



The Surabaya Draft and the Quito Implementation Plan: Opportunities in the New Urban Agenda for Creating Momentum Post-Quito

The Third Preparatory Committee of the Habitat Process held in Surabaya in July was an opportunity for delegations to convene and finalize the text of the New Urban Agenda and to orient focus toward implementation of the declaration. After lengthy deliberations, it was decided that further negotiations would be necessary. Out of the Surabaya meetings came the Surabaya Draft of the New Urban Agenda, on which WRI is pleased to provide the following commentary in support of the upcoming negotiations in New York.

The Surabaya draft articulates many of the challenges and disagreements between member countries seen in Surabaya, but it also makes considerable progress on many of the key issues upon which many agree, including inclusive, safe, sustainable mobility in Paragraph 108 and urban water challenges in Paragraphs 70-71. When negotiators reconvene in New York next week, we will bear witness to one final push for a New Urban Agenda that is strong and ambitious, including the necessary power to create momentum toward a more sustainable urban future and toward operationalization of the Sustainable Development Goals – especially SDG 11 – and the Paris Agreement on Climate Change.

WRI appreciates the opportunity to review and respond to the Surabaya Draft. The Surabaya Draft shows improvement from previous drafts, including more holistic coverage of urban challenges and opportunities in several sectors and a more structured, fleshed-out global reporting framework. However, there remain several areas that can be strengthened and should be considered as negotiators close this draft in New York, including the following:

National-Level Reporting and Connection to Other Processes

One key improvement to the Surabaya Draft of the New Urban Agenda is the inclusion of a clear structure for a global Habitat III progress report in Section C. The global report will be produced every 4 years, and will include internationally agreed-upon targets and goals. The text does not establish a process for setting the aforementioned targets and goals. However, the text does acknowledge that these goals should be aligned with the follow-up and review processes of the Sustainable Development Goals, which is a considerable step in the right direction. The text includes new global reporting commitment to the exclusion of the previously included bi-annual, voluntary national-level reporting recommendation present in the last draft. A system for national level reporting and follow-up has the potential to give state actors greater ownership of the New Urban Agenda and motivate new national-level commitments, especially in support of SDG and NDC commitments.

Along the same lines, the Surabaya Draft continues to lack clear and direct linkages to the Paris Agreement on Climate Change. As one of the most successful and high-profile global agreement in recent times, the Paris Agreement on Climate Change and the related NDCs will surely attract considerable resources and spur enthusiasm for action. Cities play a key role in the achievement of national level NDCs, and the New Urban Agenda would be remiss if it does not embrace this opportunity to amplify the relevance of urban action and build on the Paris momentum.

Strengthening Follow-Up through the Quito Implementation Plan

At the conclusion of the Third Preparatory Committee in Surabaya, the Habitat III Secretariat launched the Quito Implementation Plan – a platform for showcasing initiatives and commitments from non-state actors. As WRI and many others have been proposing similar action platforms for quite some time, this launch was roundly welcomed. However, there is no mention of the Quito Implementation Plan within the Surabaya Draft itself, which would designate the Quito Implementation Plan and the stakeholders engaging with it a clear role in the operationalization of the New Urban Agenda. To ensure that the Quito Implementation Plan is

useful and successful in achieving its goals, the negotiators should specifically designate its intended role within the text to ensure its link to the process and its legacy over the coming 20 years.

Similarly, the Quito Implementation Plan could be significantly improved by expanding its purpose from a platform for highlighting new and existing initiatives into a platform for knowledge, action, and reporting across stakeholder groups as well. Similar to the Lima-Paris Action Agenda (LPAA), the Non-State Actor Zone for Climate Action (NAZCA), and the Paris Process on Mobility and Climate (PPMC), the Quito Implementation Plan has the capacity to unite diverse stakeholders behind one flag for centralized initiatives and campaigns and provide a platform for actors across sectors – business, non-state, and civil society, as well as nations – to showcase and report on their commitments and activities that contribute to the achievement of the goals stated in the New Urban Agenda in a systematic way.

