

The logo for ENAP (Escola Nacional de Administração Pública) consists of the letters 'ENAP' in a stylized, white, sans-serif font. The letters are interconnected, with the 'E' and 'N' sharing a vertical stroke, and the 'A' and 'P' sharing a vertical stroke. The background of the logo is a dark teal color.

Escola Nacional de Administração Pública

Training civil services on the **2030 Agenda**

Skills development for
working towards the
common good

*Sven Grimm, Adriana Plasencia Díaz,
Pedro Alves (eds.)*

Brasília, DF
2022

Escola Nacional de Administração Pública - Enap

Presidente

Diogo Costa

Diretora Executiva

Rebeca Loureiro de Brito

Diretora de Altos Estudos

Diana Coutinho

Diretor de Educação Executiva

Rodrigo Torres

Diretor de Desenvolvimento Profissional

Paulo Marques

Diretora de Gestão Interna

Alana Regina Biagi Lisboa

Diretora de Inovação

Bruna Santos

The logo for ENAP (Escola Nacional de Administração Pública) consists of the letters 'ENAP' in a stylized, bold, sans-serif font. The letters are white and set against a dark teal background that features a vertical strip of abstract, interconnected line patterns on the left side of the page.

Escola Nacional de Administração Pública

Training civil services on the **2030 Agenda**

Skills development for
working towards the
common good

*Sven Grimm, Adriana Plasencia Díaz,
Pedro Alves (eds.)*

Ficha catalográfica elaborada pela equipe da Biblioteca Graciliano Ramos da Enap

T7682 Training civil services on the 2030 Agenda: skill development for working towards the common good / Eds. Sven Grimm, Adriana Plasencia Díaz, Pedro Alves. -- Brasília: Enap, 2022.
252 p. : il.

Inclui bibliografia
ISBN: 978-65-87791-03-6

1. Primeiro Setor. 2. Administração Pública. 3. Servidor Público. 4. Objetivos do Desenvolvimento Sustentável. I. Título. II. Grimm, Sven. III. Díaz, Adriana Plasencia. IV. Alves, Pedro

CDD 351

Bibliotecária: Tatiane de Oliveira Dias – CRB1/2230

Enap, 2022

Este trabalho está sob a Licença *Creative Commons* – Atribuição: Não Comercial – Compartilha Igual 4.0 Internacional.

As informações e opiniões emitidas nesta publicação são de exclusiva e inteira responsabilidade do(s) autor(es), não exprimindo, necessariamente, o ponto de vista da Escola Nacional de Administração Pública (Enap). É permitida a reprodução deste texto e dos dados nele contidos, desde que citada a fonte. Reproduções para fins comerciais são proibidas.

Table of content

Introduction

Training civil services on the 2030 Agenda: What skills are needed to work for the local, national and global common good? 8
Sven Grimm, Adriana Plasencia Díaz, Pedro Alves

Section I. The Agenda 2030 and training of the civil service

1. Interdependencies between the SDGs - Policies, institutions and ecosystems 18
Imme Scholz
2. Horizontal and vertical coordination for national SDG implementation 40
Jan Ziekow / Carolin Steffens
3. Telling the sustainable development story - Capacity building for civil servants in the context of the 2030 Agenda 63
Simona Costanzo Sow

Section II. Country cases

4. Brazilian federal government's capacities to achieve the Sustainable Development Goals 80
Natalia Massaco Koga, Fernando de Barros Gontijo Filgueiras, Marizaura Reis De Souza Camões, Rafael Rocha Viana
5. Capacity building of public sector officials for implementing SDG 2030 Agenda: Opportunities and challenges in India 107
Harsh Sharma
6. Empowering the Public Sector in the Implementation of 2030 Agenda: A Case Study of China 131
Zhou Yiping and CAO Jiahan

7. Paving the Way for Implementing SDGs through Capacity Development of Civil Service in Indonesia 148
Yogi Suwarno and Seno Hartono
8. Getting government organized to deliver on the Sustainable Development Goals: Regional Perspective from Africa 165
Jean Marc Muhiya Tshombe Lukamba
9. Building capacities for the Agenda 2030. The role of the National Institute of Public Administration in Mexico 181
Adriana Plasencia Díaz

Section III Cornerstones for training

10. How to design and implement transformative capacity development trainings 198
Tatjana Reiber
11. A proposal for multi-stakeholder training - Perspective from the Brazilian National Platform on Voluntary Sustainability Standards 218
Dolores Teixeira de Brito and Rogerio de Oliveira Correa

Conclusions

12. Training elements for the 2030 Agenda 231
Adriana Plasencia Díaz, Pedro Alves, Sven Grimm



Introduction

Training civil services on the 2030 Agenda: ***What skills are needed to work for the local, national and global common good?***

Sven Grimm, Adriana Plasencia, Pedro Alves

The 2030 Agenda for Sustainable Development provides the overall strategy for national development and international cooperation. The tasks are to work on social cohesion and eliminate absolute poverty without overburdening the planet with human demands. In other words, decision-makers need to think in an integrated way about social, political, economic and environmental aspects of development.

This might be understood predominantly as a national agenda, and nation states and their respective administrations clearly play a key role in striving for sustainable development. National administrations are meant to strive for a broad-based national welfare, for the national common good (as opposed to individual benefit-seeking). It is through professional public administrations that common rules are implemented and monitored across the national territory. This is, however, not merely and blindly following the letter of the law, but includes, as Max Weber argued, rational considerations of ends (goals) and means for attaining them.¹ Administrations engage with citizens, and in pluralistic states, this is not simply a command-and-control style of engagement, but rather involves feedback-loops through consultation processes.

1 M. Weber. (1972). *Wirtschaft und Gesellschaft [Economy and Society]*, Tübingen.

These engagements - additional to the shaping of political will in and through party structures - also contribute to political actors' understanding of what constitutes the common good.

Nation states never existed in isolation. However, with accelerated globalization, interconnection has increased tremendously. Let's take examples from the three dimensions of sustainability. The *environmental* dimension of sustainability most plausibly always included global connectivity, be that through water basis that cut across borders, migratory species, or - as a more recent awareness - human impact on global climate patterns. Whenever national administrations aimed at regulating the use of resources, they always had to include a perspective beyond the narrower confines of the nation state, too. Furthermore, in the 21st century with substantial *economic* interconnections, economic activities are understood as value-chains that are regional or global, and transnational economic actors (some dubbed "global players") deeply affect national economic activities and current development trajectories. In the *social* dimension of sustainability, too, a large number of factors are at play - including international dimensions of migration.

Working for the national common good thus needs to include global considerations. Ignoring the global level will ultimately make national goals unattainable. The natural boundaries of the planet cannot be ignored if development is to be sustainable - and the inter- and transnational connectivity be better included so as to make development trajectories successful and with lasting effects. In other words: the national vocation of civil services is broadening when discussing sustainability. Instead of a narrower national common good, we are to consider a global common good that enables global justice (and thus: lasting peace) and considers the natural basis (the planetary boundaries) for our civilizations. We are moving towards the consideration of a global common good, and this has fundamental consequences for the way nation state-based administrations work.

The best available embodiment of the global common good currently is the Agenda 2030, formally agreed upon by the member states of the United Nations in September 2015. It is an inclusive, open and proactive strategy in which a plethora of actors are joint. The public and private sectors, entrepreneurs,

intellectuals, academics and civil society organizations have participated in its definition and are called upon to contribute to its implementation. In its overall intention, the 2030 Agenda is transformative. In other words, it is aiming beyond small adjustments and quick-fixes within the existing setting. Rather, the Agenda is aiming to change the way people live, engage with each other and do business.

The 2030 Agenda and working towards its Sustainable Development Goals (SDG) require substantial policy and coordination efforts from all stakeholders, not least the civil service which should strive for the common good in society and contribute to the *global* common good for humankind (Messer & Scholz, 2018). In the words of the recommendations from the Report “The World in 2050”:

The transformation to sustainable development will require profound normative, societal, political and institutional changes. Such deep structural change is fundamental to achieving all the SDGs. Key elements include investments in capable public institutions, active civil societies, sustainability oriented alliances, engineering, the private sector and governments, and the formulation of plans and roadmaps to achieve the SDGs and long-term sustainability goals. (TWI2050, 2019: 6).

Skills development of the civil service is an important topic in all countries. No country is yet on a sustainable pathway, and consequently, all countries, irrespective of income levels, require transformative change. Those countries that have relatively high levels of income usually provide for good levels of social services and personal consumption. However, these consumption (and production) patterns are not sustainable. In her contribution, Scholz reminds us:

In the interest of sustainable development, it [...] made little sense to define goals solely for developing countries as had been the case with the MDGs. Instead, a universal approach was needed for transforming domestic policies as well as external relations in all countries (Scholz, this volume).

For poorer countries, the ecological footprint might be sustainable, but their citizens lack basic services and demand improvements in their wellbeing. The ecological sustainability thus comes with high human costs, which is raising questions of moral justice - and of political sustainability. Therefore, the challenges in the civil services will be more daunting, as they have to broaden and improve their reach while, at the same time, not overstepping the ecological capacities of their territory and the planet. Consequently, analyzing local practice and potential becomes more important, because communities have no blueprint for sustainable development to work towards. While political will to transform societies is a necessary condition - and has become more fragile and threatened over the last two years - the political will is not sufficient. It also needs capacities. In other words: working on sustainability needs informed and skilled staff to implement plans. One of the main challenges for the implementation of the 2030 Agenda is the development of administrative and institutional capacities at different levels of governments.

Another important reflection is the political context in which the 2030 Agenda has developed since its adoption in September 2015. The signatory countries have undergone different transformations, changes in government and in national priorities. In this sense, we can observe a group of countries that had taken the Agenda as a platform to develop their national plans of development, meanwhile another group had not really taken the agenda in consideration, and a third part, whose political priorities had changed since 2015. Looking at these very diverse national situations, and taking in consideration that 15 years represent a long period for political priorities, the role of a well formed, capable, skilled and trusted group of civil servants as a key stone to guarantee the implementation of the Agenda 2030 seems central. This book tries to reflect the strategy to ensure the relevance of constructing an understanding of the concept of global common good by strengthening and consolidating international networks that can cope with periods of less attention to the agenda, such as by nationalist movements observed in recent years. This book is a relevant document on how to strengthen the public governance practices that are pre-requisites for effective SDG implementation, through sharing country experiences and good practices in international networks. That is why we believe the strengthening of global networks around this theme is significantly

important to the national bureaucracies to keep promoting the importance of the (implementation) Agenda 2030 in different political contexts.

This volume is organized in three sections. In the first part of this book, we look at the 2030 Agenda and its link to civil services more generically. The second part is dedicated to specific country cases in order to look for good practice in a diverse range of contexts. The third part is looking at cornerstones for training, discussing elements and techniques of adult training generically and as advice to those who conceptualize training programmes as well as presenting an example for a multi-stakeholder setting in Brazil.

The 2030 Agenda and its relevance for the civil service. As demanded by the complexity and urgency of the 2030 Agenda, public administrations must be committed to supporting civil servants as they guide and coordinate actions to achieve the agenda. The diverse stakeholders are contributing and adding experiences, talents and knowledge to pave the way cohesively and consensually. Yet, underneath this broad and participative agenda, states and their administrations remain key entities for implementation. This coordination exercise can only be achieved through the work of civil servants in the national, subnational and local governmental spheres, requiring horizontal and vertical coordination (see chapter by Ziekow & Steffen). The urgency of the 2030 Agenda demands that it is carried out now and across the ranks of the civil service. Also as part of life-long learning, schools of public administration need to integrate the necessary skills to work on the 2030 Agenda in training in, either under that very label as distinct training on the Agenda2030 or as a general revision of curricula with a view to broader skills development in a changed context.

With an agenda as complex as the 2030 Agenda, the first challenge of implementation is to take stock of the current situation, which requires data collection and analysis skills for civil servants. The Agenda has 169 targets attributed to its overall 17 goals, which require data to report on them. How to link different levels of government in planning and action? Which are national and international platforms and commitments to consider? Evidence needs to be scanned, collected and assessed, so one of the questions is which

evidence is available and where we lack data (see chapter by Scholz). The first question to administrations is “Where do we stand?”, so that subsequently, they can identify areas that require action. For civil servants, the question in this stocktaking also includes knowledge of which goals are of immediate, which of secondary relevance to their respective area of responsibility.

A fundamental question for all civil service training is what constitutes useful and reliable evidence. Civil servants need to have a basic understanding of evidence and its different types and methodologies. In a nutshell: while quantitative analysis helps to identify key areas for further inquiry, qualitative evidence allows for in-depth analysis and the identification of causal relations. All academic evidence is properly referenced in literature and provides information about limitations of the statements. In other words, it makes explicit the assumptions on which the equity and its results are based. Commissioning the collection of evidence requires close interactions with the researchers commissioned and continuous questions by administration’s staff if their language is not clear. Furthermore, evidence is often contested - in science and in society. And different interests work with or against each other. Training will have to include technical knowledge as well as the knowledge of managing complex tasks and processes.

For the instruction and training of civil servants, the complexity of the agenda itself becomes a topic for teaching (see chapter by Costanzo Sow). Questions arise around how to manage such a complex, at times contradictory, agenda. Political solutions in pluralistic and diversified societies require the involvement of the public (often in formal terms: hearings or consultation processes). Civil servants will thus be familiarized with the goals in their entirety so as to reflect where other goals are interconnected and help to achieve the crucial elements in their respective work area or where goals might contradict or slow down progress in the narrower area of their respective responsibility. Where are possible trade-offs between goals and how to moderate the resulting conflicts? This second sense thus provides civil servants with training on how to coordinate various stakeholders and tools for managing public processes.

The country cases: A good element in learning is to be inspired by good practice elsewhere and adapt it to the local context. In line with the 2030 Agenda being a global task, all countries can and need to learn from each other. This includes the possibility, if not obligation, for countries with higher income levels to widen their horizons in the search for experiences and knowledge and to look beyond ‘the OECD world’ for examples of good practice. Our examples in this book draw from a broad range of examples and aspire to cover a variety of different countries. The chapters are exploring different regional and institutional contexts. It is thus particularly interesting to see the systematic analysis of attitudes towards and capacities required for implementing the 2030 Agenda (chapter by Massaco Koga, Reis De Souza Camões & Rocha Viana).

The contribution on Brazil is based on a survey of individuals in different federal agencies and departments of the Brazilian government and certainly should be an inspiration for research elsewhere, including in high-income levels, so as to see how much the 2030 develops “reach” into the civil service and to better determine training needs. We would also have to consider differing institutional and political settings, such as the specific role of the Communist party with regard to policy coherence across the civil service in China (chapter by Yang, Zhou & Cao). While this particular setting holds opportunities in centralized planning, it can be expected to come with challenges in settings characterized by diversity and multi-actor settings, not least so when the civil service needs to flexibly address transnational activities and actors in the course of the implementation of the 2030 Agenda. Not unfamiliar to other contexts, India, in a relatively open society and ‘noisy democracy’, sees the civil service under pressure from a rather ad hoc and top-down policy decision-making process and, at the same time, from a growing aspiring middle class. Training thus has to capacitate civil servants to navigate these challenges when engaging in long-term planning processes and thus has to aim at working on the administrative and managerial skills, while considering the incentive structure, too (chapter by Sharma).

We can argue that the outlook of civil servants may change only slowly (and should to some extent be detached from politics). In a particular reminder

of different skills requirements at different career levels, the chapter on Indonesia discusses training needs for induction programs and in-service training as ‘life-long-learning’ (chapter by Suwarno & Hartono). Public administrations and the civil service are placed in history, as the chapter on the role of the National Institute of Public Administration in Mexico reminds us (chapter by Plasencia Díaz). These historical legacies will also impact upon the implementation of planning and on development, and they put Africa’s challenge in implementation disproportionately higher than in other places, as the regional perspective from Africa adds (chapter by Lukamba-Muhiya). Certainly, all country chapters included in this volume discuss or at least touch on four dimensions to be considered in civil service training: Challenges and thus themes for training can relate to analytical, administrative, internal coordination and political-relational dimensions.

Cornerstones for training: Training has to be particularly conceptualized for an adult learners’ setting, suspending assumptions so as to overcome established mental structures and aiming at immediate and applicable learning (“learning by doing”). Some generic techniques and tools for training courses thus are conceivable and are presented and discussed in her chapter by Reiber. The specific training needs and suggestions for elements in a curriculum are presented for a multi-stakeholder setting by Dolores Brito and Rogerio Correa from their perspective of the Brazilian National Platform on Voluntary Sustainability Standards.

The purpose of this book is ultimately to inspire governments to empower civil servants to help working towards the global common good (as consensually defined in 2015 with the 2030 Agenda) and address the SDGs. The German Development Institute/Deutsches Institut für Entwicklungspolitik (DIE) together with the National School of Public Administration (ENAP) of Brazil joined efforts in an exercise of transnational knowledge cooperation to carry out a seminar which is the basis of this compilation of contributions. The seminar took place in Brasilia from 26 February to 1 March 2018 under the title “Capacity Building for the 2030 Agenda: Peer Exchange of National Schools of Public Administration & Think Tanks on National SDG Implementation”. The works presented here are the product of the four days of work

interaction and peer learning among representatives from National Schools of Government from partner countries in the Managing Global Governance (MGG) network, namely Brazil, China, Indonesia, India, South Africa and Mexico, as well as Germany. They were further joined by officers from the international organizations that include the United Nations System Staff College Knowledge Center for Sustainable Development and Think Tanks from the MGG network.

We are sure that the content of this book will attract the attention of the different multi stakeholders committed to the implementation of the 2030 Agenda. The aspiration of changing societies and the economy amounts to a change in our ways of life everywhere on the planet, thereby also shifting benchmarks for possible peer learning and expanding them beyond certain income levels. Academics and public servants will find in this volume an international reference to recover the best practices in the fulfillment of the Agenda, in the development of administrative and institutional capacities of governments and their public administrations.

The National Institute of Public Administration of Mexico is pleased to publish this work that is the product of the joint effort of those who work daily in the sustainable development of the planet.



Section I:

The Agenda 2030 and
training of the civil service

1 Interdependencies between the SDGs – *Policies, institutions and ecosystems*

Imme Scholz²

1.1 Introduction

The 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs) provide an opportunity for ensuring that prosperity for all is achieved without compromising the natural foundations of human life. The Agenda is based on the insight that development pathways that degrade or destroy natural resources and ecosystems through resource and emission-intensive growth are a threat to sustained human prosperity. The SDGs were conceived during the preparation for the 2012 UN Conference on Sustainable Development in Rio de Janeiro (“Rio+20”) and built on the experience with the Millennium Development Goals (MDGs) that shaped the development agenda between 2000 and 2015. In the run-up to Rio+20, Colombia and Guatemala tabled a proposal to agree on shared universal goals that would combine social, environmental and economic objectives more explicitly than the MDGs. In the era of the MDGs, incomes of the poor, access to health, education and clean water in developing countries were improved, measured by quantified targets at global level, which were to be achieved by 2015. Rich countries supported developing countries through official development assistance (ODA), and the MDGs helped them to increase ODA budgets and to better coordinate the joint activities of donors and partners. After 15 years, considerable progress was made, particularly in increasing access to primary education, in “turning around” the HIV, tuberculosis

2 Acting Director, Deutsches Institut für Entwicklungspolitik/German Development Institute (DIE).

(TB) and malaria epidemics and in reducing child mortality. The strong economic growth particularly in China as well as elsewhere, prior to the outbreak of the financial market crisis in 2009, helped to reduce extreme poverty. Economic development, however, was not part of the MDGs, and ecological aspects systematically took a back seat in their implementation, as can be seen in the track record of the past 15 years. Rather than declining, global emissions of greenhouse gasses have risen enormously, while the pressure on ecosystems has increased so much that scientists are now warning of an impending tipping point in the earth's natural systems.³ One example: more people have access to clean drinking water, but there is no evidence of any general improvement in the management of water resources.

The Rio+20 Conference had set itself the goal of adopting measures to harmonize human prosperity with nature protection, as elaborated in the concept of sustainable development. This concept had played virtually no role in the implementation of the MDGs. The proposal by Colombia and Guatemala was to define SDGs that reflect the insight that social and economic development cannot be sustained if environmental problems, such as global warming, the loss of biodiversity and increasing amounts of waste and pollutants are ignored. On the contrary, lack of progress in the protection of climate, soils, species, and water would create increasing costs for the economy and set back social progress.

Moreover, progress in environmental protection requires changes in pathways towards and concepts of prosperity: rich countries consume the greatest volume of natural resources and energy, and rising prosperity in the large emerging economies such as China, India, Brazil and Indonesia is accompanied by absolute increases in environmental impacts.

At the same time, new social challenges were perceived: inequality in the distribution of income and wealth increased in the old industrialized nations, while demographic change and the digitalization of the economy started to change labor markets and are understood to require innovations for funding social security systems and securing incomes.

3 See WBGU, 2014.

In the interest of sustainable development, it therefore made little sense to define goals solely for developing countries as had been the case with the MDGs. Instead, a universal approach was needed for transforming domestic policies as well as external relations in all countries. As it had not been possible to agree on the SDGs during the Rio+20 conference, a working group was set up at the United Nations in 2013. This group comprised representatives from 70 countries that shared 30 places among them, invited many experts on relevant topics, included non-state actors in their sessions, and managed to compromise on a list of 17 goals that later became part of the 2030 Agenda. This process of dialogue and negotiation was remarkable in itself, and changes in the political settings in a number of countries make it hard to imagine such a successful process at the UN only a few years later, today in 2019.

For its implementation, the negotiators of the 2030 Agenda agreed to rely on national implementation, led by governments and with contributions by multiple stakeholders, from the private sector, science and civil society. Negotiators also agreed that additional investment in international cooperation is required, for financial reasons and because industrialized countries continue to hold the lion's share of the global knowledge, research and innovation capacities that allow the environmental impact of production and consumption patterns to be reduced. Emerging economies are increasing their shares, particularly China, India and Brazil. However, poor countries will require cooperation and support, from North-South and South-South cooperation, if they want to be part of this transformation process.

After this introduction, the remainder of the article will explain how (imperfectly) the integrated character of sustainable development is mirrored in the 2030 Agenda and its 17 goals (section 2), and then briefly summarize the experience with institutions and procedures that could generate integrated policies that reflect the linkages between the social, environmental and economic dimensions of development (section 3). As the main focus of this article is on the environmental dimension, it therefore proceeds by describing six areas of global environmental change or degradation that threaten the natural foundations for human life if trends continue unabated (section 4). It closes with conclusions on the challenges and tasks that the public administration has to engage with for effectively implementing the 2030 Agenda.

1.2 The 2030 Agenda as a network of goals and targets

The preamble of the Agenda sets out its main goals in concise language under five keywords: the end of hunger and poverty for all (*people*), protection of the earth's ecosystems (*planet*), the well-being of all people (*prosperity*), securing peace (*peace*) and improving international cooperation (*partnership*). The preamble names the main interdependencies between these five aspects in a succinct manner, thus making a convincing case for integrated policy design and an important normative contribution, too, by establishing a link between this approach and the implementation of human rights in all their forms.⁴

Many of the problems, which must be solved to ensure the well-being of people (as well as of plants and animals) in the short and in the long term cannot be assigned to only one of the three dimensions of sustainable development. Instead, they require integrated approaches, which focus attention on the interdependencies of the goals and the interfaces between policy fields and which recognize and address the existence of conflicts and trade-offs between them. In addition, there are a number of benefits derived from understanding these interlinkages and designing policies and measures accordingly.⁵

The 2030 Agenda emphasizes the interdependencies between people, planet, prosperity, peace and partnership, and between the specific goals and their targets. The targets under each goal describe many horizontal linkages; as a rule, they are not only linked vertically to their specific goal, but also horizontally to other goals and thus are best described as a “network of targets”.⁶ This is exemplified by two sets of goals:

- Four goals explicitly connect prosperous people and planet through their targets: SDGs 6 (water) and 11 (cities) refer explicitly to the social and environmental dimensions;

4 See Scholz (manuscript). *For an analysis of the conceptual relations between the 2030 Agenda and the UN Right to Development.*

5 See ICSU, 2017.

6 See Le Blanc, 2015.

while SDGs 16 (peaceful and inclusive societies) and 17 (partnerships) name the institutions and systemic changes needed for a sustainable management of (global) public goods. SDG 2 (food security and nutrition) also refers to the environmental dimension and to resilient agriculture and belongs to this people & planet cluster, too.

- Four other goals are dedicated to protecting the earth system and thus formulate requirements at target level for the environmental quality of production processes, transport, waste management and recycling in industry, agriculture, trade and services: SDGs 12 (consumption and production patterns), 13 (climate policy), 14 (oceans) and 15 (terrestrial ecosystems and biodiversity). In addition, and importantly, SDG 16 formulates the legal and institutional preconditions for the reduction of poverty and inequality, for environmental policies and for a socio-ecological transformation. Without peace, legitimacy, effective institutions and the rule of law all this is impossible to achieve, and in the absence of peace and effective institutions, achievements can be reversed within a short time, and with long-term consequences.

At the same time, there are also trade-offs between goals, and inconsistencies.⁷ The targets of SDG 8 (economic growth and decent work) do not describe clear parameters for economic and labor market policies that are environmentally sustainable and socially inclusive. The targets that should ensure that economic growth is decoupled from resource use are not ambitious, and remain very vague. SDGs 7 (energy) and 13 (climate policy) could have been designed to reinforce each other, but SDG 7 lacks a clear reference to greenhouse gas emissions and a target that binds increases in energy supply to large reductions in energy intensity and rapidly increasing shares of renewable energy technologies.

7 See Loewe & Rippin, 2015; ICSU & ISSC, 2015; ICSU 2017.

SDG 10 (inequality) is a real innovation as an element of an international agreement at the level of the UN. It reflects the increased political weight of developing countries, as the goal refers to inequality among countries, and the growing relevance of inequality within countries as a global phenomenon, which is seen to affect social cohesion and political systems in industrialized and developing countries alike. SDG 10 links inequality with discriminations of all kinds but it disregards socio-ecological inequalities (i.e. the distributive effects of environmental harm and environmental policies).⁸ This is also true for SDG 17 (partnerships). This goal describes an open global trade system, stable financial markets and inclusive international institutions as necessary improvements for poverty reduction and development, but does not sufficiently specify their contribution to environmental sustainability.

SDGs 17 (partnerships) and 9 (innovation and infrastructure) emphasize that international cooperation in research, technology development and deployment urgently needs to be strengthened: A successful green transformation that promotes human development requires strong capacities for knowledge creation and adoption as well as for innovation in economy and society.⁹ Especially SDG 9, however, can lead to conventional implementation approaches as it does not specify clearly that investment in infrastructure and research & development need to follow the principles of leaving no one behind (access to infrastructure for the poor) and of environmental sustainability (avoid environmental harm by infrastructure investment, and invest in R&D that promotes climate-smart and clean innovations).

Summarizing it is clear that the 2030 Agenda makes a strong case for integrated policies in its preamble but spells it out more or less convincingly and comprehensively in each SDG. Governments, however, are free to go beyond the level of ambition and coherence manifest in the text. To be effective in this sense requires not only innovative public policies that explicitly address the three dimensions of sustainable development. It also requires new institutions and procedures that improve coordination between ministries, and

8 See Scholz in press.

9 See WBGU, 2011.

levels of public administration, and that facilitate policy learning in order to increase the understanding of shared areas of interest across policy fields that require joined-up approaches in regulation, implementation and monitoring.

1.3 Institutions and procedures for integrated policies

Governments and societal actors are facing the challenge of translating the 2030 Agenda into national, sub-national and local goals and measures, and of implementing them through strategies and policies at these various levels. The 2030 Agenda ascribes key responsibilities for implementation to national governments, who have to connect national policies and plans with the SDGs, and to the contributions of non-state actors inviting them to act on their own and to engage in multi-stakeholder partnerships. China presented its comprehensive implementation strategy in late 2015, while industrialized countries needed much more time in order to define their approaches towards implementation.¹⁰

Since 2016, countries are presenting their voluntary national reviews on implementation at the UN High-Level Political Forum, which meets every July in New York. Participation in this Forum is an incentive for engaging in implementation, and the increasing number of voluntary national reports show that these meetings are turning into an important platform for learning and exchange.¹¹

There are other platforms where countries can engage in direct cooperation, such as regional meetings facilitated by the UN economic commissions. In Europe, government officials created a European network for sustainable development policy learning.¹² The G20 established an open-to-all voluntary peer learning mechanism for governments on 2030 Agenda implementation which so far involves Germany, Mexico, the Netherlands, China, and Norway.

10 See O'Connor *et al.* 2016.

11 In 2016, 22 countries reported, 43 countries reported in 2017, 47 reported in 2018 and 30 were listed for the HLPF in 2019 in June 2018. See <https://sustainabledevelopment.un.org/vnrs/>, Accessed on 29 June 2018.

12 See the homepage and publications of the ESDN: www.sd-network.eu.

The G20 also committed to “having a regular knowledge exchange with G20 engagement groups hosted by the G20 presidency, focusing on the implementation of the 2030 Agenda, including the promotion of multi-stakeholder approaches”.¹³ Engagement groups include industry, trade unions, think tanks, women and civil society organizations.

One implementation instrument with policy coordination capacity explicitly mentioned in the 2030 Agenda are national strategies for sustainable development. After the Rio summit in 1992 on environment and development, many countries had started to elaborate such strategies, especially within the Organization for Economic Co-operation and Development (OECD). Developing countries received support from the UNDP for this purpose. Sustainable development strategies were expected to trigger strategic decision-making processes that “focus debate, build consensus, examine trade-offs and make choices”.¹⁴ An analysis of integrated strategies in 15 European countries, however, came to the conclusion that, in practice, integrated strategies “usually fail as integrative governance processes” and “prove to be comparatively weak administrative routines” that are “preoccupied with low-key communication rather than high-profile policy coordination”.¹⁵ (also see contribution by Ziekow & Steffens in this volume). One important reason for failure is that sustainable development strategies did not have the political strength or legitimacy to discipline single ministries, their decisions and actions with the help of overarching goals.¹⁶ Institutional inertia and path dependency of ministerial bureaucracies pose further obstacles to strategic reorientation. In addition, integrated strategies are often advocated for by traditionally weak ministries such as ministries for the environment or for development. These ministries argue for integrated or at least coordinated policies because the negative trends or phenomena they have to address are usually caused by actors that are regulated by other ministries (such as the economy and trade, or infrastructure) that pursue priorities different from environment or development.¹⁷

13 See G20: 2017.

14 Meadowcroft, 2007: 157.

15 Casado-Asensio & Steurer, 2014: 459.

16 See Scholz, 2017; Casado-Asensio & Steurer, 2014.

17 See Jordan & Lenschow, 2008.

Sustainable development strategies often depart from the assumption that transformation can be organized by strategic policy coordination, reinforced by hierarchy and broad participation. An alternative view is to understand change not as a process that lends itself to hierarchical or coordinated management but as a co-evolutionary process where changes in semi-autonomous sub-systems are able to trigger change in other related subsystems.¹⁸ Sub-systems include technologies and institutions that interact and influence each other while maintaining functional autonomy. From the perspective of the 2030 Agenda, one approach therefore would be to identify linkages between subsystems that can trigger positive feedback effects in both. The advance of renewable energy technologies is an example that illustrates such dynamics of change: It reduces greenhouse gas emissions, improves air quality, human health and environmental quality, and its economic advantages over fossil-fuel dependent technologies increase with its diffusion and adoption (lower prices, employment creation). As the 2030 Agenda calls for leaving no one behind, special attention would have to be paid to the distributive effects of replacing fossil fuel by renewable energy technologies, for example regarding employment, and income effects due to taxes and changes in energy prices.

Seen from this angle, sustainable development is a society-wide systemic process of change that requires coordinated action at points that leverage and trigger environmentally beneficial change across the system. It also requires action for mitigating negative social and economic effects. Such action can be initiated best with a government that has a coherent long-term vision and effective coordination processes that balance competing interests, and that can mobilize contributions by the private sector and sub-national entities and changes in household behavior. Thus, policy coordination is needed as much between specific policies across sectors as between their respective stakeholders, and administrative levels. Moreover, since transformative change as required by the 2030 Agenda is more than technological change, and it cannot be executed by political and economic elites alone, it requires societal dialogue and initiatives from the bottom up. At the same time, governments and transnational actors need to shape and apply global framework condi-

18 See Norgaard, 1994; Kemp et al., 2007; Loorbach, 2010.

tions, rules and standards in a way that is coherent with this understanding of sustainable global prosperity. The 2030 Agenda therefore requires procedures that are simultaneously strong and flexible, and debates that are rooted in local society and that at the same time take into account interests that are not voiced directly - interests of other societies, future generations, and of global commons that have no voice at all, such as oceans and the climate.¹⁹

This poses procedural problems of legitimacy and the question of how to define the adequate or fair share of each society in contributing to the provision of global common goods. In the case of climate policy, options for calculating fair shares exist.²⁰ Political negotiations under the UNFCCC and beyond, however, did not absorb these options. Instead, with the Paris Climate Agreement in 2015 countries adopted a bottom up process with voluntary nationally determined contributions. The establishment of clear criteria for making these contributions more stringent is a task that climate negotiations will cover in 2018 and 2019. Yet, for other policy fields, such debates are either incipient or even non-existent. Formulas for fair contributions often are hard to develop and the knowledge base is often deficient.

In this context, sustainable development strategies and the national and global procedures connected with their elaboration, monitoring and review can play a significant role. Instead of seeing them as an instrument for strategic coordination reinforced by hierarchy, they can be used as an instrument of information and communication on the long-term direction of change. In this way, such strategies could facilitate a transition “from grand rigid planning schemes to flexible strategy processes, accompanied by a transition from clear-cut sectoral authorities to cross-cutting competencies, from pure hierarchies to an amalgamation of hierarchies and networks, from top-down control to process and policy assessments, and from knowing to learning”.²¹

19 See WBGU, 2011; Weidner 2005; Sand, 2004.

20 For an overview, see WBGU, 2009.

21 See European Sustainable Development Network on its website <http://www.sd-network.eu/?k=basics%20of%20SD%20strategies>; last accessed 29 June 2018.

Policy coordination and policy learning are especially important when it comes to reducing environmental harm caused by production and consumption patterns. On the one hand, in many cases, environmental harm is inbuilt in technologies and infrastructures, which makes changing them very challenging, especially as these technologies and infrastructures are integrated in concepts of a comfortable and better life (i.e. commuting between home and work with an own car instead of using public transport). On the other hand, the urgency of change is increasing as the accumulated effects of emissions into the air, water and soils, and of the expansion of agriculture, settlements and infrastructure is reaching thresholds whose crossing endangers human life. In which areas such processes are occurring and how they are linked to poverty and prosperity is described in the following section.

1.4 Ecosystems and their services: foundations for human prosperity under pressure

For a few decades, environmental research has been making efforts to understand the human impact on the earth system as a whole, by measuring the increasing human share in overall energy and material flows and the impacts this has on ecosystems and their functions.

In its 2011 flagship report “World in transition: A new social contract for sustainability” the German Scientific Advisory Council on Global Change (WBGU) describes the current situation as follows:

The extent of environmental changes caused by humankind has altogether reached another dimension since the industrialisation. The population has grown from just under 1 billion then to almost 7 billion today. Energy use, around 600 W per person in agricultural societies, rose to 4,750 W per person in the highly industrialized nations of the north. One important driving factor of this expansion has been the use of fossil energy carriers, which has made possible

both intensive agriculture and the huge increase in material flow, amounting to around 10-30 t per person per year in industrial societies (...). Humankind has also reengineered around half of the world's land surface. Humans already use almost a quarter of the biomass produced globally each year on all land, and over 40% of the renewable, accessible water resources. Collectively, various anthropogenic global material and energy fluxes by now far exceed any natural flows. As a consequence, developments in many of the vital environmental dimensions are reaching a crisis stage: water resources, soils, forests and oceans have been overexploited or are being destroyed, biodiversity is undergoing a drastic reduction, and important biochemical flow patterns have been radically changed by humankind, for example the carbon and nitrogen cycles. (...) Without a doubt, humankind has become the Earth ecosystem's dominating force.²²

This notion that the relationship between human society and nature has reached a new, unprecedented quality with far-reaching consequences for both led Nobel prize winner Paul Crutzen to define the present period since industrial revolution as a new geological epoch and to call it the Anthropocene.²³

The WBGU concludes:

the beginning of the Anthropocene also marks the beginning of a new era of responsibility, as in terms of technology, humankind has by now advanced so far that it could unbalance the Earth system to an extent that would have dire consequences for human societies and ecosystems. The megatrends of a dynamic, globalized economy, together with a population which will in all probability continue to increase up to the middle of the century, are on a collision course

22 WBGU, 2011: 31.

23 See Crutzen, 2002.

*headed for the planetary guard rails (...). We are currently risking the Earth system's capability of continuing to provide human civilization with the stable life support system which made its development over the last 10,000 years possible in the first place.*²⁴

Six observable phenomena illustrate the enormous impact of human use of the environment on the earth system. These phenomena are linked to each other in complex ways. In most cases, linked impacts reinforce each other so that total impact is larger than the sum of all single impacts:²⁵

Climate change and its impacts: According to the fifth assessment report of the IPCC, in 2012 global average temperature was 0.85°C higher than 1880 and climate-change impacts can be observed across all continents and oceans. Impacts affect the availability and quality of water, and many plant and animal species have migrated in order to adapt to warming. The effect of warming on crop yields is mostly negative. Projections of further warming by 2100 are worrying: The IPCC scenarios assume a range of global warming between 4.1°C and 4.8°C over preindustrial levels in the absence of mitigation policies.

Loss of ecosystem services and habitats: About one third of the ice-free landmass has been cleared for agriculture, pasture and forestry. The expansion of human settlements and infrastructure puts natural habitats under increasing pressure. Excessive fishing, nutrient intake, waste and acidification affect rivers, lakes, seas and oceans. Altogether, this has led to a massively increasing decline in biological diversity; large shares of known species are threatened by extinction.

Soil degradation and desertification: According to UNEP (2007) about 20,000-50,000 km² of land are lost annually for agricultural production, mainly due to soil erosion. Between one fifth and one third of global arable land is degraded, due to unsustainable agricultural practices, deforestation, overgrazing, soil

24 WBGU, 2011: 31.

25 The description of the six phenomena is based on WBGU, 2011: 33-45.

salinization, soil sealing and urban growth. Regarding the extent of degradation, estimates vary. Although in some places there are improvements in land cover, soil quality and biomass production, the dominant global trend remains degradation.

Water scarcity and pollution: Currently, more than 40% of renewable accessible water resources are subject to human use or regulation. The rate of human freshwater use is still increasing, due to population growth, rising incomes and increasing food demand. High use rates and water pollution threaten water resource regeneration and wetlands, an additional threat is linked with water pollution.

Raw materials: Industrialization has led to an enormous increase in the use of minerals, especially coal, ores and natural gas. Environmental impacts occur along the whole lifecycle of raw materials, connected to exploitation, processing, use and disposal. Mineral exploitation increasingly threatens remote and ecologically important areas such as tropical forests and the bottom of the sea because increased demand makes it economically viable there; the Arctic is threatened because global warming has made it more accessible.

Flows of nutrients and pollutants: Increasing flows of nutrients (such as nitrogen and phosphorus) and of pollutants (e.g. CFCs that harm the ozone layer and persistent organic pollutants and heavy metals) characterize agricultural and industrial production. The consumption of phosphorus has tripled between 1960 and 1990, and nearly half of it ends up in the oceans. In the long run this could lead to large dead zones in the deep sea where life is impossible. Pollutants are dangerous because of their persistence, the accumulation in food chains, their toxicity and mobility and their cumulative effects on living organisms and their impacts on vital Earth-system processes or subsystems.

This description looks at trends of environmental change as global phenomena and does not consider the social practices that cause them. Causes and impacts of global environmental change are distributed very unevenly across biomes, geographical regions, continents and oceans, and even more so, if human societies are considered, among and within countries. Social environmental research shows that it has become increasingly difficult to disentangle nature

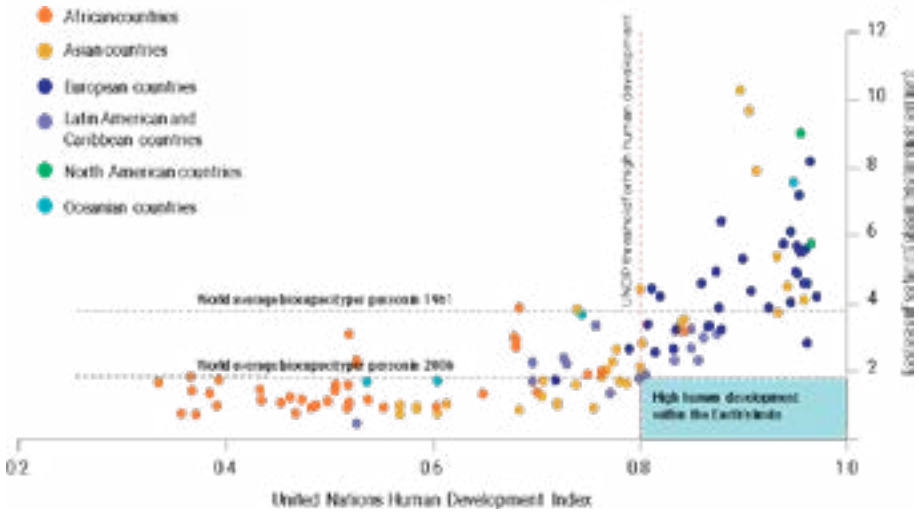
and society empirically: specific social practices constitute economic and social subsystems (i.e. agriculture / food systems, cities, transport) that rely on functioning ecosystems and their services and at the same time produce and shape the six trends described above. Social practices vary with local, historical, socio-economic and institutional conditions, and they are also influenced by global production and consumption networks to which they are connected. Therefore, there is no uniform way in which levels of human development and levels of environmental use are linked with each other.

Countries show enormous differences in human development between (and also within) themselves, in institutions and political order, patterns of social organization, production and consumption that evolved over time and were influenced and shaped by different forms and degrees of articulation with regional and global markets. These societal differences together with historically specific ways of adapting to geographic conditions are important to explain the different levels of greenhouse gas emissions, natural resource consumption and waste generation that exist across high-income and upper-middle income countries in Europe, the Americas and Asia. Understanding them better will help to devise locally adapted pathways for change towards sustainable development, and may nurture transregional learning.

The indeterminate relationship between prosperity and environmental damage is illustrated by figure 1 which plots countries according to their level of human development as reported by UNDP and their ecological footprint as calculated and documented by the Global Footprint Network (GFN; data are from 2009). The GFN calculates the world average biocapacity per person which relates stocks of natural capital with use rates and population. Between 1961 and 2006, the average biocapacity has diminished which is strongly related to the growth of greenhouse gas emissions and the expansion of agriculture into forests and natural grasslands. Currently, the Footprint methodology is under revision in order to address the methodological flaws in the construction of biocapacity, especially regarding its inability to track the depletion of stocks of natural capital.²⁶

26 See Mancini *et al.*, 2017.

Figure 1 - Human development and ecological footprint - a non-linear relationship



Source: Global Footprint Network (2009). Data from Global Footprint Network National Footprint Accounts 2009 Edition and UNDP Human Development Report 2009.

The figure shows three things: First, countries with a high level of human development have environmental footprints of nearly all sizes, most of them between two and six global hectares per person while the four largest are between eight and ten global hectares per person. No country stays below the average value per person. Second, the vast majority of countries whose environmental footprint is compatible with global sustainability as defined by the GFN - mostly from Africa - have very low levels of human development. However, there are also poor countries with a high environmental consumption. Third, no country achieves high levels of human development while staying within environmental limits (as defined by the GFN). Two countries from Latin America/Caribbean seem to constitute an exception because they are located exactly at the limit of both parameters.

Dynamic graphs available at the internet with more recent data²⁷ show how countries change their positions between 1991 and 2013. We see that on the average, improvements in human development are linked with increasing environmental consumption.

This trend, together with the large variations documented between countries, calls for deeper analysis of the relationships between human society and nature, and how social inequalities connect with them and shape them, in order to explain both reinforcing linkages and pathways where decoupling between improved prosperity and environmental degradation can be observed (or not). In a few years, such analysis will also show the diversity of transformation pathways across countries and whether new social norms and institutions emerge that respond both to local conditions and histories and to the requirements of the new paradigm of global sustainable prosperity, or whether there will be a larger global uniformity of such norms and institutions.

1.5 Conclusions

For the public administration, implementing the 2030 Agenda is a challenging task that offers plenty of opportunities for learning, innovating and engaging in cooperative relationships across departments, levels of administration and with non-state actors, within national territory, the region and globally. In the 2018 climate of “my nation first” thinking, it is to be hoped that countries willing to work towards sustainable development will establish alliances, partnerships and platforms within their own territory and with other countries, for joint action and learning, for specific (clusters of) SDGs. With a view to the focus of this article on the environmental dimension of sustainable development, it is equally important that they maintain and expand existing alliances, partnerships and platforms, for example in the context of the UNFCCC, the Convention on Biodiversity and other multilateral environmental agreements.

Civil servants have to act respecting the rules and procedures of public administration and within the framework set by political constellations. Implementation

27 See <http://data.footprintnetwork.org/countryMetrics.html?cn=all&yr=2013>.

of the 2030 Agenda has to be facilitated by searching for new approaches and alliances under these circumstances. Five areas come to mind from what has been explained in the former sections with regard to future tasks of civil servants and public administrations willing to implement the 2030 Agenda:

- a) Modernization of technologies, infrastructure, and of production and consumption patterns is central for increasing productivity and economic growth rates, and it is also fundamental for transitioning towards renewable energies and decarbonizing the economy. Policymakers and civil servants have to understand that these modernization pathways are neither environmentally neutral (for they might affect land and water use, biodiversity protection and stimulate mining in remote and fragile areas), nor socially neutral (as they might affect local rural livelihoods and established labor markets). Transformative policies require that civil servants learn to consider multiple objectives simultaneously and to balance them out over time. Scenario thinking and modeling is a technique that may help in this regard.
- b) Skills for policy coordination processes will be increasingly important: they comprise expert knowledge, analytical and soft skills (for organizing dialogues, consultations, and negotiations that facilitate compromise). Effective policy coordination requires deep analysis of trade-offs between conflicting goals. This allows arriving at compromises that are not shallow but well thought through and solid. Analysis and consultations also help to identify options for joined-up approaches across policy fields that deliver benefits for all sides over time and thus may help to make change more acceptable. While policy coordination in the sense mentioned above will be necessary among sector ministries at national level, related policy coordination processes at sub-national and local level, especially in cities, will become more relevant, too, and require skilled personnel.

- c) Contributions for implementation by non-state actors from different sectors of society (e.g. academia, the private sector, civil society organizations, local communities, trade unions) are essential. Civil servants will need to develop their skills for engaging in dialogue and cooperation with non-state actors beyond the usual circles that lobby their ministry, and identify innovative partnerships that stimulate change.
- d) Global and regional partnerships for change that combine state and non-state actors are another format that may be promising; civil servants across ministries and at sub-national levels, especially cities, need to have the language and other skills and build up experience in order to be able to actively participate in such partnerships. International cooperation will not be limited to foreign affairs but increasingly transcend many policy fields, which means that all ministries need to have staff with international experience.
- e) Policy learning based on monitoring and evaluation of public policies and their outcomes and impacts will be crucial for tracking progress and for designing targeted and effective public interventions and support. Ministries and sub-national public administration will need staff with specialized skills for these tasks and with the ability to engage with research institutions that collect such knowledge.

