European Territories Localise the SDGs

Only six summers left to make the most of the Decade of Action
Foreword

Gunn Marit Helgesen, CEMR President
Councillor of Vestfold and Telemark, President of the Norwegian Association of Local and Regional Authorities (KS)

We are fast approaching the halfway point on the road to the 2030 Agenda and the implementation of the Sustainable Development Goals (SDGs), meaning there are only six summers left! The year 2023 therefore represents a critical milestone in determining the path to take stock of the remaining time, with many substantial challenges ahead, as well as significant opportunities that must not be overlooked.

The preceding years were marked by concurrent and multiple crises affecting local communities in Europe and around the world. Just as the post-COVID-19 pandemic recovery phase seemed to be underway, the long-term socio-economic effects in European municipalities and regions of this first crisis were worsened by the illegal Russian invasion of Ukraine in February 2022. The implications of this resonate far beyond the economic and social spheres for local and regional governments, threatening peace in Europe and further afield and casting aspersions on global values of democracy and local self-governance.

All these challenges have once again highlighted how local and regional governments, as the level of governance closest to citizens, are key actors and the ones intrinsically found at the forefront of these crisis. In regard, they are also the most apt to provide solutions that best respond to the needs of their citizens and in widely varying local contexts. This is highly relevant in the fight against climate change and in the implementation of the SDGs, 65% of which can only be effectively achieved through strong local and regional actions, according to the OECD. It is important to stress that the 2030 Agenda and the SDGs represent an essential framework for a successful post-crisis recovery.

However, to effectively exercise their role and to ensure the successful achievement of the 2030 Agenda, local and regional governments (LRGs) need to be empowered to act and to be given a greater share of responsibilities while implementing the SDGs. They must also be supported financially as well as strengthened in terms of competencies, capacities, tools and greater leeway in decision-making. It is only through these means that subnational governments will be able to design and implement strategies suitable to their local context and the needs of their citizens, who must ultimately constitute the backbone of any action, taking special care to not overlook the most vulnerable groups and young people. Without their involvement, the implementation of SDGs will fail.

Getting youth involved is crucial to achieving the Sustainable Development Goals. With nearly two billion people in the world aged 15 to 24 – the largest young generation in human history – 90% of whom live in developing countries, the world’s young people represent a community essential to addressing the challenges of building more resilient societies. In 2021,
there were 73 million young citizens in Europe (where young people are classed as those aged 15-29). It is therefore only right that many European and international instruments are being introduced to improve the living conditions of young people around the world, strengthen their participation in local and national political institutions as well as their knowledge and commitment to achieving the SDGs.

This empowerment will contribute to collaborative multi-level governance. This was also one of the main messages when the Congress of Local and Regional Authorities in the Council of Europe this March debated and voted on a recommendation calling on national governments to step up the localisation of the SDGs. I had the honour of being co-rapporteur on this report, that put emphasis on the importance of placing the citizen at the very heart of the implementation of the UN 2030 Agenda. Local and regional councillors, mayors and presidents of regions, and other representatives of local and regional communities engage directly with citizens in working towards the achievement of the SDGs. The citizens’ involvement is key to building resilient governance systems and implementing the 2030 Agenda which in turn will lead to inclusive and peaceful societies.

Voluntary Local Reviews (VLR), conducted by individual local or regional governments, and Voluntary Subnational Reviews (VSR), conducted by national associations of local and regional governments, of the SDGs can be precious and useful tools in this respect because they allow for collective and multi-stakeholder reflections based on realities on the ground and foster a better understanding of localisation and territorialisation processes, as borne out by their increasing success throughout Europe. This growing realisation has resulted in the fact that between 2020 and 2021, the total number of VLRs available worldwide has more than tripled.

The findings of VLRs and VSRs must also be taken into account by national governments in the drafting of their Voluntary National Reviews (VNRs). In my own country of Norway, KS- the Norwegian Association of Local and Regional Authorities -succeeded in this when they developed a Voluntary Sub-national Review (VSR) which highlighted how Norway’s 356 municipalities and 11 regional authorities have localised the SDGs and what progress they have made on Agenda 2030. The review included six VLRs providing examples on how municipalities and regional authorities worked together to make a sustainable future a reality. Developing voluntary reports on both local, subnational, and national level is a novelty and a contribution to demonstrate the advantage of inter-connectivity and multi-level governance.

This year, for the first time, the European Union will be presenting an EU Voluntary Review (EUVR) on the implementation of the 2030 Agenda for Sustainable Development at the High-Level Political Forum (HLPF) 2023. We support a review that incorporates and highlights the work done by LRGs in their own assessments keeping track of the progress of SDGs.

Over the years, the presentation of these annual reports at the United Nations HLPF on Sustainable Development has provided LRGs with the opportunity to be heard and to shine a spotlight on their key role and all they have achieved in their responses to the recent crises. 2023 is also noteworthy as an in-depth review of SDG11, with its aim to “make cities and human settlements inclusive, safe, resilient and sustainable”, is being conducted. Once again, the many contributions of our partners at different subnational levels of governments serve as the core underpinnings of the present publication, highlighting the strong commitment at work and the importance of such a framework for LRGs in devising strategies to tackle climate change and many other challenges on their territories.

All of us at the Council of European Municipalities and Regions (CEMR) and PLATFORMA are strongly committed to establishing a space for local voices to be heard at the European and international level and to ensure that the necessary changes are made in the most effective and appropriate way possible, as well as in the interest of the citizens.”

