GOVERNING FROM THE METROPOLITAN SCALE

• METROPOLISES FACING THE GLOBAL SUSTAINABLE DEVELOPMENT AGENDAS

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• AFTER THE VOTE TO LEAVE: HOW DEVOLUTION COULD MAKE BRITAIN'S CITIES PLAYERS ON THE GLOBAL STAGE

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METROPOLISES FACING THE GLOBAL SUSTAINABLE DEVELOPMENT AGENDAS¹

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ur planet is moving towards a metropolitan era characterised by large urban agglomerations of unprecedented complexity and diversity. The challenges posed by urbanisation processes become highly visible in metropolitan areas of over one million inhabitants, where up to 1.6 billion people already live and which should be home to 40% of the world's population by 2050.

As well as the demographic concentration, the great metropolises also host much of the planet's well-being, economic activity and innovation. Some have higher GDPs than many nation-states: Tokyo, New York, Los Angeles, Seoul, London and Paris would all figure among the top 30 economies in the world. They host the headquarters of government agencies, major companies, universities, research and cultural centres, and leading civil society organisations; they unite a very substantial proportion of talent and creativity, technological innovation and artistic production. The large metropolises are globally connected and have the ability to articulate and energise the surrounding territories at local, national and regional levels.

But metropolitan areas also have to face major threats. Inequality, both between metropolitan areas and within them, is growing. Increasing pressure to promote economic development and competitiveness generates significant negative externalities that have adverse effects on sustainable urban development. In the metropolitan areas of the most developed countries, growing social segmentation has been observed for some time, which translates into varied forms of gentrification and ghettoisation of the most vulnerable communities. In emerging and developing countries, the main challenges relate to unemployment and informal employment, poor integration of migrant populations and increased segregation in both the housing and labour markets.

On the other hand, current consumption models are unsustainable. Metropolitan areas account for a highly significant proportion of

1. This chapter in part reproduces revised and updated sections of Issue Paper 2 "Metropolises addressing the global agendas" written by the author for the city network Metropolis in 2016.

Most of the SDGs and targets are directly linked to local authorities' powers and responsibilities.

greenhouse gas emissions and are extremely vulnerable to climate change-related risks and natural disasters. Environmental sustainability demands new patterns of production and consumption which should help produce new approaches in metropolitan areas to key policies in fields such as housing, energy, transport, water and waste management.

The confluence of global and metropolitan challenges has meant that many of the new generation of global agendas linked to sustainable development focus on cities and metropolitan agglomerations and have a decisive influence on their policies. In this sense, consensus seems to exist that metropolitan areas are the setting in which some of the planet's most urgent problems can be solved.

This chapter analyses the link between six of the main global sustainable development agendas and the key challenges facing metropolises.² It takes as a starting point the 2030 Agenda³ and the New Urban Agenda,⁴ the latter of which emerged from Habitat III as a guiding framework for metropolitan sustainable development. It also reviews the climate commitments made by the international community under the Paris Agreement,⁵ as well as the measures adopted to prevent and reduce natural disasters in the Sendai Framework for Disaster Risk Reduction.⁶ Finally, it examines how the Addis Ababa Action Agenda⁷ on financing sustainable development and the Global Partnership for Effective Development Co-operation⁶ are fundamental tools for implementing both the Sustainable Development Goals and the NUA in metropolitan areas.

I. The 2030 Agenda for Sustainable Development

The United Nations (UN) General Assembly approved the new 2030 Agenda for Sustainable Development in September 2015. This multidimensional, comprehensive and universal agenda draws the roadmap for the development policies of all the countries of the world for the next 15 years. It is an agenda that addresses many of the main challenges facing the planet and which, depending on how it is deployed, may have major transformative potential.

From the moment the 2030 Agenda was formulated, widespread agreement has existed that it will require the active participation of cities and metropolitan areas, not only in its implementation phase but also during the process of defining national strategies and the monitoring, evaluation and reporting stages. In fact, the inclusion of a goal specifically focussed on sustainable cities and communities (SDG 11) is an outstanding achievement made possible by the efforts of a powerful alliance of actors: the main networks of local and regional authorities, agencies in the UN system, and a number of national governments, civil society organisations and academic institutions. But, as well as SDG 11, most of the goals and targets defined are directly linked to the competences and the main challenges city administrations face all over the world.