Skill acquisition and policy learning in these five areas will happen in different ways: when recruiting new staff such knowledge and soft skills as well as international experience can be selection criteria. For most civil servants, however, it will be necessary to provide learning possibilities “on the job” and in short courses that focus on specific problems and illustrate the advantages of integrated policies and joined-up action.

References

CASADO-ASENSIO, JUAN & STEURER, REINHARD. (2014). Integrated strategies on sustainable development, climate change mitigation and adaptation in Western Europe: communication rather than coordination, *Journal of Public Policy*, vol. 38, n° 3, p. 437-473.

CRUTZEN, Paul. (2002). Geology of mankind. *Nature*, vol. 415, 3 January 2002, 23.

G20. Hamburg Update: Taking forward the G20 Action Plan on the 2030 Agenda for Sustainable Development. Hamburg, https://www.g20germany.de/Content/DE/Anlagen/G7_G20/2017-g20-hamburg-upade-en.html. Last accessed 30 June 2018.

ICSU (International Council for Science)/ISSC (International Social Science Council). (2015). *Review of targets for the sustainable development goals: The science perspective*. Paris: International Council for Science (ICSU), 92 pages.

ICSU (International Council for Science) (ed.). (2017). *A Guide to SDG Interactions: from Science to Implementation* [Griggs David J., Nilsson Måns, Stevance Anne-Sophie, McCollum David (eds)]. International Council for Science, Paris DOI: 10.24948/2017.01., 239 pages.

JORDAN, Andrew & LENSCHOW, Andrea (eds.). (2008). *Innovation in environmental policy? Integrating the environment for sustainability*. Cheltenham: Edward Elgar, 356 pages.

KEMP, René, LOORBACH, Derk & ROTMANS, Jan. (2007). Transition management as a model for managing processes of co-evolution towards sustainable development. *International Journal of Sustainable Development & World Ecology*, vol. 14, p. 78-91.

LE BLANC, David. (2015). *Towards integration at last? The sustainable development goals as a network of targets*. New York: UN DESA Working Paper n° 141, 19 pages.

LOEWE, Markus & RIPPIN, Nicole (eds.). (2015). *Translating an ambitious vision into global transformation: The 2030 Agenda for sustainable development*. Bonn: DIE, Discussion Paper 7, 113 pages.

LOORBACH, Derk. 2010. Transition management for sustainable development: a prescriptive, complexity-based governance framework. *Governance: An International Journal of Policy, Administration, and Institutions*, vol. 23, n° 1, p. 161-183.

MANCINI, M., GALLI, A., NICCOLUCCI, V., LIN, D., HANSCOM, L., WACKERNAGEL, M., BASTIANONI, S. & MARCHETTINI, N. (2017). Stocks and flows of natural capital: Implications for ecological footprint, *Ecological Indicators*, vol. 77, p. 123-128.

MEADOWCROFT, James. (2007). National sustainable development strategies: Features, challenges and reflexivity, *European Environment*, vol. 17, No. 3, p. 152-163.

NORGAARD, Richard B. (1994). *development betrayed: The end of progress and a coevolutionary revisioning of the future*. Florence, Kentucky: Routledge, 296 pages.

O'CONNOR, David; MACKIE, James; VAN ESVELD, Daphne; KIM, Hoseok; SCHOLZ, Imme & WEITZ, Nina. (2016). Universality, integration, and policy coherence for sustainable development: early SDG implementation in selected OECD countries. Disponível em: http://www.die-gdi.de/uploads/media/Universality_Integration_and_Policy_Coherence_for_Sustainable_Development_Early_SDG_Implementation_in_Selected_OECD_Countries.pdf, 2016

SAND, Peter. (2004). Sovereignty bounded: Public trusteeship for common pool resources? *Global Environmental Politics*, vol. 4, n° 1, p.p. 47-71.

SCHOLZ, Imme. (2017). National strategies for sustainable development between Rio 1992 and New York 2015. VON HAUFF, Michael; KUHNKE, Claudia (eds.). *Sustainable development policy: A European perspective* (Routledge Studies in Sustainable Development), London: Routledge, 2017, pp. 24-45.

SCHOLZ, Imme. The relevance of environmental research for development studies. BAUD, Isa (ed.). *Building development studies in the new millennium*. Basingstoke: Palgrave Macmillan, in press, 25 pages.

SCHOLZ, Imme. (2018). *Reflecting on the right to development from the perspective of global environmental change and the 2030 Agenda for Sustainable Development*. (manuscript). Bonn: DIE, 11 pages.

WBGU (Wissenschaftlicher Beirat der Bundesregierung Globale Umweltveränderungen). (2009). Solving the climate dilemma: The budget approach. *Special Report 2009*, Berlin: WBGU, 58 pages.

WBGU (Wissenschaftlicher Beirat der Bundesregierung Globale Umweltveränderungen). (2011). *World in transition - A social contract for sustainability*. Flagship Report, Berlin: WBGU, 400 pages.

WBGU (Wissenschaftlicher Beirat der Bundesregierung Globale Umweltveränderungen). (2014). *Human progress within planetary guard rails - A contribution to the SDG Debate*. Berlin: WBGU, Policy Paper 8, 47 pages.

WEIDNER, Helmut. (2005). *Global equity versus public interest? The case of climate change policy in Germany*. Berlin: Wissenschaftszentrum Berlin, Discussion Paper SP IV 2005-102, 94 pages.

2 Horizontal and vertical coordination for national SDG implementation

Jan Ziekow, Carolin Steffens

2.1 Introduction

Sustainable development without a high-performance public administration committed to sustainability goals is hardly possible. When the United Nations (UN) general assembly adopted the 2030 Agenda with its Sustainable Development Goals (SDGs), it made unmistakably clear that good governance is an indispensable framework of sustainable development. Goal 16 demands explicitly to build effective, accountable and inclusive institutions. Out of the 169 targets across all goals, as many as 43 focus on means of implementation, plus an additional 19 targets under the final Goal 17 on global partnership.

Implementing the SDGs and the principles underlying these represents significant challenges for national administrations. The universal and indivisible nature of the 2030 Agenda demands for coordination across the multiple sectors and layers of government as well as across societal actors and between countries - this is what we refer to as horizontal and vertical coordination.²⁸ Such calls for policy coordination and integration are not new, but have been discussed for decades under a variety of different terms such as policy

28 MARK STAFFORD-SMITH, DAVID GRIGGS, OWEN GAFFNEY, FAROOQ ULLAH, BELINDA REYERS, NORICHIKA KANIE, BJORN STIGSON, PAUL SHRIVASTAVA, MELISSA LEACH, & DEBORAH O'CONNELL. (2017). Integration: the key to implementing the Sustainable Development Goals. *Sustainability Science*, 12(6), pp. 911-919. <https://doi.org/10.1007/s11625-016-0383-3>.

coherence, holistic government, joined-up government, horizontal governance, holistic governance, policy mainstreaming and the nexus approach.²⁹ The SDGs, however, “represent a particularly ambitious effort to achieve policy integration across multiple sectors”.³⁰ They set out a wide range of interlinked economic, social and environmental objectives and apply to all countries globally.

At national and subnational level, where implementation mostly takes place, the SDGs therefore need institutional arrangements that enable a coherent policy formulation and implementation. Addressing a transformative agenda within an unchanged structure will hardly work. In other words, the SDGs demand for cracking open the “silos” or “boxes” that government and public administration consist of, but in a way that maintains their merits. Apart from adapting institutions, it is also immensely important to consider institutional culture: civil servants that are trained inside these boxes have to be willing, able and allowed to think outside the box if policy integration is to be effective.

This contribution considers the requirements and opportunities of institutional arrangements for the implementation of the SDGs. We proceed as follows. First, we explore the interconnected nature of the SDGs. Second, we outline the need for horizontal coordination among sectoral government bodies and describe possible institutional arrangements as well as a need for change in institutional culture. Third, we discuss vertical coordination between different layers of government and fourth, multi-stakeholder approaches. Finally, we outline the institutional architecture for sustainable development in Germany as an example to illustrate these different elements.

29 JALE TOSUN & ACHIM LANG. (2017). Policy integration: mapping the different concepts. *Policy Studies*, 38(6), pp. 553-570. <https://doi.org/10.1080/01442872.2017.1339239>.

30 JALE TOSUN & ACHIM LANG. (2017). Policy integration: mapping the different concepts. *Policy Studies*, 38(6), pp. 553-570. <https://doi.org/10.1080/01442872.2017.1339239>

2.2 The Interconnected Nature of the SDGs

The Millennium Declaration made by the UN General Assembly in the year 2000 was a milestone on the way towards a more just world.³¹ The MDGs chose clarity over complexity in order to minimize ambiguities and optimize target achievement to the greatest extent possible within the specified period. The goals were formulated on a sectoral basis, hence they did not make any demands related to changes in the policy processes and policy implementation. The core of the Agenda 2030 for Sustainable Development, adopted at the United Nations Sustainable Development Summit in September 2015, with the aim of eradicating hunger and extreme poverty by the year 2030, are the 17 Sustainable Development Goals (SDGs). They are further subdivided into 169 targets altogether. As a tool to measure target achievement, 232 indicators have been suggested.³² These figures alone clearly illustrate the greater complexity of the SDGs in comparison with the MDGs.

The SDGs pledge common action across a substantially broader policy agenda that sets out a wide range of economic, social and environmental objectives. They apply to all countries, both developing and developed, and embody a fundamental commitment to leaving no one behind. They were drafted in a long and participatory process in the UN, while the MDGs “did not result from inclusive and participatory processes at all”.³³ The SDGs are inclusive by design, underscore equity and equality as universal aims, and stress the essential need for partnership and cooperation among all segments of society and at all levels.

31 Cf. ORAN R. YOUNG. (2017). Conceptualization: Goal setting as a strategy for earth system governance. In: NORICHKA KANIE & FRANK BIERMANN (eds.). *Governing through goals. Sustainable development goals as governance innovation*. Cambridge (Mass.), The MIT Press, 2017, pp. 31-51.

32 For the challenges of the measuring progress cf. LÁSZLÓ PINTÉR, MARCEL KWOK & DORA ALMASSY. (2017). Measuring progress in achieving the sustainable development goals. In Norichika Kanie & Frank Biermann (eds.). *Governing through Goals. Sustainable Development Goals as Governance Innovation*. Cambridge (Mass.), The MIT Press, 2017, pp. 99-133.

33 OTTO SPIJKERS & AARON HONNIBALL. (2014). MDGs and SDGs: Lessons learnt from global public participation in the drafting of the UN development goals. *Vereinte Nationen: German Review on the United Nations*, 62 (6), pp. 251-256.

The SDGs are not structured as a cohesive and coherent system which would allow - according to the rules of formal logic - the derivation of a sustainability design for each single measure. The individual objectives are instead connected to each other in different ways. While some goals and targets correlate strongly and are usually addressed simultaneously (even if not necessarily with the same intensity), others may be related only in a very weak, difficult-to-identify way. This entails, inter alia, the risk of not recognizing possible synergies or conflicts between these goals. The configuration of the SDGs as a whole can thus be understood as a network³⁴ consisting of two interlinked levels: the level of goals and the level of targets. Methodically, one can refer to the principles of Network Analysis for this step in the analysis process in order to identify the set of relationships between goals and targets. UN DESA, for example, has conducted such an analysis.³⁵ More advanced network analyses on the SDG framework have since worked on specifying and quantifying the interlinkages and on conducting context-specific analyses at the national level.³⁶

It is methodologically challenging that the impacts of different policies should not be regarded in isolation but rather considered with respect to the synergies and trade-offs among all of the goals and targets and sustainable development as a whole. The systemic changes that such a holistic approach entails will place significant demands on policy formulation and implementation processes, and in particular on political and administrative systems.

34 DAVID LE BLANC. (2015). Towards integration at last? The sustainable development goals as a network of targets. *Sustainable Development*, 23(3), pp. 176-187.

35 DAVID LE BLANC. (2015). Towards integration at last? The sustainable development goals as a network of targets. *Sustainable Development*, 23(3), pp. 176-187.

36 See e.g. XIN ZHOU, MUSTAFA MOINUDDIN & MING XU. (2017). *Sustainable development goals interlinkages and network analysis: A practical tool for SDG integration and policy coherence*. 2017, 122 pages. <http://www.greengrowthknowledge.org/resource/sustainable-development-goals-interlinkages-and-network-analysis-practical-tool-sdg>. NINA WEITZ, HENRIK CARLSEN, MÅNS NILSSON & KRISTIAN SKÅNBERG. (2018). Towards systemic and contextual priority setting for implementing the 2030 Agenda. *Sustainability Science*, 13(2), pp. 531-548.

Any policy, decision or measure should be assessed with respect to its impact on all other goals and targets. This means thinking holistically, taking into account all potential effects and all interlinkages among different effects. For example, extending agricultural production may contribute to raising the number of jobs (SDG 8) addressing poverty reduction (SDG 1) and reduce hunger (SDG 2), but at the same time can lead to a higher demand for energy (SDG 7) and water (SDG 6), with potential conflict over use of resources (SDG 16), negative impacts on climate action (SDG 13) and sustainable use of biodiversity and ecosystem services (SDGs 14 and 15).

The “no one left behind” principle also places high demands on institutional arrangements for the SDGs. Governments have to be aware that the needs of all, and especially of marginalized groups, will need an institutionalized mechanism to be heard. This could for instance take the form of a dedicated ministerial unit, a multi-stakeholder committee or a body with a watchdog function.

2.3 Horizontal coordination

One of the most important institutional arrangements for the SDGs is horizontal coordination. The term “horizontal integration” is understood to be the intended result of the 2030 Agenda, an outcome that includes the different sustainability dimensions expressed in the SDGs. “Horizontal coordination”, in contrast, means the support of this horizontal integration by implementing a process that merges different contributions for the overall achievement of the SDGs.³⁷

37 INGBORG NIESTROY. (2014). *Sustainable Development Goals at the Subnational Level: Roles and good practices for subnational governments*, SDPlanNet Briefing Note. https://www.iisd.org/sites/default/files/publications/sdplannet_sub_national_roles.pdf. Cf. EVERT MEIJERS & DOMINIC STEAD. (2004). *Policy integration: what does it mean and how can it be achieved? 2004 Berlin Conference on the Human Dimensions of Global Environmental Change*, 15 pages, http://userpage.fu-berlin.de/ffu/akumwelt/bc2004/download/meijers_stead_f.pdf, pp. 4 ff.

2.4 Coordination between government institutions

Government is typically organized along sectoral lines. Ministries and other government organizations as well as their constituent units are responsible for specific policy fields or issues. While this entails clear responsibilities and fosters specialized expertise in ministries, the fragmentation and narrowed perspective caused by these organizational silos in government can simultaneously lead to the neglect of aspects that fall outside. Political and mental silos reinforce the *institutional* division between different sectors.³⁸ In democracies, individual politicians have an electoral incentive to push forward the policy field of their ministry; this creates *political* silos. Finally, sectoral institutions are often embedded in different policy environments and develop different cultures and world views - these are *mental* silos. They can include whole bodies of think tanks and segments of civil society that barely talk to others, e.g. agriculture and international development.

The primary means to coordinate silo organizations is through a form of negative coordination, in which the organizations assert their own jurisdictions against each other “and will examine the initiative strictly from the perspective of” this jurisdiction.³⁹ In principle, the imperative to prevent or at least minimize the negative effects caused by this segregation of policy domains is undisputed, long discussed under the idea of (and need for) “policy integration”. In practice, the implementation of policy integration has proven to be a challenge.

Certainly, to a considerable degree these challenges arise due to the drawbacks of policy integration from the perspective of the sectoral government institutions. The necessity to coordinate policy content with other sectoral institutions or even work together jointly requires a lot of short-term efforts while any successes will manifest only in the longer term and even then cannot

38 INGBORG NIESTROY & LOUIS MEULEMAN. (2016). *Teaching silos to dance: A condition to implement the SDGs*, 2 pages. <http://www.ps4sd.eu/wp-content/uploads/2017/07/2016-Teaching-silos-to-dance.pdf>.

39 RENATE MAYNTZ & FRITZ SCHARPF. (1975). *Policy-Making in the German federal bureaucracy*. New York, Elsevier, 184 pages, p. 147.

be attributed to the individual institution, let alone individual politicians. This touches on the idea of *political silos*: especially in democratic systems, it is immensely important who takes the credit or blame for a particular policy initiative.⁴⁰

Budgets are commonly allocated according to sectoral criteria as well, so that the additional expense of horizontal coordination for policy integration is not supported by the treasury and tax authorities.

These problems notwithstanding, there are good reasons for the sectoral organization of government institutions, among others the effectiveness and efficiency of decision-making processes as well as transparency of responsibility throughout these. Policy integration blurs these clear responsibilities that are based on bureaucratic hierarchical structures. Sectoral organizations also have a high problem-solving capacity given their subject specific specialization.⁴¹ The SDGs have shifted this “tie” between the pros and cons of policy integration. Without horizontal coordination the integrated approach cannot be taken.

Therefore, the development of new institutional arrangements is required, which do not overstrain the existing sectoral organization but which, at the same time, allow for horizontal coordination. In any case, stigmatizing the sectoral policy formulation process as being bad or outdated, and advocating cross-sectoral arrangements as the only and ideal condition to strive for, should be avoided.⁴² The expert departments are embedded in multi-layered contexts with different professional networks, both on the national and international

40 INGBORG NIESTROY & LOUIS MEULEMAN. (2016). *Teaching Silos to Dance: A Condition to Implement the SDGs*. <http://www.ps4sd.eu/wp-content/uploads/2017/07/2016-Teaching-silos-to-dance.pdf>.

41 UN Commission for Europe and World Health Organization Regional Office for Europe. *Working together for sustainable and healthy transport*, 2008, 19 pages. <http://www.unece.org/fileadmin/DAM/thepep/en/publications/WorkingTogether.Guidance.en.pdf>. p. 9. MÅNS NILSSON & ÅSA PERSSON. (2017). Policy note: Lessons from environmental policy integration for the implementation of the 2030 Agenda. *Environmental Science & Policy*, 78, pp. 36-39.

42 UN DESA. *Policy integration in government in pursuit of the sustainable development goals*, 2015, 33 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN94443.pdf>. p. 11.

level. The sectoral units need continued discourse with these actors on the formulation and implementation of processes for their respective policies, also with regard to the achievement of SDGs. Therefore, the SDGs should be pursued using the advantages of sectoral expertise and the “silos” should, to begin with, be encouraged to formulate sectoral sustainability strategies.

The following institutional arrangements among central authorities at the national level may be considered as appropriate means:

- A management committee could be established at the level of the executive head of government. This committee should consist of high-ranking individuals who are responsible for the development of cross-sectoral policies. The office of the prime minister should hold the presidency to force horizontal coordination if need be.
- For real coordination at the working level, a second committee (steering group, coordination committee) should be established among the sectoral bodies, i.e. the ministries. The members of this committee should be officials with sufficient rank that they can take on a coordinating role within their sector. At the same time, these officials should be so positioned within the hierarchy (usually lower) as to be able to handle both strategic control and questions about the content of policies.
- While the aforementioned committees should be standing bodies, horizontal coordination will additionally require cross-sectoral project management. For this purpose, cross-organizational working groups can be set up to develop concrete programs or measures for implementation. Members of these project groups are to be drawn from the sectoral specialists who form the backbone of the organization. By working together in various projects, these specialists will learn to think beyond their own specialization and consider other elements and perspectives.

- Lastly, horizontal coordination must be supported by budgetary inducements. These could be, for example, incentives for cross-sectoral policymaking or implementation in the budget, or a joint budget of the sectoral organizations for working in horizontal coordination.

Moreover, electronic communication structures are needed to enable the collection and analysis of data for the relevant SDG indicators, promote interoperability in support of horizontal and vertical coordination, and facilitate inclusion of additional stakeholders.⁴³ Information and communication technologies such as social media are able to offer innovative and dynamic collaboration models for integrating different actors, which supports participatory governance, transparency and accountability.

Some countries have tried to arrange for horizontal coordination by assigning the responsibility of policy coordination among all relevant actors to one ministry, while the other ministries are responsible for sectoral policies. This top-down practice does not seem very promising because building a new “coordination silo” completely contradicts the logic of horizontal coordination. Instead, an overarching sustainability strategy is required, one which integrates the sectoral perspective of each individual ministry. Horizontal coordination has to aim at substantive policy integration, which can only be achieved by understanding the joint task by all the “silos”. A formal coordinating role can support such a policy if the SDGs are made a priority matter at the highest level. Therefore, only the central government, that is to say the President’s or the Prime Minister’s office, could take on this central steering function.

43 JAN ZIEKOW & ROWENA BETHEL. (2017). *Institutional arrangements for the sustainable development goals*. United Nations Economic and Social Council - Committee of Experts on Public Administration, 20 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN96912.pdf>.

2.5 Institutional culture

As mentioned before, the silo organization of government consists not only of *institutional* and *political* silos, but also of *mental* silos.⁴⁴ Institutions develop different cultures and styles of communications. Due to self-selection and socialization, civil servants within an institution tend to have or develop a similar mindset. Therefore, they may not necessarily be prepared to communicate well within an integrated approach. Technology experts typically communicate on a different semantic level than experts in social policy, for example. This emphasizes the particular need to organize and nurture a common language and sense-of-purpose - which is one of the roles of schools of government and public administration.

As *institutional* and *mental* silos reinforce each other, there are two implications for designing institutional arrangements for horizontal coordination:

- 1) New institutional arrangements can only work if different sectoral cultures are taken into account. Education and training of civil servants can play an important role here in order to foster exchange.
- 2) If building (extensive) new institutional arrangements is not an option, bottom-up approaches aimed at making civil servants and other actors think outside their boxes can still lead to better coordination within the existing institutional framework.

Niestroy and Meuleman argue that “while the SDGs require breaking down ‘mental silos’ to allow for change, the common call to break down institutional silos poses risks. Institutions provide the necessary structure, reliability, transparency and communication points. Instead of breaking them down, we need

44 INGEORG NIESTROY & LOUIS MEULEMAN. (2016). *Teaching silos to dance: A condition to implement the SDGs*. 2 pages. <http://www.ps4sd.eu/wp-content/uploads/2017/07/2016-Teaching-silos-to-dance.pdf>.

to teach silos to dance”.⁴⁵ Possible ways to achieve this are, amongst others, partnerships, cross-cutting projects⁴⁶ and training programs for civil servants. Such training programs or seminars can stimulate open-mindedness and collaboration as well as train civil servants’ analytical capacities to view policy problems from an integrated perspective. Schools of government and public administration can act as an integrative force here because they assemble civil servants from different “silos” and can nurture a common understanding.

Changing culture and mindsets is of course a difficult task and at best a slow process: cultural changes can only come about in a bottom-up manner and need new narratives. Effective horizontal coordination will only take place if civil servants can agree on the narrative of the 2030 Agenda, namely on the idea that an effort of society as a whole and global partnerships are required for people, prosperity, the planet and peace (the “5P”).⁴⁷

2.6 Coordination in Parliament

Although the national government administration will usually bear the main responsibility for the achievement of the SDGs, in many countries the final political decision will lie in the hands of the parliament. Thus, the task of formulating national sustainable development strategies should be borne jointly by parliament and government. In this regard, it is crucial to avoid conflicts of competence between government and parliament concerning the adoption and implementation of national sustainable development targets. Rules have to be established for this purpose, if necessary at the constitutional level.

45 INGBORG NIESTROY & LOUIS MEULEMAN. (2016). *Teaching silos to dance: A condition to implement the SDGs*. 2 pages. <http://www.ps4sd.eu/wp-content/uploads/2017/07/2016-Teaching-silos-to-dance.pdf>. p. 1.

46 Cf. LOUIS MEULEMAN. (2016). *Creating ownership at the national level: Lessons learned about blueprints, toolboxes and silos*. 9 pages. <http://www.publicstrategy.nl/archive/images/LouisPublic/2016-07-13%20HLPF%20NY%20Louis%20Meuleman-short.pdf>.

47 UNITED NATIONS. (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*. A/RES/70/1, 41 pages.

Proposals submitted for consideration and debate in parliament are also frequently treated according to a sectoral model, as when discussed by special committees with different expertise. Plenary debates cannot compensate for this silo approach since they address politics and not policy integration. Nonetheless, coordination with a view to policy integration within parliament could occur in several ways, such as:

- Holding joint meetings of parliamentary committees to discuss specific issues, bills or programs before final decisions are taken;
- Establishing a special parliamentary committee that brokers and ensures integrated approaches to the achievement of the SDGs;
- Establishing a mixed parliamentary committee with members from various social groups and from among elected representatives; as a watchdog, this committee could scrutinize and comment on the alignment of all parliamentary drafts with the “no one left behind” principle;
- Mainstreaming SDGs in budgetary decision-making given the steering and controlling role of the budget in the actions of government administration.

2.7 Vertical coordination

Even highly developed horizontal coordination mechanisms at the national level will not be enough to ensure awareness and coherence on their own. Subnational levels of government are closer to citizens and often have a better understanding of their needs and particularities. To a great extent, public services are delivered, and infrastructure built at the local level. Local institutions and regional authorities tend to be organized in a more holistic, less sectoral manner than government ministries at the national level. This can facilitate horizontal coordination at the local and regional

levels⁴⁸, where it may be possible to gain fundamental insights into how to pursue sustainable development objectives through dialogue with citizens, business and civil society actors. Such small-scale discourses can be more flexible, spontaneous, and innovative than attempts to include stakeholders in consultations at the national level.⁴⁹

Vertical coordination arrangements should be in place to allow for policy integration among national, regional and local governments. However, when there is a large number of municipalities, coordination with every municipality may not be possible. In such cases, it can be advisable to establish coordinating organizations as an intermediary for policy integration between the national and local levels. Such entities can transmit the national sustainable development targets to the local level, thus allowing local authorities to develop their own sustainability strategies and goals, i.e. localizing targets.⁵⁰

In summary, vertical coordination arrangements for the SDGs should:

- Empower disadvantaged people, marginalized communities and geographical regions to enable them to participate fully in the economic life of the country - this requires a national and inclusive perspective rather than a partisan one by officials;
- Promote local ownership, community involvement, local leadership and joint decision-making at the local level;
- Involve local, national and international partnerships between communities, businesses and governments to solve problems.

48 UN DESA. (2016). *Moving from commitments to results in building effective, accountable and inclusive institutions at all levels*. 22 pages. <http://workspace.unpan.org/sites/internet/Documents/UNPAN96161.pdf>. p. 7.

49 INGEBORG NIESTROY. (2014). *Sustainable development goals at the subnational level: Roles and good practices for subnational governments*. SDPlanNet Briefing Note, 9 pages. https://www.iisd.org/sites/default/files/publications/sdplannet_sub_national_roles.pdf. p. 4.

50 PAUL SMOKE & HAMISH NIXON. (2016). *Sharing responsibilities and resources among levels of governments: Localizing the sustainable development goals*. 31 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN95873.pdf>.

2.8 Multi-stakeholder approaches

The integrated nature of the SDGs requires common and/or joint efforts of the political powers, government institutions, civil society actors, business, common citizens, and the scientific community. It is not sufficient to consider only the different experiences, knowledge, and views of elected representatives, even on the local level. Participation in the discussion regarding the SDGs cannot be left just to the aforementioned stakeholders. This would lead to the exclusion of disadvantaged segments of society from discussions of issues of direct relevance to them. A multi-stakeholder approach requires the creation of arenas for structured discourse so that all groups have the maximum opportunity to state their case.

There are several ways of promoting such dialogue. The most basic option is to conduct stakeholder consultations, which can be done in different ways. The easiest way is the establishment of an electronic consultation platform where proposed strategies, programs and measures can be introduced and shared for discussion. However, from participation research it is known that such a simple method privileges those who already enjoy a relatively advantageous position.⁵¹ Therefore, in order to produce the highest possible level of ownership among as many stakeholders as possible, preference should be given to the implementation of open consultation forums across multiple locations in the country with all interested persons having an opportunity to participate.

A more sophisticated alternative to basic consultation is the institutionalization of multi-stakeholder bodies in which key stakeholders are represented. By gathering a variety of perspectives such bodies allow to arrive at substantial ideas for integrated and inclusive policy-making. The work of such bodies can moreover

51 SOFIE MARIEN, MARC HOOGHE & ELLEN QUINTELIER. (2010). Inequalities in non-institutionalised forms of political participation: A multi-level analysis of 25 countries. *Political Studies*, 58 (1), pp. 187-213. JENNIFER OSER, MARC HOOGHE & SOFIE MARIEN. Is online participation distinct from offline participation? A latent class analysis of participation types and their stratification. *Political Research Quarterly* 66 (1), 91-101.

be integrated into strategy formulation as well as monitoring and evaluation processes. National councils for sustainable development and similar bodies exist in many countries. The members of these bodies should be stakeholders from different sectors of the economy and civil society. Such bodies can either have non-governmental members only or have mixed memberships, consisting of both government representatives and stakeholders from other sectors. The independence of non-governmental bodies puts them in a better position to scrutinize government policy, while bodies with mixed membership have better access to government, but tend to be less progressive.⁵²

2.9 The case of Germany

As an example of an institutional set-up, we hereinafter introduce the institutional architecture of sustainability in Germany along the two dimensions of horizontal and vertical coordination outlined above as well as regarding multi-stakeholder approaches.⁵³ The example serves to illustrate possible institutional arrangements that can contribute to policy integration, without suggesting that these are without problems.

All institutional arrangements in Germany are based on the German Sustainable Development Strategy⁵⁴. The Strategy is reviewed and enhanced every

52 DEREK OSBORN, JACK CORNFORTH & FAROOQ ULLAH. (2014). *National councils for sustainable development: Lessons from the past and present*. SDPlanNet Briefing Note, 11 pages. https://www.iisd.org/sites/default/files/publications/sdplannet_lessons_from_the_past.pdf.

53 See GERMAN FEDERAL GOVERNMENT. (2016). *Report of the German Federal Government to the High-Level Political Forum on Sustainable Development 2016*. 59 pages. https://sustainabledevelopment.un.org/content/documents/10686HLPF-Bericht_final_EN.pdf.

54 GERMAN FEDERAL GOVERNMENT. (2017). *German sustainable development strategy: New version 2016*, 251 pages. <https://www.bundesregierung.de/Content/EN/StatistischeSeiten/Schwerpunkte/Nachhaltigkeit/Anlagen/2017-06-20-langfassung-n-en.pdf;jsessionid=7522B7607645E-3C463FDB9461613C13E.s6t1?blob=publicationFile&v=5>. Updated strategy: GERMAN FEDERAL GOVERNMENT. (2018). *Deutsche Nachhaltigkeitsstrategie - Aktualisierung*. 62 pages. <https://www.bundesregierung.de/resource/blob/975274/1546450/65089964ed4a2ab07ca8a4919e09e-0af/2018-11-07-aktualisierung-dns-2018-data.pdf?download=1>.

four years. The evaluation process involves an independent peer review of the sustainability strategy by an international team of experts. The results of the peer review, as well as figures from the monitoring and evaluation of the established indicators are to be contained in the government's progress report. Citizens have the opportunity to engage in a dialogue on the strategy conducted through regional conferences throughout Germany. The updated draft of the new sustainability strategy was published online so that anyone could comment on it before the final revised version was published. The latest version of the Sustainable Development Strategy, adopted in 2017 and updated in 2018, is aligned with the SDGs and operationalizes them through a national indicator system.

In Germany, the head of Government, the Federal Chancellery, is responsible for horizontal coordination and for consistently updating the national sustainable development strategy. The Head of the Federal Chancellery presides over the State Secretaries' Committee for Sustainable Development, in which the state secretaries of all ministries are represented. The duties of this political committee are the central steering of the sustainability strategy, the coordination of the relevant programs and of measures of the individual ministries, as well as the development of strategic impulses for government policy.

A working group of heads of sub-departments from the working level of all ministries complements this political steering committee at a specialist level. In this working group, the Federal Chancellery holds the presidency. The duties of the working group are the technical preparation and implementation of the resolutions of the State Secretaries' Committee as well as the coordination of working level activities relevant to sustainability issues.

For parliamentary guidance on the sustainability strategy, the German Parliament has introduced a Parliamentary Advisory Council on Sustainable Development which consists of 17 Members of Parliament representing all political groups. The Parliamentary Advisory Council provides opinions and recommendations that contribute to the decisions of the plenary sessions and expert committees of the Parliament and can launch parliamentary initiatives for the incorporation of sustainability aspects in different policies.

A Sustainability Impact Assessment is required for all government drafts of laws and regulations. It examines the impacts of a planned piece of legislation with regard to sustainable development across policy fields and has to be based on the German Sustainable Development Strategy, which includes the SDGs and national indicators as well as management rules for sustainability. The draft of the Sustainability Impact Assessment, conducted by the ministry in charge, is then presented to the Parliamentary Advisory Council, which is responsible for verifying that the sustainability evaluation is in order. In the event that it is found to be lacking, the council will demand its revision. In order to support ministry staff in conducting the impact assessment, to make them more aware of the contents of the sustainability strategy and ultimately to foster a thorough assessment, the Federal Government has launched a web tool in 2018.⁵⁵

Coordination with the regional and local level takes place in different ways:

- The federal and regional governments cooperate through a regular informal meeting at operational level. This exchange between the federal and state governments on sustainable development is led by the Federal Chancellery and the state chairing the Ministerial Conference of the Federal States. State chancelleries and the Federal Chancellery as well as various state and federal ministries (especially environmental ministries) are involved.⁵⁶
- An inter-ministerial working group on sustainable urban development brings together representatives of the federal, state and local level.

55 GERMAN FEDERAL GOVERNMENT. (2018). *eNAP - eNachhaltigkeitsprüfung (Electronic Sustainability Impact Assessment)*. <https://www.enap.bund.de>.

56 GERMAN FEDERAL GOVERNMENT. (2017). *German sustainable development strategy: New version 2016*. 251 pages. https://www.bundesregierung.de/Content/EN/StatistischeSeiten/Schwerpunkte/Nachhaltigkeit/Anlagen/2017-06-20-langfassung-n-en.pdf;jsessionid=7522B7607645E3C463FDB-9461613C13E.s6t1?__blob=publicationFile&v=5. p. 231.

- So-called “Regional Network Hubs Sustainability” have been established by the German Council for Sustainable Development. These are primarily intended to help link the sustainability initiatives of the three levels - federal government, state governments, and local authorities.
- A service center called “Service Agency Communities in One World” has been set up by the responsible Federal Ministry in order to assist the local authorities in developing local sustainability strategies.

The multi-stakeholder approach is institutionalized through the German Council for Sustainable Development. Its members are drawn from the economic, civil society, and scientific sectors, thereby representing the breadth of the three sustainability dimensions. The Council is not bound by any directive and has the duty to contribute to the further development of the National Sustainable Development Strategy, and to specify concrete action as well as possible projects. In this regard, the Council has published recommendations on the further development of the German sustainability architecture for the achievement of SDGs.⁵⁷ The Council is also involved in activities not related to governmental institutions such as the development of the German Sustainability Code. Herein, private companies can present their sustainability-related activities and report on compliance with twenty established criteria.

57 GERMAN COUNCIL FOR SUSTAINABLE DEVELOPMENT. (2015). *Rat für Nachhaltige Entwicklung (German Council for Sustainable Development): Deutsche Nachhaltigkeits-Architektur und SDGs (German Sustainability Architecture and SDGs)*. 25 pages. https://www.nachhaltigkeitsrat.de/wp-content/uploads/migration/documents/RNE_Stellungnahme_Deutsche_Nachhaltigkeits-Architektur_und_SDG_26-05-2015.pdf.

2.10 Conclusion

The SDGs are designed not only for the achievement of goals but also to account for the systemic changes the goals imply and ways of achieving them. The transformational character of the SDGs requires a whole habitat of institutional arrangements in order to meet the complex demands of sustainability.

At the level of central government institutions, horizontal policy integration is best suited to the coherence requirements of the SDGs. Procedurally this calls for horizontal coordination mechanisms able to overcome the fragmentation of content-related perspectives that result from the silo-organization of government. Moreover, and possibly even more difficult to achieve, a change in institutional culture is needed to overcome the deeply-rooted fragmentation of government. It is necessary that parliaments engage in the process of goal achievement as well.

The national, regional, and local levels have to interact with each other in order to achieve comprehensive policy integration that cuts across levels. To this end, vertical coordination is required alongside horizontal coordination. In addition, a multi-stakeholder approach that includes actors from civil society and business as well as citizens and the scientific community is required in order to take account of and successfully meet the integrated and inclusive concerns of the SDGs.

The SDGs, although not drawing up binding international law, are thus going far beyond non-binding “nice-to-have poetry”. While previous sustainability discussions mostly focused on one of the three sustainability dimensions economy, ecology and social development, and thus remained oriented towards sectoral objectives, the SDGs take an integrated and inclusive, holistic view of development targets seriously. Keeping this in mind, the SDGs emphasize in various goals and targets that without an institutional framework being able to implement this effectively, the SDGs will lose their strength and momentum.

Many of the requirements related to the institutional arrangements for implementing the SDGs should actually be an element of good governance.

However, looking at the public administrations in the world shows that this is not the case. In this sense, the SDGs can be understood as a major program for the global modernization of the public sector.

References

GERMAN COUNCIL FOR SUSTAINABLE DEVELOPMENT. (2015). *Rat für Nachhaltige Entwicklung (German Council for Sustainable Development): Deutsche Nachhaltigkeits-Architektur und SDGs (German Sustainability Architecture and SDGs)*. 25 pages. https://www.nachhaltigkeitsrat.de/wp-content/uploads/migration/documents/RNE_Stellungnahme_Deutsche_Nachhaltigkeits-Architektur_und_SDG_26-05-2015.pdf.

GERMAN FEDERAL GOVERNMENT. (2018). *Deutsche Nachhaltigkeitsstrategie - Aktualisierung*. 62 pages. <https://www.bundesregierung.de/resource/blob/975274/1546450/65089964ed4a2ab07ca8a4919e09e0af/2018-11-07-aktualisierung-dns-2018-data.pdf?download=1>.

GERMAN FEDERAL GOVERNMENT. (2018). *eNAP - eNachhaltigkeitsprüfung (Electronic Sustainability Impact Assessment)*. <https://www.enap.bund.de>.

GERMAN FEDERAL GOVERNMENT. (2017). *German Sustainable Development Strategy: New Version 2016*. 251 pages. https://www.bundesregierung.de/Content/EN/StatischeSeiten/Schwerpunkte/Nachhaltigkeit/Anlagen/2017-06-20-langfassung-n-en.pdf;jsessionid=7522B7607645E3C463FDB9461613C13E.s6t1?__blob=publicationFile&v=5.

GERMAN FEDERAL GOVERNMENT. (2016). *Report of the German Federal Government to the High-Level Political Forum on Sustainable Development 2016*. 59 pages. https://sustainabledevelopment.un.org/content/documents/10686HLPF-Bericht_final_EN.pdf.

LE BLANC, David. (2015). Towards integration at last? The sustainable development goals as a network of targets. *Sustainable Development*, 23(3), pp. 176-187.

MARIEN, Sofie; HOOGHE, Marc & QUINTELIER, Ellen. (2010). Inequalities in non-institutionalised forms of political participation: A multi-level analysis of 25 countries. *Political Studies* 58 (1), pp. 187-213.

MAYNTZ, Renate & SCHARPF, Fritz. (1975). *Policy-making in the German federal bureaucracy*. New York, Elsevier, 184 pages.

MEIJERS, Evert & STEAD, Dominic. (2004). *Policy integration: what does it mean and how can it be achieved?* 2004 Berlin Conference on the Human Dimensions of Global Environmental Change. 15 pages. http://userpage.fu-berlin.de/ffu/akumwelt/bc2004/download/meijers_stead_f.pdf.

MEULEMAN, Louis. (2016). *Creating ownership at the national level: Lessons learned about blueprints, toolboxes and silos*. 9 pages. <http://www.publicstrategy.nl/archive/images/LouisPublic/2016-07-13%20HLPF%20NY%20Louis%20Meuleman-short.pdf>.

NIESTROY, Ingeborg. (2014). *Sustainable development goals at the subnational level: Roles and good practices for subnational governments*. SDPlanNet Briefing Note. 9 pages. https://www.iisd.org/sites/default/files/publications/sdplannet_sub_national_roles.pdf.

NIESTROY, Ingeborg & MEULEMAN, Louis. (2016). *Teaching silos to dance: A condition to implement the SDGs.2* pages. <http://www.ps4sd.eu/wp-content/uploads/2017/07/2016-Teaching-silos-to-dance.pdf>.

NILSSON, Måns & PERSSON, Åsa. (2017). Policy note: Lessons from environmental policy integration for the implementation of the 2030 Agenda. *Environmental Science & Policy*, 78, pp. 36-39.

OSBORN, Derek, CORNFORTH, Jack & ULLAH, Farooq. (2014). *National Councils for Sustainable Development: Lessons from the past and present*. SDPlanNet Briefing Note. 11 pages. https://www.iisd.org/sites/default/files/publications/sdplannet_lessons_from_the_past.pdf.

OSER, Jennifer, HOOGHE, Marc & MARIEN, Sofie. (2013). Is online participation distinct from offline participation? A latent class analysis of participation types and their stratification. *Political Research Quarterly* 66 (1), pp. 91-101.

PINTÉR, László, KWOK, Marcel, & ALMASSY, Dora. (2017). Measuring progress in achieving the sustainable development goals. In NORICHKA KANIE & FRANK BIERMANN (eds.). *Governing through goals. Sustainable development goals as governance innovation*. Cambridge (Mass.), The MIT Press, pp. 99-133.

SMOKE, Paul & NIXON, Hamish. (2016). *Sharing responsibilities and resources among levels of governments: Localizing the sustainable development goals*. 31 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN95873.pdf>.

SPIJKERS, Otto & HONNIBALL, Arron. (2014)MDGs and SDGs: Lessons learnt from global public participation in the drafting of the UN development goals. *Vereinte Nationen: German Review on the United Nations*, 62 (6), pp. 251-256.

STAFFORD-SMITH, Mark; GRIGGS, David; GAFFNEY, Owen; ULLAH, Farooq; REYERS, Belinda; KANIE, Norichika; STIGSON, Bjorn; SHRIVASTAVA, Paul; LEACH, Melissa & O'CONNELL, Deborah. (2017) Integration: the key to implementing the sustainable development goals. *Sustainability Science*, 12(6), pp. 911-919. <https://doi.org/10.1007/s11625-016-0383-3>.

UN COMMISSION FOR EUROPE AND WORLD HEALTH ORGANIZATION REGIONAL OFFICE FOR EUROPE. (2008). *Working together for sustainable and healthy transport*. 19 pages. <http://www.unece.org/fileadmin/DAM/thepep/en/publications/WorkingTogether.Guidance.en.pdf>.

UN DESA. (2015). *Policy integration in government in pursuit of the sustainable development goals*. 33 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN94443.pdf>.

UN DESA. (2016). *Moving from commitments to results in building effective, accountable and inclusive institutions at all levels*. 22 pages. <http://workspace.unpan.org/sites/internet/Documents/UNPAN96161.pdf>.

UNITED NATIONS. (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*. A/RES/70/1. 41 pages.

WEITZ, Nina; CARLSEN, Henrik; NILSSON, Måns & SKÅNBERG, Kristian. (2018). Towards systemic and contextual priority setting for implementing the 2030 Agenda. *Sustainability Science*, 13(2), pp. 531-548.

TOSUN, Jale & LANG, Achim. (2017). Policy integration: mapping the different concepts. *Policy Studies*, 38(6), pp. 553-570. <https://doi.org/10.1080/01442872.2017.1339239>.

YOUNG, Oran R. (2017). Conceptualization: Goal setting as a strategy for earth system governance. In: NORICHIKA KANIE & FRANK BIERMANN (eds.). *Governing through goals. Sustainable development goals as governance innovation*. Cambridge (Mass.), The MIT Press, 2017, pp 31-51.

ZHOU, Xin, MOINUDDIN, Mustafa & XU, Ming. (2017). *Sustainable development goals interlinkages and network analysis: A practical tool for SDG integration and policy coherence*. 122 pages. <http://www.greengrowthknowledge.org/resource/sustainable-development-goals-interlinkages-and-network-analysis-practical-tool-sdg>.

ZIEKOW, Jan & BETHEL, Rowena. (2017). *Institutional arrangements for the sustainable development goals*. United Nations Economic and Social Council - Committee of Experts on Public Administration, 20 pages. <http://workspace.unpan.org/sites/Internet/Documents/UNPAN96912.pdf>.

Telling the sustainable development story - Capacity building for civil servants in the context of the 2030 Agenda

Simona Costanzo Sow

Owing to the universal and indivisible nature of the 2030 Agenda, as well as to the realization that its goals can only be achieved through a whole of society effort, capacity development initiatives for civil servants at national level must be rethought. A key focus needs to lie on the wider narrative of the 2030 Agenda for Sustainable Development, explaining the historical genesis of its vision and principles and introducing the value systems underpinning it. Approaches to policy coherence for sustainable development must therefore play a key role, exploring ways to foster vertical and horizontal coherence across the five dimensions introduced through the 2030 Agenda and captured through the '5P': people, prosperity, planet, partnership and peace.



Source: United Nations. 2019. Sustainable Development 5P Image. Available in <https://www.un.org/sustainabledevelopment/>

As implementation of the 2030 Agenda must be country-led and country-owned, stronger emphasis must be put on developing country contextual approaches to SDG alignment with national plans, placing concrete development challenges at the center of reflection and identifying responses through the lens of the '5P' rather than using SDG targets and indicators as top down guidance for development planning. Medium to long-term planning (up to 2030 and beyond) and participatory approaches should be used to garner ownership and engagement towards a common vision among diverse stakeholders and actors and to mobilize the knowledge and capacities required to identify appropriate and contextual solutions. Coherent approaches to policy development can generate co-benefits across sectors. As an example, approaches to delivering nationally determined contributions to address climate change should be taken forward in sync with overall national sustainable development strategies to increase synergies and avoid tradeoffs.

Capacity development initiatives for civil servants to accelerate approaches to SDG implementation should include a mix of knowledge about the wider concepts and narrative about the agenda, along with dynamic approaches to generate commitment, engagement and an emotional connection from civil servants themselves. Capacity development initiatives should foster new approaches to sustainable development leadership and influence the role civil servants play in catalyzing engagement from their constituencies. Capacity development for civil servants should also strengthen concrete competencies and skills related to foresight and planning, policy coherence, as well as participatory forms of stakeholder engagement and consensus building, along with technical approaches to implementation, measurement, monitoring and reporting across a wide range of sectors.

The text summarizes key focus areas of the 2030 Agenda and underlines the need to strengthen the sustainable development narrative; it outlines key capacities and skills required for civil servants and introduces possible formats and modalities for civil servant learning in this context.

