



CHAPTER 1

**CHANGES IN INSTITUTIONAL ARRANGEMENTS FOR
SUSTAINABLE DEVELOPMENT GOALS IMPLEMENTATION
AT THE NATIONAL LEVEL SINCE 2015**

1.1. Introduction: national institutions for SDG implementation

National institutions are paramount to the achievement of the 2030 Agenda for Sustainable Development and all the Sustainable Development Goals (SDGs). This is well recognized in the Agenda itself. Since 2015, most countries have adjusted their institutional frameworks to support their commitments to implementing the 2030 Agenda. This has comprised, inter alia: the incorporation of the SDGs and other elements of the Agenda into the national institutional context (for instance, national strategies and plans, planning processes, and the work of parliaments); the creation of new institutions (for example, high-level coordination mechanisms and technical working groups); and setting up new mechanisms for engaging various stakeholders around SDG implementation. Such changes, which have been documented through successive snapshots provided by the voluntary national review (VNR) reports presented by countries at the high-level political forum on sustainable development (HLPF) every year, have taken place gradually, typically with years in between initial design and implementation.

Five years after the start of the 2030 Agenda, with one third of the SDG implementation period having elapsed, it is important to take stock of how far countries have gone in adapting their institutional frameworks to implement the SDGs. This chapter highlights that many countries are still putting in place or adjusting key elements of their institutional systems in relation to SDG implementation. The long time scale associated with institutional change contrasts with the urgency of the 2030 Agenda, and could in itself be a limiting factor in the achievement of the SDGs.

This chapter undertakes a comparative analysis of institutional arrangements adopted by countries to deliver specific functions in relation to the implementation of the Sustainable Development Goals (SDGs). The analysis is mostly based on information for 24 countries (see the introduction to this report) collected through publicly available sources.

In order to capture the increasing complexity of national institutional arrangements for SDG implementation as they evolved since 2015, the chapter follows two approaches. The first one, similar to that taken by several studies and reports based on voluntary national reviews,¹ examines the development of institutional mechanisms such as sustainable development strategies and national development plans; high-level coordination mechanisms for SDG implementation; development of SDG implementation roadmaps and action plans; and others. Section 1.2 of the chapter reviews changes in five institutional areas that are considered critical in enabling SDG implementation. Patterns of institutionalization of SDG implementation at the country level are highly idiosyncratic, and no regularities or “typical” patterns are easily discernible across countries; nor are institutional adjustments always

gradual and linear. Changes in political circumstances in a given country can increase or decrease the visibility and prominence of the 2030 Agenda and the SDGs on the national policy agenda and affect institutional arrangements in ways that can reinforce or diminish their effectiveness. In spite of the differences in the types of institutional arrangements that countries choose to put in place for implementing the SDGs and in the timing of such arrangements, when looking at a sample of countries, trends can be perceived in terms of how quickly after 2015 they have been put in place (see section 1.2.6).

The second approach documents the development of institutional entry points for key stakeholders at the national level to get involved in SDG implementation. Over time, such entry points have tended to increase in number, which reflects the increasing maturity of institutional arrangements for SDG implementation. The chapter explores entry points for different institutional actors to engage in the delivery of key functions—strategizing and planning; implementation; and monitoring and evaluation. While the role of central governments and their departments, which lead SDG implementation at the national level, is largely addressed in section 1.2, section 1.3 examines several other stakeholders: parliaments; supreme audit institutions; subnational and local governments; non-governmental organizations; and academia and experts. The role of the private sector is also addressed to a limited degree, as it, too, has multiple links to institutional frameworks for SDG implementation.

Across the chapter, novel and innovative practices at the country level are highlighted to illustrate the potential for countries to more fully incorporate the 2030 Agenda and the Sustainable Development Goals into their national institutional frameworks. The chapter posits some lessons and conclusions from the past five years of SDG institutionalization, as well as proposes opportunities for its enhancement.

1.2. Institutional changes at the country level since 2015

Throughout the ongoing process of institutionalizing the Sustainable Development Goals (SDGs), countries have taken different paths according to national circumstances. Progress in embedding the Goals into national institutional frameworks and in localizing them at other levels of government therefore can and does look different across contexts. Despite this, certain commonalities among countries’ experiences are observable. For instance, in the process of implementing the SDGs at the national level, most countries have had to create high-level coordination structures or mechanisms. This section reviews how the institutional landscape has evolved in five areas: the adaptation of legal and regulatory frameworks at the national level; the integration of the SDGs into national strategies and

plans; the development of SDG implementation roadmaps; the creation of piloting structures in government; and the development of national monitoring and reporting on SDGs, including the creation of SDG information hubs and SDG evaluation frameworks. Developments related to monitoring, evaluation and review are examined in more detail in chapter 2 and only succinctly reviewed in this chapter. The last part of this section presents an attempt at visualizing developments in some of these areas over time since 2015.

Beyond the institutional areas mentioned above, other areas have received attention from countries since 2015. Securing financing for SDG implementation has been a key concern in all countries, but especially in developing countries. Within the framework of the Addis Ababa Action Agenda, several countries have started to develop sustainable development financing strategies. Efforts have also been made by many countries to increasingly map the SDGs into national budget processes.² Capacity-building around SDG implementation has further been an area of focus, with efforts from a wide range of actors targeting both government institutions and non-governmental actors. Chapter 3 of the report takes an in-depth look at efforts made to strengthen the capacity of public servants to implement the SDGs.

1.2.1. Creation of legal and regulatory frameworks for SDG implementation by governments

Legal and regulatory frameworks govern the development of institutional frameworks for SDG implementation. Among other things, they establish the nature and periodicity of national development strategies and other aspects of the national planning process; mandate the creation of new institutions or institutional mechanisms; and establish responsibilities for SDG implementation, monitoring and reporting across government.

Depending on the country, the institutional framework for SDG implementation is based on laws or decrees and directives issued by the executive, or both. Approaches to setting up national institutional frameworks are diverse, with some countries having adopted widely-encompassing laws or decrees that address a broad range of issues, and others having used more incremental approaches with successive laws, decrees and directives addressing specific aspects of SDG implementation, such as the creation of new structures or the assignment of responsibilities.

Indonesia is an example of the former approach. Its national strategy for implementing the SDGs is governed by Presidential Decree 2017/59. The Decree required the government to produce an SDG roadmap and a national SDG action plan, and all regions to produce regional action plans. It assigned primary responsibility for SDG implementation to the Ministry of Planning/Bappenas. It defined the institutional architecture for SDG implementation as well as the monitoring

and reporting framework. Regulations from the Ministry of Development Planning have operationalized the presidential decree, which created the obligation to report on SDG progress at the national and regional levels.³

Italy's implementation of the SDGs is backed by decrees of the Prime Minister's Office, which complemented existing laws. In 2018, the Prime Minister's Office adopted the Directive for implementing the national sustainable development strategy and the 2030 Agenda.⁴ Among other things, the Directive called for the establishment of the National Commission for Sustainable Development (which had not yet met as of January 2020), and referred to the undertaking of comparative analysis of the actions carried out by the government and the contents of the national sustainable development strategy (art. 6).⁵

In the Philippines, an executive order underpins SDG implementation through a different means. The SDGs are integrated into the Philippine Development Plan (PDP) 2017-2022, the country's development blueprint⁶, which serves as their implementation mechanism.⁷ Executive Order 27 of 2017, which cites the 2030 Agenda in its preambular section, requires all levels of government to implement the PDP.⁸

In Colombia, an executive decree established the governance and institutional structure for planning, implementing and monitoring the implementation of the SDGs. In February 2015 (before the 2030 Agenda was formally adopted),⁹ a High-Level Inter-Institutional Commission on SDGs (Comisión Interinstitucional de Alto Nivel para el alistamiento y la efectiva implementación de la Agenda de Desarrollo Post 2015 y sus Objetivos de Desarrollo Sostenible) was established and provides the institutional space for decision-making around the implementation of the 2030 Agenda. Similarly, royal decrees in Spain appointed an Ambassador in Special Mission for the 2030 Agenda in the Ministry of Foreign Affairs, created the Office of the High Commissioner for the 2030 Agenda within the Presidency of the Government of Spain, and established a new Ministry of Social Rights and the 2030 Agenda.¹⁰

Institutional mechanisms for SDG implementation are also often based on pre-existing law. For instance, the legal foundation for the Republic of Korea's "K-SDGs" (adopted by a resolution of the Council of Ministers in December 2018¹¹) includes Article 50 of the Framework Act on Low Carbon and Green Growth, enacted in 2010, according to which the government has to not only renew sustainable development basic plans every five years to carry out international agreements on sustainable development and promote sustainable development in the country, but also establish sustainable development goals and indicators.¹² Legal instruments indirectly support governance of the SDGs in different ways. For example, laws on integrated policy and planning can support government capacity to comprehensively and cohesively assess progress towards the Goals and feed results and lessons back into the

Box 1.1

Mongolia's 2015 Law on Development Policy and Planning (LDPP)

In Mongolia, the 2015 Law on Development Policy and Planning (LDPP) provides the basis for the implementation of the Sustainable Development Vision-2030 (MSDV), adopted in 2016, and the SDGs.^a More broadly, the LDPP sets the legal foundation for an integrated system of development policy and planning, regulating the development, adoption, implementation, monitoring and evaluation processes of national, sectorial, aimag¹ and capital city level development policy documents.^b With regard to monitoring and evaluation, the LDPP stipulates (articles 7.5, 7.6 and 7.7) that the ministry will receive monitoring and evaluation reports of the development concept of Mongolia conducted by State Central Administrative bodies every two years, consolidate those reports and submit them to the Government for discussion. Furthermore, that ministry is responsible for organizing an external audit of the implementation of the development concept of Mongolia every four years, a mandate that ensures an additional layer of accountability.^c

Sources:

- a Mongolia, "Mongolia Voluntary National Review 2019: Implementation of the Sustainable Development Goals" (Ulaanbaatar, 2019), 39, https://sustainabledevelopment.un.org/content/documents/23342MONGOLIA_VOLUNTARY_NATIONAL_REVIEW_REPORT_2019.pdf.
- b Mongolia, "Mongolia Sustainable Development Vision 2030," 2016, 37, 41, 42, 43, 44, 46, 47, 48, 51.
- c Mongolia, "Mongolia Sustainable Development Vision 2030," 2016, 41 (annex with LDPP).

Note:

- i Mongolia is divided into 21 provinces or aimags and one provincial municipality. Each aimag is subdivided into several districts.

planning process (see Box 1.1). As another example, in France, Law 2009-967 (loi Grenelle 1) directed the government to develop "new wealth indicators" as an alternative measure to the Gross Domestic Product. In 2015, another law required the government to annually report to parliament on those indicators. The 10 indicators are now part of the 98 national SDG indicators that serve to monitor the country's SDG Roadmap.¹³

The use of executive powers (decrees or directives) to determine and elaborate institutional arrangements for the 2030 Agenda requires political will and sustained buy-in on the part of governments. It can serve to put a spotlight on the SDGs and prioritize them on political agendas. At the same time, it can later scale back such arrangements and shift priorities away from the Goals (see Box 1.2).

Box 1.2

Executive actions change the path of Brazil

Brazil's 2016 Decree 8,892 created a multi-stakeholder National Commission for the Sustainable Development Goals linked to the Government Secretariat of the Presidency of the Republic,^a making the country the first in Latin America to constitute such a mechanism with equal representation of government and civil society.^b The decree was also behind the development by the Commission of a national action plan for the implementation of the SDGs for 2017-2019.^c In 2019, the Commission was abolished by presidential decree (N° 9.759/2019), and no institutional action plan at the national level was proposed for the period post 2019. Since then, the legal framework for the 2030 Agenda is Decree 9,980, which designates the Special Secretariat for Social Articulation as the responsible organ for assisting the Minister of State in matters relating to the Sustainable Development Goals, articulating within the Federal Government and other federal agencies the actions to internalize the SDGs, and requesting and consolidating information provided by government agencies on the implementation of the SDGs.^d

Sources:

- a Brazil, "Voluntary National Review on the Sustainable Development Goals," 2017, https://sustainabledevelopment.un.org/content/documents/15806Brazil_English.pdf.
- b Estratégia ODS, "Sem Sociedade Civil, Atingir os ODS é Objetivo Insustentável no Brasil," July 12, 2017, <http://www.estrategiaods.org.br/sem-sociedade-civil-atingir-os-ods-e-objetivo-insustentavel-no-brasil/>.
- c Brazil, Ministry of Foreign Affairs, "Comissão Nacional Para Os Objetivos Do Desenvolvimento Sustentável (CNOODS)," December 8, 2020, <https://www.gov.br/mre/pt-br/assuntos/desenvolvimento-sustentavel-e-meio-ambiente/desenvolvimento-sustentavel/comissao-nacional-para-os-objetivos-do-desenvolvimento-sustentavel-cnods>; Brazil, "Voluntary National Review on the Sustainable Development Goals."
- d Brazil, Presidência da República, Secretaria-Geral, Subchefia para Assuntos Jurídicos, "Decreto No. 9.980, de 20 de Agosto de 2019" (2019), http://www.planalto.gov.br/ccivil_03/_ato2019-2022/2019/decreto/D9980.htm.