---

3 Young people in Europe 2022 edition (europa.eu)
Author and list of respondents


Respondents: 41 responses to the survey from members of CEMR and partners of PLATFORMA representing 29 countries (26 Associations of LRGs from the EU and 15 from non-EU Member States):

Associations: Albania: Association for Local Autonomy of Albania (AAM); Austria: Austrian Association of Cities and Towns (AACT); Belgium: Association of the City and the Municipalities of the Brussels-Capital Region (Brulocalis); Association of Flemish Cities and Municipalities (VVSG); Union of Cities and Municipalities of Wallonia (UVCW); Bulgaria: National Association of Municipalities in the Republic of Bulgaria (NAMRB); Czech Republic: Union of Towns and Municipalities of the Czech Republic (SMOCR); Estonia: Association of Estonian Cities and Municipalities (AECM); Finland: Association of Finnish Local and Regional Authorities (AFLRA); France: French Association of the Council of European Municipalities and Regions (AFCCRE); Cités Unies France (CUF); Georgia: National Association of Local Authorities of Georgia (NALAG); Germany: Association of German Cities (DST); German County Association (Deutscher Landkreistag – DLT); Iceland: Association of Local Authorities in Iceland (SAMBAND); Israel: Federation of Local Authorities in Israel (Masham); Kosovo: Association of...
Kosovo Municipalities (AKM); Latvia: Latvian Association of Local and Regional Governments (LALRG); Lithuania: Association of Local Authorities in Lithuania (LSA); Luxembourg: Association of Luxembourg Cities and Municipalities (SYVICOL); Moldova: Congress of Local Authorities of Moldova (CALM); Montenegro: Union of Municipalities of Montenegro (UOM); The Netherlands: Association of Netherlands Municipalities (VNG), National Town-Twinning Council Netherlands-Nicaragua (LBSNN); North Macedonia: Network of Associations of Local Authorities of South-East Europe (NALAS); Association of the Units of Local Self-Government of the Republic of North Macedonia (ZELS); Norway: Norwegian Association of Local and Regional Authorities (KS); Serbia: Standing Conference of Towns and Municipalities (SKGO); Slovenia: Association of Urban Municipalities of Slovenia (ZMOS-SI); Spain: eLankidetza-Basque Government Agency for Development Cooperation and Euska Fondo/Basque Local Authorities Cooperation Fund (EUSKADI); Spanish Federation of Municipalities and Provinces (FEMP); Association of Basque Municipalities (EUDEL); Andalusian Municipal Fund for International Solidarity (FAMSI); Majorcan Fund for Solidarity and Cooperation; Barcelona Provincial Council (DIBA); Sweden: Swedish Association of Local Authorities and Regions (SALAR); Turkey: Marmara Municipalities Union (MMU); Ukraine: Association of Ukrainian Cities (AUC); United Kingdom: Convention of Scottish Local Authorities (COSLA); Northern Ireland Local Government Association (NILGA).

Disclaimer: The analyses, results and recommendations set out in this study are those of CEMR and PLATFORMA and do not necessarily reflect the official position of any local or regional government, their associations or the multilateral institutions whose case studies are presented herein. This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of CEMR and PLATFORMA and do not necessarily reflect the views of the European Union.

This work is licensed under the Creative Commons “Attribution-NonCommercial-ShareAlike 4.0 International” (CC BY-NC-SA 4.0) licence.

cemr.eu | info@ccre-cemr.org
platforma-dev.eu | platforma@ccre-cemr.org

The Council of European Municipalities and Regions (CEMR) is the oldest and broadest European association of local and regional governments. It is the only organisation that brings together the national associations of local and regional governments from 40 European countries and represents, through them, all levels of territories – local, intermediate and regional. Since its creation in 1951, CEMR promotes the construction of a united, peaceful and democratic Europe founded on local self-government, respect for the principle of subsidiarity and the participation of citizens. CEMR is also the European Section of the world organisation, United Cities and Local Governments (UCLG), through which it represents European local and regional governments on the international stage.

PLATFORMA is the pan-European coalition of towns and regions and their associations active in city-to-city and region-to-region development cooperation at the national, European and global levels. All of them are key players in international cooperation for sustainable development. PLATFORMA acts as a hub of expertise for European local and regional governments’ international actions and works to boost European local and regional governments’ contributions to EU development cooperation policies and international frameworks. PLATFORMA is an externally funded action (by the Directorate General DGINTPA of the European Commission) led by CEMR. A new framework partnership agreement was signed in 2022 between CEMR and DGINTPA.
Table of contents

Foreword .........................................................................................................................................................................................................................2
Author and list of respondents ..................................................................................................................................................................................4
Acronyms.........................................................................................................................................................................................................................7
Seven recommendations ............................................................................................................................................................................................8
1. Introduction ................................................................................................................................................................................................................9
2. Progress in raising awareness of the SDGs among citizens and municipal officials .................................................................10
3. Effectiveness of national reporting on SDGs, coordination mechanisms, implementation and monitoring with indicators ......14
4. National recovery and resilience plans and SDG 11 on sustainable cities and territories .................................................................20
5. Using decentralised cooperation to achieve the goals of the 2030 Agenda for Sustainable Development ................................................24
6. Challenges and benefits of international cooperation .................................................................................................................................28
7. Conclusions and way forward towards 2030 .................................................................................................................................................30
Further reading ...........................................................................................................................................................................................................32

European Territories Localise the SDGs

29 countries

41 responses

26 EU local and regional government associations

15 associations from non-EU Member States
Acronyms

CEMR Council of European Municipalities and Regions
EC European Commission
EU European Union
EUVR EU-level Voluntary Review of the implementation of the 2030 Agenda for Sustainable Development
GTF / GLOBAL TASKFORCE Global Taskforce of Local and Regional Governments (facilitated by UCLG)
HLPF / UN HLPF High-Level Political Forum on Sustainable Development (organised by the UN)
LRGs Local and Regional Governments
LRGAs Local and Regional Government Associations
MS Member States
UCLG United Cities and Local Governments
UN United Nations
SDGs Sustainable Development Goals
VLRs Voluntary Local Reviews (local reporting on the progress made in achieving the SDGs)
VNRs Voluntary National Reviews (national reporting on the progress made in achieving the SDGs)
VSRs Voluntary Subnational Reviews (SDG progress reports produced by associations of local and regional governments)
Seven recommendations

Policies require a decentralised, bottom-up, territorial approach as estimates show that 65% of the 169 targets underpinning the 17 SDGs cannot be achieved without LRG involvement as well as respect for the diversity of regional/local conditions and territorial specificities. With this in mind, CEMR and PLATFORMA have made seven recommendations.

1. For its first EU Voluntary Review, in reporting on any progress made in achieving the Sustainable Development Goals (SDGs) in Europe, it should be very clearly indicated by the European Union how the different levels of governance and civil society organisations have contributed to this process.

