



# Global Green New Deal

Outcomes Report

**C4O**  
CITIES

Acknowledgements

This outcome report received generous support in funding from the Open Society Foundations as part of the C40 Cities Global Green New Deal Pilot Implementation Initiative. The principal authors of the report are:

Authors

**Equitable Cities Consulting**  
Natalie Barndt  
Nicolas Esposito  
Sylvie Gallier Howard  
Ayo Aladesanmi

**C40 Cities**  
Jazmin Burgess  
Krisztina Campbell  
Emma Blunt

Contributors

We are grateful to C40 colleagues for their valuable inputs and feedback: Caterina Sarfatti, Josephine Agbeko, Josu Mozos, Luisa Miranda Morel, Nadia Shah, Marta Stencel, and Connor Muesen.

Edited by: Sophie Gillespie  
Design and typesetting: Tom Hampson at reforma.london



Cover photo credit: Maysun for Vox

Contents

<b>Introduction</b>	<b>4</b>
<b>Global Green New Deal pilot projects</b>	<b>10</b>
Barcelona	11
Accra	19
Los Angeles	27
Warsaw	34
South Africa	41
<b>Knowledge sharing and advocacy</b>	<b>50</b>
Peer-to-peer learning	51
Research produced	62
Mayoral leadership and advocacy	66
<b>Key lessons and next steps</b>	<b>70</b>



# Introduction

## Cities face critical barriers to delivering ambitious climate action, which have been compounded by the social, political and economic crisis following COVID-19.

To address this, the C40 Cities Climate-Leadership Group's Inclusive Climate Action (ICA) programme, which supports cities to ensure local climate policies and initiatives are designed in an inclusive way and have equitable impacts, launched the Global Green New Deal (GGND) pilot initiative to support cities on delivering the GGND principles.

The GGND is a strategic vision launched by C40's former Chair, Los Angeles Mayor Eric Garcetti, and signed by C40 cities with the aim of helping the world avoid dangerous climate conditions by building a broad coalition of actors to implement inclusive climate action and a just transition

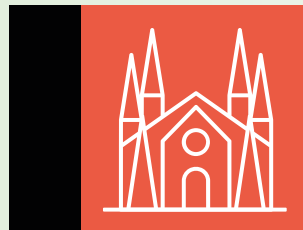
from a fossil fuel based economy. The objective of the GGND is for mayors and cities to contribute as world leaders to the transition to net-zero and resilient economies in an equitable manner.

To this end, C40 Cities and Open Society Foundations partnered to target peer-to-peer engagement in 30+ champion cities across five regions. Nine of these cities were selected to serve as five pilot projects, whereby C40 provides technical support in the form of designated city advisors. The aim is to help cities accomplish specific goals towards implementing a Global Green New Deal for their residents.

The overarching goal of this GGND pilot initiative is **to deliver inclusive climate action and a just transition, and to demonstrate what a Global Green New Deal looks like at the local level.**

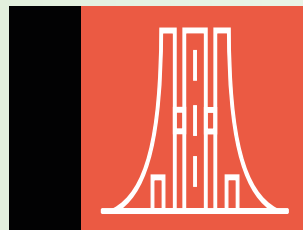
Credit: ©GRILLOT/AFP

The initial five pilot projects are taking place in the cities of Barcelona, Accra, Los Angeles, Warsaw and a collective of five cities in South Africa: Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane. Work in the five pilots focused on the implementation of key principles of the Global Green New Deal:



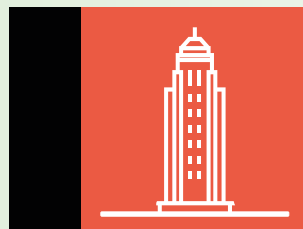
### Barcelona

Reducing energy poverty and improving the resilience of frontline communities.



### Accra

Strengthening informal sector collaboration that promotes ownership of climate action and enhances access to wider benefits.



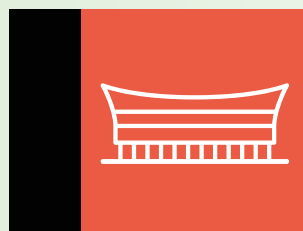
### Los Angeles

Just transition in the energy sector with a focus on worker, union and civil society engagement, and development of green jobs pathways.



### Warsaw

Tackling air quality and energy poverty among low-income groups, and coalition building among key stakeholders for city climate action



### Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane

Working collectively to strengthen skills, knowledge and capacity on a just transition for action at the city level.

Recognising the need to tailor the approach to the unique needs of various regions, the GGND pilot initiative is a crucial part of the overall GGND effort, demonstrating what it looks like in practice with a particular focus on inclusive climate action, equity and a just transition. This initiative is based on C40's experience of advancing climate mitigation goals, a just and equitable transition, and adaptive resilience in North America, Europe, Africa and Latin America.

### To achieve the overarching goal of the GGND pilot, the following subgoals were established:

- Support pilot cities in overcoming socio-economic and political barriers for implementation through increased capacity and implementation of priority actions.
- Increase the capacity of cities to place ICA at the heart of urban decision-making.
- Build local and regional partnerships and alliances with unions and organised labour, social and climate justice organisations.
- Build and shape the GGND narrative showcasing the leadership of mayors and enhancing a global coalition of support for action to accelerate implementation of ICA and regional Green New Deals.

### To achieve these goals, C40 is providing a variety of support to the pilot cities. This includes:



**Providing cities with informed guidance and assistance to accelerate** the inclusive and equitable implementation of their climate action plans and sectoral commitments, including just transition pathways to a new green and inclusive economy.





**Supporting mayors in putting inclusive climate action at the heart of urban decision-making,** through targeted support and best practice examples of policies and programmes that create just outcomes.



**Showcasing the results** in order to spread success to cities around the world and influence the global narrative on climate leadership and COVID-19 recovery, supporting mayors to provide political leadership to compel adoption of more ambitious and equitable climate action and to nurture cross-sectoral coalitions.



**Supporting research and knowledge sharing,** allowing cities across the C40 network to apply lessons and key issues emerging from the GGND pilots to their own city challenges and activities.



**Creating a Global Green New Deal platform,** including economic recovery, around which climate movements can align, led by mayors and bringing into the fold organised labour, youth activists and businesses.

This paper highlights the progress made by the GGND pilot cities towards outputs and outcomes that were outlined at the onset of the initiative. These outputs are listed below:

- Pilot cities successfully overcoming socio-economic and political barriers to implementation of climate actions, through increased capacity and implementation of priority actions.
- An increase in the capacity of cities to place inclusive climate action at the heart of urban decision-making.

- The successful crafting of a GGND narrative that showcases the leadership of mayors and enhances a global coalition of support for action to accelerate delivery of inclusive climate action and regional Green New Deals.

The GGND pilot initiative also aims to promote city-level action and regional and global peer-to-peer learning and engagement. It seeks to gradually generate a ripple effect and build the potential for cities and regions to lobby their national governments and regional institutions on specific areas of the GGND and a green and just economic recovery.

To achieve this, C40 has supported peer-to-peer learning across 30+ C40 cities to inspire replication from the pilots and share good practice. It has produced high-quality research and knowledge products that capture key lessons, emerging trends and issues from across the GGND pilot initiative.

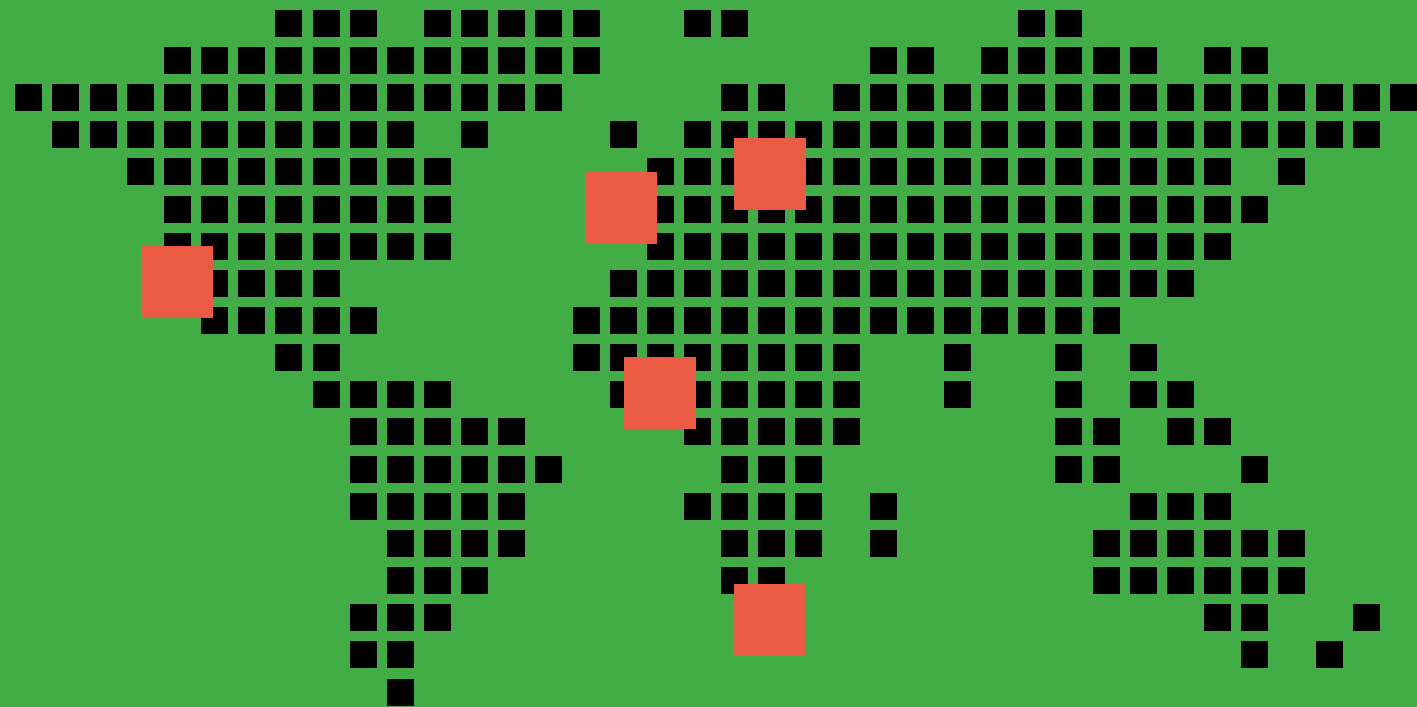
This paper showcases the achievements of the five GGND pilots, the impacts of the peer-to-peer learning, the research produced, and key examples of mayoral leadership and advocacy. It concludes with key lessons learned and next steps for the GGND pilots.

Credit: C40 GGND Energy Pilot



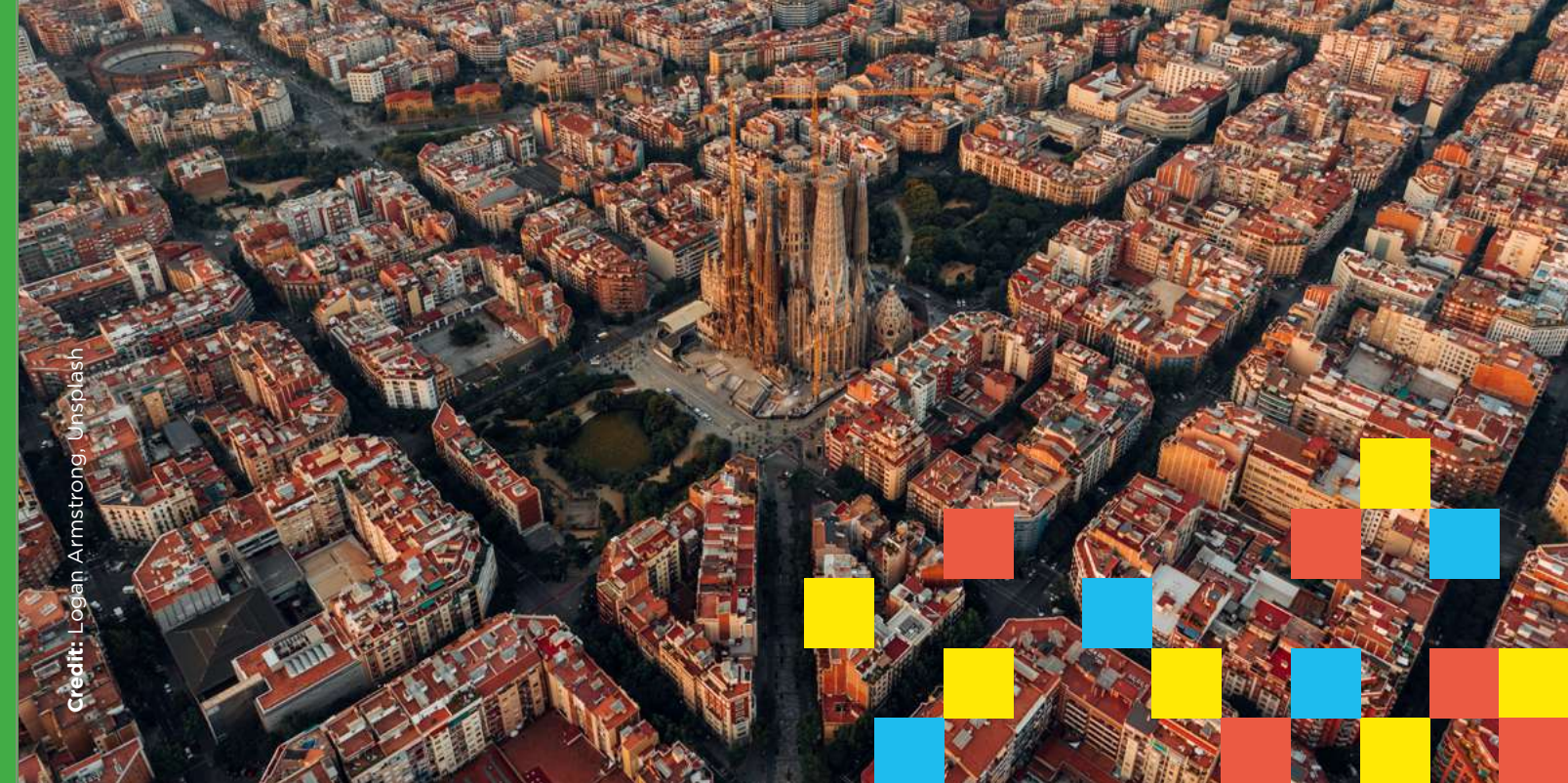


# Global Green New Deal pilot projects



C40 Cities and Open Society Foundations partnered to target peer-to-peer engagement in 30+ champion cities across five regions.

