From Implementation of MDGs to 2030 Sustainable Development Agenda: What will it take from Government and Public Administration to Achieve Sustainable Development Goals (SDGs)

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The deadline for achieving the Millennium Development Goals (MDGs)\(^1\) agreed by World Leaders in New York in September 2000 during the Millennium Assembly of the United Nations\(^2\) is end of December 2015. The work ahead for every country and international community is to strategize on how to implement the 2030 Development Agenda and achieve the Sustainable Development Goals (SDGs)\(^3\) agreed and adopted by World Leaders meeting in the United Nations Summit for the Adoption of the Post 2015 Development Agenda in September 2015. The 2030 Agenda for Sustainable Development containing 17 Sustainable Development Goals and 169 targets will replace and build on the achievements of the Millennium Development Goals to guide development efforts by all countries of the world for the next 15 years beginning with January 2016. Key actors and stakeholders are looking at ways to achieve a more effective balance and integration among the policies and strategies, guiding the economic, social and environmental pillars of sustainable development, as well as at the practical tools and means of implementation needed to achieve sustainable development. The key question is: what will it take to effectively implement the 2030 Agenda for Sustainable Development and achieve the SDGs?

There are prerequisites for achieving the Sustainable Development Goals. One of them is sound good governance subtended by, among other things, a capable public administration in terms of both institutional and human resources capacities. Some lessons learnt from the implementation of the MDGs, illustrate that an inadequate public administration in terms of institutional, and human resources, including transformative leadership capacities, leads to insufficiency or even absence of policies, and strategies at the national level as well as to their weak implementation causing poor delivery of public services that would be vital to the achievement of global commitments such as the MDGs and the SDGs. Building a capable public administration becomes a critical objective in situations where public institutions are not able to improve and accelerate the operational capacity for the development of a country.

The question of what it will take to implement the 2030 Agenda for Sustainable Development and achieve the SDGs is, in this presentation, discussed from the stand point of the need to develop public administration capacities and capabilities. What will it take from governments and public administration to implement the 2030 Agenda for Sustainable Development and achieve the SDGs. Given socio-politico-economic development challenges related to the implementation of this ambitious, extensive, comprehensive, inclusive and global agenda, which the World leaders who adopted it called a plan of action for people, planet and prosperity, doing government as usual, doing public administration as usual, especially in developing countries, will not produce the desired results.

Let us recall here the proposed 2030 Agenda for Sustainable Development and its 17 SDGs. The preamble of the 2030 Agenda points out five basics which we have expanded to

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\(^1\) The Millennium Development Goals are to: (1) eradicate extreme poverty and hunger; (2) achieve universal primary education; (3) promote gender equality and empower women; (4) reduce child mortality; (5) improve maternal health; (6) combat HIV/AIDS, malaria and other diseases; (7) ensure environmental sustainability; and (8) develop a global partnership for development.

\(^2\) See United Nations General Assembly Resolution A/RES/55/2 of 18 September 2000

\(^3\) See United Nations General Assembly Resolution A/RES/70/1 adopted by the United Nations Summit for the Adoption of the Post 2015 Development Agenda on 25 September 2015.
six: People, Planet, Prosperity, Peace, partnership and Poverty eradication. The 2030 Agenda for Sustainable Development is made for the prosperity of the people and planet and calls up on partnerships and collaboration from all to engage in its implementation. Without peace prosperity is not achievable and without poverty eradication sustainable development is impossible. In the presentation we will refer to these as the six Ps of the 2030 Agenda for Sustainable Development; the central one being the P for the “People” because the 2030 Agenda for Sustainable Development is made by “we the people” for the “people” and will have to be implemented by full engagement of the people.

Diagram one: The six Ps of the 2030 Agenda for sustainable Development

The 17 goals are around three pillars (social, economic, and environment). However given the recognition that poverty eradication is the biggest challenge facing the world, in this presentation we take poverty eradication as a fourth pillar as indicated in the diagram below.

“The Sustainable Development Goals and targets are integrated and indivisible, global in nature and universally applicable, taking into account different national realities, capacities and levels of development and respecting national policies and priorities. Targets are defined as aspirational and global, with each Government setting its own national targets guided by the global level of ambition but taking into account national circumstances. Each Government will also decide how these aspirational and
global targets should be incorporated into national planning processes, policies and strategies. It is important to recognize the link between sustainable development and other relevant ongoing processes in the economic, social and environmental fields”.

Diagrams:

Diagam two: The Dimensions of Sustainable Development

Sustainable development is understood to refer to three dimensions i.e economic, social, and environment development. In addition it is agreed that poverty eradication remains the biggest development challenges and that without eradicating poverty in all its form, sustainable development cannot be achieved.

