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Peer reviewed

Proposal

for the

International Council for Local Environmental Initiatives

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Introduction

On September 5-8, 1990 local government officials from 43 nations gathered at the United Nations in New York to establish an international agency of local governments called the International Council for Local Environmental Initiatives (**Local Initiatives**). With support from local government organizations such as the National League of Cities and the U.S. Conference of Mayors and their worldwide counterparts, **Local Initiatives** is governed by an Executive Committee of local government and environmental experts from the United States, Canada, Mexico, Brazil, Swaziland, Zimbabwe, Ivory Coast, the United Kingdom, Norway, Finland, the Soviet Union, Turkey, India, The Phillipines, Australia and elsewhere. The agency is currently developing formal affiliations with the United Nations and the world's preeminent organization of local governments, the International Union of Local Authorities (IULA).

By the end of the century, half the world's population will live in cities. These cities are presently the primary sources of our major environmental threats. As the economic engines and population centers of the world, cities are the primary consumers of fossil fuels and, thereby, the major contributors of carbon dioxide (CO₂) to the atmosphere. Most of the toxic wastes of the world are generated in cities. Inefficient resource use in urban areas drives the extractive destruction of the world's wild areas. Most of the world's supplies of chlorofluorocarbons (CFCs) are used and located in cities. Most rivers and coastal areas, if polluted, are polluted by cities.

A global environmental agenda cannot be successfully implemented without a thorough involvement of the world's cities and other urban and rural local governments.

While the United Nations and other international organizations begin to design the global environmental agenda, local governments are mobilizing through **Local Initiatives** to implement it. **Local Initiatives** member governments will work with the United Nations Environment Programme (UNEP), the United Nations Development Programme, the Organization for Economic Cooperation and Development and with major business and environmental organizations to develop and implement a program addressing the thousands of changes in social and economic behavior that must be implemented at the local level to secure sustainable societies.

Local Initiatives is now seeking financial support for three start-up programs.

A. The URBAN CO₂TM Project

The URBAN CO₂TM Project will organize a collaborative program among 8-12 major world cities to develop a framework for dramatic reduction in urban carbon dioxide emissions in the 1990s. URBAN CO₂TM will draw upon present innovations in local land-use planning, energy, transportation, waste management, construction and education to design a comprehensive framework obtaining a 25-35% reduction in urban CO₂ emissions. Participating cities will be obligated to implement this framework through local policy, and will provide technical assistance to other cities in their country to implement similar programs.

The Problem

To date, plans and proposals to address major environmental problems have failed to adequately consider the need for local environmental protection programs. Nations pledge reductions in carbon dioxide emissions, but scant attention is given to the urban centers whose patterns of energy use, transportation, waste management and land-use underlie our heavy dependence upon fossil fuels. A phase-out of chlorofluorocarbons (CFCs) is underway, but few institutions are prepared to recover the millions of pounds of CFCs in communities and households throughout the world. Soil conservation programs and new nature preserves are established in a top-down fashion, but resident communities are not assisted to establish sustainable resource use practices. Burgeoning mega-cities are not organized to lessen their appetite for the virgin resources of these rural and wild areas.

These global problems require local solutions, particularly at the urban level. By the end of the 20th century almost half of the world's population will live in urban areas. More than a billion people will be added to urban populations in the next ten years. Of all political jurisdictions, the world's cities are both the major cause and the potential solution to global environmental problems.

An Organization for Economic Cooperation and Development (OECD) report has concluded that future environmental challenges "will require urban governments to accept a substantial strengthening role both in defining local and national strategies for environmental improvement, and in implementing effective, integrated, intermedia management programmes." The foundations of such a role are already observable in today's practice.

By the mid-1980s, the local government proportion of total U.S. national environmental management expenditure stood at 55 percent. According to projections by the OECD, this proportion is likely to rise to 65% by the century's end. Year after year, local governments add fully outfitted environmental protection departments to their local administrations. In recent decades, local governments have been the foundation of efforts to clean America's rivers and water resources. While local and regional governments often fail to attain national air quality standards, local and regional governments can also be found administering the strictest air quality control standards in the world. Even in the area of protection of the ozone layer and carbon dioxide reduction, local governments have frequently moved in advance of state and national policies to phase-out and regulate ozone-depleting compounds, reduce energy and automobile use, and require cleaner fuels.