The initial five pilot projects are taking place in the cities of **Barcelona, Accra, Los Angeles, Warsaw** and a collective of five cities in **South Africa**: Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane.



## Barcelona

### Energy poverty and vulnerability is at the heart of C40's Global Green New Deal pilot project in Barcelona.

The inability to adequately heat or cool a home for financial reasons is considered a central defining component of energy poverty; the World Economic Forum defines energy poverty as a lack of access to sustainable modern energy services and products. In Barcelona, one-quarter of households are unable to afford the equipment and monthly costs of regulating temperatures.

During the summer, Barcelona can become oppressively hot. Temperatures inside apartments can climb into the 30s and even 40s (degrees Celsius; upwards of 90 degrees Fahrenheit). The Spanish city has experienced eight heatwaves in the last 34 years and expects this to increase to up to four per year in the near future. Heatwaves come with deadly consequences: an average of around 150 deaths per year in Barcelona. Meanwhile, in the depths of winter,

temperatures can dip to 10 degrees Celsius (50 degrees Fahrenheit) and the vast majority of dwellings in the city are not insulated.

In Barcelona, in 2021, it was estimated that 24% of households were at risk of energy poverty, especially in disadvantaged districts of the city, where there is a high percentage of people at risk of housing exclusion, in addition to high unemployment and low-quality and inefficient housing. It is also common for residents of these areas to have higher levels of chronic illness and mobility issues. Additionally, according to research by the Barcelona Public Health Agency, energy poverty affects more women and migrants coming from medium-low-income countries.

Barcelona's mayor from 2015 to 2023, Ada Colau, has a strong political commitment to climate action with a focus on eradicating energy poverty and improving the resilience of vulnerable communities. Accordingly, Barcelona's Climate Action Plan (CAP) is structured along four themes: mitigation, adaptation and resilience, climate justice, and citizen action. Putting climate justice and citizen action at the core of the plan ensures that actions are not only addressing climate change, but are specifically focused on issues like social inequality and the importance of ensuring that the actions target those most vulnerable to the impacts of climate change. The (former) mayor strongly believes that tackling climate change and delivering fairer and more equitable societies are the same thing: one cannot exist without the other.

C40 is working closely with the city focusing on reducing residents' vulnerability to climate change by building community resilience. Barcelona became one of C40's GGND pilot cities in 2021. Through this pilot, C40 is assisting the city to reach its bold commitment to eliminate energy poverty and its disproportionate effects on women, the elderly, and low income groups by 2030. To this end, a C40 Inclusive Climate Action City Adviser is embedded into the city government and works collaboratively with the city and other stakeholders. C40 approaches this work with the understanding that energy is a basic human need and is essential for a safe, healthy and dignified life. It is aware that certain groups are less able to adapt to the effects of climate change because of a number of intersecting socio-economic

factors ranging from gender, age, and income, to the quality of their housing.

Several major milestones have been achieved by the GGND pilot in Barcelona. These include reinforcing social infrastructure, training home care workers on energy poverty, evaluating the thermal comfort of elder care homes and the publication of a comprehensive policy paper.

**“ Many large cities are being pioneers in the fight against climate change through creativity, innovation, cooperation between us, also collaborating with the private sector, with the citizenry. ”**

— Ada Colau, Mayor of Barcelona

One of the accomplishments of the pilot has been the expansion and adaptation of [Barcelona's Climate Shelter Network](#) (CSN). This is Barcelona's network of accessible indoor or outdoor spaces offering 'thermal relief' for city residents during heatwaves and other extreme climate events. The CSN transforms public facilities such as libraries, museums, sports centres, schools and parks into cooling centres.

**“ We are further developing climate shelters with the C40 programme. Climate change is already here, so we not only have to take action to reduce emissions, but also to protect our most vulnerable populations. ”**

— Ada Colau, Mayor of Barcelona

In order to expand access to these centres in an inclusive manner, the city, C40 and community-based organisations collaborated to develop a participatory community engagement process targeting hard-to-reach, frontline



communities. This included workshops in all 10 districts of the city. To be sure to capture diverse points of view and reach people who are normally not reached, several workshops took place in public spaces and were delivered ‘guerrilla style’, meaning people were engaged spontaneously with questions and conversation about the CSN and climate change in general.

This community input, as well as information from representative surveys of citizens and CSN staff, resulted in an assessment and concrete recommendations on how to improve, expand, and increase access and awareness of the CSN. These findings were drawn on to adapt and expand the network. The CSN started in 2020 with 70 shelters and by the summer of 2022 this number had increased to 202, representing a growth of 189% – much of which occurred in the city’s most vulnerable neighbourhoods. Now 95% of the population is within a 10-minute walk of a climate shelter and the city is aiming for 100% of the population to be a 5-minute walk from a climate shelter by 2030.

In addition to expanding the capacity of the CSN, the GGND pilot worked to do the same with [Energy Advisory Points](#) (EAPs). EAPs are located in each district of the city and offer information and intervention to avoid supply cut-offs and to ensure that no citizen is denied service by energy suppliers. They also offer information on how to reduce bills, improve energy efficiency in homes, and the subsidies and services available for this purpose.

The GGND pilot expanded the portfolio of services provided by EAPs to include capacity to address additional topics like solar and green roofs, energy efficiency retrofits and heat-related risk prevention, with the aim of supporting service user participation and contribution to energy transition. This entailed several capacity-building training sessions for EAP staff and the development of a manual for current and future EAP staff. Additionally, related content was developed to provide to EAP service users.

The EAPs have been recognised by the European Commission’s Energy Poverty Observatory as one of the 24 best services for tackling energy poverty. Since they were launched, EAPs have handled enquiries from nearly 155,500 people, corresponding to 60,500 Barcelona households.

## Home care workers become green workers

When people think and talk about the green economy, the jobs that come to mind are often in construction or technology – both male-dominated fields. Additionally, while the impact of climate change on vulnerable communities is a focus of a just transition, the elderly population is rarely highlighted.

The GGND pilot in Barcelona counters this unfortunate trend with its specific focus on the elderly (who make up 21% of Barcelona’s population) and care workers. This is exemplified by the GGND pilot initiative to train home care workers to contribute to both better care for their elderly clients and to a greener city.

While many of Barcelona’s seniors benefit from the enhancement of the Climate Shelter Network and Energy Advisory Points, the pilot team realised that there is a particularly vulnerable segment of the elderly population that does not avail itself of these services for various reasons, including some individuals being homebound.

To close this gap, C40 partnered with various city departments, a major cooperative of [home care workers](#) and other home care service providers to develop and pilot a training programme for home care workers to identify and address the energy poverty of homebound residents and ensure an appropriate thermal level at their homes. Care workers, who are already trusted by their elderly clients,

can now provide a new ‘green’ service to them.

One home care worker, Carme Barberà, described the training as follows, ‘We participated in training where we learned about energy poverty and resilience – the power to adapt, and basic rules on how to save energy in our day to day life, so we can communicate the information to service users’.

This training equipped a total of 314 home care workers with knowledge and skills to identify situations of hidden energy poverty and inadequate thermal comfort in the homes of at-risk, dependent senior citizens. It also addressed how to refer and escort these seniors to services and how to support them in improving their thermal comfort and preventing heat-related health risks in their homes. Additionally, this ‘green training’ enhances the skills and impact of care workers and will ideally contribute to an increase in their own standard of living. To maximise the impact of these training sessions, C40 produced three instructional training videos and a facilitator’s guide, which the city plans to use to train home care workers annually.

The Barcelona GGND pilot showcases how climate change is more than an environmental issue, but actually a socio-economic and health concern. Further, it converts jobs in a predominantly female industry to green jobs.



“ **There are these social workers who go from house to house to take care of people and help them on a day-to-day basis. The pilot is allowing us to evolve and improve this service through support in training these social workers...** ”

— Ada Colau, Mayor of Barcelona

To further reduce energy poverty among the elderly, the pilot is working with the city and the Catalanian government to assess and improve thermal comfort in senior care homes. This collaboration has produced high-level assessments of the thermal conditions in 396 residential care facilities for the elderly and people with disabilities in the city. Field work is continuing on this project and, once complete, a catalogue of solutions and recommendations will be developed, published and distributed to all care homes in Barcelona.



Collaboration has always been a cornerstone of Barcelona's approach to achieving its goals. The city believes that cross-sectoral and cross-departmental action is critical to addressing complex issues such as energy poverty and climate resilience in a holistic manner. The pilot has helped to spur this collaboration even further by making new connections between key city challenges and providing direct support to bring stakeholders together.

In addition to all of these milestones, over the course of 2021, the pilot participated in six peer-to-peer working sessions as part of the C40 Inclusive Climate Forum's Energy Poverty and Community Resilience peer city group. These sessions culminated in a three-day Inclusive Climate Action Academy in Barcelona in May 2022. Representatives from Barcelona, Buenos Aires, Salvador, Seattle, Paris, Warsaw and London attended the academy, which focused on tackling energy poverty, supporting a just energy transition for low-income families and building community-wide resilience in the face of crisis.

This academy was co-developed by Barcelona and fellow GGND pilot city, Warsaw, as well as the peer cities in the group. The academy featured inspiring talks by representatives from both cities, site visits, presentations on various inclusive energy transition approaches, and city clinics. More than 83% of attendees surveyed noted that their knowledge and confidence on the challenges of energy poverty, transition and community resilience improved as a result of the academy.

## Output for global action: Elder care policy paper

In October 2022, C40 published the policy paper [\*Climate-resilient Care for Older People in the Context of the Global Green New Deal and Just Transition\*](#). This policy paper aims to support cities in meeting the challenge of addressing both the climate and

care crisis in the context of a green and just transition. It contextualises the intersection of ageing, care, and climate emergency in cities and suggests an initial agenda for a just care transition and a framework to centre care work in policy-making.



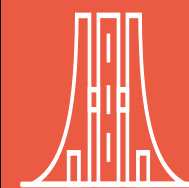
It further discusses the impacts of climate change on the elderly and how negative impacts can be minimised or prevented. Finally, the paper provides guidance on how to engage elders in climate action and recommendations to build community resilience and inclusive decision-making.

To help translate the recommendations to the local level, the document highlights a number of examples and city case studies, many of which come from Barcelona.

This publication is one of the first to focus on the elderly in achieving a just transition. It points out that elders are part of frontline communities

and need to be included in climate action planning. It further introduces the care perspective into the climate discussion and provides the concrete example of converting existing (care) jobs, primarily held by women, into green jobs.

Given the ageing of the global population and the recognition that current models for caring for the most vulnerable are inadequate, it is C40's hope that this paper will raise awareness of the need to address the care crisis in the context of a green and just transition and that it will inform action to do so in many cities around the globe.



## Accra

### The GGND pilot in Accra is taking on the city's waste problem.

It is delivering better quality green jobs and involving marginalised communities in the green transition by including the informal workers – who collect and sort much of the trash – in the process of developing solutions. Accra is a vibrant, fast-growing metropolis on Africa's west coast, with a population of [5.4 million](#). It is the capital of Ghana, which in 2019 was named the [fastest-growing economy](#) in the world. This growth in Accra has yielded a number of positive benefits, but also a number of issues. Chief among them is waste.

The city produces around 900,000 metric tonnes of solid waste per year, and about 2,200 metric tonnes per day, according to [a 2021 report by the World Health Organization](#). The average household in Accra produces an estimated 0.7 kilograms of waste every single day, while shops produce almost double that. But those are relatively small amounts compared to the waste exported to Ghana from other nations.



A report from the Australian Broadcasting Corporation in 2021 revealed that [15 million garments a week](#) originating from around the world end up in Accra. Additionally, the city has also become a dump site for the world's [discarded electronics](#).

Too much waste and too little landfill space threatens the health of Accra residents. Garbage is turning up in waterways, and open-pit burning is casting plumes of toxic smoke into the air, causing health problems and even premature death for those living closest to dump sites. Annually, waste from just two of the city's landfills generates around [800,000 tonnes of carbon dioxide equivalence](#). The ICA pilot in Accra is contributing to emissions reductions through waste optimisation, a priority action in Accra's CAP.

An important part of the pilot project in Accra is the engagement of the informal waste sector, who sort waste by picking out what can be reused, recycled, resold, and repurposed. These workers currently sort a third of the city's waste and provide essential waste collection services to informal settlements where there is no formal garbage collection. Their work, carried out independently or as part of collectives, is critical to the health and well-being of fellow residents and is key to waste-management service provision in Accra.

These informal workers represent a key part of city infrastructure; however, historically, the city has not treated them as partners in waste management. City-level decisions about waste management have been made without consulting or including the informal sector. This has led to confrontations, income insecurity, and service irregularity.

