



How relevant is governance to financing for development and partnerships?

Interlinking SDG16 and SDG17 at the target level

Author: Peride K. Blind

ABSTRACT

It would be hard to fathom any Sustainable Development Goal (SDG) being achieved without either adequate human and financial resources and partnerships or institutions that are effective, inclusive and accountable. One would expect, therefore, that two of the most cross-cutting SDGs of the 2030 Agenda, *SDG16 on Peace, justice and strong institutions* and *SDG17 on the Means of implementation and partnerships for development* would receive ample attention in scholarly work and policy analysis. A quick overview of the literature reveals, however, that although SDG16 and SDG17 are examined quite extensively in and of themselves, linkages between the two seldom receive attention.

This article attempts to fill in the gap by undertaking a preliminary comparative analysis of the targets of these two Goals. It asks if certain means of implementation included in the Addis Ababa Action Agenda on Financing for Development (AAAA) and in SDG17 can address some of the governance challenges covered by SDG16 targets, and vice-versa. The overall aim of the paper is twofold: (i) to provide ideas on how a targeted focus on SDG16-SDG17 interactions can assist in mainstreaming the AAAA into the 2030 Agenda for Sustainable Development, and (ii) to elucidate how a public administration focus can be instrumental in doing the latter and in interlinking SDG16 and SDG17.

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Sustainable Development Goals: 16, 17

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Typesetter: *Nancy Settecasì*

UNITED NATIONS
Department of Economic and Social Affairs
UN Secretariat, 405 East 42nd Street
New York, N.Y. 10017, USA
e-mail: undes@un.org
<https://www.un.org/development/desa/>

I Introduction

The Addis Ababa Action Agenda on Financing for Development (AAAA) states that “strengthening public policies, regulatory frameworks and finance at all levels could support sustainable development” (Art.5). It adds that the “means of implementation should be underpinned by effective, accountable and inclusive institutions, sound policies and good governance at all levels” (Art. 11). The 2030 Agenda for Sustainable Development also makes numerous references to financing for development: Articles 39 to 46 focus on the means of implementation (MoI); Articles 60 to 71 do the same together with partnerships, and Articles 17, 47 and 86 stress the significance of financing for sustainable development and the AAAA.

A preliminary glance at the targets of SDG17 and SDG16 also reveals similar overlaps¹. In fact, some practitioners have referred to SDG17 and SDG16 as the “governance goals” in this sense (Meuleman 2019). For instance, policy coherence and multi-stakeholder partnerships (17.13-17.14 and 17.16-17.17), effective, accountable and transparent institutions (16.6) and responsive, inclusive, participatory and representative decision-making (16.7) are connected (Tully 2015). SDG 17 targets on policy coherence (17.13-17.15) are not unrelated to SDG 16 targets on integrated institution-building (SDG 16.a). Both SDG16 (16.10) and SDG17 (17.18-17.19) focus on data: the former on the right to access it, and the latter, on its availability, reliability and disaggregation. From sectoral perspectives, illicit financial flows (16.4), often described as illegal cross-border transfers, are relevant to domestic resource mobilization (17.1) through transfer pricing (Khan and Andreoni 2018: 1)². Last but not least, national tax system capacity (17. 1) is highly relevant to institutional transparency (16.6), and vice-versa.

Given these preliminary complementarities between SDG16 and SDG17, it is surprising that scholars have left their interactions out of the rich work produced on SDG nexuses. A recent report by ICSO (2017) for instance, states that “SDG16 (good governance) and SDG17 (means of implementation) are key to turning the potential for synergies into reality although they are not always specifically highlighted as such throughout the report” (7). Other researchers working on SDGs linkages have purposefully left out SDG17, often justifying it based on its cross-cutting nature (Alloisio et al. 2017; UNRISD 2018; NCI 2018) and because “SDG 17 does not include specific suggestions on how to implement the SDGs at the national level” (IGES 2019: 7).

This paper aims to assess the SDG16-SDG17 connections at the target level to enable policy-makers to inter-link the two Goals more effectively in their implementation efforts³. The first section scans the academic journals of development and public administration published in the last year to account for the quantity and quality of SDG16-SDG17 linkages they include. It does this based on a comprehensive but by no means exhaustive list of key words defining each Goal⁴. The second section teases out the main SDG16-SDG17 linkages at the target level based on a textual analysis of the AAAA’s Action areas (AAs) and Cross-cutting issues (CRIs). The third section sifts the previously detected linkages through a public administration lens.

1 This observation is a priori only and based on a light scoping review of the literature and the targets of the two Goals.

2 Tax avoidance and transfer pricing are examples of financial flows that, though sometimes be legal, are nevertheless identified as IFFs by some analysts (Khan et al., 2019:12).

3 This analysis stays at the target level. Indicators of SDG16 and SDG17 are included into analysis only when and where relevant; and not systematically. Further research can expand this study to the indicator level. Content analysis undertaken in this research is confined to Action Area (AA) and CRI (Cross-cutting issue) titles as worded on the Interagency Financial Taskforce website. It does not extend to the text (paragraphs) of the AAAA.

4 The twenty-five key words used to denote each SDG are chosen from among the verbatim words describing the Goals themselves. They are displayed in Table II. Other relevant additional key terms, which are not included into analysis, include “finance,” “technology,” capacity building,” “trade,” “peace” and “justice” among others. Further analysis can run similar cross-searches of in AAAA and the 2030 Agenda and its SDGs using them.

The paper concludes with possible pathways that public administration can provide policy-makers with in their exploiting of SDG16-SDG17 synergies towards an effective implementation of both the AAAA and the 2030 Agenda for Sustainable Development.

II A preliminary literature scan of SDG focus areas

This section presents the findings of a preliminary content analysis of academic journals in public administration and development fields published since January 2018 and scanned through a total of twenty-five keywords associated with each SDG. It finds that while SDG16 and SDG17 each receives attention separately; their interlinkages do not. **Box I** below describes the methodology in more detail.

Table 1 shows the list of keywords chosen to represent each SDG, article counts under each one of them (the grey diagonal line), numbers of interlinkages posited by the literature between any two SDG keywords

Box I

Content analysis methodology and summary of findings

Academic Search Premier database was examined (January 2017-March 2018) using a total of twenty-five keywords associated with each one of the 17 SDGs as shown in **Table I**.