In some cases, laws or decrees obligate subnational and local governments to take specific measures to advance the SDGs or to coordinate in this regard with national governments. The national frameworks of Indonesia, Italy, Mongolia, and the Philippines impose requirements at the subnational and/or local levels, mainly with regard to implementation and monitoring.

1.2.2. Integrating SDGs into national strategies and plans

Most countries have taken concrete steps to either ensure alignment of their existing or new development plans and strategies with the Sustainable Development Goals and their targets and indicators, or integrate the latter into those plans and strategies. The fitting or “retrofitting” of the SDGs into national policy instruments is the main method of implementing the SDGs at the national level. It allows governments flexibility in determining how the Goals are and can be reflected in or addressed by policies and programmes that are designed according to national priorities and considerations. As a first step in adapting the SDGs to policy frameworks, many countries—particularly right after the adoption of the 2030 Agenda—have conducted assessments, mappings or diagnostics of the Goals, targets, and/or indicators and their relevant plans and strategies – from broad policy frameworks to specific medium-term plans or national sustainable development strategies. Such reviews were largely intended to identify and address gaps in coverage of the SDGs, including through the development of new policies.

In Sierra Leone, ministries, departments and agencies reviewed existing sectoral policies against the SDGs and mapped the Goals with the country’s third generation poverty reduction strategy paper, the Agenda for Prosperity (A4P) (2013-2018), in 2016. The lead ministry further assessed its two key national development plans, the A4P and the National Ebola Recovery Strategy (NERS) (2015-2017), together with the SDGs, and prepared an integrated results framework that aligned the SDGs and the NERS to the monitoring and evaluation framework of the A4P.¹⁴ More recently, the country’s Medium-Term National Development Plan (MTNDP) (2019-2023), entitled “Education for Development,” was mapped and aligned with both the SDGs and the African Union’s Agenda 2063.¹⁵ Turkey conducted a Stocktaking Analysis Project for the SDGs in 2017 with the participation of multiple stakeholders to establish a baseline and analyse gaps in the integration of the 2030 Agenda into its national policies. The country integrated the SDGs into national development plans and sectoral strategies.¹⁶

In 2016, the government of Colombia mapped the policies, programmes and initiatives of both governmental and non-governmental organizations and actors that contribute to SDG targets, identifying 86 per cent (or 146) of the targets as having at least one specific action or initiative related to

the National Development Plan, the Peace Agreements, the accession process to OECD, or the Policy Documents of the National Council for Economic and Social Policy (CONPES) (which contain the main public policy guidelines), facilitating the development of guidelines for SDG coordination and policy design and implementation. The government also determined that all CONPES documents must be consistent with the 2030 Agenda and the SDGs and identify the goals to which specified actions would contribute.¹⁷ In addition to having a national strategy to implement the SDGs,¹⁸ the National Development Plan 2014-18¹⁹ incorporated the vision, principles and spirit of the 2030 Agenda and included strategies, concrete actions and indicators aimed at implementing and monitoring progress towards 92 of the 169 SDG targets.²⁰ The current National Development Plan 2018-2022²¹ has also been designed to support the implementation of the 2030 Agenda. The SDGs have been used as a tool for promoting coherence within and among the different sections of the plan, as well as a key reference for setting targets aligned with a long-term vision of the country.²²

In several developed countries, the SDGs are aligned with national sustainable development strategies. For instance, Estonia implements the SDGs through its existing national strategy on sustainable development, Sustainable Estonia 21 (through 2030), which itself is implemented through sector plans and strategies.²³ In addition, the SDGs have been cited as the basis for the newly-approved long-term strategy, Estonia 2035, the country’s “umbrella strategy for all sectoral development plans.”²⁴ Estonia’s 2020 VNR report notes that all future strategic documents must clarify how the SDGs will be achieved.

In 2017, Morocco adopted its National Sustainable Development Strategy (2016-2030), which highlights the need to assess the alignment of its objectives and targets with national priorities and the SDGs.²⁵ In 2019, the Secretariat of State for Sustainable Development undertook a study whose preliminary results showed that the national strategy covers 70 per cent of the SDGs.²⁶ A diagnostic study has provided an overall assessment of the level of integration of SDG targets in sectoral strategies, as well as the first mapping of priorities, the identification of accelerator targets, and a general view of how the national sustainable development strategy corresponds to the SDGs.²⁷

In some countries, SDG-specific strategies or planning instruments and national sustainable development strategies are converging. In 2019, the government of France published its national SDG Roadmap, which succeeded its national sustainable development strategy upon its conclusion in 2020 and which focuses on six challenges that reflect France’s national priorities.²⁸ Similarly, Spain’s 2018 Action Plan for the Implementation of the 2030 Agenda aims to contribute to the development of a new sustainable development strategy aligned to the SDGs for the period 2020-2030.²⁹

1.2.3. SDG implementation roadmaps

Several countries in the sample have undertaken roadmaps or action plans to guide their implementation of the 2030 Agenda and SDGs. Among them, much of the focus is given to the key issues of policy coherence, SDG localization and ownership, monitoring and evaluation systems, and stakeholder engagement.

Some countries developed short-term roadmaps or action plans, often to either support a shift in focus away from the MDGs and towards the SDGs, or to define initial modalities for implementing the SDGs, requiring the preparation of a broader, long-term, whole-of-government and whole-of-society approach. Kenya's Roadmap to SDGs (2016-2018), a strategy to transition between the MDGs and SDGs, included among several key interventions the mapping of all stakeholders and the development of partnerships, the undertaking of advocacy for and sensitization on the Goals, domesticating and localizing the Goals, tracking and reporting on progress, and building capacity for implementation at national and county levels.³⁰ In Brazil, the national SDG Action Plan 2017-2019 developed by the then National Commission for the Sustainable Development Goals (CNODS) contained five central strategic axes: a transversal one regarding the Commission's management and governance of the SDGs, and four others related to the dissemination, internationalization, adoption and monitoring of the 2030 Agenda.³¹

Long-term roadmaps and action plans lay blueprints for SDG implementation through 2030. Examples of countries with such instruments include Colombia, France (noted above), Indonesia, Nepal, and Spain. In 2018, Colombia's SDG roadmap established a long-term vision and aims to advance statistical capacity and enhance SDG ownership among stakeholders.³² Indonesia's SDG roadmap, launched in 2019, outlines key policy priorities, sets up target values for key indicators, and also contains a financing strategy.³³ In 2018, Nepal developed its SDGs roadmap that sets three intermediate milestones and four stages of implementation.³⁴ Spain developed an action plan in 2018 (noted above) that prioritizes nine policy levers to accelerate SDG implementation and ten cross-cutting transformational measures with national targets.³⁵ Some countries are either developing an implementation strategy or have scope for developing one. For instance, Canada has an interim document that serves as a starting point towards establishing a comprehensive strategy for implementing the 2030 Agenda and lays the foundation for a Canadian indicator framework. The next iteration of the document is forthcoming.³⁶ In addition, Chile has a mandate to develop a national strategy for the implementation of the 2030 Agenda, pending approval from the president.³⁷

With only nine years remaining until the conclusion of the 2030 Agenda, the potential for new roadmaps or action plans may be diminishing. However, it is notable that some countries

decided relatively late after the start of the 2030 Agenda that they needed a roadmap in order to accelerate SDG implementation, a move not unlike the recent launch of the UN's Decade of Action to deliver the Goals.

1.2.4. Creation of piloting structures in government

Governments have set up a variety of institutional arrangements for the coordination of SDG implementation at the national level. They have used pre-existing arrangements and mechanisms or created new ones.³⁸ In most cases, new SDG-dedicated structures have been established for broad coordination. Some countries have multiple structures with various roles. Several have adjusted their arrangements over time—through the creation of additional structures, changes to existing structures, or shifting responsibilities to different actors.

In Costa Rica, the High-level Council of the SDGs (Consejo de Alto Nivel de los ODS) is headed by the President, the Minister of Planning, the Minister of Environment, the Minister of Foreign Affairs and, since 2019, the Minister of Human Development.³⁹ Some structures promote inter-ministerial coordination on SDG implementation. Among other examples, Chile, which has a National Council for the Implementation of the 2030 Agenda formed by representatives of five ministries, including the Ministry Secretary General of the Presidency,⁴⁰ also has a 2030 Agenda National Network composed of representatives of all ministries and other state institutions.⁴¹

SDG coordination structures frequently have subsidiary bodies, such as working groups or committees, that focus on cross-cutting or thematic issues—or clusters of issues (see Box 1.3). Some bodies and subsidiary bodies have as permanent or rotating members representatives of other stakeholders, such as civil society, the private sector, and academia.

In some countries, new SDG structures have been integrated into existing architecture. South Africa developed a national coordination mechanism to enhance the implementation of development policies and review its progress made on international agendas such as the SDGs. While largely relying on an existing structure, it created the Inter-Ministerial Committee of SDGs, Agenda 2063, and SADC-RISDP.⁴² Among other elements, the mechanism has the cabinet at the lead and is supported by three thematic working groups.⁴³

In Canada and Turkey, the designations of existing structures with responsibility for SDG coordination have been subject to changes. In the former, following the adoption of the 2030 Agenda, preparations for implementation were coordinated and overseen by five lead federal organizations, with support from two other organizations,⁴⁴ through informal structures and processes.⁴⁵ In 2018, the government committed dedicated funding to support SDG implementation over 13 years, including to establish an SDG Unit within Employment and Social Development Canada to lead coordination at the

Box 1.3**Several coordination structures operate similarly at the subsidiary level: examples from Colombia, Indonesia, Nepal, and the Philippines**

Colombia's High-level Inter-Institutional Commission on SDGs, which coordinates all actors on SDG implementation and contributes to monitoring and reporting,^a has a Technical Committee, a Technical Secretariat, and five cross-cutting Technical Working Groups on indicators, territorial issues, resource mobilization, international matters, and communications.^b Some similarities at the subsidiary level are evident in Indonesia, where the institutional structure for SDG coordination is led by the Minister of National Development Planning/National Development Planning Agency (Bappenas), who serves as the National Coordinator for the SDGs and reports to a Steering Committee composed of seven key ministers and led by the President. A multi-stakeholder Implementation Team, with a dedicated secretariat and Expert Team, takes direction from the Steering Committee. It relies on four multi-stakeholder Working Groups, based on clusters, or pillars, of SDGs: economic (SDGs 7, 8, 9, 10, 17), social (SDGs 1, 2, 3, 4, 5), environmental (SDGs 6, 11, 12, 13, 14, 15), and governance (SDG 16). The four working groups are also involved in the process of monitoring and evaluation of programmes contributing to the SDGs (the national SDG action plan (RAN) and regional action plans (RAD)).^c

Parallel subsidiary approaches can be found in Nepal and the Philippines. In Nepal, a high-level Steering Committee on the SDGs, chaired by the Prime Minister, guides SDG implementation and monitoring. It is supported by the Implementation and Monitoring Committee as well as seven multi-stakeholder thematic committees that have been aligned to SDG clusters; for instance, the Social Development Committee addresses Goals 3 and 4.^d In the Philippines, the Sub-Committee on Sustainable Development Goals, co-chaired by the National Economic and Development Authority and the Department of Budget and Management and with members from different key government agencies, has four technical working groups focused on different aspects of sustainable development—social; economic; environmental; and peace, security, and governance^e—as well as a Stakeholders' Chamber^f. Similar thematic working groups also operate in South Africa.

