









Subway Stockholm. Photo: Norman Tsui, Unsplash

Introduction

This toolbox provides support to local governments that are interested in monitoring and reporting on the implementation of the Sustainable Development Goals (SDGs) using the Voluntary Local Reviews (VLRs), while contributing to local democracy. The stories and practical tips presented allow the reader to gain first-hand knowledge of the VLRs that local governments are developing to assess the implementation of the SDGs in their contexts.³

The Voluntary Local Reviews are subnational reports that assess the progress of local governments in achieving the SDGs. This toolbox provides tips on how to use the VLR process to strengthen citizen participation and how citizen participation can contribute to creating more democratic VLRs. The toolbox is based on a detailed analysis of four Swedish municipalities that published their VLRs in 2021: Helsingborg, Malmö, Stockholm and Uppsala. It also uses the findings of the ICLD research report titled 'Reporting on the implementation of the Sustainable Development Goals: VLRs and their implications for local democracy' and builds on the Guidelines for VLRs issued by UN-Habitat and UCLG. Complemented with insights from an array of cities beyond Sweden, the toolbox can help politicians and civil servants in local governments to attain a unique understanding of the tangible benefits that developing a VLR may have, both for the city and its international partnerships. The inputs presented are based on interviews with government representatives from national and local levels and civil society representatives, a survey with 85 responses from 15 countries, a document analysis and literature review.

VLRs contribute to the achievement of the SDGs by:

- evaluating and monitoring progress
- demonstrating political commitment
- enabling civic participation
- identifying priority areas for local sustainable action.

About ICLD

The Swedish International Centre for Local Democracy (ICLD) is part of the Swedish development cooperation. The mandate of the organization is to contribute to poverty alleviation by strengthening local governments.

³This Learning Toolbox has been created by the Swedish International Centre for Local Democracy (ICLD) in partnership with UN-Habitat and United Cities and Local Governments (UCLG).

⁴See: https://unhabitat.org/sites/default/files/2020/07/uclg_vlrlab_ guidelines july 2020 final.pdf

Voluntary Local Reviews VLRs at a glance

The 17 SDGs adopted by the UN in 2015 constitute the universal agenda on sustainable development, applying to developed and developing countries alike. They lay out an interconnected set of goals over 15 years that go beyond poverty eradication and conjoin the environmental, social and economic dimensions of sustainable development with the achievement of peace and protection of human rights for all.

UN member states are expected to submit their Voluntary National Reviews to the UN High-level Political Forum (HLPF) – that is the central UN platform for the follow-up and review of the SDGs, which is designed as an institutional framework for states and national reporting.

Yet the role played in basic services provision and integrated urban planning, as well as in political leadership and sectoral programmes, means that all the SDGs have targets that are directly related to the responsibilities of local governments.

Thus, local governments started to write their own Voluntary Local Reviews to assess the local implementation of the SDGs and to complement the national reviews.

Inspired by earlier initiatives by the autonomous community of Valencian (Spain) in 2016 and the city of Deqing (China) in 2017, other places submitted the first-ever VLRs in 2018, namely New York City (US) and the Japanese municipalities of Kitakyushu, Shimokawa and Toyama. Those first VLRs had a snowballing effect; by 2021, some 33 countries had made publicly available 114 VLRs or similar review documents and another 25 reviews are currently being finalised.

The VLRs depict a significantly heterogeneous landscape. They, or similar documents, have been published by regional governments such as the State of São Paulo (Brazil), which hosts more than 45 million inhabitants, large metropolises such as Guangzhou (China), with 12 million-plus inhabitants, and smaller municipalities such as Niort (France), with more than 58,000 inhabitants.







MILLION INHABITANTS

MILLION INHABITANTS

THOUSAND INHABITANTS

Some reviews may have been produced thanks to the political will of local government leaders and others connected with academic-based initiatives (such as the Province of Jaén in Spain) or bottom-up mobilisation from civil society and grassroots organisations (such as Canterbury, UK). Lastly, unlike the national reviews, there is not a unique specific template for VLRs, so they vary significantly in terms of monitoring methodology and reporting contents, as well as regarding the extent of alignment with the structure of the corresponding national reviews.

