

Institutional Arrangements and Governance Capacities for Policy Coherence

Capacity Building on Public Policy Development, Review, Evaluation and Coordination for the Acceleration of the SDGs in Namibia (20-22 October 2020)





Roundtable to check participants' understanding

Are you aware of an example from your own working background that represents a coherent policy?





Session agenda

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02 Agenda 2030 and the need for policy coherence

03 Building blocks for policy coherence and Institutional Readiness Assessment

04 Horizontal policy coherence

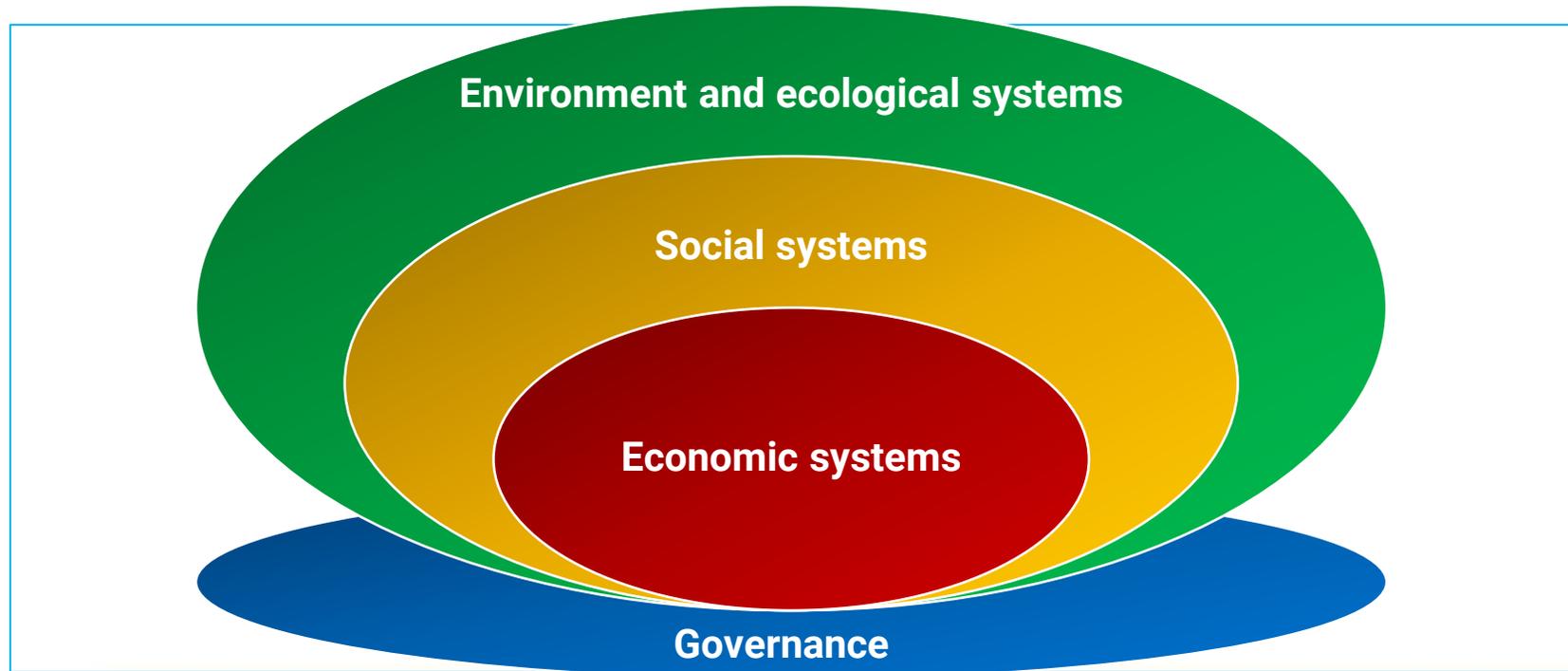
05 Vertical policy coherence

06 Wicked problems and changing mindsets in public institutions

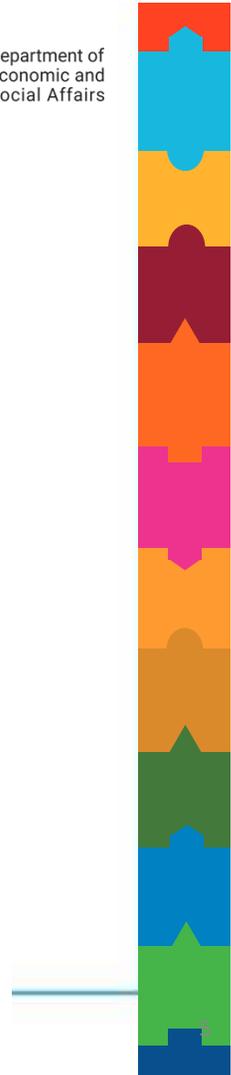
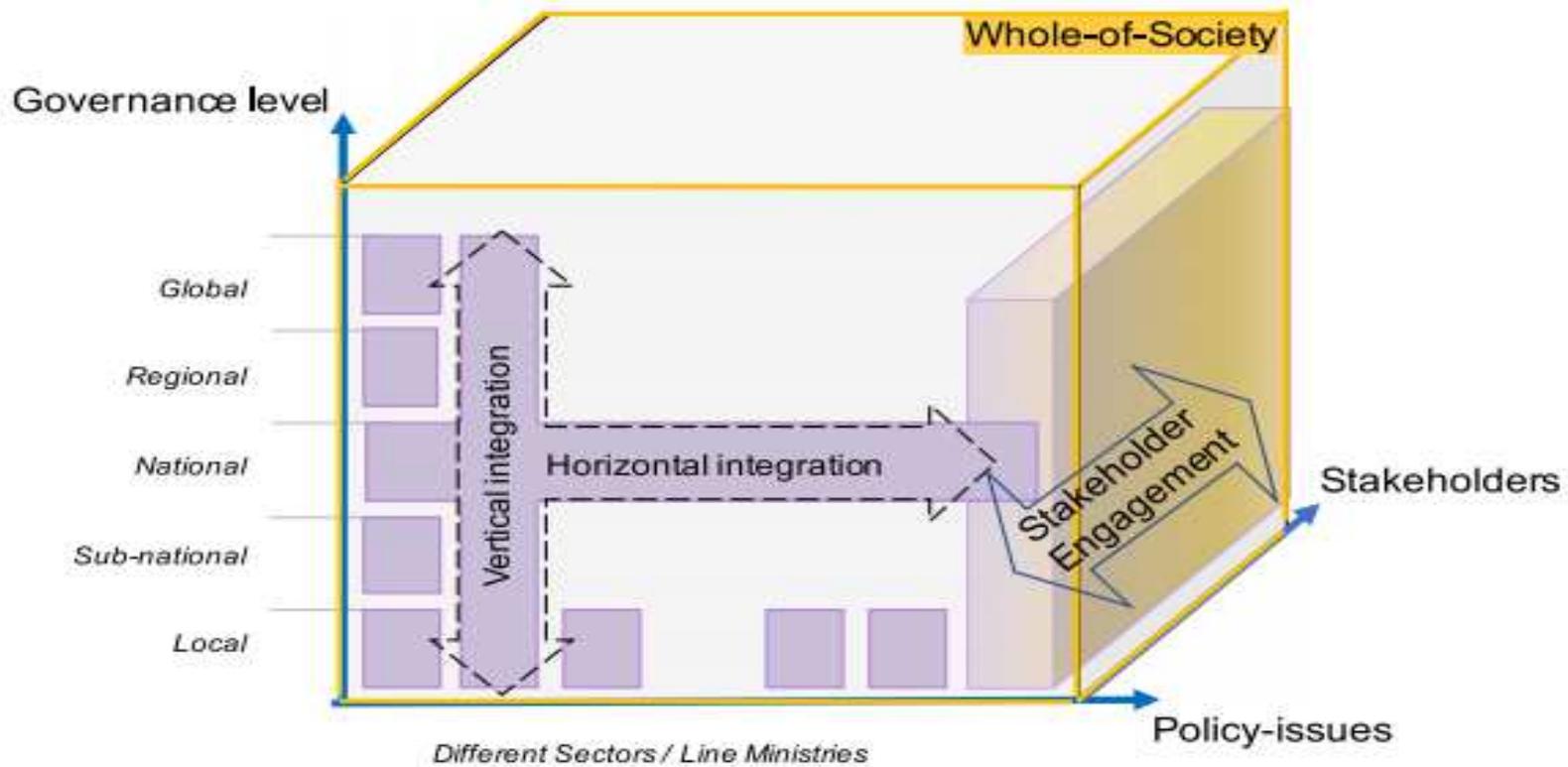
UN Photo/Stuart Price