Some SDG targets were paired with more than one keyword such as SDG 16, which was associated with the keywords of “transparency,” “accountability,” “inclusiveness,” engagement,” “information,” and “governance.” “Engagement” and “information” keywords were also associated with SDG17 as was the keyword “partnerships”. While the unequal number of keywords per each SDG may introduce variance-driven error into analysis, this method was chosen to best gauge the otherwise qualitatively complex nature of governance, and given that the ultimate research goal of showing the value of a public administration perspective in understanding the linkages.

Although efforts were made towards comprehensiveness of the research methodology, the list of keywords chosen based on the verbatim descriptions of each Goal remains arbitrary at best. Additional key terms, which were excluded but can be utterly relevant, are “finance”, “technology”, capacity building”, “trade”, “investment”, “justice”, and “peace”. Moreover, the conceptual boundaries of the key terms included in this analysis are diverse and different from each other. For instance, “inclusion” associated with SDG16 due to the wording of the Goal (“inclusive societies”) is a broad concept that can be applicable to all SDGs. The same can be said of “participation” and “engagement”. They are included into analysis because they are key terms defining SDG16, and are among the Principles of Effective Governance endorsed by the Economic and Social Council in July 2018.

Search was limited to those articles that undertake a futuristic/ leave no one behind perspectives, as operationalized through a delimited search to the keyword ‘risk’ in the abstract (for the entire sample of articles). This was done for purposes of parsimony and based on the assumption that both AAAA and the 2030 Agenda are visionary and risk-informed. Debate over the validity versus consistency of assumptions in social science theory building is vibrant. This methodology leaned towards consistency by choosing to delimit the search without letting go of accuracy (Moe; 1979; Waltz 1979; Weible 2018).

Java software was used to count the interlinkages across the 25 groups of articles under each SDG-associated keyword. The total sample consisted of 367 relevant articles. The analysis detected a total of 770 linkages across keywords found in the titles and abstracts (not the full-text), the assumption being that the principal focus of any article will be reflected upfront. Numbers of articles in each one of the 25 groups as determined by the chosen SDG keywords and numbers of linkages per SDG keyword and between any pairs of them are shown in **Table I**.

Source: Author's analysis.

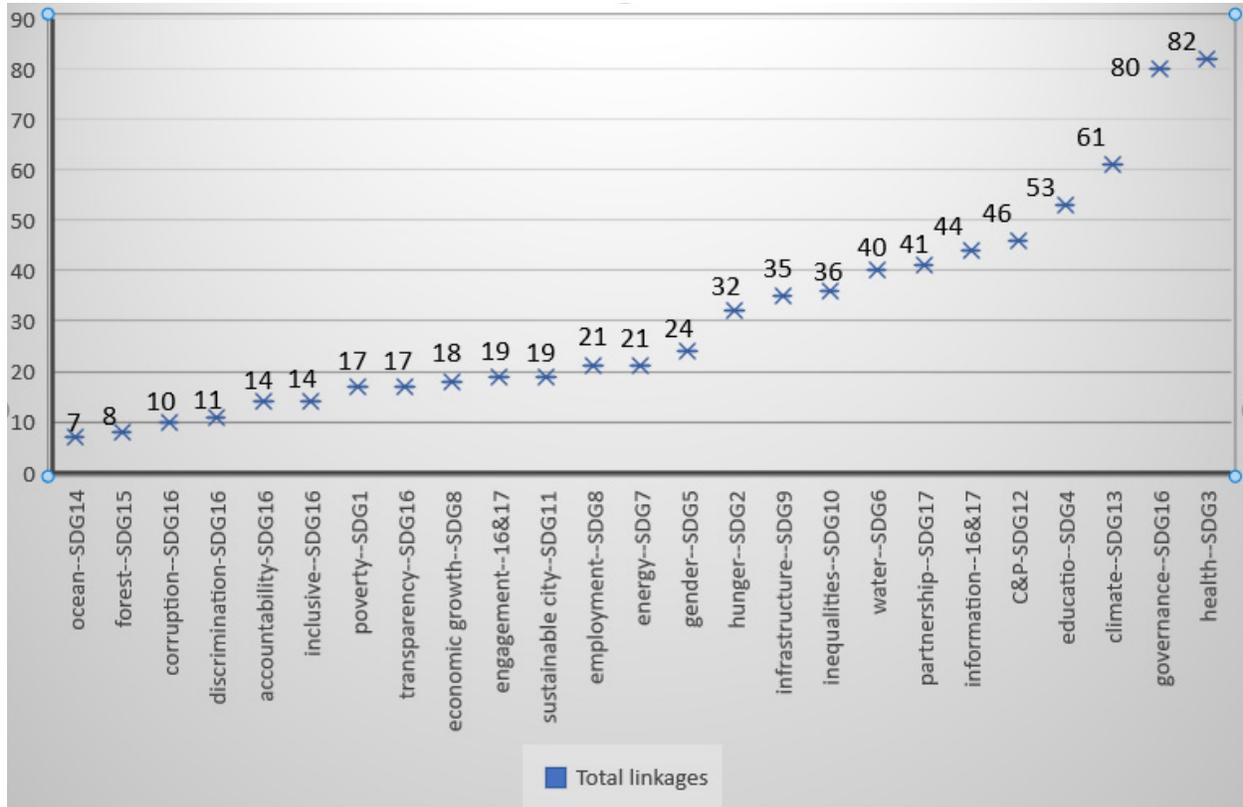
Table I
Findings of scanning of development literature per SDG focus area and interconnections