2. National governments and the EU should accelerate the localisation and territorialisation of the SDGs. To do this, they need to give Local and Regional Governments (LRGs) appropriate autonomy of action, adequate means and resources to implement the 2030 Agenda in their communities. All directives and new initiatives and funds must be developed in close consultation with LRGs and their representative associations in order to determine whether the necessary transformation can actually materialise on the ground.

3. The production of Voluntary Local Reviews (VLRs) and Voluntary Subnational Reviews (VSRs), as tools to engage with citizens, must be further encouraged and integrated in the Voluntary National Reviews (VNRs). It would help raise people’s awareness and broaden their knowledge of global challenges, thus reinforcing the capacity of all to implement the necessary societal change.

4. Voluntary National Reviews (VNRs) need to include relevant disaggregated data and information for the subnational level. Consequently, Local and Regional Governments (LRGs) call for the unwavering recognition and inclusion by national governments of LRGs and their associations in their monitoring and reporting of progress in the implementation of SDGs.

5. The EU institutions and the European States should give political space and recognition to Local and Regional Governments (LRGs) by establishing regular dialogue with the subnational levels and by including local elected representatives in their delegations to any relevant high-level meetings (such as the HLPF, SDG summits and others hosted by the United Nations and the European institutions).

6. International cooperation to achieve the 2030 Agenda at the local and regional levels is crucial and Local and Regional Governments (LRGs) are asking for more support to accomplish this. Sharing and learning among peers in Europe and further afield can bring positive change at local level and improve local public policies through co-inspiration. We continue to support the global 2030 Agenda in Europe and around the world, particularly through more innovative partnerships with peers, as well as through a model of governance based on partnerships and decentralised cooperation.

7. The true implementation of SDGs will not transpire without the specific inclusion of youth, women and vulnerable groups in decision-making and all related activities that contribute to achieving the SDGs.
1. Introduction

This study is based on a joint survey conducted in February 2023 by CEMR, PLATFORMA and UCLG, which coordinated with all its regional sections to produce a parallel global report on the implementation of the Sustainable Development Goals (SDGs). Its purpose was to collect the most recent information on how and to what extent Local and Regional Government Associations (LRGAs) and networks have been involved in localising the SDGs, both in Europe and among their global peers. These studies have been produced annually and presented at the High-Level Political Forum (HLPF) every July since 2016. The HLPF is the central platform for follow-up and review of the 2030 Agenda for Sustainable Development. CEMR and PLATFORMA have been contributing annually to the HLPF since 2017.

This year’s survey of the European Section includes questions linked to energy to ascertain the aftereffects of the illegal Russian aggression in Ukraine.

Local and regional governments (LRGs) continue to make headway at the subnational level in implementing the UN 2030 Agenda for Sustainable Development and its 17 SDGs, adopted in 2015. The CEMR/PLATFORMA report on this progress will be presented at the next HLPF. The theme of HLPF 2023 is “Accelerating the recovery from the coronavirus disease (COVID-19) and the full implementation of the 2030 Agenda for Sustainable Development at all levels”. This year’s HLPF will also assess to what extent the 2030 Agenda has supported LRGs and their associations in their recovery and development plans. There will be an in-depth review of specific SDGs, including SDG 11 on “making cities and human settlements inclusive, safe, resilient, and sustainable”, a core concern for our members. The latest VNRs from different delegations worldwide will also be submitted at the HLPF, including 10 countries from Europe.

HLPF 2023 will also stand out as the year the EU will be presenting its first ever EUVR. CEMR and PLATFORMA welcome this joint review of our associations. This report will complement the individual work done by LRGAs in their own assessments tracking the progress of SDGs. It aims to gather data to assess how we are doing as an Organisation and determine what we can also improve as an association, all of which will allow our voice to resonate more at global level. However, given our involvement in assisting the EU to develop its EUVR process, the decision was taken by CEMR/PLATFORMA to not include any redundant questions relating to the EU review in the present analysis of SDG implementation. Both processes, the EUVR on SDGs and the UCLG report on SDGs (for which CEMR/PLATFORMA is producing this report), are being undertaken in parallel and we have taken steps to ensure they are interlinked and complementary.

Within the framework of this study, we received 41 responses to the survey from 29 countries (26 LRGAs from the EU and 15 from non-EU Member States), which have been analysed in this report. A list of nearly 200 examples provided by the responding associations on the implementation of SDGs has also been included (see the examples in the Annex). In addition to associations, individual LRGs have also shared responses that will be incorporated into the UCLG global report on the implementation of SDGs.

---

6 This year's GTF survey set out to determine to what extent the 2030 Agenda has supported LRGs and their associations in their recovery and resilience plans. National associations have been instrumental in bolstering their members’ sustainability efforts, from planning to implementation and even monitoring and reporting. Their role in localising the SDGs is more important than ever as they will be the actors transforming the international framework into reality in Europe and worldwide.

7 HLPF 2023 will also conduct an in-depth review of SDG6 on clean water/sanitation, SDG7 on affordable/clean energy, SDG9 on industry/innovation/infrastructure, SDG11 on sustainable cities/communities, and SDG17 on partnerships for the goals.

8 This year, 41 countries will present VNRs, including the following from greater Europe: Belgium, Bosnia and Herzegovina, Croatia, France, Iceland, Ireland, Lithuania, Poland, Portugal, Romania, as well as the European Union with its EUVR.

2. Progress in raising awareness of the SDGs among citizens and municipal officials

The activities undertaken by LRGAs to raise SDG awareness among citizens and municipal officials is of crucial importance. To achieve genuine progress on the implementation of SDGs, it is essential that the role of SDGs and their added value be properly understood. If we compare results with those from 2022, progress this year has been deemed increasingly “medium” (51% of respondents compared to 32% last year) with 5% stating that progress had been “limited” (compared to 24% last year). The same share of respondents as last year reported “important progress” (44%). Please refer to the figures in the chart below.

In terms of the associations' progress in their strategies or plans to implement the 2030 Agenda, 34% of the respondents had no commitment in this regard; 27% had made important progress as their strategy or action plan has reached an advanced stage or has even been updated to expand on the initial objectives; and 22% had adopted a strategy or action plan but implementation is still at an early stage.

