Whole of Government Approach for Institutional and Policy Coherence

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Challenge

– Different institutional levels interact mutually:
  - supportive and sometimes conflicting
  - Endemic tensions at all institutional layers of governance
    - Common ground based on core values
    - Shared values and shared responsibilities:
      - Differences in degree but not in principle

– Institutional and policy coherence as a challenge
Lack of institutional and policy coherence

– Due to:
  – Different priorities of different stakeholders
  – Lack of common structures and adequate supportive procedures for implementation

• Effects:
  – Tensions and power games
  – Lack of coherence between domestic and global level

– Need for a comprehensive government approach
Whole of Government Approach (WoGA)

Whole of Government Approach = multilayered governance

**Vertical governance**
- National (King, Government, etc.)
- Inter-Institutional (Inter-Ministerial)
- Strategic Level
- Operational Level (Implementation)

**Horizontal governance**
- Bilateral
- Regional
- Global
History of Swiss WoGA I

- 1985: 1st Interdepartmental Working Group for Voluntary Return (Interior and Foreign Affairs)
- 1986: 1st Interdepartmental Working Group Chile, Zaire and Congo
- 1987: 1st Programme for Voluntary Return for Chile
- 1993: Concept for Assisted Voluntary Return and Reintegration of migrants (AVRR)
- 1997: Institutionalization of the Interdepartmental Steering Committee for Return (ILR)
- 1998: Inclusion of AVVR in Asylum Act
- 1999: War in Kosovo
- 1999: New Section in Asylum Office for AVVR
Challenges during the War of B&H

– Cross-cutting issue with need for cross-cutting handling
– Largely autonomous Ministries of Interior and Foreign Affairs with own budgets and different mandates, sometimes supportive but mostly conflicting
– Need for common agenda, action lines and budget from different Ministries (relevant offices) for more efficiency and more coherence
– Need for improved cross-cutting coordination closely linking interior (migration, police, justice) and development aid for a more coherent position
History of Swiss WoGA II

- 2004: IDAG Migration (Working Group)
- 2008: New Federal Act on Foreign Nationals (migration partnerships)
- 2010: Old structures, old budget based on situation during 1991-1999
  - Post-conflict situation
  - Need for better management of irregular migration flows
  - Perpetuation of cross-cutting cooperation and coordination shifting away from the weight on the security aspect to a more balanced approach
  - Extension of the ILR (structure, process and budget) to a new WoGa structure (“IMZ-Structure”)
Elements of WoGA

– Mixed committees at different layers and periodic meetings: administration as adviser of Ministers

– Comprehensive common agenda self-made (ownership) with common objectives

– Agenda based on description of current situation and definition of baseline: Migration profiles evidence based

– Common objectives and common action plan valid for all institutional layers of governance at domestic level

– Joint coordinated implementation (compromises)

– Coordination of budgets in the mixed committees

– Monitoring and controlling
Preconditions for WoGa

– Political will (Government, President, King…)
– Awareness, insight and will from all relevant layers and stakeholders to cooperate, coordinate (action and budget) and to be fully involved
– No coercion from one angle (e.g. security) but real cooperation and coordination of action and budget
– No outsourcing but ownership
– Controlling (based on transparency) and monitoring of all layers by reference to the agenda and action plan (indicators)
WoGa domestic level

**Whole of Government Approach** = multilayered governance

**Vertical governance**

**Horizontal governance**

*NATIONAL*  
National (King, Government, etc.)

*NATIONAL*  
National (King, Government, etc.)

*BILATERAL*  
Regional

*BILATERAL*  
Regional

*INTERNATIONAL*  
Global

*INTERNATIONAL*  
Global
WoGa beyond borders

Whole of Government Approach = multilayered governance

Vertical governance

National (King, Government, etc.)

Horizontal governance

Bilateral

Regional

Global
Lessons learned

- The comprehensive structure of cooperation at domestic level reflects on bilateral, regional and global level:
  - Solo action from one angle doesn’t work!
  - More institutional and policy coherence and stronger position at all levels
  - Stronger position in bilateral negotiations
  - Need for same comprehensive setting in the counterpart for negotiations
Dos and Don’ts

• No outsourcing but ownership (self-made)
• Need for an institutionalized and periodic dialogue in mixed committees on all levels throughout the process
• No power game but real cooperation, stakeholders in all layers (don’t give weight to only one aspect)
• Transparency
• Stick to the plan!
• No lack of transparency but involvement and working information flows
Thank you!