Analysis of international city-to-city cooperation and intercity networks for Japanese national & local governments

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by

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Abstract

The effectiveness of international city-to-city cooperation and intercity networks has been highlighted by developmental agencies and local governments overseas, yet, a majority of Japanese local governments question the merits, particularly with developing cities. This report aims to answer questions posed by Japanese local governments and reviews international city-to-city cooperation and intercity networks in Japan and Asia and analyses how they can be improved. Then, it turns to suggestions to Japanese national and local governments and intercity networks. The analysis is based on a literature review and interviews with local governments and secretariat members of international intercity networks and existing studies.

The findings include that the Government of Japan must set a clear division of work between the national and local governments and provide adequate legal and financial frameworks to support local governments, if it is interested in promoting international city-to-city cooperation for national interests. Japanese local governments are encouraged to participate in North-South cooperation without a preoccupation that it is a one-way transfer of knowledge and resource. Issues such as climate change and natural disasters are equally new and difficult to every city, regardless of the developmental stage and income level, and there are many areas that Japanese cities can learn from and work with developing cities. Objectives and activities must be strategically structured to enhance the effectiveness and efficiency of international city-to-city cooperation, and it successfully continues when supported by public and multiple people within a local government.

International intercity networks are used as a platform to share knowledge and build capacity, but not many are involved with policy advocacy and none seems to provide Japanese local governments with financial and political resources in making policies. For good governance of intercity networks and active involvement of member cities, a periodic change of a president city is suggested to increase free flows of information and transparency. To enhance the financial condition, it is recommended to diversify funding sources, although the collection of membership fees has both pros and cons. International intercity networks are encouraged to evaluate their projects on a consistent basis, however, in order to do so, understanding and cooperation by local governments is critical.

Key words
City-to-city cooperation, intercity networks, local governments, Japan

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1. Introduction

Actions at a local level could be very effective and efficient for climate change and sustainable development. Local governments are able to take actions quicker and their actions could be better-targeted than national governments, as they are smaller and closer to local people and business than national governments. International intercity networks could help promote these local actions by sharing information, conducting projects, and advocating opinions of local governments to an international society. The effectiveness of local actions and international intercity networks has been recognized by various actors including development agencies and governments. For instance, World Bank initiated "Eco2 Cities: Ecological Cities as Economic Cities" Program to help cities in developing countries achieve greater ecological and economic sustainability, Asian Development Bank and The German Organisation for Technical Cooperation (GTZ) "City Development Initiative for Asia" to assist cities in providing better urban services for their citizens, and City of London "C40 Cities Climate Leadership Group" to tackle climate change problems.

Despite the high expected value of international city-to-city cooperation, many Japanese local governments question its merits, particularly with developing cities. They are concerned that North-South city-to-city cooperation is a one-way transfer of resources to the South, and this appears to be one of the biggest factors hindering city-to-city cooperation between Japan and Asia[1]. Several local governments, such as Kitakyushu and Yokohama, use international intercity networks to share their experiences and know-how to overcome environmental pollution and create a sustainable city in Asia. Yet, scepticism remains. Benefits should be clearly presented to Japanese local governments, yet a study in this field is limited. In fact, in the past twenty years, a number of international intercity networks were established by Japanese local governments. Unfortunately, however, some of them lost momentum several years after establishment and the number of program activities declined. There are several possible reasons for this, for example, the level of commitment by member cities may have decreased because of the management styles of intercity networks, or lack of interesting programs to participate. However, the reasons have not been analysed, so this report will do so.

2. Objectives

This report aims to answer the questions raised by Japanese local governments regarding 1) why local governments should undertake international city-to-city cooperation, 2) how to make international city-to-city cooperation successful, and 3) what kinds of support local governments abroad are requesting and receiving from national governments. This report also tries to explain 1) what international intercity networks do and 2) how they are managed, in an attempt to draw some lessons for how to increase the use of intercity networks by Japanese local governments for international city-to-city cooperation and to improve operations of intercity networks in the future.

3. Methods

This report is based on literature reviews, documents and websites of cities and intercity

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[1] This statement is based on face-to-face interviews with Japanese local governments on issues relating to international municipal cooperation. Some local government officers commented based on the previous experiences and some noted without experience.

networks, and interviews with member cities and secretariat staff members of international intercity networks. The interviewed cities and intercity networks are listed in the Appendix.

4. Analysis

4-1. International city-to-city cooperation

Japanese local governments are not mandated to work on international cooperation, and the number of Japanese local governments participating in international city-to-city cooperation has been limited[2]. Cooperation with developing cities appears to be more challenging than with developed cities, due to the perception that North-South cooperation is a one-way transfer of resource to the South.

In this section, the benefits of city-to-city cooperation, especially North-South cooperation, will be firstly explained to increase understanding and invite active participation of Japanese local government to international cooperation. Secondly, key success and failure factors of international city-to-city cooperation will be described to help improve ways that international city-to-city cooperation are carried out in the future. Thirdly, suggestions based on existing experience in Europe will be presented. Then, discussions turn into these implications to Japan.

Discussion points

- a. Benefits of international city-to-city cooperation
- b. Key success and challenging factors of international city-to-city cooperation
- c. Experience and suggestions from Europe
- d. Policy implications and suggestions to Japan

a. Benefits of international city-to-city cooperation

Existing studies and interviews suggest that city-to-city cooperation brings valuable benefits to local governments including staff capacity development, and urban governance. UN-Habitat Report and PLUS Network Survey suggest that city-to-city cooperation is one of the most effective means for local capacity development, as it provides access to appropriate expertise and experience. For example, a survey by a Canadian international intercity network, PLUS Network[3], demonstrates that when local government officials face difficulties in planning for urban sustainability, a vast majority of them (100%) first consult with their colleagues in their own city and then 80% turns to colleagues in another city. City-to-city cooperation is also found to be a valuable way of involving a range of urban actors –e.g. institutions and civil societies – as partners and beneficiaries of city-to-city cooperation, and allows urban governance being reinforced from different angles (Bontenbal 2009).

Cities work with other cities for various other reasons like city's internationalization, business

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[2] For instance, less than 3 percent of Japanese cities conduct international environmental city-to-city cooperation. Approximately 20 out of 800 cities (cities with a population greater than 50,000) have conducted international city-to-city cooperation such as acceptance of trainees, dispatch of experts, joint studies, and hosting intercity network programs for environment in Asian developing countries. The data is from Shimin Kokusai Puraza (Citizen's International Plaza) 2008.

[3] Samples are PLUS Network member cities

promotion and job-creation. Mayor of Greater Lyon, for instance, considers that "interactions and exchange of ideas with other cities make Lyon realize European ways of thinking are not universal. Lyon historically had a 'closed' image in France, yet, it gradually changed by joining international intercity networks and doing projects internationally[4]". Fukuoka pursues international projects to increase public awareness on international issues and to provide local companies with opportunities to do business abroad[5]. Kitakyushu works with cities overseas on environmental issues to enhance international competitiveness, create jobs, and improve a city image. Kawasaki also engages in international environmental city-to-city cooperation to attract companies and create jobs in the region[6]. These examples suggest that cities engage in international city-to-city cooperation for various motivations, other than staff capacity development and urban governance.

North-South city-to-city cooperation is not just a one-way transfer of resources and expertise to the South. Existing studies in Europe analysing municipal cooperation between European and former-colonial countries like Africa emphasize the benefits for Northern partners. Most frequently stated benefits for Northern partners are: greater mutual understanding, cultural awareness, and respect to different ways of thinking and approaches (Evans 2009, van Ewijk & Baud 2009, Johnson & Wilson 2006, UN-Habitat 2003). The importance of mutual understanding and cohesion between the host and migrant communities is especially highlighted by researchers in Europe (van Ewijk & Baud 2009, Evans 2009). It became especially critical after the September 11th attack, due to the increased fear among different ethnic groups (van Ewijk & Baud 2009).

Individual staff learning such as understanding on substantial inequality in the conditions of life and work between North and South (Johnson & Wilson 2006, UN-Habitat 2003), ability to understand political nuances and techniques for listening to partners (UN-Habitat 2003) are also suggested as benefits for the Northern partners. In terms of Japanese cities, improved English communication skills are acknowledged as a benefit by city-to-city cooperation between Yokohama and Penang (Tjandradewi, Marcotullio & Kidokoro 2006).