Dimensions of sustainable development



Horizontal and vertical integration



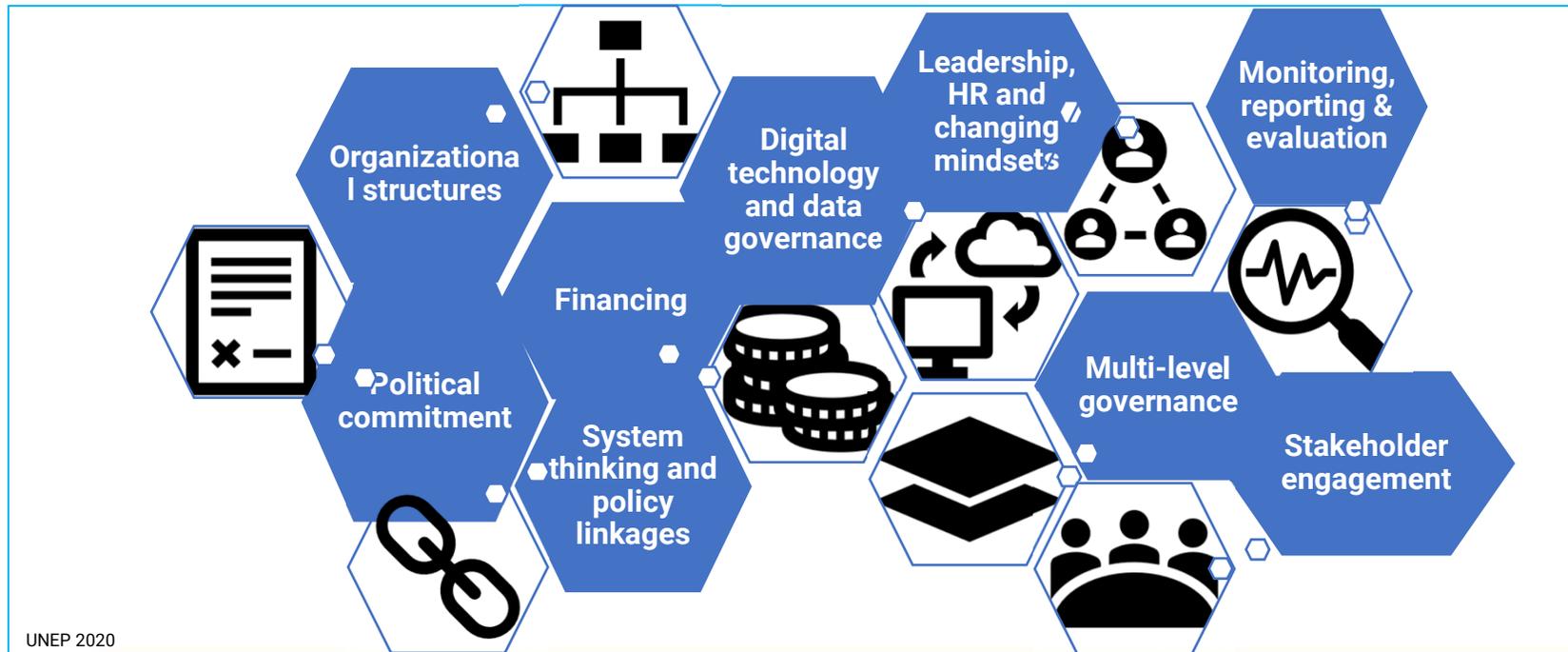


Box 1.1. Institutions in the 2030 Agenda

“Institution” is a broad and multi-faceted term, which encompasses a range of structures, entities, frameworks and norms that organize human life and society. The 2030 Agenda does not prescribe institutional models for the national level, but outlines principles that institutions should strive to achieve, such as being “effective, accountable and transparent”, (as reflected in target 16.6), ensuring “responsive, inclusive, participatory and representative decision-making at all levels” (target 16.7) and “enhancing policy coherence for sustainable development” (target 17.14).



Building blocks for policy coherence



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Institutional Readiness Assessment - Indicators

Political commitment	A vision, legal and normative frameworks that institutionalize commitment towards policy coherence for sustainable development.
Horizontal coherence	An institutional mechanism to bring together relevant ministries and government entities to enhance coherence across sustainable development-related policies.
System thinking and policy linkages	Mechanisms to allow relevant public institutions to integrate the three dimensions of sustainable development and systematically assess the policy effects and cross-sectoral linkages.
