

Expert Group and Intersessional Thematic Meeting on: **Housing Monitoring Framework**

Annex

1. Background

Through resolution 2/7,¹ the United Nations Habitat Assembly established an Open-Ended Intergovernmental Expert Working Group to formulate policy recommendations aimed at accelerating progress towards the universal access to safe, sustainable, adequate and affordable housing. The Working Group was also mandated to propose a framework for measuring and reporting on housing adequacy across diverse national and local contexts. In parallel, the Assembly urged Member States and, in where applicable, local and regional authorities to collect and disseminate disaggregated and localized data on housing adequacy to inform action and monitor the impact of interventions. Moreover, in resolution 2/2² Member States were called to accelerate the transformation of informal settlements and slums by 2030.

The 2024 “Report of the Executive Director on the development of a framework for measuring and reporting on the adequacy of housing across diverse national and local contexts”³ along with the “Review of existing elements and options for the development of a framework for measuring and reporting on the adequacy of housing across diverse national and local contexts”⁴ outlined preliminary options for the development of such framework.

Discussions during first session of the OEWG-H, which brought together over 200 participants, underscored the need for data-driven solutions to address the housing crisis.⁵ This meeting will be another step towards the development of a comprehensive monitoring framework to assess progress toward the realization of adequate housing for all. This process will involve collaboration with national statistical offices, research and academic institutions, civil society organizations, and individuals with lived experience of housing inadequacy.

The medium-term milestones outlined in the Co-Chairs’ roadmap include:⁶

- Agreement on a set of indicators– both quantitative and qualitative, existing or new- to measure progress across the identified focus areas
- Development of guidelines for data disaggregation standards
- Formulation of strategies to promote open and public data sharing

¹ HSP/HA.2/Res.7

² HSP/HA.2/Res.2

³ HSP/OEWG-H.2024/4

⁴ HSP/OEWG-H.2024/INF/3

⁵ [United Nations Human Settlements Programme \(UN-Habitat\). \(2025\). UN-Habitat Annual Report 2024. Nairobi: UN-Habitat. HS Number: HS/100/16E.](#)

⁶ [Roadmap for the French-Kenyan presidency of the working group on adequate housing](#)

- Utilization of housing data support regular assessments and reporting, including the production of a *State of Global Housing Report* based on the new monitoring framework.

2. Rationale for a housing monitoring framework

Housing outcomes are influenced by a complex interplay of economic, demographic, environmental and regulatory factors. These outcomes extend beyond the housing sector, intersecting with broader development sectors. Despite growing recognition of the importance of a unified monitoring approach, a comprehensive global framework for housing data collection and analysis- adaptable to diverse national and local contexts- remains undeveloped.

The need for such a framework has been well elaborated by the “Review of existing elements and options for the development of a framework for measuring and reporting on the adequacy of housing across diverse national and local contexts” as well as in reports by the United Nations Network of Economic Statisticians (NES),⁷ and by the Expert Group on Well-Being Statistics,⁸ and reflected in the reports of the 56th session of the Statistical Commission.⁹ These documents highlight how fragmented conceptual approaches and inconsistent data collection practices hinder comprehensive analysis and limit the effectiveness of housing-related policymaking.

Although significant progress has been made in measuring housing adequacy, existing frameworks lack a standardized methodology for comprehensive global analysis that is applicable at the national and local levels. Past initiatives, such as the Housing Indicators Programme, the United Nations Housing Rights Programme and the Urban Indicators Programme, laid important groundwork by establishing key indicators and aligning them with the Habitat Agenda.¹⁰

Current monitoring frameworks, including those under the Sustainable Development Goals and the New Urban Agenda, have consolidated the measurement of certain aspects of housing adequacy. Target 1 of Sustainable Development Goal 11 emphasizes improving access to adequate, safe and affordable housing and basic services and slum reduction. While these efforts have advanced the global measurement of informal and affordable housing, they do not fully capture the needs of the population living outside slum conditions who still face inadequate housing. Critical elements such as location, accessibility and cultural adequacy are often overlooked. In addition, the current practice of assessments frequently results in fragmented solutions that address only one issue at a time.