Sources:

- ^a Colombia, Presidencia de la República, Decreto 280. Por el cual se crea la Comisión Interinstitucional de Alto Nivel para el alistamiento y la efectiva implementación de la Agenda de Desarrollo Post 2015 y sus Objetivos de Desarrollo Sostenible -ODS, Article 4.
- ^b Contraloría General de la República de Colombia, "Evaluación de la preparación para la implementación de la Agenda 2030 y los Objetivos de Desarrollo Sostenible" (Bogotá, Colombia, December 27, 2018), 28, <https://www.contraloria.gov.co/documents/20181/472298/Informe-evaluación-preparación-implementación-ODS+28122018A.pdf/7187aa4f-3fd7-40cd-9eb4-eb74b61f1b48?version=1.0>.
- ^c Indonesia, Ministry of National Development Planning/National Development Planning Agency, "Voluntary National Review: Eradicating Poverty and Promoting Prosperity in a Changing World," 97-99.
- ^d Nepal, National Planning Commission, "National Review of Sustainable Development Goals" (Kathmandu, June 2020), 15-16, https://sustainabledevelopment.un.org/content/documents/26541VNR_2020_Nepal_Report.pdf.
- ^e Philippines, "The 2019 Voluntary National Review of the Philippines: Review of the Status of the Implementation of the Sustainable Development Goals in the Philippines Focusing on Empowering People and Ensuring Inclusiveness and Equality."
- ^f United Nations, "Compendium of National Institutional Arrangements for Implementing the 2030 Agenda for Sustainable Development."

national level and among stakeholders and to track progress towards the Goals.⁴⁶ The Minister of Families, Children and Social Development has overall responsibility, though works closely with other ministers and departments.⁴⁷ In Turkey, between 2016 and 2019, responsibility for SDG coordination changed from the Ministry of Development to the Presidency of Strategy and Budget (PSB) under the Presidency, which is also in charge of preparing national development plans. As of 2019, there were also plans for a new coordination structure that will be responsible for monitoring and evaluating SDG implementation, with broad multi-stakeholder participation.⁴⁸

Some countries have seen multiple, rapid adjustments to their SDG coordination structures. In Mauritius, the lead government entity with responsibility for coordinating, monitoring and reporting on SDG implementation is the Ministry of Foreign Affairs, Regional Integration and International Trade, which also chairs the multi-stakeholder SDG Steering Committee.⁴⁹ That ministry is the fourth to be assigned responsibility for those functions.⁵⁰ Spain has created multiple roles and structures with SDG responsibilities over the years. For instance, a High-Level Group⁵¹, an inter-ministerial mechanism, was created in 2017, and had its composition and functions modified in 2019 to

Box 1.4

Italy's "Wellbeing Italy" Control Room

A distinct institutional arrangement exists in Italy, where in June 2019 a decree set up the "Wellbeing Italy" Control Room (Cabina di regia Benessere Italia) as the technical-scientific body responsible for supporting the Prime Minister on institutional, political, strategic and functional coordination for the implementation of fair and equitable welfare policies and the national strategy for sustainable development. The Control Room is composed of a representative of the Prime Minister; a representative of each ministry; a committee of experts including the heads of the National Institute of Statistics, the National Research Council, the Institute for Environmental Protection and Research, and the National Social Security Institute; the Spokesperson of the Italian Alliance for Sustainable Development (ASviS); and other experts.

Source: "Prime Minister's Decree (DPCM) of 11 June 2019" (2019), https://www.governo.it/sites/new.governo.it/files/DPCM_20190611_BenessereItalia.pdf, Articles 1.2 and 1.3.

include, inter alia, follow-up on the strategies and plans needed to implement the 2030 Agenda.⁵² Also in 2019, two new bodies were established:⁵³ the National Commission for the 2030 Agenda, as the body to coordinate SDG implementation with the Autonomous Communities and local governments, and the National Council for Sustainable Development, as an advisory body to channel the engagement of non-state actors. (See also section 1.2.1)

In addition to high-level coordination mechanisms, many countries also have multi-stakeholder consultative structures, usually referred to as national sustainable development commissions or councils (NSDCs). Many of those pre-date the SDGs, having been created in the wake of the Earth Summit in 1992 and the Johannesburg Summit in 2002.⁵⁴ They often have a recognized role in the institutional arrangements set up for SDG implementation.

In Estonia, the commission on sustainable development, a multi-stakeholder advisory body with the main function of SDG monitoring, has as its secretariat the Strategy Unit in the Government Office, which coordinates sustainable development matters and the institutional framework for them.⁵⁵ Whereas in some countries, including Finland and Morocco, commissions include ministries, departments, and agencies, fostering horizontal coordination, Estonia's is composed of non-governmental umbrella organizations and associations of local governments.⁵⁶ In that country, horizontal coordination is facilitated by the Inter-Ministerial Sustainable Development Working Group, led by the Director of the Strategy Unit and composed of senior representatives of nine ministries as well as Statistics Estonia.⁵⁷ The Working Group and the Commission together are referred to as the country's coordination mechanism for sustainable development.⁵⁸

1.2.5. Development of national SDG monitoring, follow-up and review frameworks

National monitoring, follow-up and review systems are a critical part of institutional arrangements for implementation of the Sustainable Development Goals. Chapter 2 looks at such systems in detail. This section provides a brief overview of some of the features of reports, informational SDG websites and SDG evaluations found in the sample countries.

Countries are notably attentive to reporting on the SDGs. All of the countries in the sample examined for this report have completed one voluntary national review (VNR) report, and approximately half have completed two. Beyond the VNRs, which are ad hoc, voluntary and presented at the global level, regular reporting is increasingly pursued. More than half of the countries examined report on SDG progress or implementation regularly. Regular reporting on the SDGs takes a variety of forms, with some reports issued for wide, public consumption and others directed to government bodies with oversight roles, such as lead ministries, coordinating bodies (which may also produce reports) or parliaments. Reports may focus on indicators, implementation programmes, or both. Most reporting is done on an annual basis, or thereabout. Biennial reporting is institutionalized in Kenya and Mongolia. Regardless of how reports are called for and prepared, their regularity has significance. It demonstrates that governments continue to prioritize SDG implementation, are transparent about the results of monitoring, and respect the obligation to be accountable for their commitments. As noted in chapter 2, reporting on SDG progress can overlap or intersect with other monitoring initiatives.

Box 1.5

Reporting requirements in Colombia and Indonesia

The Technical Secretariat of Colombia's SDG Commission must present an annual report that includes information on progress towards the Goals. However, the Action and Follow-up Plan (PAS) to the national SDG strategy has a shorter reporting period. The PAS identifies the entities responsible for each action, implementation periods, as well as needed and available resources, and requires all entities identified in the strategy to report on the PAS every 6 months.^a In Indonesia, where there are detailed guidelines on reporting, the Implementation Coordinator reports on progress towards SDG targets at the national level to the President, as Chair of the Steering Committee, at least once a year but at any time if necessary.^b

Sources:

- ^a Colombia, Departamento Nacional de Planeación, "CONPES 3918. Estrategia Para La Implementación de Los Objetivos de Desarrollo Sostenible En Colombia," 57.
- ^b Indonesia, Ministry of Development Planning, "Pedoman teknis pemantauan dan evaluasi pelaksanaan tujuan pembangunan berkelanjutan (Technical guidelines for monitoring and evaluation of SDG implementation)," 2019.

In addition to SDG reports, information on the SDGs is usually made available on government websites. This visibility of information is important for multiple reasons. Expanding awareness of the Goals serves to create ownership of them and drive multi-stakeholder participation in their implementation. It also serves to inform and build the capacity of different stakeholders to contribute to SDG implementation (see chapter 3 for examples). It supports citizens and policymakers in monitoring the Goals and identifying gaps and priority areas for action. It demonstrates that Governments are following through on their commitments to the 2030 Agenda by examining results and making them transparent. It further fosters public engagement with the Agenda and enables stakeholders to hold governments to account.

All governments examined have made information about the SDGs available online for all audiences, albeit to different degrees. A few countries only mention the Goals in a succinct way on a page of a ministry's website. Others have built comprehensive repositories of resources. Most countries in the sample have set up dedicated central "one-stop" SDG platforms that gather information on the Goals, including official documents, guidelines, studies and reports published by various actors, collections of tools and practices, as well as SDG-related events and news. These platforms are often operated by the government department in charge of coordinating SDG implementation (for instance, in Finland, France, Indonesia, and Nepal). In parallel, many countries have SDG data platforms or dashboards maintained by the national statistical office, which enable the public and government users to access statistical data on the SDGs. The two types of platforms are often linked. Some countries also make available ways to comment on relevant strategies or data or information to measure the contributions of the private sector to the Goals.

Several governments have created a central online SDG platform with comprehensive data that users can explore and with which they can interact, along with other relevant information. This is the case, for example, in India, Indonesia and Nepal. In India, information about the SDGs is centred on the website of the National Institution for Transforming India, NITI Aayog.⁵⁹ In particular, there is the SDG India Index & Dashboard 2019-20, with the dashboard⁶⁰ illustrating the Index, which assesses progress made by states and union territories (UTs) on indicators under the Goals, providing a composite score for each subnational government, and attempts to measure incremental progress since 2018.⁶¹ It contains an interactive map of states and UTs and downloadable data. A dedicated section of the website further includes, inter alia, a mapping of central sector schemes and ministries against the Goals and reports of national and regional consultations about them.

While countries devote considerable and broad efforts to monitoring SDG progress, particularly through indicators and statistical data, SDG evaluation frameworks have generally received less attention (see chapter 2). Such evaluations are valuable for providing critical analysis of SDG governance and implementation gaps as well as successes. Evaluations offer governments insights and recommendations that can lead to enhanced SDG delivery. They can also inform the work of other stakeholders, such as civil society organizations and parliaments. Thus far independent evaluations of SDG implementation commissioned by governments to external actors have been exceedingly rare. Most notably, Finland has institutionalized regular independent assessments of its government's performance in implementing the SDGs. In 2018, the government commissioned an independent and comprehensive evaluation of national sustainable development policies, undertaken by three Finnish non-

Box 1.6

SDG web hubs managed by non-governmental actors in Kenya, New Zealand, and South Africa

In some countries, SDG web hubs containing extensive information about the Goals, including monitoring data, are managed by civil society organizations. In New Zealand, a web hub of SDG data, information, and resources, New Zealand Sustainable Development Goals,^a provides an interactive model to present New Zealand's performance on the Goals in two formats – an indexed series, showing progress since 2015, and a natural units series, which adds context by comparison. The site also contains background information on the SDGs, relevant articles and events, and other resources, including for teaching the Goals. Notably, it further showcases “The People’s Report on the 2030 Agenda and Sustainable Development Goals” of 2019, an independent assessment of SDG progress by civil society.

Similarly, the South African SDG Hub^b identifies relevant research from university repositories and classifies them by Goal, hosts events that enjoin policymakers and researchers, and issues analytical briefing notes, such as on the integration of the SDGs with national plans and effective SDG coordination mechanisms.

Another online SDG hub is provided by SDGs Kenya Forum for Sustainable Development,^c a group of civil society organizations working on issues related to the Goals that also co-chairs the Inter Agency Technical Working Committee (IATWC).^d Its website contains reports, policy documents and various other resources, presents its projects, and features its series of civil society VNR reports that address its roles and contributions.

Sources:

^a See <https://www.sdg.org.nz/>.

^b See <http://sasdghub.org/>.

^c See <https://sdgkenyaforum.org/>.

^d Kenya, National Treasury and Planning, State Department for Planning, “Second Voluntary National Review on the Implementation of the Sustainable Development Goals,” June 2020, 20, https://sustainabledevelopment.un.org/content/documents/26360VNR_2020_Kenya_Report.pdf.

governmental research-oriented organizations, Demos Helsinki, the Finnish Environment Institute, and the Helsinki Institute of Sustainability Science. The report focused on Finland’s sustainable development policy; the operational model of sustainable development; the coordination model for sustainable development; and the presence of foreign policy in all sectors of development. Among its recommendations are the preparation of an SDG roadmap for Finland and for sustainable development to become the basis for all government programmes in the future.⁶²

As documented in detail in chapter 2, supreme audit institutions (SAIs) have played an active role in assessing the preparedness of governments to implement the SDGs.⁶³ By, in effect, formalizing the recognition of impediments to effective SDG governance, and issuing direct or indirect recommendations to address them, SAI evaluations create transparency around SDG preparedness and implementation and guide appropriate action. SDG preparedness audits completed by SAIs have identified key challenges with regard to institutional arrangements for the implementation of the 2030 Agenda, including, among others, the need for robust monitoring and reporting systems and for clear governance

and accountability arrangements, and limited stakeholder engagement, vertical coordination, and integration of the SDGs into long-term plans (see Box 1.7).

In some cases, it is clear or implied that governments have indeed acted on SAI audit recommendations with regard to the SDGs. Morocco’s government created the National Commission for Sustainable Development specifically in response to the SAI’s recommendation to set up a mechanism for coordinating and defining responsibilities in the SDG monitoring process.⁶⁴

Evaluations of SDG governance and progress towards the goals are also carried out by non-governmental organizations (NGOs), or associations thereof, on an ad hoc or regular basis. They add crucial value to the formulation of objective views of where the SDGs stand and how they can best be realized in countries by contextualizing the goals with ground-level perspective, including on gaps, successes, complementary issues, and relevant programmes and initiatives, as well as issuing recommendations for further action. In some cases, NGOs also share data that they have produced themselves.