As Figure 1 shows, the connection between the SDGs, the targets resulting from them and the main metropolitan challenges have a notably integrated nature.

- 2. For reasons of space, the chapter does not cover other global agendas, such as the Global Compact for Migration and the Beijing Platform for Action to promote women's rights, which also influence the sustainable development of the metropolis.
- **3.** https://www.un.org/sustainablede-velopment/
- **4.** http://habitat3.org/the-new-urbanagenda/
- 5. https://unfccc.int/process-and-meetings/the-paris-agreement/ the-paris-agreement
- **6.** https://www.unisdr.org/we/coordinate/sendai-framework
- https://sustainabledevelopment. un.org/index.php?page=view&type=400&nr=2051&menu= 35
- **8.** http://effectivecooperation.org/

Figure 1. Direct connections between the SDGs and the metropolitan challenges



Fight against poverty, especially in slums, access to basic services, resilience Targets: 1.2, 1.3, 1.5



Access to basic services, climate change Targets: 7.1, 7.2, 7.3



Climate change, governance, planning, economic development Targets: 12.2, 12.3, 12.4, 12.5, 12.7, 12.8, 12.b



Social inclusion Targets: 2.1



Economic development, equity, migration, culture Targets: 8.3, 8.5, 8.6, 8.8, 8.9



Resilience, climate change, governance, planning, equity, development cooperation Targets: 13.1, 13.2, 13.3,



Health, access to basic services Targets: 3.6, 3.7, 3.9



Sustainable transport, access to basic services
Targets: 9.1, 9.c



Climate change Targets: 14.1



Education, equity, access to basic services
Targets: 4.1, 4.2



Fight against poverty, especially in slums, resilience, equity, migration, governance Targets: 10.1, 10.2, 10.3, 10.7



Climate change, planning **Targets: 15.9**



Equity, governance Targets: 5.1, 5.5, 5.c

Access to basic

6.4, 6.b

services, governance Targets: 6.1, 6.2, 6.3,



Housing, access to basic services, sustainable transport, equity, planning, governance, culture, climate change, fight against poverty, especially in slums, resilience, health, development cooperation





Governance, health Targets: 16.1, 16.5, 16.6, 16.7, 16.10



Governance, development cooperation, fight against poverty, especially in slums Targets: 17.1, 17.14, 17.16, 17.17, 17.18, 17.19

Descriptions of the targets corresponding to each SDG appear at the Sustainable Development Knowledge Platform.

But beyond this clear connection, the critical opportunities and challenges the 2030 Agenda represents for metropolises around the globe must be analysed.

Firstly, we must consider how metropolises are contributing to shaping national strategies for implementing the 2030 Agenda. These strategies will influence many of the national policies that affect metropolises from multiple perspectives (climate change, urban development, transport and infrastructure, housing, economic growth, etc.). It is also essential to determine the extent to which the Agenda is contributing to promoting a legal-institutional environment that is better suited to metropolitan governments assuming their responsibilities. But what is certain is that, on a global scale and in general terms, the governments of metropolises and big cities have little capacity to influence national agendas.

There is still a long way to go. The Local and Regional Governments' Report to the High-Level Political Forum (HLPF) prepared by United Cities and Local Governments (UCLG) in 2019 details the limited participation of metropolitan governments in the governance structures set up

by national governments to design, implement and monitor the 2030 Agenda (Gold, 2019). This may be seen as symptomatic of the problem, given that large urban conurbations are where many of the challenges that need to be addressed are being played out. All the more so, given the dynamism and commitment to the SDGs shown by large metropolises around the world.

Secondly, the 2030 Agenda is an excellent opportunity for metropolitan governments to improve the processes of designing and implementing their public policies. It aims to approach sustainable development from a holistic and integrated perspective, appealing to shared challenges at global level; to operate inclusively, incorporating key stakeholders, especially the most vulnerable, and thereby mobilise the resources available in the territory; and to measure the results obtained with a focus on accountability and learning from experience. All of this makes the 2030 Agenda a road map with major transformative potential and more and more metropolitan governments are referring to it when defining their plans and strategies on sustainable development.

