Whole of Government Approach for Institutional and Policy Coherence

Rosa Maria Losada
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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: 1\textsuperscript{st} Interdepartmental Working Group for Voluntary Return (Interior and Foreign Affairs)
– 1986: 1\textsuperscript{st} Interdepartmental Working Group Chile, Zaire and Congo
– 1987: 1\textsuperscript{st} 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)
Swiss WoGa-Structure

Plenum der Interdepartementalen Arbeitsgruppe Migration (IAM-Plenum)
> Strategische Ebene
Bereich IMZ → Co-Leitung BFM (Dir) → EDA (PD STS – DEZA Dir) + Teilnahme SECO (Mitglied der Direktion), Sonderbotschafter, 3 Letter des IMZ-A
Bereich Integration → Leitung BFM

Ausschuss der Interdepartementalen Arbeitsgruppe Int. Migrationszusammenarbeit (IMZ-A)
> Operative Ebene
→ Co-Leitung BFM - PA IV - DEZA

Sonderbotschafter: Sonderauftrag
Beauftragen
Informieren / decision shaping

Projektteam: Region A
Projektteam: Land B
Projektteam: Thema X
Projektteam: Y
Projektteam: Z

Sekretariat IAM-P / IMZ-A
Beauftragen
Informieren

World Trade Institute Berne
WoGa domestic level

**Whole of Government Approach** = multilayered governance

**Vertical governance**

National (King, Government, etc.)

**Horizontal governance**

Bilateral
Regional
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!