4. LOCALIZING VNR FINDINGS THROUGH SUBNATIONAL AND LOCAL GOVERNMENTS AND OTHER STAKEHOLDERS

What Is It?

A foundational tenet of the 2030 Agenda, the promise to “leave no one behind”, highlights the importance of inclusion, engagement and impact from the ground up. As such, localizing the VNR through local level actors, structures and mechanisms presents an important opportunity, made even more evident as local institutions, actors and organizations are those most under threat, strained and critical to providing relief and a frontline response to the COVID-19 pandemic.

Local and regional governments (LRGs), with strong, democratic and accountable institutions, are a precondition for achieving SDG 16. National governments themselves have stressed that they cannot tackle the 2030 Agenda alone and all SDGs have targets directly related to the responsibilities of local and regional governments. Localizing the VNR and, to that end, localizing SDG 16 require national, regional and local governments (multi-level collaborative governance) and a whole-of-society approach.

In addressing SDG 16 localization and the VNR, this chapter will look at the role and contribution of (LRGs) as well as the concept of SDG 16 localization more broadly, focusing on civil society leaders and adopting a whole-of-government and whole-of-society approach from the community level up. Given SDG 16’s focus on effective institutions and inclusive decision-making, this chapter will also look at the mechanisms for strengthened intergovernmental coordination and integration as well as at other, more subject-specific SDG 16 targets and their advancement at subnational and local levels.108

Localizing VNR Findings through Subnational and Local Governments relates to: the specific roles and responsibilities of local and regional governments (LRGs) in a VNR process; how LRGs might support, take forward or feed into VNR processes, including through Voluntary Local Reviews (VLRs) or Voluntary State Reviews (VSRs); and how different levels of government may better collaborate for strengthened 2030 implementation, including as related to SDG 16 and as linked to NDPs, policies and strategies.109 It should be noted that many LRGs are also acting on the SDGs independently from national government, through various policies, programming and citizen engagement.

Localizing SDG 16+ broadly speaks to contextualizing and grounding SDG 16 in local-level realities and structures, formal and informal. Focused on bottom-up engagement and prioritization, localization of SDG 16 is key to LNOB and is increasingly seen as critical to the Agenda’s overall success, though requiring more visibility and resources. Achieving 2030 Agenda commitments to peace, justice and inclusion depends on ownership, engagement and action by a range of actors, sectors and institutions at subnational levels and supporting locally led processes to advance SDG 16.

While perhaps differing in emphasis, the latter being more technical and the former more focused on the principles of inclusion and ownership, these two approaches are fundamentally interlinked and increasingly seen as one in the same, focused on local level realities, local leadership and continuous engagement across a host of actors at the local level.110

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108 As articulated in the *Towards the Localization of the SDGs* 2019 report by UCLG, “the fundamental contribution of local and regional governments lies in the daily task of ensuring access to quality public services for all, in building transparent and accountable local institutions, in making proactive measures to end violence and discriminatory policies, and to recover trust in public institutions.”

109 Details on VLRs and VSRs can be found in this section’s case studies and through various resources, including the online VLR Lab and the annual *Local and Regional Governments Forum on the 2030 Agenda.*

Somaliland SDG 16+ Coalition: Localization Through a Whole-of-Society and Whole-of-Government Approach Led by Civil Society

“Our process was about the locals; it was about ownership; it brought many people together and their involvement was the key. It was about helping new plants grow in the soil that was already there, rather than bringing in new soil.” Guleid Jama, Founder and Board Member, Human Rights Centre Somaliland

Through an extensive and consultative process, the Somaliland SDG 16+ Coalition has helped to support and drive SDG 16+ localization, generating buy-in across civil society and national and local government and using its 2019 baseline report to measure progress and maintain focus on reaching SDG 16+ targets.

