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Jairzinho Croes, University of Aruba

Effective leadership is important in times of uncertainty

I am grateful to have participated to the UACU program. It was a great opportunity to speak and work with different researchers. Although, our time was cut short I was fortunate enough to meet some great people. I was excited to join the program to discuss the issues related to sustainability. I want to thank all of the students, lecturers and volunteers for our valuable time spent together.

I have learned through our guided tours that there are many issues that need to be solved in Aruba. This program helped me to be able to express the importance of leadership in solving these issues. Although, due to the COVID-19 pandemic I was not able to collect data to include in this book. I believe that this situation stresses why effective leadership is important in times of uncertainty. I am confident that the research results will illustrate findings that can be implemented in future for the better development of Aruba in areas of sustainability.

I am thankful to Mr. Eric Mijts through our discussion via online meetings to center and clearly define my research and its value for the community. I am also thankful to coordinators of Utrecht University for guidance and our discussion on issues of sustainability and governance. For future students I believe that the UAUCU program helps a student to grow through experiencing many issues of climate change on the island.

Leadership and Good Governance in Public Organizations in Aruba

Jairzinho Croes

1. Introduction

The different theories of organization in scientific management have significantly contributed to our understanding of better use of human resource and decision making in large-scale organizations. Selznick mentions, “From the standpoint of social systems rather than persons, organizations become infused with value as they come to symbolize the community’s aspirations, its sense of identity” (1957, p. 19). This sense of identity is then defined in the organization’s goal where the institutionalization is carried out by the leaders. Selznick mentions, “Institutionalization is a process. It is something that happens to an organization over time, reflecting the organization’s own distinctive history, people who have been in it, the groups it embodies and the vested interests they have created, and the way it has adapted to its environment” (1957, p. 16). Many scholars argue that leaders play a key role in the institutionalization and determination of decisions and methods in large-scale organizations. Selznick emphasizes that, “The default of leadership shows itself in an acute form when organizational achievement or survival is confounded with institutional success” (1957, p. 27). In contrast, students of scientific management discern the weak direct relationship between leadership and organizational performance. Brewer and Selden say, “The leadership and supervision index (.037) is positively related to employee perceptions of organizational

performance, and it is highly significant ($p < .001$). Yet the weak predictive power of this variable is disappointing” (2000, p. 704).

In 2015, the United Nations proposed 17 Sustainable Development Goals (SDGs) along with 169 targets and 232 indicators. The United Nations emphasizes, “We envisage a world in which every country enjoys sustained, inclusive and sustainable economic growth and decent work for all. A world in which consumption and production patterns and use of all-natural resources from air to land, from rivers, lakes and aquifers to oceans and seas are sustainable. One in which democracy, good governance and the rule of law, as well as an enabling environment at the national and international levels, are essential for sustainable development...” (2015, p. 7). Global effects on social, economic and environmental developments created a sense of urgency in leaders to practice good governance in large-scale organizations. Jukneviene and Kareivaite argue, “The idea was substantiated that state governance and public administration organization should actively employ principles and techniques of good governance because the objective of sustainability is making the impact on the state policy...” (2012, p. 28). Furthermore, Elsmarj and Bakri emphasize that, “Good governance is considered one of the significant requirements for development and competency in the public sector organizations” (2019, p. 1). In contrast,

the term governance in Aruba is often described in terms of favoritism, bribes and corruption, and government thinking in terms of power, arrogance, excessive bureaucracy and lack of adequate communication. Hessels emphasizes, “There are large number of offenses, bribery, abuse of function, money laundering, ambiguous leadership, forgery, participation in criminal agencies, illegal employment as characteristics of governance in Aruba” (2020, p. 118). Moreover, the Kingdom of the Netherlands adopted the 17 SDGs proposed by the United Nations. The island of Aruba is a part of the Kingdom of the Netherlands, and since 2018 has committed to implementing the 17 SDGs on a national scale. The government of Aruba emphasize, “For Aruba, this means a new manner of doing things and entails re-skilling and teaching new competencies” (2018). This paper follows a multidisciplinary approach to addressing issues of sustainability by focusing on leadership and good governance practice in public organizations in Aruba. This research aims to shed a light on the relationship between leadership and good governance in public organizations in the context of Aruba.

