RIO 2012 Issues Briefs

Prepared by UNCSD Secretariat

No. 5



Sustainable Cities

1. Introduction

This brief is aimed at providing a basic reference fact sheet relative to international time-bound commitments in the area of cities, with a view to facilitating constructive discussion around sustainable cities in the course of the preparation for UNCSD. It examines existing commitments; briefly reports on the implementation of those; examines proposals that have been made to date in relation to future goals with time-bound targets for the international community to consider. Finally, suggestions are made on how goals for the future in this area could be structured.

2. Existing commitments

This section refers to international commitments in current legislation relating to cities. The urban dimension has been addressed in the UN context in a number of fora. Since the Earth Summit in 1992, The Habitat agenda has followed its own track since the Istanbul Habitat Summit. United Nations General Assembly Resolution S25.2 of 9 June 2001 reaffirmed that the Istanbul Declaration and the Habitat Agenda would remain the basic framework for sustainable human settlements development in the years to come. The urban dimension has been repeatedly highlighted in the discussions of the Commission on Sustainable Development Urban, for example at the 9th session which focused on transport and the 13th session that covered water and sanitation. The World Summit on Sustainable Development in Johannesburg in 2002 also emphasized the urban dimension, and several paragraphs of the JPOI include commitments related to cities (e.g. paragraph 11, specifically dedicated to cities; paragraph 21 on transports; paragraph 8 on water and sanitation, paragraph 39(a) and 56 on air pollution, and paragraph 167 on local authorities). The urban dimension is also present in the Millennium Development Goals.

As the physical places where sectoral actions and policies are often implemented, cities and the urban dimension have been featured in international legislation covering topics as diverse as

slums, transport, health, water and sanitation, sewage, access to clean cooking fuels, access to electricity, local government capacity, and many others. The role of cities as implementers of the sustainable development agenda alongside with other levels of governments was also the topic of a specific chapter of Agenda 21 (Chapter 28).

Taken together, the internationally agreed commitments that directly concern cities count in the dozens – just the Habitat agenda includes more than 100 commitments. However, most of those commitments are not attached to specific targets and delivery dates. For example, the Istanbul declaration and Habitat agenda do not contain any target and dates. Therefore, for the next two sections of this note, only commitments that were adopted with an associated target and delivery date for achieving the target are included. The following table has been prepared on the basis of the following resolutions, decisions, declarations and action plans:

- Agenda 21 (1992)
- Istanbul Declaration (1996) and Habitat Agenda³
- Millennium Development Goals (MDGs) (2000)
- Johannesburg Plan of Implementation (JPOI) (2002)
- Reports of the Commission on Sustainable Development
- Annual UN GA resolutions with the title "Implementation of the outcome of the United Nations Conference on Human Settlements (Habitat II) and strengthening of the United Nations Human Settlements Programme"⁴
- MDG Summit outcome document (2010)⁵
- Plan of Action on Cities, Subnational Governments and Other Local Authorities for Biodiversity (2011-2020)⁶
- Hyogo Framework for Action 2005-2015: International Strategy for Disaster Reduction, Building the Resilience of Nations and Communities to Disasters⁷

Table 1. Summary of commitments with time-bound targets from consulted documents

Document	Target	Delivery Date
Agenda 21	7.38. The objective is to ensure the provision of adequate	2025
Chapter 7 – Promoting Sustainable	environmental infrastructure facilities in all settlements by the	
Human Settlement Development	year 2025. The achievement of this objective would require	
D. Promoting the integrated	that all developing countries incorporate in their national	
provision of environmental	strategies programmes to build the necessary technical,	
infrastructure: water, sanitation,	financial and human resource capacity aimed at ensuring better	
drainage and solid-waste	integration of infrastructure and environmental planning by the	
management	year 2000.	2000

