inter-agency governance system, many cities are exploring opportunities to enhance coordination wherever possible. This includes setting up cross-departmental task forces or steering committees to oversee coordination and provide strategic direction as well as more action-orientated working groups or cross-functional teams that collaborate

at the operational level to ensure alignment in policy and project delivery. Having the direction set by the Mayor's Office and assigning a dedicated, full-time staff member, such as an Equity Officer or Climate/Environmental Justice Advisor, is also an effective way to bridge communication gaps and build city teams' capacity for better alignment.

Cities across North America, including Los Angeles, Chicago, Austin, Toronto, Vancouver and many others, have appointed **Chief Equity Officers** to mainstream racial equity across all decision-making processes within the city government, with important implications for connecting racial equity with climate action planning and implementation. A growing number of cities are setting up offices, units or working groups dedicated to institutionalising environmental justice, such as the Environmental Justice Interagency Working Group in New York and the Climate Emergency Mobilization Office in Los Angeles. The map on the right shows a non-exhaustive list of cities in the United States that have created specific departments or units dedicated to advancing environmental justice. This institutionalisation of environmental justice is also evident in the various types of policies cities have been introducing to respond to and prevent environmental injustices.

There is a need for strategic positions specifically to advance and mainstream city-wide climate justice efforts.

Cities are also recognising the need for strategic positions specifically to advance and mainstream city-wide climate justice efforts, such as in New York and Seattle where long-time advocates for environmental justice have been appointed to build principles of justice and equity into all environmental and climate decisions made by city agencies. Adapting the responsibilities of city staff to include 'softer' skills such as ability to engage, convene and collaborate internally and externally, and advocate for environmental justice can also form part of specific actions to attract the right personnel and upskill existing staff.

US cities with environmental justice units or departments

Asheville, Alabama
Climate Justice Initiative

Baltimore, Maryland
Office of Equity & Environmental Justice

Los Angeles, California
Climate Emergency Mobilization Office

Milwaukee, Wisconsin
Environmental Collaboration Office

New York City, New York
Mayor's Office of Climate and Environmental Justice

Oakland, California
ECAP Ad Hoc Community Advisory Committee

Oregon state
Department of Environment Quality – adopted environmental justice policy

Providence, Rhode Island
Racial and Environmental Justice Committee

Richmond, Virginia
Office of Sustainability

San Francisco, California
Environmental Justice Framework

Seattle, Washington
Office of Environment and Sustainability – The Environmental Justice Committee

Washington, DC
Department of Energy & Environment's Equity Framework

> *Inter-departmental committees will need to be formed. The Head Of Department for each department must think how this translates into their work. This [the interdepartmental committee] needs to be headed by the mayor.*
>
> **City official, Ekurhuleni**

Many cities have used the process of developing their CAPs as an opportunity to develop holistic frameworks for rethinking their current governance approaches and enhance collaboration across city departments and agencies.

Case study

Integrating climate action

Quezon City

Quezon City has been working to integrate inclusive climate action planning and implementation in its governance structures and across all city departments through individual and institutional capacity building. This has led to the establishment of a new administrative unit dedicated to inclusive climate action at the city level.

The city surveyed and trained staff across ten city departments to assess and build their awareness and capacity on what inclusivity and equity means in climate action and what existing city-level initiatives promote these principles. This was part of a broader analysis of how inclusivity is integrated into the city's policy design and climate action delivery.

Understanding the city's current practices helped establish clear coordination links between key city departments as well as with external stakeholders, including frontline groups.

The city has also started building an Inclusive Climate Action (ICA) unit that will host a dedicated and capacitated team tasked to mainstream and lead in city-wide capacity building on inclusive climate action. A key barrier to delivering inclusive and equitable climate action is the fact that this 'policy area' often does not exist in cities. Having a dedicated unit allows the city to increase skills and invest dedicated resources to design and deliver fair climate policies.

Case study

Climate governance network

Mumbai

Mumbai has proposed a new climate governance framework as part of its climate action planning process to address the capacity limits the city's Department of Environment is currently facing.

In order to redefine the primary purpose of the department from enforcement to strategic planning and implementation, the city's CAP proposes the expansion and strengthening of the Department of Environment, supported by the State of Maharashtra's Government and Council for Climate Change. Within the proposed institutional structure of the Climate Action Cell, the city will be creating a Vulnerable Communities Department led by a Senior Development Social Scientist and supported by an Equity & Inclusion Fellow to increase their capacity to address inclusion and equity challenges.

The department will commission community resilience assessments in vulnerable areas to understand the needs of residents and will work closely with the Assistant Commissioners and ward-level climate action officers to develop community resilience action plans at the local area level, addressing infrastructure and service delivery gap. The department will work closely with the Maharashtra Housing and Area Development Authority and Slum Rehabilitation Authority and other planning agencies influencing housing design and allocation to ensure resilient infrastructure is built. Collaboration with the informal or formal labour groups employed in high-risk or vulnerable workforces (such as auto/taxi drivers exposed to heat risk and construction labour) and unhoused populations will be enhanced to address their adaptation needs.

Recognising that mainstreaming and governance are key to addressing climate change, as are the institutional mechanisms to engage with citizens, business, schools, organisations, and other actors, the **Barcelona** CAP was created with a bottom-up participation process that was organised through various sessions where citizens shared their proposals. The City of Barcelona created the Climate Change Office to design, promote and evaluate the city's climate change policies and to support and coordinate climate and environmental policies in the districts. In addition, the city created a Climate Action Task Force to push forward the CAP with the participation of five key departments to mirror the themes of the CAP. The

Barcelona Energy Agency is responsible for the mitigation theme, the Resilience Department provides strategic guidance on adaptation, the Social Rights Department and the Public Health Agency lead on the climate justice considerations, and the Climate Change and Sustainability Department addresses issues related to adaptation and citizen action. The Climate Action Task Force is supported by a board of directors that provides strategic vision and policy direction, and by a 'co-responsibility table' where all sectors and districts are represented. This transversality was critical in designing the overall plan and the specific targets and actions with the aim of enhancing social cohesion and social justice in a holistic way.

> *The Social Rights, Climate Office, Energy Agency and the Public Health Agency are coordinated. There are difficulties and struggles but they are learning by doing. The key for the good functioning of this Task Force is the committed and motivated group of city officials from all these departments.*
>
> **City adviser, Barcelona**

The city of Seattle runs an oil to electric (Clean Heat) programme to support low-income families to transition to cleaner fuels while also tackling energy poverty. An important component of this policy is the focus on supporting low-income households, building on a 30-year programme, led by the Office of Housing, that has been supporting this demographic with energy efficiency upgrades. In the programme's new model the Office of Housing, Office of Sustainability and Environment, and the municipal energy utility Seattle City Light, are working together to serve a larger number of people and ensure the benefits are sustainable over time.

> *I think this work that we are doing in the city of Seattle around converting homes from oil to clean electric heat is really possible because of this partnership between multiple City departments. We put aside our egos and just worked together to deliver a really impactful programme for low-income people in the city.*
>
> **City official, City of Seattle**

For the institutionalisation of environmental justice and enhanced cross-departmental collaboration to be successful in cities, **staff capacity must be built towards a common understanding of issues related to inclusion and equity**. This can be done through internal knowledge sharing run by departments or teams who have incorporated equity into their decision-making and/or operational processes and/or have engaged local organisations and communities. External experts, including civil society and community organisations that hold significant expertise on local priorities and needs, are also well placed to deliver training for city officials, and at the same time foster stronger working relationships with the city.

International organisations and city networks such as C40 also play an important role in helping establish a common equity language and providing a baseline understanding of how city staff can approach equity and inclusion in climate action planning and implementation. As part of C40's Climate Action Planning Technical Assistance Programme, the Inclusive Climate Action team delivered 'Training of Trainers' schemes in Latin America and Southeast Asia to city advisers and local consultants, who then transmitted the knowledge and tools to local city staff.

The examples of how cities have incorporated equity considerations into their budgeting processes in the next section showcase the importance of training and capacity building.

Formal > Executive > Budgeting with an equity lens

A growing number of cities have been exploring instruments to integrate equity as a core principle or criterion in how the city allocates its municipal budget, including climate action policies and projects. They see the mainstreaming of equity considerations as essential for the allocation of the city's existing budget, both through the overarching budgeting process and procurement for goods and services. Mayors and city councils can use their executive authority to formally embed equity in city operations through, for example, setting up a new Equity Office and a Budget Equity Committee to coordinate the assessment of budget decisions according to their impacts on equity. There is growing momentum in cities across the world to embed equity considerations or climate targets and commitments in their municipal budgeting process. For climate action to be inclusive and equitable, these two need to be joined up in an integrated, coherent framework, and cities exploring climate budgeting as a governance mechanism are showing interest in mainstreaming equity as well.

Embedding equity in municipal budgeting

Cities across the world are experimenting with different approaches to embed equity considerations in city budgeting. The processes introduced by **Reykjavik, Philadelphia and Toronto** are particularly strong examples that show how budgeting can help cities deliver on their equity goals and targets in a holistic way, and what steps municipalities should take to lay the foundation for a successful transition.

Case study

Embedding equity

Reykjavik, Philadelphia and Toronto

The city of **Reykjavik** started the implementation of gender budgeting following a national government initiative in 2010. The gender budgeting tool has helped to conduct gender-sensitive analysis and an equality-orientated evaluation of projects, policies, and budget. City officials have used gender budgeting exercises to collect gender-disaggregated data and to make more informed decisions regarding budget allocation to reduce gender gaps. They carried out evaluations of services both prior to approving projects (ex-ante) and after services had been introduced (ex-post) and involved ten departments or offices to assess projects based on gender criteria, facilitated by seminars, workshops, technical advice and follow-up on specific projects, creating networks and an online forum. Having a person in charge of gender budgeting coordination within the Department of Finance allows for better support, coordination and supervision.

The policy's success is apparent in the greater awareness among finance and budgeting staff of the residents who are impacted by decisions and the important role of unpaid work in the economy; the increased transparency and availability of data resulting in citizens demanding further evaluations on specific city projects; and in the crucial outcome that gender analysis is now required for all changes on resource allocation.

The city of **Philadelphia** established the Office of Diversity and Inclusion in 2015, and later expanded it to the Office of Diversity, Equity and Inclusion with the authority to execute a city-wide racial equity mandate. To reflect the equity commitments in the city's budgetary processes as well, a new Budget Equity Committee was set up in 2021 to oversee the formalisation of incorporating equity principles in budgeting. The committee has introduced new budget forms requiring all city departments to assess the impacts of their departmental budgets on racial equity and reflect on their procurement goals in annual budget meetings to encourage contracting minority- and women-owned businesses.

Philadelphia also placed great emphasis on redesigning their budgeting process in an inclusive way with direct community input, leading to the development of the city's first participatory budgeting initiative.

Our goal wasn't for the Budget Office to invent something brand new or build trusted relationships with community members that would require a year to take root. We are not staffed for that in terms of size or expertise in the Budget Office. We were happy to tap into existing networks of connections between city government staff and offices with expertise in community engagement to accelerate the work.[19]

— City official, Philadelphia

One of the key lessons the city has learned throughout this mainstreaming process is that departments are at different starting points on their equity journey and their progress will be significantly accelerated if the city starts small to first establish a common language and normalise conversations on equity.

The city of **Toronto** has introduced equity-responsive budgeting as part of the city's overarching equity infrastructure. Toronto's approach informs the budgetary decision-making process through equity impact analyses of changes in the operating budget and reports the outcomes throughout the entire process. All budget proposals must include an Equity Impact Statement that is generated relying on the City's Equity Lens Tool, which allows staff to identify and address barriers experienced by Indigenous, Black and other equity-seeking groups. City staff participated in training schemes to better understand issues related to equity and reconciliation, and develop the skills to generate equity analyses. An external review panel, made up of subject matter experts, including people with lived experience of inequity and discrimination, reviews the analysis and provides insights that are made available to the public.

Similar actions are being taken in Austin and other US cities, as well as across Europe, including Barcelona, Vienna and various French municipalities.

The factors enabling each of these cities to introduce equity budgeting systems and achieve results included mayoral and institutional commitment, training and capacity building for city staff, a common 'equity language', experimenting with pilots to gather first-hand insights, and finding ways to improve access to disaggregated data and making it available to the public for added transparency wherever possible.

While the examples above focus on specific aspects of equity (e.g. gender in Reykjavik and race in Philadelphia) and their integration into the city's overall budgeting, they offer relevant insights on how climate and equity targets can be embedded jointly.

Climate budgeting is emerging as a new governance system that embeds climate targets and considerations into all decision-making, as part of a city's ordinary

budgeting process. It presents the city's measures to reduce emissions along with their calculated effect and cost and appoints responsibility for delivering and monitoring them. Cities including Oslo, Stockholm, Barcelona, Berlin, Montreal, Paris and Tshwane have already adopted climate budgeting, either creating full climate budgets or developing key elements of the approach.

Climate budgeting can help cities deliver on their ICA targets by turning commitments into measurable actions.

As cities work towards embedding climate targets in their budgeting, there is also a need to examine in parallel how inclusivity and equity considerations can inform the process. Climate budgeting can also help cities deliver on their ICA targets by turning commitments (such as the creation of green jobs and equitable access for all) into measurable and fundable actions (such as x number of green jobs created through the city's specific programmes with x % occupied by underrepresented groups). The examples presented above provide critical insights and lessons for climate budgeting as well.

Sustainable and equitable public procurement

One of the most impactful ways city governments can deliver community benefits is by leveraging their procurement power 'for the common good' through setting minimum criteria such as local hiring and decent pay or the upskilling of local residents, particularly those underrepresented in key green jobs and sectors. Municipalities can also opt to include community benefits clauses or agreements in public procurement contracts to ensure that projects deliver social value and well-being for communities.

Case study

Sustainable and equitable public procurement

Tshwane, London, Buenos Aires, Amsterdam

In **Tshwane**, the city adopted in 2017 a Sustainable Public Procurement Strategy, which aims to support both resource efficiency and reduce greenhouse gas emissions, as well as social inclusion.

All tenders are scored against a Human Development Index, promoting the selection of suppliers who traditionally face barriers in accessing public contracts, and encouraging the departments procuring goods and services to set out green requirements in tenders as pass/fail minimum criteria. As the city of Tshwane aims to grow its local economy to better support employment creation, a sustainable public procurement practice is seen as key in localising public purchases, supporting small, medium and micro enterprises, as well as broad-based black economic empowerment, and promoting ethical procurement (human rights, labour practices and fair operating practices).[20]

The **Greater London Authority** also adopted a Responsible Procurement Policy in 2021 and will set out concrete actions to ensure that procurement activities improve the social, economic and environmental well-being of communities in an accompanying Implementation Plan for 2021–24. The policy lays great emphasis on fair and inclusive employment practices such as suppliers employing a diverse workforce and respecting collective bargaining rights, as well as skills development opportunities targeting underrepresented and excluded groups and supporting the city's just transition.