To compare, in 2022, over 40% of the LRGAs responding had a strategy, policy paper, action plan and/or political statement; less than 20% had prepared reports on the localisation of SDGs in territories, including VSRs or other sustainability reports, for their populations, national government or Parliament; over 20% of the respondents had not taken any steps; and less than 20% had recourse to other types/methods.

We have included more detailed examples from the respondents in the box below that illustrate the different ways in which associations' strategies or plans to implement the 2030 agenda have progressed:

In Austria, the Association of Cities and Towns (AACT) has continued its advocacy work and has also supported activities that localise the SDGs by focusing on awareness-raising and providing tools for the implementation of the SDGs at the local level.

In the Czech Republic, the Union of Towns and Municipalities (SMOČR) introduced a systemic change in its functioning in 2021 with respect to sustainable development: the area of sustainable development now figures among the Union's priorities for 2021–2023 and a new working group on sustainable development has been established.
In **Spain**, the Spanish Federation of Municipalities and Provinces (FEMP) has aligned all of the resolutions of its 27 work commissions with the 17 SDGs. It has also created a “Network of Local Entities for the 2030 Agenda” (https://redagenda2030.es/).

Also in **Spain**, the Barcelona Provincial Council (DIBA) has taken steps to ensure that all planning instruments integrate the SDGs and, in 2021, it approved a strategic plan to implement the 2030 Agenda that included indicators assessing progress towards 2030.

In **Turkey**, the Marmara Municipalities Union’s (MMU) Strategic plan for the term (2020-2024) includes targets relating to sustainable development. Its statute moreover includes a reference to SDGs.

In **Ukraine**, the Association of Ukrainian Cities (AUC) has not developed any defined strategy but has been taking the SDGs into consideration when organising and holding events.

When it comes to the coordination of activities concerning SDGs, 37% of the respondents reported having a specific department or dedicated area within their organisation; a further 24% managed it at the highest level of the organisation’s decision-making (e.g. Secretary General, etc.); for 15%, several or all departments dealt with SDGs in a scattered and uncoordinated fashion; and in the case of 7%, a coordinated interdepartmental SDG team, working group or taskforce or a coordinating officer was in charge of the SDGs. We can therefore see, compared with 2022, that departmental coordination on SDGs has been reinforced and/or managed in a more deliberate manner (i.e. with a designated person in charge, task force, ...).

Specific cases that further illustrate the evolution shown in the chart above exist in **Spain**, where the Spanish Federation of Municipalities and Provinces (FEMP) now has a sub-directorate dedicated to the 2030 Agenda, which heads the management of the “Spanish Network for Digitalisation”, coordinating in turn with the sub-directorate for international affairs and cooperation. In addition, the FEMP budget has also been drawn up to align with the 17 SDGs. Another example can be
found in the UK, where several or even all of the Convention of Scottish Local Authorities’ (COSLA) departments employ some coordination in dealing with the SDGs.

As can be seen in the chart below, we have also observed a high level of interest in promoting or actively participating in concrete activities to raise awareness and spread the knowledge of SDGs among the population and local stakeholders in recent years. More than half of the respondents implemented strong and regular actions, while 22% developed limited actions, 20% reported average mobilisation and 5% did not take any specific action, all of which has been detailed in the chart below.

And if we compare the data with 2022, it can be seen that the degree of mobilisation has been much more substantial in 2023. In fact, there is only a very small percentage of respondents that did not promote activities, which is a very positive signal in terms of the involvement of cities and their citizens as it generally ties in with a general understanding of the concept of SDGs and their importance to individuals. We have highlighted several instances of territorial actions to raise awareness carried out by associations in the box below.

### Examples of awareness-raising actions on different territories

In Belgium, the Association of the City and the Municipalities of the Brussels-Capital Region (BRULOCALIS) published an info leaflet on SDGs for Brussels’ communes.

In France, Cités Unies France (CUF) introduced a training/action initiative to get local governments and their international partners to systematically include the SDG framework in decentralised cooperation. This approach not only made it possible to reinvigorate political dialogue between local elected representatives but also to define new avenues of decentralised cooperation structured around the SDGs.
In **Germany**, the **Association of German Cities (DST)** drafted an Agenda 2030 resolution in 2015 that has since been signed by 240 municipalities. Together with eight partners, they have also set up a portal on the localisation of the SDGs (www.sdg-portal.de) and have organised annual meetings for networking –“the Club of 2030 Agenda Municipalities”.

In **Norway**, the **Association of Local and Regional Authorities (KS)** has been coordinating monthly webinars on SDGs and developing SDG e-learning modules, tools, and methods for SDG implementation. To further bolster these actions, it has also developed a national sustainability pledge to reinforce the progress on fulfilling the 2030 Agenda and is also working actively, together with its Nordic sister associations and the Nordic research institution Nordregio, on developing a joint Nordic VSR.

In **Slovenia**, the **Association of Urban Municipalities of Slovenia (ZMOS-SI)** uses SDGs as a reference point when developing sustainable urban development strategies to be adopted by its member cities.

In **the Netherlands**, the **National Town-Twinning Council Netherlands-Nicaragua (LBSNN)** has sought to kindle interest through the co-organisation of well-attended public events relating to SDGs (e.g. “Tilburg Ten Miles: a run to 17 global goals”).

In the **Republic of North Macedonia**, the **Association of the Units of Local Self-Government (ZELS)** has successfully advocated for the interests of municipalities in a way that preserves their key position in the dialogue and cooperation between the central government and the local level.

The **Network of Associations of Local Authorities of South-East Europe (NALAS)** has been carrying out various projects as a strategic regional partner of the German Agency for International Cooperation in the Western Balkans: for example, regional learning for the implementation of the 2030 Agenda in South East Europe as well as the promotion and scaling up of models for inclusion of minorities and other vulnerable groups in the Western Balkans.
3. Effectiveness of national reporting on SDGs, coordination mechanisms, implementation and monitoring with indicators

As mentioned in the introduction, Belgium, Bosnia and Herzegovina, Croatia, France, Iceland, Ireland, Lithuania, Poland, Portugal and Romania will be presenting VNRS this year. Additionally, the EU will be presenting its first EUVR.