SDG	SDG Keyterms	Actt	Clim	C&P	Corr	Discr	Grow	Edu	Empl	Ener	Engag	Forest	Gender	GOV	Health	Hung	Incl	#	Info	Infra	Ocean	PARTN	Povt	City	Trans	H2O	Linkages	Total Linkages
16	accountability	4	1	1	1	1	-	1	-	-	1	-	-	1	3	1	-	-	1	-	-	-	-	2	-	-	14	
13	climate	-	19	3	1	-	5	1	-	2	1	5	-	12	3	5	2	2	2	6	2	3	2	2	-	1	60	
12	consumption & production	-	-	13	-	-	6	2	1	8	-	-	3	3	3	7	-	1	2	-	-	-	1	2	2	42		
16	corruption	-	-	-	4	-	-	1	-	-	-	-	-	3	-	-	-	1	1	-	-	1	-	1	-	8		
16	discrimination	-	-	-	4	-	-	-	-	-	1	2	-	-	5	-	-	-	1	-	-	1	-	-	-	10		
8	economic growth	-	-	-	-	20	1	1	1	1	-	-	-	1	1	-	-	-	-	-	-	-	-	-	2	7		
4	education	-	-	-	-	-	21	5	-	1	-	3	4	4	5	1	2	5	4	-	-	5	10	-	2	47		
8	employment	-	-	-	-	-	-	7	-	-	-	-	1	-	1	-	-	1	1	-	-	1	8	1	-	14		
7	energy	-	-	-	-	-	-	-	15	-	-	-	-	1	-	2	-	-	1	3	-	2	1	-	-	10		
16 and 17	engagement	-	-	-	-	-	-	-	-	-	10	-	-	6	-	1	2	-	1	1	-	1	-	-	1	2	15	
15	forest	-	-	-	-	-	-	-	-	-	-	4	-	1	-	1	-	-	-	-	-	-	-	-	-	1	3	
5	gender	-	-	-	-	-	-	-	-	-	-	-	5	1	5	-	-	4	1	-	-	-	4	-	-	-	13	
16	governance	-	-	-	-	-	-	-	-	-	-	-	-	48	8	1	4	2	10	4	1	3	1	3	6	4	47	
3	health	-	-	-	-	-	-	-	-	-	-	-	-	-	5	5	-	11	1	1	-	10	8	1	-	11	48	
2	hunger	-	-	-	-	-	-	-	-	-	-	-	-	-	-	18	-	2	1	1	-	-	1	-	2	8		
16 and 17	inclusive	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6	2	1	1	-	-	-	1	-	-	3	
10	inequalities	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	20	2	-	1	-	5	-	-	1	9	
16 and 17	information	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8	3	-	-	3	1	4	1	12	
9	infrastructure	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	25	-	9	-	2	-	4	15	
14	ocean	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	9	-	-	-	-	3	3	
17	partnership	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	25	1	2	-	2	5	
1	poverty	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	40	1	-	-	1	
11	sustainable city	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	15	-	2	2	
16	transparency	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7	-	0		
6	water	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	15	0		
	Linkages	0	1	4	2	1	11	6	7	11	4	5	9	33	34	24	10	27	32	20	4	36	45	16	17	40	367 Articles	

Source: Author'S analysis.

770 Linkages

Figure I
Most interconnected SDG focus areas in the literature (January 2017-2018 March)



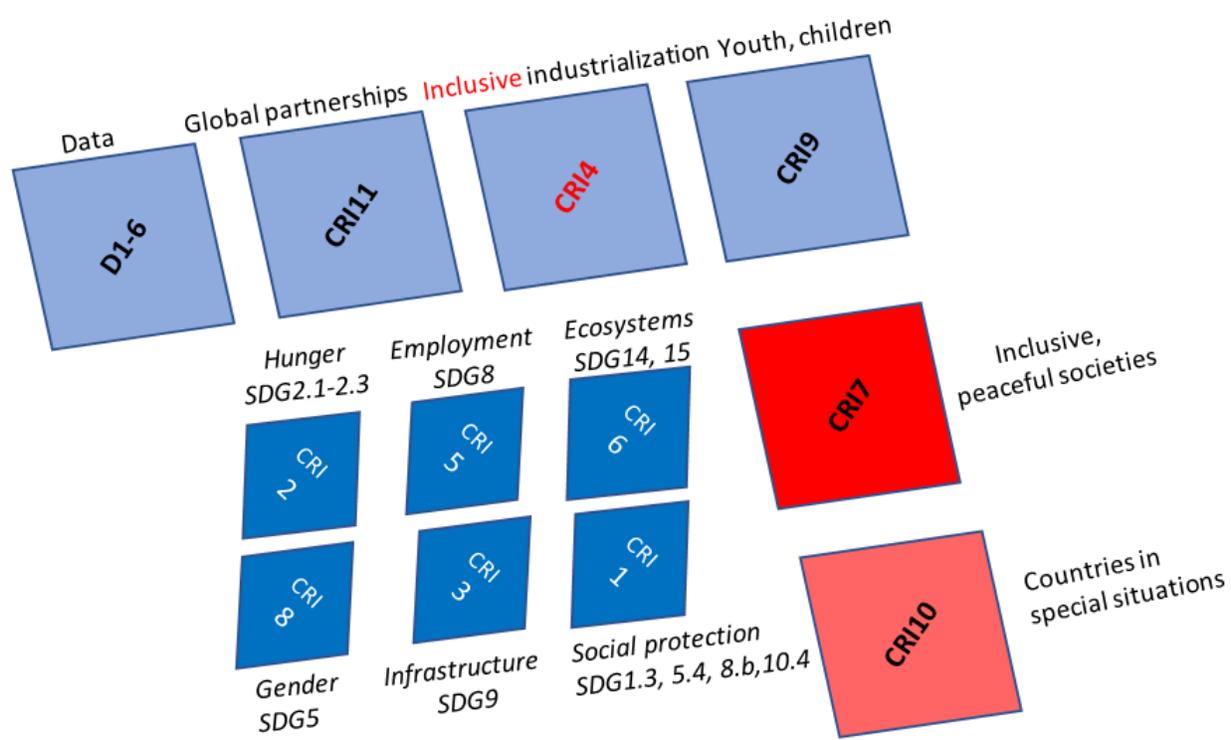
Source: Authors' elaboration

(individual cells) and the total sum of interlinkages exhibited by each SDG keyword (the ‘total’ column). Findings show that out of a total of 367 relevant articles examined, the three highest counts of thematic coverage (grey diagonal cells) were “governance” (SDG16), “poverty” (SDG1) and “partnerships” (SDG17), with 48, 40 and 25 relevant articles. This finding means that peer-reviewed journals focused most on these concepts associated with these SDGs (without necessarily naming the SDGs) in the past year.