GUIDELINES ON HOW TO CONDUCT VLRS:

Guidelines for Voluntary Local Reviews Volume 1: A Comparative Analysis of Existing VLRs by UN-Habitat | UCLG (2020)

Guidelines for Voluntary Local Reviews Volume 2: Towards a New Generation of VLRs: Exploring the local-national link by UN-Habitat | UCLG (2021)





LEAVE NO ONE BEHIND

VLRs can play an instrumental role in two different ways:

1 encouraging a shift in mindset towards a holistic understanding of sustainability within the local administration; and 2 broadening the participation of the local community by raising awareness, building a sense of ownership and coresponsibility, and mobilising around the SDGs.

The focus on the local administration resonates with a technical-oriented understanding of the VLR as a reporting tool and an opportunity to break down silos, while the emphasis on community engagement is more attuned with the opportunity that the VLR offers as a local transformative process.

Summary of findings from the VLRs in Sweden

- institutional collaboration and political commitment
- holistic approach to sustainability
- peer-learning with an international outlook.

However, VLRs in Sweden lacked citizen participation, which could have enriched the results.

Institutional collaboration and political commitment

VLRs can be catalysts for breaking down administrative silos, exposing how a single problem can be approached differently from multiple areas of policy-making. This can extend bridges across departments that conventionally have been reluctant to pursue dialogue and exchange within the local government.

The holistic approach of VLRs enables an analytical mindset and is a learning opportunity in itself. It requires the processing of a high volume of information from a variety of sources, overcoming a short-term view since local governments must look into the 2030 horizon.

The political decision to develop a VLR and embrace the localisation of the SDGs offers local governments the opportunity to reinvigorate the political commitment of policy-makers around areas and actions at the centre of the daily operations and services for citizens.



Holistic approach to sustainability

VLRs can strengthen crucial sustainability work, providing visibility on current achievements and challenges.

Local governments that have previously engaged in sustainability reports can harness the existing indicator frameworks, as well as lessons learned, to accelerate and optimise development of their VLR. Local governments that have already streamlined the SDGs in their municipal planning have a pre-existing wealth of information. This is the case, for instance, of Helsingborg, which since 2016 has had a municipal action plan for local implementation of the 2030 Agenda, namely, the 'Quality of Life' programme.

Peer learning and international outlook

National governments and associations of local governments can be key partners and act as 'matchmakers', providing national and international cooperation arenas for mutual learning.

Developing a VLR in the same year that the national government submits a VNR can help to harness synergies and ensure policy coherence.

VLRs provide local governments with the opportunity to enhance the relationship with national governments as they shift from sending local inputs for national reporting to the ownership of a specific local policy tool that can help evolve towards substantive dialogue with higher tiers of government.

Local government associations play a fundamental role in raising local voices at the national level – this is especially because they are often crucial institutional gatekeepers that can convey the interests of medium- and small-sized cities, which are of paramount importance in global urbanisation.



City of Helsingborg. Photo Melvin Unsplash.

SDGs and subsequent elaboration of VLRs

The city of Malmö decided to include the SDGs and broader sustainability perspectives not only in key municipal steering documents but also in diverse processes such as skills development, cooperation and communication.



Overview of the four Swedish municipalities that published VLRs in 2021

Figure 1. Overview of the four Swedish municipalities that published VLRs in 2021					
Local Government	Population	Report no. of pages (English version)	Report contents: Introductory chapters	Report contents: Core chapters	Report contents: Concluding chapters
Helsingborg	149,280	80	Invitation to H22 City Expo Governance for linking sustainability and quality of life Governance for innovation	- Analysis, indicators and local case studies for the 17 SDGs	- Pandemic impact on the goals
Malmö	347,949	76	- Context of the municipal imple mentation of 2030 Agenda in Sweden - Report introduction	Linkage between Malmö, 2030 Agenda and VLR process Integration of the SDGs and Malmö's steering model Application of the 'leave no one behind' principle	- Summary of the outcome analysis of Malmo's development towards sustainability - Lessons learned from the VLR process - Conclusions and appendices on the outcome analysis, summary of development in Malmö per SDG, and reporting methodologies
Stockholm	975,551	65	- Historical highlights and the enabling environ- ment of Stockholm	Implementation of 2030 Agenda to help achieve Vision 2040 Stockholm – City of Opportunities Progress in the 17 SDGs organised according to the city's 3 operational goals	- Good local practices in implementing the SDGs
Uppsala	233,839	96	- Governance and organisation for sustainable development	- Contribution to SDG targets based on the city's 9 objectives	- Conclusions and future steps

