Developing Transformational Leadership Capacity in Africa’s Public-Sector Institutions to Implement the 2030 Agenda and Achieve the SDGs

Background Paper for the Virtual Workshop on Transformational leadership Capacities in Public Sector Institutions in Somalia organised by UNDESA in collaboration with the School of Management and Public Administration (SMPA), 05th - 06th August 2020

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Developing Transformational Leadership Capacity in Africa’s Public Sector Institutions to Implement the 2030 Agenda and achieve the SDGs (John-Mary Kauzya)

Introduction:

The challenge of implementing the 2030 Agenda to achieve Sustainable Development Goals at national level is a big one for African countries. It will require sizeable socio-politico-economic transformation conceived and implemented in an urgent manner. The deadline of 15 years up to 2030 does not give a lot of time and we have already used more than four years since January 2016. And to make this task even more urgent the COVID-19 pandemic has interrupted efforts in many respects; Although one could at the same time say that the COVID-19 pandemic and its unfolding socio-politico-economic impact in many countries has given the world that we need to work better, faster, and smarter to ensure we achieve the SDG within the deadline of 2030.

While this background paper touches on many issues, it is important that we point out right from the beginning that transformational leadership for a country’s sustainable development should not be taken to refer only to public sector or even only political leadership at central government level. If a country must be transformed to achieve sustainable development and embrace a good society, transformational leadership must be pervasive in the entire society i.e in public, private, civil society sectors at local, national and community levels. The common tendency of tasking the political leadership and government to develop the country must be revisited so that the people understand that developing a country is a task for the entire society. Transformational leadership must be embraced and engrained in the entire society. If this happened, it would be in itself a big transformation. And the Covid-19 pandemic should not take the eyes of transformational leadership off the implementation of the 2030 Agenda to achieve the SDGs. On the contrary, COVID-19 pandemic has demonstrated that the weaknesses that the 2030 Agenda seeks to address are the fractures in society through which the virus penetrated and became a deadly pandemic. Defeating the virus and the negative impact of the pandemic must be part and parcel of implementing the 2030 Agenda to transform society into a resilient good one galvanised by the principles enshrined in the Agenda.

Why discuss transformational leadership

The choice of the theme of transformational leadership for this background paper is dictated by the emphasis a number of national, regional and global development strategies have put on transformation: not just change, not just reform as has been the case in many change strategies, but transformation. For examples, at national level the statements of the national vision of Uganda, Rwanda, Kenya, Ethiopia, Botswana, Nigeria, Liberia, Libya to mention only these refer to transformation. Development strategies of the twenty-five African countries we have consulted out of the 54 have transformation as a major objective (see table below). In addition most of these countries highlight in their transformation strategies, human resource
development and good governance. The National Development Plan of Somalia itself aims at transformation.

