Governance for MDGs: Issues and Responses

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Overview

I- PROGRESS ON MDGs

II- GOVERNANCE & MDGs—
   Theory and Practice

III- GOVERNANCE & MDGs—
   Crisis and Post-Conflict Societies

IV- CONCLUSION—
   Keys to Success and Lessons Learnt
Part I
Progress on MDGs
Millennium Development Goals (MDGs)

The eight MDGs are practical tools that promote human development. They are agreed upon by all countries and are supported by the leading development institutions.
MDGs: Developmental & Ethical Dimensions

- MDGs emanate from the United Nations’ Millennium Declaration in 2000. World leaders promised to work together to meet concrete targets for advancing development.

- MDGs are dimensions of human development but they also reflect certain fundamental values.
Six Core Values in the Millennium Declaration

- **Freedom**: Men and women have the right to a life of dignity, free from hunger, violence, oppression and injustice.

- **Equality**: No individual or nation must be denied the opportunity to benefit from development. Men and women must have equal rights.

- **Solidarity**: Costs and burdens of global challenges must be distributed fairly, in accordance with equity and social justice.
Six Core Values in the Declaration

...... continued

- **Tolerance**: Human beings must respect one another in all their diversity. Diversity is a precious asset of humanity.

- **Respect for Nature**: Current unsustainable patterns of production and consumption must change in accordance with the precepts of sustainable development.

- **Shared Responsibility**: Global challenges must be addressed multilaterally and the United Nations must play the central role.
### Millennium Development Goals: 2007 Progress Chart

#### GOAL 1: Eradicate Extreme Poverty and Hunger
- **Reduce extreme poverty by half**
- **Reduce hunger by half**

<table>
<thead>
<tr>
<th>Region</th>
<th>Eastern</th>
<th>South-Eastern</th>
<th>Southern</th>
<th>Western</th>
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<tbody>
<tr>
<td>Poverty</td>
<td>moderate</td>
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<td>low</td>
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<tr>
<td>Hunger</td>
<td>moderate</td>
<td>moderate</td>
<td>high</td>
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#### GOAL 2: Achieve Universal Primary Education
- **Universal primary schooling**

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<tr>
<td>Enrolment</td>
<td>high</td>
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<td>moderate</td>
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#### GOAL 3: Gender Equality and Empower Women
- **Equal girls’ enrolment in primary school**
- **Women’s share of paid employment**
- **Women’s equal representation in national parliaments**

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<th>Region</th>
<th>Eastern</th>
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<tr>
<td>Parity</td>
<td>high</td>
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<tr>
<td>Representation</td>
<td>moderate</td>
<td>low representation</td>
<td>low representation</td>
<td>very low representation</td>
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#### GOAL 4: Reduce Child Mortality
- **Reduce mortality of under-five-year-olds by two thirds**
- **Measles immunization**

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<tr>
<td>Mortality</td>
<td>low</td>
<td>moderate</td>
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<td>moderate</td>
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<td>Coverage</td>
<td>moderate</td>
<td>moderate</td>
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### Millennium Development Goals: 2007 PROGRESS CHART

#### GOAL 5: Improve Maternal Health
- Reduce maternal mortality by three quarters*

#### GOAL 6: Combat HIV/AIDS, Malaria
- Halt and reverse spread of HIV/AIDS
- Halt and reverse spread of malaria*
- Halt and reverse spread of tuberculosis

#### GOAL 7: Environmental Sustainability
- Reverse loss of forests**
- Halve proportion without improved drinking water
- Halve proportion without sanitation
- Improve the lives of slum-dwellers

#### GOAL 8: Develop Global Partnerships
- Youth unemployment**
- Internet users

MDGs & Regional Achievements

MDGs & Regional Achievements

GDP/Capita

Fast Growing

Slow Growing

<table>
<thead>
<tr>
<th>Good Progress</th>
<th>Latin America &amp; the Caribbean</th>
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<td></td>
<td>North Africa</td>
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<td>Western Asia</td>
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<th>Limited Progress</th>
<th>Transitional Economies of Europe</th>
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<td>Sub-Saharan Africa</td>
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Four major reasons for lack of progress toward MDGs’ achievement:

1. Lack of economic growth,
2. Inequality in the distribution of income,
3. Policy neglect
4. Governance failures
Part II: Governance & MDGs in theory and practice
Governance & MDGs in theory

- Achieving MDGs requires sufficient resources, institutional capacity and a conducive policy framework.
- These are also economic and political governance issues.
- The achievement of MDGs is thus closely linked to good governance.
- There is need to examine in more detail the links between the two.
Governance & MDGs *in theory*

Linkages between Governance and MDGs are of two types:

**Indirect linkage via growth:**

There is a high correlation between economic growth and progress toward achieving the MDGs.

Good governance leads to high growth, but not vice-versa.

Progress on MDGs is influenced by more than just the achievements of economic institutions. The negative influence of *corruption* emerges strongly from analysis.

Broadly speaking, improving progress with regard to the MDGs requires a *context-specific approach*, i.e., due regard to the regional and local specificities.
## Governance & MDGs: Context-specific Approach

<table>
<thead>
<tr>
<th>Regions</th>
<th>Focus should be on the...</th>
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<tbody>
<tr>
<td>Eastern Asia &amp; Pacific</td>
<td>--Strengthening of political institutions</td>
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<td></td>
<td>--Freedom &amp; liberty</td>
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<tr>
<td>Europe &amp; Central Asia</td>
<td>--Economic growth that is pro-poor</td>
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<tr>
<td></td>
<td>--Upgrading of the quality of economic institutions</td>
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<tr>
<td>Latin America &amp; Caribbean</td>
<td>--Increasing of the rate of econ. growth</td>
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<td>--Freedom &amp; liberty</td>
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<tr>
<td>Southern Asia</td>
<td>--Economic growth that is pro-poor</td>
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<tr>
<td></td>
<td>--Containment of corruption</td>
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<tr>
<td>Sub-Saharan Africa</td>
<td>--Stopping of economic decline</td>
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<td></td>
<td>--Management of conflict</td>
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<tr>
<td>Europe &amp; Central Asia</td>
<td>--Economic growth that is pro-poor</td>
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**Direct links MDGs and dimensions of governance:**

Achieving the MDGs will require:

**the strengthening of economic institutions through effective decentralization and sector-driven improvements in service delivery,**

**improved transparency and accountability, particularly the combating of corruption, along with pro-poor policies and reformed public administration and civil services,**

**the strengthening of cross-cutting dimensions: human rights, rule of law, civil society institutions.**
Governance & MDGs *in theory*

- **Direct links** between governance and the MDGs operate at global, national and local levels:

  - **GLOBAL**
    - Aid
    - Trade
    - Debt Relief
    - Technology Transfer
    - Foreign direct investment

  - **NATIONAL**
    - MDG Advocacy
    - Policy framework
    - Mobilization of resources
    - Transparency & accountability
    - Monitoring

  - **LOCAL**
    - Target setting
    - Delivery of services
    - Citizen participation

At the global level, Goal 8: *Developing a global partnership for Development* is a direct link between governance and MDGs.

At the national level, six governance dimensions are all linked to specific MDGs.

At the local level, national and global linkages are owned and determined with participatory means of representation.
<table>
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<th>GOVERNANCE &amp; MDGs: Key dimensions and challenges</th>
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<td>There are six dimensions of governance that are related to different MDGs. These are:</td>
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<tr>
<td>1</td>
<td>Pro-poor policies</td>
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<td>2</td>
<td>Public administration &amp; Civil Services</td>
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<td>3</td>
<td>Accountability &amp; Transparency</td>
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<td>4</td>
<td>Rule of Law</td>
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<td>5</td>
<td>Human Rights</td>
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<td>6</td>
<td>Civil Society</td>
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Governance & MDGs: Pro-Poor Policies