Financing	Mechanisms to promote the alignment of private and public finance to policy coherence objectives and to track related expenditures.
Digital technology and data governance	Frameworks to support the use of digital tools and data in government.
Leadership, HR and changing mindsets	Mechanisms to strengthen staff orientation towards policy coherence.
Multi-level governance	Mechanisms for aligning priorities, policies and plans between various levels of government.
Stakeholder engagement	Mechanisms to ensure that laws, policies, plans programs and major development are developed through participatory processes.
Monitoring, reporting and evaluation	Mechanisms in place to systematically monitor and evaluate the effects of policies on sustainable development and cross-sectoral impacts.

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Why is inter-ministerial coordination difficult?

Coordination problems are obstacles to policy coherence!



Ministries as silos:

- Incongruence of division of competences and the interdependence of policy problems;
- Ministries differ in how they perceive the world;
- Ministries have diverging priorities, goals, preferences;
- Organizational affiliation shapes what actors find important and which goals they have.

Ministries protecting their turfs:

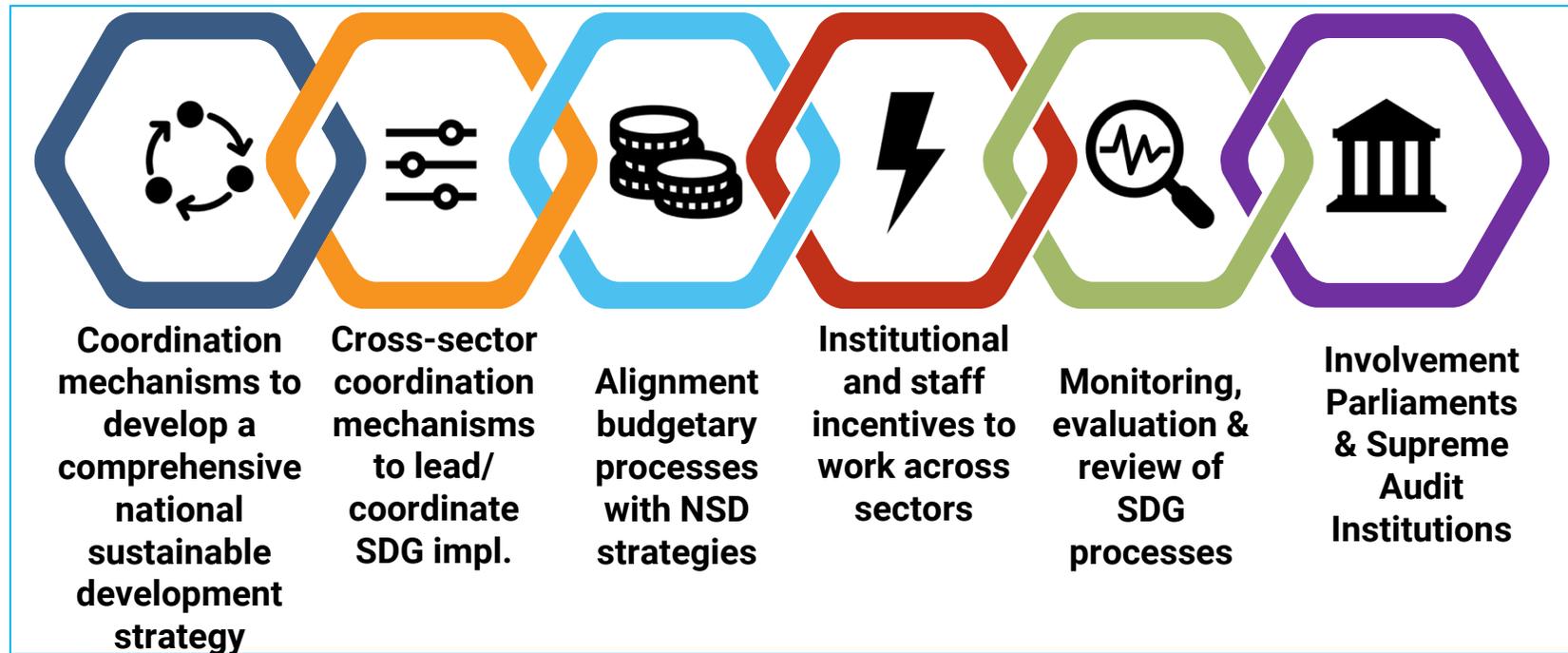
- Ministries tend to protect their area of responsibility from the interference of others as they compete for political attention and scarce resources.

