



INTERNATIONAL MAYORS FORUM

Dakar, Senegal
25-28 April, 2023

 https://unodsd.un.org/events/2022_IMF



Session 10 “Governance”

**Good Governance
to Accelerate SDG
Implementation at
all Levels**

**Lichia Saner-Yiu
Centre for Socio-Eco-
Nomic Development**

Main Points

What is the often missing institutional infrastructure for good governance?





1

WHY CRITICAL?

-ENHANCING AND ENSURING
QUADRUPLE E'S

Need to Have a Strong Institutional Governance System....



- ❑ **Efficiency:** strategic deployment of resources both natural, financial, social and institutional
 - ❖ Planetary boundaries
- ❑ **Effectiveness:** achieving the priorities of sustainable development agenda at different levels with close alignment
- ❑ **Equity:** coverage, accessibility, affordability and transparency
 - ❖ Critical for city lives: e.g., decent jobs, housing, mobility, schooling, pollution and public spaces (SDG 11)
- ❑ **(Citizen) Empowerment:** Competencies, resources trust & civic engagement



2

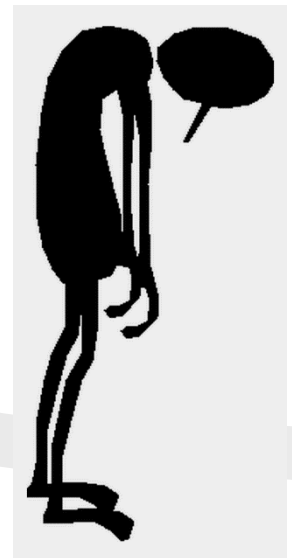
GOOD GOVERNANCE AND ACCELERATED SDG IMPLEMENTATION



The Rallying Cry...

Inclusiveness

Leaving No One Behind!



