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Monitoring Framework of the Strategic Plan 2026-2029: Baseline values and targets for indicators to be achieved by 2029*

Report of the Executive Director

I. Introduction

1. The Monitoring Framework for UN-Habitat's Strategic Plan 2026–2029 was approved by the Executive Board at its session in November 2025, with a request to the Executive Director *"to present, at the first session of 2026 of the Executive Board, the baseline values and the proposed corresponding targets for all indicators included in the monitoring framework to be achieved by the end of the implementation period of the strategic plan for 2026–2029"*[1]. This report to the Executive Board presents an update on the establishment of these baseline values and targets, explaining the overall approach adopted, reporting on the progress thus far, and highlighting some of the methodological challenges faced in the process.

II. Overall approach

2. The Monitoring Framework comprises 24 indicators, which focus on the impact and outcomes of UN-Habitat's work. An important distinguishing factor between these two sets of indicators relates to contribution versus attribution. **Contribution** relates to the influence exerted by a combination of factors, including those of the entity being monitored, which leads to change. **Attribution** relates to outcomes that could be directly identified as the result of actions undertaken by specific actors. In the former case, the causal relationship is indirect and diffused; in the latter, it is recognized as more direct, and stronger.

3. In the Monitoring Framework for UN-Habitat's Strategic Plan 2026-29, indicators at the impact and strategic focus levels are designed to reflect broader changes to which UN-Habitat would contribute, alongside other actors and contextual factors, while indicators at outcome level aim to capture changes that could be more directly attributed to UN-Habitat's interventions. Therefore, data collected for the indicators at impact and strategic focus levels are at the global level, not necessarily related to UN-Habitat's interventions or influence, and mostly from secondary/ published sources. These are mostly focused on human impact (population numbers and proportion). Many are drawn directly from the SDG

* This document was revised to include complete the data on baselines and targets for all indicators.

1 HSP/EB.2025/26, para 11.

global indicator framework (A/RES/71/313), which implies that the methodology for data collection and analysis has already been developed, tested and found robust.

4. However, there are some exceptions, for example Indicator 2 on (crisis) preparedness, response, recovery and reconstruction – "*Population living in crisis-affected cities that benefits from implementing sustainable urban recovery approaches that foster social integration, in particular of displaced communities, put housing at the centre and facilitate transition from the humanitarian response to sustainable development."* This is a new indicator, for which data is proposed to be collected from UN-Habitat's regional and country offices working in crisis contexts, as well as multiple humanitarian entities that support the concept of sustainable urban recovery and integrate it within their work. As a new indicator, however, the baseline only captures information from UN-Habitat's programmatic work in crisis countries. Data from other organisations working in crisis contexts is proposed to be collected over the course of 2026 and will be reflected in the 2026/2027 reports. This pragmatic approach applies to some of the other new indicators for which baseline data may not be readily available or where there is not adequate time to map all sources of data.

5. Indicator 3 on environment and climate action – *"Nationally Determined Contributions (NDCs) with strong urban content and Urban NDC implementation strategies and plans [as defined by] a) Number of NDCs with Strong Urban Content; b) Proportion of global population covered by NDCs with strong urban content; c) Number of urban NDC implementation strategies and plans"* – is also new. In contrast to Indicator 2, however, the baseline dataset for this indicator is drawn from several years of ongoing work by UN-Habitat on tracking the urban content of the NDCs.

6. At the outcome level, indicators focus on UN-Habitat's partner countries, cities, subnational authorities; partner institutions; or, in some cases, individuals and organisations somehow associated with UN-Habitat or lying within the ambit of its influence. They reference UN-Habitat's activities, including its normative or operational work, its advocacy platforms, or its capacity-development efforts. Data for most of these indicators is expected to come from programmatic teams at the headquarters, regional or country levels, collected and collated by HQ teams that are responsible for the different indicators.

7. In some cases, information is available from work done under UN-Habitat's previous strategic plan. For example, Indicator 20 – *"Number of national, regional and local governments that used UN-Habitat's guidance on people-centred smart cities approach and innovation tools in relevant policies, strategies, initiatives and technology solutions aimed at enhancing access to adequate housing, land and basic services"* – builds on a similar measure from UN-Habitat's Strategic Plan 2020-25, which tracked the *"number of partner national and local authorities adopting policies and strategies to use frontier technologies and urban innovations for social inclusion, resilience, and quality of life".* That earlier indicator used the people-centred smart cities approach as a baseline for data collection, providing a foundation for the current focus on digitalization and innovation tools to improve housing, land, and basic services.