The city has recognised this challenge and its CAP includes developing a waste management system that will deliver zero greenhouse gas emissions from waste sources by the year 2050. Given the climate crises and the city's dependence on informal waste workers, building an inclusive strategy to reduce the environmental impacts of waste is essential. It is important to officially recognise the value of the services provided by the informal waste sector, and to work together with the sector.

Supporting Accra's CAP, the C40 GGND pilot in Accra is helping to bridge gaps by bringing the city and the informal sector together to establish common ground. This requires overcoming social, political, and cultural differences between the municipality and the informal sector as well as policy work

on inclusion and equity to set the stage for a just transition in the waste management sector.

One of the key partners in the GGND pilot is the Accra Metropolitan Assembly (AMA), the political and administrative authority for the city of Accra. The AMA is implementing the Accra CAP that seeks to, among other things, address informality in the waste sector, reduce waste-sector carbon emissions, and effectively address the vulnerability of communities to the climate crisis.

**“ The city is conscious that to achieve our vision of building a safe, resilient Accra for all requires targeted intervention in the waste management space. We recognise that even far more work is required to ensure that we factor the needs, challenges and barriers faced by informal waste sector workers into our urban development planning, decision making and policy development. ”**

— Elizabeth Sackey, Mayor of Accra

**“ We are interested in this subject, especially because in our quest to build a city that is liveable and resilient we cannot make progress without the active inclusion and direction of the informal sector. We are fully aware that the informal sector contributes over 80% of our workforce, so if this is the demographics of your city then it is very important that in your quest to uplift the standard, special attention must be given to the informal sector to see how we can mainstream climate change into their programmes. ”**

— Mohammed Adjei Sowah, former Mayor of Accra

Since the launch, the pilot has achieved significant progress including a needs assessment; capacity building sessions; an inter-agency roundtable, which helped to build a regional consensus to advance the development of a regional informal sector policy; formation of key partnerships for collaboration; and several knowledge products.

## Developing a comprehensive and inclusive needs assessment

One of the first initiatives of C40's GGND pilot in Accra was to support the city in conducting a comprehensive needs assessment. This focused on the relationship between the city administration and informal waste sector and highlighted opportunities to support the goals of the pilot and the needs, challenges and barriers to informal sector engagement with the city.

This assessment entailed engaging informal waste sector workers, as well as city staff and other stakeholders, in several workshops and a focus group. These sessions identified existing gaps and challenges, elevated opportunities and enablers, and increased understanding of the roles that city, regional and national groups can play in strengthening the city's engagement with informal waste sector workers.

This needs assessment was undertaken in a way that was new to the city. It demonstrated the power of inclusion and of hearing directly from waste workers from all parts of the waste value chain. This enhanced the capacity and commitment for collaboration among city and informal sector groups that, prior to these sessions, did not exist. It further showed the informal waste sector that the city recognises their contribution

and is prioritising their voices as they develop plans and policies for the future.

During the workshops, informal workers explained that previously their relationship with the AMA was 'not good' but now 'it is getting better': 'there is some improvement in how they relate to us'; 'we want to be fully integrated'. They attributed the improvement to the willingness of city leadership to work with them to make the city clean.

Alongside these important intangible outcomes, the formal results of the assessment have been published in a report called 'Strengthening city-informal waste sector collaboration for climate resilience (A needs assessment report)'. This report details the barriers to relationship building and the actions that the next phase of the programme can take to deliver its ambitions. It explains the findings of the needs analysis and makes recommendations.

**"Following the recommendations of the needs assessment report, the administration plans to allocate concession and waste contracts to informal city cooperatives."**

— Elizabeth Sackey, Mayor of Accra

The GGND pilot utilised the findings from the needs assessment to develop capacity building and training workshops for informal waste sector workers and city urban planning stakeholders.

The session for informal workers focused on increasing their organisational capacity and knowledge of relevant city bylaws, thus providing them with the means to relate to the city strategically. The training for city urban planning stakeholders built their capacity on inclusive urban planning and encouraged them to critically reflect on the place and process of including the informal waste sector.

The needs assessment and capacity-building sessions supported the creation of a safe space to facilitate city-informal waste sector discussions. The city is witnessing an enhanced understanding of the position of the informal waste sector in delivering inclusive climate action, and a better understanding of the opportunities for strengthening city-informal waste sector collaboration.



Credit: C40 Cities



In addition to the inclusion of the informal waste sector in the needs assessment and capacity-building sessions, the recently elected mayor of Accra hosted a meeting with the sector's leaders in April 2022, strengthening the relationship with the informal sector and further increasing trust. This gesture demonstrated that the mayor herself is prioritising their issues and voices.



**Through the pilot, we have come to understand that the city is keen to integrate informal waste actors into their waste service contracts at the next renewal. This was unimaginable previously.**



— Lydia, Bamfo, Chairperson, Borla Taxi and Tricycle Operators' Association

Another aspect of the GGND pilot included increasing inter-agency coordination over informal waste sector inclusion to align the informal sector's goals with the regional and national climate agenda. As part of the GGND pilot, C40 assisted the AMA in hosting a high-level inter-agency roundtable dialogue on how to improve waste management, with a focus on gender and social inclusion, and a call for inter-agency collaboration to drive political will on climate change.

This was a first-of-its-kind roundtable focused on informal waste sector inclusion. It gave voice to a wide range of stakeholders including national, regional and city government, civil society and the media. At the session, the mayor of Accra expressed the city's commitment to advancing the inclusion of informal waste actors in its solid waste management targets, to achieve the goal of the city's resilience strategy and CAP. She also voiced commitment to working with C40 Cities in creating and promoting a lasting partnership with informal waste sector actors. The assembled group agreed on the importance of city-led inter-agency collaboration for waste service delivery and informal waste sector engagement and the need to synchronise city bylaws to ensure that the integration does not happen in silos.

As a result of this roundtable, C40 is consulting with the city to develop a strategy to implement the recommendations for a joint city unit/working group for informal waste sector

integration for waste optimisation. C40 is also collaborating to further specific actions developed from the roundtable. These include informal waste sector inclusion in regional and city-led initiatives, and integrating the informal waste sector into upcoming/planned city and regional waste management infrastructure projects and policies.

Finally, the GGND pilot is working on a policy framework to serve as a guide for policy development in Accra. This will reflect all of the elements required for informed and inclusionary policies and will highlight the needs of the informal sector including safeguarded livelihoods, social protection, fair income, and awareness of issues around migration and gender. Additionally, the pilot is facilitating active collaboration across city silos, promoting the mainstreaming of inclusive climate action in the city. The delivery of the pilot also provided an opportunity to bring together key civil society voices, helping to increase awareness



Credit: C40 Cities



and strengthen advocacy on informal sector engagement in Accra.

In addition to all of these milestones, over the course of 2021 and 2022, the pilot has participated in seven peer-to-peer working sessions as part of the C40 Inclusive Climate Forum's Strengthening Collaboration with Informal Workers peer city group.

The knowledge sharing culminated in a three-day Inclusive Climate Action Academy in Accra in November 2022, focused on upscaling the integration of community-driven solutions in the delivery of key services with an emphasis on the inclusion of informal workers. The City of Accra shared their know-how as part of an Academy on how to deliver a needs assessment so that peer cities Rio and Lagos could learn from Accra's experience and adapt the methodology to their local contexts. Both peer cities expressed their appreciation for the in-depth knowledge transfer and left the academy with enhanced knowledge on engaging, collaborating with and integrating informal workers in climate action delivery.

### Output for global action

Utilising the lessons from the GGND pilot in Accra and other cities in developing economies, C40 has published a research paper titled [Just Transition Applications in the Informal Waste Sector](#). This paper has implications for global action across developing economies, where about 80% of the workforce is in the informal sector.

The paper highlights the importance of the informal sector in the just transition discourse. It showcases compelling and transformational actions cities can take to reduce climate inequities and help build climate resilience in the informal waste sector. It is C40's hope that this paper will be used by many developing economies that rely on informal waste workers to lower the risks of climate change – both to themselves and to their

municipalities as a whole. In so doing it is further hoped that informal workers themselves benefit economically and socially in the spirit of a just transition. This knowledge product is extremely relevant to countries in the Global South and serves as a counter balance to the body of knowledge on the just transition discourse that primarily reflects the Global North.

Meanwhile, the process used in the needs assessment carried out in Accra and other cities is readily adaptable to other contexts and has already inspired a similar process in Rio de Janeiro. Similarly, the policy framework being developed will provide a guide to developing policies that impact the informal waste sector. It will be applied first in Accra and could be adapted for use in many other cities.



Credit: Qlenka Kotyk-Unsplash



## Los Angeles

### The GGND pilot in Los Angeles is taking on the transition away from the local fossil fuel industry and oil wells to greener sources of energy and jobs.

LA County is home to about four million people, and thousands of active and inactive oil wells. They're hidden in plain sight across the county, beside schools, fast food drive-thrus, office buildings, and residential developments.

In September 2021, the LA County Board of Supervisors unanimously voted to ban new oil wells and evaluate the status of existing ones. This signalled a major change in attitudes around climate change, particularly since there have been decades of tension over the role of oil drilling in and around Los Angeles.

While this is a great step forward, until all wells are properly decommissioned and closed up – a project that could easily



take decades and billions of dollars – Angelenos will continue to live with the effects of sharing their communities with these wells. And the reality is, people of colour in LA County are disproportionately impacted by the pollution caused by oil drilling. All told, the Natural Resources Defence Council tallies that 600,000 people in LA County live within 762 metres (2,500 feet) of a well.

At the same time, more than [115,000 LA County residents](#) depend on the oil and gas sector for their livelihoods. Transitioning these workers to green jobs requires a strong and just plan along with stellar execution.

Enter C40's GGND pilot in LA. This project supports the City of Los Angeles to engage in and take on the co-chairing of the Just Transition Task Force, a joint city and county partnership that focuses on workforce, well remediation, decontamination and securing funds to implement LA's greener vision for itself. The task force includes representatives from industry, unions, academia, labour, city and county government, subject matter experts, tribal nations, and environmental justice organisations.



**We know that we cannot tackle the full depth and breadth of the climate emergency without confronting the interrelated challenges of inequality and injustice. Thousands of residents live in close proximity to oil wells throughout our city. But the toxic effects are not evenly distributed, with disadvantages in communities of colour and low income communities who bear the brunt of environmental impacts. That's why earlier this year, we finally passed a directive to ban oil drilling throughout our city. And through the generous support of C40, we're now able to bring significant new resources to the Just Transition Task Force that we established with our partners from Los Angeles County, ensuring that we're providing our stakeholders with the data, the evidence, the transparency that they deserve as we move forward with ending urban oil drilling and helping to transition impacted workers.**



— Mayor Eric Garcetti

Working with the task force, the GGND pilot in Los Angeles has achieved significant milestones, convening diverse stakeholders and commissioning several knowledge products. As part of the GGND pilot, the city of LA is now working with the county and has expanded the remit of the task force, so it covers a wider range of topics than it had prior to the collaboration with C40. The broader 'just transition' mandate includes, for example, green skills and workforce development. The task force prioritises the welfare of transitioned workers and frontline communities. It is responsible for developing a plan of action with stakeholder buy-in for site closure processes and workforce opportunities for displaced fossil fuel workers, which will provide workers with a clear pathway to continue to advance their careers.

One of the first initiatives of the GGND pilot in Los Angeles was the engagement of a consulting firm, Intelligent Partnerships, to support the county and city in conducting primary research with oil extraction workers. The research assessed the impacts on these workers and provided a framework for a just transition that supports them and their communities as oil drilling and extraction is phased out in LA. The Just Transition Task Force helped to inform and define the scope and focus of this research, paying particular attention to racial, gender and economic equity, and to identifying the resources and support measures necessary to provide these workers with a just transition away from fossil fuel extraction.

## Listening sessions with oil extraction workers

A key element of the research was worker outreach. This was carried out in close partnership with impacted employers and unions to ensure that workers and their representatives were able to share their stories, experiences and recommendations for an equitable transition.

The consulting team and task force held listening sessions with oil extraction workers to gain a deep understanding of the situation they faced, for example their current

employment status and their priorities and needs for transition to other sectors. These sessions included 176 oil extraction workers, covering more than 26% of the approximate total number of oil extraction workers (664).

The team was careful to ensure that this community engagement came from a place of compassion and care for workers, their families and their communities. This was essential to receive frank and open feedback from the workers. They in turn were pleased



to share their points of view and felt reassured that their voices matter and that they can be part of the solution. This served to humanise the process and synchronised the priorities of the task force and the workers.

Task force members' participation in these sessions was essential for the task force to better understand workers' needs, their perception of the transition, how it affects/will affect them, and what support they need to protect their livelihoods. It provided task force members with fresh ideas,

new perspectives and a collaborative approach to delivering a fair transition in LA. The listening sessions helped achieve buy-in and partnerships with the impacted workers, which will be essential for successful implementation of the just transition strategy.

This work culminated in the publication of a report on the state of fossil fuel extraction workers in LA County. This report will serve as a guide as the city develops policies and processes to transition these workers to other jobs.

“It’s very important that workers are included in the fossil fuel phaseout. If you’re not at the table, then you’re on the menu. So you need to be there when these discussions are made ... Probably right now, the biggest piece is that they have folks come down to interview folks that do the jobs right now and where they’re at and what it is they do. How many folks are close to retirement? How many folks just started homeownership? Are they sort of the sole support for their family? All these questions to get a better idea of who it is that needs help.”