As these existing studies and interviews suggest, city-to-city cooperation brings valuable benefits to local governments including staff capacity development, urban governance, city's internationalization, and amicable relationship with migrant communities. Studies which suggest the clear benefits for Japanese cities doing international cooperation with developing cities are limited, and this needs to be studied further to respond to sceptical views of Japanese local governments. Though, as the number of foreign tourists and immigrants in Japan is increasing and expected to increase, internationalization of Japanese cities will be unavoidable. City-to-city cooperation might increase its priority for Japanese local governments to build staff and institutional capacity to manage increased flow of foreign visitors and citizens and make different ethnic groups live happily in a community in the near future.

b. Key success and challenging factors of international city-to-city cooperation

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[4] Interview with Mayor of Greater Lyon, September 2009. Lyon is one of the sister cities of Yokohama and a members of multiple international intercity networks like CITYNET and Eurocities
[5] Interview with Dr. Yamashita of Asia Pacific City Summit, September 2009. Fukuoka is a host of an international intercity network called Asian Pacific City Summit
[6] Kitakyushu and Kawasaki cases are described in Hosei University and IGES (2008)

International city-to-city cooperation does not happen automatically and it is not always easy. A number of studies focus on success and failure factors of international city-to-city cooperation and try to draw lessons from the past to improve effectiveness of international cooperation by local governments.

Success factors

According to existing studies, mutual understanding, reciprocity, commitment (Tjandradewi & Marcotullio 2009, UNDP 2000), and leadership (Tjandradewi & Marcotullio 2009, UN-Habitat 2003) are the key success factors of effective city-to-city cooperation. Mutual understanding means that cities must build trust and respect for one another. Reciprocity implies that benefits should flow in both directions bringing satisfaction to both sides. Commitment includes both time and money, and leadership indicates local politician and professional staff must have leadership. Involvement of motivated staff at a working level is also vital for successful city-to-city cooperation, because even if local politicians and senior officials are committed, if working-level officials are not interested in, actions do not start (IGES 2009).

Having a clear set of shared objectives and work plans is highlighted by UN-Habitat (2003) and importance of community-wide participation is pointed out by UNDP (2000)[7]. Free flows of information are also identified as indispensable. They are foundation of good governance and transparency, which increase the level of trust and understanding of member cities. This is found particularly important in Asia, where top-down hierarchies remain (Tjandradewi & Marcotullio 2009). Standard frameworks, management rules, indicators –e.g. transparency, result-orientation, increased harmonization and cooperation with other players – must be developed by respective partners of international municipal cooperation, and projects must be measured and documented (Nitschke, Held & Wilhelmy 2009).

Challenging factors

Obviously, when success factors are not met, city-to-city cooperation is likely to fail. It can happen easily, especially when North and South partners misunderstand expectations of each other (UNDP 2000, van Ewijik & Baud 2009). For instance, when Northern partners rush results or when the Southern partner's expectations run ahead of themselves (UNDP 2000), or when Southern partners expect some kind of developmental cooperation, while Northern partners mainly want to exchange knowledge (van Ewijik & Baud 2009), city partnership deteriorates.

Inequality between the North and South may also be a challenge of North-South city-to-city cooperation. Unequal recognition of different types of knowledge is one aspect of inequality. For instance, codified knowledge may be perceived more important than implicit and tacit knowledge. Inequality in material and financial resources also create fundamental power differences and this may reduce Southern partners' abilities to make real changes in practice. Northern partners' notion which they often consider themselves more advanced than southern partners is inequality of another kind (Johnson & Wilson 2006).

City-to-city partnership reaches at a risk of failure, when it is in the hands of a single politician or senior official. A broader base of support is essential in making a successful partnership, but a risk of discontinuity arises, when the key politicians or senior officials leave office (UNDP

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[7] Regarding community wide participation, Tjandradewi & Marcotullio (2009) suggests that decision-makers of local governments do not see community-wide participation so important for successful city-to-city cooperation.

2000).

Put simply, effective international city-to-city cooperation requires both mental (e.g. mutual respect) and technical (e.g. shared objectives and work plans) preparation and support from multiple people and parties within a government. When these are met, benefits of city-to-city cooperation become apparent. The importance of mutual respect is also highlighted by secretariat staff members of interviewed intercity networks.

c.   Experience and suggestions from Europe

Even if benefits and successful ways of doing international city-to-city cooperation are understood, if Japanese local governments do not have appropriate resources, they cannot take a role in international cooperation. Here, experiences of and suggestions by European cities are presented, and a discussion turns to implications and suggestions to Japan in the following section.

Existing Experience

International developmental cooperation is not mandatory for local governments not only in Japan but also in Europe. Existing studies show that local governments struggle to justify the use of funds from community budget to international development cooperation in the UK (Evans 2009) and Germany (Nitschke, Held & Wilhelmy 2009), because existing legal frameworks on those international city-to-city cooperation are weak.

Municipal development cooperation in Germany is legitimized only by domestic benefits, instead of development impacts in recipient communities. Hence, support is reserved only for domestic aspects such as developmental education and awareness raising (Nitschke, Held & Wilhelmy 2009). In the UK, local governments are allowed to spend community money for international development up to a certain amount based on population. Yet, the national government's consent is required prior to the engagement of international work (Evans 2009).

Gaining adequate understanding and support from local residents is also identified as one of the difficulties for local governments to work on international developmental cooperation (Evans 2009). This becomes especially difficult when local governments are under budget deficit (Nitschke, Held & Wilhelmy 2009). The benefits for North- South cooperation may look too "modest"to Northern partners (Green, Game & Delay 2005, cited in Johnson & Wilson 2009).

Suggestions

Legal and financial frameworks must be structured in a way that allows international city-to-city cooperation to realize its full fruition (Evans 2009, Nitschke, Held & Wilhelmy 2009). This does not mean cities should be upgraded politically to take a role in international development. Instead, municipal cooperation should be perceived and supported as a part of Official Developmental Assistance (ODA) and supported by the national governments (Nitschke, Held & Wilhelmy 2009). Support from the national government would be more appreciated by local governments if it becomes clear and easy to employ (Evans 2009). In addition, notions of inequality must be replaced by new forms of relationships and engagement (Johnson & Wilson

2006).

d. Policy implications and suggestions to Japan

Suggestions from Europe could be applied in Japan. Japanese local governments have been struggling to justify their use of local money for international cooperation and to obtain public support. Ministry of Environment encourages Japanese local governments to take environmental actions internationally. Yet, Japanese municipal laws are governed by Ministry of Internal Affairs and Communications and the laws do not specify what role Japanese local governments should take in the area of international cooperation.

According to interviews with Japanese local governments, many mentioned that the Japanese national government must set a clear division of work between the national and local governments[8]. If the Government of Japan is intended to support international city-to-city cooperation, it is recommended to present a clear division of work and direction for local governments on what roles to take and what responsibilities and duties they should take.

In addition, Japanese local governments face severe resource constraints in doing international cooperation. The constraints include: budget, staff capacity such as language barriers, lack of know-how for international cooperation, and institutional capacity such as strategies for international cooperation. Therefore, the Government of Japan is advised to provide adequate financial and technical support, if it is interested in promoting international cooperation at a local level for national interests. Developmental agencies such as JICA and research institutes like IGES should be able to help national and local governments set shared objectives and work plans for international city-to-city cooperation, and provide technical assistance, when necessary.

As suggested by research based on Europe, clear legal and financial frameworks would help Japanese local governments conduct international city-to-city cooperation. If the Government of Japan is willing to change Japanese laws and regulations to increase the level of international city-to-city cooperation, the UK legal and financial frameworks – for instance, the rationale for allowing community budgets to be spent on international cooperation – could be studied further and used as a basis, since they seem to be more advanced than others.

City-to-city cooperation projects and programs are recommended to be evaluated by a city or a partner institute using a set of standards, management rules, and indicators to assure transparency and positive outcomes for both recipient and resource countries. This will help justify the use of community money for international cooperation, because without proper evaluation, people will not understand the reasons for doing so. JICA's project evaluation scheme could be utilized a base, as it is currently used when JICA supports local international cooperation activities through an international intercity network called CITYNET[9].

City-to-city cooperation may terminate easily, if it is in the hand of one politician or senior official. However, this risk of discontinuity could be minimized if it is supported by multiple people and teams within a government, supported by citizens, and pursued continuously.

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[8] This statement is based on face-to-face interviews with Japanese local governments on issues relating to international municipal cooperation.
[9] CITYNET is an international intercity network, which was established in 1987 and currently being hosted by City of Yokohama.

Several Japanese cities have demonstrated that it is possible to do so, for example, Kitakyushu and Minamata, where environmental pollution was severe in the past. In these cities, international environmental cooperation is regarded as one of ordinary activities of local governments, and does not stop by political turmoil. Similar situations could be found in Hiroshima for peace and Kyoto for cultural cooperation. These examples suggest that city-to-city cooperation continues when cities have principles that they want to share with the world regardless of political, socio-economic situations.