Good Governance



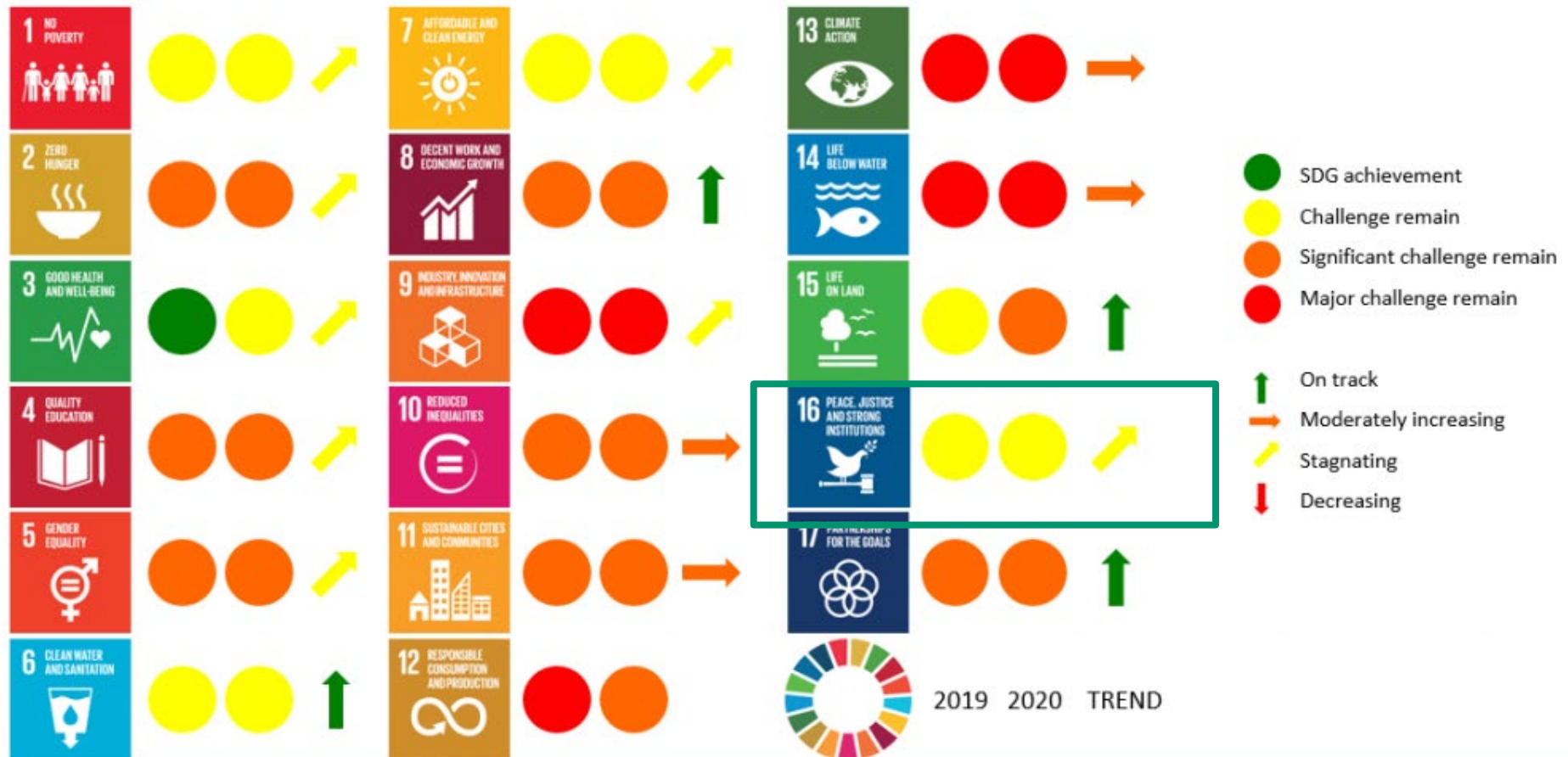
SDG Implementation

- ❑ ensure **coordination** across functions/policy dimensions
- ❑ Ensure policy **coherence & alignment**
- ❑ Ensure **inclusive representation** of stakeholders and voices

SDG Implementation: Italy



SDGs @Italy





3

WHAT IS GOOD GOVERNANCE AT THE CITY LEVEL?

Urban Governance



- ❑ Urban governance is the formulation and pursuit of collective goals at the local level (Pierre and Peters, 2012).
- ❑ Good urban governance is crucial due to the complexity and interdependency of policies in urban areas.

<https://urban.jrc.ec.europa.eu/thefutureofcities/urban-governance#sections>

What is Governance?



- ❑ in a broad sense, denoting the complex ways by which *predictability and responsiveness* are maintained in contemporary socio-political systems
- ❑ Includes traditional activities of government, and also other *processes that regulate societal interactions*
- ❑ Structures of governance extend from the local and regional to the national and international, and different modes of governance predominate in diverse spheres of social life.