Despite the broad conceptual scope of SDG indicator 11.1.1, data collected primarily measures the proportion of the urban population living in slums. Inadequate housing is also indirectly assessed through affordability, measured as the proportion of households spending more than 30 percent of the income on housing. Although security of tenure is, conceptually part of the slum indicator, it has never been reported within this target due to data limitations. However, SDG Indicator SDG 1.4.2, specifically tracks progress on security of tenure, a key component for ensuring access to adequate housing. Lack of access to water and sanitation are both measured as conditions of slums, and as standalone indicators (SDGs 6.1.1 and 6.2.1b).

⁷ United Nations Network of Economic Statisticians (2025) [Primer. Making the Case for an International Housing Statistics Framework](#). Background document for the Fifty-sixth session of the Statistical Commission. New York.

⁸ Housing as a determinant of well-being, briefing note

⁹ E/CN.3/2025/12

¹⁰ Further details are presented in HSP/OEWG-H.2024/INF/3

3. Current workstreams on defining and unifying housing monitoring frameworks

Recognizing the urgency of advancing housing monitoring of housing, multiple parallel workstreams have emerged across the housing and statistical communities. It is essential that these efforts be harmonized and integrated into a unified global monitoring framework.

UN-Habitat minimum core set of housing indicators

To advance the development of a multidimensional measurement framework, that expands beyond the global monitoring of SDG 11.1, UN-Habitat has adopted a practical, feasibility-based approach. The report *Review of Existing Elements and Options for the Development of a Framework for Measuring and Reporting on the Adequacy of Housing across Diverse National and Local Contexts*¹¹, presented at OEWG-H1, highlighted the key milestones achieved thus far. In recent years, UN-Habitat has engaged with the national statistical offices and housing data communities to document existing monitoring practices and identified a global minimum core set of housing indicators for global monitoring. Key milestones include:

- A multi-actor housing Expert Group Meeting on the Status and Review of Housing Indicators (November 2023),¹²
- Regional workshops with national statistical offices (June 2024).¹³

These consultations culminated in the identification of an extended set of global minimum core list of housing indicators,¹⁴ which can be the foundational element of the proposed housing adequacy monitoring framework.

Global Urban Data Coalition

At the 12th session of the World Urban Forum (2024), UN-Habitat convened a session on global housing indicators and partnerships. This session explored how data networks and housing data ecosystems can effectively respond to the housing crisis and support cities and national statistical offices in overcoming knowledge and capacity gaps. To institutionalize and scale these efforts, UN-Habitat is establishing a Global Urban Data Coalition with the objectives to:

- Connect key actors across sectors,
- Promote sustained collaboration,
- Map ongoing data initiatives, and
- Advance targeted efforts to strengthen global urban data systems.

The Coalition will operate in alignment with the priorities of the OEWG-H, serving as a consultative stakeholder body of experts on indicators and monitoring framework.

Network of Economic Statisticians: Primer on making the case for an international housing statistics framework

In 2024, the United Nations Statistical Commission, through the Network of Economic Statisticians (NES), hosted two housing-focused webinars.¹⁵ These sessions explored common housing indicators, data needs, challenges, and innovative data development approaches. In response to broad support for

¹¹ HSP/OEWG-H.2024/INF/3

¹² UN-Habitat. (2023). Expert Group Meeting on the Global Minimum Core-Set of Housing Indicators in Nov 2023

¹³ UN-Habitat (2024) NSO Regional Data Validation Workshop for the Global Minimum Core Set of Housing Indicators. 24-25 June 2024, Nairobi, Kenya

¹⁴ UN-Habitat (2025) Housing as a determinant of well-being. Briefing note to the United Nations Statistical Commission.

¹⁵ Webinars were co-organized by the United Nations Network of Economic Statisticians, in collaboration with the Australian Bureau of Statistics, Statistics Canada, Maldives Bureau of Statistics and United Nations Human Settlements Programme (UN-Habitat)

a global housing statistics framework, NES developed a primer titled “[Making the Case for an International Housing Statistics Framework](#).” The document outlines the rationale and foundational elements for such a framework.¹⁶ The Statistical Commission, commended the NES for this work, noting its value as a resource for national statistical agencies.¹⁷ Strengthened collaboration between the OEWG-H, the NES, and the wider statistical community would provide valuable support for the advancement of a unified housing monitoring framework.