Associations in five of the above-mentioned countries (Belgium, France, Iceland, Lithuania and Romania) responded to our survey. As can be seen in the box below, interlinkages between the national government and subnational level associations have emerged:

In Lithuania, the Ministry of Environment put together working group to prepare its VNR and identified the Association of Local Authorities in Lithuania (LSA) as one of the stakeholders in this process. In the previous reporting process (2018), each stakeholder’s VNR contribution was limited only to the topic(s) that tied in directly to its activities. This time (2023), stakeholders have been asked for contributions pertaining to the VNR in its entirety.

In Romania, the Association of Communes of Romania (ACOR) was invited by the Department for Sustainable Development, which reports to the Prime Minister’s Office and is the governmental institution in charge of the reporting process in Romania, to be part of the working groups created to prepare the VNR.

In Belgium, the VNR participation of the Association of the City and the Municipalities of the Brussels-Capital Region (Brulocalis), the Association of Flemish Cities and Municipalities (VVSG) and the Union of Cities and Municipalities of Wallonia (UVCW) has increased as a result of the coordination between the three regional associations of Belgian local authorities (Flemish, Walloon and Brussels). Two associations of provinces (VVP from the Flemish region & APW from the Walloon region) were also involved. The coordination in Belgium was led by the Flemish association VVSG.

In France, no formal participation has been organised by the government involving the LRGAs, but an ad hoc working group has been set up operating under the framework of the National Council for Development and International Solidarity.

In Iceland, there has been more extensive involvement with the local level as the municipalities’ progress in localising the SDGs has advanced.

In Sweden, the higher level of involvement with the local level was made possible through regular contact with the ministries responsible for producing the government’s report.

All countries presenting VNRS in 2023 have already reported twice to the HLPF in previous years. In terms of the extent of their participation in producing the VNRS, we noted that 15% of the respondents experienced heavy involvement and 10% reported the same level of involvement as in 2022. Very few organisations experienced any change in quality of participation (progress, setback…) and the majority did not respond to this question.

In the countries asked to report to the HLPF, the national LRG associations in each case were invited by their national governments to contribute to their country’s VNR development in different ways:

- 25% reported an active contribution, which consisted of presenting their own contribution to the report (e.g. what have local and regional governments been doing to implement the SDGs, etc.)
- 17% reported limited scope for contributing to the actual report (completing a survey or questionnaire, attending bilateral meetings with the reporting unit, …)
- 8% reported that their contribution was very limited, e.g. participating in occasional meetings
● another 8% experienced very active contributions with direct participation in the reporting unit created by the national government as well as in the drafting process
● a further 8% reported contributing moderately through their participation in bilateral meetings with the reporting unit.

The data for 2023 is quite similar to last year’s, which indicates a certain stability. The numbers in the chart below represent the number of associations and their degree of involvement.

With regard to the institutional mechanisms put in place by the national governments to coordinate the implementation of the SDGs, the involvement of the associations has taken on many different forms. In most countries, national governments have either created specific institutional mechanisms (high-level commissions, inter-ministerial/inter-agency committees, etc.) or strengthened existing ones to improve coordination and follow-up for the implementation of the SDGs (often including national councils for sustainable development or national planning institutions). Many of these mechanisms employ a multi-stakeholder structure.

The chart on the next page lays out the mechanisms put in place by national governments.
In terms of any change in the LRGAs’ involvement (progress, setback…) in the national coordination mechanisms for the implementation and follow-up of the SDGs, the responses point to different trends. In some cases, the latest data seems to point towards a positive development, with more than one-third of respondents reporting that they have been more involved in the coordination (38% of the respondents). An initiative in Norway, where the Norwegian Association of Local and Regional Authorities (KS) was able to contribute with a chapter dedicated to LRGs’ work on the SDGs and how they intended to achieve these goals, is one example of greater involvement. However, for 48% of the respondents, no developments were noted, or they reported that their involvement had not changed in recent years. Moreover, another 13% reported that they never participated in any national coordination mechanisms.

In the box below, we have provided various examples showing different forms of SDG implementation coordination, including vertical cooperation between the national government and LRGs, involvement in the national coordination institutions/mechanisms and as mutual influencers through horizontal cooperation between LRGs.

In Estonia, the Association of Estonian Cities and Municipalities (AECM) worked with an expert who has since become Vice-Chairman of the National Sustainable Development Commission at the Prime Minister’s office.

In France, the national government has not set up a mechanism for consultation with local and regional governments. Nevertheless, exchanges of information have taken place between Cités Unies France (CUF) and the Ministry of Ecological Transition as part of a sharing process regarding the VNR’s development.
In Germany, the three German associations of local governments (the German Association of CEMR (RGRE), the Association of German Cities (DTS) and the German Association of Towns and Municipalities) put together a VLR in 2021, which then became an integral part of the German VNR.

In Ireland, owing to the political difficulties in the country in recent years, central government leadership has been lacking and the Northern Ireland Local Government Association (NILGA) was minimally consulted with regard to SDG progress.

In Moldova, the Congress of Local Authorities of Moldova (CALM) was involved once in the preparation of a VNR, several years ago, but not since.

In Montenegro, the SDG National Council recently set up working groups to tackle several VNR subtopics. As one of these groups consists of only local representatives, the Union of Municipalities of Montenegro (UOM) does have a degree of involvement in it as well.

In North Macedonia, the Network of Associations of Local Authorities of South-East Europe (NALAS) has been involved by way of a GIZ-supported project ("Germany Agency for International Cooperation") entitled "Regional Learning for the Implementation of Agenda 2030 in the Western Balkans" and their efforts include providing input for the VNRS by preparing analytical contributions summarising the results from the "Localisation of SDGs" thematic groups in North Macedonia and Kosovo.

In Slovenia, cooperation between the Association of Urban Municipalities of Slovenia (ZMOS-SI) and the national government took place when the VNR was being prepared; excepting this, no specific forum/body has been designated to coordinate action on SDGs between LRGs and the national government.

In Spain, the Andalusian Municipal Fund for International Solidarity (FAMSI) has presented and approved projects promoting and accelerating public policy implementation regarding climate commitments under the framework of the SDGs and the 2030 Agenda, which carries them with its financial support from the Secretary of State for the 2030 Agenda under the Ministry of Social Rights and 2030 Agenda.