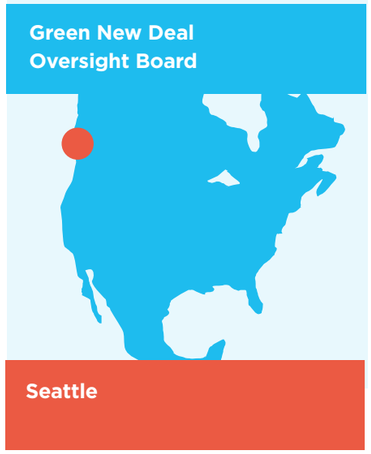
In **Buenos Aires**, the law that regulates the creation of a participatory process in Barrio 20, one of the city's informal neighbourhoods, for developing new social housing units in informal settlements (where climate measures are also taken into consideration, i.e. solar panels for water heating) has a specific clause about employing local workers. It requires that the companies and cooperatives carrying out the works employ a certain percentage of the workforce from the inhabitants of Barrio 20.

Amsterdam's 'social return' clause for public procurement requires contractors to create local employment, training or work experience for job seekers, young people without qualifications and other vulnerable groups.

Improving equity in budget allocation by involving citizens

In addition to ensuring adequate coordination between the departments and/or committees tasked with leading the operationalisation of equity as a budgetary principle and the other departments making budget requests, cities also have the means to involve communities in the budgetary process to foster inclusive dialogue on community needs and priorities. This is where cities can build on existing community engagement efforts led by specific departments and city agencies to draw on both trusted relationships with communities and city staff's expertise.

Case study



To ensure that the allocation of the city budget is meeting the needs of vulnerable communities, the **Seattle** City Council voted to form a Green New Deal Oversight Board made up of priority stakeholders. These include labour union representatives, workforce development specialists, environmental justice representatives, young people, frontline communities, Indigenous communities and technical climate specialists. Eight seats are appointed at the mayoral level and eight at the city council level, with three seats available to the board. The board's role is varied but includes making recommendations on the allocation of city budget, working in partnership with the city on how to make the transition from fossil fuels to renewable energy, and tracking data and progress on pollution reductions.

A key lesson has been that the city needs to work with a broad set of actors, including those most impacted by climate change and inequities, to unpack what solutions are appropriate for each. Such an inclusive advisory body is an effective way of using and expanding the mayor's set of formal powers specifically to engage more stakeholders in the city's decision-making process.

One of the most widely applied tools for collaboration has been participatory budgeting, which gives residents a direct say in how a part of the municipal budget should be spent. The practice originated in the Brazilian city of Porto Alegre and is now widely applied across the world, with an estimated 13,000 participatory budgets in place globally.[21] The participatory budget in Sao Paulo is a unique example of what mechanisms cities can use to level the playing field among unequal participants and reduce barriers to the participation and representation of 'socially vulnerable segments' through affirmative action. Bogotá, Mexico City and many other Latin American municipalities are spearheading this popular local democratic reform. European cities, big and small, have also embraced this empowering democratic institution from Paris and Barcelona to Bologna and Ghent, with cities in other parts of the world, including New York City, Toronto,[22] and Seoul also making it a cornerstone of their governance and decision-making model.

As launching a participatory budgeting process does not require legal changes, it is a good example of how cities can put decision-making power in the hands of residents through expanding public participation and strengthening community connections. The increased transparency and deliberation generates a governance environment where trust is built between the city government and the residents, and those impacted by climate change and climate actions can have a direct say in the issues the city budget should prioritise. Nevertheless, for participatory budgeting to be successful, cities need to set clear objectives about how citizen input will be used; ad how collaboration between departments will be managed to leverage existing community engagement experience and practices, build up sufficient staff capacity and/or external support to manage the process, and provide transparent feedback to citizens participating in the consultation. Previous and current examples, including Brazilian cities' experience of its limitations to address

deeply rooted systemic issues such as corruption in the context of highly unequal societies, provide rich insights into the sustainability and accountability challenges of this mechanism, also drawing parallels with the lessons many cities have learned from setting up climate assemblies.

The table below shows examples of how cities' fiscal allocations can advance inclusive climate action:

Fiscal allocations	Example of city budget	Examples of inclusive climate action dimension
Housing	In most cities housing accounts for up to 5% of the total city budget. In Ekurhuleni and Tshwane, housing accounts for 13-17% of the total budget.	Retrofit and/or cooling of social housing Improving informal settlements for climate resilience Protection of tenants from displacement due to retrofitting
Health	Cities allocate a few % of their total budget to the domain of health to a lack of formal powers in most cases. However, health considerations are often incorporated into other budget lines. In London, only 0.02% is spent on health as the mayor has no authority over crucial funding and staffing decisions for the National Health System (NHS). However, he is chair of the London Health Board, a non-statutory body of elected leaders and experts that advocates for improvements in London's health care and health inequalities.	Heatwave support for vulnerable communities Upgrading heating systems in low-income households care programmes to integrate guidance and support on energy poverty and heatwaves
Economic development & Employment	Cities are increasingly targeting and putting budget towards economic development and employment. In LA, for example, each department has budget for a Clean and Green Jobs Program, and there is a small but separate budget for their neighbourhood empowerment department.	Green skills programming for those at risk of job losses or unemployment Just transition processes and social dialogue
Education	In many cities education is embedded in each domain, similarly to health considerations. In Accra, education is allocated a specific and sizeable budget line (almost 20%), and its share has increased despite a reduction in the overall budget.	Green apprenticeships for disadvantaged youth Upskilling/reskilling programmes for workers in transitioning sectors
Communities and Inclusion	Cities tend to have a very limited say over welfare and social policies. However, cities, such as Seoul, with a large proportion of the budget for welfare can fund social innovation and protection, inclusion and integration of marginalised groups. Seoul dedicates 36 % of its total budget to welfare provision, and also gives each borough autonomy to decide the budget allocation based on their needs (16% in total).	Targeted employment support for vulnerable groups Universal basic income/services for those transitioning to green sectors
Public transport	Cities' allocation of the total budget to transport tends to reach 5-15%, and mayoral powers tend to be greater than average. London is a well-known outlier with more than 50% of the city budget allocated to the area.	Targeting public transport routes in low income and cut off areas to include these neighbourhoods in the transition to low carbon transport Disability access on public transport routes to make low carbon transport accessible
Sanitation & Water[23]	Sanitation & Water tends to receive a large share of the total city budget, especially in the Global South where ensuring universal access to sanitation is a city priority. In Johannesburg and Cape Town, it accounts for a quarter of the total budget.	Ensure equitable water supply Sanitation infrastructure improvement in low-income and informal neighbourhoods with community participation

Table 1
Cities' fiscal allocations and their potential to fund inclusive climate action

2. Formal > Legislative powers

Legislative, or law-making, powers allow mayors and/or a legislative body such as a city council to propose and enact policies and laws. In many cities, the mayor is required to obtain authorisation to implement decisions from the city council or its equivalent, and often the source of mayoral power comes from being appointed by this body. In all the cities, the legislative body, as representatives of city residents, has political weight and influence that allows them to influence the political agenda of the city.

Case study

Equitable action through legislation

New York City

A great example of how some mayors can use their legislative powers to advance equity comes from the **City of New York** where, after a decade-long advocacy effort by civil society organisations and council members, former Mayor de Blasio signed into legislation Local Laws 60 and 64 of 2017 to codify environmental justice (EJ) into the city's decision-making process. These two bills established an Interagency Working Group (IWG) consisting of representatives from 20 City agencies and offices relevant to EJ, and an EJ Advisory Board (AB) composed of environmental justice advocates, academics, and public health experts.

Legislation requires the IWG and EJ AB to conduct a comprehensive study to identify the city's EJ Areas, analyse environmental and climate issues, and identify which communities are being disproportionately impacted by environmental burdens and which are not seeing the benefits of green investments made by the City. The law also requires the creation of an online environmental justice portal with access to a mapping tool for environmental justice data. This assessment then leads to the formulation of a citywide environmental justice plan based on the findings of the report. The Advisory Board also leads city-wide engagement initiatives to inform the EJ report and plan.

To reduce the city's reliance on coal energy and enable a more decentralised electricity supply, the city of Cape Town resorted to its legislative powers. The city went to the High Court to seek the right to procure renewable electricity from independent power producers (IPP) after fruitless policy discussions at the national level. The court elected not to rule and referred the city of **Cape Town** and the Ministry for Energy to intergovernmental dispute resolution processes; Cape Town has continued to call upon the ministry to accelerate the process of permitting municipalities to source power directly from IPPs. The city also decided to take matters into its own hands by introducing legislation to enable small-scale energy generation in the absence of a national framework. The city's legislation has been adopted by surrounding municipalities in the Western Cape Province, and is being incorporated into national legislation. The city of Cape Town, along with other cities across the world, has demonstrated how legislative powers at the city level can be used to advocate for decentralisation of powers and chart the city's own path through extensive collaboration with local actors.

Remunicipalisation returns public services from private hands to public ownership and democratic control.

Cities can also guarantee affordable and democratic services like energy and water, accelerate ambitious climate action and put the local economy at the service of the well-being of local residents and businesses through reclaiming public services. There is a growing trend, called remunicipalisation, that returns public services from private hands to public ownership and democratic control and can act as an instrument for integrated local climate strategies, helping to connect the movements for climate justice, just transition, municipalism, localisation and others. A report by the Transnational Institute has found that it is often also cheaper for local authorities and an effective way to improve collaboration between authorities and communities. Examples are emerging across diverse sectors and cities from all over the world, such as publicly owned renewable energy companies in London and Barcelona offering more affordable, fair prices to residents as part of their socially just energy transition. Similar municipal energy companies across the UK have proven that they can offer a cheaper service because they do not extract shareholder dividends and they do not confuse customers with complicated tariff packages, as explained in the report.

A collaborative form of local government through regulation

Civic participation and local democracy can be boosted even further when ownership and governance of public services and assets is shared between the city government and other actors, including communities, social entrepreneurs and knowledge institutions. In Bologna, this collaborative institutional design was conceived and integrated into the city's legal framework as the 'Bologna Regulation', enabling communities to manage and co-create the city's spaces and assets. Many cities in Italy have followed in the footsteps of Bologna, putting in place almost identical regulations.[23]

3. Formal > Sectoral powers

Previous sections within this chapter have outlined the instruments cities can use to shape the city's overall vision and strategy and enact laws and policies that apply across sectors and domains. Mayors also have the power, to a varying degree, to embed equity into sector-specific strategies and policies from energy and buildings to transport to resilience, as well as to use non-climate powers in health, employment and other social and economic domains to scale up inclusive climate action. Sectoral powers, both climate and non-climate, help adapt existing and create new policies

to accelerate climate solutions while safeguarding those most impacted by climate change and climate actions. This section introduces real examples across key sectors and city domains to demonstrate how city governments are designing and implementing sectoral policies and actions to achieve equitable outcomes and how mayors have used non-climate powers for ICA.

Formal > Sectoral > Embedding equity and inclusion in sectoral climate policies

Mayors' ability to integrate equity into sectoral climate policies and programmes is proportionate to their formal powers in those specific sectors. The C40 study 'Powering Climate Action' from 2015, which explored formal powers to plan for, finance and implement climate actions in general, found that in most C40 cities mayors have significant control over energy efficiency in municipal buildings; transportation including private and mass transit; waste management; and water supply. The sectors where they generally have limited powers include energy supply; food; and urban agriculture.

The research carried out by C40 and Arup concludes that while only 34% on average of the assets and functions within cities are owned or operated by mayors, this still provides them with significant scope to direct unilateral action in many sectors, and to exert influence over many others (C40 & ARUP, 2015). Cities are successfully incorporating inclusivity and equity into the design, delivery and assessment of their sectoral policies, as demonstrated by the examples below.

34%

of the assets and functions within cities are owned or operated by mayors – significant scope to direct unilateral action

Case study

Energy

Barcelona, London, Soeul and Valencia

Summary of powers

Most C40 cities do not have direct control over the source of energy within their cities, and decisions on energy generation are predominantly taken by upper levels of government.

This poses challenges for mayors to decarbonise the electricity supply whilst safeguarding the livelihoods of workers in fossil fuel dependent industries. They do, however, use their limited formal powers to set the vision for a green and just energy future and in some cases generate a share of the city's electricity by establishing a public renewable energy company or supporting decentralised forms of generation.

How have cities incorporated equity within climate policies in this sector?

In 2018, the city of **Barcelona** in partnership with ecological civil society groups created Barcelona Energía (BE), a public renewable energy company that offers an alternative to large corporate energy providers. The objective was to increase locally produced renewable energy, improve efficiency and self-sufficiency and place residents at the heart of decision-making, guaranteeing them the right to energy. BE has managed the electricity market for all the energy generated by the city and the Barcelona Metropolitan Area – some 200 GWh/year – and prompted other Spanish cities to also opt for this model (Transformative Cities, 2019).

In 2020, the mayor of **London** implemented a similar initiative by launching a new, fair-priced, green energy company, available exclusively to Londoners. London Power is a partnership between the Mayor and Octopus Energy, driven by the mayor's commitment to tackle energy poverty and ensure social justice. Any profits made by City Hall are reinvested into delivering the mayor's social and environmental goals (Mayor of London, 2020).

An example of a public–private partnership to tackle energy poverty comes from the city of **Seoul**, which set up a virtual power plant in 2015 to help the city and private universities save money on energy. The savings are used to finance sustainable energy upgrades in low-income communities and retrain unemployed residents as energy consultants.

The city of **Valencia** in Spain is using their enabling powers to help communities set up their own local renewable energy systems, generating energy on residential buildings, schools or public space. The municipality led by example when they built their first two energy parks on a public and private roof and equipped residents of the city with the knowledge they needed on the regulatory framework to start their own.

Case study

Buildings

New York City and Seattle

In New York, strict rules mean emissions from large buildings are set to reduce by

6 million tons

by 2030, providing

26,700

green new jobs

Summary of powers

Mayoral powers in the buildings sector tend to be strong across regions, with most cities owning and operating (in full or partially) municipal offices, facilities and sometimes also housing.

Some also have the power to set policies and enforce regulation over private sector residential buildings and to regulate commercial buildings.

How have cities incorporated equity within climate policies in this sector?

New York City passed a landmark piece of legislation in 2019 that requires existing large buildings to meet strict greenhouse gas emissions limits through energy efficiency measures and retrofits. The objective is an estimated 6 million tons of emissions reduction by 2030, while providing 26,700 green new jobs. However, the risk emerged that the cost of these renovations would be passed on to the residents in affordable housing – who often are most in need of energy efficiency improvements.

To prevent the cost of housing retrofits being passed on to residents in affordable housing, the city of New York, in partnership with the Natural Resources Defense Council, conducted a thorough stakeholder engagement process, inviting the views of community representatives from environmental justice and affordable housing advocacy groups, and utilities, real estate and energy experts. As a result, the city introduced an alternative pathway for affordable-housing owners to comply with Local Law 97: separate requirements were introduced for buildings subject to rent control that would not trigger the rents to rise for tenants. Additionally, the city offers free technical assistance on energy efficiency and financing options.

