

# INTERNATIONAL INNOVATIONS IN PUBLIC SECTOR EXTERNAL SERVICE DELIVERY



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## Executive Summary

The global economic crisis has brought about a shift from a primary focus on service improvement to increased emphasis on cost effectiveness. Governments need to pay more attention to whether the programs being delivered meet important social and economic goals and to the measurement of service performance. Both cost reductions and service improvement can be accomplished in part by innovative approaches to service delivery. Thus, the sharing of service innovations across the world has become much more important. The challenge for Canada is to sustain its leadership in those areas where it is at the forefront and to learn from international initiatives where it needs to advance more quickly or more innovatively.

Public sector external service delivery is a multi-faceted enterprise that can be divided for analytical purposes into two broad categories. Part I of this study examines the “what” category of service delivery by examining service innovations in the areas of access, collaborative service delivery, personalization and segmentation, transparency and openness, channel management and technology, citizen and community engagement, and new service delivery organizational arrangements. The distinctions in this first part among the several dimensions of service delivery are somewhat artificial because most of these dimensions are closely intertwined. Part II focuses on the “how” category of service delivery - on service management - by examining performance measurement, service policies and strategies, service charters, service awards, and the professionalization of service staff.

Except for the country studies on service management contained in Part II; the study explores leading practices in service innovation, no matter where in the world outside Canada they are found. The analysis is underpinned in large part by case studies of service innovations drawn from jurisdictions outside Canada and identified by a variety of means, including award programs. The study also draws on many other examples of service innovation and on relevant academic and professional writings. It is notable that Canada, compared to countries such as the United Kingdom and Australia, invests only modest resources in studies on the various aspects of service delivery.

Successful service management requires visible and sustained strategic leadership that is animated by a vision of citizen-centred service and that comes from both the political and public service sides of government. The increasing scope and complexity of service delivery in public governance and management argue strongly for central leadership and guidance from a whole-of-government perspective so that service management can be carried out within an integrated - or at least a coherent, coordinated and collaborative - set of policies and structures. Some governments have parceled out responsibilities for service delivery to several different actors, each of which may think it is playing the lead role. These governments need to keep in mind that service integration is a central element of the current movement in public administration toward Integrated Public Governance characterized by the joining up of policies, programs, services, structures, processes and systems across departmental, governmental and sector boundaries.

In Part III of the main body of this report, I have provided 38 recommendations divided into three areas:

- General recommendations;
- Recommendations on the “What” of Service Delivery; and,
- Recommendations on the “How” of Service Delivery.

Among the major recommendations flowing from this study of international service innovations are these:

- In light of strained economic circumstances, greater emphasis should be placed on administrative simplification and paper burden reduction.
- Successful service management requires visible and sustained strategic leadership. In Canada’s federal public service, the Treasury Board Secretariat should provide leadership in the development of service policy and performance measurement systems. The Treasury Board Secretariat leadership should be based on a citizen-centred vision and should be augmented with political leadership and support.
- Furthermore, the increasing scope and complexity of service delivery in public governance and management argue strongly for central leadership and guidance from a whole-of-government perspective. The Treasury Board Secretariat is best-positioned to play this critical role.
- Service management should be carried out with an integrated – or at least a coherent, coordinated and collaborative – set of policies and structures. The key is to organize responsibilities for service delivery with a focus on citizen-centred service uppermost in mind.
- The federal government, in collaboration with other orders of government where possible, should invest in research and task force reports that strengthen the foundation for decisions on the various dimensions of service delivery. As in the United Kingdom and Australia, these reports should be made widely available to the public.
- An international community of practice on public sector service delivery should be established as the counterpart to such domestic bodies as Canada’s Public Sector Service Delivery Council. This would help to ensure that Canada can continue to draw upon innovations elsewhere in a continuous fashion rather than relying on occasional studies. The Institute for Citizen-Centred Service (ICCS) may be able to play a leading role in this undertaking.
- In light of the strained economic circumstances, the federal government needs to give renewed emphasis to the kind of administrative simplification and paper

reduction accomplished in some other countries such as France and the Netherlands.

- Government websites should be regularly improved, at least in part on the basis of evaluations conducted by outside experts. These websites should serve effectively the needs of those who wish to connect to government through the use of Web 2.0 technologies.
- Increased effort should be made to enable citizens to provide personal data to government only once in such areas as births, deaths, changes of address and other significant life events.
- Consideration should be given now to planning for the anticipated substantial increase in the role of the private and third sectors in the delivery of government services. It is also necessary to consider the implications of the expected movement toward “co-production” in the sense of citizen-state collaboration on the design and delivery of government services.
- Government should contemplate the learning points it can draw from international experience in personalization, segmentation and pro-active service delivery.
- Concern should be focused on the contrast in Canada’s approach to publishing government information online and to fostering a culture of open government compared to the recent substantial transparency and accountability initiatives in other countries.
- Canada should strive to overcome its deficiencies with respect to the use of mobile devices for accessing government services. Remedying this situation should be part of a broader effort to develop and implement an effective multi-channel strategy that includes an appropriate balance between equitable and efficient service delivery.
- Canada needs to catch up to other countries in its use of Web 2.0 technologies and in its examination of the implications of these technologies for the various aspects of service delivery.
- There should be a study of the purposes being served by each of the government’s approaches to measuring service delivery so as to provide a better-informed basis for rationalizing and enriching the overall performance regime.
- Use and support of Canada’s widely admired Common Measurement Tool and its Citizen First surveys should be encouraged. These high profile and highly-valued results of Canada’s emphasis on action research and results-based service improvement argue for consistent use and support of these tools and initiatives.

- Consideration should be given to whether a Lean program might help some federal organizations provide more cost-effective service delivery by reducing waste.
- Government should lend strong support to Canada's world-leading efforts to professionalize service staff through professional certification and training.
- Arrangements should be made to develop and document emerging management science on service management in the public sector and to link this learning and literature to professional training of executives, managers and front-line personnel.

## Introduction

### Purpose and Organization of the Study

Until recently, it has been common practice for service delivery experts to observe that service innovations can foster both improved service and cost-effectiveness, but that undue emphasis should not be placed on cost considerations to the detriment of effective service improvement. Governments' efforts to cope with the 2009 global economic crisis have already brought about a shift towards greater emphasis on cost-effective service delivery that is likely to continue for some time. A delicate balance must be struck between the need to provide high-quality services and the need to reduce expenditures. Both cost reductions and service improvement can be accomplished in part by innovative, indeed transformative, approaches to the delivery of government services. The sharing of service innovations across the world has consequently become much more important.

Canada leads the world in some areas of public sector service delivery and is among the world leaders in several other areas. Some areas where Canada has taken the lead include:

- Service research, including documenting citizens' and businesses' service needs and expectations through the use of such instruments as Citizens First, Taking Care of Business and the Government of Canada Internet Panel.
- Measuring and benchmarking service satisfaction using standardized tools such as the Common Measurements Tool and the Institute for Citizen-Centred Service's benchmarking centre.
- Institutionalized collaboration among jurisdictions including the Public Sector Service Delivery Council, the Public Sector Chief Information Officer Council and the joint relationship between technology executives (CIOs) and service executives (Public Sector Service Professionals).
- Professionalization of service training through such initiatives as the Service Canada College and the Institute for Citizen-Centred Service's Certification Programs.
- The development and application of the Public Sector Service Value Chain.

In addition, Canada is among the world leaders in several other areas including: single window service delivery (as per the Langford and Roy report completed for the IBM Center for the Business of Government) and electronic service delivery (as per the 2010 United Nations E-Government Report).

The challenge for Canada is to sustain its leadership in those areas where it is now at the forefront and to learn from international initiatives where it needs to advance more quickly or more innovatively. While service innovations cannot simply be imported from abroad without taking account of country differences in such factors as government



institutions and the size, culture and resources of public organizations, good practices in various countries can inform and inspire innovative initiatives elsewhere. Thus Canada, despite its enviable reputation for leading-edge service delivery, can learn from the experience of countries that have moved ahead in such areas as mobile service delivery and the use of Web 2.0 technologies.

Canada also has a decentralized, three-tiered system of governance for much of its service delivery and these independent governance structures and relationships must be re-considered in light of growing service delivery complexities. Successful service improvement in the future will likely require an increased in shared delivery responsibilities among departments, jurisdictions and levels of government.

The international exchange of good practices in service delivery has had a major impact on service improvement initiatives around the world. For example, the web page on *New Zealanders' Experience*,<sup>1</sup> a multi-year research program underpinning improvements in frontline service, acknowledges the influence of the Canadian experience. New Zealand's *Kiwis Count*, a national survey of citizen satisfaction with public services, and its *Common Measurements Tool* (CMT), an instrument for measuring and comparing agencies' client satisfaction levels, are adapted under license from Canada's Citizens First surveys and its CMT instrument. Similarly, the Canadian government can benefit from examining, for example, Malaysia's use of mobile devices for service delivery and the open government initiatives of the United Kingdom and the United States.

This study provides knowledge about innovations elsewhere that can inform Canada's thinking about the next generation of service delivery initiatives. It examines notable innovations in the *external* delivery of services. It does not examine *internal service* or "*back office*" systems transformations.

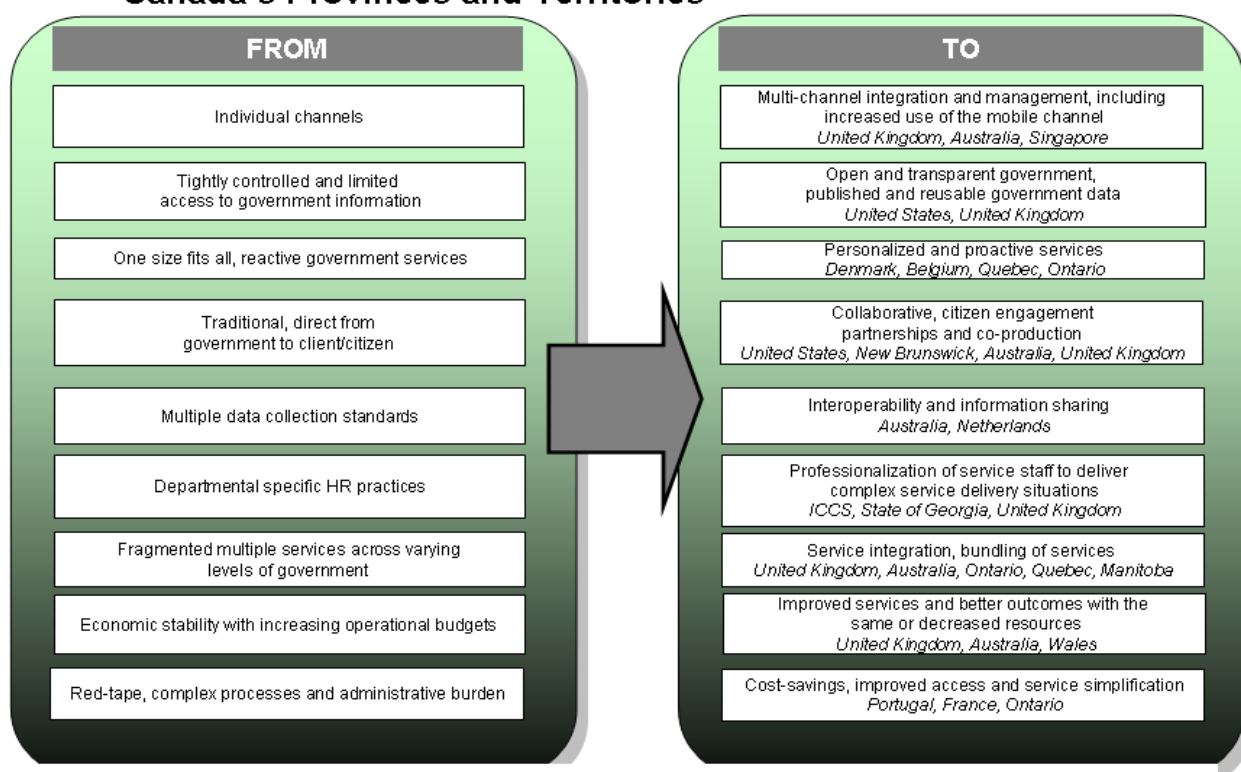
The study begins by explaining its purpose and structure and setting out the major research questions and the methodology used to examine these questions. The rest of the study is divided into three main parts. Part I examines the "what" of service delivery by examining service innovations in several areas (e.g. access, personalization). Most of the topics discussed in this part are shown in Figure 1 which identifies future trends in service delivery. Part II focuses on the "how" of service delivery by considering practices in service management, including performance measurement and service policies and strategies. Part III contains recommendations for action. Appendix A contains case studies and notes on service innovations from around the world. Appendix B shows the input form used to obtain information from various jurisdictions.

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<sup>1</sup> Available at <http://www.ssc.govt.nz/display/document.asp?DocID=7340>.

FIGURE 1

### Service Delivery Trends found Internationally and within Canada's Provinces and Territories



Joan McCalla, Service Delivery Trends: Opportunities for Canada, Presentation to Federal/Provincial/Territorial Deputy Ministers June 25, 2009.  
Ken Kerrigan Brook University: International Innovations in Public Sector External Service Delivery March 31, 2010  
Faye Schmidt, Ph.D. Schmidt & Carbol Consulting Group, Inc. Innovations in External Public Service Delivery: A Study of Innovative Public Sector Service Delivery Practices in Canada's Provinces and Territories December 16th, 2009

Throughout this study, an effort is made to provide enough information on each case study to enable readers to decide whether their needs and interests would be well served by reading the whole case study contained in Appendix A.

The study's sponsor – the Treasury Board of Canada Secretariat - specified the specific service delivery topics examined in this paper. The framework within which these topics are discussed is similar to that used in a separate study<sup>2</sup> on innovative external public service delivery practice in Canadian provinces and territories<sup>3</sup> (hereafter described as the Schmidt study). The many types of service delivery shown in Figure 1 are considered

<sup>2</sup> Faye Schmidt, Schmidt and Carbol Consulting Group Inc., *Innovative External Public Service Delivery Practices in Canadian Provinces and Territories*, 2009.