Motivating Stronger Commitments in the NUA

Though the Surabaya Draft of the New Urban Agenda sees increased and more comprehensive coverage of pressing challenges and solutions, there is also a noticeable fading of strength in the language used to commit countries to action. Throughout the text, where countries once would “commit” to a change or “establish” new practices, the language now implies softer commitments: to “support,” “endorse,” “promote,” or “encourage” such actions. Because the New Urban Agenda is non-binding, it is essential that the text creates the strongest pledges possible that create momentum and incentives toward operationalizing these voluntary commitments. In New York, negotiators should consider where and how to give the New Urban Agenda teeth that can stimulate action and inspire more steadfast commitments.

Operationalizing Innovative Funding and Financing Mechanisms

Driving the New Urban Agenda toward success will require clear commitments from a broad range of stakeholders regarding the funding and financing of sustainable, inclusive and competitive urban infrastructure and services. In the first instance, a successful Habitat III process should be geared toward helping cities and other key strategic partners unlock previously underutilized or entirely untapped sources of funding. For local authorities, this could include investment proceeds, such as land value capture; investment incentives, such as direct grant funding and tax concessions for sustainable solutions; or own source revenues, such as intergovernmental transfers and property taxes. Operationalizing effective funding will result in cities having access to reliable resources from a range of sources. A key challenge facing many cities is to develop and strengthen adequate financial management capacities.

Additionally, national and global financing bodies should be encouraged to divert more investment capital towards the priority areas outlined in the New Urban Agenda through a range of existing and emerging financial products that can help catalyze and scale up investments for sustainable solutions aligned with the priorities of the NUA. Some promising examples exist as a broad range of targeted debt products, including tailored loans at favorable terms (concessional rates and longer tenors) and bonds dedicated to sustainable infrastructure and service investments (e.g. green bonds), as well as increased equity participation by diverse types of investors with different risk profiles, either directly in an investment or indirectly through participation in an investment fund providing tailored debt/equity.

The indispensable role that public institutions have in developing confidence in emerging markets for investments aligned with NUA priorities cannot be overemphasized. Through the investment incentives they can channel, they have the power to build and transform markets away from business as usual toward an investment climate that trusts in the financial soundness of sustainable infrastructure and service investments. In cases of direct equity participation by private sector actors, which can be a productive avenue for delivering infrastructure and services, public institutions have an important role to play to ensure that such arrangements always serve end-user outcomes. Quito will provide an opportunity for funders and financiers from around the world, including the private sector, development institutions, non-profit foundations and philanthropies, governments and more, to show strong resolve toward making real the vision laid out in the New Urban Agenda.

The Need for a Mobility Paradigm Shift

The Surabaya Draft has successfully included key elements missing or lacking in prominence from previous versions, including road safety, sustainable mobility, and mobility financing instruments. In particular, we applaud the inclusive and progressive commitments outlined in Paragraph 108. The Surabaya Draft also highlights the need for a coordinated approach between global processes related to mobility, with the notable exception of the Brasilia Declaration on Road Safety. Still, the draft could be better served by emphasizing the urgency of creating an actionable agenda towards a mobility paradigm shift. As cities will play a prominent role in creating a more sustainable future for all, equitable and accessible mobility will be key to creating the cities of the future. This mobility vision should include not only new and improved forms of mobility infrastructure and services, but also seek out ways to mitigate demand for travel services by creating complete neighborhoods and incentivize the use of non-motorized modes, such as walking and cycling.