Oddly, in spite of the growing responsibilities and capabilities of local governments in protecting the environment, the local level is often the overlooked partner in the environmental arena. Many national governments and international organizations -- as well as many major environmental NGOs -- often underestimate locally-based environmental management. Foundations and individuals in the environmental funding community are often strangers to local government; few private dollars are supporting local government environmental protection efforts. To date, local government has received minimal attention in preparatory discussions for the 1992 U.N. Conference on Environment and Development. Where local governments are being included in these discussions, they are granted the ironic status of non-governmental organizations.

Zealand's environmental law will place tremendous new resource management function in the hands of local councils. "Councils," reads a Ministry of the Environment report, "will be required to state publicly what they want to achieve each year and to report to their communities on their progress. In setting their goals, councils will have to be outcome oriented. Whereas this requirement is compulsory, there will be far greater flexibility than in the past as to how the council chooses to achieve the outcome."

Local government powers to protect the environment have or are now also being reestablished in Eastern Europe, Colombia and Brazil. This year, the United States Senate reversed language in the Clean Air Act that would have preempted state and local governments from regulating compounds to protect the ozone layer or slow the greenhouse effect. The present language actually protects the right to local action. German cities are moving rapidly to implement a federal government challenge to reduce national carbon dioxide emissions by 25%. The United Nations Development Programme, the World Bank, and the European Commission have each been taking a fresh look at the importance of strong local government in implementing environmental solutions.

Mexico City: The Case For Decentralization

Nowhere has the effectiveness of decentralization of environmental protection been better demonstrated than in the case of Mexico City. For decades, Mexico City has been recognized the world over for its intractable urban air pollution problems. Burdened by the debt crisis and unwieldy national bureaucracies, environmental quality in the Federal District declined year after year. As the City's population grew at a rate of 5% per year, urbanization spread to the farthest reaches of the Valley of Mexico. By the mid-1980s almost 75% of the Valley's forested areas had disappeared, and all of the Valley's lakes had dried. The resultant erosion released tremendous quantities of dust into the air. Pollution from Mexico City's three million motor vehicles combined with the dust to create an air quality health crisis for millions of people. Motor vehicle exhaust is responsible for 83% of the city's air pollution and accounts for nearly four million tons of pollutants each year. In 1988, ozone concentration standards in Mexico City were exceeded during 72 days of the year.

In 1989, Mexico City Mayor Manuel Camacho Solis launched a municipal clean air initiative without precedent in the world. The initiative was a direct outcome of a federal government decision that decentralization of environmental management functions would be necessary to effectively implement national environmental goals. Article 6 of Mexico's 1989 "General Law of Ecological Balance and Environmental Protection" granted authority to states and municipalities to control sources of atmospheric pollution within their jurisdictions. Article 9 of the General Law granted Mexico City the authority to regulate mobile sources and emissions from businesses and service industries. The City was also granted powers over parking lots, vehicle traffic, management and emissions control for all public transportation, operation of environmental laboratories, as well as authority over urban development and land-use. The federal environmental agency reserved control over industrial pollution sources and the operation of pollution monitoring systems.

Finally, Mexico City is undertaking an unprecedented program to restore the natural habitats of the Valley of Mexico. The City has committed to plant many million trees in the Valley. Available species have been carefully studied to determine which trees will absorb the highest levels of carbon dioxide emitted by fossil fuel use in the City.

The Untapped Resource: A Plan of Action

The case of Mexico City provides evidence that our societies -- even economically strained societies -- do have the basic institutional capacity to implement emergency environmental protection agendas.