The city of **Seattle** is applying its race and social justice toolkit to the clean heat/oil tax policy and the Building Performance Standards policy to assess who benefits from and who is burdened by the policies, and to help identify ways to mitigate unintended harm. The toolkit has found that the policies reduce the energy burden for Black, Indigenous and People of Colour (BIPOC) and low-income households and improve thermal comfort and indoor air quality among other impacts.

Case study

Transport

Los Angeles, Johannesburg and Seattle

Summary of powers

Cities generally have control over functions such as the operation and maintenance of buses; maintenance of roads and footpaths, bicycle lanes, and pedestrian walking infrastructure; issuing permits; regulating private mobility operators; regulating and enforcing parking; traffic management, and so on. However, with the exception of London, most cities have a larger regional body taking care of metro rail transit at a larger scale, thereby limiting the control of the mayor on this function.

How have cities incorporated equity within climate policies in this sector?

The city of **Los Angeles** is moving rapidly towards electrified transportation. To include people and communities often left out of these transformations, Los Angeles entered into a unique public–private-partnership to launch BlueLA, an electric car sharing programme in low-income neighbourhoods of the city that are often disproportionately impacted by pollution and emissions from city traffic (Tinoco, 2018). In its pilot phase, the partnering firm BlueLA car sharing improved mobility and created part-time jobs for people in the targeted communities through the involvement of Street Ambassadors.

This unique aspect of the programme entailed hiring members of targeted low-income communities as outreach agents. These Street Ambassadors and the other outreach initiatives at BlueLA constitute a range of face-to-face approaches that create awareness and excitement in local communities for electric vehicle car sharing. Through community events, BlueLA has heard of ways the vehicles are being used: doctor visits, job interviews, school drop-offs, weekend beach trips, driving practice with their children, picking up supplies for their businesses, or delivering food orders.

The city also convened an equity leader task force and held stakeholder interviews with local communities to address concerns about the risk of displacement due to the city's future zero emission area.

In **Johannesburg**, the city is embarking on transit-orientated development, as a way of controlling the increase in private vehicles, but also with an intention of breaking down divisions between the rich and poor areas, as well as those established during the apartheid era along racial lines. As such they have been dubbed 'Corridors of Freedom', giving the residents increased freedom of movement and contributing to their economic freedom (Group Communication and Tourism Dept., n.d.).

In designing the city's Transportation Electrification Blueprint, the city of **Seattle** is centring equity in all policies and programmes and has conducted an extensive outreach process with local community leaders and community-based organisations over several years. The city is listening to communities' feedback about prioritising electric transit, instead of focusing on personal vehicle ownership and improving access to electric vehicles. The city is also committed to preventing displacement due to gentrification and to creating living wage green jobs from electrification through the framework of the city's Green New Deal.

Case study

Waste management

Accra and Johannesburg

Summary of powers

Almost all C40 mayors have complete control on waste collection but limited control on treatment facilities if they are located outside city limits.

How have cities incorporated equity within climate policies in this sector?

Through the Global Green New Deal pilot programme, the city of **Accra** is engaging informal waste sector workers to upscale the integration of community-driven solutions in the delivery of waste services, enhancing workers' ownership of climate action and access to wider benefits. (See more details on page 93.)

In 2010, the city of **Johannesburg** launched the Waste Pickers Empowerment programme in partnership with the city's waste management service provider to offer skills training, protective clothing and waste trolleys, and organised waste pickers into cooperatives. By 2020, around 37 cooperatives had signed contracts with the private company, giving them much greater authority in decisions related to the waste sector (C40, 2021).

Case study

Air quality

London and Barcelona

Summary of powers

Air quality is a cross-sectoral issue, and involves tackling different sources of pollution, particularly the transport, industry and power sectors, some of which are under cities' control and others which are not.

How have cities incorporated equity within climate policies in this sector?

Through the mayor of **London**'s Schools Programme, 50 primary schools and 20 nurseries located in the most polluted areas of London have received audits, advice and funding to reduce air pollution in and around their premises. Some examples of mitigating measures implemented by schools include green screens, air filtration systems and the promotion of active travel through the installation of cycle/scooter storage. In addition, since April 2020, almost 350 School Streets have been delivered across London with funding from Transport for London and the boroughs to tackle children's exposure to air pollution and improve their health. Studies have shown that School Streets have improved air quality, with reductions in NO2 of up to 23% during morning drop off. Meanwhile, air quality policies have reduced the number of state primary and secondary schools in areas exceeding legal limits for NO2 from 455 in 2016 to 14 in 2019, a reduction of 97%.

Barcelona has carried out an extensive participatory process to help define its low emission zones, with sessions distributed throughout all districts of the city allowing the population to give their opinion and request changes in the drafted design. This process was key to defining the critical aspects of the municipal policy that address accessibility needs for different members of the community, including local businesses and people with reduced mobility, while also being adapted to the needs of the COVID-19 context. Concrete examples include allowing low-income, self-employed individuals to continue using their vehicles on a temporary basis, thus giving them more time to replace their vehicles.

In London, School Streets have reduced NO2 during morning drop off by up to

23%

Case study

Food

Quezon City and Milan

Summary of powers

Mayors generally have limited powers over food production and food choices. However, they are increasingly using their procurement powers to change the urban food environment.

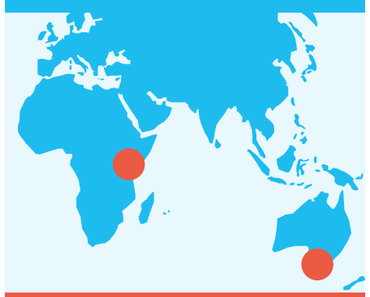
How have cities incorporated equity within climate policies in this sector?

Quezon City is turning the city into a food secure, self-reliant and thriving place for residents through the city's urban agriculture programme, (Joy of Urban Farming) and food systems improvement (GrowQC). With food security known to be an important aspect of responding to the pandemic, the initiative has grown by transforming more open and idle spaces into community model urban farms that provide citizens with a sustainable source of fresh and nutritious vegetables right from their backyards and the comfort of their homes. The initiative is led by the Food Security Task Force, which was created during the pandemic to ensure sufficient food supply, and it acts as an important mechanism for inclusive shared governance by coordinating efforts with the national government, the agri-business sector, farmers organisations, and civil society organisations.

The city of **Milan** has recently won the Earthshot Prize in the 'Build a Waste-free World' category for its food waste hubs. As the first major city to enforce a city-wide food waste policy, Milan's Food Waste Hub programme recovers food from local supermarkets and restaurants and distributes it to citizens in need. The programme involves the entire city, including the City Council and many organisations from the third sector, universities, large-scale retail trade, and philanthropy operating in the three areas where neighbourhood food hubs have been set up. The £ 1 million (USD 1.2 million) prize will be used to strengthen the hubs and to open new ones, guaranteeing their sustainability in the long term and replicating this good practice in the city network that works with Milan on food policies, starting with C40 and the Milan Urban Food Policy Pact.

Case study

Adaptation and resilience



Melbourne and Nairobi

Summary of powers

Institutional powers for adaptation and resilience actions vary greatly across cities depending on the level of direct authority the mayor holds over, for example, utilities, transportation companies, and access and use of source water.

How have cities incorporated equity within climate policies in this sector?

Since 2013, the city of **Melbourne** has implemented a heatwave and homelessness programme to provide highly vulnerable people living in the municipality with heat respite options. An operations plan (for implementation) is revised each year to take into account circumstances and funding. The plan consists of various programmes facilitating improved access for the homeless to facilities serving as climate shelters and services that reduce homeless people's vulnerability to extreme heat.

In 2017, a women-led community federation, called the Muungano Alliance, secured the commitment of the local **Nairobi** government to declare Mukuru, one of the city's informal settlements, a special planning area to generate a multi-sectoral upgrading plan to increase flood resilience. The plan was co-produced by the residents, who continued to participate in the upgrading plans through continuous capacity building. The participatory approach delivered actions on improved waste management, cooler housing, provision of green spaces, pedestrianisation, cycle paths, and solar power for street lighting, and not only improved resilience to flooding but also achieved the formal recognition of the settlement as worth improving and upgrading instead of dismantling.

Formal > Sectoral > Using non-climate powers to ensure equity in climate action

A crucial aspect of delivering sectoral climate policies in an equitable way lies in cities' ability to introduce and adapt social and economic policies and programmes that can maximise benefits and minimise/prevent unintended negative consequences for the most vulnerable in society.

When cities have mandates to introduce social welfare policy measures and have decision-making control over schemes that can potentially cushion any negative impacts of climate actions, the scope and scale of inclusive climate actions are much broader.

This includes authority over the provision of social housing, the rules on unemployment benefits or job guarantee schemes, and education policy and skill development programmes. The latter could be orientated towards providing equitable access to jobs and training, supporting those who have been historically excluded from labour market opportunities.

The International Labour Organization's 'Guidelines for a just transition towards environmentally sustainable economies and societies for all', although aimed at national governments, gives a long list of social and economic policy measures that city governments can translate and apply to their local governance system where possible and advocate for to the national government.

The following text boxes summarise the extent to which cities have decision-making power over these social welfare and economic sectors, and provide examples of provisions made to help manage the transition to a low-carbon economy in a just way.

Case study

Housing

London, Cape Town and Buenos Aires

Summary of powers

All cities are delivering some form of social-housing programme to support their low-income and disadvantaged residents. Some are designed and funded by the city themselves, while others are implementing national or provincial programmes.

How have cities used non-climate powers for inclusive climate action in this sector?

In **London**, Mayor Khan, backed by the national government's Department for Business, Energy & Industrial Strategy, is leading the way in reducing household carbon emissions and transforming existing social housing into more comfortable, energy efficient homes. The Social Housing Retrofit Accelerator aims to help social housing providers successfully bid into the next round of the government's £160 million (USD 198 million) Social Housing Decarbonisation Fund. The new initiative builds upon the Mayor's Retrofit Accelerator – Homes programme. The Social Housing Retrofit Accelerator offers a varied package of support that has been developed with and specifically for the social housing sector.

In **Cape Town**, under the national subsidised housing rules, the city previously built homes for its low-income communities without insulated ceilings, making it difficult to control internal temperatures. In 2010 they started installing insulated ceilings and proper exterior plastering, resulting in significant reductions in household energy costs, and improved health indicators (C40 and Burohappold, 2015). The city of Cape Town also realised that by focusing on retrofitting ceilings in low-income communities, they can achieve dual benefits, improving both the health of the communities and the energy efficiency of the buildings.

The city launched two pilot projects to better understand the needs of low-income communities. Through this, the city learned where to focus its investment for project roll-out. A portion of the project funding was allocated for local education and training, involving a diverse group including women and young people, and teaching the relevant communities how to maintain the systems.

Results from the pilot projects showed significant improvements in the health and well-being of residents who received a new insulated ceiling, as well as reduced stress levels associated with the financial burdens of energy and health care costs. To date, the programme has retrofitted more than 10,500 homes. It is estimated that the total impact of these retrofits so far will save approximately 7,400 tons of CO2 each year. The retrofit project provided temporary jobs for over 2,000 workers from the community.

Buenos Aires created a participatory framework for upgrading informal neighbourhoods in the city, with the participation of the city's Housing Institute, other government representatives, local organisations and residents themselves. The 'Participatory Working Table' (Mesa de Gestión Participativa) guarantees the active participation of residents at all stages of the redevelopment process to ensure that the neighbourhoods are 'reinvented' in ways that meet the needs of residents.

£160 million
is available to London's social housing providers for decarbonisation

Cape Town has retrofitted more than
10,500
homes, saving as much as 7,400 tons of CO2 each year

Case study

Economic development

Tshwane and London

Summary of powers

City authorities have different and varied policy levers available to them to influence economic development in the city.

While some have the ability to set taxes and provide other incentives to attract private investment, most still require an upper level of government to fund any large infrastructure projects required. Many cities do, however, find innovative approaches to support the local economy in the transition away from fossil fuels through, for example, leasing city-owned land or assets.

How have cities used non-climate powers for inclusive climate action in this sector?

The city of **Tshwane** launched an entrepreneurship competition for young people in response to the growing rates of youth unemployment, compounded by the pandemic. The Economic Development Department delivered the programme partnership with a local NGO and supported young people to access future employment opportunities by tackling food security issues.

New data shows that **London**'s £48 billion (USD 60 billion) green economy now supports 5% of jobs in the capital. The mayor's Green New Deal Fund supports the London Recovery Board's ambition to double the size of the green economy in London to £100 billion (USD 124 billion) by 2030, an ambition that would kick-start greater job growth over the next decade. This has benefited small and medium size enterprises, who are often at risk in the transition to a low-carbon economy. For example, the Advance London programme managed by the London Waste and Recycling Board has supported over 200 SMEs over the last 3.5 years to transition to circular business models. Additional funding will prioritise support to businesses in either geographic areas or sectors impacted most severely by the pandemic.

5%
of jobs in London are supported by the city's
£48 billion
green economy

Case study

Employment provisions

Los Angeles, Barcelona and Austin

Summary of powers

The rules and schemes connected to employment and unemployment are often set at the federal or provincial level, such as unemployment insurance or benefits, minimum wages, and public unemployment programmes.

Some cities do have these powers, for example, **Los Angeles**' City Council approved in 2021 the mayor's plan for a guaranteed income programme for poor residents. With a budget of USD 24 million it sends USD 1,000 monthly payments to 3,203 low-income families and is expected to make a major contribution to racial and economic justice in the city (LA, Office of Mayor of, 2021). In London, the city does not have this authority, but instead introduced the voluntary living wage, which is higher than the national minimum wage. Although it is voluntary there has been large-scale uptake by employers due to public and political pressure (Trust for London, n.d.).

How have cities used non-climate powers for inclusive climate action in this sector?

In **Barcelona**, the city has a specific programme for integrating people with disabilities within the workforce responsible for maintenance and conversion of urban green areas. This has resulted in not just an increase in the numbers of disabled people in employment, but also the quality of the work undertaken (Urban Sustainability Exchange, n.d.).

As part of their Climate Plan Strategy, the city of **Austin** worked with their Community Climate Ambassadors to develop a 'Green Jobs and Entrepreneurship' strategy. This strategy aims to advance the goals of the plan by creating economic opportunity and building agency and decision-making power in low-income groups – particularly BIPOC communities. To get there, the city identified a number of steps, including ensuring an adequately educated and trained workforce, permanent career pathways, the provision of a ladder of opportunities, recruiting from local communities of colour, the growth of a network of entrepreneurs and executives of colour, and finally, building upon the Austin Civilian Conservation Corps (ACCC) initiative, an existing City of Austin programme, to foster partnerships with non-profit organisations to recruit and train economically disadvantaged community members. More recently, the ACCC has focused on helping Austinites who have been economically impacted by COVID-19 to earn an income, serve their community and gain skills that can lead to strong new careers in conservation and sustainability fields. As part of this strategy, the Austin City Council approved a Resolution (No. 20200507-061) on 7 May 2020 to create the Austin Civilian Conservation Corps in partnership with non-profit organisations to employ Austinites experiencing economic distress as a result of COVID-19. Training and job opportunities include improving and maintaining parks, green spaces and public lands; green building construction and solar installation; and providing employment for artists through community-based artwork.