- Pro-poor policies are crucial for all of the MDGs, particularly for:
  
  Goal 1: Eradicate Extreme Poverty and Hunger,
  Goal 2: Education,
  Goal 3: Gender,
  Goal 4: Child Mortality, 
  Goal 5: Maternal Mortality, and 
  Goal 8: Partnership for Development

- The key challenge is to find the right balance between poverty reduction and economic growth. Pro-poor economic growth can be accomplished with due regard to the following areas:
Governance & MDGs: Pro-Poor Policies

- How to pursue pro-poor economic growth policies?

  a) Provide an enabling environment for growth, facilitating the participation of the private sector, favoring domestic and international investment, developing a regulatory framework, and legislating labor laws,

  b) Favor sectors in which the poor works, emphasize agricultural and rural development through fiscal and monetary policy, generate employment for unskilled workers, continue public investments in backward areas,

  c) Concentrate on human development through social services such as education and healthcare.
Governance & MDGs: Pro-Poor Policies

Example I: China & India

These two countries have had tremendous economic growth in the past decade with major reductions in poverty. The three critical factors in these success stories:

1. **Liberalization & Market Reforms:** Robust foreign direct investment, export-led growth made largely of labor-intensive manufacturing products.
2. **Social Investments:** Increased public spending on education with major improvements on human development variables.
3. **Balanced Development by Region:** This still remains to be resolved since regional gaps abound in terms of growth and social improvements within both countries.
None of the MDGs can be implemented or achieved in the absence of an efficient, responsive and accountable public administration.

Public Administration Reforms (PARs) no longer seek to roll back the state, but to make it more democratic, efficient and capable.

To do that, seven areas of concern should be taken into account:
Governance & MDGs: Public Administration and Civil Services

- Major issues confronting Public Administration Reformers:

  **Civil Service Reforms:** Remuneration, number of employees, performance appraisal, recruitment, selection, placement and promotion.

  **Leadership and Vision:** Need for “transformational leaders” who question the status quo, and encourage development, aptitude and change.

  **Strategic Management:** Identification of the mission and purpose of the organization, selected path to achieve the mission and activities that affect stakeholders’ interests.
Governance & MDGs: Public Administration and Civil Services

**Human Resource Training:** Organizational structure and culture, job design and performance appraisal.

**Improving Service Delivery:** Quality management system to continuously update and improve products and services, constant concern about clients and efficiency.

**Revenue and Expenditure Management:** Quality management system to continuously update and improve products and services, constant concern about clients and efficiency.

**Inter-organizational Relations:** Central-local government allocation of responsibilities, relationships among ministries, parastatal organizations and state enterprises.
The Bahia state government introduced Citizens’ Assistance Service (SAC) in 1995.

This is a pioneering initiative that has One Stop Shop Centers--mobile document units that provide services like issuance of birth certificates, ID cards, employment cards, etc.

Mobile Health Units stay in each community for two weeks to provide health services and compile patients’ data.

SAC and Mobile Document and Health Units are an innovative citizen-focused approach to public administration and civil service through a client-oriented focus on service delivery.
Governance & MDGs: Public Administration and Civil Services

- Adequate application of Information and Communication Technology (ICT) can ensure better public administration, good governance and faster progress toward the MDGs.

- E-governance can make services more effective, government more transparent, and decision-making more efficient.

- Some countries have already made headway in the use of ICT to introduce Public Administration Reforms (PARs).
EXAMPLE III: E-Governance and PARs

Naga City in the Philippines has used e-government technology to ensure equitable service delivery including the dissemination of Citizen’s Charters and a Net Serve for investors and clients.

Uruguay’s National De-bureaucratization Programme has led to savings of over $20 million in public services thanks to new accounting and financial management legislation and procedures, and computerized registration of revenue-generating organizations.