Key challenges in achieving sustainable Development

Countries are going to be confronted with various challenges of different nature and varying magnitude which will need to be address in order to achieve the SDGs: The challenges will vary according to the socio-politico-economic conditions of each country including its level of development. It is therefore difficult, and may not even be desirable to try to enumerate all possible challenges countries will face. In this presentation we will point out the basic ones which will be the core and therefore likely to be faced by all countries irrespective of the conditions of the country. They are: (i) How to eradicate poverty in all its forms, (ii) How to achieve social sustainability, (iii)How to achieve environmental sustainability, and (iv) How to integrate the three pillars of sustainable development and mainstream them into coherent development policies and strategies. In order to start of the discussion we need to identify the major challenges involved in the implementation of the 2030 Agenda for Sustainable Development. The basic challenges are four.
The challenge of how to eradicate poverty: Poverty eradication is the greatest global challenge facing the world today and an indispensable requirement for sustainable development. A new analysis of extreme poverty released in 2013 April by the World Bank shows that there are still 1.2 billion people living in extreme poverty in the world, despite recent impressive progress. Although varying considerably from country to country one in five Latin Americans, i.e 130 Million people lives in chronic poverty. Chronic poverty is in both urban and rural areas. Rural areas are often associated with higher poverty persistence. Rural poverty chronicity is three times higher and over 20 percentage points higher than in urban areas. However, in absolute numbers, urban areas in many countries hold higher numbers of chronic poor than rural areas (for 2004 to 2012). In at least five countries (Chile, Brazil, Mexico, Colombia and the Dominican Republic), the number of urban chronic poor surpasses the number of rural chronic poor, and in many other countries, the number of urban and rural chronic poor is roughly equal4. All this goes to emphasize that the challenge of eradicating poverty is still huge! It concerns inequality and inequity and suffering all the indignity of being regarded as poor and hopeless. And so basically the very first challenge confronting sustainable development is how to eradicate poverty. As a challenge confronting government, it can prove persistent and teasing especially where economic growth is accompanied by growth in inequalities. Where this happens people who become less poor remain disgruntled because they turn their attention to the very rich. Thus the problem turns into the issue of the gap between the rich and the poor rather than poverty as such.

The challenge of how to achieve social sustainability: Social sustainability can be a very ambiguous huge undertaking because it covers almost all aspects of human life. Even poverty itself is a big social issue. To deal with ensuring social sustainability one has to address issues related to equity and equality, social cohesion, social inclusion, shelter, education, health, youth engagement and employment, engaging the elderly, gender and

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advancement of women in social economic and political life, migration, population and demographic growth and dynamics, social diversity etc. Each of these is a huge topic in itself and would require big strategic actions to address it. “Latin America has the highest levels of income disparity in the world, and these inequalities are mirrored in access and quality in areas such as health, education, and basic services such as electricity and drinking water. The region is also rich in, cultural and linguistic diversity, with over 650 indigenous peoples speaking more than 600 languages. This diversity is a source of creativity, growth, and human development, but it can also give rise to overwhelming social tensions, exclusion, and discrimination”

The challenge of how to achieve environmental sustainability: Sustaining the environment such that current generations do not create environmental conditions that will be untenable for the future generations is a complex thing and it touches very much on issues of poverty eradication as well as on those related to social sustainability.

“Latin America and the Caribbean, home to some of the world’s most pristine and diverse ecosystems, depend heavily on natural resources to generate economic growth. The challenge for this region is to reconcile the demands of growth with the need to protect and manage its habitats and resources in order to achieve sustainable development, while facing global environmental threats such as climate change. The IDB helps member countries address these challenges by financing activities to improve the management of protected areas, generate income opportunities for communities that depend on ecosystem services, manage coastal and marine resources, and support climate change and disaster risk management initiatives in critical watersheds. We also ensure that every project we finance includes rigorous social and environmental safeguards and sustainability measures.”

The challenge of how to integrate the three pillars of sustainable development: Challenges related to achieving sustainable development are numerous and enormous. However, the biggest of all of them is how to integrate the three pillars of sustainable development into one coherent strategic action. The General Assembly resolution clearly states that “The challenges and commitments contained in these major conferences and summits are interrelated and call for integrated solutions. To address them effectively, a new approach is needed. Sustainable development recognizes that eradicating poverty in all its forms and dimensions, combating inequality within and among countries, preserving the planet, creating sustained, inclusive and sustainable economic growth and fostering social inclusion are linked to each other and are interdependent”. It is understood that each pillar being treated alone is likely to be unsuccessful. But even if, to some measure, it succeeded it would not be sustainable because any shortfalls in one pillar easily causes faults in the others. For example, the struggle against poverty by agricultural rural people can easily degrade the environment (for example deplete forests and vegetation cover and cause sever soil erosion and eventually flooding). Addressing issues of the environment without addressing issues of poverty would not yield sustainable positive results.