Local governments now have decades of hands-on management experience in solving environmental problems. Accessible, close to the public, and usually manageable in scale, local governments can work effectively with grassroots organizations to develop and finance innovative environmental protection programs. Most local governments play a significant role in the provision of public education, placing them in a central role in instilling the lifestyle habits of a sustainable society. Finally, in many nations local governments possess police and regulatory powers to protect the public health which permit them to take decisive positions on key environmental questions left unanswered by higher level laws. In short, there is hardly an environmental issue in which local governments are not playing a substantial role as mobilizers of the public, policy-makers and regulators, or managers of environmental programs.

However, this resource is hardly being tapped to its fullest.

- First, the sharing and transfer of local level environmental innovations is limited and slow. Even on a national basis it sometimes takes years for cities to learn about successful new techniques or programs that have potential for wider application.
- Second, local governments rarely pool their expertise and collaborate together to design bolder and more effective environmental programs. Mexico City relied heavily upon advice from the Los Angeles region; the outcome of mutual assistance is a successful program.
- Third, local governments do not receive financial support for their efforts commensurate with their contribution to environmental protection. While local governments have access to taxes and fees to finance environmental programs, few dollars are available for program development, prototype design, technical assistance and technology transfer, and international collaboration.

The International Council for Local Environmental Initiatives (**Local Initiatives**) has been established to fill these gaps and to provide a strong voice for local environmental protection activities in the international arena.

Local Initiatives will operate as the world's preeminent technical clearinghouse on local environmental protection activities. The functions of this clearinghouse will be threefold.

where he interviewed more than 200 local government officials from more than 20 countries about appropriate international strategies for environmental collaboration. Upon reporting his findings to the United Nations Environment Programme (UNEP) and the world's major organization of local governments, the International Union of Local Authorities (IULA), the three organizations determined to hold a World Congress of Local Governments for a Sustainable Future at the United Nations in New York. The primary business purpose of this Congress would be to establish a new International Council which would coordinate joint efforts among UNEP, IULA, and member local governments to address global environmental problems.

In January, 1990, a Charter Committee was appointed by these three organizations to prepare a draft Charter for the new Council. Experts in local government and urban environmental policy from Canada, the United States, Brazil, the United Kingdom, France, West Germany, Norway, the Soviet Union and India served on this Committee. On September 8, 1990, the final Charter was considered and amended by the 350 local government officials and environmental managers from 43 nations at the World Congress in New York. On the same day, the first **Local Initiative Executive Committee** was appointed.

Governance and Location

Local Initiatives will both serve and represent the interests of individual local governments as well as major associations of local governments on a regional or national basis. Both levels of local government organization will be represented in decision-making.

The appointment of the following persons to the **Local Initiatives Executive Committee** has been confirmed.

The Right Honorable Sallyanne Atkinson, Lord Mayor of Brisbane, Australia
Dr. Siegfried Brenke, Head, Urban Affairs Division, Environment Directorate,
Organization for Economic Cooperation and Development

Mr. John Chatfield CBE DL, Chairman, Local Government International Bureau:
Chairman, Association of County Councils, London, United Kingdom and President of
the Consultative Council of Regional and Local Authorities in the European
Community

Dr. Noel J. Brown, Director, United Nations Environment Programme, Regional Office
for North America, New York

Mr. Ranjit Chavan, Mayor of the Municipal Corporation of Baroda and Chairman of
the All-India Council of Mayors, India

Mr. Jakob Eng, President, Norwegian Association of Local Authorities, Oslo, Norway

Mr. Veikko Heino, Department Head, Association of Finnish Municipalities, Helsinki,
Finland

Program

The program of **Local Initiatives** is established by the Executive Committee and implemented by the Secretary General. For the period of September, 1990 to December, 1992, in addition to start-up activities, three major projects have been proposed.

- A. The **URBAN CO2™** Project.
- B. The **Local Initiatives™** Information and Technical Assistance Exchange.
- C. The **Local Agenda 1992™** Project.

Descriptions of these projects are provided below. Dates provided for project phases are for demonstration purposes only. Actual dates are fully contingent upon availability of funding. Detailed project budgets are available upon request.