"Information is power":

- Information is distributed unevenly and not widely shared in government.



Horizontal policy coherence



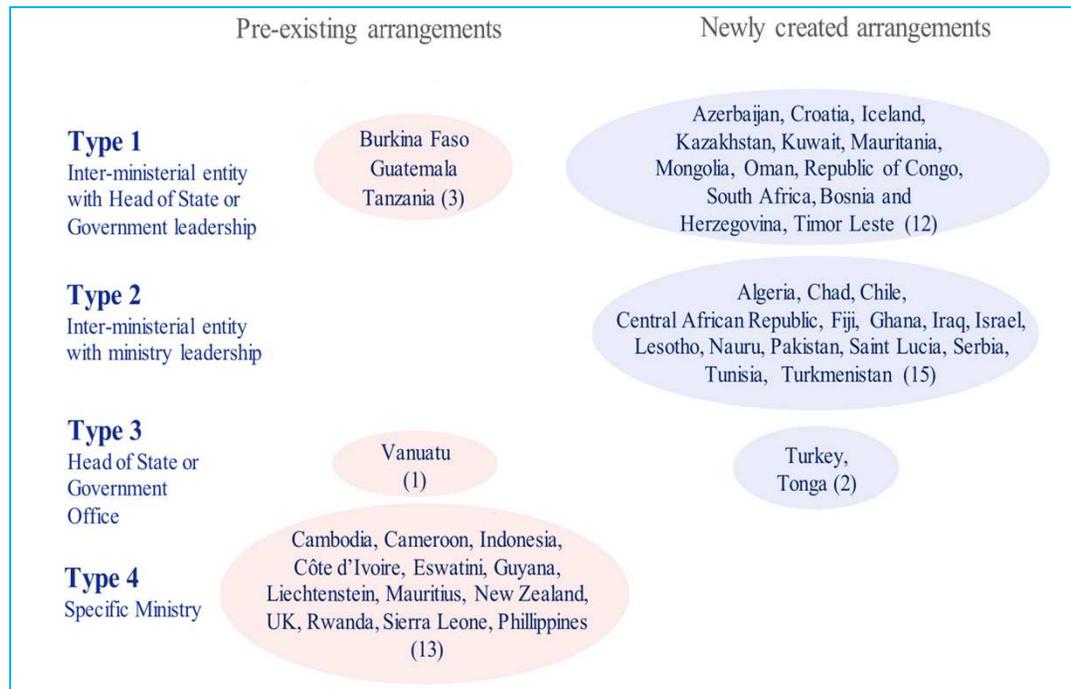


Arrangements for SDG implementation - Examples

		Pre-existing arrangements (17 countries)	Newly created arrangements (29 countries)
Type 1	<ul style="list-style-type: none"> Indicates high-level commitment; Political authority of the center of government; Combination of policy expertise (ministries) and government center (power) can be beneficial. 	<p>Type 1 Inter-ministerial entity with Head of State or Government leadership</p> <p>Type 2 Inter-ministerial entity with ministry leadership</p> <p>Type 3 Head of State or Government Office</p> <p>Type 4 Specific Ministry</p> <p>United Nations 2020: 5</p>	<p>Azerbaijan, Croatia, Iceland, Kazakhstan, Kuwait, Mauritania, Mongolia, Oman, Republic of Congo, South Africa, Bosnia and Herzegovina, Timor Leste (12)</p> <p>Algeria, Chad, Chile, Central African Republic, Fiji, Ghana, Iraq, Israel, Lesotho, Nauru, Pakistan, Saint Lucia, Serbia, Tunisia, Turkmenistan (15)</p> <p>Turkey, Tonga (2)</p>
Type 2	<ul style="list-style-type: none"> Depends on the political clout and power of the leading ministry; Considerable variation across the globe in which ministry is assigned the lead. 		
Type 3	<ul style="list-style-type: none"> Political authority of the center of government; Often experienced in cross-sectoral coordination; Able to provide clear direction for action. 		
Type 4	<ul style="list-style-type: none"> Various ministries are responsible for SDG implementation across the globe (e.g. planning, finance, environment, foreign affairs, ...); Depends on the political clout and capacity of the leading ministry; Assigning leadership to Finance Ministries facilitates access to financial resources. 		



