



**Strategic Stocktake of the Delivering Social Change Programme – Briefing Paper**

The Atlantic Philanthropies / Social Change Initiative

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# Contents

1	Findings and Analysis	3
	<b>Appendix 1:</b> Programme summary	10
	<b>Appendix 2:</b> Terminology and abbreviations	13

# 1 Findings and Analysis

## 1.1 Introduction

In a very significant partnership between philanthropy and government, The Atlantic Philanthropies (Atlantic) invested in three programmes alongside the Northern Ireland Executive. These were developed to complement the Executive's 'Delivering Social Change' (DSC) initiative. Each of these three programmes aimed to tackle poverty and social exclusion across Northern Ireland, in addition to embedding a '*new way of doing business*' in government. They were the:

- Early Intervention Transformation Programme (EITP). This aims to improve outcomes for children and young people across Northern Ireland through embedding early intervention approaches;
- Shared Education Signature Programme (SESP). This involves the provision of opportunities for children and young people from different community backgrounds to learn together for better education and reconciliation outcomes; and
- Dementia Signature Programme. This aims to transform the commissioning, design and delivery of dementia services and includes activity related to awareness raising, workforce development, short breaks, e-health and analytics.

Appendix 1 provides a summary of each programme.

This is a strategic stocktake of the programme, drawing out the experiences and lessons that stakeholders feel have been the most significant. The stocktake is not about trying capture the sum total of the programmes' impacts – it is about mapping out those which merit further investigation through subsequent studies and activity.

## 1.2 Approach and Method

The assessment has primarily been informed by a consultation programme with over 40 stakeholders from across the three programmes. The interviews included the Chairs and senior officials on the Board of each signature Project, officials involved in implementation of the programme and officials involved with programme management.

The investment in the DSC / Atlantic programme was a significant opportunity to embed new ways of working. The opportunity sought to create the space to:

- set new levels of ambition in terms of the change agenda;
- test new approaches including enhanced focus upon themes such as collaboration, outcome based accountability and mainstreaming;
- deliver stronger service models on education, early intervention and dementia;
- capture and embed the learning; and
- share and apply the lessons beyond the direct scope of the programme.

The interviews aimed to identify and assess how these new ways of working enabled change.

## 1.3 A Context for Partnership

The DSC framework was set up by the Northern Ireland Executive to tackle poverty and social exclusion. It was to bring a new level of joined-up working by Ministers and senior officials across Executive departments to drive through initiatives which have a genuine impact on the ground.

Atlantic recognised the distinctive intentions of DSC, its goals to be a "new way of doing business" and "creating a new culture and focus on cross-cutting work to achieve social benefits." The conscious move from departmental action plans with long lists of activities towards smaller numbers of cross-cutting and strategic objectives that can make a difference to lives and services, and its link to the next Programme for Government made it particularly significant.

Seeking to build a shared ambition for transformative change, Atlantic worked closely with politicians, SPADs and officials in developing the scope for partnering with government around three 'signature' programmes within DSC. The partnership arrangements were formalised via memoranda of understanding. Notably Atlantic was to be an active partner, participating fully in governance structures throughout the course of the programme.

While the DSC / Atlantic programme provided an overarching coherence, the policy context for the three signature programme differed from one another:

- **Shared Education Signature Programme:** There was a relatively strong and supportive context for shared education. There were several years of shared education initiatives and projects involving large numbers of schools and stakeholders in advance of SESP. This had developed a significant level of practitioner experience. The NI Executive's political parties had coalesced around moves towards shared education. This was demonstrated in the Shared Education Act (2016), which provided clear political support and a legislative driver for education stakeholder bodies on shared education.
- **Early Intervention Transformation Programme:** The EITP programme could point to a platform of international practice, existing strategy on children and young people, structures such as the Children & Young People Outcome Partnerships, an explicit outcome within the draft Programme for Government and legislative support through the Children's Services Co-operation Act (Northern Ireland) 2015.
- **Dementia Signature Programme:** The dementia policy area was less well established relative to the other two programmes. The first NI dementia strategy had been in place from 2011, however it had experienced limited implementation due to funding constraints. This did, however, provide a starting point in terms of identifying potential activity for the Dementia programme.