		T
Agenda 21 Chapter 7 – Promoting Sustainable Human Settlement Development H. Promoting human resource development and capacity-building for human settlements development	7-78 (a)achieve by the year 2000 substantial improvement in the efficiency of governmental services	2000
Agenda 21 Chapter 6 – Protecting and Promoting Human Health D. Meeting the urban health challenge	Achieve a 10 to 40 per cent improvement in [urban] health indicators by the year 2000. [para. 6.33 mentions the need to develop specific targets for indicators such as infant mortality, maternal mortality, percentage of low-birth-weight newborns, diarrhoeal diseases, tuberculosis, industrial and transportation accidents, drug abuse, violence and crime.]	2000
Agenda 21 Section 3 Chapter 21 – Environmentally sound management of Solid Wastes and Sewage-related issues	21.18 Governments, according to their capacities and available resources and with the cooperation of the United Nations and other relevant organizations, as appropriate, should: (a) By the year 2000, promote sufficient financial and technological capacities at the regional, national and local levels, as appropriate, to implement waste reuse and recycling	2000
	policies and actions; (b) By the year 2000, in all industrialized countries, and by the year 2010, in all developing countries, have a national programme, including, to the extent possible, targets for efficient waste reuse and recycling.	2000/2010
	21.29. Governments, according to their capacities and available resources and with the cooperation of the United Nations and other relevant organizations, as appropriate, should: (a) By the year 2000, establish waste treatment and disposal	2000
	quality criteria, objectives and standards based on the nature and assimilative capacity of the receiving environment; (b) By the year 2000, establish sufficient capacity to undertake waste-related pollution impact monitoring and conduct regular surveillance, including epidemiological surveillance, where	2000
	appropriate; (c) By the year 1995, in industrialized countries, and by the year 2005, in developing countries, ensure that at least 50 per cent of all sewage, waste waters and solid wastes are treated or disposed of in conformity with national or international environmental and health quality guidelines; (d) By the year 2025, dispose of all sewage, waste waters and	1995/2005 2025
	solid wastes in conformity with national or international environmental quality guidelines. 21.39. Governments, according to their capacities and available resources and with the cooperation of the United Nations and other relevant organizations, as appropriate, should: (a) By the year 2000, have the necessary technical, financial	2000
	and human resource capacity to provide waste collection services commensurate with needs; (b) By the year 2025, provide all urban populations with	2025
	adequate waste services; (c) By the year 2025, ensure that full urban waste service coverage is maintained and sanitation coverage achieved in all rural areas.	2025

Agenda 21	28.2. The following objectives are proposed for this programme	
Chapter 28	area:	
Local Authorities Initiatives in Support of Agenda 21	(a) By 1996, most local authorities in each country should have undertaken a consultative process with their populations and achieved a consensus on "a local Agenda 21" for the	1996
	community (b) By 1993, the international community should have initiated a consultative process aimed at increasing cooperation between local authorities	1993
	(c) By 1994, representatives of associations of cities and other local authorities should have increased levels of cooperation and coordination with the goal of enhancing the exchange of information and experience among local authorities	1994
MDG 7: Ensure Environmental	Target 7.C:	
Sustainability	Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation Target 7D:	2015
	By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers	2020
Johannesburg Plan	8we agree to halve, by the year 2015, the proportion of	2015
of Implementation	people who are unable to reach or to afford safe drinking water	
Chapter II – Poverty	(as outlined in the Millennium Declaration) and the proportion	
Eradication	of people who do not have access to basic sanitation	
	11. By 2020, achieve a significant improvement in the lives of at least 100 million slum dwellers, as proposed in the "Cities without slums" initiative.	2020
Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020)	Annex - 3. By 2020: (a) Relevant tools, guidelines and capacity-building programmes based on best practices, as well as innovative financial mechanisms to support their implementation should, as appropriate be in place to increase synergies between the various levels of government in implementing the Strategic Plan for Biodiversity 2011-2020, considering the specific mandates of each level of government;	2020
	(b) National biodiversity strategies and action plans should be supported, as appropriate, by subnational and local strategies and corresponding action plans;	
	(d) Monitoring and evaluation systems for subnational governments and local authorities should, as appropriate be applied, guided by national frameworks, to report on progress to national governments in line with reporting obligations under the Convention on Biological Diversity, and to set benchmarks for local biodiversity management in line with the 2011-2020 indicator framework under the Convention on Biological Diversity, using tools such as the Singapore Index on Cities' Biodiversity. ⁸	

3. Delivery of commitments

Due to the multiplicity of commitments that have been agreed, it is impossible here to give a picture of the status of their implementation. In a nutshell, while many positive developments have been registered since 1992 in many areas of the world, the needs in terms of basic infrastructure such as energy and transport, water and sanitation, housing, and associated institutions generated by intense urbanization pressure in most regions has resulted in many issues identified in Agenda 21 still being of concern today.