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What will it take from Government and Public Administration: The Role of institutions in addressing the challenges of implementing the 2030 Agenda for sustainable Development?

The State is a critical player in the socio-politico-economic development of any country. This includes in managing the environment. Therefore, it is worthwhile to interrogate the role of the institutions of the state in implementing the 2030 Agenda for Sustainable Development and achieving the SDGs. However, the State is not the only player in this. In other words the interrogation should be formulated with three tags: What should the state do to successfully implement the 2030 Agenda for Sustainable Development and achieve SDGs? What should Civil society do? What should the private sector do? And how can they collaborate and create synergy to ensure integration and harmony in sustainable development. These interrogations must be directed at the global, regional, national, local, and community levels. At community level there may be need, in certain situations and countries to look at the role of traditional institutions which often have a bearing on the performance and behavior of societies. Understanding the role of institutions in sustainable development must be discussed and understood by looking at institutions at global level (for example the United Nations, the World bank, the IMF etc), at regional level (for example the European Union, the African Union, and other regional integration bodies), at national level in terms of central government and publics sector institutions, at local level in terms of local governments where governance systems are decentralized, and at community level in terms of community based organizations. Any of these levels acting on its own alone will not achieve sustainable development. One of the challenges related to developing institutions concerns how to ensure that all of these levels are integrated and working in synergy. Diagram four bellow summarizes the framework for interrogating the role of institutions in sustainable development in an integrated way taking into account all the sectors at all levels.

Diagram four: Framework for interrogating the role of institutions in sustainable development
Achieving SDGs is placed at the center because we believe that whether it concerns poverty eradication, addressing social problems, economic problems and even saving the environment, ultimately the real results should be seen at community level in terms of achieving SDGs. A call for achieving sustainable development should include examining the institutional arrangements and capacities at each of these levels and in each of these sectors to assess the extent to which the institutions are appropriate to support the planning, implementation, monitoring, evaluation and control of achievement of sustainable development. In this presentation, we focus on institutions and systems of government and public administration that are critical to the achievement of SDGs.

**Government and public administration institutions critical to achieving the SDGs**

The target of 2015 when the MDGs are expected to be achieved is end of December 2015 – i.e in just two months. It is understood that despite positive progress in achieving MDGs, in many countries there will remain shortfalls. Achieving sustainable development includes therefore achieving the total of all the MDGs. First and foremost, there needs to be an effective state for sustainability of any socio-politico-economic activity, let alone achieving MDGs, to happen. Countries which have seen their States crumble have witnessed severe suffering and can never hope to achieve MDGs and SDGs without rebuilding their State and public administration Institutions. The most obvious way of grasping the importance and role of Government systems and institutions of the State in achieving SDGs is to look at what happens to a country/society when its state institutions get destroyed. It is good that the framers of the 2030 Agenda for Sustainable Development right since the Rio+20 summit recognized that good governance is critical for sustainable development. A capable state and an effective public administration are indispensable for sustainable development. A capable, intelligent and effective State will work with actors in the private and civil society sectors to redefine and agree upon its mission and mandate as well as the challenges these actors are intended to concern themselves with. The aspirations of the entire country in terms of socio-politico-economic development and the challenges that stand in the way to the attainment of these aspirations are analyzed, diagnosed, discussed and agreed through consultations and participation of a cross section of the population. At the same time, the sharing of responsibilities and means of collaboration and participatory action among all sectors (public, private and civil society sectors) are determined. In this way, the missions of the State will be defined or redefined, understood and agreed by all the other actors. When the definition of missions is done in a participatory way, involving all sectors, chances become greater for each governance actor to know what the others are doing and how collaboration should be approached. This also provides a reference point for the state to focus on what it can and must do.

It is equally noteworthy that the capability, intelligence, and effectiveness of the State need to be seen at the various levels and in the various institutions of the State. The Legislature must be capable, intelligent and effective in its legislation, oversight and representative functions. The Executive must be capable, intelligent, and effective in its policy and strategy formulation and implementation, service delivery, and performance control functions. And the Judiciary must be capable, intelligent and effective in the administration of fair accessible and equitable justice to all. Likewise all other institutions established by the State whether for public investment (such as Public Enterprises) or for accountability (such as Ombudsman) must be capable, intelligent and effective in the functions for which they are established.