3.1 Focusing on the narrative of sustainable development

Three fundamental shifts

In its fourth year after its adoption in September 2015, the 2030 Agenda for Sustainable Development has introduced various new approaches to national development planning, implementation and reporting. While the awareness about the 17 Sustainable Development Goals and the need to report on progress in all areas covered by them has grown, less attention has been paid to the wider changes stemming from the narrative and approaches underpinning the 2030 Agenda as a whole. Three fundamental shifts characterize the agenda:

- i) the principle of universality, which obliges all countries to identify shortcomings and develop strategies to advance towards sustainable development;

- ii) the principle of “Leaving no one behind”, which brings along an intensified attention to vulnerable populations, neglected regions and stark inequalities within a territory, thus demanding a renewed focus on a Human Rights based approach, while underlining the need for more disaggregated and localized data and lastly
- iii) a resulting focus on policy coherence, demanding to identify appropriate approaches to designing and implementing policies, which address different sectors and issues in a way that leads to sustainable results in the sense of the 2030 Agenda.

These shifts demand new ways of working within and between all sectors of society, living up to the ambition of “Transforming our world”, which is part of the full title of the pledge member states have made in the United Nations General Assembly Hall⁵⁸. The transformative element of the agenda not only resides in postulating a new relationship between countries, by underlining the need for all countries to identify shortcomings and measuring their progress toward sustainable development. Transformation also stems from moving beyond the dominance of economic growth and its related measures as the most important indicator of societal progress, to a more balanced and people-centered vision of progress based on a wider notion of human well-being within planetary boundaries.

Mutual learning to advance the goals

The 2030 Agenda moves away from a linear ‘recipe’ approach, which assumes that what worked in one set of countries, will necessarily work in others. It recognizes that contextual solutions must be found, based on new approaches to analyzing development challenges and sharing successes and failures across the board. The agenda also requires mobilizing the knowledge and

58 UNITED NATIONS. (2015). *Transforming our world: the 2030 Agenda for sustainable development*. A/RES/70/1. New York, 41 pages.

contributions of all actors who have a stake in a given situation or process. South-South learning, as well as knowledge sharing from any part of the world with any other part of the world, opens new opportunities to define innovation and find viable solutions.

The sustainable development agenda indeed demands new approaches to knowledge and skills development for all actors and all countries, demanding an increased focus on processes fostering evidence-based approaches to horizontal and vertical coherence, as well as multi-stakeholder partnerships and stakeholder engagement.

Partnerships and stakeholder engagement for contextualized solutions

To be true to its ambition, the 2030 Agenda for Sustainable Development must be nationally owned and nationally led, respecting each country's policy space and leadership to implement long-term policies for sustainable development. The 2030 Agenda requires a whole-of-society-effort, mobilizing all capacities, knowledge and skills to develop contextual solutions to development challenges, within a conducive regulatory and institutional environment. Stakeholder engagement at sub-national and national level is therefore key. Stakeholders can come from all sectors of society, bringing together governments, parliaments, academia, as well as representatives of the private sector and civil society. Bureaucracies need to become better able to create physical and virtual spaces for meaningful and result-oriented multi-stakeholder dialogue. Considering all relevant knowledge and leaving no one behind also requires increased attention to the local dimension of development challenges, recognizing that people in local communities are the first experts of their own livelihoods. New technologies can bring together actors across sectors and vertical levels of governance in a way that allows one to consider the specificity of local context, while exploring transferable and scalable solutions. To increase policy coherence, governments also need to create new spaces of dialogue and interaction between Ministries and departments and within parliaments and assemblies at national, sub-national and local level, that were traditionally engaged in separate policy making arenas.

Beyond the national level, the global community also has a key role to play in supporting an enabling international economic environment, including coherent and mutually supporting world trade, monetary and financial systems, and strengthened and enhanced global economic governance⁵⁹. The United Nations System as well as Member States are called upon to develop and facilitate the availability of appropriate knowledge and technologies globally, as well as capacity-building, so that policy coherence can be pursued and an enabling environment for sustainable development at all levels and by all actors can be created, reinvigorating the Global Partnership for Sustainable Development.

Embracing transformative thinking: the 5 P approach

As outlined above, the vision and principles of the agenda provide the wider framework, which guide the Sustainable Development Goals and aim at achieving long-term, transformative change. Governments therefore need to embrace a transformative way of thinking, grounded in leadership at executive level, which in turn fosters ownership and agency at operative levels. The sustainable development narrative must shift away from a technical focus on delivering on the 17 SDGs towards an integrated approach to holistic policy making, in light of the key principles of the agenda.

What does the integrated approach to holistic policy making consist of? The 2030 Agenda contains very powerful language to introduce the concept of the so-called “5 P”. Building on the three key pillars of sustainable development: sustained and inclusive economic growth, social inclusion, and environmental protection, it adds two additional dimensions, aiming to foster peaceful, just, and inclusive societies through a new global partnership. These 5 P - People, Prosperity, Planet, Peace and Partnership - express the necessity to view development challenges holistically. The five dimensions should inform policy decisions, regardless of the primary sector, which the challenge is associated with. This means that for a development intervention to be sustainable, it must take into account the social, economic, and environmental

59 Op.cit.

consequences it generates, and lead to conscious choices in terms of the trade-offs, synergies, and spin offs that stem from it. Additionally, policy makers need to ensure that any intervention is developed, owned, and carried forward with the relevant partnerships and leverages the appropriate means of implementation, including the capacities and knowledge of all actors and stakeholders impacted by the situation in question and the policy decisions taken to address it. This requires a political economy, as well as a stakeholder analysis to craft policies and interventions, which are likely to benefit the population, including the most left behind, in the long term. In fact, the necessity for long term visioning and long term thinking is an inherent notion of sustainable development thinking. Success shall not only be measured in terms of short term synergies, but also with regards to policy effects in the long term, bearing future generations in mind. The agenda demands countries to broker long-term societal consensus based on a shared societal vision regarding the world we want for all people today as well as future generations. Working towards a vision and back casting relevant strategies and policies, can foster societal consensus beyond electoral cycles.

5-P-thinking obliges us to identify nexus issues that are likely to have mutually reinforcing effects on all dimensions of sustainable development. The transformative nature of the agenda ultimately relies in its call to give equal importance to all dimensions of sustainable development, moving away from a primarily economic narrative and restoring the notion of sustainable development in its full sense, as a philosophy, which aims at checking today's policy decisions against their immediate results, as well as the long term effects that they will have on the natural resources, value systems and livelihoods of present and future generations.

Converging efforts addressing climate change and sustainable development objectives

Sustainable development thinking should be grounded in national and sub-national sustainable development strategies, which are cross-cutting in nature and involve diverse stakeholders in their development and implementation. Sustainable development strategies should not be conceived as separate and additional strategies, but rather function as an overall framework for existing sector wide strategies. One example resides in the global efforts to develop National Climate Plans, or nationally determined contributions (NDCs) to the Paris Climate Agreement. These efforts should be seen as complementary to overarching national and sub-national sustainable development strategies. NDCs are primarily about reducing greenhouse gas emissions, climate adaptation and mitigation, as well as financing plans and were submitted before the adoption of the SDGs, which is why initial NDCs do not always include references to SDGs. At the same time many NDCs recognize the importance of policy coherence and take into account interlinkages between diverse policy domains. Analyzing NDCs and sustainable development strategies in conjunction can reveal entry points for policy interlinkages.⁶⁰ As countries increase ambition of their commitments towards combating human made climate change, policy measures should take wider sustainable development considerations into account in line with national and sub-national strategies in order to maximize co-benefits and mediate trade-offs. In order to “*generate co-benefits, NDC and SDG implementation processes should be coordinated 1) to prevent duplication and thereby reduce the costs, and 2) to achieve a more systematic implementation of the 2030 Agenda at country level that utilizes already committed activities in NDCs to leverage synergies between both*

60 See also the NDC-SDG connections project, a joint initiative of the German Development Institute/Deutsches Institut für Entwicklungspolitik (DIE) and Stockholm Environment Institute (SEI). <https://klimalog.die-gdi.de/ndc-sdg/>. Retrieved on 2 August 2018.

agendas.”⁶¹ Connecting NDC-SDG conversations also requires bringing together policy makers across sectors and subject matter silos. A recent study conducted by the Government of Mexico and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) has indeed found that a systematic consideration of the co-benefits of mitigation actions could maximize their potential to generate positive returns in the economy, while a greater attention to the co-benefits of adaptation actions can significantly broaden their impact on fundamental development objectives, such as poverty reduction. However, the study also underlines that for this potentiality to effectively materialize, strategic and integrated planning approaches are required to prioritize actions according to their co-benefits.⁶² Such integrated approaches demand new spaces and tools for interaction across sectors and actors, as well as increased capacity among civil servants to approach development challenges through the lens of integrated approaches.

3.2 Capacity development for civil servants

In light of the above, curricula for civil servants need to be adapted, both through dedicated formats about the 2030 Agenda, as well as through the systematic introduction of core principles of the Agenda across diverse subject and sector specific programs.

United Nations capacity development initiatives for civil servants need to be guided by the framework developed by the United Nations Committee of Experts on Public Administration (CEPA) that brings together the principles and commonly used strategies of effective governance emanating from United Nations agreements and commitments to sustainable development. The

61 BRANDI, Clara. (2017). The Case for Connecting the Implementation of the Paris Climate Agreement and the 2030 Agenda for Sustainable Development. Bonn, Germany, German Development Institute, Briefing Paper 21, 4 pages.

62 DEUTSCHE GESELLSCHAFT FÜR INTERNATIONALE ZUSAMMENARBEIT (GIZ) GmbH. (2018). Study on the co benefits of the implementation of Mexico’s Nationally Determined Contribution for the accomplishment of the sustainable development goals. Executive Summary, Bonn, Germany, 58 pages.

Committee has indeed identified deficits in institutional and human resource capacities among four gaps with regards to institutional transformation towards sustainable and resilient societies. Other gaps identified include a financial resource gap, a safety and security gap, as well as gaps in the capacity of local governments, authorities and communities⁶³.

Capacity building for civil servants should aim at developing a shared knowledge space, which allows to focus sufficiently on the wider narrative and vision and to ensure ownership and buy-in for a new way of thinking of civil servants that is applicable to development challenges across the board, before presenting specific technical tools and approaches. Along with the focus on the narrative of sustainable development and the 5 P approach, substantive knowledge about the subject matters areas underlying the agenda needs to be imparted. Specific approaches to long terms sustainable development thinking need to be strengthened in areas such as foresight and scenario planning, stakeholder engagement and partnerships, as well as data literacy, results focused planning and programming, as well as the wider leadership skills that are required to act as role models and leaders advancing a truly transformative agenda.

In order for civil servants to integrate the core principles of the agenda with regards to leaving no one behind, in addition to addressing concrete situations of vulnerability, policy measures must strive much more explicitly to increase resilience and responsiveness in order to pre-empt future vulnerability. This requires a heightened attention to and knowledge about instruments and data allowing to identify current and potential vulnerabilities.

The focus of the 2030 Agenda on contextualized solutions, which take national and sub-national realities into account, demands more agency for civil servants in order to be able to identify local alliances and allow for locally appropriate measures, within an overall policy framework. This requires moving from a culture of execution to a culture of commitment, favoring decentralized

63 COMMITTEE OF EXPERTS ON PUBLIC ADMINISTRATION. (2018). challenges for institutions in the transformation towards sustainable and resilient societies. New York, United Nations Economic and Social Council, 9 pages.

approaches, while maintaining coherent vertical and horizontal coordination mechanisms. Such interactions towards locally appropriate solutions, within a national policy consensus, require a strong sense of judgment, demanding a wide range of individual skill sets, coupled with a high degree of integrity and personal values, in particular, but not limited to combating corruption. As the Committee of experts outlines “in many places, public servants have not been trained to operate within decentralized governance frameworks. Such capacities should be developed to enable governments to instill values, norms and practices of inclusion, collaboration, partnership, coordination and integration over time. Skills and competency profiles of public servants also need to be enhanced in line with technological advances, such as in robotics, artificial intelligence, blockchain, the Internet of things, genomic medicine, biometrics, behavioral insights and data science.”⁶⁴

In light of the demands to focus on locally appropriate solutions, identifying specific contextual vulnerabilities, the role of local governments increases greatly. Local governments and in particular cities can also act as micro-pilots for solutions that could be scaled and transferred at national level or in other contexts. Authority therefore needs to shift to local governments with regards to decision making, fundraising and tax collection mechanisms. Disaggregated data must also be collected and made available in such a way that appropriate action can be taken at different levels. The Committee of Experts underlines that it therefore becomes important to move towards multilevel and multi-stakeholder approaches to implement the Goals - at national and local levels. Such approaches should be collaborative, ensuring early warning and appropriate support when it is identified that one level is holding back the entire implementation chain. Central government can create an environment to allow local governments to deliver on their responsibilities, including by filling gaps and resolving conflicts, and by enabling all other governance actors to play their role.”⁶⁵

64 Op.cit

65 Op.cit.

Along with a stronger focus on civil servants' agency, comes an increased need to foster an environment of risk taking and innovation, which traditionally is often alien to classical approaches to civic service. The Committee of Experts notes indeed that "Implementing the 2030 Agenda to achieve the SDGs requires significant departures from the usual way of administering public affairs. It calls for radical shifts in understanding administration and building capacities. It demands institutionalized measures to engage the public sector workforce in creativity and innovation, and the creation of conditions for the latter to take root. It necessitates the search for fresh and new applications and tools for planning and implementing public services. It warrants networked capacities and collaborative working arrangements that promote debate and collective elaboration, implementation and analysis of policies."⁶⁶

Of course the 2030 Agenda requires much technical expertise. It requires alignment and sectoral coordination mechanisms, but above all it requires a different narrative and a renewed space of action for civil servants to determine contextualized solutions, focusing on an integrated and holistic vision of sustainable development. A narrative that is capable of galvanizing countries and communities to identify locally appropriate development solutions, which are good for people and the planet. The readiness for a transformative shift among the population requires a whole-of-society conversation about opportunities and ideas, based on a common and empowering vision of a better future for all. Civil servants need to learn to look at every development challenge through the lens of the 5 P to determine how it can be addressed in such a way that it contributes to people's well-being, while focusing on the furthest behind first, that it generates economic opportunities while contributing to regenerating the earth's resources and that it is managed in a way that takes into account the knowledge of all those who are affected or have a stake, while developing a framework that fosters accountability and is based on the ownership of those concerned. There will not always be a perfect solution, but the systematic consideration of all dimensions, allows to strengthen synergies and mediate tradeoffs. The 5 P approach has an immediate effect on the way capacity development and partnerships should be approached,

66 Op.cit.

as it requires a systematic analysis of the capacities, knowledge and skills required to address a given development challenge, while identifying key allies required to anchor any solution in the long term and foster ownership for the approach taken.

Once people think differently, they'll be able to act differently, applying the technical approaches required to deliver on the SDGs. In terms of the curricula for civil servants, sufficient time needs to be spent on the former in order to achieve the latter. New learning formats need to be true to the universal nature of the agenda. Beyond the classical classroom, peer exchanges, job shadowing, dialogue spaces and joint development of new formats open the door for exciting opportunities for knowledge sharing among all countries, acknowledging that innovative practices and transformative approaches can be found across the globe.

3.3 Formats and modalities for learning

The 2030 Agenda for Sustainable Development calls for transformation. Transformation cannot be taught through classical 'chalk and talk' lectures. As mentioned in the introduction, approaches to capacity development for civil servants must take diverse forms of education and training into account, combining formal training dispensed through Schools of Public Administration and other educational institutions with non-formal and experiential formats, encouraging and incentivizing life-long learning. Beyond specific knowledge about the agenda, its underlying principles and specific subject matter knowledge, civil servants need enhanced spaces for knowledge exchanges and experience sharing, which value their own experience and contextual knowledge. The following selection of formats and modalities could be envisaged for a holistic capacity development curriculum.

Leadership Training: ownership for a transformative agenda requires strong buy-in for the principles of the agenda at executive level. Training for senior representatives in national and sub-national government positions can increase the level of support required for civil servants at operational levels to advance

the principles of the agenda, fostering more coherent approaches and supporting multi-level and multi-stakeholder alliances. Beyond wider principles, vision and sustainable development narrative, leadership training must focus on approaches to collaborative leadership, allowing senior executives to adjust their individual leadership skills, foster innovative responses to disruption and create spaces for knowledge sharing and risk taking within institutions.

Communication, awareness raising, as well as advocacy programs for multipliers: knowledge about the principles of the agenda and the subsequent shift in thinking and action must be spread and misunderstandings addressed. Training formats should therefore be designed in such a way that they ensure that a critical mass of multipliers can be formed who in turn can train others. Awareness raising training should however be mindful not to raise awareness about the existence of the Agenda and the SDGs per se, which in itself is rather irrelevant for local communities. The focus of awareness raising and advocacy training should lie on ways to look at the world through a more integrated lens, highlighting connections between issues and increasing public consensus for long-term sustainable solutions in light of the considerations above. Advocacy related training should also seek to amplify mechanisms for positive story-telling, disseminating examples of successful approaches to sustainable development at different levels. Advocacy and awareness raising must focus on the integrated nature of the agenda, addressing misunderstandings stemming from preconceived connotations.⁶⁷

Stakeholder engagement and partnerships: connected to the efforts to improve knowledge about the Agenda and its inherent approaches, efforts should be made to dispense training with regards to stakeholder engagement, community mobilization and partnership building, as well as diverse participatory approaches, including open government modalities.

67 Misconceptions can stem from a limited focus on environmental sustainability in countries where sustainable development was previously primarily discussed in the context of environmental sustainability, to a potentially limited understanding of the SDGs as an MDG successor framework in developing countries.

Other formats: training on the 2030 Agenda should also include subject and sector specific training, including training on nexus issues and policy coherence; training on new technologies and data capacities, as well as training on foresight, visioning, results focused programming and reporting, among others.

Training formats should be dispensed face-to-face and online based on a continuous learning path with a strong focus on knowledge sharing platforms, which allow for a continued exchange among practitioners, value the concrete experience of civil servants and allow to share doubts, questions and bottle necks, as well as concrete tools and case examples.

Capacity development for civil servants must be seen in the context of lifelong learning approaches, constructivist and experiential learning where structured training segments are embedded in an enabling environment, which values other approaches to learning and knowledge acquisition, such as job shadowing, opportunities for ongoing knowledge sharing with colleagues from within and beyond departments and other formats.

In line with the nature of the 2030 Agenda, stakeholder engagement and partnerships should not only be reflected through specific training formats, but through the way all training is dispensed. Representatives from a diversity of actors and stakeholders, including from representatives of vulnerable populations, can be included among the learners to foster an exchange of perspectives. In the same way faculty from diverse stakeholder groups in society can equally broaden horizons. The Partnership dimension in the 2030 Agenda not only expresses the need to bring diverse partners on board to mobilize the financial means and capacities to implement the Agenda, it also underlines the requirement to identify relevant groups whose perspectives might be key to gain a full understanding of sustainable development challenges, which is in turn key to identify viable long term solutions, leaving no one behind.

Capacity development and learning in the context of the 2030 Agenda is a challenging endeavor. It demands a focus on transformative learning as is explained through the “head, hand and heart” model of transformative

learning theory⁶⁸, which connects elements of experiential learning with cognitive elements and theory, as well as approaches to the root causes and effects of policies aiming to foster comprehension through socio-emotional learning. Similarly, the Kolb cycle of learning⁶⁹, describes a four stage learning process, which covers different approaches to human comprehension, catering to different individual learning preferences, through concrete experience, reflective observation, abstract conceptualization and active experimentation.

Sustainable development learning requires substantive learning in many subject matter areas. At the same time it must open civil servants to a fundamental reflection about societal values and the role they play individually and as part of a collective to driving them forward. Ultimately, none of the learning formats discussed will deliver final answers as to the right approaches to sustainable development. By definition, a transformative and contextualized agenda cannot be based on pre-existing recipes. The importance of capacity development for civil servants therefore doesn't reside in providing the right answers - it rather emphasizes the need for all actors to ask the right questions.

Capacity development for civil servants must include hard core knowledge and skills, as well as experience, attitudes and mindsets. It needs to garner passion and compassion, reflection and self-reflection, ultimately turning civil servants into civil agents for a sustainable future.

68 SINGLETON, Julie. (2015). Head, heart and hands model for transformative learning: place as context for changing sustainability values. Freedomia Montgomery, TX, *Journal of Sustainability Education*, vol. 9, 16 pages.

69 KOLB, David A. & FRY, Ronald E. (1974). Toward an applied theory of experiential learning. MIT Alfred P. Sloan School of Management. In: COOPER, Cary (ed.). *Theories of group processes*. New York, 24 pages.



Section II:

Country cases

4 **Brazilian federal government's capacities to achieve the Sustainable Development Goals**

Natalia Massaco Koga, Fernando de Barros Gontijo Filgueiras, Marizaura Reis De Souza Camões, Rafael Rocha Viana⁷⁰

4.1 Introduction⁷¹

This work aims to discuss the Brazilian federal government's capacities for implementing policies targeting the United Nations Sustainable Development Goals (SDGs). The main argument to be discussed in this paper is that distinct levels of capacities can lead to different performance on the implementation of public policies towards sustainable development. One can argue that the SDGs provide a rich set of interconnected policies to address key aspects of the capacities behavior in a complex policy-implementation context such as the contingency of policy areas or types of policies; the relevance of time and spatial framing; and the dynamics of interaction amongst different dimensions of capacities.

Acknowledging the multiplicity of capacities definitions in the literature, this work proposes an operational analytical framework in order to capture four dimensions of conditions for the state action to produce public policies - analytical, administrative, internal coordination and political-relational.

70 Natália Massaco Koga - Institute for Applied Economic Research (Ipea) and National School of Public Administration (Enap), Fernando de Barros Gontijo Filgueiras (Enap), Marizaura Reis De Souza Camões (Enap), Rafael Rocha Viana (Enap and National University of Brasília (UNB)).

71 Authors would like to thank the valuable contributions of Layssa Gonçalves, Carolina Tokarski, Ana Amélia Souza, Ciro Fernandes, Alex Macedo, Gesiane Faria, Maricilene Baia, Victor Bastos and Natasha Borali.

This chapter is carried out in three sections. The first part is dedicated to discussing the implementation strategies defined by the Brazilian federal government so to identify the necessary strategic capacities to undertake that implementation process. The second part presents the analytical framework and the survey instrument developed to capture Brazilian civil servants' perceptions towards the 2030 Agenda. It also intends to apprehend civil servants' work and federal agencies capacities in policy production. The third part of the investigation examines data collected through the survey, answered by 2,000 individuals, in order to make a diagnosis of the policy capacities in the different federal agencies and the Brazilian government internal conditions and challenges for pursuing the SDG Agenda. Finally, the last section raises some final considerations, pointing out main initiatives that the Brazilian National School of Public Administration - Enap is undertaking to build capacities for SDG Agenda implementation.

4.2 The SDG Agenda in Brazil

The 2015 Millennium Development Goals Report (UNITED NATIONS, 2015) concluded that the efforts made through the 2000 Millennium Declaration were humankind's greatest initiative to fight poverty in its multiple dimensions. Brazil made significant progress regarding the Millennium Development Goals (MDGs) and exceeded almost all of the 21 goals agreed worldwide in the year 2000 (BRAZIL, 2017).

The new agenda established in 2015 by the United Nations' countries raised sustainable development as the main challenge and effort for the next 15 years. This agenda, expressed in the 17 Sustainable Development Goals (SDGs), as well as in the 169 goals and 241 indicators that accompany them, proposes an integrated view of the three related dimensions: economic, social and environmental. The significant expansion of the SDGs' scope in comparison with the MDGs required the Brazilian government to adopt a set of initial implementation strategies, which can be summarized in two processes: internalization and territorialization processes.

In order to consolidate the process of internalizing the agenda, Brazil defined as essential the pursuit of three stages: 1) to build a governance structure; 2) to adapt the global goals to the Brazilian context; and 3) to define national indicators. The process of building the SDGs' governance structure entailed the establishment of the "Interministerial Working Group for the Post 2015 Agenda", composed of representatives from the 27 federal Ministries. The elaboration of the Brazilian negotiation agenda, in turn, also had the participation of local governments and civil society.

The Presidential Decree nº 8,892/2016 created the National Commission for the SDGs (CNODS), the main formal governance body responsible for establishing the 2030 Agenda's implementation process in the country. The CNODS is composed of representatives from the three levels of government and civil society. It has an advisory function and its main roles involve internalization, diffusion, mobilization and articulation of actions related to the SDGs. The Decree also provides for the creation of Thematic Chambers, with civil society participation, to support CNODS in developing technical studies and subsidies in specific areas of the 2030 Agenda. In addition, members of the Federal Government, representatives from the productive sector, non-profit civil society, academia, municipal governments, state and municipal governments, are part of the governance structure created by the CNODS.

The CNODS Action Plan took into consideration the following aspects: existing development plans; Brazilian government priorities; regional diversity; current legislation and socioeconomic context. It also conceived the creation of local governance structures to stimulate the internalization of the SDGs in the territories.

Strategic measures have been already undertaken towards the internalization process. Two must be highlighted given to their comprehensiveness and relevance for future initiatives.

The first one was a study carried out by the Brazilian federal government that associated the 2030 Agenda's goals and indicators with the existing goals and indicators of the 2016-2019 National Multi Year Plan (PPA 2016-2019). As a result of that study, it was found that 86% of the goals expressed in the SDGs are associated with the PPA and that 78% of the SDGs indicators are linked to the

attributes of the PPA. That study also shows the set of SDGs associated with each federal agency and the group of agencies responsible for each specific goal. A governmental website was also created so any citizen or organization can search information on these data.⁷²

The second main internalization initiative were the series of events and workshops organized by the Brazilian Institute of Geography and Statistics - IBGE, the Institute of Applied Economic Research - IPEA and the Ministry of Planning Development and Management - MP in order to adapt the SDGs goals to the Brazilian context and to identify Brazilian global indicators to monitor the 2030 Agenda. Indicators were classified in their respective Tiers and a digital platform was launched in April 2018 to allow data collection and monitoring by the federal agencies.⁷³ Further initiatives are being undertaken in order to translate the 2030 Agenda into the next National Multiplayer Plan (PPA).

Regarding the territorialization process, it entails measures to engage all necessary actors performing in the territories to the Agenda consolidation. The 2030 Agenda recognizes the strategic relevance of multi-sectoral and integrated measures (BRASIL, 2014). In this sense, partnerships with the private sector are understood as complementary elements to the intergovernmental effort. Moreover, civil society engagement is conceived as strategic for the SDGs implementation. Broadening institutional channels of debate between state and civil society on the country's sustainable development is crucial for defining and monitoring SDGs' implementation (BRAZIL, 2014).

In view of that, three main areas of territorialization's strategies were defined by CNODS: 1) to mobilize local governments and civil society towards the Agenda; 2) to recognize and to disseminate good practices; and 3) to monitor SDGs indicators. The National Plan of CNODS 2017-2019 set up initiatives for the territorialisation of 2030 Agenda in states and municipalities, such as the creation of municipal and state governance structures and the establishment of local partnerships. More-

72 Results of that study can be found at <https://ppacidadao.planejamento.gov.br/sitioPPA/paginas/transactionalagenda/agenda-ods-module.xhtml>

73 <https://ods.ibge.gov.br>

over, several awards have been organized by different organizations to support many aspects of the 2030 Agenda. The First National Award for the SDGs - Brazil 2018, is one example. The award is being carried out by the Brazilian Federal Government to select projects, programs and technologies which are generating in the territory transforming actions related to the SDGs.

Next session will discuss the proposed analytical framework to explore dimensions and levels of capacity in the federal government and the critical capacities for the implementation of the Agenda 2030 in Brazil.

4.3 The analytical framework⁷⁴

This analytical framework intends to shed light on processes, dynamics and conditions for public organizations functioning. It relies on works that propose an operational application of the concept of state and policy capacity (WU *et al.*, 2015; RAMESH *et al.*, 2016; HOWLETT & SAGUIM, 2017).

One may argue that state and policy capacity literature renovates the debate on the role of the state, particularly in a developmental perspective. Several studies have been produced in the last decades looking at relevance and conditions for state action to promote development (AMSDEN, 1989; LEFTWICH, 1995; CINGOLANI, 2013; PIRES & GOMIDE, 2015). In that literature, critical aspects to analyze the state role to achieving the SDG Agenda were debated, such as bureaucracy action and autonomy, alignment tools between planning and strategic goals, models of governance and quality of government (CINGOLANI, 2013; PIRES & GOMIDE, 2015; WU *et al.*, 2015; RAMESH *et al.*, 2016).

One may also argue that the high malleability of capacity concept is an additional analytical advantage to explore a complex context such as the one of the SDG Agenda. It allows distinct combinations of different dimensions and levels of conditions and resources. Moreover, the concept also allows researchers to incorporate more than one level and dimension simultaneously so as to build a broader picture of the investigated subject (CINGOLANI, 2013).

74 A comprehensive description of the framework can be found in Enap (2018).

However, that same advantage is also the reason for the concept's main criticism. Capacity's flexibility also brings the challenge of making strong and clear choices so as not to fall into analytical problems such as model's circularity (CINGOLANI, 2013) or the overlapping of concepts (MAZZUCA, 2012).

Acknowledging this criticism, this work starts with a simple definition of state capacity and proposes an operational analytical framework in order to capture it. *Capacity in this paper refers to the collection of resources derived from professional bureaucracy for public policy implementation.* This framework was developed in order to identify these existing capacities.

As above mentioned, the analytical framework developed in this work is adapted from the model proposed by Wu *et al.* (2015) and Ramesh *et al.* (2016), which collect data - by means of surveys and countries case studies - on the profile and perceptions of public servants to understand the existing policy capacities in public administration bodies. Wu *et al.*'s (2015) and Ramesh *et al.* (2016) model take into account not only organizations internal dynamics but also their interactions with other public organizations and with the external environment.

One must highlight though that this work focuses only on the individual level of observation of what Wu *et al.* (2015) identifies as the individual level of policy capacity. In other words, this work looks exclusively at resources internalized in the personnel of public administration organizations specifically for public policy production. That is, individuals assimilated and developed knowledge, skills and attitudes that are expressions of the accumulation of capacities that contribute to the formulation and implementation of public policies.

As shown in Figure 1, four main dimensions of policy capacities were defined in this framework: analytical, managerial, internal coordination and political.

Capacity dimensions can be grouped into two macro dimensions, administrative and relational. The distinction between them resides in their different nature and dynamics. The administrative dimensions refer, primarily, to the capacities accumulated and operationalized in the structures and processes that conform the organizations of the public administration. Relational dimensions, in

turn, refer to capabilities that are built essentially by means of interactions established internally and externally to the public administration, involving bureaucrats themselves, politicians, representatives of society and other actors.

Figure 1 - Analytical framework of policy capacity

Capacities	Dimensions	Outcome	Description	Sources of observation (Indicative level)
Administrative	Analytical	Efficiency and Efficacy	Conditions guaranteeing technical and administrative performance	Data collection and analysis
				Specific technical knowledge
	Managerial			Knowledge of norms and regulations
				Administrative skills
				Human resource management
				Allocation of financial resources
				Technology resources
Relational	Internal coordination	Agency	Conditions that ensure the operation and internal coherence	Coordinated decision-making process
				Inter and intra organizational formal and informal structures
				Monitoring and control
	Political	Legitimacy	Conditions that promote the necessary interaction with the external environment	Social participation and accountability
				Spaces of participation
				Levels of negotiation and interlocution between the executive, legislative and judicial branches
				Relationship with international organizations

Source: Enap (2018a).

The administrative capacity is conceived as the dimension of resources that allow the operational functioning of public administration internal apparatus. It is capable thus to affect the level of efficiency of public administration organizations. Some works of this debate assumes as a fundamental resource for state's action the existence of a professional bureaucracy selected based on merit and working under impartial and pre-defined procedures. However, other works suggest that, despite the relevance of Weber's elaborations, other aspects determine bureaucrats' action (EVANS & RAUCH, 1999). Therefore, this model aggregates under this dimension not only the main features of personnel or the normative order, but also aspects that are also considered determinants for the public administration internal functioning such as budgeting and informational and technological resources.

Additionally, the framework proposes two dimensions of relational capacities: internal coordination and politics. They are discerned from the administrative dimension given to their relational nature. While the administrative dimension deals with more tangible, unilateral and stable resources, the relational capacities require the interaction between entities to be produced.

Taking this into consideration, it is worth noting that the basic distinction between the two relational dimensions resides on the entity with whom the interaction is established. The internal coordination dimension relates to the capability of dialogue, negotiation and organization between different individuals or organizations within public administration. This includes not only coordination within the same agency but also between agencies in the same level of government or in different levels of government. Therefore, this dimension discusses issues such as federalism, collective mechanisms of decision-making, inter-sector projects, among others. The field of incidence is believed to be in the level of agency of individuals and public organizations.

The political dimension, in turn, looks at the interaction of the public administration structure with the external environment such as civil society, private sector, political parties, external auditing agencies, Legislative and Judiciary powers and international organizations. Studies that recognize this dimension incorporate contemporary discussions from the literature of

governance and studies of democracy, recognizing in this sense the relations of power in the political environment and the legitimacy conditions (PIRES & GOMIDE, 2014; REPETTO, 2004). This dimension recognizes that the power of public policy implementation does not come only from the accumulation of internal resources but also from the interaction with veto and validation entities of power, such as the ones mentioned above.

In view of the implementation strategies defined by the Brazilian government discussed in the first section of the chapter, one can argue that basically all four dimensions of capacity are necessary for the Brazilian federal government to advance towards the 2030 Agenda. Analytical capacities have been strongly required in that initial phase of SDG's goals adaptation particularly in central and research agencies such as IBGE, IPEA and MP. However, in the following years it will be required either in central or in line agencies which are in charge of providing and using data for that massive monitoring process. Coordinative and political capacities are fundamental to face governance challenges inherent in the SDG agenda. And managerial capacities were the foundation from which relational and analytical capacities can build upon innovation and transformation within the state's apparatus to face the 2030 Agenda's challenges.

Notwithstanding the relevance of all four capacity dimensions for SDG implementation in Brazil, this work will focus the analysis on the analytical capacity due to the fact that dimension will be strongly required for both internalization and reterritorialization processes. In addition, relevant data collected brought several aspects to be explored in that dimension.

Though, before policy capacities' examination, one claims that it is necessary to find out civil servants' level of awareness regarding the Agenda and the dynamics of policy work in federal agencies. Moreover, this research aimed to understand individuals' motivation for policy work, which one sustains is a relevant aspect for individual's engagement to the 2030 Agenda's values. Are the SDGs widely recognized across the public service? Are there differences of awareness? If yes, what explains these differences? What do we know about policy work in Brazil federal government? How analytical capacity is mobilized? What are the levels of analytical capacities in federal agencies? What motivates civil servants? Those are some of the questions that intend to be addressed in this chapter.

4.4 Unit of analysis and methodology

This investigation selected as the main unit of analysis the Brazilian federal civil service. International studies on civil service usually apply two functional aspects to delimitate that group of public servants, namely, permanence and relevance of that group for state's core activities (EVANS, 2008; RAO, 2013).

For the purpose of this research, Brazilian civil service is considered as the servants that work in the Federal Executive Power who are under the merit-based system, more permanent and directly involved in the public policy production. One does not include in that delimitation teachers, health workers and policemen given the fact that, for the Brazilian case, each of these groups have specific employment regimes and precise roles in the policy production.

Starting from that delimitation, one broke down the unit of analysis to the universe of federal civil servants that work for the direct administration. It included, thus, federal civil servants working in all ministries, vice-presidency and presidency and it did not include workers from the public enterprises and indirect federal agencies.

In the Brazilian federal system, which resulted from a decentralization process, municipalities and state governments are essential parts of the policy implementation. In many policies, such as in health and educational fields, local governments hold authority and autonomy for making the decisions and managing different sorts of resources in service delivery (ABRUCIO & FRANZESE, 2007). Moreover, federal indirect agencies also play fundamental roles in the policy production process particularly in the territory (PAULA *et al.*, 2017).

Notwithstanding the relevance of both public servants in local governments and in indirect federal agencies, this investigation looks at the specific context of the civil servants that work in the direct agencies. Two main reasons support that decision. The first one relates to the still reduced literature that analyzes in depth this particular group function and contributions for policy production (HOWLETT, 2011; PIRES, 2012; CAVALCANTE & LOTTA, 2015). The second one is a practical reason related to the size and heterogeneity of the three groups which would make the data collection unfeasible for the project time framing.

This investigation used a survey tool⁷⁵ applied in order to capture these individual's perceptions regarding SDGs awareness and levels of capacities across policy sectors. Two main reasons justified the use of the survey tool, namely: i) potential to capture as many perceptions as possible; and ii) the possibility of generating new research hypotheses from data provided by the field (BABBIE, 1990).

The instrument design and pretest phase were carried out from March to September. A simple stratified sampling process was carried out to select the respondents based on federal official data referring to March 2017. The universe of federal civil servants in direct branches reached, at that time, a total of 101,283 civil servants. From that universe, one selected a sample of 6,474 servants representing all 25 federal direct agencies.

The survey was hosted by an online platform and was sent directly to the professionals by e-mails. Data collection took place from October to December 2017. Survey reached 2,000 responses, representing a total response rate of 32%, which is a significant achievement given the known difficulties involved in surveying current public servants.

This investigation uses multivariate exploratory analysis in order to outline the field and to explore possible associations between the variables of the questionnaire. In this sense, factor analysis was applied to reduce the number of initial variables, with the lowest possible loss of information, in factors. The application of this technique made it possible to evaluate interrelationships between variables, so that these could be adequately described by new groups of basic categories, namely 'factors' (PESTANA & GAGEIRO, 2005).

75 The instrument's design had a significant influence of Wu et al. (2015)'s instrument and analytical framework of policy capacity. However, the instrument was substantially modified given to two reasons. The first one was in order to give emphasis on the individual level of capacities and, the second one, to reflect the Brazilian reality of public policy implementation. The full depiction of survey's design, application and data collection processes can be found in Enap (2018a).

4.5 Main findings

Level of awareness

As aforementioned, internalization is one of the main aspects of the Brazilian government's strategy for the SDG implementation. This work argues that assessing internalization involves understanding how Agenda is recognized by individuals and organizations.

In the specific case of the federal civil service, Table 1 shows that most respondents (around 55%) report not knowing or not perceiving the SDGs influence in the policies in which they work.

Table 1 - Awareness of the SDG Agenda

Does the SDG Agenda have an influence on the policy in which you are working?	#	%
Yes, it has an influence	919	45,03%
No, it does not have an influence	235	11,51%
I do not know/ I do not know the Agenda	887	43,46%
Total	2041	100,00%

Source: Enap (2018b).

Regarding the level of awareness across policy sectors, two poles must be observed. On the one hand, data shown in Table 2 suggests that sectors which were closely involved in the MDG's Agenda, such as the Social Assistance and the Agrarian and Rural Development, and the areas which had a stronger participation in the SDGs formulation, such as Environment and Foreign Affairs, were the ones with higher level of awareness. On the other hand, the sectors of Justice and National Security, Foreign Trade and Economic were the ones in which more than 50% of the respondents said that they do not know the Agenda. This may suggest that these last sectors have been not affected by these debates and dissemination and training measures must be taken in order to have an integrated governance demanded by the 2030 Agenda.

Table 2 - Awareness across policy sectors

Policy sector	Have an influence		Do not have an influence		Not aware	
	QTD	%	QTD	%	QTD	%
Environment	71	79,78%	5	5,62%	13	14,61%
Foreign affairs	31	59,62%	5	9,62%	16	30,77%
Social assistance	30	57,69%	5	9,62%	17	32,69%
Science, Technology and Innovation	115	56,93%	18	8,91%	69	34,16%
Housing and Sanitation	26	56,52%	5	10,87%	15	32,61%
Agrarian and Rural Development	76	55,07%	15	10,87%	47	34,06%
In between (e.g. transport, communication, energy, industry, health, education, work, culture, etc.)	519	30%-55%	154		603	
Justice and National Security	22	27,85%	14	17,72%	43	54,43%
Foreign trade	13	27,66%	7	14,89%	27	57,45%
Economic	16	26,67%	7	11,67%	37	61,67%
Total	919		235		887	

Source: Enap (2018b).

Data allowed also to draw a profile of civil servants that perceived a greater influence of SDGs in their work. Highest level of awareness relies on higher rank officials (84% of directors and 75% general-coordinators answered that SDG agenda impact their work), higher educated civil servants (around 70% of the Masters and PhDs say they know the Agenda, while more than 50% of the other educational levels say they do not know the Agenda) and men (57,80% of men know the Agenda, while only 41,87% of the women are aware of it). One must point out that there is an overlap of profile's factors given the fact that higher positions, particularly in the case of directors, are held

by men and higher educated individuals. This may mean as well that the 2030 Agenda is still amongst the policy formulation level and did not reach implementation ranks in Brazil.

In this study we also tried to identify civil servants' perceptions on which would be the more influential or relevant goals. Table 3 below shows that *SDG 8 - Decent Work and Economic Growth* and *SDG 3 - Good Health and Well-Being* were the most remembered, with 32,18% and 31,51% of the responses, respectively. At the other extreme one can find *SDG14 - Life Below Water* (8,80%), *SDG7 - Affordable and Clean Energy* (8,69%), *SDG 5 - Gender Equality* (11,47%) and *SDG 16 - Peace Justice and Strong Institutions* (13,92%).

SDG 14 and SDG 7 are goals related to more specific fields of work, which may justify that few individuals recognize that their work contributes to it. However, the other two lowest goals demand expressive integration between policy areas. SDG 16 is, in fact, encompasses what the UNDP acknowledges as the newest challenges in comparison to what already existed as a result of the MDG Agenda. This may indicate its lower recognition amongst civil service. SDG 5, though, deserves further exploration to understand its lower awareness.

Table 3 - To which of the 17 SDG your police makes a greater contribution?

Policy contribution for the SDGs	QTD	%
SDG8 - Decent Work and Economic Growth	289	32,18%
SDG3 - Good Health and Well-Being	283	31,51%
SDG 12 - Responsible Consumptions and Production	204	22,72%
SDG2 - Zero Hunger	197	21,94%
SDG15 - Life on Land	197	21,94%
SDG4 - Quality Education	186	20,71%
SDG1 - No Poverty	186	20,71%
SDG9 - Industry, Innovation and Infrastructure	169	18,82%
SDG10 - Reduced Inequalities	166	18,49%
SDG17 - Partnerships for the Goals	156	17,37%
SDG11 - Sustainable cities and Communities	146	16,26%
SDG13 - Climate Action	142	15,81%
SDG6 - Clean Water and Sanitation	130	14,48%
SDG16 - Peace, Justice and Strong Institutions	125	13,92%
SDG5 - Gender Equality	103	11,47%
All SDGs	97	10,80%
SDG14 - Life Below Water	79	8,80%
SDG7 - Affordable and Clean Energy	78	8,69%
Respondents 898 (44%). Not applicable 1143 (56%)		

Source: Enap (2018b).

4.6 Policy work in the Brazilian federal civil service

In order to picture a broader context of how policy work is performed in the Brazilian federal government, respondents were asked to answer about their main tasks.

Table 4 below shows results of factorial analysis, which was run to understand how policy tasks are associated in the Brazilian federal service. One may conclude from that analysis that four main types of police work can be found. Firstly, a relational work which encompasses not only government coordination but also articulation between government and policy's stakeholders. In contrast with the framework presented in Figure 1, one notices that both internal coordination and political roles are played by the same group of individuals in the Brazilian case. Secondly, data show an association between analytical roles and tasks related to compliance with external accountability demands, such as oversight agencies and Judiciary Power. Managerial roles are also found, gathering tasks related to resource management. Finally, administrative work corresponded to a specific component involving operational tasks.

Table 4 - Factorial analysis of policy work

Specification	Componente			
	Relational	Analytical/ Oversee	Managerial	Administrative
Negotiate and coordinate actions with other federal agencies.	,8010			
Represent the agency in external events, meetings and activities.	,7977			
Participate in working groups or joint projects within the agency.	,7259			
Consult and meet interest groups on policy-related issues.	,6965			
Organize events.	,6171			
Make agreements and manage actions between state and municipal entities.	,5726			
Prepare normative texts (e.g. bills, decrees, ordinances, etc.).	,5316			
Manage a team.	,4913			
Monitor compliance with rules and regulation.		,6661		
Operate databases and informational systems that support policy implementation.		,6281		
Produce reports, opinions, technical notes and other information to support decision-making.		,6109		
Meet accountability agencies recommendation.		,6024		
Design, negotiate, manage and supervise partnership agreements.			,7858	
Prepare, negotiate, manage and supervise contracts.			,7753	
Prospect funds to enable actions, projects, and programs.			,5484	
Carry out administrative activities				,8952

Tests: KMO: 0.902 ; $X^2 = 10860.379$; df - 120; p - 0.00

Total variance explained: 59,3%

Eigenvalue: Factor 1: 5702; Factor 2: 1557; Factor 3: 1219; Factor 4: 1107

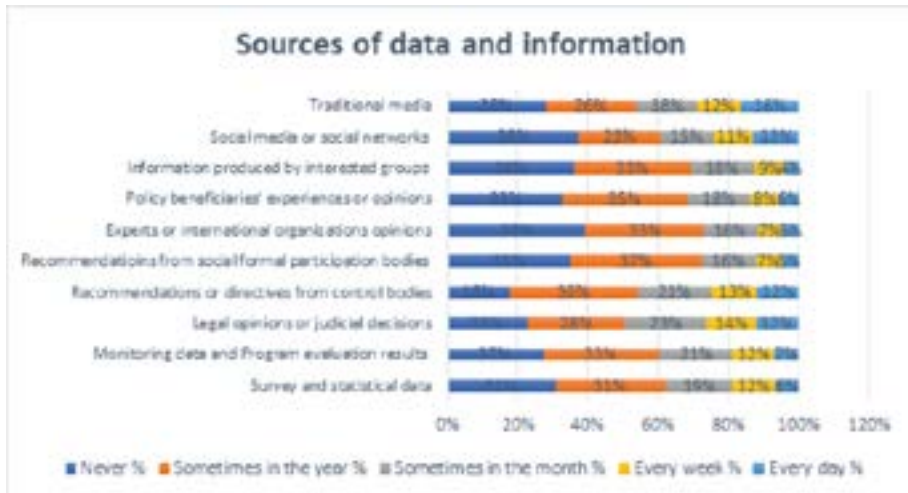
Notes: Only loadings higher than 0.5 are presented. Varimax rotation method used is Kaiser normalization. KMO value of 0.902 suggests sampling adequacy, justifying the use of Factorial Analysis. **Source:** ENAP (2018a).

4.7 Analytical capacity

As discussed above, analytical capacity is crucial for both internalization and territorialization processes for the SDGs implementation.

Graph 1 below shows results on sources of data and information used by the Brazilian civil service to perform their policy work. The more frequently reported sources were: traditional media (16%), social media and social networks (13%), recommendations or directives from control bodies or legal opinions and judicial decisions (both with 12%). Statistical data (6%), monitoring data (7%) and experts opinions (5%), which were traditionally associated with analytical work, were not remembered as the main sources. Beneficiaries’ opinions (6%) and recommendations from social participation bodies (5%) were amongst the less influential sources.

