

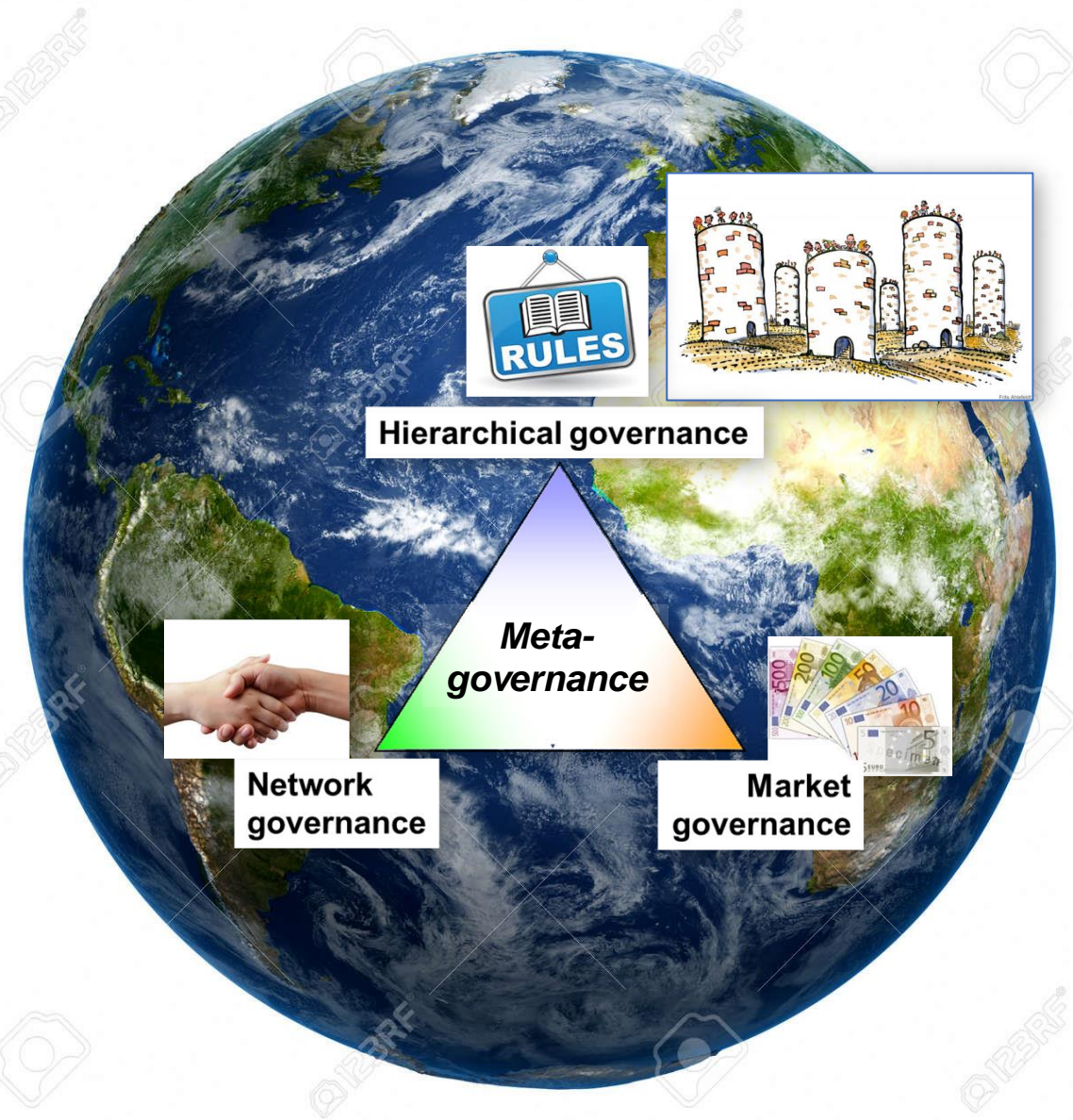
SDG 16, Public administration reform, and success factors

2020-21 Executive Training for Policymakers on the 2030 Agenda and the Sustainable Development Goals (SDGs)

Thursday, 25 March 2021 – Day/Module 4

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Context

- **Turbulent times**
- **Inequality and poverty**
- **Climate & biodiversity crisis and the Covid-19 pandemic** are destroying economic, social and environmental systems globally;
- This affects the **SDGs** – but **differently across countries;**
- **Covid-19 again illustrates that well-governed countries are coping better with the pandemic – and with other crises**



SDG 16 & 17: the 'engine room' of the 2030 Agenda?

