Progress on the implementation of the New Urban Agenda

Report of the Secretary-General

Summary

The present report is prepared in accordance with General Assembly resolution 71/235. It is the first of a series of five quadrennial reports and an element of the follow-up to and review of the implementation of the New Urban Agenda. It describes the incremental and inclusive approach coordinated by the United Nations Human Settlements Programme (UN-Habitat), as a focal point for sustainable urbanization and human settlements, in collaboration with other United Nations system entities, for the implementation and monitoring of the New Urban Agenda as endorsed by the Assembly in its resolution 71/256.

Many lessons, challenges and opportunities have become apparent in the 18 months since the adoption of the New Urban Agenda, and the present report illustrates the progress being made by United Nations entities, national and subnational governments, local authorities and stakeholders in its implementation and monitoring.

The report is organized into five sections. Section I provides its context and purpose. Section II positions the New Urban Agenda vis-à-vis the other global development agendas adopted in 2015 and 2016, clarifying the interlinkages and describing how the New Urban Agenda is an accelerator for the achievement of all other agendas, and calling for coherence and integration in both policy and implementation.

Section III recommends an incremental approach to reporting on the implementation of the New Urban Agenda, based on four elements: (a) systems for the production of user-friendly and participatory data platforms that add to existing sources of data; (b) new and expanded platforms for engagement on knowledge
production and reporting; (c) a United Nations system-wide coordination mechanism that strengthens and expands partnerships; and (d) capacities to report on the implementation of the sustainable urban development agendas, including data collection and analysis, policy development, implementation and stakeholder engagement.

Section IV describes the key stepping stones towards effective implementation of the New Urban Agenda, including governance structures and supportive frameworks; planning and management of urban and territorial spatial development; and means of implementation, including financing, innovations and capacity development.

Finally, Section V offers key recommendations to Member States.
I. Introduction

1. The present report has been prepared pursuant to paragraph 3 of Economic and Social Council resolution 2017/24 and in accordance with General Assembly resolution 71/235.

2. The New Urban Agenda is about people, the planet, prosperity, peace and partnerships in urban settings. It was adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), held in Quito in October 2016, and endorsed by the General Assembly on 23 December 2016.\(^1\) In September 2017, the Assembly convened a high-level meeting, as called for in the Agenda, which discussed the effective implementation of the Agenda and the positioning of the United Nations Human Settlements Programme (UN-Habitat) and proposed the strengthening of UN-Habitat for more effective implementation of the 2030 Agenda and the New Urban Agenda.

3. The present report, issued 18 months after the adoption of the Agenda, is the first in a series of five quadrennial reports and an element of the follow-up to and review of the implementation of the Agenda. It assesses the current systems and resources in place to implement and monitor the Agenda and recommends steps to ensure the successful production of subsequent reports. The second quadrennial report, in 2022, will include quantitative and qualitative data resulting from the monitoring systems proposed in the present report. It will also include voluntary inputs from Member States and contributions from the United Nations system, regional and subregional organizations, partners and stakeholders, using the platforms of engagement proposed in the present report.\(^2\) The third quadrennial report, in 2026, will serve as a midterm review of the implementation of the Agenda, taking stock of progress and identifying possible improvements.

4. Since the adoption of the New Urban Agenda, many urban challenges have intensified. Growing inequality, social exclusion and spatial segregation continue to have an impact on peoples’ lives in most of the world’s cities, producing a dramatic concentration of disadvantages in specific places and for specific people. Urban areas are increasingly epicentres of crises, insecurity and violence, fuelling displacement and forced migration. The majority of the 25 million refugees and 40 million internally displaced persons in the world today live in cities and urban settlements, often under difficult conditions. Housing remains largely unaffordable in both the developing and the developed world. Globally, 1.6 billion people live in inadequate housing,\(^3\) of which approximately 1 billion live in slums and informal settlements lacking basic services. Accompanying the feminization of urban poverty, female-headed households in slums and informal settlements are growing. All of these forms of exclusion disproportionally affect women, youth, older persons, migrants and other marginalized groups.

5. Unsustainable models of urbanization persist, including informal and unplanned urban growth, that consume excessive land and energy and damage the environment. Nevertheless, many cities remain places of innovation, social change and prosperity. With the adoption of the New Urban Agenda, the international community agreed that urbanization could be a driver of positive change. Subsequently, the Kuala Lumpur Declaration on Cities 2030, adopted at the ninth session of the World Urban Forum, highlighted again the transformative power of cities and recalled the genuine aspiration to leave no one and no place behind. The Agenda is the framework to

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\(^1\) General Assembly resolution 71/256.

\(^2\) Ibid., paras. 162 and 166.

integrate and elevate the vital role that cities must play in decision-making and realizing development transformations.

6. It is important to highlight that Governments face various challenges in the implementation of the New Urban Agenda and urban components of the Sustainable Development Goals. Such challenges include low levels of awareness regarding the potential benefits of urbanization and of urban-related commitments made in global development agendas. National authorities face further challenges, such as low institutional and fiscal capacity, lack of development financing and weak multilevel governance structures and multi-stakeholder partnerships. The implementation of the New Urban Agenda demands local actions. This requires an institutional, organizational, policy and financial capacity, which is often lacking or poorly developed. Local governments are frequently ill equipped in terms of financial and human resources, which hinders their ability to plan, manage and execute the transformative policies and actions in the Agenda. The capacity to strengthen devolution and local autonomy in many countries is low, and many cities continue to lack local revenues, taxes and financial resources to manage challenges related to urbanization. This is aggravated by the scarcity of well-trained personnel, which hinders the development and use of innovative policies and urban management instruments.