<sup>3</sup> The framework is adapted from categories developed by Joan McCalla of Cisco Systems. See J. McCalla, *Service Delivery Trends: Opportunities for Canada*. Unpublished Power Point presentation prepared for the June 25<sup>th</sup>, 2009 meeting of the FPT Deputy Ministers' of Service Delivery Table held in Halifax, Nova Scotia, and Unpublished presentation on *The Emerging Global Service Agenda: Some Observations – Next-Generation Public Sector Service Delivery and Research: Where Next?* PSSDC – PSCIOC Research Committee Workshop, September 9<sup>th</sup>, 2008.

within that framework. Note that the topics examined in this study include the six priority areas identified by Canada's Joint Councils<sup>4</sup> in December 2009, namely life and business events, transformative service delivery, channel management, performance management, self-service, and information sharing.

The term innovation is defined here as "an idea, a technique, or a device that was new to the adopting body, no matter whether it was something completely new to the world or something borrowed in whole or in part."<sup>5</sup> Bekkers et al<sup>6</sup> classify innovations into several categories:

*Product or service innovations*, focused on the creation of new public services or products;

*Technological innovations*, that emerged through the creation and use of new technologies, such as the use of mobile devices and cell broadcasting to warn citizens in the case of an emergency;

*Process innovations*, focused on the improvement of the quality and efficiency of the internal and external business processes, like the direct filing and automated assessment of taxes;

*Organizational innovations*, focused on the creation of new organizational forms, the introduction of new management methods and techniques, and new working methods. Examples are the creation of shared service centres or the use of quality systems;

*Conceptual innovations*, these innovations occur in relation to the introduction of new concepts, frames of reference or even new paradigms, like the concept of New Public Management or the notion of governance; and

*Institutional innovations*, which refer to fundamental transformations in the institutional relations between organizations, institutions, and other actors in the public sector. An example is the introduction of elements of direct democracy, through referenda in a representative democracy.

Except for the final category, this study contains examples of service innovations in each of these categories, thereby demonstrating the scope and variety of international initiatives.

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<sup>4</sup> The Public Sector Service Delivery Council (PSSDC) and the Public Sector Chief Information Officers Council (PSCIOC).

<sup>5</sup> James Iain Gow, *Learning from Others: Administrative Innovations Among Canadian Governments* (Toronto: Institute of Public Administration of Canada, 1994), p. 121.

<sup>6</sup> V. Bekkers, H. van Duivenboden and M. Thaens, "Public Innovation and Communication Technology: Relevant Backgrounds and Concepts." In *Information and Communication Technology and Public Innovation*, V. Bekkers, H. van Duivenboden and M. Thaens, eds. (IOS Press, Amsterdam/Berlin/Oxford/Tokyo/Washington DC, 2006), pp. 3–21.

## The Research Process

**Research Questions.** The main research question is how an examination of service innovations outside Canada can inform Canada's transformation of external service delivery. Among the more specific research questions are these:

- What are the most notable international innovations in the several categories of service delivery shown in Figure 1?
- What are the most notable international innovations in service delivery policies and strategies and in performance measurement systems?
- What are the recommendations for action that flow from these innovations?

**Methodology.** This study is based on:

- a review of conceptual and theoretical writings related to service delivery;
- a review of pertinent findings from survey research;
- a review of research and practice regarding service delivery in countries outside Canada;
- the preparation of case studies and notes on innovative service delivery practices in countries outside Canada; and,
- e-mail exchanges and telephone interviews with public servants associated with particular innovations.

The research team was composed of Ken Kernaghan from Brock University and Kris Bitterman, Derek Fougère, Cathy Ladds, Brian Marson, Paola Rossell and Baerbel Traynor from the Treasury Board of Canada Secretariat.

To meet immediate needs of the project's sponsor, two topics in the "how" section – those on performance measurement and service policy/strategy – were given priority in terms of early delivery. The examination of these two topics covers ten countries, including Australia, France, New Zealand, Singapore, the United Kingdom and the United States. Treasury Board of Canada Secretariat requested an examination of *the extent* of innovation in each of these six countries. Some additional jurisdictions for each topic were selected on the basis of the likelihood that they would provide helpful lessons for Canada.

The several topics set out in Parts I and II of the table of contents were informed in part by case studies that were prepared on innovative service delivery practices around the world. These case studies have been supplemented by references throughout this study to additional good practices. The research team compiled a lengthy list of possible cases from two main sources. The first was an extensive Internet search of studies and reports on innovative service delivery initiatives, including those that have been formally recognized in award programs. The second source was responses to e-mailed questionnaires sent to officials in several jurisdictions outside Canada requesting information on service delivery innovations in general and/or on specific innovations that

had been identified by other means. The study was informed also by an examination of a wide range of scholarly writings on service delivery and related topics.

The case studies are organized according to a common format. Information was sought, with varying degrees of success, on the major issue involved, the background to the innovation, the specific nature of the innovation, the challenges encountered, critical success factors, and next steps. Due largely to time constraints on the research process, information was not obtained on all of these points for all of the case studies. Unlike the Schmidt report on service innovations in Canada's provincial and territorial governments, the international reach of this study does not permit analysis of the frequency of various types of innovation. Except for the mandatory country studies on service management contained in Part II, this study focuses on leading practices in service innovation, no matter where in the world outside Canada they are found. Given Canada's leadership in service innovation, some of the reported international innovations will doubtless appear less novel to Canadian readers than to those in some other jurisdictions. Some of the good practices referenced in this study (e.g. the use of citizen satisfaction surveys) are already in place in Canada.

Readers are reminded that most of the case studies in Appendix A provide much more detailed information on many of the service innovations discussed in this study and that some of the cases cover more than one aspect of service delivery. The case study on the Georgia State Government, for example, merits special attention because of its comprehensive approach, its several innovations, and its success.

## Part I

### Types of Innovation: The “What” of Service Delivery

Public sector service delivery has become a complex and multi-faceted enterprise. The scope of this enterprise is manifest in Figure 1 which identifies the major areas in which improved service delivery can be fostered. This part of the study examines innovative initiatives in most of these areas. We begin with a discussion of the several dimensions of access to service.

#### Access to Service

In governments’ pursuit of citizen-centred service delivery, providing effective access is “Job One”. The social and economic value of governments’ policies, programs and services is enhanced by ensuring that citizens have ready access to these services. Most elements of the broad field of service delivery outlined in Figure 1 are aimed at ensuring and improving citizens’ access to information and services. Similarly, enhancing access is a significant consideration in several of the other categories of service delivery examined in this Part of the report, including, for example, personalization, transparency, and channel management.

This section focuses on innovations designed to enable citizens to access services in a rapid, simple, convenient and equitable manner. For each aspect of access discussed here, reference is made to innovative initiatives drawn from countries across the world.

#### Service Simplification and Paper Reduction

These two objectives tend to go hand in hand. Initiatives to simplify services often involve reducing the paper burden on citizens, businesses and, indeed, on governments themselves, increasingly through a shift to electronic documents. Similarly, efforts to lighten the paper burden often bring benefits in the form of improved service delivery.

An innovative example of service simplification is USAJOBS (Case Study # 1). Its aim is to simplify service for citizens seeking employment with the US federal government. It is the official federal job site – a one-stop source of jobs and employment information. The 2008 GSA Citizen Service Award document described USAJOBS as a remarkably successful initiative that has consolidated and streamlined the employment application process across the federal government. USAJOBS has achieved substantial service improvement in all areas, including applications per job announcement, daily job seeker usage, and site usage. Next steps involve making the USAJOBS’ online hiring system a world-class experience for job seekers and agency recruiters, in part through the use of social media such as Facebook and Twitter.

A good example of a paper reduction project with complementary benefits in service improvement is France’s *Ensemble Simplifions* (Let’s Simplify Together) (Case Study #2). This is a Web 2.0 portal created in September 2009 as part of a nation-wide

campaign to consult citizens on how administrative procedures can be simplified. It seeks the experience of four categories of users – individuals, business, local governments, and non-profit organizations. Users can respond to simplification proposals in several ways:

- voting on the proposals by rating them;
- commenting on the proposals by expressing their opinion;
- conveying their own simplification suggestions in order to contribute to the work in process and to possibly trigger new concrete proposals;
- taking thematic surveys (in the sections 'Individuals' and 'Businesses'); and,
- taking part in debates through the dedicated online fora (in the sections 'Local Government' and 'Non-Profit Organisations').

In October 2009, the government introduced fifteen new measures under the *Ensemble Simplifions* program. These measures are structured around three guiding principles:

- Reduction of the amount of supporting documentation demanded (e.g. by eventually doing away with the obligation to provide an extract of one's birth entry in the civil register in view of the delivery of a passport);
- Avoiding the need for users to provide the public authorities with the same information several times (e.g. by creating only one procedure to declare the loss, or to request the renewal, of one's papers - ID card, passport, car registration papers, driving licence, social insurance card; by enabling companies to perform a transfer of their head offices by means of a single request); and,
- Commitment towards service quality and timely delivery (by defining a response time for each procedure).

Note also France's *Mon.service-public.fr* initiative, discussed below under personalized service (Case Study #9), that provides through its website a section on simplifying service for businesses. Similarly, the World Bank Group has identified the Dutch *Administrative Simplification Programme* as the world leader in regulatory reform designed to reduce administrative burdens on business.<sup>7</sup> The Netherlands has used its Administrative Burden Reduction Program to become the first country to accomplish a 25% reduction in administrative burdens on business. The government aims to achieve the same reduction in administrative burdens for citizens.

Another notable effort to improve service by simplifying it is Portugal's service strategy examined in Part II of this study (Case Study #29). That strategy, called *Simplex – Legislative and Administrative Simplification Program* - takes a bottom-up approach to

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<sup>7</sup> Simeon Djankov and Peter Ladegaard, *Review of the Dutch Administrative Simplification Programme*, 2007. Available at [http://www.ifc.org/ifcext/fias.nsf/AttachmentsByTitle/Review\\_Dutch\\_AdminSimplProgram/\\$FILE/World+Bank+Group+Follow-Up+Review+of+RegRef+in+The+Netherlands.pdf](http://www.ifc.org/ifcext/fias.nsf/AttachmentsByTitle/Review_Dutch_AdminSimplProgram/$FILE/World+Bank+Group+Follow-Up+Review+of+RegRef+in+The+Netherlands.pdf).

improving service by, in part, correcting administrative rules and practices on the basis of citizen consultations.

While the focus of these simplification programs is primarily better service rather than cost savings, a new sign of the times may be Scotland's *Simplification Programme*. It is part of the Public Services Reform (Scotland) Bill that aims to assist economic recovery by reducing the number of public bodies and removing or reducing burdens on business.<sup>8</sup>

## Web Pages

The service simplification measures in France and the United States noted above indicate the value of high-quality web pages to effective citizen-centred service delivery. This point is especially well made by Utah's multi-award winning website – Utah.gov. – which in 2009 ranked as the best state government website (in the Best of the Web Award sponsored by the Center for Digital Government). The site has been described as not “just innovative and sexy, but also well-organized and easy to use” (Case Study #3).

Among the noteworthy aspects of the Utah website are such new features as location awareness, a new multimedia portal, Web 2.0 services, a data portal, forms search capabilities, and mobile applications. As of July 2009, the site's Web 2.0 tools included 27 blogs, over 100 Twitter accounts and “scads of videos.” According to Government Computer News (GCN), “Utah.gov has pulled off what is perhaps the most amazing trick of all: not looking like a state-run Web site. ... The newly redesigned official Web site for Utah ... is aesthetically pleasing and daring all at once. ... It also has an incredible amount of information and services for the citizen, and helps the state government do its job better.” Note that a private sector firm – Utah Interactive – has since 1999 helped the Utah state government to design, develop and maintain several state websites, including the Utah.gov portal.

Another imaginative government website is Denmark's citizens' portal – *borger.dk*. Its innovative approach to organizing services by life events is described in the next part of this section, and its personalized service feature is described in a later section of this study.

The United Kingdom's DirectGov website ([www.direct.gov.uk](http://www.direct.gov.uk)) (Case Study # 4) is a one-stop service portal for the government's services to citizens. It aims to give them:

- Easy and effective digital access to all the public services and information they need, when and where they need it;
- Trusted delivery of tailored services to give citizens a simple and convenient interaction with Government; and,
- New ways of communicating, utilising strategic partnerships, community groups and social media to provide better interaction with Government.

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<sup>8</sup> See <http://www.scotland.gov.uk/Topics/Government/public-bodies/simplification-programme>.



The website, which is headed “Public services all in one place,” has been subjected to a detailed critique<sup>9</sup> by Consumer Focus, a statutory body that champions the needs of consumers across the United Kingdom. Readers of the critique are bound to wonder if a lot of government websites could be improved if they were put through a similar evaluation process by outside experts. The study’s recommendations offer learning points for the designers and operators of other websites. DirectGov has also been criticized by several Internet activists who argued that they could provide a better website by using a simple webpage linked to the Google search engine. DirectGov’s response was that its website joins up information for citizens in a way that they understand whereas when working with Google citizens have to do the linking up on their own.

The United States federal government clearly understands the need for high-quality websites. Since 1999, it has used the American Customer Satisfaction Index (ACSI) (Case Study #26) as its standard tool for measuring citizen satisfaction. ForeSee Results, a private company, collects, analyzes and reports quarterly to the federal government on website satisfaction data. The ACSI methodology identifies key drivers of online satisfaction (e.g. navigation, site functionality) and quantifies the relationship of these drivers to overall citizen satisfaction. A January 2010 ACSI report found that citizens who are highly satisfied with the federal government are 52% more likely to trust the government and 50% more likely to participate with the government than those who are less satisfied. Moreover, satisfied citizens are also 80% more likely to use a government website as a primary resource before using other, more costly service delivery channels.<sup>10</sup> Case Study #19, on the use of Web 2.0 tools, provides evidence of the evolution of United States government websites from being “online brochures” to being interactive, multi-media, and richer in content.