In several of the countries examined, NGOs or, more commonly, groups of NGOs, produce series of reports on SDG implementation, with civil society in some other countries also producing individual assessments (see chapter 2). In Italy, the Italian Alliance for Sustainable Development (ASviS), an organization representing multiple CSOs and institutions, produces an annual report analysing progress towards the achievement of the SDGs. The reports identify priority areas for action, with the 2019 edition also providing an overview of initiatives carried out to advance sustainable development, evaluating policies implemented in 2018, and making proposals to accelerate progress.⁶⁵ Brazil's Civil Society Working Group for the 2030 Agenda (GTSC A2030) issues an

annual spotlight report on the 2030 Agenda, the "Relatório Luz".⁶⁶ In Kenya, reviews of SDG progress are regularly undertaken since 2017 by SDGs Kenya Forum for Sustainable Development to inform the country's VNRs. The Forum's 2020 report reflects civil society's views and experiences in implementing the 2030 Agenda including successes, challenges, and gaps, as well as the alignment of its work with national policies and its support needs, plans for 2020, and recommendations for accelerating SDG implementation.⁶⁷ The report is accompanied by a People's Scorecard whereby CSOs assess the current stage of certain aspects of SDG implementation, such as monitoring, evaluation and reporting and plans and strategies (see chapter 2).⁶⁸

Box 1.7

Examples of findings of SAIs' government preparedness audits in relation to SDG governance and institutional arrangements, from the SAIs of Canada, Costa Rica, Mauritius, Morocco, and Nepal

Canada's SAI found that, as of November 2017, there was no "clear lead or federal governance structure with defined roles and responsibilities to manage the 2030 Agenda's implementation."^a It also cited, inter alia, limited national consultation and engagement. The recommendations of the SAI have since been acted upon. The government, has, among other things, created a government entity to lead SDG coordination and held public consultations to guide the development of a national strategy for the implementation of the 2030 Agenda.^b

Costa Rica's first SAI audit on SDG preparedness found limited awareness-raising for stakeholders about the SDGs and stressed limitations in the strategic planning process and the identification of responsibilities of various public entities involved in implementation.^c

The SAI of Mauritius urged the Ministry of Foreign Affairs, Regional Integration and International Trade (MFARIIT), in its audit report issued in 2019, to strengthen its efforts to establish suitable institutional arrangements for coordinating, monitoring, and reviewing SDG implementation, and observed that the three-year strategic plans and annual Budget Speeches did not cover the period through 2030. It found insufficient clarity regarding how local government plans and operations linked to the SDGs, and the absence of a plan of activities to raise the awareness of stakeholders about the SDGs and engage them in relevant efforts.^d

The SAI of Morocco, in its preparedness audit report of 2019, noted the lack of a governance structure with clearly-defined prerogatives to manage government action and coordinate a national approach with other levels of government and the population on the 2030 Agenda and the definition of national priorities, in addition to constraints faced by the national statistical system.^e

The SAI of Nepal has found challenges such as the integration of the SDGs into plans, sector strategies and programmes and localization at the subnational level,^f and expressed concern regarding progress on institutional arrangements.^g

Sources:

^a Office of the Auditor General of Canada, "Report 2—Canada's Preparedness to Implement the United Nations' Sustainable Development Goals."

^b Canada, Global Affairs Canada, "Canada's Implementation of the 2030 Agenda for Sustainable Development-Voluntary National Review."

^c Contraloría General de la República de Costa Rica, "Informe de Seguimiento de la Gestión del Centro de Gobierno para la implementación de la Agenda 2030 para el Desarrollo Sostenible," Informe DFOE-EC-SGP-00001-2018 (San José, Costa Rica: CGR, 2018), https://cgrfiles.cgr.go.cr/publico/docs_cgr/2018/SIGYD_D_2018003161.pdf.

^d National Audit Office of Mauritius, "Performance Audit Report on Preparedness for Implementation of Sustainable Development Goals - Ministry of Foreign Affairs, Regional Integration and International Trade."

^e Moroccan Court of Accounts, "Rapport thématique sur : L'état de préparation du Maroc pour la mise en œuvre des objectifs de développement durable 2015-2030, Synthèse," 2019, 4; Morocco, "Examen National Volontaire de La Mise En Œuvre Des Objectifs de Développement Durable," 2020, 12, https://sustainabledevelopment.un.org/content/documents/26406VNR_2020_Morocco_Report_French.pdf.

^f Nepal, National Planning Commission, "National Review of Sustainable Development Goals," 20.

^g Office of the Auditor General of Nepal, "The Auditor General's Fifty-Fifth Annual Report," 2018, 79.

Box 1.8

Examples of CSO perspectives of SDG implementation gaps in Brazil, India, Nepal, and New Zealand

CSOs in Brazil have become concerned about what they perceive to be the government's inattention to the 2030 Agenda, which they fear has reversed achievements and efforts.^a Following the dissolution of the National Commission for Sustainable Development, the role of CSOs in reporting on SDG progress has taken on greater significance.

In India, CSOs have raised concern over the degree to which monitoring of progress towards the SDGs captures the experiences of the most vulnerable groups in accordance with the "leave no one behind" principle of the 2030 Agenda.^b

In Nepal, CSOs have questioned the functional status of the country's institutional framework for the SDGs, noting a lack of clarity about the frequency and outcomes of meetings, and found limited information available about local-level institutional mechanisms. They highlighted the need for Nepal to strengthen monitoring of the SDGs in partnership with stakeholders. Further to the recognition in Nepal's 2020 VNR report of the need to enhance the capacity of governments, the CSOs specifically highlighted capacity gaps at the local level.^c

In New Zealand, CSOs have expressed support for the Living Standards Framework (LSF) adopted by the New Zealand Treasury, which contains goals that largely align with the SDGs. However, they question its lack of clear and strong links to the global framework of the SDGs.^d

Sources:

- ^a Civil Society Working Group for the 2030 Agenda (GTSC A2030), "2030 Agenda for Sustainable Development Spotlight Report - Synthesis IV, Brazil."
- ^b Qadri and others, "Multiple Challenges of Marginalised Communities in Achieving SDGs: A Civil Society Review of Sustainable Development Goals in India" (New Delhi: Wada Na Todo Abhiyan, September 25, 2019), VI, https://e38d8451-4f59-418e-9009-db4f524870a2.filesusr.com/ugd/7bfee1_551dd7a422d44bf8b3d57ec54b6c7dee.pdf.
- ^c SDGs National Network Nepal, "Voluntary Peoples Review of SDGs in Nepal. 'Amplifying Voices of the People: Closing the Gaps of SDGs.' Civil Society Spotlight Report 2020" (SDGs National Network Nepal, Secretariat-National Campaign for Sustainable Development Nepal, July 2020), 5, 88-89, 7, https://nacasud.org.np/wp-content/uploads/2020/07/2Nepal-Civil-Society-Spotlight-Report-of-SDGs-2020_Final.pdf.
- ^d Dr. Gill Greer and Moko Morris, eds., "The People's Report on the 2030 Agenda and Sustainable Development Goals. An Alternate Report for Aotearoa New Zealand (2019)," 2019, 10-11, https://www.sdg.org.nz/wp-content/uploads/2019/12/Final_PeopleReport-2019-Dec-2019_for-web.pdf.

As is the case with SAI audits, civil society evaluations highlight gaps in SDG implementation and sometimes differ from the evaluations of governments. Among findings from across countries, CSOs have noted that although more forms of stakeholder engagement are evident, their broad use remains limited.⁶⁹ In addition, the capacity needs of stakeholders to effectively contribute to the SDGs are not well covered by VNRs, which also provide limited information on standard government practices to address them.⁷⁰

1.2.6. Visualizing the build-up of institutional arrangements for SDG implementation since 2015: a milestones approach

As illustrated by previous sections of this chapter, since the adoption of the 2030 Agenda in 2015, countries have made major strides in creating institutional arrangements for SDG implementation. Arrangements have been adjusted over the years, and made progressively more complex through the involvement of more government and non-governmental actors, as well as through the creation of opportunities for different actors to engage in various tasks relating to the

elaboration of strategies and plans, SDG implementation, monitoring, follow-up and review, evaluation and feedback to policy-making. The sequence and speed of institutional changes in relation to SDG implementation, though, has varied significantly across countries, as has the complexity of current institutional arrangements.

In order to enable a more visual perspective of these considerations, nine "milestones", or key institutional steps that many countries have taken in relation to SDG implementation, were defined (see Table 1.1). For each of the 24 countries in the report's sample, the year of occurrence of each milestone, starting in 2015, was recorded. In this way, a comparable picture of the development of institutional frameworks across countries can be obtained.

As with any limited set of binary indicators, because of the necessary simplification inherent in converting narratives of the evolution of institutional arrangements into binary criteria, such an approach does not do justice to the diversity of institutional arrangements for SDG implementation that exist, or to the nuances that characterize those arrangements at the country level. For instance, the milestone for the involvement

Table 1.1**Definition of the milestones chosen to illustrate the building up of institutional arrangements since 2015**

Milestones	Criteria	Comments
Integration of the SDGs into a national sustainable development strategy (NSDS) or national development plan (NDP)	Published NSDS or NDP based on the SDGs, or clearly reflecting the correspondence between national development goals and the SDGs.	Date of publication. The strategy/plan needs to be publicly available.
Publication of a national SDG roadmap or action plan for SDG implementation	Published SDG implementation roadmap or action plan presenting how the country is planning to implement the SDGs until 2030. The strategy needs to cover all of the SDGs.	Date of publication. The roadmap or action plan needs to be publicly available.
Creation of a high-level piloting structure for SDG implementation in government	Government high-level institutional mechanism established (e.g. ministry mandated) to coordinate SDG implementation at the national level.	Date of mandate or of creation of the institutional mechanism
Publication of national SDG indicators	First time a set of agreed national SDG indicators is published (either through a report or an online platform presenting the indicators).	Date of first publication
Government reporting on SDG progress at the national level	First time government reports on SDG implementation at the national level - either through a VNR report or an SDG progress report.	Date of publication
Creation of a central SDG hub – electronic portal	Launch of a dedicated central online portal operated by the government with information on the country's initiatives to implement the SDGs. The platform has to include information beyond SDG indicators.	Date of launch
Parliament's involvement	Specific committee/caucus/working group in parliament created or mandated to work on the SDGs; or official report issued by parliament on SDG implementation.	Date of creation or mandate, or date of parliament's report
SAI's involvement	First national audit report on SDG preparedness published by the SAI, or first occurrence of official involvement of the SAI in the VNR or national SDG reporting process.	Date of publication
Evaluation by non-state actors	First time a report evaluating progress is published independently by civil society (shadow report, also called alternative report); or first time an independent evaluation commissioned by the government is published.	Date of publication

Source: Authors' elaboration.

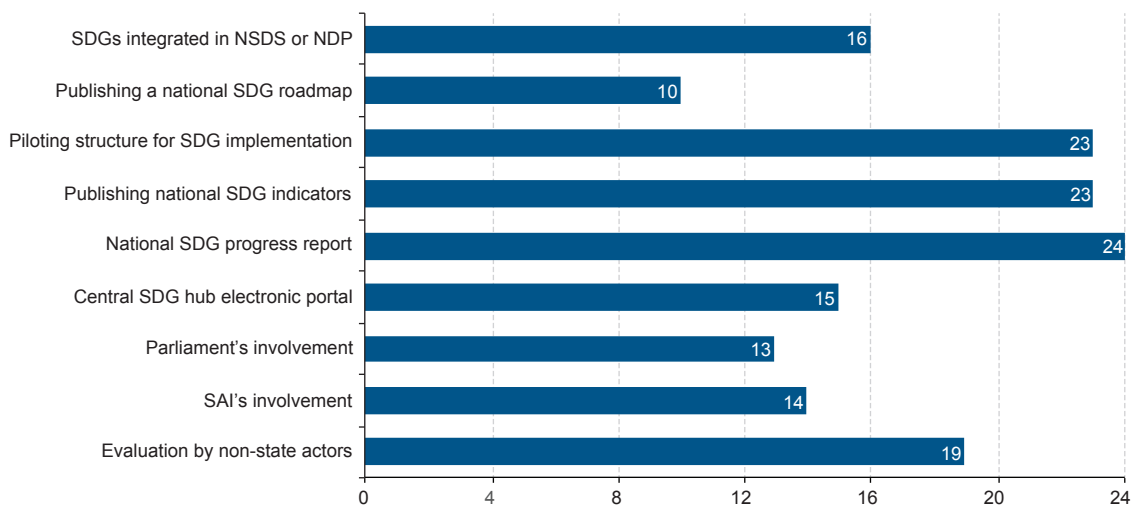
of supreme audit institutions (SAIs) in SDG implementation considers the publication of an SDG audit report as one of its criteria. Some SAIs have conducted audits of government preparedness to implement the SDGs, but had not published them by the end of 2020. In such cases, and absent another formal channel of engagement of the SAI in SDG implementation, the country in question will not be recorded as having achieved this particular milestone. Nonetheless, this simplified set of milestones provides interesting insights in terms of the development of institutional and other arrangements for implementing the SDGs since 2015.

Looking first at the situation in 2020 (Figure 1.1), by the end of 2020, 23 out of 24 countries had put in place arrangements

for high-level coordination of SDG implementation. All of them had also reported at least once on SDG progress, either through voluntary national reviews or national progress reports. All countries but one had published SDG indicators (national adaptations of the global SDG indicators, national SDG indicators, or both). The majority had created central SDG portals managed by government institutions. In about half of the 24 countries, parliament was actively involved, either through the creation of a dedicated committee or caucus on SDGs, or through reports on SDG implementation published by the parliament. In about two-thirds of the countries, the SAI had published a report on SDG implementation or was involved in national reporting mechanisms. In 19 countries, non-state actors had published evaluation reports on SDG

Figure 1.1

Number of countries having achieved the different milestones by the end of 2020



Source: Authors' elaboration.

Note: Numbers in this graph may differ from numbers provided in other chapters of the report, due to different definitions.