7. The reporting mechanisms of the New Urban Agenda link to those of other global commitments and development agendas that address these urban challenges. Tracking progress on and assessing the impact of the implementation of the Agenda on all scales requires an integrated approach combining both quantitative and qualitative data, including spatial varieties of both. Monitoring implementation of the Agenda also provides the opportunity to increase ownership among implementing partners, including many marginalized groups that can play an invaluable role in implementation.

8. The present report was prepared in consultation with 23 United Nations entities, 5 regional economic and social commissions and 30 partners. It builds on the Habitat III process, which included various multi-stakeholder platforms, regional and thematic conferences, policy units and the consultative processes facilitated by the Global Task Force of Local and Regional Governments and the General Assembly of Partners. It concludes with recommendations for reporting on the implementation of the New Urban Agenda until 2036, which will require substantial commitment and support from public, private and non-governmental entities alike during the coming years.

II. Strengthening the interlinkages between global development agendas

9. The New Urban Agenda emphasizes the importance of strongly interlinking global development agendas, particularly those which precede it. It is an accelerator for the 2030 Agenda for Sustainable Development and its Sustainable Development Goals, the Paris Agreement adopted under the United Nations Framework Convention on Climate Change, the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, among others. The ongoing efforts to implement the New Urban Agenda are inextricable from the fulfilment of the goals, principles and targets of the other agendas, all of which have important urban and territorial dimensions. Understanding the range of interdependencies among them is key to unlocking their

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4 General Assembly resolution 71/256, paras. 6, 9, 11, 12, 77, 79, 127, 128 and 150.
full potential, optimizing resources and leveraging resource development outcomes at every level of government, within the United Nations system and across all sectors and stakeholders.

A. **Coherence among global agendas at the urban level**

10. The 2030 Agenda stresses the importance of reinforcing and complementing the global agendas to avoid inefficiencies and reduce or minimize negative interactions.\(^5\) A better understanding of these interlinkages will inform balanced decision-making to recognize necessary trade-offs and adopt long-lasting solutions. Systematic monitoring and analysis, coupled with policies and initiatives to build coherence across the global development agendas, is necessary to achieve the holistic approach of the New Urban Agenda. Universal concepts such as “leave no one behind”; progressive approaches to human rights, gender equality and women’s empowerment; the adoption of various United Nations conventions and agreements;\(^6\) and the efforts of some national and local governments to enshrine the “right to the city” vision\(^7\) and implement comprehensive evidence-based approaches to end violence against women and girls,\(^8\) are important foundations and cross references for integrated implementation. Significant positive interactions are achieved when multisectoral, multi-stakeholder governance and partnerships are adopted, and when financial resources and technology are used in a more efficient manner to support horizontal relations and policy coherence across sectors and actors, as proposed in the present report.\(^9\)

11. The interlinkages between the New Urban Agenda and the Sustainable Development Goals, especially Goal 11, are extensive. More than half of the Goal targets have an urban component, linked to about 60 per cent of the Goal indicators. Some of the links between the Goals and the Agenda are straightforward. This is the case, for instance, with Goal 4 on education, Goal 5 on gender equality, Goal 16 on good governance and Goal 17 on partnerships and means of implementation, which are strongly connected to sustainable urbanization. Issues such as climate change, housing and slums, financing, sustainable production and consumption, inequalities, infrastructure and basic services, gender equality, gender-based violence, food security and nutrition, and migration are inextricably linked to cities. Policies and strategies that respond to those issues together can transform potential synergies into holistic action.\(^10\)

12. Likewise, there is strong evidence that integrated urban planning, access to basic services, slum upgrading, and decent and affordable housing reduce non-communicable diseases and limit environmental impacts, supporting Sustainable Development Goal 3 on health and well-being, Goal 7 on energy and Goal 13 on climate.\(^11\) Similarly, the provision of regional and urban infrastructure, as a component of Goal 9, contributes to enhancing markets and value chains, supporting

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\(^6\) Notably the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the International Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families, the Convention on the Rights of Persons with Disabilities and the New York Declaration for Refugees and Migrants.

\(^7\) General Assembly resolution 71/256, para. 11.


\(^10\) Ibid.

\(^11\) Ibid.
Goal 8 on work and economic growth and Goal 12 on sustainable consumption and production, and creating better rural-urban interlinkages that favour the attainment of Goal 2 on achieving food security and improved nutrition and improving sustainable agriculture.\textsuperscript{12}

13. The New Urban Agenda has a strong gender equality component, connecting it with Sustainable Development Goal 5. As noted by United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), violence against women, sexual harassment and other forms of sexual violence are a global pandemic violating the right of women and girls to live free from fear and violence, and many of these issues are intensified in urban settings. For example, when residents must endure longer commuting times and higher transportation costs, for women this can also mean exposure to violence, harassment or insecurity. Similarly, the lack of access to basic services, affordable housing options and land tenure rights disproportionately affects women. These dynamics inform the attention of the present report to the concerted need for collection, analysis and dissemination of data disaggregated by income, sex, age, race, ethnicity, migration status, disability, geographic location and other characteristics relevant in every context, which is vital to ensuring the gender-responsive and therefore successful implementation of the Urban Agenda.

