Update on the preparation of the quadrennial report of the Secretary-General on progress in the implementation of the New Urban Agenda

Report of the Executive Director

Introduction

1. The quadrennial report is prepared in accordance with General Assembly resolution 71/235, in which the Assembly welcomed the adoption of the New Urban Agenda and requested the Secretary-General to report on the progress of the implementation of the agenda every four years. The first report of the Secretary-General was produced in 2018 and submitted the same year to the General Assembly through the Economic and Social Council. Although unexpected challenges and opportunities have emerged since the first report was released in 2018, action to implement its main recommendations, which were to create an incremental and inclusive reporting system and reinforce the United Nations system-wide coordination mechanism for monitoring and reporting, has advanced steadily. The production of specific reporting guidelines, training and capacity-building tools for data analysis, the development of dedicated New Urban Agenda indicators and the adoption of a global monitoring framework have been achieved. The report presents an interim review of the work underway in preparation for the second edition of the quadrennial report, to be submitted in 2022.

I. Legislative mandate

2. The New Urban Agenda was adopted as the outcome document of the United Nations Conference on Housing and Sustainable Urban Development, held in Quito in 2016. Together, the New Urban Agenda and the Sustainable Development Goals, adopted in 2015, place sustainable urbanization at the forefront of international development policy. Sustainable Development Goal 11, “Make cities safe, inclusive, resilient and sustainable”, clearly recognizes the transformative role of cities as the locus of development and prosperity, where density, economics and proximity factors can enable the realization of all other Sustainable Development Goals.

3. The New Urban Agenda emphasizes the universality of the urban agenda and commitments to a people-centred, participatory and transparent approach. It stresses that the follow-up and review
process should consider the contributions of national, subnational and local levels of government, regional and subregional organizations, major groups and relevant stakeholders.

4. In the New Urban Agenda, Heads of State and Government, Ministers and High Representatives “reaffirm the role and expertise of UN-Habitat as a focal point for sustainable urbanization and human settlements”, working in collaboration with other United Nations system entities. They “emphasize the need to improve United Nation system-wide collaboration and coherence in sustainable urban development, within the framework of system-wide strategic planning, implementation and reporting against the 2030 Agenda for Sustainable Development”. They “invite the General Assembly to request the Secretary-General, with voluntary inputs from countries and relevant regional and international organizations, to report on the progress of the implementation of the New Urban Agenda every four years”. The Secretary-General produced the first such report on progress in 2018 and submitted it to the General Assembly through the Economic and Social Council that same year.

5. The Secretary-General’s 2018 report was prepared with contributions of more than 23 United Nations entities, five regional economic and social commissions and 30 partners, coordinated by UN-Habitat. In parallel, UN-Habitat worked in close collaboration with the Statistics Division to complement the Sustainable Development Goal monitoring process.

6. The New Urban Agenda serves as a key accelerator for addressing challenges and renewing progress towards the 2030 Agenda, the Paris Agreement, the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development. The Secretary-General’s 2018 report emphasized the importance of linking and jointly reinforcing these global agendas, with the New Urban Agenda serving as an enabling framework for harmonizing policies, plans, approaches and actions in the urban context. Assessing the impact of the implementation of the New Urban Agenda at all scales requires an integrated approach that involves quantitative and qualitative data, including spatial analytics.

7. The 2018 report noted that a stronger enabling environment was a prerequisite for policy coherence in implementing the New Urban Agenda; in response, steps have been taken to support access to data and knowledge, extend the provision of municipal finance and provide expertise and capacity development. The report cited the need for research and knowledge regarding the factors that shape the connections among global goals and targets. In that regard, it recognized the UN-Habitat City Prosperity Initiative for its contribution to understanding of the nature and strength of, and the relationship among, the different dimensions of sustainable urbanization.

8. The Secretary-General’s report also highlighted an intention to adopt an incremental approach to reporting on the implementation of the New Urban Agenda, building on the Sustainable Development Goal global monitoring framework and efforts led by the Department of Economic and Social Affairs (DESA) and the Statistics Division. This incremental approach focuses on (a) reinforcing systems for the production of user-friendly and participatory data platforms; (b) building on existing platforms for participation and partnership in the production of data, knowledge and reporting; (c) strengthening partnerships with relevant United Nations entities through a United Nations system-wide coordination mechanism; and (d) developing capacities to report on the effective implementation of the sustainable urban development agendas.