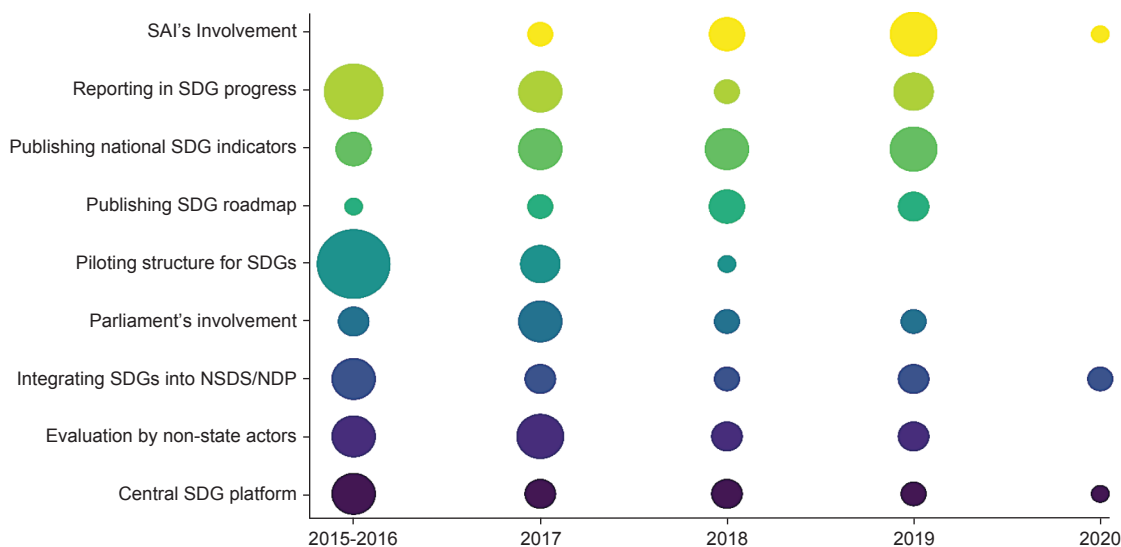
implementation (see section 1.2.5 and chapter 2). Only ten countries out of 24 had published a roadmap for SDG implementation extending to 2030.

Figure 1.2 presents the evolution of countries in the report's sample achieving specific milestones each year since 2016.

The figure shows that change was not limited to the initial years of implementation of the 2030 Agenda. It also shows that on average, some milestones were achieved earlier, indicating that the underlying area of work was a priority in many countries. The picture shows that establishing a high-level coordination or piloting structure for SDG implementation was

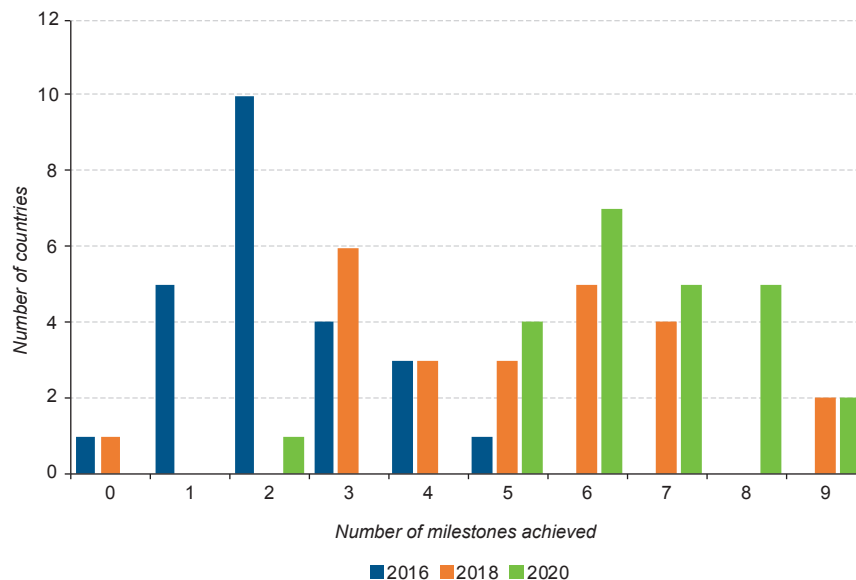
Figure 1.2

Milestones achieved by year since 2016, by type of milestone



Source: Authors' elaboration.

Note: the size of the bubbles is proportional to the number of countries (out of 24) having achieved a given milestone in a given year.

Figure 1.3**Distribution of the number of milestones achieved in the 24-country sample in 2016, 2018 and 2020**

Source: Authors' elaboration.

a high priority in many countries in the sample, with most of them having done so by the end of 2016. Also frequent in 2016 was the creation of online SDG portals and reporting on SDG progress. However, those two milestones were more evenly distributed over time, with a significant number of countries publishing their first national implementation report in 2018 or later. Evaluations of progress published by non-governmental actors followed a similar pattern to that of official reports, which may suggest that the VNR process is indeed a catalyst for civil society involvement in SDG follow-up and review. The first publication of national SDG indicators took time, with a majority of countries publishing them for the first time in 2018 or later. As regards supreme audit institutions, in most countries where they play an active role, their involvement materialized in 2018 and 2019, which is the period when many audits of government preparedness to implement the SDGs were published. The integration of SDGs into national planning and policy frameworks has been spread over time, which in part reflects different starting dates for medium- or long-term planning instruments across countries.

Lastly, Figure 1.3 shows the annual evolution of the distribution of the number of milestones achieved by a given year in the sample of 24 countries. The figure gives a sense of the time dimension of institutional adjustments, and its variation across countries. By 2016, one country (Finland) had achieved five milestones, and three had achieved four of them. A typical country in the sample, though, had achieved only two milestones. By 2018, the distribution has shifted markedly to the right, with all but one country having met at least three

milestones. By 2020, the average number of milestones in the sample had increased to almost seven; all but one country had met at least five milestones, with seven countries having met eight milestones or more.

Although the figures are based on a sample of countries of limited size, they provide a sense of how long it takes for countries to adjust their institutional setups, and for different institutional actors to mobilize around new processes such as the SDGs. They also reflect varying levels of priority given to the full integration of the SDGs into domestic frameworks. In this limited sample, there is no clear divide between developed and developing countries in this regard. In several European countries, for instance, a political push seems to have occurred around the years 2018 and 2019, relatively late in the SDG implementation cycle.

Because it only looks at the first time a given activity happens in a country, the approach by milestones followed here does not provide a snapshot of the current set of activities occurring in a given country. For instance, some countries may have seen SDG implementation prioritized in the first few years following 2015 and achieved a number of "firsts" early on—only to see the related activities or institutional mechanisms discontinued in later years due to political change or other reasons. And indeed, while the approach by milestones by definition shows increasing numbers over time, in reality the development of institutional arrangements for SDG implementation is often not linear (see previous sections). Notwithstanding this, even the favorable picture provided by the milestones approach used

here suggests that five years after the starting date of the 2030 Agenda, some countries still have room to involve more actors in their institutional arrangements for SDG implementation.

1.3. Current state of involvement of different parts of the institutional ecosystem in SDG implementation

Central governments have a key role in steering SDG implementation, and much attention has been paid to how centres of government in particular coordinate SDG implementation. This section examines the roles played by other parts of national institutional systems and other actors, focusing on a limited subset of those that includes: subnational and local governments; parliaments; supreme audit institutions; non-governmental organizations; academia and experts; and the private sector. The focus in this section is on entry points that exist for the different actors to engage with governments and among themselves. As with prior sections of this chapter, the goal is not to be exhaustive, but to highlight examples found in the sample of 24 countries.

The analysis presented below complements other publications on multi-stakeholder engagement. In particular, a report published by the United Nations entitled “Multi-stakeholder engagement in 2030 Agenda implementation: A review of Voluntary National Review Reports (2016-2019)” presents various approaches taken by Member States to inform, consult, involve, collaborate with and empower the public in SDG implementation, including with regard to institutional arrangements.⁷¹

1.3.1. Subnational and local governments

Information about SDG governance is less available at the subnational and local levels than at the national level. However, it is evident that many subnational and local governments across regions have taken some important steps to raise awareness about the 2030 Agenda, to adapt their planning and operations to advance its implementation, and to monitor and report on progress. Levels of engagement with the Goals vary. Subnational and local governments both contribute to and coordinate on various SDG-related efforts at the national level, and undertake initiatives to localize, implement and monitor the SDGs.

Engagement with national-level SDG implementation

Subnational and local governments in several countries contribute to SDG coordination at the national level through their formal participation in or engagement with national institutional coordination mechanisms and advisory bodies (see section 1.2). For instance, in Spain, the National Commission for the 2030 Agenda, established in 2019, serves to coordinate SDG implementation with the Autonomous Communities and local governments.⁷² In parallel, subnational

and local governments advise national governments on aspects of SDG implementation through their role as members of institutional advisory bodies, such as Estonia’s Commission for Sustainable Development, in which cities and rural municipalities are represented through associations.⁷³

Some channels of engagement with the Goals at the national level relate to dedicated SDG strategies and plans or to the alignment or integration of the Goals into policies and strategies. Subnational and local governments in some countries have contributed to the preparation of national sustainable development and SDG strategies. For instance, in Finland, municipalities and regions were consulted on the preparation of that country’s implementation plan for the 2030 Agenda through their representation in the National Commission on Sustainable Development.⁷⁴ Such representation also illustrates how subnational and local government contribute to the alignment of national plans and policies with the SDGs, as that national commission was responsible for updating the country’s national sustainable development policy, “The Finland We Want by 2050—Society’s Commitment to Sustainable Development,” in 2016 in order to ensure its alignment with the 2030 Agenda.

Monitoring and reporting on the SDGs is another area in which subnational and local governments engage at the national level (see chapter 2). They have contributed to the process of defining national-level SDG indicators, also through participation in national coordination or consultative mechanisms, as well as through consultations. Reporting on national SDG implementation is a widely accessed channel of engagement by subnational and local governments, with many involved in VNR processes and in informing progress reports, in some cases, again, through their representation in national mechanisms, in others through calls for inputs and participation in workshops. VNR reports reflect SDG initiatives and progress at the subnational and local levels in different ways, often through a mainstreamed approach.

SDG implementation at the subnational and local levels

Subnational and local governments have undertaken initiatives to implement the SDGs at their levels that are largely along the lines of their support to national governments. Some subnational governments have created or assigned institutional structures or mechanisms to lead the coordination of SDG implementation. Provinces in Nepal have set up steering committees that coordinate and promote SDG implementation.⁷⁵ Several coordination arrangements are found in India (see Box 1.9).

Subnational and local government engagement with the SDGs often relates to dedicated SDG strategies and plans and to the alignment or integration of the Goals with or into existing or new policies and strategies. Provinces in Indonesia have been preparing subnational action plans for the SDGs

Box 1.9**Subnational coordination mechanisms in India**

In India, most states/Union Territories (UTs) have designated their planning departments as nodal agencies to coordinate SDG efforts, with some creating dedicated cells/units for such coordination within or outside those departments. A few states/UTs have designated officers in each government department with responsibility for coordinating SDG-related activities at the department-level.^a Also at the state level, high-level committees have been established to provide continuous guidance, oversee implementation and monitoring, and put in place mechanisms for ensuring coordinated action on the SDGs. They are usually chaired by the Chief Secretary of the state and have all departmental heads as members, though in a few cases are headed by the Chief Minister, adding weight to the SDG reviews.^b

Sources:

^a India, NITI Aayog, "SDG India Index & Dashboard 2019-20," 5.

^b India, NITI Aayog, "India VNR 2020-Decade of Action, Taking SDGs From Global to Local," 2020, https://sustainabledevelopment.un.org/content/documents/26279VNR_2020_India_Report.pdf.

(SNAP SDGs) as called for by presidential decree. As of June 2018, the formulation of such plans was underway in 34 provinces, involving all districts and cities in each,⁷⁶ and as of the drafting of the 2019 VNR, plans were completed in 19 of them⁷⁷. Regional and municipal strategies for sustainable development are also required in Italy by that country's national sustainable development strategy. They should include the "definition of a series of regional goals, specifying their relationships with national goals" and a series of related indicators, be linked to funding provisions within regional budgets,⁷⁸ and have an accompanying plan for monitoring and review.⁷⁹ Some municipalities in Costa Rica have aligned their planning instruments with the SDGs,⁸⁰ while the province of KwaZulu-Natal in South Africa mapped the seven strategic goals of its Provincial Growth and Development Plan against the SDGs.⁸¹

Deeper implementation of the SDGs can be achieved through their integration into plans and policies, which is also occurring at the subnational and local levels across global regions in the country sample. Many provincial governments in Nepal have prepared plans integrating the fundamental principles and goals of the 2030 Agenda.⁸² Several examples come from the African region. For instance, the SDGs have been mainstreamed into Kenya's County Integrated Development Plans (2018-2022), and county officers are required to demonstrate how they have mainstreamed SDGs in their plans, strategies, activities, projects and programmes as a performance measure.⁸³

Also notable in this regard is Colombia, where all 63 subnational governments' 2016-2019 development plans achieved some, though varying, levels of SDG integration or alignment. The efforts of Colombia's subnational governments were supported by a web-based tool-referred to as a territorial

kit⁸⁴-developed by the Technical Secretariat of the SDG Commission with guidelines and recommendations for the preparation of plans that integrate the Goals. The tool was developed on the basis of an assessment of the responsibilities of the territorial governments in the implementation of the SDGs.⁸⁵ Moreover, some subnational government have achieved linkages between budget processes and the SDG.