To achieve this, the following main research question has been constructed: To what extent is there a relationship between applied leadership styles and level of good governance within public organizations in Aruba, and is there a gap between applied leadership styles and the one needed to apply good governance in public organizations of Aruba? The main research question will be answered by the following sub questions;

1. *How is leadership defined?*
2. *What are different leadership styles in public organizations?*
3. *What are characteristics of good governance principles?*
4. *Which leadership style is linked to good governance?*
5. *Is there a gap between the applied leadership style and the one needed to apply good governance?*

The following sections will discuss a literature review, a theoretical framework and research methods to be used in

the development of a research instrument to conduct this study.

2. Literature Review

This section focuses on the different theoretical perspectives from the literature on leadership and good governance. This section is divided into the following sub-sections; (a) leadership, (b) leadership styles in public organizations, (c) good governance principles, (d) the relationship between leadership styles and good governance, and (e) a theoretical framework.

2.1 Leadership

This section discusses theories on leadership. Selznick emphasizes, “Leadership is a kind of work done to meet the needs of a social situation” (1957, p. 22). Many scholars argue that there are significant differences in leadership behavior between public and private managers. Andersen argues, “Three explanations for the differences in leadership behavior between public and private sector managers are presented. The first refers to organizational differences leading to behavioral differences. The second has to do with the choice of profession or vocation. Finally, the criteria used by the organizations for promoting people to leadership positions may present yet another explanation” (2010, p. 140). This paper will focus on Andersen’s (2010) leadership perspectives that focus on differences between public and private sector managers, including organizational differences leading to behavioral differences and choice of profession or vocation. The criteria used by the organizations for promoting people to leadership positions may present yet another explanation. The following sections will discuss the four leadership styles that the literature suggests to be common in public organizations.

2.2 Leadership Styles in Public Organizations

2.2.1 Transactional leadership

This section discusses the concept of ‘transactional

leadership'. The transactional leadership style is conceptualized as a focus on the exchange relation between leaders and their followers and monitor deviation from agreed upon normative standards (Bass, 1985; House, 1971, 1996, as cited by Hamstra, Van Yperen, Wisse, & Sassenberg, 2013, p. 415). Transformational leaders make it clear to employees what they can expect in return for their compliance with certain performance criteria. Hamstra et al. state, "Transactional leaders specify that rewards are contingent on achievements, which make individual task performance salient and thereby set followers apart from another in terms of their achievements" (2013, p. 415). Similarly, transactional leadership is a process exchange between leaders and subordinates in which leaders recognize subordinates' needs and provide them with financial incentives and organizational recognition to motivate them (Basse, 1990, 1998; as cited by Asencio, 2016, p. 8). Transactional leadership emphasizes task and people-oriented behaviors (Van Wart, 2011). Asencio argues, "Transactional leaders engage in contingent reward, they reward subordinates for acceptable behavior such as improved performance and penalize them for unacceptable behavior" (2016, p. 8). Moreover, transactional leaders actively or passively monitor performance and take corrective action when there is a problem or when standards are not met (Asencio, 2016, p. 8). Similarly, Samanta and Lampakris argue that transactional leadership is a process of 'transaction' between the leader and others which include followers, employees and members. That is, the employees fulfill the tasks arising from their contractual obligations in return for the leaders' care for the supervision of the full process of achieving the objectives and for the rewards of those who complied with them (2018, p. 176). Samanta and Lampakris state, "Transactional leaders specify the role and responsibility of each worker/employee individually and they also reward, either financially, by a salary increase, or morally, by recognition and promotion, those workers/employees who achieved their goals" (Bass, 1990; as cited by Samanta & Lampakris, 2018, p. 176). For transactional

leadership the focus is not on future vision, but on current practices requesting employees to officially abide by the rules. The transactional leader is committed to the existing procedures, ignoring the need to develop ideas in order to improve the efficiency and effectiveness of the organization (Samanta & Lampakris, 2018, p. 176). Transactional leadership has been theoretically shaped comprising three essential behaviors that include:

- a. Contingent reward which includes accepting the exchange of payment in return for the effort, promising to reward good performance and compensating for achievements. Employees who have not succeeded are 'penalized' with sanctions. The whole relationship between leader and follower is ruled by the well-established principle of transaction, which is reward in return for good performance and the adverse consequences for poor performance;
- b. Management by exception-active presumes that the leader keeps the others constantly guided by him, identifying deviations from the rules and making the best remedial actions;
- c. Management by exception-passive presumes that the leader's intervention only in extreme cases where standards are not respected (essentially a step below laissez-faire leadership). (Antonakis, 2001; Bass, 1990; Day and Antonakis, 2011; as cited by Samanta & Lampakris, 2018, pp. 176-177).