A. The URBAN CO2™ Project

Introduction

The International Council for Local Environmental Initiatives is presently seeking financial support for Phase I of the **URBAN CO2™** Project. **URBAN CO2™** is a ten year project to design and implement a comprehensive framework for reducing carbon dioxide (CO2) emissions in the world's major urban areas. Phase I of the Project will engage 10-12 cities that are innovators in urban energy efficiency, transportation management, waste management, and land-use planning in identifying widely applicable and economical instruments for reducing fossil fuel consumption. Phase I will seek to integrate these separate instruments into a comprehensive framework for action that considers the interdependencies of various urban management practices and thereby maximizes CO2 emission reductions. To achieve this goal, Phase I will train technical staff from participating cities in analyzing the energy-use impacts of available CO2 reduction options using the "Total Emissions Model for Integrated Systems" designed by the Öko-Institut in Darmstadt, W. Germany.

The 26-month budget for Phase I of **URBAN CO2™** is \$885,940. All funds will be administered by the International Council for Local Environmental Initiatives (Local Initiatives), the new international environmental agency of local governments. Local Initiatives was formally chartered at the United Nations "World Congress of Local Governments for a Sustainable Future" on September 8, 1990. For purposes of tax-deductibility in the United States, the Center for Innovative Diplomacy will serve as Local Initiatives' fiscal sponsor until a separate 501(c)(3) status is approved by the Internal Revenue Service.

Rationale

While recent reports of the Intergovernmental Panel on Climate Change confirm the existence of a significant global warming trend, governmental response to predicted climate change is hampered by a variety of uncertainties. In particular, policy makers are uncertain how to achieve major reductions in carbon dioxide (CO2) emissions at minimal economic cost and with maximum public support. National policy makers have reason to be wary of a major national CO2 reduction efforts without clear models of successful, and minimally disruptive, CO2 emissions reductions programs by smaller jurisdictions.

Step One: Start-Up; Screening and Selection of Participants

Duration: Four Months

Component Cost: \$52,472

At formal announcement of the Project, cities will be invited to apply for participation. Criteria for selection will be: a) formal commitment by the responsible City Council to establish a municipal CO₂ reduction program, b) degree of success in urban environmental management in any of the areas of energy conservation, automobile use reduction, land-use and building standards, waste management, urban forestry, or civic participation, c) qualifications of municipal staff assigned to represent the municipality in the Project, d) commitment to assist a partner city in the establishment of its CO₂ reduction program, e) resources provided by the city for participation in the Project.

Each city will be asked to establish an URBAN CO₂[™] team consisting of three persons. A technical representative shall oversee technical analysis of proposed options for CO₂ reduction. A practitioner shall be charged with developing plans for implementation of the framework by the local government administration. A policy maker shall be charged with formulation and sponsorship of the formal CO₂ policy before the governing council. Salaries for participation in these teams must be paid for by the participating local governments. These teams will be asked to meet a minimum of seven times during Phase I. URBAN CO₂[™] Project staff will do on-site Project orientation meetings with each team during this project component.

Step Two: Option Identification

Duration: Ten Months

Component Cost: \$487,440

Participants will meet in the first month to concur on a collaborative research plan aimed at identifying the major investments, reforms, programs, and policies available to cities for CO₂ reduction. During the same meeting, the technical representatives will be introduced to the use of the "Total Emissions Model for Integrated Systems," or TEMIS Model, for purposes of assessing local CO₂ sources and likely impacts of CO₂ reduction options. Technical representatives will be asked to prepare a paper on the major sources of CO₂ in each of their urban areas.

The TEMIS model estimates emissions of relevant gases based upon energy use. The TEMIS Model is an "integrated systems" model in that total energy impacts of an action are assessed. For instance, in considering the energy impact of recycling aluminum versus reusing glass bottles, the TEMIS model would estimate energy use -- and resultant emissions -- from extraction of raw materials to transporting cans or bottles to smelters or processing plants. The Öko-Institut in Darmstadt, W. Germany -- author of the model -- has agreed to provide access to the model for simulations of proposed CO₂ reduction strategies throughout Phase I of the Project. The TEMIS Model is the only model of its kind, and is presently being further developed by the U.S. Department of Energy for use in national energy policy development in the United States.