Chile’s Internal Revenue Service has used e-governance to enforce tax compliance, lower costs and increase trust in government.
Governance & MDGs: Accountability and Transparency

- An accountable and transparent government is the most essential ingredient of good governance.

- All MDGs, particularly those directly related to economic and political development, depend on accountability and transparency dimensions.

- Accountability and transparency in governmental decision-making are also strongly linked to democratization.

- Elections, informed voting, and other voice mechanisms over the governing institutions make political commitments more credible by fostering regular, predictable, open and responsibility-driven governance mechanisms.
Governance & MDGs: Accountability and Transparency

- **Transparency:** Free access to governmental political and economic activities and decisions

- **Accountability:** State is held responsible, by its people and its elected bodies, for its choices and actions

- **National Integrity System:** Systemic view of all governance institutions in a country with focus on interrelationships rather than on separate institutions
India launched a Citizen Report Card (CRC) system on public services in Bangalore in 1994.

Citizens assess public services and provide feedback on quality, efficiency and adequacy as well as the attitude of service providers.

Citizens’ ratings are then converted into report cards on city services.

With time, services have improved as did citizens’ ratings of them.

Incidence of corruption between agencies and the public have also declined.

Bangalore Agenda Task Force, a forum for public-private partnerships, was later instituted to energize the reform process.
Governance & MDGs: Rule of Law

- Rule of Law is the basic principle that states that nobody is above the law.
- Accountability is related to due process & rule of law: people should be able to hold political leaders and public officials to account.
- Economic growth is also strongly related to rule of law: effective property rights and contractual obligations foster development of markets.
- Lawlessness syndrome occurs when people are reluctant to resort to legal institutions to redress their grievances.
Governance & MDGs:
Rule of Law

- **Lawlessness Syndrome** occurs because:

1. People don’t perceive the courts, the police and the lawyers as impartial or competent.

2. People, particularly the poor living in illegality avoid the formal justice mechanisms: those who live in squatter settlements, those who are employed in the informal markets, those who access common property resources without paying dues, etc.

3. People do not know the law, nor do they have access to adequate and inexpensive legal council.

4. People reach courts only when they are at risk of destitution, i.e., when it is too late.
Governance & MDGs: Rule of Law

- Pro-poor legal reforms can work to eliminate the lawlessness syndrome and to foster rule of law by:

  1. Eliminating laws with anti-poor components or interpretation
  2. Reforming legal procedures to enable greater access for individuals
  3. Reducing legal technicalities and simplifying legal language
EXAMPLE V: RWANDA’S GACACA COURTS

Alternative justice system adopted by law to bring the perpetrators of the 1994 genocide to justice.

Inspired by the traditional community conflict resolution norms.

All of the protagonists (survivors, presumed perpetrators, and witnesses) come together at the location of the crime, and debate to find the truth and identify the guilty.

Debates are chaired and sentences decided by non-professional judges, who are respectable people in the community.

As of January 2006, over 4000 people were judged and sentenced in Gacaca courts.
Governance & MDGs: Human Rights

- MDGs are solidly anchored in human rights. Human rights approach is particularly useful for eradicating poverty, gender equality, and partnership for development.
- Human rights-based approach to governance is unique. It is not “development as usual.”
- In the rights-based approach, process is as important as is the outcome.
- Accordingly, the purpose of MDG monitoring should be more than quantitative measures of progress. The nature of progress, the instruments used to achieve it, and whether or not these are compatible with human rights should be considered.
MDGs, human development and human rights share a common motivation.

Achieving MDGs will advance both human development and human rights.

It is important that human rights groups join the MDG campaign in creating awareness, in policy making and monitoring.

It is also important to strengthen human rights organizations since they are crucial in:

1-identifying and investigating violations of HRs
2-conducting public inquiries
3-providing advice and assistance to governments
4-promoting human rights education
The HRC found and stressed that the Industrial Trainee System had become exploitative of migrant workers due to inadequate supervision of wages and labor conditions.