14. In recognition of the benefits of synergistic responses, the Agenda calls for improvements in the training and capacity of urban planners to ensure that they respond to integrated challenges comprehensively. Progress on this objective is vital to successfully achieving not only Sustainable Development Goal 11 but also all of the global development agendas.\textsuperscript{13}

Figure I
Urban population, by continent, 2000–2036


\textsuperscript{13} General Assembly resolution 71/256, para. 102.
15. UN-Habitat, as a focal point within the United Nations system on sustainable urbanization and human settlements, is working in close collaboration with United Nations system entities and the Statistics Division to complement the Sustainable Development Goal monitoring framework process by including specific components of the Agenda that are not covered by Goal indicators. For instance, the Agenda and target 11.b of Goal 11 call for cities and human settlements to adopt and implement integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change and resilience to disasters. In response, the United Nations system, led by the United Nations Office for Disaster Risk Reduction, is mobilizing Governments and key partners to achieve this objective. In addition, cities and mayors are increasingly taking the initiative and responsibility for local-level monitoring and the development of local plans to implement the Paris Agreement, sometimes independently of national level support. Examples include national networks of cities addressing climate change, such as the 402 cities within the United States Climate Mayors platform, as well as globe-spanning organizations such as Local Governments for Sustainability, United Cities and Local Governments, the World Association of the Major Metropolises, the C40 Cities Climate Leadership Group and other collaborative initiatives such as Planners for Climate Action.
B. Enhancing policy coherence

16. The implementation of the New Urban Agenda helps facilitate the achievement of other development agendas, presenting an enabling foundation through specific policies, plans, approaches and actions in the urban context. One example is engendering national urban policies to implement Sustainable Development Goal 5. Alignment is a key concept of policy coherence that refers to actors, sectors and scales of intervention across the implementation continuum. National urban policies are, for instance, key instruments to amalgamate the often disjointed energies and potential of urban centres, establishing synergetic connections and policy coherence by aligning the dynamics of urbanization and the overall process of national development.  

17. The innumerable connections among global goals and targets demand more research and knowledge about the factors that shape them. The City Prosperity Initiative of UN-Habitat has made important progress in understanding the nature and strength of, and the relationship among, the different dimensions of sustainable urbanization. Implemented in more than 400 cities, the Initiative has contributed to understanding and leveraging synergetic relations, providing policymakers, investors and other stakeholders with the information necessary for adopting more informed and comprehensive policies.

18. There must also be coherence among the critical upcoming milestones of the global agendas, including the next meeting of the Group of 20 in 2018 with Urban 20 (U20), led by the C40 Cities Climate Leadership Group, and the United Nations Global Sustainable Development Report in 2019, which will reflect on the achievements related to the urban and territorial dimensions of the Sustainable Development Goals. These outcomes will integrate and feed into the reporting system for the quadrennial reports on the implementation of the New Urban Agenda, as presented in the annex to the present document.

19. In coordination with all other United Nations system entities and the Statistics Division, significant progress has been made in the development of national capacities and training tools to help Member States collect, analyse and use urban data for monitoring progress in the implementation of these agendas. UN-Habitat and the United Nations regional commissions have provided training to over 50 countries on monitoring various Sustainable Development Goal indicators and key thematic areas of the New Urban Agenda and have developed reference guidelines for national statistical offices. If properly integrated, these tools can guide cities and countries towards coherent action on climate mitigation, sustainable urbanization and the concurrent realization of the Agenda and several Goal targets. To date, for example, close to 70 per cent of the submitted nationally determined contributions to implement the Paris Agreement show clear urban references, on which these training tools can build and which they strengthen.

20. An interlinked approach avoids overlap, ensures better use of human and financial capital and adds value by connecting the underlying principles among the agendas that may rely on the same funding envelopes, contain cross-cutting objectives and have an impact on the same communities. The New Urban Agenda has many concrete interlinkages with the monitoring methodology and indicators of the

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14 As discussed at the expert group meeting on engendering national urban policies, held during the Second International Conference on National Urban Policy, held in May 2017 in Paris.

15 UN-Habitat, World Cities Report 2016.

Sustainable Development Goals, which were developed in collaboration with the Statistics Division and other United Nations system entities. For example, the monitoring of air quality and short-lived climate pollutants in urban spaces can utilize indicator 9.1 of Goal 3 and indicator 6.2 of Goal 11. The World Health Organization (WHO), the United Nations Children’s Fund (UNICEF), the United Nations Environment Programme (UNEP) and UN-Habitat, under the umbrella of UN-Water, have developed monitoring methodologies for tracking water quality. While some focus areas of the New Urban Agenda can be monitored effectively using existing indicators applied at the local level, UN-Habitat is currently developing a framework comprising complementary targets and indicators. This is vital to the successful monitoring of the implementation of the Agenda in alignment with the other agendas.

21. Balanced and integrated territorial development and the incorporation of urban and regional synergies is addressed in both the Agenda and the Goals, presenting an opportunity to mainstream and integrate complementary monitoring into the quadrennial reports. National and local governments that are collecting data and monitoring the Agenda and Goals are not yet fully integrating global agendas into country processes and systems. The preparation of integrated reports on the urban dimensions of global agendas lessens the burden of monitoring and reporting on countries and cities, and contributes to connections across different funding mechanisms.

22. At the regional level, the European Union is examining the interlinkages with all development agendas and utilizing the New Urban Agenda as the implementing agenda of the urban dimensions of the global agreements through the Urban Agenda for the European Union and implementation of the 2030 Agenda. The African Union, in collaboration with the Economic Commission for Africa (ECA) and UN-Habitat, is developing a regional framework aligned with Agenda 2063, the Sustainable Development Goals, the Paris Agreement and other initiatives.

23. The creation of an overarching enabling environment for implementing the New Urban Agenda is a prerequisite for higher policy coherence. Since the adoption of the Agenda, the necessary and successful creation of an enabling environment — in terms of data access, knowledge, provision of municipal finance, expertise and capacity development — has yet to be fostered in many places, particularly at the local level. This is a critical gap. Methods to measure progress in creating an enabling environment include the city enabling environment rating in the Asia-Pacific region, and the Assessing the Institutional Environment of Local Governments in Africa report, developed jointly by the Cities Alliance initiative and United Cities and Local Governments. The Agenda and related global agendas cannot be achieved without the leadership of local and subnational governments, in tandem with relevant stakeholders, and in recognition of the need to assess the enabling environments necessary for more coherent national urban policies.

C. Progress towards an integrated approach

24. As highlighted throughout the present document and in the supplementary materials provided on the UN-Habitat website, some local, subnational and national governments have made progress in developing connected local plans and processes for the follow-up to and review of the New Urban Agenda and are achieving synergies between the different global agendas.