Out of a total of 770 linkages detected across the 25 groups of articles each determined by any given SDG-associated keyword, the most interconnected SDG was found to be health (SDG3) displaying 82 linkages to the rest of the SDGs covered by the sample of articles. Health was followed by governance (SDG16), climate (SDG13), education (SDG4), consumption and production (SDG12) with respectively 80, 61, 53, and 46 linkages to the entire sample. Information, which was conceptually associated with both SDG16 and SDG17 displayed 44 linkages to the sample of articles; and partnerships (SDG17) presented 41 such linkages. This finding shows that the most commonly linked concepts to the entire 2030 Agenda (without necessarily naming either the Agenda or the SDGs) in the academic literature in the past year.

As displayed in **Figure I**, when it comes to dual linkages, i.e., connections between any given two SDG focus areas as determined by the relevant keyword pairs, most interlinkages were found to occur between climate

Figure II
An analysis of CRI-SDG connections



Source: Author's elaboration

Note: Tones of red denote relevance to SDG16 with the darkest representing highest relevance. Darkest tones of blue denote highest and most explicit linkage to SDGs.

and governance (SDG13-SDG16; 12 linkages)⁵, followed by health and inequalities (SDG3-SDG11, 11 linkages); health and water (SDG3-SDG6, 11 linkages)⁶ poverty and employment (SDG1-SDG8, 10 linkages); and governance and information (SDG16-SDG16/17, 10 linkages)⁷, the latter partially due to the commonly used term of “information governance.” “Governance” and “partnerships” linkages detected were a mere count of three, attesting to the infrequent juxtaposition and interlinking of these two concepts in the literature. This analysis also found that interlinkages posited in the literature between “inclusive”, “information” and “engagement” were scant.

The dearth of SDG16-SDG17 interconnections in the literature notwithstanding, some burgeoning work on their nexi does exist. The 2019 Report of the Interagency Taskforce on Financing for Development, for instance, is pioneering in teasing out the linkages between financing for development and peace, governance and strong institutions. Its second chapter goes into the details of the processes for establishing integrated national

⁵ This finding can be attributed to the fact that “climate governance” is a stand-alone term.

⁶ Double interactions were counted; triple interactions were not. For example, articles linking water, health and inequalities together were not assessed.

⁷ The key term “information” can most readily be associated with SDG16.10 on access to information. It can also be relevant to SDG17.18 and 17.19 on data.

financing frameworks, including institutional coordination mechanisms and national steering committees, through effective, accountable and transparent institution-building and engagement modalities. Its third chapter touches upon the role of consultative processes in generating national consensus on medium-term revenue strategies that cut across political cycles. The Report also draws incipient linkages between good governance and the multilateral trading system, international cooperation on tax and related regulatory matters, international financial architecture, debt and illicit financial flows (IATF 2019). Next section undertakes an in-depth analysis of SDG16-SDG17 interconnections.

III A preliminary analysis of the SDG16-SDG17 connections at the target level

Few would disagree that sound, evidence-based policy-making and effective governance support the implementation of the AAAA. Likewise, many would approve that effective partnerships are catalysts of the 2030 Agenda of Sustainable Development. Where most would have doubts is where the concrete linkages between the two Agendas lie. For instance, are there certain means of implementation included in the AAAA and reflected by SDG 17 that can address certain governance challenges covered by SDG16 targets? How can different Action Areas (AAs) of financing for development reinforce the implementation of specific SDG16 targets, and vice-versa? Can a pairing of SDG16 and SDG17 targets within AAAA's framework of Cross-cutting issues (CRIs) and Action areas (AAs) yield pointers as to how financing and partnerships can be concretely linked with governance?

With these questions in mind, the following exercise undertakes a close reading of the AAAA and SDG17 at two layers of analysis. First, it parses out and interlinks the CRIs and AAs to detect their interconnections and to see how they relate to the SDG17 targets. Second, it links the CRIs/AAs/SDG17 connections detected in the first layer of analysis with the SDG16 targets. The layers are formulated such that the first one tackles the AAAA and SDG 17 interlinkages as part of financing for development and partnerships, and the second layer brings in the SDG 16 targets. The objective is to account for the most salient SDG17-SDG16 connections with reference to specific AAs.

III.a First layer of analysis: Linking SDGs with Cross-cutting Issues (CRIs) and Action areas (AAs)

The first layer of analysis consists of searching for overlapping terms and meanings between CRIs, AAs and SDG17 although other SDGs are brought into analysis when and where possible and relevant, particularly with respect to CRIs, which display direct connections to SDGs other than SDG17 or SDG16. The same keywords enumerated in Table I are used. **Figure II** shows the results of CRI-SDG associations. **Table II** outlines the results of analysis bringing in the AAs and SDG17 connections⁸.

An analysis of CRI-SDG connections finds that CRI 1, 2, 3, 5, 6 and 8 located in the inner core of Figure II and colored in dark blue are the most sectoral with clear and explicit linkages to SDGs other than SDG16 and SDG17.

In the inner core, CRI1 (social protection) is associated with SDG1.3 on social protection, SDG5.4 on social protection for unpaid care, SDG8.b on a global strategy for youth employment, and SDG10.4 on social

⁸ Each SDG17 target is paired with one or more AA based on their verbatim reference to same or auxiliary terms with a close meaning.