Ensuring Action on Gender Equality

The Surabaya Draft should be commended for its improved inclusion of gender and women's issues throughout the text, both directly and indirectly. As the nuances and challenges of gender issues impact every aspect of inclusive development, these considerations are an essential component in ensuring that the cities of the future are truly cities for all. There are two additional ways the New Urban Agenda could reinforce the importance of gender considerations within the text and follow-up processes after Quito. First, negotiators should consider including a provision in Section C calling for the development of guidance and capacity building aimed at effectively implementing the commitments to women's empowerment and gender equality. Second, negotiators should consider establishing a body to ensure that urban policies, decision-making, and initiatives at the global, regional and national levels are responding to the gender-related commitments made in the New Urban Agenda. These action-focused steps can ensure that the legacy of the New Urban Agenda is seen as progressive, inclusive, and successful, especially as these issues rise to greater prominence in the coming years.

Next Steps towards Quito

As negotiators and other stakeholders convene once again in New York, it is urgent that all are in agreement that the activities and conversations in Quito are focused on post-Quito action and the construction of a robust foundation for strong country implementation plans. This cannot be achieved if the New Urban Agenda is still under debate. WRI is calling for a program in Quito that allows countries and non-state actors alike to share strong commitments and implementation plans and to put a spotlight on innovative collaborations across sectors and levels of government. As we move into the final stages of the formal process and cross the threshold into a Post-Quito age, we must all turn our attention from the dialogue of vision toward the creation of a shared urban future.

Specific Text Edits

In addition to overarching messaging suggestions, WRI would like to suggest the following specific changes and additions to the text:

- **6:** We take full account of our commitments in the 2030 Agenda for Sustainable Development, including the Sustainable Development Goals (SDGs), and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, as well as the Paris Agreement on climate change, the Sendai Framework for Disaster Risk Reduction 2015-2030, the Small Island Developing States Accelerated Modalities of Action (SAMOA) Pathway, the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020, the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014-2024, **the Decade of Action on Road Safety 2011-2020, and the Brasilia Declaration on Road Safety**. We also take account of the Rio Declaration on Environment and Development, the World Summit on Sustainable Development, the World Summit for Social Development, the Programme of Action of the International Conference on Population and Development, the Beijing Platform for Action, and the United Nations Conference on Sustainable Development, and the follow up to these conferences.
- **12(c):** Environmental sustainability, by promoting clean **and efficient** energy, resource and land use efficiency in urban development, as well as protecting ecosystems and biodiversity, including adopting healthy lifestyles in harmony with nature; promoting sustainable consumption and production patterns; building urban resilience; reducing disaster risks; and mitigating and adapting to climate change.
- **20 (new):** **We welcome the opportunity of the Quito Implementation Plan, allowing specific commitments by various partners intended to contribute to and reinforce the implementation of the outcomes of Habitat III Conference and the New Urban Agenda. These voluntary commitments are intended to transition into concrete actions, with measurable and achievable outcomes that are focused on implementation, showing great depth of information for future accountability and transparency.**
- **29:** We commit to promote national, sub-national, and local housing policies that support the progressive realization of the right to adequate housing for all as a component of the right to an adequate standard of living, **with recognition of the importance of well-located** housing, that address all forms of discrimination and violence, prevent arbitrary forced evictions and **support displacement of community members due to gentrification forces**, and focus on the needs of the homeless, persons in vulnerable situations, low income groups, and persons with disabilities, while enabling participation and engagement of communities and relevant stakeholders, in the planning and implementation of these policies.
- **32:** We commit to ensure equitable and affordable access to sustainable basic physical and social infrastructure for all, without discrimination, including affordable serviced land, housing, modern and **sustainable** energy, safe drinking water and sanitation, safe nutritious and adequate food, waste disposal, sustainable mobility, healthcare and family planning, education, culture, and information and communication technologies. We further commit to ensure that these services are responsive to the rights and needs of women, children and youth, older persons and persons with disabilities, indigenous peoples and local communities, and others that are in vulnerable situations such as refugees, internally displaced persons and migrants. In this regard, we encourage the elimination of legal, institutional, socio-economic, or physical barriers.
- **39:** We commit to promote institutional, political, legal, and financial mechanisms in cities and human settlements to broaden inclusive platforms, in line with national **and subnational** policies that allow meaningful participation in decision-making, planning, and follow-up processes for all, as well as an enhanced civil engagement and co-provision and co-production.
- **48:** We commit to encourage urban-rural interactions and connectivity by strengthening sustainable transport and mobility **(specifically by expanding quality public transport and safe walking and bicycling facilities)**, technology and communication networks and infrastructure, underpinned by planning instruments based on an integrated urban and