— Norman Rogers, task force member and second VP of Steelworkers Local 675

The community engagement discussed here included not only workers directly but also unions. In Los Angeles, local unions had been very critical of the Green New Deal as they did not feel that they have been properly engaged and involved. In fact, prior to the GGND pilot there was no relationship between the city’s climate agencies and organised labour. Now, the city’s Climate and Sustainability Department is actively engaged with local and national unions, improving relationships with key local stakeholders

and setting a strong basis for potential joint funding applications and collaborations.

Another key milestone in the pilot was the publication of two reports: *The State of Fossil Fuel Extraction Workers in Los Angeles County*, which is referred to above, and the *Los Angeles Public Infrastructure Spending Job Opportunities Assessment*.

The first of these reports, on the state of the fossil fuel extraction workers, provides an overview of Intelligent Partnerships’ findings from research with oil extraction workers in LA. It includes detailed ‘worker profiles’ that map the knowledge, skills and abilities of categorised occupations to other employment opportunities in the Los Angeles area. Finally it outlines potential strategies and enabling partnerships; provides planning, cost and timeline information; and highlights opportunities to leverage and coordinate funding from different sources to facilitate a just transition from fossil fuels and to inform the task force’s strategies for implementation.





The second knowledge product derived from the LA GGND pilot is an assessment of public infrastructure spending job opportunities. It provides stakeholders and policy-makers an understanding of the feasibility of transitioning oil extraction workers into jobs related to key public infrastructure initiatives of the city and county. It further offers short-term and longer-range considerations to foster equity and parity for workers in oil extraction occupations as they transition out of the fossil fuel sector.

These knowledge products directly informed the [Just Transition Strategy](#), which was published in December 2022 reflecting the groundbreaking work delivered by the the City of LA, LA County, the Just Transition Fund and a diverse set of actors as part of the Just Transition Task Force. It is the first just transition plan for oil extraction workers in the US setting out actionable recommendations to ensure a just transition for workers impacted by the phase-out of oil drilling and extraction.

The LA pilot has benefited from the reports and case studies from other C40 partner cities and vice versa. The team in Los Angeles presented on the Just Transition Task Force as part of a C40 webinar series on city-led innovation in inclusive climate governance.

## Outputs for global action

The Just Transition Task Force, an inclusive group of decision-makers assembled to work on this initiative, has been essential to the progress made in Los Angeles. This type of leadership could be leveraged in many other cities. The LA task force includes representatives from local communities, labour unions, tribal nations, and environmental justice organisations. This ensures that these groups can directly shape the planning – and later the

implementation – of the just transition strategy so that it helps redress historic injustices and prevent future ones.

The transition away from fossil fuels to clean energy will not be successful unless everyone can benefit and not be disadvantaged by negative impacts. This requires inclusive, multi-stakeholder planning and partnerships, which is why the LA Just Transition Task Force was set up. Since the engagement of this task

force, there are greater levels of trust and support for local just transition plans from critical stakeholders represented in the task force.

‘In developing the composition of the task force, we in LA City teamed up with our counterparts in LA County and partnered with the Just Transition Fund. We strategically developed a roster of key stakeholders, many of whom do not see eye to eye on the fossil fuel transition. But having all of these voices at the table is necessary to uncover real issues and identify the most promising just transition strategies that are compassionate to all parties involved. And so, despite differing perspectives and lived experiences, the common thread among all the stakeholders was

ensuring that workers and communities are heard and treated with respect. This is no longer hypothetical. The fossil fuel transition is upon us and we’re breaking new ground here.’ Lauren Faber, chief sustainability officer, city of Los Angeles.

The task force has a clear mandate and structure including a planning team and subgroups. They also have clear roles and timelines, as well as defined feedback and decision-making processes.

It is C40’s hope that this exemplary and inclusive power and accountability structure can be replicated in other cities and that doing so will result in more comprehensive and just actions to combat climate change.



Credit: C40 Cities





## The GGND pilot in Warsaw is helping households transition to renewable and energy efficient heating systems to meet their climate goals, improve air quality and reduce energy poverty.

The influence of the Soviet Union on the Polish economy and energy sector can still be felt today. Within this context, the national government has committed to removing coal from its energy systems by 2050. But according to the International Energy Agency (IEA), almost half of Poland's energy comes from coal with only 7% coming from renewable resources. The country's current plans will decrease coal capacity in 2030 by 31%, when in fact climate experts state that Poland needs to reduce coal capacity by 82% in 2030 to comply with a 1.5°C scenario. This was exacerbated when the Polish government, in the face of the energy crisis brought on by the Russian invasion of Ukraine, began offering Polish households subsidies for using coal. In contrast, the central

Polish region of Mazovia, home to Warsaw, has adopted a bold policy to ban coal-fired household heating in Warsaw by October 2023 and in the rest of the region by 2028. This was achieved as a result of strong campaigning from civil society organisations and the commitment of the mayor of Warsaw. The city of Warsaw thus faces the challenging reality of being more ambitious than its national government, while also playing its role as the heart of the Polish economy.

Warsaw's building stock was largely built during the country's 40 years of communism that followed World War II, during which 68% of its buildings had been destroyed. Therefore, most of its building stock is extremely energy inefficient and continues to be supplied by two state-owned heat and power plants over which it has no influence.

In Poland, there are an estimated 3 million coal- and wood-burning furnaces, which generate about 50% of total air pollution in the country. Warsaw previously had an estimated 11,400 of these stoves and has been successful in transitioning 4,300 households off them. However, the stoves that were replaced were either in households that can contribute to the cost of replacement or in communities/neighbourhoods that the city is able to access and that have been open to change. With 7,000 of these stoves still remaining in households across the city, the GGND pilot is focussing on the poorest, low-income areas that are either not receptive to government support, need 100% of the cost covered by the city for replacement or are hard to reach and/or are off grid.

This challenging reality of poverty and need is further complicated with Russia's invasion of Ukraine, coupled with the rising fuel prices and the receipt of 300,000 Ukrainian refugees since February 2022. Many of these refugees are women, children and elderly people who tend to be among the first to fall directly into poverty.

But even with this complicated national and historical landscape, Warsaw's city government and Mayor Rafał Kazimierz Trzaskowski realise the existential threat of the climate crisis and the strong processes of environmental degradation that may affect citizens' life and health. That is why Warsaw has committed to becoming a climate neutral city, fair and prosperous for everyone with a modern, resource-efficient economy.



To help tackle the rising levels of energy poverty in the city and meet their ambitious goals, the city of Warsaw as a C40 Global Green New Deal pilot city, is undertaking energy audits in targeted low-income homes in support of the city's wider approach to phasing out coal, reducing energy poverty and implementing a just transition. The pilot project was orientated around the 200 poorest households, with a focus on the residents of single-family houses. The average monthly income of participants' households was below 518 USD for a single-person household and below 370 USD per person for multi-person households. Every building in the pilot was old, energy ineffective, and fired by coal and/or wood.

The initial main activities of the project used a metric developed by the Warsaw city government to identify the participants for an initial 35-household outreach. Outreach workers were also tasked with maintaining records of other qualifying households in order to achieve the goal of engaging 200 households. A key innovation of this programme was the pairing of trained energy advisors with social workers, leveraging the latter's deep institutional knowledge of where impoverished residents live.

Through the pilot, the city has completed the assessment of 35 homes in the lowest income neighbourhoods and is aiming to conduct audits in a total of 200 homes in the near future. The audits help the city assess the size of potential investments needed and possible energy savings from stove replacement and retrofitting projects. This is the first time the city has been able to conduct such an in-depth study with low-income households, and the ambition is to refurbish the 200 houses to increase their energy efficiency and make at least 160 of those houses coal-free. Additionally, the city intends to work with the 200 households to build their understanding of energy efficiency. This work is coupled with the 'Stop Smog Campaign' in which the city of Warsaw, in conjunction with civil society groups, is doing both energy and social service outreach to ensure that Warsaw's poorest residents benefit from the improved indoor air quality that can result from the pilot.

**“ Low-income populations will likely suffer the most from adverse effects of climate change. That is why in Warsaw we intend to put their needs in the centre of our ambitious climate policy. We have been preparing a dedicated programme of fuel exchange, from high-emission solid-fuel stoves and boilers, to renewable energy. We will also support this group of Warsaw citizens with financial support, to make sure they are not left behind in Warsaw's green transition. ”**

— Rafał Trzaskowski, Mayor of Warsaw

Warsaw city government worked with civil society groups such as Anti Smog Alert to form the Stop Smog Campaign, creating a groundswell of support for the programme and making it easy for residents to connect their newly retrofitted heating systems with climate action. But according to one Warsaw resident who benefited from the programme, some of the greatest advantages of being part of the programme were the reduction of his heating bills and the improved air quality in his home.

Moving forward, Warsaw city government will continue to provide 12 months of technical assistance to 35 families that have received retrofits. And they will continue to work towards the goal of moving 200 households off coal and into more energy-efficient heating technologies such as heat pumps. The city of Warsaw will also promote these successes to gain more funding from both the Polish government and the European Union to continue this work. Moving forward, they will continue to analyse the results to provide conclusions and recommendations for future energy retrofits as well as tackling the larger issue of energy poverty.

Although the audits were a huge win locally, Warsaw is also primed to contribute to the global dialogue of energy poverty. With assistance from C40 and consultants, the city is developing a research paper on 'Socio-Political Analysis on Energy Poverty.' This paper will be a major step forward for Warsaw to truly understand energy poverty, who suffers from it the most, and how to successfully lift Warsaw residents



out of this situation. The analysis will provide Warsaw with critical insight on the entry points and policy measures they can use to engage those most vulnerable and provide them with all the support they need to switch to clean heating. As of the writing of this report, a team of local consultants are conducting the research, which will be presented to the city and C40 in November 2022.

## Public-private outreach campaigns

The city of Warsaw was able to partner with Polish Smog Alert, which already has over 50 local initiatives country-wide. These local initiatives fight air pollution and advocate for clean air in neighbourhoods. By working with local governments, like the city of Warsaw, Polish Smog Alert works to convince local residents that cleaner forms of heating such as heat pumps are a better alternative to coal and wood burning furnaces.

To show their support of the Warsaw chapter of Polish Smog Alert, the city of Warsaw made its advocates an active part of the work to jointly create the 'Stop Smog' campaign. This partnership resourced city

government social workers and energy advisors with the information and outreach they needed to overcome any scepticism of this 'government programme' and allowed them to directly connect with residents to show how these changes would benefit their everyday lives, their communities and their environment.

**'I like the Stop Smog programme very much because it is a big support. There are big benefits since it results in lower bills, and above all – cleanliness.'**

— Roman Grzymala, beneficiary of the Stop Smog programme

The city of Warsaw benefited greatly from being a part of the C40 Inclusive Climate Forum's Energy Poverty and Community Resilience Peer Network, along with Barcelona, Buenos Aires, Salvador, Paris, Seattle and other Polish cities. Warsaw was able to learn from other peer cities in the network, showcase the city's climate leadership, and identify global best practices to nurture its climate action approach with a focus on low-income populations.

A major opportunity for Warsaw was their attendance at the fourth peer group working session titled, 'Tackling Energy Poverty and Building Community Resilience' in November

2021. This working session focused on trying to answer the questions of what works and doesn't work when informing, engaging and building, as well as how to increase ownership among youth, elderly and indigenous communities in tackling energy poverty, promoting an energy transition and building community resilience.

Warsaw's progression through this peer working group was on full display when Magdalena Młochowska of Green Warsaw spoke at the May 2022 Inclusive Action Academy in Barcelona on a panel titled, 'Tackling Energy Poverty: From Local to Global Action'. Warsaw also increased its collaboration with peer cities when it presented a workshop with Barcelona, a city also heavily focused on addressing energy poverty.

“

**During the meeting organised by C40 as part of the Inclusive Climate Action Academy, we shared knowledge and practice on how to properly address the challenges of energy poverty in cities. We talked, among other things, about the scale of the challenge, the definition of poverty, barriers faced by cities, tools to help in this area, and what changes are necessary to be introduced now.**

**Fighting energy poverty is extremely important for Warsaw, especially in the context of improving air quality and implementing the assumptions of the anti-smog resolution in Mazovia. The challenge is even more difficult given the uncertainty surrounding the war in Ukraine, limited availability of raw materials and rising energy prices.**

”

**Our goal is to solve this pressing problem as soon as possible, but in a fair and sustainable manner.**

— Magdalena Młochowska, Director of Green Warsaw

In 2023, the City of Warsaw continued demonstrating leadership in addressing energy poverty and sharing knowledge and best practices with peer cities, through the ICA Forum's Global Green New Deal European Pilot peer group. Through a series of online peer learning sessions, Warsaw, Barcelona, Milan, Rotterdam, Lisbon and Paris



shared their respective policies and programmes addressing energy poverty and the various equity challenges and opportunities that emerge in the European context. Each online session built upon the work of the previous, and ultimately culminated in a three-day Inclusive Climate Action Masterclass entitled ‘Accelerating action that lifts frontline communities from energy poverty’, held in the city of Warsaw in May 2023.

Warsaw is sharing their achievements and programmes with the world, as well as working with and learning from other Polish cities to take progressive measures to address the climate crisis. Warsaw has worked with C40 on a number of key pieces of research and further knowledge-sharing initiatives.

Although Warsaw was not profiled in C40’s 2021 Exploring the Just Transition in Europe research publication, Poland’s need to transition coal workers into well-paid jobs in clean energy was highlighted in the paper’s profiles of the cities of Walbrych and Rybnik. Research such as this helps a city like Warsaw see that they are not alone in their climate fight and that neighbouring cities and regions are also committed to innovative climate change solutions.