Lastly, it is important that Japanese local governments respect the developing countries. Mutual respect and understanding are highlighted as one of the most important underling factors to make international cooperation successful. Several well-experienced international intercity network staff are concerned that Japanese local governments are perceived not to have enough respect to developing countries. This might partly come from miscommunication, as a majority of Japanese local government officers do not speak English fluently. Or it might be because of statements such as "my city does not need international cooperation" by Japanese city officials in front of officials from developing cities[10], or simply by the fact that not many cities are actively participating in international cooperation.

Issues such as climate change and natural disasters are equally new and difficult to every city, regardless of the developmental stage and income level, and there are a lot of areas that Japanese cities can learn from and work with Southern partners. For instance, Tokyo highly regards jointly taking actions on adaptation issues such as flood due to torrential rain, tidal wave, and sea level rise. These issues are common among cities (both developed and developing) near coastal areas in the world, and cities can share similar solutions. Tokyo is effectively using C40's network to exchange information with other cities and taking preventive actions together. In addition, CITYNET explains that Japanese cities increased their confidence in dealing with natural disasters after participating to disaster relief projects in South Asia and gaining concrete experience there.

Key points

✓ City-to-city cooperation can bring valuable benefits to local governments including staff capacity development, improved urban governance, city's internationalization, business promotion and job creation. Developed cities can benefit from North-South international cooperation. Benefits for the Northern partners include understanding of different ways of thinking and contributing to facilitating an amicable relationship with migrant communities.

✓ Commitment, community-wide participation, mutual understanding, reciprocity, leadership, and free flows of information are suggested as key factors of successful city-to-city cooperation. City-to-city partnership is at a risk of failure when it is in the hand of only one politician or senior official of a local government. North-South city-to-city cooperation may result in disappointment when Northern partners expect results too quickly, and when Southern partners have too high expectations.

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[10] The statement is based on the author's experience listening a panel discussion among Japanese, Asian, and European cities at a congress of a major international intercity network in 2009.

- ✓ Key supporting mechanisms for city-to-city cooperation are legal and financial frameworks by national governments to justify the use of community money and resources for international cooperation. The Government of Japan is encouraged to provide local governments with financial and technical resources, if it intends to foster international city-to-city cooperation.

- ✓ City-to-city cooperation successfully continues when a city has a clear objective and when it is supported by citizen and multiple people within a local government. This has been proven by several Japanese cities, such as Kitakyushu and Minamata for environmental, Hiroshima for peace, and Kyoto for cultural cooperation.

- ✓ Japanese local governments are encouraged to participate in international cooperation without a preconception that North-South city-to-city cooperation is a one-way transfer of knowledge. Issues such as climate change and natural disasters are equally new and difficult for all cities, regardless of the developmental stage and income level.

4-2. International intercity networks

International intercity networks exist to support local governments for a variety of purposes, including international cooperation. In this section, the roles, activities, and focuses of international intercity networks will be explained. Then, the management, such as governance structure and funding, will be discussed in an attempt to develop ideas to improve operations of intercity networks for Japanese local governments that host intercity networks. Existing studies of intercity networks are very limited on management structures[11]. Therefore, the results of this section are mainly based on interviews with local governments and the following seven international intercity networks which work both in Japan and Asia and have some environmental programs, in addition to documents and websites of these networks and cities. Descriptions (overview, backgrounds and programs) of these selected international intercity networks are summarized in Appendix for readers who are unfamiliar with them.

- ✧ CITYNET
- ✧ International Council for Local Environmental Initiatives (ICLEI)
- ✧ Asian-Pacific City Summit (APCS)
- ✧ Kitakyushu Initiative for a Clean Environment (KI)
- ✧ Asian Network of Major Cities 21 (ANMC21)
- ✧ C40 Cities (C40)
- ✧ International Carbon Action Partnership (ICAP)

Discussion points

- a. Roles & Activities
- b. Subjects
- c. Operational characteristics
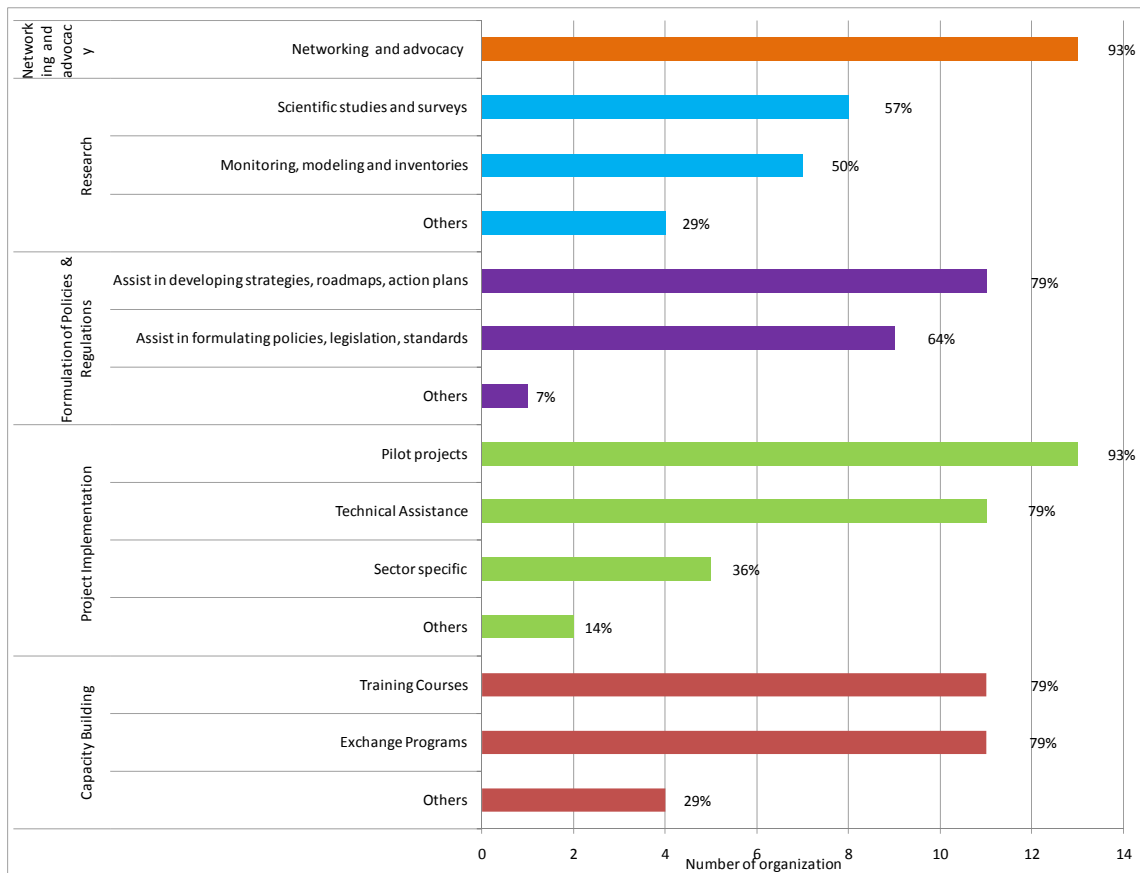- d. Governance
- e. Secretariat

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[11] Studies on intercity networks include: surveys and reports prepared by secretariats of international intercity networks such as Clean Air Initiative for Asian Cities (CAI-Asia) and Sustainable Cities, and UN-Habitat. However, these hardly cover the management structures of intercity networks.

> f. Funding
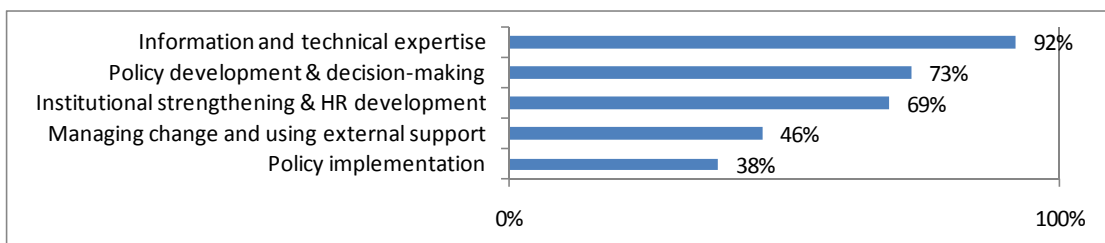> g. Project evaluation

a. Roles & Activities

Existing studies suggest that intercity networks are used as a platform to exchange information and knowledge, to build capacity of local governments (Seymoar, Mullard & Winstanley 2009, CAI-Asia 2009, PLUS Network 2008, UN-Habitat 2003), and to form common focus and direction for specific issues (CAI-Asia 2009, PLUS Network 2008). For instance, according to PLUS Network Survey (2008) to its member cities, approximately 70% of local governments ask intercity networks or NGO associations for advice on sustainability-related policy making, while less than 30% turn to academic institutions. In a sense, intercity networks provide a safe learning ground for local governments' officials where they can receive constructive feedback from peers (Seymoar, Mullard & Winstanley 2009).