In 2016 an OECD Public Governance Review of Northern Ireland cited the Atlantic/DSC partnership as one of the few effective cross-sectoral undertakings that it had encountered, concluding that the work was having a growing impact on service design and was creating capacity in government to take wider reforms forward. The 2016 study indicated the partnership approach had been working.

#### **1.4 Implementation and Programme Management Structures**

In considering the overall DSC / Atlantic programme, and in order to offer some comparison between the three programmes, it is useful to give the reader more information on set-up and operation. Table 1 sets out characteristics of implementation and programme management structures across EITP, SESP and the Dementia Signature Programme.

**Table 1: Overview of Programme Characteristics**

<b>Overarching Governance</b>	<b>The DSC / Atlantic Programme Board sat above individual programme Boards</b>		
<b>DSC / AP Signature Programmes Governance</b>	EITP Programme Board	SESP Programme Board	Dementia Programme Board
<b>Legislation (specific to the policy issue)</b>	Children’s Services Co-operation Act (Northern Ireland) 2015	Shared Education Act (Northern Ireland) 2016	N/A
<b>Other notable policy / strategies</b>	Outcome 12 in draft Programme for Government (2016-2021) and 2018-19 Outcomes Delivery Plan (TEO) – “We give our children and young people the best start in life”	‘Sharing Works – A Policy for Shared Education’	Regional Strategy – Improving Dementia Services in NI, DHSSPS
<b>Core Programme Management</b>	Programme Manager, Strategic Learning Manager & Staff Officer based in Department of Health	Programme Manager in Department Education	For Dementia Together NI Phase - Programme Manager & Project implementation Team in Health & Social Care Board
<b>Other Programme Management</b>	Workstream Leads, Project Leads & Implementation Managers in delivery agencies (chiefly HSCB, PHA), Implementation Group (representing delivery partners).	Implementation Team in Education Authority	N/A
<b>Number of Departments on Programme Board</b>	Six (including TEO)	Two (including TEO)	Two (including TEO)
<b>Number of Departments providing funding</b>	Six	Two	Two
<b>Gateway Review completed</b>	Yes	No	No
<b>Access to technical support (e.g. business case, outcomes, evaluation)</b>	Yes	Yes	Yes

## 1.5 Headline findings

**The DSC / Atlantic Programme was ambitious and distinctive in character. It has pushed government Departments and agencies in many positive ways, not just in new service delivery models, but importantly in testing new ways of working. The lessons arising from the programme set a new platform for progress.**

The programme set a high level of ambition:

- political leadership and enthusiasm from Ministers and special advisors, alongside the Atlantic funding and participation, raised the profile and helped build initial momentum. For example without the political and Atlantic spotlight upon dementia it would not have received the same level of investment (funding and attention) within the Health Department and related bodies.
- the ambition was not restricted to trying out new, high quality service models, it was primarily to be about longer term, systemic change. For example DSC was to develop a “new way of doing business”. The DSC / Atlantic partnership called out an enhanced focus on sustainability and mainstreaming from the outset, as articulated within the formal partnership documents (MoUs etc.).

New and enhanced ways of working have been tested:

- the programme management structures provided the platform for an enhanced level of collaboration;
- the enhanced collaboration across Departmental boundaries and professional disciplines<sup>1</sup> and in programmes which were delivered primarily within a single Department policy area<sup>2</sup> has enabled increased co-design and co-production;
- the DSC / Atlantic programme has provided the most extensive testing of the OBA approach in the NICS to date;
- the DSC / Atlantic programme created a process and space in which an increased level of innovation could take place;
- a non-Government funding partner was an active participant at the decision making table, bringing a different view point, external scrutiny and was widely considered a positive disruptor;
- while the additional funding was an incentive to participate, the “pooled” nature of the funding, underpinned collaboration at senior programme structure level and enhanced feelings of accountability at the delivery level (“this is not our funding, we really have to deliver on it”); and
- increased flexibility (e.g. re-profiling of funding, quicker access to external expertise, increased space for innovation).