While endorsing the 2030 Agenda and integrating the SDGs into its NDP, Somaliland has never presented a VNR largely due to its unrecognized status. Civil society decided to fill this gap and lead the process themselves, producing the ‘Somaliland SDG16+ Civil Society Progress Report’ in 2019. Over two years (2017-2018), civil society carried out a detailed review of progress made in achieving SDG 16+ priority targets and related processes, holding workshops throughout Somaliland with 55 different CSOs representing women’s groups, youth groups, those focusing on

111 This case study draws on interviews with the Somaliland SDG 16+ Coalition.

More info: https://safeworld.org/12125-action-against-conflict/2030-agenda

By the end of 2018, the Chief Justice, the Justice Minister, officials from the Ministry of Planning and the Attorney General’s Office had made public statements about SDG 16+ or included it in their work plans. The next step was to translate SDG 16+ commitments into action, using the 2019 baseline report to track and incentivize progress. Reflective of the report’s recommendations, the following actions have been taken:

- The Ministry of Justice requested that all of its staff receive training on SDG 16+ and requested that copies of the 2019 report be sent to each civil servant within the ministry.
- The Ministry of Planning, with support from the Coalition, organized the first Somaliland SDG Summit. To take place yearly, a national SDG progress report is to be produced.
- A National Technical Committee on Eradicating Female Genital Mutilation (FGM) led by the Ministry of Endowment and Regional Affairs was established.
- A National FGM policy was drafted in close collaboration with the Ministry of Employment, Social Affairs and Family (submitted to Cabinet for approval).
- Advocacy efforts to provide the Somaliland NSO with more technical and financial support.

The Somaliland SDG 16+ Coalition has also helped localize the ‘Peace in Our Cities’ campaign, working with the Mayor of Hargeisa to endorse the campaign and implement 16.1. The Coalition has also reached out to other cities, Borama and Las Anod, to join and share in lessons learned.

Take-Aways and Recommendations: Civil society groups used the process of developing and following up on the 2019 baseline report to promote civil society inclusion in SDG 16+ efforts nationally and locally, with civil society evidence used with official data. The 2019 report has helped to ensure that commitments made to implementing SDG 16+ are kept and remain localized, that shortcomings are highlighted and that there is a way to measure future progress.

“The main take-away is not to sit back and wait for the government to involve you in the process, but, as civil society, to take the extra step to lead and work with all stakeholders, including the government, to localize SDG 16+ and implement its commitments.”

Abdijalil Tahir, Somaliland SDG 16+ Coalition

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115 The Ministry is working on the 2020 Progress Report and the SDG16+ Coalition is working on an evaluation of progress made by all stakeholders against the 2019 report. Civil Society reports are to be produced every two years.
Kyber Paktunkwa Province of Pakistan Measuring Local Progress on Access to Information (SDG 16.10.2) in Pakistan

The Khyber Pakhtunkhwa Province of Pakistan is another example of championing a local initiative in monitoring and reporting progress on SDG Indicator 16.10.2 on Public Access to Information (ATI), generating evidence on how the right to information could drag attention to corruption and exposed potholes in the system. Using a methodology developed together by local governments and civil society, the province’s Right to Information Commission concluded in its assessment that the right to information had started to reverse the long-standing culture of secrecy in Pakistan, as well as forging a new relationship between government and the people based on trust-building through transparency and citizen engagement in public decision-making. This successful local initiative has inspired another province, the Punjab Province, to carry out the same voluntary monitoring and reporting on its progress on SDG Indicator 16.10.2, which could be linked to the wider transparency and anti-corruption issues.

As encapsulated by Local 2030

"Localizing development is then a process to empower all local stakeholders, aimed at making development more responsive."

and therefore, relevant to local needs and aspirations. Development goals can be reached only if local actors fully participate, not only in the implementation, but also in the agenda-setting and monitoring."

Finally, local authorities, while varying by context,

include elected and appointed officials, civil servants and service providers. Elected officials include mayors, local councils, committees and boards. These officials manage and provide oversight for local development priorities. For example, mayors hold civil servants accountable and can help ensure that budgets are matched to community priorities (SDG targets 16.6, 16.7). Officials appointed by elected officials typically deliver on priorities defined by the current government. Actors and institutions at the local and regional levels play a critical, ‘frontline’ role in emergencies and situations of insecurity, as we have seen with COVID-19. This is particularly the case when national structures are weak and a lack of trust in national government predominates.

Why Is It Important?

As highlighted by Achim Steiner, UNDP Administrator, "Local governments are critical in turning Agenda 2030 from a global vision into a local reality."