The HRC was successful in getting the “Act on Foreign Workers Employment” passed in 2003.

This act made two-thirds of the illegal migrant workers legal, and put a stop to most of the human rights violations.
Governance & MDGs: Civil Society

- Civil society is the third essential governance actor along with government and the private sector.
- Civil society acts as a bridge between the people and the state.
- Civil society can promote good governance and contribute to the achievement of the MDGs in various ways:
  1. Carrying out policy analysis and advocacy
  2. Monitoring of state performance and public officials
  3. Building social capital through community organization
  4. Enabling citizens to identify and articulate their values
  5. Mobilizing constituencies, particularly the vulnerable
  6. Improving the well-being of communities
There are, however, serious challenges that civil society organizations face in the developing world:

1. **Financial Sustainability**: Project-based funding from international donors and the state creates dependency.
2. **Legal Constraints & Internal Accountability**: Laws and norms facilitating the institutionalization of CSOs are lacking.
3. **Lack of Mutual Trust between CSOs & Government**: There are cases where private firms have taken advantage of tax breaks by falsely claiming that they are CSOs.
4. **Civil Passivity**: Motivating deprived and marginalized groups, particularly in conflict situations, is difficult.
5. **Socio-economic & Political Environment**: CSOs are confronted with vested interests from bureaucrats, politicians, multinational corporations, rural elites, etc.
In Burkina Faso, the third largest agricultural export is shea nuts for which the international demand has been increasing.

The manual transformation of shea nuts into butter has been an exclusively female task even though the women were limited to selling locally to individuals and small groups, until recently.

With the founding of the first thirty women’s cooperatives in 1990, The Songtaaba Women’s Group Initiative was able to turn this informal, unorganized, and barely remunerative activity into a formalized, profitable and systematized cottage industry.
Part III: Governance & MDGs in Crisis and Post-Conflict Societies
Governance & MDGs: Crisis and Post-Conflict Societies

- The Outcome Document of the 2005 World Millennium Summit reaffirms the commitment of international community to addressing the needs of crisis and post-conflict countries.

- Strengthening the institutions and processes of governance is an important tool for crisis prevention and post-conflict recovery. The same is also true for attaining the MDGs.

- Countries in special situations will generally have to assume a longer time horizon for the achievement of the MDGs.
### Governance & MDGs: Crisis and Post-Conflict Societies

**Systemic and long-term conflict undermines all six dimensions of governance:**

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<th>Dimension</th>
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| Accountability & Transparency      | • Modes of monitoring government (through legislative, judiciary, executive, societal) are suspended or impaired  
• Media is suppressed or manipulated |
| Civil Society                       | • Along with basic freedoms and the media, CSOs are also shut down or intervened |
| Poverty                            | • Scarcity of economic resources and protracted macroeconomic crises are often the root cause of crises, and are worsened with conflict |
| Human Rights                        | • First area to be compromised in a conflict  
• Abuses range from arrest without evidence, detention without charge, prohibition of movement, civilian injuries, suspension of basic rights and services |
| Rule of Law & Justice               | • Basic security of life and property in jeopardy  
• Economic activity, business and investment suffer  
• Shortage of legal and security professionals |
| Public Administration               | • State’s capacity to govern and PA cycle destroyed  
• Fiscal capacity is weakened  
• Technical difficulties and adverse implications for service delivery |
Governance & MDGs: Crisis and Post-Conflict Societies

There are five governance challenges in crisis and post-conflict countries:

- Constitution-Making
- Safety & Security
- Reinvigorate Economy
- Infrastructure & Services
- Justice & Reconciliation
I. ESTABLISHING SAFETY & SECURITY