CAI-Asia (2009) and UN-Habitat (2003) surveys show that intercity networks are used not only for networking and capacity building, but also for policy development, project implementation, and research. Graphs 1 and 2 show the survey results by CAI-Asia in 2009 and UN-Habitat in 2003.

Graph 1: Roles & activities of international intercity networks (CAI-Asia 2009[12])

Information and technical expertise	92%
Policy development & decision-making	73%
Institutional strengthening & HR development	69%
Managing change and using external support	46%
Policy implementation	38%

Graph 2: Roles & activities of international intercity networks (UN-Habitat 2003[13])

To carry out these roles, intercity networks hold conferences and seminars and post information on their websites. PLUS Network Survey (2008) confirms that these activities are appreciated by local governments. More than 90 percent of respondents consider that attending a conference is a useful way of learning, and more than 70 percent think that the internet is helpful in finding information that cities need.

Betsill and Bulkeley (2004) observed that intercity networks are also used to access financial and political resources and to help legitimise policies. Intercity networks are formed not only by members seeking to obtain knowledge and information or influence public opinions, but also with the aim of advancing policy agendas and increase political weight of particular coalitions, for example ICLEI's Cities for Climate Protection program[14]. In addition, intercity networks function as memory banks of member cities, so institutional expertise of local governments can be maintained upon staff rotation (Seymoar, Mullard & Winstanley 2009).

Not surprisingly, all the seven selected international intercity networks function as a platform to share information and knowledge and most to build staff and institutional capacity through training and pilot programs. However, only about half seem to emphasize forming a common focus and direction on specific issues and influencing the international community (see Table 1). In Japan, international intercity networks do not seem to provide political resources and legitimacy for making local policies. Several Japanese domestic intercity networks might have given financial and political resources to local governments and legitimated local policies. Yet, those resources and legitimacy mainly came from the national government and not necessarily from peer local governments[15]. As for ICLEI, it is difficult to conclude that it gives financial and

- CAI-Asia	- Metropolis
- 1. Cities Development Initiative for Asia (CDIA)	- Sustainable Mobility & Accessibility Research & Transformation
- CITYNET	- Sustainable Cities PLUS Network
- Earthquakes and Megacities Initiative	- The Global City Indicators Facility
- Global Energy Network for Sustainable Communities	- The Rockefeller Foundation
- ICLEI- South East Asia	- UCLG - Asia Pacific
- Kitakyushu Initiative	- United Nations Human Settlements Programme (UN-HABITAT)

[13] UN-Habitat Survey: Samples

Local authority/association:	City network:
African Unition of Local Authorities	CITYNET
Commonwealth Local Government Forum	Eurocities
Council for European Municipalities and Regions	European Sustainable Cities and Towns Campaign
ICLEI	Medsafe Network
International Union of Local Authorities	Sister Cities International
Latin-American Federation fo Cities, Mun. and Assc.	Towns and Development
	Professional association:
	International City-County Management Association

[14] ICLEI is an international intercity network, which was established in 1990 and currently being hosted by City of Bonn.

[15] Japanese domestic intercity networks are often used to convey messages and guidelines of the national government. This was

political resources and legitimacy in making policies to Japanese local governments, at least as of now. Japanese local governments learn from innovative policies and practices abroad and adopt some of them after altering them considerably to meet laws, regulations, and customs in Japan. But this research did not find any evidence that Japanese cities have been receiving financial, political resources or legitimacy from ICLEI[16].

	Information sharing	Capacity building	Policy advocacy
CITYNET	✓	✓	✓
ICLEI	✓	✓	✓
APCS	✓		
KI	✓	✓	
ANMC21	✓	✓	
C40	✓	✓	✓
ICAP	✓	✓	✓
* Capacity building includes activities such as training projects			

Table 1: Roles & activities of interviewed international intercity networks 1[17]

All the selected international intercity networks hold conferences and seminars, but only about half post best practices on their websites (see Table 2). Collecting best practices and writing case studies require a lot of manpower and specialized skills, so the number of intercity networks doing so may be limited. Two of the intercity networks which post best practice information on their websites work with external organizations, for example the Kitakyushu Initiatives works with IGES, and C40 works with with Clinton Climate Initiatives. Working with specialist organisations may empower intercity networks and improve the effectiveness of their work.

	Conference/seminars	Best practice on website
CITYNET	✓	
ICLEI	✓	✓
APCS	✓	
KI	✓	✓
ANMC21	✓	
C40	✓	✓
ICAP	✓	

Table 2: Roles & Activities of interviewed international intercity networks 2[18]

b. **Network focuses**

Environment is identified as the best areas for city-to-city cooperation by CITYNET (2005), and the most densely covered subject by intercity networks, according to UN-Habitat (2003). From a CITYNET survey of its member cities, nearly 70 percent responded that environment is a suitable area for city-to-city cooperation, and UN-Habitat's survey shows that 70 percent of intercity networks offer environment-related programs (see Graph 3).
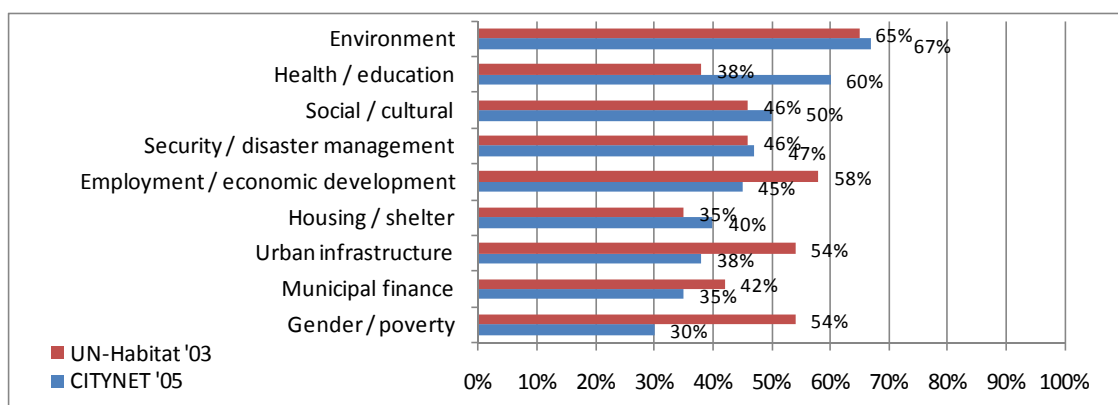
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especially true prior to the consolidation of municipalities around the year of 2000

[16] Author's estimation based on interviews with Japanese local governments

[17] Created by the author. Information is from websites of individual intercity networks and interviews.

[18] Created by the author. Information is from websites of individual intercity networks

Graph 3[19]: Areas for city-to-city cooperation (CITYNET 2005[20] & UN-Habitat 2003)

Within the environmental arena, climate-change adaptation / mitigation and solid-waste management are the most extensively covered subjects by intercity networks, according to the CAI-Asia's survey in 2009 (see Graph 4). Climate change adaptation is location specific, so it may look difficult for networks to focus on. Yet, it could be effective if cities in the same region or ecological zone network each other (Betsill 2009). Climate change is a hot topic, though, if intercity networks' programs overlap each other, it would be wise for intercity networks to work together to increase effectiveness and efficiency of their programs.
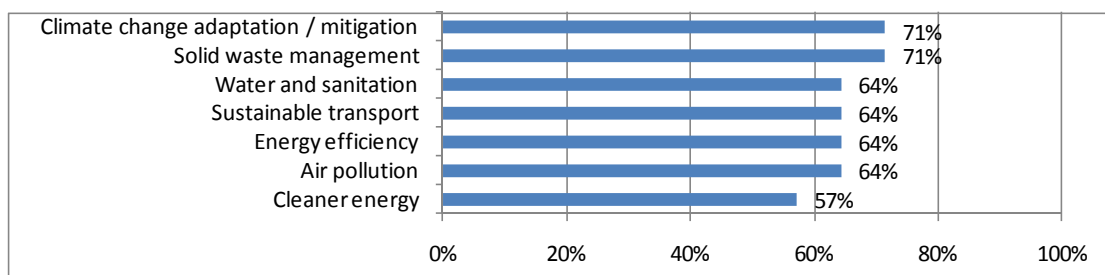
Graph 4: Environmental programs of international intercity networks (CAI-Asia 2009)

Among the seven selected international intercity networks, four of them solely focus on environment and three on various topics including environment, economic and social developments (see Table 3). Among these, CITYNET, ICLEI, and C40 have climate change initiatives. For instance, CITYNET's Climate Change Initiatives cover subjects such as green buildings, energy conservation, low carbon economic activities, transportation, environmental education, and city master plans for climate change. ICLEI's Cities for Climate Protection Program is dedicated to assist cities to adopt policies and implement quantifiable measures to reduce local greenhouse gas emissions, improve air quality, and enhance urban livability and sustainability, and its Local Government Climate Roadmap aims to increase the involvement of local governments in the process of developing a UN post-2012 framework. C40, with the support by Clinton Climate Initiatives, provides a range of support to cities to help them go green –e.g. how to create and consume energy more sustainably, lower emissions, save money and create green jobs.