territorial approach in order to maximize the potential of these sectors for enhanced productivity, social, economic, and territorial cohesion, as well as safety and environmental sustainability. This should include connectivity between cities and their surroundings, peri-urban and rural areas, as well as greater land-sea connections, where appropriate.

- **52:** We commit to encourage the generation and use of **sustainable, efficient**, and affordable energy and transport infrastructure, achieving the benefits of connectivity and reducing the financial, environmental, and public health costs of inefficient mobility, congestion, air pollution, urban heat island effect, and noise. We also commit to give particular attention to the energy and transport needs of all people, particularly the poor and those living in informal settlements. We also note that reductions in renewable energy costs **and increased energy efficiency investments** give cities and human settlements an effective tool to lower energy supply costs.
- **62:** We also recognize that urban centers worldwide, especially in developing countries, often have characteristics that make them and their inhabitants especially vulnerable to the adverse impacts of climate change and other natural and man-made hazards, including to **earthquake**, extreme weather events, flooding, subsidence, storms, including dust and sand storms, heat waves, water scarcity, droughts, water and air pollution, vector borne diseases, and sea level rise particularly affecting coastal areas, delta regions, and small island developing States, among others. **We note that climate change affects urban inhabitants differently, and that vulnerability is a product of pre-existing socio-economic inequality and territorial exposure.**
- **63:** We commit to facilitate the sustainable management of natural resources in cities and human settlements in a manner that protects and improves the urban ecosystem and environmental services, reduces greenhouse gas emissions and air pollution, and promotes disaster risk reduction and management **oriented to adaptation**, while fostering sustainable economic development and all persons' well-being and quality of life, through environmentally sound urban and territorial planning, infrastructure, and basic services.
- **64:** We commit to use a smart city approach, **based on open data and open and documented standards shared with civil society and other stakeholders**, which makes use of opportunities from digitalization, clean energy and technologies as well as innovative transport technologies, thus providing options for inhabitants to make more environmentally friendly choices, boost sustainable economic growth, **and foster participation and quality of service.**
- **68:** We commit to support local **and efficient** provision of goods and basic services, leveraging the proximity of resources, recognizing that a heavy reliance on distant **or inefficient** sources of energy, water, food, and materials can pose sustainability challenges, including vulnerability to service supply disruptions, and that local provision can enable better access for inhabitants to resources.
- **72:** We commit to promote environmentally sound waste management and to substantially reduce waste generation by reducing, re-using, and recycling (3Rs) of waste, minimizing landfills, and converting **waste to energy only when it is the option with the lowest environmental impact.** We further commit to reduce marine pollution through improved waste and waste water management in coastal areas.
- **73:** We commit to support sub-national and local governments, as appropriate, to develop sustainable, renewable, and affordable energy, energy efficient buildings and construction modes, and to promote energy conservation and efficiency, which are essential to enable the reduction of greenhouse gas and black carbon emissions, achieve sustainable consumption and production patterns, **improve local economic competitiveness and opportunity**, and help to create new decent jobs, improve public health, and reduce the costs of energy supply.
- **77:** We commit to promote international, national, sub-national, and local climate action, including climate change adaptation and mitigation, and to support cities and human settlements, their inhabitants and all local stakeholders to be key implementers. We further commit to support building resilience and reducing emissions of greenhouse gases as well as emissions of short lived climate pollutants, from all relevant sectors **and transparently report our progress to the**

relevant international and local data platforms. Such measures should be consistent with the goals of the Paris Agreement on climate change, including holding the increase in the global average temperature to well below 2 degrees Celsius above pre-industrial levels, and pursuing efforts to limit the temperature increase to 1.5 degrees Celsius above pre-industrial levels.