9. At the global level, platforms such as the high-level political forum on sustainable development provide additional mechanisms for assessing and reporting on progress in the implementation of the 2030 Agenda and the New Urban Agenda. The tenth session of the World Urban Forum, convened by UN-Habitat in 2020, provided an opportunity to assess the challenges and introduce the Urban Agenda Platform for compiling country reports under the New Urban Agenda. The United Nations regional economic and social commissions have played a key role in building awareness and mobilizing political support for the global sustainable development agendas. Several regional commissions convened regional forums and supported national forums for reviewing progress in implementing the Sustainable Development Goals and the New Urban Agenda. These forums provide opportunities for peer learning and addressing regional specificities.

10. More than a dozen United Nations entities have developed internal strategies for implementing the New Urban Agenda, and several others are in the process of doing so. Joint advocacy has raised the profile of the New Urban Agenda, conveyed a sense of ownership and deepened understanding of the relationship between the New Urban Agenda and other development agendas. This process has

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2 Ibid., para. 165.
3 Ibid., para. 83.
4 Ibid., para. 166.
allowed for new data and information to be produced and new partners to support overall monitoring of the New Urban Agenda. Capacity-building for various actors and stakeholders providing data is also ongoing.

11. UN-Habitat joins with the Statistical Commission and the regional commissions, United Nations programmes, funds and country teams and international finance institutions as key partners in reporting on overall progress in the implementation of the New Urban Agenda. These institutions continue to provide coherent support for strengthening the capacity of the local actors providing data and analysis, such as local government, universities, national statistics offices, data systems and evaluation bodies.

II. Monitoring and reporting system for the New Urban Agenda and the global development agenda

12. The monitoring process for the New Urban Agenda draws on the system of indicators and data from the 2030 Agenda monitoring framework, coordinated by the Statistics Division. The approach complements the implementation and localization of the 2030 Agenda.

13. In 2022, the second quadrennial report on the New Urban Agenda will include data on the implementation process, providing analysis of what has changed and why. Given the integrative nature of this agenda, existing urban monitoring and reporting mechanisms have been merged to produce a global urban monitoring framework, introduced below.

14. The nature of many urban indicators, such as spatial measures, poses unique challenges. These are being addressed by building local capacities to work with new methodologies for the collection and harmonization of data. Importantly, this includes developing compatible and consistent data sets by rolling out the proposed operational definition of a “city”, which will address the persistent problem of diverse definitions and criteria used by national statistics offices.

15. To further ensure systematic reporting of country-level data, UN-Habitat has proposed a “national sample of cities” approach that allows countries to monitor a consistent set of cities and aggregate values more systematically to produce more comparable data.

16. Specific data related to gender and age and persons with disability and other groups is being produced by state and civil society actors, enhancing monitoring at different levels and supporting the commitment to “leave no one behind”. Progress on spatial data analysis is creating opportunities to disaggregate information at the local, neighbourhood level. Support on spatial data has also been addressed by other United Nations entities, such as the Committee of Experts on Global Geospatial Information Management, and other global partners working on earth observations technologies; this has resulted in a dedicated earth observation toolkit, launched in February 2021.5

A. Preparation of guidelines for country reporting

17. The New Urban Agenda calls for Member States to carry out periodic reviews to track progress, assess impact and ensure effective and timely implementation at the national, regional and global levels. In addition, the New Urban Agenda encourages voluntary, country-led, open, inclusive, multilevel, participatory and transparent follow-up and review. The reporting process is intended to be inclusive and continuous, aimed at creating and reinforcing partnerships among stakeholders and fostering exchange around urban solutions, with reports featuring effective linkages with the follow-up and review of the 2030 Agenda.