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[19] Both CITYNET and UN-Habitat used the same criteria for the surveys. According to CITYNET, 65 percent of the respondents consider environment is suitable for city-to-city cooperation, and UN-Habitat's study shows that 67 percent of surveyed international intercity networks conduct environmental projects.

[20] Sample size: approximately 30 local governments and 1 national association of local governments, from a total of 16 countries. Survey sent to more than 70 local governments in 20 countries in Asia (all CITYNET members). Response rate- app.43%.

	Theme	Environmental programs	Other programs
CITYNET	Human habitat	Water & sanitation, solid waste management, environmental education, green building, energy conservation, transportation, etc	Infrastructure, disaster, MDGs, information communication technology
ICLEI	Sustainable development	GHG emission reduction, biodiversity, transportation, procurement, urban management, renewable energy, energy effficiency, water, etc	-
APCS	Urban development	Environmental protection, urban ecological environment, transportation, etc	Sustainable economic & social development, etc
KI	Urban environment	Solid waste management, wastewater treatment, cleaner production, etc	-
ANMC21	Urban development	Urban environment, air quality control, energy and environment technologies, etc	Crisis management, health, economy, arts & culture, women's social participation, etc
C40	Climate change	Green buildings, energy, lighting, ports, renewable energy, transportation, waste management, water resource, etc	-
ICAP	Carbon trading	Carbon market, cap & trade system	-

Table 3: Program areas of interviewed international intercity networks[21]

c. Operational characteristics

International intercity networks take two different approaches regarding their operations: centralized and decentralized. These relate to member profiles like member mix (developed vs. developing countries) and international cooperation types (North-North, North-South, South-South) that they employ (see Table 4).

An example of an intercity network taking a centralized approach is C40. It employs a distinctive approach which no other intercity network takes. C40 partners with Clinton Climate Initiatives, and Clinton Climate Initiatives sends staff called city directors to individual C40 member cities to facilitate city-to-city cooperation and carry out projects. Each city director stays in a city for about two years, understands the surrounding situations and needs of the city, and communicates with his/her fellows in other cities to link the city with other cities with similar problems and objectives. A city director also helps a city identify good companies and donors to work with for city's procurement and financial needs. A city director acts as a focal point of C40's operation. Many interactions and learning opportunities among cities – North-North, South-South, and North-South cooperation – are arranged by a city director.

ICLEI also takes a centralized approach. ICLEI Global functions as a thinktank of ICLEI, collecting data at a global level, making proposals and creating various tools that member cities can use. It also leads advocacy actions and liaises with international organizations. ICLEI local offices implement projects and lead actions locally. ICLEI Global and local offices sends consultants to member cities for training and demonstration projects. A lot of initiatives and learning among cities seem to be driven by ICLEI offices and international consultants.

CITYNET and the Kitakyushu Initiative appear to take a more decentralized approach to facilitate South-South cooperation than C40 and ICLEI. For instance, CITYNET has national

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[21] Created by the author. Information is from websites of individual intercity networks

chapters[22], where local government officials work as CITYNET staff to communicate with cities within a country and implement projects. This allows increasing the awareness of CITYNET and its activities, helps upscaling projects within a country and reducing program costs, and ensures the sustainability of CITYNET programs. National chapter staff are paid by governments and they stay in a country so knowledge and expertise remains within a country, unlike international consultants who migrate from one place to another on a mission basis. The Kitakyushu Initiative also takes a decentralized approach to spread initiatives among developing cities by letting leading developing cities (champion cities) to teach other cities with similar objectives. This helps lower the burden of developed cities to provide training programs, as cities in the South can help each other, and matches with decentralized political systems in the South.

	Operation styles *	Number of members	Member mix			Cooperation types *		
			Primarily developed	Mixed	Primarily developing	North-north	North-south	South-south
CITYNET	Decentralized	100			✓		✓	✓
ICLEI	Centralized	1,105		✓		✓	✓	✓
APCS	-	28		✓		-	-	-
KI	Decentralized	62			✓		✓	✓
ANMC21	Centralized	11			✓		✓	
C40	Centralized	57 **		✓		✓	✓	✓
ICAP	Centralized	31	✓			✓	✓	
* APCS is excluded from this evaluation, as it focuses on information sharing and does not conduct projects								
** The figure includes 17 affiliated cities, in addition to 40 participating cities								

Table 4: Operation styles of interviewed international intercity networks[23]

d. Governance

International intercity networks define rights and responsibilities of member cities, general councils and executive committees, in their charters in order to secure the soundness and transparency of their organizational structure and operations, (see Table 5). Charters also express how often members meet to discussion common issues together. Many charters are similar, although the Asian Network of Major Cities 21 is unique is a way that it explicitly states in its charter that the secretariat to be based in Tokyo.

CITYNET	The General Council, the highest authority of CITYNET, comprises all full and associate members. It meets every four years and reviews the activities of the CITYNET Network, elects the President, Vice-Presidents, Executive Committee, Secretary General and Auditor. It approves the Medium-Term Plan and any amendments to the CITYNET Charter. The Executive Committee consists of the President, two Vice-Presidents, and ten members. It formulates the Biennial Work Programme for the Network in accordance with the Medium-Term Plan, approves new members, and sets policy guidelines for the Secretariat. It convenes at least once every two years. The Secretariat is headed by the Secretary-General, and it coordinates the programmes and activities of CITYNET.
ICLEI	ICLEI Council Meeting serves as the general assembly and it meets every three years. It has powers to amend or revise ICLEI Charter, establish policy directions of the Association and adopt the ICLEI Strategic Plan, elect members to the Executive Committee, etc. The Executive Committee consists of twenty-one elected dues-paying Full Members. President and Vice President are elected by the Executive Committee from among its members. The Executive Committee has the sole power to adopt

[22] CITYNET has national chapters in Bangladesh, Indonesia, Sri Lanka, and Nepal.
[23] Created by the author. Information is from websites of individual intercity networks. Member mix is determined by the number of member developed and developing cities. Although, both CITYNET and KI are headed by Japanese cities, in terms of the number of participating cities in networks' activities, they are primarily composed of developing cities.

	and amend the By-Laws of the Association, to appoint and remove the Secretary General, to approve the annual budget and annual work program in accordance with the Strategic Plan, to appoint and remove Advisory Council members, and to approve the establishment of regional, sub-regional and country offices.
APCS	-
KI	-
ANMC21	ANMC 21 is administered by Plenary meeting and Secretariat. A plenary meeting is held once a year, to discuss and determine joint projects and any amendment or revocation of the Charter, supervise progress of joint projects, and admit new members, etc. The Secretariat shall be based in Tokyo, and consists of a Secretary-General and other employees. The Secretariat keeps custody of the Charter, notifies individual cities in the case of its amendment or revocation, and monitors the state of progress of joint projects, etc.
C40	-
ICAP	All members and observers meet in person two times a year. Day to day work is carried out by the ICAP Steering Committee, supported by a Project Manager. The Steering Committee holds conference calls on a regular basis. The Project Manager is supervised by the Chair of the ICAP Steering Committee.

Table 5: Governance of interviewed international intercity networks[24]

Rotation of the presidency is identified as one of the key elements for maintaining a sense of ownership of a network and active participation by member cities, according to interviews with secretariats and member cities. This finding corresponds with the PLUS Network's survey result that shows about a half (41%) of local governments want a periodic rotation of a president[25], and a CITYNET survey (2005) which highlights free flows of information is seen as a fundamental element of good governance[26]. Discussions on governance issues such as the rights and duties of member cities and committees may be enhanced when a president changes and opinions of member cities could be better reflected to the operations of intercity networks.