Expert Group on well-being management

Established by the 55th session of the United Nations Statistical Commission, the Expert Group on Well-Being Measurement (EGWM) was tasked with advancing the recommendations of the 2023 “Beyond GDP” sprint.¹⁸ As part of this mandate, a dedicated task team on housing-led by UN-Habitat was formed to examine housing as a key determinant of well-being.¹⁹ The task team produced a briefing note summarizing available data and identified key housing-related dimensions of well-being. This initial assessment provided a conceptual foundation for integrating housing, and several factors closely related to housing into broader well-being measurement frameworks and support the development of a comprehensive monitoring approach.

Monitoring framework for the UN-Habitat Strategic Plan 2026-2029

UN-Habitat is developing the monitoring framework for its Strategic Plan 2026-2029, which prioritizes inclusive access to adequate housing, land and basic services, including the transformation of informal settlements and slums.²⁰ The expected global impact is improved well-being for people in cities and human settlements – especially those in vulnerable situations, residents of informal settlements, slums, and communities affected by humanitarian crises and climate change- through enhanced access to housing, land and basic services. Impact-level measurement will align with the housing adequacy monitoring framework, leveraging a collaborative approach. Active engagement from Member States and partners will be critical to ensure the generation and collection of accurate, disaggregated data.

Other frameworks and considerations relevant to the housing monitoring framework

In addition to the workstreams outlined above, the development of a comprehensive housing monitoring framework must be aligned with existing global statistical and policy frameworks. These include:

- **System of National Accounts (SNA)** and the **System of Environmental-Economic Accounting (SEEA)**, which provide standardized methodologies for integrating housing-related data into broader economic and environmental statistics.
- The **2030 Guidelines and Recommendations for Population and Housing Censuses**, Rev. 4, submitted for adoption at the United Nations Statistical Commission in March 2025. These guidelines emphasize the integration of housing indicators into national household surveys and pre-census activities, including the design of comprehensive housing and population questionnaires.²¹

Furthermore, several regional commissions and bodies have initiated or are in the process of establishing regional housing monitoring frameworks, such as **Housing Europe 2030**²² (in alignment with the Geneva

¹⁶ E/CN.3/2025/12 @ [2025-12-EconomicStats-E.pdf](#)

¹⁷ E/2025/24-E/CN.3/2025/37 [2025-37-FinalReport-EE.pdf](#)

¹⁸ The EGWM aims to develop a framework on measures of progress on sustainable development to complement and go beyond gross domestic as product of the Pact for the Future.

¹⁹ EGWM Paper 6 Alignment with High-Level Expert Group and Proposals for Immediate Work by the Expert Group

²⁰ HSP/HA.2/13

²¹ UN-Habitat (2025) Housing as a determinant of well-being. Briefing note to the United Nations Statistical Commission.

²² [A BIT ABOUT #HOUSING2030 - Housing2030](#)

UN Charter on Sustainable Housing²³), **CAF Anuario de Vivienda** (Latin America) or **OECD**.²⁴ Taken together, these parallel efforts underscore the importance of ensuring that the overarching housing monitoring framework is connected with, and informed by, existing and emerging initiatives in order to promote coherence, comparability, and relevance across global, regional, and national levels.

4. Objectives and features of the proposed housing monitoring framework

The first session of the OEWG-H provided an opportunity to present and discuss a proposed multidimensional monitoring framework on housing adequacy. Introduced as a comprehensive, adaptable, and action-oriented tool, the framework is designed to strengthen evidence-based policymaking, promote coherence in housing data systems, and support the implementation of international human rights and development commitments, including the Sustainable Development Goals.

