LOCAL GOVERNMENTS' RESPONSE TO AGENDA 21:
SUMMARY REPORT OF LOCAL AGENDA 21 SURVEY WITH REGIONAL FOCUS
TABLE OF CONTENTS

02 FOREWORD

03 LOCAL AGENDA 21 PROCESSES UNDERWAY WORLDWIDE

08 AFRICA—LOCAL AGENDA 21 FOR POVERTY ALLEVIATION

10 ASIA PACIFIC—PROTECTING THE ENVIRONMENT THROUGH LOCAL AGENDA 21

12 EUROPE—CONTINUING GROWTH IN LOCAL AGENDA 21

14 LATIN AMERICA—COMMUNITY DEVELOPMENT THROUGH LOCAL AGENDA 21

16 NORTH AMERICA—LOCAL AGENDA 21 TO ADDRESS GROWTH

18 LOCAL AGENDA 21 IN THE MIDDLE EAST

19 RECOMMENDATIONS AND CONCLUSIONS
FOREWORD

In 1997, on the occasion of the Earth Summit+5, the International Council for Local Environmental Initiatives (ICLEI) and the UN Department for Policy Coordination and Sustainable Development undertook the first international survey of local authorities in order to assess the degree to which Local Agendas 21 (LA21) were being implemented. Agenda 21, adopted five years earlier, had called on local governments to develop their own Local Agendas 21. Local governments around the world responded.

The initial survey identified more than 1,800 local governments that had established an LA21 planning process. Five years later, on the occasion of the 2002 Johannesburg World Summit, ICLEI and the Secretariat for the UN World Summit on Sustainable Development, in collaboration with Capacity 21/UN Information Services, ICLEI International Director, Membership and Development Programme, conducted a second survey of local authorities. This time, the survey sought to identify the level of LA21 activity worldwide, the areas of priority for local communities, the issues that were being successfully addressed through the process, the barriers to implementation, and the opportunities to enhance and increase local success.

The survey results indicate that in the past ten years more than 6,000 local governments and their partners have embraced LA21 as a framework for good governance and advancing sustainable development. In 113 countries around the world, local government leaders, staff and citizens are working in partnership to accelerate the transition to sustainable, equitable and secure communities. Through their ongoing consultation and planning processes, which include target setting, action planning, implementation, monitoring and evaluation, they are acting on diverse priority issues such as water management, unemployment, poverty, health and climate change.

Local Governments’ Response to Agenda 21 summarizes the results of the Second Local Agenda 21 Survey Report with special emphasis on regional findings. It has been prepared to inform local governments, their associations and their partners—non-governmental organizations (NGOs), international agencies, donors, subnational, national and regional governments, and local and regional stakeholders—of the regional priorities for LA21. It identifies areas of past success and the ways in which this work can be supported most effectively.

Local Agenda 21 is progressing to Local Action 21. This report provides insight into the varying factors that will need to be addressed in order to meet distinct regional challenges and advance sustainable development globally.

Judy Walker
International Director, Membership and Information Services, ICLEI

The full report of the survey findings, which also presents comparisons based on gross national product (GNP), is available at www.iclei.org/la21survey.

In August 2002, the UN World Summit on Sustainable Development will evaluate the progress made and results achieved since the Rio Earth Summit in 1992, while focusing on new commitments and specific actions to advance sustainable development. From November 2000 to December 2001, ICLEI undertook a global survey of LA21 activity with the UN Secretariat for the World Summit on Sustainable Development and in collaboration with Capacity 21/UN Development Programme. The purpose of this survey was to evaluate the progress made at the local level through the implementation of LA21 processes. It also explores the constraints faced by local authorities and documents the support needed for these processes to continue to multiply worldwide.

Because so many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operate and maintain economic, social and environmental infrastructures, assess and plan processes, establish local environmental policies and regulations, and assist in implementing national and supranational environmental policies. At the level of governance closest to the people, they play a vital role in educating, mobilizing and responding to the public to promote sustainable development (Chapter 28, Agenda 21, 1992).