However, this presentation will focus on the role of the Public Service as a central component of public administration in the implementation of the 2030 Agenda for Sustainable Development and achievement of the SDGs.
The Role of the Public Service in implementing the 2030 Agenda and achieving SDGs

There are many things the Public Service in every country will do to implement, or to facilitate the implementation of, the 2030 Agenda for Sustainable Development and achievement of the SDGs. We have singled out six which we consider as the most critical. These are: (i) Policy and strategy planning, (ii) Providing services, (iii) Infrastructure development, (iv) Resource mobilisation, (v) Monitoring and evaluation, and (vi) Institutional and Human Resource Capacity development. Some of these may be outsourced while others could result in severe regrets on the part of the public service if outsourced to private operators. Others could be partially outsourced in a collaborative arrangement between the public service and private operators. In this, collaboration becomes an important feature of the public service of the future. For example, service provision and infrastructure development can be outsourced and produce effective results if the outsourcing is very well supervised. However, it would be a bad idea for a government to outsource policy and strategy planning. Capacity development and monitoring and evaluation can be partially outsourced. There are several combinations of collaboration between private and public sector operators through which such outsourcing arrangements can be undertaken. The issue to take into consideration is that government may outsource anything else but not its responsibility. This means that outsourcing itself requires some critical competences and talent on the part of government or public service if it has to produce the desired results. Such competences include but are not limited to, coordination, monitoring, evaluation, professionalism, integrity, ethical conduct, communication, etc. We are back therefore to the critical issue of human resource capacities and talent management in the public service. The diagram below illustrates the role of the public service in the implementation of the SDGs.
Diagram five: Showing the contribution of the Public Service to achievement of SDGs

In the diagram above, it is illustrated that the public service is expected to provide the bedrock on which all operations of all actors are anchored which when not provided the whole effort of implementing the post 2015 development gets jeopardised. This bedrock is the rule of law and justice, observance of human rights, law and order, security of person and property, leadership, professionalism, transparency, accountability, ethical conduct, and integrity. All this goes to say that the public service is a critical instrument for state action in the implementation of the post 2015 development agenda. It is also a critical backbone for the action of the other actors and stakeholders besides the government.

### Linking Public Service Delivery to Achievement of Sustainable Development Goals

The delivery of Public Services (Public service widely understood to include, services such as education, health, peace, security and safety, law and order, justice, water, energy, information, diplomacy, environment protection, housing, refuse and garbage collection, sanitation, licensing, taxation and financial mobilization, poverty eradication, etc.) is generally taken as a key function of government. Behind the delivery of such services are institutions, policies, laws, rules, regulations, strategies, infrastructures, which are also put in
place by governments. The effectiveness of any government lies in the extent to which services of this nature are delivered with equity responsiveness and inclusion. Looking at the 17 SDGs, literally each of them will require effectiveness of service delivery to be achieved.

**Diagram six: Showing SDGs services linked to them**

<table>
<thead>
<tr>
<th>Goal 1</th>
<th>End poverty in all its forms everywhere (delivery of all services, health, education, infrastructure, information, law and order, justice, etc. contributes to fighting poverty in all its forms),</th>
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<tbody>
<tr>
<td>Goal 2</td>
<td>End hunger, achieve food security and improved nutrition and promote sustainable agriculture (linked public service include: agricultural policy, land policy, agricultural extension work, research, food security policies, etc)</td>
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<tr>
<td>Goal 3</td>
<td>Ensure healthy lives and promote well-being for all at all ages (linked public services include; health services in general, health policy, health insurance, primary health care, immunization, medical research, hospitals, health clinics, pharmaceutical, maternity, etc)</td>
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<tr>
<td>Goal 4</td>
<td>Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all (linked services include; education policies, infrastructure including school buildings etc, kindergarten canters, primary schools and other schools up to university, teacher training, etc)</td>
</tr>
<tr>
<td>Goal 5</td>
<td>Achieve gender equality and empower all women and girls (linked services include, gender policies, girl child education, maternal health care, women land and property sensitives laws, etc)</td>
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<td>Goal 6</td>
<td>Ensure availability and sustainable management of water and sanitation for all (linked services include, clean water, refuse collection, sanitation services, etc)</td>
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<tr>
<td>Goal 7</td>
<td>Ensure access to affordable, reliable, sustainable and modern energy for all (linked services include; energy policy, electricity provision eg lighting cities and villages, heating and cooling, etc)</td>
</tr>
<tr>
<td>Goal 8</td>
<td>Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all (education services to develop a skilled employable population, economic and employment policies, labour laws, etc)</td>
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<tr>
<td>Goal 9</td>
<td>Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation (</td>
</tr>
<tr>
<td>Goal 10</td>
<td>Reduce inequality within and among countries</td>
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<td>Goal 11</td>
<td>Make cities and human settlements inclusive, safe, resilient and sustainable</td>
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<tr>
<td>Goal 12</td>
<td>Ensure sustainable consumption and production patterns</td>
</tr>
<tr>
<td>Goal 13</td>
<td>Take urgent action to combat climate change and its impacts*</td>
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<tr>
<td>Goal 14</td>
<td>Conserve and sustainably use the oceans, seas and marine resources for sustainable development</td>
</tr>
<tr>
<td>Goal 15</td>
<td>Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably</td>
</tr>
</tbody>
</table>
The social: seeks to achieve a secure social environment
The Economic: works for sustainable economic growth
The political: aims at having an accountable governance system
The Poverty eradication: works to eradicate poverty in all its forms and manifestations