Engagement is also prevalent at the subnational and local levels with regard to the definition of SDG indicators for monitoring progress and to reporting on implementation, for instance in India, Spain and New Zealand. Several subnational and local governments across regions are increasingly reporting on the status of SDG implementation through progress reports and voluntary local reviews (see chapter 2 for a detailed analysis).

Subnational and local governments are also active in raising awareness and ownership of the SDGs among public servants and the broader public, as well as in building the capacity of public servants to implement them (see chapter 3). Various strategies for awareness-raising include seminars, toolkits, communications strategies, the designation of SDG champions, and the sharing of best practices. For instance, the Union of Municipalities of Turkey (UMT), the main local government association in the country, has looked to the sharing of SDG best practices among its members as a way to mainstream SDG awareness.⁸⁶ Though limited information was found about efforts to strengthen the capacity of public servants in this regard, which is foundational to the advancement of the Goals, there are some examples of trainings, workshops and guides, some of which are also designed to localize the Goals. The Chilean Association of Municipalities incorporated the SDGs into its Municipal Training Schools in 2019.⁸⁷

1.3.2. Parliaments

Information about the role of parliaments in SDG governance, while limited, shows a high degree of variability.⁸⁸ In some countries, parliaments have had little involvement with the SDGs since 2015. In others, parliaments have been significantly engaged through a formal role or through extra-parliamentary activities related to the Goals. Across a range of entry points, there appears to be increasing engagement on the part of parliaments in SDG implementation and oversight, albeit with significant scope for enhancement.

In some countries, parliaments contribute directly to national SDG implementation through formal participation in national institutional coordination and consultative mechanisms. For instance, in Chile and Costa Rica, congresses are represented in the 2030 Agenda National Network and the SDG Advisory Committee, respectively, through which they have been assigned or assumed specific responsibilities.⁸⁹

In addition to those roles, parliaments in around one third of the countries in the sample have created committees or other bodies (sub-committees, forums, caucuses, fronts) that are dedicated in full or in part to the SDGs, while a few have assigned other committees responsibility for the SDGs (e.g. Finland, India). The new bodies were formed between 2016 and 2019 and generally perform oversight functions, though also others including promoting awareness of, action on, and strengthened capacity to oversee the Goals. In Kenya, the Caucus on SDGs and Business is concerned with promoting sustainable development as well as responsive business through legislation, representation, oversight and partnerships.⁹⁰ Italy's Standing Committee on the Implementation of the 2030 Agenda and the Sustainable Development Goals, within the Foreign Affairs Committee of the Chamber of Deputies, is specifically responsible for continuing the preliminary activities of a fact-finding survey to ascertain the effectiveness of the national legislative framework and cooperation system for the implementation of the 2030 Agenda.⁹¹

A key oversight function of parliaments is receiving reports from governments on sustainable development progress for approval or comments. However, only a few governments regularly report to parliament on the SDGs (e.g. Finland, Mongolia, Spain) (see chapter 2). Other formal channels of parliamentary engagement with the Goals are the drafting of laws and resolutions and the issuance of budget proposals aligned with the 2030 Agenda, functions led by the above-referenced committees and similar structures. For instance, the Sustainable Development and Good Governance Committee of Nepal's National Assembly has been working to ensure that central and provincial government bills incorporate the spirit of the SDGs before they are passed.⁹²

Other entry points for parliament include occasional or ad hoc reports, debates, and inquiries. The Indian Parliament's Public

Accounts Committee conducts oversight of the SDGs through periodic reviews of NITI Aayog, the lead government entity for the SDGs in India, and relevant ministries.⁹³ In Morocco in 2019, a joint meeting of five standing committees of the House of Councillors debated the report presented by the country's SAI, the Court of Accounts, on Morocco's preparedness for SDG implementation,⁹⁴ and the House of Councillors subsequently organized a debate to discuss the report's recommendations among all parties engaged in implementing, monitoring and evaluating the SDGs.⁹⁵ The Parliament has also conducted inquiries on the methods the government used to integrate the SDGs into its overall policy and sectoral strategies.⁹⁶ With regard to SDG follow-up, several parliaments have engaged in consultations or otherwise contributed to VNR processes (e.g. Indonesia, Morocco) and to national progress reports and the UN high-level political forum (e.g. Kenya).

Parliaments also engage in briefings and events aimed at awareness-raising and knowledge exchange among stakeholders. Working sessions have been held on nationalizing the 2030 Agenda and means of parliamentary engagement in it, and national seminars organized, including with other branches of government and civil society. In the Republic of Korea, the National Assembly's UN SDG Forum has been holding open meetings, public hearings, and campaigns on the SDGs aimed at creating more awareness among citizens.⁹⁷ Several related activities have also been organized at the inter-parliamentary level. For instance, Indonesia's Inter-Parliamentary Cooperation Body (BKSAP)⁹⁸ has organized annual World Parliamentary Forums on Sustainable Development since 2017 for parliamentarians to exchange experience on SDG implementation.⁹⁹

In conducting their SDG-related work, it is notable that parliaments collaborate with and receive support from civil society. In both Brazil and the Republic of Korea, the formation of parliamentary bodies dedicated to the SDGs arose through the joint efforts of parliaments and civil society.¹⁰⁰ Another example of collaboration is from Sierra Leone, where in 2017 the civil society organization Coalition 2030 organized a capacity-building retreat for Members of Parliament, with 25 members participating, including the Deputy Speaker, as well as parliamentary clerks. The training also produced a Memorandum of Understanding on ongoing engagement between the Parliamentary Action Group on the SDGs (now the Departmental Oversight Committee on Sustainable Development Goals¹⁰¹) and Coalition 2030, intended to remain in effect through 2030.¹⁰² Among other provisions, the Action Group commits to requesting regular updates from the executive and to contributing to national reporting.¹⁰³

1.3.3. Supreme audit institutions

Supreme audit institutions (SAIs) engage with the SDGs to varying degrees. In a small number of countries, SAIs have a formal role in national SDG monitoring, review, and follow-

up processes, while in many others, they support the Goals through other means. In others still, SAIs have no or minimal engagement. A key source of SAI engagement with the Goals is SDG audits, which have focused on assessing the preparedness of governments to implement the SDGs, and are increasingly moving to audits of SDG implementation. Yet other channels of engagement can be identified. SAIs provide comments to relevant government reports. In Finland, for example, the National Audit Office comments on the government's report on SDG implementation and gives its assessment to the parliament. Taking the office's comments into account, the parliament then gives feedback to the government.¹⁰⁴ The General Comptroller of Chile, as a member of the 2030 Agenda National Network, contributes to the review of all public action to implement the SDGs in order to provide inputs to national-level follow-up. Although there is no legal provision for a specific role for the SAI, the General Comptroller has been active in those areas.¹⁰⁵ Chile's 2019 VNR report includes an annex summarizing the inputs and contributions of the General Comptroller.¹⁰⁶ Also with regard to VNR processes, Morocco's Court of Accounts took part in the national consultation held in preparation for that country's 2020 VNR,¹⁰⁷ and the National Audit Office of Mauritius was listed as a consulted organization or contributor in the VNR of that country¹⁰⁸. The role of SAIs in the monitoring, review and follow-up of the SDGs is addressed in detail in chapter 2.

Audit offices further contribute to building awareness and fostering ownership of the SDGs. For instance, the General Comptroller of the City of Bogotá organized several seminars and activities to raise awareness of and disseminate the SDGs at the local level.¹⁰⁹ Another entry point for SAIs is through their internal processes and audit plans, which is also discussed further in chapter 2.

1.3.4 Civil society - non-governmental organizations (NGOs)

Across the countries examined, civil society actors are increasingly assuming significant, broad, and recognized roles in the implementation of the SDGs. In a few, civil society appears to drive many of the dedicated efforts that are underway. In some cases, the roles of civil society actors are formalized, in others they are largely informal. It is clear that progress towards the achievement of the Goals rests in no small part on civil society.

Non-governmental organizations (NGOs) have myriad entry points for engaging with the 2030 Agenda. They raise awareness of the SDGs and advocate for action across the Goals, conduct research and tracking of progress, promote mobilization and partnerships, and identify opportunities to adapt the Goals and principles of the Agenda to national and local contexts. They also advise governments and other actors on ways to address implementation challenges and enhance progress, as well as conduct trainings related to the Agenda for public servants and lawmakers. They further often work to promote accountability on the part of governments as the actors primarily responsible for fulfilling the Goals. The following section examines the engagement of NGOs in some of these areas.

Participation in national institutional structures

NGOs are often represented in the institutional structures that lead or advise the national coordination of SDG implementation, discussed above (see section 1.2.4), which can enable multiple means of engagement with the Goals. In some countries, NGOs are represented in national councils and commissions for sustainable development, as in the case of Estonia,¹¹⁰ Finland¹¹¹ (see also Box 1.10), Republic of Korea,¹¹² Mongolia,¹¹³ Morocco¹¹⁴ and Spain.¹¹⁵

Box 1.10

Finland's 2030 Agenda Youth Group

Following the recognition in Finland's 2016 VNR of the need to enhance youth involvement in sustainable development issues and the 2030 Agenda,^a Finland set up a 2030 Agenda Youth Group under the National Commission on Sustainable Development, in which youth are also represented, in 2017. The platform is aimed at strengthening youth participation and enabling its members to be ambassadors for the SDGs in their regions of origin in Finland. Members of the Group discuss and advocate for the Goals in various fora, including schools.^b

Sources:

^a Finland, Prime Minister's Office, "National Report on the Implementation of the 2030 Agenda for Sustainable Development - Finland," October 2016, https://sustainabledevelopment.un.org/content/documents/10611Finland_VNR.pdf.

^b Finnish National Commission on Sustainable Development, "Finnish Agenda 2030 Youth Group," n.d., <https://kestavakehitys.fi/en/agenda2030-youth-group>.

NGO representation in other institutional structures is also notable. In Costa Rica, the SDG Advisory Committee enjoins both state and non-state actors for consultation and dialogue to advise the High-Level Council on SDG implementation. The Committee has the representation of all of the institutions that are signatories of the country's distinct National Pact for Advancement of the Sustainable Development Goals, including the three branches of government, the Supreme Court of Elections, faith-based organizations, civil society, unions, local governments, public universities, and the private sector. However, the main institution for consultation and upholding government accountability for SDG implementation is the National Forum on SDGs.¹¹⁶ In Kenya, SDGs Kenya Forum for Sustainable Development, a group of more than 350 civil society organizations, in fact co-chairs, along with the government and a private sector umbrella group, the Inter Agency Technical Working Committee (IATWC), which supports the SDG Coordination Directorate within the State Department for Planning at the National Treasury and Planning Ministry.¹¹⁷ The IATWC, which includes other stakeholders, such as academia and the National Youth Council,¹¹⁸ was chaired solely by the government prior to 2018.¹¹⁹ NGOs are additionally represented in a sub-committee under the IATWC that was established in 2019.¹²⁰ In some countries in which civil society involvement in SDG governance is not institutionalized through membership in coordination or advisory bodies, consultations can be used by governments on an ad hoc basis, for instance in Chile.¹²¹

Creation of collective platforms to facilitate action

As noted above, many non-governmental organizations have coalesced around the 2030 Agenda into NGO and civil society networks, forums and platforms dedicated to contributing to the achievement of the SDGs. With many NGOs operating in countries in areas across the Goals and targets, their enjoyment around the 2030 Agenda is a positive reflection of its integrated, indivisible and interlinked nature. In addition to the participation of some NGO collectives in the institutional coordination and consultative structures described above, many also engage with the Agenda in other ways, such as drawing attention to the importance of its cross-cutting "leave no one behind" principle and coordinating contributions to voluntary national reviews.