LA21 is a participatory, multistakeholder process to achieve the goals of Agenda 21 at the local level through the preparation and implementation of a long-term, strategic plan that addresses priority local sustainable development concerns. These processes include: multi-sectoral engagement in the planning process through a local stakeholder group which serves as the coordination and policy body for moving toward long-term sustainable development; consultation with community partners such as community groups, non-governmental organizations, businesses, churches, government agencies, professional groups and unions in order to create a shared vision and to identify proposals for action; participatory assessment of local social, environmental and economic needs; participatory target setting through negotiations among key stakeholders or community partners in order to achieve the vision and goals set out in a community action plan; monitoring and reporting procedures, such as local indicators, to track progress and to allow participants to hold each other accountable to a community action plan.
KEY FINDINGS
Two complementary surveys were conducted. The Survey of Local Authorities was sent to thousands of local governments worldwide and its main purpose was to gather qualitative data on LA21 processes. The Survey of Local Government Associations was directed to hundreds of national, regional and international associations and institutions. The main purpose of this survey was to assess the breadth of LA21 activity.

Local governments submitted 633 surveys, and local government associations completed 146 surveys, for a total of 779 surveys in total. The majority of LA21 processes were identified through the survey of associations. All qualitative data is based on the 633 local authority surveys that were submitted.

6,416 local governments in 113 countries worldwide are involved in LA21 activities. The survey results clearly demonstrate that LA21 processes have been expanding worldwide since the 1997 survey which reported 1,812 LA21 processes underway in 64 countries. There are however differences in the level of implementation of LA21 under different conditions including distinct economic and regional conditions (see Figure 1). The greatest participation is evidenced in Europe where 5,292 municipalities have committed to the process, accounting for over 85% of the worldwide results. There has also been a significant increase in the number of countries in which one or more processes are underway, including 28 countries in Africa. In the five years since the first LA21 survey, dramatic growth in the use of LA21 as a planning process has occurred worldwide.

National LA21 Campaigns are underway in 18 countries, accounting for 41% of global LA21s. The presence of a national campaign directed at LA21 has critical implications for the spread of such processes. National campaigns are most common in Europe and in the Asia-Pacific region. In Europe, eight countries have national campaigns for 2,011 processes. The Asia-Pacific region has six countries with active national campaigns accounting for over 75% of the processes underway. The presence of a national campaign varies in high numbers with LA21 processes.

Local government associations also support many LA21 initiatives by providing information, conducting workshops and seminars, and facilitating networking among municipalities.

61% of municipalities with LA21s have developed Local Action Plans. Local action plans outline the path of community action and include specific goals, targets, action strategies and commitments. The survey found that these action plans tend to be environmentally focused with 46% of municipalities using this approach.

There is a strong correlation between a broad environmental focus and the activities municipalities are currently undertaking as part of their LA21 processes. Globally, municipalities identify the following priority issues for the next three to five years: natural resources management, energy management and transportation.

Water is the common priority issue for municipalities in all world regions, regardless of economic situation. Regionally, different emphasis is placed on issues such as poverty alleviation and natural resources management. Poverty alleviation is the key priority in Africa, while energy management is the priority reported in European municipalities. Water resources management is the only issue that enjoys consensus across all regions and economic divisions. Over 50% of municipalities in every group consider water resources management to be a prime concern. This may refer to water quality, conservation or availability—issues faced by municipalities around the world.

To date, LA21 has had the greatest effect on waste reduction, public awareness, water quality and city beautification. Improvements in water quality and supply and public awareness were identified in all economic categories. Municipalities in middle- and high-income countries identify waste reduction as the area most affected by LA21. Those in high-income countries reported progress in education. Municipalities in low-income countries reported some progress in community empowerment and education systems.