18. To support Member States in this process, UN-Habitat, in consultation with Member States, regional commissions and other development partners, prepared guidelines for reporting on the implementation of the New Urban Agenda in 2019. The guidelines were published on the online Urban Agenda Platform and sent to Member States in November 2019. Governments were initially requested to submit their reports by November 2020; however, due to the disruptions caused by the coronavirus disease (COVID-19) pandemic, the submission date was extended to 31 March 2021. Some Member States have submitted requests for a further extension, which are being addressed.

19. The national reports are the essential input for the Secretary-General’s quadrennial reports on the implementation of the New Urban Agenda and Sustainable Development Goal 11. The best practices, lessons learned and case studies included in the report will contribute to country-to-country learning and provide a common resource for implementers of the New Urban Agenda.

B. Development of the Urban Agenda Platform

20. The Urban Agenda Platform is an online portal developed by UN-Habitat in consultation with stakeholders. It was launched in Surabaya, Indonesia, during global observance of World Habitat Day, on 6 October 2020. The platform is designed to serve as a repository and interactive space for sharing advancements on the New Urban Agenda and the urban-related Sustainable Development Goals. The components of the portal include:

(a) Reporting by Member States on the implementation of the New Urban Agenda and urban Sustainable Development Goals;
(b) The New Urban Agenda Monitoring Framework and related indicators;
(c) Self-reporting on implementation of the Abu Dhabi Declared Actions, the outcome document for the tenth session of the World Urban Forum;
(d) The Urban Best Practices database and case studies;
(e) Learning and capacity development tools and online courses;
(f) An Urban Agenda Community to engage with other stakeholders.

21. The portal will facilitate synthesis and comparative analysis and feature national efforts on country pages of the platform. There is a dedicated section for the New Urban Agenda indicators, as submitted by Member States, on the data analytics page of the platform.

22. The New Urban Platform has been designed so that all constituency groups from the United Nations Conference on Housing and Sustainable Urban Development, as well as other partners, can share and make use of information. The platform is a key knowledge pillar for the United Nations system-wide strategy on sustainable urban development and is linked to the global DESA Sustainable Development Knowledge Platform. Further, the platform will be linked to regional knowledge platforms in coordination with regional commissions and intergovernmental organizations. An advisory group is being established for the Urban Agenda Platform to strengthen stakeholder engagement.

23. The platform includes a searchable repository of urban best practices, which include partner initiatives such as the Dubai International Award, the Guangzhou Award and Expo 2020 Dubai’s Global Best Practices Programme. There is also a resource portal for all urban-related publications, including regional reports on progress in implementing the New Urban Agenda.

C. Urban Indicators Programme and the New Urban Agenda monitoring framework

24. Throughout 2020, UN-Habitat worked with various stakeholders and partners to support Member States in establishing monitoring systems for the Sustainable Development Goals and the New Urban Agenda through a new Urban Indicators Programme. The data generated has directly contributed to policymaking and providing an evidence base for transformative actions. The new Urban Indicators Programme has produced a global framework for monitoring human settlements indicators, the New Urban Agenda monitoring framework, a technical note on the operational definition of a city and the national sample of cities methodology, a guide on setting up urban observatories, a technical note on the City Prosperity Initiative and nine training modules on the indicators for Sustainable Development Goal 11. These tools have been used as training materials in various regional workshops to build capacity in the collection, analysis and use of human settlement indicators.

25. Progress has been made in developing national capacities to collect, analyse and use urban data for monitoring progress in the achievement of the urban Sustainable Development Goals, including the launching of the Sustainable Development Goal Cities flagship programme. Since 2018, 17 capacity development workshops have been held with nearly 600 participants from more than 50 countries, including representatives of national statistical offices, local and national governments, civil society, academia, public and private institutions, and special groups such as youth, women and persons with disabilities.
With more than 320 local and national urban observatories, the Urban Indicators Database is a global repository for urban data that addresses multiple territorial levels and can be complemented by topical data from other sources, including United Nations entities.

These initiatives represent continued efforts by UN-Habitat to ensure sustainable access to reliable urban data and information for monitoring global agendas. The New Urban Agenda indicators framework was developed in collaboration with global partners and harmonized to support the reporting for all agendas, at various levels. The new Urban Indicators Programme draws on spatial, non-spatial and qualitative measures that are key tools for studying urban formations at the lowest levels and designing policies, strategies, actions and programmes for sustainable urban development.