If SDG 16 is to be achieved, it is critical to meaningfully and coherently incorporate LRGs and other local non-state actors into VNR and post-VNR processes, aligning implementation at all levels of government and doing so through a LNOB lens.

The relevance of LRGs, as well as of local civil society and other non-state actors to SDG 16 implementation through VNR and post-VNR processes, is evident by their inherent functions as representatives of local communities. From the provision of public goods and the building of transparent and inclusive local institutions, to violence prevention and anti-discriminatory policies,
addressing inequalities in access to justice, protecting public access to information and maintaining civic space, local institutions and actors are central to translating national policies into local action in delivering SDG 16 and rebuilding trust between communities and authorities. To this end and as highlighted by United Cities and Local Governments, a number of LRGs have explored participatory processes, multi-stakeholder partnerships and Open Government Policies to improve satisfaction with – and trust in – public administration.¹²¹

However, while local authorities might be closest to communities in proximity, their ability to make decisions about local laws, resources and services that advance the SDGs often depends on a country’s degree of decentralization and the effectiveness of intergovernmental financial transfers. Furthermore, data suggests that¹²²

**LRGs are key in terms of SDG financing and investment**

For example, from a sample of 18 of the 47 countries reporting in 2019, LRGs accounted for 16.5 percent of total global public spending and 17.5 percent of total global public revenue (with significant ranges within both figures) on average. Effective coordination among levels of government is fundamental for policy coherence and in assessing costs as related to NDPs at various levels.

**While there was a slight increase in localization efforts since 2018 as highlighted in a review of 2019 VNRs,**¹²³ Beyond limits noted previously, room for improvement remains.

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### Local Governance, Participatory Budgeting and Leaving No One or No Place Behind

Participatory budgeting is a decision-making process or mechanism by which citizens and community members determine how part of the public budget is spent. As such, and as argued by Yves Cabannes, participatory budgeting is a reflection of SDG 16.6 and SDG 16.7. Through participatory budgeting, citizens can prioritize spending on public resources and influence local policy, proving an innovative and powerful tool for inclusive and accountable governance. While its impact can range from symbolic gestures to structural change in local governance systems, participatory budgeting processes can make a difference in helping to ensure that no person and no place is left behind, from low-income housing areas in Paris, France and Penang, Indonesia to rural districts outside of municipal boundaries, as in Chengdu, China and Cuenca, Ecuador.

Starting with Brazil in 1989, more than 1,500 participatory budgets have been implemented globally, with growing implication for national development planning as governments increasingly link national and local/regional development processes. In Indonesia, for example, where the SDGs are integrated in national and subnational development planning, the “Village Law”, enacted in 2014, has opened up the possibility for participatory budgeting in the country’s 74,000+ villages.

The law guarantees that the central government provide a specific amount of funding to villages so that they can finance their own development based on local need and priorities.

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¹²¹ United Cities & Local Governments (2019). Towards the Localization of the SDGs. Local Report to the 2019 HLPF, p. 9. [https://www.uclg.org/sites/default/files/towards_the_localization_of_the_sdgs_0.pdf](https://www.uclg.org/sites/default/files/towards_the_localization_of_the_sdgs_0.pdf)


local authorities will have varying levels of legal authority that may preclude them from working on certain SDG 16 issues (in terms of implementation, monitoring and reporting). In addition, the challenges around resources, capacity and providing an enabling environment are significant. The need to strengthen capacity of local-level institutions as well as the need to address a decentralized approach in public sector are necessary to benefit from the positive differences existing at local levels.

**How Can This Be Used?**

Many of the approaches below are relevant to SDG 16 as well as to other SDGs in terms of strengthened implementation following from, or relating to, a VNR.

Some national SDG Committees or Working Groups include LRGs and other local actors in preparing for a VNR. Such communication and collaboration can be continued, post-VNR, as related to national development plans and priorities, sectoral strategies or local planning, for example. To this point, according to the

(Note that these figures are for all SDGs, not just SDG 16.) LRG participation in reporting and follow-up mechanisms is essential to expand their involvement in the localization process and to accelerate implementation.

In addition, a number of LRGs are integrating the SDGs into local plans and strategies, involving local stakeholders in institutional and coordination mechanisms, awareness-raising activities, local data collection and monitoring. Reflective of NDPs or strategies, rapid integrated assessments may help in developing local plans and strategies. To this end, Guatemala has developed a methodological guide for helping municipalities formulate their local development plans as aligned with the NDP.