The framework adopts a multidimensional approach, addressing core housing conditions alongside contextual, structural, and policy-related factors that shape housing outcomes across diverse national and local contexts. Its objectives are to:

- Provide a holistic view of housing adequacy and identify gaps in current monitoring;
- Support evidence-based policymaking with targeted and actionable responses;
- Facilitate use of existing data through a flexible, low burden structure;
- Foster innovation by integrating previous efforts and new methodologies;
- Prioritize data for action, ensuring progress toward the right to adequate housing.

By strengthening national capacities and aligning with international standards, the framework aims to deliver a coherent and practical tool for advancing housing adequacy worldwide.

5. Conceptual building blocks across housing adequacy dimensions

The proposed framework is structured around five interrelated conceptual elements:

- **Conditions:** Referred to as assessment in the previous version, they are the core components of housing adequacy
- **Context:** Demographic, social and economic background factors that shape housing needs and outcomes
- **Drivers:** Structural and systemic factors influencing housing outcomes
- **Policies:** Qualitative assessment of housing policy frameworks, including legal instruments and implementation mechanisms
- **Impacts:** Social, economic, environmental and well-being outcomes of housing conditions and interventions.²⁵

These elements are organized within a **hierarchical structure** that enables monitoring at global, national and local levels, and across sectoral domains. The framework also proposes a **classification of indicators**, aligned with the SDG indicator methodology, to reflect varying levels of data availability and methodological maturity.

²³ [Geneva UN Charter on Sustainable Housing | UNECE](#)

²⁴ [Housing | OECD](#)

²⁵ The measurement of impacts was not considered in the proposal presented to the OEWG-H1. But is not revised to accommodate the stream of work on well-being measurement.

6. Features and core elements of the proposed framework

The framework highlights the interlinkages among its core elements and ensures alignment with international norms and standards. It is normatively grounded in the right to adequate housing, structurally coherent to enable integration with existing statistical systems, and scalable and adaptable for application across governance levels and contexts.

The core elements of the proposed housing monitoring framework address a distinct dimension of housing adequacy while together providing a comprehensive basis for analysis and policymaking:

- **Conditions:** Assesses housing adequacy using the seven UN-defined components plus sustainability, with UN-Habitat's core indicators feeding into this element.
- **Contextual Factors:** Covers demographic and socioeconomic indicators (e.g. household size, urbanization, poverty, inequality) to reflect local realities.
- **Drivers:** Identifies systemic factors such as macroeconomic trends, land administration, urban planning, taxation, social protection, and conflict to inform policy analysis.
- **Housing Policy Components:** Reviews national housing policies—their frameworks, implementation, and financing—supporting benchmarking and policy learning.
- **Impacts:** Captures broader effects on well-being, inclusion, economic development, and sustainability, complemented by ongoing work on well-being measurement.

7. Structure of the proposed framework

The proposed housing monitoring framework is organized hierarchically to support analysis at multiple levels—global, national, and local—while accommodating varying degrees of data maturity and methodological development. This layered structure enhances usability by allowing diverse users to access and apply data according to their specific needs and capacities. A well-structured housing statistics framework plays a critical role in organizing data and concepts in a clear, and systemic manner. It helps users understand complex relationships within the housing sector.²⁶

Building on the proposal presented during the first session of the OEWG-H in December 2024, the framework structure is presented in the table below²⁷. Each of the five domains (**Conditions**, **Drivers**, **Context**, **Impact**, and **Policy**) includes relevant sub-domain.

This overarching framework does not entail a role of UN-Habitat to collect data on each aspect, but rather aims to assist in organizing existing efforts identified through the different workstreams of diverse stakeholders. As the framework is further developed, a mapping exercise will help identify the level of coverage and development these elements. Indicators suitable for local, national or local monitoring, can be further added as the framework development advances.

1. Conditions: assessment of housing adequacy		
1.1. Security of tenure	1.1.1. Forced Evictions	
1.2. Availability of services, materials, facilities and infrastructure	1.2.1. Slums	
	1.2.2. Access to basic services	
1.3. Affordability	1.3.1. Housing cost: (new/ existing)	1.3.1.1. Purchase
		1.3.1.2. Rental
1.4. Habitability	1.4.1. Overcrowding	
	1.4.2. Housing durability and location (risks)	
	1.4.3. Indoor habitability	

²⁶ United Nations Network of Economic Statisticians (2025) [Primer. Making the Case for an International Housing Statistics Framework](#). Background document for the Fifty-sixth session of the Statistical Commission. New York.