Local governments identified the lack of financial support and national government political support as key obstacles to greater success. Municipalities were asked to identify the key changes they would like made at the national level to support LA21. Most of these changes directly relate to the perceived obstacles. Allocation of sufficient funds was the top issue in all regions, regardless of economic situation. National political support for sustainable development policies as well as the introduction of a tax structure that rewards sustainable development practices were also identified as key changes that would advance sustainable development at the local level in all world regions.
ICLEI Summary Report of LA21 Survey Response with Regional Focus

CONTINUED ON NEXT PAGE

LA21 IN AFRICA

EUROPE: 5,292 Local Agendas 21 in 36 Countries

- Albania 7
- Austria 64
- Belgium 106
- Bosnia & Hercegovina 1
- Bulgaria 22
- Croatia 20
- Cyprus 1
- Czech Republic 42
- Denmark 216
- Estonia 29
- Finland 303
- France 69
- Germany 2,042
- Greece 39
- Hungary 9
- Iceland 37
- Ireland 29
- Italy 429
- Latvia 5
- Lithuania 14
- Luxembourg 69
- Montenegro 2
- Netherlands 100
- Norway 283
- Poland 70
- Portugal 27
- Romania 12
- Russia 29
- Slovak Republic 30
- Slovenia 3
- Spain 359
- Sweden 289
- Switzerland 83
- United Kingdom 425
- Yugoslavia 18

LATIN AMERICA: 119 Local Agendas 21 in 17 Countries

- Argentina 1
- Bolivia 1
- Brazil 36
- Chile 15
- Colombia 6
- Costa Rica 4
- Cuba 2
- Dominica 1
- Ecuador 13
- Guyana 1
- Honduras 6
- Jamaica 5
- Mexico 2
- Nicaragua 5
- Peru 17
- Trinidad and Tobago 1
- Venezuela 3

MIDDLE EAST: 79 Local Agendas 21 in 13 Countries

- Bahrain 1
- Iran 2
- Israel 3
- Jordan 4
- Kuwait 1
- Lebanon 6
- Oman 1
- Qatar 1
- Saudi Arabia 4
- Syria 2
- United Arab Emirates 2
- Yemen 2

Asia-Pacific: 674 Local Agendas 21 in 17 Countries

- Australia 176
- Bangladesh 2
- P. R. China 25
- India 14
- Indonesia 8
- Japan 110
- Korea, Rep. 172
- Malaysia 9
- Mongolia 22
- Nepal 4
- New Zealand 37
- Pakistan 1
- Philippines 28
- Singapore 1
- Sri Lanka 24
- Thailand 21
- Vietnam 20

North America: 101 Local Agendas 21 in 2 Countries

- Canada 14
- USA 87

Africa: 151 Local Agendas 21 in 28 Countries

- Algeria 3
- Benin 1
- Burundi 2
- Cameroon 1
- Congo, Dem.Rep. 2
- Egypt 7
- Gabon 1
- Ghana 3
- Kenya 11
- Madagascar 5
- Mali 2
- Malawi 4
- Mauritania 1
- Morocco 5
- Mozambique 2
- Namibia 5
- Nigeria 5
- Rwanda 1
- South Africa 20
- Sudan 1
- Tanzania 13
- Tunisia 1
- Uganda 5
- Zambia 4

Note: Countries with national LA21 campaigns are indicated in orange.

Figure 1: Global Total Local Agenda 21 Processes by Country

Worldwide: 6,416 Local Agendas 21 in 113 Countries

Asia-Pacific: 674 Local Agendas 21 in 17 Countries

- Australia 176
- Bangladesh 2
- P. R. China 25
- India 14
- Indonesia 8
- Japan 110
- Korea, Rep. 172
- Malaysia 9
- Mongolia 22

North America: 101 Local Agendas 21 in 2 Countries

- Canada 14
- USA 87
There are still groups that generally have not been included in the process. The survey results indicate that women’s groups and youth are included in less than half of processes reported in Africa and ethnic minorities are included in only 3%.

LA21 processes are in the early stages in many municipalities, but some achievements have already been reported. In particular, local governments reported improvements in:

- Water supply
- Water quality
- Public awareness

While not as prominent as the above achievements, many municipalities also indicated improvements in women’s issues.