Robust Institutional Capacities



TARGET

16-3



PROMOTE THE RULE OF LAW AND ENSURE EQUAL ACCESS TO JUSTICE

TARGET

16-6



DEVELOP EFFECTIVE, ACCOUNTABLE AND TRANSPARENT INSTITUTIONS

TARGET

16-7



ENSURE RESPONSIVE, INCLUSIVE AND REPRESENTATIVE DECISION-MAKING

Responsive Governance System

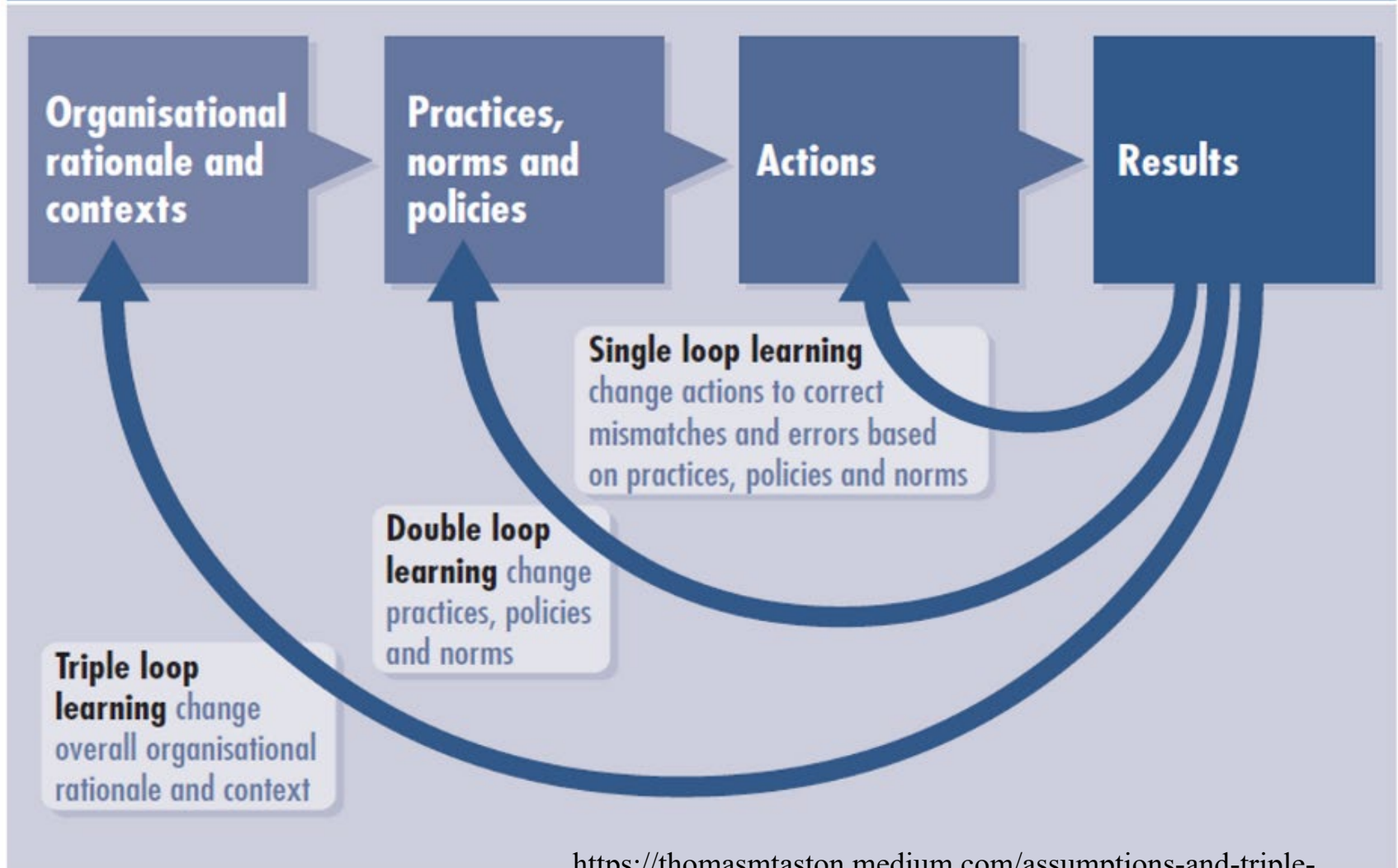


- ❑ Continuous learning needs to be part of the governance system for continual correction and self-regulation.
 - ❖ **Process** specifications & accountability as focal points for governance practices
 - ❖ **Empowering** the sub-national level authorities, e.g., cities and municipalities for SDG implementation & innovations
 - ❖ **Data-based management system** to ensure policy continuity and predictability

How does a government learn?

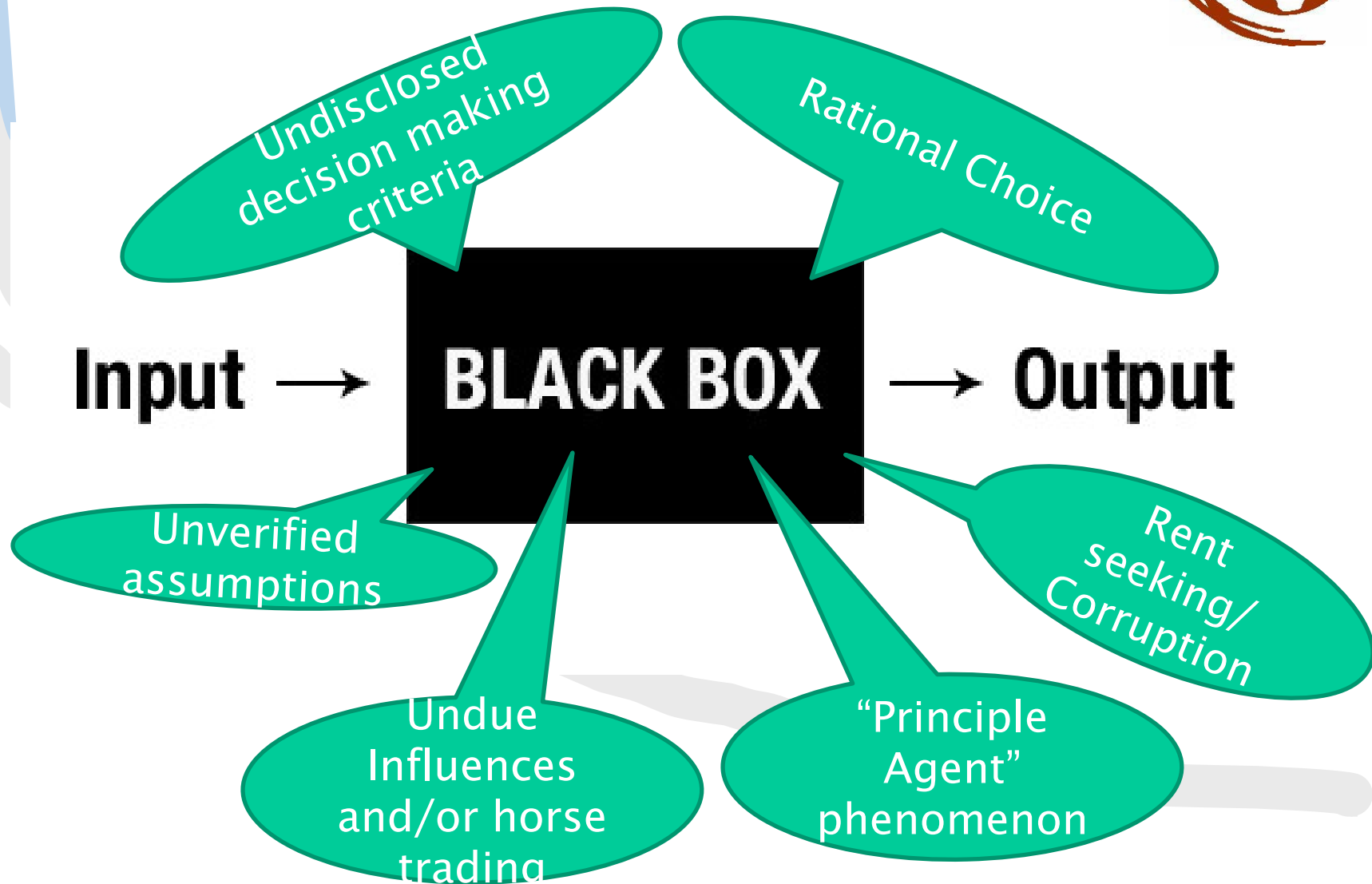
Figure 3.1 Three different levels of learning