In Ukraine, the focus of national policy has ineluctably changed since the full-scale Russian invasion in February 2022. For the Association of Ukrainian Cities (AUC), there were understandably fewer events organised in 2022 on coordination mechanisms for the implementation and follow-up of the SDGs.

All actions implemented by LRGs need to be monitored to assess progress and to be able to continue working on future strategies or plans. For this, organisations need to develop indicators or a mechanism to monitor progress made in achieving the different SDGs, their goals and targets on any territory. Such indicators or mechanisms have already been developed by 35% of our association’s members while 57% have not developed any such tools.

In the box below, we have presented various examples relating to systems of indicators aligned with the SDGs that have been established, as well as any prioritisation of indicators or innovations introduced to these systems.

In Belgium, the Association of Flemish Cities and Municipalities’ (VVSG) SDG indicator set was developed for local governments in 2018 and updated in 2022, following the update of their municipal monitoring.

In Estonia, SDG indicators have been listed on their website: https://minuomavalitsus.ee/en.

In the Netherlands, the Association of Netherlands Municipalities (VNG) has an extensive set of indicators (without data), which has already been defined and is available for use. Municipalities can, of course, choose to select additional indicators themselves and to obtain data from sources outside Waarstaatjegemeente.nl.
In **Norway**, the **Norwegian Association of Local and Regional Authorities (KS)** has, together with **Statistics Norway**, developed a classification system (taxonomy) that classifies and assesses either a given indicator or a set of indicators.

In **Serbia**, the **Standing Conference of Towns and Municipalities (SKGO)** does not yet have a comprehensive system in place for all of the SDGs with specifically developed indicators or mechanisms to monitor the overall progress made in achieving different SDGs and their targets. However, SKGO is closely following up on the work being undertaken primarily by the national statistical office to develop localised indicators.

In **Spain**, the **Association of Basque Municipalities (EUDEL)** is working on developing an indicator system for the 2030 Agenda to localise SDGs expressly.


In the **United Kingdom**, Scotland’s approach to implementing the SDGs has been to align with the National Performance Framework (NPF) co-signed by the Scottish Government and the **Convention of Scottish Local Authorities (COSLA)**. COSLA has expressed concern however as to whether the Scottish NPF indicators sufficiently reflect UN indicators with respect to SDG11. COSLA also notes a lack of national political engagement with local government and that the importance of multi-level governance in delivery and the role local leaders can play in proactively driving forward this agenda seems neglected.

---

**Reference Framework for Sustainable Cities (RFSC)**

In addition to this report, CEMR and PLATFORMA also promote an online tool supporting cities of all sizes in their localisation of the SDGs. This is done through the Reference Framework for Sustainable Cities, financed by the French Ministry for...
ecological transition and territorial cohesion. CEMR is involved in RFSC\textsuperscript{10}. This tool offers a systematic approach for assessing sustainable urban development strategies and identifying areas for improvement. By using the RFSC, local and regional governments can develop targeted action plans that help to achieve the SDGs and engage with stakeholders in the process.

Using an intuitive visual interface, the tool helps cities in designing, implementing and monitoring integrated sustainable urban development strategies.

\textsuperscript{10} The management team of RFSC is composed of the French Ministry in charge of housing and urban development, The Council of European Municipalities and Regions, and the CEREMA, a public body in support of national and local authorities in the field of sustainable development.
4. National recovery and resilience plans and SDG 11 on sustainable cities and territories

Member States have been occupied developing national recovery and resilience plans in the wake of the financial crisis in 2018 and the COVID-19 pandemic. These plans have had a direct impact on subnational governments given their aim to become sustainable cities and territories and therefore also unequivocally affects SDG11, which revolves around cities. The cities themselves, on the other hand, have been more engrossed in actively promoting actions that aim to localise SDGs as a tool to accelerate the recovery from the pandemic and the crisis. For its part, the aim of HLPF 2023 is to continue to assess the recovery process from the COVID-19 pandemic and its interplay with the SDGs to “build back better” to ensure that any recovery is sustainable, just and green.

Our LRGAs have therefore been implementing or are planning to implement concrete actions that promote the localisation of SDGs and accelerate the recovery from the pandemic and other crises. The main actions have been listed in the chart below (the figures represent the number of associations responding).
In the box below, we have presented examples of national governments’ recovery and resilience plans and financial packages as well as other contributions made to achieve SDG 11 along with any SDG 11 implementation efforts aimed at recovery from the crisis.

**Austria:** The Austrian Recovery and Resilience Plan supports Austrian cities and municipalities, primarily in the area of green transition and social cohesion. The Austrian Association of Cities and Towns’ (AACT) focus is not limited to SDG 11 but involves a holistic approach.

The pandemic left **Iceland** relatively unscathed, and a special recovery plan has therefore not proven necessary.

In **Lithuania**, the national government has adopted a national recovery and resilience plan and financial package. The Association of Local Authorities in Lithuania (LSA) has taken an active role in identifying relevant components (fields) of the plan for investments, most of which reflect an urban dimension and SDG 11.

**Serbia** is currently preparing a proposal for a national adaptation program to climate change, and The Standing Conference of Towns and Municipalities (SKGO) has been involved in the working group preparing this document.

In **Spain**, a national global recovery plan (https://planderecuperacion.gob.es/) is already in place. At subnational level, the Barcelona Provincial Council (DIBA) has set up an office aimed at local entities to facilitate access to European recovery funds.

In **Spain**, EUDEL has developed initiatives providing information and support to local governments regarding the “Next Generation EU” local funds (https://next.eudel.eus/) and has played the role of facilitator in partnerships between Basque municipalities and institutions at other levels. It has also promoted partnerships among municipalities.

In **Spain**, the eLankidetza-Basque Government Agency for Development Cooperation Agency and Euskal Fondoa/ Basque Local Authorities Cooperation Fund (EUSKADI) have already linked their priorities and projects to each SDG. With respect specifically to SDG 11, the Basque Government Agency for Development Cooperation has identified several cooperation projects (https://www.elankidetza.euskadi.eus/contenidos/informacion/doc_interes_memorias/es__pubmem/adjuntos/MEMORIA-2021_cas.pdf). Euskal Fondoa has also led AKUAL cooperation projects involving El Salvador (https://www.euskalfondoa.eus/es/euskal-fondoa/noticias/visita-de-una-delegacion-de-el-salvador-y-costa-rica-en-el-marco-del-programa-akual/0-1410875251/). The Euskadi-Basque Country cooperation actors have taken a leading role and are involved in seven flagship projects that concretely tie in to SDGs. One such project, “Opengela”, promotes a green and inclusive ecosystem in transport, cities and urban planning directly concerns SDG 11 (https://www.euskadi.eus/contenidos/informacion/docs_interes_transicionsocial/es_def/adjuntos/ENG-Programa-prioridades.pdf).