LA's guaranteed income programme sends monthly payments to low-income families of

$1,000

Case study

Skills development

Los Angeles and Barcelona

Summary of powers

All the cities have the authority to introduce skill development programmes, although many are not able to influence school education curricula.

How have cities used non-climate powers for inclusive climate action in this sector?

The Housing Authority of the City of **Los Angeles** (HACLA) works with other city agencies to provide employment training, job placement and job retention services to public housing residents. This has included programmes targeting specific green jobs skills required in the city, including on environmental stewardship and solar certification (HACLA, n.d.).

The city of **Barcelona** has established an initiative called Puntos de Asesoramiento Energético (PAEs) – or Energy Advisory Points – which is a network of walk-in offices throughout the city that help families to understand their energy rights, and make their homes more energy efficient to reduce emissions and save money. In collaboration with the Làbora programme, led by the Social Rights Department, the city has engaged individuals experiencing long-term unemployment and difficulties accessing the job market in skills and capacity-building training to become energy advisors to those living within their communities. In doing so, these individuals are able to leverage their knowledge of the communities, including the empathy and social capital they have built living within them, combining this with an understanding of how to recognise the signs of energy poverty within families and their knowledge of the legal and financial processes required to address energy poverty. This role goes further than providing these individuals with the pathway and skills they need to enter the job market, it also facilitates the role of the city in providing energy poor families in hard-to-reach communities with improved services and legal and financial advice to reduce energy bills or increase the efficiency of their energy use. After one year, the PAEs reported that 80% of people they helped through the employment inclusion workstream had re-entered the job market.

Case study

Education

Rio de Janeiro and Warsaw

Summary of powers

Most cities do not have direct authority over schools and education in their city.

In the absence of statutory powers, cities rely heavily on partnerships with educational facilities to increase their local influence and create an environment conducive to high-quality, accessible and affordable education.

How have cities used non-climate powers for inclusive climate action in this sector?

Educational and climate/sustainability departments in cities across the world are working together to launch awareness raising and citizen engagement initiatives, and shape curricula where possible.

In 2019, the city of **Rio de Janeiro** held a series of social participation activities in schools, as part of the Participa.Rio Program, to accompany the launch of their Sustainable Development and Climate Plan. The city organised creative workshops with online games, drawing workshops, and nine social participation meetings with parents of students from municipal schools in different regions of the city. The results were mapped by regions of the city and used to inform the Sustainable Development and Climate Action Plan. Other cities in Latin America, including Lima and Medellín, have been employing pedagogical approaches to educate and engage children and youth, and solicit feedback from them on proposed climate actions.

The Air Protection and Climate Policy Office in the city of **Warsaw** has prepared educational packages on air pollution and climate change, and the city has made climate education a cornerstone of its soon-to-be-launched Climate Action Plan.

Cities across the world, from Lima to Bangalore, are launching local Women4Climate mentorship programmes, facilitated by C40, which educate and empower women championing sustainable and community-based solutions that will contribute to their cities' climate priorities and action plans.

Case study

Social care

Johannesburg, Bogotá and Barcelona

Summary of powers

A range of programmes have been taken up by cities to provide social care either in the form of facilities such as care for the elderly or through basic income guarantees and rebates for services provided by the city government.

How have cities used non-climate powers for inclusive climate action in this sector?

The Expanded Social Package (ESP) of **Johannesburg** targets vulnerable residents in the city such as the unemployed, youth, persons with disabilities, displaced persons, senior residents, women and children. People with different levels of need qualify for different levels of water and electricity subsidy (City of Johannesburg, 2018). This will help to cushion the impact of potential increases in utility prices in the transition to a zero-carbon economy.

Under the coordination of the Secretary of Women, **Bogotá** launched in 2020 the District Care System to reduce, recognise and redistribute the disproportionate burden of care faced by women. This will be the first comprehensive care system to be inaugurated in a Latin American city.

The District Care System is implementing a territorial strategy with 'blocks of care' designed to deliver care services that people do not need to walk long distances to access, concentrating existing and new care services in safe environments and guaranteeing access for those who need them. The system also envisions the creation of Mobile Care Units, offering services to families in rural areas and for those who do not live close to a block of care.

The provided services are delivered by the state, the private sector and the community sector, under a model of co-responsibility. Barcelona has a similar system in place and has been training care workers and technical staff in its 'care superblocks' on energy poverty and climate resilience, teaching staff to identify the hidden energy poor and provide support to the most vulnerable to strengthen their adaptive capacities.

Case study

Social protection, integration and safeguarding

Sao Paulo, Los Angeles and New York City

Summary of powers

Mayors have very limited powers on social protection policies and regulations, making cities heavily reliant on upper levels of government for welfare and benefits policies, and laws guaranteeing equal rights or other measures that help the most vulnerable to access basic services.

Despite this limitation, cities have a critical role to play in social welfare provision through the delivery of social welfare policies and services, such as income support.

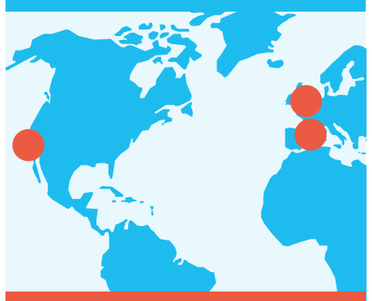
How have cities used non-climate powers for inclusive climate action in this sector?

Sao Paulo published its Municipal Plan of Policies for Immigrants for 2021–2024 in August 2020. The plan provides a policy framework to protect migrants in the city and places the needs of displaced people living in Sao Paulo at the heart of city policies. Through this comprehensive plan, Sao Paulo is incorporating migrant and refugee inclusion in all aspects of governance and establishing targeted municipal policies that aim to support the delivery of universal healthcare, social programmes and access to education.

Los Angeles and **New York City** have created the USA's first guaranteed income programmes to fight poverty in low-income neighbourhoods, supporting primarily people of colour. The cities provide unconditional, regular, and direct cash payments to individual participants, supplementing existing welfare programmes. These pilot interventions provide an opportunity to expand the cities' knowledge of community investment and poverty interventions, and offer an important insight into how guaranteed or universal basic income programmes may be part of just transition policies.

Case study

Health



London, Los Angeles and Barcelona

Summary of powers

Cities have different levels of formal powers over public health care systems within the city limits.

For example, while the mayor of London has no authority over crucial funding and staffing decisions for the National Health System (NHS) in London, he is chair of the London Health Board, a non-statutory body of elected leaders and experts that advocates for improvements in London's health care and health inequalities.

How have cities used non-climate powers for inclusive climate action in this sector?

Los Angeles and **Barcelona** are addressing the health risks associated with extreme heat, a climate impact that disproportionately affects the elderly, children, women, low-income households and other already vulnerable communities. They are offering the public accessible 'cooling centres' in LA and 'climate shelters' in Barcelona, which anyone can access but which are primarily targeted at those without the necessary means to sufficiently cool their homes.

A large share of the sectoral policies and programmes, as well as social and economic policies, set out to improve climate and social justice in cities have been created as a result of the city government collaborating with other actors in the public, private and civic sectors. This demonstrates the great potential offered by activating mayors' soft powers to complement and overcome the limitations of formal powers and financial resources. Chapter III describes the role of soft powers in driving inclusive climate action and identifies the most critical soft powers conducive to delivering a just transition.

4. Formal > Fiscal powers

Some cities can raise only 25% of their own local revenue; others can raise

80%

Cities differ in their degree of autonomy to mobilise finance in a way that ensures the most vulnerable in society are protected during the transition to a net-zero and resilient economy. The level of fiscal autonomy varies greatly across the cities analysed, ranging from the ability to raise about 25% of their own local revenue up to around 80%. Cities with greater fiscal autonomy are in a relatively better position to finance and fund climate policies and projects in general, enhancing their ability to also meet equity requirements. Among the cities interviewed for this analysis, there is a varying level of fiscal autonomy, with some having a high level of fiscal autonomy and more control over financing-sector-specific climate actions, whereas others have relatively lower fiscal autonomy, depending more heavily on transfers from upper levels of government and/or alternate external sources.

Case study

Varying degrees of local fiscal autonomy

South African cities, New York CIty and London

South African cities generate around 80% of their own local revenue and the remaining 20% comes from government transfers, indicating very high local fiscal autonomy.[24]

The **City of New York**'s own source revenues account for almost 73%, of which property taxes account for 29% and personal income tax 13% of revenue collected. Real-estate, business, and other taxes account for another 15%, leaving 27% for transfers from the state and federal grants/aid (IBO, 2021). **London**, on the other end of the spectrum, is reliant on intergovernmental transfers for 74% of the revenue of the Greater London Authority and boroughs. It can only levy a council tax (residential property tax), user fees (such as the congestion charge) and a small supplementary charge on non-domestic rates (business property tax). The London Finance Commission made a case for substantial devolution of revenues to London on the grounds that it would improve accountability by linking locally raised revenues with the decisions on the use of those revenues (London Finance Commission, 2013).

Regardless of the level of fiscal autonomy, all cities must mobilise new sources of financing and funding to implement the mayor's vision for a just and equitable transition. This is not fundamentally different from the powers required to finance and fund climate actions in general; however, raising money for programmes or projects with specific criteria for social and climate justice presents new challenges.

investors may be more likely to finance climate projects that have clear equity and inclusion components.

All financing institutions and private actors investing or lending finance expect competitive returns on their investment and quantifiable benefits, making it difficult for projects prioritising social benefits to compete with other proposals. Wider, non-greenhouse-gas-emissions-related benefits and their distribution among population groups are inherently difficult to quantify due primarily to a lack of available data on access, availability and affordability,[25] and insufficient methodologies for their integration into decision-making frameworks. Some benefits should not be measured or monetised so as not to subject them to cost–benefit analyses that will not account for qualitative changes and the intrinsic value of agency, social cohesion, community ownership and other aspects of inclusive climate action. While not all impacts on equity can or should be quantified, investors and financial institutions may be more likely to finance climate projects that have clear equity and inclusion components supported by quantifiable wider benefits.

A lack of capacity for rigorous monitoring, evaluation and reporting processes may also act as a disincentive for those seeking finance to place a clear emphasis on equity and inclusion in funding proposals. Having insufficient support for project preparation can also prevent the proposal reaching the evaluation stage in the first place. Mainstreaming equity considerations throughout the project preparation phase is essential, but often deprioritised when project costs need to be reduced or the scope amended.

Financing institutions also tend to take a siloed approach when providing finance to climate projects, often seeking sector-specific initiatives. This can present further challenges for integrated, interdisciplinary/cross-departmental initiatives that address several climate, economic and social issues simultaneously.

Cities are responding to these challenges by experimenting with traditional municipal climate finance instruments and funding mechanisms in new, innovative ways. There is a wide variety of novel approaches, of which the subsequent sections address the following: (1) introducing municipal taxes and fees or earmarking a certain share of revenue from them specifically for environmental justice programmes; (2) partnering with the private sector (through social impact bonds, incentive schemes, etc.); (3) accessing funding from multilateral development banks; and (4) empowering and collaborating with civil society (through community wealth building, community shares, community municipal investments, etc.).

Formal > Fiscal > Raising revenue through taxes and fees

The majority of local revenues in most cities is raised through taxes, such as property and income taxes, and by charging fees for municipal services. Cities have started introducing tax schemes that directly raise funding for climate justice, poverty alleviation and inequality reduction programmes and projects.

The city of **Seattle** has recently adopted the 'JumpStart Seattle' plan, which levies a tax on businesses with payroll expenses of USD 7 million or more to fund local

development and the city's Green New Deal. In 2021, this new payroll expense tax helped the mayor and the council fill COVID-19 budget gaps, providing critical support in efforts to avoid cuts. Starting in 2022, the revenue from Seattle's Jumpstart tax will be used for affordable housing, business assistance, community development and environmental justice programmes. An important benefit of this tax is that it raises revenue from a new source instead of through reallocation of existing budgets, which can often result in transferring money away from essential services.

Portland imposes a

1% surcharge

on large retailers to spend on under-served groups

The city of **Portland** is raising revenue for inclusive and equitable climate action through a new climate fund called the Portland Clean Energy Community Benefits Fund, set up in 2018. The city imposes a 1% surcharge on large retailers and deposits the revenue directly into the fund, disbursing it in the forms of grants and projects prioritising under-served groups and neighbourhoods, including communities of colour and low-income residents. The projects include solar panels and energy efficiency upgrades on multifamily housing, new workforce training programmes in clean energy manufacturing and installation, shared food gardens, and increased tree canopy in heavily concreted neighbourhoods. Disadvantaged and marginalised groups are also represented on the grant committee that makes funding recommendations to the mayor and the City Council.

Due to the COVID-19 pandemic and the ensuing economic crisis, many cities have lost a significant share of their local revenue sources. This has further constrained their ability to fund essential public infrastructure and services locally, making them even more reliant on external funding.[26]

Formal > Fiscal > Mobilising private sector financing

Public sector finances alone will not be sufficient to finance the transition to a greener economy and more equitable society. Cities are already engaging in innovative partnerships with the private sector to mobilise investment in a green economy, from very targeted projects to economy-wide initiatives.

In **Warsaw**, the city government has set up a Green Fund to involve private sector companies as partners and investors in the city's effort to increase biodiversity and green space and enhance urban resilience. The Green Fund acts as a tool to engage companies and encourage them to participate in a transparent way in the funding and implementation of the city's greenery management system. The city first identified potential investment needs (around 100 objectives from flower and tree planting to concrete pavement removal), which companies can then select depending on their profile and priorities and allocate a certain amount of money to. All the funding companies earmark for the greenery projects are allocated to a separate functional area in the city's budget and can only be spent within the Green Fund. To ensure that the funded projects also increase access to green areas in Warsaw's most vulnerable and deprived neighbourhoods, the city is developing built-in mechanisms that will give priority and redirect funding to projects in poorer neighbourhoods. This fund is also an excellent example of an innovative funding mechanism that cities of all sizes and governance systems can experiment with for various climate and social goals.

Ekurhuleni in South Africa is planning on working with the National Business Initiative (a voluntary coalition of South African and multinational companies), to engage private sector funds in the energy sector and work as

a unified bloc to seek new opportunities. Tshwane is keen to include just-transition-based interventions in the Integrated Development Plan of the city so that requisite funds are earmarked and there is institutional cash flow for undertaking these activities.

This implementation guide on encouraging private sector adaptation finance contains relevant guidance for increasing investor confidence and building an enabling environment for climate projects specifically targeting equitable and inclusive outcomes.

Formal > Fiscal > Accessing funding from multilateral development banks and other donors

Due to varying capacity to raise revenue through taxes and fees and the limited potential this financing pathway offers, all cities are reliant on funding from the national/federal government (particularly in high-income countries) and from multilateral development banks (MDBs) (in lower-income countries). MDBs, such as the African Development Bank, the InterAmerican Development Bank, and the European Bank for Reconstruction and Development, are all integrating equity considerations into their strategies and are increasingly disbursing finance based on policy commitments to principles of equity and a just transition.