2.2.2 Transformational leadership

This section discusses the concept of 'transformational leadership'. The transformational leadership style is based on a 'leadership that encourages and motivates employees to go beyond their personal interest for the team and organization, with achievement of optimal performance levels' (Samanta & Lampakris, 2018, p. 175). Bass states, "Transformation leadership should be encouraged, for it can make a big difference in the firm's performance at levels. Managers need to do more than focus on the exchange of material, social, and personal benefits for services

satisfactorily rendered” (Bass, 1990, p. 25). Similarly, Asencio emphasizes, “Transformational leadership takes place when leaders broaden and elevate the interests of their employees, when they generate awareness and acceptance of the purposes and mission of the group and when they stir their employees to look beyond their own self-interest for the good of the group” (Bass, 1990, p. 21, as cited by Asencio, 2016, p. 8). Moreover, Asencio mentions, “Transformational leaders also emphasize people-oriented behaviors; they do not rely on financial incentives to motivate employees” (Van Wart, 2011, as cited by Asencio, 2016, p. 8). In comparison, Bass emphasizes, “Managers who behave like transformational leaders are more likely to be seen by their colleagues and employees as satisfying and effective leaders than are those who behave like transactional leaders” (Bass, 1990, p. 21). Asencio identifies the following as leadership behaviors that transformational leaders engage in:

- a. Employ idealized influence;
- b. Act as role models and display ethical behavior;
- c. Be admired;
- d. Be respected;
- e. Subordinates identify with their leaders and want to be like them;
- f. Utilize inspirational motivation;
- g. Communicate and demonstrate commitment to organizational goals;
- h. Communicate an inspiring shared vision of the future;
- i. Engage in intellectual stimulation;
- j. Ask for employees’ ideas and encourage them to view issues from new perspectives;
- k. Display individualized consideration;
- l. Show concern for employees’ welfare and development and empower them.” (2016, pp. 8-9).

Similarly, Samanta and Lampakris argue, “Transformational leadership has been theoretically shaped comprising four essential qualities or factors”. These include:

- a. ‘Charisma or idealized influence’ which creates and puts forward the vision and the sense of mission,

instilling primacy, respect and mutual trust. That is, transformational leaders act in exquisite and innovate ways, demonstrating attitudes and values that exercise maximum influence on others, in order to seek their self-reflection with these leaders;

- b. ‘Inspiration or inspirational motivations’ which communicates high expectations, uses symbols focusing on effort and expresses the ultimate purpose by simple means. The transformational leader is a bearer of a vision that inspires and motivates others, instilling the idea that they can achieve things beyond the expected ones;
- c. ‘Intellectual stimulation’ which demands intelligence, logic and prudent decision making in solving problems. The transformational leader indicates to others new ways of thinking, news ways to leverage opportunities, focusing on creativity, development and innovation;
- d. ‘Individualized consideration’ which targets each employee individually, guiding, advising and empowering him or her. The transformational leader expresses personal responsibility and functions as a mentor to others. Such leader respects the personality and contribution of every individual to the overall effort and assigns tasks according to aptitudes and interests of each employee” (Samanta & Lampakris, 2017, p. 176).

2.2.3 Servant leadership

The servant leadership style is described as a holistic approach that engages the rational, relational, ethical, emotional and spiritual aspects of both leaders and followers such that they are both transformed into what they are capable of becoming (Sendjaya, 2015; as cited by Sendjaya, Eva, Butar Butar, Robin, & Castles, 2017, p. 941). Furthermore, servant leaders exemplify spirituality when they nurture in their followers a deep awareness of higher purpose or calling that ought to drive what they do and how they do it on a daily basis, and a sense of alignment between one’s self and one’s occupation to develop an intrinsically stimulating and rewarding career (Ashmos & Dunchon, 2000; Dent et al., 2005; Fairholm, 1997; Giacalone and

Jurkiewicz, 2003; Korac Kakabadse et al., 2002; as cited by Sendjaya, 2017). Furthermore, Sendjaya et al. argue, “It is no longer sufficient to expect leaders to rely on charisma contrary to transformational leadership. This study in particular identified six items that would correspond to the six dimensions of servant leadership behavior found in the 35-item SLBS. The ‘six dimensions’ of servant leadership include:

- a. ‘Voluntary subordination’ as a willingness to relinquish ones rights and interest in order to serve others;
- b. ‘Authentic self’ as a deep commitment to stay true and accountable to ones self;
- c. ‘Convenantal relationship’ as a personal, profound and perpetual bond between leaders and followers characterized by shared values, mutual trust and reciprocal honesty;
- d. ‘Responsbile morality’ as a capacity to engage others in moral reasoning that results in moral action;
- e. ‘Transcendental spirituality’ as a conviction to nurture within self and others a sense of meaning, direction, and interconnectedness;
- f. ‘Transforming influence’ as a resolve to help others to be what they are capable of becoming thorough personal and professional growth. (Sendjaya et al., 2017, p. 942).