Source: Kolada.se for the data on population (2020)

INSPIRING EXAMPLES North America Latin America • Mexico City (2017, 2021) • Barcarena (2017) • La Paz (2017) • Lincoln (2018, 2020) • Pará (2020, 2021) • Buenos Aires (2019, 2020, 2021) • Rio de Janeiro (2020) • Oaxaca (2019) City of São Paulo (2020) • Santa Fe (2019) Trujillo (2020) • Santana de Parnaiba (2019) Yucatan (2020) • State of São Paulo (2019) Durango (2021) • Belo Horizonte (2020) • Guadalajara (2021) • Chimbote (2020) • Lima (2021) • Ciudad Valles (2020) Mérida (2021) • Montevideo (2020) • State of Mexico (2021) • Niterói (2020) • Tabasco (2021) Figure 2. Map of VLRs and other relevant local reviewing documents published at the Source: VLR repositories at UCLG, UN-Habitat, time of editing (November 2021) UNDESA, and the European Commission's JRC.

INSPIRING Europe NR-Westphalia (2016) • Mannheim (2019) Valencian Coutry (2016) Bonn (2020) **EXAMPLES** Basque Country (2017, Córdoba (2020) 2019, 2020) Espoo (2020) Wallonia (2017, 2019) Ghent (2020) Besançon (2018, 2019) Liverpool (2020) Málaga Niort (2020) Barcelona (2019, 2020) • Scotland (2020) Bristol (2019) • Skiathos (2020) Canterbury (2019) • Stuttgart (2020) Gothenburg (2019) • Turku (2020) Helsinki (2019, 2020) • Viken (2020) Jelén (2019) Asker (2021) Middle East and **Western Asia Asian-Pacific** • Cauayan City (2018) Deqing (2018) Kitakyushu (2018) **Africa** Shimokawa (2018) Suwon (2018) Busia (2019) Toyama (2018) Cape Town (2019) Hamamatsu (2019) Kwale (2019) New Taipei (2019) Marsabit (2019) Taipei (2019, 2020, 2021) Taita Taveta (2019) Dangjin (2020) Harare (2020) Guangzhou (2020) Victoria Falls (2021) Taipei (2020) • Taoyuan (2020) Shah Alam (2021) Subang Jaya (2021)

Source: VLR repositories at UCLG, UN-Habitat, UNDESA, and the European Commission's JRC.

• Bergen (2021)

• Florence (2021)

Gladsaxe (2021)

Madrid (2021)

Malmö (2021)

• Shköder (2021) • Stockholm (2021)

• Uppsala (2021)

Vantaa (2021)

Romsdal (2021)

Helsingborg (2021)

Figure 2.

Map of VLRs and other relevant local reviewing documents published at the

time of editing (November 2021)

Surabaya (2021) Tokyo (2021) Yiwu (2021) Yokohama (2021)



Institutional collaboration and political commitment

The municipalities of Malmö, Stockholm, Helsingborg and Uppsala made their first VLRs in 2021. The VLR process helped them to improve their institutional collaboration and political commitment to the SDGs, strengthen their commitment to sustainability and learn from other cities around the world.

Identifying SDG-aligned local projects

The city of Buenos Aires, Argentina published its first VLR in 2019. It focused on the localisation of the SDGs 4, 5, 8, 10, 13 and 16. The city published its second VLR in 2020 with a focus on goals that were relevant to the response to the Covid-19 pandemic: SDGs 4, 5, 13 and 16.

This is an inspiring example of the positive spill-over effects of the VLR. The city aligned its planning to the SDGs and used channels for citizen participation to define SDG-aligned local projects. Concurrently, it actively engaged with subnational governments and state-based initiatives domestically, as well as with peers, networking platforms and intergovernmental forums internationally, on knowledge exchange around SDG localisation and local reporting.