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17 General Assembly resolution 71/256, paras. 15, 23, 50, 88, 98, 119 and 136.
25. Various forms of data, including spatial and qualitative information such as best practices and community-based data, are relevant for the monitoring of and reporting on implementation of the global agendas, and the proper analysis and application of such data are vital to the achievement of the goals contained in those agendas. For instance, the World Bank, through the Global Land Tool Network, has developed land indicators to measure tenure security with the support of donors. The United Nations Office on Drugs and Crime is developing refined guides and tools for mapping crime and violence, and the United Nations Educational, Scientific and Cultural Organization (UNESCO) is identifying qualitative factors in which culture can play a role in achieving the New Urban Agenda and the Sustainable Development Goals.

26. At the national level, many countries, including Botswana, Colombia, India and Tunisia, have developed joint workplans to monitor and report on global agendas. In Mexico, the Institute of the National Workers’ Housing Fund, the largest housing bank in Latin America, implemented the City Prosperity Initiative on a nationwide scale, enabling the Government to use data and information to produce more than 100 city action plans based on this information. This demonstrates a clear institutional impact in which data and metrics have served to provide substance to the elaboration of these plans.

27. Local governments are making similar efforts: the Seoul Metropolitan Government launched the Seoul Sustainable Development Goals, which include the 17 Sustainable Development Goals and 96 indicators, with a clear link between the Sustainable Development Goals and the Agenda. Another example of effective local integration of the Goals and the Agenda is seen in the city of Mannheim, Germany, which initiated its local agenda, Mannheim 2030, after the adoption of the New Urban Agenda, aligned with German efforts to monitor progress towards Agenda 2030 concurrently with the implementation and monitoring of the New Urban Agenda at the national level. Part of this effort is the integrated city charter management tool that the city of Mannheim, Germany, developed with input from its citizens to identify the city’s monitoring and implementation priorities in an inclusive manner. These and other city experiences show that adequate resources at the municipal level are vital to achieving successful local contextualization.

28. It is important to systematically identify positive and negative interactions, map existing institutions and actors with the capacity to deliver on these agendas, ensure that new mechanisms are put in place for policy integration and coherence, identify complementary monitoring indicators and establish mechanisms to synthesize and report on them.

III. Developing an incremental and inclusive reporting system

29. The process for reporting on the implementation of the New Urban Agenda complements and supports the implementation and localization of the 2030 Agenda and other global sustainability agendas. Most of the reporting related to the New Urban Agenda draws on the system of indicators and data that are available from the 2030 Agenda monitoring framework coordinated by the Statistics Division.

30. An incremental approach to reporting on the implementation of the New Urban Agenda is needed, building on the Sustainable Development Goal global monitoring framework and efforts led by the Department of Economic and Social Affairs and the Statistics Division. This approach focuses on four interrelated elements: (a) reinforcing systems for the production of user-friendly and participatory data platforms; (b) building on existing dynamic platforms for engagement, participation

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and partnership, integrating partners into the process to produce data, knowledge and reporting; (c) strengthening partnerships with relevant entities of the United Nations system through a United Nations system-wide coordination mechanism; and (d) developing capacities to report on the effective implementation of the sustainable urban development agendas.

31. Such an incremental approach to the quadrennial reports will be the structural basis for the preparation of subsequent reports as presented in annex I. This will build awareness on transformative commitments of the New Urban Agenda and its links with other development agendas, working closely with the Statistics Division and United Nations system entities to enhance ownership while supporting broad-based monitoring and review.

A. Systems for the production of user-friendly and participatory data platforms

32. The New Urban Agenda requires that reporting on the progress of its implementation be country-led, outlining an inclusive process that integrates the actions of a wide range of stakeholders, complementing the work of national Governments, including the collation of data and information and their use in policy formulation.20

33. Monitoring and reporting on the New Urban Agenda will continue to benefit from investments in strengthening the Sustainable Development Goals and other global agenda monitoring platforms. In its focal point role, UN-Habitat has begun to assess, together with Secretariat departments and United Nations agencies, funds and programmes, the monitoring gaps for areas specific to the New Urban Agenda and to orient existing tools and initiatives to support this, such as its City Prosperity Initiative and the City Resilience Profiling tool. The novel local and urban nature of the indicators for Goal 11 is prompting the development of methodologies for the collection and harmonization of data.

34. United Nations entities, the Statistical Commission, the regional economic and social commissions, United Nations country teams, multilateral development banks and other international financial institutions are all providing coherent support to national reporting on multiple development agendas, with important progress being made, for instance, in the harmonization of data for better comparability. As part of this process, a functional definition of the city has been proposed by the Joint Research Centre of the European Commission, UN-Habitat and other partners for consideration by countries in order to better compare and aggregate data consistently.

35. Important global and regional trends with significant implications for the effective implementation of the New Urban Agenda require innovative forms of mapping and measurement to ensure systematic reporting at the country and city levels. This is the case with the urban expansion of cities, which on average, have been increasing in size twice as fast as the urban population growth, with a concomitant reduction of urban densities.21 To aid future global and regional urban monitoring, the Global Sample of Cities,22 involving 200 cities, was developed, as part of the proposed incremental approach to reporting on the Agenda. In support of country monitoring and reporting, the Statistical Commission, at its forty-eighth session, discussed the adoption of a national sample of cities that allows for systematic reporting, higher comparability among countries and aggregation of

20 General Assembly resolution 71/256, paras. 166–167.
regional values. The need for spatial data has also been recognized by other entities such as the Committee of Experts on Global Geospatial Information Management. These efforts will require the development and strengthening of skills and systems for collecting and reporting on spatially dependent global indicators and targets.