Table 1: Examples of countries whose Vision refers to transformation

<table>
<thead>
<tr>
<th>Country</th>
<th>Reference to transformation in the national vision</th>
</tr>
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<tbody>
<tr>
<td>Uganda</td>
<td>Uganda Vision 2040 aims at “A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years”</td>
</tr>
<tr>
<td>Rwanda</td>
<td>Rwanda’s Vision 2020 is a “government development program whose main objective is transforming the country into a knowledge-based middle-income country….“</td>
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<tr>
<td>Kenya</td>
<td>Kenya Vision 2030 is “a national long-term development blue-print aiming to transform Kenya into an industrialising, middle-income country providing high quality of life…”</td>
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<tr>
<td>Ethiopia</td>
<td>National Vision is “to transform Ethiopia from a country associated with poverty to a middle-income economy and society with deep-rooted participatory democracy and good governance based on the mutual aspirations of its peoples”.</td>
</tr>
<tr>
<td>Botswana</td>
<td>Vision 2036 is “a transformational agenda that defines Botswana’s aspirations and goals…”</td>
</tr>
<tr>
<td>Nigeria</td>
<td>Vision 2020is an “economic transformation blueprint”; a long term plan for stimulating Nigeria’s economic growth and launching the country onto a path of sustained and rapid socio-economic development”.</td>
</tr>
<tr>
<td>Liberia</td>
<td>The second Liberia poverty Reduction Strategy is “the Agenda for Transformation”</td>
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<tr>
<td>Libya</td>
<td>The Libya 2020 Vision is a plan for transformative change by 2020. “Libyans want positive transformation now”.</td>
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<tr>
<td>Mauritius</td>
<td>Vision 2030 “Africa Strategy being adopted to transform Mauritius into a regional platform for trade, investment and services…and into a SMART island”</td>
</tr>
<tr>
<td>Ghana</td>
<td>Vision 2063 “economic and structural transformation is associated with rising agricultural productivity, an integrated economy and rising per capita growth rates.”</td>
</tr>
<tr>
<td>Seychelles</td>
<td>Seychelles refers to SNAIP “appropriate knowledge and technological support system strengthened and supporting enhanced agricultural transformation and performance.”</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>Vision 2025 “there are significant opportunities and prospects for the transformation of Sierra Leone from a poor country, to that of a middle-income level country within the vision period.”</td>
</tr>
<tr>
<td>Zimbabwe</td>
<td>The Zimbabwe Agenda for Sustainable Socio-Economic Transformation “To provide an enabling environment for sustainable economic empowerment and social transformation to the people of Zimbabwe”.</td>
</tr>
<tr>
<td>Mozambique</td>
<td>PEDSA “The goal continues to be the structural transformation of subsistence agriculture into prosperous, competitive and sustainable agriculture”.</td>
</tr>
<tr>
<td>Malawi</td>
<td>Malawi’s Vision 2020 refers to &quot;concerted efforts to promote human and social development need to be complemented with efforts to improve labour productivity and structural transformation leading to economic diversification”</td>
</tr>
<tr>
<td>Zambia</td>
<td>Zambia's Vision 2030 &quot;envisages the gradual transformation of the structure of the economy from an agricultural based (primary) to an industrial based (secondary) economy”</td>
</tr>
<tr>
<td>Algeria</td>
<td>Vision 2030 “Transformation to knowledge-based economy...” establish policy developments in: industrial transformation, education reform, openness and globalization, territorial development, and health reform”</td>
</tr>
<tr>
<td>Malawi</td>
<td>Malawi’s Vision 2020 &quot;concerted efforts to promote human and social development need to be complemented with efforts to improve labour productivity and structural transformation leading to economic diversification”</td>
</tr>
<tr>
<td>Angola</td>
<td>The long term strategy Angola 2025 was approved in 2008, with the major strategic objective of “transforming Angola into a prosperous, modern country, without poverty […] and with a growing insertion in the world and regional economy”.</td>
</tr>
<tr>
<td>Burkina Faso</td>
<td>The PNDES’ overall goal is to achieve the structural transformation of the Burkinabe economy to attain strong, sustainable, resilient and inclusive growth that creates decent jobs and improves social welfare.</td>
</tr>
<tr>
<td>Benin</td>
<td>Benin Vision 2025 seeks to transform Benin into “an emerging country; a well-governed, united and peaceful country that enjoys a vibrant and competitive economy, cultural influence and social wellbeing”</td>
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<tr>
<td>Country</td>
<td>Description</td>
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<tr>
<td>Burundi</td>
<td>The implementation of Vision Burundi 2025 reflects Burundi’s commitment to carrying out a far-reaching transformation of the country’s society and economy in order to achieve the promotion of sustainable development by 2025.</td>
</tr>
<tr>
<td>Cabo Verde</td>
<td>Forum for Change – Cabo Verde 2030 “...will strengthen the country’s vision for socio-economic transformation”.</td>
</tr>
<tr>
<td>Cameroon</td>
<td>Cameroon Vision 2035 “Cameroon will transform from a primary phase to a secondary import substitution phase with the manufacturing industry accounting for more than 23 per cent of the GDP”.</td>
</tr>
<tr>
<td>Central African Republic (CAR)</td>
<td>RCPA: Ensuring economic empowerment and educational opportunities to men and women is of fundamental transformative importance. supporting the peace process as agents of a positive transformation of society. support institutional transformation and transition toward the use of country systems.</td>
</tr>
<tr>
<td>Chad</td>
<td>Vision 2030: Chad’s transformation into an emerging, integrated economic space in which reigns security, solidarity and good governance for the promotion of human development by 2030.</td>
</tr>
<tr>
<td>Comoros</td>
<td>CSP 2016-20 “...unlock the growth potential with a view to achieving social inclusion and private sector development, and thus promote the structural transformation of the economy”.</td>
</tr>
<tr>
<td>Democratic Republic of Congo (DRC)</td>
<td>Horizon 2060 “Between 2012 and 2020, the DRC will have to move from a low-income to a middle-income country through the transformation of agriculture”.</td>
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<tr>
<td>Côte d’Ivoire</td>
<td>2012-2015 NDP: designed to transform Côte d’Ivoire into a middle-income economy by 2020 and further reduce the poverty rate.</td>
</tr>
<tr>
<td>Lesotho</td>
<td>National Vision 2020: ”...urgency for Lesotho to radically transform its economy.. transform agricultural institutions.. transformation of tertiary institutions in the education sector .. transforming institutions for business and entrepreneurship development”.</td>
</tr>
<tr>
<td>Mali</td>
<td>AGRA “...Africa can feed itself and the world-transforming agriculture from solitary struggle to survive to a business that thrives”.</td>
</tr>
<tr>
<td>Morocco</td>
<td>NDC: “Morocco’s greenhouse gas mitigation goals rely in large part on an important transformation of the country’s energy sector”.</td>
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<tr>
<td>Namibia</td>
<td>Vision 2030: “...transform Namibia into a healthy and food-secure nation”.</td>
</tr>
<tr>
<td>Niger</td>
<td>Vision 2035: “...entails accompanying African states in the structural transformation of their respective economies through industrialization”.</td>
</tr>
<tr>
<td>Sao Tome and Principe</td>
<td>2030 Transformation Agenda: “respond to the aspirations of citizens, through the transformation of the country into a hub of maritime and air services.. a process of transformation of saotomean economy guaranteeing social progress of population in a sustainable way”</td>
</tr>
<tr>
<td>Senegal</td>
<td>ESP: a structural transformation of the economy through the consolidation of current engines of growth and the development of new sectors to create wealth.</td>
</tr>
<tr>
<td>Somalia</td>
<td>The theme of the NDP is to accelerate socio-economic transformation in order to achieve the stated objectives for poverty alleviation, economic revival and societal transformation in a socially just and gender equitable manner.</td>
</tr>
<tr>
<td>South Africa</td>
<td>NDP 2030 identifies the task of improving the quality of public services as critical to achieving transformation.</td>
</tr>
<tr>
<td>South Sudan</td>
<td>Vision 2040 “...achieving rapid rural transformation to improve livelihoods and expand employment opportunities”</td>
</tr>
<tr>
<td>Swaziland</td>
<td>NDS: “Transform state-owned media houses into independently-controlled entities that still provide public services”.</td>
</tr>
<tr>
<td>Tanzania</td>
<td>Vision 2025: “...transforming the economy from a predominantly agricultural one with low productivity to a diversified and semi-industrialized economy with a modern rural sector and high productivity in agricultural production”.</td>
</tr>
<tr>
<td>Tunisia</td>
<td>EU-Tunisia Action Plan: “implement a transformative strategy for economic, social and regional development”</td>
</tr>
</tbody>
</table>
At continental level the 2063 Africa Agenda is described as “a strategic framework for the socio-economic transformation of the continent”. At global level, in September 2015 Global leaders from all the 193 Member States of the United Nations met in New York and adopted the 2030 Agenda for Sustainable Development. As its exact title “Transforming Our World: the 2030 Agenda for Sustainable Development” indicates, the Global leaders set out a “supremely ambitious and transformational vision” for the world. At national, continental and global levels these are noble ambitions. However, transformation cannot just happen. It needs to be initiated, driven and sustained. Integrating all these into one national transformation strategy is a big but necessary task. There is therefore, great need for transformational leadership not only in Somalia or all countries of Africa but in the world as well especially since the 2030 Agenda is universal. And in any case some of the problems and challenges facing Somalia such as the current COVID-19 pandemic are universal and cannot be solved by only one country however endowed it is in transformational leadership.