Despite lacking the resources and, particularly, the competences necessary, metropolises are responding to the great challenges they face with innovative and effective solutions that are serving, more or less explicitly, to contribute to the implementation of the SDGs. UCLG set out some of these practices in its report to the HLPF in New York (GOLD, 2019). The document shows how big cities are trying to deal, among many other things, with problems as complex as the fragmentation and the segregation of the most vulnerable groups; inequality, social exclusion and precarious access to basic rights and services; unemployment and informal work; and pollution and the impact of natural disasters. They do this through ambitious policies in diverse areas such as decent housing, sustainable transport, education, gender equality and the solidarity economy.

In this context, it is important that metropolises report their contributions to the 2030 Agenda and to sustainable development, and that they do so with a dual purpose. On the one hand, they should provide accountability of their public policies, subjecting them to the monitoring and scrutiny of citizens; and on the other, they should share their experiences and capitalise on solutions with other cities and operators. However, only a small number of cities are able to follow New York in producing a Local Voluntary Review (NYC Mayors Office for International Affairs, 2018 and 2019). The information and monitoring systems available to them (when they are available at all) are often precarious and poorly adapted to the system of indicators designed by the UN for monitoring the SDGs. This is an issue of great relevance. If disaggregated information is not available on the agenda's implementation in large cities, only a blurred perspective of its impacts can be obtained. Hence, increasing numbers of initiatives are being launched at international, national and local levels to support cities in their effort to measure their contribution to different goals and objectives.

The 2030 Agenda represents a good opportunity for metropolises to consolidate their recognition as key actors in sustainable development processes: key in their territories, where they can mobilise and organise the main development actors and link them to a shared development

process; and key worldwide, through active participation in the design, implementation and monitoring of an agenda that should set the course of the planet's development until 2030. In this sense, it also gives them the chance to access new opportunities in the form of financial resources for development (national, international and private), knowledge and experience, new modalities of shared management (especially public-private collaboration), and innovative solutions, among others.

II. The New Urban Agenda

The New Urban Agenda (NUA), which emerged from the Habitat III Conference held in Quito in 2016, proposes a new development model for conurbations that encompasses every aspect of sustainable development, with the goal of advancing towards new standards of equity, well-being and prosperity for all. In this framework, the specific references in the NUA to metropolitan challenges focus on four main themes:

Governance

- Effective metropolitan multilevel governance across administrative borders, and based on functional territories.
- Metropolitan authorities with the necessary powers clear competences and financial resources.
- Metropolitan governance that is inclusive and encompasses various legal frameworks and reliable financing mechanisms, including sustainable debt management, as applicable.

Planning

- Metropolitan plans that encourage synergies and interactions between urban areas of all sizes and their peri-urban and rural surroundings.
- Support for sustainable regional infrastructure projects that stimulate sustainable economic activity, and for the equitable growth of regions across the urban-rural continuum.
- Promotion of inter-municipal co-operation mechanisms as effective instruments for performing municipal and metropolitan administrative tasks, delivering public services and promoting local and regional development.

The use of digital platforms and tools, including geospatial information systems, will be encouraged in order to improve long-term integrated urban and territorial planning and design, land administration and management, and access to urban and metropolitan services.

Sustainable transport

 The formulation of measures to develop common mechanisms and frameworks to evaluate the wider benefits of urban and metropolitan transport schemes, including impacts on the environment, the economy, social cohesion, quality of life, accessibility, road safety, public health and action on climate change, among other things. For the first time in a worldwide pact, the NUA includes the concept of the "right to the city".

- The development of mechanisms and frameworks for sustainable, open and transparent procurement and regulation of transport and mobility services in urban and metropolitan areas, including new technologies that enable shared mobility services.
- The development of clear, transparent and accountable contractual relationships between metropolitan authorities and transport and mobility service providers, in particular on data management, thereby protecting the public interest and individual privacy and defining mutual obligations.
- The development of sustainable urban and metropolitan mobility and transport plans.

Climate change and resilience

- The development of feasible solutions to climate and disaster risks in cities and human settlements.
- The establishment of mechanisms to collaborate with stakeholders who can facilitate investments in urban and metropolitan infrastructure, buildings and other urban assets, and mechanisms to enable local populations to meet their financial and housing needs.

