



# HM TREASURY

## **Promoting cross-departmental co-operation**

### **UK experience**

12 June 2007 Tia Raappana

# Key lessons on delivery

Evidence shows that outcomes are more likely to be delivered if:

- There is a clear plan for delivery from the outset;
- Lines of accountability throughout the delivery chain are clear and appropriate;
- The delivery chain is clear and bought in about what it needs to do to contribute to the outcome

## **But slow progress on many joint PSA targets**

- Not enough progress in cracking the silos that exist across government departments



# Challenges in cross-departmental work (1)

## Delivery models

- Departmental organisation not aligned with or designed to deliver cross-cutting objectives
- Shared ownership weakens ability to control/influence elements of the delivery chains

## Leadership/central focus/ capacity/clarity

- Lack of shared strategic vision, political drive and official commitment
- Weak joined governance and accountability arrangements
- Competing priorities and programmes that lack focus; and unclear messages



# Challenges in cross-departmental work(2)

## **Knowledge what works**

- Lack of knowledge about what works right through/across the delivery system

## **Ability of depts to work together to focus on the objective**

- Complexity in delivery chain; too many bodies; ill-defined roles and responsibilities
- Lack of buy-in from depts and cultural issues

## **Use of perf mgt tools and data**

- Lack of or ineffective use of perf mgt tools and support
- Lack of effective incentives/penalties for depts responsible for sub-indicators
- Inadequate data, ineffective use, plus barriers to sharing



# Challenges: examples (1)

## Delivery models

- Split responsibilities with no input from each other.
- No sense that objectives are jointly owned by all departments – depts more concerned about what these programmes can do for their ‘own’ targets.

Note: the recurring themes below fall out of this.

## Leadership, focus, capacity and clarity

- **Leadership:** Siloed by 2 lead depts rather than led holistically; conversely, some tiny cross-deptl teams got traction in several home depts.
- Some lack of will to deliver a target.
- **Focus:** different priorities; focus and incentives
- **Capacity:** resources spread thinly
- **Clarity:** delivery agencies different views about what needed to meet PSA target.



# Challenges: examples (2)

Knowledge about what works/what will deliver the target

No structured way of evaluating interventions or sharing best practice.

Ability of depts to work together to focus on the target

what needed

- Cultural barriers between policy & professionals
- Lack of partnership at front line and short-term funding.
- Depts and agencies prioritise differently.
- Loosing focus and determination to drive

Use of perf mgt tools and data

- PSAs covering a range of services tricky to achieve, e.g. different interpretations of what delivery or success meant.
- Different measures and timetables for reporting.



# Changes to the performance management framework in the CSR 2007



# Setting corporate priorities

- **A new set of “corporate PSAs” will reflect genuine choices about cross- governmental priorities for the spending period – reflecting long-term challenges**
- **So need to be genuinely cross-governmental – will not be set according to departmental silos**
- **Collective process to agree priorities at the Cabinet level as early as possible**