SUSTAINABLE DEVELOPMENT GOAL 16

Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels



SUSTAINABLE DEVELOPMENT GOAL 17

Strengthen the means of implementation and revitalize the global partnership for sustainable development



Some of the SDG 16 targets are difficult to implement and the indicators could be more meaningful:



Target 16.6: Develop effective, accountable and transparent institutions at all levels

Indicator 16.6.1: Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)

Indicator 16.6.2: Proportion of population satisfied with their last experience of public services

- The institutional dimension of SDG 16 is in practice a lot broader, more complex and more diverse than the targets and indicators are able to capture
- This means that SDG 16 does not present ready-made recipes for innovation

Many public institutions and their governance are not able to cope with the huge Agenda 2030 challenges

- For decades, economic forces have resulted in **small and weak governments** and agencies, because the *'invisible hand of the market'* would solve all problems



Small & weak governments go together with policy and governance failure

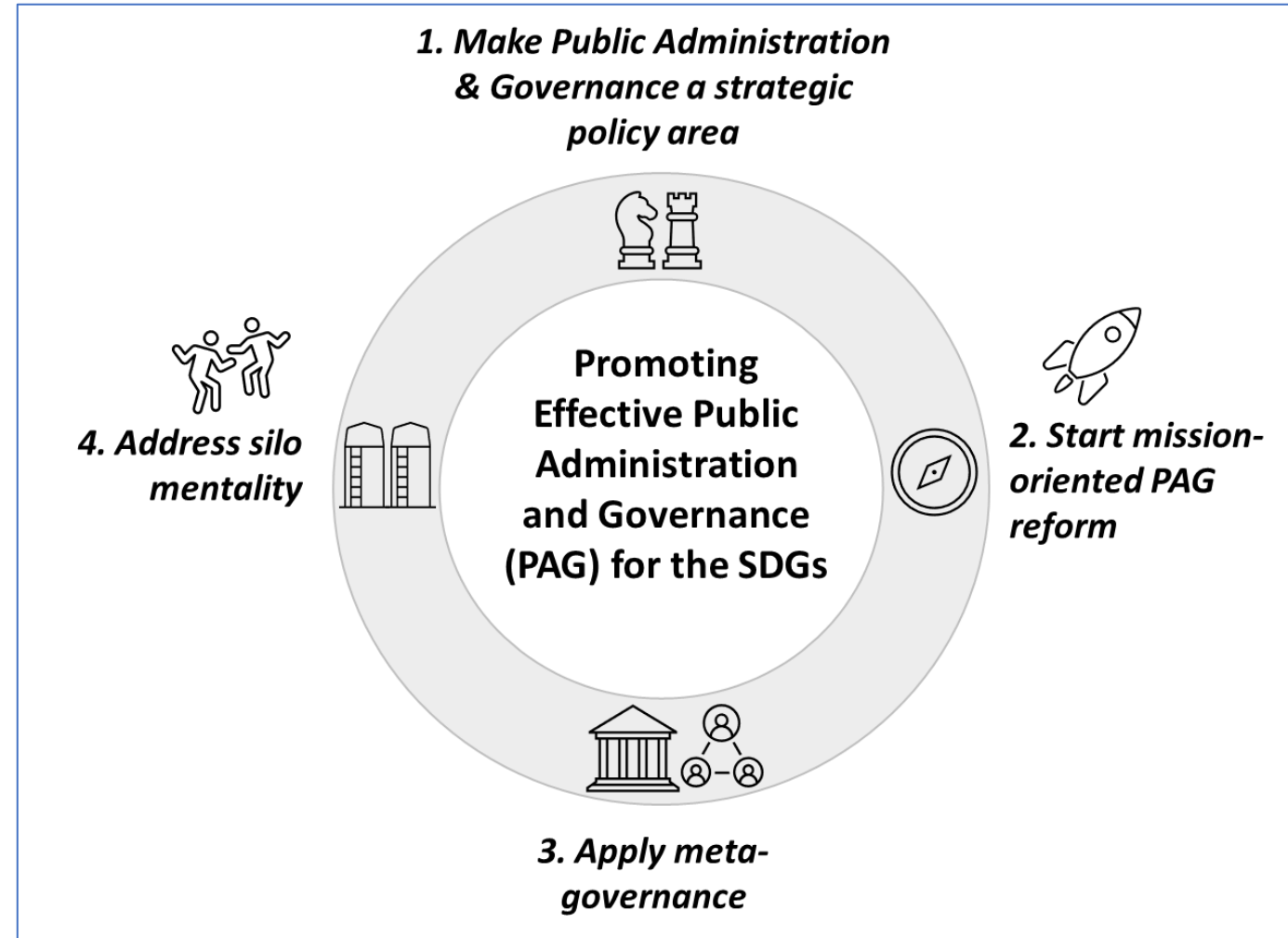
- **Policy failure:** e.g. misfit between problem and solution; inadequate policy choice because of lack of expertise; etc etc.
- **Governance failure:** e.g. Focus on WHAT (policy) and ignore HOW (governance); mismatch between governance style and existing traditions and culture; etc etc.