### Outputs for global action

Capitalising on international and C40 support of Warsaw’s GGND pilot, the city has unlocked additional funding for the ‘Stop Smog’ campaign to transition households off wood- and coal-burning stoves. The city expects to have a total budget of 2–4 million euros (USD 1.9–3.8), covered partly by national government funding, to expand the pilot. It aims to initially transition 200 homes off these stoves, followed by outreach to the remaining 7,000 homes that need to be transitioned.

Warsaw is also taking the extraordinary, yet imperative, step, of creating a city-wide definition of energy poverty. This definition will be informed by their work with the C40 ICA Energy Poverty and Community Resilience Peer Network. This Warsaw-centric definition will be a major step to identifying the communities that are living with energy poverty and to ensuring that those who need the most assistance to transition off fossil fuels will have their needs met.



## South Africa

**For years, South Africa has been one of the world’s top producers of coal, an energy source that powers about 80% of the nation’s processing. The coal industry produces more than 300 million metric tonnes of coal annually, and employs nearly 100,000 individuals.**

A significant portion of South Africa’s 60 million inhabitants know, and financially rely on, someone working in coal mining and processing.

Now, South Africa is at a crossroads. Sulphur dioxide and nitrogen dioxide hang in the hazy air like a heavy blanket, polluting the air people breathe, and soot covers rooftops for miles around power stations. Communities across the



country are experiencing respiratory illnesses such as asthma because of their proximity to coal mines and plants.

At the same time, South Africans have long dealt with scheduled and rolling black outs and power shortages, also known as load shedding. This is only partly due to the fact that the country isn't producing enough coal to meet electricity demands; infrastructure also plays a big role. Load shedding carries with it major economic downsides, from reduced business capacity to lost job potential. South Africans want a better quality of life and a better future for themselves and their children.

At COP26 in November 2021, it was announced that the US, Germany, France, the UK and the EU would supply USD 8.5 billion over the next three years to help South Africa quit coal – funding that would help decommission coal plants and replace them with renewable energy, while also reskilling employees who leave the energy sector altogether. The GGND pilot project in South Africa has played a role in convening cities to engage with the Presidential Climate Finance Task Team (PCFTT), which is leading the process and developing an investment plan for the USD 8.5 billion. Through the pilot, C40 has supported the South African Local Government Association (SALGA) to call for a portion of the finance to be allocated to local government, through a dedicated bidding window for municipalities. C40 has also supported SALGA to develop recommendations to the PCFTT on how to ensure that cities and municipalities more broadly are able to utilise the investment to support a just transition at a local level.

Creating a viable and inclusive energy transition for South Africa is the crux of C40's GGND pilot in five South African cities. In Cape Town, Durban, Ekurhuleni, Johannesburg and Tshwane, C40 is collaborating with local actors to kickstart a just transition away from coal and other fossil fuels towards a cleaner power infrastructure. C40 is also supporting just transitions in several socio-economic and essential service areas including transport, waste management and flood protection. C40 is continually working with the five South African pilot cities – as well as the national government – to make an equitable transition away from coal, to a greener

environment where households' personal finances and larger economies prosper. This work is focused on improving South Africans' quality of life, while also bringing better and safer jobs to local communities.

**“ The situation is dire. Green jobs provide a meaningful solution to the urgent issues of poverty and inequality by offering employment opportunities which are secure, pay a fair income and offer safe working conditions. Through the implementation of green jobs, we could create a domino effect that transforms the living conditions and quality of life of Johannesburg citizens ... We can tackle energy poverty and end rolling blackouts.**

**We can improve air quality, expand public transport, and reduce the risk of floods and droughts. We can achieve this whilst tackling the climate crisis. It's a win-win.**

— Dr Mpho Phalatse, Executive Mayor of Johannesburg and C40 Vice Chair

In 2021, C40 held three workshops bringing together leadership figures from the five pilot cities and a diverse set of key stakeholders. On-the-ground organisations such as Youth@South African Institute of International Affairs, WWF South Africa, and the Congress of South African Trade Unions (COSATU) played a prominent role at the second workshop.

The first workshop was held virtually in March 2021. It introduced the topic of a just transition and provided an overview of the global just transition movement. Workshop 1 was intended to support the creation of a common purpose for and understanding of the Global Green New Deal pilot implementation in South African cities, with a specific



focus on the concept of just transition. To achieve this, the workshop was designed to:

- Introduce cities to the topic of just transition in an international context and to the work of the Just Transition Centre.
- Present an overview of the work plan to the city teams for final endorsement and ensure that the planned activities and timeline are in line with the cities' own work plans and needs.
- Refine peer learning activities delivered through C40's ICA Forum and discuss possible peer cities.

The second workshop was held virtually in June of 2021. This was an extremely important meeting as it brought in representatives from the Presidential Climate Commission (PCC) and the Congress of South African Trade Unions to discuss the role of cities in South Africa's just transition. The fact that so many people were convened in the same room to have this conversation would prove pivotal in future action, as it positioned local government as a critical partner and implementer in South Africa's transition. Examining blind spots, organising priorities, and accounting for those who have been excluded from conversations around South Africa's climate transition were key topics of Workshop 2, and will continue to be a key component of workshop exercises. The feedback from this conversation was pivotal in developing the priorities for the C40 commissioned paper Exploring the Just Transition in South Africa.

The third workshop was held virtually in October of 2021 and was focused on gaining South African cities' feedback and input in order to collectively develop advocacy proposals on a just transition. These proposals will be presented to the PCC in order to ensure cities are better represented in just transition policies, programmes and plans. In this workshop cities:

- Reflected on the support required from national government to advance local just transitions.
- Collectively developed concrete asks to put forward to national government to advance just transitions in cities.

- Shared ideas to shape the research commissioned to support the asks.
- Decided on the best format for disseminating outputs and materials.

The larger outcome from this meeting was the development of a draft research report that included advocacy proposals to support city engagement with the national government on the topic of just transition. The report reflected feedback from cities and put forward specific requests for support from the national government. The second major development that occurred as a result of this meeting was a discussion later in October of 2021 with the SALGA, where it was agreed that C40 and SALGA would work closely together to influence the national plans and policies on a just transition and ensure that the voice of cities is heard.

As a result of the pilot, C40 and the pilot cities were able to strengthen their partnership with the Just Transition Centre and began collaborating with the centre's local affiliate, the Congress of South African Trade Unions (COSATU). COSATU was present at the just transition dialogue held as part of Workshop 2; it has been invited to comment on C40 research and has agreed to support the establishment of a local just transition commission in Ekurhuleni.

**“ The C40 work, we believe, is quite important to be able to assist us to achieve these means, for us to then get just transition projects and programmes at the level of the cities ... It's important that the cities work with multiple stakeholders ... It's important to take workers together with the cities on board when discussing plans and when discussing how those plans will be implemented so that you get the buy in from workers at the start of the programme. ”**

— Lebogang Mulaisi, COSATU

## Supporting a local just transition

With support from C40, the city of Ekurhuleni has initiated the process of establishing the first local Just Transition Commission among South African cities, tailoring it to the unique needs of Ekurhuleni residents, workers and business sectors. This initiative is being supported as part of the second phase of C40's Global Green New Deal Pilot project in South Africa. Lessons learnt throughout the process will be documented to be shared with other municipalities that may wish to replicate the process; in addition, feedback from the local commission will be shared with the PCC to feed into national plans and processes on a just transition. In Ekurhuleni, C40 has found an enthusiastic and ambitious city government to show how a just transition can work on a local level.

**“It is critical that job creation initiatives are also coupled with skills training to increase the likelihood of beneficiaries securing employment opportunities in the longer term. Such training opportunities must also be targeted towards groups most in need – women, the youth and previously disadvantaged communities. This is one way we can ensure that the transition to a green economy is just. Building a green economy not only creates opportunities for a better skilled and future proof workforce, it helps to tackle climate change, improve the environment and support livelihoods.”**

— Tania Campbell, former Executive Mayor of the City of Ekurhuleni

In July 2022, Cape Town hosted an Energy Poverty Dialogue that garnered great representation from municipal departments responsible for community awareness, informal settlements, electricity services, public housing, catalytic projects and resilience. The dialogue prompted a very rich discussion on how to coordinate better internally, improve engagement with communities, make use of city levers, and plan bulk services proactively. Five concrete initiatives were identified, ranging from communication campaigns with affected communities to improving internal coordination, upscaling public lighting projects in informal areas and quantifying the wider benefits of energy poverty alleviation such as improved safety, health and education outcomes.

The South African cities of the GGND pilot have been major contributors to global knowledge and outreach on the concepts of just transition and green jobs. In July of

2021, in conjunction with the cities in the pilot, as well as other regional stakeholders, C40 released ‘Exploring a Just Transition in South Africa’. Both C40 and the city stakeholders consider this to be the seminal first step to introducing the concept of a just transition to South Africa and to show on the global stage the potential for a just transition and green jobs in South Africa. The paper defined ‘just transition’ within a South African framework, provided the history and context for a just transition and also addressed the interests of various stakeholders (government, civil society, workers and business sectors), including the conflicts that can arise.

In March of 2022, in conjunction with South African city partners, C40 released a study on the impact of green jobs on the South African economy titled, [Creating Local Green Jobs in South Africa](#). This extremely impactful research made a compelling case for the important role cities can play on the local level for a national just transition. This research was informed by the Economic and Labour Market Assessments to Advance Local Just Transitions Workforce Equity Assessment, released in October of 2021 as well as individualised papers that focused on advancing a local just transition in Cape Town, Ekurhuleni, Durban, Johannesburg and Tshwane.

The launch of this research sparked media attention that exceeded both C40's and the pilot cities' expectations. It garnered 22 pieces of coverage across broadcast, print and online platforms, reaching an audience of nearly 20 million, including three broadcast interviews on CNBC Africa, Moneyweb Radio and SABC News – the largest public broadcaster in South Africa and the continent. Partner and civil society outreach was critical to the launch and included 350 Africa, Unicef South Africa, Youth@SAILA and the SALGA.

The announcement of this research was also accompanied by a powerful editorial by Johannesburg Mayor Mpho Phalatse, ‘How green jobs are bringing greater social and economic equality to Johannesburg’. This editorial was picked up by many Johannesburg media outlets and was published on C40's Knowledge Hub.



“ **Ensuring that local government has a seat at the table is critical. The pilot has helped to emphasise and advocate the role of local government in a just transition. C40 supported cities are better able to influence national policy on just transition and to engage with the Presidential Climate Change Commission.** ”

— Lebo Molefe, Director of Air Quality and Climate Change, city of Johannesburg

In addition to the profound impacts of the research and accompanying outreach materials produced through the South African GGND pilot cities’ work with C40 and other experts and stakeholders, these cities also greatly benefited from C40’s Inclusive Climate Action Forum activities, participating in a number of webinars series, the ICA Academy and the peer group on green jobs and a just transition.

and the executive director of the PCC committed to ongoing consultations with cities, agreeing to invite mayors to commission meetings and to recommend to national government that local government representatives be appointed to the commission. The recommendations presented by the cities were adopted and reflected in the final Just Transition Framework, released in July 2022.

In August 2022, the National Minister of Forestry, Fisheries and Environment, Barbara Creecy, approved the request for mayors to be appointed as commissioners on the PCC. The process of appointment is being led by the SALGA.

In September 2022, C40 and the GGND pilot cities were invited to contribute towards the development of South Africa’s Just Energy Transition Partnership Investment Plan, the landmark financing deal worth USD 8.5bn secured by South Africa at COP26.

This proved that regional engagement is just as, if not more, effective than working with individual cities on their own. This collective power of regionalising C40’s work, borne out of the South African GGND pilot, is now a strategic vision that C40 will look to replicate in other parts of the world.

Outputs for global action

In March 2022, C40 was invited to present at a roundtable on just transition held by the South African Local Government Association and National Treasury. A number of prominent stakeholders were present, including representatives of the PCC and other metropolitan municipalities.

In April 2022, South Africa’s Presidential Climate Commission released their Just Transition Framework, establishing a strategic plan for achieving a just and equitable transition to net-zero carbon emissions in South Africa by 2050. Although this was an exciting milestone, the important role of local

government and cities in particular did not feature strongly.

To address this omission, C40 and the SALGA supported the GGND pilot cities to prepare a joint-submission to the PCC, recommending ways to strengthen the Just Transition Framework by elevating the role of cities and urban just transition issues. The submission was officially endorsed by all five pilot cities and submitted to the PCC Secretariat on the 29th of April.

In May 2022, cities presented their recommendations to the PCC. The recommendations were well received,



Credit: C40 Cities

# Knowledge sharing and advocacy



Peer-to-peer learning



Research produced



Mayoral leadership and advocacy



## Peer-to-peer learning

**To ensure a greater reach of lessons learned from the GGND pilots, and to support cities in their growing desire to implement inclusive climate action, C40 launched the Inclusive Climate Action Forum in May of 2021.**

The goal of the forum is to ensure that lessons and experiences on implementing inclusive climate action are shared globally. Thirty-one cities across five global regions have joined the forum, including all nine cities from the GGND pilot initiative. These cities take part in peer-to-peer exchange, mutual support and learning, with opportunities to build capacity and identify best practices, common opportunities, challenges and new approaches in the delivery of better inclusive and equitable climate actions that ensure climate programmes and policies are socially just.

The ICA Forum facilitates peer-to-peer learning through city peer working groups formed around specific workstreams



tailored to the GGND pilot priorities; for example, on tackling energy poverty and building community resilience; on delivering green jobs and a just transition; and on strengthening partnerships with the informal waste sector.