Table II
Linking CRIs with AAs and SDG17 targets

Action Area 1	SDG17 Targets	CRIs
AA1: Domestic public resources	SDG17.1 on domestic resource mobilization including tax systems	CRI4—Industrialisation, CRI9—investing in children and youth CRI1—social protection and public services CRI10—countries in special situations
AA2: Private business and finance	SDG17.3 on additional financial resources from multiple sources	CRI4—industrialisation, CRI9—investing in children and youth CRI6—ecosystems
AA3: International development cooperation	SDG17.2 on ODA, 17.6 on South-South and triangular cooperation (including through focus on science, technology and knowledge management); SDG17.9 on international support and capacity building (including through South-South and triangular cooperation); SDG17.16 and 17.17 on multi-stakeholder partnerships	CRI9—investing in children and youth CRI10—countries in special situations CRI11—global partnerships, Data monitoring and follow-up CRI6—ecosystems (AA3 makes reference to environmental factors)
AA4: Trade (most cross-sectoral of all AAs)	SDG17.5 on investment promotion for LDCs, 17.6 and 17.9 on South-South and triangular cooperation, 17.10 , 17.11 and 17.12 on increasing non-discriminatory, equitable multilateral trade and access to free markets	CRI10—countries in special situations CRI5—gender (AA4 promotes women as producers and traders) CRI6—ecosystems (AA4 makes reference wildlife, fishing, mining, etc.)
AA5: Debt	SDG17.4 on promoting long-term debt sustainability and reducing debt stress for LDCs	CRI10—countries in special situations
AA6: Systemic issues	SDG17.13 , 17.14 and 17.15 on policy coordination, coherence and leadership for macroeconomic stability, sustainable development and poverty reduction	CRI7—peaceful and inclusive societies; CRI10—countries in special situations CRI11—global partnerships, Data monitoring and follow-up
AA7: STI, Capacity-building	SDG17.6 on global technology transfer, SDG17.7 on transfer and dissemination of environmentally sound technologies, SDG17.8 and 17.9 on STI capacity building in LDCs and developing countries, SDG17.18 and 17.19 on reliable and disaggregated data and national statistical capacity	CRI9—investing in children and youth CRI10—countries in special situations, Data monitoring and follow-up

protection for greater equality. CRI2 (hunger) relates to SDG2.1, 2.2 and 2.3 on ending hunger and malnutrition, and increasing agricultural productivity. CRI3 (infrastructure) is linked with SDG9 on resilient infrastructure and inclusive industrialization⁹. CRI5 (employment) is connected with SDG8 on decent employment. CR6 (ecosystems) speaks to SDG14 on the conservation and sustainable use of oceans, seas and marine resources and SDG15 on terrestrial ecosystems. CR 8 on gender is also directly relevant to SDG 5 on gender equality and women's empowerment.

In the outer perimeter of Figure II, CRI9 (investing in children and youth), CRI11 (global partnerships), CRI4 on inclusive industrialization, CRI7 (peaceful and inclusive societies), and CRI10 (countries in special situations) are most relevant to SDG16 and SDG17. D1-6 with specific focus on data is also displayed here for purposes of visual clarity and given the overlapping focus on data by both SDG16 and SDG17.

CRI 7 in dark red relates most explicitly to SDG16 among all other CRIs since “inclusive and peaceful societies” are in its wording and in that of Goal 16. CRI4 includes the word “inclusive” in its wording, hence its direct relevance to SDG16 in line with the key term-driven methodology of this research. Finally, CRI 10 on countries in special situations is relevant to both SDG16 and SDG 17 (shown in lighter red) since peace and governance are most pressing in such settings where financing for development and partnerships are also most needed. CRI9 on children and youth is also about inclusive decision-making (SDG 16.7), and about multi-stakeholder and civil society partnerships (SDG 17.16, 17.17).

From AA perspectives, CRI4 (inclusive industrialization) linked with SDG 9 is also connected with SDG17.1 and AA1 on domestic resource mobilization since adequate domestic resource mobilization capacity and effective and transparent taxation are the sine qua non of inclusive industrialization.

CRI7 (peaceful and inclusive societies) is mostly related to AA3 which links peacebuilding with humanitarian financing. It is also connected with AA6 on systemic issues and the associated SDGs 17.13, 17.14 and 17.15 on macroeconomic stability, and poverty reduction (SDG1). Migration and transnational crime also fall within AA6 on systemic issues, hence the relevance of CRI7 to SDG10.7 on safe, regular and responsible migration and mobility and to SDG16.4 and 16.a with focus on crime and corruption.

CRI 9 (investing in youth and children) can be most closely linked with AA1 on domestic public resources and AA2 on private sector investment since the latter two comprise issues related to (public and private, national and global) investments for sustainable development¹⁰. AA3 (paragraphs 77 and 78 of the AAAA) seems to be even more relevant since development partnerships in finance and other sectoral areas such as health and education are vital for the well-being of youth and children. SDG4.4, 8.5, 8.6, 8.b, 13.b on youth skilling, employment and protection are among the most relevant SDG targets to CRI9. SDG17.1 on domestic resource mobilization and SDG17.3 on foreign direct investment and remittances can be relevant to CR9 in terms of the allocation of national budget to build youth skills and capacities. Last but not least, SDG 17.18 also speaks about the importance of disaggregated data including by age; hence its relevance to CRI9.

CRI10 can be linked with all AAs since these countries can benefit in all the ways and through all the means indicated by all AAs, particularly AA6 on systemic issues, and AA3 and AA4, which make explicit references to Least Developed Countries. CRI10 is also connected with AA5 since the latter's focus on long-term debt

⁹ CRI 4 on inclusive industrialization is also directly linked to SDG 9 on inclusive industrialization. Given the word “inclusive” in its wording, however, and for purposes of visual clarity, it is placed in the outer perimeter of Figure II.

¹⁰ Please note that in the AAAA, AAs are listed in alphabetical orders (from A to G). Numbers (from 1 to 7) are used here in order not to create confusion between a lettered enumeration and the abbreviation of Action Areas (AAs).

sustainability is pertinent to Least developed countries and countries in special situations. In the same vein, AA7 on capacity-building is applicable as insufficient capacity happens to be a challenge endemic to such contexts.

Several SDG17 targets on the means of implementation are relevant to CRI10, including 17.2, 17.6 and 17.9 on official development assistance (ODA) and South-South cooperation. SDG17.4 on long-term sustainability and SDG17.5 on investment promotion are particularly relevant as are SDG17.6 and 17.7 on technology transfer and SD17.8 and 17.9 on science, technology, industry (STI) capacity building. Also significant are SDG17.10, 17.11, 17.12 on non-discriminatory free access to markets.

CRI10 on countries in special situations is closely linked with CRI7 on peace since poverty breeds violence, and violence fuels poverty. CRI10 links humanitarian finance with peacebuilding, which makes it relevant to SDG16.1, 16.2 and 16.a, all on ending violence, and SDG16.3 on rule of law and access to justice, hence their relevance altogether to AA6 on systemic issues and its focus on strengthening global governance.