Cities can use their convening and advocacy powers to lobby for financial support from national government, multilateral development banks, and other financial institutions or mechanisms, such as the European Union's Just Transition Mechanism, which offers direct support for the implementation of Territorial Just Transition Plans.[27] Cities and regions can also pressure national governments to expand their eligibility for financial support provided by financing institutions at the supranational level.

Formal > Fiscal > New, innovative community-orientated financing

While bilateral and multilateral donors are vital sources of finance for city governments, transformative processes such as meaningful social dialogue and equitable green job creation and skills development greatly benefit from funding models and approaches that enhance local ownership of assets and services. This is a dynamic and growing field with many innovative mechanisms emerging, offering great potential for economic localisation and democratisation in the context of a green and just recovery. The following models provide a snapshot of some of the new funding sources local governments are exploring and experimenting with; this includes crowdfunding for community and city climate action, community municipal investments, urban wealth funds and community wealth building.

- **Community municipal investments** using crowdfunding platforms: The UK is seeing a burgeoning trend of local authorities issuing community municipal investments (CMIs), which are bonds administered by a crowdfunding platform, such as Abundance. CMIs help local authorities enable residents to directly contribute to tackling the climate emergency and have not just a say, but also a stake in the development of their neighbourhoods.[28] The model has been launched in several UK cities and local councils, including Camden in London, which is prioritising projects selected by the council's Citizen's Assembly, further strengthening the trust between residents and local policy-makers. Municipal bonds or 'munis' play a similar role in the US.

- **Community wealth building**: Although local authorities are heavily dependent on loans and grants for funding, especially for longer-term projects, they

can take advantage of a patchwork of local financial solutions to build community wealth. They can use their financial power, even if limited, by investing/redirecting council pension funds in local projects, supporting community share initiatives to fund community-owned and municipal projects, and providing bridging or equity finance by purchasing a stake in an organisation, among other means.[29]

These new funding opportunities are critical to scaling up initiatives led by the city and communities.

These new funding opportunities are critical to scaling up initiatives led by the city and communities; however, all cities remain heavily dependent on national/federal/state funding, particularly in the areas of social welfare provision and social protection. Effective and impactful implementation of mayoral powers requires fiscal devolution. Without fiscal powers, cities face considerable challenges to directly drive change through policies, programmes and partnerships. Chapter IV identifies some of the key advocacy strategies cities can use to make the case for increased fiscal powers from the national government.

Conclusion

The city examples introduced in Chapter II demonstrate that cities are experimenting with diverse approaches to use their formal powers for the purpose of driving inclusive climate action. Cities are integrating environmental justice into their decision-making processes through vision and strategy development, legislation, internal governance models, as well as procurement and funding mechanisms. The key take-aways that follow summarise important insights and recommendations for cities that are exploring how they can activate and strengthen their formal powers to implement bold climate action in an inclusive and equitable way.

Formal powers: Key take-aways

- **Formal powers encompass all executive, legal and fiscal authorities set out in city charters and granted by higher levels of government.**

- **While the scope of mayoral visions and strategies can be limited by the level of formal authority mayors have over specific sectors and domains, the city can greatly influence the agendas and commitments of other actors by setting an overall ambition for the delivery of equitable climate action.** This paves the way for the activation of ‘soft powers’ through convening, mobilising and collaborating with actors centred around a common vision of a green and just city.

- **The delivery of inclusive climate action can be significantly accelerated through enhancing cross-departmental collaboration and creating new institutional mechanisms for greater coordination and oversight.** As cities generally don’t have departments/units dedicated to inclusive climate action, cross-sectoral governance mechanisms such as new units/teams, equity offices or strategic advisors/officers are of particular importance to institutionalise inclusion and equity in cities’ climate action planning and delivery.

- **A growing number of cities have been exploring instruments to integrate equity as a core principle or criterion in how the city allocates its municipal budget and raises new revenue and funding.**

- **Innovative funding mechanisms are necessary to scale up equitable policies and projects, and to overcome the limitations posed by cities' dependence on national governments and multilateral development banks.** New community-orientated and community-driven financing instruments, such as community municipal investments and community funds, can play a central role in supporting place-based, equitable climate action.

- **Innovative executive, legislative and fiscal solutions are pivotal but their impacts will remain limited unless national governments devolve budgets and powers for sectoral and cross-sectoral action.**

Soft powers

Paris

~25,000
climate volunteers support city action

Appalachia

8
city Mayors formed the Marshall Plan for Middle America

Fortaleza

39
territorial forums across the city facilitate discussions on resident's needs

While city administrations' level of formal powers varies between regions, across all regions a key way to supplement these powers and leverage impact in the city for inclusive climate action is by using soft powers and symbolic actions.

Soft power refers to a mayor's ability to deliver action through activating and convening key actors and stakeholders, persuading and calling on them to take action, and engaging in symbolic political action to signal the political vision and inspire action. Examples can include (but are not limited to): coordination among agencies delivering services in a city; establishment of task forces to bring together the public and private sector and civil society to deliver action; commissions and coordination groups to provide advice and guidance to cities to deliver action; and competitions

and challenges set by the mayor/city to drive action by actors where there is no formal power oversight. Soft powers also provide the mayor with an opportunity to use their political profile and convening power and capital to deliver change. A recent Brookings Report highlighted that mayors are increasingly using their soft powers to 'govern by network', responding to local needs through integrated solutions that require concerted effort from all key actors.

Soft powers that deliver for inclusive climate action can be activated across all city departments and directly by the mayor's office, and they are particularly relevant for the implementation of inclusive climate action for several key reasons:

- **Facilitate quick and dynamic responses to emerging challenges:** Activating levers such as convening powers to bring together key actors in a city can help cities kickstart a response to a developing problem that would otherwise be at the mercy of a slower process through traditional policy and legislative processes. This was seen in the COVID-19 pandemic response when several mayors established multi-stakeholder, city-focussed task forces to drive action. For example, **Quezon City** launched a Food Security Task Force that brought multiple departments together to mitigate the impacts of the pandemic on food security, while **London** set up a Recovery Board bringing together representatives from across the city government, business, civil society, the health and education sector and unions with the aim of reversing rising unemployment, supporting youth and those most impacted by the pandemic, narrowing inequalities and accelerating London's delivery of a Green New Deal. Establishing such coordination mechanisms helped to quickly identify the inequality challenges emerging from the pandemic and to drive responses, as well as bringing together a range of actors from within the city that could lay the groundwork for a green recovery.

- **Allow consultation with residents, enabling inclusive climate action**: While formal consultation with citizens is often a binding and ingrained approach of formal policy-making in cities, using soft powers to understand citizen priorities and to test approaches and views on larger agenda items can be key in an inclusive approach by cities. Recent examples have included cities such as **Warsaw** holding citizen climate assemblies to engage citizens in the local climate transition, and cities establishing youth climate councils from LA to Lima, ensuring young people's views can inform policy direction. This type of soft power convening can also be a key way for mayors to understand the political temperature of citizens in regards to climate action and to stay in touch with the political trends within the city.

- **Provide flexibility and innovation to address challenges**: Using flexible soft powers (not tied to timelines and specific processes) also enables cities to test innovative approaches. This is useful for all types of city action, but particularly relevant as cities grapple with implementing inclusive climate action, which often requires innovation in governance and multidisciplinary, creative policy-making with numerous stakeholders. Inclusive climate action approaches are often rooted in interconnected problems that require stronger partnerships and coalitions to pool knowledge and resources. Using soft power to convene relevant and affected populations, to lead informal consultations and establish partnerships, can be highly useful for cities to understand challenges and 'road test' action that can deliver equitable climate outcomes.

- The city of **Ghent** in Belgium has embraced testing innovative approaches through its sustainable food revolution spearheaded by Ghent on Garde, its food council. This multi-stakeholder governance body convenes different stakeholders to shape the city's food policy. The city has also leveraged its governance role of a 'city as an owner' by leasing city-owned land for urban agriculture and local green jobs, serving as a model to formulate future legislation on city-owned land.

- **Can bring siloed actors within the city together:** As outlined earlier in the report, mobilising multiple sectors beyond the climate sector is key to delivering successful inclusive climate action. Often, set 'formal' processes and established policy pathways can force city decision-making to follow traditional paths and engage limited actors and city departments, which in turn can lead to siloed, non-inclusive approaches. The flexibility that soft powers provide means they can often bring in new actors to inform and guide solutions to policy challenges or circumvent existing formalised siloes in conventional policy processes. This can help propel inclusive climate action, activating new actors to deliver outcomes. For example, cities can establish task forces or working groups on key emerging issues, bringing together key climate and non-climate actors who previously might not have engaged with the city and each other. Such task forces have acted as crucial support mechanisms during the pandemic as city governments have convened stakeholders to coordinate the responses to both the immediate health and the longer-term social and economic crisis as rapidly and effectively as possible.

- **Provide a means to address city challenges where formal mayoral mandate/powers do not exist:** One of the most significant challenges that mayors face

is the pressure from citizens or key stakeholders to take action on an issue but where the powers to deliver that action lie elsewhere (such as at regional or national level). This occurs across the city level and can range from issues that are climate related, such as regulating inter-city transport or private-sector emissions (where many cities lack powers), to non-climate issues including crime, education, social protection and health care. Activating soft powers to broach these challenges can often be a way for a mayor to begin engaging in an issue despite the absence of direct powers.

- **Opportunity to leverage partnerships and coalitions for change:** The soft powers of a mayor and city, and particularly those around convening, also provide the opportunity to build a coalition of actors to deliver change in the city. This can activate a number of local actors to deliver – such as community groups, private-sector actors, local institutions and local authorities. Moreover, to move from incremental change/reform to deep, transformative change cities need a coalition of actors who collectively envision and realise a green and just urban economy and a society that meets the needs of everyone, especially those who have been historically marginalised. It can also be an opportunity to build political support among these actors for formal action by the city if more formal powers can be identified and/or a case can be made to national governments. This in turn leads to a more inclusive approach to city action.

- In **Valencia**, the city council is building partnerships with local communities around a renewable energy future that directly benefits and empowers residents. The city of **Warsaw** is partnering with private-sector entities to leverage non-public finance sources to green the city's most deprived areas.

- **Help the mayor and city leadership position themselves and the city politically:** Mayors can take action even when they don't have the necessary competencies or a direct mandate granted by the national government, legislation or the constitution. For example, although from a legislative and administrative perspective mayors may not have competencies or powers on migration flows/ management or on human rights legislation, they can use the soft power of symbolic actions to make a political statement and to position themselves and their city politically on these topics. When mobilised alongside sufficient political and public support, this can lead to shifting national legislation or influencing the global debate. Lighting up city buildings in support of LGBTQ rights, granting honorary citizenship to immigrants, or defying national legislation by 'opening the city's doors' to refugees, all act as important advocacy tools that can unlock action at both the operational and decision-making levels.

Soft powers can take many flexible forms when used by a city and can vary in delivery between cities as a result of the different policy contexts and formal powers held. However, broadly speaking, a range of different typologies of soft powers is available to cities to implement equitable climate action. These are outlined in the following table.

Type of soft power	Example of implementation for inclusive climate action	Example benefits for inclusive climate action
Convening	Establishing task forces, bringing together varied actors, establishing working commissions, creating non-institutional consultation forums such as citizens' assemblies	• Integrating new actors in climate solutions • Better understanding of citizens' needs and priorities • Getting wider perspectives on climate action to ensure more equitable outcomes
Collaborating	Working with city actors to deliver change through them (e.g. private sector or community partnerships), hosting social dialogues, partnering with actors that do have powers to implement in a city, such as health and social care and the private sector	• Facilitating community-based action • Enabling new innovative approaches for a fair transition • Working with socio-economic implementers to deliver needed action
Leveraging existing resources and opportunities	Hosting youth or community-based organisations in order to support their existence, e.g. providing space in municipal buildings or platforms at municipal events to showcase work, and opening up municipal land or assets for specific purposes that enhance equity	• Ensures diverse community groups have support to deliver locally • Leading by example even if formal powers are limited
Enabling	Establishing funds or competitions for city actors to implement change, e.g. community energy or green space funds, or private-sector competitions to kick start change	• Direct support for community-based action • Encourages change in approach by actors in a city
Joining external coalitions and partnerships	Using local, national and international networks and partnerships to advocate for missing or strengthened powers and resources	• Leverages coalitions for influence to deliver more scope for city to act

Leading the way with symbolic political actions	Going beyond formal powers by promoting inclusion, equal rights and non-discrimination, often in defiance of national laws or inaction. Such symbolic acts of solidarity may include recognising civil rights, declaring a climate emergency, securing provision to essential services such as vaccines to all, and creating inclusive, safe spaces for vulnerable groups	• Helps communicate the mayor's vision and inspire other actors to take similar action • Championing social and environmental justice and shifting narratives • Implement practical solutions to problems that arise due to insufficient or inappropriate responses from higher levels of government
Spotlighting important issues or causes through mayoral leadership	Giving platform to issues that warrant more attention or responses that counter existing policies or lack thereof	• Helps inspire and galvanise other actors around a common vision/cause • Conveys mayoral priorities and commitment

Table 2
Types of soft powers for inclusive climate action

Soft powers in action

Formal powers must be complemented by the city government's ability to establish trust and collaborative relationships with external stakeholders and secure a broad coalition that can deliver on the mayor's vision. Soft powers are of increasing importance for mayors to navigate the complex web of actors, interests and influence in the space of responding to the climate emergency and improving social outcomes for all. Mayors and city governments rely heavily on the networks of representatives from other tiers of government, civil society, the private sectors and communities, and have a better chance of success through meaningful engagement, collaboration and empowerment. Securing

broad social relevance through buy-in from a wide range of stakeholders is also critical to ensuring political durability and foresight.

This section introduces a wide range of soft powers,[30] from managing and participating in networks of actors to unlock action, through enabling and empowering stakeholders, to using the mayor's leadership profile to spotlight important issues. These powers are all closely interlinked, and the best outcomes for inclusive climate action can be achieved when they are applied jointly with formal powers.

1. Soft > Convening and elevating diverse voices

Climate action can only be implemented in an inclusive and equitable way if it responds to the needs and concerns of residents, with a particular emphasis on groups who have historically been excluded from decision-making processes. Participatory and deliberative spaces are essential for cities to hear diverse voices and build trust as a necessary foundation for long-term, meaningful dialogue and collaboration. Cities have been implementing various inclusive governance mechanisms to engage and build partnerships with stakeholders, such as task forces, working/advisory groups, citizens assemblies and youth councils, and so on.

Soft > Convening > Engaging specific groups

When the objective is to examine how specific groups are impacted by climate change and the delivery of climate actions, cities can employ targeted engagement methods that are tailored to the needs, interests and circumstances of those groups. A wide array of

tools and spaces is available to cities, from youth and children's councils, through deliberative workshops, to collaborative mapping exercises and initiatives that invite the perspectives of specific groups such as the elderly or women.