Diagram 1: Integrating global and regional transformation agenda into national transformation strategy.
Many Africa countries have, since independence, gone through a lot of changes including rehabilitation, reconstruction, reform and the current drive towards transformation. Somalia has had its own share of attempts at each of these forms of change. One interesting fact worth pointing out is that while transformation figures prominently in global commitments especially the 2030 Agenda, most African governments who are pursuing transformation of their countries in their development strategies are not necessarily doing so because of the 2030 Agenda. Most of these strategies in Africa were formulated well before the 2030 Agenda was adopted in September 2015. In this regard then transformation has been an African agenda for quite some time. May be what Africa’s leadership and people need to ask themselves is the following: Has transformation taken place? To what extent? At what rate? In what areas? What will it take to speed up the transformation? This background paper, stipulates that transformational leadership is a critical requirement for sustaining transformation. Consequently, the government of Somalia and all the development partners that are working with it and/or supporting it should pay particular attention to developing transformational leadership capacity in the country.

Drivers of transformation contained in the 2030 Agenda

The 2030 Agenda, besides the SDGs, contains critical underpinnings of the need for transformation. These include: the five Ps of the 2030 Agenda (ie People, Planet, Peace, prosperity, and Partnership), the notion of integration, leaving no one behind, respect for diversity, innovation, and effective, inclusive and accountable institutions, resilience, equity, innovation, justice, peace, security as well as transformation itself. All the 17 goals are linked to these Ps. Moreover, goal 16 commits countries to developing effective, inclusive and accountable institutions. Below we consider some of these underpinnings beginning with the notion of transformation itself. The gist of this is that if these principles and values that are contained in the 2030 Agenda have to be followed to the letter, governance and public administration as we know it currently will have to be transformed. And this engages transformational leadership.
The Ps of the 2030 Agenda

People, planet, peace in freedom, prosperity, partnerships are what we have termed as the 5 Ps of the 2030 Agenda. If to this, we add the challenge of poverty eradication which is central to the 2030 Agenda then we have 6Ps of the 2030 Agenda. To succeed in forging local, national, regional and global partnerships focusing on people, striving for peace and a decent life for all (prosperity), on a sustainable planet, requires a transformational and transformed leadership. Effectively addressing the challenge of poverty eradication from the face of the earth equally requires transformational leadership. And now we know quite well that defeating the COVID-19 and mitigating the impact of the pandemic requires transformational leadership.

Diagram 3: The Ps of the 2030 Agenda

Transformation

It is necessary that we address “transformation” as one of the drivers of transformation in the 2030 Agenda. Though SDG 16 specifies “developing effective, inclusive, accountable institutions”, the whole 2030 agenda is “the bold and transformative steps which are urgently needed to shift the world to sustainable and resilient path”. Therefore, implementing SDG 16 must be approached from the side of “transforming” rather than just “developing” institutions. Whether it is creating new institutions, readjusting, or strengthening existing ones, there is need to transform them to align them with the imperatives of the implementation of the 2030 Agenda. In adopting the 2030 Agenda, Member States set “out a supremely ambitious and
transformational vision” for the world and so in implementing this vision transformation needs to be the driving force. Those who are concerned with institutions, we need to be talking of transforming institutions. The real challenge is not really on institutional development which has been an on-going concern in many countries and technical assistance programs, but rather on institutional transformation.