LA21 in Africa, as elsewhere, has not been without obstacles. Lack of financial support has been a serious problem for many municipalities. Local governments also identified insufficient support from national governments and insufficient linkages with international organizations and processes as important barriers. Lack of expertise was also felt to be a problem by many municipalities. Along with an increase in financial support, local governments identified increased national commitment to and political support for LA21 and sustainable development as essential to furthering their success.

LA21 is advancing in Africa. Where it has taken hold, concrete achievements in improved governance and priority issues, such as those related to water, have resulted. LA21 processes are able to mobilize resources not usually available to local authorities and LA21 appears to be producing positive results. There is a clear opportunity for national governments and international organizations to further these successes by providing much needed financial assistance, supportive national programs and policy frameworks, as well as ongoing capacity building.

In Africa, LA21 processes have been undertaken by at least 151 municipalities in 28 countries. Only South Africa has established a national campaign to support local governments in undertaking LA21. Municipalities are adapting LA21 to best fit their local situations. In Africa, municipalities are using a “sustainable development” approach in their LA21 planning processes. In this approach economic, ecological and social considerations are all taken into account in development decisions (FIGURE 2).

Economic development is of particular concern for African municipalities. Local governments identified economic development as both a common overarching approach to LA21 and as a specific priority. The most common priorities for LA21 processes in Africa were:

- Poverty alleviation
- Economic development
- Health
- Community development
- Water resources management

It is notable that 90% of local government respondents reported that poverty alleviation was a priority and 80% identified economic development.

Multisectoral engagement in the planning process is a key aspect of LA21. In Africa, stakeholder groups are included in 78% of the processes reported by municipalities. Partners in the stakeholder groups are presented in FIGURE 3.

Results are based on 36 municipal responses from Africa to the local authority survey.

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Results are based on 36 municipal responses from Africa to the local authority survey.
In the Asia-Pacific region, 674 LA21 processes in 17 countries were reported. One of the key factors for the growth of these processes is the presence of national campaigns. Six countries in this region have national campaigns, which account for more than 75% of the regional total (FIGURE 1). Campaigns in Australia, Japan and South Korea have been particularly effective in encouraging large numbers of LA21 processes.

One of the outstanding characteristics of LA21 in the Asia-Pacific region is the strong emphasis on environmental protection. As can be seen in FIGURE 4, many municipalities are using this as a central theme for their processes. The specific priorities identified by local governments in the region are consistent with this finding. The most common municipal priorities for future action in the region are:

- natural resource management
- air quality
- water resources management
- energy management

Over two-thirds of municipalities reported involving community stakeholders in some way. Municipalities are working to promote widespread public participation. FIGURE 5 indicates the stakeholder groups most commonly included as formal partners in LA21 processes.

Similar to other regions, ethnic minorities and trade unions continue to be excluded from LA21 processes. Only 13% of municipalities indicated youth involvement in these processes.

LA21 processes in this region have prompted increased official plan preparation and implementation as well as inter-departmental cooperation. In addition, improvements in waste reduction, city beautification, public awareness and water quality were reported.

Local governments, as their counterparts in other regions, identified the lack of financial and national-level support as obstacles to their success. In addition to increased national support for LA21 processes, they called for a change in the tax structure to provide financial incentives for pursuing sustainable practices. National governments’ ability to enhance local success is not limited to financial contributions. Political support and a supportive policy framework at the national level can greatly enhance the potential for success at the local level.
It is notable that Europe is the only region in which climate change is reported as a top priority. As with other regions, LA21 processes in Europe are making significant progress in terms of citizen participation. More than 75% of European processes include stakeholder groups. The involvement of the educational sector is especially strong in Europe (FIGURE 7).

The groups most commonly excluded from LA21 processes include ethnic minorities, trade unions and women’s groups.

