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Implementing Whole of Government Approaches

18th November 2015

CIPFA Chair's Forum Conference

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"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".

A Practical Guide to Policy Making in Northern Ireland (OFMDFM 2003)

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Outline of the Presentation

- Drivers for and benefits of 'Whole of Government'
- International experience
- Common ingredients of successful approaches
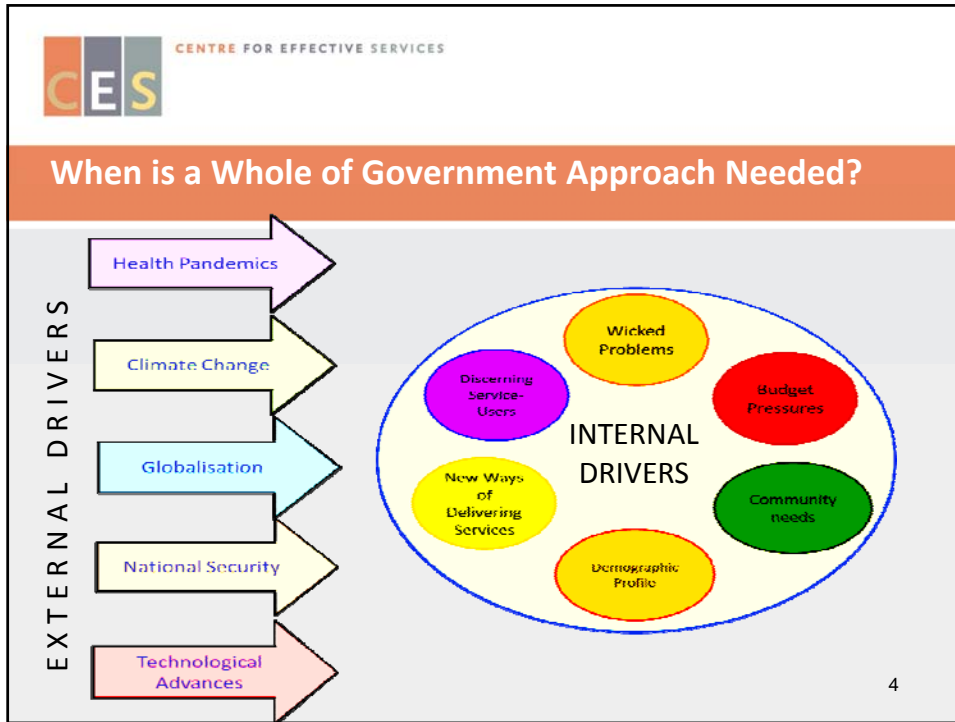- Support from the field of Implementation science

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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

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When is a Whole of Government Approach Needed?

EXTERNAL DRIVERS

- Health Pandemics
- Climate Change
- Globalisation
- National Security
- Technological Advances

INTERNAL DRIVERS

- Wicked Problems
- Discerning Service-Users
- Budget Pressures
- New Ways of Delivering Services
- Community needs
- Demographic Profile

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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

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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

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The Challenge of Whole of Government Approaches

Drawbacks	Barriers
• Time-Consuming	• Poorly defined goals
	• Competing agendas
• Costly	• Lack of priority
	• High staff turnover
	• Lack of incentives
• Not always suitable	• Walls between departments
	• Drift back to old ways
• Difficult to measure	• Lack of accountability frameworks

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Horizontal Work in a Vertical System

"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."

Commonwealth of Australia (2004)

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Benefits of Whole of Government Working

- **Can result in better outcomes.**
- **Address complex policy issues**
- **Strong focus on prevention and early intervention**
- **Greater focus on efficiencies.**

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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**

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Making and Implementing Whole of Government Policy

"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)

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Leadership for Whole of Government Working

- **Appropriate level of leadership required to <u>reshape mandates and structures</u>. Example: Cancer Strategy.**
- **<u>Distributed</u> leadership** throughout the system**.**
  Example: Smoking Ban
- **<u>Consistency in leadership</u>** as a support to implementation, as implementation takes time.
  Example: Fixed term senior departments positions
- **A new type of leadership is needed which can attend to the complexity of modern public service.**
- What does this look like?

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Leadership for Whole of Government Working

Communicate a compelling vision

Engage and Consult with Stakeholders

Manage the Inter Dependencies

Model and Incentivise

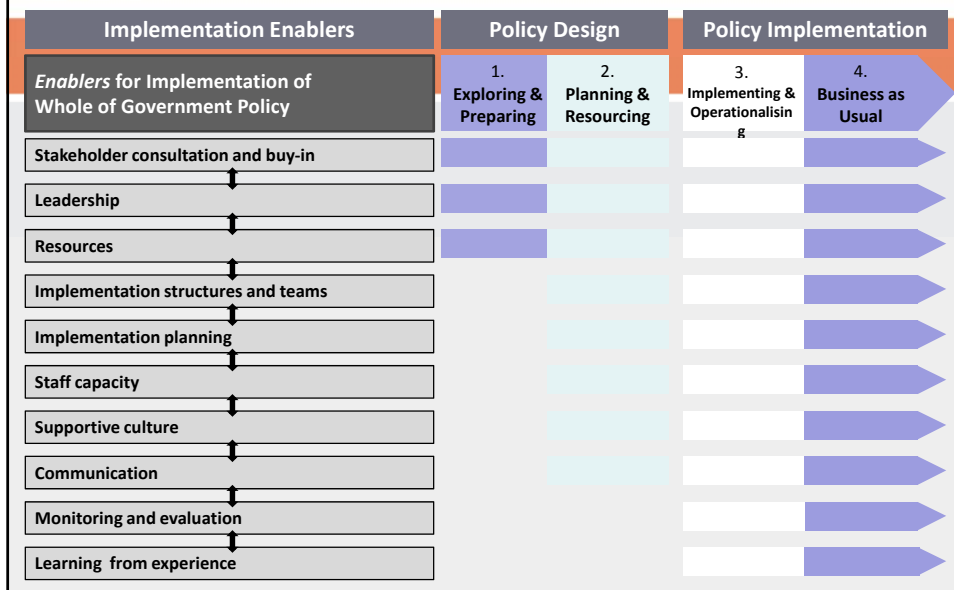**Create a Learning Organisational Culture**