The programme allowed for new and enhanced service models to be developed:

- the SESP experience is central to discussions and decisions on the future of Shared Education. For Dementia there are new roles (e.g. Companions and Service Improvement leads), innovations (e.g. Delirium) and evidence on how to improve specific services (e.g. Short breaks). In EITP, some projects improved universal services (e.g. Getting Ready for Baby,

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<sup>1</sup> For example EITP has enhanced relationships at different levels most evidently between education and health.

<sup>2</sup> For example policy and delivery bodies in SESP and DTNI have experienced greater levels of collaborative working linked to the programme.

Getting Ready for Toddler) while others have piloted service improvements in a limited geography with a sample of delivery bodies (e.g. Joint Care Proceedings Pilot).

The most significant lessons emerging from involvement in DSC / Atlantic programme include:

- there is no standard process for collection of evidence and making decisions on mainstreaming / sustaining new policy and practice across government Departments, even where evidence of success has been collected;
- a collaborative approach was a positive hallmark of the programme. Despite this, and indeed the supportive context of the draft PfG, there remain systemic challenges to collaboration within the system, primarily related to governance and accountability;
- while OBA has encouraged some new ways of thinking (“is anyone better off?”), there is still significant work to do if it is to be consistently embedded and applied across government. The defining of clear and measurable outcomes at the outset which relate to overall programme aims (not local project targets) would have made a significant difference; and
- subsequent to the positive value adding role in the initial period, the lack of political leadership and the absence of a functioning Government had a negative impact on the programme;
- the importance of key enabling factors for programme implementation: a clear and shared view on outcomes and success factors; supportive policy and legislation; leadership that cuts across key partners; programme management structures, skills and capacity (freeing Programme Boards to optimise their effectiveness i.e. and not get sucked into programme management); resource (funding, human resource); appetite for risk.

Up until the time at which this review was undertaken, most attention has been upon programme delivery. Learning from the programme is beginning to inform policy and practice development across each of the subject matter areas of shared education, dementia and early intervention. This has primarily been because the same people are directly involved and are influencing the change. There is however limited evidence of embedding and sharing the learning in a way that creates systemic change to policy making approaches across their Department or further across Government.

Key stakeholders are enthusiastic about capturing and aggregating learning from across the programme and sharing it more broadly. It is clear that while Departments are in a position to take on board some learning, impact will be greater if it is acted upon at a senior cross-government level and ideally with political engagement.

### **1.6 Issues for further investigation**

The DSC / Atlantic programme offers much to learn and build upon. The table below distils the key issues arising from the strategic stocktake that merit further debate and action.

**Table 2: Issues for further investigation**

Key issue		Questions for further investigation
1.	Transformation	<p>The DSC / Atlantic Programme is one of a number of change initiatives undertaken by NI government. The legacy of these initiatives have been mixed. What can be learned from efforts to lead change from the centre or from Departments? Are radical pilots more impactful than incremental change to a universal service? What do case studies from around the world tell us about transformation and change<sup>3</sup>? What are the conditions for securing change within the government system?</p> <p><b>What does successful transformation look like in Government?</b></p>
2.	Mainstreaming	<p>Sustainability and mainstreaming: There is limited consistent practice and process for making such decisions on new services within or across Departments. Difficult decisions are hard to take and the system will naturally lean towards existing services. Key levers include leadership, evidence, legislation, lobbying.</p> <p><b>What needs to happen to disrupt inertia and enable stronger service models to be mainstreamed?</b></p>
3.	Governance and collaboration	<p>NI's Draft Programme for Government made a deliberate step towards a more collaborative approach. The DSC / Atlantic Programme subsequently included associated features: pooled funding; inter-departmental and multi-agency programme management structures; co-design and co-production. What can we learn from governance models elsewhere (New Zealand, Scotland etc.) on collaboration? How can collaboration best be incentivised? How can accountability be embedded in a collaborative model?</p> <p><b>How can NI governance enable stronger collaboration across government?</b></p>
4.	Outcomes and Evidence	<p>The Atlantic / DSC programme offers a fascinating case study into the early steps of OBA, and associated use of evidence, within NICS. Alongside significant investment of time and energy, there have been challenges in application and questions as to the value of the effort. What lessons can be derived from this local experience and what can be learned from other jurisdictions where OBA approaches are more established?</p> <p><b>From these initial steps, what does NI government do next to build stronger OBA practice?</b></p>
5.	Successful programme implementation	<p>The DSC / Atlantic programme analysis suggests the following:</p> <ul style="list-style-type: none"> <li>● invest time in establishing clear and correct outcomes;</li> <li>● supportive policy and legislation;</li> <li>● cross-cutting / collaborative leadership;</li> <li>● capacity and skills;</li> </ul>