8. In a few instances, where the indicator is completely new and aims to reflect the reach of UN-Habitat's work, surveys have been conducted to collect data from internal teams and external partners. For example, for Indicator 15 – *"Number of partner cities that have institutionalized inclusive and equal participation for women in local-level decision-making on adequate housing, land and basic services",* the methodology has been clearly articulated (e.g. explanation of what is meant by institutionalization of inclusive and equal participation of women), data sheets have been shared and responses received from multiple teams. The baseline reflects data received from regional and country offices.

9. The periodicity of tracking and reporting on different indicators also varies between indicators. Data for some indicators will be collected every year, while for others, where the methodology is more complex or the change is unlikely to be evident within the short span of twelve months, data will be collected and analysed every two years.

III. Methodology, baselines and targets

10. The development of the methodology, collection of baseline values and setting of targets has been done through a whole-of-house approach, working with teams across headquarters, regions and countries, and in collaboration with other UN entities and partners. In a context where data on cities and the urban sector continues to be limited, the establishment of the baseline itself is an important contribution to the global understanding of the state of urbanization and the nature and extent of the global housing crisis.

11. The full methodological guide explaining each indicator, its key concepts, data sources, methodology for data collection and disaggregation, and the baseline and target values, is available for reference at UN-Habitat Habnet.

12. Tables 1-6 show the baseline values of each indicator and the targets for 2026, 2027, 2028 and 2029. Baseline values correspond mostly to the end of 2025, unless specifically mentioned. Targets are expected to be achieved by the end of each year mentioned.

Table 1: *Baseline values and targets for Impact indicators*

Impact	Indicator	Subset	Baseline		Targets		
			Q1 2026	2026	2027	2028	2029
Equitable and inclusive prosperity for poverty eradication	**Indicator 1**: Proportion and number of urban population living in slums, informal settlements and inadequate housing.	*Proportion of population (%)*	*(2022 estimates) 24.76*	*24*	*23.5*	*23*	*22.5*
		Number (Billion)	*(2022 estimates) 1.12*	*1.11*	*1.1*	*1.09*	*1.08*
Preparedness, response, recovery and reconstruction	**Indicator 2**: Population living in crisis-affected cities that benefits from sustainable urban recovery approaches that foster social integration, in particular of displaced communities, put land, housing and basic services at the center and facilitate transition from the humanitarian response to sustainable development.	*Population (Mill)*	*83*	*87*	*91*	*95*	*100*
		Number of qualifying cities	*90*	*95*	*100*	*105*	*110*
Environment and climate action	**Indicator 3**: Nationally Determined Contributions (NDCs) with strong urban content and Urban NDC implementation strategies and plans A. Number of NDCs with strong Urban Content B. Proportion of global population covered by NDCs with strong urban content. C. Number of Urban NDC implementation strategies and plans.	*Number*	*53*	*65*	*70*	*75*	*75*
		Proportion (%)	*54*	*56*	*57*	*58*	*59*
		Number	*0*	*5*	*10*	*15*	*20*

Table 2: *Baseline values and targets for Strategic Focus Indicators*

Strategic Focus	Indicator	Subset	Baseline	Targets			
			2025	2026	2027	2028	2029
Adequate Housing	**Indicator 4:** Number of countries that reduced: a) the proportion of urban population living in slums and b) the number of people living in slums.	*Number*	*(2024) 73*	*75*	*77*	*79*	*81*
		Number	*(2024) 11*	*13*	*15*	*17*	*19*
Land	**Indicator 5:** Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure	*Proportion (Legally recognized documentation) (%)*	*(2022) 34.30 - 43.14*	*34.5 - 44.3*	*36.6 - 45.4*	*38.9*	*40% - 45%*
		Proportion (Perception of tenure security) (%)	*(2022) 81.74 – 89.13*	*85.96- 89.13*	*87.02 - 89.13*	*88.07- 89.13*	*89.13*
	Indicator 6: Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/ or control	*Proportion of countries (%)*	*2.4*	*3.5*	*5*	*7*	*9*
Basic Services	**Indicator 7**: Proportion of urban population with access to basic services (a) basic drinking water services, (b) basic sanitation and basic hand-washing facilities, (c) basic waste collection services, (d) clean, affordable, and sustainable energy, and (e) sustainable mobility	*Proportion (Basic drinking water services)*	*73.75%*	*+ 2.5m which is + 0.03%*	*+ 2.5m which is + 0.03%*	*+ 2.5m which is + 0.03%*	*+ 2.5m which is + 0.03%*
		Proportion (Basic sanitation & handwashing facilities)	*57.5% basic sanitation 78.75% basic hygiene*	*+ 1.1m which is + 0.01%*	*+ 1.1m which is + 0.01%*	*+ 1.1m which is + 0.01%*	*+ 1.1m which is + 0.01%*
		Proportion (Waste collection services) %	*75*	*+2*	*+1*	*+1*	*+1*