The urban indicators provide a comprehensive means of monitoring, evaluating and reviewing global urban conditions, trends and issues through appropriately disaggregated data (disaggregated by gender, location, age, education, wealth, persons with disabilities) and provides an adequate tool for evaluating the implementation of the New Urban Agenda in such a way as to ensure that no one and no place is left behind. The Urban Indicators Database can be accessed at https://data.unhabitat.org/.

D. Global Urban Monitoring Framework

As part of the harmonized approach to reporting on progress in the implementation of the New Urban Agenda and other global, regional, national and local agendas, UN-Habitat has led the process of developing a global urban monitoring framework. The framework is the result of collaboration with United Nations agencies, regional commissions and more than 25 partners from different institutions working with urban indicators. Expert group meetings and bilateral discussions have further guided the development of the framework ahead of its final submission to the Statistical Commission in 2022.

The framework covers key urban development dimensions and domains, as well as local city objectives, allowing for a consolidated approach to reporting on sustainable urban development at all levels. It intentionally draws from well-established trackers to reduce duplication with national and local data production efforts. The framework is a process and set of measures that any city will be able to use to quantify, rate or rank its progress in transforming its urban fabric into a more sustainable form. The indicators can provide a rate of change or a snapshot status, so that a city can monitor progress and alignment with the objectives of the Sustainable Development Goals and the New Urban Agenda or other local targets. The framework will be piloted in cities that have expressed interest and will be deployed by national teams working on New Urban Agenda reporting, local governments involved in voluntary local reviews (VLRs), cities in the UN-Habitat Sustainable Development Goal Cities flagship programme and countries undertaking common country assessments.

III. United Nations system-wide approach to monitoring and reporting for the quadrennial report

The regional commissions and the United Nations family played a central role in the production of the first quadrennial report on the progress of the implementation of the New Urban Agenda. The preparation of the second quadrennial report has been designed to further engage all partners in meaningful participation. The launch of the Urban Agenda Platform, for instance, includes a dedicated section featuring work spearheaded by various United Nations entities in support of the United Nations system-wide strategy on sustainable urban development.

The United Nations system has provided direct support to Member States and partners including through the adaptation of universal norms and global frameworks to regional and country contexts, policy coherence dialogues with a broad range of stakeholders, capacity development and sharing of knowledge, experiences, good practices and lessons learned.

At the regional level, the Regional Economic Commissions play a key role in the implementation and review of the 2030 Agenda, given their universal coverage, convening power, intergovernmental platforms and broad-based cross-sectoral mandates and expertise. They also provide a greater voice to subregions and countries with distinct needs, including least developed countries, landlocked developing countries, small island developing States and countries in crisis. Regional commissions are also playing a key role in advocacy and mobilization for the implementation of the New Urban Agenda. For example, the Economic Commission for Africa is supporting African Member States in integrating urbanization into national development planning, with a focus on strengthening economic and spatial policies and strategies. This has resulted in countries committing to a multisectoral approach to urbanization, linked to national targets for

7 https://www.urbanagendaplatform.org/un_system.
inclusive growth and transformation. Regional commissions have contributed to the development and review of the Global Urban Monitoring Framework, ensuring alignment with regional specificities and priorities.

IV. Reporting at the local level and by other stakeholders: voluntary local reviews

34. Since 2018, voluntary local reviews (VLRs) have emerged as a key tool for local and regional governments to report on their Sustainable Development Goal strategies and achievements and to mobilize a wide range of local actors in support of the global agendas.

35. UN-Habitat has supported and enhanced the VLR global movement through (a) strategic partnerships with key local, national and international institutions; (b) technical support to local and regional governments; (c) normative development and capacity building; and (d) global advocacy and support for intergovernmental processes. Specific attention has also been paid to harnessing the potential of VLRs to bridge the reporting on the New Urban Agenda and Sustainable Development Goals at the local level, as well as to build strong linkages between VLRs and voluntary national reviews.