- **93:** We will encourage implementing sustainable urban and territorial planning, including city-region and metropolitan plans, to encourage synergies and interactions among urban areas of all sizes, and their peri-urban and rural surroundings, including those that are cross-border, and support the development of sustainable regional infrastructure projects that stimulate sustainable economic productivity, promoting **sustainable and** equitable growth of regions across the urban-rural continuum. In this regard we will promote urban-rural partnerships and inter-municipal cooperation mechanisms based on functional territories and urban areas as effective instruments to perform municipal and metropolitan administrative tasks, deliver public services, and promote both local and regional development.
- **96:** We will support the implementation of urban planning strategies, as appropriate, that facilitate a social mix through the provision of **well-located** affordable housing options with access to quality basic services and public spaces for all, enhancing safety and security, favoring social and inter-generational interaction and the appreciation of diversity.
- **106:** We will promote the development of adequate and enforceable regulations in the housing sector, **and buildings sector more broadly**, including, as applicable, **resilient** building codes, standards, development permits, land use by-laws and ordinances, and planning regulations, combating and preventing speculation, displacement, homelessness, and arbitrary forced evictions, ensuring sustainability, quality, affordability, health, safety, accessibility, energy and resource efficiency, and resilience. We will also promote differentiated analysis of housing supply and demand based on high-quality, timely, and reliable disaggregated data at the national, sub-national, and local levels, considering specific social, economic, environmental, and cultural dimensions.
- **109(a):** ...a significant increase in accessible safe, efficient, affordable, and sustainable infrastructure for **quality** public transport as well as **safe**, non-motorized options such as walking and cycling, prioritizing them over private motorized transportation...
- **111:** We will support the development of these mechanisms and frameworks, based on sustainable urban transport and mobility policies, for sustainable, open, and transparent procurement and regulation of transport and mobility services in urban and metropolitan areas, including new technology that enables shared mobility services **and autonomous vehicle operations**, as well as the development of clear, transparent, and accountable contractual relationships between local governments and transport and mobility service providers including on data management, which further guarantee public interest, protect individual privacy, and define mutual obligations.
- **112:** We will support better coordination between transport and urban and territorial planning departments, in mutual understanding of planning and policy frameworks, at the national, sub-national, and local levels, including through sustainable urban and metropolitan transport and mobility plans **that encourage and prioritize quality public transport and safe walking and bicycling over private motorized transportation**. We will provide support to sub-national and local governments to develop the necessary knowledge and capacity to implement and enforce such plans and **encourage the creation of metropolitan transport authorities that plan, coordinate and control the operation of mobility services in conurbations**.
- **113:** We will support sub-national and local governments to develop and expand financing instruments, enabling them to improve their transport and mobility infrastructure and systems, such as Bus Rapid Transit systems, rail systems, cycling lanes, pedestrian zones, and technology-based innovations in transport and transit systems to reduce congestion and pollution while improving efficiency, connectivity, accessibility, safety, and quality of life. **Financing instruments may include economic transport demand management measures, like parking management, congestion charge in certain urban zones and corridors, levies on highly polluting vehicles, and taxes on fossil fuels, as well as value capture mechanisms on real estate and transport taxes on firms.**