### **Services for Life Events**

Government services are increasingly being organized and delivered in “service bundles” related to major life events (e.g. getting married, having a baby, moving). Bundling is a form of integrated service delivery (discussed in the next section) in that it involves bringing related services together – and fitting them together – so that citizens can access them in a single seamless experience based on their wants and needs. Thus, citizens should be able to easily access a bundle of services related to a particular real-world event – and to access the service bundle by making only one stop and by using the delivery channel of their choice.

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<sup>9</sup> Liz Coll, *Does Directgov Deliver?* November 2009. Available at [http://directgov.consumerfocuslabs.org/assets/uploads/2009/10/ConsumerFocus\\_Does-DirectGov-Deliver.pdf](http://directgov.consumerfocuslabs.org/assets/uploads/2009/10/ConsumerFocus_Does-DirectGov-Deliver.pdf)[http://www.deloitte.com/assets/Dcom-Canada/Local%20Assets/Documents/ca\\_govt\\_web20\\_mar08\\_EN.pdf](http://www.deloitte.com/assets/Dcom-Canada/Local%20Assets/Documents/ca_govt_web20_mar08_EN.pdf).

<sup>10</sup> Mark Malseed, “Study: Satisfaction with Federal Gov Websites at All-time High,” *OhMyGov*, January 26, 2010. Available at [http://ohmygov.com/blogs/general\\_news/archive/2010/01/26/study-satisfaction-with-federal-gov-websites-at-all-time-high.aspx](http://ohmygov.com/blogs/general_news/archive/2010/01/26/study-satisfaction-with-federal-gov-websites-at-all-time-high.aspx).

Denmark's citizens' portal – *borger.dk* – takes an innovative approach to bundling services according to life events at *MyPage*.<sup>11</sup> Based on a survey of citizens, the government has developed a set of 12 different “personas” each representing a particular segment of Danish society in terms of life stages and life situations. Information relevant to each persona can be added to the website incrementally. Think of Peter, one of the personas, who is a 33-year old Dane living in an apartment in Copenhagen with his wife Anne. Peter uses MyPage and *borger.dk* to obtain an overview of his financial situation. These personas are made available to other Danish public authorities as reference models.

Singapore's *my cpf* has won several awards for innovative excellence in relation to services for life events, bridging digital divides and personalization (see Case Study #5). The term *my cpf* stands for “my Central Provident Fund” (CPF). The CPF is a comprehensive social security savings plan that provides for citizens' retirement, healthcare and housing needs. CPF programs and services are packaged according to citizens' life events (e.g. starting work, reaching 55). Citizens are shown how the decisions they make at each life event can affect their overall retirement savings.

As part of its report on the United Kingdom's DirectGov website, Consumer Focus (mentioned previously) notes that using “the interest-based themes” can be frustrating. “For example, if you are a young parent do you look in the parenting section or in young people? Are passports exclusively about travel, or do they relate to citizenship and nationality?” The report suggests that users be able to tailor content around their own interest and identity and provides a notable model in the form of Rebridge-i service that is described as responding automatically to users' needs and preferences.<sup>12</sup>

### **One-time data provision**

A related United Kingdom initiative is *Tell Us Once* (TUO), a major project led by the Department for Work and Pensions for the whole government that aims to transform the way in which citizens inform the central and local governments about changes to their life circumstances<sup>13</sup> (see Case Study #6). During the pilot phase, the focus of the project has been on the extent to which it is feasible to tell the government only once about a birth or death and have that information passed along to other relevant departments. A progress report on TUO asserts that customer feedback has been very positive, that the service reduces stress on citizens at a vulnerable time in their lives, and that savings in capacity and resources have been identified. Two of the local governments (Lambeth and Southwark) involved in piloting the project have won public service awards for sharing data on bereavements. In Lambeth's case, it was noted that upon a bereavement as many as 40 contacts with government used to be required.

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<sup>11</sup> See <http://www.epractice.eu/en/cases/borgerdk>.

<sup>12</sup> See *Community and Life Events* at [http://cms.redbridge.gov.uk/community\\_\\_life\\_events.aspx](http://cms.redbridge.gov.uk/community__life_events.aspx).

<sup>13</sup> Local Government Delivery Council, *Tell Us Once: Case Study*. April 2009. Available at <http://www.idea.gov.uk/idk/aio/10012779>.

A December 2009 United Kingdom government strategy document announced that the TUO program would be implemented nationally in 2010 for notification of births and deaths.<sup>14</sup> The program's purpose is to reduce the number of agencies that citizens have to contact from two to one in the case of a birth and from seven to one in case of a death. The 2010 initiative is to be followed in 2011 by a series of local pilots for change of address that, if successful, will also be implemented nationally.<sup>15</sup>

The Government of Western Australia provides, at [www.lifeevents.wa.gov.au](http://www.lifeevents.wa.gov.au), an online service allowing citizens to simultaneously notify several government agencies about changes in personal details relating to change of address, birth, death and change of name. Work is in progress to add other life events and increase the number of participating agencies. South Korea has announced plans to implement a similar system for ten life events, beginning with bereavement and gradually including such events as birth, marriage, moving and education.<sup>16</sup>

A complement to the theme of telling government just once is *asking government just once*. The Ask Just Once theme is the focal point of the Government of South Australia's strategy to use technology to transform service delivery so that both citizens and businesses only have to ask once to get the service they require.<sup>17</sup> To implement this strategy, the government has established four priorities:

- Coordinate service delivery channels and improve access to services;
- Provide front-line service delivery staff with better tools;
- Ensure the success of Shared Services; and,
- Align organizational and technology capability with service delivery strategies.

### **Mediated Access to Services**

Modest progress is being made in some jurisdictions towards ensuring that citizens receive the assistance they need to access the service they want through the service delivery channel of their choice. As explained below, mediated access often involves assistance designed to overcome digital divides, through such means as Singapore's customer service officers assisting citizens in CitizenConnect centres. Access Florida (Case Study #21) has a large Community Partner Network whereby volunteers, rather than paid employees, assist individual citizens in one-stop locations to submit a single

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<sup>14</sup> *Putting the Frontline First: Smarter Government*, Cm 7753. Available at <http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>.

<sup>15</sup> GC News, Kable, "Government Outlines Back Office Cuts," December 7, 2009. Available at <http://www.kable.co.uk/smarter-government-back-office-frontline-first-07dec09>.

<sup>16</sup> "Services for Public to Be Made More Convenient," *The Korea Times*, November 28, 2009. Available at [http://www.koreatimes.co.kr/www/news/nation/2009/10/113\\_54448.html](http://www.koreatimes.co.kr/www/news/nation/2009/10/113_54448.html).

<sup>17</sup> Government of South Australia, *Ask Just Once*. Available at [www.cio.sa.gov.au/eGovernment/ask-just-once-8pp.pdf](http://www.cio.sa.gov.au/eGovernment/ask-just-once-8pp.pdf).

application for benefits. The State of California has a Live Help service whereby citizens can ask a ca.gov operator to help them find information that is available at a ca.gov website.

### **Bridging the Digital Divide**

An enduring and pervasive issue in public sector service delivery is the extent to which technological innovations improve access for all citizens. The issue is commonly expressed in the form of digital divides between the young and the old, urban and rural residents, the rich and the poor, the technologically literate and illiterate, and the able bodied and the disabled. Most of these distinctions are better conceptualized along continua rather than as polar types.

Reflecting recent emphases in the international sphere, this section focuses on citizens who are deprived of Internet access to government services for social, technological or physical reasons. There are two major challenges here: improving Internet access for those who need it and providing service through other channels, especially the telephone and over-the-counter, for those who are unable or unwilling to go online. There is tension between fairness and greater cost-efficiency via the Internet channel. Ideally, fairness demands that citizens be able to access the service they need through each major delivery channel and to do this regardless of their social, physical, demographic, geographic or technological circumstances.

There is, however, growing pressure on citizens to migrate to the Internet channel. Those who resist will at the very least experience slower, more time-consuming service and gradually, in the view of many, relatively less access to government information and services. Moreover, to the extent that the promise of Web 2.0 techniques is realized, the computer illiterate will become increasingly disadvantaged in communicating with governments. Similarly, disabled persons face a variety of barriers to accessing government services via the Internet.

The European Commission is pursuing an e-Inclusion initiative animated by evidence that 30-40% of Europeans are not benefiting fully from the digital society because of such factors as geographic location, disability and age, gender, culture and language, lack of skills and information, and precarious economic conditions. The Commission is working to encourage European Union member states to deal with this challenge by overcoming or reducing such barriers as fragmentation and lack of coordination, lack of consideration of e-Inclusion issues across policies, and poor focus on the needs and interests of disadvantaged groups.<sup>18</sup>

A United Kingdom study on digital inclusion argues that “[t]echnology is so tightly woven into the fabric of society today that ICT deprivation can rightly be considered

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<sup>18</sup> European Commission, *European Initiative On an All-inclusive Digital Society: Frequently Asked Questions*, Brussels, November 29, 2007, Memo/07/527, p. 5. Available at <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/07/527>.

alongside, and strongly linked to, more traditional twentieth century deprivations, such as low income, unemployment, poor education, ill health and social exclusion.”<sup>19</sup> Thus, it is important to identify service innovations tailored to overcoming, or at least ameliorating, barriers to Internet access.

Singapore’s *my cpf* services are designed to bridge the digital divide by providing, especially for senior citizens, counter and call centre services as well as Internet access, and by helping those who are “technologically challenged.” This approach is described as “Different strokes for different folks.” The services include:

- Biometric e-counters – allows customers who cannot remember their password to log in to the website using their thumbprints and identify cards;
- e-Helpdesk – real time online assistance from the Call Centre for those who are not familiar with the CPF website;
- e-Ambassadors – customer service officers at the e-counters who are on hand to help citizens unfamiliar with the electronic services; and,
- m-Ambassadors – customer service officers armed with Ultra Mobile Personal Computers (UMPCs) to serve and carry out transactions for customers and provide “Service on the Move.” (Note that Singapore’s wireless network covers the whole country.) The m-Ambassadors can visit citizens in their homes if they report difficulties to the call center or if they have been identified as being eligible for payments not received.

Singapore’s *CitizenConnect Programme* is reported to have “effectively bridged the digital divide and revolutionized the options available to the Singapore government by breaking down the language and education barriers traditionally associated with online services.”<sup>20</sup> This program is part of the government’s strategic thrust to extend the reach of electronic services to its citizens, especially those who lack Internet access or who have low Internet literacy or low English literacy. Citizens have free access to government e-services (computer and Internet facilities) at a large number of CitizenConnect centres near their home or workplace rather than having to travel to government offices – with the possible result of a reduction in service counters at government agencies. Customer service officers are available to provide assistance.

Singapore also has the *Silver Infocomm Initiative* - a three-year program (2007-2010) to bridge the digital divide among senior citizens aged 50 and above by providing training in digital lifestyle skills. Eighty senior-friendly and convenient IT learning hubs, called Silver Infocomm Junctions, are being created to provide affordable IT training and a customized curriculum for senior citizens.

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<sup>19</sup> Ellen J. Helsper and Department for Communities and Local Government, *Digital Inclusion: An Analysis of Social Disadvantage and the Information Society*. October 2008. Available at <http://www.epractice.eu/files/media/media2299.pdf>.

<sup>20</sup> Stockholm Challenge Event 2008, *CitizenConnect Programme*. Available at <http://event.stockholmchallenge.se/project/2008/Public-Administration/CitizenConnect-Programme>.

In regard to the access of disabled persons to government websites, the United Kingdom's Shaw Trust, for example, notes that almost 8 million people in that country with health problems (e.g. visual, hearing or mobility impairment) cannot effectively surf the web.<sup>21</sup> Several countries, including Canada, have adopted the Web Content Accessibility Guidelines containing standards for web access by disabled persons. These guidelines outline three levels for website access – high, medium and low priority – that can be used to assess the extent of access in particular countries. Centrelink's Placed-Based Initiative, discussed at the end of this part of the study, also deserves attention for its effort to foster inclusion.

A study of integrated service delivery for disabled persons in the United States and the United Kingdom<sup>22</sup> provides a reminder that improving only web access for the disabled is not sufficient. Attention must also be given to over-the-counter and telephone access. The study sets out recommendations for serving disabled persons in the employment field that can be applied more generally.

### **Collaborative, Integrated Service Delivery**

This section focuses on innovative measures in the sphere of integrated service delivery (ISD). ISD, defined earlier, is closely related to the access theme just discussed in that it aims in large part to improve citizens' access to services. Figure 1 shows ISD as simply one of many elements of service delivery. It is, however, an especially important one in that it is closely related to several of the other elements, including channel management and evolving service delivery models. ISD enables governments to provide a more comprehensive set of services by joining them up in collaborative arrangements across departments, jurisdictions and sectors. A Deloitte study on collaborative government and Web 2.0 speaks of "the collaborative imperative" in arguing that "[c]ollaboration is the only strategy that allows today's public sector organizations to reach across jurisdictions to access critical knowledge, to adapt themselves to a fast-changing societal landscape and to significantly improve their ability to deliver services at Internet speed."<sup>23</sup>

The growing importance of ISD also lies in its relationship to a relatively neglected category among the several categories of innovations noted above, namely *conceptual* innovations. These "occur in relation to the introduction of new concepts, frames of

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<sup>21</sup> Cam Nicholl, "The Importance of Having an Accessible Website, *eGov monitor*, January 18, 2010. Available at <http://www.egovmonitor.com/node/32760>.

<sup>22</sup> Heike Boeltzig et al., *US and UK Routes to Employment: Strategies to Improve Integrated Service Delivery to People with Disabilities*, IBM Center for the Business of Government, 2009, p. 6. Available at <http://www.businessofgovernment.org/pdfs/BoeltzigUSUK.pdf>.