Goal 16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Goal 17 Strengthen the means of implementation and revitalize the global partnership for sustainable development

It is clear that the delivery of Public Services is critical to the implementation of the 2030 Agenda for Sustainable Development and achieving the Sustainable Development Goals. This makes it imperative that every government be equipped with adequate comprehensive capacities that ensure the delivery of public services. The reality however, as the world prepares to transition from implementation of the Millennium Development Agenda to the implementation of the 2030 Agenda for Sustainable Development, many governments are still short of the requisite capacities for effective delivery of public services. This makes developing capacities for the delivery of public services a critical need that must figure prominently on the strategies for implementing the 2030 Agenda for Sustainable Development. While public sector capacity development has been on the agenda of many governments and development partners both national and international, the implementation of the 2030 Agenda for Sustainable Development has heightened its importance. Moreover, it is necessary that the whole concept and practice of capacity development be recast to align with the imperatives of the 2030 Agenda for Sustainable Development.

The need for transformative leadership for effective policy implementation

Transforming our world by successfully implementing the 2030 Agenda for Sustainable Development will need strong effective transformative leadership to give impetus to everything else that is required for success. In the context of relatively severe development challenges facing countries (challenges including how to eradicate poverty, how to reduce unemployment especially among women and youth, how to develop the private sector, how to improve and strengthen public and corporate governance, how to address the problem of bloated public sectors and pervasive corruption, how to enhance competitiveness of economies, how to increase delivery and consumption of services such as education and health, how to address internal conflicts and violence, and how to not only survive but to thrive in a global environment where what seems to matter to external actors is their own survival, etc), there is need for a transformative leadership that can formulate and implement a coordinated and comprehensive strategy that involves governments, the private sector, civil society, and the international community to transform economies into development machines for people of the world to achieve sustainable development.

Diagram seven: Four Pillars of policy Transformative leadership in Africa
Transformative Public Sector Leadership is key in inspiring and influencing fundamental positive policy change. Innovative governance that can address challenges of sustainable development needs leaders that can understand and influence innovation from a political and managerial angle. According to this paper four policy pillars stand out for transformative leadership: (i) the economic policy pillar that works for sustainable economic growth, (ii) the social pillar which seeks to achieve a clean and secure social environment especially in terms of equitable development and consumption of services and inclusive development leaving no one behind, (iii) the political pillar which aims at having an accountable governance system in place to enable the social and economic pillars to work in unison to achieve sustainable development, and (iv) the poverty eradication pillar which works to eradicate poverty in all its forms and manifestations. The poverty pillar is singled out because it has been acknowledged by world leaders in government, private and civil society sectors since the Rio+20 Summit in June 2012 that the biggest challenge facing the whole world, today is poverty eradication. Transformative leadership is necessary for initiating and driving the formulation and implementation of policies in priority sectors considered critical in driving sustainable development in all its pillars.

Diagram eight: All wheel drive transformative policy leadership

As illustrated above, transformative public sector leadership for sustainable development is basically about four things: (i) transforming individuals, (ii) transforming organizations, (iii) transforming institutions, and (iv) transforming societies. Even if these four are different in their scope, context, value and results when they are integrated in the way they are strategically planned and implemented, they complement each other to complete the process, quality and nature of socio-politico-economic development. Transformative leadership is paramount in creating momentum to pursue excellence in all aspects of socio-politico-economic public governance; including in the quality of public services as well as in the way the services are delivered. In terms of individuals, transformative leadership aims at individual empowerment and capacity development with the ultimate outcome being moral courage and human dignity of individuals. Here governments do not have to do for individuals what they can do for themselves, but they have to empower them to expend their imagination and initiative to ensure their livelihood. In terms of organizations and institutions it is about their collective goals and values which enable individuals and communities to enjoy the collective goods and services including individual freedoms and human rights which enhances their human dignity, and in terms of society it is about equity, equality, inclusion, social justice and democracy.

Transformative leadership will devise the means to scan the future to forecast the coming problems and challenges and find solutions to them before they emerge. It must be stressed that
Transformative leadership also emphasizes capacity development because many countries, especially the developing ones, face various challenges in ensuring integrated policies and strategies covering these pillars, the biggest challenges being in the area of inadequate public sector capacity including human, institutional, and financial capacities.