Buenos Aires



A community's shared vision and co-ownership

Drafted by the Hawai'i Green Growth Local2030 Hub, a partnership gathering together the public sector, business and civil society, the VLR submitted by the state of Hawai'i (US) in 2020 is part of the 'Aloha+ Challenge', a state-wide programme established in 2014. With climate change-induced threats, such as increased severe weather events and loss of biodiversity, gaining present-day relevance, the state has fully aligned its strategy to the SDGs, building on the principles underpinning the 2030 Agenda and the specific native culture of sustainability and resilience of the archipelago. The resulting VLR builds on the Aloha+ Dashboard, an open-data multi-stakeholder platform that collects metrics of relevance for the local communities. This is a testament to the degree of co- ownership and social mobilisation that local reviewing may achieve when underpinned by a community's shared vision.



Local reviewing to accelerate progress in Africa

Harare, the capital city of Zimbabwe, made its VLR in 2021 with the technical assistance of the United Nations Economic Commission for Africa (UNECA), which further supported the elaboration of the VLRs of Accra (Ghana), Ngora District (Uganda), Victoria Falls (Zimbabwe) and Yaoundé (Cameroon). The initiative by the UN Commission in Africa to develop regional guidelines for the preparation of VLRs signals the relevance that local reviewing and coordination between national and local processes can have at both global and regional level in accelerating the implementation of the 2030 Agenda and the African Union's Agenda 2063.

● Harare ● Victoria falls ● Accra ● Ngora District ● Yaoundé

Engaging with academia over a VLR

For the UK city of Bristol's VLR, the local university and academics worked as intermediaries between the work that city hall had performed and the expectations of citizens and organisations who demanded to 'co-own' the SDG framework and its impact on city policies.

Bristol





A collaborative map of actions

The VLR of Canterbury (UK), is an especially *sui generis* document, since it was drafted by an alliance of local stakeholders, grassroots organisations and civil society associations, working together as the city's 'SDG Forum'. Far from being a showcase of successful policies and good practices, Canterbury's review uses the SDGs to plan a collaborative map of the actions to be undertaken and a collective strategy for the town. The VLR became, in the end, a leverage tool for civil society to establish dialogue with the local government on the alignment of local policy with the 2030 Agenda and, more generally, a demand for a more sustainable, resilient and inclusive community.

Canterbury



Citizen participation

In Mannheim, Germany, citizens' representatives had engaged since the earliest debates on the VLR. They were able to meet with experts and civil servants in charge of the policy that the city wanted to align with the 2030 Agenda. Ultimately, the city council was able to vote on the VLR and the reviewing process, consolidating a cycle of inclusiveness and openness that strengthened the role of the VLR as a tool that belonged to the city as a whole.

Mannheim

Communities as data sources

Cities like Los Angeles or São Paulo opened a city-wide conversation on what available data were really saying about local life and allowed communities to enrich and adapt the methods and the concepts to the uniqueness and needs of their territory and their histories. Citizens and community representatives sat with the experts in charge of the VLRs to go through the official SDG indicators, sometimes one by one, adapting terms and language to local realities, recommending changes or discarding them altogether, or often even creating new metrics that were more resonant with the history and the experience of a community or a territory.

● Los Angeles ● São Paulo





VLRs for small towns

The experience of the village of Shimokawa, in Japan, has been especially outstanding in terms of awareness-raising, social mobilisation and local-global partnership-building. With 3,000 residents, the village is a small but relevant wood-processing hub, located within a large, mostly uninhabited woodland. The locality had to cope with geographical dispersion, depopulation, ageing and post-industrial re-development. The community embraced these challenges through policy alignment with the SDGs and stood out as a successful good practice for small towns.

Shimokawa



Art on the Wall near the port of Helsingborg. Photo Melvin, Unsplash.