<sup>23</sup> Deloitte, *Change Your World or the World Will Change You: The Future of Collaborative Government and Web 2.0*, January 2009, p. 6. Available at [http://directgov.consumerfocuslabs.org/assets/uploads/2009/10/ConsumerFocus\\_Does-DirectGov-Deliver.pdf](http://directgov.consumerfocuslabs.org/assets/uploads/2009/10/ConsumerFocus_Does-DirectGov-Deliver.pdf) [http://www.deloitte.com/assets/Dcom-Canada/Local%20Assets/Documents/ca\\_govt\\_web20\\_mar08\\_EN.pdf](http://www.deloitte.com/assets/Dcom-Canada/Local%20Assets/Documents/ca_govt_web20_mar08_EN.pdf).

reference or even new paradigms, like the concept of New Public Management or the notion of governance.”<sup>24</sup> Notable in this context is the recent identification of the concept of Integrated Public Governance<sup>25</sup> that refers to the emerging era of public governance and management that is succeeding the earlier era of New Public Management. IPG involves:

- the exercise of power, authority and/or influence;
- by a broad range of political actors, including *citizens* and groups;
- that involves the *joining up* of policies, programs, *services*, structures, processes and systems; and,
- in arrangements that extend across departmental, governmental and/or sector boundaries.

ISD is a key aspect of the broader concept of IPG in that it entails the joining up of services for citizens in interdepartmental, inter-jurisdictional or inter-sector arrangements – or in a combination of these dimensions. This section examines innovative initiatives in these three categories. It does not provide an extended discussion of the benefits and barriers associated with ISD since these have been outlined elsewhere.<sup>26</sup>

### ***Interdepartmental Partnerships***

Accenture’s 2007 international report on leadership in service delivery noted that “the [Canadian] government’s progress has been limited in terms of its ability to truly transform services across departments within the federal government and across other jurisdictions.”<sup>27</sup> Thus, Canada has reason to show particular interest in initiatives taken in other countries to promote interdepartmental and inter-jurisdictional collaboration.

The United States GovBenefits.gov program (Case Study #7) provides citizens with one-stop online access to government benefit and assistance programs. Since this website’s launch in 2002, the number of programs has increased from 55, representing the 10 original federal agencies, to more than 1000, representing 17 federal agencies. The

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<sup>24</sup> V. Bekkers, H. van Duivenboden and M. Thaens, “Public Innovation and Communication Technology: Relevant Backgrounds and Concepts,” pp. 3–21.

<sup>25</sup> Kenneth Kernaghan, “Putting Citizens First: Service Delivery and Integrated Public Governance,” in O.P. Dwivedi T. Mau and B. Sheldrick, eds., *The Evolving Physiology of Government: Canadian Public Administration in Transition* (Ottawa: University of Ottawa Press, 2009), pp. 249-69.

<sup>26</sup> Kernaghan, “Beyond Bubble Gum and Goodwill: Integrating Service Delivery,” in Sanford Borins, Kenneth Kernaghan, David Brown et al. *Digital State at the Leading Edge* (Toronto: University of Toronto Press, 2007), pp. 102-36; and Kenneth Kernaghan, *Integrating Service Delivery: Barriers and Benchmarks* (Toronto: Institute for Citizen-Centred Service, 2008).

<sup>27</sup> Accenture, *Leadership in Customer Service: Creating Shared Responsibility for Better Outcomes*, p. 87. Available at [http://nstore.accenture.com/acn\\_com/PDF/LCS08Report\\_010809.pdf](http://nstore.accenture.com/acn_com/PDF/LCS08Report_010809.pdf).

mission of GovBenefits.gov is to

- Use the Internet to connect citizens to government benefit program eligibility information.
- Increase access to information, particularly for people with disabilities.
- Reduce expense and difficulty of doing business with the government.
- Continue to add programs to become the single source for federal, state, and local government benefit programs.

The lessons learned from this initiative are applicable to many other service innovations:

- *Establish a Clear Value Proposition:* Cross-agency collaboration is possible, but the program has to first answer the “What’s in it for me?” question. ...
- *Develop Shared Risk and Reward:* GovBenefits.gov created a governance model that gives partners a decision making role while accepting some of the risk associated with the program. Through their contributions, partners place a portion of their budget at risk. ...
- *Demonstrate Tangible Results Quickly:* GovBenefits.gov was up and running in just 96 days. This quick delivery demonstrated to the partners that GovBenefits.gov was well managed and serious about meeting its mission. ...
- *Keep Innovating:* One challenge that remains is the need to stay relevant to users visiting the site. ...

The critical success factors outlined in the Case Study relate to program governance, program funding, program reporting and program value. The value generated by the program in fiscal year 2008 is estimated at almost 20 times the cost to fund it.

### ***Inter-jurisdictional Partnerships***

Reference is made in Part II of this study (Case Studies # 22 and 23) to notable collaborative arrangements for comparing and improving the performance of government services across Australia’s federal, state and territorial governments. Reference is also made at the end of this first Part to Centrelink’s cross-jurisdictional *Place-Based Services Program* to improve service delivery for poor and disadvantaged people.

A United Kingdom innovation that deserves special attention is the *Kent Gateway*. It actually involves several gateways – at least one for each of Kent County’s 12 districts (currently there are seven gateways across Kent County and two mobile gateways). The gateways are one-stop shops in retail centres that offer a range of services from the Kent County Council and its local and national partners.



The Gateway (or just “Gateway” as it is described):

- provides convenient one-stop locations for access to services provided by central and local government, the voluntary sector and selected private sector partners;
- aims to maximise well-being not welfare; to major on self-help; and to offer prevention and early intervention;
- provides holistic approaches to customer need involving multiple levels of expertise regardless of service provider;
- maximises the depth and breadth of service transactions in a single journey – all of which result in a quality customer experience; and,
- provides information on public services and beyond.

Most of the gateways are joint ventures between Kent County and one or more public or private partners. Following the first gateway – the Ashford Gateway – all future gateways will have the costs shared between the partners. Since the workplace milieu is a retail one, a culture change is required for some of the partners’ staff. The partners have agreed to a neutral Gateway brand.

The range of services provided goes beyond those normally offered by service centres to deal with complex as well as routine inquiries. Gateway aims to remove the stigma attached to people accessing particular services. The services include:

- Free internet access, payment kiosks, advice, help with bus passes, rubbish, parking, blue badges, and licensing;
- Daily surgeries by agencies dealing with such matters as substance abuse groups, domestic violence forums and health checkups;
- Registering a birth or death;
- Changing Places offer fully accessible, height-adjustable facilities in the heart of the community for people with complex physical needs, their carers and families; and,
- Advice on council tax, benefits, planning, housing, social care, libraries and adult education.

### ***Inter-Sector Partnerships***

In February 2010, an organization representing more than 2000 heads of charities met with the United Kingdom’s Chancellor to argue that the third sector should have a greater role in delivering public services. They suggested that they, along with voluntary and not-for-profit organizations, understood better what clients needed and had the expertise to provide more effective and personalized services in such areas as health and social services – and at reduced cost.<sup>28</sup>

Not only voluntary and not-for-profit organizations but also business organizations are

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<sup>28</sup> “Charities Want Greater Role in Public Service Delivery,” *Public Net*, February 26, 2010.

featured in the current “syndicated services” scenario that envisages non-governmental organizations delivering more and more government services. It is anticipated that ITC advances will permit the joining up of government services and the linking of services from the public, private and third sectors to be handled by the non-governmental sectors.<sup>29</sup>

Some of the service innovations discussed elsewhere in this study have involved government-business interaction. The celebrated State of Utah website is managed and operated without tax funds by means of a public-private partnership between the government and Utah Interactive, the state’s official e-Government partner.

BearingPoint, the international management consulting firm, collaborated with the State of Texas to build an online portal to integrate state and local governments into a one-stop-shop for both individuals and businesses. The partnership involved a self-funded business model in which BearingPoint provided all of the upfront capital investment – an investment that was recovered through a combination of transaction and service fees. BearingPoint pays the state a percentage of the revenue from these fees, thereby adding substantial revenue to state coffers.

Bearing Point also worked with the government of the Republic of Ireland to develop the Public Services Broker under the auspices of the Reach agency. The agency’s mandate is to provide a single point of access to public services. The Public Services Broker is an integrated set of processes, systems and procedures designed to provide a standard means of access to public services. BearingPoint led the design and implementation phases of the project.

## **Personalized, Segmented and Pro-Active Service Delivery**

### ***Personalized Service Delivery***

Increasingly, citizens are demanding that governments provide the same level of personalized service that they receive from business organizations. Thus, governments are under strong pressure to move from a one-size-fits-all approach to service delivery towards one that fulfills as closely as possible the specific needs of individual citizens. Personalization tailors or customizes services to meet individual needs. This can be done in two major ways. Governments can use access to a citizen’s/client’s history as a basis for understanding his or her particular needs and for being proactive in suggesting services that meet those needs. Governments can also set up a customized web page for each citizen that brings together the services that the citizen uses together with an account of the information that the government holds on that citizen.

Consider these examples of personalization. Denmark’s *borger.dk* portal ([www/borger.dk](http://www/borger.dk)), noted earlier, provides one-stop entry to the country’s public sector.

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<sup>29</sup> Kenneth Kernaghan, *Integrating Service Delivery: Barriers and Benchmarks* (Toronto: Institute for Citizen-Centred Service, 2008).

This website has a feature called *MyPage* that provides all citizens with a personal page where they can view the information that government holds about them (e.g. tax data)<sup>30</sup> and add personal data on their own. Among the possible next steps are features such as SMS reminders and receiving e-mail messages from public authorities through *borger.dk*. Another example of personalization came in late 2009 from the United Kingdom Employment Minister who envisaged that unemployed persons would soon have their own personalized web page that would link to jobs suited to their qualifications. They would also be able to track their benefit claims and to receive reminders about their next meeting with their employment advisor. In addition, advisors would be expected to be pro-active in emailing unemployed persons with job vacancies and online learning opportunities.<sup>31</sup>

Personalized service delivery is closely related to the two topics just discussed - improved access to service and collaborative service delivery. Personalization can involve customizing services and service channels so that citizens can access services according to their particular needs. And it can involve the integration of services (e.g. disability services) across departmental, governmental and sector boundaries to meet citizens' specific needs in a seamless and comprehensive fashion. Personalization is also tightly linked to the subsequent discussion of citizen and community engagement in that government requires input from stakeholders in order to tailor services to their needs.

Case Study #8 examines Belgium's award-winning *Crossroads Bank for Social Security* (CBSS) that was established in 1990 to counter widespread complaints from citizens and employers about poorly coordinated service delivery and information management in the social security sector. Among the CBSS's objectives were integrated services that were attuned to citizens' needs, that were personalized when possible, that were delivered according to life cycle events (e.g. birth, retirement, starting up a company), and that were joined up across government levels, public services and private bodies. Personalization was to be sought through such means as granting services automatically where possible, enabling active participation of the user through self-service, and making services available through a choice of channels. Through this personalization, governments can target services to those people who really need them as opposed to providing "one-size-fits-all" services to everyone.

The CBSS has become a huge structure supporting all of Belgium's social security sector. It provides a large variety of electronic services for citizens and employers, including an integrated portal site containing, among other features, a personal page for each citizen,

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<sup>30</sup> World Summit Award. *Success Stories*. Available at [http://www.wsis-award.org/pr/successstories.wbp?story\\_id=3f1352b5-6051-4dae-b749-609f959f45ad](http://www.wsis-award.org/pr/successstories.wbp?story_id=3f1352b5-6051-4dae-b749-609f959f45ad). Cc:eGov. 2007. *Case Study Interviews*. Available at [http://www.ccegov.eu/Downloads/Case%20Study%20Denmark%20\\_borgerdk\\_\\_final.pdf](http://www.ccegov.eu/Downloads/Case%20Study%20Denmark%20_borgerdk__final.pdf)

<sup>31</sup> "Minister Envisions Personalized Websites for Unemployed," *GC News, Kable*, December 2, 2009. Available at [www.kable.co.uk/jobcentreplus-it-jim-knight-vision-02dec09](http://www.kable.co.uk/jobcentreplus-it-jim-knight-vision-02dec09).

each company and each professional as well as a multi-modal contact centre supported by a relationship management tool. The long list of success factors shown in the case study includes back-office integration for unique information collection and re-use of information and automatic granting of benefits in addition to integrated and personalized front-office service delivery. CBSS has also identified several concrete next steps that will in part extend services to actors in the social sector other than the social security institutions, re-engineer service delivery processes to foster back office integration with a user friendly front office, and promote the further development of e-government.

Another notable innovation in personalization is France's *Mon.Service.Public.fr* (Case Study #9), established in 2000. The second generation of this web portal was launched in December 2008 to move towards offering unified, personalized and secure access to as many government services as possible. The portal's users create a personal account for the purposes of:

- securely managing their administrative procedures online;
- accessing customized information;
- having a personal data space for entering their personal data once and for all; and,
- storing the eDocuments exchanged with public authorities (e.g. tax declaration, reimbursement files).

Access to online services has been greatly simplified so that users don't have to remember several passwords. In addition, a section of the portal - "Mes démarches 24h/24" ([www.service-public.fr/demarches24h24/](http://www.service-public.fr/demarches24h24/)) – has a search engine leading to the most complete information relating to the keyword entered, thereby providing links to:

- all relevant public services online for both citizens and businesses;
- both the address and phone directory of the public bodies involved; and,
- the websites of the relevant actors.

The portal organizes services according to such life themes as "my family," "my health" and "my taxes." A section of the portal ([www.pme.service-public.fr](http://www.pme.service-public.fr)) simplifies administrative procedures for businesses, especially for small and medium-sized enterprises (SMEs) and freelancers. The portal also displays the services most commonly used by business (e.g. company registration, public contracts).