<sup>3</sup> "The State of the State 2018-19, Northern Ireland, What next" draws on Deloitte's global network to showcase interventions. Some may not be considered politically acceptable but are deliberately chosen to provoke hard thinking, given the scale of the challenges facing NI.

		<ul style="list-style-type: none"><li>• programme management capability and governance;</li><li>• incentive - resources (financial and personnel with the right skills);</li><li>• involvement of policy and delivery agents (co-design and co-production);</li><li>• appetite for risk;</li><li>• external voices.</li></ul> <p><b>How will NI Government learn from this and apply to future programme implementation?</b></p>
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# Appendix 1: Programme summary

## 1.1 Background

Atlantic Philanthropies (Atlantic) has worked for over 25 years to promote and support peace and development in Northern Ireland. Atlantic describes their mission in Northern Ireland as follows:

*"The foundation's initial grant making supported peace making and strengthening higher education, and in later years expanded to programs focused on older adults, as well as children and youth.*

*Atlantic's overall goal was to cement peace by improving the lives of those most disadvantaged and to help build a more equitable society that protects rights and strengthens democracy."*

Atlantic is scheduled to conclude its operations – both globally and in Northern Ireland – in 2020. Atlantic's final investments included three programmes which were delivered in partnership with the Northern Ireland Executive.

Developed to complement the Executive's 'Delivering Social Change' (DSC) initiative, each of these three programmes aimed to tackle poverty and social exclusion across Northern Ireland, in addition to embedding a 'new way of doing business' in government.

These projects were:

- Early Intervention Transformation Programme (EITP);
- Shared Education Signature Programme (SESP); and
- Dementia Signature Programme .

The programmes were developed and secured funding over a two year period, with delivery getting underway in late 2014. Two central government departments were identified – the Department of Health (DoH), and the Department of Education (DE).

Atlantic funded 40% of the total programme budgets (c.£25 million), a further 40% was funded by the Northern Ireland Executive's DSC initiative (c.£25 million), with the remaining 20% (c.£15 million) contributed by partner central departments (DoH for DTNI, DE for SESP, and DoH, DE, DOJ, DfC and DfE for EITP).

The programmes were each designed to run for a duration of 4-5 years.

As part of its winding down process, Atlantic formally delegated its on-going local grant management responsibilities to a newly formed NGO – the Social Change Initiative (SCI).

## 1.2 Programme specification and summary

### Early Intervention Transformation Programme

The EITP consisted of four work streams, each with a suite of projects. Each work stream had a work stream lead, and each project had a project lead. Each of the work streams had a different area of focus:

- **Work stream 1:** *Equip all parents with the skills needed to give their child the best start in life* – aimed to support all parents on a universal basis;

- **Work stream 2:** *Supporting families when problems arise before they need statutory involvement* – aimed to support families on the cusp of encountering issues;
- **Work stream 3:** *Positively address impact of adversity on children* – aimed to support children who are already experiencing disruption; and
- **Work stream 4:** *Aims to strengthen the culture of inter-professional working practice* – aimed at embedding outcome based thinking and best practice.

### Shared Education Signature Programme

Shared Education involves the provision of opportunities for children and young people from different community backgrounds to learn together for better education and reconciliation outcomes. In Northern Ireland, Shared Education generally involves the provision of opportunities for children and young people from different community backgrounds to learn together.

SESP aimed to scale up the level of sharing between schools, drawing on existing evidence, in order to:

- improve education outcomes through schools working collaboratively;
- increase the number of schools participating in Shared Education;
- improve reconciliation outcomes through schools working collaboratively;
- Increase the number of young people participating in Shared Education;
- work collaboratively to provide educators with professional development and develop their confidence and competence in using a range of learning strategies necessary for work in shared classes; and
- enable schools to implement a progressive approach to shared education and to ensure shared education becomes a core element of strategic planning within the Department of Education, Education and Library Boards/ Education & Skills Authority and schools.