**Establishing safety and security must precede reconstruction in a war-torn country.**

**Establishing safety and security involves:**

a) enforcing peace agreements,

b) reconstituting security forces and bringing them under civilian control,

c) ensuring public order and safety,

d) demobilizing, disarming and reintegrating ex-combatants into society,

e) securing territorial borders.
**II. CONSTITUTION-MAKING:**

**Constitution-making is essential to establish the formal foundations of state.**

**Constitution-making involves:**
- a) designing or implementing a new constitution or amending and reconstituting an old one,
- b) making sure procedures for free and fair elections are in place,
- c) strengthening and balancing the three branches of government,
- d) guaranteeing human and political rights, freedoms for civil society and the media,
- e) determining local governance structures.
III. RECONSTRUCTING INFRASTRUCTURE, RESTORING SERVICES

** In the post-conflict period, one of the most important functions of government is to build infrastructure and restore services.**

** This includes:**

a) rebuilding physical infrastructure and utilities  
b) providing emergency shelter and food relief  
c) restarting and extending education and health services  
d) assisting refugees, displaced and vulnerable people  
e) encouraging private investment and participation in the process
Governance & MDGs: Crisis and Post-Conflict Societies

IV. STABILIZING & REINVIGORATING THE ECONOMY

**Volatile economic conditions hamper governance, while economic growth is associated with peace and democracy.**

**To ensure economic stability and growth, governments can:**

a) reform financial, economic and regulatory institutions,

b) promote domestic and international trade, and investment,

c) stabilize currency, and promote pro-employment activities,

d) strengthen the private sector and human resources

e) address social and economic inequities.
V. STRENGTHENING JUSTICE & RECONCILIATION ORGANIZATIONS

** A competent, fair and effective justice system is crucial in healing ethnic, political and economic wounds. To do that, governments can:

a) increase qualified legal and judicial personnel (train, capacitate, re-educate on new or interim legal codes)

b) reform the court as well as the prison system

c) protecting human and property rights

d) strengthen local capacity to combat crime
Governance & MDGs: Crisis and Post-Conflict Societies

- In facing these five challenges, governments of crisis and post-conflict countries should prioritize reforms according to their specific needs and conditions.

- Usually, there are three phases of governance reforms in post-conflict assistance:
  1/ Stabilization, Identification of priorities--Year 1-3
  2/ Reorganization, Institution-building--Year 4-7
  3/ Consolidation, Return to ‘normality’--Year 8-10
Governance & MDGs: Crisis and Post-Conflict Societies

EXAMPLE VIII: AFGHANISTAN

- Efforts to restore safety and security in Afghanistan have gone hand-in-hand with efforts to reduce the country’s dependence on opium trade and to eliminate the warlord economy.
- The Interim Government established the Judicial Commission of eminent Afghan scholars, legal practitioners and jurists to discuss how to rehabilitate justice.
- The constitution-making process was swift, involved negotiations among the political parties and the use of the traditional loya jirga (grand assembly) mechanism. Results have been mixed.
Part IV: Keys to Success & Lessons Learnt
Keys to Success & Lessons Learnt

- MDGs do not explicitly refer to human rights and civil freedoms, but a rights-based approach is built in the Millennium Declaration.

- For the achievement of MDGs, national ownership is key. The goals must be assumed and embraced by the people as well as the national and local governments. The role of international organizations should be supportive. Civil society should be active.

- Continued political will and support, and engagement of all major actors is crucial. MDGs can and should be adapted to aims and activities of multiple stakeholders, with realistic and well-defined targets.

- Poverty is very much a local issue. Political processes that matter most to the poor are at local level. The MDGs’ due regard to local accountability should be enforced and strengthened.
Keys to Success & Lessons Learnt

- Good results should be shown and publicized, and best practices must be shared to ease fears, to instil change in the attitudes toward reforms, to enhance knowledge.

- Strong individual leadership to manage the change, and to link the ‘technocrats’ to citizen coalitions is essential, but not sufficient.

- Equally important is the institutional sustainability. Capacity-building through investments in human resources is paramount.

- Public Administration should adopt and assimilate the client-perspective whereby the users of government services are treated with respect, new thinking on how to conduct business is encouraged, and meritocracy is the rule.
THANK YOU

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