While some intercity networks are extensively used for networking and knowledge banks, some others are concerned about inaction of some member cities. These organizations are typically characterized by a lack of rotation in the presiding city and declining participation of other members. For example, the presiding city of ICLEI, C40, and ICAP[27] rotates every three years, two years, and one year, respectively. The presiding city of CITYNET has been Yokohama for the past 20 years, but the secretariat will move to Seoul, Korea, in 2013, and an election will be held to determine a new president. In contrast, networks such as Asian-Pacific City Summit, Kitakyushu Initiatives, and Asian Network for Major Cities 21 are not discussing the issue of rotating the presiding city. To be sure, the rotation of the presiding city is just one aspect of intercity networks, so all problems cannot necessarily be solved just rotating the presiding city. Still, if intercity networks are concerned about inaction of member cities and want to increase their participation, rotation of the presiding city could be considered as one solution.

e. Secretariat

There are three types of secretariat structures: independent, hosted by the presiding city, and in-between. An example of independent secretariat is ICLEI Japan. Upon establishment, it

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[24] Created by the author. Information is from websites of individual intercity networks. APCS, KI, and C40 do not have any descriptions about their governance on their websites.
[25] Sustainable Cities & PLUS Network, PLUS Network Biennial Conference Survey Results Summary
[26] Tjandradewi & Marcotullio (2009), City-to-city networks: Asian perspectives on key elements and areas for success
[27] Regarding ICAP, one-year rotation scheme may change in the future, depending on the number of ICAP members. However, its appropriate representation concept will continue to ensure equal responsibilities and duties among members (information is from an interview with ICAP Project Manager).

insisted not to be hosted by a single local government to maintain its independence and neutrality. ICLEI Japan believes that this independence allows more cities to join the network, as they do not feel like if they are 'learning' from a host government[28]. Unlike ICLEI Japan, Asian Network for Major Cities 21, for example, is solely managed by a presiding city, the Tokyo Metropolitan Government. Asian-Pacific City Summit and Kitakyushu Initiatives are independent from presiding cities, but receive officials seconded from the presiding cities, and their operations are heavily influenced by the presiding cities, namely Fukuoka and Kitakyushu.

Advantages of being hosted by a presiding city should include: easy and close communication with the presiding city and high likelihood of securing budget. Disadvantages would include the difficulties of maintaining independence and neutrality of an organization and reflecting opinions of member cities into its operations if one city keeps its presidency for a long term. On the other hand, an independent secretariat may maintain independence and neutrality, but it may face difficulties in securing its budget.

Regarding the number of secretariat staff, there are large differences among the selected international intercity networks, but all stressed that they are extremely busy. Staffing levels of several networks are illustrated in Table 6. The case of C40 is unusual, since although it only has two officials, its implementing partner, Clinton Climate Initiatives, has more than 50 dedicated staff members for Cities Program, so it has ample manpower which makes it uniquely able to conduct a variety of programs.

	Independent	Independent (w/ secondment from a president)	Hosted by a president	Number of staff members (incl. seconded staff)	Seconded staff
CITYNET		✓		12	2 from Yokohama & 1 from Indonesia
ICLEI Japan *	✓			4	1 from Kyoto
APCS		✓		3	1 from Fukuoka
KI		✓		5	1 from Kitakyushu
ANMC21			✓	13	-
C40	✓			2	-
ICAP			✓	2	1 from Germany **
* ICLEI has approximately 150 staff members globally. ICLEI Asia (Japan, Korea, South East Asia, South Asia) has 31 staff members.					
** Another seconded city official from British Columbia is expected to join ICAP shortly					

Table 6: Secretariat structure of interviewed international intercity networks[29]

f. **Funding**

Funding is always an issue when working with developing cities. CITYNET, ICLEI, and C40 have been successful in securing funds from multiple sources including the World Bank (WB), Asian Development Bank (ADB), United Nations (UN), developmental agencies such as Japan International Cooperation Agency (JICA), and the private sector. For example, CITYNET works with JICA for its environment education program (Post-AWAREE), UNESCAP for low carbon economy project, and ADB for sanitation databook project. ICLEI Japan has carried out a "bicycle city" project to promote the use of bicycles and to develop a bicycle-friendly urban infrastructure with full sponsorship by a Japanese bicycle company. ICLEI South East Asia works with the Asian Development Bank for water, the Canadian International Development Agency for Cities for Climate Protection, and the European Commission for ecoBudget projects. C40

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[28] This is the policy of ICLEI Japan, and not ICLEI as a whole. Some ICLEI offices take different approaches.
[29] Created by the author. Information is from websites of individual intercity networks and interviews

works with the World Bank on its Carbon Finance Capacity Building program, in which the Bank provides carbon financing to member cities. C40, with Clinton Climate Initiatives, also works with a number of companies. In fact, many firms approach to C40 in seeking for business opportunities with C40 member cities.

Unlike CITYNET, ICLEI, and C40, intercity networks sponsored by Japanese local governments, such as Asian-Pacific City Summit and Asian Network of Major Cities 21, have limited access to funding sources. As Japanese local governments' budgets are shrinking and it is not healthy to rely on only a few funding sources, it might be wise for them to consider working with multiple organizations and diversify their sources of funding.

To support secretariat operations, CITYNET and ICLEI collect fees from members. Sometimes it can be difficult to collect membership fees in a timely manner, however both networks noted that they currently do not have major problems with it. CITYNET had some problems in the past, but after the reform of its rules, problems decreased significantly. Networks have differing views regarding the collection of membership fees. CITYNET and ICLEI consider that it is important to collect fees from all members to present themselves as associations of the members, maintain their independence and neutrality, and support secretariat functions. Yet, C40 and ICAP consider that membership dues are unnecessary since member cities spend a lot of money for activities such as hosting international conferences. Some other intercity networks noted that they fear they could lose member cities if they charged membership fees. When considering whether to charge membership fees, an intercity network needs to balance various factors, including the appropriateness of the fees and whether it can maintain members even if membership fees are charged.

	Number of fund sources	WB/ ADB	UN	National & super national govts / affiliated entities	Host local govt	Private sector	Member city contribution for projects (incl. in-kind)	Membership fees Take	Membership fees Does not take
CITYNET	6	✓	✓	✓	✓	✓	✓	✓	
ICLEI	6		✓	✓	✓	✓	✓	✓	
APCS	1				✓		-		✓
KI	4		✓	✓	✓		✓		✓
ANMC21	2				✓		✓		✓
C40	5	✓		✓	✓	✓	✓		✓
ICAP	3			✓	✓	**	✓		✓
* Examples of super national govts are EU, and affiliated entities are GTZ and JICA.									
** ICAP receives offers from large power companies and a federation of economic organizations to support its activities, but it has not accepted their offers yet.									

Table 7: Funding structure of interviewed international intercity networks[30]

g. Project evaluation

As discussed in the previous section (section 4-1.c.), international city-to-city cooperation is recommended to be measured and monitored with a set of standards and management rules, to assure transparency and quality of outcomes for both recipient and resource cities. International intercity networks which conduct international municipal development projects are also encouraged to employ a set of standards and rules and evaluate their projects.

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[30] Created by the author. Information is from websites of individual intercity networks and interviews

All the interviewed international intercity networks answered that they would like to evaluate their projects. Unfortunately, however, only CITYNET and ICLEI evaluate their project outcomes on a consistent basis[31]. These two international intercity networks receive donor funding, and donors typically request implementing partners to evaluate projects. For instance, when CITYNET works with JICA Yokohama, CITYNET is required to evaluate its projects not only by itself, but also collect feedback from participating local governments, national governments, and JICA offices. Projects are evaluated each year, and used to determine project frameworks for future years.

Many international intercity networks struggle to evaluate projects because of the time and money it requires. All the intercity networks claim that it is very difficult to obtain feedback from participating local governments, especially from cities not directly involved with projects. This particularly makes difficult to measure the level of policy diffusion of demonstration projects. Understanding and cooperation of local governments are necessary to popularise project evaluation.

Key points

✓ Intercity networks are used for a variety of purposes: access to exchange knowledge and information, build capacity of local authorities, influence international society, and obtain financial and political resources and legitimacy in making policies. Local governments consider intercity networks' activities such as conferences and on-line information to be useful. Environment is the best area for city-to-city cooperation, and a number of intercity networks carry out projects related to climate change and solid-waste management.

✓ International intercity networks in Japan function as a platform to share knowledge and build capacity. However, not many of them are involved with policy advocacy and none seem to provide local governments with financial and political resources and legitimacy in making policies. About half post best-practice information on their website. Cooperation with specialist organizations might be effective to enhance intercity networks' activities, as some activities require specialist skills.

✓ International intercity networks employ different operational styles. CITYNET and the Kitakyushu Initiative take a decentralized approach to share information and spread good practices among developing cities, while C40 and ICLEI take a centralized approach.