2.2.4 Laissez-faire leadership

The laissez-faire leadership style constitutes the absent and non-existent leadership which avoids decision-making, does not make use of its power and refuses its responsibilities (Samanta & Lampakris, 2018, p. 177). The laissez-faire leaders are not informed of their duties; they do not decide, do not guide and do not intervene in case a problem arises. The leaders allow others to perform their duties any way they see fit without caring about entailing results (Antonakis, 2001; Bass, 1990; Day & Antonakis, 2011; as cited by Samanta & Lampakris, 2018, p. 177).

2.3 Good Governance Principles

This section will discuss the definition of good governance.

The concept of governance is often related to terms of accountability in different organizations. In the literature, the term governance is defined as the process by which different organizations make their important decisions, determine whom they involve in this process, and render accountability (Graham, Amos & Plumpture, 2003; as cited by Khanna, 2017, p. 22). Similarly, according to Maseland (2000), governance is described as the science of decision-making, the art of public leadership, the written and unwritten policies, procedures and decision-making units that control resource allocation within and among institutions, and how key institutional objectives are determined and realized in an organization through possible means (Khanna, 2017, p. 22). In comparison, the term governance in Aruba is often described in a negative light with regard to public organizations. The term governance in Aruba is often associated with favoritism, bribes and corruption, and government thinking is described in terms of power, arrogance, excessive bureaucracy and lack of adequate communication (Hessels, 2020, p. 32). Findings in a study by Hessels illustrate that governance in Aruba is characterized by a large number of offenses, bribery, abuse of function, money laundering, ambiguous leadership, forgery, participation in criminal agencies, and illegal employment (2020, p. 118). Another finding in Hessels’s study suggests that respondents believe that there has been an increase in corruption in the government apparatus. Hessels says that, “The relationship between businesses and politics often leads to corruption and also that the parliamentary system contributes to corruption” (2020, pp. 34-35).

The term good governance is characterized as the existence of collective participation and accountability, transparency and openness, the exercise of legitimate power, freedom of information and expression, sound financial management and public financial accountability, respect for the rule of law, and enhanced opportunities for development (Khanna, 2017, p. 22). In this study by Khanna, a good governance

framework is developed, with basic principles with good working practices that provide an environment for good governance. The 'good governance framework' consists of 'seven basic principles' which are;

- a. Performance (effective and efficient): the term 'performance' refers to public organizations to effectively and efficiently perform their responsibilities and roles. Khanna says that 'every institution is expected to manage its respective organization in a way such as to exhibit to good performance at the desired level' (2017, p. 27).
 - b. Transparency (openness): the term 'transparency' refers to the requirement of public organizations to be transparent about sharing information about their performance, development, reports, products and processes. Khanna says that 'transparency' refers to 'the availability of information to the people concerned to all aspects related to the operation and management of the institution concerned' (2017, p. 27).
 - c. Accountability: the term 'accountability' refers to actions of actors in public organizations linking performance with organizational targets. Khanna says that accountability involves the power of one actor to make demands upon another to provide information about, or justification for his or her actions, and compulsion of the actor to subject to those demands to respond (Brinkerhoff, 2006; 2017, p. 27).
 - d. Participation: the term 'participation' refers to collective participation in institutions that increases the effectiveness of public organizations. Khanna says that, "All players of governance in the institution would set an example of good collective participation in example they would work in close association with each other for the overall development and smooth operation of the institution concerned" (2017, pp. 27-28).
 - e. Leadership (direction and strategic vision): the term 'leadership' refers to leaders setting the overall direction of the public organizations in principles and values. Khanna says that, "Leadership is about setting the directions, developing the culture of the organization, determining its principles and values, and motivating the people in the organization to commit themselves to those principles and values" (IGNOU, 2008; as cited by Khanna, 2017, p. 28).
 - f. Fairness and equity: the term 'fairness and equity' refers to the procedures and policies of the public organization to ensure a fair environment of good governance, and equity implies being fair to all actors concerned. Khanna argues that, "Thereby a compliance with legal requirements which involve equal opportunities and anti-discrimination would be achieved; referring resources of institutions to achieve desired goals (Sen, 2001; Starfield, 2001); and that all institutional managers in the organization would have equal status in discussions and have collective responsibility for its decisions" (2017, p. 28).
 - g. Consensus orientation: the term 'consensus orientation' refers to whether all decisions are made based on democratic principles with all persons concerned. Khanna says that, "Institutional governance mechanisms would mediate differing proposals to reach a broad consensus on what is in the best interest of a particular organization, and where possible, on policy formulation and decision-making as well" (2017, pp. 25-28).
- Moreover, the 'good governance framework' and these 'seven basic principles' are structured with 'good governance practices' which include:
- a. Focusing on the organization's purposes and outcomes;
 - b. Performing effectively well-defined functions and roles;
 - c. Promoting values for the organization and demonstrating the values of good governance through behavior;
 - d. Making well-informed and transparent decisions with full information, advice and support;
 - e. Managing effectively the risks, the conflicts and the conflicts of interest;
 - f. Enhancing capacity and capability of all players of governance in the organization;
 - g. Assigning clear responsibilities and accountability;
 - h. Improving integrity while working faithfully with loyalty

