Whole of Government Approaches
Introduction and Welcome

Nora Smith
CollaborationNI
What is CollaborationNI?

CollaborationNI is an innovative programme funded by the Building Change Trust and delivered in partnership by NICVA, Stellar Leadership and CO3.

CollaborationNI provides practical support to the voluntary and community sector across the whole spectrum of collaborative working. The project aims to engage the sector in the debate around the need for collaborative approaches, and to help voluntary and community organisations become more knowledgeable and skilful in working together.
Implementing Whole of Government Approaches

11th November 2015
Collaboration NI, Parliament Buildings
“The world for which policies have to be developed is becoming increasingly complex, uncertain and unpredictable... Key policy issues such as social need, low educational achievement and poor health are connected and cannot be tackled by departments or agencies acting individually”.

Outline of the Presentation

1. Drivers for and benefits of ‘Whole of Government’
2. International experience
3. Some caveats
4. Common ingredients of successful approaches
5. Support from the field of Implementation science.
6. Implications for the third sector
What is a Whole of Government Approach?

‘..Coordination and management of a set of activities between ... organisations that do not have hierarchical control over each other and where the aim is to generate outcomes that cannot be achieved by ...working in isolation’

Halligan (2011)

- enhance co-ordination and integration
- align incentives, structures and cultures of authority
- generate outcomes that cannot be achieved by units working in isolation
When is a Whole of Government Approach Needed?
Focus of Whole Government Approaches

- **Inter-departmental / inter-agency** e.g. Healthy Ireland, Action Plan for Jobs

- **Particular social groups** (pensioners, immigrants) e.g. UK Positive for Youth, 2011; Ireland’s Disability Strategy, *Towards 2016*

- **Policy issue/sector** (transport, education) e.g. Scotland’s whole system approach to youth justice

- **Geographical area** (neighbourhood, country), e.g. One Plan; Limerick Regeneration

- **Mode of service delivery** (one-stop-shop, e-government portal) e.g. Service Canada
International Examples

- **Australia**
  - Centre Link
  - Strengthening Families

- **The UK**
  - Positive for Youth

- **Scotland**
  - Getting it Right for Every Child

- **Canada**
  - Service Canada

- **Finland**
  - New structural arrangements at senior political levels

- **New Zealand**
  - Healthy Eating Healthy Action 2004-2010
# The Challenge of Whole of Government Approaches

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<tr>
<th><strong>Drawbacks</strong></th>
<th><strong>Barriers</strong></th>
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<tr>
<td>Time-Consuming</td>
<td>Poorly defined goals</td>
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<td>Costly</td>
<td>Competing agendas</td>
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<td>Not always suitable</td>
<td>Lack of priority</td>
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<td>High staff turnover</td>
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<td>Walls between departments</td>
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<td>Drift back to old ways</td>
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<td>Lack of accountability frameworks</td>
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Recurring Themes in the CES Review

- **Structures are necessary but not sufficient**
  - Boundary-spanning work
- **Building a supportive culture**
  - Embedding collaboration
- **The kinds of leadership needed**
- **Better evaluation/research**
“Often the real challenge of whole of government work is not the large-scale, high-level, multi-lateral exercise so much as the day-to-day realities of trying to work across boundaries to make sure that outcomes are achieved.”

The Challenge is Behaviour Change

 Uh, Gail, how about you go collaborate by yourself for a while?
“A policy may be a beautiful thing to behold in the isolation of bureaucracy, but what really counts is how the policy is implemented and how it translates into service delivery”

(Metcalf, 2011)
# Learning from Implementation science

## Implementation Enablers

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## Policy Design

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## Policy Implementation

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### Learning from Implementation science – *Staged Approach*

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<td>3. Implementing &amp; Operationalising</td>
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<td>2. Planning &amp; Resourcing</td>
<td>4. Business as Usual</td>
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Staged Approach:
- **Policy Design**
  - 1. Exploring & Preparing
  - 2. Planning & Resourcing

- **Policy Implementation**
  - 3. Implementing & Operationalising
  - 4. Business as Usual
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Implications for the third sector...