		Proportion (Clean, affordable and sustainable Energy)	*91% electricity 73.7% clean cooking fuels*	*+1.1*	*+1.1*	*+1.1*	*+1.1*
		Proportion (Sustainable Mobility) %	*60.9*	*+1*	*+1*	*+1*	*+1*
Dimension-wide indicators	Indicator 8: Number of people benefitting from housing, and/or land, and/or basic services policies that aligned with the NUA	Number (*Housing)* (*Billion*)	*3.7*		*4.05*		*4.13*
		Number (Land) (Mil)	*670*	*694*	*702*	*710*	*707*
		Basic Services (Billion)	*3.05*		*3.02*		*3.26*
	Indicator 9: Proportion of global population under the international poverty line that are covered by pro-poor and inclusive national housing, land, and/or basic services policies supported by UN-Habitat	Proportion of population (%)	*10.20*	*9.5*	*9.2*	*8.9*	*8.6*

***Table 3**: Baseline values and targets for Means of Implementation 1*

Means of Implementation: Integrated urban and territorial planning, management, investment and finance							
Outcome	*Spatial development plans, policies and legislation, planning systems and finance frameworks foster the social and ecological functions of land and catalyze public and private investments for access to adequate housing, land and basic services for all*						
	Indicators	**Subset**	**Baseline**	**Targets**			
			2025	**2026**	**2027**	**2028**	**2029**
Planning and Policy	**Indicator 10:** Number of partner countries that have national urban policies or laws or regional/spatial development plans that (a) respond to population dynamics; (b) ensure balanced territorial development; and (c) increase local fiscal space.	*Number (Urban policies)*	*64*	*66*	*68*	*70*	*72*
		Number (Urban legislation)	*44*	*46*	*48*	*50*	*52*
		Number (Regional/spatial development plans)	*19*	*21*	*23*	*25*	*27*
Finance	**Indicator 11:** Number of partner subnational authorities that have improved Own Source Revenue (OSR) per capita and Property Tax per capita and average % increase in OSR and property tax per capita	*Number (OSR per capita)*	*3*	*10*	*15*	*20*	*25*
		Number (property tax per capita)	*3*	*10*	*15*	*20*	*25*
		Average increase in OSR p/c (%)	*14*	*10*	*10*	*10*	*10*
		Average increase in property tax p/c %	*34*	*10*	*10*	*10*	*10*
Dimension-wide	**Indicator 12:** Number of partner cities implementing land, housing, basic services or slum transformation strategies or interventions aimed at improving housing for all, in alignment with SDG 11.1 and the right to adequate housing	*Number (Land)*	*42*	*44*	*46*	*48*	*50*
		Number (Housing)	*35*	*38*	*40*	*42*	*44*
		Number (Basic Services)	*47*	*49*	*51*	*53*	*55*
		Subset	*Baseline*	*Target*			
			2025	*2026*	*2027*	*2028*	*2029*
		Number (Slum transformation)	*52*	*54*	*56*	*58*	*60*

Table 1: *Baseline values and targets for Means of Implementation 2*

Means of Implementation: Participatory multi-level governance and localization of the Sustainable Development Goals							
Outcome	*Participatory multi-level governance mechanisms support adequate housing, land, and basic services for all, mainstreaming gender equality and women's empowerment, and accelerate SDG localization*						
		Subset	**Baseline**	**Targets**			
			2025	**2026**	**2027**	**2028**	**2029**
Multilevel-governance	**Indicator 13:** Number of partner countries with institutionalized, functional and inclusive multilevel governance mechanisms ensuring participation of local and regional governments and community/civil society representatives, fostering SDG localization for adequate housing, land, basic services	*Number*	*39*	*41*	*45*	*48*	*50*
SDG Localization	**Indicator 14**: Number of innovative, contextualized solutions supported, and volume of finance (USD) channeled towards SDG catalytic initiatives at the local level, fostering adequate housing, land, basic services, through SDG Localization process including approaches and tools promoted by the Local2030 Coalition	*Number (Solutions supported)*	*20*	*40*	*60*	*80*	*100*
		Volume of finance channeled (Mill $)	*10*	*25*	*50*	*100*	*200+*
		Percentage solutions benefitting women/youth (%)	*30*	*35*	*40*	*45*	*50*
Gender	**Indicator 15**: Number of partner cities that have institutionalized inclusive and equal participation for women in local-level decision-making on adequate housing, land and basic services	*Number*	*37*	*47*	*57*	*67*	*77*
Dimension-wide	**Indicator 16:** Number of partner countries that disaggregate their statistics on access to adequate housing, basic services and land, by sex.	*Number (land rights)*	*40*	*55*	*60*	*65*	*70*
		Number (adequate housing)		*23*	*26*	*29*	*31*
		Number (basic services)	*15*	*30*	*40*	*50*	*60*