Brazil's Civil Society Working Group for the 2030 Agenda (GTSC A2030) is composed of 51 NGOs, forums, networks, social movements, as well as foundations and universities. It engages in partnerships, analysis and advocacy work at the local and international levels for sustainable development, equality, human rights, and the participation of civil society in decision-making. The Group was formed in 2014 amidst civil society engagement around negotiations on what would later become the 2030 Agenda.¹²² Spain's SDG Observatory is a

network of 50 civil society organizations established in 2016 by Futuro en Común. That organization is also part of SDG Watch Europe (Observatorio Europeo de los ODS), through which it takes part in supporting the implementation of the 2030 Agenda at the European level.¹²³ The SDG Observatory monitors SDG implementation at the national and international levels and issues recommendations to advance progress.¹²⁴ In Sierra Leone, a CSO integrated platform for the SDGs facilitates coordination and follow-up among civil society and with the government. Among its members is Coalition 2030, mentioned above, with the participation of the parliament and the supreme audit institution also expected.¹²⁵

Civil society organizations in Mongolia formed the National CSO Network on SDGs in 2017 to contribute to 2030 Agenda implementation by raising awareness, mobilizing resources, cooperating and developing partnerships in local communities, as well as supporting the public's participation in development processes.¹²⁶ India's Wada Na Todo Abhiyan (WNTA) is among some collectives that existed prior to the SDGs but shifted their focus following the adoption of the 2030 Agenda. WNTA is a campaign of CSOs, counting more than 4,000 partners across the country, committed to upholding government accountability for national and international commitments. It previously tracked progress towards five-year plans and the Millennium Development Goals.¹²⁷

Engagement in awareness-raising and advocacy

A core entry point for the engagement of civil society with the SDGs is the development of public awareness and knowledge of the Goals and interest among the public about ways to contribute to them. While many people around the globe have some awareness of the Goals, few report being somewhat or very familiar with them (with familiarity and awareness lowest in the most developed countries).¹²⁸ Civil society is often well positioned, at ground level, to communicate with segments of the public on issues of importance to them and to identify and explore areas of synergy between those and the Goals. Given that the SDGs apply to all countries, there is particular scope for communities of all sizes to feel connected to and invested in the Goals in distinct solidarity with the global community. Many organizations have seized on this opportunity to develop awareness and promote commitment to and ownership of the Goals, undertaking information campaigns, organizing events, and collaborating with governments and other actors on communications and activities.

In France, civil society has promoted the SDGs through a number of territorial initiatives. For example, the collective Comité 21 initiated the SDG Tour of France (Tour de France des ODD) in 2018 to address low awareness of the Goals at the local level. The Tour is a series of local workshops at which the SDGs are presented and debated in the context of local economic, social and environmental dynamics. Sectoral workshops are organized for CSOs, businesses, and other

actors.¹²⁹ Comité 21 has also published some reports over the years which relate directly to the SDGs, including a report on SDG ownership by non-governmental actors that was included as part of the government's 2018 stocktaking report (point d'étape).¹³⁰

In the Republic of Korea, many organizations are strengthening their partnerships with other stakeholders to both build SDG awareness among the public and share information and knowledge with the government. They include, among others, the Korea Civil Society Forum on International Development Cooperation (KoFID), a network of Korean civil society organizations working to make development cooperation more effective, the Korea NGO Council for Overseas Development Cooperation (KCOC), and the UN Sustainable Development Solutions Network (SDSN) Korea.¹³¹

Civil society also participates in events and activities initiated by or with governments, often consultations and awareness-raising sessions organized around VNR processes. These have been noted in Mauritius, Sierra Leone, South Africa and other countries. In some cases, such activities were prioritized in the months following the adoption of the 2030 Agenda.

Provision of policy inputs to governments

Several other entry points have been used by NGOs to engage with the 2030 Agenda. Where national roadmaps or dedicated strategies or action plans exist for SDG implementation, NGOs have sometimes contributed to, been consulted on, or collaborated on their development through government-led consultations or participation or membership in national institutional coordination or advisory bodies and ad hoc structures set up for roadmap preparation, among other means.

NGOs have also been involved in SDG follow-up, monitoring, and reporting at national and local levels, in some cases through institutional coordination and advisory bodies. They have contributed to progress reports prepared by governments (e.g. France, Kenya). They have also widely participated in VNR preparations through consultative processes laid out by governments, such as workshops, as well as questionnaires, inputs and even drafting. Furthermore, NGOs have led and facilitated consultations with non-state actors to convey the views and goals of communities to VNR processes (e.g. India, South Korea). In some countries, they have additionally been involved in validating VNR reports or data used for them (e.g. Sierra Leone, Morocco).

Other aspects of engagement relate to indicators and statistics. NGOs have been consulted on the development and updating of national SDG indicators. Such engagement in monitoring and follow-up also occurs at the subnational and local levels in various forms, through participation in formal monitoring structures that replicate those at the national level (e.g. Indonesia), and both independent and joint initiatives. In

Winnipeg, Canada, NGOs issued a report on the status of the SDGs in the city based on a well-being focused community indicator system,¹³² while another NGO think tank provides an SDG indicator portal with a section on Canadian Cities.¹³³

Other NGO entry points include the provision of advisory services to governments on SDG implementation, and contributions to oversight and evaluation. NGOs and other non-state actors issue recommendations, studies and good practices to governments relating to aspects of SDG implementation. As noted, they have also widely produced evaluations of and promoted accountability for SDG progress in the form of shadow/spotlight/progress reports on implementation, reflecting their own perspectives and contexts.

Though not specific to NGOs, citizens may directly evaluate the state of sustainable development in Finland through its annual (since 2019) Citizens' Panel, in which around 500 Finns volunteered to serve as panelists in 2020 and completed an online survey that informs the government and the National Commission on Sustainable Development.¹³⁴

1.3.5. Academia and experts

Academic institutions and experts largely access the same entry points to engage with the SDGs as do NGOs, though some are nonetheless distinct. These actors appear to be increasingly involved in promoting and monitoring the Goals, though there is scope for even greater engagement. Channels of engagement between policymakers and scientists, researchers, and experts constitute science-policy interfaces, which can inform and enhance sound and evidence-based decision-making on sustainable development policies through information exchange, dialogue and debate.

A prime illustration of a science-policy interface is the South African SDG Hub, an online platform hosted by the University of Pretoria with a mandate from the Department of Science and Innovation. The hub is focused on research related to the SDGs and aims to connect its work with national policymakers (see chapter 3).¹³⁵ Another example is provided by Indonesia, where academia and experts form one of four groups of stakeholders, or platforms, specifically recognized in the presidential decree on SDG implementation, with each group having representatives in the national coordination bodies and assigned different roles.¹³⁶ Their particular platform includes nine SDG Centers in Indonesian universities, which conduct studies and policy research on the Goals, and is expected to focus on SDG monitoring and evaluation.¹³⁷

In many countries, academic and related institutions focused on science and research participate along with NGOs and other actors as members of national institutional structures that lead or advise the coordination of SDG implementation (e.g. Costa Rica, Estonia, Finland, Indonesia, Kenya, Republic of Korea, Mauritius, Mongolia, Philippines, South Africa, Spain).

They are often represented by umbrella groups, though in one country, Mongolia, the Mongolian Academy of Sciences and the national university are specifically represented in the National Council for Sustainable Development.¹³⁸ In some countries, there are provisions for more than one channel of engagement in this regard; in Finland, while experts form part of the national Commission on Sustainable Development, there is also an Expert Panel for Sustainable Development, comprising eminent researchers from different disciplines, which challenges and enhances the work of the Commission and also adds a critical voice in the sustainability debate, when needed.¹³⁹ Where academia and experts are not formal members of national institutional bodies, there can be provisions for such bodies to invite them to take part in relevant activities on an ad hoc basis. Academia and experts also engage with the SDGs informally through networks.

Building awareness, ownership and knowledge of the SDGs

As have other actors, academic institutions and experts have both participated in awareness-raising, sensitization, and engagement activities on the 2030 Agenda organized by governments and other actors, as well as initiated them, often through partnerships. In New Zealand, Universities New Zealand, which represents eight universities at the national level, and other stakeholders (including civil society, the central and local governments, and the private sector) have organized annual New Zealand Sustainable Development Goals Summits that seek to, inter alia, connect people from all sectors to develop and commit to positive action towards the Goals.¹⁴⁰ Universities in many countries have been undertaking research programmes linked to the SDGs. This is the case in Kenya, where the Kenya School of Government also collaborated with the government's SDGs Coordination Directorate to develop a curriculum on the SDGs, mainly to build capacity among public servants to implement the Goals. The Directorate also collaborated with a quasi-government think tank, the Kenya Institute for Public Policy Research and Analysis (KIPPRA), to carry out a country-wide survey in 2019 among multiple stakeholders to determine the level of awareness of the SDGs and the impact of advocacy and awareness campaigns, the findings of which were used to inform subsequent awareness-raising strategies.¹⁴¹

Universities have also carried out efforts to raise awareness and build ownership of the Goals at the organizational level. Costa Rica's National Commission of University Deans set out to incorporate the SDGs in the vision of its strategic framework, PLANES 2021-2025, and has been implementing specific activities accordingly, including an event on higher education and the SDGs and the formation of a working group that regularly gathers and reviews information on university activities that address the Goals. Linked to the PLANES 2021-2025, an action plan includes a goal and specific actions, by SDG, to fulfill the National Pact for the Advancement of the SDGs.¹⁴²

Contributions to SDG follow-up, monitoring and reporting

Academic institutions and experts are actively engaged in monitoring, follow-up and reporting on the SDGs (see chapter 2). In some cases, they elaborate, share, and collaborate on indicators, statistics, and data. For example, New Zealand's SDG web hub, New Zealand Sustainable Development Goals, described as a public good contribution of the School of Government of Victoria University of Wellington and guided by a multistakeholder steering group, is focused on monitoring the country's SDG progress.¹⁴³ Academia has also participated in or contributed to consultations on VNRs in many countries. It further lead efforts to report on SDG progress at the local level, with the Waterloo Global Science Initiative (WGSi) in Canada embarking on a pilot project to support Canadian communities to undertake voluntary local reviews on the SDGs using localized indicators.¹⁴⁴

Contributions to oversight and accountability

Academia and experts widely contribute to the oversight and evaluation of the implementation of the 2030 Agenda and to holding governments accountable for their commitments to it. They contribute to shadow/spotlight/progress reports on SDG implementation, including those prepared in Brazil and New Zealand, and to a range of evaluation initiatives (see chapter 2). In Nepal, for instance, three evaluation associations, which include academics in their ranks, participated in developing the country's Integrated Evaluation Action Plan (2016-2020),¹⁴⁵ which institutionalizes SDG evaluations that are equity-focused and gender-responsive.¹⁴⁶ Independent evaluations of the SDGs have also been prepared by academics and experts in a small number of countries (also in chapter 2).

1.3.6. Private sector

The private sector is also a prominent stakeholder in SDG implementation, yet with its own distinctions. Private entities engage with the SDGs in many of the same ways as other actors discussed, particularly with regard to SDG coordination and the monitoring of and reporting on the Goals. Business and industry also work to mobilize action, contribute expertise, and set positive examples to advance sustainable development.¹⁴⁷

Along with other actors, businesses and industry are formally represented in national institutional coordination and advisory bodies in many countries across regions. Among them are the Stakeholders' Chamber of the Sub-Committee on Sustainable Development Goals of the Philippines¹⁴⁸ and the Inter Agency Technical Working Committee (IATWC) that supports the SDGs Coordination Directorate of the State Department for Planning at the National Treasury and Planning Ministry of Kenya¹⁴⁹. As noted, in Kenya, the multi-stakeholder IATWC, originally chaired by the government, is now co-chaired by the government, the Kenya Private Sector Alliance (KEPSA), and the SDGs Kenya Forum (representing civil society). KEPSA is also represented in the IATWC's sub-committee.¹⁵⁰ Outside

of national institutional mechanisms, business networks in several countries, including Global Compact Local Networks, coordinate SDG activities for the sector. Some are dedicated to the Goals, such as the Philanthropy and Business Platform for SDGs (Filantropi dan Bisnis Indonesia - FBI4SDGs) in Indonesia,¹⁵¹ while others engage with the SDGs in the context of their sustainability and other relevant initiatives.

The private sector has contributed to the development of SDG strategies and frameworks and the definition of SDG indicators at the national level. In the Republic of Korea, experts from the private sector contributed to the development of the country's tailored SDG framework, the K-SDGs.¹⁵² Similarly, the private sector in Nepal participated in the government's preparation of the SDGs: Status and Roadmap: 2016-2030 report.¹⁵³ In New Zealand, businesses, through public consultations, provided input as subject matter experts to the development of the Indicators Aotearoa New Zealand (IANZ), which support the development of the country's Living Standards Framework and are further used to monitor and report on the SDGs.¹⁵⁴

A widely-accessed entry point for SDG engagement is participation in national government-led efforts to report on SDG progress. The private sector in many countries has been involved in the preparation of VNR processes through various types of consultations put in place by governments, such as workshops, technical sessions, calls for inputs, or questionnaires. In Mauritius, Business Mauritius, an independent association of local businesses, and AfrAsia Bank, Chair of the UN Global Compact Network Mauritius, were among the private entities with which the government's lead ministry on the SDGs, the Ministry of Foreign Affairs, Regional Integration and International Trade, worked closely on the VNR, and the report was, in part, sponsored by the Mauritius Chamber of Commerce and Industry.¹⁵⁵ In Kenya, KEPSA coordinates the preparation of private sector voluntary progress reports, including to complement the 2020 VNR, and was part of the team that prepared the 2017 VNR report and the 2019 SDGs Progress Report.¹⁵⁶

Data for SDG monitoring at the national level comes in part from the private sector. Business networks and collaborative initiatives have been involved in compiling data on corporate sustainability and the contribution of the private sector to the SDGs. For instance, the SDG Corporate Tracker on Colombia's National Planning Department's SDG website monitors the private sector's contribution to SDG implementation.¹⁵⁷ Further to a pilot project that examined the contributions of 70 companies to the Goals, the platform was launched in June 2020 and is gathering information from participating companies in the three dimensions of sustainable development and with regard to the COVID-19 crisis. Similar efforts have been underway in Costa Rica.¹⁵⁸ The private sector is also part of the Colombian Network of Cities How We Go (RCCCCV)¹⁵⁹ that has worked with multiple actors on the development of reliable and standardized information for monitoring the SDGs at the local level.