In **the Netherlands**, the Association of Netherlands Municipalities (VNG) has developed various products that support municipalities in tackling the social and economic impact of coronavirus measures. The COVID-19 Social Impact Committee issued a report ‘Socially stronger out of the crisis’. VNG also ensures the municipal recovery agendas are taken into consideration at the national level so that national, regional and local connections can be established, and communicates what municipalities need and how they can contribute towards achieving socially, economically and physically sustainable cities and communities (SDG 11). Taking an entirely novel and innovative approach to achieving SDG 11, VNG developed and launched in 2022 its Sustainable Development Goalgles: a virtual urban sustainability test that consists of a four-minute virtual reality game experience used in congresses to give an overview of various components relevant to SDG 11, in which players (municipal officials) have to eliminate elements that are not in line with SDG 11.

**And what has been the impact of the illegal Russian invasion of Ukraine?**

The ongoing illegal Russian invasion of Ukraine has triggered a transformation in the energy sector all across the European continent and worldwide. The resulting energy crisis has compelled national recovery and resilience plans to give greater...
consideration to prioritising SDG 7 on “affordable and clean energy for all” as a core element in order to protect the most vulnerable groups.

Our LRGAs have been implementing specific key actions to tackle the current energy crisis. The preferred action among the survey respondents was the facilitation of the exchange of information with LRGs and the access to information resources on recycling (35% of the respondents). LRGAs also focused on key advocacy actions (29%) to ensure the views and interests of their LRGs were duly taken into account whenever legislation linked to the energy sector was being adopted (e.g. through dialogue, cooperation, consultation, interpersonal relations, etc.). LRGAs also saw a need for active marketing (21%) for international cooperation and/or participation in international events promoting exchange of experience, development of joint advocacy actions, etc. Yet, only a small percentage focused on mobilising financial support to help resolve long-term energy needs (6%) or cooperating in new European projects in the field of energy (2%) to deal with the emergent energy crisis (for example, proposals to reconstruct energy facilities or increase renewable energy, etc. made in the wake of the ongoing illegal Russian invasion of Ukraine). The number of associations responding are listed above the orange columns in the following chart.

![Key actions implemented or planned by LRGAs to combat the current energy crisis](chart)

Examples of actions and/or projects that have been planned or implemented in response to the current energy crisis

In **Belgium**, the Association of the City and the Municipalities of the Brussels-Capital Region (Brulocalis) has set up working groups on energy saving in sport centres and public buildings.

In **Luxembourg**, the Association of Luxembourg Cities and Municipalities (SYVICOL) has put together a collection of best practices: [https://www.syvicol.lu/fr/dossiers-thematiques/zesumme-spueren](https://www.syvicol.lu/fr/dossiers-thematiques/zesumme-spueren).

In **Moldova**, the Congress of Local Authorities of Moldova (CALM) enjoys continuous contacts and communication sessions with the relevant central authorities.
In **Serbia**, the Standing Conference of Towns and Municipalities (SKGO) has promoted the energy-saving plan adopted by the national government for the public sector through its Network of Energy Managers and other info channels.

In **Slovenia**, the Association of Urban Municipalities of Slovenia (ZMOS-SI) has provided information to its members from the Covenant of Mayors, shared best practices used internationally by cities to save energy, e.g. the Cities Energy Saving Sprint. It has also engaged in advocacy to ensure that local public entities are included among the beneficiaries of any national State measures (for instance, price cap regulations).

In **Spain**, eLankidetza-Basque Government Agency for Development Cooperation and Euskal Fondoa/Basque Local Authorities Cooperation Fund (EUSKADI) have been active in the flagship Energy-Ekiola + Climate-Ondarea Project: https://www.euskadi.eus/contenidos/informacion/docs_interes_transicionsocial/es_def/adjuntos/ENG-Programa-prioridades.pdf

In **Sweden**, the Swedish Association of Local Authorities and Regions (SALAR) has introduced energy-saving measures and energy efficiency improvements and worked to ensure that the association’s members receive financial compensation from the State for high energy costs.

In **Ukraine**, the Association of Ukrainian Cities (AUC) has endeavoured to attract international partners to provide Ukrainian municipalities with power generators after Russian shellings greatly exacerbated the energy crisis. AUC has also been specifically promoting SDG7 on clean energy in their activities and events.
5. Using decentralised cooperation to achieve the goals of the 2030 Agenda for Sustainable Development

The COVID-19 crisis and the illegal Russian invasion of Ukraine continue to have a negative impact on all sectors and all populations. These crises have shown that global partnerships, particularly decentralised cooperation initiatives, are needed more than ever as they tackle global challenges in a way that is inclusive and just, as well as presenting long-term sustainable solutions.

International city-to-city and region-to-region partnerships can be found at the core of the work managing the international dimension of the SDGs. This can take on many forms but, in the case of 39% of the LRGAs that responded, it has largely been carried out through participation in European/international networks and fora (international events, campaigns, etc.). For 24% of our respondents, the development of international/city-to-city or region-to-region partnerships was deemed most relevant; whereas for 18%, strengthening the lobbying aimed at European/international organisations was their priority in this area. Yet, for another 12%, their work focused more on policy coherence (by relying on existing European and/or international strategies such as the new European Declaration on Global Education to 2050 and the UNESCO framework for raising awareness and educating on global citizenship).

LRGAs have also been working on international partnerships using the SDG framework. This collaboration, which very significantly often takes on the form of decentralised cooperation, has led to significant results. It strengthened the work with European and international networks for 29% of respondents; it helped to revitalise existing international partnerships and develop new international partnerships for 17% of associations responding; it enabled collaboration with external stakeholders (civil society organisations, universities, think tanks, etc.) for another 17%; and for 10%, it strengthened their collaboration with the national government.