As a result of their LA21 processes, European municipalities noted improvements in addressing public awareness, waste reduction and biodiversity. In addition, municipalities noted increased inter-departmental cooperation and public consultation processes. Insufficient financial support has been a limiting factor for LA21 in Europe as in other regions. Municipalities also reported a perceived lack of national commitment and of community interest. European municipalities called for increased national support in a number of ways. They indicate that national governments need to strengthen their political commitment to LA21 and allocate sufficient funds to support local governments in their efforts. In addition, tax systems should be changed so that sustainable practices receive greater support.

LA21 processes in Europe are abundant and are achieving specific results. To continue this trend toward action and results, LA21 processes must go hand in hand with national sustainability strategies. LA21 should be further imbedded into routine municipal operations so that actions taken will have long term impacts.
In Latin America, 119 municipalities in 17 countries have undertaken LA21 processes. Much of this activity has occurred independent of established national campaigns. Only Ecuador and Peru have national campaigns, although several other countries are developing stronger support systems.

Municipalities in Latin America\(^5\) are taking a wide variety of approaches to LA21. The "sustainable development" approach is most common but many processes are also specifically centered on environmental and economic concerns (FIGURE 8).

Specific municipal priorities were varied. The most common priorities include:

- community development
- tourism
- economic development
- poverty alleviation
- water resources management

Local government reported that community development was a priority in 85% of municipalities. And while many of the above priorities are similar to those in other regions, particularly those in Africa, Latin America is the only region to identify tourism as a priority for LA21.

 Worldwide, Latin America has the highest rate of stakeholder involvement; over 80% of municipalities report stakeholder participation. The groups most commonly included can be seen in FIGURE 9.

Latin American municipalities reported four key obstacles:

- insufficient financial support
- lack of national programs
- insufficient information
- weak linkages with international institutions.

In response to these obstacles, respondents identify a need for national governments to increase financial and political support for LA21, and delegate increased powers to municipal governments so they can fully address local needs and priorities.

LA21 in Latin America is characterized by active community participation. National governments and international agencies, through supportive mechanisms aimed at enhancing local capabilities might take advantage of this strength to quickly advance sustainable development in the region.

As with other regions, some groups are still excluded from LA21 processes. In Latin America these include ethnic minorities, indigenous peoples, trade unions and youth.

The most commonly noted improvements resulting from LA21 processes include water supply and quality, public awareness, and heritage and culture preservation. The focus on heritage and culture preservation is distinctive of this region. Latin America was the only region to indicate heritage and culture preservation as an area of activity or achievement.

\(^5\) Results are based on 28 municipal responses from Latin America to the local authority survey.

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**FIGURE 8**

FOCUS OF LA21 PROCESSES IN LATIN AMERICA

- Sustainable Development 52%
- Economic Development 26%
- Environmental Protection 15%
- Social Issues 7%

**FIGURE 9**

FORMAL PARTNERS INCLUDED IN LA21S IN LATIN AMERICA

- Individuals
- Community Groups
- NGOs
- Business/Private Sector

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<thead>
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<th>Percent</th>
<th>Number</th>
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**FIGURE 10**

LATIN AMERICA—COMMUNITY DEVELOPMENT THROUGH LOCAL AGENDA 21

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NORTH AMERICA—LOCAL AGENDA 21 TO ADDRESS GROWTH

One hundred and one LA21 processes were reported in North America. LA21 processes in the region have been undertaken independent of large-scale national or regional programs. These participatory planning processes are not typically called “LA21 processes,” although they share the same features. They are often referred to as a sustainable or livable community planning. Many regional organizations encourage local actions for sustainable development.

The approach to these processes in North America\(^6\) varies greatly. Economic development, environmental protection and sustainable development are all commonly identified as the overarching nature of individual processes (FIGURE 10).

Municipalities are also pursuing a variety of priority issues. The top concerns include:

- land use
- transportation
- water resources management
- economic development
- air quality

Growth issues were key priorities, with land use a priority issue for over 90% of the survey respondents and transportation an issue for more than 80%.

