

INTEGRATED SERVICE DELIVERY OUTCOMES AND EVALUATION PROCESSES

LITERATURE REVIEW HIGHLIGHTS



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Table I Enablers to establishing effective integrated services networks¹

Enablers	
<i>General:</i>	
1.	Predisposing factors: the history of agency relations; existing informal networks; individual agency cohesion, resources.
2.	Mandate: the need, authority or requirement for collaboration; a shared recognition of the need for collaboration; political support and incentives for collaborative activity; capacity to collaborate; links to other partnerships.
3.	Shared goals: aspiring as a collaborative toward mutual goals.
4.	Strategic planning: setting a clear course to follow according to a realistic timeline.
5.	Structure: governance; systems; practical issues, e.g., physical location, access to equipment, resources.
6.	Process: interactional and relational components.
<i>Specific:</i>	
1.	Resources for collaboration: appropriate buildings and adequate resources; access to funding.
2.	Interest: incentive, willingness, ability, and capacity to collaborate.
3.	Commitment: of both senior and front-line staff.
4.	Leadership or drive: from key decision-makers, and successful leadership and management within centres.
5.	Personnel: strong leadership and a cohesive multi-agency staff team, steering, or management group; team building.
6.	Shared philosophy: understanding the culture of collaborating agencies; shared problem solving; working relationships and practices across services.
1.	Approach: ensuring a responsive and flexible approach to local community needs.
7.	Vision and preplanning: establishing a clear, targeted, shared vision.
8.	Aims and objectives: setting clear and realistic common aims and objectives that are understood and accepted by all agencies.
9.	Communication and information sharing: ensuring good systems of communication at all levels, with information sharing and adequate IT systems.
10.	Roles and responsibilities: understanding and clearly defining roles and responsibilities, clear lines of responsibility and accountability.
11.	Timelines: agreeing on a realistic timetable for implementing changes; incremental approach to change.
12.	Linkages, connections: linking projects into other planning and decision-making processes.
13.	Support and training: including administrative support and protected time for staff to undertake joint working activities; recruitment of staff with the right experience, knowledge and approach; joint training (staff, leaders, and managers) and team building.
14.	Monitoring and evaluation of services: reviewing policies and procedures regularly in the light of changing circumstances and new knowledge.
15.	Quality improvement and assurance: quality focus.

¹ Adapted from Moore, 2008¹

Table II Success factors related to establishing integrated ECD centres or multi-agency networks²

Success Factors
<p>Mandate</p> <p>1. <i>Establish a shared vision for collaboration</i></p> <p>Commitment</p> <p>2. <i>Secure commitment and support at a senior level/from senior levels of government</i></p> <p>3. <i>Ensure an appropriate level of representation and agreement</i></p> <p>4. <i>Secure funding and clarify administrative arrangements</i></p> <p>Strategic planning</p> <p>5. <i>Set clear objectives and achievable goals</i></p> <p>6. <i>Allow time for integration initiatives</i></p> <p>Structure</p> <p>7. <i>Develop an organizational structure that facilitates partnerships</i></p> <p>8. <i>Link services through assessment and client assignment processes</i></p> <p>9. <i>Consider schools, community centres as venues for delivering services</i></p> <p>10. <i>Embrace a local approach; locally based social partnerships</i></p> <p>11. <i>Assure program quality and fidelity</i></p> <p>Process</p> <p>12. <i>Learn how to select partners</i></p> <p>13. <i>Decide who represents partners</i></p> <p>14. <i>Clarify roles</i></p> <p>15. <i>Establish a shared philosophical stance</i></p> <p>16. <i>Create a shared vision</i></p> <p>17. <i>Develop common goals</i></p> <p>18. <i>Use a consensus approach to decision-making</i></p> <p>19. <i>Build trust, positive working relationships</i></p> <p>20. <i>Promote communication between agencies</i></p> <p>21. <i>Respect the value of community consultation</i></p> <p>22. <i>Appoint a facilitator with appropriate skills and abilities</i></p> <p>23. <i>Promote innovation</i></p> <p>24. <i>Adapt programs to fit local community characteristics</i></p> <p>25. <i>Build and maintain community participation</i></p> <p>Successful management arrangements should be</p> <p>1. Unified: cohesive across departments, agencies, or organizations.</p> <p>2. Participative: in the approach to staff management, with effective channels of communication.</p> <p>3. Trust-based: allowing staff the freedom to work on initiative and to innovate.</p> <p>4. Accessible: with an informal and supportive relationship between management and the front line.</p> <p>5. Led decisively: by <i>either</i> the centre manager <i>or</i> a united and experienced governing body.</p>

² Adapted from Moore, 2008¹; includes findings from Canadian studies

Success Factors	
6.	Supportive: of the centre manager, enabling her/him to develop partnership working ability, leadership skills and the ability to engage communities, and building in support roles where desired.
7.	Coordinated: in its approach to joint delivery; align services for maximum impact.
8.	Standardised: in relation to staff terms and conditions, to secure buy in and reduce potential conflict.
9.	Joined up: in delivery.