To create the conditions for successful SDG implementation, four themes deserve high priority:

Success = based on contextual adaptation of governance

‘Best practices’ do not exist, but we can learn from ‘successful practices’

Creating success is about creating the conditions for success





1. Make Public Administration & Governance a strategic policy area

- **SDGs 16 and 17 are the enabling/governance Goals**
- All other SDGs have specific targets (a, b, c...) on means of implementation
- **But: political priorities, at all levels, tend to focus on the WHAT? (policy) and much less on the HOW? (quality of public administration and governance)**
- This mismatch is a predictor of **governance failure**, on top of policy failure
- And the global community can hardly afford this

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This means, e.g.:

- ✓ Give Department(s) of PAG (Ministry of the Interior?) a place in the 'SDG Boardroom'
- ✓ Make them leading on mechanisms for policy coherence (horizontal) and multi-level governance (vertical)

2. Towards mission-oriented PAG reform

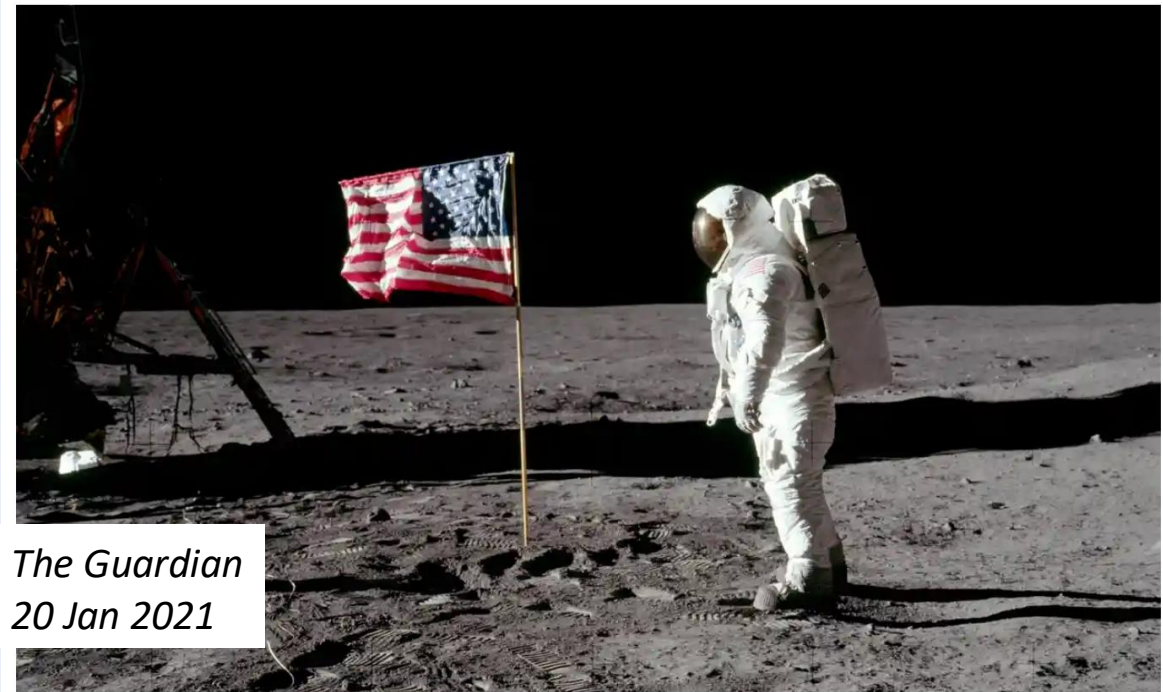
- For decades, public-sector reform and governance have concentrated on efficiency, while effectiveness was lost
- The response of governments to the pandemic showed
 - the power and importance of the state in a crisis,
 - the failure to act accordingly.
- The correct response to the pandemic is to demand better government, not less