In addition to these explicit references, which we might regard as limited to the metropolitan environment, the NUA is a guide for directing the efforts of all the actors operating in a city (and a metropolis). To this end, using a universal, integrated and inclusive approach it seeks to promote cities that provide: 1) the right to adequate housing as a basic component of the right to an adequate standard of living without discrimination; 2) universal access to safe and affordable drinking water and sanitation; 3) equal access for all to public goods and quality services in areas such as food security and nutrition, health, education, infrastructure, mobility and transportation, energy, air quality and livelihoods; 4) civic participation and engagement, cohesion and social inclusion; 5) women's effective participation and equal rights in all fields and in leadership at all decision-making levels; 6) natural disaster risk reduction; 7) lasting, inclusive and sustainable economic growth; and 8) the restoration and promotion of the city's ecosystems, water, natural habitats and biodiversity.

For the first time in a worldwide pact, the NUA includes the concept of the "right to the city", with the entire system supported by three "facilitators" of sustainable urban development: local fiscal systems, urban planning, and the provision of basic services and infrastructure. In this context, the NUA presents three challenges for metropolises and other actors operating in cities.

Firstly, there is a need to define and specify the scope of some of the most innovative concepts in the NUA, particularly the right to the city. While this is not a new concept, its inclusion in the NUA was strongly resisted, and it was limited to the formulation of a vision of an ideal city: one that fosters prosperity and quality of life for all; that facilitates equal use and enjoyment; and that is "just, safe, healthy, accessible, affordable, resilient and sustainable". This is, in any event, a concept with enormous potential and one that offers a frame of reference for devising more sustainable and inclusive urbanisation processes.

^{9.} The "right to the city" was first coined in 1968 by Henri Lefebvre in his book *Le Droit à la ville*.

Secondly, the actors operating in cities and metropolises need to advance the roll-out of the NUA. National governments must review their legislation and urban development policies in the light of what is agreed in the NUA, and cities and metropolises must work to ensure that national governments revise their policies effectively and align their own development plans (strategic and sectorial) with its guidelines.

All of this will require an integrated approach to sustainable urban development. Development plans – key elements in the implementation of the NUA – must ensure coherence between the various sectors and public policies involved in the development of cities and metropolises (regional planning, economic growth, social inclusion, the environment, resilience, housing, transport, waste management, etc.). In addition, there is a need to continue advocating for forums that bring together the various tiers of government operating in a city (national government and regional, metropolitan and local authorities), as well as mechanisms for forging links with the other stakeholders active in the city (civil society, academia, the private sector, etc.), thereby ensuring their involvement in every stage of the formulation and implementation of public policies (design, execution, monitoring and evaluation).

For the roll-out of the NUA in cities and metropolises to be viable, there is a need to continue demanding that national governments guarantee a favourable environment to ensure that local authorities are able to operate (decentralisation, clarity in the assigning of powers and responsibilities, sufficient financial, human and technological resources, etc.). This is even more important in the metropolitan context given that in most countries, metropolitan governance is not equipped with adequate competences or legislative frameworks and the financing and resource provision systems are far from satisfactory.

Lastly, the third challenge relates to the need to ensure that there is a coherent connection between the 2030 Agenda and the NUA: national sustainable urban development policies and the processes to align cities and metropolises' sustainable development plans must conform to both the 2030 Agenda (which provides the frame of reference for sustainable development) and the NUA (the frame of reference for sustainable urban development).

III. The Conference of the Parties to the United Nations Framework Convention on Climate Change and the Sendai Framework for Disaster Risk Reduction

Metropolises play a key role in two of the main agendas linked to climate change: the Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) and the Sendai Framework for Risk Reduction. On the one hand, they play a decisive role in reducing greenhouse gas emissions; on the other, they are the tier most impacted by climate change-related natural disasters.