Case study

Council of Girls and Boys

Lima

Youth and children's councils are gaining prominence as mechanisms to promote youth participation and provide youth with the skills and tools they need to drive change in their local communities. The municipality of **Lima** established a Council of Girls and Boys to allow children to become part of the decision-making process for city issues, including those relating to the environment and climate change. The council's 22 children, aged 7 to 10, were selected through a public lottery to be 'councillors to the mayor' for a period of two years. During this time, sessions were held in which city plans, including the CAP, were explained to the council and they were asked to share their thoughts and ideas, enabling the city to view its needs through the eyes of the next generation. C40 supported the process through technical input and strategic advice, ensuring strong integration of the Children's Council in the city's CAP, with support from C40's City Adviser. Based on the success of this effort, the metropolitan municipality of Lima has launched an Environmental Council of Girls and Boys, focusing solely on issues of the environment and climate change, allowing continued participation of children in the city's environmental decision-making processes.

Lima

The Council of Girls and Boys consists of

22

children aged 7–10

When engaging informal settlements and workers, cities greatly rely on community organisations and leaders who are critical partners in building trust between the city and communities, conveying information, collecting data and organising informal workers and residents to advocate for context-appropriate policy responses. Engagement through these gatekeepers – and directly with community members where possible and appropriate – constitutes an essential soft power cities can activate to enhance citizens' ownership of climate actions and meet their needs through policy innovation that is informed by local knowledge.

Case study

Participatory working

Accra and Buenos Aires

The city of **Accra** is engaging local informal waste sector workers, recognising that they are essential to the safety and hygiene of informal settlements and that they can act as important change agents on the city's pathway to climate action, just transition, and waste optimisation. The city, in collaboration with C40, held workshops with key stakeholders in the informal sector to establish buy-in and a framework for Accra's implementation of inclusive climate action. The city also commissioned a needs assessment to understand the needs, challenges, and barriers to informal waste actors' engagement and collaboration with the city administration, identifying capacity-building opportunities and the need to institutionalise workers in the city's climate action planning and implementation process.

The city of **Buenos Aires** is taking a participatory approach to the upgrading of informal settlements. In Barrio 20, one the city's largest and oldest informal settlements, the growth of inhabitants has far exceeded the pace of population growth of the wider city, as well as the availability of housing. Building on a local law (Law 1,770), passed in 2005 and ordering that any re-urbanisation of informal settlements be carried out with the participation of residents, the city set up a 'Participatory Working Table' (Mesa de Gestión Participativa). This participatory body is made up of:

- members of the City Housing Institute,
- members of the Undersecretariat for Habitat and Social Inclusion of the Ministry of Human Development and Habitat,
- delegates and families of the neighbourhood,
- neighbourhood, social and religious organisations, and
- where necessary, other members of different state and non-governmental organisations.

The objective of the working table is to ensure that neighbourhood residents can actively participate at all stages of the redevelopment process. This mechanism forms part of a broader paradigm of participatory planning and management for re-urbanisation processes, enabled by city legislation.

Activating soft powers to establish inclusive and transparent social dialogue and partnerships with trade unions and workers is a critical component of a just transition. Mayors can use their mandate to create inclusive and participatory governance models and ensure that those most impacted – workers (and their unions) and communities – have an equal voice in decision-making processes. Ensuring that their perspectives inform the policies pursued in the transition to a net-zero and resilient economy helps break down political barriers and create a common vision that can generate further buy-in from other stakeholders.

Buenos Aires offers elderly participants the opportunity to become active agents of change.

The city of **Buenos Aires** is also ensuring that climate action efforts do not exclude the elderly, who have historically not had adequate opportunities to shape the city's decision-making about climate change and other important issues. To change this, the city set up an innovative initiative called 'Mayores Promotores' or 'Elderly Champions', which invites residents above the age of 60 to become active promoters of citizenship in different city domains from education and culture to health and climate action. The city offers elderly participants the opportunity to become active agents of change by dedicating their free time, expertise and skills to helping their local community. The initiative's 'Elderly Environmental Champions' subgroup invites the elderly to participate in training and mentoring delivered by experts from the Environmental Protection Agency so that they can raise awareness of climate change and necessary actions in their own communities. This is an inspiring example of how cities can build individual and social resilience, engage local communities through enabling valued members to become agents of change, and generate broader impact from climate actions.

> *The program allows the elderly to feel active and recognised as part of society, sharing their knowledge and experiences that are added to the specialised training we receive from the City Government team.*
>
> *In this way, it is possible to approach neighbours and friends, so that they recognise the environmental problems that we are experiencing, commit themselves and ACT now. This not only occupies the idle time of the elderly person, but also improves their physical, mental and, above all, emotional health.*
>
> **Member of the 'Elderly Champions' Initiative, City of Buenos Aires**

Soft > Convening > Multi-stakeholder dialogue and co-creation at the local and/or regional level

In addition to the targeted engagement of specific groups, cities also need to create inclusive spaces for multi-stakeholder dialogue with equal representation of all impacted groups. Cities in all regions are experimenting with mechanisms to institutionalise inclusive decision-making in climate governance. These include task forces, working/advisory groups, citizens' assemblies and many others, with the common trait of bringing together diverse actors to advise the mayor and city leadership on the design and implementation of key policies, while ensuring that all voices are represented at the decision-making table.

Case study

Citizens' Council

Fortaleza

In **Fortaleza**, the city government is creating institutional spaces to bring citizens' dialogue closer to the decision making power. A Citizens' Council has been created as an initiative of the Local Executive Branch, the NGO New Democracy and the group Delibera Brasil, with support from the United Nations. The participants are 40 citizens, who are selected through a lottery. The objective of the Council is to propose solutions to the problem of urban waste in the city. The participants receive information on the state of the issue under discussion, and then meet in 5 sessions to exchange ideas. In the last session, the Council must prepare a document with possible solutions.

The city has also set up new territorial forums following a restructuring of the administrative regions which aims to reduce the differences between the city's regions and better respond to community needs. Across the 12 new regions there are 39 territorial forums that facilitate local discussions on what residents need for a good life in their neighbourhood. The forums are open to all residents and are meant to listen, recognize and support projects and initiatives proposed by communities for the development of their territories. The group of forums form the territorial council composed of representatives from neighbourhoods, helping bridge the gap between public policy and local communities.[31]

Case study

Food Security Task Force

Quezon City

Quezon City has recently launched a Food Security Task Force that brought together multiple departments, the national government, the agri-business sector, farmers' organisations, and civil society organisations to ensure sufficient food supply during the pandemic. The Inter-Departmental and Multi-Sectoral Task Force has enhanced policy innovation in urban agriculture by initiating new processes through new partnerships among members of the task force. The Quezon City government has partnered with the Department of Agriculture to jointly promote urban agriculture initiatives whereby residents are encouraged to try home gardening, community nurseries, and urban aquaculture as a means to boost household food security. The city government is also coordinating with the heads of barangays (the city's local districts) to better engage communities on the ground.

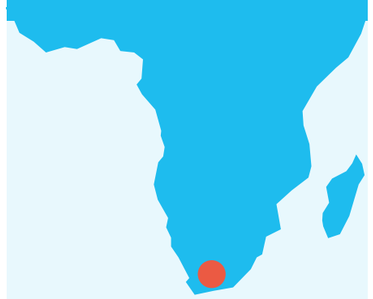
The city recognises communities' different approaches to urban

agriculture based on their needs and circumstances. The Task Force supports them through capacity building and community organising which empowers them to be more active stakeholders in the food system and realise their role from a bigger city-wide context.

This level of multi-sectoral and multi-stakeholder collaboration has greatly relied on various pieces of city legislation, including the executive order to form the task force and an idle land tax incentive that encourages property owners to make use of their idle land in support of food security.

Case study

Implementing a just transition



South African cities

C40 is supporting five **South African cities** to build capacity to implement just transition policies and programmes at city level, while also supporting cities to engage with the national government on just transition. As a result of this dedicated capacity-building programme, there has been a marked and noticeable increase in the participating cities' eagerness and confidence to collectively engage workers, businesses and civil society organisations on topics relating to climate justice, equality and inclusivity. Cities have also started suggesting ways to localise activity including integrating just transition principles and initiatives into climate planning.

In 2021, C40 convened the first-ever multi-stakeholder, city-focused discussion on just transition in South Africa, affording cities an opportunity to directly engage with the Presidential Climate Commission, the Congress of South African Trade Unions, youth leaders, businesses, and civil society. The workshop also helped stakeholders to understand the opportunities, challenges and powers that cities have (and do not have) to implement just transition action, thereby building collaboration opportunities.

Following the workshop, cities have expressed interest in organising multi-stakeholder dialogues as a key step towards implementing their climate action plans in a more inclusive manner. From this workshop: (1) cities are now well informed on the positions and plans of key just transition stakeholders; (2) cities have identified opportunities for further engagement and collaboration with key stakeholders; (3) cities better understand the role that they can play in delivering just transitions; (4) cities have collectively reflected on practical steps that can be taken to enable a just transition at a local level; and (5) civil society is engaged and interested in the city-level dynamic of a just transition.

Barcelona has recently created the Citizen Assembly for the Climate as an expansion of the Citizen Table for the Climate Emergency, which is an extensive and plural working group of the Citizen Council for Sustainability, created in 2019 with the aim of drafting the Declaration of Climate Emergency of Barcelona. More than 200 entities of the More Sustainable Barcelona Network and other organisations, citizens, institutions and municipal groups participated in the table. As a result of the participatory sessions held within the framework of the table, on 15 January 2020, Barcelona declared a climate emergency, accompanied by a plan aimed at urgent action with concrete measures that involved all the agents of the city. In 2022, the Citizen Assembly for the Climate opened to all interested residents and organisations, allowing members to share progress, discuss barriers to tackling the climate emergency, and accelerate actions.

Case study

Paris Climate Action Plan

Paris

In 2018, Mayor Hidalgo called for a citizens vote on the **Paris** Climate Action Plan to establish a mandate for action through citizen support. The City conducted an outreach campaign which reached more than 200,000 people in just a 1 week, after which more than 73,000 Parisians participated and said a "resounding yes" to the plan's objectives and the implementation of actions (95% voted for the plan). On this occasion, 15,000 residents also chose to become "Climate Volunteers". To kick off the initiative, the city organised a first 'rendez-vous' for climate volunteers, with a "climate solutions village" gathering more than 1,000 Parisian people.

The number of volunteers has now grown to 25,000, and they can access training, practical workshops or even site visits offered by the city and a network of partner associations to become active agents in the ecological transition.

Paris Climate Volunteers, now a group of 25,000, act with us. These volunteers are fantastic for us, they are ambassadors! Most of them can work in their communities and talk about climate change. We include them in active debates with civil society, and we invite them to 'critique the City of Paris' and give their ideas.

— City official, City of Paris

As the integration of inclusion and equity into climate and wider economic development and social welfare policies typically affects actors outside city boundaries and requires coordination with them, convening mechanisms often must involve actors at the regional and national levels as well. This type of multi-level governance enhances alignment and efficiency, pools resources, and ensures that the implementation of policy solutions is not siloed and considers the complex interactions between the different levels.

Case study

Just Transition Task Force

Los Angeles

LA County

Over

150,000

residents depend on oil and gas sector incomes

The city of **Los Angeles** has partnered with LA County to create a Just Transition Task Force that focuses on the just transition of fossil fuel workers out of the fossil fuel industries, with a specific focus on oil drilling. This task force is a unique example of the city working with its neighbouring municipalities to develop a plan of action for stakeholder buy-in for oil site closures and workforce opportunities for displaced fossil fuel workers. The task force includes representatives from the city and county, local communities, labour unions, tribal nations, industry, and other critical stakeholders, who will provide direct input into the development of the city's green jobs and skills assessment and strategy, and support an inclusive dialogue with impacted workers.

As more than 115,000 LA County residents depend on incomes derived from the oil and gas sector, local municipalities recognise that a just transition can only be realised through a collaborative approach. The task force helps bring together industry, unions, and workers in the county to build a strong safety net to catch affected workers. As green jobs will be created in different locations across the county, retraining and reskilling opportunities need to be offered to employees in a coordinated effort to ensure accessible, high-quality training and social protection measures to all workers. All actors involved in the task force recognise that the county level is the most appropriate scale for the economic and labour market. A pillar of LA's just transition will hinge on the economic inclusion of communities who historically have been harmed the most by urban oil drilling.

Cities can complement these citizen engagement and co-creation initiatives with digital participatory platforms and open-source decentralised engagement tools, such as DECIDIM. Cities from Barcelona to Mexico City are using the platform to strengthen participatory democracy in their cities, whether for strategic planning, assemblies or budgeting.

2. Soft > Collaboration and partnerships

Soft > Collaboration > Partnering with civil society

Often the most powerful way mayors and city leadership can affect change is through partnering with civil society organisations, delivering change with and through them. Partnership with civil society is essential to reach a broader share of the city population and implement solutions in a locally relevant and context-specific way.

Civil society organisations, NGOs, and community-based organisations have often already established trust within local communities, have mapped their specific needs, and can translate policies to the neighbourhood and community level where people can engage with them more directly in their daily lives. Civil society partners can also be great allies by mobilising their vast networks, and contributing resources and expertise.

Case study

Partnership with Green City Force

New York City

In 2010, **New York City**'s Housing Authority launched a partnership with Green City Force (GCF), a non-profit job training organisation that enlists and trains young people from NYCHA communities for a more equitable and green economy. GCF works in close partnership with NYCHA, including its Office of Resident Economic Empowerment and Sustainability (REES) and Sustainability Departments, to engage 18 - 24-year-old public housing residents with a GED or high school diploma in a 6 or 10-month term of AmeriCorps national service to gain hands-on experience such as: cultivating and distributing fresh produce, building sustainable infrastructure, and resident engagement on sustainability programs. Through this partnership, GCF has graduated 598 service members. In NYCHA's 2021 Sustainability Agenda, NYCHA and GCF committed to expand GCF's program offerings and placing 80% of all future graduates into green economy employment opportunities. Another example of an NYC workforce development partnership with civil society is NYC CoolRoofs, which provides New Yorkers with paid training and work experience installing energy-saving reflective rooftops. The program supports the City's goal to reach carbon neutrality by 2050. NYC CoolRoofs was launched in 2009 as a volunteer-based program to support New York City's efforts to combat climate change. In 2015, the program was transitioned to a workforce development training opportunity to provide job seeking New Yorkers with the opportunity to earn paid work experience and credentials in the construction sector. This initiative is a partnership between the NYC Department of Small Business Services, its Workforce1 Industrial & Transportation Career Center, the Mayor's Office of Climate and Environmental Justice, and The HOPE Program, a work-readiness, placement, and retention non-profit organisation.

Soft > Collaboration > **Mobilising and partnering with the private sector**

Cities can only meet their ambitious climate targets if they work together with the private sector, convening businesses of all sizes, setting joint commitments, co-creating and jointly implementing innovative projects that improve the livelihoods of all residents in the city.