Following the initial planning meeting and training session, the practitioners in each team will gather for a series of four meetings, focused separately on energy use, transportation, land use, and other areas of concern (waste management; building codes). During these meetings, the team practitioners will give technical

the Project. Local Initiatives will also seek participation of public and private energy companies and their associations, such as the Stadtwerke Saarbrücken and Stadtwerke Hannover in West Germany and the Edison Electric Institute in the United States. Finally, Local Initiatives will invite participation in URBAN CO2™ by the Energy Task Force of the Urban Consortium for Technological Innovations, the Oak Ridge Laboratories and the Lawrence Berkeley Laboratories and a number of other local government associations.

Project Budget
(12 cities/26 months)

Staff

Secretary-General (1/4 time) \$1,250/mo. x 26 mos.	\$ 32,500
Project Director (full-time) \$3,500/mo. x 25 mos.	\$ 87,500
Technical Director (full-time) \$3,333/mo. x 24 mos.	\$ 79,992
Project Assistant (full-time) \$2,500/mo. x 24 mos.	\$ 60,000
Benefits, Insurance and Taxes (20%)	\$ 51,998

Subtotal staff salaries and benefits \$311,990

Project Participation Grants (12 cities x 2 years x \$10,000)	\$240,000
Technical Consultants (6 consultants/12 mos./\$3,000 each)	\$ 18,000
Clerical Assistance (1/4 time) \$500/mo. x 16 mos.	\$ 8,000

Travel

Staff Travel, Step One (3 person-trips/\$1,500 each)	\$ 4,500
Staff Travel, Step Two (14 person-trips/\$1,500 each)	\$ 21,000
Staff Travel, Step Three (3 person-trips/\$1,500 each)	\$ 4,500
Staff Travel, Step Four (4 person-trips/\$1,500 each)	\$ 6,000
Participant Travel, Step Two: Project Orientation and Technical Training (full teams) (32 person-trips x \$1,500)	\$ 48,000
Participant Travel, Step Two: Practitioners' Meetings (12 practitioners only) (5 trips x 12 persons x \$1,500)	\$ 90,000
Consultation Travel, Steps 2-4 (8 trips/\$1,500 each)	\$ 12,000

Subtotal travel expenses \$186,000

Operational Expenses

Research Materials	\$ 4,000
Software Costs (\$2,000 per city)	\$ 16,000
Phone/FAX (\$500/mo. x 26 mos.)	\$ 13,000
Postage (\$300/mo. x 26 mos.)	\$ 7,800
Printing (general printing and final report)	\$ 15,000
Organizational Overhead (15% total internal costs)	\$ 66,150

Total 26-month Budget \$885,940

Per City Project Cost, Phase I	\$ 73,828
Average Monthly Project Cost	\$ 34,075
Average Monthly Project Cost, per City	\$ 2,840

In an age of fax machines, computers and environmental crisis, it is remarkable that no vehicle has been established to facilitate the rapid transfer of information and assistance necessary to mobilize societies for environmental protection. The Local Initiatives™ Information and Technical Assistance Exchange will fill this gap.

Phase I: Publication of the Local Initiatives™ Casebook

December, 1990 to June, 1991

During the fall of 1990, participants in the World Congress of Local Governments for a Sustainable Future will be invited to submit case materials on their local environmental initiatives. Local Initiatives will use these materials to immediately research and publish a Local Initiatives™ Casebook as "proceedings" to the World Congress. The casebook will consist of descriptions of fifty or more cases of model environmental programs with information on resources for more information and for technical assistance. Recipients of the casebook will receive detailed instructions on how to present future reports to the Local Initiatives™ Information Exchange.