The Paris Agreement adopted in the framework of COP 21, which promotes a transition towards a low-emissions economy that is resistant to climate change, recognises the importance of cities and other subnational

National governments must guarantee a favourable environment to ensure that local and metropolitan authorities are able to operate.

administrations, as well as civil society, the private sector and others as non-party stakeholders. At the Climate Summit for Local Leaders, held as part of COP 21, 700 representatives of local authorities from all over the world, including metropolises, signed the Paris City Hall Declaration. In it, the leaders of the participating cities and regions pledged to achieve ambitious targets to protect the planet and ensure a sustainable future.

The Sendai Framework recognises the role of local authorities in reacting and providing basic services during crises and emergencies.

It is highly significant that the signatories set more ambitious targets on reducing urban greenhouse gas emissions than those adopted by national governments, committing to up to 3.7 gigatonnes of annual greenhouse gas reductions by 2030 – equivalent to 30% of the predicted difference between current national commitments and the emission levels recommended by the scientific community to limit warming to two degrees.

Local authorities also pledged to work towards the full transition to renewable forms of energy at the local level and an 80% reduction in greenhouse gas emissions by 2050. Aware of the inextricable link between these climate-related measures, the SDGs and the NUA, the signatory local leaders promised to "join global organisations, national governments, the private sector and civil society to provide a joint response to climate change that protects our planet" (Climate Summit for Local Leaders, 2015), taking advantage of existing platforms like the Compact of Mayors, the Covenant of Mayors, the Compact of States and Regions, the NAZCA platform and the Local Government Climate Roadmap.

It is vital that local authorities, including metropolitan authorities, remain linked to global political processes in the fight against climate change, especially at a time when the United States government has abandoned the Paris Agreement. In this context, large US cities have made clear that they will continue to fight against climate change and other metropolises around the world are also reaffirming their role and determination to meet the commitments made. Likewise, metropolises must do all they can to involve and engage people and local stakeholders in this shared effort. Finally, the commitments made must be reflected in metropolitan sustainable development plans and in actions defined in their frameworks, whilst necessary measures are established to assess the results and provide accountability.

The **Sendai Framework** for Disaster Risk Reduction 2015–2030 is a voluntary and non-binding agreement that recognises the responsibility of all stakeholders in society to reduce disaster risks. Four priority areas are identified in relation to which specific measures should be taken in all sectors, as well as at local, national, regional and global levels: to understand disaster risks; to strengthen disaster risk governance to manage those risks; to invest in disaster risk reduction for resilience; and to enhance disaster risk preparedness in order to respond effectively and to "build back better" in terms of recovery, rehabilitation and reconstruction.

The document recognises the role of local authorities several times, as they are the first to have to react to crises and emergencies and to provide resilient basic services (education, water and sanitation, and transport). Cities and regions have shown commitment to the framework (e.g., through the Declaration of Local and Regional Governments at the 2017 Global Platform for Disaster Risk Reduction held in Cancún in May 2017) and have urged national governments to provide the necessary financial,

institutional and legislative support to develop risk prevention strategies and take other steps as set out in the framework. At the individual level, metropolises must develop risk prevention and reduction plans that involve all citizens and local stakeholders and coordinate efforts with the different tiers of government with competence in the matter (national, regional and local governments).

IV. Financing sustainable development

The **Addis Ababa Action Agenda** of the Third International Conference on Financing for Development, which provides the basis for funding the implementation of the 2030 Agenda, is another milestone in international agreements reached in recent years. The mobilisation of domestic financial resources, more effective international co-operation, access to new forms of funding and public-private partnerships, are just a few of the challenges it addresses.

Paragraph 34 makes special mention of the role of subnational governments in sustainable development-related spending and investment. Metropolises face this fundamental challenge as well, since most countries in the world lack the right resources to guarantee the infrastructure and basic services necessary for sustainable development.

In this regard, according to the Addis Ababa Action Agenda, progress must be made to empower local authorities to generate their own resources (fiscal decentralisation), ensure predictable systems and laws are available for participation in state revenues (transfers) and commit to making the most of locally available domestic resources. Indeed, in a context of scarce resources, local budgets must be aligned efficiently with the priorities identified and established by local governments themselves in development plans.

Similarly, city governments must be able to access both official and decentralised international co-operation funds and alternative sources of financing, including public debt and other forms of funding (private debt, philanthropic funds, crowdfunding, etc.). They can also establish alliances with other stakeholders, especially through public-private partnership mechanisms that provide access to funding, knowledge, new solutions and technology.