36. New forms of data, the disaggregation of data and new methods of spatial analysis are being developed by various organizations. The ways in which urban performance is measured has a significant impact on the implementation of all the global development agendas. For example, the Urban Data Platform (see http://urban.jrc.ec.europa.eu) developed by the European Commission is merging traditional information sources, fine-scale satellite imagery, census data, volunteered geographic information and big data to form multifaceted data sets and produce consistent spatial urban indicators. Specific stakeholder-produced data related to gender and age, persons with disabilities and other groups is enriching measurement tools. Examples include community-based enumerations such as the Know Your City global initiative of Shack Dwellers International. Such initiatives will play a crucial role in strengthening data and the statistical capacities of national Governments to effectively monitor and report on progress achieved, and inform decision-making at different levels.  

37. With more than 320 local and national urban observatories, the UN-Habitat Global Urban Observatory 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. Flagship reports produced by various United Nations entities, including the World Cities Report, are other potential complements to the quadrennial report process.

B. Reinforcing platforms for engagement, participation and partnership for monitoring and reporting

38. The leading role in reporting on implementation of the New Urban Agenda lies with national Governments. Guidelines for country-led, voluntary reporting on the implementation of the Agenda are being developed by UN-Habitat and will be tested and adjusted by mid-2019. National Governments, including those of Chile, Cuba, Indonesia, Lebanon, Saudi Arabia, Serbia, Tajikistan, Uganda and the State of Palestine, have also established intersectoral bodies, national habitat committees and other national participatory monitoring platforms.

39. The high-level political forum on sustainable development is the central mechanism for assessing and reporting progress on the implementation of the 2030 Agenda. Global reporting requirements on the multiple agendas are being met progressively, with increasing focus on issues of the New Urban Agenda, linkages between global reporting timelines and efforts to ensure coordination between UN-Habitat and the Department of Economic and Social Affairs.

40. Regional mechanisms, notably the regional forums for sustainable development convened by the United Nations regional economic and social commissions, are instrumental platforms for peer learning and addressing regional priorities. The African Union, the League of Arab States, the Association of Southeast Asian Nations, the European Union, the subregional platform for implementing the New Urban Agenda in the Caribbean States and the regional conferences of ministers of housing and urban development also play key roles in addressing regional and subregional urban priorities.

23 General Assembly resolution 71/256, paras. 158–160.
41. The Asia-Pacific Urban Forum of the Economic and Social Council for Asia and the Pacific (ESCAP) has called for action through regional cooperation that engages stakeholders to implement the New Urban Agenda. The 2019 Forum will review progress and launch the Future of Asia-Pacific Cities report, providing an analysis of emerging trends related to the implementation of the Agenda and Goals.

42. Local and regional governments are already producing information that substantiates progress on the Agenda. Such voluntary national review efforts are supported by many local governments, including by the Global Task Force of Local and Regional Governments. The World Observatory on Subnational Government Finance and Investment and the Global Municipal Database have also helped monitor change in subnational financial resources and understand finance at the local level.

43. The New Urban Agenda recognizes specific roles for subnational and local government associations represented in the World Assembly of Local and Regional Authorities. Research institutions and platforms also play critical roles in monitoring implementation of the Agenda and urban components of the Sustainable Development Goals and continue to provide important technical support to local authorities.

44. Knowledge-sharing mechanisms and inclusive reporting platforms are essential for engaging partners and collecting data in a cross-sectoral manner. The ninth session of the World Urban Forum, convened in 2018 by UN-Habitat, provided an opportunity to assess the challenges and first steps towards the implementation of the New Urban Agenda. Upcoming Forums will constitute a key platform to further capture knowledge and innovations. The online Quito implementation plan platform, established after the Habitat III Conference, should be strengthened by 2019 to become a dynamic system for gathering knowledge, best practices and data. Urban Thinkers Campuses also continue to engage partners for collaborative action towards implementation of the Agenda. An important platform to disseminate these achievements is the best practice platform that builds on the Dubai International Award for Best Practices, with categories now aligned with the Agenda, which will be fully operational by 2019. Finally, independent platforms and stakeholder networks, such as the Global Platform for the Right to the City and the General Assembly of Partners, promote bottom-up monitoring and reporting on the Agenda and the Goals.

C. Partnerships within the United Nations development system

45. The New Urban Agenda constitutes the basis of a United Nations system-wide approach to the implementation of the urban dimensions of the 2030 Agenda and the global development agendas. Thus far, 12 United Nations entities have a strategy for implementing the Agenda in place and another three agencies are currently preparing such a strategy. WHO and UNICEF are pursuing joint activities for the monitoring of water and sanitation components of the Agenda, and the Food and Agriculture Organization of the United Nations (FAO), the World Bank and UN-Habitat are undertaking joint activities for the monitoring of land tenure components. Such integrated approaches will intensify participation and coordination at the global, regional, national and local levels.

46. United Nations entities have pursued efforts to refine and harmonize the global indicators framework adopted by the Statistical Commission to make progress in the

25 General Assembly resolution 71/256, para. 167.
monitoring and review of the Agenda and the Sustainable Development Goals. At the ninth session of the World Urban Forum, United Nations entities assembled to review and further develop proposed actions, frameworks and joint financing mechanisms. For example, the United Nations Office for Disaster Risk Reduction and UN-Habitat held a meeting on harmonizing the implementation of the Sendai Framework, the Agenda and Goal 11.

47. At the global level, UNEP and UN-Habitat, through the Greener Cities Partnership, are working jointly to implement the Agenda by promoting environmental sustainability in urban development. UNESCO has been positioning and supporting culture as a key driver and enabler of the 2030 Agenda, working with other United Nations entities to develop a measurement system for its contribution to the achievement of the Sustainable Development Goals.

48. UN-Habitat is mainstreaming the New Urban Agenda through other inter-agency mechanisms such as UN-Water, UN-Energy and the High-level Advisory Group of the Secretary-General on Sustainable Transport.