Where would you locate Namibia in the table?



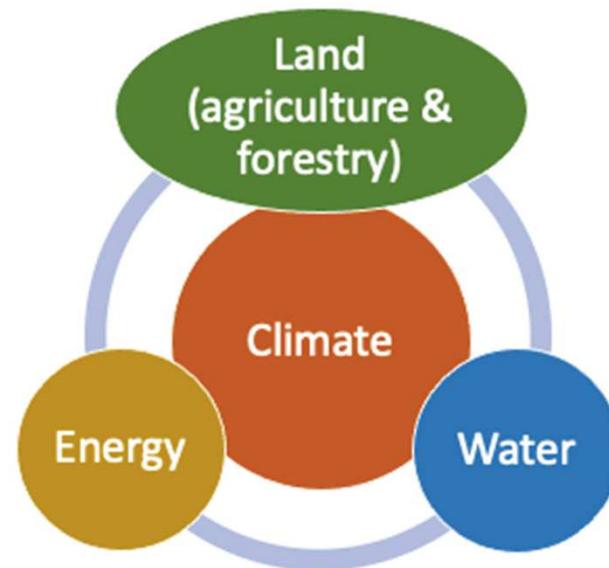
United Nations 2020: 5



Institutional mechanisms in support of coherent policies that considers synergies and trade-offs between climate change, land, energy and water (CLEWs) systems

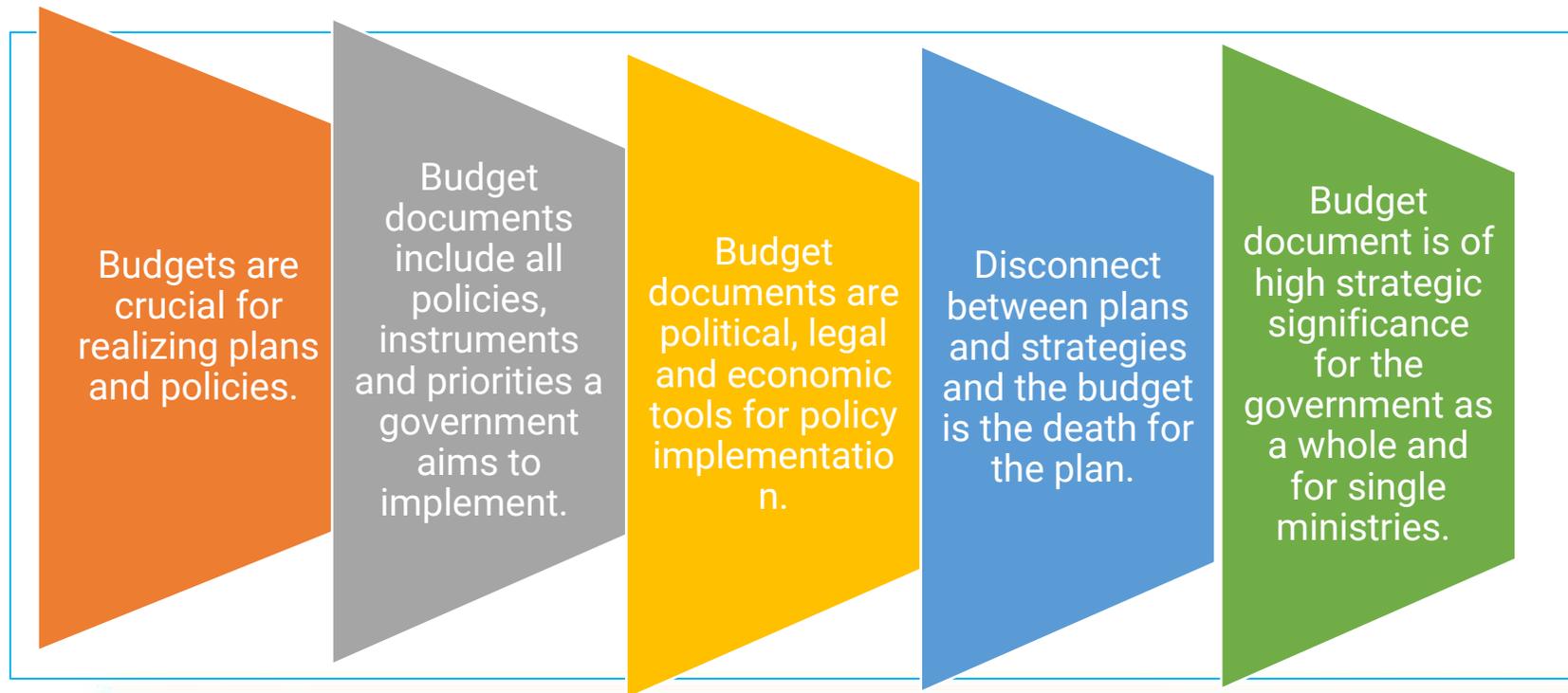
- Water has multiple uses across sectors
- Energy for water processing/ treatment, field preparations and harvest, bio mass for bio fuel production
- Agriculture contributes to nearly half of total emissions;
- Unsustainable use of water could lead to environmental crisis;
- All three sectors may have irreversible impacts on climate and the environment
- Ethiopia's energy production to meet growing demand has implications for the environment

Water, energy and land systems are highly interlinked





Use the power of the budget!