**Ten priority actions that constitute transformational leadership**

To sustain the momentum for transformation, the leadership must itself be transformed to privilege ten critical strategic action areas that constitute a practical model of transformational public leadership. We have formulated the ten around the word leadership itself as follows:

*Diagram 4: a practical Ten Priorities Model of Transformational Public Sector Leadership*

- ✓ Leverage Community potential for transformation and sustained development
- ✓ Engage all actors and secure their support, commitment, energies, resources and action
- ✓ Align development plans with national, regional, and global development goals
- ✓ Develop competences at community, political, managerial, administrative and technical levels
- ✓ Ensure mobilisation and frugal utilisation of both internal and external financial resources
- ✓ Rely on local capabilities to ensure creativity and innovation, resilience and sustainability
- ✓ State achievements and shortfalls using the two to sustain and improve performance
- ✓ Harness an ideology that puts people at the centre of all policies, plans and actions
- ✓ Instil values of professionalism, transparency, accountability, integrity and ethical conduct
- ✓ Pursue a vision for the future generations built on the achievements of today.

It is possible to verify the above prioritized strategic leadership action areas in the speech, strategy, actions and achievements (SSAAs) of leaders. Speeches can verify the mental and ideological orientation of the leaders around the whole issue of leadership and transformation. Speech can also mobilize the population around transformational strategies which together with plans can verify how the thought and ideological orientation is translated into intent and direction. Action can verify whether the thought, ideological orientation and strategies are translated into concrete action. And finally achievements/results can be the ultimate verifier of whether leadership resolves to mobilise the power of the people and build the country’s life around the transformation and sustainable development they believe and profess.

*Diagram 5: A simple model for verifying transformational leadership effectiveness (SSAA)*
What do they plan to do? What do they say? What do they do? What do they achieve? This model calls for a strong vision-driven results-based leadership/management/administration. Transformational leadership is driven by a shared mission, kept in motion following a scientific prophecy arrived at through data and information supported anticipatory planning processes, within an integrated leadership system, bringing within one collaborative bracket, leaders at central government, local governments and communities levels as well as leaders in civil society and private sectors organisations. The success of transformational leadership can then be verified through results-based accountability mechanisms where achievements including impact on society’s development can be verified.

Diagram 6: Vision-driven results based transformational leadership model

Mission-driven strategic leadership needs to include a process of arriving at critical policy and strategic decisions at any level (central and local) and implementing them in alignment
with government wide mission as well as national, regional and global development agenda and goals such as the 2030 agenda and the SDGs.

**Anticipatory planning (scientific prophecy)** should be a critical part of transformational leadership that puts a high premium on addressing the needs of the future from the standpoint of today. Basically transformational leadership is about the future. It requires not only a forward looking ideological orientation but also data and information that enable leadership to predict the future accurately in the process of forecasting and planning, detect the challenges and obstacles likely to occur in the process of implementation and find the solutions. Scientific prophecy systems should prepare leadership at national and local levels in private and civil society sectors to anticipate the future, prevent problems, and correct mistakes as timely as possible. For effective transformational leadership the future is always in the present!

**Results-based accountability** systems support transformational leadership to remain focused on results articulating what results are expected, what data are regularly collected and reported to clearly express the results achieved. The results based system traditionally looking at effectiveness needs to be collaborated with the needs of equity so that instead of having the 3 Es of management (Effectiveness, efficiency, and Economy) there is a fourth E representing equity especially social equity. In other words, results-based accountability needs to be accomplished within an integrated performance evaluation system that embraces process accountability, legal accountability and financial and other resources accountability. Comprehensive results-based accountability in transformational leadership needs to include values such as professionalism, ethical conduct and integrity. In many African countries, it is the shortfall in such values that has undermined achievement of results. Being mainly about society and values, transformational leadership cannot be concerned with only achieving results. It has to be concerned with the positive values that the society needs to embrace as it undergoes transformation. Transformational leadership in this sense is about creating a good society embracing the values enshrined in the 2030 Agenda and in the case of Africa the values contained in the 2063 Agenda.

In a country that is seeking to develop transformational leadership, it is not desired that the country counts on one transformational leader for its transformation. There needs to be an **integrated leadership system** where the national transformation vision is shared by all leaders at national, local and community levels in public, private and civil society sectors. Sectors, ministries and government Agencies must be linked to each other and collaborative leadership must be privileged.

**What do transformational leaders transform?**

As indicated above, transformational leadership is about creating a good society not only through tangible socio-economic development results but also through transforming institutions, organisations, and individuals including in values and norms as well as mindsets and ideological convictions. In this section we discuss these.
Transforming society

Transforming society is about transforming many things, individuals, institutions, organisations, standard of living etc. But most importantly it is about transforming shared values and norms. It is about creating a good society. While every society is expected to have agreed values that bind the society together which depend on the context, situation, culture, traditions, beliefs, that develop over the history of the society in question, the 2030 Agenda for Sustainable Development which is a universal agenda contains values that are universal. These values in this sense make the 2030 Agenda about creating a good society. The universal values contained in the 2030 Agenda will basically drive transformation in country that will seek to implement the Agenda.

Leaving no one behind

If transformational leaders have to transform African societies, they have to promote, support and sustain “leaving no one behind” in sustainable development. But first they have to grasp and clarify the meaning of “leaving no one behind”. What does “leaving no one behind” mean in the context of implementing the 2030 Agenda and the 2063 Agenda to achieve the SDGs? The way the Global leaders put the term “leaving no one behind” does not help understand or operationalise it. “We are resolved to free the human race from the tyranny of poverty and want and to heal and secure our planet. We are determined to take the bold and transformative steps which are urgently needed to shift the world on to a sustainable and resilient path. As we embark on this collective journey, we pledge that no one will be left behind.” (Transforming our world: the 2030 Agenda for Sustainable Development September 2015).