Another important aspect of personalization is one-time-only data provision discussed above under Access – Services for Life Events. If governments have a profile of each citizen, then citizens can provide their personal information – or changes to that information (e.g. marriage) – only once. That information can then be shared across various departments.

With little coordination and information sharing between different departments and agencies, citizens are required to provide the same information over and over again. They can end up getting the runaround and are forced to make multiple visits to multiple offices—and stand in multiple lines—even for services that are

closely related. For example, someone on public assistance might need a variety of related services, including job training and placement, child care, food stamps and drug rehabilitation.<sup>32</sup>

The advantages of the one-time-only approach include removing the need for citizens to contact several departments with the same information, providing services to citizens for which they are eligible but have not formally applied, and administrative efficiencies for government. As mentioned above, France's *Service.Public.fr* has a "once and for all" feature for submitting personal data.

Similarly, the Netherlands has the *Digital Client Dossier* (DKD) – an electronic dossier to collate information about unemployed persons from a "chain" composed of the various local authorities and social services charged with getting people back to work and assisting them until they do.<sup>33</sup> The DKD makes it possible to ask for data once, record it once and reuse it again and again throughout the whole work and income service chain. The dossier is completed for all clients, all of the data are provided electronically, and both the client and agency staff have access to the data (the "show what we know" principle). The DKD is reported as succeeding, where many others have failed, to link a highly disparate group of databases while permitting the different owners of those databases to keep control over them. It is also reported to improve the job-seeking and benefit-seeking processes for clients and to greatly reduce administrative procedures. For example, clients who apply for benefits online receive application forms that already contain all known data and only have to be checked and, if necessary, completed. In turn, agency personnel can have greater confidence in the accuracy of the data.

### *Client Segmentation*

The concept of personalization is related to, but distinct from, that of segmentation. While personalization involves individuals and/or governments tailoring services to meet individuals' needs, segmentation involves governments tailoring services to meet the needs of specific groups.<sup>34</sup> Citizen segmentation involves dividing the large heterogeneous body of citizens into homogeneous groups on the basis of shared attitudinal and demographic characteristics. The ultimate aim of segmentation can be conceptualized as personalizing the whole range of government services to each citizen – to "the segment of one." However, even breaking down the citizenry into manageable segments is a formidable challenge.

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<sup>32</sup> Deloitte. *One Size Fits Few: Using Customer Insight to Transform Government*, 2009, p. 24. Available at [www.deloitte.com/dtt/cda/doc/content/ie\\_PS\\_onesizefitsfew\\_1008.pdf](http://www.deloitte.com/dtt/cda/doc/content/ie_PS_onesizefitsfew_1008.pdf).

<sup>33</sup> Epractice.eu, *Digital Client Dossier for Jobseekers in the Netherlands*. Available at <http://www.epractice.eu/en/cases/dkd>.

<sup>34</sup> For a ten-step process for applying customer segmentation to government initiatives, see *ibid*, pp. 20-1.

The incentive for pursuing segmentation is to understand the differences between the major groups making up the general population so that governments can more effectively meet the individual needs of group members – and at a reduced cost. The personalization efforts of individuals benefit from segmentation in that they can customize the services they receive from government by selecting the various segments of services that best meet their needs, e.g. immigration services for recently arrived persons from Asia or social services for rural senior citizens. Accenture recommends that public service providers undertake

detailed customer segmentation studies to understand their customer base better—their particular needs and preferences, rather than just broad demographic groupings—and use this understanding to inform all aspects of their services, including resource allocation, service design, channel strategy, and communications and engagement strategies.<sup>35</sup>

The barriers to effective segmentation include the enormous diversity among citizens, even among those who at first glance seem similar (e.g. the thirty-year old male who is poorly educated, unemployed and single and the thirty-year old male with a post-graduate degree, a stable job, a wife and a new baby). Another significant barrier is the difficulty of obtaining complete, up-to-date and accurate data. Nevertheless, governments are following the lead of the private sector in seeking to classify their citizen/customer base into segment groups to whom they can target government services and information. Citizen satisfaction surveys provide some useful segmentation data, but a great deal of demographic and attitudinal data is required to refine segment groups.

Sweden's *Forsakringskassan* – the government's social insurance provider – has increased client satisfaction and reduced costs by delivering more personalized service, in part through extensive client segmentation analysis.<sup>36</sup> Twelve customer segments that make social insurance claims were grouped into three main delivery channels: Self-service (e.g. for new pensioners, younger senior citizens); Customer service centres (e.g. for older senior citizens, persons recovering from illness); and Personal case worker/administrator (e.g. for citizens entitled to disability support, persons currently suffering from ill health). As explained later in this paper, this segmentation analysis informed government efforts to move people to the less costly self-serve channels.

In 2008, the region of Wallonia in Belgium launched *Personnalisation des Publics-Cibel* (getting to know the target public) for which it used official socio-demographic statistics on its citizens and stakeholder data to group its clients into 23 segments. An especially innovative aspect of this initiative was the creation of a client profile for each segment. Profiles were included on such central consumers of public services as individual

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<sup>35</sup> Accenture. *Leadership in Customer Service: Creating Shared Responsibility for Better Outcomes*, 2008, p. 10.

<sup>36</sup> Accenture. *From e-Government to e-Governance: Using New Technologies to Strengthen Relationships with Citizens*, 2009, pp. 63-4. Available at [nstore.accenture.com/.../From%20e-Government%20to%20e-Governance](http://nstore.accenture.com/.../From%20e-Government%20to%20e-Governance). Pdf.

citizens, public sector workers and corporation heads. These profiles have been distributed to public organizations across Wallonia as a basis for service improvement in such areas as communications and channel strategies and the design of websites.<sup>37</sup>

Northumberland County Council in the United Kingdom has segmented the county's services by applying a slightly modified version of Experian's Mosaic Public Sector lifestyle classification system. The system, which covers all of the United Kingdom, classifies consumers into 61 types and 11 groups.<sup>38</sup> Experian reports that Mosaic Public Sector is based on a total of 400 data variables and is used extensively across the public sector for such applications as targeting deprivation and tackling inequality, benefit targeting and revenue assurance, benchmarking and performance measurement, resource planning, and communications strategies.<sup>39</sup> Northumberland has used Mosaic to improve its communication strategies, to identify gaps in its service delivery and to predict "the impact that changes in service delivery will have on certain areas by identifying areas in which high-need lifestyle types are concentrated and service provision is, or may become, inadequate."<sup>40</sup>

The United Kingdom's government has produced an easily comprehensible *Segmentation Guide*<sup>41</sup> to help officials to decide whether segmentation is needed and, if so, the various ways it can be done. Accenture offers a similar, but brief, framework for applying customer segmentation to government initiatives.<sup>42</sup>

### ***Pro-Active Delivery***

An approach to pro-active service delivery that is used in several European countries is to provide citizens with a "pre-filled" tax form. Portugal, for example, (Case Study #10) has adopted a package of measures to encourage taxpayers to submit their personal income statements electronically. Citizens can download their pre-filled tax form from the Internet, correct any errors, and then submit the form to the government.

The benefits for the taxpayers are that online service is available 365/7/24, there is no need to acquire paper forms, and priority payment of any reimbursement is made. The benefits for the government are reduced resources assigned to the front-office and to collection, fewer collection errors and thus lower cost, and a decreased volume of the physical archive.

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<sup>37</sup> Accenture. *Leadership in Customer Service*, pp. 16-17.

<sup>38</sup> Experian. *Mosaic Public Sector: Putting the Citizen at the Heart of Government*, 2009, p. 8. Available at [www.bournemouth.gov.uk/.../Mosaic%20Public%20Sector%20Brochure.pdf](http://www.bournemouth.gov.uk/.../Mosaic%20Public%20Sector%20Brochure.pdf).

<sup>39</sup> Ibid, pp. 2, 7.

<sup>40</sup> Accenture. *From e-Government to e-Governance*, p. 56.

<sup>41</sup> United Kingdom, HM Government, *Section 2, The Basics of Segmentation*. Available at <http://www.cabinetoffice.gov.uk/media/208792/section02.pdf>.

<sup>42</sup> Deloitte, *One Size Fits Few*, pp. 19-21.

There are also pro-active initiatives in other jurisdictions. For example, Singapore's Central Provident Fund sends all customers a message when their employer has paid their monthly contribution rather than requiring them to access the website for this information. Similarly, customers receive personalized messages on such matters as whether their fund balance for paying their housing instalments is getting low.

As noted earlier, Denmark's public authorities are contemplating sending SMS reminders to citizens through borger.dk, and in the United Kingdom a planned personalized web page for unemployed persons would enable employment advisers to email them with information on job vacancies and online learning opportunities. Finally, as noted below, Malaysia now sends SMS notices to farmers' mobile phones to warn them of dangerous water levels.

It is highly likely that pro-active service will expand rapidly with the large and growing use of mobile devices (discussed in a later section).

## **Transparent, Open, Accountable Services**

### ***Opening up government systems and re-using data***

Recent innovations with potentially transformational impact not only on service delivery but on democratic governance in general have opened up huge amounts of government data for public consumption. Among the most prominent of these initiatives have been Data.gov. in the United States and data.gov. in the United Kingdom.

Data.gov.in the United States (Case study #11) was launched on the White House website in May 2009 with 47 datasets online. By January 2010, there were more than 168,000 datasets online. A big push was provided on December 8, 2009, when the Obama Administration released its *Open Government Directive* based on the three principles of transparency, participation and collaboration.

Transparency promotes accountability by providing the public with information about what the Government is doing. Participation allows members of the public to contribute ideas and expertise so that their government can make policies with the benefit of information that is widely dispersed in society. Collaboration improves the effectiveness of Government by encouraging partnerships and cooperation within the Federal Government, across levels of government, and between the Government and private institutions.<sup>43</sup>

The steps to be taken toward the objective of a more open government are 1) publishing government information online; 2) improving the quality of government information; 3) creating and institutionalizing a culture of open government; and 4) creating an enabling

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<sup>43</sup> Executive Office of the President, *Memorandum for the Heads of Executive Departments and Agencies: Open Government Directive*, December 8, 2009. Available at [http://www.usa.gov/webcontent/reqs\\_bestpractices/ogi-directive.pdf](http://www.usa.gov/webcontent/reqs_bestpractices/ogi-directive.pdf)



policy framework for Open Government. Each agency was required to make at least three high quality, previously unavailable data sets available on Data.Gov by the first deadline of January 22, 2010. Almost 300 new sets of data were put online by that date.<sup>44</sup>

The importance of this open government initiative is reinforced by an August 2009 study showing a strong relationship between online transparency, satisfaction and the future behaviours that increase government effectiveness, efficiency and collaboration with the citizenry. The research by ForeSee Results, using the American Customer Satisfaction Index (ACSI) discussed in Part II of this study, found that transparency drives satisfaction, and citizens who are highly satisfied with a given federal website are much more likely to engage in desired outcomes than less satisfied citizens.<sup>45</sup>

On January 20, 2010, six weeks after the United States Open Government Directive, the United Kingdom's government launched a beta (test) version of a new website called data.gov.uk (Case Study #12). None of the data is personal and all data are provided in a format that can be freely reused – and used creatively - by individuals and businesses. Among the features of the site are:

- Datasets – we have both increased the number of datasets available on the site and made the information about each dataset more extensive.
- Browsing - you can now browse datasets by listing all our data as well as common subject tags.
- Wiki – The site has now integrated a wiki which enables the sharing of community knowledge. Every dataset now links to a wiki page which includes some example headings where we hope information about using the data with sample queries and example source code can be shared.
- Forum – The site now has a forum which allows registered users to discuss aspects of the project in more depth.

A significant challenge to launching Data.gov.uk was the resistance of public servants to opening up government data to the public. This resistance was overcome in substantial part by the hands-on leadership of Sir Tim Berners-Lee (generally recognized as the inventor of the World Wide Web).

In commenting on the launch of data.gov.uk, Vivek Kundra, the United States government's Chief Information Officer, lauded the seeds of openness, accountability

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<sup>44</sup> Office of Management and Budget, "First Open Gov Deadline Brings Online Treasure Trove of Information." Available at [http://groups.google.com/group/openhouseproject/browse\\_thread/thread/f78062ca37cdf263](http://groups.google.com/group/openhouseproject/browse_thread/thread/f78062ca37cdf263).

<sup>45</sup> Larry Freed, ForeSee Results, *The Inaugural ForeSee Results E-Government Transparency Index: Quantifying the Relationship Between Online Transparency and Trust in Government*. Available at [http://www.foreseeresults.com/\\_downloads/researchcommentary/ForeSeeResults\\_EGovTransparencyIndex\\_Q42009.pdf](http://www.foreseeresults.com/_downloads/researchcommentary/ForeSeeResults_EGovTransparencyIndex_Q42009.pdf).

and transparency being planted around the world, including in several American states and municipalities.<sup>46</sup> Professor Nigel Shadbolt of Southampton University, who helped develop the United Kingdom site, has been quoted as saying that “[i]f the data can be published under an FOI (Freedom of Information) request why not publish it online.”<sup>47</sup> Data.gov.uk delivers on a major government commitment made in *Putting the Frontline First: Smarter Government*, announced by Prime Minister Brown in December 2009.

Australia and New Zealand are also making much more government data available to the public. The Australian federal government, for example, has sponsored mash-up competitions in which contestants are challenged to think up new applications for newly provided government data<sup>48</sup>.

Comparisons between the United States and United Kingdom sites are inevitable. Some experts argue that the United Kingdom site is technically more sophisticated. Data.gov.uk “offers, for instance, searchable catalogs that provide access to ‘raw’ datasets and various tools in such formats as XML, Text/CSV, KML/KMZ, Feeds, XLS, or ESRI Shapefile. A catalog of tools links users to sites that offer data mining and extraction tools and widgets.”<sup>49</sup>

The importance of transparent, open and accountable government in relation to citizen participation in the form of *co-production* (discussed below) has been captured as follows:

If they are to build trust and encourage co-production, governments need to become more transparent and accountable. They need to inform people about their policies, programs and services actively and regularly. Doing so—as some forward-thinking government organizations that have allowed citizens extensive access to information and systems are discovering—actually enhances the economic and social value of this information. It enhances the value by helping citizens make better decisions and choices, and enabling them to search for services that match their specific interests and needs.<sup>50</sup>

Other noteworthy innovations in respect of transparency, again in the United States, are

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<sup>46</sup> “They Gave Us the Beatles, We Gave them Data.Gov.,” The White House. Available at <http://www.whitehouse.gov/blog/2010/01/21/they-gave-us-beatles-we-gave-them-datagov>.