36. Building on a strong partnership with the city of New York – the pioneer of the VLR movement – UN-Habitat has built a broad network of collaborators within and outside the United Nations system to advance the VLRs globally. These include DESA, Regional Economic Commissions, other United Nations entities, resident coordinators and United Nations country teams, as well as networks of local and regional governments such as those convened by the Global Task Force of Local and Regional Governments.

37. UN-Habitat has also provided technical support to many local and regional governments worldwide. In 2019, UN-Habitat worked with Niterói and Rio de Janeiro (Brazil) and Chimbote and Trujillo (Peru) as the first VLR pilot cities in Latin America. In 2020, the Programme assisted the cities of Moscow (Russian Federation) and Florence (Italy) and, more recently, the Greater Amman Municipality (Jordan) in processing their VLRs. The Programme is also working closely with the city of Madrid to advance the VLR agenda globally, as well as to support the city’s development of its own VLR, which will be released in 2021.

38. UN-Habitat’s normative work to support the VLRs aims to provide local and national partners with cutting-edge knowledge and guidance. Volume 1 of Guidelines for Voluntary Local Reviews, titled “A Comparative Analysis of Existing VLRs”,8 developed in partnership with United Cities and Local Governments, was released at the 2020 high-level political forum on sustainable development. A second volume of the guidelines exploring the connection between VLRs and voluntary national reviews and providing recommendations on strengthening multilevel governance for Sustainable Development Goal reporting and localization is expected in the second quarter of 2021. VLRs have, in this sense, a strong connection with the quadrennial report preparations and benefit from the use of the Global Urban Monitoring Framework.

39. At the regional level, UN-Habitat supported the Economic and Social Commission for Asia and the Pacific in the development of VLR regional guidelines in 2020, and the Programme is working closely with the Economic Commission for Africa and United Cities and Local Governments of Africa to develop and co-publish VLR regional guidelines for Africa in 2021. UN-Habitat has a unique capacity to link the local reviews and dynamics with the global advocacy and intergovernmental processes, such as the high-level political forum on sustainable development and the World Urban Forum. The Programme’s role as the secretariat of Local2030, the United Nations system-wide initiative to support the localization of the Sustainable Development Goals, is also a key element in this global advocacy effort.

V. Status of implementation of the recommendations of the 2018 quadrennial report

40. The first quadrennial report contained several recommendations for Member States. UN-Habitat has been working with other United Nations entities and its partners to advance their implementation.

A. The Statistical Commission and the Statistics Division are invited to consider the adoption of a national sample of cities for the harmonization, comparison and aggregation of data on regional and global scales, which will support Member States in reporting on the implementation of the Agenda

41. This recommendation has been fully met. The national sample of cities approach for producing national estimates on global urban indicators was presented to and endorsed by the forty-ninth session of the Statistical Commission, in 2019. Since then, UN-Habitat has conducted 11 regional workshops with participants from more than 90 countries to support countries’ understanding and adoption of the approach.

B. The United Nations system may wish to strengthen the capacities of national and subnational governments to implement, monitor and report on the Agenda and the Sustainable Development Goals, in collaboration with knowledge-based institutions

42. Since 2018, the United Nations system has supported capacity development by working with a wide range of knowledge-based national and global organizations. Decision-makers now have access to an open-access urban indicator database with more disaggregated data. In addition, an earth observation toolkit for Sustainable Development Goal 11 monitoring and global city definition guides have been developed and a harmonized global urban monitoring framework is under development. To meet the demand for COVID-19 city planning and response data, UN-Habitat and CiTiIQ partners have developed a new, user-friendly platform for informed decision-making, advocacy and action.9

C. The United Nations system should strengthen existing multi-stakeholder platforms that facilitate participation and engagement at all levels and support Member States in reporting on the Agenda and the Goals

43. At the global and regional levels, this recommendation has been fully met by the launch of the Urban Agenda Platform, which is linked to the global DESA Sustainable Development Knowledge Platform.10 The regional commissions are also supporting regional platforms, where synergies will be sought to maximize national participation.

44. Knowledge-sharing mechanisms and inclusive reporting platforms are essential for engaging partners and collecting data in a cross-sectoral manner. The tenth session of the World Urban Forum, convened in 2020 by UN-Habitat, provided an opportunity to assess the challenges and first steps towards the implementation of the New Urban Agenda. Several national urban forums have also been initiated to further capture knowledge and innovations and ensure wider local participation and engagement.