Graph 1 - Sources of data and information for policy work



Source: Enap (2018a).

The low variety of informational resources applied in policy work, particularly from technical and societal sources, makes one question the quality of policy production in the Brazilian federal government. In addition, data also suggests that recommendations and decisions produced by external accountability bodies seem to play an influential role in policy production.

Table 5 below shows data concerning levels of different technical knowledge. Respondents were asked to rate on a scale from 1 to 10 their level of knowledge on six different technical aspects. Mode in all cases were high (8), as usually reported in surveys undertaken in Brazil. However, if one looks at average results, it can be said that the lowest level resides on the capability *to define indicators and methodologies for policy monitoring and assessment* (5,42), the type of knowledge which is critical to perform the analytical work for the SDG Agenda. *To use new information and communication tools and technologies*, which reached an average of 5,96, can also affect the performance of analytical work.

Table 5 - Level of technical knowledge

Variables	Mode		Average	Standard deviation	Level of Education	
	Option	%			Correlation	N
Define indicators and methodologies for policy monitoring and assessment.	8	13,3	5,42	2,68	0,247**	1738
Use new information and communication tools and technologies to optimize work (e.g. social networks, Business Intelligence tools, Java programming, Python or R, etc.).	8	13,65	5,96	2,71	0,018	1760
Design, monitor and supervise a service contracting process.	8	14,45	5,98	2,72	0,031	1750
Prepare and monitor the implementation of a partnership instrument (e.g. agreement, cooperation agreements, terms of support and collaboration, etc.).	8	14,15	6,1	2,71	0,141**	1731
Develop clear and coherent regulations (e.g. bills, minutes of decrees and ordinances, etc.).	8	13,25	5,81	2,87	0,196**	1730
Carry out the accountability process to the internal or external audit.	8	12,8	5,64	2,81	0,077**	1718

** The correlation is significant at the 0.01 level (2 extremities).

Source: Enap (2018a).

Analytical capacity was also perceived in this investigation in the organizational capacity level. Table 6 shows main organizational challenges for policy implementation.

Table 6 - Organization challenges for policy implementation

In your opinion, what are the main obstacles for policy implementation in your agency?	1st Option		2nd Option		3rd Option		4th Option		5th Option		Total	
	QTD	%	QTD	%	QTD	%	QTD	%	QTD	%	QTD	%
3) Insufficient budgetary and financial resources to reach the goals	201	15,10%	162	12,60%	122	10,20%	102	11,60%	91	12,80%	678	12,50%
4) Insufficiency of personnel to carry out the work	165	12,40%	195	15,20%	151	12,60%	108	12,30%	58	8,20%	677	12,50%
18) Steady changes of leaders affecting a continuation of public policy	147	11,00%	117	9,10%	96	8,00%	67	7,60%	55	7,80%	482	8,90%
8) Deficiency in management processes, such as planning and monitoring	108	8,10%	119	9,30%	103	8,60%	66	7,50%	45	6,30%	441	8,20%
19) A is not a public policy priority of the government or the minister responsible	176	13,20%	76	5,90%	82	6,80%	50	5,70%	45	6,30%	429	7,90%
1) Lack of a culture of decision-making for data and data	109	8,20%	56	4,40%	81	6,80%	65	7,40%	81	11,40%	392	7,30%
6) Insufficient or inadequate technological resources	47	3,50%	78	6,10%	109	9,10%	51	5,80%	45	6,30%	330	6,10%
5) Insufficient opportunities for job training to be	50	3,80%	82	6,40%	72	6,00%	78	8,90%	43	6,10%	325	6,00%
17) Little access of the technical team to public policy makers	63	4,70%	80	6,20%	77	6,40%	48	5,50%	35	4,90%	303	5,60%
2) Insufficiency of databases and information systems that support decision-making	48	3,60%	54	4,20%	70	5,80%	46	5,20%	39	5,50%	257	4,80%
7) An inadequacy of the legislation that regulates a public policy.	29	2,20%	54	4,20%	61	5,10%	35	4,00%	25	3,50%	204	3,80%
10) Difficulties of interministerial coordination	25	1,90%	46	3,60%	35	2,90%	27	3,10%	31	4,40%	164	3,00%
9) Difficulties in the execution of public policy instruments (covenants, terms of development and collaboration, terms of partnership, internationalization projects, etc.)	24	1,80%	40	3,10%	35	2,90%	33	3,80%	23	3,20%	155	2,90%
11) Difficulties of interfederative coordination, with states and municipalities	24	1,80%	29	2,30%	30	2,50%	26	3,00%	12	1,70%	121	2,20%
15) Absence of support from a relevant part of society to public policy	25	1,90%	32	2,50%	20	1,70%	16	1,80%	22	3,10%	115	2,10%
16) Low influence of participatory bodies	16	1,20%	17	1,30%	25	2,10%	18	2,10%	13	1,80%	89	1,60%
14) Difficulties in the relationship with the Control Organs	16	1,20%	15	1,20%	4	0,30%	13	1,50%	19	2,70%	67	1,20%
13) Inadequate interference by the judiciary and the Public Prosecutor's Office	15	1,10%	14	1,10%	12	1,00%	13	1,50%	9	1,30%	63	1,20%
12) Difficulty in relation with the Legislative Branch	16	1,20%	12	0,90%	9	0,80%	13	1,50%	8	1,10%	58	1,10%
20) Others	29	2,20%	5	0,40%	6	0,50%	3	0,30%	10	1,40%	53	1,00%
Total	1333	66,70%	1283	64,20%	1200	60,00%	878	43,90%	709	35,50%	5403	

The six main deadlocks identified by respondents in the context of their organizations coincide both in the selection of the most preferred option and in the sum of the results of the up to five options indicated by respondents. The most critical challenges were those related to insufficient budgetary and financial resources and staff shortages that were selected as the main difficulties by 15.1% and 12.4% of respondents, respectively. It is also possible to note, among the main challenges, political and institutional difficulties such as those related to *Constant changes of leaders that affect the continuity of public policy* (11%) and *The non-priority of public policy in the government agenda or of the responsible minister* (13.2%).

After these four main organizational challenges, one must highlight that obstacles directly related to the analytical capacity for the SDG Aged were pointed out as the main difficulty for around 8% of civil servants: *Deficiency of strategic management processes, such as planning and monitoring* (8.1%) and *Inexistence of a culture of decision-making based on data and evidence* (8.2%).

Data presented in this subsection leads one to conclude that analytical capacity in the Brazilian federal government is a strategic field of improvement, either at the individual or organization level, for the SDG implementation. Further investigation must be carried out in several aims such as to identify areas of higher demand, concentration and scarcity, to plan training initiatives, to conceive institutional tools and measures to build organizations analytical capacities and to understand that peculiar association between the analytical work with accountability procedures in the Brazilian case.

4.8 Motivation

One final data that can be discussed in relation to civil service contribution to the SDG Agenda involves their main motivations. Table 7 below shows a higher propensity to motivations that are less self-interested and more collective-benefit driven. This may mean that at least part of the civil service can be open to an integrated agenda of development.

Table 7 - Motivation

What motivates you in your work?	Main Preference	
	QTD	%
Knowing that my work has a positive impact on people's lives and society	1070	53,63%
Working with activities that correspond to my knowledge and skills	247	12,38%
Feeling that I learn and develop in my work	243	12,18%
Having professional stability	177	8,87%
Feeling that my effort is recognized by my boss	94	4,71%
Having a remuneration compatible with the requirements of my work	84	4,21%
Feeling that I have prospect of occupying higher positions because of my performance	42	2,11%
Other	38	1,90%
Total	1995	100,00%

4.9 Final considerations

This investigation aimed to contribute to the debate on the conditions for SDGs implementation. By means of a framework that applies the analytical key of policy capacities, this work intended to cover different dimensions of the state action in the policy production that could be assessed in that debate.

Three main considerations can be highlighted. Firstly, there is a low level of awareness of the 2030 Agenda within civil service. It strongly varies according to sectors, but it calls attention to the low level of awareness particularly in strategic fields for development such as the economy and trade. Secondly, data suggested that, more specifically on the analytical capacity, working with complex monitoring and assessment systems of data and evidence is

an expressive challenge for most parts of the Brazilian federal government. Technical knowledge, instruments and processes in the field must be developed in order to face that challenge. Thirdly, data shows that there are spaces for sensitization, dissemination and training measures.

Particularly, in the public servant training agenda, data indicate the need for an approach that allows a wide dissemination of SDGs, which is guided by the area of performance of public servants. Data also provide important indications for relevant reflections on reforms in Brazilian federal civil service management policies and practices, taking into account the different performance profiles in the implementation of public policies.

The Brazilian National School of Public Administration - ENAP is undertaking initiatives in that direction, in partnership with strategic entities involved in the 2030 Agenda. Training opportunities for civil servants from both federal and local levels has been developed and offered aiming to reach different capabilities for developing the SDGs, a gateway that joins all identified initiatives from governments and civil society in Brazil was created and is being increasingly used by different actors⁷⁶, a special research fellowship program was launched to support investigations on SDGs, planning workshops for the CNODS members are being provided by the School and a set of investigations such as the present one has been carried out by Enap.

Finally, this exploratory study in the context of the Brazilian government intends to raise relevant questions and data for future investigations that aim to build capacities for SDG implementation.

76 <https://exposicao.enap.gov.br/exhibits/show/ods-brasil>

References

AMSDEN, Alice H. *Asia's next giant*. New York: Oxford University Press, 1989.

ALVARENGA, A. C. SORES, A.R & NOGUEIRA, L. M. C (2014). A Conferência NEC 2015 em Bangkok: Fortalecendo as capacidades nacionais de avaliação e alcançando os Objetivos de Desenvolvimento Sustentável. IPC/PNUD. Available in: http://www.ipc-undp.org/pub/port/OP299PT_Conferencia_NEC_2015_Fortalecendo_as_Capacidades_Nacionais_de_Avaliacao_e_Alcancando_os_Objetivos_de_Developolvimento_Sustentavel.pdf

BRASIL. (2014). Negociações da Agenda de Desenvolvimento Pós-2015: elementos orientadores da posição brasileira. Available in: http://www.itamaraty.gov.br/images/ed_desenvsust/ODS-pos-bras.pdf

BRASIL. (2017). Relatório Nacional Voluntário sobre os Objetivos de Desenvolvimento Sustentável. Available in: http://www.secretariadegoverno.gov.br/snas-documentos/relatoriovoluntario_brasil2017port.pdf

BRASIL. (2017). Plano de Ação 2017-2019. Comissão Nacional ODS Brasil. Available in: <http://www4.planalto.gov.br/ods/publicacoes/plano-de-acao-da-cnods-2017-2019>

BRONZO, C. (2007). Intersetorialidade como princípio e prática nas políticas públicas: reflexões a partir do tema do enfrentamento da pobreza. In: X Concurso del Clad sobre Reforma del Estado y Modernización de la Administración Pública. Caracas.

CAMÕES, M., KOGA, N. & FERNANDES, C. (2017, June). State capacities and public policy implementation: a proposal for an integrated framework of analysis. Paper presented at ICCP3 - 3rd Conference of International Public Policy Association. Singapore.

CUNILL-GRAU, Nuria. (2014). La intersectorialidad en las nuevas políticas sociales: Un acercamiento analítico-conceptual. *Gestión y política pública*, v. 23, n. 1, p. 5-46.

CINGOLANI, Luciana. (2013). The state of state capacity: A review of concepts, evidence and measures. Maastricht University - UNU-Merit [Working Paper Series on Institutions and Economic Growth, 13].

EVANS, Peter. (1995). *Embedded autonomy: States and industrial transformation*. Princeton: Princeton University Press.

EVANS, P. B., RUESCHEMAYER, D. & SKOCPOL, T. (ed). (1985). *Bringing the state back in*. Cambridge: Cambridge University Press.

EVANS, A. (2008). Civil service and administrative reform: Thematic paper. IEG Working Paper 2008/8. Washington D.C.: World Bank. http://siteresources.worldbank.org/EXTPUBSECRETF/Resources/civil_service_thematic_paper.pdf

LEFTWICH, Adrian. (1995). Bringing politics back in: towards a model of the developmental state. In: *Journal of Development Studies*.

MORENO, O M. C. (2007). Transversalidad y coordinación de las políticas de estado en el federalismo. In: X Concurso del Clad sobre Reforma del Estado y Modernización de la Administración Pública. Caracas: CLAD.

MAZZUCA, S.L. (2012). Legitimidad, Autonomía y Capacidad: Conceptualizando (una vez más) los poderes del Estado. *Revista de Ciencia Política*, (32)3: 545 - 560.

UNITED NATIONS. (2015). The millennium development goals report. Available in: <https://nacoesunidas.org/wp-content/uploads/2015/07/MDG-2015-June-25.pdf>

PAES-SOUZA, R. & JANNUZZI, P. M. (2016). Going beyond the eradication of extreme poverty: debating the Sustainable Development Goals in Brazil. In: CIMADAMORE, ALBERTO, GABRIELE KOEHLER, & THOMAS POGGE (eds.). *Poverty and the millennium development goals: A critical look forward*. Zed Books Ltd.

PIRES, R. R. C. & GOMIDE, A. A. (2015). Variações setoriais em arranjos de implementação de programas federais. *Revista do Serviço Público*, 66 (2): 195-226.

RAMESH, M.; HOWLETT, M.; SAGUIN, K. (2016). Measuring individual-level analytical, managerial and political policy capacity: a survey instrument. Cingapura, Lee Kuan Yew School.

RAO, S. (2013). Civil service reform: Topic guide. Birmingham, UK: GSDRC, University of Birmingham. <http://www.gsdr.org/go/topic-guides/civil-service-reform>

_____. (2016). Governança e capacidades estatais: uma análise comparativa de programas federais. *Revista de Sociologia e Política*, 24 (58): 121-143.

REPETTO, Fabián. (2004). Capacidad Estatal: requisito para el mejoramiento de la política social en América Latina. Banco Interamericano de Desarrollo.

WU, X., RAMESH, M., HOWLETT, M. (2015). Policy capacity: a conceptual framework for understanding policy competences and capabilities. *Policy and Society*, 34: 165-171.

Capacity building of public sector officials for implementing SDG 2030 Agenda: Opportunities and Challenges in India

Harsh Sharma

5.1 Introduction

2030 Agenda for Sustainable Development Goals (SDG) can be termed as an extension of Millennium Development Goals based on the principle of universality. However, development cooperation among nations and creating a global, credible and universal framework has been a priority of countries since the start of the last century. The effectiveness of global goal setting as a useful tool to address developmental issues among diverse nations has shown uneven results. Fukuda-Parr (2014) has analyzed the MDGs as an example to argue that on the one hand global goals activate the power of numbers to create incentives for policymakers, but at the same time simplification, reification and abstraction lead to misinterpretation when they enter the language of development to redefine concepts such as development and poverty.

There is also a question of sovereignty and different developmental models and governance structures that make acceptance and implementation of universal developmental agenda very difficult. As early as in 2012, Nayyar (2012) has concluded that for the evolution of Millennium Development Goals beyond 2015, it is necessary to enlarge the policy space available to countries that

are latecomers to the development and to evolve partnerships in development between industrialized nations and developing countries.⁷⁷

Sustainable development goals have been established after detailed consultation and are an outcome of the collaborative process. This process gives them more credibility and ownership among developing nations. Essentially, challenges to achieving these goals are not only ideological in nature but practical issues of governance structures, knowledge and capacity of stakeholders, political priorities and interacting factors like citizenship behavior among the populace and their sense of agency are also equally important. The idea of the SDGs has quickly gained ground because of the growing urgency of sustainable development for the entire world and principle of ‘universality’ has created trust, and though specific definitions may vary, sustainable development has embraced the so-called triple bottom line approach to human wellbeing (SACHS, 2012).

One of the most critical stakeholders for the implementation of sustainable development goals is Civil service. In most of the nations, bureaucracy is the permanent fixture of the governance structure. It is essential to get bureaucracy on board and improve their understanding and capacity to deliver the results as envisaged in the 2030 Agenda. By nature, civil servants are status quoist and cautious, and they must balance multiple objectives that are sometimes paradoxical. For example, higher Tax to GDP ratio is essential to fund the ambitious SDG agenda, but it is seen that higher taxes and strict implementation of tax laws many times lead to the transfer of wealth from poorer countries to rich countries as elites move their assets. Revenue -raising tax reform is particularly challenging in developing countries characterized by extreme inequality and overreliance on consumption taxes, as is the case in much of Latin America (FAIRFIELD, 2013).

SDG’s relatively detailed structure also creates challenges of understanding as civil servants mostly like to focus on few priorities. Integration among

77 Question of common but differentiated responsibilities among industrialized and developing nations has generated a lot of emotion and discord in all global negotiations. For e.g. see NAYYAR, D. (2018). Retrieved from http://www.un.org/millenniumgoals/pdf/deepak_nayyar_Aug.pdf

SDGs and localizing that according to the local requirements is not merely an academic imperative but an administrative also. Examples from various national reviews presented in the last few years during the High-Level Political Forum also bring into focus another challenge that SDGs can become reporting priority only. For example, most of the report submitted by India in 2017 is post facto adjustment of existing national schemes in the SDG framework.

As resources in developing nations are limited, allocation of less than required resources encourages wastage and slippage and leads to a situation where the impact on actual outcomes is limited. In this context, for a globally successful template of SDG implementation to emerge, the role of permanent public servants cannot be overemphasized.

5.2 Capacity building of civil servants in India: context and issues

In India, civil service plays a dual role of being an intermediary between common people and political executive and as well as a repository of institutional memory and views. Therefore, any change in the outlook of civil servants is slow and mostly guided by the sense of urgency or crisis. A majority of the civil servants in India are generalists, and specialists are mainly in an advisory role. The relationship between their education and their postings is minimal. Tenures are short, and the exercise of power is done through ad-hoc and systemic means rather than by use of persuasion (BANIK, 2001). The OECD's 2016⁷⁸ Survey on the role of the Centre of Government underlines a number of challenges and opportunities in the governance of the SDGs at the national level, including fostering a culture of innovation and supporting a shift from traditional policy tools to ones that are more open to experimentation and citizen feedback.

78 OECD. (2016). Retrieved from <http://www.undp.org/content/dam/undp/library/capacity-development/English/Singapore%20Centre/PSMotivation+SDGs.pdf> Accessed August 26, 2018.

Training for civil servants in India has not changed in any strategic way over the years. According to Huque (2017), central training institutes have an essential role to play in improving the quality of civil services, and therefore their activities are gaining renewed attention mainly because of the impact of globalization. Based on his comparative study of India and Hong Kong, he further concludes that there is an expectation of standardized administrative procedures and practices as well as a convergence in the role and operation of central training institutes for public service. Though in India new topics, technology and methods and different experiences of participants keep on having a gradual evolutionary impact on training programmes, however, a radical shift in line with the aspirations of the newly ambitious citizenry is nowhere to be seen. Structure of training is mostly sequential and is trainer driven. Training institutes are quasi-academic institutes, and mid-career training is dependent primarily on needs and topics. The perspective building as a goal of training has limited traction in the relevant circles. Further, these challenges are more profound at the local level. Lack of access to proper training infrastructure and lop-sided incentives are the relevant factors that must be considered while developing any overall capacity building plan for the civil servants to implement the 2030 Agenda.

It is evident that building capacities of civil servants to implement SDG agenda is a complicated task and requires a clear-eyed appreciation of political reality, governance structures, commitment from all the stakeholders and both hard and soft capacity building infrastructure. As explained in the earlier discussion, capacity building to improve public sector performance has to be a principal focus of development initiatives. However, several implicit assumptions underlie most such efforts. These assumptions are that training organizations are the logical sites for capacity-building interventions; that administrative structures and monetary rewards determine organizational and individual performance; that organizations work well when structures and control mechanisms are in place; and that individual performance improves as a result of skill and technology transfer through training activities.

On the positive side, by taking advantage of relatively open society, democratization of access to information because of information technology boom and

pressures from grassroots and civil society to deliver, a pragmatic programme may be created to put in place mechanisms, institutional arrangements and infrastructure to enhance commitment and ability of the civil servants to perform on 2030 Agenda. Jariwala (2017) argues that the momentum created by MDGs in India needs to be sustained with the focus on completing the unfinished task of MDGs. He also contends that India-specific goals, targets, and indicators should be drawn up by the concerned ministry and states and union territories and accountability should be improved from the international level to local level. A prerequisite to achieving these ambitious goals is deeper involvement of civil servants.

For moving in this direction, it is essential to have a structured analysis of opportunities and challenges from multiple angles to suggest a way to seamlessly embed SDG in governing philosophy and public policy formulation and implementation (GRINDLE & HILDERBRAND, 1995).

5.3 SDGs and the 2030 Agenda - Importance and promise

SDG 2030 Agenda was adopted with a sense of achievement and hope that it will lead to a comprehensive, globally acceptable and verifiable progress towards sustainable development. In the words of Sakiko Fukuda-Parr (2016), a rare sense of euphoria permeated their adoption in New York.

As with every effort of this magnitude, some critics are not convinced with the final document. They are on both sides of the divide; some consider it highly ambitious and complicated, and others believe it to be too superficial and cosmetic. Critics argue that the SDG agenda is too broad or complicated or prone to multiple interpretations and has less focus on local requirements. This tendency can be seen in the current discussion where many vital stakeholders consider SDGs too straitjacketed and want to focus on a localized approach. Involvement of civil society organizations in developing the agenda has been welcomed at the same time global NGOs outreach is seen with suspicion

by the governing elite in many countries. Swain (2017) has summarized the criticism of sustainable development goals (SDGs). According to him, they have been criticized for being inconsistent, difficult to quantify, implement and monitor. Moreover, their non-binding nature and ambiguity about funding have also been seen as a major shortcoming.

On the other side of the divide are the critics who consider that SDG is not radical enough. One common complaint is that instead of speaking the moral language of Human rights, the emphasis is on the neutral language of development and it gives much leeway regarding interpretation and implementation. This dueling view is the result of the paradoxical nature of global cooperation where universal progress is desirable, but many actors are not willing to sacrifice established interest chains. This globalist vs nationalist debate has taken more sinister and urgent form in the recent years because of political developments across industrialized countries and in a way has further ossified opinions among tangible actors in civil services, civil society and citizenry across the developing nations.

It is therefore all the more important that the nature of the agenda and its comprehensive understanding must percolate to each layer of policy making and implementation. The knowledge and *raison d'être* of the goals needs to be imbibed in the capacity building efforts from formal education to the mid-career training. As the role of civil servants is critical in this endeavor, an inorganic attempt encompassing both precise and field-based exposure is essential to enhance their capacity.

India's position

India is in a unique position in this debate. She wants to lead the discussion, but at the same time, hard facts on the grounds regarding the scale of human development problems, resources and nature of delivery mechanisms make her views seem cliched to both developed world and least developed countries. India being a noisy democracy, and 'sense of grievance' in some quarters still the main motive of negotiating and working philosophy, the topmost policymakers have to take the initiative to untie this Gordian knot.

As per the Voluntary National Review presented by India in the High-Level Political Forum in 2017, she emphasized on her credentials by focusing on high-level involvement in developing 2030 Agenda as well as follow up steps taken to get success in achieving the targets. “The responsibility for overseeing SDG implementation has been assigned to the National Institution for Transforming India (NITI Aayog), which is the premier policy think tank of the Government and is chaired by the Prime Minister of India. NITI Aayog has mapped the goals and targets to various nodal ministries as well as flagship programmes. State Governments are also engaged in developing roadmaps for achieving the SDGs with several of them having already published their plans. Draft indicators for tracking the SDGs have been developed and placed in the public domain by the Ministry of Statistics and Programme Implementation for wider consultation.”⁷⁹

However, other experts have argued that India’s approach is superficial and top driven. Bhamra and Farhan (2016) have opined, “From the evidence so far, it seems that minimal effort has been made to consult with citizens, civil society or business on how to implement the SDGs in India.” Another concern is the involvement and preparedness of the local government (panchayats) and state governments. Further, they opine that the state governments are themselves currently in the process of trying to understand the SDGs and their relevance in the Indian context and non-inclusion of citizen bodies from the very initiation of SDGs may in future become complete alienation of the citizens from the concept of SDGs.” There is no evidence that the situation has improved drastically in the last two years. As the national elections 2019 come closer, short-term approach to developmental initiatives is only going to take precedence over the long-term measures that can influence the achievement of 2030 Agenda.

79 India presented its 1st Voluntary national Review at High Level Political Forum focused on It focused on the theme: ‘Eradicating poverty and promoting prosperity in a changing world’ and on the SDGs 1 (No Poverty); 2 (Zero Hunger); 3 (Good Health and Well-Being); 5 (Gender Equality); 9 (Industry, Innovation and Infrastructure); 14 (Life Below Water); and 17 (Partnerships for the Goals). It is available at’ *India: Sustainable Development Knowledge Platform*. (n.d.). Retrieved from <https://sustainabledevelopment.un.org/memberstates/india> accessed August 26, 2018.

Many of these complications can be overcome by the institutional commitment from the civilian bureaucracy. The need to build awareness, engagement and create permanent self-evolving mechanisms is paramount if India must consciously move towards a better life for her people. This imperative is a national imperative and can not be seen merely in terms of the 2030 Agenda.

In the ensuing discussion, an attempt has been made to understand challenges and opportunities for developing the capacity of civil servants in India at all levels to effectively implement the 2030 Agenda and achieve Sustainable Development Goals. Based on this, a tentative model is presented to improve the capacity for Indian civil servants and government institutions in conjunction with the civil society and citizens to move forward towards the attainment of SDG goals at a fast pace.

5.4 Challenges for capacity building to implement 2030 Agenda in India

An argumentative and diverse society like India having a vivid remembrance of her colonial past and described as ‘Wounded Civilization’ by Naipul (2010) has unique opportunities and challenges to implementing SDG agenda. These challenges metamorphose into micro-level practical issues when it comes to the capacity building of civil servants. Civil services are the crucial linking pin for implementing public policy in India as most of the civil servants are career civil servants and selected through a non-political merit-based system. Their role in planning and implementing long-term initiatives across many election cycles as required for SDGs, cannot be overemphasized.

In the context of SDGs, one can argue that they are ambitious, but not a radical idea. They have been developed through a collaborative process involving all the stakeholders, and most of the people would agree with the broad vision behind the global efforts to help the people build a better life for themselves and future generations in a sustainable manner.

Though, in a sense, it is not difficult for the civil servants to adapt existing national programmes and goals in line with Sustainable Development Goals, bureaucratic inertia and political priorities can play a spoilsport in achieving the desired objectives. Progress on the Sustainable Development Goals (SDGs) depends on the civil servants in developing and transitioning countries; they are a crucial variable in the performance of governments and the outcomes they can deliver.⁸⁰ (UNDP, 2015) Therefore, any effective planning, implementation and monitoring strategy for SDGs has to focus on making public servants, its key champions and stakeholders. There is a need to create a partnership among civil servants, civil society and citizenry at large. McDonald (2017) has analyzed 52 case studies from 48 urban communities in 20 different countries. The study found that citizen engagement is particularly active when citizens have to deal with a specific problem. Identification of these opportunities of collaboration between Government and Citizens need civil servants to be equipped with the tools to understand the ground reality and find local solutions in the broader framework of SDGs.

Therefore, it is important to clearly delineate challenges and opportunities for civil servants in planning and implementing the 2030 Agenda and its implications for capacity building initiatives. These challenges are explained in the ensuing discussion:

i. Short-term orientation

Tenures for career civil servants in a posting usually are not more than three years in India. This coupled with the uncertainties of political headwinds, incentivises those actions on the part of civil servants that can bring positive headlines in the newspapers. Thus, long-term planning and visionary approach to the problems take a backseat.

80 UNDP. (2015). Retrieved from <http://www.undp.org/content/dam/undp/library/capacity-development/English/Singapore%20Centre/PSMotivation+SDGs.pdf>

ii. Delivery mechanisms

Most of the Government plans suffer from the presence of insufficient mechanisms and resources for last mile delivery. Seepage during the implementation of schemes is a significant concern. This is not only the result of overt and covert corrupt practices but also points to the lack of institutional capacities. E.g. The number of per capita Government servants in India is one of the lowest in the world and those who are responsible for achieving developmental targets are even lesser. Recently the Supreme Court found that out of Rs 91,000 (\$13 billion approx.) crore that were collected under various funds created on the apex court's orders for the protection of the environment, Rs. 77, 000 crore (\$11 billion approx.) are unspent for want of planning or just because of callousness.⁸¹

ii. Skewed priorities

Public opinion as enunciated by the opinion makers and real problems on the ground are not aligned many times. Policymakers hear only some voices and become part of an echo chamber. In a country of 1. 25 billion, this leads to skewed priorities and focus on the issue of the day which leads to a search for quick fixes that can satisfy the loudest voices. Denhardt, et. al. (2009) have examined the challenges Developing countries often face in their efforts to build citizen engagement and democratic governance processes. They have concluded that a realistic recognition of the barriers to citizen engagement in developing countries can inform international efforts to foster democratic governance.

81 Budgetary allocation and actual expenditure in India has a big mismatch. Ironically, in a resource starved country like India a lot of money is returned unspent every year because of bureaucratic lethargy or complicated expenditure rules and poor planning. For e.g. see Centre, States Sitting on Rs 1 Lakh Crore Green Corpus; SC Asks for Spending Plan. (2018, April 13). Retrieved from <https://www.news18.com/news/india/centre-states-sitting-on-rs-1-lakh-crore-green-corpus-supreme-court-asks-for-spending-plan-1716903.html>

iv. Lack of adequate resources

India's finance gap to implement 2030 Agenda is estimated to be USD 8.5 trillion over the mandated 15 years for achieving SDGs according to 'Technology and Action for Rural Advancement' TARA (BHAMRA et al., 2015).⁸² They have estimated that this requires at least 7% of GDP growth rate and much higher tax to GDP ratio compared to the current ratio of 17 to 18%. For reference, in OECD countries, this ratio is as high as 30%. This resource constraint creates a sense of despondency and in a democratic polity of India leads to a situation where resources are spread too thin and inadequate allocation leads to wastage of money. Most of India's budget allocations go towards meeting prior commitments the government has made such as on interest payments, salaries, and pensions, leaving limited space for discretionary spending.

v. Institutional limitations

Most of the Indian institutions owe their origin to colonial legacy. This paradoxical situation where the same institutions that were created to suppress people are entrusted with the implementation of the constitutional mandate of common welfare have created numerous complications. Further, most of the institutions especially at the state level are weak, and reporting structures and incentives for better performance are uneven. Administrative reforms over the years have created more layers, but cultural shifts are too slow to progress.

vi. Capacity building infrastructure

Capacity building infrastructure, especially at the state level, is profoundly inadequate. This includes both physical as well as Human Resources. As trainers are selected randomly and mostly overworked with little prior exposure

82 Technology and Action for Rural Advancement (TARA) has studied resource requirements for implementing SDGs in India on behalf of the Government of India and submitted their report to the Ministry of Environment, Forest and Climate Change in August 2015. See below: A. BHAMRA, H. SHANKER, & Z. NIAZ (2015). *Achieving the sustainable development goals in India: A study of financial requirements and gaps* (Rep.). New Delhi: Technology and Action for Rural Advancement.

to training and other issues in the capacity building, it becomes difficult to innovate and motivate the participants. Most of these institutions do not have long-term relationships with the academia that makes course offerings old and not in line with contemporary requirements. Another critical factor is the rigid internal governance of the capacity building institutions in India which in most cases mirrors their administrative counterparts with emphasis on hierarchy and conformity.

vii. Personal challenges

To address the issue of intrinsic motivation, it is essential to understand what drives a civil servant. It is crucial that the right incentives and levers be used to motivate civil servants. Performance of a public servant can be seen as the function of ability (knowledge, skills and attitudes), willingness and the overall environment. In the context of capacity building for effectively implementing the SDG agenda, it is essential to focus on 'willingness'. This challenge can be tackled by high-level commitment, communication and the right kind of incentives. Capacity building initiatives also have to play a seminal role in this endeavor. These challenges are similar for the trainers and others mandated for capacity building in training institutions.

5.5 Opportunities for capacity building to implement 2030 Agenda

To quote a cliché, "Challenges are the opportunities in disguise." As society progresses and democratic polity allows for upward social mobility, the need for economic mobility is also felt drastically. SDGs are the right fit in this upwardly mobile ancient civilisation with one of the youngest populations in the world. It is clear that need for social cohesion demands that an extraordinary effort is being made to take advantage of SDG framework for planning, developing and implementing programmes that can help India to move upward in Human Development Index from the current position of 131

(2015 ranking)⁸³ rank at a lightning fast pace. We can group the opportunities in the following categories.

viii. Democratic polity and aspirational society

72 years of continuing cycle of elections and survival of constitutional values has allowed many downtrodden classes to come up in the community. With over 360 million young people between 10 and 24, India has the largest youth population in the world. However, India's gross enrolment ratio in higher education is only 23%, amongst the lowest in the world. India's labor force is set to grow by more than eight million each year, and the country will need to generate 280 million jobs between now and 2050, a one-third increase above current levels.⁸⁴

It is also pertinent to note that unemployment among Graduates is ranged from 40% to 50 % and organized sector employment is 6% (CENTRE FOR MONITORING INDIAN ECONOMY, 2018).⁸⁵The impatient young people can act as a counterweight to bureaucratic inertia and political games to drive fast change. Effective implementation of SDGs can resonate with this vast group of people and can provide political momentum.

83 UNDP publishes relative ranking of Nations on Human Development Index. The HDI was developed by Pakistani economist Mahbub ul Haq and Indian economist Amartya Sen which was further used to measure the countries' development by the United Nations Development Program (UNDP). The current Index methodology was extensively revised in 2010. Latest rankings (2016) are available at: <http://hdr.undp.org/en/composite/HDI> accessed August 26, 2018.

84 SDG 8: Decent Work and Economic Growth. (2018). Retrieved from <http://in.one.un.org/page/sustainable-development-goals/sdg-8/>

85 Centre for Monitoring Indian Economy and Bombay Stock Exchange launched a 30 day moving average Indian Unemployment report in April 2016 and report their comprehensive findings on a quarterly basis. See below: Unemployment in India: A Statistical Profile (Rep.). (2018). Centre for Monitoring Indian Economy and Bombay Stock Exchange.

ix. High growth and improving per capita income

India has seen relatively high growth in the last two decades and has broken into club mid-income countries at a lower end (\$ 1963 in 2017).⁸⁶ This continuing growth coupled with structural reforms have the potential to provide needed resources for implementation of SDG agenda in India.

x. Institutional resilience

Indian institutions though are inertia prone but have withstood the test of time. Their ability to adapt to changing context is increasing as aspirations of the general populace are growing. Given the right set of incentives, they can become the flag bearer of the SDG agenda in India.

xi. Capacity building eco-system

Capacity building including training for all level of officials is becoming part of official policy. National Training policy 2013⁸⁷ has mandated compulsory mid-career training for all the senior Government Officials working in various ministries at the interval of 10, 20 and 30 years of service. Also, thematic training programmes are encouraged, and state academies are being strengthened. A push from the top decision makers can help the system to cross the threshold. SDG moment can be one such inflexion point if it is adequately utilized and addressed.

xii. International linkages

India prides itself on the role it is playing in world affairs. Though many times it is alleged that it punches above its weight, the global linkages can help in educating and motivating Indian decision-makers to move forward on the 2030 Agenda. These linkages with multilateral, UN and bilateral development

86 Available at <https://tradingeconomics.com/india/gdp-per-capita> Accessed August 26, 2018.

87 Available at <http://persmin.gov.in/otraining/NationalPolicy.pdf> Accessed August 26, 2018.

agencies can be leveraged for creating the capacity to implement the 2030 Agenda in India. Already many Government and semi-Government Organizations are collaborating on these capacity building initiatives not only in bilateral format but also in trilateral format also.

xiii. Strong civil society

As per a recent report of the Central Bureau of Investigation, India has at least 3.1 million registered NGOs (ANAND, 2015).⁸⁸ This is more than double the number of schools in the country, 250 times the number of government hospitals, one NGO for 400 people as against one policeman for 709 people. These numbers though in itself do not mean anything as many of these NGOs are non-functional and are just registered for tax purposes etc. However, this snapshot gives a glimpse into the nature and depth of Indian Civil Society. India is often called a cacophonous society. Though the involvement of civil society in policy making and implementation is not to the extent in the western world, they have a significant voice and are already spreading awareness about the SDGs and developmental issues. Civil society also has a role to play in the capacity building of civil servants as they can bring perspectives from the field to the discussion table and can also create mutually beneficial linkages.

88 The Indian Supreme Court has asked the Central Bureau of Investigation for a comprehensive study of NGOs especially those that get foreign funding. Findings were reported by all the leading newspapers. See below:

U. Anand (2015, August 01). India has 31 lakh (3.1 million) NGOs, more than double the number of schools. Retrieved from <https://indianexpress.com/article/india/india-others/india-has-31-lakh-ngos-twice-the-number-of-schools-almost-twice-number-of-policemen/> Accessed August 26, 2018.

5.6 Way forward

As India moves forward towards providing a better life for the citizens, attainment of sustainable development goals is an important objective. To achieve this and to keep in mind the challenges and opportunities explained in the discussion above; it is essential that the capacity building of Civil Servants be taken up in a structured way. The literature on the subject is scant especially in the context of a developing country like India. Therefore, it is proposed to use the broad framework of civil service training and SDGs experiences till now and weave together a tentative proposal to align the both. A structure for the same is presented below:

To enhance the ability, general capacity building initiatives for administrators/ civil servants can be grouped into the four categories, i.e. Conceptual, Designing, Human and Technical (KATZ, 1974). A relevant grouping of various activities to implement the 2030 Agenda is presented in Table 1. These can become the fulcrum of the curriculum to capacitate civil servants for implementing the 2030 Agenda.

Table 1 - Administrative/ managerial skills

Conceptual	Designing	Human	Technical
Policy	Goal Setting	Leading	Information Gathering
Strategy	Organizing	Influencing	Knowledge Management
Vision	Planning	Communication	Data Analysis
		Negotiation	Subject Understanding

We can certainly put more capacity building needs under these heads, as the way public servants are trained is different in different countries. However, a basic structure of three layers of training, i.e. **induction, mid-career and specialist** is mostly familiar to all. It is imperative that at all levels SDGs are introduced for all levels of officials.

Capacity building for SDGs can have three broad interconnected objectives:

- **Sensitisation:** Involves understanding the need and global context of SDGs including the basic framework of 17 goals.
- **Awareness:** Involves appreciation of challenges in implementation, both related to capacity and motivation.
- **Expertise:** Involves developing the skill to achieve the desired outcomes concerning the area of responsibility.

Different layers of civil services have a different role to play in attaining SDGs. In India, three layers of civil servants can be distinguished, i.e. central level, state level and local level. Though, career civil servants may work in all three layers of administration during the course of their career. Most of the civil servants are generalists and practically even those who are taken based on their specialized skills, are also gradually absorbed in the generalist mold. Many of these public servants are also selected to head the training academies and act as a trainer on a short-term three to five-year period. Civil servants come from all kinds of educational backgrounds, and the top layer primarily works as an administrator. They acquire an understanding of the ground level realities over the years in the service and are also exposed to the conceptual and academic dimension through training and other capacity building initiatives.

To sensitize civil servants and prepare them to take desired action to achieve SDGs, it is crucial to creating a capacity building framework that takes care of the contextual nuances as illustrated in the earlier discussion and assimilated these initiatives in the existing programmes and if need be, create a model course focused on building awareness. As numbers are vast and time is limited, it is essential that the contemporary innovations in training and capacity building be it online training or self-paced learning or case-based pedagogy needs to be introduced.

A meta-structure to deliver this capacity building initiative is proposed in the ensuing discussion: (refer to Table 2). It is premised that among senior and mid-level central government officials, there is need to focus on sensitisation and generating awareness about SDGs and focus of the intervention/s should be conceptual and human skills level officials, and for mid-level officials, it can

be designing and human skills. Wherein for junior level officials, developing expertise in specific areas is equally important to hone their human and technical skills. At state level for senior officials, capacity building initiatives need to focus on designing and human skills and for mid-level and junior officials on human and technical skills as they need to develop domain-specific expertise. The same is true for all levels of officials at the local level.

Table 2 - Capacity building meta-structure for civil servants for achieving SDGs

		<i>Capacity Building for SDG</i>	<i>Focus on Administrative Skills</i>
<i>Central Government Officials</i>	Senior	Sensitisation and Awareness	Conceptual and Human
	Mid-Level	Sensitisation and Awareness	Designing and Human
	Junior	Sensitisation, Awareness and Expertise	Human and Technical
<i>State Government Officials</i>	Senior	Sensitisation and Awareness	Designing and Human
	Mid-Level	Sensitisation, Awareness and Expertise	Human and Technical
	Junior	Sensitisation, Awareness and Expertise	Human and Technical
<i>Local Level Officials</i>	Senior	Sensitisation	Human and Technical
	Mid-Level	Sensitisation	Human and Technical
	Junior	Sensitisation	Human and Technical

This broad-based demarcation is not to be seen as a straitjacketed solution but as a starting point to break the cycle of inertia and then keep on reinventing as more experience is gathered to design and deliver the capacity building programmes for achieving SDGs.

Creating a curriculum for these initiatives and creating a hard and soft infrastructure requires top-level commitment and interventions. As discussed earlier, these initiatives also are to be delivered through innovative methods. In India, online interventions, case studies, street plays and exposure visits are found to be quite useful for capacity building in the social sector.

To convert this meta-structure into implementable blocks and evolve field level initiatives, the role of schools of government is pivotal.

5.7 Role of schools of government

Since the publication of a famous article by Woodrow Wilson titled ‘The Study of Administration’ wherein among other things, he reflected on the complexity of the administration because of separation of power principles, the study of public administration has come a long way. A great impetus to the structured public service training was given in 1930 with the establishment of the International Institute of Administrative Sciences (IIAS) and then in 1970 with the founding of the National Association of Schools of Public Affairs and Administration (NASPAA), an emphasis was laid on accreditation and standards in the training of Public Administration Schools. In Europe, the European Association for Public Administration Accreditation (EAPAA) is the nodal agency for providing accreditation for academic, public administration degree programmes.⁸⁹

Since the middle of the last century, many countries including newly liberated ones have established various schools, departments and academies to study public administration as well as train public servants. These academies are the ‘window’ of civil servants to the outside world, especially the parts to which they are not directly exposed to in their day to day work.

89 Available at <http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan034312.pdf> accessed August 26, 2018.

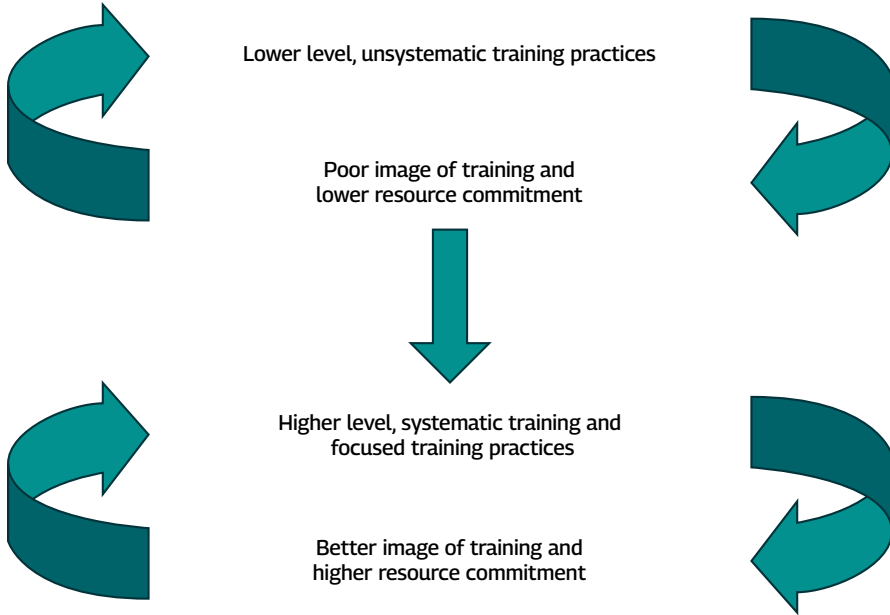
Mishra (2002) has found that these academies have different administrative and working structures. Some are directly under ministries like Lal Bahadur Shastri Academy in India or The Bangladesh Civil Service Administration Academy in Bangladesh or The National Institute of Public Administration (INTAN) in Malaysia. Some are autonomous with a close link to Government Like INAP Mexico, Administrative Staff College of India, Indian Institute of Public Administration etc. Many academies are service specific like police or foreign service (e.g. Foreign Service Institute in the USA), and others have more varied agenda like ENAP Brazil. Moreover, there are multiple state and local level academies, like in India almost every state has its own Regional Training Institute.

As these schools/academies or training institutions are at the forefront of providing latest knowledge to the civil servants and also play an important role in molding their thought process, practical strategies for achieving SDGs needs buy-in from these institutions. They have to not only get motivated to develop new curriculums and methods of delivery but also need adequate human and other resources for developing relevant training programmes. Developing a model curriculum with the specific input and resources can go a long way in helping these institutions to make SDG an essential part of their capacity building offerings.

In the Indian context, schools of Governments at all levels are to be encouraged to include SDGs in their standard curriculum. As the many challenges to capacity building initiatives, be it contextual; like priorities of the Government or personal; like the motivation of the civil servants are not going to be met head-on by the internal stakeholders. To break the vicious cycle, it is essential that the training institutions should act as a catalyst (Refer to Figure 1 &2).

As many of the resources and quality issues may not be resolved in the short term, individual initiative, hand holding, collaboration among national and international institutions and peer learning are critical to contribute to the achievement of Sustainable Development Goals.

Figure 1 Role of schools of government: From vicious to virtuous circle of training for the Agenda2030



5.8 Conclusion

A coherent and effective strategy to implement 2030 Agenda and achieve Sustainable Development goals need ability and commitment from the Civil Servants. As political priorities change, civil servants can provide a backbone for sustaining the initiatives taken to implement the 2030 Agenda. However, civil servants also need to have technical wherewithal, intellectual curiosity and motivation to deliver on 2030 Agenda. For this institutional infrastructure and incentives as perceived by them will play an important role. In India, civil service is a multi-layered juggernaut primarily populated by the generalists who are overworked or put in positions that have become redundant over a period. A premium on short-term achievement compared to long-term planning and implementation has created a suboptimal work environment. Any capacity building initiative has to get through this mental and institutional wall to be useful in propagating the merits of SDGs and 2030 Agenda.

Building capacity of existing institutions in the field of training, developing networks and national and international linkages to stimulate peer learning, offering handholding support and creating a sustained pressure and encouragement from citizens and civil society can help us in overcoming the challenges and take advantage of opportunities to achieve Sustainable Development Goals and help India which is at the cusp of great civilizational leap to realise her real potential.

These focused efforts have to take into account all the challenges and opportunities and ideally should be guided by the top policymakers. Creating a robust support infrastructure for capacity building to implement 2030 Agenda will not help in the achievement of SDGs but also improve long-term systemic capacity to deliver good governance in line with the expectations of the citizens.