The private sector has further collaborated on evaluation initiatives to assess aspects of SDG readiness and implementation in countries. In Nepal, the private sector forms part of the Nepal SDGs Forum, an SDG platform of non-state actors that has issued several reviews of SDG implementation that have, inter alia, addressed implementation mechanisms and frameworks, gaps, and challenges.¹⁶⁰ Another example is the SDGs Readiness Report prepared in Kenya in 2020 by the Kenya Association of Manufacturers (KAM), the Office of the Deputy President, and Global Compact Network Kenya (GCNK) that focused on the policy, legislative, and institutional dimensions of the SDGs in that country.¹⁶¹

1.4. Main lessons from five years of SDG institutionalization

This section draws lessons from the trends identified in previous sections.

1.4.1. Compared to previous internationally-agreed frameworks, the institutionalization of the SDGs is unprecedented

A first, incontestable lesson from five years of implementation of the 2030 Agenda is that it has given rise to unprecedented institutionalization at the national level, compared to other internationally-agreed development frameworks. The outcome of the 1992 Conference on Environment and Development (Earth Summit) had translated into the creation of institutional mechanisms in many countries and regions. However, during the 20 years that followed the Earth Summit, sustainable development was an issue of limited political salience.¹⁶² The Millennium Development Goals (MDGs) had also seen the creation of national institutional mechanisms. Yet the MDG framework only concerned developed countries as far as development assistance was concerned.

The level of integration of those mechanisms with other parts of national institutional systems never reached that of their equivalents for the SDGs. The same can be said of the visibility and political salience of the SDGs as an overarching policy agenda at the national level. The 2030 Agenda and the SDGs have achieved relatively high visibility in both developing and developed countries, truly signaling the universal nature of the Agenda and reflecting its broad thematic scope. The Goals' integration into national strategies and plans, and their reach into government agencies working in all sectors and across levels of governments, are also visible. Also striking are efforts made by national governments to measure progress on the SDGs, both through global and national indicators. Lastly, the involvement of actors such as parliaments, supreme audit institutions and civil society has been growing in importance since 2015.

It seems clear that such political salience and the related efforts to integrate the SDGs within institutional apparatus at the country level were fostered by the way the 2030 Agenda and the SDGs are constructed. The universal nature of the Goals was conducive to their adoption and translation into the national frameworks of both developing and developed countries. By laying out details about key dimensions such as follow-up and review, the Agenda spurred action at all levels. In particular, the voluntary national reviews (VNRs) have played a catalytic role in the development over time of national ecosystems around SDG follow-up and review, which involve a range of actors in addition to central government and whose activities extend well beyond the presentation of national reports at the United Nations.

1.4.2. The development of institutional arrangements for SDG implementation has taken a long time, and is not a linear process

As illustrated by section 1.2, there is a clear trend toward greater institutionalization of the SDGs in national settings since 2015, although at different speeds across countries, and within countries across levels of government and parts of the institutional system.

Based on the information collected for this report, there do not seem to be systematic patterns in terms of institutionalization of the Goals that apply to all countries; nor does institutionalization seem to have occurred more rapidly in developed or developing countries. In fact, many developed countries took a long time to institutionalize the SDGs, with countries like Canada, France, and Spain having progressively ramped up efforts in this regard. Regional circumstances have also influenced the speed at which some SDG-related processes were put in place. For instance, the production of a set of SDG indicators by Eurostat in 2017 likely spurred European countries to adopt their own national SDG indicators.

It could be argued that some developing countries with a tradition of strong planning systems (such as Colombia and Indonesia) were the fastest to institutionalize the SDGs in their development frameworks and processes, including through legal changes and strong mandates for the institutions leading SDG implementation. The experience of the Millennium Development Goals may have been an accelerating factor, both from a national perspective (for instance, through prior work on national indicators) and an international perspective, as international development agencies already had a range of tools in place to support countries with critical functions such as planning.

One explanation for the relatively slow institutionalization of the SDGs in national contexts may be their extremely wide scope. The Goals cover sectors that were not included in prior development frameworks, and for which the existing

apparatus in terms of monitoring, reporting, and integration with other sectors had to be developed. This is exemplified by Goal 16, with its scope covering activities managed by many parts of government and for which there is no standard conceptual and practical framework for monitoring. The fact that institutionalization was not particularly rapid in many developed countries, in spite of the long-standing existence of institutional frameworks for sustainable development in most of them, can be in part attributed to the need to integrate the SDGs into domestic frameworks, as opposed to external development assistance frameworks – a distinction that is still visible in some countries. It could be expected that when the successor framework to the 2030 Agenda is adopted, many countries will already have in place institutions and processes that are adapted to this breadth of scope and universality, with instruments for dialogue and coordination across state institutions and levels of government—and between governments and other stakeholders—already well established.

Still, five years after the start of the 2030 Agenda, significant differences remain across countries in terms of the depth of SDG institutionalization. The levels of involvement of different state and non-state actors in SDG implementation, monitoring, follow-up and review exhibit wide variations. As time elapses since the adoption of the 2030 Agenda, it is also becoming increasingly clear that the development of institutional frameworks around SDG implementation is not always a linear process. While the general trend is one of deeper institutionalization and multiplication of entry points for various actors, institutional arrangements for SDG implementation have been subject to inflections, and in some cases, abrupt changes, as documented in earlier sections of this chapter. In some countries, less active engagement by one level of government around SDG implementation at one point in time has been balanced by the continued or more active engagement of other government levels.

Yet in other countries, institutionalizing the SDGs may prove difficult where many public entities already operate in the fields of planning and policymaking, and responsibilities for SDG coordination and implementation are not clearly defined.

1.4.3. Differences across countries in how the SDGs are “owned” and used by governments for communication at the national level

There are clear differences across countries in how the SDGs are “owned” by the central government and used for the purposes of framing national sustainable development agendas. The framing of the 2030 Agenda and the SDGs in this regard can vary from an overarching umbrella under which all policies have to be designed and measured, to one agenda among others (for instance, climate, low-carbon economy, green growth, or national transformation). These differences are visible in policy documents, which make more or less use of the SDGs in terms of substance and language. Some

governments clearly prefer to present national development visions, priorities and strategies in a language that is anchored in the national context and refer to the SDGs as an international agenda. Others have made the choice to inscribe the national development vision within the overarching framework of the SDGs.

Differences are also visible in the coexistence of multiple strategies and institutions serving similar functions but addressing different policy areas. In many developed countries that had ongoing national strategies for sustainable development, those and the SDGs coexisted for several years, in some cases to the present day, with parallel institutions, processes, reporting tools and indicators. This duplication of frameworks has been resolved or is in the process of being resolved in several countries, which might bring both greater visibility to the SDGs and greater coherence to national action to promote sustainable development. The multiplication of institutions addressing related policy issues can have adverse consequences for the institutionalization of the SDGs. It can result in less awareness and ownership of the SDGs among all potentially relevant actors. It can also create duplication of efforts within public administration, for instance multiple and uncoordinated reporting systems.

1.4.4. Unequal engagement of different parts of national institutional systems in SDG implementation

The level of engagement of different actors with the SDGs is difficult to apprehend in a comparable way across countries. This chapter has shown that actors have used a great variety of entry points into SDG-related institutional processes.

As illustrated in section 1.3, some parts of national institutional systems contribute more than others to the mechanisms and processes set up around SDG implementation. In many countries, parliaments are still not playing a regular role in oversight of government actions to implement the SDGs. Many parliaments, however, have issued at least one report on SDG implementation since 2015. The engagement of supreme audit institutions also varies significantly across countries. As regards civil society, the level of engagement and the opportunities available for participation are also variable. However, VNRs have catalyzed civil society engagement around the SDGs, even in countries that did not have a strong tradition of engaging civil society in decision-making. The existence of national coordination and advisory bodies often enables and facilitates various forms of engagement with the Goals.

The engagement of local governments seems eminently variable across and even within countries. Sustained efforts at SDG localization have borne fruit in some contexts, as witnessed by the multiplication of cities that see benefits in using the SDGs as an opportunity for engaging their citizens and collaborating with other cities and levels of government,

including through engaging in voluntary local reviews. Yet, the challenges associated with vertical integration, including planning and budgeting for, implementing, and monitoring the SDGs, have not disappeared.¹⁶³

1.4.5. Role of national and international networks in spurring institutional development for SDG implementation

The institutionalization of the SDGs over the years has not resulted only from the interaction of governments with individual actors. Exchanges of experiences among governments themselves, promoted and supported by international organizations at the regional and global levels, have contributed to a knowledge base that has undoubtedly helped some countries in adjusting their institutional frameworks for SDG implementation. The role of international development agencies in delivering technical assistance, advice and capacity-building in areas such as planning and policy integration has also supported those efforts.

Beyond that, a clear contribution has also been made by other local and national actors interacting with their counterparts at different geographical scales. Constituency-based and thematic networks at all levels from the national to the global have played a critical role in raising awareness of the SDGs among their constituents. They have also highlighted challenges observed in different countries and possible solutions to them. Importantly, they have been key actors in terms of SDG monitoring, review and follow-up (see chapter 2). It is notable that many of those channels and related activities initially developed organically, within existing structures.

1.4.6. Weakness of evaluation of the effectiveness of institutional arrangements

Research undertaken for this report has confirmed a scarcity of evaluations of the effectiveness of institutional arrangements for SDG implementation at the national level. The voluntary national reviews (VNRs) are not, in general, highly informative in this regard. Governments presenting their VNRs at the United Nations tend to convey facts about institutional changes having occurred since their previous report rather than evaluations of the performance of their institutional arrangements. In addition, the images conveyed in VNRs regarding institutional challenges and the involvement of governmental and non-governmental actors in SDG implementation can be at odds with the perceptions of those same actors, as reflected earlier in this chapter. While recognizing the conceptual and practical difficulties inherent in measuring the effectiveness of institutional arrangements, there remains room for progress in this area. One way to address this would be to encourage Governments presenting VNRs for the second or third time to give more prominence to evaluations of the effectiveness of institutional arrangements in their reports.

1.5. Conclusions

This chapter has reviewed developments in national institutional arrangements for SDG implementation that have occurred since 2015. In spite of the diversity of countries' situations in this regard, some clear trends emerge.

The first conclusion is that institutionalization of the SDGs at the country level remains a work in progress. The end of 2020 marked the conclusion of one third of the time span of the Goals; yet, most countries are still in the process of refining their institutional arrangements for SDG implementation and integrating them within the broader institutional system. There are stark differences across countries in those two respects. In a number of countries, an acceleration of efforts was perceptible around the years 2018 and 2019. This long process is not surprising given the time it takes to change institutions, even though compared with the MDGs, the SDGs were largely known more than one year before their official adoption, giving time to national governments and other actors to familiarize themselves with the new framework. Some trends are encouraging, such as the involvement of supreme audit institutions in SDG matters, because they reflect an institutionalization of the SDGs that extends beyond traditional central government institutions and involves a greater variety of actors.

As with other aspects of development, there is a risk of falling into what could be termed a "best practice fallacy", an assumption that all countries could quickly copy institutional models and practices from "lead" countries. In fact, no country appears to be at the frontier across the board. Even in countries like Finland that are considered to be international references in terms of their institutional arrangements for SDG implementation, there remain areas of duplication (for instance, a dual system of sustainability indicators) and areas

where more integration could be achieved (for instance, in terms of mapping the national budget to the SDGs).

In many countries, there is still potential for further engagement of various stakeholders in SDG processes. Here too, the trends are encouraging. For instance, engagement that was mainly organized around VNR processes has, in many cases, evolved to occur through a broader range of entry points, and on a continuous rather than one-time basis, also involving more diverse stakeholders and enabling a much denser network of interrelationships. In coming years, it would be interesting to evaluate how mechanisms such as multi-stakeholder working groups put in place by governments as part of SDG institutionalization have performed in practice.

There is also potential for deeper integration of SDG-related institutional mechanisms with other parts of national institutional systems, in particular with respect to strategy development and planning processes. The benefits of greater integration are multiple, from reduction of costs, to cross-fertilization and capacity development, to more coherent policymaking. As elaborated in chapter 2, SDG monitoring and reporting systems are still, in general, not well integrated with other monitoring systems.

One last issue that must be highlighted is the great potential for cross-country learning in every area of SDG implementation, taking account of countries' individual contexts. Notwithstanding national differences in the capacity of national institutions to implement the SDGs, there are many common needs across countries in relation to specific institutions (for instance, parliaments) and specific government functions (for example, planning, or monitoring) and potential for exchange of experiences. National governments and the international community should encourage such activities and continue to support them when appropriate.

Endnotes

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