Phase II: Network Design

January, 1991 to July, 1991

During preparation of the casebook, Local Initiatives will begin the system design for the Information Exchange. During Phase II, staff will:

- negotiate agreements with existing computer networks for computer-based exchange;
- design the data collection, reporting, and quality control/review procedures for the network;
- identify and prepare agreements with operators for regional or national data-collection and -entry nodes;
- establish agreements with other information networks that will become partners in the Exchange;
- identify and purchase hardware;
- identify software for telecommunications and translation;
- establish the format for printed Local Initiatives™ newsletters;
- establish subscriber fee structures and marketing strategies;
- prelaunch a major marketing campaign;
- and test-run the system.

For purposes of planning and budgeting, we are estimating that the network will initially be operated out of 6 network "satellites" in different regions of the world.

Phase III: System Start-Up and Operation

August, 1991 to September, 1992

Once designed and tested, the system will be "installed" and made operational in the new Secretariat offices and in four additional "satellite" offices. A full-scale subscription sales campaign will begin in August, 1991. The marketing campaign will be implemented with hands-on demonstrations at major local government conferences around the world. Local Initiatives will seek to have the Information Exchange self-supporting through Local Initiatives membership and subscriber fees by

C. Local Agenda 1992: Sustainable Development From The Ground Up[©]

Introduction

The International Council for Local Environmental Initiatives (Local Initiatives) seeks funding for a three-year research and consultation project aimed at increasing recognition and understanding of the role of local governments in the implementation of national and international sustainable development goals.

Whether in industrialized or developing nations, maintenance of environmental quality is often a function of the strength, concern, and capacity of local governments. In developing nations, land use reform, soil protection, and habitat conservation efforts often hinge upon the actions of local inhabitants. In both the North and South, protection of fresh water supplies, coastal waters, and management of toxic and solid wastes rely heavily upon local management.

The rapid urbanization of the Earth's human population makes cities and their governments ever more critical loci for intensive environmental management efforts. Indeed, a recent survey on public expenditure for pollution control (waste, water, and air) undertaken by the OECD Group of Economic Experts shows that in all instances the majority of industrialized nations governmental expenditures are by local government. A forthcoming OECD report on the urban environment concludes that the growth in local mandates and financing requirements for environmental protection "will require urban governments to accept a substantial strengthening role both in defining local and national strategies for environmental improvement, and in implementing effective, integrated, intermedia management programmes." Unfortunately, this trend has not yet been well reflected in planning discussions for the 1992 U.N. Conference on Environment and Development.

It is our contention that the major environmental threats to be addressed at the 1992 U.N. Conference on Environment and Development -- from fresh water resources and coastal pollution to global climate change, deforestation and technology transfer -- cannot be effectively addressed without a thorough mobilization of ground-level resources and the building of institutional capacity at the local level. Nevertheless, the issue of local government participation in sustainable development has hardly entered the preparatory Conference discussions. The fundamental role of local government is so little understood and appreciated at higher-levels of policy making that the 1992 Conference could easily generate significant new mandates without addressing the local capacity that will be needed to fulfill them.

The Project

The Local Agenda 1992™ Project is a three-year research and consultation program to advise key players in the 1992 Conference process, as well as policy makers at large, about the need to strengthen local environmental management infrastructure and capacity. The Project will proceed in the following phases.

Other Projects

Local Initiatives is presently holding consultations to develop concepts for two other projects. The first is a collaborative effort among municipalities in the developing world to design a practical framework for water resource protection and sanitation which matches indigenous solutions with state-of-the-art systems analysis, financing and administrative tools. Given the present emphasis of aid agencies upon water problems in primary cities, the **Local Initiatives** project will likely focus upon water issues in secondary cities.

The second project concept is a series of technical manuals that will aid municipalities in implementing state-of-the-art environmental protection policies. Too often, local governments manage to keep apace with the latest in policy without dedicating the resources to the complexities of policy implementation. A major inhibitor to implementation is a lack of available technical resources. Where resources are available to hire consultants or research staff, local governments often redo the work already done by another municipality. The technical manual series would help overcome inefficiencies in the present manner of doing business by ending the need for duplication of effort and by making technical information available to municipal staff immediately following the establishment of policy.

To receive more information or to make suggestions regarding the development of these project concepts, please contact the Acting Secretary General, Mr. Jeb Brugmann.