Institutions grow on the foundation of societal dominant ideology, values and norms. The emphasis the 2030 Agenda places on “leaving no one behind” has strong ideological undertones including egalitarianism, equality, equity, involvement, inclusiveness,
collaboration, social security, and socio-economic welfare. When you commit to effectively implement the 2030 Agenda and achieve its 17 SDGs with their 169 targets leaving no one behind, (the disadvantaged, people living with disabilities, the children, the women, the youth, people living in abject poverty, people displaced by wars and conflict, people in remote areas, generations of the future etc), an ideology that emphasizes inclusiveness, participation, engagement, equality, equity, and most importantly, the delivery of services to all as well as social security and welfare is assumed and required. The provision of services to achieve the SDGs inevitably brings to the foreground the role of the welfare state. The framers of the 2030 Agenda did not mention the ideological underpinnings that would ensure that Sustainable Development gets achieved leaving no one behind. The values and norms that will ensure effective welfare will need development and transformation of institutions; not only those in the Public sector but also those in the private and civil society sectors as well.

However, in terms of “leaving no one behind” the current reality is such that the globe is full of socio-politico-economic imbalances. Countries are lagging behind others, regions are behind others, and individuals are behind others. For example; with a literal understanding of leaving no one behind, it is difficult to perceive how the country with the highest GDP per capita will develop ensuring that it does not leave behind the country with the lowest GDP per capita. In such a situation leaving no one behind becomes an aspiration for which each country needs to undertake specific actions. The reality of this competitive world is such that countries are racing to be ahead of others. Individuals are struggling to stay ahead of others. According to a report by Oxfam, eight richest people in the world own more wealth than half of the world. Companies are fighting to beat the competition of other companies. The slogan of leaving no one behind will not change this. Even the SDGs as they are set, just as it was with the MDGs, even when well achieved, will leave some of the people behind. We propose the following as some of the realistic actions for a country with an aspiration of developing leaving no one behind:

✓ Identify and lift up those furthest behind first
✓ Identify and target the most vulnerable
✓ Take a multidimensional approach including bottom-up approach and give voice to the vulnerable and furthest behind to express their needs and how these needs can be met
✓ Avoid measuring progress in averages which mask the real poorest vulnerable people left behind
✓ Ensure everyone especially the most vulnerable has opportunity and shares actions, outcomes and in the progress made
✓ Involve and engage everyone especially the poorest and most vulnerable in searching for and creating solutions to the development problems and challenges.
✓ Start with the kind of data that can enable governments to know who the most vulnerable are, where they live and what their needs are (the needs as determined through the situation analysis involving the vulnerable).
✓ Put in place legal frameworks, policies, strategies and programs which are directly targeting the vulnerable populations
As Mahatma Gandhi said “a nation’s greatness is measured by how it treats its weakest members.” How countries bring into the progress and development bracket the vulnerable and furthest behind will determine success in sustainable development.

Diagram 8: actions for aspiration of developing leaving no one behind:

Transforming Institutions

In the context of the implementation of the 2030 Agenda for Sustainable Development and achievement of the Sustainable Development Goals, institutional development is a critical undertaking. It is in fact a significant part of Goal number 16. We take institutional development to refer to the establishment/creation or strengthening of an organisation or a network of organisations with the objective of enabling them to effectively support the implementation of the 2030 Agenda and achievement of the SDGs. Institutional development is work that involves organisational design, systems design, policy, laws, rules and regulations, leadership development, human resources development, and the tedious work of changing mind-sets, inculcating norms and values to positively change behaviour and culture not only in the organisation in question but in its society as well. This means that developing actors as well as factors, allocation of resources including human, material and financial resources to achieve the SDGs is all part and parcel of institutional development.

The work of developing institutions for effective implementation of the 2030 Agenda needs to be approached with systematic diagnostic analysis of the institutional situation (both formal and informal) in public, private and civil society sectors. Strong institutions are those whereby laws, rules and regulations are successfully enforced and complied with and which have been tested by not only passage of time but also changing conditions. A combination of being
enforced/complied with and stability over time/change in conditions defines the strength of institutions and consequently institutional development challenges. However, the most telling and sustainable indicators in institutional strength lie in the norms and values as well as culture and behaviours that over time become entrenched and enshrined in the institution and society such that the society cherishes and defends the institutions.

This aspect of norms, values, culture and behaviours as aspects of institutional strength makes developing and transforming institutions a very difficult undertaking. Since the implementation of the 2030 Agenda was flagged off, efforts including technical and financial support are going into developing institutions in all countries. While countries can be helped to establish institutions as organisational structures, or systems, or procedures and processes, or even rules and laws, norms, values, and culture as well as behaviour, as the most important aspects of institutions cannot be created through support from outside. The strengthening of institutions in terms of norms, values, and culture is an internal job to be accomplished by the leaders and people of the country in question themselves. In addition it takes a relatively long time. In fact we suspect that 15 years are too few to transform values, norms, mindsets and culture to entrench institutions which support a good society.

Different countries have different institutional development challenges which can be understood only after thorough diagnostic analysis of their situation. A variety of situations can be envisaged as in the diagram bellow.