CRI11 on global partnerships can be linked with AA3 on international development cooperation, which makes references to partnerships in health (SDG3) and education (SDG4), and AA6 on systemic issues, which includes cooperation as an indicator and focuses on strengthening global governance through cooperation and regulation. As such, CRI11 appears to be linked with SDG17.16 and 17.17 on multi-stakeholder partnerships and SDG17.2 and 17.6 on South-South cooperation as well as with SDG16.8 on global governance and SDG16.a, which also includes a focus on international cooperation.

III.b Second layer of analysis: Bringing in and streamlining the AA/SDG17-SDG16 linkages

The first layer of analysis reveals several interesting connections with respect to SDG16 on peace, justice and strong institutions. First, CRI7 (peaceful and inclusive societies) and CRI10 (countries in special situations) emerge as the two most cross-cutting CRIs with the strongest links to SDG16¹¹. Second, the direct focus on inclusiveness is found commonly in CRI4 on industrialization, SDG9 on the same and SDG16.7 on inclusive decision-making. Third, CRI11 is found to be related to SDG 16.8 and 16.a given their common focus on global cooperation and collaboration.

The second layer of analysis brings in the SDG16 targets and links them with the specific AAs using the same methodology of overlapping key terms explained in Box I. **Table III** below depicts these CRI-AA-SDG17-SDG16 connections, which are then visualized in **Figure III**. This analysis shows that AA1 on domestic public resources and AA3 on international development cooperation are the AAs that are most connected to SDG16 while AA4 on trade is the least connected. SDG16.8 with focus on developing countries' participation in global governance is the SDG16 target that is most connected to AAs/SDG17 while SDG 16.3 on rule of law and equal access to justice and SDG16.9 on legal identity for all are the SDG16 targets that are not noticeably evident in AAs/SDG17 targets.

¹¹ They are mostly associated with SDG16.1 and 16.2 on peace and violence and 16.a on international cooperation to decrease violence. They are also associated with SDG 16.6 on effective, accountable and transparent institutions through a common post-conflict rehabilitation and reconstruction perspective, and with SDG16.7 on responsive, inclusive, participatory and representative decision-making, and with SDG16.b on anti-discriminatory laws and policies. By virtue of its linkages to AA6, SDG16.4 on crime is also relevant to CRI7.

Table III
SDG17-SDG16 linkages through AAs and AA indicators

AA/SDG17 targets	SDG16 targets	Interlinking AA indicators
AA1/SDG17.1 on domestic public resources	SDG16.4 —IFFs, stolen assets, organized crime	IFFs (AA1.5), stolen assets (AA1.6) and crime in the form of financing of terrorism (AA1.9)
	SDG16.4 —IFFs, stolen assets, organized crime SDG16.5 —corruption and bribery	corruption in the form of tax evasion (AA1.8), money laundering (AA1.9)
	SDG16.6 —effective, accountable, transparent institutions	transparency (AA1.3 and AA1.12)
	SDGG16.a —international cooperation, capacity building in developing countries, preventing violence, terrorism and crime	terrorism (AA1.9), IFFs (AA1.5), stolen assets (AA1.6)
	SDG16.b —non-discriminatory laws and policies	non-discrimination (AA1.12)
AA2/SDG17.3 on private business and finance	SDG16.6 —effective, accountable, transparent institutions	transparency and accountability (AA2.9)
	SDG16.7 —responsive, inclusive, participatory and representative decision-making	inclusion (AA2.3), domestic capital markets (AA2.5), direct investments (AA2.7)
AA3/SDG17.2, 17.6, 17.9, 17.16, 17.17 on international development cooperation	SDG16.1 —reduce violence and death SDG 16.2 —end abuse, exploitation, trafficking and all forms of violence against and torture of children	common focus on peace (AA3.8)
	SDG16.6 —effective, accountable, transparent institutions	development effectiveness (AA3.6)
	SDG16.8 —global governance SDG 16.a —international cooperation, capacity building in developing countries, preventing violence, terrorism and crime	international cooperation* (AA3.12) * While not a verbatim overlap, the concept of global governance indicated in SDG16.8 presupposes international cooperation stated in AA3.12
AA4/SDG17.5, 17.6, 17.9*, 17.10, 17.11, 17.12 on trade	SDG16.8 —global governance	coherent, non-discriminatory and equitable multilateral trade system including such access of developing countries in global governance (AA4.11), progress on implementation of the Bali and Nairobi outcomes (AA4.4) *Investment promotion and South-South/ Triangular cooperation (17.5, .6, .9) are not about trade but are engines of development (AA4).
AA5/SDG17.4 on long-term debt sustainability	SDG16.6 —transparency & control over sovereign budget SDG 16.8 —participation of developing countries (debtors) in the debt sustainability mechanisms SDG16.10 —public access to information SDG16.b — non-discriminatory laws and policies	legislation (AA5.8 and 5.9) public debt management (AA5.2), responsible borrowing and lending (AA5.3), innovative debt management (AA5.4), debt data and reporting (AA5.5), additional mechanisms (AA)5.7

(continued)

Table III (continued)