These different peer working groups open up regular spaces for deep dives and more intimate city-to-city interaction and learning. Deep dive sessions give pilot and peer cities a safe space to explore practical and technical challenges that they face in connection with delivering inclusive climate action and to provide each other with recommendations and advice. The requested ‘commitment’ when cities are first engaged as a peer city is to meet 5–6 times over six months; however, the number of sessions for a particular group is defined on a case-by-case basis when the peer learning work plan is co-developed among cities.

To leverage the collective knowledge, experience and challenges of these groups, each working session is organised to achieve the following:

- Share progress on the delivery of local actions.
- Identify knowledge gaps and explore common challenges.
- Receive updates from the ICA Forum related to pilot- and peer-city tailored activities.

Each peer city group journey is concluded with the delivery of a co-designed ICA Academy that takes place in person and is hosted by one of the cities in the group. The peer groups also act as a pool of potential future pilot cities – and as a mechanism to prepare and build their team capacity to integrate equity and inclusion into their work, which can then be put into practice if and when cities become pilots. This approach was applied by the city of Rio de Janeiro, which started as a peer city and has recently become a pilot city for C40’s green jobs work.

Pilot, peer and any other member cities of the ICA Forum have access to a private platform on the C40 Knowledge Hub where they can stay updated on events, shared resources and emerging knowledge from the city peer groups and other emerging themes of interest in inclusive climate action, such as delivering inclusive food systems, climate and migration, aligning climate finance and equity, shared governance,

and universal accessibility. Demonstrating the power of the Knowledge Hub, a delegate from the city of Toronto relayed this message to C40 staff, ‘I look forward to seeing the Austin slides, which I will be sharing with a number of people across various agencies in Toronto and in Ontario as an example of best practice’.

Emerging themes, identified by ICA Forum member cities, that move beyond the focus of the GGND pilots, are explored in more depth through the ICA Forum Webinar series. These are online engagement sessions shaped around a specific challenge or question such as ‘How can cities institutionalise inclusive climate governance?’ or ‘How can cities deliver climate action that benefits people of all ages and abilities?’ Webinar series are made up of a number of online presentations taking place over a number of days, to tackle each challenge from different entry points and therefore provide a holistic peer learning experience. Each session can be made up of contributions from cities and/or experts and/or civil society voices presenting practical approaches to driving inclusive climate action at a technical and/or political level.



Credit: C40 Cities



To be equitable, webinars are hosted in the morning and the evening of a specific time zone so that they can accommodate the entire world. If a city can't join a webinar at all, the webinar is posted in the online knowledge hub platform where cities can access the presentations and recordings. The pan-disability inclusion and accessibility theme was in part inspired by the delivery of the ICA Academy in Barcelona, where C40 needed to accommodate a deaf attendee. This elevated awareness around the need to ensure people of different abilities are able to benefit equitably from the forum's peer learning spaces.

Every city in the ICA Forum is invited to participate in the online platform and the global webinars. However, when a city shows a deeper commitment to investing their staff and resources, demonstrates political commitment to delivering on key ICA issues, and/or is rewarded technical assistance as a GGND pilot city, the city then 'graduates' and becomes a leader of a peer city group.



## How do peer group cities benefit from the ICA Forum?

### Inform

Sessions explore more complex lessons from city experiences on the ground. Inputs from experts and civil society movements during these sessions help enrich the knowledge building process and strengthen their legitimacy as guidance to driving inclusive solution building. These lessons inform the continued development and improvement of C40 resources. Improved resources are then shared among the global ICA Forum membership.

### Build

Sessions are defined and designed following the iterative learning process of the pilot and peer cities. As capacity is

built, the sessions are adapted and refined to respond to the necessary level of depth required by the pilot and peer cities.

### Inspire

Sessions present an opportunity for pilot and peer cities to provide updates on the progress of their actions, demonstrating what is possible and incentivising each other to explore new approaches, mechanisms and voices to engage with in climate action planning and implementation.

### Amplify

Sessions can also be used as a platform to explore opportunities to catalyse and drive the future implementation of local GGND pilot initiatives.

At the culmination of a peer city group learning journey, cities convene for an ICA Academy hosted by one of the GGND pilot cities, lasting two to three days. These academies provide cities with exclusive ICA training resources, access to dialogue sessions with experts and civil society partners, and thematic site visits in cities around the world.

All academies are designed with the purpose of establishing a common and thorough understanding of how to design and deliver climate actions that are inclusive and equitable. To do so, the activities, dialogues and field visits that make up each academy centre around three pillars: 1) inclusive stakeholder engagement, 2) inclusive policy and 3) inclusive and equitable impacts. Tailored content is developed based on the needs of each city group participating in the academy.

This tailored content dives deeper into the practical and political implications for each of these pillars, focused on overcoming critical socio-economic barriers in the delivery of specific climate actions.

### The Energy Poverty and Community Resilience Peer

**Group** was directly influenced by the work that GGND pilot cities Barcelona and Warsaw were doing to address energy poverty in their pilots. Their group was joined by Seattle, Paris, Buenos Aires, London and Salvador. Decarbonising and promoting energy efficiency in low-income homes within a context of a growing energy crisis is a significant challenge for cities at the frontline. So this group was formed to focus on sharing knowledge and lessons on how to approach this challenge while tackling energy poverty and promoting an energy transition.

Increasing the resilience of vulnerable and marginalised communities is a critical ambition for all cities. This group discusses mechanisms to increase equity through climate actions that reduce energy poverty and improve the thermal comfort of the most vulnerable populations in cities facing episodes of extreme temperatures.

The Energy Poverty and Community Resilience Peer Group held six workshops from May 2021 to February 2022. This culminated in Barcelona hosting a three-day Inclusive Climate Action Academy in May of 2022, focused on tackling energy poverty, supporting a just energy transition for low-income families and building community-wide resilience

in the face of crisis. This academy enhanced delegate knowledge on intersectional, inclusive solutions to tackle energy poverty, deliver a just energy transition and build community resilience. It provided access to unique resources and opportunities to meet with professionals and share knowledge and experiences in delivering these solutions.

A delegate from the city of Paris modelled the impact of the workshops by saying, ‘I am coming back to France with the firm intention of changing our national definition of fuel poverty defined in France in 2010. The definition must take into account all the indicators, not just the level of income, the rate of effort to pay his energy bills and feel cold. We are going to change this definition in Paris, hoping to influence the national definition.’

The Energy Poverty and Community Resilience Peer Group and Academy benefited cities that were not taking part in the GGND pilot, especially in regions not represented by the pilot, such as South America.

When the Energy Poverty and Community Resilience group first started, Buenos Aires was hesitant to join. But after GGND pilot cities Barcelona and Warsaw both took on the issue of energy poverty,

Buenos Aires gained the insight from peer learning that energy poverty was very important to their local just transition. The peer group and academy strengthened the city’s engagement.

**“Thank you for helping us ‘internalise the issue of energy poverty.’”**

— City of Buenos Aires

**The Global Green New Deal European Pilot Peer Group** carried the torch on the topic of energy poverty in 2023, bringing together the cities of Warsaw, Barcelona, Milan, Paris, Rotterdam and Lisbon via online sessions to discuss the design and implementation of projects, policies and programmes to combat the growing issue of energy poverty within Europe. During the sessions, cities were invited to share best practices to inspire each other to drive policy changes and actions for the implementation of [C40’s Energy Crisis 10-point Plan](#) in an inclusive and equitable manner. This

included a focus on how to successfully engage a range of stakeholders on the topic of energy poverty, from energy-poor residents in need of relief, to city officials in departments such as social housing whose support is often essential to implement retrofitting programmes. The online sessions culminated in an in-person Masterclass entitled ‘Accelerating action that lifts frontline communities from energy poverty’ held in Warsaw in May 2023.

The Masterclass brought together delegates from the city peer group to discuss best practices for multi-stakeholder engagement in implementing the 3 Rs (relief, retrofits, and renewable energy) of the [C40 Energy Crisis Plan](#) in an inclusive and equitable way. The event put a spotlight on Warsaw’s work and showcased the city’s success in retrofitting energy-inefficient buildings and supporting low-income residents to switch from coal to heat-pumps as their main source of energy. During the Masterclass, attendees took part in site visits to retrofitted social housing buildings within the city where they engaged directly with local residents and saw first-hand the transformative impacts the city’s programmes are having on communities.

City delegates attending the Masterclass provided overwhelmingly positive feedback on the event, with 79% stating that their knowledge and confidence with principles such as “Inclusive community engagement” and “Inclusive and Equitable Impacts” had been improved. A city delegate from Paris summarised the feelings of the group when saying *“The workshops were fluid, the interactions between cities were interesting, the presentations of Warsaw had been particularly worked to show what are the blocking points, the (site) visits make it possible to touch with the finger the transformations made”*.

**The Informal Workers Peer Group** meanwhile helped share the lessons of the GGND pilot in Accra, joined by peer cities Rio de Janeiro and Lagos. Over the course of nine working sessions, this group shared knowledge, resources and best practices on how to co-deliver climate actions with the informal sector. This includes supporting and upscaling community-driven solutions in the delivery of key services, starting with a focus on the waste sector and beginning to explore this integration through other sectors too.



To address a knowledge gap around gender, C40 leveraged its partnership with Women in Informal Employment: Globalising and Organising (WIEGO) to provide a mini training session to the Informal Workers Peer Group in two of the sessions. This training explored links between solid waste management, informal workers and gender.

A poll of attendees of these sessions revealed a satisfaction rate of 84%. Further, all peer city attendees noted that the WIEGO mini training was the most relevant of all the sessions. The session was particularly impactful to representatives from Rio de Janeiro, which has made gender equity a priority issue in its engagement with the informal worker sector.

The knowledge sharing culminated in a three-day **Inclusive Climate Action Academy** in Accra in November 2022, focused on upscaling the integration of community-driven solutions in the delivery of key services with an emphasis on the inclusion of informal workers. Through site visits, participants had the opportunity to learn from informal workers themselves and experts on migration, gender and how this plays a role in defining the experiences and risks of informal workers, as well as the economic opportunities and action by them across the waste management value chain. The site visits also incentivised conversations on how cities can provide more targeted support to informal workers taking into account these intersectional nuances in order to deliver stronger climate outcomes for cities.

The City of Accra also shared their practical know-how as part of a Masterclass on how to deliver a needs assessment on integrating and engaging informal workers who are working in sectors driving climate action so that peer cities Rio and Lagos could learn from Accra's experience and adapt the methodology to their local contexts.

All participating cities expressed their appreciation for the in-depth knowledge transfer and left the academy with enhanced knowledge on engaging, collaborating with and integrating informal workers in climate action delivery across various sectors.

Since the ICA Academy in Accra, the city of Rio de Janeiro has kicked off its own application of the needs assessment methodology on its Recicla Comunidade project. This is being

further showcased through Rio's further involvement in the newly formed a **Just Transition and Green Jobs Peer Group** to build on the momentum driven by cities to implement policies and programmes that deliver good green jobs and a just transition. Members of this group include pilot cities Ekurhuleni, Johannesburg and Los Angeles as well as peer cities such as Buenos Aires, Rio de Janeiro, Lima, Bogotá and London.

Building on the themes of the Inclusive Climate Action Academy held in July 2021, this group has continued to discuss how cities can play a critical role in prioritising more equitable job access in the context of a green and just recovery from the COVID-19 pandemic. Collectively, the group has developed resources, tools and case studies focusing on locally driven just transitions, building green jobs and re-skilling actions with an emphasis on including unions and workers. For example, the South African cities contributed to the highly influential paper *Creating Local Green Jobs in South Africa*, which serves not only as a roadmap for achieving a just transition in South Africa, but also as an example for regions around the world.

Another major achievement of the Just Transition and Green Jobs Peer Group has been the inclusion of so many South American cities, which was a region not represented among the GGND pilot cities. According to interviews with C40 ICA Forum staff, South American cities have been extremely involved regardless of not receiving technical assistance from the pilots.

“**My 3 top takeaways are (i) I've realised more than ever before that the informalities play a critical role in the waste management value chain in Cities and must be accorded their due recognition if the war on Climate Change must be won.**

**The amount of waste they divert from the landfill for instance can increase the lifespan of an average landfill by over 50% (ii) There is a great opportunity for Government intervention to scale up the activities of the informalities and create green jobs (iii) Women are the unsung heroes in the informal sector and the great job they do either as waste sorters or aggregators should be more recognized and rewarded.**”

— Post-Academy reflections from Deputy Director, Climate Change and Environmental Planning, City of Lagos, Nigeria

“ **In Rio de Janeiro, we are thinking about the next steps. The most obvious step that we are going to start working on is precisely a specific action of the Recicla Comunitaria program, which is to apply what we have learned here.** ”

— Post-Academy reflections from Manager for Sustainability and Resilience at the Planning Office, City of Rio de Janeiro, Brazil

The city of Rio de Janeiro’s participation in the ICA Forum’s silo-breaking, knowledge sharing activities has expanded from the participation of only the director of sustainability to, more recently, the participation of multiple city departments, including finance, planning, and community action. This demonstrates the city’s willingness to engage in cross-programmatic policy-making.

In turn, and on numerous occasions, the city of Rio has shared how key take-aways from these activities have

directly influenced the work of the city. For example, they have applied a number of recommendations presented at the academy on equitable job access directly to their green jobs policy development proposals. Rio de Janeiro will continue to engage through the ICA Forum as part of the Green Jobs and Just Transition Peer Group and the Informal Workers Peer Group and their work will be showcased as a leading city on green jobs at the C40 Summit in Buenos Aires.