(Based on the work of Chris Argyris, MIT)



<https://thomasmtaston.medium.com/assumptions-and-triple-loop-learning-c9699dacbeab>

Opening Up the Black Box



Challenges in translating these elements into daily practice



- ☐ New work structure
- ☐ New work methods
- ☐ Different organisational culture
- ☐ Different “customer” relations (internal & external)

Propositions¹



- ❑ **Process oriented management system reduces transaction costs by**
 - ❖ **Clarity of responsibility**
 - ❖ **Well defined work & resource dependencies**
 - ❖ **Transparent decision making authority and criteria**
- ❑ **Multiple customer feedback mechanisms reduces transaction costs by**
 - ❖ **Diffusion of power**
 - ❖ **Participation of citizens in monitoring the performance of PA**
- ❑ **Measurement based approach to management reduces transaction costs by**

Propositions²



- ❑ Measurement based approach to management reduces transaction costs by
 - ❖ Performance evaluation based on data and facts
 - ❖ Opportunity for continuous learning and improvement
 - ❖ Internal and external benchmarking
 - ❖ Clear identification of merits



Case Example: Slovenia

MK 2006

Large System Change : A Case Example from Slovenia



□ *The Country*

- ❖ New country, young democracy, transitional economy and insecurity in the neighbouring countries (Serbia, Croatia, Bosnia etc.)
- ❖ Small population of 2 million, well educated, ethnically quite homogeneous and strong national identity
- ❖ One of the most developed Republics of the Former Yugoslav Republic
- ❖ A mixed administrative heritage from Austro-Hungarian Empire and subsequent Yugoslav style communism
- ❖ “Skeletons” remain of WWII and cold war periods

MK 2006



Background

- ☐ Independence and public administrative reform
- ☐ Change leadership and administrative cultural reorientation
- ☐ Structural adjustments and performance improvement

Initial Situation as of 1993



- ❑ Preliminary phase of nation building (Identity and security challenges)
- ❑ Declining economic performance and increasing unemployment (survival challenges)
- ❑ Large influx of refugees from neighbouring states (stability challenges)
- ❑ Command and control style of administrative culture (organisational culture challenges)
- ❑ Strong local administrative structures and newly established central government (authority challenges)

MK 2006



Key Problems Identified¹

□ Public Administration

- ❖ Lack of efficiency
- ❖ Information gap
- ❖ Structure and functions not synchronised
- ❖ Excessive litigation
- ❖ Lack of policy implementation and evaluation capability
- ❖ Shortage of competent public managers & executives
- ❖ Lack of institutional know-how concerning change management

MK 2006

Key Problems Identified²



□ Public Services

- ❖ Inefficiency and ineffectiveness due to organisational and managerial shortcomings
- ❖ Perceived lack of price equity
- ❖ Lack of maintenance of existing infrastructure
- ❖ Inadequate planning
- ❖ Insufficient customer communication

MK 2006

Key Problems Identified³



□ Civil Servants

- ❖ Overstaffing
- ❖ Lack of performance review
- ❖ Inadequate work methods
- ❖ Outdated leadership style
- ❖ Lack of service orientation
- ❖ Ignorance of externalities