Stakeholder participation was reported in 80% of municipalities. The most common partners identified were similar to those reported in other regions (FIGURE 11). Waste reduction, public awareness, water quality and community empowerment were all given as achievements resulting from local sustainable development processes. North America is the only region in which community empowerment was reported as a prominent achievement.

In addition to a lack of financial and national support, North American municipalities indicated that they had insufficient decision-making power to create strong local processes. Municipalities suggested that national governments should increase funding for local sustainability. They also suggested that national governments should revise the tax structure and remove subsidies placed on unsustainable products and policies.

Local governments in North America are acting in response to Agenda 21 and are having some notable success. Significant opportunities exist to advance these sustainable development planning processes and enhance action-oriented outcomes.

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\(^{6}\) Results are based on 44 municipal responses from North America to the local authority survey.
LOCAL AGENDA 21 IN THE MIDDLE EAST

There is very little survey data available from Middle Eastern local governments and local government associations provided limited data. It is therefore difficult to identify clear trends in LA21 development in this region.

Based on information provided by local government associations and other organizations, 79 local governments in 13 countries were identified as being engaged in LA21 processes. This is unlikely to represent the full extent of the processes underway.

The Turkish LA21 Campaign accounts for 50 of the local governments identified as having undertaken LA21 in the Middle East. This national campaign, supported by Capacity 21 (part of the UN Development Programme), has been extremely successful. In fact, much of the information broadly available regarding LA21 in the Middle East has come through programs supported by Capacity 21 and other international development work.

The lack of financial and national support for LA21 has been a major constraint for the development of programs in many municipalities. In addition, some communities have faced added challenges due to social and political unrest. Despite these challenges there are many local, regional and international organizations working to promote sustainability in the region. Long-term support by international agencies and national governments would advance the implementation of LA21 as a good governance and sustainable development framework in the Middle East.

RECOMMENDATIONS AND CONCLUSIONS

The 2001 LA21 Survey highlights a trend of continually increasing local commitment and action toward sustainable development in response to the international sustainability agenda. This growth has been led primarily by local governments with the active involvement of their communities. Local government associations, national governments, international institutions, community-based groups, non-governmental organizations and many others have provided support and are key partners in existing processes. LA21s are progressing from agenda to action and are doing so with the engagement of the broader community.

The survey results point to measures that should be taken to continue this powerful commitment at the local level and to further expand and enable appropriate, effective action regionally and globally.

- Design national and international investment and development assistance programs to address the different realities of individual local authorities.
- Support the development of locally relevant mechanisms to monitor and evaluate progress.
- Support the creation of National LA21 Campaigns, especially in those countries in the lower- and middle-income categories where the fewest LA21 processes currently exist.
- Create national policies that strengthen local governments’ ability to advance sustainable development.

The dramatic growth in LA21 worldwide in the past five years indicates the continued relevance of these participatory strategic planning processes to address local issues of global concern. Moving into the next...
Global sustainability starts with local action. Through partnerships with local governments, other spheres of government and international institutions can facilitate progress toward a shared vision.

The Second Local Agenda 21 Survey Report, as well as the details of global response, also disaggregated by region and income categories, may be found at www.iclei.org/la21survey.
ABOUT THIS BOOK

In 1992, world leaders adopted Agenda 21, the global plan of action for sustainable development. Agenda 21 called on local governments to develop their own Local Agenda 21.

Over the last ten years, more than 6,000 local governments and their partners worldwide have instituted Local Agenda 21 planning as a framework for good governance and advancing sustainable development. Their strategies for action are accelerating the transition to sustainable, equitable and resilient communities.

Local Agenda 21 is advancing to Local Action 21. Local Governments: Response to Agenda 21 provides regionally specific information to local governments and the national governments, associations, agencies and institutions that will support them to meet their distinct challenges and advance sustainable development globally.

Reports in the Local Action Moves the World series, prepared for the 2002 World Summit on Sustainable Development, are available online at www.iclei.org/johannesburg2002 or by contacting ICLEI.

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