Acting in concert with businesses offers cities huge potential to deliver inclusive climate action on a greater scale than the city government, individual businesses or civil society could manage alone. It can also allow mayors to demonstrate to businesses the importance of equity-led climate action, driving a culture change among the city's actors.

Mayoral advisory boards and task forces can also benefit from the perspectives and innovative approaches businesses can bring to the table on tackling the climate emergency and inequality in tandem, with special focus on financing a just transition, creating good quality jobs and equipping workers with the right skills. Scaling up climate action that puts people first also requires a vibrant ecosystem for small- and medium-sized businesses and social enterprises that act as change agents, creating social value and enhancing social inclusion.

Rotterdam has created its own legal framework, in the absence of a national one, to enable a social and solidarity economy (SSE)[32] and cooperation. The city has also set up an investment fund called SIFR to offer financial assistance to SSE companies as well as an innovative digital marketplace for social impact, called RIKX. It is a pilot launched in collaboration with the city's impact agency, employment organisations, and a consultancy agency to convert the impact of social entrepreneurs into financial value, mobilising funding from companies and investors for local projects supporting social causes. Rotterdam's employment initiative incentivising private-sector engagement and financing has been awarded as a Global Mayors Challenge Champion City.

Case study

Violence intervention

New York City

New York City has also recently entered into a partnership with BlocPower, a climate tech start-up to launch a $37 million violence intervention employment program creating 1,500 good-paying green jobs. The program focuses on neighbourhoods facing disproportionate levels of gun violence, while investing in the long-term success of both communities and residents. The job training curriculum includes classes on important business communication and technical skills, conflict resolution strategies, de-escalation techniques, and access to culturally competent, trauma-based counselling and other wrap-around services. Upon completion of their initial training period, participants will be certified on various green energy technologies, and are connected with immediately available gainful employment opportunities and a pathway to permanent and well-paying jobs at a salary no lower than $20 per hour.

The Mayor's Office of Criminal Justice aimed to pursue green jobs in neighbourhoods most at risk of gun violence in an effort to address issues of crime alongside environmental and economic justice. This programme is a good example of where everything converges – a classic public-private partnership where there is private incentive from BlocPower to grow their business in NYC along with a public imperative to hire youth at risk: an issue that was important for the Mayor's Office of Criminal Justice.

— City official, New York

Case study

Paris Climate Action Charter

Paris

Paris has created the Paris Climate Action Charter to establish partnerships with metropolitan companies and institutions. Signatories are awarded silver, gold or platinum labels based on their level of commitment. As of September 2019, there were 65 signatories, including many of Paris's major businesses.

This 'Signatories Club' gathers all the signatories of the charter and allows to create exchanges and synergies between the actors by crossing the different approaches according to their business line. The club meets annually: an annual Steering Committee is held at the beginning of the year, providing an opportunity to report the action of the past year and to set the outlook for the coming months. The signatories will share on this occasion their expectations on the tools to develop in the implementation of the charter and the topics they wish to address during the thematic meetings. Thematic meetings are organised three to four times a year. These events make it possible to treat a subject related to the implementation of the objectives of the Paris Climate Action Plan. The purpose of these meetings is to give partners the keys needed to implement their commitments on the major topics of the Sustainable Development Goals: greening, energy savings, electric mobility, district cooling, and others. The members of the club come to learn about innovative solutions, make contacts from service providers and especially to hold discussions with the project leaders about the difficulties encountered and the reproducibility of the actions. Mayors can in the future take on this role for facilitating and convening actors.

Paris' engagement with businesses in a sequential process is an excellent example of the Mayor's Office facilitating a process of vertical and horizontal integration by locating 'drivers of change' and ratcheting up commitment on green transitions.

Soft > Collaboration > City-to-city collaboration

Regional coordination

Many issues affecting city residents go beyond city boundaries and cannot be tackled by city governments alone. Most challenges such as the spatial distribution of jobs at risk due to decarbonisation and new jobs created, climate resilience actions or transport and housing development require coordination and collaboration between the local administration, its neighbouring councils, and the regional and national government and agencies. Mayors have a better chance of securing new funding, introducing new policies and regulations, and making a strong case for devolved powers if they seek collaborative solutions. While regional coordination demands considerable time and resources from local governments, it also offers increased efficiencies and opportunities to address policy issues that have no or only partial solutions within city limits. When there are differences in political party affiliation between the mayor and the regional

administrations and agencies, creating a united front can be particularly challenging, but targeted advocacy strategies can help unlock action at a larger scale.[33] Many cities have emphasised the importance of regional coalitions to work on the same goals, and often look for support in the broader region. This is often complemented by seeking support from supranational networks of mayors working on climate action, as showcased in Chapter IV on advocacy asks. The collaborative approaches many cities have applied to advance climate change responses, as set out in this article, can provide inspiration for regional cooperation to drive inclusive climate action as well.

Houston has reduced homelessness by 63% in the last decade, twice as much as other US regions.

In the US, the City of **Houston** has shown how collaboration with county agencies and local service providers can drastically reduce chronic homelessness, which is a key challenge for many cities and is becoming even more acute as climate impacts intensify. Using the "housing first" approach, the region has already reduced homelessness by 63% in the last decade, twice as much as other US regions, but Mayor Turner is committed to cut it in half again by 2025.[34] The most important factor in Houston's success so far has been the unprecedented co-ordinated effort on the part of the City, the County and local service providers. This collaboration and particularly the Community-wide COVID Housing Program (CCHP) are also credited with the prevention of an increase in the number of unsheltered residents during the Covid-19 pandemic. The programme, which receives a total of US$65 million in federal CARES Act funding as well as philanthropic support, aims to serve approximately 5,000 people experiencing or at risk of homelessness by autumn 2022. If successful, the CCHP initiative could end chronic homelessness in Houston. It is of note that the city drew heavily on its disaster relief experience from Hurricane Harvey in co-ordinating COVID-19 efforts. As extreme weather events batter cities with increasing frequency and intensity, such models for regional cooperation provide an important blueprint for supporting those on the frontlines and addressing structural inequities that drive issues such as homelessness.

Mayors of eight cities in Appalachia in the United States (Cincinnati, Columbus, Dayton, Huntington, Louisville, Morgantown, Pittsburgh, and Youngstown) came together to form the Marshall Plan for Middle America to subsidise a just transition from a fossil fuel economy to a clean economy. The regional approach leverages the shared experience of sitting within a rural region that has been reliant on a legacy of fossil fuels and extractive industries to attract funding for a just transition. The mayors in the coalition recognise that major investment will be necessary to bring about new job opportunities as reliance on fossil fuels diminishes and that it is unrealistic to expect workers to be able to transition smoothly into new jobs without training and wraparound support. By building a coalition, the region has a better opportunity to empower communities to shape the future and attract the resources needed to ensure a just transition.

Peer city relationships

Collaboration between cities also transcends regional boundaries in the form of peer city relationships across the world. Cities consider peer-to-peer networking and knowledge sharing an essential soft power to explore new ideas, mobilise resources and build capacity, and take collective action in the global political arena.

Cities are collaborating in a number of ways:

a) Forming peer city relationships to inspire, build knowledge and capacity, and leverage resources: C40's Inclusive Climate Action Forum facilitates such relationship building among its member cities along key thematic areas of inclusive climate action. Cities benefit from bilateral and multilateral exchange and knowledge

sharing to inspire and learn from each other, and discuss challenges in a safe space.

b) Global and international relationship building allowing cities to build rapport with each other and pursue common goals through diplomacy.

c) Utilising peer city relationships to advocate jointly and put political pressure on regional and national governments, as showcased by examples in Chapter IV.

3. Soft > Enabling

Cities can encourage and support communities, businesses and other actors through a more indirect, enabling role as well. They can act as matchmakers, provide resources, training and capacity building, support communities to take ownership of climate actions, and offer or share municipal land or assets for equitable projects, among many other enabling actions.

Cities are leveraging their soft power to support bold sustainability goals and to facilitate a just transition via live pilot deployments of innovative technologies on public assets. These pilots provide an enabling environment for entrepreneurs and organisations to provide proof of concept, build capacity, deploy their technology for public good, and/or scaling their projects, often incubating bold and innovative solutions. **New York City**'s Proptech Piloting Program, is a prime example of how city-led piloting programs can help connect local communities with solution-oriented organisations and unlock innovation through strategic deployments.

Depending on the needs of participating agencies, which includes the New York City Economic Development Corporation (NYCEDC), the Department of Citywide Administrative Services (DCAS), and the New York City Housing Authority (NYCHA), the City identifies, in partnership with industry expert JLL Technologies, promising property technology start-ups to pilot that advance key priorities and objectives. Once the City decides which pilots to launch, it will work with another partner to stand up pilots on assets across New York. While pilots will vary depending on the expressed needs of the City, pilots are expected to support building decarbonization, lower maintenance costs, and pre-empt equipment breakdowns. The program will bring the benefits of property technology to long underserved public buildings and their tenants, helping bridge the digital divide.

Vancouver's challenge-based call for innovation, Project Greenlight (formerly the Green and Digital Demonstration Program), offers innovators municipal and commercial infrastructure and assets to pilot solutions. Cities can incorporate strong equity acceptance criteria to support innovators that seek to deliver social benefits for disenfranchised communities through their innovations. **Barcelona** also awards subsidies to group projects tackling the climate crisis through their Climate Subsidies framework, thereby encouraging the public's involvement in collective actions.

The city of **Ghent** in Belgium has embraced testing innovative approaches through its sustainable food revolution and is leveraging its governance role of a 'city as an owner'. It does so by leasing city-owned land for urban agriculture and local green jobs, serving as a model to formulate future legislation on city-owned land.

Enabling communities to create and retain wealth through community wealth building is also an emerging approach cities are taking to share and transfer power to communities, and facilitate an equitable energy transition whereby communities have greater ownership over

energy and food production, housing, and many other key aspects of climate action and people's daily lives.

In **Valencia**, a municipal foundation called Valencia Climate and Energy, created by the Department of Climate Emergency and Energy Transition, decided to establish an energy production model where residents are empowered and take an active part in generating renewable, local energy at fair prices. The city supports local neighbourhoods to set up their own energy system using residential buildings, schools or public spaces offered by the municipality. This model was created through a participatory process run by the city council, which helped residents understand the regulatory framework and share their ideas on how to form associations. Several local energy communities have been built in the last few months, owing to the council's training sessions, workshops, communication campaign and word of mouth.

4. Soft > Symbolic and political actions

Soft > Symbolic actions > Political leadership and the inspirational role of the mayor

The ability of mayors to negotiate with, persuade, and mobilise various city actors to tackle climate change and inequality jointly is strongly shaped by their 'leadership profile' and ability to inspire and galvanise others around a common vision. When mayors spotlight climate and socio-economic issues as important mayoral priorities, they send a strong signal to other actors in the public, private and civic sectors that the mayor is committed to dedicating available resources to a certain cause and working in concert with others to maximise impacts.

Complementary to the formal executive powers of setting the political vision, targets and strategies, political leadership is also paramount to advocacy purposes or as a response to a lack of local power and/or inadequate action at higher levels of government. When used as a soft power, the focus is less on charting the path for certain actions, such as the city's climate action strategy, but rather on giving a platform to issues that warrant more attention or responses that counter existing policies or a lack thereof. These tend to be political issues that the city has very limited control over, such as migration and civil rights. Mayors can still signal their political stance and vision in these cases through symbolic acts that convey messages of inclusion, tolerance, safeguarding and equity. The mayor of **Bologna**, for example, has recently announced that the city will give honorary citizenship to 'children born in Italy to foreign parents legally residing in Bologna or born abroad but who have completed at least an Italian school or training cycle'. Although this is only a symbolic gesture, it reflects a clear commitment to inclusion and equal rights from the city of Bologna, as well as a call to action to the national government to reform the right of citizenship across the country. The mayor is even planning to introduce a Citizenship Day and a special celebration each year, including dedicated hours of teaching on the topic on the International Day of the Rights of the Child and Adolescent, as a way to raise awareness of the need for reform. When such symbolic acts are amplified through a national campaign involving other cities and advocacy organisations, they have the power to influence legislation at the highest level of government on any social and climate issues.

Bologna will give honorary citizenship to children born in Italy to foreign parents legally residing in the city.

Championing issues and using the mayor's image is also an effective way to shift the general public's perspectives and the overall narrative, resulting in greater citizen engagement and ownership of actions. An excellent example of this comes from Bogota in 2016, where former Mayor Penalosa carried out a campaign on his bicycle to promote active transportation and transit. He aimed to

demonstrate that the use of a bicycle is not only for low-income people and that 'an advanced city is not one where poor residents use cars, but one where rich residents use public transport'.[35]

Symbolic acts of solidarity and inclusion can also give rise to more extensive actions, policies and even city-wide legislation, as proven by 'sanctuary or solidarity cities' across the world. These cities turned their commitment to inclusion and solidarity into municipal policies to protect migrants and refugees, in defiance of national migration and refugee laws. Originating in the United States, sanctuary city initiatives range from policies to provide municipal services to undocumented immigrants and refugees to establishing local voting rights and issuing identification cards based on residency rather than legal status. In Europe, the term refers to cities that focus less on the legal protection of migrants and refugees from national authorities than on **creating a 'culture of hospitality', transforming the narrative and public discourse towards refugees and migrants, and reinventing the city as an inclusive space**. Hundreds of cities have articulated other forms of urban solidarity and sanctuary, particularly after the arrival of large numbers of migrants and refugees from Africa and the Middle East during the summer of 2015. In Germany, more than a hundred municipalities have joined the Seebrück (sea bridge) and 'safe harbours' initiatives, signalling their willingness to accept refugees who are rescued at sea or stranded in camps on the periphery of Europe. In Italy and Spain, important municipalities such as Naples and Barcelona have also joined a European alliance of 'solidarity cities' in protest against hostile national and European Union policies and practices towards the accommodation of migrants and refugees. Although the term 'sanctuary/solidarity city' is not widely used in the Global South and the circumstances of providing refuge are fundamentally different from those in the Global North, cities in Latin America, Africa and Asia share a vision of belonging and inclusion.[36]

Mayors can use their profile to reinforce their public commitment to a cause they already have a plan or strategy for.

Mayors can also use their leadership profile to reinforce their public commitment to a cause they already have a formalised plan or strategy for. One such example is the climate emergency declaration issued by a wave of cities, which has grown in recent years into a movement to commit politically to more ambitious climate action at the local level. While many cities had already published a Climate Action Plan or were in the process of developing one, they used the declaration as a symbolic way to send a clear signal to city actors, the national government and city peers across the world that they are ready to prioritise responses to the climate crisis and that they invite other actors to follow suit.

Many cities have also made climate justice a central component of their climate emergency declarations, including the city of **Portland**, where the city council committed to 'using a new climate justice and equity-focused approach that centres Black, Indigenous, other communities of colour and youth from those communities in the next chapter of climate action planning and implementation.' Many cities have also used the Climate Action Plans themselves to signal their ambition for inclusive and equitable actions.