For city governments to be able to successfully access these funds, it is essential to support them in improving their institutional and operational capacities through more efficient planning and management systems. These systems must also be more transparent, in order to help prevent corruption and fraud, and more responsible, in order to promote accountability.

V. The effectiveness of cooperation for development

Launched in 2011 in the framework of the Fourth High Level Forum on Aid Effectiveness held in Busan (Korea), the Global Partnership for Effective Development Co-operation (GPEDC) provides a platform for the

main actors in the international cooperation for development system to work on new, more effective forms of cooperation aimed at achieving the SDGs. The Nairobi Outcome Document that resulted from the Global Partnership's Second High Level Meeting in 2016 establishes the roadmap the different actors must follow to advance on achieving the 2030 Agenda, and commits to complementarity as a fundamental part of that (GPEDC 2016).

In this regard, subnational administrations, including the metropolitan (which sit on the Global Partnership Steering Committee), are recognised as fully fledged stakeholders in the international development co-operation system with a key role to play and various challenges to face.

The first is the lack of direct access to the official development co-operation programmes of traditional (and new South-South) donors, which thus far work mainly with national governments. Changing this would help direct these programmes towards the priorities municipal authorities set in their development plans. The co-operation programmes promoted by private stakeholders and especially philanthropic organisations should also focus on metropolises, in order to ensure that they meet cities' real needs and the development priorities they establish. Interesting examples in this regard, include the city platforms C40 (supported by Bloomberg Philanthropies), 100 Resilient Cities (supported by the Rockefeller Foundation) and the Mayors Migration Council (supported by the Open Society Foundation).

Finally, decentralised co-operation has been established as a type of development co-operation that is naturally oriented towards effectiveness and that can make a major contribution to strengthening the institutional and operational capacities of city governments. Decentralised co-operation provides metropolises with an exceptional tool for defining platforms for sharing experiences, transferring knowledge and learning from each other; for innovating and sharing new solutions; for building bridges between territories involving local stakeholders, providing them with a framework for exchanging and defining shared opportunities; and, in short, for sharing the challenges and opportunities resulting from urban development. By strengthening the capacities of city governments, decentralised cooperation contributes towards improving the processes of localising the 2030 Agenda.

Conclusion

The major challenges metropolises face, are clearly reflected in the major global agendas related to sustainable development. As noted in this chapter, large urban agglomerations are the stage on which some of the most complex problems linked to globalisation play out. Although the governments of metropolises (if they exist) and of big cities try to respond to these problems, they generally do so with a significant lack of resources, poorly defined competences and in contexts of institutional fragmentation.

The new generation of global agendas articulated around the 2030 Agenda represents a good opportunity for metropolises to change this.

Although the capacity of city governments to influence the global agendas remains more symbolic than real, their recognition as key actors in development processes has given them unprecedented centrality. The growing visibility of urban and metropolitan challenges is making city governments increasingly aware of the need to clarify their competences, improve their financing, strengthen their capacities and address their weak governance structures.

Further, the core principles of this new generation of agendas constitute a roadmap for improving metropolitan policymaking processes that administrations should not overlook. The universal nature of the challenges, the comprehensive approach to sustainable development, the appeal to inclusive and multilevel governance formulas, the inclusion of concepts such as resilience and the assertion of transparency and accountability, are basic parameters for creating more efficient and better quality public policies.

An in-depth analysis of the metropolitan reality allows us to state that many metropolises and large cities are offering highly innovative, creative and effective solutions to the challenges arising from globalisation. These solutions are greatly contributing to the progress towards the objectives set out in the global agendas analysed above and they should be capitalised on. Nevertheless, they are responses that are largely palliative in nature, as the capacity of cities to produce structural changes remains limited.

Fundamentally, today's major global challenges are conditioned by current development models, which are based on the aspiration for sustained economic growth. This growth is incompatible with the limits of the planet and its natural resources. Making advances on structural changes requires the promotion of processes that aim to redefine these economic models and generate the local and global consensus necessary for this. The 2030 Agenda and the other global sustainable development agendas offer a good framework for progress and have transformative potential. But there is still a long way to go. Along the way, metropolises can play a decisive role.

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