References

- ANAND, U. (2015, August 01). India has 31 lakh NGOs, more than double the number of schools. Retrieved from <https://indianexpress.com/article/india/india-others/india-has-31-lakh-ngos-twice-the-number-of-schools-almost-twice-number-of-policemen/>
- BANIK, D. (2001). The transfer raj: Indian civil servants on the move. *The European Journal of Development Research*, 13(1), 106-134. doi:10.1080/09578810108426783
- BHAMRA, A. & FARHAN, S. (2018). Are citizens being left behind by India's approach to the SDGs? Retrieved from <http://www.eco-business.com/opinion/are-citizens-being-left-behind-by-indias-approach-to-the-sdgs/>
- BHAMRA, A., SHANKER, H. & NIAZ, Z. (2015). Achieving the sustainable development goals in India: A study of financial requirements and gaps (Rep.). New Delhi: Technology and Action for Rural Advancement.
- DENHARDT, J., TERRY, L., DELACRUZ, E. & ANDONOSKA, L. (2009). Barriers to citizen engagement in developing countries. *International Journal of Public Administration*, 32(14), 1268-1288. doi: 10.1080/01900690903344726
- FAIRFIELD, T. (2013, April 11). Going where the money is: Strategies for taxing economic elites in unequal democracies. Retrieved from <https://www.sciencedirect.com/science/article/pii/S0305750X13000648>
- FUKUDA-PARR, S. (2014). Global goals as a policy tool: Intended and unintended consequences. *Journal of Human Development and Capabilities*, 15(2-3), 118-131. doi: 10.1080/19452829.2014.910180
- GRINDLE, M. & HILDERBRAND, M. (1995). Building sustainable capacity in the public sector: What can be done? *Public Administration and Development*, 15(5), 441-463. doi: 10.1002/pad.4230150502
- HUQUE, A. S. (2017). Public service in a globalized world: Central training institutes in India and Hong Kong. S.I.: Garland Science.

JAIN, R. (2004). Good governance for sustainable development: Challenges and strategies in India. *Indian Journal of Public Administration*, 50(1), 50-71. doi: 10.1177/0019556120040108

JARIWALA, V. (2017). Marching towards millennium development goals (MDGs) to sustainable development goals (SDGs) in Indian context. *SSRN Electronic Journal*. doi: 10.2139/ssrn.3069427

KATZ, R. (1974). Skills of an effective administrator. *Harvard Business Review* [serial online]. September 1974;52(5):90. Available from: Business Source Complete, Ipswich, MA. Accessed August 26, 2018.

MCDONALD, W. (2017). Sustainable development and public administration: Challenges and innovation in citizen engagement. *Review of Public Administration and Management*, 05(02). doi: 10.4172/2315-7844.1000219

MISHRA, R. (2002). Delivering effective education and training for public administration reforms: A case of India. *Indian Journal of Public Administration*, 48(2), 231-235. doi:10.1177/0019556120020207

NAIPAUL, V. S. (2010). *India: A wounded civilization*. Picador Paperbacks.

NAYYAR, D. (2018). Retrieved from http://www.un.org/millenniumgoals/pdf/deepak_nayyar_Aug.pdf

SACHS, J. (2012). From millennium development goals to sustainable development goals. *The Lancet*, 379(9832), 2206-2211. doi: 10.1016/S0140-6736(12)60685-0

SAKIKO FUKUDA-PARR. (2016). From the millennium development goals to the sustainable development goals: Shifts in purpose, concept, and politics of global goal setting for development. *Gender & Development*, 24:1, 43-52, DOI: 10.1080/13552074.2016.1145895 .

UNEMPLOYMENT IN INDIA: A Statistical Profile (Rep.). (2018). Centre for Monitoring Indian Economy and Bombay Stock Exchange.

WILSON, W. (1887). The study of administration. *Political Science Quarterly*, 2(2), 197. doi: 10.2307/2139277.

Empowering the public sector in the implementation of 2030 Agenda: A case study of China

Zhou Yiping⁹⁰ and CAO Jiahan⁹¹

At the United Nations Sustainable Development Summit in September 2015, the 2030 Agenda for Sustainable Development (hereafter “the 2030 Agenda”) and its 17 Sustainable Development Goals (SDGs) were formally adopted as “Global Goals” to replace the Millennium Development Goals (MDGs) and became universal guideposts for both developed and developing countries to embrace transformative change in the next 15 years. The 2030 Agenda builds upon “5Ps” (people, planet, prosperity, peace and partnership) principles which not only provides an action plan for people, planet and prosperity, but also seeks to strengthen universal peace and collaborative partnership⁹². The implementation of the 2030 Agenda and the SDGs will necessarily require governments worldwide to formulate their localized solutions to address major sustainability challenges. In the national context, public administrators and civil servants at all levels play an indispensable role in SDG implementation.

However, due to the indivisible nature of SDGs as well as the organizational limitation of national governments, officials are often less prepared to work across policy areas to translate the 2030 Agenda into domestic frameworks.

90 Zhou Yiping is President of International SilkRoad Institute, Shanghai Academy of Social Sciences (SASS) and former Director of the United Nations Office for South-South Cooperation (UNOSSC).

91 CAO Jiahan is Research Fellow at the Shanghai Institutes for International Studies (SIIS).

92 UNITED NATIONS. Transforming our world: the 2030 Agenda for Sustainable Development. A/RES/70/1. Available from: <https://sustainabledevelopment.un.org/post2015/transformingourworld>.

It is, therefore, high time that governments promote policy and institutional coherence for SDG implementation via capacity building for their officials. In April 2018, the 17th session of the UN Committee of Experts on Public Administration (CEPA 17) called for investing in public service officials to deliver effectively on the SDGs, noting that civil servants should not be “left behind”⁹³. Louis Meuleman, a CEPA member, also suggested taking “empowerment” (mandating people to work together across or beyond departments and levels) as a key approach to promote coherence for SDG implementation⁹⁴.

In the past several years, China has developed a set of tools to achieve the SDGs through empowerment of public administrators and civil servants. Based upon policy analysis and empirical evidence, this paper attempts to explore China’s experience and challenges in strengthening the capacity of government officials to better practice the 2030 Agenda. The first section looks into how the Chinese government ideologically galvanized officials through creation of its own political narrative for SDG implementation, namely, the New Development Concepts (NDCs), soon after the adoption of SDGs in late 2015. It then elaborates on how Chinese officials benefit from the institutional design for vertical and horizontal implementation of SDGs, including effective leadership as the first priority, synergies and coordination on action plans as well as financial and human resources. The third part analyzes the paralleled peer learning process regarding SDG-related topics among officials from within and outside of China at the Chinese Academy of Governance (CAG). It concludes by pointing out major challenges that Chinese officials are faced with in managing the implementation and monitoring the progress of the 2030 Agenda.

93 NATHALIE RISSE. CEPA 17 Experts Call for Investing in Public Servants to Deliver on SDGs. SDG Knowledge Hub, April 26, 2018, Available from: <http://sdg.iisd.org/news/cepa-17-experts-call-for-investing-in-public-servants-to-deliver-on-sdgs/>.

94 INGEBORG NIESTROY & LOUIS MEULEMAN. (2016). Teaching silos to dance: A condition to implement the SDGs. SDG Knowledge Hub, July 21. Available from: <http://sdg.iisd.org/commentary/guest-articles/teaching-silos-to-dance-a-condition-to-implement-the-sdgs/?rdr=sd.iisd.org>.

6.1 The new development concepts: China's philosophy for SDG implementation

In his first speech delivered in the UN Headquarters as Chinese President when addressing the 70th Session of the UN General Assembly, Xi Jinping publicly endorsed the “5Ps” principles of the 2030 Agenda. He declared that China has solemnly committed itself to implementing the 2030 Agenda and will continuously promote global development through solidarity and cooperation⁹⁵. About two months later, President Xi again pledged to implement the 2030 Agenda to inject strong impetus into equitable and inclusive development at the 10th summit of the Group of Twenty (G20) in Turkey. He also conveyed a message that China would combine the 2030 Agenda with its 13th Five-year Plan for Economic and Social Development to be implemented from 2016⁹⁶.

Actually between his two above speeches in New York and Antalya, President Xi gave another tone-setting speech in Beijing before his subordinates, all of whom are high-ranking officials at least at the provincial/ministerial level. President Xi, in his capacity as CPC (Communist Party of China) Secretary-General and also on behalf of the Central Politburo, launched a political mobilization among these senior officials attending the Fifth Plenary Session of the 18th CPC Central Committee. Notably in this significant speech, President Xi proposed the New Development Concepts (NDCs), as not only China's philosophy for SDG implementation⁹⁷ but also guiding principles for the country's 13th Five-year Plan (2016-2020). The NDCs encompass five key concepts of innovative, coordinated, green, open and shared development,

95 XI JINPING. (2015). Working together to forge a new partnership of win-win cooperation and create a community of shared future for mankind. September 28. Available from: http://www.fmprc.gov.cn/mfa_eng/wjdt_665385/zyjh_665391/t1305051.shtml.

96 China's role for G20 and UN's 2030 sustainable development. *China Daily*, November 18, 2015. Available from: http://www.chinadaily.com.cn/world/2015xiattendG20APEC/2015-11/18/content_22482567.htm.

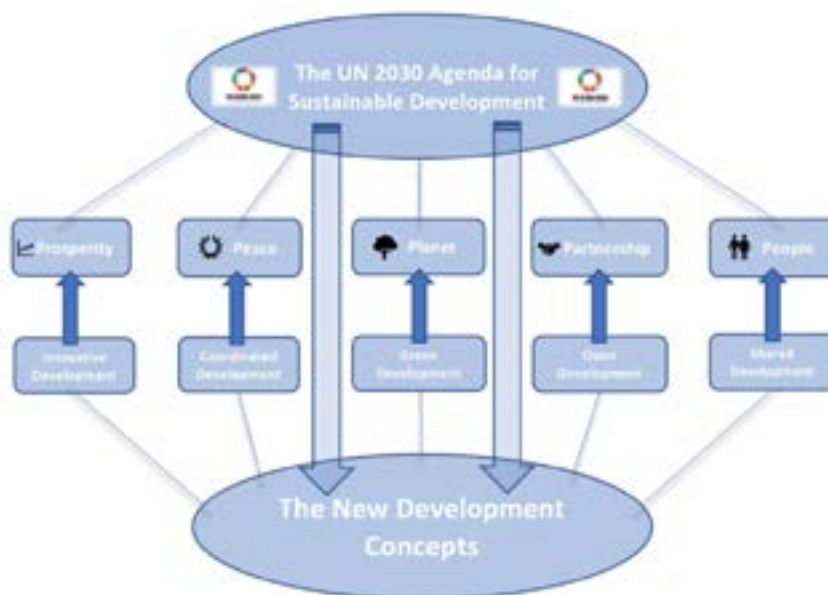
97 MINISTRY OF FOREIGN AFFAIRS. China's National Plan on Implementation of the 2030 Agenda for Sustainable Development. September 2016, pp 7-8. Available from http://www.fmprc.gov.cn/mfa_eng/zxxx_662805/W020161014332600482185.pdf.

which as President Xi mentioned, “came from both domestic and foreign experience of development, and from analysis of both domestic and foreign trends in development”⁹⁸. Therefore, it is understandable that the NDCs were conceived on the basis of China’s achievements and lessons from decades-long social-economic development, as well as the paradigm shift of international development cooperation, particularly the carry out of the 2030 Agenda.

The commonalities between the NDCs and the 2030 Agenda are conspicuous. The five pillars of NDCs have established direct linkages with and can contribute to the “5Ps” principles of the 2030 Agenda. Innovative development focuses on the drivers of growth, which shall ensure the Chinese people to enjoy prosperous and fulfilling lives through economic, social and technological progress; Coordinated development aims to solve the imbalance in development, which shall foster peaceful, just, inclusive society in China; Green development highlights the harmony between humanity and nature, which shall protect the planet from degradation and support the needs of the present and future generations; Open development prioritizes interactions between China and the international community, which shall mobilize Chinese resources to revitalize Global Partnership for Sustainable Development and strengthen global solidarity; Shared development underpins social equality and justice, which is meant to guarantee the Chinese people to fulfill their potential in dignity and equality. The creation of NDCs as China’s own political narrative for SDG implementation has finally equipped Chinese officials with localized philosophy and made it possible for them to align national development plans and strategies with the goals and targets set in the 2030 Agenda.

98 XI JINPING. (2017). Guide development with new concepts in Xi Jinping. *The Governance of China II*. Beijing: Foreign Languages Press Co. Ltd. p. 217.

Chart 1 - The 2030 Agenda-NDCs Interaction



Source: by the authors.

Generally speaking, countries around the world have taken a variety of approaches to raise the awareness of civil servants for better implementing the 2030 Agenda. Such awareness-building methodologies include, among many others, workshops, meetings and conferences on the SDGs, briefings to cabinet, meetings in parliament, wide-scale communication and advocacy efforts, as well as the integration of the SDGs into curricula and educational programs⁹⁹.

99 See respectively UNITED NATIONS - Department of Economic and Social Affairs. 2016 synthesis of voluntary national reviews and 2017 synthesis of voluntary national reviews. Presented at the high-level political forums on sustainable development in 2016 and 2017. Available from https://sustainabledevelopment.un.org/content/documents/23862016_VNR_Synthesis_Report.pdf and https://sustainabledevelopment.un.org/content/documents/17109Synthesis_Report_VNRs_2017.pdf.

In the Chinese context, awareness is also the entry point to building momentum for cross-sectoral action on the SDGs. On the one hand, the limited knowledge and understanding of the 2030 Agenda among Chinese civil servants definitely undermine their efforts on establishing pathways to achievement of goals and targets. The NDCs can help serve as the “ideological transmission belt” to help Chinese officials overcome the knowledge gap and increase the chances that they will assign priority to the integration of the 2030 Agenda into national and sub-national development plans. On the other hand, China’s highly centralized political system has determined that the awareness-raising efforts that target civil servants need to follow the top-down model. The Chinese leadership, with President Xi as the core, has fully realized the significance of ideologically galvanizing government officials.

In January 2016, all Chinese officials at the provincial/ministerial level were summoned to Beijing to attend a thematic workshop at the Party School of the CPC Central Committee on how to better understand and implement the NDCs. In his keynote speech during the workshop, President Xi further explained the ideas behind the NDCs “from history and reality” and offered some suggestions on “how to tackle major issues”. As President Xi emphasized, “innovation is the key to driving overall social and economic development.” Although coordinated, green, open and shared development helps strengthen the impetus of development, “the core is innovation”. Also, pursuing coordinated development is crucial to secure overall national development during the 13th Five-year Plan period (2016-2020). In particular, President Xi warned that “officials at all levels must enhance their faith in eco-protection and discard development patterns and methods that damage or even destroy the environment”¹⁰⁰.

As President Xi pointed out, the key to implementing the NDCs and turning them into standard practice lies with officials at all levels. During the speech, he proposed four concrete requirements for officials to implement the NDCs. First of all, “officials should set an example by conscientiously studying the

100 XI JINPING. (2017). A deeper understanding of the new development concepts in Xi Jinping. *The Governance of China II*. Beijing: Foreign Languages Press Co. Ltd, , pp. 221-240.

new development concepts and making earnest efforts to apply them, to show the strength of these new concepts to other officials and the general public”; Second, officials “should use dialectical thinking to appropriately plan for the designing and execution of new development concepts”, keeping in mind the synergies and trade-offs between multiple dimensions; Third, officials “should create innovative approaches” and “press forward with the implementation of new development concepts through reform and the rule of law, with reform as an engine and the law as firm cornerstone”; Fourth, officials “must stay true to our principles, and promptly address the problems and risks that arise during the implementation of new development concepts”. At the end of his speech, President Xi re-emphasized the need to “mobilize officials in a more extensive and effective manner”¹⁰¹.

The thematic workshop organized by the top leadership at the beginning of 2016 can be regarded as another high-level political mobilization at the domestic level in China for senior officials to form a correct understanding of the NDCs and take efficient actions. It also well echoed the historic moment when the SDGs came into effect at the international level. Since then, the NDCs as China’s philosophy for SDG implementation, has become the new ideological tool for Chinese officials to solve development problems at home.

6.2 Institutional guarantee for SDG implementation

It is widely agreed that an appropriate and even creative design of government institutions will be conducive to the achievement of the SDGs. For either developed or developing countries, despite their diverse political systems and types of leadership, institutional frameworks that are suitable for delivering integrated policies can effectively address existing linkages among various SDGs and facilitate national public administrators and civil servants to achieve

101 XI JINPING. (2017). Implement the new development concepts in Xi Jinping. *The Governance of China II*. Beijing: Foreign Languages Press Co. Ltd. pp. 241-248.

progress on the 2030 Agenda¹⁰². All countries in the world are virtually facing very similar challenges with respect to policy and institutional coherence for SDG implementation. The multiple SDGs are not new in spirit, because the issues like poverty reduction, education and health have already been brought to the table as part of governments' work long before the SDGs were adopted. The difficulty lies in synergies and coordination between officials from different parts of government who are used to working in silos. In particular, how to make these officials feel that the SDGs are domestic policy rather than foreign policy through institutional optimization?

It is doubtless that “effective leadership” should be put as the first priority and a must to build institutions and policies for domestic resource mobilization, accountability and transparency. In China, the leadership of the CPC covers all work. The country upholds the authority and centralized, unified leadership of the CPC Central Committee with Secretary-General Xi Jinping as the core. Therefore, the effectiveness of SDG implementation can be guaranteed through the unified leadership of the CPC. If the creation of NDCs was the first step by the CPC leadership to conceptually empower government officials for SDG implementation, the ensuing arrangements of institutions have laid solid foundations for these officials to pursue synergies and coordination when practicing the 2030 Agenda.

First of all, China has created new institutional designs that are compatible with the 2030 Agenda. An inter-ministerial commission with ministry leadership was soon set up. This inter-agency coordination mechanism to implement the 2030 Agenda is made up of 43 government agencies and under the leadership of Ministry of Foreign Affairs (MFA), forming synergy in national implementation endeavors¹⁰³. The government agencies involved in the coordination

102 UNITED NATIONS. (2018). Working together: Integration, institutions and the Sustainable Development Goals. World Public Sector Report 2018, Division for Public Administration and Development Management, Department of Economic and Social Affairs, (DPADM), New York, April. Available from <https://publicadministration.un.org/en/Research/World-Public-Sector-Reports>.

103 MINISTRY OF FOREIGN AFFAIRS. (2017). China's Progress Report on Implementation of the 2030 Agenda for Sustainable Development. August, p. 87. Available from http://www.fmprc.gov.cn/web/ziliaojia_674904/zt_674979/dnzt_674981/qtzt/2030kcxzfzyc_686343/P020170824650025885740.pdf.

mechanism are responsible for formulating the implementation plan, reviewing implementation progress, and strengthening policy coordination and communication. The coordination commission broke down the implementation of the 17 SDGs and 169 targets into more specific tasks, assigned them to specific departments, and ensured that each department sets up an internal mechanism and develop a detailed implementation plan¹⁰⁴. Correspondingly, governments at the local level have also set up similar working mechanisms to ensure smooth implementation of the 2030 Agenda. The new institutional arrangements for SDG implementation can not only enhance the horizontal cross-region and inter-agency coordination, but also establish a vertical implementation mechanism linking the central, local and grassroots levels. More importantly, they help clarify responsibilities of government officials by holding them accountable.

Second, China has scaled up its investment of financial and human resources in SDG implementation based upon the newly created coordination mechanisms. The focus of resource input has been placed on fiscal, taxation and financial reforms and rationally setting aside and guaranteeing government funds for the implementation of the 2030 Agenda. The government aims at establishing a financial system with rational division of labor and complementarities among different financial sectors such as the commercial, development-oriented, policy-oriented and the cooperative, while guiding the financial industry to better serve sustainable development and developing inclusive finance. In terms of human resources, officials from ministries in Beijing are now more encouraged to serve temporary positions in local governments for several years, in the meantime, local officials are sent to Beijing to work in equivalent positions of relevant ministries for some time. The exchange of positions between officials from the central and local levels has become China's unique practice to equip civil servants with rich experience of governance which can strengthen their capacities in the implementation of the 2030 Agenda.

104 UNITED NATIONS - Department of Economic and Social Affairs. 2016 synthesis of voluntary national reviews. Presented at the high-level political forums on sustainable development in 2016. Available from https://sustainabledevelopment.un.org/content/documents/23862016_VNR_Synthesis_Report.pdf.

Third, China has integrated the 17 SDGs and 169 targets into the country's overall development planning and broken down, incorporated, or linked them in the specialized plans. In March 2016, the Chinese government published the outline of its 13th Five-year Plan (2016-2020), with the commitment to the "active implementation of the 2030 Agenda for sustainable development". The outline particularly stated that China's implementation of the 2030 Agenda takes place in the context of its medium- and long-term development strategies¹⁰⁵. The 13th Five-year Plan (2016-2020) prioritizes ten policy areas of eliminating poverty and hunger, maintaining economic growth, advancing industrialization, improving social security and social services, safeguarding equity and justice, strengthening environmental protection, addressing climate change, enhancing energy and resource efficiency, improving national governance and promoting international cooperation, which are all reflected in multiple SDGs.

Based upon the above policy priorities, government officials have turned the SDGs into specific missions in the economic, social and environmental fields. In the economic field, the Chinese government has formulated the National Outline for Innovation-Driven Development Strategy, the National Sustainable Agricultural Development Plan (2015-2030) and the National Outline for Information Technology Development Strategy. In the social field, it has published the Decision of the CPC Central Committee and the State Council on Winning the Tough Battle in Poverty Reduction and the Healthy China Outline (2030). The Healthy China Outline (2030) was drafted by officials from over 20 departments in areas of transportation, education, sports, food and drug inspection, environmental governance, media, legislature, customs and others, recognizing the significance of inter-sectoral collaboration¹⁰⁶. In the environmental field, the government has prepared the China Biodiversity

105 NATIONAL DEVELOPMENT AND REFORM COMMISSION. The 13TH Five-year Plan for Economic and Social Development of the People's Republic of China (2016-2020). Available from <http://en.ndrc.gov.cn/newsrelease/201612/P020161207645765233498.pdf>.

106 CPC CENTRAL COMMITTEE AND THE STATE COUNCIL. (2016). Healthy China 2030" Development Plan. Available from http://www.gov.cn/zhengce/2016-10/25/content_5124174.htm; WORLD HEALTH ORGANIZATION. (2016). Healthy China 2030 (from vision to action). Available from <http://www.who.int/healthpromotion/conferences/9gchp/healthy-china/en/>.

Conservation Strategy and Plan of Action (2011-2030) and the National Climate Change Program (2014-2020). In 2020, China will host the 15th Meeting of the Conference of the Parties to the Convention on Biological Diversity (COP15) which could become a milestone in the history of the country's international cooperation in environmental protection.

At the local level, government officials have also brought their development objectives in line with the 2030 Agenda. Based upon the outline of the 13th Five-year Plan, all the 31 provinces, autonomous regions and municipalities directly under the supervision of the central government in Beijing have formulated their own five-year plans, and the cities and counties have also completed their roadmaps and annual plans. Through this way, officials working in the central and local governments have created synergy for the implementation of the 2030 Agenda. Besides the 13th Five-year Plan (2016-2020), China also released its National Plan on Implementation of the 2030 Agenda. This National Plan that is entirely dedicated to the SDGs translates each target of the SDGs into “action plans” for the country.

6.3 Peer learning for SDG implementation

National schools of public administration shoulder irreplaceable responsibilities of building capacity for civil servants. The training and exchange programs developed by national schools of public administration can considerably strengthen the skills and competencies of government officials when they design and implement development policies in their respective positions. In the face of mounting sustainability challenges at home and abroad, it is essential to link the modernization of public administration and the empowerment of the public sector with the universal principles of sustainable development, namely, the 2030 Agenda and its 17 SDGs.

The Chinese Academy of Governance (CAG), once known as the China National School of Administration (CNSA), has long been a ministerial-level institution directly affiliated with the State Council for training mid- and high-level civil servants and high-level administrators and policy researchers. It is also

a renowned think tank in China for carrying out scientific research, particularly on the theory of public administration and innovation in government administration, as well as delivering policy recommendations to the CPC top leadership and the central government. In March 2018, the CAG was merged into the Party School of the CPC Central Committee in the sweeping overhaul of government institutions, while its mission remains unchanged. As its major function, training at the CAG ranges in the formats from domestic programs for civil servants at the provincial/ministerial level and the department/bureau level, a portion of the reserve force of outstanding early and mid-career cadres, and also civil servants from the Hong Kong and Macao special administrative regions (SARs), to international programs for knowledge exchange and cooperation between civil servants from China, foreign governments and international organizations.

From 2012 through 2017, the CAG has offered training to 10,281 foreign civil servants from 159 countries. The training and peer learning programs used to cover civil servants from developing countries, but it now also involves developed countries and international organizations. In May 2012, the CAG started to implement the 5-year EU-China Disaster Risk Management (DRM) project on behalf of the State Council and established the first National Institute for Emergency Management (NIEM) to support the country in its adaptation to international (EU) best practices, particularly on aspects relating to prevention and preparedness and to the key issue of multi-actor coordination throughout the disaster risk management cycle. Also, the CAG has expanded its training methods from opening classes to assisting the building of training institutions overseas, teaching at sites that feature China's achievements and culture, and creating websites and animation films. In the year of 2017, the CAG hosted 318 training classes with more than 15,000 trainees, and 46 of these classes are offered to 1,140 foreigners.

Over the past few years, China has initiated paralleled peer learning processes at the CAG with regards to SDG-related topics such as poverty reduction, disaster management and sustainable cities, in order to bridge the knowledge gap between officials from coastal regions and inland provinces, as well as between civil servants from China and other countries. Every year since 2015,

plenty of training courses with regards to the implementation of the NDCs and of course the 2030 Agenda are regularly taught for ministers, governors, directors-general and mayors at the domestic level.

As mentioned above, China, based upon its national conditions, has identified the key tasks in the 13th Five-year Plan that are most relevant to multiple SDGs. For instance, “to sustain economic growth” can contribute to SDG8; “to improve livelihoods at all dimensions” can contribute to SDGs 2, 3, 4 and 10; “to promote innovation” can contribute to SDG 9; “to ameliorate environment quality” can contribute to SDGs 12 and 13; “to strengthen institutions and governance” can contribute to SDG 16. In this light, the CAG has developed a series of training courses that focus on poverty eradication, ecological civilization, innovation-driven activities, manufacture, financial risks and its prevention, as well as rural governance, most of which follow the NDCs and the alignment between China’s national development plans and the 2030 Agenda.

Nowadays, the tough fight against poverty is one of the three arduous tasks of China. Seeing that poor people and poor areas will enter the moderately prosperous society together with the rest of the country is a solemn promise made by the CPC and the Chinese government. The whole country and society are practicing targeted poverty reduction and alleviation measures. Against this backdrop, the CAG has arranged a variety of training classes on poverty-reduction every year. Trainees in these courses include minister-, governor-, director-general- and director-level state civil servants, many of whom are in charge of winning the battle of poverty reduction and from both coastal and inland provinces. The curriculum is extensive and practical as it is often made up of modules of theoretic exploration, policy interpretation and analysis, as well as experience sharing by officials and experts from the State Council, various ministries, provinces and even counties, combined with some domestic and international case studies. “The Battle Against Poverty”, known as one of the three main battlefields the Chinese government is fighting on and also a topic addressed by the SDG1, is currently on the list of training courses arranged by the CAG.

Ever since its foundation in 1994, the CAG has established strong relations with 239 institutions from 89 countries and regions, and 20 international organizations with the United Nations Development Programme (UNDP) and the United Nations Office for Disaster Risk Reduction (UNISDR) in particular. Therefore, the CAG can take full play in reforming foreign training models and strengthen people-to-people and cultural exchanges. In 2017, the CAG hosted 46 foreign exchange activities and dispatched 76 delegates with 166 persons to go abroad and conduct academic exchanges.

In general, the CAG offers a number of training courses themed on extensive development topics including China's Belt and Road Initiative (BRI), rural reform, innovation-driven strategy, supply-side structural reform, for civil servants from Hong Kong and Macao SARs as well as some foreign governments. Each course lasts between two and three weeks and includes lectures, seminars in Beijing and field trips to other Chinese cities where the trainees can learn the diversity of China's social economic development. In recent years, the training courses for foreign administrators at the CAG have become increasingly popular, especially among those from developing countries such as Cuba, Sudan and Mongolia. The CAG usually designs courses to meet the specific requirements of each country before the trainees arrive in China. One of the latest courses for civil servants from Cuba mainly focuses on structural reform of government given the demand from the Cuban side¹⁰⁷. Also, the CAG is ready to share with the trainees China's practices and experience of capacity building in poverty-reduction, anti-corruption and renewable energy development¹⁰⁸.

Additionally, the CAG has held numerous training classes of Sustainable Development and Public Administration jointly with the United Nations Economic and Social Council (ECOSOC). The CAG is also expanding cooperation with the United Nations Conference on Trade and Development (UNCTAD) on topics such as poverty reduction and disaster control to better facilitate civil servants working at the domestic and international levels to better localize the 2030 Agenda.

107 Cui JIA. (2017, November 27). Foreigners learn secrets of China's success. *China Daily*. Available from http://www.chinadaily.com.cn/china/2017-11/27/content_35038882.htm.

108 Cui JIA. (2018, April 20). Foreign officials learn key to success of nation. *China Daily*. Available from <http://www.chinadaily.com.cn/a/201804/20/WS5ad93bbea3105cdcf6519710.html>.

6.4 Challenges ahead

China, as the world's largest developing country with US\$9,000 GDP per capita, is still faced with many challenges in its pursuit of the SDGs. Looking into the future, the Chinese government needs to do more to guide public administrators and civil servants in managing the implementation and monitoring the progress of the 2030 Agenda in different local contexts.

Will China be able to keep the stability of development? Sustained social-economic development is of overriding significance for China. During the past four decades, the CPC and the Chinese government have always taken development as the country's top priority. Amazingly, China has successfully achieved an average growth of 9.5% without great risks until the 2008 Financial Crisis. With the slowdown of the Chinese economy, government officials at all levels are confronted with more pressing tasks of reform such as increasing efficiency of state-owned enterprises (SOEs), improving the industrial productivity, balancing economic growth and ecological environment and addressing the social security problem for an aging population. All these issues could make it difficult for government officials to cope with complexities when implementing the 13th Five-year Plan as well the 2030 Agenda.

Despite being the world's second largest economy with a modest level of GNI per capita, China still faces daunting tasks and its development is far from balanced between different regions as well as rural and urban areas. Will China be able to achieve the goal of high-efficiency development? The fact is that the Chinese economy has been switching from a phase of rapid growth to the "new normal" of high-quality development. It is in this context that China formulates its macroeconomic, structural, reform and social policies for the coming years. The transition is an inherent part of the course of economic development. China's per capita income is moving up from the current level of US\$ 8,000-plus to US\$10,000 and even higher. At such a stage of development, China needs to give more emphasis on structural improvement rather than quantity expansion in order to escape the so-called Middle-income Trap. Will China be able to prevent major risks, especially financial risks in its economic development? Shadow banking and hidden debt of local governments are

serious problems that the Chinese government needs to deal with. Also, China needs to pay more attention to the relationship between real economy and virtual economy and try to seek the golden means of them.

Therefore, how to maintain the current economic growth to provide a solid economic foundation for SDG implementation will be a major challenge for the majority of Chinese officials at all levels. Meanwhile, to balance and coordinate the three pillars of economic growth, social progress and environment protection will also test the governance capability of officials. In the long run, public awareness needs to be raised with regards to ecological conservation featuring respect for life in conformity with and protection of nature. However, in the short term, it is imperative for civil servants to step up their environmental protection efforts, with a focus on improving environmental quality, adopting the strictest environmental protection regime, and promoting comprehensive prevention and control of air, water and soil pollution. For many officials working in underdeveloped regions, the efforts in nature conservation are usually undermined for the sake of vested economic interests.

In terms of monitoring the progress of SDG implementation, the Chinese government has conducted reviews of its efforts simultaneously with annual assessment of the progress in the 13th Five-year Plan as well as other specific plans and strategies in individual sectors. The inter-agency coordination mechanism for SDG implementation has also assigned the 17 SDGs and 169 targets of the 2030 Agenda into specific government agencies, ensuring full accountability for every review task. Moreover, China has been actively participating in follow-up reviews at regional and international levels. China supports the central role of the UN High-Level Political Forum (HLPF) on Sustainable Development and will assist it in the regular reviews of global implementation progress. China welcomes enhanced regional cooperation and positive contributions from the UN regional commissions and specialized agencies to solicit opinions and suggestions.

Despite these positive measures already put in place, Chinese civil servants still need to do more to fill in their capacity gap to oversee and evaluate the process of SDG implementation in their local contexts, in order to optimize policy options and summarize best practices. It is worth mentioning that China,

like many other countries, does not provide reviews of the SDGs individually, although it does refer to each goal in connection with its alignment to the country's development plans, and to statistics and indicators¹⁰⁹. Through highlighting and prioritizing policy areas including the eradication of poverty, enhancing social security, equity and social justice, protecting the environment and combating climate change, China actually addresses the SDGs in a rather indirect manner, which could make it easy for Chinese civil servants to concentrate attention and efforts on the environmental and socio-economic fields, and thus fulfill a balanced implementation of the SDGs.

109 UNITED NATIONS - Department of Economic and Social Affairs. 2016 synthesis of voluntary national reviews. Presented at the high-level political forums on sustainable development in 2016. Available from https://sustainabledevelopment.un.org/content/documents/23862016_VNR_Synthesis_Report.pdf.

Paving the way for implementing SDGs through capacity development of civil service in Indonesia

Yogi Suwarno¹¹⁰ & Seno Hartono¹¹¹

7.1 Background

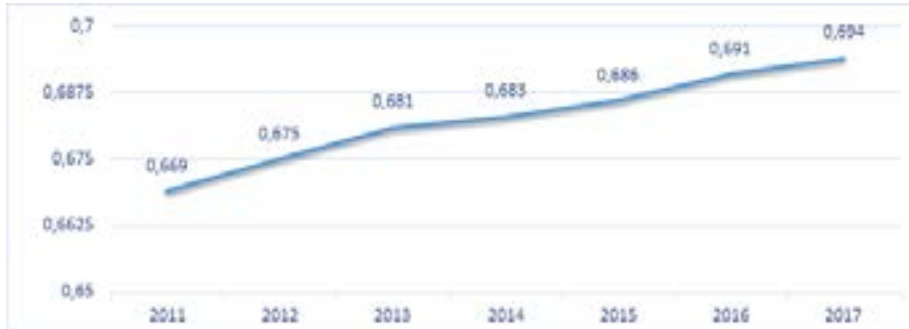
Indonesia is a country with the fourth largest population in the world and the biggest one in the South-East Asia region. At some point, the state's large population has been an advantage to the country in terms of demography. Yet the country needs to develop its human resources to compete with its fellow countries in the region. In a report entitled *Global Human Capital Report 2017* issued at the World Economic Forum (WEF), which examined the quality of human resources in 130 countries based on a number of indicators used, Indonesia ranked 65th, going up seven places compared to 2016. The report portrays how qualified human resources in each age group are through four indicators of human capital, namely capacity (ability of workers based on literacy and education), deployment (level of worker participation and unemployment rate), development (level and participation of education), and know-how (level of knowledge and ability of workers and availability of resources) in each country.

110 Vice Director for Academic Affairs at the NIPA School of Administration, Jakarta.

111 Head of Centre for institutional and Apparatus Resources Innovations at the NIPA, Jakarta.

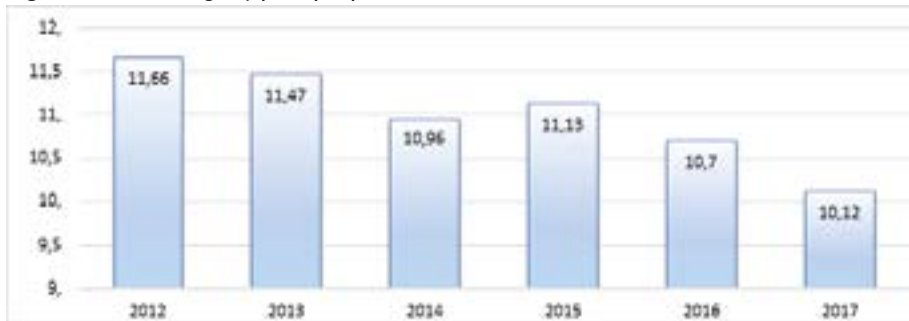
In addition, the Human Development Index (HDI) value of the country has increased nearly 30% since 1990.

Figure 1 - HDI value of Indonesia



Source: In terms of economy, Indonesia’s economic growth rate has been impressive with an increase from 5.01 in 2017 to 5.06 in 2018. The country has the largest economy in the region, and ranked 16th in the World by nominal GDP. This makes Indonesia one of Asian countries that belongs to the 20 biggest economy in the World and member of the G20. Despite the huge financial crisis that hit the country in early 2000, the government has slightly decreased the percentage of people living below standard over time.

Figure 2 - Percentage of poor people



Source: However, such achievements do not necessarily reflect the improvement in living standard and quality of life, as there is still a remaining gap between rich and poor to handle. Inequality remains a big problem. The achievement of MDGs in 2015 has shown how the problems of poverty, welfare, social and other sectors should be addressed and emphasized deeper in the near future. There is clearly a need for better human development at all levels to close the gap and facilitate welfare across the country.

Human resource development has been carried out by the government through formal and informal education programs. At a higher level, the formal education consists of a degree and non-degree program. The degree program is conducted mainly under the supervision of the Higher Education Ministry (Kemenristekdikti). Several ministries also carry out higher education for different and specific purposes such as internal recruitment or fulfilling a need of certain experts or technicians. Meanwhile the non-degree ones are under the responsibility of a number of institutions, one of which is government training which is conducted and developed by the National Institute of Public Administration (NIPA), an institution that belongs to the central government. Thus, the capacity development in the public sector has been largely done by the NIPA, as the in-charge institution.

7.2 Government officials' capacity development system

Recognizing the importance of the quality of government officials in encouraging the wheels of development, the Indonesian government has always been paying attention to the aspects of human resource development. History records the Indonesian government through Government Regulation No. 30 of 1957 dated August 6, 1957 established the National Institute of Public Administration (NIPA) and subsequently the organizational structure and field of duty were regulated in the Prime Minister's Decree No. 283 / P.M. / 1957. From the beginning of its establishment, the NIPA was driven by the Government's urgent need for civil servants, especially those who held leadership positions in the government apparatus, for the knowledge and skills in administration and management that would support their ability to carry out their duties.

Based on Law Number 5 Year 2014 on Civil Service, NIPA basically carries out three main functions; (1) undertaking a training system for government officials, (2) doing research and promoting innovation, and (3) developing specialist jobs. The training part includes regulating, training, supervising, monitoring and evaluation on overall training for government officials. Meanwhile research and innovation on public administration are two large domains that are developing and flourishing across the country, in particular at local

level where NIPA is taking major part of it. Lastly NIPA is responsible to develop specialist jobs of, particularly, trainer and policy analyst. This includes the definition of competency standards, career paths and other relevant capacity developments. As the holder of the mandates, the NIPA continues to be self-sufficient in order to meet the needs of developing adaptive government officials who are able to create competent and high-performing graduates who consequently are able to adapt to the strategic environment.

As stipulated in Government Regulation Number 11 of 2017 concerning Management of Civil Servants there are two types of apparatus for human resource development through education and training. Competency development through education is carried out by providing learning assignments. Competency development through training is carried out through classical and non-classical training. Classical training is carried out through the face-to-face learning process in the classroom at least through training, seminars, and courses. Non-classical training is carried out at least through e-learning, workplace guidance, distance training, internships and exchanges between civil servants and private employees. Every Civil Servant has a right and opportunity to be included in competency development for at least 20 hours annually.

The concept of training developed for civil servants in Indonesia consists of two types of training namely pre-service training and in-service training. The pre-service training is intended for probationary civil servants, while the in-service training is aimed to further develop the capacity of civil servants for particular purposes like expertise or career management. The in-service training includes leadership training, position-based training, and skills-based training. Each of these has a particular design and curriculum that are developed and promoted by different institutions. NIPA, in this case, is in charge of all aspects of leadership training, while position-based and skill-based are respectively done by relevant institutions.

7.3 The pre-service training

The pre-service training is a prerequisite for civil servant candidates at all levels to take in their early stage of employment before becoming fully admitted as permanent government officials. The training should be attended by civil service candidates within the first two year of their employment period, and once they are qualified through certain tests, they will immediately be admitted as permanent employees. Those who fail the tests will be withdrawn and excluded from government work.

The recent design of pre-service training will take 118 working days of training in total. All participants should take part and go through all processes and finish the training by taking examinations.

Figure 3 - The pre-service training



Source: Currently the NIPA develops the integrated pre-service training program that includes the on- and off-campus training approaches. The on-campus training takes approximately 33 days to complete three main agendas i.e. behavior development, values and code of conduct and the role of civil service in government system, while the off-campus training provides opportunity for the participants to either take internship at designated working places or go back to the offices they originally belong to.

The behavior development is the early stage of the training that is aimed to shape and standardize the behavior of civil servants, and to introduce them to the working environment of bureaucracy. This is to make sure that all civil servants are ready in terms of working behavior once they are admitted as government officials. Respecting senior officials, complying with the rules and regulations as well as being disciplined are among how behavior of civil servants is developed.

In the following agenda, the participants are introduced to the values and code of conduct of civil servants. In this case, participants are encouraged to become fully aware of the national interests and the need of developing a sense of belonging to the nation. The agenda mostly addresses the values of national unity and patriotism so that civil servants eventually have similar mentality once they finish the agenda.

The third agenda mainly emphasizes the role of civil servants in bureaucracy and development at large. Public service management is one of the main classes that has to be taken by the participants. Partly because they need to gain some understanding of what public service is all about, and to master certain skills in dealing with the public. Last but not least, breaking a silo mentality is also part of how participants should deal with when they become civil servants. In this respect, the Whole-of-Government (WoG) class is conducted within the agenda.

Once they are finished with the first three parts of the agenda, all participants are sent to either a designated working place or their home base to complete an 80 working-day internship, called habituation period. During the period, participants are required to develop a so-called actualization project, an output-based activity that is aimed to contribute to the local setting of their working place by implementing all what they have learned from the three parts of the agenda. Each participant will be guided and coached by a designated supervisor and coach. The roles of supervisor and coach are to ensure that participants could implement what they have learnt from the on-campus training and to align the project with the needs of the organization.

At the end of the training, participants are to take an examination and presentation of their works in front of examiners. If the projects satisfy the examiners and meet the standards, then participants will be officially admitted as government officials, and immediately will be sent to their respective postings to start working.

In relation to SDGs implementation, the basic skills gained from the pre-service training will provide the participants to understand and realize what they are going to deal with once they are posted in respective institutions. The third agenda, in particular, provides participants with the awareness of the role of civil servants in the development process. In the early stage of their career, such awareness can drive them to explore more on particular goal(s) related to their respective sector.

7.4 The in-service training

The in-service training is necessary for all civil servants, because it is mandated by the newly enacted law on civil service, and also to ensure the capacity of civil servants are relevant and updated to the recent development and environment.

The recent in-service training is an improvement training program for government officials. The function of the in-service training is to develop government officials' competencies to fit in with their work. The law on civil services clearly defines the core competencies that will be built through in service training are described in the following overview (Table 1):

Table 1 - Civil service competency

Core Competencies	Description
Managerial	Knowledge, skills, and behavior of civil service that can be measured and developed to lead or manage their organization (unit of organization).
Technical	Knowledge, skills, and behavior of civil service that can be measured and developed to do the required technical job.
Socio-Cultural	Knowledge, skills, and behavior of civil service that can be measured and developed in dealing with diversity (religion, race, culture, norm, values etc.) to do required jobs (relevant to the kind and job level).

The in-service training mainly consists of four types of training namely leadership, skills-based, position-based and social cultural training. Each training type has different contents and purposes.

7.5 Leadership training

The most influential training is on leadership, developed and carried out by NIPA for training mostly high-ranked government officials. This training is normally taken by those who are about to get promotion or those who already hold a certain position in government. In other words, this is compulsory training for those who have been appointed in certain positions. Those who attend the training need to spend resources to complete it, and at the end of the training they need to present change projects, which is similar to actualization projects in pre-service training, but different in terms of time scale, coverage and depth.

There is hierarchy of officials with positions of so-called echelon I, II, III and IV whose terms are currently changed to the Primary Senior Executive (equivalent echelon I), Middle Senior Executive (equivalent echelon I), Executive (echelon II equivalent), Administrator Position (echelon III equivalent), Supervisor Position (echelon IV equivalent). The emphasis of competency development for such positions is managerial competence, namely knowledge, skills, and attitudes/behaviors that can be observed, measured, developed to lead and /or manage organizational units according to the level of position that can be illustrated as follows:

Figure 4 - Training policies for managerial competencies



Source: The focus and locus of each leadership training are distinguished from one to another, in order to avoid overlapping among competencies. Yet each of leadership competencies focus is complementary to each other, as follows:

- 1) The focus of echelon I structural officials' competence in leadership training for middle leadership is visionary leadership, namely the ability to determine the best conditions for the future that can be achieved by the organizational units they lead, and the ability to lead the achievement of that vision.
- 2) The emphasis of the competence of echelon II officials in leadership training for pre-primary leadership is strategic leadership, namely the ability to develop policy strategies that must be implemented by organizational units to achieve its vision, as well as the ability to lead the successful implementation of the policy.
- 3) The emphasis of echelon III structural officials' competence in leadership training administrators is operational leadership, namely the ability to compile programs that are operational according to the established policy strategy line, and the ability to lead the successful implementation of the program.
- 4) The emphasis of echelon IV structural competency in supervisory leadership in leadership training is technical leadership, which is the ability to formulate and propose activities that are in the corridor of the vision, policy and program strategy of the organization, as well as the ability to lead the successful implementation of these activities.

The development of leadership competencies mentioned above refers to the competency points mentioned above. In a diagram, the focus of leadership competencies in each level is arranged as follows:

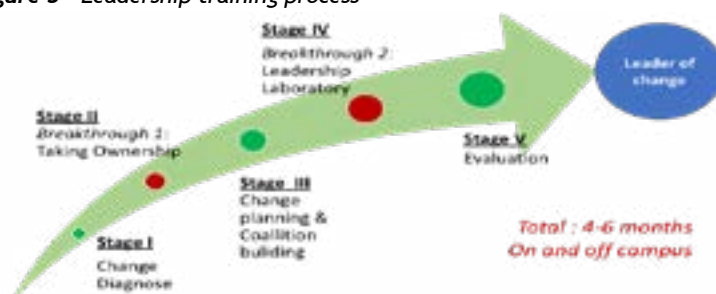
Table 2 - The emphasize of competence at every level of leadership training

N°	Training Level	Emphasize of competence	Led Object
1	Senior Executive Leadership Training	Visionary Leadership	Vision
2	Executive Leadership Training	Strategic Leadership	Policy Strategy
3	Administrator Leadership Training	Operational Leadership	Program
4	Supervisor Leadership Training	Technical Leadership	Activities

Source: To ensure that government officials who are appointed to particular positions have leadership competencies, each official who is promoted must take part in leadership training according to the level of office he will or is holding. This is a standardized procedure established by the NIPA in order to create a well-ordered mechanism of career management of civil servants. One of the instruments is curriculum development and the implementation of leadership training that are under the guidance of the NIPA. This is a mandate that is written down in the law on civil service.