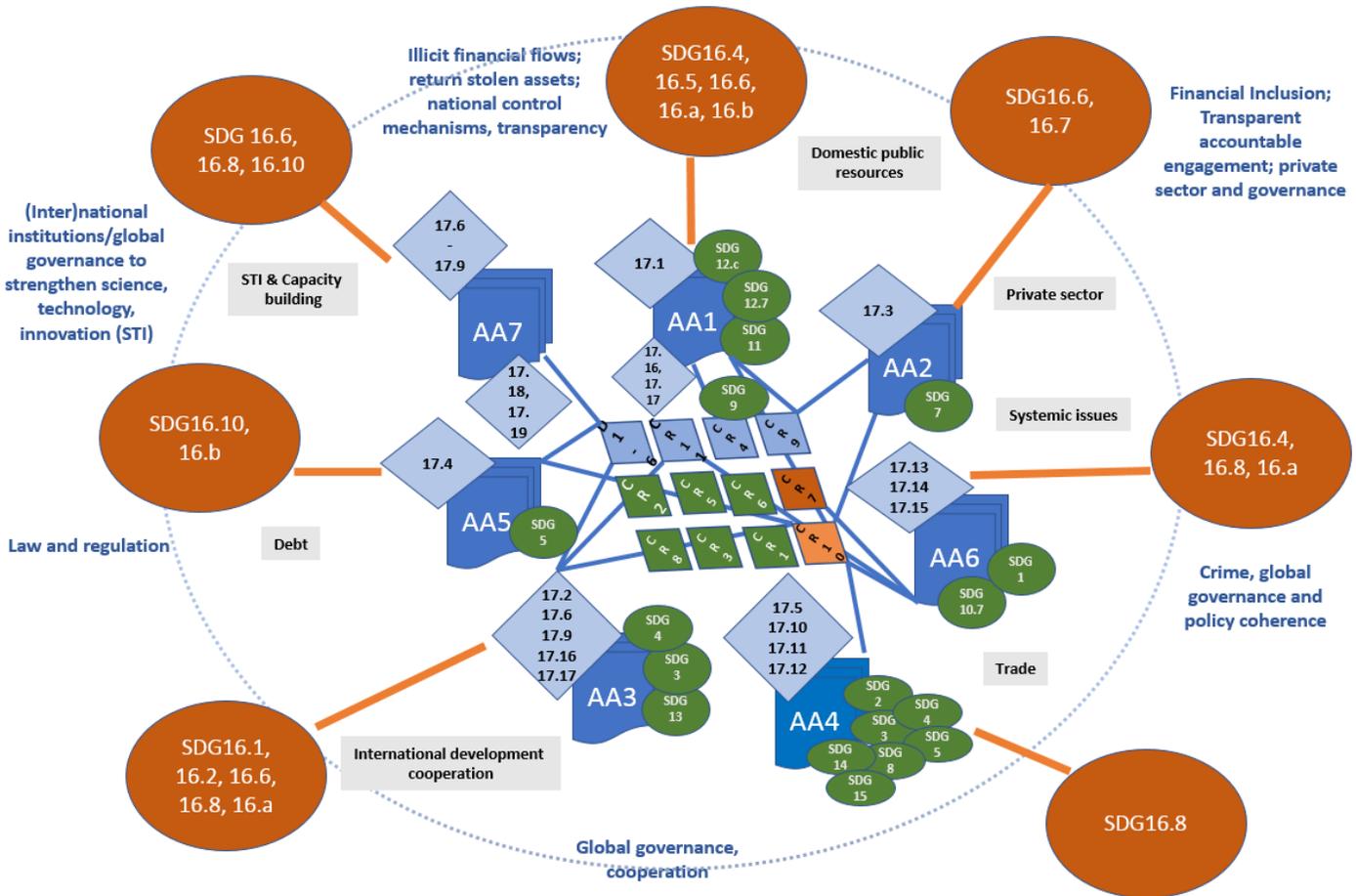
AA/SDG17 targets	SDG16 targets	Interlinking AA indicators
AA6/SDG17.13, 17, 14, 17.15 on systemic issues and coherence	SDG16.4 —IFFs, stolen assets, organized crime SDG16.a —international cooperation, capacity building in developing countries, preventing violence, terrorism and crime * SDG16.5 on corruption and bribery is also relevant although crime is not mentioned in its wording	crime (AA6.6) and paragraph 112 of AAAAA (Strengthening regional, national, subnational institutions to prevent violence, combat terrorism and crime, and end human trafficking and exploitation of persons, in particular women and children, in accordance with international human rights law... Strengthening national institutions to combat money-laundering, corruption and the financing of terrorism... enhance international cooperation for capacity-building in these areas at all levels, in particular in developing countries" (UN 2015: 50).
	SDG16.8 —global governance	global governance (AA6.1) and international cooperation and coherence (AA6.2), policy coherence (AA6.3) and AA6.4 (participation of developing countries)
AA7/SDG17.6, 17.7, 17.8, 17.9, 17.18, 17.19 on STI and capacity building relate mostly to	SDG16.6 —effective, accountable, transparent institutions SDG 16.a —international cooperation, capacity building in developing countries, preventing violence, terrorism and crime SDG 16.8 —global governance	institutions (AA7.4), international institutions and global governance including the United Nations system (AA7.5 and AA7.7), national policy frameworks for science, technology and innovation (AA7.2)

Bringing in the findings of the two layers of analysis together, one can summarize four types of groups of connections between SDG17 and SDG16:

- i. *national legislation and regulatory frameworks*—SDG16.10 and SDG16.b with linkages to SDG17.1 and 17.4 on domestic public resource mobilization;
- ii. *global governance and international cooperation*—SDG16.8 and SDG16.a with linkages to SDG17.2 on Official Development Assistance (ODA), SDG 17.6 and 17.9 on international cooperation for technology transfer and capacity building, SDG17.13, 17.14, 17.15 on policy coherence, and SDG17.16 and 17.17 on partnerships (including at the national level)¹²;
- iii. *governance elements of transparency, accountability, inclusiveness and effectiveness*—SDG16.6 and 16.7 are pertinent to all SDG17 targets, which seek the effective inclusion of developing and least developed countries and of all people, including particularly the most vulnerable, in global governance, international development and national decision-making systems and processes. Particularly relevant are linkages through AA1 on domestic public resources, AA2 on private business and finance and AA3 on international development cooperation;
- iv. *governance challenges of crime and corruption*—SDG16.4, G16.5 and 16.a with indirect linkages to SDG17 through AA1 on domestic public resources and AA6 on systemic issues both of which refer to crime, even though none of the SDG17 targets do so.

¹² Peace is included in AA3 and with a humanitarian focus. No SDG17 targets makes verbatim reference to peace. Further research can expand this analysis to peace.

Figure III
SDG17-SDG16 linkages through AAs and CRIs



Note: Figure III also displays a (not collectively exhaustive) selection of SDGs other than SDG17 and SDG16 to which the Action Areas of AAAA make explicit references.

IV A public administration (PA) perspective on SDG17-SDG16 linkages

The four linkage areas of (i) national legislation and regulation; (ii) global governance and international cooperation; (iii) governance elements (transparency, accountability, inclusiveness and effectiveness); and (iv) governance challenges (crime and corruption), as detected by the analysis of SDG17-SDG16 connections at the target level are akin to the dominant trends and focus areas in the field of public administration.

Public administration, which lies at the intersection of political science, business, economics, sociology and psychology, covers a whole range of sectoral perspectives extending from public education and public health to public transportation, infrastructure and finance, among others. Being too many things at once makes public administration vulnerable to the common reproach of being nothing altogether. By the same token, a good public administrator is often both a technical specialist and a generalist, often subject to the criticism of being jack of all trades, master of none (der Waldt 2014).