Change Strategy¹



- ❑ Consensus building through public consultation and non-partisan participation
- ❑ Political commitment at the highest governmental level (NPC with 5 ministers out of total 15 and the General Secretary of Chancellery)
- ❑ Branding, i.e., M.A.S.T.E.R.TM and public relations Campaign
- ❑ Institution Development Processes
 - ❖ Establishment of an Organisation & Management Study Unit
 - ❖ Establishment of an Training & Development Unit

Change Strategy²



- ❑ Application of action technology to allow for “client centered” institutional development approach
- ❑ Multiple institutional experiments by
 1. Eliciting pilot projects that has **demonstration values**
 2. Conducting **organisational studies** through these pilot projects by focusing on:
 - Process mapping (work flow analysis)
 - Service product specification (content analysis)
 - Client/user survey (customer feedback analysis)
 3. **Participatory approach** which involves the stakeholders of the pilot projects



Change Design

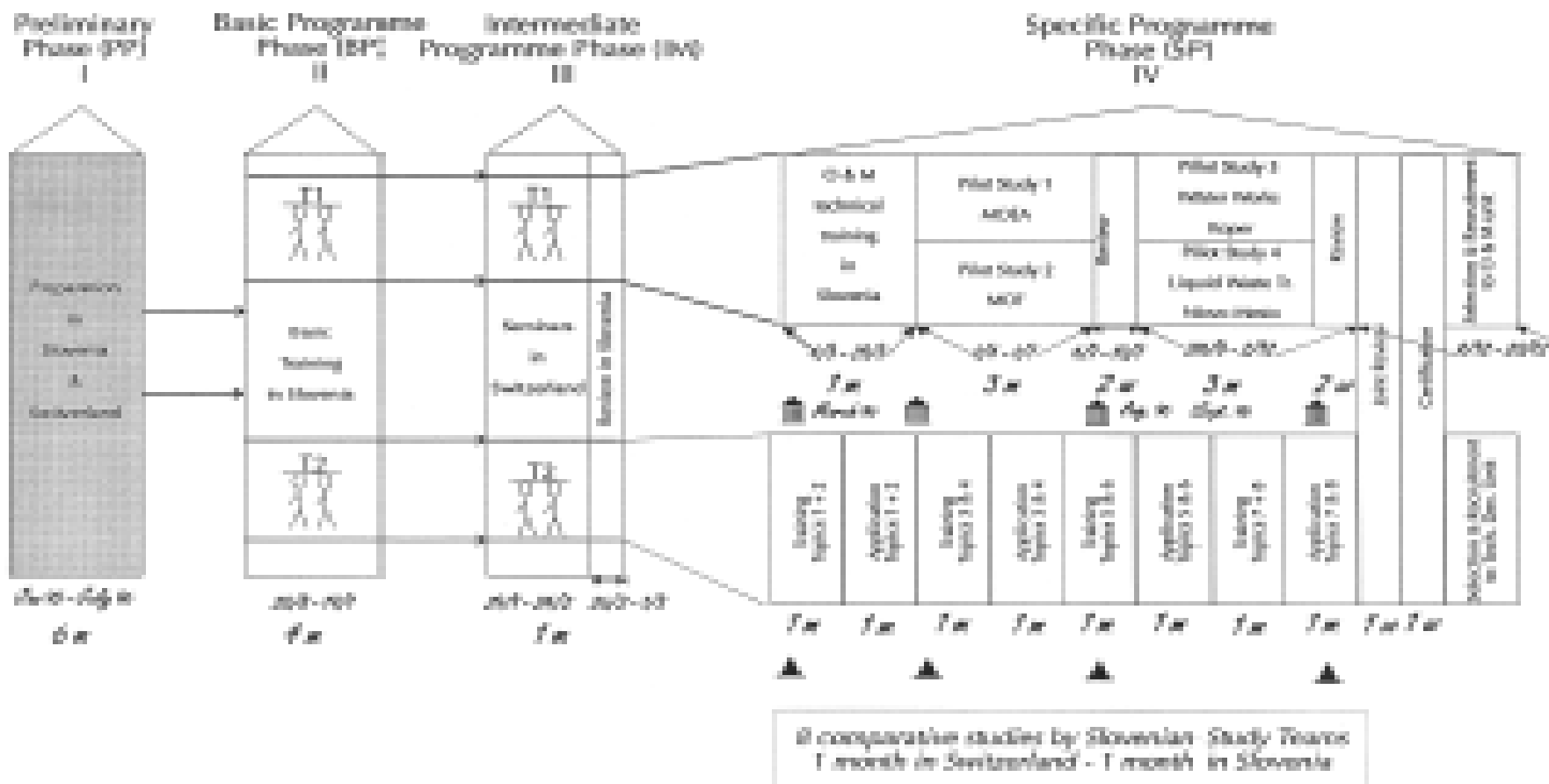
□ Capacity Building Processes

1. A Training-of-Trainers Programme and A Training-of-Consultants Programme

- Training and coaching of selected number of civil servants who have the potential to take on new roles and tasks
- Action Learning approach
- Action Research based project work
- Formative and summative tests & feedback