Politics books

Mission Economy by Mariana Mazzucato review - the return of the state

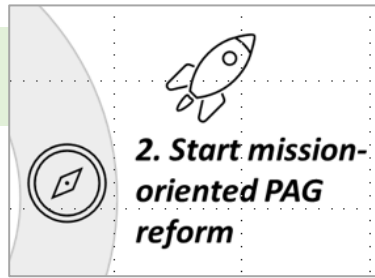
The pandemic has shown the limits of the market ... a book that takes its cue from the Apollo 11 mission is full of vital ideas for progressives who want to change capitalism



The Guardian
20 Jan 2021

▲ Look to the stars ... Buzz Aldrin on the moon, 20 July 1969. Photograph: NASA/Reuters

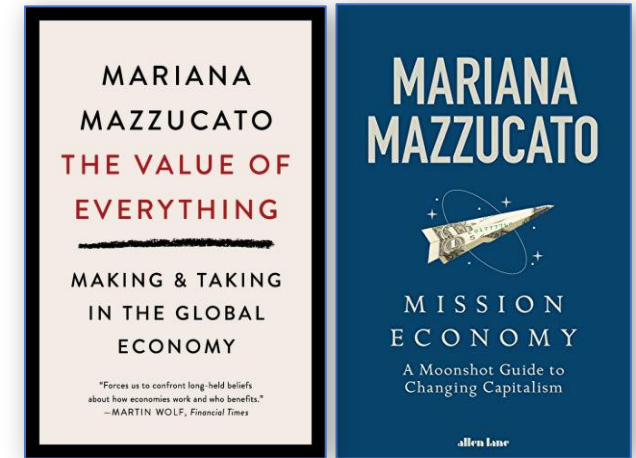
2. Towards mission-oriented PAG reform



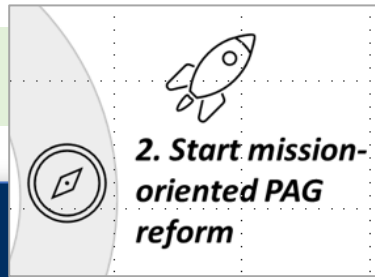
Innovative governance must be embedded in mission-oriented public administration and governance reform, to achieve the SDGs by 2030

This means, e.g.:

- ✓ On all great transformation areas, we need bold and inspirational missions, with involvement of business and civil society
- ✓ This helps focusing on the ends rather than the means: policymakers should create the space for *creativity, experimentation and collaboration* across sectors
- ✓ The EU has huge budgets for member states' institutional innovation, increasingly used for the SDGs



2. Towards mission-oriented PAG reform



A central part of the mission-oriented reform should be creating the capacities for innovative governance

Use the **11 principles of effective governance**

UNCEPA/UNDESA, endorsed by UN ECOSOC

Booklet: <https://www.sdg16hub.org/system/files/2020-08/booklet%20-%20Principles%20of%20Effective%20Governance%20for%20Sustainable%20Development.pdf>

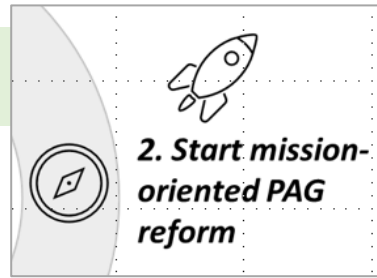


Principles of Effective Governance for Sustainable Development

- Effectiveness**
 - » Competence
 - » Sound policymaking
 - » Collaboration
- Accountability**
 - » Integrity
 - » Transparency
 - » Independent oversight
- Inclusiveness**
 - » Leaving no one behind
 - » Non-discrimination
 - » Participation
 - » Subsidiarity
 - » Intergenerational equity



2. Towards mission-oriented PAG reform



A central part of the mission-oriented reform should be creating the capacities for innovative governance

- **This implies**

- (1) digitalise government and integrate multiple public services;
- (2) improve access through multi-channel service delivery;
- (3) open government data;
- (4) simplify administrative processes;
- (5) decentralize public services;
- (6) make partnerships with private sector and civil society