These examples of symbolic actions bear great relevance to the fight for a just transition and show possible approaches cities can use beyond formal powers to protect those affected by climate displacement and other vulnerable groups bearing the brunt of climate impacts in cities.

Soft powers and the messages symbolic acts convey can be amplified through advocacy efforts, particularly when delivered in alliance with other actors. Chapter IV outlines the importance of advocacy in the context of activating and expanding city powers for inclusive climate

action, supported by examples of how mayors have been using their voice and influence from the local to the international level.

Key challenges cities face in using soft powers

Although soft powers can provide significant support for cities to move beyond and overcome the limitations of their formal powers, their use comes with its own challenges.

One of the greatest challenges is the *limited resources and capacity* of many organisations, communities and civil society. 'Governing by network' and collaborating with key actors may be hindered if the city's partners are not able to respond to requests to participate in co-creation and co-delivery processes. The enabling role of the city may become even more important to support the equitable participation and representation of city actors through different forms of capacity building, compensation, and other tools. It is an area worth investigating to prevent the exclusion and fatigue of less well-resourced actors.

Capacity limitations also affect cities, hampering efforts to explore and activate soft powers or pursue opportunities beyond the city's formal function. The practical toolkit accompanying this research report will contain guidance on how cities can increase their capacity to benefit from the wide range of soft powers at their disposal.

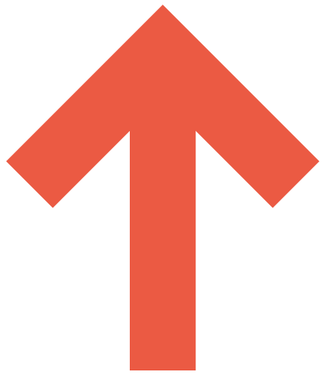
Overcoming historical tensions with civil society and communities as well as a *lack of trust* in governmental processes is another challenge cities must address if they are to build successful partnerships through soft powers. Cities need to invest a significant amount of time and effort into understanding and acknowledging the root causes of tensions and a lack of trust, and building a meaningful dialogue that rests on principles of shared governance.

Soft powers: Key take-aways

- **Limited formal power does not necessarily mean limited ability to deliver inclusive climate action.**
- **Regardless of how limited formal powers are, all cities must activate a wide range of soft powers to leverage the stakeholders' ability and capacity** to influence, mobilise and deliver action with the greatest impacts for residents.
- **Establishing and maintaining networks and coalitions with diverse city actors is critical to pooling public, private and civic resources to address the complex, multidisciplinary issues inherent to inclusive climate action.**
- **City networks and peer relationships help leverage knowledge and resources, progress shared visions, find solutions to common challenges and accelerate innovation through new partnerships.**
- **Cities that establish a collaborative and enabling governance environment deliver more action** through extensive networks of diverse city actors, garnering broader social relevance and support for political impact.
- **Symbolic actions serve as important advocacy mechanisms and have immense potential to inspire and galvanise actors** across the local, national and international levels to deliver on a common vision for a green and just future.

iv. Advocating for more powerful cities

Powerful cities



In London, the mayor took control of an adult education budget of **£306 million**

In Barcelona, the debt of **35,000** vulnerable families has been abolished

Mayors were the first to call for efforts to limit warming to **1.5°c** – five years before the G20

Cities have been at the forefront of climate leadership and they are using their leading position to make the transition from an extractive, fossil-fuel-based economy to a regenerative, socially just one.

The various local solutions to jointly tackle the climate emergency and inequality showcased in this report demonstrate the commitment of leading mayors and their cities to putting people and their needs at the heart of climate policy-making.

To achieve this vision, cities are leveraging their formal and soft powers in innovative ways. They are embedding inclusion and equity into their decision-making and budgeting process, mobilising funding for a just transition and creating coalitions and partnerships founded on social dialogue and mutual interests. They are pushing the boundaries of formal powers and using the resources, capacity and expertise of a wide range of actors in the public, private and civic sectors through collaborative networks. This report showcases instruments applied by cities across regions but also acknowledges the significant power voids at local level and the need for increased competency to deliver

solutions closer to where people live, work and engage in their communities.

The imperative for the devolution of powers and budgets to the local level has never been greater due to the intersecting crises of rising inequality, the health and economic impacts of the COVID-19 pandemic, and the worsening climate crisis, as well as the growing mobilisation of citizens and their demands for social and climate justice. Cities urgently need more support from upper levels of government in order to respond to the needs of residents in a tailored and rapid fashion. Activating soft powers is critical to success but not sufficient on its own. Cities need greater formal powers – particularly in the areas of job creation and access, workforce and skills development, and social protection – to address unemployment caused by the COVID-19 pandemic and offer just pathways for workers to transition to other jobs while providing social safety nets. These are pressing needs at the local level that require increased competencies and budgets for mayors to meet the demands of citizens and realise their vision.

In **England**, for example, the seven regional mayors had jointly advocated for a devolution of powers, including skills, policy and fiscal devolution. Sadiq Khan, the mayor of London, hosted a series of summits to develop a set of advocacy asks around devolving powers held by the national government, with a focus on public services including skills, training and apprenticeship services, as well as greater control over existing taxes and the revenues they create. A successful outcome of this call to action was the national government's decision in 2019 to devolve certain adult education functions to the six mayoral combined authorities and the Greater London Authority. In **London**, the mayor took control of a £306 million (USD 376 million) adult

education budget for the city in 2019, enabling a series of crucial interventions to support Londoners acquire the skills they need with particular focus on accessibility for the unemployed and those on low wages. This skills budget devolution has helped the mayor respond to the challenges experienced by the city's skills sector as a result of the pandemic, but he is advocating for a wider devolution package to support the city's economic recovery and prepare workers for the transition to a net-zero economy.

Cities can engage in advocacy campaigns with civil society, the private sector, and other municipalities within and outside their countries, amplifying their voice with the aim of achieving the following objectives:

- Broadening the audience by using a larger platform to call attention to key issues.
- Coordinating efforts and pooling resources – this is particularly beneficial for small- and mid-sized municipalities, which typically have more limited access to finance, lower capacity, and less political clout.
- Building coalitions with key actors to expand the impact of their own efforts.
- Using the power of city networks to advocate at the global level.
- Lobbying the national/federal government for power devolution, direct support and a seat at the table.
- Incentivising better policy-making at the national level by mobilising a large number of political and civic actors.

Strengthening vertical integration and advocating for recognition and direct support at the national level

In **South Africa**, the cities of Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane are advocating for local government representation on the Presidential Climate Change Commission (PCC), the highest national body on climate change, as part of the C40 Global Green New Deal pilot programme. Cities are using their influence to ensure that national plans and processes recognise the important role local government can play in supporting and implementing a just transition. In May 2021, senior city officials were invited to present their comments on South Africa's draft Nationally Determined Contributions at a multi-stakeholder dialogue convened by the PCC. This has resulted in numerous follow up requests and interest from national government and civil society on expanding the voice of cities within national climate change discussions.

In April 2021, in response to President Joe Biden's Executive Order on climate migration, 'Rebuilding and Enhancing Programs to Resettle Refugees and Planning for the Impact of Climate Change on Migration', mayors from across the United States signed a joint letter calling on him to support local governments in preparing for and responding to the impacts of climate change on migration and to include their voices in US climate migration policy at home and abroad. The letter was signed by mayors of over a dozen major **US cities** – including Los Angeles, New York City and San Diego – and was endorsed by key city-led organisations. Following this joint letter, the city of Los Angeles was invited by the Biden–Harris administration to participate in a formal consultation on US climate migration policy. A report on the impact of climate change on migration was then published in October 2021, referencing the work of the Mayors Migration Council as a successful example of how civil society can engage in migration policies at different levels.

Launching multi-stakeholder advocacy campaigns at different levels

In **Spain**, a coalition of the regional government of Catalonia, city councils, and civil society launched an advocacy campaign to free families in Catalonia from energy bill debts, thereby taking an important step towards the eradication of energy poverty. The collaboration between the city councils and a network of legal activists working on energy poverty, called the Alliance Against Energy Poverty (Alianza contra la pobreza energética, APE), was instrumental in making the campaign and negotiations a success, forcing the government to pass a law in 2015 that does not legally allow private energy companies to cut off energy access to low-income, economically vulnerable households due to non-payment of dues. The regional government, the city of Barcelona and other municipalities and the main private energy provider in Spain are to share the burden of the accrued debt equally. Following this legislation, the coalition members signed an unprecedented agreement with Endesa (the main electricity supplier company in Spain) in March 2021. This historic agreement abolishes the debt accumulated by approximately 35,000 vulnerable families between 2015 and 2020, gives them a guarantee that they will not build up new debts, and seeks to regulate how to deal with energy poverty.

> *"In 2015, the APE achieved a historic milestone: the 24/2015 law was approved unanimously in Catalonia and with strong support from local governments and civil society. It was promoted through a Popular Legislative Initiative that collected almost 150,000 signatures (the minimum was 50,000) and its promoter group was formed by civil society organisations.*
>
> **City official, Barcelona**

Mayors can also join forces with civil society organisations to advocate for social justice at the supranational or international level. A great example comes from Europe where, in 2020, mayors, civil society movements and sea rescue organisations launched a network calling for more humane and inclusive policies for migrants and refugees arriving in Europe. This campaign brings together mayors, city representatives, civil society initiatives, social movements, unions, organisations and institutions from all over Europe and is thought to be the first step in the process of creating a European network of cities and municipalities that aim to advocate for an active role of cities and civil society organisations in EU decisions on migration policy. It also seeks to send a strong signal to the European institutions that its members and adherents want to pursue a welcoming and human-rights based migration and refugee policy.

Using the power of city networks to advocate at the global level

Mayors can lead and set the agenda for their national and international counterparts to follow and engage in 'vertical' advocacy with national government and international organisations. This provides a powerful means for cities to advocate for direct support and devolved powers in domains where formal mayoral mandate/powers are lacking. One such policy area is migration, where cities' competencies are highly limited and mayors often rely on symbolic acts of inclusion and solidarity to signal that migrants and refugees are welcome in their city and create a culture and institutional environment of integration. The Global Mayors Task Force on Climate and Migration, coordinated by a partnership between C40 and the Mayors Migration Council, is engaging in mayoral advocacy and diplomacy at an international level, calling on national governments and international donors to support city-led efforts. Their advocacy efforts have secured a USD 1 million investment

from the Robert Bosch Foundation to launch a new chapter of the Global Cities Fund to support city-led initiatives on inclusive climate action in Africa.

With the 'Cities Race to Zero', cities pledge to put inclusive climate action at the centre of all urban decision-making.

C40 and other city networks are leveraging the powers of collective pledges and calls to action to amplify mayors' voices on other key issues from implementing a just transition and creating good, quality jobs to tackling the energy crisis and energy poverty. The 'Cities Race to Zero' track of the 'Race to Zero' global campaign that rallies leadership and support from businesses, cities, regions, and investors for a healthy, resilient, zero-carbon recovery also centres equity and inclusion. Cities pledge to put inclusive climate action at the centre of all urban decision-making, to create thriving and equitable communities for everyone, and to immediately proceed to planning at least one inclusive and equitable climate action. Mayors were also the first to call for efforts to limit warming to 1.5° Celsius, five years before the G20 formalised the target. Being part of a network of cities helps mayors embrace more ambitious goals and targets, access important political platforms, and shift market trends and national policies by signalling a strong political commitment across the world's major cities.

A similar model is followed by C40 cities committed to divesting from fossil fuels and investing in sustainable industries. Through jointly advocating for accelerated divestment and green investment on the global stage, in business and in the finance community, cities have been able to create momentum at home and more political space to implement actions for their clean and just energy transition.

Advocating: Key take-aways

- **Joining city networks helps raise awareness, create momentum and unlock opportunities for inclusive climate action on the global agenda.** Working with organisations such as C40 or MMC helps mayors access national and international policy arenas to bring their policy solutions to the table, thereby having more direct access to shaping policy.

- **Advocating on a joint platform with civil society garners broader political and social support for cities' demands** and can provide political agreement and networks to support action at local level.

- **Cities coming together and making effective joint advocacy efforts is essential to build a strong case for supportive national and international policies, direct support at the local level, and increased powers to deliver action tailored to individual cities.**

Mayors are using their soft powers to unlock inclusive climate action

The world is facing increasingly complex and interlinked disruptions and policy challenges from mass displacement of people to digitisation to devastating climate impacts, and cities are on the frontlines.

They must respond to emerging challenges in an agile, flexible way, while continuing to build a green and just future for residents in the long run. Cities are leading the way in the context of inadequate action from national governments, making the activation of local powers even more vital. There is heightened urgency for cities to experiment with new approaches and policy instruments that help them go beyond what they considered possible.

Having limited formal powers does not necessarily mean limited action. Mayors of cities across the world are proving that innovative measures in policy, governance and politics can help overcome many obstacles cities face due to limited formal powers.

Cities are using an increasingly wider range of their **formal powers** to mainstream inclusion and equity in

their decision-making and budgeting processes, codify environmental justice into local legislation, introduce or redesign sectoral and social policies to deliver equitable outcomes, and raise revenue and external funding for projects that put people at the heart of climate action.

Mayors are also unlocking inclusive climate action at multiple levels and across a wide spectrum of stakeholders by activating their **soft powers**. Mayors are demonstrating that, while often underestimated and overlooked, the soft powers of enabling, collaborating, mobilising and inspiring actors help them deliver faster and more effective action. From introducing inclusive governance mechanisms such as working groups and task forces to establishing an inclusive social dialogue, to enabling and empowering local communities to take ownership of climate actions, innovative governance models are helping cities institutionalise inclusive climate action in all regions of the world.

Another way mayors garner political and public support is through using their 'leadership profile' to spotlight important issues through **symbolic and political actions**. While these issues are often outside mayors' direct control, mayors are inspiring other actors to implement and scale up inclusive actions by championing principles of solidarity, equity, justice and democracy. This takes various forms such as declarations, symbolic statements and defiance of national policies or a lack thereof. These symbolic acts have the power to inspire other actors and unlock action, often leading to more tangible support for those most in need, as shown in the case of sanctuary or solidarity cities.

Mayors are inspiring others by championing principles of solidarity, equity, justice and democracy.

As the examples showcased throughout this report demonstrate, cities are leveraging formal and soft powers in innovative ways – but significant power voids remain at the local level. These require a devolution of powers and budgets to deliver solutions closer to where people live, work and engage in their communities, and mayors are **advocating** for it through various channels. Cities are lobbying the national/federal government for more powers and a seat at the table, building coalitions with key actors, and leveraging the power of global city networks to campaign for an equitable and just transition for all.

This analysis provides compelling evidence that cities are finding innovative ways to use their existing powers and explore new ones to go beyond their current scope and accelerate change. They do, however, recognise that they can only deliver inclusive climate action at the necessary pace and scale if they have control over key sectoral and socio-economic policy areas. This requires devolving powers and budgets to the local level where local administrations can implement rapid, locally tailored solutions to climate change and inequality. Fastest progress towards a green, equitable and just future for city residents happens when mayors have the decision-making and revenue-raising powers they need to drive change at the local level.

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