Technical implementation of leadership training is carried out on- and off-campus with project output changes with the following stages:

Figure 5 - Leadership training process



Source: The number of leadership training alumni nation-wide has been between 13,000 to 15,000 from 2013 until 2017. Nevertheless, the number of participants should not exceed the actual need of each organization. Training centers across the country can carry out leadership training at a certain level as long as they meet the standards set up by the NIPA. However, the Senior Executive leadership training can only be conducted by NIPA, not only for the quality assurance, but also the demand of the training participation is fewer than those in lower level. Furthermore, NIPA needs to develop networks among government institutions at all levels, to exchange information and resources as well as eventually to create common goals among institutions.

Figure 6 - The alumni of leadership training



Source: In addition to the existing leadership training, the NIPA also recently developed the so-called Reform Leader Academy (RLA) as an option for government officials to take training equivalent to leadership training at middle level. In terms of participants, the training is open to wider applicants, not only those holding positions in government organizations, but also to those who are keen to take part in the training. The aim of this training is to produce reformers among bureaucrats that bring an all-change mind-set and culture into their working place.

Overall the leadership training is designed for those who hold decision-making positions in government institutions. Since the participants come from various public organizations, apart from leadership capacities gained throughout the training, networking across institutions is also made that allows participants to maximize a wider coverage of SDGs promotion. Decision making roles played by participants will enable them to spend organizational resources to promote SDGs within their institutions.

7.6 Skills-based training

Technical competency development for government officials, regardless of their current position, is carried out through technical training which is aimed at meeting the competency needs related to the main tasks and functions

of the agency concerned, which includes specific knowledge, skills, and behavioral attitudes related to the technical field of office. For instance, for those who work as archivists, then they need to take technical training on archive management, meanwhile those who are in charge of financial matters or being a treasury, then the training for finance management is properly needed to enhance their technical capacity in that field. This can be seen from the chart as follows:

Figure 7 - Technical competencies



Source: Technical training is developed by the ministry or non-ministerial government agency according to the need of government officials’ skills that are required. This is important to carry out their duties to eventually support the performance of the relevant agency. The implementation is carried out by training institutions that have been accredited by both the government and non-government training centres.

With regard to SDGs implementation, the skill-based training is necessary to equip civil servants with particular skills that are needed to complete their competencies. By gaining such skills, participants from ministries or agencies have their own specialties to enhance SDGs-related activities.

7.7 Position-based training

The implementation of position-based competency development is carried out through training. This training is carried out to achieve the requirements of job competency standards and career development of functional officials in accordance with the type and level of their respective positions. The types and levels of position-based competence development are determined by their respective institution.

This training is aimed at providing necessary skills and competencies that are needed by civil servants who hold certain specific positions such as teacher, doctor, trainer, analyst and so on. The implementation of SDGs needs civil servants that are equipped with such skills and competencies in order to make the most of the program.

7.8 Social cultural training

The implementation of social cultural competency development is carried out through training channels. Socio-cultural training is carried out to achieve the requirements of job competency standards and career development. Development of socio-cultural competencies is carried out to fulfill socio-cultural competencies in accordance with job competency standards.

The training is also introduced by the newly enacted regulation on civil service management. It is aimed to develop standards of social cultural capacity that civil servants need to acquire. These include the adaptability of civil servants towards both national and local environments. The implementation of SDGs certainly requires such standards to enable civil servants to align and adjust the development program to the needs of society.

7.9 The roles of civil servant in implementing SDGs in Indonesia

In 2014, the government enacted Civil Service Law that replaces the previous law. The newly enacted law marks a new era of introducing a number of meritocratic elements into bureaucracy such as open recruitment, capacity development, performance, career path and new incentive system. In relation to capacity development of government apparatus, the law gives mandate to the NIPA to be in charge of developing and carrying out a training system nation-wide. The training curriculum, in particular, is one of the most important elements to develop and update. In addition, the law has clearly categorized government employees into two types: (1) permanent government employee and (2) contract-based government employee. The previous type is a typical employee that is recruited by a regular mechanism and offered a lifetime employment. Once admitted, this type of employee is obliged to serve the country wherever he/she is placed. The employee would normally go through the career path on a steady and regular basis, and would eventually reach the highest possible pay level and the most desired position.

The second category is completely based on contract relations between the employee and the institution that the agreement takes place. The contract usually includes tenure, an incentive system and particular job description as well as the position that is given to the employee. The law was then followed by the issuance of Government Regulation Number 11 Year 2017 on Civil Service Management that regulates how civil service should be managed in detail.

The Indonesian civil service has a particular role in policymaking where expertise, information and experience are the key factors contributing to it. Recruitment system and education level largely ensure such advantages. There are a number of ways in which civil servants can contribute to and enhance the implementation of SDGs at all levels.

1) *Policy formulation*

Civil servants in Indonesia have a strategic position in the decision making arena, in particular and foremost in the planning process where bureaucrats play a major role. Internalizing SDGs in this stage is critical, where information and resources are supplied by civil servants, and thus the role of civil servants in this regard is extremely important. Sectoral policy formulation in particular can be enhanced by introducing and internalizing SDGs at the beginning of the policy process.

2) *Budgeting mechanism*

The process of budgeting involves not only the decision makers from both the government and the legislative sides, but also civil servants at large. The decision makers from the executive's side could be governors, regents or mayors at local government level, and ministers or the head of agencies at central level. The civil servants play an important part in the process of deciding budget allocation as they are the only side who could provide and prepare the needed data for the decision-making process.

3) *Policy implementation*

The very task of civil servants is to implement policy at all levels. The SDGs can only be achieved if and when policy implementation is done properly by civil servants. However, the public at large needs to engage in such an implementation process, and thus civil servants could pave the way to create rooms for such participation. Civil servants can effectively enhance the SDGs implementation by bringing other stakeholders on board.

4) *Policy execution at street level service delivery*

Civil servants play an important role in day-to-day operation of policy execution that may be strongly related to the achievement of SDGs such as green activity, saving energy, water sanitation, as well as other environmental friendly activities.

5) *Training curriculum and design*

NIPA, in particular, has an opportunity to introduce and internalize SDGs into mind-set and behavior among bureaucrats favoring the achievement of SDGs through designing training curriculums. An on-going examination of curriculums and design of leadership training is being conducted by NIPA, in order to establish a more productive and adaptive training system. The Agenda 2030 can be internalized in many ways, for instance by directly becoming part of the training curriculum as a topic in their own right or by indirectly inspiring the development of a new and SDG-focused curriculum.

Lastly, the role of civil servants in the implementation of the SDGs can take a different shape from other actors' roles. Capacity development i.e. training of government officials is inevitably needed for all these options. In the Indonesian context, such training can be done not only by NIPA as the developing institution, but also by other training centers from central and local governments. This would allow for a scaling up and replication of capacity development of national government officials at all levels and nation-wide.

7.10 Reference

LAW NUMBER 5. (2014). On civil service.

GOVERNMENT REGULATION NUMBER 11. (2017). On civil service management.

MINISTRY OF BUREAUCRATIC REFORM REGULATION NUMBER 38. (2017). On competency standards for government officials.

NIPA REGULATION NUMBER 10. (2013). On guidance of senior executive leadership training.

NIPA REGULATION NUMBER 11. (2013). On guidance of middle executive leadership training.

NIPA REGULATION NUMBER 12. (2013). On guidance of administrator leadership training.

NIPA REGULATION NUMBER 13. (2013). On guidance of supervisor leadership training.

NIPA REGULATION NUMBER 24. (2017). On pre-service training guidance for civil servants of second level.

NIPA REGULATION NUMBER 25. (2017). On pre-service training guidance for civil servants of third level.

8 Getting government organized to deliver on the Sustainable Development Goals: *Regional perspective from Africa*

Jean Marc Muhiya Tshombe Lukamba

8.1 Introduction

For the past three years the majority of African governments have begun introducing the Agenda 2030 into their national development plans. Yet, reflection on the fifteen years of MDGs' implementation on the continent will assist most of the governments in executing the 2030 Agenda successfully. The implementation of the SDGs predecessors, the Millennium Development Goals (MDGs), in Africa was not a successful undertaking among the various governments on the continent; numerous countries in Africa have failed to achieve the Millennium Development Goals. The level of poverty and hunger on the continent is higher than ever and access to clean energy and water is still very low in most countries. The transition period in Africa after the Millennium Development Goals' end in May 2015 requires particular attention. The United Nations Economic Commission for Africa (2015:3) asserts that "Africa is off track in achieving most of the targets, so the MDGs will still remain relevant beyond 2015". The post 2015 period and implementation of Agenda 2030 saw a need for complementarity between the MDGs and the current programs. A matter of concern is that African states should continue working toward meeting all the objectives before the 2030 deadline.

According to Hajer et al. (2015:1), “the SDGs have a potential to become a powerful political vision that can support the urgently needed global transition to a shared and lasting prosperity”. Supporting this argument, the Agenda 2030 in Africa will become an indicator of the development in the various sub-regions of the continent. Each government should prioritize the execution of the seventeen goals on an annual basis. For any change to occur in Africa, there is a need for an integrated approach for each country regarding the execution of the SDGs, which would require a collaboration of all stakeholders within each country.

This study will attempt to answer one main question: What mechanism should African governments employ to achieve the Agenda 2030 goals for sustainable development? The focus of this chapter is discussed under four headings. The first part discusses the foundation of the concept of sustainable development. The second part’s focus is on the implementation of Agenda 2030 in Africa, while the third part discusses the specific challenges African countries encounter regarding the Agenda 2030 implementation’s oversight mechanism. The chapter closes with a conclusion.

8.2 The foundation of sustainable development

The development of Africa today requires resilient governments to achieve prosperous societies for future generations. This particular statement is linked to the concept of sustainable development (SD). For the sake of this paper, the generally quoted definition “development *that meets the needs of the present without compromising the ability of future generations to meet their own needs*” will be used (WCED, 1987:8). Under this definition it is understood that each country should improve progress for the current generation taking the next generation into consideration. The priority of our government today is to achieve development that satisfies all communities. Nobody can be left behind in terms of job creation, economic opportunity and access to services provided by the government. Africa made the decision to take a holistic approach with regard to sustainable development. That approach suggests that

economic, social, environmental and political factors should be integrated under the same dimension. Any decision regarding development in Africa must take all four factors into consideration. This particular statement is supported by the Sustainable Development Report on Africa (2005:7), which claimed that the “Africa Union adopted the New Partnership for Africa Development (NEPAD) in 2001 to provide a regional framework for holistic development in Africa”. Looking at Agenda 2030, most of the countries in Africa could work toward NEPAD’s vision. Challenges to achieving sustainable development are encountered in most of the countries on the continent. A number of these challenges will be discussed in more detail in this paper.

In the previous two decades, numerous countries in Africa made good progress during the implementation of the MDG programs but not all the goals were achieved successfully during the fifteen year target set by the United Nations. Jeffrey Sachs in 2012 (2012:2206) posited that “the probable shortfall in achievement of the MDG is indeed serious, regrettable, and deeply painful for people with low income”. A large proportion of this particular failure in Africa can be blamed on the political authorities and also on those who implement government policy; it would be wrong to place this responsibility on other stakeholders. Now, with the implementation of the Agenda 2030, African countries should take responsibility instead of waiting for assistance from other stakeholders. Any development should come from within, which means that political authorities and other stakeholders in the country must take the lead.

The SDGs on the continent could be considered as a move towards development; all countries committed to implementing the seventeen goals. This task is not going to be easy for many governments on the continent and specifically in sub-Saharan Africa, based on the political, economic, environmental and social realities some countries are facing. Many countries are struggling to raise a higher annual budget in response to the demands of the people. Mthembu (2017:108) holds that the achievement of Agenda 2030 in Africa could be realized by international cooperation, not least triangular cooperation, also referred to as North-South-South. This cooperation can be implemented between two countries, one from the developed world and another from among the developing countries. Through this kind of rapprochement and mutual learning, there is

the possibility of achieving some of the SDGs on the continent. One of the key goals within the Agenda 2030 that the African continent should strive to achieve is the reduction of poverty and hunger in various countries.

According to Biermann, Kanie and Kim (2017:1), “ while past global governance efforts have relied largely on top-down regulation or market-based approaches, the SDG promises a novel type of governance that makes use of non-legally binding, global goals set by the United Nations member States”. While the SDGs are an international commitment, they do not have any immediate effect in any country. Every government needs to discuss the national goals and pathways to achieve them in their respective cabinet and parliament. The Agenda 2030 needs to and can be integrated into the national development plan. Under that particular perspective, there is a possibility to progress on implementation of the Agenda 2030. At least governments must take a bold decision to implement the Agenda as a whole and be able to evaluate the progress every year.

8.3 Organized delivery of the SDGs in Africa

Shortly before the launch of the Agenda 2030 on 15 September 2015 by the United Nations, the Africa Union undertook another regional initiative by adopting the Africa Agenda 2063 in January 2015. These two agendas work concurrently for the development of the continent. The two programs have attempted to reaffirm the centrality of development across nations in Africa. Today, Africa wants a strong integration for both 2030 and 2063 agendas for progressive change on the continent.

Africa as a continent requires a determined decision to achieve the Agenda 2030 on sustainable development. Sachs (2012:2209) holds that “At every level, government and official agencies should be responsive to the citizenry”. There is also a need for private sectors and other stakeholders to unite in working towards the accomplishment of the sustainable development goals. In addition, cooperation among governments should be tools to use for the delivery of SDGs.

Every government should have a national planning framework for the implementation of the SDGs, suggesting that the Agenda 2030 must be included in the national development plan. The central government should work in collaboration with other spheres of government. The researcher's own recent experience with a local authority (Emfuleni Local Municipality) during a telephonic interview suggests that local authority is not aware of the 2030 Agenda. None of the 17 goals was included in the "Integrated Development Plan" for 2018 to 2019 in the municipality's budget. Based on this indicative impression from South Africa, the government would be well advised to share information, exchange ideas, encourage meetings and brainstorming with the local authorities or senior managers. The researcher acknowledges that this situation cannot be generalized, but it describes the situation in one of the local municipalities in South Africa, a country with comparatively high levels of resources and personnel capacities.

8.4 Implementation of the SDGs in Africa

In terms of the 2030 Agenda implementation in the continent, the majority of the countries still lag behind when we compare it with other continents. Other findings done by the Africa SDG index Dashboards (2018) demonstrate that there is a strong institutionalization of SGD in the majorities of the countries in Africa. The big problem many countries are facing is the achievement of the 2030 Agenda by 2030. The development and progress of the SDGs on the continent is slow with numerous problems across countries. The ideal many governments decided to do is to include all the SDGs into their national development strategies. Under that particular strategy many countries will be able to achieve the sustainable development goals in the coming year.

The researcher cannot discuss all the seventeen goals of the SDG in this chapter but the aim here is to highlight that commitment is needed from each government in Africa vis-à-vis the implementation of the 2030 Agenda. This study will attempt to discuss some of the goals - particularly those that were already aimed at with the MDGs and already constitute left-overs - and assess the progress made by the continent over the past years.

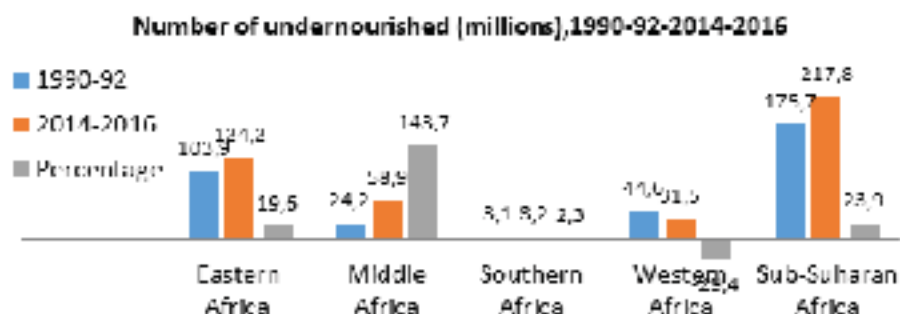
Goal 1: End poverty

This is one of the areas where the majority of countries are still failing. The Africa Union recognized the slow progress of poverty reduction on the continent. According to the Africa SDG report (2017:4), “the rate of decline in extreme poverty (1 American dollar per day) has been slow in Africa, declining a mere 15% during the period of 1990-2013. Women and the young people bear the brunt of poverty”. Job opportunities in many African countries are limited and many graduates are forced to remain at home without employment. The report cited above also holds that 60% of the jobs across the continent are vulnerable and the risk of losing one’s job is high. A very small number of people in sub-Saharan Africa are eligible for unemployment benefits. The statistics indicate that only 1% of the population is entitled to unemployment benefits and 19% are covered by social assurance. The rate of poverty in Africa is high compared to other continents. The Agenda 2030 keeps the task of reducing poverty on the agenda for governments on the continent. One demand is that African governments should prioritize opportunities for new investment in various sectors of the economy. By doing so, they would support employment opportunities and poverty on the continent would decline.

Goal 2: Zero hunger

The production of food on the continent needs to improve in order to satisfy the daily demands of the communities. If every country had a successful food security strategy, the level of hunger on the continent would decrease. However, the prevalence of hunger increased. According to the SDG report (2017:4), almost 64% of the people in Africa are malnourished and 355 million people on the continent were moderately or severely food insecure in 2015. In some countries, this could be related to political instability and also civil war, as is the case in South Sudan, the Democratic Republic of Congo, Somalia and others. Food insecurity on the continent impacts negatively on the large population, specifically in sub-Saharan Africa. The figure below represents the number of people on the continent that are undernourished.

Figure 1 - Number of undernourished people in sub-Saharan Africa



Source: Food Agriculture Organization of the United Nations, 2016.

Figure 1 illustrates that the zero-hunger goal in Africa still needs extensive work to reduce the number of undernourished people on the continent. The highest numbers of malnourished people are found in the Central Africa region, followed by Eastern Africa. The West of Africa is in the third position, and is the only region with improvements of its performance, while Southern Africa has the fewest malnourished people.

A significant challenge to achieving the second goal is finding a way to reduce the number of those who are struggling for access to food. According to the regional overview of food insecurity in Africa (2015:2), the continent is still challenged with the fast growing population, as this affects the ability of countries to assure a stable supply of, and access to food.

Goal 3: Good health and wellbeing

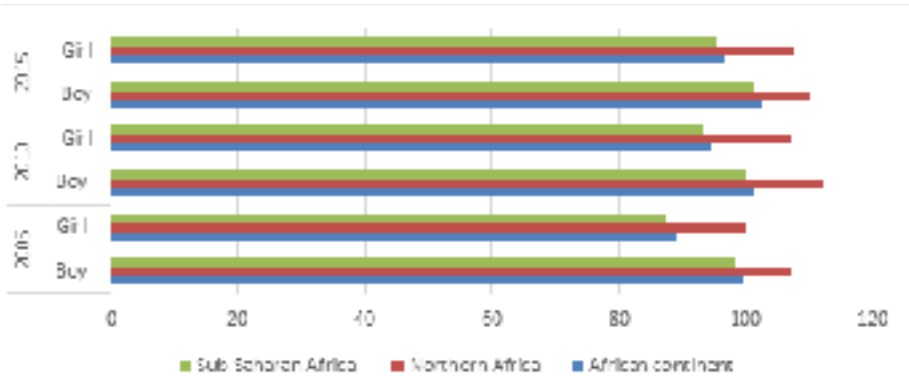
As positive news: There is a decrease in child mortality on the continent. The data indicates that the rate of decline in child mortality increased in 34 African countries during the periods 1990-2000 and 2000-2010. In fact, the majority of countries in Africa have made great strides in reducing the rate of child mortality. From the perspective of the Agenda 2030, governments commit to prioritize the wellbeing of the people. Yet, the task has more than one dimension: for instance, while hunger prevails for numerous people on the continent, obesity

becomes an increasing issue amongst urban dwellers in Africa. The health sector is a priority for any government that takes the wellbeing of its people seriously.

Goal 4: Quality education

There is significant progress in terms of enrollment in primary schools across the continent. This is one of the goals that numerous countries have shown progress in achieving. Many countries are requesting that parents send their children to school. Governments need to ensure that everyone has access to quality education. In other words: The onus should be on the government to prioritize free education for all. In some of the countries access to primary education is free; parents do not have to pay any fees. This, however, is not a reality in all 54 countries in Africa.

Figure 3 - Boys' and girls' primary school enrollment from 2005-2015



Source: United Nations, 2017.

Despite progress, the enrollment of girls in primary schools in sub-Saharan Africa still lags behind that of boys. The figure above indicates the number of girls and boys enrolled in primary schools in Africa from 2005 to 2015. The parity between the two genders is far apart in sub-Saharan Africa and the various governments should attempt to close this gap. The evolution toward reducing the rate of illiteracy in Africa remains moderately weak. Northern Africa is the leading region in terms of the enrollment of children in primary schools.

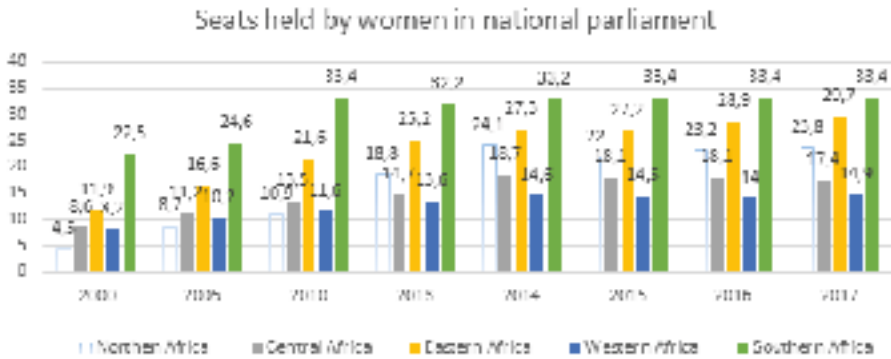
The Agenda 2030 emphasizes the enrollment of girls in primary schools. This also requires awareness and, at times, cultural change. Most of the parents must encourage their female children to enroll in school. According to the Economic Commission for Africa (2016), “there is progress in primary school enrolment was supported by substantial public investments in primary education, the implementation of policy frameworks that promotes access to education opportunities especially for underprivileged girls and children, and the mobilization of civil society and the international community”. It is a priority for each government to promote the education of children. Both genders must be empowered in terms of access to better education. In addition, the problem of political instability and civil war in Africa should be reduced to avoid instability in terms of school enrolment. This kind of instability can be found in countries such as the Democratic Republic of Congo, South-Sudan, Central African Republic, Nigeria, Mali and Somalia. Political instability and civil war has a negative impact on school enrollment. There is a strong indication that before we reach the end of the 2030 Agenda many countries in Africa will have reached their target in terms of school enrollment.

However, these figures do not include any quality aspects. More effort must be exerted to improve the quality of the education that is offered, as demanded by the SDG.

Goal 5: Gender equality

Numerous countries in Africa are promoting gender equality in various sectors of society. The empowerment of women in sub-Saharan Africa is taking place in many sectors of the economy and can be seen in politics and public institutions. Ernst and Young (2014:10) hold that South Africa’s public sector workforce is made up of 30% women and 70% men but only 8% of those women are in leadership positions. LeanIn.Org and McKinsey (2015) posit that women are less likely to advance in the workplace than men. They experience an uneven playing field, with odds of advancement lower at every level. There is a persistent leadership gap in the most senior roles and gender diversity is believed to be a priority. Currently, in many parliaments in Africa, women do occupy seats. Figure 4 below illustrates the percentage of seats in parliaments held by women in Africa.

Figure 4 - Percentage of seats held by women in national parliaments in Africa



Source: United Nations Statistic Division, 2017. In terms of progress with regard to gender equality in Africa, many governments are attempting to close the inequality gap. The representation of women in parliament in Africa is growing, with the Southern African sub-region having women hold 33.4% of the seats in parliament from 2000 to 2017. This is closely followed by eastern Africa with 29.7%. The North African countries’ representation of women in parliament is progressing at a slow pace when compared with countries in sub-Saharan Africa. Economic Commission for Africa (2016) states that since 2015 female representation in national parliaments averaged 15%, up from 9.1% in 1990. However, the continent’s progress remains well below the target of 30%. This increase occurred because of the quota some of the governments decided to implement. With the implementation of Agenda 2030 there is a possibility for additional progress before the SDGs’ 2030 end date.

Goal 6: Clean water and sanitation

Access to clean water and sanitation in Africa remains problematic in many countries. It is a key task for each government to provide access to clean water and sanitation. Millions of people in sub-Saharan Africa are struggling to find clean water for drinking, cooking and washing every day. Some of them walk a long distance to fetch that water. There remains a strong need for every government to implement a policy of access to clean water and sanitation by 2030.

Goal 7: Affordable and clean energy

Access to electricity in sub-Saharan Africa demands a commitment from the governments. Our continent lags behind when compared with other continents in terms of access to clean energy. There are 36 countries in Africa where only 2 in every 5 households have access to a reliable supply of energy. According to the World Bank (2018), “24% of the population of SSA has access to electricity versus 40% in other low income countries. Excluding South Africa, the entire installed generation capacity of SSA is only 28 Gigawatts, equivalent to that of Argentina”. The affordability of energy in Africa requires attention from each government before the objectives of Agenda 2030 can be achieved.

The accomplishment of sustainable development in Africa lies with every government, as each budget must be adjusted to implement the 2030 Agenda. The integration of the SDGs into the various government programs is envisaged to have an impact on the development of each country. Most of these countries have planned to include the 2030 Agenda into their national development planning, which should support the impetus for goals to be implemented. The office of the Premier Minister would need to play the role of coordinator. For example, in Uganda the office of the Premier Minister has the responsibility to oversee the implementation of the SDGs in Uganda. The same office would monitor, evaluate, report, and provide awareness on all matters pertaining to the SDGs (UNITED NATIONS, 2017). The accomplishment of the SDGs in Africa must be localized into each country’s programs, which will be the best approach for the achievement of the SDGs in Africa.

8.5 Challenges regarding the implementation of 2030 Agenda in Africa

There are many challenges the African continent is facing regarding the applicability of the Agenda 2030. A particular challenge is due to a parallel program the Africa Union decided to implement almost at the same time as the SDGs. In January 2015, eight months before the adoption of the Agenda 2030, the Africa Union adopted the Africa Agenda 2063. This means that each

country must comply with the specifications laid down by both programs. Most of the governments have decided to combine the two programs without compromising either of them, and civil services will have to comply and prepare policies accordingly.

As previously stated, each government should have a national planning framework to implement the Agenda 2030 and 2063 recommended by the Africa Union. There is a demand for coordination by each government, assisting with reporting of any progress made by a country leading up to the target year. Any progress with regard to SDGs will require statistical data to support the report by senior government officials on the Agenda 2030 achievement. That is a challenge for many countries on the continent. Statistical data reports in most African countries tend not to be well presented and many sub-Saharan African countries struggle to produce reliable statistical data. Collaboration with stakeholders beyond the state will be necessary to obtain the information required to report on the progress made by each country. Civil services are the first to turn to for these data.

Another challenge many countries are going to face is in implementing the Agenda 2030 successfully due to budget constraints. All seventeen goals require adequate funding to support government programs. Countries cannot expect funding from donors to implement the seventeen goals. Many are silent concerning the successful achievement of the SDGs in Africa. According to the Addis Ababa Action Agenda (2017), “the implementation of the 17 SDGs, points to an infrastructure gap of some \$ 1 trillion to 1.5 trillion annually in developing countries, while estimates of the global gap generally range from \$ 3 trillion to \$ 5 trillion annually.” There is a need for a clear understanding on the way in which the Agenda 2030 will be financed. Various mechanisms should be utilized to finance the Agenda 2030; every country must develop a model to finance the implementation of the SDGs. The UN recommends multilateral cooperation to finance the SDGs, but this is not going to be enough, as there is an additional possibility that some of the partners might not comply with their (insufficient) pledge. Consequently, governments need to come up with their own strategy for funding the Agenda 2030 objectives. The preparation and elaboration of such plans - including all possible sources of finance - are an important task of the respective civil service.

8.6 Training of civil servants to implement Agenda 2030

It is crucial to train public officials or civil servants to understand the importance of Agenda 2030 objectives within government programs. This particular training should be conceptualized as distinct from other training provided by the national, provincial and local government. Training regarding SDGs needs to be focused and specific to the level of seniority in the administration hierarchy, e. g. local politicians require SDG training to relate it with local and municipal programs. As long as the local politicians understand the 2030 Agenda's importance, it will be possible and productive to align with the local government programs. Training should be focused on the senior and middle management because they implement the national government policies and local municipal programs. Furthermore, all three spheres of government would need to participate and understand the implementation of the sustainable development goals in the country. Other stakeholders, such as the United Nations Development Program, can assist by providing advice where there is a lack of expertise.

8.7 Oversight mechanism to achieve Agenda 2030 in Africa

The importance of oversight is fundamental to evaluate the progress of each government concerning the Agenda 2030. Key ministries and other government agencies need to be appointed to provide feedback on the progress of the SDGs within the country. The selected agency will check if governments are striving to achieve necessary improvements on all 231 indicators in accordance with the SDG time frame. In Africa, specifically UN agencies should work with the host country to access data regarding the implementation of the SDGs within that specific country. This is already the case in most of the countries in sub-Saharan Africa. The oversight mechanism will be a crucial structure for a checks-and-balance regarding the progress of the Agenda 2030". This indicates that any effort the government makes will get support from the international partners. The best strategy would be for each country to use the parliamentary platform to check on the progress their government is making in terms of Agenda 2030. It would be best for the national policy-makers in parliament to evaluate the commitment of their government vis-à-vis international engagement, so as to ensure national accountability.

8.8 Conclusion

Finally, sustainable development and the SDGs have been accepted by African UN member states. The majority of the governments do not want to see the Agenda 2030 fail on the continent in the same way as the implementation of the MDGs, where many countries did not achieve their targets. While most of the governments have begun implementing the Agenda 2030 for the past three years, it is difficult to evaluate any progress or achievement at this time. Many countries on the continent have chosen to align the Agenda 2030 with their national development plan to facilitate the application of the seventeen goals into government programs. Under that particular initiative the various African governments will be able to implement the SDG programs.

There are substantial challenges regarding the applicability of Agenda 2030 and these challenges link to several realities on the continent. The first challenge is linked to another program the Africa Union (AU) decided to embark upon at the same time as Agenda 2030. The AU adopted its Africa Agenda 2063, which means that each country must ensure compliance with both programs. The majority decided to combine the two programs without compromising either of them. The second challenge that countries could face is the compilation of data by each country concerning the progress of the Agenda 2030. This will require enough effort by each government in terms of data collection. African countries will need to train civil servants on the SDGs in different spheres of government. Public officials should know about the Agenda 2030 and the way in which all seventeen goals are to be implemented. The Agenda 2030 should be monitored and progress assessed and reported every year.

References

ADDIS ABABA ACTION AGENDA. Funding needs for the UN's 2030 development agenda. www.globalpolicywatch.org. Access date: 15-05-2018

BIERMANN, F., KANIE, N., & KIM, R.E. F. (2017). Global governance by goal-setting: the novel approach of the UN sustainable development goals.

ERNEST & YOUNG. (2014) . Worldwide Index of Women as Public Sector Leaders. <http://www.ey.com/US/en/About-us/Our-people-and-culture/Diversity-and-inclusiveness/A-recognized-commitment-to-womens-leadership>. Date of Access: 5/04/ 2018.

ECONOMIC COMMISSION FOR AFRICA. (2016). MDGs to agenda 2063/SDGs transition report 2016. Towards an integrated and coherent approach to sustainable development in Africa. Africa Union. Addis-Ababa.

ECONOMIC COMMISSION FOR AFRICA. (2017). Africa sustainable development report. Tracking progress on Agenda 2063 and the sustainable development goals. Africa Union. Addis-Ababa.

HAJER, M., NILSON, M., RAWORTH, K., BEKKER, P., BERKHOUT, F., BOER, Y., ROCKSTROM, J., LUDWIG, & KOK, M. (2015). Beyond cockpit-ism: four insights to enhance the transformative potential of the sustainable development goals. *Journal Sustainability*. Volume 7. Page 1651-1660.

LEANIN.ORG & MCKINSEY, G. (2015). <http://www.mckinsey.com/business-functions/organization/our-insights/women-in-the-workplace>. Date of Access: 16/04/2018.

MTHEMBU, P. (2017). Global partnerships for sustainable development: bringing trilateral cooperation into the fold. From MDG to sustainable development goals. Published by the Institute for Global Dialogue. UNISA.

REGIONAL OVERVIEW OF FOOD INSECURITY IN AFRICA. (2015). African food security prospects are brighter than ever. Accra, FOA.

SACHS, D. J. (2012). From millennium development goals to sustainable development goals. www.thelancet.com volume 379 June. Access date 9/04/2018.

SUSTAINABLE DEVELOPMENT REPORT ON AFRICA. (2005). Managing land-based resources for sustainable development. United Nations. New York.

THE SUSTAINABLE DEVELOPMENT GOALS CENTRE FOR AFRICA. (2018). Africa SDG Index and Dashboard report. Addis Ababa.

UNITED NATIONS DEVELOPMENT GROUP. (2017). The sustainable development goals are coming to life. Stories of country implementation and UN support.

WORLD BANK GROUP. (2018). *The World Bank and energy in Africa*. Access date: 03/05/2018.

WORLD COMMISSION ON ENVIRONMENT AND DEVELOPMENT REPORT. (1987). *Our common future*. Oxford: Oxford University Press. United Nations. New York.

9 Building capacities for the Agenda 2030. *The role of the National Institute of Public Administration (INAP) in Mexico*

Adriana Plasencia Díaz

9.1 The relevance of education in science administration for public affairs

The administrative operation of states is essential for the development of societies. Although public administration is an organic structure, the processes and procedures that take place in numberless governmental offices could be considered an universe outside the social system; however, at the same time, those offices serve as a communicative vessel between the state and the society which creates them as a reflection of itself and its necessities, as well as of its aspirations, opportunities and limitations. Public administration acts as the hand of the state and its power in contemporary times. It was present in great and ancient empires in Asia, Europe and America, and it remains alive in every government of the five continents. Public service endows individuals with security, protection, certainty, as well as, with obligations and responsibilities. The entity named Public Administration is a concept and an action; it is practice and theory; it is essence and presence; it is an individual person and a whole society; it is presence and absence; chaos and cosmos; complexity and simplicity.

Five hundred years before our era, the work of civil servants marked the presence of the state in society, its internal organization echoed society, and went along with the life of individuals from birth to death. Public administration was known to state administrators in India and to civil servants in Imperial China, who were peasants during the day and in the afternoon performed administrative tasks of public finances, and social organization for the emperor; the Code of Hammurabi itself registers different issues in relation to life in a community.¹¹²

During those times, although schools of public administration did not exist, under current parameters, actions were taken to train new civil servants under a cooperative approach between the most experienced and those newly integrated into government work. In addition, the honor of serving the Empire, whether Chinese or Hindu, Arab or Roman, was the incentive to forge an administrative career and constantly improve knowledge in the field.

In modern times, Europe has been the headquarters for the development of administrative work. This reflects the importance of the public function and its training. In England and Spain, as well as in France¹¹³ and Germany, treaties on public administration to organize the state and to establish the guidelines and philosophical conceptions regarding the relationship between citizens and the state, were produced.¹¹⁴ The importance of public administration is increasing, the role of administrative officials is essential for the viability of nations, and the training of those responsible for public administration continues to position itself as essential to consolidate those nations. War and peace derived from foreign politics of states, but also from internal policies endeavoring to achieve justice, the harmonious development of individual capacities in a society, and of society in general as a community. Only states

112 Notes - KAUTILYA. (1915). *Arthashastra*. Translated by R. Shamasastri. Bangalore: Government Press, pp. 515-520.

113 BONNIN, Jean C. (1982). *Principios de la Administración Pública. Compendio Revista de Administración Pública*, pp. 81-102. INAP. México.

114 STEIN VON, Lorenz. (2016). *Tratado de Teoría de la Administración y Derecho Administrativo. Con estudio comparativo de la bibliografía y la legislación de Francia, Inglaterra y Alemania*. Fondo de Cultura Económica. México.

and their public administrations are able to build, together with the societies where they are set, optimistic moments which clear the way for other moments that are not so optimistic. The operational role of bureaucracies is crucial in both circumstances.

By the end of the 19th century, public administration gained the status of science through North American studies. Since 1900, foundations were established to propose later the idea of the science of administration,¹¹⁵ the theoretical tendencies of public policy, and public management. The analyses of policies started to be defined; they remained up-to-date and currently in force for the societies, the public, and the communities that demanded better services and better governments, better civil servants, skilful and attentive to solve problems, as well as to assist, design and improve the plans, programs and actions of governments and their public administrations, in search for the common good.

In this context, institutions that promote the importance and study of administrative sciences arise in Europe and in America,¹¹⁶ congresses, associations, and schools are organized and their mission is to disseminate knowledge about public administration. The decade of 1940 witnessed the birth of the first schools of administration, recognizing the need of having specialists in the subject, from the theoretical perspective, as well as for the better performance of governments through their public administrations. However, already since 1910 the International Institute of Administrative Sciences, born in Brussels, Belgium, began its activities carrying out congresses and meetings with the intention to foster the study and analysis of administrative sciences.

In 1945, France created the National School of Administration and three years later the German School of Administration was established; the same year, the Centre for Training and Improvement of Public Administrators was founded

115 WILSON WOODROW. (1999). El estudio de la administración. In: JAY M SHAFRITZ & ALBERT HYDE, Albert C. *Clásicos de la Administración Pública*. Fondo de Cultura Económica, Colegio de Ciencias Políticas y Administración Pública, Universidad Autónoma de Campeche, pp. 73-95.

116 INTERNATIONAL INSTITUTE OF ADMINISTRATIVE SCIENCE (IIA). (1910). Congresos. Consultado en <https://www.iias-iisa.org/> el 25 de junio, 2017.

in Spain; later, this became the National Institute of Public Administration. The first school of public administration at the university level was set in the United States. Woodrow Wilson's ideas on the separation between politics and administration and the need to incorporate management practices to boost the efficiency of the governmental sector were taken up again. Mexico joins this trend, takes it on and appropriates it in various ways, specially recognizing the need to train its bureaucracies under the new paradigms of development and growth. The emergence of an institution devoted to the former was practically unavoidable.

9.2 The National Institute of Public Administration in Mexico

Around the 50s, worldwide events that would change humanity were taking place: the Warsaw Pact, the early stages of Martin Luther King Jr.'s fight for civil rights in the United States, the break of the Cold War, and, in Mexico, women could vote for the first time in the federal elections of 1955. The Mexican section of the International Institute of Administrative Sciences was founded that year. The Institute of Public Administration (IAP, *Instituto de Administración Pública*) was constituted as a civil association linked to the federal government and was created to promote the development of administrative sciences in Mexico. During the process of its creation, a debate prevailed about creating a national school of public administration cadres following the French model,¹¹⁷ as other nations in the world had done. Following this proposal, the school was related to the former Ministry of Public Finance or to the Ministry of National Assets and Administrative Inspection. Naturally, the idea of a civil association managed to solve the dispute between groups promoting a national cadre school.

117 Since the 1950s, Latin American States created National Charter Schools, which depended on their national Executive Power to relate the training needs of public servants with the government objectives in turn and promote solid career civil services.

The initial IAP specific objectives and activities included: promoting and boosting the study of the organization and operation of government offices; the development of administrative methods and strategies for federal, state and municipal governments; and a theoretical component directed to the exchange of ideas and knowledge on public administration. Initially the Institute applied a structural-functional vision based on the theoretical-conceptual approach prevalent at the time, reducing public administration to the scope of organization and methods.¹¹⁸ After some time, the issues of reality proved that education on public administration required to go beyond common services and transcend the major offices or the areas in which the adjective functions were concentrated to administer the financial and material resources, as well as what at that time was called human resources.

However, substantial areas were also part of public administration and required officials with knowledge on the subject. A degree in Political Sciences and Public Administration was created until 1958 at the National Autonomous University of Mexico.

During those years, Administrative Law became the theoretical support for public administration. It became clear that lawyers had better academic and educational training not only for understanding, but also for operating the executive branch of the Mexican government. The need for specialists in the field of public administration became clear. Many administrative officials carried out studies in foreign universities, mainly in the United States and France, gathering the administrative approaches and experience of those countries that were oriented towards the administration and management of public concerns.

The training of human capital aware of the complexity of public phenomena became essential and could not be postponed. As the United Nations acknowledged with urgency, during the early 20th century, to stabilize the world after the Second World War and to reconstruct economies, families,

118 INSTITUTO NACIONAL DE ADMINISTRACIÓN PÚBLICA. (2010). *Memoria Institucional. Acta Constitutiva del Instituto de Administración Pública*, pp. 47. INAP. México.

and human beings, the dichotomy between political and administrative issues demanded greater capacities for the reorganization of societies. It required professional training for social, political and economic specialists and, of course, in administration of public affairs. Governmental efficiency became a priority, it was the only way to achieve prompt and greater social recovery.

Therefore, the institution formerly known as IAP [Instituto de Administración Pública] received a subsidy from the Ministry of Finance and financial support from different agencies and organisms for its participation in national and international events. Its activities focused on editorial tasks, as well as the coverage of administrative sciences. In 1974, this organization acquired a federal character, changing its current name to National Institution of Public Administration.

Soon after, federal states eventually created Institutes of Public Administration that prepared the path for a system of civil associations at national scope, whose objectives were the development of public administration, and of what nowadays is known as the INAP System.

INAP evolved along with the federal government and the hegemonic political party. Its structure and financing remained in an overcast area: the provision of academic services and consulting and technical assistance. During the last two decades of the last century, its financial resources also derived from these activities. Its activities and project planning were determined according to priorities set by the governments in turn, which guaranteed the subsistence of the Institute. Changes in the political scenario in 2000 represented a challenge for its existence, as well as an opportunity to confirm the importance of the organization at national and international levels, as a source of alternative educational and training services for the three public powers and the three orders of government, including the recently created constitutional autonomous organs.

Until 2006, the INAP, A.C. [as a civil association] was recognized as a state-owned enterprise. From 2006 to 2011, it was granted resources or subsidies for the payment of personal wages. In 2012, it received a considerable income

from consulting services, and from 2013 to 2015 its programs were financed with resources derived from the provision of academic and consulting services and technical assistance.

In 2012, the Institute became part of the Ministry of Public Function and in 2016 it was excluded from the List of the Federal Administration Parastatal Entities, a fact that weakened its capacity and financial solvency. During the last two years, it has received a subsidy from the Ministry of Public Function, which has been insufficient for its present scope and needs.

The INAP is the only specialized institution at national level devoted to public administration, therefore it requires to be strengthened through the redesigning of its structure and objectives in academic, research, consultancy and technical assistance areas through actions:

- Promoting the permanent education and development of administrative officials from the three orders of government and the three public powers.
- Offering quality programs and high academic rigor in doctorate, master and bachelor's degrees in public administration.
- Enhancing distance education systems for educational programs.
- Boosting scientific and technological research in administrative sciences.
- Increasing consultancy and technical assistance services.
- Digitalizing its bibliographic collection, made up of more than 60 thousand volumes.
- Developing an innovation laboratory in public management and public policy.
- Using information and communication technologies for governments.

The INAP should be present in national discussions proposing alternatives to everyday national challenges such as, sustainable development, early childhood, education, economy, gender, energy, accountability, corruption, public and national security. It can contribute significantly for building up institutional and administrative capacities in municipal and state governments, and it has much more to offer training officials capable of facing highly complex and uncertain challenges imposed by reality. Mexico demands an institution of high performance that provides progressing knowledge to every civil servant. Efficient and effective governments are directly proportional to the quality and high profile of their human capital in charge of providing public services and of designing, implementing and evaluating public policies. Nowadays governmental actions refer to a collection of procedures, methods and practices that are far from being isolated from each other, they are intertwined in a highly complex network system. Only a transversal and transdisciplinary¹¹⁹ approach would make it possible to face problems that are locally based and have multiple impacts, without distinction of administrative, territorial, temporal or spatial borders, since these problems equally have a transdisciplinary and transversal origin and they are, by nature, complex, complicated and constantly changing.

The INAP faces a fundamental challenge to boost permanent educational and developmental programs with transversal and transdisciplinary characteristics that enable officials to develop new abilities for leadership, innovation, adaptation, communication with diverse speakers, capacity for action and reaction in the midst of change and uncertainty, soft capacities and wide technical and specialized capacities in diverse subjects, all this in the middle of plurality and conflict. The institution is in a unique position to play a central role for governments and the powers of the state, helping them to identify and align the objectives and national priorities with the needs and expectations of the population.

119 We refer to Nicolescu Basarab's notion of transdisciplinarity, as something which is at the same time between disciplines, through different disciplines and beyond all disciplines. This notion proposes the idea of a multidimensional reality, structured on several levels, that replaces the one-dimensional reality, one single level, of classical philosophy. This is a reality in which the action of the logic of "the third included" induces an open, gödelian, structure with all the levels of reality included. NICOLESCU BASARAB. (1996). *La transdisciplinariété*. Jean-Paul Bertrand, Editor. Collection France.

It is essential that contents reflect the themes of the 2030 Agenda, as well as others that rather than simply circumstantial are considered medium and long term proposals. Currently, the Institute has study programs which are officially recognised by federal education authorities. These studies are essential for civil servants eager to study a bachelor, a master or a doctorate degree in public administration, thus the teaching staff must be updated and current with new trends on these topics. Furthermore, the process to obtain a degree must avoid loss or waste of the official resources provided for education. By contrast, it should increase the value gained by governmental agencies and entities where these officials have applied for undergraduate and graduate studies.

Chart 1 - Programs with official validation offered by INAP

Program	Period	Graduates
Doctorate	2006-2018	48
Master	1987/1997-2018	555
Online Master	2011-2018	43
Bachelor	2003-2018	39

*The first Master of Public Administration Program began in 1987. Although it stopped for a few years, it started again ten years later. Altogether with other degree programs, this one continues until nowadays.

Data provided by the Mexican Governmental Professionalization School.

As many other public organizations, the INAP is under financial pressure. Thus, it is convenient to specify the norms of its legal support in order to guarantee the institutional viability which enables it to improve, innovate, modernize, and evaluate its services in general according to pre-established indicators and goals. In addition, it must strengthen relations with different social actors in the governmental area, as well as with those outside of it, and must multiply bonds with universities and civil associations at national and international levels. It must become a strong player to fulfill and boost the implementation of 2030 the Agenda, as a clear example of interinstitutional

and transdisciplinary collaboration, as well as of multi-level governance.¹²⁰ Rather than facing or fighting change, the goal is to include change as an additional factor of the volatility, uncertainty, complexity and ambiguity¹²¹ of the work that administrative officials are expected to carry out.

Mexico has made significant advances in committing to the 2030 Agenda and the INAP must contribute to the fulfillment of each one of the objectives that correspond to us at national level.