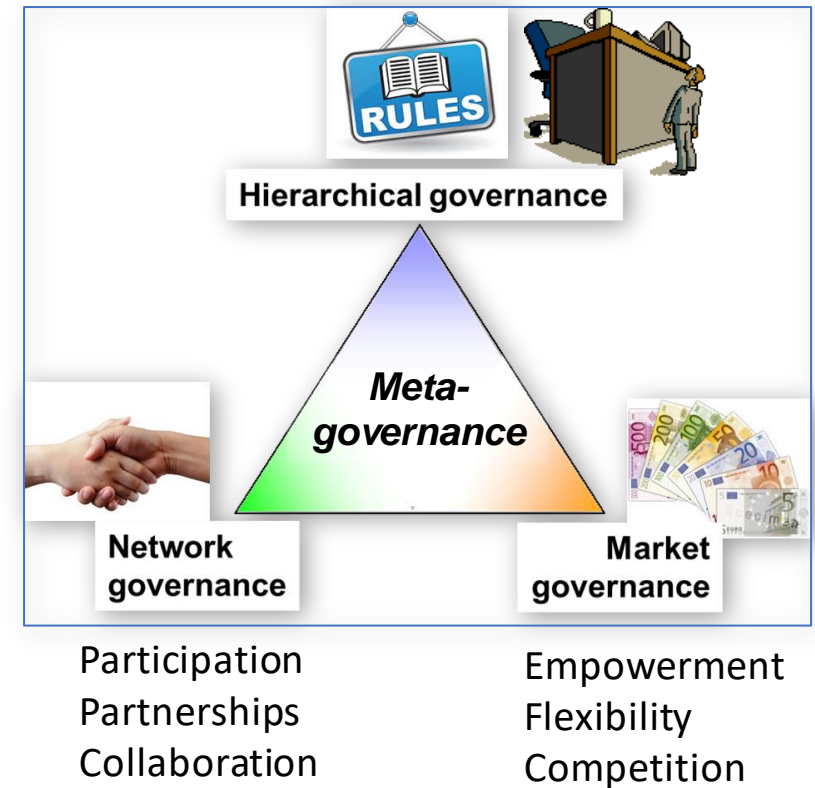
3. Apply metagovernance to prevent failure & to design with context



Innovative governance requires new leadership, new instruments, and a new vision

- The most common public governance style at all levels of government is still hierarchy: centralist, legalist, top-down, with a silo mentality – and **not inclusive & geared to partnerships and co-production**
- A key innovation is therefore **shifting the balance between the institutions, tools and mind-sets of hierarchical, network and market governance**
- It is **not about replacing hierarchy** with non-hierarchical governance: a contextualised mix of styles works best

■ **Metagovernance is combining features of 3 classical governance styles into dynamic, situational combinations**



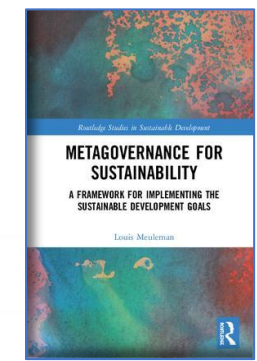
3. Apply metagovernance to prevent failure & design with context



Metagovernance of hierarchical, network and market governance is:

- Based on practice (e.g. how the European Commission creates policy packages);
 - Can be done at all levels, by all public (line/project) managers
 - But it requires thinking beyond existing traditions of governance
- It is not a new governance style, but a kind of management approach to tackling governance failure, contradictions, trade-offs

➤ It is also about using the full (meta)governance toolbox with 50 features with each 3 operational forms



“Fifty shades of governance”

1.Ways of life	11.Strategy styles	21.Control mechanism	31.Accountability style	41.Values civil servants
2.Relational values	12.Reply to resistance	22.Coordin. mechanism	32.Type of context	42.Key competences
3.Theor. background	13.Organiz. orientation	23.Transaction types	33.Process/project mgt	43.Mgt. developm. obj.
4.Key concepts	14.Actor perceptions	24.Degree of flexibility	34.Reform approach	44.Dealing with power
5.Mode of calculation	15.Selection of actors	25.Level of commitment	35.Innovation style	45.Conflict resolution
6.Primary virtues	16.Stocktaking of actors	26.Communic. styles	36.Relation types	46.Problem types
7.Common motive	17.Institutional logic	27.Roles of knowledge	37.Social interactions	47.Problem framing
8.Motive of actors	18.Dealing with silos	28.Science-pol. interface	38.Public manager roles	48.Governance failures
9.Roles of government	19.Policy instruments	29.Impact assessments	39.Leadership styles	49.Public procurement
10.Metaphors	20.Decisionmaking unit	30.Access to information	40.Empowerment	50.Output and outcome