- **115:** We will equip public water and sanitation utilities with the capacity to implement sustainable water management systems, including sustainable maintenance of urban infrastructure services, through capacity development with the goal of progressively eliminating inequalities, and promoting both the universal and equitable access to safe and affordable drinking water for all, and adequate and equitable sanitation and hygiene for all **and efficient and affordable water and sanitation systems.**
- **116:** We will promote energy efficiency and sustainable renewable energy, and support local governments to apply them in public buildings, infrastructures and facilities, as well as in taking advantage of their direct control, where applicable, of local infrastructure and codes, to foster more efficient use of energy in end-use sectors, such as residential, commercial, and industrial buildings, industry, transport, **outdoor lighting, water systems,** waste and sanitation. We also encourage the adoption of building performance codes and standards, renewable portfolio targets, energy efficiency labelling, retrofitting of existing buildings and public procurement policies on energy, among other modalities as appropriate, to achieve energy efficiency targets. We will also prioritize, **where appropriate,** smart grid, **distributed generation,** district energy systems and community energy plans to improve synergies between renewable energy, energy efficiency **and energy access and reliability.**
- **121:** We recognize that the implementation of the New Urban Agenda requires an enabling environment and a wide range of means of implementation including access to science, technology, and innovation and enhanced knowledge sharing on mutually agreed terms, capacity development **for institutions and individuals,** and mobilization of financial resources, tapping into all available traditional and innovative sources at the global, regional, national, subnational, and local levels as well as enhanced international cooperation and partnerships among Governments at all levels, the private sector, civil society, and the United Nations System, and other actors, based on the principles of equality, non-discrimination, accountability, respect of human rights, including the right to development, and solidarity, especially with those that are the poorest and most vulnerable
- **140:** We will explore and develop feasible solutions for climate and disaster risks in cities and human settlements, including through collaborating with insurance and reinsurance institutions and other relevant actors, with regard to investments in urban and metropolitan infrastructures, buildings, and other urban assets, as well as for local populations, **organizations, and communities** to secure their shelter and economic needs.
- **143:** We will promote capacity development as a multifaceted approach that addresses the **skills and** ability of multiple stakeholders and institutions at all levels of governance, and combines the individual, societal, and institutional capacity to formulate, implement, enhance, manage, monitor, and evaluate public policies for sustainable urban development
- **152:** We will strengthen the data and statistical capacities at national, sub-national, and local levels to effectively monitor progress achieved in the implementation of sustainable urban development policies and strategies, **including climate mitigation and adaptation planning,** and to inform decision-making and appropriate reviews **with special attention to timely, reliable, accurate, frequent, open and innovative collection methods.** Data collection procedures should be open, transparent, **globally comparable** and consistent with the purpose of respecting privacy rights and all human rights obligations and commitments. Progress towards a global people-based definition of cities and human settlements may support this work.
- **153:** We will support the role and enhanced capacity of sub-national and local governments in data collection, mapping, analysis, and dissemination, as well as promoting evidence-based governance **and environment and climate action planning,** building on a shared knowledge base using both globally comparable as well as locally generated data, including through censuses, household surveys, population registers, community-based monitoring processes and other relevant sources, disaggregated by income, sex, age, race, ethnicity, disability, geographic location, and other characteristics relevant in national, sub-national, and local contexts.

- **154:** We will foster the creation, promotion, and enhancement of open, user-friendly, and participatory data platforms using technological and social tools **and globally comparable methodologies** available to transfer and share knowledge among national, sub-national, and local governments and relevant stakeholders, including non-state actors and people, to enhance effective urban, **environmental and climate action** planning and management, efficiency, and transparency through e-governance, information and communications technologies assisted approaches, and geospatial information management.
- **163:** We will continue strengthening mobilization efforts through partnerships, advocacy, and awareness activities on the implementation of the New Urban Agenda using existing initiatives such as World Habitat Day and World Cities Day, as well as considering establishing new initiatives to mobilize and generate support from civil society, citizens, and stakeholders. **We will promote the Quito Implementation Plan as a platform for convening diverse stakeholders behind implementation initiatives across sectors including Agriculture, Forests, Transport, Energy, Resilience and Buildings, and from parties including Cities & Subnationals, Private Finance, and Business.** We recognize the importance of continuing to engage in the follow-up and review of the New Urban Agenda with sub-national and local governments associations represented at the World Assembly of Local and Regional Governments.