Table III Barriers to establishing effective integrated services networks³

Barriers	
Mandate	
1.	Top-down programs: issues associated with the nature of top-down programs emanating from national/provincial government departments.
2.	Output- and target-driven programs: some national/provincial programs give no additional weight to assisting those of deprived areas.
3.	National/provincial versus neighbourhood: weak relationships between the staff of national/provincial agencies and people working in area-based initiatives or localities.
Commitment	
4.	Support: lack of commitment and support from senior management.
5.	Management: lack of management at the strategic level in order to remain credible at operational level.
6.	Fiscal resources/resource allocation: lack of funding; conflicts within or between agencies over resources, sustainability and financial uncertainty, time and resource costs of joint working, lack of joint budgets.
Strategic Planning	
7.	Vision: lack of vision and strategic planning.
Structure	
8.	Leadership: lack of leadership or a lead agency.
9.	Government departments: limited amount of joint working between departments and program inflexibilities; departments need to be joined up.
10.	Professional and agency cultures: different professional ideologies and agency cultures/values.
11.	Non-fiscal resources: lack of the 'right' staff available to come together to resolve different perspectives. Challenges concerning the provision of qualified staff, achieving inclusiveness; physical space in which to work together effectively; allocation of time for joint working, constant reorganisation; frequent staff turnover, inadequate or incompatible IT systems, negative professional stereotypes, lack of trust and understanding between individuals and agencies were highlighted.
12.	Competing priorities: different priorities, time scale and boundaries.

³ Adapted from Moore, 2008¹

Barriers

Process:

13. **Roles and responsibilities:** lack of clarity regarding roles and responsibilities; issues of too many players and initiatives, developing effective decision-making mechanisms.
14. **Aims:** lack of consensus, over-ambitious aims, or differences in organisational aims.
15. **Interest:** low staff morale; *lack of incentive* - given that joint working carries a number of costs there need to be clear incentives to promote integration.
16. **Communication:** poor communication, common use of language, and information sharing.
17. **Training opportunities:** lack of ongoing training skills and capabilities; also a perception among some staff that they required additional multi-agency training in order to meet the demands of any new or extended role, as well as training to enhance their knowledge and understanding of other agencies and the way they operated.

Appendix I: Best practice principles for integrated ECD centres⁴

Integrated services

- **Co-location of services** – The services to be integrated are housed in the same premises if possible.
- **Centre accessibility** – Centres are easily accessible to parents, both in the physical/geographical sense and the psychological sense.
- **Service accessibility** – Access to the different services and programs provided by the centre is made as simple as possible.
- **Principles of integrated working** – These are embedded into all policy and practice documents and are communicated to all staff and parents.
- **Information sharing** – There is effective information sharing within the integrated team and with relevant external services, based on obtaining consent from the family for information sharing at the start and through any interventions.
- **Service networks** – Each centre is part of a comprehensive integrated service system that is able to address all the factors known to put children and families at risk.
- **Referral to and from other services** – There are standardised referral processes for referrals into or out of the service, with obtaining consent from parents for information sharing and providing feedback to referrers as an integral part of the process.
- **Community use of facilities** – Facilities are available for use by parent and community groups.

⁴ Appendix B from Moore, 2008¹

Governance

- **An integrated governance model** – Centres have a governance structure that has control over a pooled budget and a mandate and accountability to provide management, planning and administration and ensure the delivery of comprehensive services and supports.
- **Commitment to integrated service model** – All those involved in the governance of the centre as well as other service and community stakeholders are strongly committed to the integrated service model.
- **Parental involvement in governance and planning** – Services should be planned in partnership with parents who, if given the opportunity, can be highly perceptive about their own needs
- **Community consultation and involvement in planning and governance** – The local community (including residents, interest groups,) should be regularly consulted about community service needs and directly involved in the planning and governance of children’s centre services.

Management and structure

- **Effective leadership** – Strong leadership is critical to making integrated service provision a success. Leaders need to be able to inspire and support all staff through a process of change. Effective leaders need to be able to work across traditional divides and create new solutions to service delivery challenges.
- **Support and training for leaders** – Leadership of an integrated service is a challenging role, and ongoing support and training for managers is needed.
- **Positive organisational climate** – The Centre manager and senior staff seek to build a positive organisational climate based on mutual respect and effective communication with staff, parents and other stakeholders.
- **Industrial issues** – Differences in staffing conditions and responsibilities can create tensions between staff, and these need to be addressed.
- **Clarification of staff roles** – Delivering programs within an integrated service model is challenging for staff used to working within traditional standalone service formats, and clear descriptions of their new roles within an integrated service need to be developed.