The compliance with the 2030 Agenda is about creating networks at national scope, but also abroad under a multi-level governance design. A government network involves:

- a) the recognition, acceptance and integration of complexity as an intrinsic element of political process;
- b) a governmental system based on the involvement of a variety of participants in a context of plural networks;
- c) a new position of the public powers in governmental processes, the undertaking of new roles and the use of new instruments.¹²²

In that sense, the INAP is the appropriate organization to conjoin the work that is carried out in a vertical way from the highest level of governmental national areas. The effort of the Executive Authority will be limited if it does not count on the support of operational branches, in particular on civil servants trained with abilities and technical capacities to organize national projects and plans according to the objectives of the 2030 Agenda.

120 PETERS, B. Guy & PIERRE, Jon. (2001). *Developments in intergovernmental relations: towards multi-level governance*. Policy & Politics, 29 (2), pp. 131-135.

121 OECD. (2017). *Systems approaches to public sector challenges. Working with change*. OECD Publishing. Paris.

122 RUBENSTEIN, op. cit.

Until now, advancements and challenges in the implementation of these resources have been led by the Executive Office of the Presidency. Thus, the INAP should first spread information about the Objectives of Sustainable Development and their importance throughout the contexts of municipal and state governments and more strongly in the federal government, as well as at different levels of the national bureaucracy.

9.3 Advances and challenges implementing the 2030 Agenda for Sustainable Development in Mexico

The beginning of the millennium has impelled member states of the United Nations to reconsider their role as public administrators in order to reach goals and objectives that are apparently distant in the face of the growing inequality and poverty that prevails in the world. Since the beginning of this century, Mexico has managed to link the national agenda, from the perspective of Sustainable Development Objectives (ODS, *Objetivos de Desarrollo Sustentable*, ODS), to the agenda of different governmental administrations at a federal level, regardless of their political party, an unprecedented fact in this context.

In 2010, Mexico constituted the Specialized Technical Committee of the Information System of the Millennium Development Goals (*Comité Técnico Especializado del Sistema de Información de los Objetivos de Desarrollo del Milenio*, CTESIODM, as abbreviated in Spanish). The Committee was led by the Office of the President, the National Institution of Statistics, Geography and Information (INEGI, *Instituto Nacional de Estadística e Información*), and the National Council of Population (CONAPO, *Consejo Nacional de Población*).

In this way, the completion of 37 indicators of the Agenda¹²³ was achieved in 2015, when our country confirmed its commitment to this project through the acceptance of the 2030 Agenda for Sustainable Development Objectives, resumed the experience acquired in the CTESIOMD and transforms it into the Specialized Technical Committee of the Sustainable Development Objectives (CTEODS, *Comité Técnico Especializado de los Objetivos de Desarrollo Sustentable*).

The CTEODS includes 25 governmental agencies and entities whose responsibility goes beyond commitments established with the ODM and includes transversal approaches for the integration of public policies considering thoroughly the three dimensions of sustainable development (social, economic and environmental) and all its objectives and goals. The integration of this committee involves a change of paradigm in the interaction between governmental agencies, including principles of action, such as maximum publicity and access to public accountability.

The 2030 Agenda has established 17 Sustainable Development Objectives (ODS) and has transcended the ODM's vision acknowledging that only through the coordinated participation of the three levels of government –federal, state and municipal– in Mexico, both civil society and international organisms can face the multiple and complex challenges in the uncertain context and changing dynamics of our nation and the rest of the world. The 193 countries that have signed the 2030 Agenda recognize their national and international responsibility to diminish climate deterioration and biodiversity damage; the need to accelerate well-balanced economic growth among the diverse regions; the need to reduce social inequalities to guarantee resources to begin with the Agenda within an austere context, as well as strengthening the human rights framework, and reaching greater cooperation, innovation and efficiencies in the design, implementation and evaluation of national and global public policies.

123 Main progresses were reported in health and education areas, as the number of children that attend basic education increased. In the case of gender equality, a greater proportion of women as popular representatives in Congress was achieved, and the number of people living with less than 1.25 dollars a day was reduced almost by half. PRESIDENCIA DE LA REPÚBLICA. (2018). *Reporte Nacional para la Revisión Voluntaria de México en el marco del Foro Político de Alto Nivel sobre Desarrollo Sostenible*. Presidencia de la República. PNUD.

During the 29th Meeting of Ambassadors and Consuls in 2018, the Mexican federal government, through the Office of the Presidency, confirmed Mexico's commitment and responsibility to "the great causes of humanity by promoting the insertion of key concepts of sustainable development, such as social and economic inclusion, multidimensional poverty measurement, gender equality and women empowerment, the recognition of migrants rights, and the conservation of biodiversity". Among other things, this means that the 2030 Agenda has become a national commitment. Thus, in July 2018, Mexico submitted the Volunteer National Report to the High Level Political Forum on Sustainable Development at the United Nations Headquarters presenting the progress from 2015 to 2018 of the 2030 Agenda regarding regulation and administrative themes, as well as in public policies designed to lay the foundations for implementation and monitoring ODS, such as:

- Establishing a National Council of Sustainable Development for the 2030 Agenda in which high level officials, state governments, international organisms, academics, the civil society and the private sector participate.
- Establishing a Specialized Technical Committee for Sustainable Development Objectives, in which the 27 governmental entities participate under the coordination of the President's Office and the INEGI, National Institute of Statistics and Geography.
- Organization of Work Groups for the 2030 Agenda in the Senate of the Republic and in the National Governor's Conference (CONAGO, Conferencia Nacional de Gobernadores)¹²⁴ to monitor completion of the ODS by the legislative power and the federal states.
- Organization of global indicators maps in order to monitor 169 out of 232 indicators proposed at international level.

124 The National Conference of Governors is a participative space for the holders of executive powers in federal entities, whose purpose is strengthening federalism, collaboration and cooperation among the states of the Mexican Federal Republic.

- Creation of Monitoring and Instrumentation Organizations (OSI, Órganos de Seguimiento e Instrumentación) for the Agenda in 31 out of 32 federal states.
- 300 city councils now have similar monitoring structures at municipal level.
- A guideline to include the 2030 Agenda approach in municipal and state projects.
- Relationship between Budget Programs (PP, *Programas Presupuestarios*, as abbreviated in Spanish) of the Federal Public Administration (APFP, *Administración Pública Federal*, as abbreviated in Spanish) and the ODS goals, showing that 80.7 % of the PP is devoted to the fulfillment of ODS.
- In this context, the Office of the President and the National Institute for Social Development started five Regional Dialogues with members of the National Strategy Civil Society regarding the national strategy for the 2030 Agenda in order to discuss: a) key subjects to be included in the National Strategy for ODS; b) necessary national goals to start the 2030 Agenda; and c) civil society participation for implementing and monitoring the National Strategy.
- Changes in the Planning Law¹²⁵ including a twenty years advanced planner, as well as the three dimensions of sustainable development.
- Currently, a national referendum about the National Strategy Initial Document for the 2030 Agenda is in process.

125 DIARIO OFICIAL DE LA FEDERACIÓN. DOF: 16/02/2018. Decreto por el que se reforman, adicionan y derogan diversas disposiciones de la Ley de Planeación [Decree by which various regulations of the Planning Law are amended, added and repealed]. Available in: http://www.dof.gob.mx/nota_detalle.php?codigo=5513502&fecha=16/02/2018

The 2030 Agenda involves the establishment of new and different ways of interaction between government levels in Mexico, as well as with different actors both in national and international scenarios. These issues are immersed in highly complex and uncertain contexts in such a way that the structural and human capital limitations of governments become evident, as well as the urgency of action. For years, decentralization was considered the ideal strategy to promote the development of institutional and administrative capacities in *subnational* governments. In Mexico, these refer to the state and municipal governments within the framework of a federal republic. Municipal challenge continues and in the face of the burden which implies implementing the 2030 Agenda in one of the closest levels of government, the real and immediate needs which require immediate solutions for the population will become evident, at least in Mexico.

According to the Municipal Institution Development Index (IDIM, Índice de Desarrollo Institucional Municipal, as abbreviated in Spanish)¹²⁶ formulated by the Federal Superior Audit¹²⁷ in the context of municipal institutional development, 211 municipalities, 8.6%, obtained a very high rank; 397, 16.3%, a high rank; 512, 21.0%, a middle high rank; 571, 23.4%, a medium rank; 477, 19.5%, low and 273, 11.2%, a very low rank.

126 The IDIM is made up of four subindexes, and each one includes a series of indicators: Financial Capability Subindex (SCF): own revenues, collection of property tax by the municipal administration, percentage of property tax collected in relation with the total programmed. Subindex of Coverage in the Provision of Public Services (SCPSP); housing with potable water, housing with drainage, garbage collection, treatment and disposal of wastewater, maintenance and equipment of streets and roads. Administrative Development Subindex (SDA); organizational structure, existence of a municipal development plan, municipal regulation, furniture and equipment in the municipal administration, cadastral registry, profile, seniority and professional development of civil servants, accounting harmonization; and, Transparency and Accessible Accountability Subindex (STRC). Information delivered to the Ministry of Finance and Public Credit in the Single Format System, mechanisms and regulations on transparency and accountability.

127 The Superior Audit of the Federation (ASF) is an organ that depends on the Chamber of Deputies, its function is to audit the public accountability presented by the Executive Power.

The challenge continues with the constitution of communicative vessels between different levels of government, which emphasize the importance of governmental proximity with the needs of the population and the importance to refresh concepts of federalism in order to bring together channels of interconnected dimensions.¹²⁸ The constitution of an administrative federalism in which collaboration between different governmental entities needs to be established remains the aim.¹²⁹ Its main purpose is to bring about human capital that will be in charge of dealing with the new millennium demands: administrative officials with appropriate administrative capacities for successfully applying the strategies demanded by the 2030 Agenda. Thus, the INAP contribution in training civil servants for the 21st century must be significant and decisive.

128 RUBENSTEIN, David. S. (2015). *Administrative federalism as separation of powers*. Washburn University, School of Law. Washington and Lee Law Review. Vol. 72, pp.174-253.

129 PLASENCIA DÍAZ, Adriana. (2010). *La federalización de la educación básica en el Distrito Federal*. Instituto Nacional de Administración Pública, A. C. México.



Section III:

Cornerstones
for training

10

How to design and implement **transformative capacity development trainings**

Tatjana Reiber

10.1 Introduction: *The need to train civil servants for the 2030 Agenda*

A professional, highly qualified and committed public administration is essential for the successful implementation of the 2030 Agenda for Sustainable Development. The indivisible nature of the 2030 Agenda and the need for an integrated approach that involves a multitude of stakeholders are demanding challenges for public administrations. They will require innovative and new forms of governing that overcome siloed thinking and a fragmented institutional culture (see previous chapters).

In order to support this transformative change enshrined in the 2030 Agenda, investing in the capacity development of civil servants is crucial. Training formats that are designed in a holistic way can empower civil servants to take the transformative action needed to implement the 2030 Agenda. Such holistic, transformative training includes the dimension of the “head, hands and heart” (Sipos *et al.*, 2008) or - in other words - the dimension of knowledge, skills, and attitudes. The purpose of this article is to describe how agencies and trainers can design and implement transformative capacity development formats for civil servants on the 2030 Agenda.

So far, the necessary shift towards training for the 2030 Agenda is incomplete.¹³⁰ Schools of Public Administration, who are the key actors for the capacity development of civil servants, have included elements of the 2030 Agenda in only some of their courses¹³¹. Specialized courses about the 2030 Agenda do not exist. This is partly because Schools of Public Administration themselves face challenges that impact their ability to emphasize capacity development for the 2030 Agenda. Being embedded in established structures limits their flexibility to change the content of training curricula.

At the same time, it is clear that there is a high demand for capacity development. A survey of Brazil's School of Public Administration on civil service capacities for the implementation of the 2030 Agenda shows a big lack of awareness amongst civil servants: 43 % of the respondents did not know the agenda or did not know whether it was relevant to their work (see Chapter 11).¹³²

Despite these difficulties, there is currently momentum to focus more on capacity development for the implementation of the 2030 Agenda. Representatives from the Schools of Public Administration express a strong interest in sharing best practices, exchanging experts for training, and designing and delivering training programmes collaboratively (SHARMA, 2018). They have developed the “New York Proposal for a Programme of Action” that comprises core principles of engagement for the training of civil servants and a set of activities to strengthen the capacities of Schools of Public Administration.¹³³

130 These observations refer to the here studied rising powers and Germany. They are based on the results of the MGG workshop “Capacity Building for the 2030 Agenda: Peer exchange of National Schools of Public Administration & Think Tanks on National SDG Implementation” which took place in Brasilia from 26 February - 1 March 2018. It brings together the experiences of Schools of Public Administration and think tanks in Brazil, China, Germany, India, Indonesia, Mexico and South Africa.

131 This is the case for the Administrative Staff College of India, for the National School of Government in South Africa and the School of Public Administration in Brazil. See the respective chapters.

132 Quantitative studies on the situation in the other MGG countries do not exist, but public sector experts in these countries confirm that civil servants know little about the 2030 Agenda.

133 For more information see https://www.die-gdi.de/uploads/tx_veranstaltung/20181116_MGG_NY_Programme_of_action.pdf

Against this background of a growing interest and need, this chapter explores options for the design of transformative capacity development formats that enable civil servants to implement the 2030 Agenda. It first takes stock of key trends in learning and adult education and translates these into core principles for the design of training courses (section 2). After presenting essential steps for developing training courses (section 3), it discusses how to address shortcomings in the effectiveness of capacity development courses. This includes the dimensions of agenda setting, the provision of avenues for change and the creation of a supportive organizational set-up (section 4).

10.2 How adults learn and what this means for the design of trainings

Following a moderately constructivist understanding, learning is a subjective, active and constructive process. Learning processes cannot be directed from the outside and it is impossible to transfer knowledge from one person to the other. Instead, learning becomes meaningful when individuals actively construct and create knowledge and connect it to individual experiences (WINTELER, 2002: 43). What people learn and what they do not depends on what they select as relevant and interesting; these selections are based on prior experiences and knowledge (SIEBERT, 1998: 19).

Learning is also a social process: it hardly happens in isolation but takes place within a social context. People learn by observation of others and by direct experiences and exchange. Interaction with others plays a major contributing role in how knowledge is absorbed and processed. Furthermore, learning performance improves with emotional involvement - not only the emotional attitude towards the subject matters, but also towards others. All this means that people learn better when they are enjoying themselves, are in a positive mood, and feel safe and connected to others (NEUBERT, REICH & VOSS, 2001: 256; KAISER, 2005; SIEBERT, 2004).

Three particular characteristics distinguish adult learners from younger learners (KNOWLES, 1984). First, adult learners carry a rich collection of prior

experiences and tacit knowledge. This constitutes a huge resource for learning and can therefore be very valuable (DONNELLY-SMITH, 2011; OECD, 2007). At the same time, more established patterns of thinking, feeling, and categorizing can also reduce the flexibility to think and act differently and thereby constrain learning. Such a mental path dependency is especially problematic for a transformative endeavor like the 2030 Agenda that demands the ability to suspend assumptions and leave behind established mental structures in order to open up for new perspectives (CRANTON, 2010; SCHNEIDEWIND *et al.*, 2016).

Second, adults focus strongly on the relevance and immediacy of what they are learning. They aim for high applicability and practice-orientation. Thirdly, and building on the practice-orientation, “learning by doing” is the most prevalent mode of learning. Adults mostly learn informally on the job when they are in the process of solving problems. A huge strand of literature and models suggests that only 10% of learning comes from formal learning activities in created settings like seminars and training (CLARDY, 2018).

From these findings, some general recommendations follow for course designers and trainers:

Shifting from teaching to learning: The call for less teaching and more learning means that education and training activities should focus more on how learners actively construct meaningful knowledge than on how experts impart their knowledge. People learn better if they acquire the learning in an active rather than a passive way. Course designers should therefore create opportunities for learners to decide what they want to focus on and to practice what they want to learn (SIEBERT, 2004: 16; WINTELER, 2002; WILDT [n.d.]).

Supporting as facilitator and coach, not as expert: The shift from teaching to learning involves a change of roles, with the trainer acting as a facilitator and coach rather than an expert. Supporting learning processes and setting the learning environment are key responsibilities in this role. This includes creating a positive and stimulating learning atmosphere with a diversity of materials, formats, methods and encounters. Another key task in this regard is to create an atmosphere of mutual respect with openness and tolerance for error, personal insecurities, emotion and difference in opinion which encourages active learning (SPITZER, 2002; HATTIE, 2012; NEUBERT, REICH & VOSS, 2001: 259).

Connecting to prior experiences and knowledge: As knowledge cannot be transferred from one person to the other, learning as a self-referential process becomes meaningful once it connects to prior knowledge. Training formats should therefore take the prior knowledge, experiences, expectations and motivation of the participants as a starting point and use these as a resource (BROD *et al.*, 2016).

Focusing on applicability: As stated above, practice-orientation is very important for adult learners. Case studies, materials and assignments should therefore relate to and ideally be found in the everyday working world of the participants. One more option to increase applicability is to encourage participants to share professional practice and experiences. Furthermore, there should be enough time for reflection and for connecting the content to the individual working field. It can also be helpful to alternate sequences of formal training sequences with regular work so that participants can apply training content directly to their workplace and, in the next training sequence, reflect upon their experiences.

Triggering transformative change by self-reflection: The questioning and revising of “previous uncritically assimilated frames of reference” (CRANTON, 2010: 54) is key for a transformative approach that enables participants to open up for new perspectives and to leave behind outdated behavioral patterns, routines and habits. Such competences are important because implementing the 2030 Agenda requires more than incremental change. In order to be able to act differently, people have to think differently. Through processes of self-reflection and encounters with the unfamiliar, participants gain the opportunity to re-examine their perceptions and belief systems and to discover new approaches that facilitate transformation and change (MEZIROW 1990; THONG, 2015).

10.3 Main steps for designing capacity development courses

In the following, and based on the previous literature-based reflections, I will describe main steps for designing capacity development courses. The guidelines focus on face-to-face courses and do not touch upon other formats such as e-learning or blended learning. Examples will be taken from presentations, discussions and working groups during the seminar “Capacity-building for the public sector: Peer exchange on implementing the Sustainable Development Goals (SDGs)”, held in Brasilia in February 2018.

10.3.1 Starting with the Why

When designing a capacity development activity, the first question to start with is the motivation and aim, the why (SINEK, 2009): Why is there a need for capacity development of civil servants on the implementation of the 2030 Agenda? What is the purpose of the course? Why should civil servants attend it? Answering these questions at the beginning will provide overall guidance. It will help to design a tailored course for specific needs and a specific context - and a course which, consequently, will be meaningful for participants. It will help to take further decisions on target groups, content, activities.

During the conference in Brasilia, the need for capacity development of civil servants was regarded as quite obvious. After all, public administrations are the key actor for the operational implementation of the 2030 Agenda. Governments and administrations face the challenges of translating a global agenda into a national agenda and thereby setting context-specific priorities. Adequate financial resources for the implementation of the Agenda are needed, which requires to integrate the Agenda’s principles and the SDGs in the budget process. The integrated nature of the Agenda demands innovative ways of vertical and horizontal coordination. Cultures of organizational silos have to be changed and multi-stakeholder partnerships have to be facilitated (see chapter by ZIEKOW & STEFFENS). Additionally, the competing and sometimes conflicting nature of targets has to be addressed and resolved. A lack of awareness and gaps in competencies in the public administration impede the fulfillment of these tasks.

Yet, beyond the consensual agreement on relevance, it is worthwhile to step back to answer the why-question. One priority should be to inspire civil servants for the 2030 Agenda (see chapter by CONSTANZO SOW). Motivation is decisive. Consequently, it is more important to build up a common narrative that helps civil servants to find their role in implementing the Agenda than merely developing technical skills. According to a survey by the Brazilian School of National Administration (ENAP), 53% of civil servants are motivated because their work has a positive impact on the lives of people and society (see chapter by KOGA *et al.*, this volume). A capacity development course about the implementation of the 2030 Agenda will be meaningful if it is connected to an already existing overall motivation of serving people and society. Besides that, the specific answer to the why question will depend on the analysis of national and local needs. In some cases, specific competencies might be lacking on the local level, in other cases the bigger problem might be a lack of political support and commitment from the executive level. It is thus also worthwhile to integrate strategic considerations: what are the low hanging fruits that can create the most impact and make a difference?

10.3.2 *Defining and knowing the target group*

Based on the analysis of the motivation for a capacity development activity, course designers need to define the target group. They can distinguish potential participants along a variety of criteria. Civil servants work on the national, the regional or the local level. They come from different sectors, have different professional backgrounds, and represent different hierarchical levels. They are either young professionals who are just starting their career or they have accumulated many years of work experience.

Following these criteria, the composition of the group of participants in a training can be either homogeneous or heterogeneous. In general, heterogeneous groups are the better choice for the stimulation of deep and transformative learning experiences. Being together with people with different perspectives and experiences stimulates participants to become aware of their taken for granted assumptions, to question and “unlearn” these and to consequently open up for new perspectives.

Nevertheless, both homogeneous and heterogeneous settings have their advantages and in many cases the choice will depend on the initial needs assessment. If a seminar has a very specific, technical purpose like improving the competencies in data collection and analysis, a homogeneous composition might be more suitable. If a capacity development course has the purpose to overcome traditional silo thinking and to improve vertical and horizontal coordination, it will be helpful to have a mixed group of participants from different branches of the executive. In this case, already the composition of the group will be a starting point to build up channels of communication and to improve mutual understanding.

As noted above, applicability and connection to prior experiences and knowledge are essential ingredients for effective training activities. Both require a good knowledge of the participants: What are their expectations? Why are they participating in the seminar? What do they know about the subject? Which experiences do they bring on the table? Why is the seminar relevant to their work? It is advisable to ask participants in preparation to the seminar about their expectations and needs and to adjust the design accordingly. An exchange about experiences and knowledge can be a good starting point at the beginning of the seminar.

10.3.3 Designing the right setting or working with given parameters

Contextual parameters are often pre-determined: How big is the group? How long does the course last? Where does it take place? If given, these parameters should inform the design of a course. For instance, the selection of learning objectives depends on the length of the seminar and some methods will only work with a certain minimum or maximum group size. Furthermore, using media will require a certain technical set-up.

If contextual parameters are not predetermined, it makes sense to invest in designing the right setting. A supportive learning environment depends on very basic things, including physical factors like the architecture of the training facilities, the adaptability of the room set up, having sufficient breaks, good food, fresh air and light. Especially for achieving deeper, transformative and reflective shifts, unfamiliar and stimulating places can play a triggering

role. Stepping into the shoes of the target group will also be helpful to find the right setting. How much time will the prospective participants have to participate in a training? Smaller groups allow for more intense interaction. Being in a seminar house overnight, in a remote area close to nature allows participants to dive deeper into the training and to leave aside usual routines and habits (or working assignments).

10.3.4 Definition of learning objectives

Setting learning objectives helps to select the content of a seminar, to design its structure and to create assessments. Transparent learning objectives are furthermore valuable because they inform participants what to expect from a seminar and what they are supposed to learn.

The definition of learning objectives should be based on the assessment of training needs and gaps in competencies. First models to categorize the competencies that civil servants need for the implementation of the 2030 Agenda can provide here orientation (LAU, 2018; OECD, 2017: 30 pp; UNDP Global Centre for Public Service Excellence, 2016: 1 pp). Following these models, learning objectives should be located in four areas:

Policy development and policy advice: e.g. understanding problems from a multitude of perspectives, designing evidence-based solutions that are future oriented and providing policy advice with the right timing.

Engagement and work with citizens, e.g. delivering services, taking input from and collaborating with citizens, building trust.

Collaboration in networks and network management: e.g. using partnerships for common objectives, aligning responsibilities and resources, co-creating alternatives.

Commissioning and contracting, e.g. working with the market to develop innovations, establishing contractual relationships with third parties for service delivery, conducting impact assessment.

Course designers and trainers should keep two aspects in mind: 1) learning objectives can be grouped into knowledge, skills and attitudes and 2) learning objectives differ regarding their level of aspiration.

Ad 1: Learning objectives as knowledge, skills and attitudes: Whereas knowledge comprises cognitive abilities to process information and to understand a subject, skills focus on psychomotor abilities to perform and to do certain things. Attitudes describe an internal state and the way to react emotionally. This includes aspects such as beliefs, attitudes, values and motivation (ANDERSON *et al.* 2001; BLOOM *et al.*, 1956; KRATHWOHL *et al.*, 1964; FINK, 2009).

Holistically designed capacity development courses include learning objectives of all three domains. Although often neglected, the affective domain of attitudes is just as important as knowledge and skills. Emotions play a key role in drawing attention, learning and memory. Especially deep and transformative learning can only take place if it connects to the development of attitudes.

All three types of learning objectives are relevant to improve the competencies of civil servants in implementing the 2030 Agenda: A civil servant who collaborates in networks and facilitates participatory processes needs to be equipped with strong social competencies in the field of communication and moderation. Elements that feed into this competency include knowledge of communication models, visualization skills but also attitudes such as respect and appreciation of diversity.

Ad 2: Learning objectives differ concerning their aspiration level. In order to change behavior and to foster transformative learning, it is important to include challenging and complex objectives. Bloom's taxonomy is a widely used concept for the development of curricula aiming to promote higher order thinking. In its revised version (ANDERSON & KRATHWOHL *et al.*, 2001), it defines six categories in the cognitive knowledge domain: remembering, understanding, applying, analyzing, evaluating and creating. These cognitive processes move from rather simple tasks (remembering) to complex tasks that require a more active involvement of the learner (e.g. analyzing, evaluating, creating) (KRATHWOHL, 2002: 213 pp).

In a similar way, the affective domain of attitudes can be classified (KRATHWOHL *et al.*, 1964). The categories range from receiving and responding to phenomena (e.g. respectfully listening and actively reacting by answering, telling, questioning) to valuing something (an object/ a person/ a process), organizing values (setting priorities, putting values in relation to each other) and finally internalizing values (acting consistently with values) (KRATHWOHL *et al.*, 1964). Classifications for the psychomotor domain of skills are more diverse. Usually, the development starts with the initial exposure, observation and imitation and ends with the unconscious internalization and mastery of the skill (DAVE, 1970).¹³⁴

Finally one caveat on selecting learning objectives: This should not result in a rigid design. A certain degree of flexibility and adaptability is still necessary. As discussed in the section on key trends in adult education, learning is a subjective, active and self-guided process. Especially adult learners who aim for high applicability will come to a seminar with their individual learning objectives. It is important to retain flexibility to integrate these as much as possible.

10.3.5 Selecting illustrative content and developing a structure

Selecting the content can be challenging. In the selection it helps to change perspective. A trainer who is a “content curator” instead of a “content expert” selects “the best ‘artifacts’ for learning, much like the museum curator analyses and documents all of the materials available before selecting the best representations for any given collection” (MONAHAN, 2015). The aim is not to gather and present all the relevant content but to choose the content that is especially illustrative and interesting to learners and helps them grow and meet the learning objectives.

134 For the concrete formulation of learning objectives, it is important to focus on observable behavior that allows assessing whether a learning objective has been achieved or not. A list of action verbs to describe learning objectives in the three domains can be found here: <http://courses.washington.edu/pharm439/Bloomstax.htm> (last access on 12 June 2018).

Structuring the course means to arrange various topics in a logical order and to provide an overall narrative. This can be a storyline, or a central idea that is discussed out of various perspectives. There can be different stepping stones or the order can be chronological, it can go from macro to micro or vice versa. It might be necessary to introduce certain basic skills before applications can be discussed later. In any case, it is necessary to consciously plan a beginning and an ending and to reserve time for group-dynamic activities like getting to know each other. Moreover, it is helpful to include time buffers. These will provide the necessary flexibility to address particular interests and expectations of the participants.

10.3.6 A dynamic process: Aligning learning activities and assessments to learning objectives

The concept of constructive alignment (BIGGS, 2003) puts learning objectives, assessment and learning activities in close relation to each other. The concept demands an alignment of all these elements: appropriate assessments measure whether participants achieve the selected learning objectives and appropriate learning activities support participants' learning towards meeting these objectives.

Putting these three elements in alignment is a dynamic, iterative process. Changes in one element will require changes in the others. Learning activities and assessments will build on the choice of learning objectives. Subsequently it might be necessary to go back and to modify and specify some of the elements.

Learning activities

Learning activities should involve participants and support them in developing their learning objectives. Activating methods stimulate various brain functions while bringing memorized information, previous knowledge, and experience up to the conscious level, mobilizing supportive emotions and providing motivation towards gaining new knowledge and sensory perception, encouraging communication, and setting the whole body "in motion" (SIEBERT, 2004: 13). Especially for learning objectives that are more expansive, the activation of participants is indispensable.

Learning activities and methods are not an end in itself, but a means towards the overriding goal of meeting learning objectives. As such, they need to be applied in a systematic fashion - that is, oriented towards the situation, the participant and the learning objectives, and some examples are listed below.

The range of learning activities is broad. One possible classification is to distinguish between four types of activities (BROOKS-HARRIS, & STOCK-WARD, 1999: 64 -68; FINK, O. J.: 16-19):

Activities for reflecting provide the opportunity to relate learnings to prior experiences and knowledge and to attach personal meaning to the new content. They can also promote self-awareness and foster the ability to question and change their own assumptions and behavioral patterns. Such activities raise the motivation, attention and energy of the learners. Relevant methods include partner dialogue, self-assessments, surveys, reflection papers, journaling or creative methods such as drawing and modeling. Reflection can take place as a solitary or as a group activity. If others are involved, peer-feedback and peer-mentoring can also be important elements.

Activities for assimilating and conceptualizing provide participants with new information such as facts or theories. These activities also allow learners to apply new content by testing it or by relating it to their experiences. Methods range from lectures, tutorials, demonstrations and interviews to debating formats, field visits and case studies. Furthermore, learners can be motivated to explore new content by self-study. This can be guided by a structured collection of material (printed and digital). In order to avoid long stretches of instructor-based teaching, elements of cooperative peer-teaching can be helpful. The jigsaw method splits participants in small expert groups that prepare a particular subject and then share their knowledge with their peers.¹³⁵ In addition, formats such as the inverted classroom¹³⁶ help to free time for deep learning and more active and reflective activities.

135 For a description check this website: http://www.uq.edu.au/teach/flipped-classroom/docs/FAB/FABJigsaw_Tipsheet.pdf (last access on 17 June 2018).

136 Inverted classroom is an approach to introduce learning material out of class and to encourage participants to prepare and reflect before class. The class itself can then be used for in-depth discussion and more problem-based work.

Activities for experimenting and practicing allow hands-on experiences. Participants can explore, experience and practice skills, knowledge and attitudes in a safe environment. This can be done in the form of exercises, role plays, simulations and project work. If one extends these activities to the real world, this can include internships, job shadowing, assignments on the job and authentic projects.

Activities for planning-for-application prepare participants to transfer their learning to the outside world. They are encouraged to apply knowledge. Possible activities include reflections to look into the future, prototyping project ideas, the design of action plans and again authentic projects and assignments on the job.

An example for a balanced and targeted mix of learning activities is a training on multi-stakeholder engagement that was developed at the MGG peer exchange “Capacity building for the 2030 Agenda”. Split in four blocks of two days each, the proposed training focuses on the capabilities of civil servants to build multi-stakeholder partnerships. Participants acquire knowledge on various questions relevant for multi-stakeholder partnerships, e.g.:

- how to identify stakeholders;
- how to prioritize stakeholders;
- how to engage them in delivery;
- how to identify resources; and
- how to monitor and evaluate the multi-stakeholder partnership (=assimilation activities).

These activities are complemented by field visits or role play (activities for experiencing and practicing). After each training block, the participants take a practical assignment to their workplace - e.g. mapping and prioritizing stakeholders that work on sustainable agriculture and are relevant for SDG 2 on ending hunger (activities on experiencing and practicing but also planning for application). In the subsequent training block, all participants report back and share experiences, reflect success stories, challenges and bottlenecks (activities for reflecting experiences).

Assessment

Assessing the learning of participants is important for four reasons. First, the results of the assessments can be relevant for the evaluation of a capacity development course. The better participants meet the learning objectives, the greater the legitimacy of the course. This is especially important because resources in terms of financing and available time for training are scarce: courses on the implementation of the 2030 Agenda compete with other training courses for the public sector. Second, the assessment of participants is necessary to certify the performance of participants. Here again, strategic considerations come into play: providing a certificate can be an incentive to participate in a capacity development activity. Third, assessments drive the learning process of participants. Participants focus their learning process on what they expect to be needed for the assessment. Fourth, self-assessments provide participants a tool to evaluate their own performance, to reflect their learning process, to identify gaps in competencies and to focus their learning activities. Overall, this supports a self-guided learning process and helps to involve and motivate participants (ANDRADE & VALTCHEVA, 2009).

A variety of assessment activities exists to evaluate the performance of participants.¹³⁷ To make a choice, it is helpful to check in how far the activity informs on the achievement of the learning objectives and in how far it engages the participants in productive learning activities. To give an example: A multiple-choice test that requires participants to recall facts does not provide evidence whether they have improved their leadership skills to foster a multi-stakeholder process. Furthermore, this kind of assessment provides incentives for memorizing facts but not for developing the more complex knowledge, skills and attitudes needed to engage various stakeholders in collaborative problem solving.

137 For a helpful overview of assessment activities and how they correspond to the different cognitive learning objectives check e.g. <https://www.cmu.edu/teaching/design/teach/design/assessments.html> (last access on 13 June 2018).

10.4 Addressing bottlenecks for effectiveness

No matter how well designed capacity development activities might be, there are a number of bottlenecks that can inhibit their effectiveness. Three aspects to consider are resistance against new training formats; limited support and scope of action for introducing changes; lack of a supportive organizational setup.

1) *Agenda setting - Overcoming resistance against new courses*: Capacity development courses have to be attractive to participants. Schools of Public Administration might face reluctance towards establishing new formats because curricula are fixed. And political principals might also fear that new courses on the 2030 Agenda will not be sellable.

This reluctance underlines the need to carefully think about why a new course is needed and how it can be of best value for participants. Pursuing a strategy of small steps, one entry point might be to integrate and mainstream content on the 2030 Agenda in existing courses. Another possibility would be to start with pilot courses that address those dimensions where the capability gaps are biggest and where capacity development activities can create the fastest and biggest impact.

2) *Limited support and scope of action for introducing changes*: Capacity development does not take place in a vacuum. After completing the training, avenues are needed to take action beyond the training. This is related to the support of superiors and peers: Do they encourage and provide opportunities to put skills to use? (NATIONAL ACADEMIES OF SCIENCES, ENGINEERING, MEDICINE, 2018: 215 f.). Are they aware of the 2030 Agenda and committed to its implementation? If this is not the case, individuals might not have the scope of action to actually implement learnings for the implementation of the 2030 Agenda.

3) *Lack of a supportive organizational setup*: Training of individuals alone is not enough, a supportive organizational setup is needed just as much, which requires a culture of learning (OECD, 2017: 96 p). This includes an openness to question established structures, to challenge the usual, and to experiment.

A supportive organizational setup is also linked to the question of knowledge management. Are there mechanisms to diffuse the knowledge and skills of individuals amongst colleagues? How can the problem of volatility be addressed to limit the loss of expertise when individuals leave? Finally, it is also about resources and structures. In order to implement certain learnings, resources and technology might be needed or structures have to change.

10.5 Conclusion

The implementation of the 2030 Agenda requires a transformative shift to become a success. Change is possible when business as usual approaches are questioned and left behind. Capacity development activities can address gaps in competencies of civil servants and thereby contribute to the establishment of a highly qualified public administration. Yet, without political commitment to the 2030 Agenda, this qualification will stay shallow. Therefore, courses on the 2030 Agenda have to go beyond technical training; they have to create a motivating narrative and address the level of mindsets and attitudes.

This chapter has presented essential steps for the design of effective capacity development courses. In essence, the call for training activities that create a deep reaching commitment to the 2030 Agenda also demands corresponding attitudes on the side of those who offer the training. The capacity development course will only lead to success when trainers inspire for the 2030 Agenda, respect the autonomy of learners and show appreciation for the experiences of others.

References

ANDERSON, L. W., D, KRATHWOHL *et al.* (2001). A taxonomy for learning, teaching, and assessing: A revision of bloom's taxonomy of educational objectives. New York, Longman, Abridged Edition.

ANDRADE, H. & VALTCHEVA, A. (2009). Promoting learning and achievement through self-assessment. *Theory into Practice*. Volume 48, pp. 12-19.

BIGGS, John. (2013). *Teaching for quality learning at university*. Buckingham: Open University Press/Society for Research into Higher Education, 2nd edition.

BLOOM & BENJAMIN *et al.* (1956). Taxonomy of educational objectives, the classification of educational goals - Handbook I: Cognitive Domain. New York, McKay.

BROD, Garvin, ULMAN, Lindenberger, ANTHONY D., Wagner, & YEE LEE, Shing. (2016). Knowledge acquisition during exam preparation improves memory and modulates memory formation. *Journal of Neuroscience*, 36: 31, pp. 8103-8111; DOI: <https://doi.org/10.1523/JNEUROSCI.0045-16.2016>

CLARDY, Alan. (2018). 70-20-10 and the dominance of informal learning: A fact in search of evidence. *Human Resource Development Review*, volume 17 (2), pp. 153-178.

CRANTON, Patricia. (2010). Adult learning and instruction: Transformative-learning perspectives. *Adult Learning and Education*. Oxford, Elsevier, pp. 53-59.

DAVE, R.H. (1970). *Psychomotor levels*. Psychomotor levels in developing and writing behavioral objectives. Tucson, Arizona, Educational Innovators Press.

DONNELLY-SMITH, Laura. (2011). What adult learners teach us about all learners: A conversation with L. Lee Knepelkamp. *Peer Review*, 13:1.

ENAP. (2018, 27 February). Capacities of the Brazilian federal service for SDGs achievement. Presentation at the MGG peer exchange "Capacity building for the 2030 Agenda". Brazil, Brasilia.

FINK, Dee L. (2009). *Self-directed guide to designing courses for significant learning*. finkconsulting.info/wp-content/uploads/2011/07/Fink2005SelfDirectedGuideToCourseDesign.doc, Access on 11 June 2018.

HATTIE, John. (2012). *Visible learning for teachers*. London/New York, Routledge.

KNOWLES, Malcolm. (1984). *The adult learner: A neglected species*. Houston, Texas: Gulf Publishing , 3rd edition.

KRATHWOHL, David R. (1964). *et al. Taxonomy of educational objectives*. The classification of educational goals. Handbook 2: Affective Domain. Boston, David McKay Company, Inc..

KRATHWOHL, David R. (2002). A revision of Bloom’s Taxonomy: An overview. *Theory into Practice*, Volume 41: 4, pp. 212-218.

LAU, Edwin. (2018, 26 February). The governance challenge of implementing the SDGs: Initial lessons from an international perspective. Presentation at the MGG peer exchange “Capacity building for the 2030 Agenda”, Brazil, Brasília.

MEZIROW, Jack. (1990). *Fostering critical reflection in adulthood. A guide to transformative and emancipatory learning*. Jossey-Bass Publishers, San Francisco.

MONAHAN, Nicki. (2015). More content doesn’t equal more learning. <https://www.facultyfocus.com/articles/curriculum-development/more-content-doesnt-equal-more-learning>, Access on 17 June 2018.

NATIONAL ACADEMIES OF SCIENCES, ENGINEERING, AND MEDICINE. (2018). *How People Learn II: Learners, Contexts, and Cultures*. Washington, DC: The National Academies Press. <https://doi.org/10.17226/24783>.

NEUBERT, STEFAN, STEFAN, REICH, & REINHARD, VOSS. (2001). *Lernen als konstruktiver Prozess. Die Wissenschaft und ihr Wissen*, Volume 1, Baltmannsweiler, Schneider Verlag Hohengehren, pp. 253-265.

OECD. (2017). *Skills for a high performing civil service*. OECD Public Governance Reviews. <http://dx.doi.org/10.1787/9789264280724-en>, Paris, OECD Publishing, Access on 17 June 2018.

OECD. (2007). *Understanding the brain: the birth of a learning science*. Paris: OECD Publishing.

SCHNEIDEWIND, Uwe *et al.* (2016). *Pledge for a transformative science. A conceptual framework*. Wuppertal Paper 191.

SHARMA, Harsh. (2018, 27 February). Seminar with ENAP on capacity building for the public sector on SDGs. Presentation at the MGG peer exchange “Capacity building for the 2030 Agenda”. Brasilia.

SIEBERT, Horst. (2004). *Methoden für die Bildungsarbeit. Leitfaden für aktivierendes Lehren*. Bonn, Deutsches Institut für Erwachsenenbildung.

SINEK, Simon. (2009). *Start with why: How great leaders inspire everyone to take action*. London, Penguin.

SINGLETON, Julie. (2015, March). Head, heart and hands model for transformative learning: Place as context for changing sustainability values. *Journal of Sustainability Education*, vol 9, .

SIPOS, Yona, BRYCE, Battisti, & KURT, Grimm. Achieving transformative sustainability learning: Engaging head, hands and heart. *International Journal of Sustainability in Higher Education*, vol 9: 1, pp. 68-86.

THONG, Vanden. (2015). Rediscovering the self through self-reflection and transformative learning. *LEARNing Landscapes*, Volume 9:1, pp. 237-247.

UNDP Global Centre for Public Service Excellence. (2016). *Effective public service for SDG implementation*. <http://localizingthesdgs.org/library/136/Effective-public-service-for-SDG-implementation-SDG-Implementation-Framework-Note-1.pdf>, Last access on 18th June 2018.

WILDT, Johannes. *The shift from teaching to learning - Thesen zum Wandel der Lernkultur in modularisierten Studiengängen*. <https://www.u-asta.uni-freiburg.de/politik/bologna/texte/thesen-zum-wandel.pdf>, n.d., last access 18 June 2018.

WINTELER, Adi. (2002). *Lehrqualität = Lernqualität? Über Konzepte des Lehrens und die Qualität des Lernens (Teil 1)*. *Das Hochschulwesen*, volume 50:2, pp. 42-49.

A proposal for multi-stakeholder training - *Perspective from the Brazilian national platform on voluntary sustainability standards*

Dolores Teixeira de Brito and Rogerio de Oliveira Correa

11.1 Introduction

Training needs in civil services for the Agenda 2030 are spread over a complex and multi-faceted administration, which includes central and local administrations as well as specialized agencies. One area with particular need to include a multi-stakeholder approach and foster the understanding and inclusion of the Agenda2030 in their work is standardization and voluntary sustainability standards.

Brazil has a national system of quality and infrastructure called Sinmetro in which the main entity is the Conmetro (National Council of Metrology, Standardization and Industrial Quality) constituted by public and private entities and responsible for formulating and supervising the national policy of metrology, industrial standardization and quality certification of industrial products. The National Institute of Metrology, Quality and Technology - Inmetro was founded in 1973 to be the central executive entity of the system. In addition to the role of being the Executive Secretariat of Conmetro, Inmetro also provides administrative support to the attached Committees, such as the Brazilian Committee on Technical Barriers to Trade, Regulation, Metrology, Conformity Assessment, Standardization and Codex Alimentarius.

As part of the Brazilian public structure, Inmetro is operating under the Ministry of Economy (ME). Inmetro is a public entity of Brazil responsible for quality and infrastructure issues in the country, among the areas under its responsibility are: scientific and industrial metrology, legal metrology, conformity assessment and accreditation. Besides those activities, Inmetro is also the Brazilian Enquiry Point for the Agreement on Technical Barriers to Trade (TBT) of the World Trade Organization (WTO) and performs the activities of the Brazilian National Platform (NP) on Voluntary Sustainability Standards (VSS).

The Brazilian VSS platform is part of a joint effort involving different actors such as the United Nations Forum on Sustainability Standards (UNFSS), the German Development Institute (DIE) and emerging countries such as Brazil, China, India, Mexico and South Africa in order to address opportunities and challenges imposed by VSS.

These private standards emerged as an attempt to make world production more sustainable and are thus an element in implementation of the Agenda2030. Beyond the narrative of sustainability, its proliferation has caused constraints in international trade, which affect the exports of developing markets, particularly its small and medium enterprises. Although VSS can be an instrument for transforming the world value chain into a more sustainable one, they alone will not be able to fulfill this purpose. Aware of this reality, some actors gathered in a collective endeavor to create a structure that promotes discussions, dialogue and knowledge co-production regarding VSS as a means to better understand and address VSS related issues. The institutional structure of the National Platform reflects this idea of dialogue and co-production of knowledge and includes the Brazilian Committee on Technical Barriers to Trade (CBTC) Members; Industry Sectoral Associations; Brazilian National Standardization Association; and Inmetro on the role of the Brazilian UNFSS-Platform Secretariat. CBTC plays a key role in the activities supporting the Brazilian National Platform on VSS, as it regularly gathers relevant representatives of important public and private organizations concerned with the impact of foreign technical requirements on the Brazilian exports. The Brazilian platform, launched in May 2017, reflects the need for multi-stakeholder approaches and follows a similar rationale to platforms in India (March 2016), China (June 2017), and Mexico (April 2018).¹³⁸

138 At the time of writing, platforms were under preparation in Indonesia and South Africa, too.

The tasks are manifold and key objectives of the national platform include, inter alia:

- to map VSS that affect the Brazilian economy, the domestic market and access to foreign markets;
- to collect, discuss and prepare studies regarding the impact of VSS on the Brazilian economy and on Brazilian exports;
- to develop suggestions for proactive national policies on maximizing the positive economic, social and environmental effects and limit the costs and problems of VSS;
- to raise the awareness of public and private stakeholders affected by VSS in Brazil on the subject;
- to analyze and compare the national experiences on best practice and suitable proactive policies developed by other National Platforms.

In performing all those functions, Inmetro and CBTC play a central role in the Brazilian System of Quality and Infrastructure and have a permanent and deep relationship with the most important entities interested in the area, both in the public and in the private sector. This comes with particular training needs, which this chapter tries to elaborate as an example for specific training needs.

In order to promote the culture of standardization in industry, Inmetro carries out training activities to promote knowledge about standards and technical requirements. The institution offers training activities, workshops and courses to different kinds of stakeholders in academia, industry, government, consumer defense sectors and consultancies. These activities aim at building capacity to improve the quality of the products and thus the competitiveness of the industry.

Inmetro's experience with training activities as a plural institution and as WTO/TBT enquiry point will now incorporate the demands for training regarding the Brazilian NP on VSS. This is an opportunity to spread and explore sustainability and Sustainable Development Goals - SDG issues to develop a Multi-Stakeholder training on VSS.

11.2 A proposal of multi-stakeholder training under the Brazilian national VSS platform

Since its emergence in the 1980's, VSS have proliferated to reach, according to the United Nations Forum on Sustainability Standards (UNFSS), almost five hundred (500) standards in an indefinitely large number of countries along a variety of industrial sectors. The ITC Sustainability Map has over 210 standards in its database. To address the consequences of this proliferation of standards and the lack of governance over them, specialists (MOLENAAR *et al.*, 2015) argue for the construction of a holistic model as an attempt to organize issues regarding VSS. At the same time, based upon arguments such as lack of demand, costs and their impact, VSS should not be regarded as the only instrument to solve sustainability challenges (MOLENAAR *et al.*, 2015). Thus, there is the need for the involvement of different stakeholders, including ones that are not the obvious choices for this subject.