### The DSC / Atlantic Signature Programme on Dementia

The overall aim of the DSC / Atlantic Signature Programme on Dementia was:

*To transform the commissioning, design and delivery of dementia services in Northern Ireland.*

The programme had two phases of work - Dementia Together NI being the first. The DTNI programme had three work streams, summarised in the table below:

#	Work stream title	Objective(s)	Projects
1	Awareness Raising, Information & Support	To increase awareness of dementia amongst three groups of people: <ul style="list-style-type: none"> <li>• The general public;</li> <li>• Those working in services which interact with the public; and</li> <li>• Those working in health and social care.</li> </ul>	Awareness Raising Dementia Navigators

2	Workforce Development	To improve knowledge and skills in providing care to people with dementia through the provision of training and development across primary, secondary and community care, in statutory and non-statutory sectors.	Dementia Champions
			Training for Informal Caregivers
			Learning and Development Framework
			Delirium
3	Short Breaks	To develop and deliver more imaginative, person-centred forms of respite/short-break care and to make information about provision more easily accessible.	Short Breaks and Support for Carers

DTNI formally came to an end in March 2018, but some programme underspend has allowed elements of DTNI’s work to continue out to March 2019, whilst mainstream funding sources are being secured for the 2019/20 period and beyond.

The second phase of the AP/DSC Dementia Programme - the e-Health and Data Analytics Dementia Pathfinder Programme – began in late 2016 and will continue until March 2020. This phase has two components:

- E-health and social care – building on the investments made in connected health infrastructure to improve the patient journey for people with dementia and better support families and carers – and to create a platform that can be utilised for a faster rollout of e-health solutions across the health and social care system; and
- Dementia analytics – building the capacity to collect and use dementia data to improve the planning and commissioning of efficient, effective and value for money dementia services – and to create a platform that can be utilised to enable data driven care-planning solutions across the health and social care system.

# Appendix 2: Terminology and abbreviations

Abbreviation	Full name	Description
AP	Atlantic Philanthropies	International philanthropic organisation which has worked for over 25 years to promote and support peace and development in Northern Ireland.
CCEA	Council for the Curriculum, Examinations & Assessment	A non-departmental body of the Department of Education which is responsible for publishing, disseminating, and reviewing material relating to curriculum and examinations in Northern Ireland.
DE	Department of Education	The Northern Ireland Executive department responsible for education policy.
DoH	Department of Health	The Northern Ireland Executive department responsible for health and social care policy.
DSC	Delivering Social Change	NI Executive initiative which aims to tackle poverty and social exclusion across Northern Ireland, in addition to embedding a 'new way of doing business' in government.
DTNI	Dementia Together NI	The Dementia awareness and service transformation programme funded by Atlantic philanthropies.
EA	Education Authority	A non-departmental body sponsored by the Department of Education in Northern Ireland, responsible for ensuring the effectiveness and efficiency of primary and secondary education services.
EITP	Early Intervention Transformation Programme	The early intervention transformation programme funded by Atlantic Philanthropies.
ETI	Education Training Inspectorate	A branch of the Department of Education which is responsible for education inspections, improvement, and the dissemination of best practise.

<b>NICS</b>	Northern Ireland Civil Service	The Northern Ireland Civil Service as a whole organisation.
<b>OBA</b>	Outcome Based Accountability	A method of measuring success by determining to what extent broad consequences have been realised through interventions.
<b>OECD</b>	Organisation for Economic Co-operation and Development	Inter-governmental economic organisation which exists to stimulate economic growth. Carried out a comprehensive public governance review of the Northern Ireland Executive in 2016 which made recommendations around joined-up decision making.
<b>SESP</b>	Shared Education Signature Project	The shared education programme funded by Atlantic Philanthropies.
<b>SRO</b>	Senior Responsible Officer	The visible owner of the overall business change, accountable for successful delivery and is recognised throughout the organisation as the key leadership figure in driving the change forward (per Department of Finance NI).
<b>TEO</b>	The Executive Office	The Northern Ireland Executive Office is responsible for the overall administration of the NI Executive.



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