Question time

1. **How do you think does political commitment matter for achieving policy coherence?**
2. SDG Implementation is currently overseen by a multi-stakeholder National Steering Committee, which includes senior government officials and development partners at implementation level to provide tracking of implementation. All actions pertaining to the SDGs are coordinated through the NDP5 vehicle within the National Planning Commission. **Will the current arrangement be sufficient to strengthen policy coherence?**
3. **Does Parliament have a meaningful role in reviewing the level of policy coherence in the SDG implementation?**
4. Namibia is implementing programs to reinforce public institutions and improve public services for citizens and has set a goal of improving citizen public service delivery satisfaction from 50% in 2015 to 70% by 2022. **What has been achieved so far?**
5. Namibia is strengthening its public auditing capabilities to improve the Office of the Auditor General's ability to hold agencies accountable and fight corruption.. **Has the Supreme Audit Institution undergone an Auditing Preparedness for the Implementation of the Sustainable Development Goals?**



SDG Goals and targets that involve sub-national authorities





Vertical policy coherence

Why needed?

- Most SDGs involve a local dimension and the integrated nature of SDGs requires coherence across levels of governance;
- Subnational governments play key role in policy-making and implementation due to territorial structure and division of competences across levels;
- Linking international agenda with local communities.

What is it?

"Vertical policy integration refers to mechanisms that deal with the challenge of coordinating and integrating sustainable development strategies and policies across different levels of governance."

"It implies linking different scales of governance, from local to international, as well as institutions across different levels of social organization."

(United Nations 2018:37)



Challenges to vertical integration

- **Gap between the abstract and universal nature of SDGs and the specificity of local initiatives and policies;**
- **Local governments' lack of awareness of SDGs and/or their unclear mandate and role;**
- **Differences (e.g. organizational culture, ideology, policy priorities) between national and local governments;**
- **Lack or poor coordination mechanism, incl. duplication/fragmentation of jurisdictions, mandates, functions, centralized bureaucratic governance structures or weak mechanisms for reconciling conflicting priorities;**
- **Weak or perverse incentives for local governments to cooperate such as inappropriate financial transfers, public sector pay or appraisal systems ignoring intergovernmental contributions;**
- **Unequal distribution of costs and benefits across levels of governance;**
- **Local constraints in resources (e.g. budget, access to private and international finance, data/information, skilled staff and expertise).**





Tools for vertical integration in SDG implementation (1)

Level of governance	Leadership	Laws and regulations	Planning	Implementation	Monitoring
<p>National:</p> <ul style="list-style-type: none"> • Actions, driven by the national government for assistance or implementation by LGs 	<ul style="list-style-type: none"> • Recognition of the importance of LGs and vertical integration • Outreach and awareness campaigns intended for LGs on SDGs 	<ul style="list-style-type: none"> • National laws or regulations that acknowledge, mandate or enable the participation of LGs in planning and implementation of the 2030 Agenda 	<ul style="list-style-type: none"> • Guidelines or templates to support LGs' planning processes • Learning activities intended to share and incorporate inputs on SDG from LGs (workshops, seminars, forums, dialogues, online activities) • Assessments of subnational alignment • LGs adopt a SDG strategy or align their strategies and plans with the SDGs 	<ul style="list-style-type: none"> • Financing/budget support for localization • Capacity building for localization • National policies (urban, climate, water, transportation etc.) that mainstream SDGs across levels 	<ul style="list-style-type: none"> • Sharing of experience and good practices • Monitoring or reporting SDG implementation at subnational level • Building capacity for subnational monitoring • Auditing
<p>Sub-national:</p> <ul style="list-style-type: none"> • Bottom-up actions adopted by LGs to advance SDGs with potential of adoption by central government and integration into national policies 	<ul style="list-style-type: none"> • Declarations and high-level events that signal political commitment to implement SDGs • Outreach and awareness raising campaigns and events on SDGs for LGs, communities and their stakeholders 	<ul style="list-style-type: none"> • Subnational legislation to facilitate the adoption of SDGs in strategies, plans and policies 	<ul style="list-style-type: none"> • LGs adopt a SDG strategy or align their strategies and plans with SDGs 	<ul style="list-style-type: none"> • Alignment of LGs' financial plans with SDGs or national SDG policies • Training/capacity building in LGs • Policy tools (action plans, institutional, regulatory etc.) 	<ul style="list-style-type: none"> • Sharing of experiences and good practices • Alignment of LG's indicators to SDGs' frameworks • LG's mechanisms for reporting and data collection • Auditing