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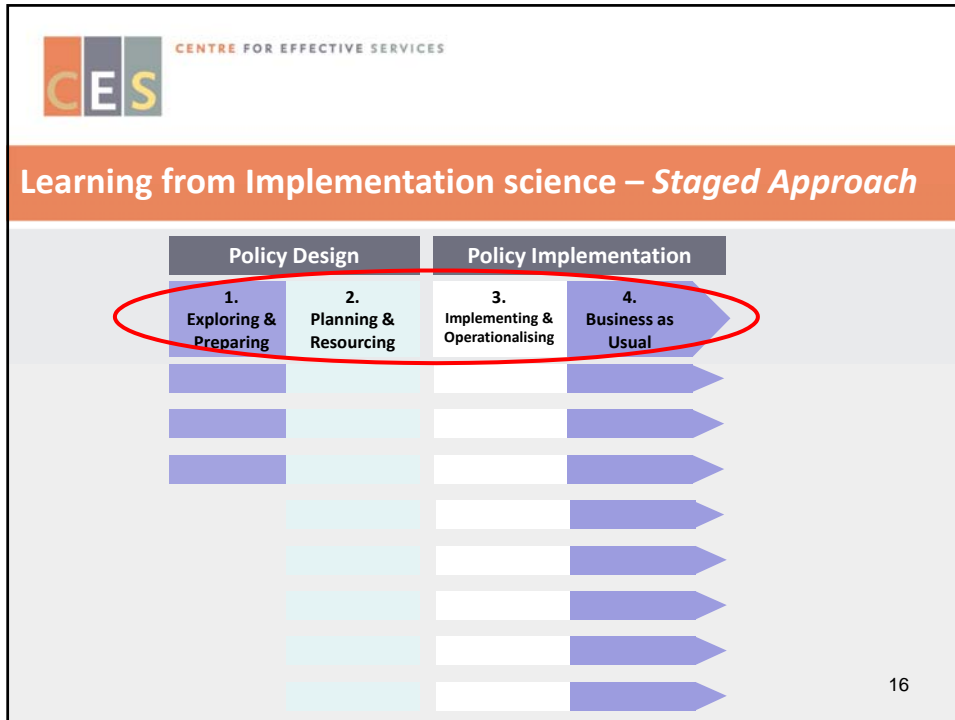### Other Enablers of Whole of Government Working

- Leadership **alone** is not enough but is a **catalyst** for other enablers of whole of government working.
- Leadership plays a crucial role in activating enablers such as:

  - Providing or securing adequate resources
  - Staff Capacity
  - Capacity to Implement
  - Implementation Teams and Plans
  - Monitoring and Evaluation.

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Learning from Implementation science

Implementation Enablers	Policy Design		Policy Implementation	
Enablers for Implementation of Whole of Government Policy	1. Exploring & Preparing	2. Planning & Resourcing	3. Implementing & Operationalising	4. Business as Usual
Stakeholder consultation and buy-in				
Leadership				
Resources				
Implementation structures and teams				
Implementation planning				
Staff capacity				
Supportive culture				
Communication				
Monitoring and evaluation				
Learning from experience				

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Learning from Implementation science – *Staged Approach*

Policy Design		Policy Implementation	
1. **Exploring & Preparing**	**2.** **Planning & Resourcing**	**3.** **Implementing & Operationalising**	**4.** **Business as Usual**

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Learning from Implementation- *Consider Enablers*

Enablers for Implementation of Whole of Government Policy

- Stakeholder consultation and buy-in
- Leadership
- Resources
- Implementation structures and teams
- Implementation planning
- Staff capacity
- Supportive culture
- Communication
- Monitoring and evaluation
- Learning from experience

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Key Learning

- **A new type of leadership is required which attends to the complexity of public services**
- **More about shared vision and outcomes than just structures.**
- **Boundary spanning relationships and influence**
- **Co-produce with staff and citizens**
- **Collect the data – evidence of progress is empowering**
- **Implementation takes time – sustained reform is incremental**
- **The time is now – whole of government is a core part of the reform agenda.**

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What does this mean for your work?

- Where have we made most **progress** in achieving **Whole of Government** approaches to **public services**?

- What elements of **leadership** presented **resonated** with you?

- What does the information presented mean for how **you and your organisation leads** and **collaborates**?

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Useful Reading and Links

- www.effectiveservices.org
- http://www.ofmdfmni.gov.uk/practical-guide-policy-making.pdf
- Senge et al (2015) The Dawn of Systems Leadership. Stanford Social Innovation Review
  http://www.ssireview.org/articles/entry/the_dawn_of_system_leadership
- The Kings Fund. (2015) The practice of system leadership Being comfortable with chaos. The Kings Fund
  http://www.kingsfund.org.uk/sites/files/kf/field/field_publication_file/System-leadership-Kings-Fund-May-2015.pdf
- Metz, A. (2015) Implementation Brief: The Potential of Co-Creation in Implementation Science
  http://nirn.fpg.unc.edu/sites/nirn.fpg.unc.edu/files/resources/NIRN-Metz-ImplementationBreif-CoCreation.pdf

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Thank you!
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