Checklist to kick-start the VLR: lessons learnt from Sweden

This chapter of the toolbox offers two sets of guidelines for any subnational government that is interested in developing its first VLR in its city or territory. The practical tips offered are conceived for a large spectrum of municipalities, so that these can find inspiring and concrete inputs regardless of their socio-economic and political institutional contexts. The set of guidelines builds on the insights identified in the study in Sweden and outlines an overall checklist of initial steps that a municipality might consider when starting the VLR. ments are developing to assess the implementation of the SDGs in their contexts.3



Use the local sustainability culture

- Has the municipality been engaged in previous sustainability reports that might inform the process of elaboration of the VLR? If yes:
- identify the key differences and commonalities between previous sustainability reports and the VLR;
- should the previous sustainability reports constitute a recurrent publication, consider whether the municipality might be interested in connecting this track with the VLR process in order to multiply the synergies.

Alignment to the 2030 Agenda

- To what extent has your municipality aligned its policymaking and planning to the SDGs?
- Identify the overlaps and gaps between the strategic plan of the city and the 2030 Agenda.⁵ You can use the SDG impact assessment tool in this video: https://youtu.be/IE2XkC7nKg0.



Local-national linkage

- Is your national government submitting the VNR in the same year that your municipality will release the VLR?
- If yes, is your municipality interested in ensuring that the perspective of subnational governments is included in the national reporting, or is aiming at contributing its VLR as a case study on its own?
- Is the national government acting as a 'matchmaker', 5. providing a domestic cooperation arena among municipalities around the VLR?
- Contact your local government association and enquire about spaces for knowledge exchange through meetings around the VLR.

⁵See ICLD toolbox: https://icld.se/en/publications/selma-johansson-and- ana-maria-vargas-2021-localising-the-sdgs-a-toolkit-for-local-governments/





Peer-learning

- Contact global and/or regional platforms of inter-city networks and enquire about spaces for knowledge exchange around the VLR.
- At both the national and international level, contact other municipalities that share a core set of commonalities, such as values, population, geographic features and cultural and geographical proximity. Even municipalities that are very different can share their experiences of citizen participation in the VLR process.



Institutional strengthening and local community

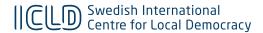
- Is your municipality more interested in harnessing the VLR as a technical/political tool that needs to be approved by the municipal council – and may simultaneously promote a holistic understanding of sustainability and act as a catalyst for breaking down administrative silos?
- 10. Or, rather, is your municipality more interested in the VLR as an opportunity for broad consultation and community engagement around the co-ownership of the localisation of the SDGs?
- 11. Will the VLR process be steered by an ad hoc institutional mechanism (i.e. a committee) that can ensure political leadership and watch over crosssectoral collaboration?



Monitoring framework

- 12. Is your municipality interested in using quantitative, qualitative or mixed data for its monitoring? Remember that different methods have different advantages and disadvantages.
- 13. Identify the sources of data at national and local levels, paying attention to the spatial and social variance within one municipal jurisdiction that national statistics cannot portray, and to the possible joint efforts with local stakeholders in terms of coproduction of data.
- 14. Decide the balance you want to strike between the global monitoring framework of the SDGs and your local context in terms of challenges, opportunities, availability of data and legacy of experiences, mindful of the complex but generative relationship between global comparability and local relevance.





VLRs can be a valuable opportunity for local administrations to improve their own performance, but the process should be open and transparent to its citizens.

Using participation, transparency and accountability in the VLR

The common language underpinning the SDGs provides the opportunity to facilitate civic engagement, awarenessraising and accountability by coalescing different societal actors around a shared vision and participatory endeavours.

Transparency and accountability in the VLR

VLRs can be a valuable opportunity for local administrations to improve their own performance, but the process should be open and transparent to its citizens.

Reviewing policy performance and getting to know in more detail the policy-making processes of the local government and its different units can have a positive impact on streamlining the way decisions are made locally; it can also positively affect how local initiatives are aligned with the 2030 Agenda, the SDGs, and more generally the new global 'consensus' on sustainability, resilience and development. While this 'internal' process of growth and awareness is essential for any local government commitment to the SDGs, the process and data collection should be open so that citizens can be aware of these, scrutinise them and have a voice.

VLRs can also be a tool for improved accountability of local governments and their performance in localising the SDGs. Very few of them have used the VLR to open up an honest and effective two-way communications channel with their communities.

Participation in the VLR

Social participation and the co-ownership of the VLR process among civil society organisations, academia, the private sector and citizens in general can bring a lot of benefits.