- Service user needs
- Pivot role
- Co-creation
- Evidence suggests that the best cross-government initiatives are designed with direct front-line input
- Policy professionals often lack training or direct experience in delivery... vital that front line practitioners provide input throughout the design process – to test the ‘implementability’ of a policy.

Useful Reading and Links

- www.effectiveservices.org
Stephen Agnew
MLA
North Down
Kelly Wilson
Head of Public Sector Reform Division (PSRD)
Department of Finance and Personnel
Whole of Government
A DFP Perspective

Dr. Kelly Wilson
Acting Director Public Sector Reform Division
Collaboration

“working with others to do a task and to achieve shared goals.”

“A fundamental element to the success of Reform is encouraging collaboration between government departments and partnership working across all sectors”
# Public Sector Reform Agenda

## DRIVERS
- Significant pressure on public finances
- Rising and changing demand for existing services
- ‘Shift’ in demographic of population
- Unprecedented level of change across the public sector

## RESPONSE
- Package of measures for restructuring & reform
- Increased use of Shared Services & Digitalisation
- Establishment of PSRD to facilitate change
- OECD Public Governance Review
Government’s Response Through Collaborative Approaches

DFP leading in many of these areas
Working across Government

- Cross-cutting Review
- Funding Change
- Expansion of Shared Services
- Department Restructuring
Solving Problems Together

NI Public Sector innovationlab

• Deliver change to public services which improve the lives of people in Northern Ireland

• Consider problems from a human centred approach

• Involve the necessary key stakeholders from all sectors to maximise results

“We make a difference by creating a safe space for key players to formulate and test ideas, make mistakes and learn from them, to develop refined, added-value solutions to complex challenges”
Changing the Culture

Focus on Leadership

Focus on Outcomes

Focus on Reward and Recognition
Listening & Learning from Others

VCSE Sector engagement

Innovative Organisations

Wider Public Sector

Ministerial Advisory Council
Improving Access to Government

Developing a culture within Northern Ireland that embraces digital capability

Go On NI makes getting online easy
www.nidirect.gov.uk/go-on-ni

To embed a culture of open by default within NI Public Sector
PUBLIC SECTOR REFORM

“ on the road to improvement but still some way to go..”
Thank You & Questions
‘Examples of Whole of Government Approaches in Northern Ireland’

CO3 Seminar

Maurice Leeson
Children Services Planning Professional Advisor (HSCB)/EITP Programme Manager (DHSSPS)

11 November 2015
Background – Children’s Services Reform

“All reform initiatives, programmes or policy frameworks emphasise a collective/shared responsibility for the welfare and protection of children, with interagency and cross government collaboration central to improvement and progress”

(Children’s Services Reform, CES, 2013)
Policy Background - Delivering Social Change (DSC)

“the need of more joined up planning and commissioning of services. The most persistent problems associated with deprivation and social exclusion cannot be addressed by individual services or even sectors working in isolation.”

“Major societal change cannot be achieved through a piecemeal approach which relies on many pilot projects, but on sustained adaption of mainstream services towards those interventions that provide the best results in the medium to long term”

Delivering Social Change 2013
Whole of Government Approaches - Definition

What is a whole of government approach?

A whole of government approach is one where government departments and agencies use joined up structures and processes to eliminate silos and achieve seamless government. These approaches usually involve connecting up policies and putting arrangements in place to manage organisational, financial or service boundaries. A whole of government project may be used for policy development, programme management or service delivery; it may be broad and comprehensive or specific and targeted.
Early Intervention Transformation Programme (EITP)

The coming together of six Government Departments and Atlantic Philanthropies through the Delivering Social Change initiative, to jointly fund a programme of early intervention.
Participants in EITP