The partnership needs to involve all levels and in all sectors. This is something that calls for transformative leadership to exist at all levels if policy has to succeed, especially, as we pointed out above, if transformative policy leadership has to affect positively individuals, organizations, institutions, and society. In the diagram bellow we show the various levels of transformative leadership that are needed for policy success.

Since the World Summit Rio plus 20 in 2012 World leaders have demonstrated transformative leadership and mobilized the formulation and consensus on Transforming Our World: 2030 Agenda for Sustainable Development. This example needs to be replicated at each national and local level to translate and mainstream the global agenda into national and local development strategies. Therefore there is going to be need to develop transformative leadership capacities for this to happen where it is found lacking or inadequate.

Developing capabilities for Public Policy making and implementation

It must be stressed that transformative leadership also emphasizes capacity development because many countries, especially the developing ones, face various challenges in ensuring integrated policies and strategies covering all pillars of sustainable development, the biggest challenges being in the area of inadequate public sector capacity including human, institutional, and financial capacities. Concerning human resource and transformative policy leadership capacities, we have already mentioned that administrative, integrative, entrepreneurial and operative must be developed in order for public policy making and implementation to be effective and successful.
Public service leaders must have entrepreneurial, administrative, integrative, and operational skills. Public service Administrative leadership is needed not only for orderly change but also to establish and sustain compliance with the requirements of the rule of law, professionalism and ethics in the Public Service. Integrative leadership is required to maintain resilience especially in situations where many countries are in difficult poverty situations. It is needed to make and implement public policies that will ensure not only integrated development in the countries but also equity, equality and development so as to leave no one behind and to minimize causes for disgruntled citizens to cause conflict. Entrepreneurial leadership is needed to engineer creativity, innovation, change and transformation in the Public Service. And finally, operational public service is required to ensure effective delivery of public services including education and health.

For examples, when the administrative competence is well applied the public servants will be compliant with laws, rules, regulations, processes, and procedures and professionalism, ethics and integrity which are a requirement for a well performing public service will be assured. It is generally recognized now that in the Public Service of many countries the problem of compliance, professionalism, ethics and integrity is acute giving way to rampant corruption. This calls for a public service leadership that cherishes and promotes law and order and believes in the values and virtues of controlled power and authority as well as serving the public as the ethos of the Public Service.

When the integrative competence is well applied, the public servants will be resilient to hardships, work together for the common good, serve all citizens with no discrimination, something that will promote citizens to trust government and get engaged in development. Collaborative leadership and governance as well as supportive networking will be promoted leading to integrated development processes. This will promote peace and equity as well.
There is so much conflict and wars going on right now in many parts of the world and this could be due to inadequate competences in integrative leadership. Instead of bringing together some of the leaders tear apart on all sorts of basis including, political tendencies, religious beliefs, tribe, ethnicity, race, etc.

When the entrepreneurial competence is appropriately applied the public service will be future oriented, have focused strategy and be creative and innovative to deliver a better future with the citizens. Entrepreneurial leadership will make the public service foresee the needs, problems and challenges of the future today and devise the means of addressing them before they develop into acute disruptive problems.

Finally when the operational competence is engaged well, performances in the public service will improve and the delivery of public services effectively will be assured. It should be noted that innovation, change and transformation to take place in the public service all the above competences must be available in good measure and appropriately applied. When any of the competences is missing the public service will be underperforming. For example, public servants who have entrepreneurial competences will be frustrated if the administrative competence to provide for orderly change is missing. Likewise all other competences get null or negative results if the operational competence to deliver services is missing. Given the importance of developing these competences, premium attention should be given to developing the capacities of capacity developers including Human Resource Managers in government and public sector institutions, Management Development Institutes, National and local consultants as individuals and firms to spearhead capacity development in public sector institutions.

**Developing the capacity of capacity developers in the public service**

The following needs to be done to address the inadequate capacity of Capacity builders in the Public Service:

1. **Uplifting and strengthening the function of HRM to a strategic partner level in the Public Service and other public sector institutions:** There seems to have been a fundamental fault in the reforms of the Public Service of in many countries. The function of human resource management in the public Service has not been accorded the requisite strategic positioning. The Public Service must have human resource managers capable of guiding and managing reform processes. This is a capacity that is largely lacking in the public service. The function of human resource management in every Ministry must be positioned at a strategic management level instead of being left at clerical level. In countries with high performing public services, the function of HRM is always at a strategic management level and ensures proper conception and management of the reform process. HRM managers perform functions of internal advisors to reform. Some of the challenges facing the Public Service are associated with inadequate capacity for managing the human resource. The Human Resource Management Units in the Public Service must be given a place around the table where the leadership decides public service strategies. At the same time individual HR managers must be empowered with sufficient capacities and competencies to ensure that the people who take the lead in the public service are aligned with the current needs as well as those of the future. There is need to adopt a model of the Human Resource Management (HRM) that best enables the Governments to manage the HR in the Public Service so as to achieve their strategic objectives including those related to the SDGs. Such a model will enable HRM managers to play the roles of: Strategy expert, Work organization expert,
Employee champion, and Agent of continuous change and transformation as adviser on change management.