- Engaging civil society and communities in the reviewing process makes them responsible for their contributions, more aware of the impact of the decisions that are made, and more prone to seek compromise while still demanding commitment.
- Citizens' participation in the VLR process can open up the policy-making process to communities, organisations, local leaders and other relevant stakeholders, and can increase the transparency of the process significantly.
- Citizens' participation can help local governments to understand what a relevant metric is.

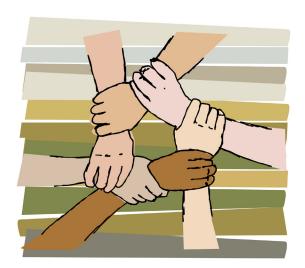


Illustration: N Hofman-Bang

There are elements that are inevitably costly (both politically and logistically) when it comes to including a society — and all its complexity — in an administrative process. The contribution of local governments to the SDGs, however, will depend extensively on the ability to adapt the goals' global vocation to the actual needs and specificity of the people, cultures and territories they represent. Including citizens in the process can be key for the SDGs to become a tool of bottom-up empowerment. Open, transparent and collaborative local reviews can be the first step towards a more committed civil society.

Steps to make your VLR more democratic

Local governments can launch broad consultation processes in order to gain on-the-ground knowledge of how societal actors are contributing to the localisation of the SDGs beyond formal governmental action. Some steps that can be taken include the following:

- Map different stakeholders in academia, the private sector and civil society that could help your local government in the VLR process. Integrating the inputs of academia, the private sector and community actors allows the local government to obtain a comprehensive local picture of the progress and challenges of the city as a whole while enhancing the transparency of the administration with regards to the implementation of municipal planning and the SDGs.
- Provide spaces for meaningful engagement of stakeholders. This demands political leadership, as well as adequate allocation of time and resources. The centre-stage principle of 'leave no one behind' in the preamble and declaration of the 2030 Agenda provides the rationale and legitimisation for the inclusiveness of the process at the local level.

Use pre-existing municipal participatory processes (e.g. municipal participatory budgeting, citizens' assemblies, citizens' committees) or embark on tailored consultations around the alignment of local policy-making to the SDGs.



- In-person and virtual consultation mechanisms may be blended during the process, encompassing a wide range of tools such as ad hoc committees, calls for proposals, data collection workshops, forums, online surveys, social media engagement and web-based discussions. The knowledge of and interest in the localisation of the 2030 Agenda by each participant is the fundamental prerequisite to harness the expertise and capacities offered by stakeholders.
- Co-ownership is key. Even though the local government plays a steering role, co-ownership requires that inputs, contributions and needs are incorporated into the decision-making process. This results in participation becoming both a means to improve the local implementation and review of the SDGs and an end in itself, as the instantiation of a process through which local actors from government, community, the private sector and academia join forces and build trust towards a common local goal.

Other tools and sources:

- UN-Habitat manages one of the most valuable knowledge hubs about VLRs.
 UN-Habitat's VLR portal is at: https:// unhabitat.org/topics/voluntary-localreviews.
- UCLG's Global Observatory on Local Democracy and Democratisation (GOLD) hosts an up-to-date collection of all published VLRs available online. The repository is accessible at: https://gold.uclg.org/report/local izing-sdgs-boost-monitoring-reporting#field-sub-report-tab-3
- UNDESA has increasingly acknowledged the centrality of local reviews and has issued a short guidance document – dissimilar to earlier VNR recommendations – to provide basic support to the many local governments that approach this tool.
- Many UN regional commissions have mobilised to give support to local governments in their regions: the UN Economic and Social Commission for Asia and the Pacific (UNESCAP) published, in 2020, their Asia-Pacific Regional Guidelines on VLRs; and the UN Economic Commission for Africa is currently working on regional guidelines too.
- The Institute for Global Environmental Strategies (IGES), which actively supported the four Japanese VLRs, also developed its Online Voluntary Local Review (VLR) Lab and turned it into a knowledge hub: the lab collects VLRs and sustainability reports (especially from the Asia-Pacific region) as they are published and issues guidance documents, research papers and an annual 'State of VLRs' report.

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