• Department of Health, Social Services and Public Safety (DHSSPS)(SRO);
• Department of Education (DE);
• Department of Employment and Learning (DEL);
• Department of Justice (DoJ);
• Department of Social Development (DSD);

• OFMDFM (DSC);

• Atlantic Philanthropies.
Objectives/”What” EITP is Seeking to Do

The programme will seek to:

1. Equip all parents with the skills needed to give their child the best start in life;
2. Support families when problems first emerge;
3. Positively addressing the impact of adversity on children by intervening both earlier and more effectively to reduce the risk of poor outcomes later in life.
‘How” EITP is Seeking to Deliver its Objectives

• Improving the use of evidence;

• Focusing on outcomes;

• Delivering transformational change;

• Ensuring sustainability;

• Supporting a shift/earlier interventions.
Why Use a ‘Whole of Government’ Response?

• Need to focus on the needs of particular social groups – most vulnerable;

• Address a particular policy issue – a shirt to early intervention;

• Solutions for problems that are far reaching, complex and hard to tackle – changing how we approach the delivery of public services.
EITP Workstream 1 – Universal Early Intervention

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<tr>
<th>Project</th>
<th>Lead</th>
<th>Delivery</th>
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<tbody>
<tr>
<td>Getting Ready for Baby</td>
<td>PHA</td>
<td>HSC Trusts</td>
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<tr>
<td>Getting Ready for Toddler</td>
<td>PHA</td>
<td>HSC Trusts</td>
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<tr>
<td>Getting Ready to Learn</td>
<td>DE</td>
<td>DE/EA</td>
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EITP Workstream 2 – Support to Address Early Onset of Problems

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<th>Project</th>
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<tr>
<td>Early Intervention Service</td>
<td>PHA</td>
<td>VCS</td>
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<tr>
<td>Parenting Programmes</td>
<td>PHA</td>
<td>VCS/HSC Trusts</td>
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<tr>
<td>Family Support Hubs</td>
<td>HSCB</td>
<td>VCS</td>
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EITP Workstream 3 - Intervening Earlier and More Effectively with Families

• Addressing the impact of adversity on children by intervening both earlier and more effectively to reduce the risk of poor outcomes later in life.

• Addressing the needs of families who are already involved with statutory services.

• New approaches within mainstream services to intervene earlier and more Effectively.
## EITP Workstream 3

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<tr>
<th>Project</th>
<th>Lead</th>
<th>Delivery</th>
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<tr>
<td>Building Better Futures</td>
<td>HSCB</td>
<td>HSC Trusts</td>
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<tr>
<td>Home on Time (Concurrent Planning)</td>
<td>HSCB</td>
<td>HSC Trusts</td>
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<tr>
<td>Joint Care Proceedings Pilot</td>
<td>HSCB</td>
<td>HSC Trusts</td>
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<tr>
<td>Edges</td>
<td>HSCB</td>
<td>VCS</td>
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<tr>
<td>Families Inside Out</td>
<td>DoJ</td>
<td>VCS/Social Enterprise</td>
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EITP Workstream 3 – Intervening Earlier and More Effectively with Families

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<td>Young Homeless/ Care Leaver Social Enterprise</td>
<td>HSCB</td>
<td>VCS/Social Enterprise</td>
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<tr>
<td>Community Diversion</td>
<td>DoJ</td>
<td>YJA</td>
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<td>Community Family Support</td>
<td>DEL</td>
<td>VCS</td>
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## Enablers for a Whole of Government Approach

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<tr>
<th>Enablers</th>
<th>EITP</th>
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<tr>
<td>Structures</td>
<td>Interdepartmental Programme Board structure</td>
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<td>Work Processes</td>
<td>Pooled budget/use of data</td>
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<tr>
<td>Political and Administrative Leadership</td>
<td>DHSSPS SRO</td>
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<tr>
<td>Culture and Capabilities</td>
<td>Linking across organisations/structures</td>
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<tr>
<td>Supports for capacity building</td>
<td>Technical assistance from CES/NCB. Change/Implementation Managers</td>
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The Challenge to Demonstrate Effectiveness