Efforts supported by the international community have covered almost all sectors. Air quality issues have seen successes. For example, international efforts to support the elimination of lead from gasoline have largely succeeded. Public transport has received strong support from international financing institutions. Access to clean domestic energy has become more prominent over time. Electrification rates have progressed worldwide, as have the proportions of people with access to clean drinking water and sanitation. However, serious challenges remain in areas such as access to sanitation, sewage, slums, and many others.

Since 1992, progress on social, environmental and economic fronts in cities has been achieved through actions involving all the geographical levels, from the international to the local. UN-Habitat has had an important implementation role, alongside with the World Bank and other IFIs. International initiatives such as "Cities without Slums" were supported by international agreements. National policies on energy, transport, and infrastructure have had a strong influence on what has happened at the local level. Cities themselves, individually or through networks such as C40, have often been at the forefront of innovative policy-making and implementation, in particular on issues like climate change, "3Rs" policies for waste (reduce, reuse, recycle), public participation and air quality. Many cities have also experienced integrated urban projects aiming both at piloting specific technological solutions in selected sectors (e.g. transport or energy efficiency in buildings) and at materialising on the ground the ideas of industrial ecology and related concepts.

In recent years, issues related to climate change mitigation and adaptation and natural disaster risk management have become more prominent on the urban agenda worldwide. In parallel with the adoption of the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, improving the "resilience" of cities to climate change and other natural events is now considered as a mainstream paradigm and has been integrated in technical cooperation and international assistance frameworks.

Regarding the time-bound commitments listed above, a summary evaluation is given below.

Agenda 21, chapter 7, adequate capacities by 2000: this target has not been achieved. In many places, capacities remain inadequate to address the issues.

Agenda 21, solid waste, targets for capacity: unknown, but probably unmet. None of the targets for waste treatment are well on track. The monitoring systems for waste are weak (data on solid waste are fragmentary or do not exist in many countries).

Agenda 21, chapter 7, universal provision of environmental infrastructure by 2025: in order to be reached, this goal would need efforts beyond the end date of related MDGs. For example, universal sanitation coverage will not be achieved in 2015.

Agenda 21, chapter 6, urban health: a subset of the indicators recommended in Agenda 21 have been included in the MDGs (child and maternal death, tuberculosis), but they are not systematically monitored for urban areas specifically. Others are not centralized systematically (e.g. violence and crime). ⁹

Agenda 21, chapter 28: in 2002, a study done by ICLEI and the Secretariat for WSSD in collaboration with Capacity 21/UNDP found more than 6,000 local communities engaged in Local Agenda 21 processes worldwide, the vast majority of which in Europe. However, since 2002 the momentum for local agenda 21 seems to have decreased.

MDG7C: access to drinking water is well on track. Access to sanitation is not on track.

MDG7D: this target has been likely achieved. However, the goal was vaguely formulated and clearly not consistent with the needs (many more than 100 million people have joined new slums since 2000), nor adequately formulated (static formulation versus dynamic growth of cities). There are more slum dwellers today than in 2000.

The Plan of Action on biodiversity came into effect only this year. A number of cities have reported to the Convention on Biological Diversity (CBD) that they have initiated Local Biodiversity Strategic Action Plans (LBSAPs) in collaboration with their respective national governments.

4. Cities-related goals proposed recently

This section mentions goals related to cities that have been put forward recently. Many other ideas for goals and associated targets in the urban sector have been proposed by think tanks, NGOs, and other actors.

Proposal by Colombia and Guatemala on Sustainable Development Goals (SDGs)¹⁰

The proposal includes one goal specifically relating to cities:

Promoting Sustainable Human Settlement Development

- Living conditions in urban and peri-urban areas include adequate incomes, diets, housing and services by 20__
- Environmentally sound urban development and expansion, and land utilization, promoted through public policies

The proposal also includes goals that are relevant for cities in the area of waste:

Specific targets to be defined for different types of waste, for example:

- Sufficient financial and technological capacities at the regional, national and local levels, as appropriate, to implement waste reuse and recycling policies and actions promoted by 20__
- National programs with targets for efficient waste reuse and recycling in place by 20__