²⁷ This framework offers a preliminary outline subject to further refinement.

1.5. Accessibility	1.5.1. Homelessness	
	1.5.2. Statutory discrimination	
	1.5.3. Exclusion and de facto discrimination	
	1.5.4. Spatial segregation	
1.6. Location	1.6.1. Quality of the living environment	
	1.6.2. Proximity to services	1.6.2.1. Health
		1.6.2.2. Education
		1.6.2.3. Jobs
	1.6.3. Access to transportation	
1.7. Cultural Adequacy	1.7.1. Satisfaction and community belonging	
	1.7.2. Legal recognition of cultural housing and land practices	
1.8. Sustainability	1.8.1. Climate induced evictions and vulnerabilities	
	1.8.2. Housing sector within planetary boundaries	
2. Drivers:		
2.1. International influx to finance housing	2.1.1. Official Development assistance	
	2.1.2. Remittances contribution to housing	
2.2. Macroeconomic conditions	2.2.1. Income Growth	
	2.2.2. Interest Rates	
	2.2.3. Housing Inflation	
	2.2.4. Access to finance / Mortgages	
2.3. Urban planning	2.3.1. Population Density	
	2.3.2. Urban Expansion	
2.4. Land	2.4.1. Land governance	
	2.4.2. Land administration	
	2.4.3. Land-based taxation	
2.5. Housing stock	2.5.1. Housing tenure modalities	
	2.5.2. Affordable housing stock	
2.6. Construction sector	2.6.1. Materials availability	
	2.6.2. Labor force availability	
2.7. Social protection measures	2.7.1. Government expenditure in social protection	
	2.7.2. Subsidies in housing	
2.8. Impact of conflicts	2.8.1. Housing damages	
	2.8.2. Displaced population	
3. Context:		
3.1. Demographic data and household dynamics	3.1.1. Population growth rates	
	3.1.2. Age distribution	
	3.1.3. Household size and distribution	
3.2. Urbanization and urban expansion rates	3.2.1. Urbanization rates and growth	
	3.2.2. Urban system primacy	
3.3. Country socio-economic information	3.3.1. GDP & HDI	
	3.3.2. Poverty	
	3.3.3. Inequality	
3.4. Government financial capacity	3.4.1. Expenditure and budget per capita	
	3.4.2. Infrastructure expenditure per capita	
	3.4.3. Own sourced revenue	
4. Impact:		
4.1. Well-being	4.1.1. Life satisfaction	
	4.1.2. Social cohesion	
4.2. Economic	4.2.1. Household level	
	4.2.2. Capital savings	
	4.2.3. Wealth inequality	
	4.2.4. Expenditure inequality	
4.3. Social	4.3.1. Health	
	4.3.2. Educational outcomes	
	4.3.3. Social mobility	
4.4. Environmental	4.4.1. Carbon and greenhouse emissions	
	4.4.2. Water Consumption	
	4.4.3. Energy consumption	
	4.4.4. Building lifecycle	
	4.4.5. Material footprint	

4.4.6.	Pollution
4.4.7.	Land consumption
4.4.8.	Ecosystem destruction

8. Classification of indicators by maturity level

To guide implementation and prioritization, the framework introduces a merged classification system that combines the maturity of indicators with their intended scale of application:

Level	Indicator Type	Data Maturity	Application Level	Examples
<i>Level I</i>	Established Indicators	Methodologically sound; regularly produced	Global and national	Slum households, access to water, access to sanitation,
<i>Level II</i>	Emerging Indicators	Methodologically defined; limited or regional data availability	National and subnational	Habitability, accessibility, affordability, tenure security
<i>Level III</i>	Developmental Indicators	Under methodological development	Localized and spatial	Informal settlements, sustainability, homelessness

This classification enables a phased approach to implementation, allowing Member States to begin with Level I indicators while progressively developing and integrating Level II and III indicators based on national priorities and capacities.