***Table 5**: Baseline and values and targets for Means of Implementation 3*

Means of implementation: Knowledge, data, digitalization and capacity development							
Outcome	*Improved knowledge and capacities inform evidence-based, innovative policies on adequate housing, land, and basic services for all.*						
	Indicators	**Subset**	**Baseline**	**Targets**			
			2025	**2026**	**2027**	**2028**	**2029**
Knowledge	**Indicator 17**: Number of local, regional and national governments and other stakeholders that a) formally reference and b) use UN-Habitat's knowledge products for policy formulation and practice relating to adequate housing, land and basic services, as evidenced by official documentation	*Number (Formal referencing of knowledge products)*	*71*	*81*	*94*	*107*	*124*
		Number (Use of knowledge products)	*74*	*85*	*98*	*112*	*129*
Data	**Indicator 18:** Number of countries with more than 50% data reporting coverage for SDG indicators under UN-Habitat custodianship.	*Number*	*67*	*75*	*83*	*90*	*100*
Capacity	**Indicator 19:** Number of individuals and stakeholders benefitting from UN-Habitat's capacity development initiatives, resources, and tools, as reflected in: (a) number of individuals participating in capacity development activities led or supported by UN-Habitat; and (b) number of stakeholders using UN-Habitat's capacity development tools in their institutions or trainings.	*Number (Individuals participating)*	*18233*	*26622*	*32585*	*39213*	*45689*
		Number (Stakeholders utilising tools)	*141*	*273*	*379*	*475*	*571*
Innovation	**Indicator 20:** Number of national, regional and local governments that used UN-Habitat's guidance on people-centred smart cities approach and innovation tools in relevant policies, strategies, initiatives and technology solutions aimed at enhancing access to adequate housing, land and basic services	*Number of national, regional or local governments*	*35*	*35*	*38*	*40*	*45*

Table 2: *Baseline values and targets for Means of Implementation 4 and 5*

Means of implementation: Partnerships, coalitions, advocacy and communication							
Outcome	*Increased awareness and transparency and strengthened collaboration among relevant stakeholders promote access to adequate housing, land and basic services for all*						
	Indicators	**Subset**	**Baseline**	**Targets**			
			2025	**2026**	**2027**	**2028**	**2029**
Increased awareness	**Indicator 21:** Number of cities, countries, stakeholders and individuals engaging in UN-Habitat-led events and campaigns such as World Urban Forum, Urban October on housing, land, basic services and sustainable urban development	*Number (countries)*	*182*	*183*	*58*	*184*	*60*
		Number (cities)	*435*	*438*	*242*	*440*	*244*
		Number (stakeholders)	*1,038*	*1,040*	*115*	*1,042*	*118*
		Number (Individuals)	*26,200*	*26,500*	*1,300*	*26,800*	*1,350*
	Indicator 22: Number of people reached and exposed to messages on housing, land and basic services through communication channels	*Web visits (Mill)*	*6.5*	*7*	*8*	*9*	*10*
		Number of followers (Social media footprint) (Mill)	*0.8*	*0.95*	*1*	*1,5*	*2,5*
		Media outreach (number of articles)	*100*	*150*	*200*	*300*	*400*
Stakeholders	**Indicator 23**: Number of national, subnational, and local governments, multistakeholder platforms, and coalitions actively collaborating through UN-Habitat–supported initiatives, to scale up solutions on housing, land, and basic services.	*Number (National)*	*N/A*	*30*	*35*	*40*	*45*
		Number (Subnational)	*N/A*	*100*	*130*	*160*	*200*
		Number (Multistakeholder platforms and coalitions)	*N/A*	*5*	*10*	*15*	*20*
Means of implementation: Effective resources mobilization							
Outcome	*Increased and predictable resources for UN-Habitat and its partners advance access to adequate housing, land and basic services for All*						
	Indicators		***Baseline***	***Targets***			
			2025	***2026***	***2027***	***2028***	***2029***
Resources	**Indicator 24**: Total value of financial contribution mobilized per year disaggregated by (a) earmarked vs non-earmarked and (b) single-year vs multi-year**.**	*Foundation non-earmarked (USD Mill)*	*3.8*	*5.25*	*5.94*	*6.0*	*6.0*
		Foundation earmarked (USD Mill)	*50.5*	*48.1*	*48.5*	*50.9*	*50.9*
		Technical cooperation (USD Mill)	112.3	*109.9*	*115.1*	*120.9*	*120.9*