<sup>47</sup> BBC, “Tim Berners-Lee Unveils Government Data Project,” January 21, 2010. Available at <http://news.bbc.co.uk/2/hi/8470797.stm>.

<sup>48</sup> Hon. Lindsay Tanner, “Govhack Finds New Uses for Public Sector Information,” *Media Release*, November 2, 2009.

<sup>49</sup> Erika Murphy, “Sir Tim Unveils Slick UK Government Services Site,” *Technewsworld: Government*, January 22, 2010. Available at <http://www.technewsworld.com/story/69168.html?wlc=1266768481>.

<sup>50</sup> Accenture, *Leadership in Customer Service: Creating Shared Responsibility for Better Outcomes*, p. 11.

the *Recovery.gov website* and *Open Book New York*. *Recovery.gov*, examined in Case Study #13, fosters accountability and transparency by allowing citizens to track how the 2009 American Reinvestment and Recovery Act funds are being spend by federal, state and local governments. The website is a collaborative arrangement among the three levels of government. The site is reported to have an unprecedented level of openness and to be cost-efficient and easy to use.

Similarly, a website named *Open Book New York* was introduced in 2008 as one of several reforms designed to make spending by the New York state government more transparent. Online search tools that are easy to use show expenditures by 3,100 local government agencies and more than 100 state agencies as well as more than 60,000 state contracts.

The major purpose of Chicago's *Citizen Law Enforcement Analysis and Reporting* (CLEAR) is to help fight crime (Case Study #14), but it goes well beyond this. CLEAR greatly expands the basic concepts underlying data-driven crime mapping to establish a broad cross-cutting system of information gathering, storage and retrieval that gives not only law enforcement officials but also citizens a virtual view of the total crime picture in the Chicago metropolitan area. In addition, individual districts provide information through the system on such matters as available community and city services, recreational and job opportunities for youths, news stories, and community information.

In Australia, all levels of government are currently collaborating in a *National Government Information Sharing Strategy*<sup>51</sup> to share information with one another in support of the delivery of government services. The Strategy's objectives are to:

- Make it easy for the public to get access to government services.
- Improve governments' approaches to evidence-based policy and decision-making.
- Assist governments to deliver shared services to the community.
- Strengthen the agility and responsiveness of Australian governments to meet changing needs.
- Manage government information as a strategic asset, providing more efficient and effective use of it.<sup>52</sup>

### ***Innovative Use of Channels***

It is evident from discussion to this point that advances in information and communication technologies (ICTs) are enabling remarkable innovations in public sector service delivery. These technologies are commonly summed up under the rubric of e-government and are a pervasive aspect of most service delivery initiatives. An indication of the anticipated continuing impact of ICTs is the January 2010 release of the United

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<sup>51</sup> Australian Government, Department of Finance and Regulation, *National Government Information Sharing Strategy* (Australian Government Information Management Office, August 2009).

<sup>52</sup> Ibid, p. 14.

Kingdom Government's ICT strategy<sup>53</sup> that supports ongoing efforts to improve public service delivery, improve access to public services, and increase the efficiency of public service delivery. The strategy focuses on a common infrastructure (e.g., shared services and desktop services); common standards (e.g. information security and assurance); and common capability (e.g. professionalizing IT-enabled change and reliable project delivery).

This section of the study focuses on innovations in the use of ICTs to deliver government services through the Internet and the telephone, including mobile devices, and through multi-channel initiatives. Attention is also paid to the issue of migrating services to less costly self-serve channels. The next section of this study includes an examination of the closely related topic of the application of Web 2.0 technologies to promote citizen engagement.

### *The Telephone Channel*

Citizens' use of the Internet channel is rapidly growing and in some countries (e.g. Australia) it has become the channel that citizens prefer to use. In all countries, however, governments realize that service via the online channel will not replace citizens' demand and need for telephone service. A notable pilot project aimed at improving service through the telephone channel is Germany's single national telephone number for government service (Case study #15). A single telephone number by which citizens can access government services is not a new idea or practice. Canada's federal government has 1-800 O-Canada and many government jurisdictions in Canada and elsewhere have 211 (for social and health services) and 311 (for local services) telephone numbers.

The distinctive aspect of Germany's proposed approach is that the federal, state and local jurisdictions collaborate to provide information about all levels of government through a single national number (D115). The project was launched in the pilot regions in March 2009 and the pilot will last about two years. Federal, state and local agencies throughout Germany will be added to the system. The projected benefits of the new telephone number are as follows:

- *Service orientation:* D115 will make public administration more responsive to public needs: One, easy-to-remember telephone number offers businesses and private citizens a direct line to information about services provided by public administration.
- *Efficiency:* The D115 project reduces burdens on public administration: As many queries as possible will be resolved by the service centre during the initial call. That frees specialists from having to respond to telephone queries.
- *Cooperation:* The D115 project encourages cooperation between different levels of government: The project starts at local level and extends upwards; federal,

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<sup>53</sup> HM Government, *Government ICT Strategy: Smarter, Cheaper, Greener*. January 2010. Available at [http://www.cabinetoffice.gov.uk/media/317444/ict\\_strategy4.pdf](http://www.cabinetoffice.gov.uk/media/317444/ict_strategy4.pdf).

state and local governments are working together on the D115 project. All participants are actively involved and help each other.

- *International trend:* The D115 project emulates international models: central service numbers already exist in other countries.

In responding to citizens' calls, the D115 network must meet two requirements. The information requested about government services must be available in a standardized format for all network participants and as many enquiries as possible must be resolved on the first call.

Another noteworthy example of innovative use of the telephone channel – and beyond – is New York City's 311 system – the largest 311 system in the United States. Case Study #16 provides a detailed examination of this remarkably innovative initiative up to early 2008, together with the following addendum.

In April 2008, New York City Mayor Bloomberg announced that *Enhanced 311*, also known as 211, would provide one-stop social service information and referral service through the Department of Information Technology and Telecommunications (DoITT). The term “enhanced 311” is used to avoid confusing citizens with yet another number, but if citizens dial 211, their call will go seamlessly to the 311 service. Enhanced 311 gives New Yorkers access to nearly 1000 unique social services and 1,300 non-profit organizations. The City averages 40,000 311 calls each day in 170 languages. The service also provides callers with information on programs and services for which they may be eligible but about which they would otherwise not be aware.

The City's 311 service now offers Twitter via 311 Online – the call centre's web version of its hotline service. 311 Online will distribute content and receive feedback, questions and inquiries from customers through Twitter. Residents with an Apple iPhone can download an application permitting them to attach a photo to a complaint and upload it to the 311 Online service. Also under development is the use of neighbourhood wikis to share ideas on how technology can be used to solve problems at the block level.<sup>54</sup>

### ***Mobile Channel Services***

Canada is lagging behind many other countries in the sphere of mobile government – or mGov as it is often described. MGov can be viewed as the extension of e-Government to mobile platforms. It enables citizens to access government services through the use of mobile devices such as mobile telephones, laptop computers, personal digital assistants, and wireless Internet infrastructure. MGov ensures that government delivery services are “always on”, helps to extend government services through mobile equipment, and permits government services to be accessed from any place at any time.

Singapore's Central Provident Fund has adopted several innovations for improved

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<sup>54</sup> Tod, “New York City Plans Consolidation, New 311 Services and Apps Competition,” *Government Technology*, October 19, 2009. Available at <http://www.govtech.com/gt/articles/731589>.

service, some of which involve mobile service delivery. For Singaporeans who are young, IT literate and/or on the move, *my cpf* services include, among many other features,

- a) **Alternative e-service platforms** like mPAL (a mobile phone information and transaction service), emails, Short Message Services (SMSes), more than 400 island-wide kiosks, and Automated Teller Machine (ATM) services ... .
- b) The **CPF portal**, comprising personalised and interactive tools such as *my cpf* online services and calculators.
- c) **New media** initiatives such as an interactive e-quiz module to assess Singaporeans' financial literacy, a "Question & Answer" forum that addresses financial planning queries more dynamically ... .
- d) **Games** - the 'Voyage of Life' is played online while STA\$H is a physical board game. These were designed to educate Singaporeans (especially the young) about financial concepts and retirement planning in a fun, interactive manner using their preferred medium.<sup>55</sup>

In addition, CPF staff use mobile computers to bring services to citizens who otherwise would have trouble accessing those services.

Malaysia has established *mySMS 15888 Government Gateway* (Case Study #17) that uses short messaging service (SMS) technology to give citizens easy access to government services and enables government officials to communicate easily with citizens. For example, as noted, Ministry of Agriculture officials can send an SMS to farmers' mobile phones to alert them of rising water levels that could damage their farmlands. MySMS 15888 helps to bridge the digital divide between Malaysia's government and many of its disadvantaged citizens.

The benefits for Malaysians are that the number 15888 is easy to remember; services are fast, direct and secured; there is no queuing at agency counters; there is no waiting for a phone response; and the minimal standardized charge is affordable. The benefits to government are an integrated solution to agency SMS services, cost savings, reduced processes, and fast deployment of SMS services. By November 2009, 101 government agencies provided a total of 1571 services. The aim is to make available through the mobile phone 90% of potential SMS services by the end of 2012. The current suite of SMS services includes:

- Information on Demand – Relevant SMS information based on user's SMS request. E.g., licence application status checks and examination results.

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<sup>55</sup> *My cpf: Bridging the Digital Divide*, p. 4. Available at <http://www.capam.org/assets/sin007.pdf>.

- Document on Demand – A function that enables documents requested by SMS to be pushed to user's email. E.g., job application forms, road safety tips and train schedules.
- SMS Broadcast – Mass broadcast from Government agencies to the public. E.g., income tax returns deadlines, natural calamity alerts and driving licence expiry.
- SMS Complaints – An alternative complaint channel for the public to communicate with Government agencies concisely, expediently and in real-time.

Dubai (United Arab Emirates) is reported to be moving its government services from e-government to m-government, a move that is being driven by the fact that mobile phones are used by a considerably broader range of citizens than the Internet. All government organizations use SMS notification "to inform clients about the status of their applications, records and new procedures and services offered by them."<sup>56</sup> The City of Tartu, Estonia, is described as a leading mGov hotspot "building instant communications between city residents and government officials into numerous facets of everyday life."<sup>57</sup>

A senior government official in India is quoted as saying that "[t]here are still areas in our country where even newspapers do not have a reach, while the mobile technology is becoming all pervasive. Moreover, any information sent through mobile is directed to each individual and appears to be giving a personal touch."<sup>58</sup> Similarly, in Bangladesh, where almost 40 percent of the population earns less than one dollar per day, more than 33 percent of the population has a mobile phone. It is envisaged that a national strategy for mobile governance that includes government-business collaboration could significantly enhance economic growth, especially in under-served rural areas, and improve health services and education.<sup>59</sup>

Careful attention must be paid to the security implications of the use of mobile phones. In South Korea, where more than half of electronic government services are delivered on mobile phones, there is concern that mobile security has been unduly neglected, thereby providing opportunities for cyber criminals.<sup>60</sup>

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<sup>56</sup> Zaher Bitar, "M-Services to Simplify Things for All," *Business-Technology*, October 22, 2009. Available at <http://gulfnews.com/business/technology/m-services-to-simplify-things-for-all-1.517675>.

<sup>57</sup> Deloitte, *Governing Forward: New Directions for Public Leadership*, 2006, p. 20. Available at

[https://www.deloitte.com/view/en\\_IE/ie/industries/publicsector/article/4811483cc320e110VgnVCM100000ba42f00aRCRD.htm](https://www.deloitte.com/view/en_IE/ie/industries/publicsector/article/4811483cc320e110VgnVCM100000ba42f00aRCRD.htm).

<sup>58</sup> Archana Singh, "M-Governance: Service On-the-G0," *Networking Plus*, January 5, 2010. Available at <http://voicendata.ciol.com/content/NetworkingPlus/210010501.asp>.

<sup>59</sup> Asif Saleh, "A Mobile Paradigm for Service Delivery," *The Daily Star*, March 5, 2010. Available at <http://www.thedailystar.net/newDesign/news-details.php?nid=128676>.

<sup>60</sup> Robin Hicks, "Are Mobile Devices Too Insecure for Government Services," *futureGOV*, March 8, 2010. Available at <http://www.futuregov.net/articles/2010/mar/08/are-mobile-devices-too-insecure->

Thus, in planning and implementing government strategy on multi-channel management – a subject discussed below, greater attention must be given to the implications of the burgeoning use of mobile devices and to new governance and business models that accompany their use. At the same time, note that Canada's mobile network is one of the slowest and most expensive in the world.<sup>61</sup> As a result, citizens may be reluctant to pay for government services available via the m-channel. In February 2010, Harvard's exhaustive international benchmarking study reported that "[d]espite its early broadband leadership, Canada has most recently lagged peer nations in broadband penetration, speed and price" and "Canada is even weaker in 3G wireless service than in fixed broadband."<sup>62</sup>

### **Kiosks**

Attention must also be paid to kiosks - a service channel that has received relatively less attention in recent years but which offers considerable benefits in the appropriate context. For example, under the Australian Government's *Broadband for Seniors* initiative, 15 million dollars is being invested over three years (beginning in 2009) to set up 2000 Internet kiosks in community centres across the country, many of them in rural and remote areas.<sup>63</sup> The aim is to enable persons over 50 to connect better with family and friends by taking advantage of free computer training and Internet access. The kiosks are available to all seniors, and dedicated language software and assistive technology are available for seniors with disabilities and those from communities that are culturally and linguistically diverse. Community organizations are being sought to host kiosks equipped with computers, broadband Internet service and training materials.

