Intersectoral Governance for Health in All Policies Structures, actions and experiences

Forward Since the arrival of the new millennium, the field of health promotion has added many emerging areas related to health to its field of interest and action.

Many of these areas were, of course, anticipated in the Ottawa Charter on Health Promotion; nonetheless there has been an explosion of interest in three critical areas in recent years, namely on the social determinants of health, governance, and Health in All Policies, and more specifically "the translation of Health in All Policies from a policy principle into a policy practice".

Table 1.3 *Definition of the nine governance actions in the conceptual framework*

Evidence support
The key factor for evidence support as an action is the co-production of evidence, and the notion of "shared" evidence. It implies a sense of agreement upon acceptability of the evidence produced and gathered by all parties involved.

Setting goals and targets
The action of setting goals and targets is about reaching multisectoral agreement on desired public policy outcomes, goals and targets. This agreement can then be translated into each sector having more specific targets that contribute to the whole, and may lead to the development of more specific plans and strategies to achieve goals and targets.

Coordination Coordination refers to mutual adjustment in agreed fields of action. The focus on action in coordination is specifically intended to improve synergies between sectors, reduce fragmentation of action, and decrease duplication. Coordination, with an action focus, refers to efforts to organize and coordinate action and goes beyond communication and information exchange.

Advocacy Advocacy as an action has two potential foci. First, it may aim to promote a shift in attitudes, culture and the social, political or physical environment. Second, it may aim to support or stimulate legal or legislative change. Broadly, advocacy actions can relate to awarenessraising or agenda-setting for government policies, laws and regulations.

Monitoring and evaluation

Monitoring and evaluation is a governance action to measure progress on the SDoH. This may be done through agreed indicators and knowledge management arrangements, or take the shape of evaluation reports.

Policy guidance Policy guidance as an action includes policy orientation or recommendations that are made with other sectors, including health. The governance action here refers to the fact that direction is provided to guide what should be done in terms of joined-up policies, including in a national plan or policy strategy, etc. It is distinguished from implementation support in that it focuses on the "what" of policy recommendations rather than guidance on the "how" of policy implementation.

Financial support

Financial support involves the mobilization of specific funds. Financial support refers to the action of allocation, pooling and disbursement of funds to finance intersectoral action and joint programmes for health.

Providing legal mandate

The provision of a legal mandate is a governance action that reflects high-level support for action on the SDoH. As a governance action, it supports HiAP by providing a mandate for aligning different sectors to implement or adopt HiAP.

Implementation and management

Implementation and management are situated at the end of the spectrum of governance actions as they refer to the action-oriented implementation of proposals resulting from the other actions and the administration, oversight and management of those activities related to HiAP implementation.

Table 1.2 *Glossary of terms of the study's key concepts*

Effectiveness An intersectoral governance structure is effective to the extent that it contributes to integrating health in other policies. Effectiveness should therefore be delineated from "lip-service" or post-decision justification. Effectiveness would include intersectoral action that has made a difference in the end-point.

End-point The end-points of intersectoral actions aim to effect changes in other policies, such as changing the justification, the evidence base, the contents, its financing and implementation or legal basis for these policies such that they have a positive influence on health or determinants of health. The changes of the determinants or population health are not considered as the end-points since this would entail an analysis of the interventions taken. Governance Governance is the system of decision-making whereby directions are set, authority is exercised, and events are monitored and managed. Governments that recognize the complexity of social and economic factors will govern through engagement with market and civil society actors in policy development and implementation. Governance may include action that goes well beyond government by delegating policy formulation and policy implementation or parts of it to stakeholders or stakeholder organizations. In essence governance is about power relationships.

Health in All Policies Health in All Policies is the policy practice of including, integrating or internalizing health in other policies that shape or influence the SDoH. These determinants include transport, housing, tax and agricultural policies, to name a select few. Health in All Policies is more concerned with the "big issues" and less with individual programmes or projects. Depending on the institutional context of a country, these policies may be found at the national, regional, local level or dispersed in multilevel governance systems. HiAP is a policy practice adopted by leaders and policy-makers to integrate consideration of health, well-being and equity during the development, implementation and evaluation of policies. This policy practice "requires a new form of governance where there is joinedup leadership within governments, across all sectors and between levels of government" (Adelaide Statement, 2010).

Health sector For the purpose of the study, "health sector" is defined as all organizations, stakeholders and procedures in the remit of the minister responsible for health, which includes the ministry and other related statutory organizations. What is considered as the health sector may therefore be different from country to country. The term "health sector" is different from "health system", since the latter is based on an abstract model of functions and goals.

Health system Health systems are composed of functions (governance, financing, resource generation, delivery) contributing to the achievement of goals (population health, equity, fairness, non-medical expectations of citizens and patients). A health system consists o f all the organizations, institutions, resources and people whose primary intent is to promote, restore or maintain health. This includes efforts to influence determinants of health as well as more direct health-improving activities. A health system is therefore more than the pyramid of publicly owned facilities that deliver health services; it includes intersectoral action by health staff. (WHO, 2007).

Intersectoral governance structures These are structures that exist to facilitate the collaboration between different ministries, departments or sectors. Intersectoral structures are "tangible" or "visible" in terms of leaving a trace in the organigram or prescribing distinct entities or procedures inside government and administration. Intersectoral governance structures are in this respect different from collaboration based merely on personal relations.Intersectoral structures can be owned or co-owned by the ministry responsible for health or by the whole government. Also included are other ministries' intersectoral governance structures to the extent they are accessible to the ministry of health.

Intersectoral governance actions These are actions facilitated by intersectoral governance structures that aim to align other governance policies with health objectives. Examples of different intersectoral governance actions include evidence support, setting objectives, goals and targets, coordination, advocacy, monitoring and evaluation, policy guidance, financial support, providing legal mandates, implementation and management. They therefore range from rather "soft" to "hard" interventions and cover all stages of the policy cycle.

16 Intersectoral Governance for Health in All Policies