49. In strengthening collaboration across humanitarian and development action in relevant settings, UN-Habitat is working closely with other United Nations entities, such as the Office of the United Nations High Commissioner for Refugees, the International Organization for Migration (IOM) and the World Food Programme to integrate sustainable urban development practices into humanitarian response.

50. The United Nations Development Programme (UNDP) has recently launched a sustainable urbanization strategy and is promoting the right to adequate housing. It co-funds activities in Bahrain, Guyana and Lesotho to develop effective, efficient and sustainable housing sectors and contribute to the achievement of target 11.1 of Goal 11. Likewise, the Office of the United Nations High Commissioner for Human Rights has created materials on the right to adequate housing, and is referring complainants to the office of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context.

51. Other inter-agency activities and programmes include the Framework for the Urban Food Agenda of FAO to enhance the sustainability of food systems for urban areas. The United Nations Institute for Training and Research, IOM and the World Bank are supporting the annual global Mayoral Forum on Mobility, Migration and Development. The 2017 Global Conference on Cities and Migration was an important platform for sharing expertise on and raising awareness of migration aspects of the New Urban Agenda, the Sustainable Development Goals and the global compact for safe, orderly and regular migration, expected to be adopted later in 2018.

52. The United Nations regional economic and social commissions play a key role in building awareness and mobilizing political support towards the sustainable development agendas. ESCAP convened the United Nations inter-agency Task Team on Urbanization, a regional partners forum, in 2017 to review the implementation of the Agenda and the localization of the Goals. ECLAC and other United Nations entities, with the conference of ministers of housing and urban development, are leading the formulation of a regional action plan to implement the Agenda. In the Economic Commission for Europe, the United Smart Cities programme is being implemented to address the major urban issues in medium-sized cities to support the implementation of the 2030 Agenda and New Urban Agenda. The Economic and Social Commission for Western Asia has started its implementation activities in housing and sustainable development. ECA is supporting African Member States to integrate urbanization into national development planning, with a focus on strengthening economic and spatial policies and strategies. This has resulted in
selected countries committing to a multisectoral approach to urbanization, linked to national targets for inclusive growth and transformation.

53. At the national level, various countries are participating in the UN-Women global flagship initiative, Safe Cities and Safe Public Spaces, focused on comprehensive approaches to addressing everyday forms of crime and violence, including sexual harassment and other forms of violence against women, youth and children, in public and private spaces. UN-Women, in collaboration with UN-Habitat, its Advisory Group on Gender Issues and the Huairou Commission, is elaborating a guidance note to support Member States in integrating gender dimensions into urban planning, implementation and monitoring efforts.

54. At the local level, UNEP is coordinating the District Energy in Cities Initiative with 43 partners from the financial and private sectors. It also supports the local implementation of the 2030 Agenda and the New Urban Agenda in over 30 cities, aimed at leveraging financing for sustainable and resilient district-scale heating, cooling and power plans and projects in medium-sized cities.

55. Partnerships between United Nations entities and universities worldwide, such as the Higher Education for Sustainability Initiative and the UN-Habitat University Network Initiative, gather large numbers of knowledge-based institutions and provide training and capacity development to strengthen policy design, monitoring and reporting.

56. In the context of fragile States, disaster, conflict and other acute vulnerabilities, training and capacity development activities are being organized to connect humanitarian and development efforts, including better monitoring of the scale and impact of forced displacement in cities.

57. The institutionalization of the monitoring and reporting process is key for ensuring continuity and robustness in national processes oriented towards achieving the New Urban Agenda. Financial resources to undertake capacity development will be needed to strengthen platforms, dialogues, networks, online applications and training of multiple stakeholders.

IV. Effective implementation of the New Urban Agenda

58. As an accelerator of the achievement of global development agendas, the New Urban Agenda and its follow-up and review provide opportunities to better understand and implement the urban and territorial dimensions of the Sustainable Development Goals. In its resolution 71/256, the General Assembly encouraged UN-Habitat to continue generating evidence-based and practical guidance for the implementation of the New Urban Agenda and related dimensions of the 2030 Agenda, and to further develop the action framework for the implementation of the New Urban Agenda in close consultation with Member States, local authorities and stakeholders.

59. The implementation framework proposed by the New Urban Agenda addresses governance structures, the planning and management of urban spatial development and means of implementation, including financing, innovation and capacity development.

A. Building a governance structure and establishing a supportive framework

60. The successful implementation of the New Urban Agenda requires coordination at all levels. An urban and territorial governance structure based on a regulatory and
policy framework and the principle of subsidiarity can strengthen the legitimacy and accountability of policymakers and local authorities, empowering these key implementers of the Agenda.

61. The first reporting period for the implementation of the Agenda shows that regional action plans can provide guidance for national and local frameworks and help mainstream the Agenda into decision-making. This is the case with the Urban Agenda for the European Union, the regional action plan for implementation of the New Urban Agenda in Latin America and the Caribbean, the Arab strategy for housing and sustainable urban development, the ESCAP Regional Partners Forum and the harmonized regional framework for the implementation and monitoring of the New Urban Agenda in Africa.

62. Subregional efforts have also been made to prepare unified agendas, such as the urban agenda of the Union for the Mediterranean, the subregional action plan for the implementation of the New Urban Agenda in the Caribbean and the plan for coastal cities in Pacific small island developing States.

63. Equally, countries are preparing action plans for the implementation of the Agenda and the Goals. As reported in the *Global State of National Urban Policy* report prepared by UN-Habitat and OECD, 76 of the 150 countries analysed have adopted explicit national urban policies with strong connections to the Agenda. Yet, most of these countries lack a specialized national institution to oversee the effectiveness of the implementation of national urban policies. In about 20 countries, international agencies are providing direct support to the follow-up to and review of national urban policies.