• **Better Outcomes**
  focus on outcomes across all the Projects with Outcome monitoring frameworks in place

• **Complex policy challenge**
  research how EITP has delivered sustainable change

• **Strong focus on prevention and early intervention**
  How the wider system has been influenced

• **Delivery of greater efficiencies**
  Using outcome data to drive change in service delivery
The Children and Young People’s Strategic Partnership (CYPSP)

- The CYPSP is a cross-sectoral, strategic partnership, consisting of the leadership from all key agencies who have a responsibility for improving outcomes for all children and young people in Northern Ireland.

- Part of a planning process first established in 1998;

- Legislative requirement to produce an integrated children's’ services plan.
Children and Young People’s Strategic Partnership (CYPSP)

- Integrated planning and commissioning;
- Optimising the use of resources;
- Outcomes focus/evidence informed;
- Focus on early intervention and prevention;
- CYPSP/individual organisational business, corporate and community plans;
- Participating and involvement;
- Effective and efficient, fully mandated structure.
Children and Young People’s Strategic Partnership (CYPSP)


Requires every Health and Social Services Board to prepare and publish plans for the provision of children's services within its area and to keep those plans under review.

In preparing or updating its plans, a Health and Social Services Board is Required to consult Health and Social Services trusts, education and library boards, district councils, certain voluntary organisations, the Northern Ireland Housing Executive, the Probation Board for Northern Ireland, the police and other relevant bodies.

The Department of Health and Social Services may require a Health and Social Services Board’s plan to be submitted to it at any time.
CYPSP Structure

NI Assembly

Government Departments
Ministerial Sub Committee for children and Young People

5 Childcare Partnerships (co-terminus with Trusts)

Children and Young People’s Strategic Partnership (Regional)

5 Outcomes Groups (co-terminus with Trusts)

Family Support Hubs (23 at November 2015)

Locality Planning Groups (28 at November 2015)

Safeguarding Board for Northern Ireland (Regional)

Subgroups for specific groups of vulnerable children and young people
BME, EBD, Disability, Translations, Youth Justice, Young Carers, LAC, DV, Hidden Harm and LGBT
CYPSP

• **10 Regional subgroups**
  - Carry out integrated planning for specific groups of vulnerable young people on a regional basis
  - Specific emphasis on sharing resources across agencies to improve outcomes for children and young people.

• **5 Outcomes groups**
  - Assessing need;
  - Developing integrated planning and commissioning;
  - Commissioned additional family support services linked to Hubs;
  - Support to Family Support Hubs and Locality Groups
CYPSP

• 23 Locality Groups
  ▪ Linking communities to service providers to improve outcomes in local areas.

• 28 Family Support Hubs
  ▪ Early offer of help and support to prevent problems escalating to the point where they need a statutory service.
What Have we Learnt in the CYPSP Process?

• Outcomes focus helps create a shared language around what we all want to achieve and gives a focus for co-operative work;

• Use of information system and the outcomes framework helps to quantify success;

• Demonstrating the “added value” of collaborative work can be challenging and it’s not often measured or reported on - Children’s Services Co-operation Bill;

• Attentive to the demands of individual organisational agendas and priorities – not everything needs to be done collaboratively.
What Have we Learnt in the CYPSP Process?

• Getting just the right structure to support co-operation is difficult;

• Co-operative work needs time and the skills/knowledge/competencies to deliver this work needs support
Thank You
Majella McCloskey
Steven Agnew
Kelly Wilson
Maurice Leeson
Summary and Close
Nora Smith
CollaborationNI
Evaluation

- Excellent
- Good
- Fair
- Poor
- Unsatisfactory
SAVE THE DATE

The Ingredients for Collaborative Partnerships

Date: Thursday 7 April 2016
Time: 10.00am – 4.00pm
Venue: Lough Neagh Discovery Centre (Oxford Island National Nature Reserve, Craigavon BT66 6NJ)