3. Apply metagovernance to prevent failure & design with context

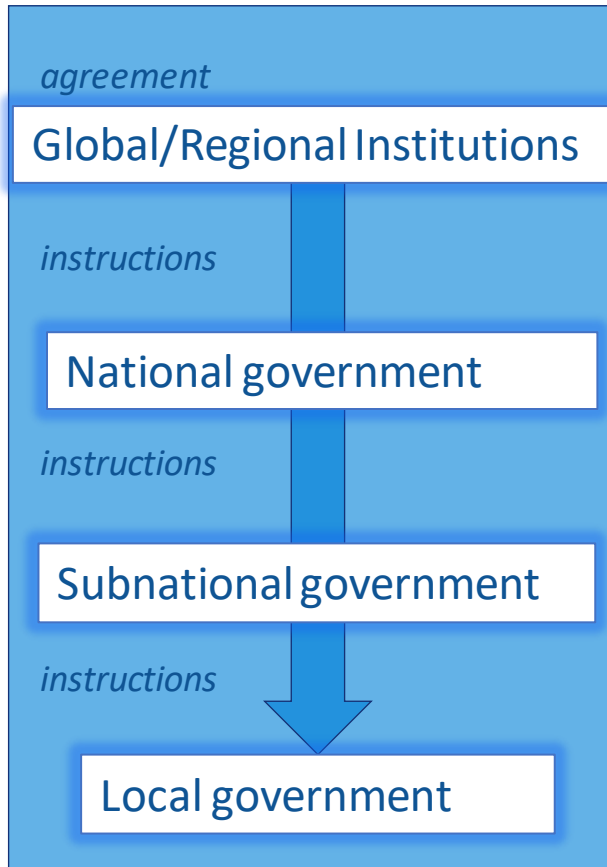


3. Apply meta-governance

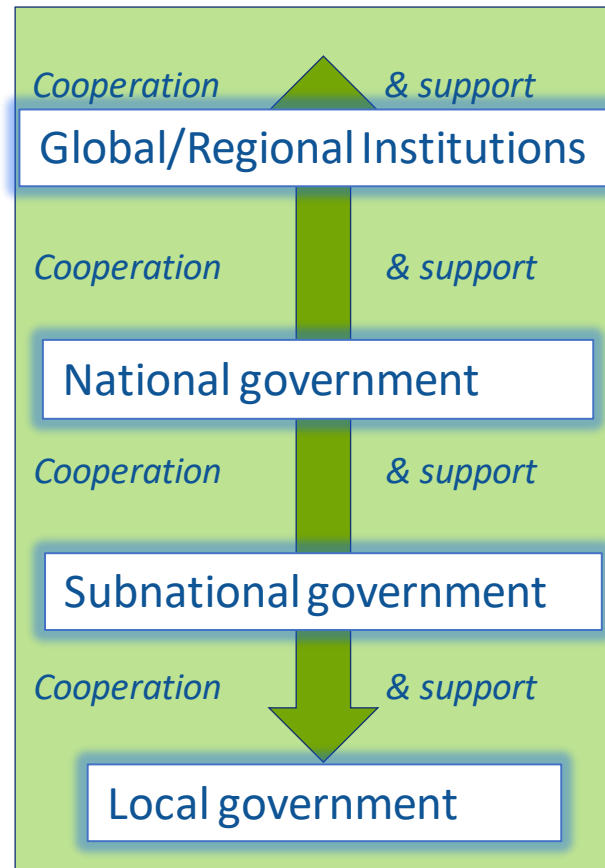
Metagovernance thinking can cover a variety of multi-level governance approaches