64. National Governments are making efforts to strengthen urban governance institutions and stakeholder collaboration through the organization of conferences and national urban forums, as in the cases of Argentina, Belize, Colombia, Ghana, Kenya, Saudi Arabia and Sweden. National habitat committees created as part of Habitat II are still operating in a number of countries, engaging government, civil society and the private sector in urban debates. In Afghanistan, despite multiple challenges, the Agenda has been implemented in an integrated framework to build the future of Afghan cities, championed by the Head of State with support from the United Nations system.

65. Local governments have organized broad-based policy dialogues on local Agenda implementation plans. Quito has oriented its strategies and its Vision 2040 towards implementing the Agenda and localizing the Sustainable Development Goals, with significant progress to date, including the adoption of a resilience strategy and disaster risk management plan, reformulation of the plan of development and territorial organization, and creation of more sustainable, gender-responsive public transport. Madrid, through an open source application, allows citizens to decide how to spend part of the city’s budget and shape its future development policies. UNDP is creating conditions to share this initiative with other capital cities.

66. At the thematic level, the Agenda encourages countries to consider intersectoral interventions. The increasing synergies between city and regional plans, urban resilience and climate change actions show progress in this area. Examples include

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the city resilience initiatives taking place under the City Resilience Programme of the World Bank and the Global Facility for Disaster Reduction and Recovery, which are helping over 30 cities to raise funds for climate resilience and disaster risk response.

67. In least developed countries, it has been observed that building an urban governance structure is not an easy task owing to the lack of appropriate institutional frameworks. This has resulted in weak participation by various stakeholders. Especially in low-income, conflict and fragile countries, community participation in planning initiatives is essential to the effective implementation of the Agenda, yet supportive frameworks need to be strengthened.

68. UN-Habitat has supported countries such as Afghanistan, the Democratic Republic of the Congo, Iraq, Lebanon, Somalia and Sri Lanka in their efforts to fully engage local authorities in community collaboration, including through the active participation of women and youth.

B. Planning and management of urban and territorial spatial development

69. Effective spatial planning and management, including the use of territorial approaches, plays a key role in enabling the effective implementation of the Agenda at the local level. 

30 Territorial analysis aids the understanding of the potential advantages of urban economies of agglomeration and scale that are critical for economic growth and prosperity.

70. The International Guidelines on Urban and Territorial Planning 
31 are overarching guidelines which have accelerated effective spatial planning. They provide a set of key principles and recommendations for achieving compact, socially inclusive, integrated, connected and climate-resilient cities and territories. With the use of the Guidelines, a number of countries are integrating spatial or territorial dimensions into their existing planning systems while others are creating new ones. Both demonstrate the value of better spatial planning for transformative action.

71. Cities such as Jakarta, Quito, Madrid and Durban, South Africa, are incorporating urban planning approaches into their local development plans and connecting these to the 2030 Agenda and the New Urban Agenda. Using such approaches, the Central American Bank for Economic Integration has supported a new generation of urban operations related to housing affordability in Costa Rica, El Salvador and the Dominican Republic. Several planning instruments address cross-cutting themes by using, for instance, gender-centric tools. In Spain, the mandatory gender impact statements of all urban and territorial plans at the subnational and local levels became an effective legal requirement in 2017. Another tool is the promotion of urban integrated strategies and operations, place-based interventions that generate positive impacts on the New Urban Agenda and the 2030 Agenda. In response to New Urban Agenda principles, the World Bank and the regional development banks are financing territorial development initiatives to address the challenge of increasing inequalities and exclusion in growing urban agglomerations, such as in East Asia and the Pacific.

72. Cities are also applying planned city extensions and infills to accelerate progress towards the New Urban Agenda commitment of efficient land use. In Ghana, a planned city extension to the Accra metropolitan area is under way, while cities in

30 General Assembly resolution 71/256, para. 15.
31 Approved by the Governing Council of UN-Habitat in April 2015.
Belize, the Comoros, Kenya, the Philippines and Somalia are developing similar strategies.

73. Urban planning is also instrumental in peacebuilding. In Latin America, the Government of Colombia has put forward a series of institutional and policy changes to promote the national peacebuilding process.\(^3\) In Iraq, the UN-Habitat Mosul mapping and data portal (available from http://unhabitatiraq.net/mosulportal), a participatory city information system, has proven to be an effective spatial planning tool for conflict recovery. Public space design has also been applied to peacebuilding and the prevention of conflict and violence to foster the integration of refugees and migrants in Colombia, Kenya, Lebanon and Somalia, among other places.

C. **Means of implementation**

74. Effective implementation of the New Urban Agenda requires a wide range of approaches, including mobilization of financial resources, innovations, enhanced advocacy, awareness and focused capacity development. The following are illustrative examples that have been implemented thus far.

75. There is an increasing recognition of the productive role of cities and urban territories in financing infrastructure to ensure inclusion, prosperity and sustainability. Progress in redefining and refocusing finance towards the implementation of the New Urban Agenda has been moving forward in specific programmes linked to the productive capacity of cities. Nevertheless, it is evident that the Agenda and other development agendas are being implemented within the context of a stagnation, or even decline, in the share of development assistance available for urban projects and programmes.

76. In December 2017, the General Assembly encouraged UN-Habitat to continue its collaboration with international development banks and the private sector to align large-scale urban investments with the principles of the New Urban Agenda. The Green Climate Fund, the Global Environment Facility and the Adaptation Fund have all facilitated increased investment in sustainable urbanization, as has the strengthening of local infrastructure funds and municipal development corporations.

77. Development finance institutions such as the African Development Bank, the Asian Development Bank (ADB), the Inter-American Development Bank and the World Bank are assisting cities and national Governments to create financial frameworks that attract new investments for sustainable growth. In East Africa, the World Bank is investing up to $1 billion in urban projects aimed at improving the financial and institutional performance of cities. It has also helped 240 city governments to tap into domestic and regional capital markets without a sovereign guarantee, and to support disaster risk and climate-related initiatives.