*Diagram 9: Framework for integrated analysis of institutional strength of a country*

In some countries (situation A) institutions in the public, private and civil society sectors are strong. In others (situations B and C) institutions may be weak in the public sector and strong in the public sector or vice versa. Yet in others institutional weakness can be spread in all sectors (public, private and civil society). Where the public sector is weak with civil society and private sectors weak as well, this double institutional weakness presents a formidable challenge to institutional transformation and development. This should be a big question for transformation in Somalia. Where does Somalia stand on the scales
of this institutional situation analysis? Transforming institutions in Somalia should start with this kind of analysis.

While in socio-politico-economic development in any country the process of developing institutions is an on-going one, always dictated by policies as responses to development challenges, the 2030 Agenda and the SDGs brought about some critical underpinnings which have accentuated the need for the development of institutions through creation, readjustment, transforming and equipping/strengthening. These critical underpinnings include: the notion of integration, leaving no one behind, partnerships and effective, inclusive and accountable institutions as well as transformation.

**Integration**

The Rio+20 outcome document from 2012 calls for “…more coherent and integrated planning and decision-making at the national, sub-national and local levels as appropriate, and to this end we call upon countries to strengthen national, sub-national and/or local institutions or relevant multi-stakeholder bodies and processes, as appropriate, dealing with sustainable development, including to coordinate on matters of sustainable development and to enable effective integration of the three dimensions of sustainable development.” The emphasis the 2030 Agenda puts on “integration’ necessitates approaching creation, development, strengthening or transformation of institutions paying particular attention to the need for integration.

However, integration must be understood in a wider, fuller and deeper meaning to include:

*Diagram 10: Deeper understanding of integration in Sustainable Development*

✓ Integration of the three pillars of sustainable development (economic, social, and environment) into one coherent sustainable development strategy. The UN 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”.

✓ Integration of global, regional, national and local development strategies/agenda
✓ Integration in form of coordination and coherence of various institutional components, policies, strategies and programs which governance and public administration puts in place to effectively implement the 2030 Agenda: the Public administration which in many countries is structured around departmentalized entities integrating institutions, policies, and strategies to implement the 2030 Agenda is going to be a necessary task that will involve transformation of the institutions themselves.
✓ Integration of the various sectors and development activities to collaborate their inputs and out puts and create a mutually complementally collaborative impact.
✓ Integration in terms of current and future policies and strategies: It is very tempting for current generations to focus on eradicating poverty or achieving any SDG at any cost and forget that sometimes a solution for today’s problem can easily be a source of a bigger problem for the future. Therefore, through a process of anticipatory governance, policy risk assessment and disaster prevention strategies policies of the current generation need to be integrating and collaborating the way they will impact the future needs.
✓ Integration in terms of vertical integration of the different levels of government (central government and local government ( or local authorities as they may be called). For a country to move in the same direction towards sustainable development all levels of government need to be integrated and coordinated in the planning implementation, monitoring and evaluation of the 2030 Agenda. For some countries this is easier than for others. Big countries with multi-level political administrative structures with relative autonomy there is likely to be difficulties in integration especially because of subsidiary and sharing of mandates and competences. However efforts have to be made to ensure that some parts of the country are not left behind in the implementation of the 2030 Agenda.
✓ Integration of modern state/government institutions with traditional institutions so that the two join forces to cause sustainable development especially in grassroots communities. In Africa where in, many countries, traditional institutions such as kingdoms, chieftainships, tribal heads, etc exist along modern governance and government institutions, there is great need for integration to avoid conflicts
✓ Integration of public sector, private sector and civil society in terms of all the three sectors working in the same direction of achieving sustainable development. The way integration is being taken in many countries needs to be reviewed to ensure that it takes a comprehensive meaning in all these different terms. For the time being there are signs that institutional integration is being taken mainly in the sense of coordination and collaboration only. It is inadequate.

Since January 2016 when the implementation of the 2030 Agenda was flagged of many countries have been making efforts for integration and coordination. Many of these efforts as will be later illustrated have been in the direction of structural arrangements for integrating the
planning and implementation of the agenda. If integration is to push institutional development in its full meaning the above analysis needs to be conducted and institutional development planned and implemented following results of such an analysis. As far as developing institutions for the implementation of the 2030 Agenda is concerned integrating or coordinating weak institutions will not be of much help. Integrated weakness or coordinated weakness does not constitute institutional strength. Coordinated or integrated weak institutions remain weak institutions.

**Effectiveness, efficiency, economy and social equity in the delivery of public Service**

In the pursuit of effectiveness in the Public Service, there is often a fairly unclear understanding of the difference and complimentary relationship of the two terms; effectiveness and efficiency. Effectiveness refers to the achievement of the intended objectives. Efficiency refers to the usage of resources of all sorts (human, material, financial etc) to produce outputs in line with the objectives paying attention to using as less as possible to produce as much as possible. There is also concerns related to saving especially in terms of financial resources. These three form what has been known as the three Es in management.