IV.a PA connection of national legislation and regulation

Public administration can roughly be defined as the organization of public affairs and policy-making with focus on public services and their effective and inclusive delivery (Casini 2006). At its birth, public administration emerges as a countercurrent to politics with focus on legal systems and regulatory prerogatives of public institutions (Runya, Qigui and Wei 2015). Policy-makers and policies, more so than politicians or political maneuvers, are at the locus of attention. As such, Traditional Public Administration (TPA) at its inception is about the legislative structuring of the State. It consists of the study of government, and the legal actions in order to provide rule-based solutions to societal problems (Sabatier 1999). This is not unlike the first linkage detected between SDG16 and SDG 17 about their common emphasis on national legislation and regulation.

IV.b PA connection of global governance and international cooperation

With time, public administration expands from legal and regulatory realms to the social domain to embrace the notions of choice and competition on the one hand (Le Grand 2007), and quality and responsiveness, on the other (Dowding and John 2009). Through the infusion of market precepts into the field, the ensuing New Public Management (NPM) paradigm of the 1990s begins incorporating measurable objectives such as performance indicators, total quality management, human capacity and resource management (Pollitt and Bouckaert 2017).

In tandem with the rise of NPM, attention starts to shift towards fiscal management with stress on topics such as budget, taxation, domestic resource mobilization, debt sustainability and monetary policy. Public-private-nonprofit partnerships receive their fair share of attention, particularly with respect to the question of how to create public value (Moore 1995) and how to deal with joined-up or shared accountability arrangements (Mulgan 2002). This is similar to AA1 and AA2's focus on domestic public resource management and linkages with the private sector, addressed through international agreements within the framework of global governance, not to downplay the importance of national legislation and regulatory frameworks (first PA connection).

IV.c PA connection of governance elements

The partnership-driven network approaches to public administration, and later on, the co-creation approaches to public services (Alford 2009) make their way into the public administration lexicon as the latter takes on more qualitative attributes embracing the notions of participation, engagement and accountability (de Vries 2016), access to information, transparency and open government (Meijer et al. 2012). Also called Network Governance (NG) approaches to public administration, this trend overlaps with the global, national and subnational governance (at all levels) and their enabling elements (transparency, accountability, effectiveness, inclusion), which constitute linkages between SDG16 and SDG17 targets.

IV.d PA connection of governance challenges

Efficiency concerns of New Public Management having begun to merge with the equity concerns of Network Governance, public sector ethics becomes prominent with time to pave the way to public administration's ubiquitous emphasis on graft, bribery and corruption (Peng 2008). Anti-corruption studies, strategies and policies flourish covering as diverse types, forms and degrees of improper and illegal behavior as patron-client relations, neopatrimonialism, influence-peddling, bribery, nepotism, embezzlement, kleptocracy, illicit financial flows, anti-money laundering, and others (World Bank 2005). These factors are also part and parcel of the detected linkage of crime and corruption between SDG16 and SDG17.

V Conclusion

Clearly all SDG16 targets are relevant and pivotal to implementing all Cross-cutting issues (CRIs) and Action areas (AAs) of AAAAA and SDG17 targets. Reciprocally, all SDG17 targets aim to enhance the transparent, inclusive, accountable and effective governance, strong institutions, peace and security for all people in line with SDG16. The transversal nature of SDG16 and SDG17, however, should not constitute a reason for omitting their interconnections from analysis. On the contrary, all the more reason to assess their interlinkages to see how they can together act as the 2030 Agenda accelerators.

This article has attempted to pin down these connections based on a content analysis of indicators of AAAAA and the SDG17 and SDG16 targets. It has found that CRI7 (peaceful and inclusive societies) and CRI10 (countries in special situations) are the two most cross-cutting CRIs with strong links to SDG16 given their common focus on peace, conflict, post-conflict and governance. It has detected the common focus on inclusiveness adopted by CRI4 on industrialization, SDG9 on the same and SDG16.7 on inclusive decision-making. It has shown CRI11 to be linked with SDG 16.8 and 16.a based on their common emphasis on global cooperation and collaboration.

The analysis has also revealed that AA1 on domestic public resources and AA3 on international development cooperation are strongly connected to SDG16 while AA4 on trade is less so. SDG16.8 with focus on the participation of developing countries in global governance was found to be the SDG16 target most connected to AAs/SDG17 while SDG 16.3 on rule of law and equal access to justice and SDG16.9 on legal identity were found to be less connected to AAs/SDG17 targets.

While these findings already offer food for thought for policy-makers considering better integrated governance, financing and partnership Agendas, this analysis has taken one step further to show how public administration can help bridge the divide between SDG16 and SDG17 and assist policy-makers in their attempts to mainstream AAAAA into the 2030 Agenda for Sustainable Development without, however, prescribing operational guidelines on how to implement either one of them.

Accordingly, CRI-AA-SDG17 & SDG 16 linkages were parsed into four main groups, each associated with a given focus area of public administration: (i) national legislation and regulation; (ii) global governance and international cooperation; (iii) governance elements of transparency, accountability, inclusiveness and effectiveness; and (iv) governance challenges of crime and corruption. The explicit delineation of the SDG16-SDG17 connections in terms of the fundamental public administration focus areas and trends may assist policy-makers in more readily identifying and comprehending SDG16-SDG17 interlinkages and AAAAA-2030 Agenda connections.

ECOSOC has recently pledged to “make financing for development a priority while transparent and well-functioning institutions, good governance and anti-corruption measures are to act as key policy areas” (UN News 2019). Rendering the relationship between AAAAA and the 2030 Agenda for Sustainable Development more tangible is therefore a must. This article has not attempted to posit operational linkages between the two Agendas, nor has it professed to unearth causal mechanisms SDG16 and SDG17 applications. This article will have accomplished its aim if it paves the way to breaking the usual practice of leaving either SDG16 or SDG 17 outside the SDG nexus analysis and if it leads to stimulating research on their connections as potential 2030 Agenda accelerators. Further research can expand this analysis to the financing and peace components of SDG17 and SDG16, respectively.

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