9. Relationships within the proposed framework

The framework is designed to capture the interconnected nature of housing systems by articulating relationships across five core elements—conditions, context, drivers, policies, and impacts—supporting a systems-based understanding of housing adequacy.

- Vertical relationships reflect the flow of data from global to local levels, enabling both comparative overviews and targeted interventions.
- Horizontal relationships illustrate interdependencies: drivers such as land governance or macroeconomic trends influence housing conditions; policies mediate these effects; contextual factors shape both policies and challenges; and impacts on well-being and the environment feed back into policy cycles.
- The framework also incorporates feedback loops, ensuring that monitoring results inform policy adjustments, resource allocation, and programme design, thereby enhancing responsiveness and accountability.

10. User-centric design

The framework is designed to meet the diverse needs of key stakeholders, including governments, national statistical offices, civil society, and researchers. Each group engages with housing data differently - whether for policymaking, statistical reporting, advocacy, or analysis.

Governments and line ministries require aggregated indicators to inform strategic decisions, while statistical offices need methodologically sound data aligned with existing systems. Civil society organizations benefit from disaggregated, localized data to support accountability and inclusion. Researchers rely on granular data for in-depth studies and innovation.

To accommodate these varied uses, the framework supports multiple scales of monitoring — from global benchmarking to localized diagnostics — and promotes flexibility in indicator selection and data granularity. This ensures the framework is both technically robust and practically relevant across contexts.

11. Data integration and sources

To ensure comprehensive and coherent monitoring, the framework promotes the integration of diverse data sources—ranging from household surveys and administrative records to geospatial, big data, and citizen-generated inputs.

The monitoring framework will include the following key types of indicators:

1. **Existing global housing indicators** for which data is currently being collected (e.g. SDGs, etc.)
2. **A few new or refined global indicators** to be proposed to fill key gaps (to be developed through the Global Data Coalition and the OEWG-H process)
3. **A matrix of nationally and locally developed indicators** and data collected by institutions or organisations active in the housing sector. This ensures that valuable non-globally comparable data can enrich the information available on housing.

This multi-source approach enhances data quality, supports triangulation, and enables spatially disaggregated analysis. As highlighted at OEWG-H1, while housing indicators are often measured locally, progress is seldom reported. Developing a coordinated data production strategy—with clear cycles, roles, and responsibilities—by a coalition of actors, including NSOs, local governments, line ministries, CSOs, academia, the private sector, and UN partners, is critical to ensure local- level- reporting and the validation of data as official housing statistics.²⁸

12. Challenges of monitoring

The development and implementation of a global housing monitoring framework face several persistent challenges that must be addressed to ensure effectiveness, coherence, and usability. In addition to common challenges affecting monitoring efforts—such as data quality and gaps, limited capacity, concerns around privacy and ethical standards, and the need to ensure sustained political will and broad participation—there are also specific issues that housing monitoring frameworks must:

Fragmentation and multiplicity of frameworks: Numerous housing-related monitoring initiatives exist across global, regional, and national levels, often developed independently and using varying methodologies. This fragmentation leads to inconsistencies in data definitions, indicator selection, and reporting standards, complicating efforts to harmonize and compare housing data across contexts. The work of the OEWG-H provides the channel through which this coordination may be possible.

Monitoring Processes and Operational Mechanisms: Operationalizing a monitoring framework requires robust institutional mechanisms, including coordination among statistical agencies, housing ministries, and local authorities. Limited technical capacity, resource constraints, and lack of standardized procedures can hinder consistent data collection, validation, and reporting. UN-Habitat counts on global partners to advance global data collection and collation efforts.

²⁸ UN-Habitat (2024) NSO Regional Data Validation Workshop for the Global Minimum Core Set of Housing Indicators. 24-25 June 2024, Nairobi, Kenya

National and Local Applicability: While global indicators provide comparability, they may not fully capture localized housing realities. Ensuring national and local relevance requires flexible frameworks that allow for contextual adaptation, spatial disaggregation, and integration of diverse data sources. Balancing global coherence with local specificity remains a key challenge.