2. Benchmarking comparable organisations overseas

Change Design²



1st September

2nd September

3rd September

4th September

5th September

Developing legal & administrative conditions for establishment of "O&M" & "T&D" units within Slovenian government

Meetings of O&M Steering Committee

Meeting of T&D Steering Committee

Meetings of National Project Council in Slovenia

Change Design 2 project logo

Key Outputs (1995-1996)¹



- ❑ 2 new governmental units created & staffed
- ❑ A training master plan for all central government officials defined and adopted by the Government
- ❑ 17 management development trainers and managers trained
- ❑ 21 organisational consulting specialists trained
- ❑ 18 action researches completed and recommendations made

Key Outputs (1995-1996) ²



- ☐ 8 training modules developed and tested
- ☐ A network of trained specialist on organisation and management issues working in the administration
- ☐ 1 comparative study on the in-service training function between Switzerland and Slovenia completed
- ☐ Publications & documentation



Impact¹

□ Policy level:

- ❖ Formulation of the Public Administrative Reform Strategy to be implemented by the PHARE/EU programme
- ❖ Adopting management development approach versus education for the in-service training

Impact²



☐ Institution Level:

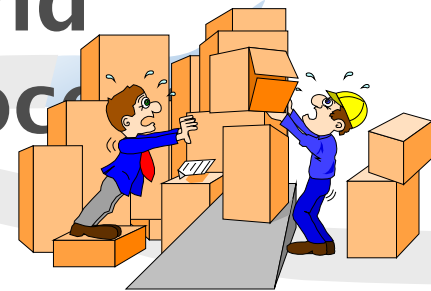
- ❖ Implementation of the work process re-engineering at 6 client ministries and public utilities
- ❖ Perceived credibility of the two new government units

☐ Individual Level

- ❖ Changing of mindset
- ❖ Recognition and Promotion
- ❖ Greater sense of competence in leading the public administrative reform

Planning to Change

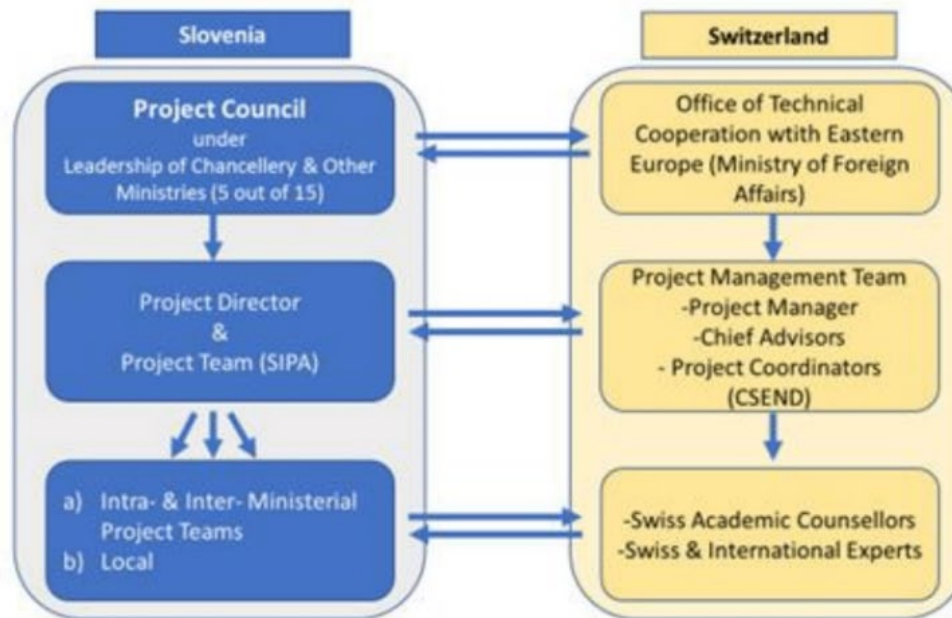
- ❑ Readiness (willingness and capability)
- ❑ Tie-in with power points in organisation
- ❑ Mobilising internal resources to help manage, monitor and maintain the change process