✓ International intercity networks define rights and responsibilities of member cities and committees in their constitutions, to increase soundness and transparency of organizations and operations. To maintain member cities' participation and sense of ownership of a network, a regular rotation of the presiding city is noted as an important mechanism by member cities and secretariat staff.

✓ Secretariat structure has three types: independent, hosted by the presiding city, and in-between. Different styles have different advantages and disadvantages. For example, while an independent secretariat may be able to maintain its neutrality, it may face difficulties securing funds. In contrast, a secretariat coming from the presiding city may

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[31] As there is no standard set of rules that are widely accepted to evaluate international city-to-city cooperation at this moment, this analysis is based solely on the "evaluation schemes" that individual intercity networks consider that they must do.

lose its independence and neutrality in a long run if the same city keeps its role as a president, but it may be easier to secure funds.

✓ Financing is a key problem in working with developing cites. CITYNET, ICLEI, and C40 have been successful in securing multiple sources of funds, while APCS and ANMC21 have more limited access to funds. To enhance the financial condition of intercity networks and make their operations sustainable, it is recommended to diversify their funding sources. CITYNET and ICLEI collect membership fees, but this too has advantages and disadvantages. CITYNET and ICLEI think it is important to collect membership fees to maintain the independence of secretariat and to support secretariat operations, but C40 and ICAP consider membership fees to be unnecessary.

✓ Regarding project evaluation, CITYNET and ICLEI are only two intercity networks that evaluate projects on a consistent basis. Difficulties of project evaluation are time, money and receiving feedbacks from local governments. Understanding and cooperation of local governments is critical to undertake project evaluation.

5. Conclusions

This report found that city-to-city cooperation can bring valuable benefits to local governments such as building confidence in disaster management, and Japanese local governments are encouraged to participate. To make international city-to-city cooperation successful, Japanese local governments are suggested to have clear objectives and respect cities under different economic and social conditions. The Government of Japan should set a clear division of work between the national and local governments and provide adequate legal and financial frameworks to support local governments, if it aims to promote international city-to-city cooperation to serve national interests.

International intercity networks function as a facilitating tool for city-to-city cooperation. They are used for knowledge sharing, capacity development, policy advocacy, and legitimacy in making policies. International intercity networks are operated and managed in various ways, though, for good governance and active involvement of member cities, periodic rotation of the presiding city is suggested. For effective South-South cooperation, a decentralized operational approach may be effective.

Climate change and natural disasters are equally new and difficult to every city, and Japanese cities could learn from and work with developing cities in many areas. As national level decisions and international negotiations on climate change continue to be delayed, practical actions at a local level and mutual learning among cities become increasingly important. International intercity networks are well-suited for this purpose, and Japanese cities are encouraged to use them effectively.

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Appendix

A. Interview list

International intercity networks

Asian Network of Major Cities 21	C40
Asian-Pacific City Summit	International Carbon Action Partnership
CITYNET	International Council for Local Environmental Initiatives
Clinton Climate Initiative	Kitakyushu Initiatives for Clean Environment
Clean Air Initiative - Asia	Sustainable Cities/PLUS Network

Japanese local governments

Akita	Kanagawa Prefecture	Obihiro	Toyama
Chiyoda	Kawasaki	Sapporo	Tsukuba
Fukuoka	Kitakyushu	Shinshiro	Ube
Hiroshima	Kyoto	Suginami	Yokohama
Hyogo Prefecture	Minamata	Tawara	Yusuhara
Iida	Niigata	Tokyo Metropolitan Govt.	

Overseas local governments

Bangkok	Dalian	Lyon	Taipei
Chicago	Jakarta	Makati	

B. Descriptions of the selected international intercity networks[32]

'Overview' summarizes the selected international intercity networks by member profiles, sizes,

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[32] (Source of information) websites of individual intercity networks and interviews

secretariats, and years of establishment. 'Background' describes how and why these international intercity networks were established. 'Program' explains what programs they conduct and how they operate.

Overview

	Profile of members	Number of members	Japanese member cities	Secretariat (Host City)	Establishment
CITYNET	Local & national governments, development authorities, NGOs, community-base organizations, associations of local authorities, research & training institutes, private corporations & individuals	100 members in 22 countries, most of which are cities and organizations in Asia Pacific	2 cities Yokohama (host) Suginami-Ward	CITYNET (Yokohama)	1987
ICLEI	Local and regional governments and authorities	More than 1,105 local governments in 68 countries	21 cities *	ICLEI (Bonn)	1990
APCS	Local governments	Overseas (19 cities/12 countries) Japan (9 cities)	9 cities **	Fukuoka Asian Urban Research Center (Fukuoka)	1994
KI	Local governments	62 cities (18 countries) in Asia Pacific	6 cities ***	IGES (Kikakyushu)	2000
ANMC21	Capitals & major cities in Asia	11 cities in Asia	1 city Tokyo (host)	Government of Tokyo (Tokyo)	2001
C40	Cities (population size greater than 3 million)	40 participating & 17 affiliated cities	2 cities Tokyo, Yokohama	C40 (London)	2005
ICAP	Public authorities and governments that have established or are actively pursuing carbon markets through mandatory cap and trade systems with absolute caps	11 EU, 5 regional greenhouse gas initiative (RGGI), 9 western climate initiative (WCI) members, 4 others, and 2 observers	1 city Tokyo	ICAP (Berlin)	2007

* Aichi-Prefecture, Iida, Itabashi-Ward, Ube, Okayama, Kanagawa-Prefecture, Kawagoe, Kawasaki, Kitakyushu, Kyoto, Kumamoto, Kobe, Sapporo, Sumida-Ward, Sendai, Tokyo, Nagoya, Hiroshima, Fujisawa, Musashino, Yamanashi
** Kagoshima, Kitakyushu, Kumamoto, Nagasaki, Naha, Oita, Saga, Fukuoka (host)
*** Fukuoka, Hiroshima , Minamata, Ube, Yokohama, Kitakyushu (host)

Background & Program

CITYNET

CITYNET was established in 1987 with the support of UNESCAP, UNDP, UN-HABITAT, and 26 members, to respond to the needs for enhanced co-operative links between local authorities for the development of human settlements and partnership with other urban stakeholders, which were recognized at The Yokohama Congress in 1982, the 1st Regional Congress of Local Authorities for the Development of Human Settlements in the Asia Pacific. Yokohama has been the CITYNET president and hosted the secretariat for the past 20 years, but the secretariat is expected to move to Seoul, Korea, in 2013.

CITYNET is organized around five clusters: environment, infrastructure, Millennium Development Goals, disaster, information communication technology, and each cluster has its own programs, projects, activities and events, including technical cooperation among developing countries and capacity building activities. CITYNET has national chapters in Bangladesh, Indonesia, Sri Lanka, and Nepal, where local government officials of respective countries work as CITYNET national chapter staff to implement projects. This helps to increasethe awareness of CITYNET and its activities, and helps to upscale projects within these countries. In addition, national chapters reduce the cost of running programs and ensures the sustainability of projects, since national chapter staff are paid by governments, and they do not migrate to different cities and countries like consultants. CITYNET recently formed a partnership with a large European international intercity network called EUROCITES[33], and its

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[33] EUROCITIES is a network of major European cities. Founded in 1986, the network brings together local governments of more

project activities are expected to increase and diverse. It also plans to create a new initiative on climate change next year, covering issues such as low carbon economic activities, green buildings, and transportation.

ICLEI

ICLEI was founded in 1990 as the 'International Council for Local Environmental Initiatives', with more than 200 local governments from 43 countries at the World Congress of Local Governments for a Sustainable Future, at the United Nations in New York. ICLEI was first conceived in 1989, when 35 local government leaders from Canada and the USA met to establish local laws to phase out chemicals that deplete the Earth's ozone layer. The concept and agreement were endorsed by the former International Union of Local Authorities (IULA) and UNEP, respectively. ICLEI Global is based in Toronto, Canada.

ICLEI covers a variety of environmental programs, including biodiversity and water, and it has strong climate change programs. Its climate change program (Cities for Climate Protection) consists of more than 700 local governments, and its ICLEI Local Government Climate Roadmap is a joint advocacy program with United Cities and Local Governments (UCLG), Metropolis, the C40 Climate Leadership Group, and the World Mayors Council on Climate Change (WMCCC) to include opinions of local governments in a UN post-2012 framework. To support these programs, it has two operational wheels: ICLEI Global and local offices such as ICLEI Europe and Japan. ICLEI Global functions as a thinktank of ICLEI. It collects data at a global level, makes proposals and creates various tools that member cities can use. It also leads advocacy actions and liaises with international organizations. ICLEI local offices work as local consultants to help local member cities share information, conduct projects, and solve member cities' problems. When conducting demonstration projects, ICLEI emphasizes on policy diffusion and invites nearby cities (typically 5-6 cities), so they can also learn from demonstration. With over 1,105 city members, it aims to bring voices of both developed and developing cities to the international society.