The momentum created by this peer group, as well as the broader context of mayors committing to drive the creation of 50 million good, green jobs by 2030, laid the ground perfectly for the ICA Forum team to organise a four-day in-person ICA Academy on ‘Accelerating the delivery of fair, good green jobs and a just transition’, to be co-hosted by C40 and the City of Rio de Janeiro in September 2023. The Academy will provide a space for a group of nine selected attendee cities to reflect on their existing work, identify opportunities for innovation, strengthen existing strategies to accelerate the delivery of fair, good green jobs and a just transition, including ensuring workforce development,

empowerment and access to jobs across climate sectors. The nine cities are Bogota, São Paulo, Salvador, Ekurhuleni, Accra, Vancouver, Los Angeles, Seattle and Rio. During this Academy, city delegates will have the opportunity to engage with Mayor Paes of Rio and in a local stakeholder dialogue and be exposed to- and inspired by - the collective power that they have to build coalitions, shape inclusive governance and re-skill the vast amount of workers that have transferable skills and green-job potential to play a critical role in the just transition.

These three peer groups, their accompanying academies and the overall ICA Forum have also been influential in creating cross-pilot storytelling documents, directly influenced by the work of the GGND initiative, that provide powerful examples of how cities can take action on inclusive climate action. Following the virtual July 2021 Green Jobs and Just Transition Academy, C40 published City Stories: Equitable job access for a green and just recovery. This report highlighted the dialogues and peer learning that resulted from the ICA Academy and laid out a roadmap for other cities to create green and just jobs. But most importantly, the report highlighted a collection of case studies, many of which come from GGND pilot cities, on concrete actions taken by these cities. Building on the power of storytelling to capture the impact of the GGND initiative and ICA Forum, C40 published City Stories: Tackling energy poverty and delivering a just energy transition that builds community resilience to crisis, leaving no one behind in 2022 as a result of the Energy Poverty Academy in 2022. Along with stories of impact, this report also developed a toolbox of actions, gleaned from actions presented by cities at the academy, and showed cities how to address energy poverty in a socially just and effective way.

Once a peer group hosts their academy in a GGND pilot city, the peer group is closed out and written up in C40-produced storytelling documents, such as the report Powering Inclusive Climate Action in Cities: Mapping city powers to deliver inclusive, just and equitable climate outcomes for all. With a goal to always maintain three groups at one time – and the Energy Poverty and Community Resilience Peer Group already closed out – C40 is looking to engage the newest GGND pilot city, Bangalore, in a peer working group on issues related to the pilot.





Research produced

As detailed in many of the city sections above, the GGND pilot has supported research and knowledge sharing that allows cities across the C40 network to benefit from lessons and key issues emerging from the pilots and apply them to their own city challenges and activities.

It has also supported C40 in developing an evidence base and policy knowledge, ensuring it remains well-equipped to support cities on emerging issues.

The GGND pilot cities, peer cities and the ICA Forum contributed to several just transition regional overviews and globally relevant research reports. Additionally, several knowledge products were generated directly from the pilot cities' experiences, focusing on worker transition, energy poverty and collaboration for a just transition.

The GGND pilots, along with peer cities and several ICA Forum cities, contributed significantly to C40's development of the globally relevant publication, [Powering Inclusive Climate Action in Cities](#), which was published on C40's Knowledge Hub in June of 2022 and guides 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. The report explores both soft and hard powers that mayoral administrations are employing to accomplish effective and transformational climate actions. The report notes that mayors around the world are adopting the ethic that there is no climate justice without social justice. The GGND pilot initiative's focus on inclusive climate action better equips cities to catalyse change at multiple levels and scales. It has been greatly influential on mayoral leadership and their ability to deliver better outcomes for their residents, and on global advocacy efforts. This report has helped cities think institutionally about the GGND.

On the regional level, C40 has published [regional analyses](#) of the role of cities in the just transition in Europe, North America and South Africa. These build on the lessons of the pilots and the knowledge gaps identified by cities in these regions. The analyses help cities grasp new issues and explore their role in this complex landscape

These regional papers in turn contributed to the global *Just Transition: A Toolkit for City Leaders Across the Globe* publication. This toolkit provides mayors and their leadership teams with an overview of the actions they need to take in order to ensure a just transition. The toolkit will help city leaders take account of the intersectionality of the conditions, challenges, demographics, geographic and political dynamics of their particular city while also providing practical recommendations for cities all over the world.

The work with oil extraction workers in Los Angeles supported two publications. First, *The State of Fossil Fuel Extraction Workers in Los Angeles County* details the results of in-depth interactions with oil extraction workers as well as other key stakeholders. It provides profiles of extraction workers and other essential information to transition these workers from their current occupation to new, green jobs.

The second publication derived from the GGND pilot initiative in LA is *Los Angeles Public Infrastructure Spending Job Opportunities*. This report explores the existing public

infrastructure priorities of the city and how these projects could provide new jobs for oil extraction workers. It also explores funding available to finance the transition. These LA-based reports demonstrate how to articulate the needs of a specific sector in a city and how to relate those needs to existing opportunities. This is a process that many cities can benefit from. For those with significant oil wells and workers in particular it could be extremely informative but will, of course, need to be adapted to the local context.

Another publication with a strong emphasis on workers is the report [Just Transition Applications in the Informal Waste Sector](#). Inspired by the work in Accra and other cities, this paper highlights how cities and national governments can prioritise informal labour considerations in their just transition discourse, policies and action. The focus on the informal sector distinguishes this paper from the labour-focused publications disseminated from LA – and from most publications on just transition generally – as those primarily relate to the Global North, where the informal sector is an important, yet smaller, percentage of the workforce. Informal workers make up 80% of the workforce in developing economies, most of which are in the Global South. This paper highlights the need to introduce informal labour considerations into the just transition discourse by elevating context-specific informal labour themes, as well as proposing key approaches for governments and decision-makers to address these themes.

The pilot in South Africa supported the development of a worker-focused report titled [Creating Local Green Jobs in South Africa](#), which was published in March 2022. This report was supported by the Children's Investment Fund Foundation through C40's Rapid Response Fund project (RRF) and outlines the job creation potential of climate actions that can be taken through 2030 and what the government needs to do to achieve these results. It makes a compelling case for cities playing a crucial role locally and how that contributes to the national just transition. This research was informed by the *Economic and Labour Market Assessments to Advance Local Just Transitions* report, which, thanks to support by GGND and the RRF, was completed and shared with cities in August 2021, as well as papers profiling local just transitions in the pilot cities of Cape Town, Ekurhuleni, Durban, Johannesburg and Tshwane. With support from the GGND initiative, the report included an analysis on workforce distribution, looking at how the benefits and burdens of the transition are likely to be distributed across

different demographic groups in South Africa. This analysis is the first of its kind to be undertaken at a city level in the country.

The launch of this research combined with an impactful [editorial](#) by Johannesburg Mayor Mpho Phalatse titled 'How green jobs are bringing greater social and economic equality to Johannesburg' garnered major media attention. C40's combined social media posts on the research and the editorial reached 154,000 users and gained 1.9 million impressions. C40 mentions during the day had an estimated reach of 792,000 users and 10 million impressions. It also garnered retweets from the mayor of Cape Town, 350, 350 Africa and CNBC Africa, among others.

Addressing labour as well as energy poverty, the GGND pilot in Barcelona generated a policy paper called [Climate-resilient Care for Older People in the Context of the Global Green New Deal and Just Transition](#). This publication focuses on the elderly, a specific subset of those vulnerable to energy poverty, as well as the role of care workers in the just transition. This paper built on lessons from the Barcelona pilot to produce new and cutting-edge knowledge. Given the ageing of the world's population and the increase in life expectancy, this publication provides a guide relevant to many regions and cities as they seek to meet the challenge of addressing both the climate and care crisis in the context of a green and just transition.

The GGND pilot in Warsaw has also commissioned a report on energy poverty. It will be called *Socio Political and Legal Analysis on Energy Poverty*. While this publication will be derived primarily from the work in Warsaw, it will be relevant globally as there are sectors of virtually all countries and cities that suffer from energy poverty. This project is ongoing and the report is expected to be completed in November 2022.

The work of the GGND pilot in Accra has yielded another publication focusing on collaboration between the government and the informal sector, *Strengthening City-Informal Waste Sector Collaboration for Climate Resilience (A Needs Assessment Report)*. It details the barriers to relationship building, alongside actions that the next phase of the initiative can use to deliver its ambitions. This needs assessment is already being leveraged by peer city Rio de Janeiro and is relevant to many countries in the Global South that rely heavily on informal workers.





## Mayoral leadership and advocacy

**Over the last 18 months, C40 has worked to uplift lessons from the GGND pilot to influence national, regional and global discourses and support mayors to show local leadership on inclusive climate action.**

In April of 2022, Accra's newly elected mayor, Elizabeth Sackey, hosted a meeting of informal waste sector leaders in the city. This session was in advance of a planned city roundtable discussion on informal waste sector engagement in Accra, and aimed to facilitate high-level relationship building between informal waste sector leaders/representatives and Accra's new mayor. Informal waste sector leaders expressed satisfaction with the city's ideas for integration, noting that the meeting with the mayor is an effort to build trust in a space with a challenging history and numerous sensitivities.

## Mayoral leadership and advocacy

To make good on her promise for more awareness and engagement with the informal waste sector and to show city support for their work and role, Accra city government and stakeholders invested in an advocacy campaign including social media and billboards. In these materials and activities, the mayor is shown personally supporting this sector. These billboards were strategically placed throughout the more metropolitan parts of Accra in November 2022 as well as near informal settlements to demonstrate support, using an inclusive soft-power tactic to build trust with those communities. Mayor Sackey and Accra officials found the billboards to be a very effective and inspiring approach to help the city build trust with the informal sector, recognise their critical role in climate action and improve public awareness and support for their work. Upon witnessing the billboards during the Inclusive Climate Action Academy in Accra, representatives from the City of Lagos and Rio de Janeiro expressed interest in exploring similar approaches to build trust and recognition of the informal sector, and to raise awareness of the positive social and climate impact of informal work in their cities as well.

To deliver on Barcelona Mayor Ana Colau's commitment to end energy poverty by 2030, the city's teams have set-up a Climate Emergency Action Plan Committee and an Energy Working Group that, among other energy-related initiatives, works towards ensuring that all initiatives that tackle energy poverty in the city are delivered in synergy. Not only has this helped make climate action more inclusive, delivering more equitable benefits for all, but it also helped bring climate narratives into new domains such as health, education and housing.

Mayor Colau also empowered her staff and showcased her dedication to their GGND pilot work when she endorsed the C40 'Energy Crisis and Just Transition' joint statement, realised during COP26 where she highlighted outcomes of GGND pilot and the importance of social justice.

Los Angeles' pilot started off on a strong footing thanks to Mayor Eric Garcetti's clearly prioritising climate action as part of his agenda. His steadfast commitment to this has made LA both a national example for the US's Green New Deal as well as a global leader in the GGND initiative.



The city's Just Transition Task Force, in order to accomplish their GGND pilot goal of reducing the impacts of oil wells in communities, has been instrumental in identifying communities where some of the poorest Angelenos live, frontline communities, and workers and industries that would be affected by their removal. It was the direct support from the Garcetti administration and the mayor's vision for a Green New Deal that created the necessary buy-in from these groups to make the task force successful.

South Africa's GGND pilot project has benefited greatly from the extensive support that the mayors of the five pilot cities have publicly shown. Quotes from all five mayors were featured in C40 social media campaigns and several media articles, profiling their leadership on a just transition and amplifying key messages relating to greater investment in

cities in order to support green jobs as part of South Africa's just transition. This collective public support among the South African cities for the launch of the green jobs research was extremely successful in highlighting the critical role of cities and the leadership of mayors.

As part of South Africa's GGND project, this collective voice of five mayors compelled South Africa's PCC to integrate local just transition goals into the national strategy. The collaboration with the PCC and the South African Local Government Association was also a major advancement for C40's work in South Africa and will allow C40 to continue acting as the connection between the local and national just transition strategies to strive for deeper collaboration at COP27.

Continuing the theme of the power of collective mayoral action, in July 2021 C40 released the '[Cities and Unions Call-to-Action on Jobs](#)' (a '100 days to COP' statement), which reflected issues raised through the GGND pilots. Building on this at COP26, mayors, the International Trade Union Confederation (ITUC), and energy companies made a [joint statement on just transition and the energy crisis](#). This informed a roundtable in April 2022, where the mayor of London and chair of C40 Cities, the mayor of Barcelona and vice chair of C40 Cities, and the secretary-general of the ITUC, convened a group of Europe's leading mayors from the C40 Cities network, international and European trade union leaders, and the International Energy Agency to agree upon a 10-point Emergency Action Plan to avert the looming energy poverty crisis facing their cities.

At this roundtable, Warsaw's Mayor Rafal Trzaskowski highlighted his vision and priorities for combatting energy poverty and also discussed the GGND pilot. Leveraging this type of exposure has aided Warsaw in larger initiatives, such as securing further funding commitment from the national government to continue the Stop Smog campaign and energy retrofits, and models how other C40 cities can use their seat at the international table to bolster programmes back in their cities.





# Key lessons and next steps

## The work of the GGND pilots described in this report provide valuable lessons that can be capitalised on by other cities.

These lessons revolve around the themes of engaging government at various levels, engaging hard-to-reach vulnerable groups and developing collaborations between the actors working in this space.

**LESSON 1: Regardless of their level of influence and formal powers, cities play a key role in spurring action and innovation.**

The *Powering Inclusive Climate Action in Cities* report details some of the lessons learned around government engagement. These include the following:

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

## Key lessons and next steps

- Regardless of the level of power cities hold across regional, political and institutional contexts, they play a key role in leading experimentation and innovation to shape inclusive climate action.
- City-led innovation for inclusive climate action must be complemented by inclusion in policy dialogue and budget development and more action at the national level.