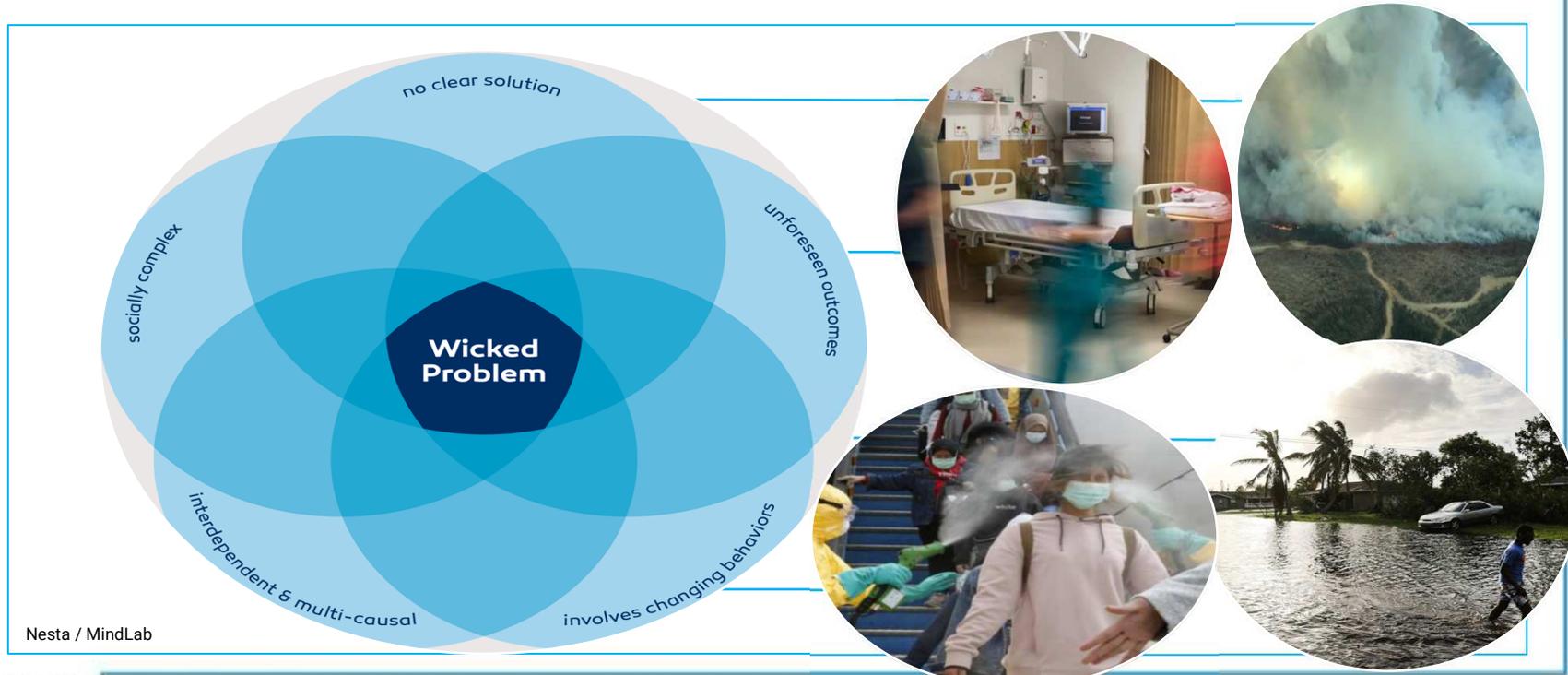
Tools for vertical integration in SDG implementation (2)

Level of governance	Leadership	Laws and regulations	Planning	Implementation	Monitoring
<p>Multi-level:</p> <ul style="list-style-type: none"> • Mechanisms that incorporate the active participation of multiple (national, regional, local) levels of government. • Shared spaces or processes across levels of government 	<ul style="list-style-type: none"> • Involvement of LGs in high-level events to signal commitment • Adoption of agreements with LGs for implementation 	<ul style="list-style-type: none"> • Elaboration of global and international guidelines and training materials to support local and regional government involvement in SDG delivery 	<ul style="list-style-type: none"> • Involvement of LGs in national structures for coordination in formulation of national policies • Multi-level mechanisms for communication and/or coordination in national policy formulation • Non-institutionalized/ad-hoc multi-level communication and/or coordination processes • Two-way learning activities intended to give or receive inputs for/from LGs (workshops, seminars, forums, dialogues, online activities) 	<ul style="list-style-type: none"> • Involvement of LGs in structures for coordination in implementation • Structures for multi-level coordination in implementation 	<ul style="list-style-type: none"> • Workshops to share information and practices • Involving LGs in monitoring structures • Ensuring consistency of SDG indicators across levels • Coordinated auditing across levels of government • Multi-level accountability frameworks