Relatedly, the OECD has developed a 2019 Localizing the SDG Report (Note that these figures are for all SDGs, not just SDG 16.) LRG participation in reporting and follow-up mechanisms is essential to expand their involvement in the localization process and to accelerate implementation.

In order to strengthen local-level reporting and enhanced localization efforts, LRGs need to be empowered to ensure more effective monitoring practices at subnational levels. This includes strengthening SDG indicators and SDG monitoring and reporting systems at the local level by filling identified knowledge gaps to influence the design of better-informed policies. On the flip side, national governments are increasingly encouraged to integrate localization into NDPs, as seen in the VNR process.


126 Given that there are usually local government planning processes in place that link to NDPs (with assessments), it can often be a matter of using existent methodologies and policies and examining how they align with SDGs, SDG targets and the integrated nature of the SDGs.

VNR findings can also be directly applied to local and regional governance structures, including through a transference of authority and decision-making. For example, Benin is reorganizing its governance structures to make sure decisions are taken and authorities are held accountable at the local level (SDG 16.6). Eight ministries (out of 22) have developed decentralization and deconcentrating plans to transfer competences to communities. Further, a Local Governance Index has been designed to annually assess the quality of governance in Benin’s 77 municipalities. For example, local and regional authorities are obliged to organize ‘accountability sessions’ in every community. In 2020, Benin presented its third VNR. An increasing number of cities and LRGs are also conducting their own Voluntary Local or State Reviews (VLR or VSR) modeled on the VNR.

Oaxaca: Voluntary State Review, Civil Society Inclusion and Rebuilding Trust

Oaxaca, one of Mexico’s 32 federal states, presented its first Voluntary State Review (VSR) at the 2020 UN General Assembly, reporting on state activities related to 2030 Agenda implementation. In revising its State Development Plan (2016-2022) to align with Mexico’s National Development Plan (2019-2024), the Government of Oaxaca sought to create an integrated, multi-level strategy that relates to national and regional planning in achieving the SDGs. The State Plan is to have three local indicators specific to SDG 16 for future reporting. Further, in linking governance levels, Oaxaca prepared, in collaboration with GIZ, a guide for its municipalities to align local plans with the SDGs. In addition, the state government selected 10 local governments to work closely with GIZ to develop legal and planning tools for reaching the SDGs through their sustainable development plans guidelines.

Recognizing a historical lack of trust in multi-stakeholder activities, the Government of Oaxaca embraced the 2030 Agenda and prioritized multi-stakeholder engagement, inclusion and transparency in developing its VSR and next steps. The VSR’s principle operating body is the State Council for the fulfillment of the 2030 Agenda, charged with integrating the SDGs into state policy and monitoring implementation with office or department attribution. In terms of engagement, the State Council has three Working Committees that include civil society, academia and government institutions, with civil society acting as chair. These Committees feed into the VSR and cover social inclusion (where SDG 16 lies), economic growth and environment sustainability. In addition, civil society also takes part in the Council’s ‘ordinary sessions’.

In furthering inclusion, the VSR has been translated into native languages, with the purpose of being socialized among various groups through partners, including different actors from the governor’s cabinet as well as state TV and radio. In strengthening citizen awareness and transparency, Oaxaca also publishes online how public resources are spent and who the beneficiaries of social programs are.

Take-aways and Recommendations: The principal recommendation is to include civil society and other actors in drafting and designing the VSR, as well as implementation through national and local policy – for example, through multi-stakeholder partnerships and participatory budgeting. Civil society may be better equipped to understand people’s needs at the local level, particularly the most vulnerable, and therefore better positioned to identify actions to be prioritized. Furthermore, VSRs should be strengthened and promoted at HLPF, given the importance of localization and subnational action in realizing the 2030 Agenda. Finally, VSR-generated data should be considered for the VNR (accompanied by additional standardization efforts) to better track SDG progress at local levels.