and devotion (Khanna, 2017, p. 25).

As seen in this section, one of the basic principles of good governance entails the leadership style that is being applied in the organization. In the following section, this relationship between leadership and good governance will be elaborated on.

2.4 Leadership Styles and Good Governance

In this section, the relationship between leadership and good governance will be elaborated on. The role of leadership is linked to the application of good governance. Leaders motivate individuals to achieve their goals. In the public sector, good leadership fosters environments for which good governance is practiced. One of the main factors that influence good governance is the role of leadership. Leaders motivate individuals to achieve their targeted goals. Leadership plays an important role in the public sector in applying good governance principles. One study conducted on the factor of leadership in public organizations illustrates that leadership fosters accountability in local governance and institutions (Salleh & Khalid, 2011; as cited by Elsmar & Bakri, 2019, p. 9). Based on the conclusions derived from the above-mentioned literature, the following hypothesis has been constructed;

Hypothesis 1: There is a positive relationship between applied leadership style and level of good governance in public organizations.

Furthermore, different studies also suggest that there is a positive relationship between transformational leadership style and good governance in public organizations. Elsmar and Bakri illustrate in their findings that most of the general managers perceive that the practice of transformational leadership in the public sector in Palestine is at quite a high level (2019, p. 8). Elsmar and Bakri emphasize, “An interesting finding from the analysis test was that one of the behaviours of transformational leadership which is inspirational motivation did not influence good governance. While the other three behaviours which are idealised

influence, intellectual stimulation, and individualised consideration were positively and significantly related to good governance” (2019, p. 9). Moreover, research findings claim a positive relationship between transformational leadership and good governance in the public sector (Bumgarner, 2016; Mohamad et al, 2014; Elsmar & Bakri, 2019, p. 9). Based on the conclusions derived from the above-mentioned literature, the following hypothesis has been constructed:

Hypothesis 2: There is a positive relationship between transformational leadership style and good governance in public organizations.

2.5 Theoretical Framework

Based on the above-mentioned literature, the four different leadership styles that this study will focus on are: transactional leadership, transformational leadership, servant leadership and laissez-faire leadership. These four leadership styles are independent variables to be tested. The dependent variable is good governance based on the following principles: performance, transparency, accountability, participation, leadership, fairness and equity, and consensus orientation. The relationship between these two variables will be analyzed in this study. The relationships will be measured with IBM SPSS in order to measure the relationship between these variables to a desired significant level ($p < .001$). This paper developed a theoretical framework to conduct this search in order to test the hypotheses derived from the literature to either accept or reject the hypotheses.

The Relationship between Leadership Styles and Good Governance	
Organizational Setting (public organization)	
Leadership Style (independent variable)	Good Governance Principles (dependent variable)
<ol style="list-style-type: none"> 1. Transactional leadership 2. Transformational leadership 3. Servant leadership 4. Laissez-faire leadership 	<ol style="list-style-type: none"> 1. Performance 2. Transparency 3. Accountability 4. Participation 5. Leadership 6. Fairness and equity 7. Consensus orientation

Figure 1. Designed theoretical framework for this thesis using the theories and concepts retrieved from Asencio (2016), Sendjaya et al (2017), Samanta & Lampakris (2018), and Khanna (2017).

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