United Nations 2018: 42

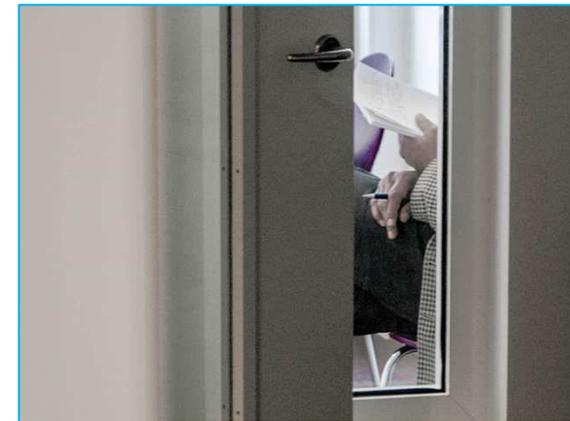
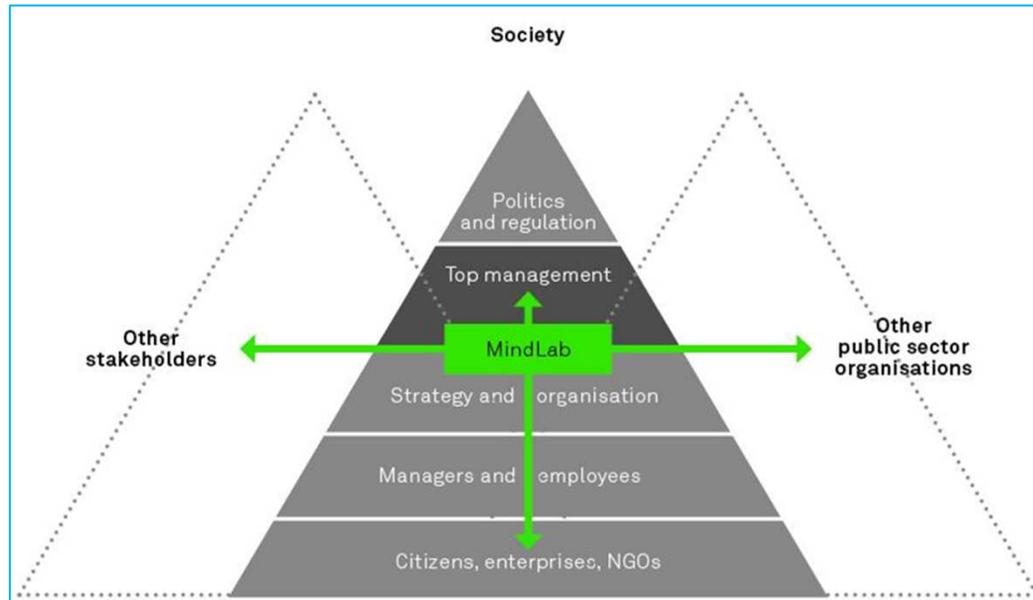


A crisis of public legitimacy: are we creating the public solutions and institutional capacity that can deal with the challenges we are facing?





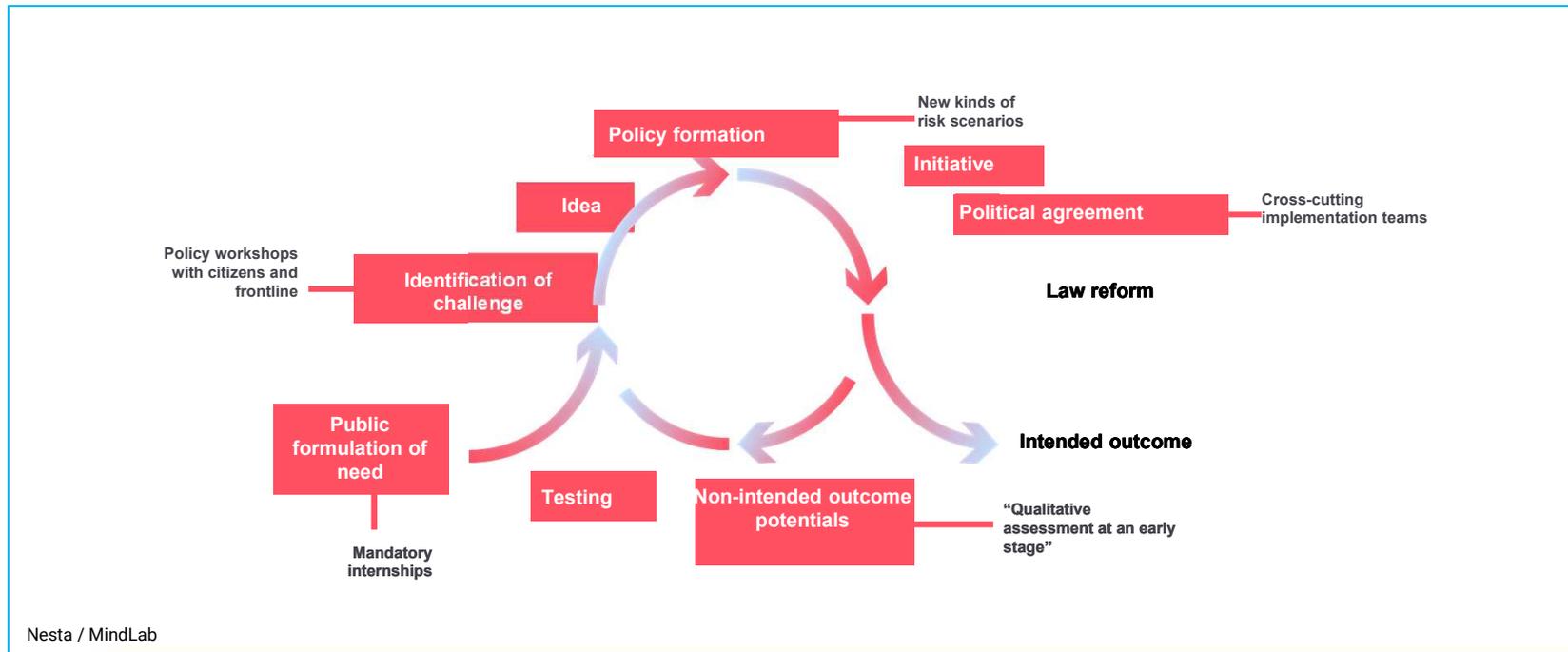
Learning from practice: Experimenting with the policy cycle in Denmark's Ministry of Employment (1)



Nesta / MindLab



Learning from practice: Experimenting with the policy cycle in Denmark's Ministry of Employment (2)





Towards a culture change in government, institutions and organisations...



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