DPI/NGO conference¹¹

The declaration from CSOs presented at the DPI/CSO conference, held in Bonn on September 3-5, 2011, contains a proposed SDG 10 on Green cities. Targets with a deadline included in this goal are the following:

- By 2030, cities have developed and are implementing action plans to address transport, public health and environmental needs in a harmonious and integrated way.
- By 2030, from the local to national, government policies foster compact, mixed-use, pedestrian-oriented, urban development that minimizes energy use and maximizes residential health and that reflects the concept of a society for all ages.
- All new buildings meet green building standards by 2030.
- By 2030, city transport needs are or remain predominantly met by mass transport, walking and bicycling.
- Quality of life is also improved for residents by 2030, providing access to green buildings with urban rooftop gardens, clean water, clean energy, waste management systems and sustainable transport.
- By 2030, urban areas with significant storm water pollution issues reduce impervious surface area by 30% below 2012 levels.

5. How a reflection on SDGs could be structured in this area

The existing goals with associated targets and delivery dates in this area are patchy and do not at all address urban consumption patterns, which are critical to address resource intensity and pollution issues globally.

If member States agree, an overarching goal for cities could be formulated in terms of improving quality of life whilst limiting the environmental footprint of cities. Within this overarching goal, sub-goals and targets could be defined (as in the MDGs) by sector, re-iterating existing commitments whose date has not expired, extending existing commitments that are not on track to be delivered (such as universal access to sanitation), and adding sectoral targets where obvious gaps are perceived to exist.

However, due to the relevance of cities in the implementation of practically all sectoral policies and programmes, when thinking of sustainability objectives it is challenging to delimitate a restricted "urban" scope of investigation. Perhaps the one of the most

practical approaches would be, in formulating an updated set of goals for sustainability, to address systematically the spatial dimension of sectoral goals and targets. This would allow addressing issues where cities play a critical driving role, such as consumption patterns. ¹²

Without prejudging the most practical approach, relevant dimensions for goals in the urban sector could include: reducing the number of people living in slums; improving health and broader quality of life indicators; providing a greater portion of the urban population with decent jobs; improving integrated planning for cities; improving energy efficiency in public buildings; decreasing emissions from transport; improving waste reduction, re-use and recycling; increasing water efficiency and re-use; achieving universal coverage in basic environmental infrastructure; improving the resilience of cities to natural disaster risks; and many others.

The purpose of the Rio 2012 Issues Briefs is to provide a channel for policymakers and other interested stakeholders to discuss and review issues relevant to the objective and themes of the conference, including a green economy in the context of sustainable development and poverty eradication, as well as the institutional framework for sustainable development.

For further information on this Brief, contact David Le Blanc (leblanc@un.org).

¹ http://www.unhabitat.org/downloads/docs/2071_246_A_RES_S25_2.doc

² Employment, drinking water and sanitation, and management of natural disasters risk are not addressed explicitly in this issue note. they will be covered in separate notes.

³ http://ww2.unhabitat.org/declarations/habitat_agenda.asp

⁴ Accessed on http://www.un.org/en/ga/

⁵ GA resolution A/65/L.1, Accessed on http://www.un.org/en/mdg/summit2010/pdf/mdg%20outcome%20document.pdf

⁶ http://www.cbd.int/decision/cop/?id=12288

⁷ http://www.unisdr.org/we/inform/publications/1037

The User's Manual for the index, developed in two expert meetings and tested in over 30 cities, is available at http://www.cbd.int/authorities/gettinginvolved/cbi.shtml.

⁹ See UN-DESA, MDG Report 2011, p. 53-56.

¹⁰ Source: Rio+20: Sustainable Development Goals — Proposal by the Government of Colombia for consideration by the participating countries, Note by the Secretariat, Latin American and Caribbean Regional Meeting Preparatory to the United Nations Conference on Sustainable Development, Meeting of the member countries of the Rio de Janeiro Platform for Action on the Road to Johannesburg 2002: Latin America and the Caribbean in preparation for Rio de Janeiro 2012, Santiago, 7-9 September 2011, LC/L.3366, 22 August 2011.

¹¹ Source: http://www.uncsd2012.org/rio20/

index.php?page=view&nr=273&type=230&menu=38

¹² Several initiatives have proposed measures and indicators on dimensions such as productivity, competitiveness, and liveability of cities.