**Roles of HR Managers in public sector institutions**

The functions of the Human Resource management and the individual human resource managers must be redefined to correspond to this HR strategic management model. Currently in many countries Human resource managers are focusing on managing compliance and transactions. They need to put at the core of their functions Strategic HR planning and management, performance management, organizational change management, cultural change management (changing the attitudes, mind-sets, and behaviour of Public Servants). Note that without this change, reforms, even the best designed cannot be successfully implemented.

With the core functions of HRM redefined, Human Resource management units and human resource managers working in them will be the very first focal points for spearheading capacity development efforts in each Ministry or public sector institution. They will be able to identify capacity development needs, collaborate with the Management Development Institutes (MDIs) to design programs to address the needs, and eventually link with foreign training institutes to address whatever needs that may not be addressed from the inside.

(ii): **Developing internal and local consultancy capacities to sustain the provision of consultancy and advisory services to government especially in matters of reforms:** Relying on external consultants is not sustainable and due to their lack of knowledge of the local environment sometimes they do not provide locally sensitive advice. Using local and internal consultants could contribute to home grown solutions to problems encountered in the reforms and in performance in general. There are so many arguments in favour of and against the use of consultants in strategy design. For example those who argue against using consultants to design strategy believe that they (the consultants) (i) can own some practices and then sell them to a government without it (the government) having the opportunity to learn from the underlying practice, (ii) they can present a standard practice irrespective of
whether it is the most suitable solution to the problem or not, (iii) in most cases consultants present to governments the practices branded “best practices” and fashionable which may not be the most suitable to the problem at hand. Admittedly form my experience these criticisms are not entirely unfounded. However, the practice of using consultants in management and performance improvement and strategy design (public service or private sector) is common in all countries developing and developed. It cannot be totally done away with. Those who argue in favour of it believe that: (i) external consultants inject new thinking in public service and hence act as change agents, (ii) they bring an external eye inside the public service and help to see more clearly the problems and challenges that stand in the way of effective performance, (iii) they can contribute to enhancement of capacities in the public service (knowledge, skills, attitude, etc.) It has, however, to be emphasized here that such advantages can accrue depending on the approaches and methodologies utilized by consultants in implementing their work. If they engage closely with the inside staff and work with them opportunity for knowledge and skills transfer is most likely to be enhanced.

(iii): Developing Capacities for Professionalism, Integrity and Ethics (PIE) in the Public Service: Reading through the press and doing a casual internet search quickly reveals that Rwanda has to a large extent kept at bay the scourge of corruption that has been feeding on professionalism, integrity, ethics and effective performance of the Public Service in most countries. The country is regarded as the least corrupt among the five countries of the East African Community, the fourth least corrupt in all African countries and the 50th globally. In absolute terms one would wish to see a completely corruption free Public Service. But given the magnitude of corruption globally and specifically in Africa, the leadership of Rwanda and indeed the people and public servants themselves deserve a congratulatory message. However, there is need to work to (if not improve) at least keep the situation that way. This is where the Public Service needs to pay particular attention to the development of its capacity for professionalism, integrity and ethics which when lacking automatically leads to growth of corruption. Promoting professionalism, integrity and ethics in the Public service is one of the functions of human resource management. The warning signal for the Public Service of Rwanda now lies in the weakness of the management of Human Resources as discussed above. There are many ingredients that need to be combined in strategies and actions for preventing corruption in the Public Service. They include strong leadership will and societal will to resent corruption, rules, regulations, laws, institutions, appropriate organizational structures, well designed and functioning accountability systems, transparency in public governance, resources, application of information and communication technologies, human resources capacity building etc. Rwanda has done a lot in most of these areas.

In this presentation however, I would like to build on the above and argue for special attention to the development of capacities for professionalism in the public service. In addition I will call for a working common understanding of professionalism that includes integrity and ethics which could guide the work of promoting professionalism in the Public Service. I take professionalism in the public service as the “ability and practice of performing a function in a systematic manner with commitment, selflessness, and concern for the general interest, adhering to agreed fundamental principles and values, laws, rules and regulations, to provide the best possible efficient, effective and innovative public services to the community all the time ethically and with integrity”. There is something I would like to call the “trinity of professionalism” which links Professionalism, integrity and ethics together into one whole.