129 This case study draws from interviews with the Government of Oaxaca, Mexico.
131 A 2018 change in Mexico’s national government provided Oaxaca with the opportunity to re-evaluate, re-structure and re-strategize its state development plan to be more aligned with Mexico’s revised NDP and the SDGs.
Finally, other initiatives that work on raising the level of ambition and scaling local action on SDG 16+, such as the Peace in Our Cities Campaign (focused on SDG 16.1), are working directly with mayors, city leaders and local peacebuilding organizations to halve urban violence levels by 2030 and link these efforts, in certain contexts, to VLRs and/or national development priorities.

New York City and the Voluntary Local Review

New York City created the concept of the Voluntary Local Review in 2018 and has submitted two Voluntary Local Reviews (2018 and 2019). Modeled after the VNR, the VLR is an opportunity to reflect on a city’s successes, areas for improvement and how to best address challenges, including as related to SDG 16. For New York City, producing a VLR strengthened intergovernmental coordination at the local level for SDG 16 and all SDGs. Lessons learned from the 2018 VLR were incorporated into the OneNYC strategy meetings that set the policy priorities for NYC every four years. The OneNYC 2050 strategy now includes a commitment to submit a VLR to the UN every year.

The VLR also allowed New York City to highlight partnerships that strengthen the implementation of SDG 16. For example, the Mayor’s Office to Prevent Gun Violence (16.1) serves as a coordinating agency, linking City initiatives, community-based nonprofit organizations and everyday New Yorkers to partner in creating healthy, vibrant communities and addressing the causes and traumas of gun violence in New York City. In addressing issues related to corruption (16.4), the Department of Investigations within law enforcement was consulted. In unpacking links to SDG 16.3 and SDG 5.2, 2019 site visits informing the NYC VLR included a tour of the Manhattan Family Justice Center hosted by the NYC Mayor’s Office to End Domestic and Gender-Based Violence. These engagements were critical to the VLR, which is a process of engagement as much as it is a product.

At the SDGs Summit in September 2019, New York and 22 other cities signed the Voluntary Local Review Declaration, highlighting local governments’ commitment to the SDGs and to producing VLRs. Further, at the 2020 HLPF, NYC’s Commissioner for International Affairs highlighted that VLRs will be increasingly critical to the COVID-19 recovery process.

133 +Peace. Peace in our cities. Mobilizing to halve urban violence by 2030 (webpage): https://pluspeace.org/peace-in-our-cities The Peace in Our Cities initiative seeks to galvanize a movement of people, mayors and city governments to halve urban violence by 2030 by amplifying the scale of urban violence and the promise of evidence-based solutions to save lives and heal communities; accompanying city leaders, community and civil society partners through peer exchanges to realize ambitious targets for violence reduction; and advancing evidence-based policy solutions and peacebuilding approaches to reducing violence in urban contexts. It is facilitated by +Peace, Impact: Peace, and the Pathfinders for Peaceful, Just & Inclusive Societies.

134 This case study draws from interviews with a former member of the New York City Mayor’s Office for International Affairs who created the concept of the VLR and oversaw the process for New York City.

135 One NYC 2050 (webpage): http://onenyc.cityofnewyork.us/

136 NYC Mayor’s Office for International Relations. Voluntary Local Review Declaration: NYC and World Cities Unite to Join Voluntary Local Review Declaration: https://www1.nyc.gov/site/international/programs/voluntary-local-review-declaration.page
Resources:
- The contribution of participatory budgeting to the achievement of the Sustainable Development Goals: Lessons for Policy in Commonwealth Countries, Yves Cabannes, University College London (2019);
- Reporting for the Future: Final Report Ready for Review, Civil Society Platform for Peacebuilding and Statebuilding (2019);
- Towards the Localization of the SDGs: Local and Regional Governments’ Report to the 2019 HLPF, United Cities and Local Governments, 2019;
- A Time to Invest, Saferworld (2019);
- What is Localization, Local 2030 site;

Interviews: Jose Cristian Morales Marquez, Oaxaca Municipality, Mexico; Yves Cabannes, University of London; Alexandra Hiniker, formerly with the NYC Mayor’s Office, now with Carnegie Mellon University; Ismail Farjar, Somaliland SDG 16+ Coalition; Peter Van Sluijs, Civil Society Platform for Peacebuilding and Statebuilding; Bojan Francuz, Pathfinders for Peaceful, Just and Inclusive Societies.