*Diagram 11: The four Es of Management*

It is important that the Public service understands that its main objective is to achieve the intended objectives (effectiveness) and, in the context of the 2030 Agenda with its emphasis on achieving sustainable development leaving no one behind, social equity in the delivery of public services. Both effectiveness and social equity are important values in the 2030 Agenda. To the user of the public service this is the main issue. Efficiency on the other hand, is mainly an internal concern of the Public Service in the way it deploys and uses resources, in the way it operates within the systems, procedures, processes, rules, regulations etc. In a general way, the public is more concerned with the services provided (both in quantity and quality i.e effectiveness) as well as to whom it is provided and not so much with the ratios between the
inputs and the services delivered (i.e. efficiency). In any case, the public, even in the most transparent and open governments does not know (either because it is not interested, or the process of knowing is cumbersome, or a combination of many factors) in knowing the input/output ratios in the delivery of public service. The public gets interest in such issues when there is a shortfall in the public services delivered (in quality or quantity, or both or in the equitable distribution of service). Therefore, the Public Service, in its quest for excellence, must operate at a point of equilibrium between effectiveness, efficiency, and social equity. It is this equilibrium that can serve as reference for measuring, monitoring, and evaluating the performance in the Public Service. A transformed Public Service will be judged by the people using two criteria above everything else: its effectiveness and its equity and inclusion in delivering services which meet the basic needs and expectations of the people: Not some of them but all of them. Not sometimes but all the time. Transformational leadership in the public service need to go beyond reforms which pay attention to efficiency and enhance focus on social equity so as not to leave any one behind in the consumption of services. Public service transformation will shift from traditional public administration bureaucratic process through modern public management to bureaucracies based on outcomes and values in addition. In African countries where there are signs of insufficiencies of autocratic leadership, as well as in transactional leadership, transformational leadership will have to tread carefully making sure that in addition to the emphasis on outcomes and values rules, processes, procedures as well as effectiveness, efficiency and economy are respected in Public leadership.

*Diagram 12: Moving from Autocratic to transformational leadership*

Therefore, the Public Service, in its quest for excellence, must operate at a point of equilibrium between effectiveness, efficiency, and social equity. It is this equilibrium that can serve as reference for measuring, monitoring, and evaluating the performance in the Public Service. A transformed Public Service will be judged by the People using one criterion above everything else: its effectiveness in delivering services which meet the basic needs and expectations of the people: Not some of them but all of them. Not sometimes but all the time.
Public Service Performance Measurement, Monitoring and Evaluation: Need for Standards and Indicators

In order to keep abreast with the effective and equitable performance of the public service, its leadership has a big concern over not only how to improve performance, but also how to measure performance in the Public Sector. What standards should serve as a basis for measurement and improvement, and what indicators should be used to determine success or otherwise? In this respect one thing needs to be clarified right from the beginning: the public service is diverse (health, education, agriculture, environment, information, culture, waste disposal, water, transport, tax administration, customs, sports, justice, forestry, tourism, diplomacy, sports, leisure parks, prisons or correction facilities, etc). It is imperative for the Government to put in place an overall policy and strategy for setting performance standards, performance indicators, monitoring and evaluating the performance of the public service in general. However, implementation of such a policy must be tailored to the particular services in question. While it sounds impressive to say “improve performance levels of the public service”, doing it in reality comes down to going into each of these components of the public service and planning how to improve its effectiveness, efficiency, and social equity. Likewise, because of the diversity of public services, performance standards and indicators of diverse services are likely to be different. What is clear is that for the Public Service to be able to grasp, in real time, the exact levels of its performance, whether excellent, good, satisfactory, or unsatisfactory, it must design and implement a performance monitoring and evaluation system with clear standards and indicators for each different service that can provide both measures of effectiveness, efficiency and social equity. Clearly the indicators for effectiveness in the delivery of primary education cannot be the same as the indicators for effectiveness in the provision of agricultural services. And these cannot be the same as those used to gauge the delivery of health services. In this era of e-government (using ICT to do government work), this performance monitoring and evaluation system as well as performance indicators should be ICT based. Given the emphasis the government in Africa puts on ICT taking such a strategic decision should be relatively easy. Engaging citizens in this process makes the evaluation more meaningful and complete.

The Ministry Responsible for Public Service should initiate a policy requiring all Ministries and Government Agencies to set and publish standards for the level and quality of services they provide. These must be relevant and meaningful to the users of the services (meaning that they must cover the aspects of service which matter most to the users). They must be easily understood by the common person. They must be precise and easily measurable so that the service users can easily tell whether the standards are being met or not (whether they are receiving the services promised or not). It is understood here that the standards and the indicators therefore cannot be the same across the board. For example; a hospital may want to set a standard on for how long a patient will wait in an out patient’s clinic, while a school may set a standard on how long a parent will wait to receive results of his/her child’s school test. Even if the indicators here are in terms of time measures, they still cannot be the same.
Engaging citizens\service users in setting performance standards, and indicators

Another important thing in setting performance standards is that the users need to be involved if the standards have to be seen to respond to their needs. This brings back on the table the issue of citizens’ engagement in the whole process of performance improvement. The best-case scenario of this is that the standards for public service delivery cannot be set by the public service itself alone. The public/the users need to be deeply involved in setting the standards corresponding to their expectations! Government needs to adopt the “outside-in” concept that involves examining and closely collaborating with the external environment of the Public Service to understand the needs and views of the people/service users and key stake holders so as to be able to deliver services that correspond to what they need and want.