There is a huge difference between being an expert, being qualified and being professional. Professionalism goes beyond having extraordinary mastery over knowledge and
skills of a subject matter. It has to do with character, attitude, striving for excellence, competency, and integrity in behaviour as well as ethical conduct. In the Public service, professionalism can be located at the point where expertise in terms of knowledge and skills meet with integrity and ethics to form a competent whole of a highly capable, committed, responsible, and responsive public service. Working in a specific profession (medicine, engineering, law, teaching, accountancy, public service, etc) does not really make one a professional. There are many well qualified experts in fields such as these but who are disdained as professionals, their high positions, knowledge, skills, certifications and high pay notwithstanding. Conceptually it is difficult to envisage a professional who has no integrity and who behaves unethically.

Therefore professionalism among public officials an embodiment of integrity, ethics, passion for excellence; competence; experience in the field and effectiveness. In addition to all the following are what we believe will distinguish a professional in the Public Service:

- Striving for Quality & excellence,
- Sustained Maximization of knowledge and sharing it,
- Persistent innovativeness
- Constant improvement in performance:
- Seeking responsibility:
- Learning from losses/ failures:
- Valuing communication and clients:
- Concern for Positive personal image and attitude
- Respect for ethics, laws, rules and regulations:
- Respect for diversity:
- Humbleness and confidence

Developing professionalism in the Public service entails the development of public servants who are experts at their jobs and who carry out their work ethically and with integrity. The unfortunate part of this is that there is evidence now that most capacity development institutes including management development institutes and universities who train public servants do not conduct training for professionalism, integrity and ethics. This is a shortfall which needs to be picked from the Public Service by those in charge of human resources and link with MDIs to design and implement capacity building programs that include professionalism, integrity and ethics.

However, it needs to be born in mind that the corrupt in the public service might be mirroring the tendency of the society to embrace or tolerate corruption. Therefore, developing capacities for preventing corruption should include changing the mentality and values of communities towards resenting corruption and the corrupt. There has to be created a harmony and congruence between the norms and values in the society, the governance Public governance systems, institutions, rules, regulations, laws and leadership at all levels

**The role of Management Development Institutes (MDIs) in Developing Transformative Public Policy Leadership**

To some extent one can say that the weaknesses in the capabilities of public service leaders both at political and bureaucratic levels, can be partly attributed to the inadequate capacities of Management Development Institutes to effectively develop transformative leadership capabilities in the Public Service. This paper will not go into the reason as to why
this may be so. However such an interrogation is worthwhile. What we wish to point out is that the United Nations Department of Economic and Social Affairs (UNDESA) and the International Association of Institutes and Schools of Administration (IASIA) came together and worked together and put up an international task force which developed the Standards of Excellence in Public Administration Education and training. There are eight standards that can be used to assess and plan the development of the capacities of MDIs so that they can fulfill the role of developing transformative public policy leadership. For them to do this however, governments need to take it as priority not only to develop these MDIs but also to use them. The eight standards are presented in the diagram below

Diagram eleven: The eight standards of excellence in public administration education and training

However, we need to bear in mind that the whole architecture of training for transformative public policy leadership is not monopolized by the MDIs alone. There are many other actors involved in the business of public sector leadership capacity development including private institutes of management and administration, private management and administration consultancy firms both at local and international levels, and human resource management departments in Ministries and Public Agencies. There is need for this architecture to work in unison as much as possible basing on the same standards of excellence for Public Administration Education and training. Every time a government or Public Service gets worried about the effectiveness of the public policy leaders, whether it is at initiation, formulation, debate, decision implementation, monitoring or evaluation, one of the questions that needs to be answered is the following: Who is training these leaders and how are they being trained?
Conclusion:

Governments and public administration systems will have to do the following to facilitate the implementation of the 2030 Agenda for sustainable development and achievement of the SDGs: (i) Strengthening and engage public sector institutions, (ii) Strengthen the public service to deliver services that are critical to the achievement of SDGs, (iii) Developing capabilities for Public Policy making and implementation, (iv) Developing transformative leadership for effective in all sectors (private, Public, and civil society as well as community, (v) Developing the capacity to sustain capacity development by, among other things; Uplifting and strengthening the function of HRM to a strategic partner level in the Public Service and other public sector institutions; Developing internal and local consultancy capacities to sustain the provision of consultancy and advisory services to government especially in matters of reforms; Developing Capacities for Professionalism, Integrity and Ethics (PIE) in the Public Service; giving due attention to the role of Management Development Institutes (MDIs) in Developing Transformative Public Policy Leadership. Applying the eight standards of excellence in public administration education and training could provide some guide for success.