### **LESSON 2: Building regional efforts takes extensive planning and time to be successful.**

Another lesson learned by virtually all of the pilot cities is that the work planning stage with the city takes a long time but is critical to ensure city ownership, buy-in and to ensure the city is assessing what barriers they want to focus on. The cities of Barcelona and Los Angeles and the South African cities noted that engaging government stakeholders, especially those that are not in climate departments and those at regional and national levels, took longer than expected. This required identifying and working with key allies across government levels and departments to mainstream inclusive climate action. Developing the processes needed to be sure the work was transparent and inclusive also took time but was well worth the investment. The lesson that advancing a just transition requires institutional arrangements to support cross-departmental governance and takes significant time to establish is applicable to all cities.

### **LESSON 3: Inclusive climate action requires political support and should be included in policy initiatives.**

In all of the GGND pilot cities the importance of political support and awareness was essential. In particular, South Africa recognised that discussions on justice are inherently political, requiring the use of language and tailoring content to align with the different political positions taken across the five pilot cities. It was also clear that collective engagement of these five cities allowed for joint advocacy based on the power and safety of the collective versus the individual city, another valuable lesson for other cities, regions and countries. This lesson about how to organise and work at the regional level inspired the regional pilot in Europe that is part of the next steps for the GGND pilot project.



Through the GGND pilots, all of the participating cities established themselves as leaders in just transition. This in turn allowed them to utilise this leadership and experience to push for more progress at the regional and national levels.

**LESSON 4: Cities must effectively engage underrepresented and vulnerable populations to achieve inclusive climate action.**

The need to hear the voices and needs of the most discriminated-against and underrepresented people was a common priority across the pilots. Many lessons were learned about how to best engage vulnerable populations in this work. In Barcelona, Los Angeles and Accra, this included creating safe spaces for people to share their true thoughts and ideas. This entailed literally meeting people where they were. Sessions were held in places that were convenient to the vulnerable populations and at a variety of times of day convenient to their schedules. It was also essential to clearly describe the projects and how people could benefit at the start of each session.

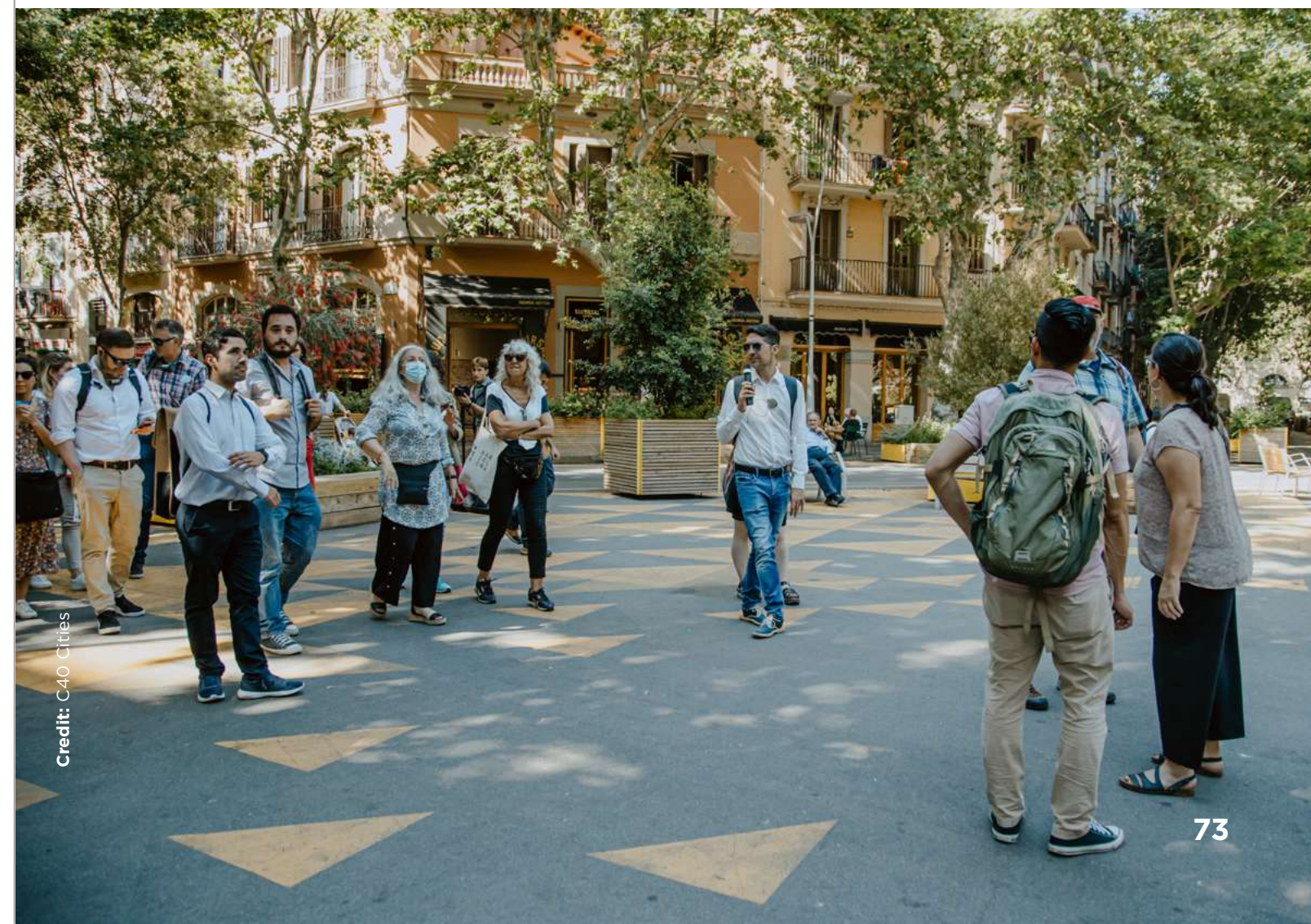
**LESSON 5: Cities benefit from engaging outside expertise to facilitate dialogue across stakeholders.**

Bridging the gap between cities and civil society/unions/ stakeholder was key in all of the pilots. This required relationship and trust building, which took significant time. In the cases of Accra and LA, the engagement sessions with workers included other stakeholders including government employees. In both cases C40 engaged consultants with specific expertise to assist in this work. In LA, they used a consultant with workforce experience and in Accra an urban planning expert was engaged. These consultants played an essential role in bridging gaps of understanding between the groups and creating an environment where the target audience could feel comfortable disclosing their thoughts and concerns. These sessions contributed a great deal to relationship building between the cities and the target audiences.

Also in Accra, LA and the South African pilot cities, civil society was given a prominent voice throughout the community engagement efforts. This included organisations like COSATU in South Africa, WIEGO in Accra and relevant labour unions in Los Angeles.

**LESSON 6: Only climate action that helps address major inequalities and cost of living issues (cost savings, job creation, increased participation of residents) will have the necessary acceptance from key stakeholders and the public.**

The climate crisis and the cost of living crisis share the same root causes and solutions - our reliance on fossil fuels and their phase out in an equitable and just way. The GGND pilot cities have recognised this and placed social justice at the heart of their projects through scaling up efforts to reduce energy poverty, devising strategies to support all workers and communities affected by fossil fuel phase out and integrating the informal sector in climate action delivery. All pilots have demonstrated their commitment to improving residents' lives and livelihoods and developed solutions based on their needs through enhanced engagement and collaboration. This has resulted in increased trust, capacity and support for the cities' climate actions from key stakeholders and frontline communities.



Credit: C40 Cities



**The path forward ...**

As C40 and the pilot cities move into the next phase of work they will build on these lessons to strengthen existing approaches, expand one pilot and launch new pilots. Additionally, all cities are mainstreaming ICA and continuing work generated from the initiative so far.

In South Africa, C40 will continue to support all five cities working with the national government to improve the role of cities in just transition. They will also support cities to go further. In Ekurhuleni, the next phase will focus on supporting the city's Just Transition Commission. In Johannesburg, C40 will support equitable green job creation in buildings, further demonstrating how cities can deliver a just transition.

In Accra, C40 will continue working with the national and regional government to secure policy change to improve conditions in the informal waste sector. C40 will carry on its work with the city and the informal sector to formalise their engagement and dialogue in support of long-term outcomes and internal governance that ensures this inclusive approach continues. Additionally, the C40 team will explore the possibility of expanding the approach used in Accra to other informal sectors involved in the climate transition.

Meanwhile, the GGND pilots in Warsaw and Barcelona have been integrated into a regional-level European pilot launched in February 2023. This pilot includes six cities that C40 will support as they strive to reduce energy poverty, considering vulnerable populations and advocating at regional and national levels for improved support to cities in the context of the energy crisis. In this GGND European pilot, C40 will move from deep dive technical assistance to individual cities (i.e. Barcelona and Warsaw) to a more regional approach.

European C40 cities have expressed the urgency of implementing relief and immediate actions to tackle increasing energy poverty and the need to strengthen their capacity to do so. The GGND European pilot supports cities to deliver solutions for residents which: accelerate housing energy efficiency, lift communities out of energy poverty and reduce dependence on gas, while increasing the uptake of renewables, building the resilience of the most vulnerable and delivering good, green jobs. The work with the initial

group of European leading cities will provide evidence-based arguments and experiences to inspire other cities and stakeholders to tackle energy poverty and accelerate a just energy transition through relief, retrofits, and renewables in line with the C40 Energy Crisis Emergency Plan. On 10-12 May, C40 and the City of Warsaw hosted the ICA Masterclass on “Accelerating action that lifts frontline communities from energy poverty”. This was the first in-person peer exchange activity of the European Global Green New Deal pilot, bringing together delegates from Barcelona, Lisbon, Milan, Paris, Rotterdam and Warsaw. The Masterclass explored best practices for multi-stakeholder engagement in implementing the 3 Rs (relief, retrofits, and renewable energy) of the C40 Energy Crisis Emergency Plan in an inclusive and equitable way.

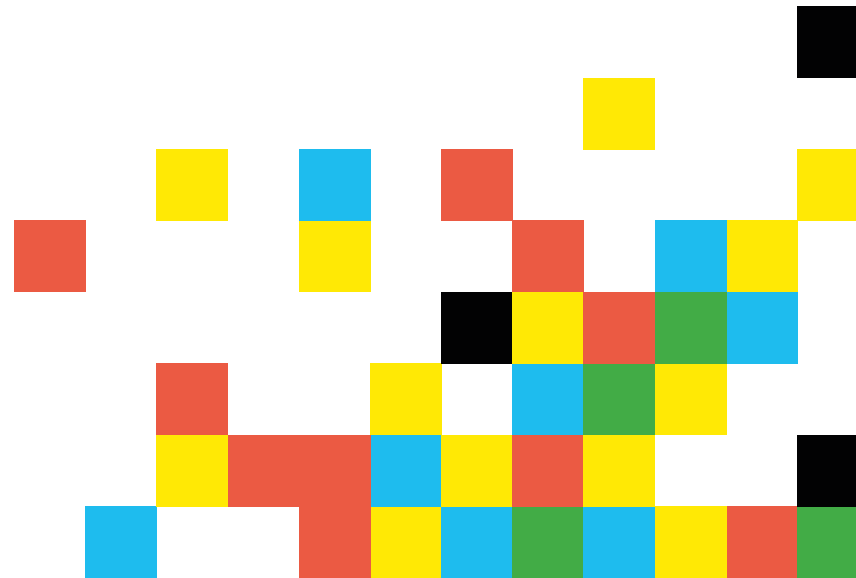
In Warsaw specifically, the commitment of the city and current Mayor Rafał Trzaskowski to tackling energy poverty for low income residents was recognised in 2023 with a C40 Inclusive Climate Action Cities Fund (ICA Fund) grant. Utilising the grant, Warsaw will continue to tackle energy poverty for low-income residents through its Carbon-neutral and Affordable Retrofits for Everyone in Need (CARE) project, which aims to identify social housing and tenants that will benefit the most from improving energy efficiency. The project will organise data around energy efficiency, classify social housing buildings, and prioritise them according to climate and social criteria to help the city identify where renovation investments will have the best effect – both from environmental and social perspectives.

In Los Angeles, the City will continue its collaboration with the County and Task Force members to develop an implementation plan for the strategies outlined in the groundbreaking Just Transition Strategy. The commitment of the city and current Mayor Karen Bass to an inclusive and equitable transition was also recognised in 2023 with an ICA Fund grant. Utilising the grant, LA will continue to ensure frontline communities are not left behind in its journey to oil phase-out by creating a Workers Advisory Council, offering additional worker and family support services, and continuing its Just Transition Task Force. This will provide continuous input, guidance and feedback to the city and county and identify additional needs throughout the phase-out process. C40 will support the city in showcasing the city's accomplishments and the inclusive process that



enabled the city and its partners to translate common goals and values into actionable recommendations for an equitable phase out of oil extraction in the city. The city team will also share lessons and insights about their inclusive co-creation process and technical analyses directly with other GGND pilot cities and members of the ICA Forum.

Finally, new pilots in new regions and emerging areas will be launched. A pilot in Bangalore has already been launched and is the first in India. Additionally, while previous pilots have had a gender component, this will be the first to have gender as its primary focus. It will be funded by the Porticus Foundations. As with the existing pilots, it is C40's hope that new pilots will provide best practice examples on new challenges to inspire other cities globally.



Credit: C40 Cities



**C4O  
CITIES**



Credit: Mint Images, Tim Robbins, Getty Images