The City of Atlanta turned to self-service kiosks to permit residents to pay their monthly water and sewer bills. While online bill payments were already available, in-person payments by cheque or credit card could only be made during normal business hours. This initiative has not only made bill paying more convenient for residents but has also brought cost savings and freed up staff to perform other duties.<sup>64</sup>

Persons who are familiar with self-service kiosks like Service Ontario's province-wide

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govt/<http://www.futuregov.net/articles/2010/mar/08/are-mobile-devices-too-insecure-govt>.

<sup>61</sup> See, for example, Tyler Kustra, *Wireless Phone Service in Canada and Abroad: Penetration, Use, Pricing and Profits*, Library of Parliament, October 10, 2008. Available at <http://www2.parl.gc.ca/content/LOP/ResearchPublications/prb0826-e.pdf>

<sup>62</sup> Berkman Center for Internet & Society at Harvard University, *Next Generation Connectivity: A Review of Broadband Internet Transitions and Policy from Around the World. Final Report*, pp. 248, 249. Available at [http://cyber.law.harvard.edu/sites/cyber.law.harvard.edu/files/Berkman\\_Center\\_Broadband\\_Final\\_Report\\_15Feb2010.pdf](http://cyber.law.harvard.edu/sites/cyber.law.harvard.edu/files/Berkman_Center_Broadband_Final_Report_15Feb2010.pdf).

<sup>63</sup> See *Broadband for Seniors* at [http://necseniors.net.au/Abouttheinitiative\\_55.aspx](http://necseniors.net.au/Abouttheinitiative_55.aspx).

<sup>64</sup> Self-Service Networks, *Case Study: Bill Payment Kiosk – City of Atlanta*. Available at <http://www.self-servicenetworks.com/casestudies/atlanta.html>.



network of driver and vehicle licensing offices will find a startling contrast in India's Internet-enabled "kiosks", also described as common service centres (CSCs).<sup>65</sup> They are designed to make government services easily accessible to "the common man." The Indian Government, working with private sector partners, has completed 60,000 out of a planned total of 100,000 kiosks with another 150,000 to follow. The CSCs operate on a private-public partnership model that requires operators to generate most of their revenues from user fees. Note that the CSCs are not self-service kiosks – they are actually small buildings in villages with a service counter. They offer both government and private sector services.

### ***Channel Management and Migration***

An Australian guide<sup>66</sup> (Innovation Note #1) on managing multiple channels shows the following range of service delivery channels:

- On-site – shop-fronts, appointments etc.
- On-paper – letters, brochures, reports etc.
- On-call – call centres, hotlines etc.
- On-line – website, e-mail etc.
- On-air – radio, TV etc.
- On-the-go – personal digital assistants (PDAs), short messaging service (SMS), video messaging

Governments are obliged not only to manage each channel effectively but also to choose which channel, or combination of channels, is best suited for delivering services in particular circumstances. The attention of service delivery experts is increasingly focused on the choice, integration and rationalization of service channels. This has been reflected in the preparation of helpful studies dealing with the several dimensions of channel management. Especially notable are *Multi-Channel Delivery of eGovernment Services* (on Europe)<sup>67</sup> and *Optimising the Channel Mix in the United Kingdom Public Sector: Choosing Channels*.<sup>68</sup> To select the right channels, service providers need to understand the major drivers of channel choice. These drivers are usually

- **Volume:** Given the high fixed costs of creating self-service channels, greater volume will give them greater economic viability.
- **Standardisation of process:** Self-service is less viable if service delivery needs to respond to unpredictable demands.

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<sup>65</sup> DNA, "Govt Eyes 2.5 Lakh e-Kiosks by 2012." Available at [http://www.dnaindia.com/money/report\\_govt-eyes-2-5-lakh-e-kiosks-by-2012\\_1345714](http://www.dnaindia.com/money/report_govt-eyes-2-5-lakh-e-kiosks-by-2012_1345714).

<sup>66</sup> See <http://www.finance.gov.au/Publications/delivering-australian-government-services-managing-multiple-channels/docs/mmc.pdf>

<sup>67</sup> Interchange of Data between Administrations, June 2004. Available at ????

<sup>68</sup> Deloitte, 2007. Available at [http://www.deloitte.com/view/en\\_GB/uk/industries/government-public-sector/article/4d295c038b2fb110VgnVCM100000ba42f00aRCRD.htm](http://www.deloitte.com/view/en_GB/uk/industries/government-public-sector/article/4d295c038b2fb110VgnVCM100000ba42f00aRCRD.htm)

- **Complexity of information:** Personal contact is generally more appropriate when dealing with more complex information.
- **Need for the “human touch”:** Services requiring sensitivity or human judgment are more appropriately delivered in person.
- **Propensity of customers to self-serve:** Customers have different capabilities and access to self-service channels. The propensity to self-serve often correlates to distinct demographics such as age or class.<sup>69</sup>

Among the major challenges in channel management is enabling and persuading citizens to move to the less expensive self-service channels, especially the Internet. The electronic delivery of Singapore’s *my cpf*, discussed earlier, has not only greatly reduced the service cost per customer but has also made considerable cost savings by reducing the frequency with which hardcopy statements have to be posted.<sup>70</sup> Moreover, by 2007, 96% of the CPF’s transactions were being completed online.

In New Zealand (Case Study #24), channel management is part of the government’s Networked Government Strategy that is one of its Six Development Goals for the public service. There is a continuous trend towards the application of the e-channel. The key characteristics of the e-Government strategy are:

- **Convenience and satisfaction:** People have a choice of channels to government information and services that are convenient, consistent, easy to use, and deliver what they want in a way that suits their needs.
- **Integration and efficiency:** Information and services are integrated, packaged, and presented to minimise cost to government and users, and improve results for people, businesses, and communities.
- **Trust and participation:** Government information is authoritative, reliable, and secure, and people and government are willing to share it across organisational and sector boundaries; people are better informed and better able to partner with government in delivering outcomes.

While seeking cost savings from encouraging self-service, governments must ensure that citizens have equitable access by providing appropriate levels of service through the other channels. USA Services (discussed in Case Study #26) strives to permit citizens to use the channel of their choice. It is noted that the relative cost of the Internet channel is low, but the audience for that channel is huge and growing and requires substantial resource investment. Success in balancing cost efficiency and equity is evidenced by high customer satisfaction with all the channels operated by USA Services.

The customer service strategy of *Forsakringskassen*, Sweden’s social insurance provider, has moved many service cases to self-service channels by using segmentation analysis. This analysis revealed that about 45 percent of customers could use self-service as their primary channel and half of the other 55 percent could be persuaded through incentives to

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<sup>69</sup> Deloitte, *One Size Fits Few*, p. 28.

<sup>70</sup> See the case study on the Central Provident Fund Board in Accenture, *Leadership in Customer Service*, 2008, pp. 63-65.

switch mainly to self-service.<sup>71</sup>

It is appropriate to conclude this section with the wise advice contained in the *Channel Strategy Principles* proposed by the United Kingdom's Varney Report on *Service Transformation*.<sup>72</sup>

The basic rules are:

- know the citizens or businesses you are trying to reach: how they think and behave, what matters to them and what channels might work best to achieve the desired outcomes for them;
- establish what type of contact you and they need to have with each other (not necessarily just a continuation of the current system) based upon the nature of the service(s) you and others provide;
- analyse the current channels of service access used by citizens and businesses, along with the channels' performance and reliability; and
- gather cost-to-serve data on current channels to know what channels actually cost you and calculate savings/investments for the future — see if you can identify patterns of transactions across channels, not just the cost of separate contacts and try to estimate the hidden cost of channel error and demand caused by failure.

The foundations are:

- treat different citizens and businesses differently — equity of treatment is not the only way to achieve equity of outcome;
- understand that different citizens and businesses use different channels and channel combinations for different purposes and under different circumstances;
- take into account the often complex nature of public service provision; and
- organise and measure current service and future plans around the citizen and businesses you are trying to reach.

The strategic plan:

- view channels not in distinct silos but as components of an overall contact strategy that understands the true value and purpose of contact and employs an end-to-end delivery whole system approach;
- identify realisable savings in terms of both contact and cost (for both yourself and the citizen or business) through end-to-end, cost-to-serve, and 'customer journey' analysis;
- analyse likely future business and citizen behaviour patterns, channel preferences and information technology developments to inform longer-term strategic decisions;
- consider any compliance, regulatory, or other factors, which a new channel strategy will need to reflect;

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<sup>71</sup> Accenture, *From e-Government to e-Governance*, 2009, p.61.

<sup>72</sup> Sir David Varney, *Service Transformation: A better service for citizens and businesses, a better deal for the taxpayer* (HMSO, 2006).

- create win-wins through new forms of interaction and channel combinations, which generate customer trust, lessen demand and the physical/emotional cost to both customer and organisation;
- influence channel migration through customer education and support, understanding what drives current behaviour (see the basic rules above) and what would entice them to change — focus in particular on customer empowerment and opportunities to give rather than take control;
- take a broader view and inspire joined-up services across departments, local authorities and intermediaries through shared values and goals as well as shared infrastructure and data — when this will benefit citizens and businesses; and
- learn and innovate continuously — plan ahead and balance incremental, short term change with a longer term vision, understanding the implications of each approach. Monitor and review regularly to form a feedback loop to influence planning.

### **Citizen and Community Engagement**

This section begins with an examination of innovative practices in *community* engagement. This is followed by a discussion of innovative *citizen* engagement, with particular emphasis on the implications for service delivery of Web 2.0 technologies. While fostering *employee* engagement is an increasingly important means of promoting improved service delivery,<sup>73</sup> the focus here is on *external* engagement of communities and citizens.

#### ***Engaging the Community***<sup>74</sup>

Community engagement is a broad term that is variously interpreted. The kind of community engagement discussed here involves working “beyond the office” in each local community so as to assess

[t]he specific needs of clients and segments in that geographic community, providing access to information about services and programs to address those needs and using that information for continuous improvement of ... service delivery approaches and service offerings. This work involves integration of services, insight, collaboration and outreach. It requires utilization of networks,

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<sup>73</sup> For an examination of the concept and practice of employee engagement with particular reference to Canadian experience, see Kenneth Kernaghan, “Getting Engaged: Public Service Merit and Motivation Revisited,” *Canadian Public Administration*, forthcoming.

<sup>74</sup> This section is based in part on Kenneth Kernaghan, “Moving Towards Integrated Public Governance: Comparative Perspectives on Community Engagement,” *International Review of Administrative Sciences*, vol. 75, no. 2, June 2009, pp. 239-54.

knowledge (and data), skills and a physical presence. It is supported by the foundation of ... relationships and business partnerships at the local level.<sup>75</sup>

A recent study on community engagement for citizen-centred service provides analysis and case studies of public organizations outside Canada that are effectively pursuing community engagement in this fashion.<sup>76</sup> The study concludes that

[s]everal ISD organizations are involved in an array of partnerships in local communities, and their employees often step outside their local office to provide outreach services of various kinds. However, few of these organizations are working beyond their office in sophisticated collaborative arrangements that take advantage of their physical presence in communities to improve service to individual citizens.

Among the organizations examined in the study, Centrelink is the most advanced in its community engagement initiatives, and it continues to innovate. Case Study #18 provides a slightly updated picture of Centrelink's community engagement approach that is worth reading in full.

### ***Citizen Engagement and Web 2.0***

It is widely argued that governments' engagement with citizens is entering a period of accelerated expansion and probable transformation. The pace of citizen involvement in making and implementing public policies and programs has gradually picked up over the past decade as advances in ICTs have enabled governments to provide citizens with more information and to consult them more frequently. The quality of service delivery has improved as a result of such developments as online service delivery, telephone call centres, and integrated service delivery arrangements. These developments have been informed in substantial part by public consultations and citizen satisfaction surveys. The broader and wiser application of lessons learned from these developments continues to foster continued improvement in citizen-centred service. Note, for example, the award-winning Netherlands' *Burgerlink* (i.e. Citizenlink) project that aims to improve public service performance by engaging citizens in innovative ways.<sup>77</sup> It involves fostering service improvements by means of an e-citizen charter and a service quality code; measuring citizen satisfaction by a study of life events and delivery chains; and encouraging citizen involvement by developing e-participation instruments.

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<sup>75</sup> Service Canada, Community Service Partnership Directorate, *Citizen Services, Improving Service to Individuals through Knowledge, Information, and Relationship Management: A Culture of Excellence at the Community Level*, May 2007.

<sup>76</sup> Kenneth Kernaghan, *Community Engagement for Citizen-Centred Service: Comparative Perspectives: A Study for Service Canada*, April 2009. See also Kernaghan, "Moving towards integrated public governance: improving service delivery through community engagement," pp. 239-54.

<sup>77</sup> Snurblog, "Towards e-Participation in the Netherlands," September 7, 2009. Available at <http://snurb.info/node/1139>.

In the past few years, however, there has emerged a widespread expectation that rapid expansion in the use of Web 2.0 technologies will transform citizen engagement by enabling much more interactive relationships between governments and citizens and, indeed, among the citizens themselves. Some commentators are seeing, or calling for, a transformation from a focus on improving service to the pursuit of personalization (discussed above) and “co-production” (discussed below) in the sense of collaboration between citizens and the state that requires “more radical design of services and new organizational forms.”<sup>78</sup> Andrew Stott of the United Kingdom Cabinet Office argues that citizen engagement “is about turning communication into collaboration – collaboration in which citizens can make their voices heard, policy-makers can detect areas that really concern the public, service administrators can streamline delivery, and the leaders of government can use these new channels to work across organizational and geographic boundaries.”<sup>79</sup> The major means of moving in this direction is the use of Web 2.0 technologies (often described as social media). Given the substantial hype, excitement and experimentation that currently surround Web 2.0 tools and approaches, governments are well advised, where possible, to learn from others the benefits and challenges of adopting these tools.