Service philosophy and practice

- **Clarity of focus** – Centres develop a clear understanding and agreement as to who is the principle focus of Centre activities, and how the sometimes competing needs of children, parents and families are to be met.
- **Outcomes-based approach** – Staff and parents develop agreements as to what outcomes the centre should be seeking to achieve, and staff keep these outcomes in mind at all times when designing and implement programs.
- **Logic modelling** – Staff have a clear understanding of how the services provided achieve the desired outcomes.
- **Common service philosophy** – All services and service providers share a common philosophy regarding staff relationships with children and families.

This should incorporate family-centred and strength-based approaches.

- **Universal and inclusive service provision** – The core services provided by centres are universal (i.e. available to all children and families), and centres adopt an inclusive and non-stigmatising approach to programming and planning.
- **Cultural sensitivity** – Services are sensitive and responsive to family and community cultural, ethnic, and socioeconomic diversity.
- **Family care-giving practices** – Wherever possible, family care-giving practices should be incorporated into the centre’s care, so that the child and family see the centre as a natural extension of the home.

Service provision

- **Services for children** – Centres provide children with stimulating and safe learning environments and a wide variety of learning and social experiences and opportunities.
- **Early care and learning** – Centres seek to integrate traditional forms of child care and kindergarten practices into a seamless early care and learning approach.
- **Family and community priorities** – Programs and services are based upon the needs and priorities of families and communities.
- **Evidence-based practice** – Both the manner in which services are provided as well as what form the services take are based on the best available evidence regarding effective service delivery.
- **Monitoring children’s development** – Staff help parents monitor children’s developmental progress and wellbeing, and take parental concerns about their children seriously.
- **Services for families** – Families have available to them a range of support and intervention programs and services, including parenting programs.
- **Provision of information** – Centres ensure that parents are fully informed about the services and facilities that available to them, both within the centre and outside.
- **Parent-to-parent contact** – Centres provide a range of opportunities for families to meet other families, and promote the development of supportive social networks.

Relationships with children

- **Engagement with children** – Relationships with children are characterised by a fundamental respect for each child, and a recognition of the importance of them building attachments with caregivers.
- **Child-centred practice** – Work with children is based on the core principles of child-centred practice, including responsiveness and building on children’s strengths and interests.
- **Protection from harm** – The social and physical environment will be designed to protect children from harm.

Relationships with parents

- **Engagement with families** – The commitment and consistency with which staff engage with families is critical. The starting point of this relationship is a fundamental respect for families, which is reflected in policies as well as practices.
- **Family-centred practice** – Work with families is based on the core principles of family-centred practice, including building partnerships with parents, basing services on family priorities, and recognizing and building on family strengths and competences.
- **Family-friendly environment** – The Centre provides a welcoming and family-friendly physical and social environment.
- **Reaching marginalised families** – Special efforts are made to reach and engage marginalised families, such as those with limited social networks and few experiences of working positively with child and family services.

Teamwork

- **Relationships between team members** – Effective integrated working is founded on and sustained by strong personal relationships between staff. Training and support should focus on building and maintaining such relationships.
- **Models of teamwork** – Teamwork is based on an interdisciplinary teamwork model, with transdisciplinary and key worker models used for selected families.
- **Commitment to integrated service model** – Staff selection and training is based on ensuring that staff are committed to the integrated service model.

Training

- **Pre- and post-establishment training** – To ensure the successful establishment of new Centres, the staff involved are provided with support and training in integrated service delivery (including teamwork).
- **Skills for engaging children** – Staff are provided with training and ongoing support in the core skills needed to work effectively with children.
- **Skills for engaging parents** – Staff are provided with training and ongoing support in the core skills needed to work effectively with parents, including relationship building, partnership building, family-centred practice and strength-based approaches.
- **Monitoring child and family needs** – Staff are provided with training in helping parents monitor their children’s development and in discussing parenting and family issues.
- **Cross-disciplinary training** – Training in core skills and knowledge areas is conducted on a cross-disciplinary basis.
- **Induction of new staff** – There are induction processes designed to support new staff in becoming effective members of the integrated service team.

References

1. Moore T. Evaluation of Victorian children's centres. Literature review. Melbourne, Australia: Department of Education and Early Childhood Development; 2008 Aug. Available from: <https://www.eduweb.vic.gov.au/edulibrary/public/earlychildhood/integratedservice/childcentreview.pdf>.