IV. Methodological innovations and challenges

14.In addition to establishing a starting point from which progress can be measured, the collection of baseline data serves as an important opportunity to test the feasibility of an indicator. Methodological challenges observed in the process of collecting baseline data include those related to multi-barrelled indicators, as well as indicators that use qualitative criteria. For example, for Indicator 8 – *"Number of people benefiting from housing, and/or land, and/or basic services policies that aligned with the New Urban Agenda",* a decision was made to focus on national level policies alone, and data was collected on multiple aspects:

(a) Countries which have housing policies
(b) Countries which have land policies
(c) Countries which have basic services policies (including water, sanitation, solid waste management, energy and transport).
(d) Population of these countries

15.The policies were then checked for alignment against the New Urban Agenda, and those that didn't align need to be eliminated from the final count. Overlaps needed to be removed so populations are not double counted (e.g. if a country has a national housing policy and a national solid waste management policy, it would be counted only once), before arriving at a final population number. Information on basic services policies is unavailable at the present time.

16.For Indicator 9 – *"Proportion of global population under the international poverty line that are covered by pro-poor and inclusive national housing, land, and/or basic services policies supported by UN-Habitat"* – a further subset of Indicator 8 data was created, based on which of these policies have been supported by UN-Habitat. Poverty line data was factored in, alongside population data, in order to arrive at the proportion. Thus, the indicator is calculated by aggregating the number of people living under the international poverty line in countries where UN-Habitat has implemented national-level housing, land and/or basic services policies, and comparing this against the global poverty headcount.

17.In addition, defining the scope of some elements required caution and clear criteria as there are multiple ways in which a particular concept can be interpreted. For example, in Indicator 17 - "*Number of local, regional and national governments and other stakeholders that a) formally reference and b) use UN-Habitat's knowledge products for policy formulation and practice relating to adequate housing, land and basic services, as evidenced by official documentation*"- defining the scope of "knowledge products" in a meaningful manner was key, and required a whole of house approach. The baseline data collection for this is still in progress.

18.Establishing targets presented yet another methodological conundrum, especially for Impact level indicators, i.e. where UN-Habitat has only an indirect influence on progress (contribution rather than attribution). For example, Indicator 1 – *"Proportion and number of urban population living in slums, informal settlements and inadequate housing"* – is drawn from SDG 11.1.1. In line with it, it captures the lack of access to improved water and sanitation, durable housing, sufficient living space, and secure tenure. Setting a target for this indicator, however, proved to be a near-impossible task, as progress depends on much larger global and national factors, rather than UN-Habitat's efforts alone. The approach adopted, therefore, combines an analysis of scientific trends – how the curve on SDG 11.1.1 has moved over the past decade; arriving at a statistical projection for the next four years - with an informed judgement regarding potential deviation (acceleration or deceleration) from this projection in each sub-region (data is collected for 9 sub-regions), to arrive at targets for each sub-region, aggregated globally. It is worth noting as well that data gaps over time (longitudinal data) can reduce the accuracy of projections. With only 42% of countries having data for 50% of SDG 11, the potential challenge for statistical projections related to Indicator 1 needs to be recognized and factored into any future target.

V. The way forward: Regular and systematic reporting on the progress of implementation of the Strategic Plan

19.It is proposed that April 2026 will serve as the baseline reference point for the baseline values that have been presented to the first session of the Executive Board in 2026. The remaining values will be updated as the data collection and analysis are completed, and the baseline reference points (dates) will be noted accordingly for these.

20.The Secretariat will report annually to the Executive Board on the implementation of the Strategic Plan and the progress made against various indicators. The report will present both quantitative data and an accompanying narrative explaining the nuances of progress made against various indicators. Case studies illustrating the nature of progress made may also be included. The Impact and Strategic Focus indicators (nos. 1-9) will typically be reported every two years while the Outcome indicators (nos. 10-24) will be reported annually. Constraints and challenges faced in data collection, validation or analysis will also be shared in the annual report and any proposals for adjustment or refinement of the framework, including the data collection methodologies and/or targets, will also be presented to Member States for their consideration.

21.Efforts are underway to better align project-level outputs, as well as the monitoring and evaluation systems of the organisation, with the Strategic Plan Monitoring Framework, to make reporting more coherent and strengthen institutional learning across UN-Habitat.