Prioritizing the Management of Human Resources in the Public Service

When everything is said and done, managing the Public service is essentially about two critical things: the services delivered, and the people who deliver the services. The rest (eg, money, logistics, facilities, equipment, structure, processes etc) are only facilitators. It can never be over emphasized that global, regional and national policies, strategies and commitments to sustainable development and poverty reduction need human capacities in the Public Sector to transform them into tangible and visible results. The knowledge, know-how and skills, networks and attitudes of personnel in the Public Sector are at the heart of the performance of countries because it is through them and by them that services are planned and delivered, critical innovations conceived and realized and needed reforms carried out. While effectiveness of the Public Service can be largely seen through the nature, quality, quantity, responsiveness and equity of the services delivered, the women and men who deliver them (i.e the Public Servants) must be developed, capacitated, motivated and committed all the time to sustain excellent or at least satisfactory levels of service delivery.

The Leadership of the Government must not take its eyes off the critical importance of the Human Resource that drives the delivery of public services. It can never be over emphasized that it is the most important resource for the development of the country. It must have the requisite capacities to drive the whole process of ensuring excellence in the management and delivery of the Public Services. It is not possible to have an excellent performance in government without an excellent human resource in the public service.

Developing the capacity of capacity builders in the public service

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

(i): Uplift and strengthen the function of HRM to a strategic partner level in all Ministries.

There seems to have been a fundamental fault in the reforms of the Public Service in many African 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 and transformation 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 in might be 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 needs of the future that Africa wants. There is need to adopt a model of the Human Resource Management (HRM) that best enables the Government to manage the HR in the Public Service so as to achieve their key objectives. 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.

Basic roles of human resource managers in the public service in the context of transformation

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 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, mindsets, values, norms and behaviour of Public Servants). Note that without this change, reforms, even the best designed cannot be successfully implemented. Transformation will be in achievable.

Mindset & competences

- **Administrative Competence**: leads compliance with laws and regulations enhancing professionalism, ethics, integrity and rule of law
- **Operational competence**: leads to effective performance in service delivery with services delivered to all
- **Integrative Competence**: leads to equity, inclusion and evenly shared development thus minimizing development related conflict
- **Mentality**: Belief in law & order and controlled power and authority
- **Mentality**: Belief in service, care for people, concern for the poor & vulnerable
- **Mentality**: belief in the rights and power of the people, collective action & collaborative impact
- **Mentality**: Belief in a better future, propensity for research and excellence, foresight, creativity, innovation
- **Entrepreneurial Competence**: leads to long term policies, strategies & plans that care for future development needs
Resilience

The 2030 Agenda brings on board the principle of resilience. Indeed, many countries are facing many socio-politico-economic and environmental changes some of which are disastrous and catastrophic. Without having high levels of resilience many societies will not achieve sustainable development as expressed in the 17 SDGs. African countries are driving towards transformation and sustainable development. If this works out as planned these countries will be technologically advanced, relying on critical infrastructures such as telecommunications, transportation (road, air, rail, water etc), electricity, information technology, oil refineries, financial services infrastructure and many others. While these make life easy for people, a slight disruption of any of them can cause extreme pressure and hardship.

There are frameworks of international agreements which raise the criticality of the need for resilience in societies. They include:

- **The Sendai Framework for Disaster Risk Reduction (SFDRR)**, which was adopted in March 2015, aims to achieve “the substantial reduction of disaster risk and losses in lives, livelihoods and health, and in the economic, physical, social, cultural and environmental assets of persons, business, communities and countries”.
- **The Sustainable Development Goals (SDGs)**, adopted in September 2015, give us a plan of action for people, planet, prosperity, peace and partnership, and balance the three dimensions of sustainable development (the economic, the social and the environmental).
- **The United Nations Framework Convention on Climate Change (UNFCCC)**, to be agreed in December 2015 in Paris, aims to achieve a legally-binding and universal agreement, which will provide a framework for transition towards low-carbon societies and economies that are able to withstand climate change.

So while transformational leadership aims at transforming African societies to create good societies as we have indicated above, one critical strategic objective of the transformation must be creating resilient societies as well.

_The paradigm of resilience_
Resilient societies must embrace values, practices, norms, and institutional arrangements that enable them to anticipate change, however drastic, adapt to the change and absorb shocks without being destroyed so that they can not only bounce back after such shocks but move on taking even better trajectories derived from the lessons of the shocks. Such societies must master effective communication, mobilisation, coordination, collaboration, engagement, inclusion and partnerships. This means that transformational leadership must be a highly collaborative leadership as well.

Conclusion:

Well before the world leaders adopted the 2030 Agenda for Sustainable Development many African countries, including the African Union and Regional groupings had already conceived expressed the need and strategies to transform their countries for the wellbeing of their people. The 2030 Agenda and the 17 SDGs came as an additional commitment supporting Africa’s resolve to positively transform the lives of the people. The implementation of the 2030 Agenda to achieve the SDGs in Africa will need transformational leadership and engagement of the people. The people and their leadership must realise and accept that they have the responsibility to develop themselves. Transformational leadership at all levels in all sector will facilitate, organise, inspire, support, mobilise resources both internal and external, but the people themselves must develop their countries. The 2030 Agenda being people centred is in line with this.

Transformational leadership will transform individuals, organisations, institutions and the entire society through, among other things, inculcating norms and values including leaving no one behind, social equity, engagement and participation, collaboration and partnerships, accountability, justice, integration and public service. Transformational leadership will, by inculcating these values be creating a good society that is resilient and ready to continuously face the challenges of the future that emanate from an ever changing social economic and environmental world. Seen in this light, transformational leadership is a critical requirement for ensuring sustainable development.