78. Progress in urban financing has also included fiscal decentralization, management of local assets, mobilization of local resources through property tax reforms, gender budgeting, diversification of subnational government revenue sources and improvements in revenue administration. For example, tools related to land value capture are increasingly being applied to increase revenue from infrastructure in cities in Brazil, China, Colombia, Egypt and India, as well as in several Organization for Economic Cooperation and Development (OECD) countries. OECD has supported fiscal decentralization in a number of low- and middle-income countries. Nevertheless, effective fiscal decentralization has yet to be implemented in

many least developed countries, where urban development will be particularly critical in the coming decades.\textsuperscript{33}

79. Effective implementation of the New Urban Agenda requires the upscaling of urban innovations, which in turn requires an environment conducive to sharing and learning. Successful examples include urban poor families funding their own health insurance by trading recyclable waste in Malang, Indonesia, and mapping informal communities to empower citizens with data in Nairobi, both of which have begun to catalyse positive change across sectoral boundaries.\textsuperscript{34}

80. Smart city programmes, creative industries, new infrastructure developments and disruptive technologies bring important advances in energy, transport and service provision that have the power to catalyse rapid urban change. Technologically advanced cities are using open data to monitor and better manage urban development, such as in the Smart Dubai initiative.

81. Using augmented reality in conjunction with public space planning through a collaboration with Ericsson and Mojang, the maker of Minecraft, UN-Habitat is engaging young people in the design of public spaces within their communities. A test has been conducted in Johannesburg, South Africa, for the development of a public space strategy for the city.

82. The institutional and human resource capacity of national, subnational and local governments, as well as other stakeholders, is essential for the implementation of the New Urban Agenda and the Sustainable Development Goals. The Cities Development Initiative for Asia, being implemented by ADB and the German Agency for International Cooperation with funding from the Governments of Austria, Germany, Sweden and Switzerland, along with the Shanghai municipal government, has the potential to synchronize the capacity development of its city infrastructure investment programming and prioritization with the implementation of the Agenda in more than 90 cities. A programme executed by ECLAC and UN-Habitat is aligning the Agenda with Goal 11 in cities in Latin America. The Global Taskforce of Local and Regional Governments is training local officials on the use of data and monitoring systems to support the implementation of the Agenda, in cooperation with UNDP and UN-Habitat.

83. The ongoing scale-up of capacity development is taking various forms and engages knowledge-based institutions. Ongoing national capacity development programmes in Brazil, Ethiopia and Indonesia are scaling up through distance learning, in situ courses for civil servants and on-the-job training. Universities such as the Institute of Technology and Higher Education in Monterrey, Mexico, and the University of Nairobi in Kenya are incorporating the Agenda and the Goals in their regular education. The Latin America and Caribbean programme of the Lincoln Institute of Land Policy is providing online and in situ training for improving land supply for sustainable urban development. The Transformative Urban Mobility Initiative, sponsored by the Government of Germany in cooperation with UN-Habitat, Local Governments for Sustainability, ADB and others, is training urban leaders on all continents on sustainable mobility. The European Union URBACT programme is supporting capacity development in over 500 European cities related to efficient and sustainable urban policies and practices.

\textsuperscript{33} OECD and United Cities and Local Governments, “Subnational governments around the world: structure and finance — a first contribution to the global observatory on local finances” (2016).

V. Recommendations

84. While reviewing the implementation of the New Urban Agenda during the past 18 months, opportunities for exchanging best practices, managing platforms and integrating the Agenda with other global agendas have emerged. On the basis of the present report, the Secretary-General makes the following recommendations:

(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;

(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;

(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;

(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;

(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;

(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.
## Annex

### Global milestones and systems, 2018–2036

<table>
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<th>Global milestones*</th>
<th>Systems/outputs</th>
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<tr>
<td>2018</td>
<td><strong>First quadrennial report</strong>&lt;br&gt;High-level political forum on sustainable development (review of Sustainable Development Goal 11)&lt;br&gt;World Urban Forum (ninth session)&lt;br&gt;Global Climate Action Summit</td>
<td>Kuala Lumpur Declaration on Cities 2030&lt;br&gt;First quadrennial report: proposal of system for reporting&lt;br&gt;Guidelines for country reporting&lt;br&gt;High-level political forum on sustainable development report on Goal 11</td>
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<td>2019</td>
<td><strong>Global Sustainable Development Report</strong>, high-level political forum on sustainable development&lt;br&gt;Sixth World Summit of Local and Regional Leaders&lt;br&gt;UN-Habitat Governing Council (twenty-seventh session)</td>
<td>UN-Habitat Governing Council (twenty-seventh session): dialogue on implementation of the New Urban Agenda&lt;br&gt;<em>World Cities Report 2019</em></td>
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<td>UN-Habitat Governing Council (twenty-ninth session): dialogue on the New Urban Agenda&lt;br&gt;<em>World Cities Report 2023</em>&lt;br&gt;High-level political forum on sustainable development consultative process</td>
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<td>High-level political forum on sustainable development consultative process&lt;br&gt;Biennial UN-Habitat progress report on the New Urban Agenda&lt;br&gt;World Urban Forum (twelfth session): dialogues on the New Urban Agenda</td>
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Global stocktaking | Country reports for the fifth quadrennial report  
*World Cities Report 2033*  
UN-Habitat Governing Council (thirty-fourth session): dialogue on the New Urban Agenda  
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*World Cities Report 2035* |
| 2036 | **Habitat IV** | Renewed political commitment to assess and consolidate progress on the New Urban Agenda |

<sup>a</sup> Specific sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change that address Sustainable Development Goal 11 and human settlements are to be determined.