11.2.1 Why this training and for whom

The focus of the NP is from Inmetro's perspective as an institution responsible for spreading quality and infrastructure knowledge to Brazilian society and stakeholders. In line with its mandate (see above), the platform will develop training activities to address its objectives regarding national policies on maximizing the positive economic, social and environmental effects and limit the costs and problems of VSS, raise the awareness of public and private stakeholders affected by VSS in Brazil, mobilize, and gather a number of stakeholders working together on initiatives developed through the Platform process. Building on the multi-stakeholder experience Inmetro has acquired through the training activities it developed as the Brazilian WTO/TBT enquiry point, the NP will structure these new trainings under the frame of the Agenda 2030. The NP will incorporate sustainability to its training approach by providing tools for the audience to identify how the Agenda 2030 deeply embeds the quality and infrastructure activities through several SDGs. The approach aims at building capacity among stakeholders to evaluate critically how this structure can truly contribute for the achievement of the related SDGs. In addition, it also aims at provoking the necessary improvements in

the structure so that it can scale sustainability. Through the lenses of the SDGs, VSS will be at stake and permanently evaluated as they can also be seen as trade barriers if their testing and evaluation criteria are not correctly aligned with the SDGs.

The training content covers the role of the activities of the NP and technical definitions of quality infrastructure such as standardization, metrology, conformity assessment, certification, accreditation, technical barriers to trade agreement and negotiations, sustainability, Agenda 2030, SDGs and VSS.

Based on the above-identified needs and the platform's mandate, the structure foreseen is a four-module multi stakeholder training, which allows for the flexibility needed to approach the different stakeholders:

- The first module focuses on metrology, standardization, conformity assessment, certification and technical barriers to trade issues.
- The second covers the concept of sustainability, the 2030 Agenda and the SDGs.
- The third module is about VSS, their assessment and how to use them in a positive way to access markets without creating unnecessary obstacles to trade, burdensome processes to producers- or misleading information to consumers.
- Finally, the fourth module is a follow up to potential joint activities development on the issue identified in the previous modules.

The modular design allows different stakeholders to attend those training elements that are most relevant to them. For instance, when stakeholders from the educational or employment areas are invited, they could skip the first module. It might be too technical for this stakeholder group and the more relevant issues for potential cooperation with this group of stakeholders, such as education for sustainable consumption and fighting slave-like working conditions, are covered in the second and third module within the Agenda 2030 and SDGs as well as VSS.

11.2.2 Syllabus of the modules

Target group

This multi-stakeholder holders training approach targets government officials at the federal level from different sectors, private sector employees who work with quality and infrastructure, members from the academia, consumer defense sectors and consultancies.

VSS impact 9 SDGs:

1. no poverty,
2. zero hunger,
5. gender equality,
8. decent work and economic growth,
9. industry, innovation and infrastructure,
10. reduced inequalities,
12. responsible consumption and production,
16. peace, justice and strong institutions and
17. partnerships for the goals.

Inmetro's scope concentrates on SDG 12, thus it is essential to involve actors and stakeholders, whose scope of competence covers the other related SDGs in order to work in cooperation with.

Design and duration

The design of the training foresees three two-day modules and a one - day follow up module. The provision is that the four modules should last 56 hours distributed in four meetings. During the modules, the trainers foster potential cooperation work and in case there are successful projects, there is the provision for a fourth module for follow up. The methodology includes individual and group tasks and exercises in between modules.

Learning objectives

Stakeholders involved in VSS gain awareness of and develop a critical view towards sustainability standards to improve the alignment of quality and infrastructure with the SDGs. This allows for scaling-up of sustainability perspectives in a multi-stakeholder setting towards Agenda 2030 implementation. Participants are equipped with tools to develop national policies on maximizing the positive economic, social and environmental effects and limit the costs and problems of VSS. They can better engage with and raise awareness of public and private stakeholders affected by VSS in Brazil, mobilize, and gather a number of stakeholders working together on initiatives developed through the Platform process.

In addition, participants contribute success stories and appreciate/strengthen their respective roles through the training programme by cross-pollinating good practices on Agenda 2030.

Module 1 - Quality and infrastructure (Days 1 and 2)

A multi-stakeholder training activity from a standardization to TBT perspective always starts with a small question and answer session about previous experience of the audience in those fields. This strategy aims to suit the training to that particular audience and mainly for collecting practical cases of their own experience in dealing with these issues. There is a presentation developed to standardize the training. It starts by providing the essential information about quality, and infrastructure and the importance of this field for the economy broadly and to stakeholders sectors particularly.

After the initial approach with the audience, the first part of the training usually starts focusing in metrology, presenting the main concepts of scientific, industrial and legal metrology and its practical applications for industry, trade and consumers as well as international system of measures, the Brazilian metrological system and the main trends in this field. Practical examples of the importance of metrology are given and it is explained how companies may have access to the national metrological infrastructure.

The second session of the training focuses on Standardization, Technical Regulation, Conformity Assessment and Accreditation. Among the topics are

the following: what a Standard is, why it is important, examples of important standards, risk of a world without standards, reasons for using standards in industry and its importance in business. It additionally covers the levels of standardization - international, regional, national, industry sector, companies -, as well as the processes of standards development, and how the companies can integrate this structure.

The training continues with a discussion about technical regulation, talking about concepts, examples, the reasons for regulating, the selection of products, processes and services to be regulated, the differences between standards and technical regulations, how the technical regulations are developed and how the companies can participate in this process. The audience learns on how to look for the existing standards and technical regulations about their products and a detailed analysis of how one technical regulation is developed. After that, the issue discussed is Conformity Assessment, its kinds, schemes, models as well as how a conformity assessment is developed, examples and a practical exercise with a step by step process for getting a product certified.

The last part of the second session is about accreditation, its concepts, systematic, modalities, laboratories, certification bodies, inspection bodies, how to find an accredited entity and a practical exercise on that.

The third session is quicker and has the objective of presenting the Quality Management Systems, its concepts, evolution along the time, principles, most known systems and importance of it for the companies.

The last session talks about Technical Barriers to Exports, giving an overview of the international regulation of this area (the WTO TBT Agreement), the main reasons and principles of the Agreement, its impact on trade, examples of technical barriers to exports, how to have access to information about it and the services provided by Inmetro on this area for industry.

It is important to emphasize that this training activities were build up using the Export Quality Management - a guide to small and medium enterprises developed by ITC, this book in his first edition was translated by Inmetro from English into Portuguese after an agreement to do so between Inmetro and ITC and was broadly used as bibliography during training activities.

Module 2 - Agenda 2030 (Days 3 and 4)

Icebreaker: participants identify their priorities/ development challenges and use that to introduce SDG/Agenda 2030 framework. In the sequence, there is an introduction and discussion about the implications for public authorities, the importance of stakeholders in SDG delivery, stakeholder identification, prioritization and engagement process, practical work: in their work area, identify relevant SDGs and stakeholders, and develop plans for engaging them.

The next session includes prioritizing SDGs and targets in their work area, monitoring and evaluation of framework for KPI, practical work: embed relevant SDGs in their work areas, develop structures and models for monitoring and evaluation.

In the sequence, there is a practical exercise, in which the participants identify the interrelations among SDGs and discuss possible cooperation work.

Module 3 - VSS (Days 5 and 6)

The third module is about VSS, their assessment and how to use them in a positive way to access markets without creating unnecessary obstacles to trade, burdensome processes to producers or misleading information to consumers. This is the session to evaluate and scrutinize the details for possible joint initiatives. This module includes engaging stakeholders in delivery, monitoring and evaluation of identified and prioritized SDGs/target, resource identification and mobilization and practical work: make demonstrable progress in engaging stakeholders in resource mobilization and delivery on SDGs/target activities.

It is necessary to support the audience in developing a critical view towards VSS. They are meant to exist for sustainability related motives, however the audience should be critical towards standards and be aware that any of them can be set or used to benefit industrial, NGO or scheme setting group interests. This type of interest can be disguised as having a sustainability intent and mislead producers and consumers, which are the two stakeholder groups in a disadvantageous position regarding certification issues. Thus, a certification scheme or VSS can be used as a deleterious tax to only benefit the scheme owner instead of governments, taxpayers, producers and consumers.

This module activities cover in a more profound way to use the quality infrastructure system to assess a certification scheme.

Module 4 - Follow up (Day 7)

Report back and experience sharing on progress made and challenges faced over the past weeks or months.

Working formats and methods

Field visits, theatrics, games, panels, individual/group work, case-study discussions, online technologies, benchmarking, scenario analysis will be used to make the training more appealing to the audience and more productive.

Experts

The presence of experts from IFC, UNSSC, trainers from relevant stakeholder groups and local experts representing relevant SDGs is very desirable to enrich the discussions.

11.3 Conclusion

VSS is an opportunity to advance in reaching different SDGs of the agenda 2030. The creation of the Brazilian National Platform, whose board includes different stakeholders, provides a forum of discussion and data production on the subject. Thus, it is from a multi-stakeholder perspective that the need for training emerged.

This approach envisages that unless the Agenda 2030 is looked at from this broader perspective, it will be very difficult to accomplish it.

Based on the idea of a broader perspective, the here-suggested training with 4 modules could be a starting point to train on the subject of the Agenda 2030 and VSS. This short overview provides some ideas on substance for the training, on specific content for a rather complex target group. We have listed some ideas for formats and methods, which subsequently require further elaboration. More detailed thought is needed on the sequencing and the interrelations between formats and methods in the light of the learners' needs (see chapter by REIBER, this volume). A key message of this chapter, however, is that diversity of the group of learners is a key requirement of a VSS platform and that it should be seen as an asset rather than an obstacle, as it comes with a wealth of perspectives and opportunities for mutual engagement and allow for emotive engagement, complementing cognitive learning. For precisely this reason, a multitude of perspectives is likely to be a key requirement in numerous sectors of the civil service - and it certainly is much in line with the rationale of the Agenda 2030.

References

FUES, T. (2018). *Investing in the behavioral dimensions of transnational co-operation. A personal assessment of the Managing Global Governance (MGG) Programme*. Discussion Paper. German Development Institute - DIE.

INTERNATIONAL TRADE CENTER. (2011). *Export quality management. A guide for small and medium-sized exporters*. Second Edition.

MOLENAAR, J.W., DALLINGER, J., GORTER, J., HEILBRON, L., SIMONS, L., BLACKMORE, E., & VORLEY, B. (2015). *The role of VSS in scaling sustainability in smallholder dominated agricultural sectors*. White Paper 4. Commissioned by IFC. Published by Aidenvironment, NewForesight and IIED.

PIZETTA, D.E., & CORRÊA, R. O. (2013). *Education on standards developed by a public institution of Brazil to promote competitiveness of industry*. 8th ICES Conference - Industry Needs Standards. What Does Industry Expect from Standards Education?



Conclusions

12 Training elements for the 2030 Agenda

Adriana Plasencia Díaz, Pedro Alves, Sven Grimm

This book is a seminal experience to improve the implementation of the Agenda 2030 through exploring the multiple facets of training civil servants. It has reconnoiter from different analytical perspectives as well as from empirical experiences, the dynamics of complexity and transdisciplinary elements to deliver the seventeen Sustainable Development Goals (SDG´s). Managers, policymakers and practitioners will benefit from the ideas, recommendations and facts containing in this document.

The chapters gathered in three different sections clarify this notion of complexity in public issues, reflecting the many interactions between numerous stakeholders with diverse agendas and providing a better understanding of the complex and sometimes complicated path to solve or at least to attend to some of the most pressing public problems.

Interactions, new approaches, networks, alliances, inclusive and comprehensive actions seized the opportunity to develop a different understanding of the role of governments, civil servants and societies towards learning and doing for the implementation of the Agenda.

The authors coincide in a change of mind-sets, in transforming paradigms, in conceiving sustainable growth as a system with multiple inputs, and often unintended consequences. The intent is that every goal should be faced in a connected way, linked to one another. That assumes a new way of acting. Complex problems and system thinking require capacity building for civil servants to master knowledge and skills for managing and implementing actions to face global warming (climate change), population aging (demographic shifts), education, health, transportation policies, for instance - and the interconnections between these policy areas.

Overcoming the sectoralized approach (silos) to public problems requires at least addressing two dimensions of problems: capacity building in public servants and the political will to adopt a new mentality in the public machinery.

As stated in the title of this book, the reflections developed here focused on the first dimension for solving these problems: the building of civil servant capacities. However, the formation of a network of different stakeholders discussing this thematic area can also be considered an important momentum for addressing the second dimension of the problem, the political will.

In Section I: The Agenda 2030 and training of the civil service, we explored the Agenda 2030 and the SDGs as a target system and a complex task for civil services. Imme Scholz showed us the interdependencies between the SDGs bridging the gap between policies, institutions and ecosystems, emphasizing the “challenging task that offers plenty opportunities for learning, innovating and engaging in cooperative relationships across departments, levels of administration and with non- state actors, within national territory, the region and globally.”

The author is emphatically arguing for a shift “in the 2018 climate of - my nation first- thinking, to be hoped that countries willing to work towards sustainable development will establish alliances, partnerships and platforms within their own territory and with other countries, for joint action and learning, for specific (clusters of) SDGs. With a view to the focus of this article on the environmental dimension of sustainable development, it is equally important that they maintain and expand existing alliances, partnerships and platforms, for example in the context of the UNFCCC, the Convention on Biodiversity and other multilateral environmental agreements.”

She concludes that civil servants have to respect the rules and procedures of public administration and act within the framework set by political constellations. Implementation of the 2030 Agenda has to be facilitated by searching for new approaches and alliances under these circumstances. Five areas come to mind from what has been explained in the former sections with regard to future tasks of civil servants and public administrations willing to implement the 2030 Agenda:

- a) Modernization of technologies, infrastructure, and production as well as consumption patterns is central for increasing productivity and economic growth rates, and it is also fundamental for transitioning towards renewable energies and decarbonizing the economy. Policymakers and civil servants have to understand that these modernization pathways are neither environmentally neutral (for they might affect land and water use, biodiversity protection and stimulate mining in remote and fragile areas), nor socially neutral (as they might affect local rural livelihoods and established labor markets). Transformative policies require that civil servants learn to consider multiple objectives simultaneously and to balance them out over time. Scenario thinking and modeling is a technique that may help in this regard.
- b) Skills for policy coordination processes will be increasingly important: they comprise expert knowledge, analytical and soft skills (for organizing dialogues, consultations, and negotiations that facilitate compromise). Effective policy coordination requires deep analysis of trade-offs between conflicting goals. This allows arriving at compromises that are not shallow but well thought through and solid. Analysis and consultations also help to identify options for joined-up approaches across policy fields that deliver benefits for all sides over time and thus may help to make change more acceptable. While policy coordination in the sense mentioned above will be necessary among sector ministries at national level, related policy coordination processes at sub-national and local level, especially in cities, will become more relevant, too, and require skilled personnel.
- c) Contributions for implementation by non-state actors from different sectors of society (e.g. academia, the private sector, civil society organizations, local communities, trade unions) are essential. Civil servants will need to develop their skills

for engaging in dialogue and cooperation with non-state actors beyond the usual circles that lobby their ministry, and identify innovative partnerships that stimulate change.

- d) Global and regional partnerships for change that combine state and non-state actors are another format that may be promising; civil servants across ministries and at sub-national levels, especially cities, need to have the language and other skills and build up experience in order to be able to actively participate in such partnerships. International cooperation will not be limited to foreign affairs but increasingly transcend many policy fields, which means that all ministries need to have staff with international experience.
- e) Policy learning based on monitoring and evaluation of public policies and their outcomes and impacts will be crucial for tracking progress and for designing targeted and effective public interventions and support. Ministries and sub-national public administration will need staff with specialized skills for these tasks and with the ability to engage with research institutions that collect such knowledge.

Scholz concludes affirming that skill acquisition and policy learning in these five areas will happen in different ways: when recruiting new staff such knowledge and soft skills as well as international experience can be selection criteria. For most civil servants, however, it will be necessary to provide learning possibilities “on the job” and in short courses that focus on specific problems and illustrate the advantages of integrated policies and joined-up action.

On the other hand, Ziekow and Steffens confirmed the systemic view in their piece titled “*Horizontal and vertical coordination for national SDG implementation*”. For them the SDGs are designed not only for the achievement of goals but also to account for the systemic changes the goals imply and ways of achieving them. The transformational character of the SDGs requires a whole habitat of institutional arrangements in order to meet the complex demands of sustainability.

The authors agreed that at the level of central government institutions, horizontal policy integration is best suited to the coherence requirements of the SDGs. Procedurally this calls for horizontal coordination mechanisms able to overcome the fragmentation of content-related perspectives that result from the silo-organization of government. Moreover, and possibly even more difficult to achieve, a change in institutional culture is needed to overcome the deeply-rooted fragmentation of government. It is necessary that parliaments engage in the process of goal achievement as well.

Ziekow and Steffens considered that the national, regional, and local levels have to interact with each other in order to achieve comprehensive policy integration that cuts across levels. To this end, vertical coordination is required alongside horizontal coordination. In addition, a multi-stakeholder approach that includes actors from civil society and business as well as citizens and the scientific community is required in order to take account of and successfully meet the integrated and inclusive concerns of the SDGs.

The SDGs, although not drawing up binding international law, are thus going far beyond non-binding “nice-to-have poetry”. While previous sustainability discussions mostly focused on one of the three sustainability dimensions economy, ecology and social development, and thus remained oriented towards sectoral objectives, the SDGs take an integrated and inclusive, holistic view of development targets seriously. Keeping this in mind, the SDGs emphasize in various goals and targets that without an institutional framework being able to implement this effectively, the SDGs will lose their strength and momentum.

Many of the requirements related to the institutional arrangements for implementing the SDGs should actually be an element of good governance. However, looking at the public administrations in the world shows that this is not the case. In this sense, the SDGs can be understood as a major program for the global modernization of the public sector.

Simona Costanzo Sow, subsequently, dissects the training formats to improve the capacity building for civil servants in the context of the 2030 Agenda. The author considers that training formats should be dispensed face-to-face and online based on a continuous learning path with a strong focus on knowledge

sharing platforms, which allow for a continued exchange among practitioners, value the concrete experience of civil servants and allow to share doubts, questions and bottle necks, as well as concrete tools and case examples.

For her, capacity development for civil servants must be seen in the context of lifelong learning approaches, constructivist and experiential learning where structured training segments are embedded in an enabling environment, which values diverse approaches to learning and knowledge acquisition, such as job shadowing, opportunities for ongoing knowledge sharing with colleagues from within and beyond departments and other formats.

In line with the nature of the 2030 Agenda, she strongly establishes that stakeholder engagement and partnerships should not only be reflected through specific training formats, but through the way all training is dispensed. Representatives from a diversity of actors and stakeholders, including from representatives of vulnerable populations, can be included among the learners to foster an exchange of perspectives. In the same way faculty from diverse stakeholder groups in society can equally broaden horizons. The partnership dimension in the 2030 Agenda not only expresses the need to bring diverse partners on board to mobilize the financial means and capacities to implement the Agenda, it also underlines the requirement to identify relevant groups whose perspectives might be key to gain a full understanding of sustainable development challenges, which is in turn key to identify viable long term solutions, leaving no one behind.

Capacity development and learning in the context of the 2030 Agenda is a challenging endeavor. It demands a focus on transformative learning as is explained through the “head, hand and heart” model of transformative learning theory¹³⁹, which connects elements of experiential learning with cognitive elements and theory, as well as approaches to the root causes and effects of policies aiming to foster comprehension through socio-emotional learning. Similarly, the Kolb cycle of learning¹⁴⁰, describes a four stage learning

139

140

process, which covers different approaches to human comprehension, catering to different individual learning preferences, through concrete experience, reflective observation, abstract conceptualization and active experimentation.

Sustainable development learning requires substantive learning in many subject matter areas. At the same time it must open civil servants to a fundamental reflection about societal values and the role they play individually and as part of a collective to drive them forward. Ultimately, none of the learning formats discussed will deliver final answers as to the right approaches to sustainable development. By definition, a transformative and contextualized agenda cannot be based on pre-existing recipes. The importance of capacity development for civil servants therefore doesn't reside in providing the right answers - it rather emphasizes the need for all actors to ask the right questions.

Capacity development for civil servants must include hard core knowledge and skills, as well as experience, attitudes and mindsets. It needs to garner passion and compassion, reflection and self-reflection, ultimately turning civil servants into civil agents for a sustainable future, concludes Costanzo Sow.

In *Section II: Country cases* our colleagues from Brazil, China, India, Indonesia, South Africa and México give us pertinent and wide explanations of the role of schools of government in each country presenting the challenges for building capacities, awareness, skills and competencies towards achieving Agenda 2030.

The first chapter of Section II is driven by a group of academic researchers of the Escola Nacional de Administração Pública (ENAP) that shares their government experience providing civil servants to learn and adopt Agenda 2030. In “Brazilian federal government’s capacities to achieve the Sustainable Development Goals”, the authors Natalia Massaco Koga, Fernando de Barros Gontijo Filgueiras, Marizaura Reis De Souza Camões, Rafael Rocha Viana¹⁴¹ cover different dimensions of the state action in the policy production that could be assessed in the debate on the conditions for SDG’s implementation.

141 NATÁLIA MASSACO KOGA - Institute for Applied Economic Research (Ipea) and National School of Public Administration (Enap), FERNANDO DE BARROS GONTIJO FILGUEIRAS (Enap), MARIZAURA REIS DE SOUZA CAMÕES (Enap), RAFAEL ROCHA VIANA (Enap and National University of Brasília (UNB)).

They highlighted three main considerations. First, there is a low level of awareness of the 2030 Agenda within civil service. It strongly varies according to sectors, but it calls attention to the low level of awareness particularly in strategic fields for development such as the economy and trade. Secondly, data suggested that, more specifically on the analytical capacity, working with complex monitoring and assessment systems of data and evidence is an expressive challenge for most parts of the Brazilian federal government. Technical knowledge, instruments and processes in the field must be developed in order to face that challenge. Thirdly, data shows that there are spaces for sensitization, dissemination and training measures.

Particularly, in the civil servant training agenda, data indicate the need for an approach that allows a wide dissemination of SDGs, which is guided by the area of performance of civil servants. Data also provide important indications for relevant reflections on reforms in Brazilian federal civil service management policies and practices, taking into account the different performance profiles in the implementation of public policies.

The Brazilian National School of Public Administration - ENAP is undertaking initiatives in that direction, in partnership with strategic entities involved in the 2030 Agenda. Training opportunities for civil servants from both federal and local levels has been developed and offered aiming to reach different capabilities for developing the SDGs, a gateway that joins all identified initiatives from governments and civil society in Brazil was created and is being increasingly used by different actors¹⁴², a special research fellowship program was launched to support investigations on SDGs, planning workshops for the CNODS members are being provided by the School and a set of investigations such as the present one has been carried out by Enap.

Finally, this exploratory study in the context of the Brazilian government intends to raise relevant questions and data for future investigations that aim to build capacities for SDG implementation.

142 <https://exposicao.enap.gov.br/exhibits/show/ods-brasil>

Exploring the case of India, Harsh Sharma concludes in “Capacity building of public sector officials for implementing SDG 2030 Agenda: Opportunities and Challenges in India” that a coherent and effective strategy to implement 2030 Agenda and achieve Sustainable Development goals need ability and commitment from the civil servants.

He points out as political priorities change, civil servants can provide a backbone for sustaining the initiatives taken to implement the 2030 Agenda. However, civil servants also need to have technical wherewithal, intellectual curiosity and motivation to deliver on the 2030 Agenda. For this institutional infrastructure and incentives as perceived by them will play an important role. In India, civil service is a multi-layered juggernaut primarily populated by the generalists who are overworked or put in positions that have become redundant over a period. A premium on short-term achievement compared to long-term planning and implementation has created a suboptimal work environment. Any capacity building initiative has to get through this mental and institutional wall to be useful in propagating the merits of SDGs and 2030 Agenda.

For Sharma building capacity of existing institutions in the field of training, developing networks and national and international linkages to stimulate peer learning, offering handholding support and creating a sustained pressure and encouragement from citizens and civil society can help us in overcoming the challenges and take advantage of opportunities to achieve Sustainable Development Goals and help India which is at the cusp of great civilizational leap to realize her real potential.

These focused efforts have to take into account all the challenges and opportunities and ideally should be guided by the top policymakers. His final thought is about creating a robust support infrastructure for capacity building to implement 2030 Agenda will not only help for the achievement of SDGs but will also improve long-term systemic capacity to deliver good governance in line with the expectations of the citizens.

Zhou Yiping and CAO Jiahan write the next chapter about “Empowering the Public Sector in the Implementation of 2030 Agenda: A Case Study of China“.

They collected economic evidence that reflects the domestic policy challenge to keep the country on track.

The authors are highlighting that China, as the world's largest developing country with US\$9,000 GDP per capita, is still faced with many challenges in its pursuit of the SDGs. Looking into the future, the Chinese government needs to do more to guide public administrators and civil servants in managing the implementation and monitoring the progress of the 2030 Agenda in different local contexts.

Will China be able to keep stability in and by development? Sustained social-economic development is of overriding significance for China. During the past four decades, the CPC and the Chinese government have always taken development as the country's top priority. Amazingly, China has successfully achieved an average growth of 9.5% without great risks until the 2008 Financial Crisis. With the slowdown of the Chinese economy, government officials at all levels are confronted with more pressing tasks of reforms, not least: increasing efficiency of state-owned enterprises (SOEs), improving the industrial productivity, balancing economic growth and ecological environment and addressing the social security problem for an aging population. All these issues could make it difficult for government officials to cope with complexities when implementing the 13th Five-year Plan as well as the 2030 Agenda.

Despite being the world's second largest economy with a modest level of GNI per capita, China still faces daunting tasks and its development is far from balanced between different regions or rural and urban areas. Will China be able to achieve the goal of high-efficiency development? The fact is that the Chinese economy has been switching from a phase of rapid growth to the "new normal" of aspirations for high-quality development. It is in this context that China formulates its macroeconomic, structural, reform and social policies for the coming years. The transition is an inherent part of the course of economic development. China's per capita income is moving up from the current level of US\$ 8,000-plus to US\$10,000 and even higher. At such a stage of development, China needs to give more emphasis on structural improvement rather than quantity expansion in order to escape the so-called

middle-income trap. The task for China's government is to prevent major risks, especially financial risks in its economic development. Shadow banking and hidden debt of local governments are serious problems that the Chinese government needs to deal with. Also, China needs to pay more attention to the relationship between real economy and virtual economy and try to seek the golden means of them.

Therefore, for the authors, a major challenge for the majority of Chinese officials at all levels will be how to maintain the current economic growth to provide a solid economic foundation for SDG implementation - and to transform the economy and society towards sustainability at the same time. Meanwhile, to balance and coordinate the three pillars of economic growth, social progress and environment protection will also test the governance capability of officials. In the long run, public awareness needs to be raised with regards to ecological conservation featuring respect for life in conformity with and protection of nature. However, in the short term, it is imperative for civil servants to step up their environmental protection efforts, with a focus on improving environmental quality, adopting the strictest environmental protection regime, and promoting comprehensive prevention and control of air, water and soil pollution. For many officials working in underdeveloped regions, the efforts in nature conservation are usually undermined for the sake of vested economic interests.

In terms of monitoring the progress of SDG implementation, the Chinese government has conducted reviews of its efforts simultaneously with annual assessment of the progress in the 13th Five-year Plan as well as other specific plans and strategies in individual sectors. The inter-agency coordination mechanism for SDG implementation has also assigned the 17 SDGs and 169 targets of the 2030 Agenda into specific government agencies, ensuring full accountability for every review task. Moreover, China has been actively participating in follow-up reviews at regional and international levels. China supports the central role of the UN High-Level Political Forum (HLPF) on Sustainable Development and will assist it in the regular reviews of global implementation progress. China welcomes enhanced regional cooperation and positive contributions from the UN regional commissions and specialized agencies to solicit opinions and suggestions.

The authors insist that despite these positive measures already put in place, Chinese civil servants still need to do more to fill in their capacity gap to oversee and evaluate the process of SDG implementation in their local contexts, in order to optimize policy options and summarize best practices. It is worth mentioning that China, like many other countries, does not provide reviews of the SDGs individually, although it does refer to each goal in connection with its alignment to the country's development plans, and to statistics and indicators¹⁴³. Through highlighting and prioritizing policy areas including the eradication of poverty, enhancing social security, equity and social justice, protecting the environment and combating climate change, China actually addresses the SDGs in a rather indirect manner, which could make it easy for Chinese civil servants to concentrate attention and efforts on the socio-economic fields, and thus fulfill an imbalanced implementation of the SDGs.

In the article “Paving the Way for Implementing SDGs through Capacity Development of Civil Service in Indonesia” by Yogi Suwarno and Seno Hartono, they share with us the roles of civil servants in implementing SDGs in that country.

The authors review the construction of the civil service career in Indonesia based on major and fundamental legal changes. For them the Civil Service Law of 2014 marks a new era introducing a number of meritocratic elements into bureaucracy such as open recruitment, capacity development, performance, career path and new incentive system. In relation to capacity development of government apparatus, the law mandates the National Institute of Public Administration (NIPA) to develop and carry out a training system nation-wide. The training curriculum, in particular, is one of the most important elements to develop and update. In addition, the law has clearly categorized government employees into two types: (1) permanent government employee and (2) contract-based government employee. The previous type is a typical employee that is recruited by a regular mechanism and offered a lifetime

143 UNITED NATIONS, Department of Economic and Social Affairs. *2016 synthesis of voluntary national reviews*. Presented at the high-level political forums on sustainable development in 2016. Available from https://sustainabledevelopment.un.org/content/documents/23862016_VNR_Synthesis_Report.pdf.

employment. Once admitted, this type of employee is obliged to serve the country wherever he/she is placed. The employee would normally go through the career path on a steady and regular basis, and would eventually reach the highest possible pay level and the most desired position.

The second category is completely based on contract relations between the employee and the institution that the agreement takes place. The contract usually includes tenure, an incentive system and particular job description as well as the position that is given to the employee. The law was then followed by the issuance of a government regulation (Number 11 Year 2017 on Civil Service Management) that regulates how civil service should be managed in detail.

The Indonesian civil service has a particular role in policymaking where expertise, information and experience are the key factors. Recruitment system and education level largely ensure such advantages. There are a number of ways in which civil servants can contribute to and enhance the implementation of SDGs at all levels, from policy formulation to policy execution, with implications for training and curriculum design.

1) *Policy formulation*

Civil servants in Indonesia have a strategic position in the decision-making arena, in particular and foremost in the planning process where bureaucrats play a major role. Internalizing SDGs in this stage is critical, where information and resources are supplied by civil servants, and thus the role of civil servants in this regard is extremely important. Sectoral policy formulation in particular can be enhanced by introducing and internalizing SDGs at the beginning of the policy process.

2) *Budgeting mechanism*

The process of budgeting involves not only the decision makers from both the government and the legislative sides, but also civil servants at large. The decision makers from the executive's side could be governors, regents or mayors at

local government level, and ministers or the head of agencies at central level. The civil servants play an important part in the process of deciding budget allocation as they are the only side who could provide and prepare the needed data for the decision-making process.

3) *Policy implementation*

The very task of civil servants is to implement policy at all levels. The SDGs can only be achieved if and when policy implementation is done properly by civil servants. However, the public at large needs to engage in such an implementation process, and thus civil servants could pave the way to create rooms for such participation. Civil servants can effectively enhance the SDGs implementation by bringing other stakeholders on board.

4) *Policy execution at street level service delivery*

Civil servants play an important role in day-to-day operation of policy execution that may be strongly related to the achievement of SDGs such as green activity, saving energy, water sanitation, as well as other environmental friendly activities.

5) *Training curriculum and design*

Training institutions like NIPA, in particular, have an opportunity to introduce and internalize SDGs into mind-set and behavior among bureaucrats favoring the achievement of SDGs through designing training curriculums. Within Indonesia, an on-going examination of curriculums and design of leadership training is being conducted by NIPA, in order to establish a more productive and adaptive training system. In the training activities, the Agenda 2030 can be internalized in many ways, for instance by directly becoming part of the training curriculum as a topic in their own right or by indirectly inspiring the development of a new and SDG-focused curriculum.

For Indonesia's case, the role of civil servants in the implementation of the SDGs can take a different shape from other actors' role. Capacity development i.e. training of government officials is inevitably needed for all these options. In the Indonesian context, such training can be done not only by NIPA as the developing institution, but also by other training centers from central and local governments. This would allow for a scaling up and replication of capacity development of national government officials at all levels and nation-wide.

Tshombe Lukamba in his contribution looks into the region of Africa and in his chapter "Getting government organized to deliver on the Sustainable Development Goals: Regional Perspective from Africa" concludes that finally, sustainable development and the SDGs have been accepted by African states. The majority of the governments do not want to see the Agenda 2030 fail on the continent in the same way as the implementation of the MDGs, he argues, where many countries did not achieve their targets. While most of the governments have begun implementing the Agenda 2030 for the past three years, it is difficult to evaluate any progress or achievement at this time. Many countries on the continent have chosen to align the Agenda 2030 with their national development plan to facilitate the application of the seventeen goals into government programs. Under that particular initiative the various African governments are hoping to be able to implement the SDG programs.

He also points out challenges and opportunities. The first one is linked to another program the Africa Union (AU) decided to embark upon in parallel to the establishment of the Agenda 2030. The AU adopted its Africa Agenda 2063, which means that each country must ensure compliance with both programs. The majority decided to combine the two programs without compromising either of them. The second challenge that countries could face is the compilation of data by each country concerning the progress of the Agenda 2030. This will already require substantial effort by each government in terms of data collection. African countries will need to train civil servants on the SDGs in different spheres of government. Lukamba argues that public officials should know about the Agenda 2030 and be aware of debates on the way in which all 17 goals are to be implemented. For this, he argues, the Agenda 2030 should be monitored and progress assessed and reported every year.

Lukamba's contribution supports the idea of the role of evidence informed policy making to deliver not only the Agenda 2030 but also make it compatible with the Africa Agenda 2063. He is putting on the table the need to discuss national and international policy coherence and of course, the importance of networks, regional, national and international associations.

The last piece of Section II is delivered by Adriana Plasencia Díaz "Building capacities for the Agenda 2030. The role of the National Institute of Public Administration (INAP) in Mexico."

The author explains that the 2030 Agenda involves the establishment of new and different ways of interaction between government levels in Mexico, as well as with different actors both in national and international scenarios. These issues are immersed in highly complex and uncertain contexts in such a way that the structural and human capital limitations of governments become evident, as well as the urgency of action. For years, decentralization was considered the ideal strategy to promote the development of institutional and administrative capacities in subnational governments. In Mexico, these refer to the state and municipal governments within the framework of a federal republic. This, in fact, is the horizontal, vertical and multiple interactions described by Scholz, Ziekow, Steffens and Costanzo Sow in Section I.

Plasencia points out that municipal challenge continues and in the face of the burden which implies implementing the 2030 Agenda in one of the closest levels of government, the real and immediate needs which require immediate solutions for the population will become evident, at least in Mexico. She collects evidence of the administrative and institutional weakness of this level of government, and explains that the challenge continues with the constitution of communicative vessels between different levels of government, which emphasize the importance of governmental proximity with the needs of the population and the importance to refresh concepts of federalism in order to bring together channels of interconnected dimensions.¹⁴⁴ The constitution

144 RUBENSTEIN, David. S. (2015). *Administrative federalism as separation of powers*. Washburn University, School of Law. Washington and Lee Law Review. Vol. 72, 2015, pp. 174-253.

of an administrative federalism in which collaboration between different governmental entities needs to be established remains the aim.¹⁴⁵ Its main purpose is to bring about human capital that will be in charge of dealing with the new millennium demands: administrative officials with appropriate administrative capacities for successfully applying the strategies demanded by the 2030 Agenda. Finally she highlights the INAP contribution in training civil servants for the 21st century, which she regards as a significant and decisive one.

In Section III: Cornerstones for training, the question of key elements and methodologies in the training of civil servants is explored. Tatjana Reiber discusses teaching-learning strategies for adults in illustrative detail. If you need to design and implement transformative capacity development formats, this is a key reference chapter for you.

The author points out the implementation of the 2030 Agenda requires a transformative shift to become a success. Change is possible when business as usual approaches are questioned and left behind. While capacity development activities can address gaps in competencies of civil servants and thereby contribute to the establishment of a highly qualified public administration, qualification will stay shallow without political commitment to the 2030 Agenda. Therefore, courses on the 2030 Agenda have to go beyond technical training; they have to create a motivating narrative and address mindsets and attitudes.

This chapter presented essential steps for the design of effective capacity development courses. In essence, the call for training activities that create a deep reaching commitment to the 2030 Agenda also demands corresponding attitudes on the side of those who offer the training. Reiber argues that the capacity development course will only lead to success when trainers inspire for the 2030 Agenda, respect the autonomy of learners, and show appreciation for the experiences of others.

145 PLASENCIA DÍAZ, Adriana. (2010). *La federalización de la educación básica en el Distrito Federal*. Instituto Nacional de Administración Pública, A. C. México.

Finally, the chapter by Dolores Brito and Rogerio Correa explored “A Proposal for Multi-Stakeholder Training - Perspective from the Brazilian National Platform on Voluntary Sustainability Standards”, taking into account the Brazilian context.

Voluntary Sustainability Standards (VSS) are an opportunity to advance in reaching different SDGs of the agenda 2030. The creation of the Brazilian National Platform, whose board includes different stakeholders, provides a forum of discussion and data production on the subject. Thus, it is from a multi-stakeholder perspective that the need for training emerged. This approach envisages that unless the Agenda 2030 is looked at from this broader perspective, it will be very difficult to accomplish it.

Based on the idea of a broader perspective, the suggested training with four modules could be a starting point to train on the subject of the Agenda 2030 and VSS. The overview provided some ideas on substance for the training, on specific content for a rather complex target group. A key message of this chapter is that diversity of the group of learners is a key requirement of a VSS platform and that it should be seen as an asset rather than an obstacle, as it comes with a wealth of perspectives and opportunities for mutual engagement and allows for emotive engagement, complementing cognitive learning. For precisely this reason, a multitude of perspectives is likely to be a key requirement in numerous sectors of the civil service - and it certainly is much in line with the rationale of the Agenda 2030.

Our discussion of training civil servants for serving the (global) common good has highlighted the need for profound change in societies, and both as an effect and as a precondition for this change, also changes in the way administrations work. The Agenda 2030 with its Sustainable Development Goals (SDGs) requires different approaches to policy planning and administration. This agenda needs to be put into national context to make its transformative character meaningful to different societies.

In this endeavor of implementing the Agenda 2030, civil servants (government officials) have a pivotal role to play and are more than mere executors of decisions taken elsewhere. Civil servants have to interpret situations, apply

rules with context sensitivity, collect data and evidence on policy-effects, and they have to communicate policies. The task of communication and coordination happens both within their administrations (horizontally), also beyond their narrower administrative unit and ministry, as well as with the broader public and with the executive (vertically). This is a complex task, and civil servants in most parts of the world tend to be strongly rooted in the status quo and in “keeping the boat steady”. Planning for transformations usually is not part of their job descriptions, unless there is an immediate crisis that needs to be addressed.

Yet, in order to address the challenges, administrations need to overcome institutional and mental silos, which is administratively challenging. A cultural change is required, with a shift in mindsets. Changing culture and mindsets is of course a difficult task and at best a slow process. Training is one key element in this endeavor, and it needs to include knowledge and analytical skills (i.e. abilities), as well as adaptations skills for fundamentally new requirements by their jobs (i.e. willingness) and a conducive setting for continuous learning and coordination across silos (i.e. environment).

On the abilities: Officials need to know the Agenda 2030, its key message and line of thinking in the first place. They need to be able to communicate on synergetic and conflicting goals, need to be able to identify and collect data on indicators, need to understand needs for prioritization in their respective societies. International exchange on practice and experiences might help with these tasks. As the exemplary cases in the discussion above illustrated: content matters massively, as in some regions, the challenges are disproportionately high and the Agenda 2030 has not yet reached officials at all levels. In the case of Africa, challenges with the predecessor of the MDGs are far from being overcome, and coordination of different agendas certainly puts additional administrative strain on already limited capacities in the civil service.

On the willingness: Personal experiences and belief systems shape peoples’ behavior and response to unfamiliar situations. How is the ability to engage with a variety of stakeholders and to confront new challenges best nurtured in civil services? The Brazilian opinion poll amongst civil servants illustrate an

intrinsic motivation to be “part of something bigger”. There is a demand for narratives and for meaningfully contributing to the common good, it appears. In other words: there is motivation to tap into an ambitious agenda. At this level, the paedagogic tools are important and training needs to go beyond the mere presentation of material. Learning thus, as Reiber reminded us, includes the willingness to “unlearn” and learn new things, if we take the call for transformation of our societies and our way of life seriously.

On the environment: How the Agenda 2030 is presented and how it is incorporated in the daily working experiences - and in regular and at times compulsory training formats - sends indirect messages to civil servants. With the exchange between schools of public administrations and governments that the involved institutions initiated in early 2018, a peer exchange on these three elements was started. The exchange on the first two elements - required abilities and ways to nurture willingness - impacts on the third element of contributing to creating an environment in which the transformative Agenda 2030 can be addressed successfully. Civil services perform a dual role: they both communicate with the wider public and provide input to policy processes. Engaging with and exchanging amongst Schools of Public Administrations or Schools of Government does not replace political will and cannot supplant political leadership with administrative zeal. Leadership, however, is only one element for implementation of policies - well-functioning and results-focusses administrations (bureaucracies) is another.

With our approach to engage with and amongst Schools of Public Administration and Government, we aim at overcoming ministerial silos and narrower confines of portfolios in place where the need for profound change is recognized by society and by political leadership. While our example from China argues that the country created its own narrative (which might have been facilitated by the single-party rule), other examples highlight the role of joint training. These teaching and learning institutions provide avenues into the civil service at various stages of civil servants’ work life and thus potentially build bridges between different “batches” of civil servants as well as different branches of administration.

The ideas captured in these pages reflect a vitality of informed perspectives and inspiring strategies to transform and create - in a nutshell: to practice innovation for changing mindsets. The content and the conclusions demonstrate one specific task every country - irrespective of its income level or status - should be embracing: unraveling the complexity of Agenda 2030 to transcend the simplistic and linear conception for implementing the 17 goals and the numerous indicators contained in each one of them.

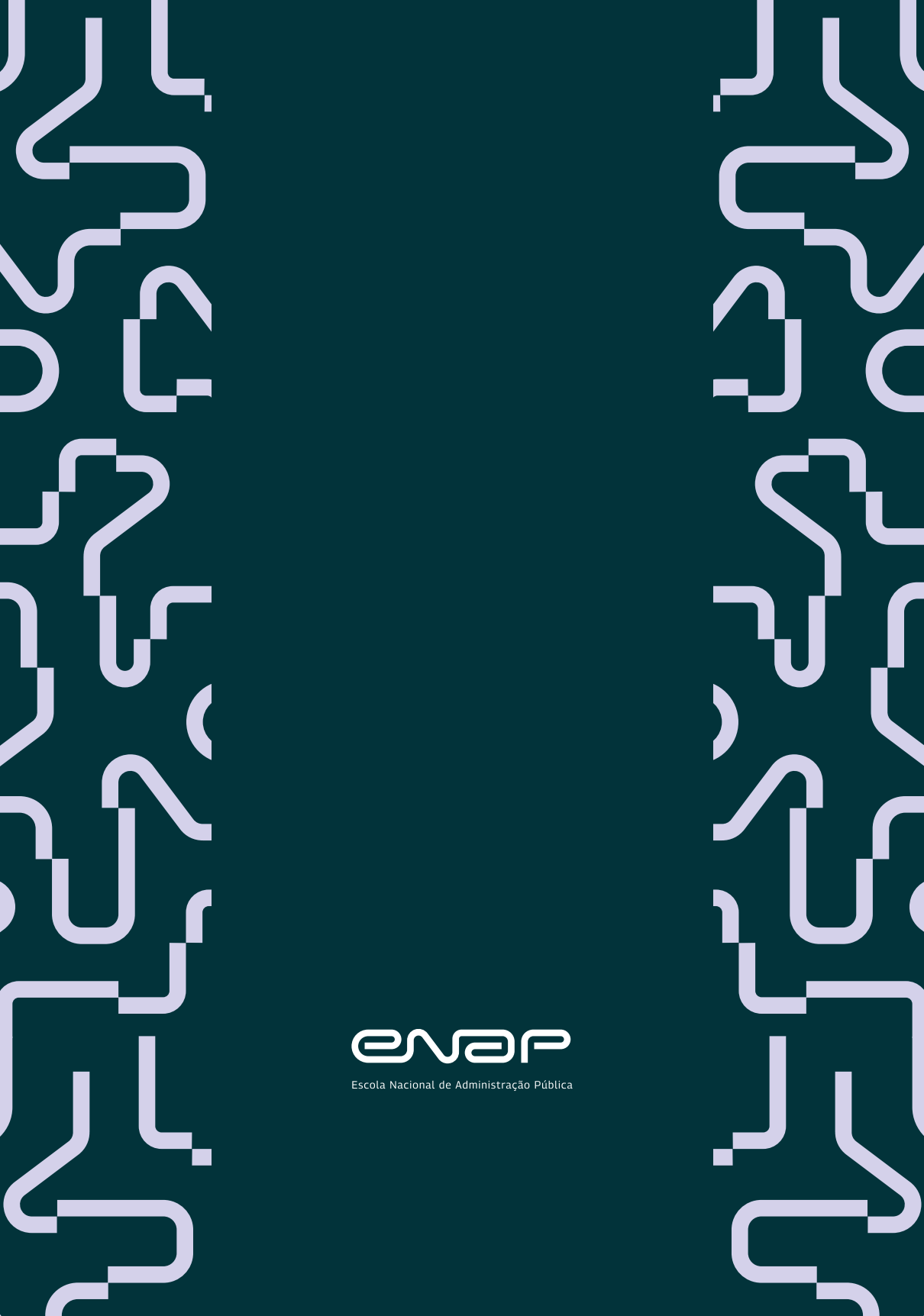
The Agenda 2030 is for deep transformation, for questioning the status quo in order to reach sustainability of human life. For this, we emphasize the need to build strategies for collective reflection, strengthening the need to take the implementation of Agenda 2030 seriously. The defense of this principle involves the construction of inter- and transnational support networks, so that the theme can, overall, progress - despite political volatility of different national contexts. The stakes are high - and much is to gain through peer exchanges and cooperation in our common network. The matter is urgent.

We hope to have contributed to an exchange amongst stakeholders across borders. As we pointed out in the first paragraph of our final thoughts, this is a seminal book for practitioners, public managers, researchers, civil society organizations from all over the world. We hope to have stimulated curiosity in seeking to face the future with practical actions in diverse contexts, allowing the readers to gain reference or starting points for mapping their own local actions with or by their respective civil service. We should bear in mind that everything we do on our planet is connected. In the 21st century, there are no island nations anymore; the national context is always also international.

Adriana Plasencia Díaz

Pedro Alves

Sven Grimm



ENAP

Escola Nacional de Administração Pública