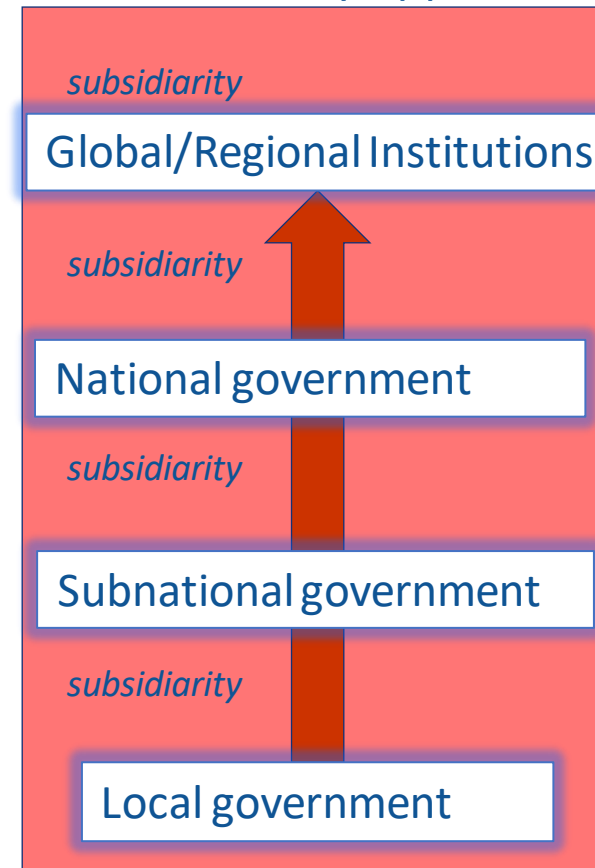
Top-down approach



Real-time collaborative



Subsidiarity approach



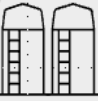
[See 2-page article](#)



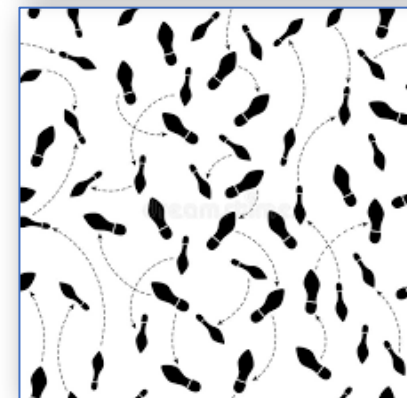
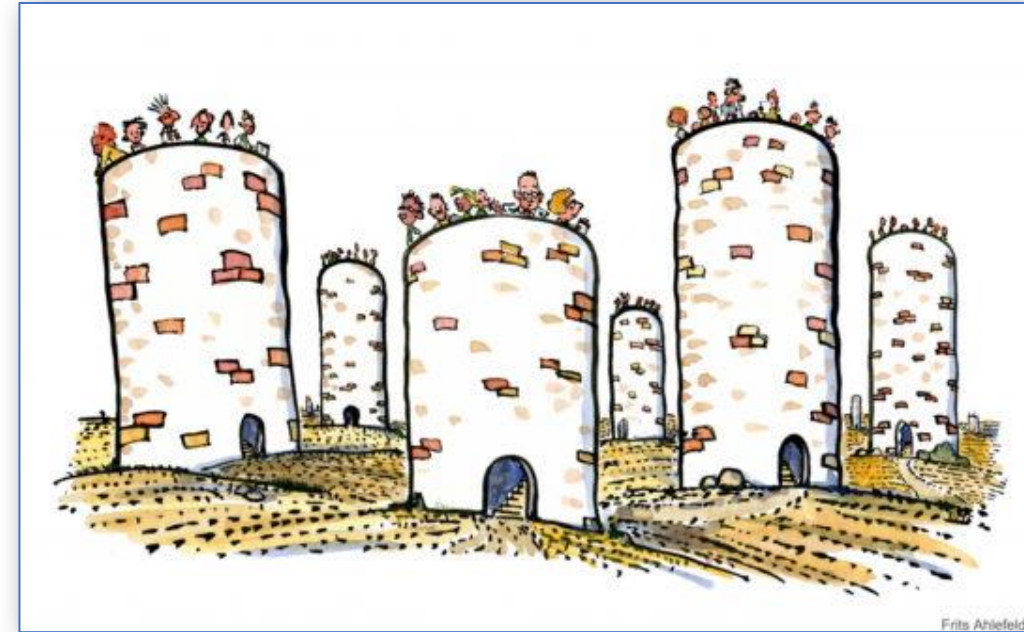
4. Address silo mentality: change mindset & behaviour of civil servants



4. Address silo mentality






- Working in political, institutional and mental “silos” is a main cause of ineffective governance for the SDGs
- But silos are also good: they give structure, help responsibility, transparency, accountability; they give identity
- Instead of “breaking down all the silos” , “Teach the silos to dance” -> make them work together, and more flexible and permeable, without losing the necessary structure
- Communication and collaboration skills can be learned, e.g. The Harvard Mutual Gains Approach (MGA);
- ‘Bureaucracy hackers’ and ‘Boundary spanners’ can play a role



4. Address silo mentality: change mindset & behaviour of civil servants



Metagovernance thinking helps understanding why organisations think differently about the meaning of silos and how to deal with them

Feature	Hierarchical governance	Network governance	Market governance
18. Addressing organizational silos	Keep silos for structure	Teach silos to dance	Break down the silos
			

[See 2-page article](#)



UNEP: self-assessment tool on policy coherence for sustainable development linked to tier II indicator 17.14.1