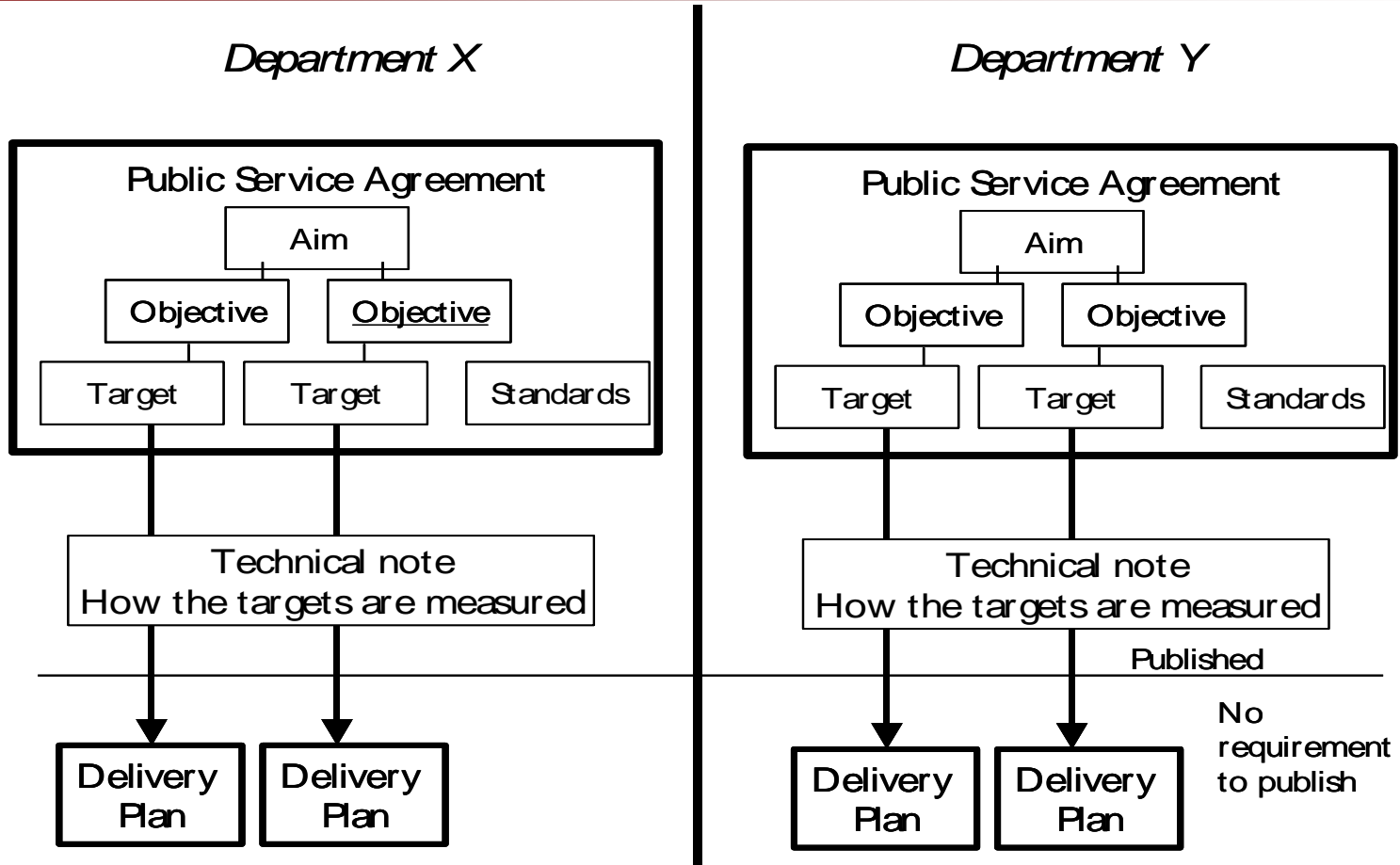


# Strengthening Accountability for Delivery

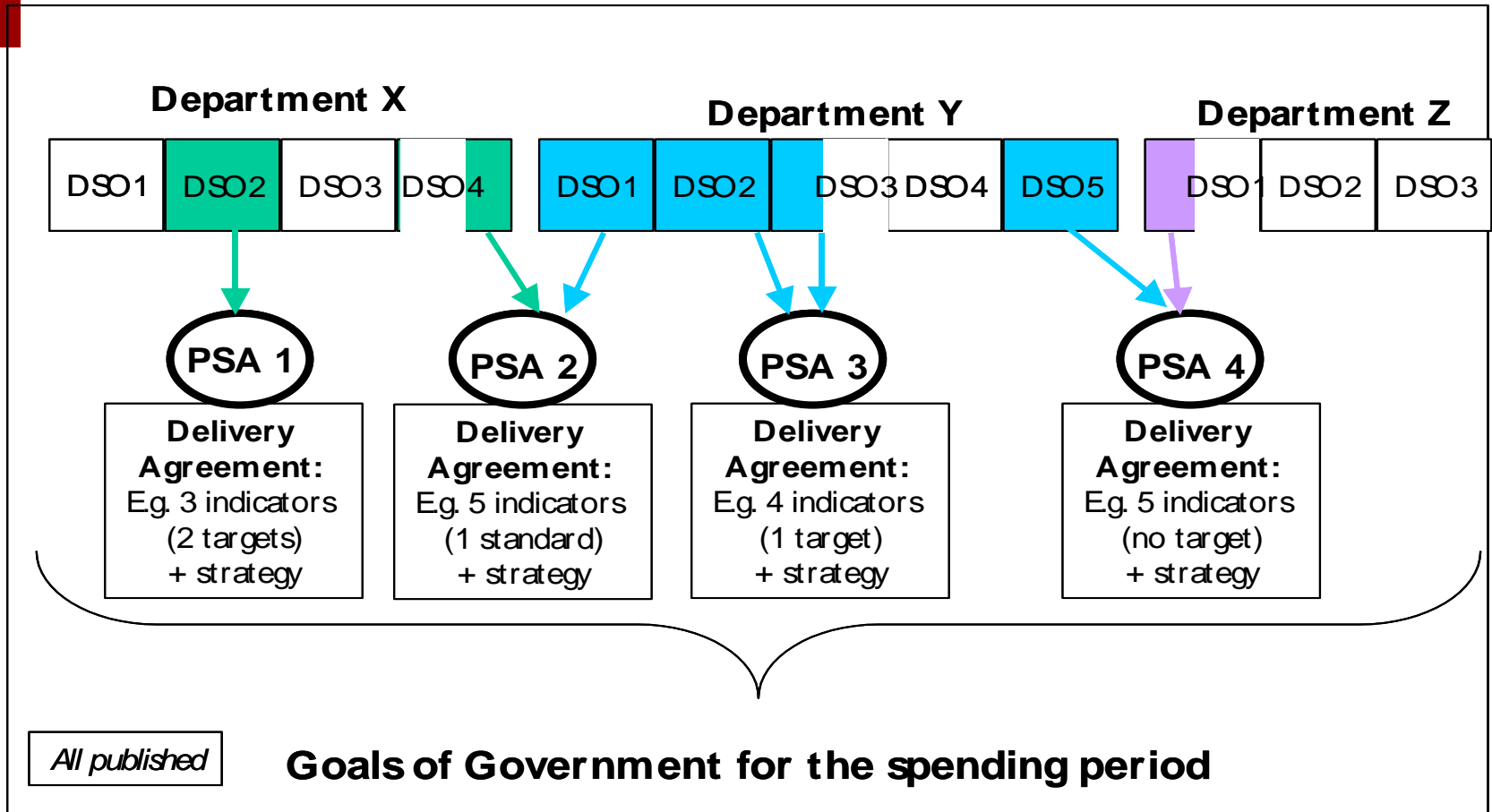
- **Engagement and collaboration with service professionals early in the process to ensure robust evidence base and buy-in**
- **Joint Delivery Agreements that clearly set out the level of ambition, strategy for delivery, and role of each organisation involved**
- **Use of all incentives not just targets to meet shared outcomes – ensuring they are aligned**
- **Delivery Agreements published**



# Existing PSA Framework



# New PSA Framework



# Further work on how to enable effective joint delivery



# Role of departments: shared governance mechanisms

**To ensure strengthened accountability and effective management of delivery, governance arrangements must be based on a clear understanding of the roles of each dept.**

They must enable:

- tensions, interdependencies and trade-offs across departments to be exposed
- alignment of delivery chains
- effective decision-making and problem solving
- identification, monitoring & mitigation of risks
- effective prioritisation across depts



# Governance

## best practice principles (1)

**UP-FRONT AGREEMENT:** Delivery planning is crucial to underpin effective joint governance arrangements. DA is ‘contract’ setting out shared view of vision, roles & responsibilities, milestones, how to report progress and consequences of not delivering...

**MINISTERIAL LEADERSHIP** – Ministerial focus on performance creates momentum:

- Ministerial ownership needed across depts (e.g. through cabinet committees) – but in particular the lead Minister must drive progress with colleagues
- Officials need to keep Ministers engaged – progress reports focus on hard data on performance indicators - not fluffy statements of ambition



# Governance

## best practice principles (2)

### **LEADERSHIP FROM OFFICIALS:**

Senior level officials need to be regularly engaged in delivery:

Cross- dept meetings should be serious about delivery:

- Attendees need to know how to deliver & be able to make decisions (right seniority)
- Focus on following up actions
- External/independent challenge helps
- Do we always need a single point of responsibility – one lead Programme Director?

Replicate x- organisational governance structures throughout delivery chain - at national and local level

Ensure departmental processes should be aligned as much as possible



# Role of the centre: Reporting and monitoring

**To incentivise Departments to share ownership of cross-cutting issues and their solutions; and effective accountability for delivery to the centre**

We are considering the most effective:

- Internal reporting & monitoring mechanisms
- Public reporting & monitoring mechanisms
- Support the centre should give departments (e.g. PMDU model)
- Escalation procedures where significant risks emerge: e.g.
  - Stock takes with Departmental Ministers/ PM and Chancellor?
  - Reviews, where delivery is at risk across a cluster of PSAs?