To broaden the real impact on the ground of these international collaborative partnerships, LRGAs throughout all of Europe have also engaged with non-EU partners as part of their efforts to localise the SDGs. Study visits and storytelling conferences were deemed to be the most beneficial instrument for 22% of the respondents. An additional 22% found it very beneficial to provide training/capacity building activities as they fostered mutual learning and established shared ground. This also held true when devising local SDG strategies together based on shared objectives and interlinked SDGs, which was favoured by 18% of the respondents. For 9%, collaborative activities took on the form of mutual support during the preparation process of VSRs.

The following chart shows the main focus of our respondents' SDG work involving international partners as well as their partner's knowledge of SDGs:
Which SDGs do you focus your work on with your partners outside the EU?

- No specific goals for sustainable development: 5.0%
- All SDGs: 22.0%
- Specific SDGs: 41.0%
- Does not work with international colleagues: 10.0%
- Do not know: 20.0%
- No response: 2.0%
Data from 2022:

Our associations also assessed non-EU partners' knowledge of the SDGs as follows:

- We do not know: 25%
- SDGs are used as a reference, but they do not place high in their work priorities: 20%
- They align their work priorities with the Sustainable Development Goals: 16%
- They are aware of the SDGs’ existence, but are unfamiliar with the specifics: 9%
- They are willing to work with the Association using the SDG framework: 9%
- They are unfamiliar with the Sustainable Development Goals: 2%

In 2022, we received the following feedback to the same question, with a considerable 41% unsure of the level of SDG knowledge of their partners. This figure was reduced to 25% in 2023 (see numbers from 2023 in the chart next page). As can be seen, there has been significant progress in this area to the benefit of international partners.
How would you assess the knowledge of your non-EU partners about the SDGs?

- I don't know: 11
- They use the SDGs as a reference, but they don't have high work priorities: 9
- They align their work priorities with the SDGs: 7
- They are willing to work with you using the SDG framework: 5
- They know that the SDGs exist, but don't know their details: 4
- They are not familiar with the SDGs: 7
- Others: 1

Number of answers
6. Challenges and benefits of international cooperation

According to our respondents, the main challenge LRGs faced in 2023 in working to achieve the SDGs and other global agendas was the lack of human resources. A second but equally significant concern was weak capacity and limited coordination between different levels of government (which has increased significantly since the previous year) and limited support from national governments. The percentages for each obstacle were quite similar to those from 2022, which substantiates the earlier indication that resources, coordination and support are key to making the SDGs a reality at the local level:

Similar to the 2022 finding, the **principal benefit in 2023** for LRGs from working to achieve the SDGs and other global agendas is securing improved planning mechanisms at local level that help integrate the SDGs and promote recovery. Other benefits indicated can be seen in the chart next page (numbers correspond to how many associations responded).
European Territories Localise the SDGs

Only six summers left to make the most of the Decade of Action

Biggest benefits for LRGs from working to achieve SDGs and other global agendas
7. Conclusions and way forward towards 2030

In these times of permanent crisis, we must not lose sight of our global and common sustainability agenda. Keeping alive the movement of local and regional governments and their associations toward sustainability is crucial! LRGs are better placed to directly grasp and address the full scope of the current large-scale challenges – climate, biodiversity, health pandemic, and now the war in Ukraine – and should lead the sustainable and multidimensional transitions that now need to take place. But to implement these changes, we need a strong coordination, commitment and sufficient resources at national and European levels, as well as regular dialogue in the spirit of good collaboration.

We are also calling for firm recognition and inclusion by national governments and the European institutions of LRGs and LRGAs in the monitoring and reporting of progress in the national and European reports. The EU has secured such official recognition with the presentation of its “EUVR” for the first time this year and we call for this first EU report to reflect our territorial realities.

We are also convinced that the European states and the EU need to strengthen the support given to the subnational levels in the international arena and include them in any relevant high-level delegation meetings (including High-Level Political Forums and other fora hosted by the UN). We hope that the SDGs will be a core focus of every continental summit and dialogue organised by the EU, including this year’s EU-Latin America summit. We also look forward to full recognition of LRGs’ role by the new European Parliament and Commission that are to be elected next year. They should all walk the talk about multilevel governance.

Moreover, decentralised cooperation and partnerships are crucial instruments to achieve the 2030 Agenda at the local and regional levels. Sharing and learning from peers in Europe and further afield bring expertise and inspiration to attaining the goal of decarbonised societies, in a coherent, just, and inclusive way. We at CEMR and PLATFORMA continue to support the global 2030 Agenda in Europe and around the world, particularly through more innovative partnerships with peers.

Only six summers remain if we are to make this a decade of action. To do so, we must work in partnership within Europe and beyond our borders. As associations representing LRGs, CEMR and PLATFORMA have always ensured that they not only listen to the subnational level, but give it a voice as well, and we stand ready to assist, exchange, and improve local capacity to anticipate and respond to any future crises and situations.

Therefore, part of the success of achieving the 2030 Agenda is raising the awareness of citizens and people about the global challenges the world and their locality are facing, equipping them with critical thinking and offering spaces for them to understand, engage in and contribute to the solutions. Global citizenship education – in which LRGs have a key role to play...
– needs to be further developed, tapping into both formal and informal mechanisms as well as settings. This is all the more essential now when SDG 11 is being reviewed.

We will continue this year to be a valuable source for information on the state of progress of the SDGs at local and regional levels in Europe, thanks to the strong support of our national associations, findings which we will also share with peers around the world. Our study comes at a propitious moment for HLPF, which will be followed this year by the SDG Summit in September 2023 in New York, marking the midpoint of the implementation of the 2030 Agenda.

Localising the global agenda has never been more important than in today’s world. As the world takes a closer in-depth look at SDG11, we hope it will see all that the local level has to offer and how it is actively engaged, being directly impacted by all global policies.

Lastly, we stand by our peers in Ukraine and other territories in conflict and crisis. We remain firmly convinced that, through local democracy and peer-to-peer dialogue, anchored in the value of peace that has united our municipalities across Europe since 1951, we will build a more sustainable world for people today and for the next generations.”
Further reading