4. Address silo mentality: change mindset & behaviour of civil servants



- In addition, mechanisms to improve policy coherence for sustainable development (PCSD) are crucial enablers of ‘dancing silos’
- OECD has brought together numerous good practice examples:
<http://www.oecd.org/gov/pcsd/>
- UNEP is custodian of the composite SDG [indicator 17.14.1 on PCSD](#) – meanwhile a ‘Tier II’ level indicator
- Countries have been asked to do a **self-assessment** on this indicator. UNEP is preparing a **guidance report**

SDG Indicator 17.14.1:

1. Institutionalization of political commitment
2. Long-term considerations in decision-making
3. Inter-ministerial and cross-sectoral coordination
4. Participatory processes
5. Policy linkages
6. Alignment across government levels
7. Monitoring and reporting for policy coherence
8. Financing for policy coherence

At global, regional, national and subnational level:



1. Public administration and governance (PAG) reform, focusing on efficiency instead of effectiveness, destroys the capacity of governments to lead on implementing the SDGs.



2. We need to move away from the efficiency paradigm towards:
 - 1) making PAG a strategic policy,
 - 2) starting SDG-targeted mission-oriented reform,
 - 3) applying contextualised metagovernance and
 - 4) addressing silo mentality.

Most of the suggestions in this presentation are also reflected in **UN CEPA's input for the HLPF 2021**:
<https://publicadministration.un.org/Portals/1/CEPA%20contribution%20to%202021%20HLPF.pdf>

The Committee of Experts on Public Administration will hold its twentieth session from **12 to 21 April 2021** in a virtual format

Economic and Social Council
Committee of Experts on Public Administration
10 March 2021

Building inclusive, effective and resilient institutions for sustainable recovery from the coronavirus disease pandemic and timely implementation of the Sustainable Development Goals

Key messages and selected recommendations

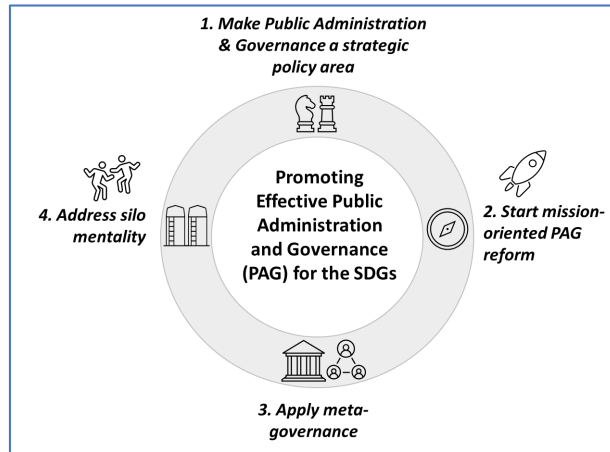
Contribution by the Committee of Experts on Public Administration to the 2021 high-level political forum on sustainable development

- [SDG Helpdesk](#) (UNESCAP)
- [Sustainable Development Knowledge Platforms](#) (UNESCAP)
- [SDG Monitoring and Reporting Toolkit for UN Country Teams](#) (UNSTAT)
- [Self-assessment Indicator 17.14.1. Mechanisms in place to enhance policy coherence of sustainable development](#) (UNSTAT/UNEP)
- [Quality of Public Administration - A Toolbox for Practitioners](#) (European Commission, incl. 220 inspirational examples)
- [Governance and Policy Coherence for the SDGs](#) (OECD: good practice reports, toolkit, etc)
- [Various courses on the SDGs](#) (UNITAR/UNDESA)
- [Capacity building projects & examples](#) (UNDESA)
- [Principles of Effective Governance for Sustainable Development & Strategy guidance notes](#) (UNDESA/CEPA)
- [‘Metagovernance for Sustainability’](#) (Routledge) including ‘50 shades of governance’ with three governance styles (Meuleman 2018)

Why?



What?



How?

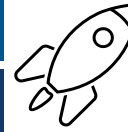
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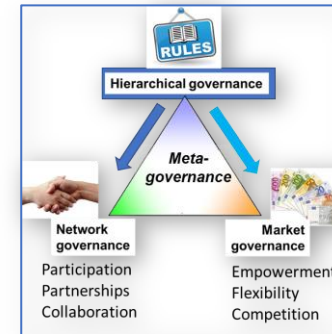
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Thank you for your attention!

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UNCEPA: <https://publicadministration.un.org/en/CEPA/20th-Session>