D. Member States may wish to further develop, as appropriate, inclusive, evidence-based and integrated national urban policies, as catalysts for implementing the Agenda and urban dimensions of the Goals at the national and local levels

45. The confirmation of national urban policies as part of the indicators framework for Sustainable Development Goal 11 in 2015 has spurred national and local government interest in developing and implementing urban policies. UN-Habitat has provided direct technical support to more than 65 national governments and subnational authorities for the development of evidence-based urban policies that address local-level and country-specific priorities. As of 2020, approximately 150 countries had operational national urban policies and regional development plans. The “Global state of national urban policy” report continues to report progress in the development of such policies.

10 The Urban Agenda Platform supersedes and incorporates the content of the Quito Implementation Platform for the Quito Declaration on Sustainable Cities and Human Settlements for All (2016), which called for the development of various platforms for engagement, participation and partnership for monitoring of and reporting on the implementation of the New Urban Agenda.
E. In the spirit of localizing the Agenda and the Goals, Member States may also support the collection and analysis by subnational and local authorities of disaggregated quantitative and qualitative data, including gender indicators, to inform policymaking and ensure that no one and no place is left behind in implementation of the Goals

46. More efforts have gone into strengthening the collection and analysis of data at the local level, as demonstrated by the increase in the number of active urban observatories, cities producing city prosperity index reports and local governments processing VLR reports. The production of metadata on New Urban Agenda and Sustainable Development Goal indicators, in line with recommendations for disaggregation of information, has been progressing with DESA, including the development of scale-up techniques for the spatial disaggregation of data. Ongoing efforts are in place in various locations to boost capacity to produce non-conventional forms of generated data with the participation of communities and other local actors. Additional efforts to incorporate innovation, such as using artificial intelligence processors to lower the cost of monitoring and reporting, are also progressing.

F. Long-term and predictable financing mechanisms for the implementation and monitoring of the Agenda, including the capacity of subnational governments to raise revenue from their own sources, should be created

47. This recommendation requires further attention. Since 2018, unpredictable financing and limited prioritization by national and local governments and other actors has resulted in inadequate resources and capacity for the implementation and monitoring of the New Urban Agenda, thereby slowing expected progress. The Urban Agenda Platform and the Global Urban Monitoring Framework, along with related training and capacity-building actions, will require additional financing. Advocacy, strengthening global partnerships and deepening private sector engagement are some of the strategies that will be explored for successful financing.

VI. Road map to the 2020 quadrennial report

48. All national governments are expected to have prepared their voluntary national reports using the reporting guidelines and made them available through the Urban Agenda Platform by May 2021. UN-Habitat will engage with Member States to seek clarifications and additional information from May to August 2021. Local authorities and other stakeholders are also invited to prepare complementary reports during that period.

49. UN-Habitat will continue to engage with regional commissions and other United Nations entities to ensure that the quadrennial report is prepared through a United Nations system-wide strategy. Inclusive and participatory processes will be opened with development partners and stakeholders, including specialized expert group meetings, in the last quarter of 2021.

50. Recognizing the importance of the New Urban Agenda as an accelerator for the 2030 Agenda, UN-Habitat will be working as the focal point with other United Nations entities to reinforce linkages and complementarity of agendas and leveraged action towards the achievement of all the Sustainable Development Goals.

51. Information generated from the UN-Habitat report Cities and Pandemics: Towards a More Just, Greener and Equitable Future (March 2021)11 and the Secretary-General’s policy brief “COVID-19 in an Urban World”12 will be integrated when preparing the final draft to be submitted to the Secretary-General’s Office. Robust coordination of the use of a similar monitoring framework of indicators, analysis of mechanisms to strengthen the interlinkages between the New Urban Agenda and the urban Sustainable Development Goals, proposals to reinforce policy coherence of those agendas and the use of the same online platform for reporting will permit a synergetic relationship and complementarity between the New Urban Agenda and the “SDG 11 Synthesis Report”.

52. A final draft of the quadrennial report is planned for February 2022.