Governanced Structure for the Reform of Slovenia's Public Administration



M.A.S.T.E.R. Project Management Structure



18/OD-Bangalore

Case Example: Slovenia 1993-1996



The need to mobilize government learning in the Republic of Slovenia

Government
learning in
Slovenia

51

Raymond Saner

University of Basle, Basle, Switzerland, and

Lichia Yiu

Centre for Socio-economic Development, Geneva, Switzerland

Political history of Slovenia

The movement towards democratization in the former Yugoslavia began with a dispute over human rights in Kosovo in 1987. Slovenia sided with Croatia, Bosnia-Herzegovina and Macedonia on the issue against Serbia and Montenegro. It soon became clear that a resolution of the problem was not possible and that the future of the old Yugoslav federation was in jeopardy. Slovenia was always the most Western-oriented of the republics; it was already



<https://www.csend.org/images/articles/files/Slovenia%20The%20Need%20in%20Public%20Sector%20Management.pdf>



4

MISSING INSTITUTIONAL INFRASTRUCTURE

Conditions for Adoption exist!



- ❑ The 2030 Agenda provides the mandate for monitoring and review
- ❑ The SDG Targets and Indicators provide clear objectives and observable and quantifiable measures
- ❑ HLPF is the mechanism and platform for peer learning and sharing
- ❑ The GAP: traceable & predictable processes and tracking of decision making dynamics including the quality of stakeholder engagement



**Each of the SDGs requires
A sector specific governance
infrastructure!!!!**



**SUSTAINABLE
DEVELOPMENT GOALS**



Fukuyama found....

(Source: "What is governance?", 2013)



- (1) **procedural** measures, such as the Weberian criteria of bureaucratic modernity;
- (2) **capacity** measures, which include both resources and degree of professionalization;
- (3) **output** measures; and
- (4) measures of **bureaucratic autonomy**.

Common Institutional Gaps



- ❑ **Digital infrastructure** that supports data utilisation to support policy making and implementation
- ❑ **Data collection framework** based on agreed operational procedures of governance requirements
- ❑ Adequate **autonomy and coordination capacities** at horizontal, vertical and diagonal levels
- ❑ Institutional learning **culture** with enabling **scaffoldings** for innovative solutions



5

CONCLUSION

City as Centre for Multi-Dimensional Innovation



- ❑ There is a trend towards strengthening urban governance in the EU, leading to the recent establishment of a wide range of **new governance bodies and arrangements** across EU cities and metropolitan areas.
- ❑ Global commitments, advocacy, as well as mobilisation and socialisation through large networks such as the United Cities and Local Governments (**UCLG**), **Metropolis**, **C40**, and the **Global Covenant of Mayors**, among others, are significantly empowering cities and accelerating the evolution of urban governance towards more **horizontal cooperation, knowledge** exchange and a demand for adequate resources for more and more **decentralised competences and roles**.