Asian-Pacific City Summit (APCS)

APCS started in 1994 as a forum where leaders of the Asia-Pacific region can meet together to discuss various urban problems associated with a massive inflow of new residents caused by rapid economic growth. APCS aims to promote friendship and mutual cooperation to solve urban issues and build a network for further development of Asian cities. Summits are held in every two years, and working-level conferences are held in between summits. APCS is hosted by the city of Fukuoka, and Fukuoka Asia Urban Research Center serves as the secretariat.

APCS Summits cover a wide range of issues, including business, culture, and urban environment. Topics are selected based on the interests of member cities each year, and a joint declaration is announced after each summit. By hosting APCS, Fukuoka aims to increase public awareness of its citizens on international issues, and to provide local companies with opportunities to do business abroad.

Kitakyushu Initiative (KI)

KI was begun in 2000 to improve urban environment in Asia-Pacific during the 4th Ministerial Conference on Environment and Development in Asia and the Pacific held in Kitakyushu City, and receives guidance from UNESCAP and financial support from the Government of Japan and

than 130 large cities in over 30 European countries.

City of Kitakyushu. IGES Kitakyushu Office serves as its secretariat. KI attempts to share practices and experiences of Kitakyushu City with developing Asian cities and promote urban environmental actions at a local level to lesson various environmental problems. It is expected to conclude its activities in 2010, as planned.

KI covers a wide range of environmental activities, including sustainable transportation, energy efficiency, and human settlement. It now primarily focuses on waste management, and conducts demonstration projects, workshops and seminars, etc. KI emphasizes on realizing actual developmental impacts for participating member cities and diffusing effective policies and practices.

Asian Network of Major Cities 21 (ANMC21)
ANMC21 was launched in 2001 in Tokyo as a new cooperation framework for development in Asia. It was advocated by Governor of Tokyo (Mr. Shintaro Ishihara), representatives of Delhi, Kuala Lumpur, and Seoul in 2000, and some other Asian cities were invited to participate. Since then, ANMC21 has convened a plenary meeting once a year to promote joint projects and activities. Tokyo Metropolitan Government (TMG) serves as its secretariat, and member cities host events occasionally.

ANMC21 currently have twelve programs, including one set of training programs for member cities. Programs vary from tourism to environment, although discussions are usually focused on public policy and administration. The most popular topic is disaster management – e.g. earthquake, floods, and influenza. Training programs include water, public transportation, and urban managements, and they are carried out by TMG. In 2008, it conducted a workshop in Tokyo on energy and environmental technologies to reduce GHG reductions, with support from JICA, JBIC, Tokyo Environmental Public Service Corporation, and The Energy Conservation Center. Eight member cities and seven observers from different countries participated in this event. Member cities are encouraged to raise project ideas and become project leaders, yet among twelve programs, nine of them have been initiated and implemented by TMG at this moment.

C40
C40 (originally named as C20) was initiated by the Mayor of London (Mr. Ken Livingstone) in 2005. The mayor thought cities should work together and participate in the national government's initiatives on lowering GHG emissions. He realized the importance of sharing information on best practices among cities, so that projects can be replicated. C40 formed a partnership with Clinton Climate Initiatives (CCI) at the end of 2006, as an exclusive implementing partner. It also increased the number of member cities to 40, and changed its name to C40. The current chair is the Mayor of Toronto.

C40 provides a platform for member cities to share best practices, best procurement opportunities, and free standardized methodologies to reduce GHG emissions from cities. Regarding procurement, member cities can benefit from a large purchasing consortium that CCI creates based on C40 network. An example of a free standardized methodology is 'Project 2 Degrees', a web-based tool to calculate carbon footprints of both municipal operations and communities. This enables cities to plan actions to save energy and to make an impact in the fight against climate change. Microsoft developed this software in cooperation with CCI and ICLEI. In addition, C40, along with ICLEI and City of Copenhagen, will hold 'The Copenhagen

Climate Summit for Mayors' in December 2009, along with COP15, to highlight what roles cities can take.

International Carbon Action Partnership (ICAP)

ICAP was formed in 2007 as a partnership that contributes to the establishment of a well-functioning global cap-and-trade carbon market. ICAP is made up of countries and regions that have implemented or are actively pursuing the implementation of carbon markets through mandatory cap and trade systems. ICAP work is conducted by a Project Manager who is based in Berlin, and British Columbia has served as the chair since 2009.

ICAP provides a multilateral forum to share experiences and knowledge to improve a carbon cap-and-trade system. It aims to enhance the designs of market-based schemes at an early stage, by linking current and emerging carbon markets and establishing a consistent regulatory framework across nations. It carries out several outreach activities, such as a Summer School for emerging and developing countries to increase their understanding on and participation to a cap-and-trade carbon market. Summer School 2009 was held for 2 weeks in Berlin covering issues such as: policy options (carbon tax vs. cap-trade system), carbon offsets, monitoring, database management, and all other technical aspects of running cap-trade system in a country. It was taught by ICAP members, and participants included government officials, business representatives and academic researchers.

C. Accessibility to local governments in Japan and Asia

Accessibility to Japanese and Asian local governments of CITYNET, ICLEI-Asia[34], and Kitakyushu Initiative[35] is analyzed based on the number of the member cities.

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[34] ICLEI Asia consists of ICLEI Japan, Korea, South Asia, and South East Asia.
[35] Kitakyushu Initiative ended in March 2010 and its member cities are going to be taken over by a new international intercity network, called Asian Low Carbon Center (tentative name). Therefore, information on Asian Low Carbon Center (ALCC) is presented here.
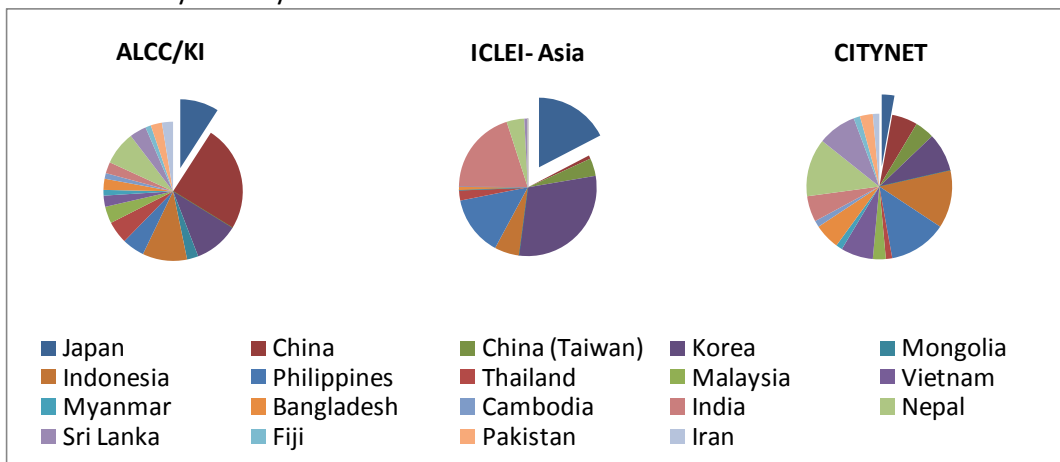
Geographic coverage[36]

Member cities in Japan and Asia

	ALCC/KI	ICLEI-Asia	CITYNET
Japan	7	21	2
Asia	*70*	*100*	*68*
China	19	1	4
China (Taiwan)	-	5	3
Korea	8	36	6
Mongolia	2	-	-
Indonesia	8	7	9
Philippines	4	17	9
Thailand	4	3	1
Malaysia	3	-	2
Vietnam	2	-	5
Myanmar	1	-	1
Bangladesh	2	1	4
Cambodia	1	-	1
India	2	24	4
Nepal	6	5	9
Sri Lanka	3	1	6
Fiji	1	-	1
Pakistan	2	-	2
Iran	2	-	1
Total member cities	*77*	*121*	*70*
Number of countries	*17*	*10*	*17*

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[36] A pie size indicates a volume of member cities in each country

Member mix by country

ICLEI-Asia is the biggest in terms of its member size. Member cities are somewhat concentrated in four countries – Korea, Philippines, India, and Japan – where it has regional offices. ALCC/KI and CITYNET has a wider geographic coverage than ICLEI, but member size is smaller than ICLEI. Especially, the number of Japanese member cities of ALCC/KI and CITYNET is limited.