Partnerships Needed



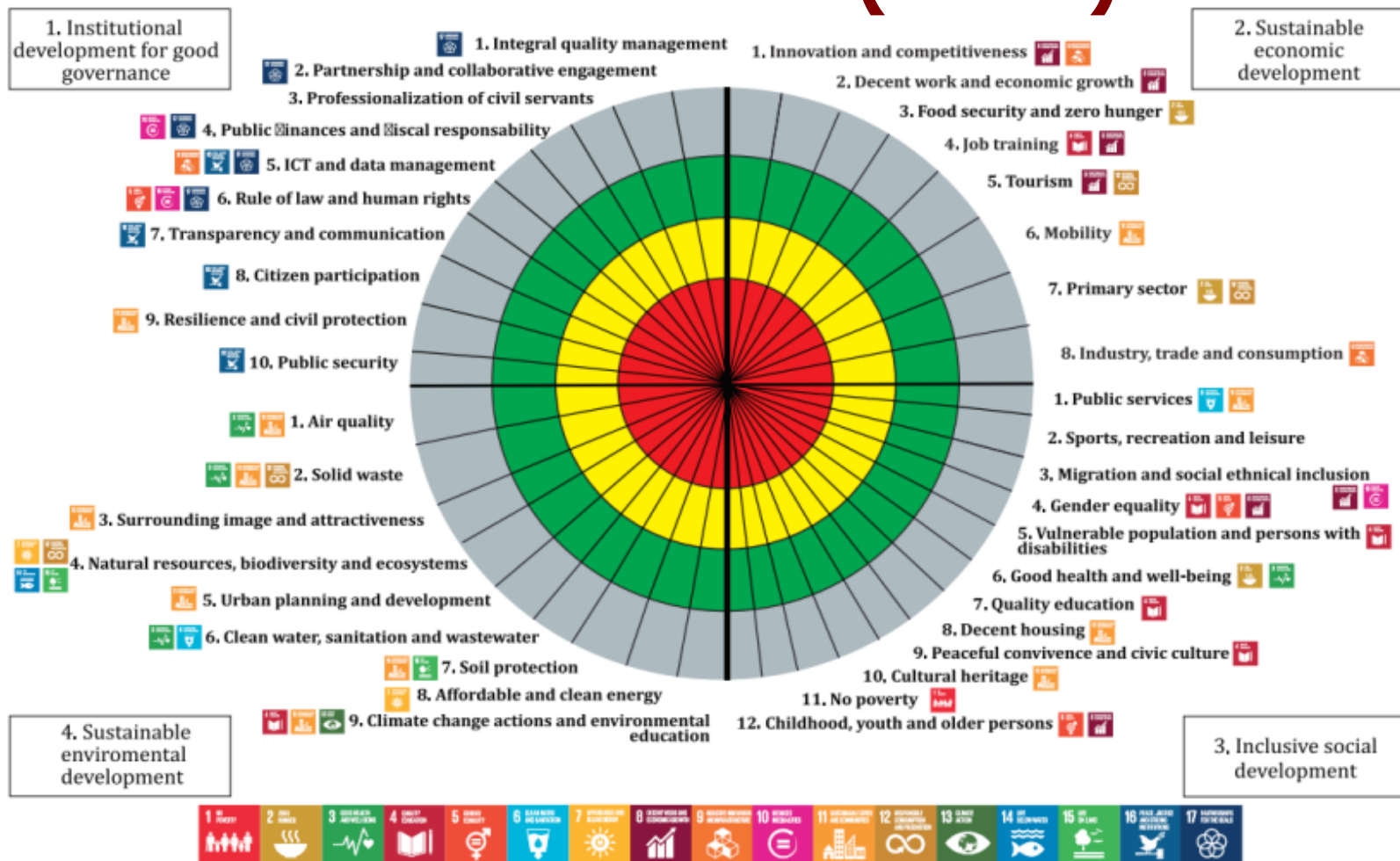
- ❑ Specifically in building capacities to strengthen process transparency and accountability at different levels from national, subnational, organisational to individual contributors.
- ❑ **International commitment exists;**
SDG Target 17.18 *By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, **geographic location** and other characteristics relevant in national contexts*
 - ❖ **Indicator 17.18.1**
Statistical capacity indicator for Sustainable Development Goal monitoring

Partnerships Needed 2



- ❑ **International commitments exist (cont'ed) ;**
SDG Target 17.19 By 2030, builds on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries
 - ❖ **Indicator 17.19.1**
Dollar value of all resources made available to strengthen statistical capacity in developing countries

Tools exist, e.g., ISO 18091: 2018 Annex D (Core)



The 39 indicators can be verified with a questionnaire that identifies sub-indicators based on examples and evidence of results. These sub-indicators can vary in scope, evidence, number or quality, depending on the type of municipality or city.



It is up to us to organise and to use these opportunities to realise our collective goal of a sustainable future!



(Source: NAEM, 2023)

Reference



- **Monitoring the SDGs: digital and social technologies to ensure citizen participation, inclusiveness and transparency, Saner, Yiu and Nguyen. Dev Policy Rev. 00:1–18, 2020**
- **“Implementing the SDGs by Subnational Governments: Urgent Need to Strengthen Administrative Capacities” by Saner, Yiu, Golab, Sidibé (2017), PAAP 20.2:23-40, 2017**
- **“Quality Assurance for Public Administration: A Consensus Building Vehicle” by Saner, R., POR: A Global Journal, 2: 407–414, 2002**
- **“Common But Differentiated Governance: A Metagovernance Approach to Make the SDGs Work” by Meuleman & Niestroy, Sustainability, 2015, 7(9), 12295-12321; <https://doi.org/10.3390/su70912295>**
-

How does government learn?



❑ The Need to Mobilize Government Learning in the Republic of Slovenia

Saner, R., Yiu, L.; The International Journal of Public Sector Management, Vol. 9 (5/6), 1996.

<https://www.csend.org/publications/public-administration/2-the-need-to-mobilize-government-learning-in-the-republic-of-slovenia>

❑ System Change at National Government Level

Saner, R. Yiu, L. (2018) “System Change at National Government Level” in Debra A. Noumair, Abraham B. (Rami) Shani (ed.) Research in Organizational Change and Development (Research in Organizational Change and Development, Volume 26) Emerald Publishing Limited, pp.341 – 388.

<https://www.csend.org/conferences-and-forum/organisation-development/538-system-change-at-national-government-level>