Before moving to a discussion of Web 2.0 approaches, it is important to note the 2009 United Kingdom Cabinet Office discussion paper calling for co-production in the broad sense of “a partnership between citizens and public services to achieve a valued outcome. Such partnerships empower citizens to contribute more of their own resources (time, will power, expertise and effort) and have greater control over service decisions and resources.”<sup>80</sup> This kind of co-production involves structural changes to budgets, with more control given over to individual users and front-line professionals; support for civic society and mutual help; performance regimes; and professional training and culture. While co-production is not suited for every public service, it is argued that in the future it should characterize many mainstream public services because:

- i. *Co-production often involves outcomes* – evidence shows that interventions that adopt this approach have a big impact on outcomes.
- ii. *The public frequently wants to be more active partners* – the public wants to be more involved when public services relate directly to them and their family – we usually underestimate people’s willingness to help others.

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<sup>78</sup> Sophia Parker, “The Co-Production Paradox,” and Tom Bentley, “Evolving the Future,” in Simon Parker and Niamh Gallagher, eds., *The Collaborative State: How Working Together Can Transform Public Services* (Demos, 2007), pp. 176-87 and 188-99 respectively.

<sup>79</sup> “Citizen Engagement,” in Darlene Meskell, *Engaging Citizens in Government*, Centre for Intergovernmental Solutions, GSA Office of Citizen Services and Communications. Fall 2009. Available at [http://www.usaservices.gov/pdf\\_docs/EngagingCitizensII.pdf](http://www.usaservices.gov/pdf_docs/EngagingCitizensII.pdf).

<sup>80</sup> Matthew Horne and Tom Shirley, *Co-Production in Public Services: A New Partnership with Citizens* (UK Cabinet Office, March 2009), p. 3. Available at [http://www.cabinetoffice.gov.uk/media/207033/public\\_services\\_co-production.pdf](http://www.cabinetoffice.gov.uk/media/207033/public_services_co-production.pdf).

- iii. *The value citizens can contribute is significant* – the scale and value of the resources that the public contribute is enormous – families and communities generate a huge amount of economic value that is unmeasured and unrecognized by public services.
- iv. *Co-production often improves value for money* – evidence also shows that the economic benefits of co-production approaches outweigh the costs.<sup>81</sup>

Public organizations around the world are examining the potential of Web 2.0 tools for increasing the level of citizen engagement in setting government priorities and designing and delivering government services. The term Web 2.0 (or Government 2.0 in the public sector context) refers to a wide range of tools, including social networking sites (e.g. Facebook, YouTube) and technologies such as blogs, wikis and podcasts. Over the past few years, the governments of New Zealand, the United States and the United Kingdom have shown strong commitment to integrating Web 2.0 tools into their public governance. The Australian government, recognizing that it had fallen behind because of a lack of leadership and co-ordinated whole-of-government action, released a major task force report on “Government 2.0” in late 2009. Among the report’s many recommendations was the suggestion that a lead agency be created with overall responsibility for advancing Government 2.0 approaches and providing leadership, resources and support to agencies and public servants. The report also recommended that public servants be encouraged to engage citizens online and to open up government decision making to community contributions.

In the United States, two-thirds of government workplaces use some type of social networking tool and two-thirds of these use more than one. Case Study #19 illustrates the manner in which governments are beginning to use Web 2.0 technologies to enhance service delivery. Within the Office of Citizens’ Services in the United States General Services Administration, several Web 2.0 technologies are being used:

- GovGab blog – this blogging site is a little more than a year old now and its purpose is to demonstrate the usefulness, practicality, helpfulness, and vitality of federal, state, and local government information through real-life examples in the bloggers’ daily lives.
- United States Government YouTube channel – located at <http://www.youtube.com/user/USGovernment> is the US government’s official YouTube video channel. Its purpose is to link visitors with videos from across government, including public service announcements, advertisements, informational/educational videos etc.
- Twitter in English and Spanish – the United States government is considered a world-leader in the use of Twitter. Its success has been recognized by the media, including a number of IT and business sources.
- Online dialogs and chat sessions
- Widgets
- Flickr

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<sup>81</sup> Ibid, p. 5.

In March 2009, the GSA announced a landmark agreement with new media providers (YouTube, Flickr etc.) that will make it much easier for agencies to use new media by removing legal concerns. Among the other challenges that the government faces in this area are security concerns, resource limitations, staff training, and the use of media sites for personal use on government time. The substantial progress to date is attributed to leadership from the very top of government, the ease with which the new technologies can be used, and employees' willingness to experiment and take risks.

Another noteworthy United States initiative is the District of Columbia's Digital Public Square (Case Study #20). This initiative, which came into effect in 2008, aims to bring citizens closer to government through the use of collaborative technologies (e.g. wikis, data feeds, videos and dashboards). The Digital Public Square has been described as putting the citizen

in the driver's seat to hold your government accountable. Discover information about your government through our data catalog—map where crimes have taken place in your neighborhood, find out what the District is buying, customize downloads about housing permits and city construction projects. Participate in your government's activities by leveraging hundreds of data feeds—create your own applications and dashboards using District information and share them with the world. Connect with other District residents via social media tools and discuss your ideas about government and technology.

In Singapore, four agencies collaborated in a citizen engagement project that involved their websites being enabled with several Web 2.0 tools, including blogs, podcasts, chat, discussion forums, photogalleries, events calendars, and video-cast facilities. These tools can be used not only for interaction between government and citizens but also for online citizen-to-citizen interaction.<sup>82</sup> In the United Kingdom, Her Majesty's Treasury uses three social media channels – Twitter, YouTube and Flickr – to offer updates, videos and photos of Treasury events and activities, including press notices, announcements and major events.<sup>83</sup>

Some governments that are committed to Web 2.0 approaches have developed guidelines for public servants. New Zealand spells out the implications of the use of social media for such values as trustworthiness and impartiality in the public service's code of conduct (Standards of Integrity and Conduct).<sup>84</sup> It also provides detailed guidance on implementing the monitoring of social media (described as “tools for discussing information among people”... including “wikis, blogs, micro-blogging, video sharing,

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<sup>82</sup> Accenture, *Leadership in Customer Service: Creating Shared Responsibility for Better Outcomes*, p. 119.

<sup>83</sup> “Our Social Media Channels.” Available at [http://www.hm-treasury.gov.uk/social\\_media.htm](http://www.hm-treasury.gov.uk/social_media.htm).

<sup>84</sup> See <http://www.egov.vic.gov.au/focus-on-countries/pacific-region/new-zealand/website-practice-new-zealand/web-2-0-new-zealand/principles-for-interaction-with-social-media.html>.



photo sharing, podcasts, social networking tools, and other ‘user generated content’.”<sup>85</sup> The Australian Public Service Commission has updated its APS Values and Code of Conduct in Practice to assist public servants with online participation.<sup>86</sup>

It is important to note that thinking “beyond Web 2.0” has already begun. A 2009 European Commission study on *Public Services 2.0* reminds us that Web 2.0 is about connecting people, not computers – that this new Web is a social and participative one.<sup>87</sup> The study cites the work of Forrester Research that portrays Web 2.0 as the service platform on top of which “social computing” will emerge. “Web 2.0 is about specific technologies (blogs, podcasts, wikis etc) that are relatively easy to adopt and master. *Social computing is about the new relationships and power structures that will result.*”<sup>88</sup>

The future impacts of social computing in the public sector predicted by the *Public Services 2.0* study reinforce service delivery trends discussed elsewhere in this study. These possible impacts are:

- *Transparency.* Social computing applications may enhance the transparency of citizen demand and government services and processes. Crowdsourcing mechanisms mean that public sector information can be more readily compiled, structured and disseminated and thus provide the potential to make government more transparent while empowering citizens to make public officials accountable. ...
- *Citizen-centred and citizen-generated services.* Forms of social computing (e.g. online communities) can stimulate the accessibility and personalisation of public services when groups of users are enabled to create those public services themselves and tailor them to their preferences. ...
- *Improvement of efficiency (cost/benefit) in the public sector.* ... By using social computing technologies, knowledge for creating public value can be built in an efficient way ... .

Potential risks are also identified:

- *Ensuring principles of good governance.* ...[I]n many cases citizens or new players are taking over tasks hitherto carried out by public-sector parties. The question arises as to whether the principles of good governance are sufficiently ensured in the new models of citizen-generated public service. ...

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<sup>85</sup> See <http://www.webstandards.govt.nz/implementing-social-media-monitoring>.

<sup>86</sup> See <http://www.egov.vic.gov.au/focus-on-countries/australia/government-initiatives-australia/government-and-politics-australia/australian-government-guide-for-public-servants-participating-online.html>.

<sup>87</sup> Noor Huijboom et al, *Public Services 2.0: The Impact of Social Computing on Social Services* (Luxembourg: Institute for Prospective Technological Studies, European Commission, 2009), p. 30.

<sup>88</sup> Ibid, emphasis added.

- *Privacy infringements.* Just as governments are becoming more transparent, more information on individual citizens can be found through social computing applications. ...
- *Reliability of published information.* ... [T]he opinion of a small group of users can be dominant within the network. The latter may cause a bias in the information provided through social networks.
- *Inclusion of all.* Research results seem to be contradictory with regard to the question of whether social computing technologies increase or decrease inclusion of all. ... Further research is necessary to assess the potential risk of exclusion of groups.

### **New Service Delivery Organizational Arrangements**

At several points in this study, reference has been made to new organizational arrangements that enable or accompany service innovations. At several other points, new organizational arrangements are not the focus of attention, but they complement the main service innovation. For example, in respect of Web 2.0 innovations, it has recently been argued that even though Government 2.0 involves new technology, it “is really about a new approach to organizing and governing. It will draw people into a closer and more collaborative relationship with their government.”<sup>89</sup> Similarly, as explained above, predictions regarding the movement toward co-production and especially toward social computing involve significant changes in organizational structures and processes. Note also the prediction that a “syndicated services” approach is emerging that will involve government services being delivered increasingly by private and not-for-profit organizations.

The award-winning *Access Florida* was initiated by the state’s Department of Children and Families to increase self-service and independence among its clients. Access stands for Automated Community Connection to Economic Self-Sufficiency. It uses streamlined workflows, policy simplification, technology innovations, and partnerships with over 3200 community organizations, including hospitals, community centres, libraries and food banks. These partnerships have enabled the creation of one-stop locations providing quicker and more proximate service. Case Study #21 provides a substantial list of ACCESS’s achievements.

Over the past decade, governments have learned a great deal from one another about a relatively new form of organization widely described as a service agency (e.g. Centrelink, Smart Service Queensland). The variety of organizational forms that service agencies take has been documented elsewhere.<sup>90</sup> These agencies have benefited substantially from exchanging information about their innovations in service policy and management. It is fitting, therefore, to conclude the first part of this study by describing a new

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<sup>89</sup> Australia, Government 2.0 Taskforce, *Engage: Getting On With Government 2.0*, 2009, p. x. Available at

<http://www.finance.gov.au/publications/gov20taskforcereport/index.html>

<sup>90</sup> Kernaghan, pp. 45-6.

organizational arrangement that cuts across several of the dimensions of service delivery examined above and that features Centrelink – a highly respected and frequently imitated service agency.

In July 2008, Centrelink launched its *Place Based Services Initiative* to foster social inclusion through partnerships involving all levels of government, businesses and community organizations. This citizen-centred focus takes a holistic approach to assisting persons suffering social exclusion in specific local areas.

Each project is operated separately. Among the projects are

- The Peachey Belt Community Service in northern Adelaide works mainly with youth, single parents and Indigenous people to increase their social and economic participation by providing place-based integrated management.
- Urban Indigenous Itinerants in the Northern Territory strives to improve the connection of disengaged Indigenous urban homeless people with family, community, agencies and assisting with accommodation.<sup>91</sup>

Outcomes are monitored and measured so that services can be adapted to meet citizens' needs most effectively.

## Observations

The numerous cross-references included in this paper, introduced with such words as “discussed earlier” and “examined below,” reflect the extent to which the various aspects of service delivery are closely intertwined. While the classification of types of service delivery used in this Part is necessary for analytical purposes, the distinctions made between such topics as access to service, innovative use of channels and Web 2.0 technologies are somewhat artificial. Many of the case studies are primarily focused on one topic-area but have implications for other topic-areas as well. There is a systemic relationship between the many aspects of service delivery that calls for a holistic perspective on its design and implementation.

Compared to Canada, the United Kingdom and, to a lesser extent, Australia have commissioned or conducted a substantial number of high-quality studies on public service transformation and innovation and on service delivery in general or on specific aspects of it.

There is no single innovation (silver bullet) that can transform a jurisdiction's service delivery regime. The most advanced jurisdictions have adopted several service

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<sup>91</sup> Australian National Audit Office, *Innovation in the Public Sector: Enabling Better Performance, Driving New Directions*, December 2009, p. 61. Available at [http://www.anao.gov.au/uploads/documents/Innovation\\_in%20the\\_Public\\_Sector.pdf](http://www.anao.gov.au/uploads/documents/Innovation_in%20the_Public_Sector.pdf).

innovations that, ideally, should be integrated into a coherent system organized around the concept of citizen-centred service.

The next Part of this study – on the “how” of service delivery – focuses largely on the means by which the design and delivery of external government services can be effectively achieved.

## Part II

### Innovative Aspects of Service Management: The “How” of Service Delivery

Figure I in the previous section lists the broad array of service improvements that governments are expected to provide for their citizens. The list brings to mind the many policy and management challenges involved in providing government services. This part of the study discusses ways in which countries around the world are striving to meet these challenges, especially through innovations that can inform policy and practice in Canada. The focus of this part is on the “how” of external service delivery transformation. We begin with an examination of two critical elements in successful service delivery, namely performance measurement and service policy/strategy.

#### Measuring Service Delivery Performance

Over the past two decades, performance measurement has become a central and pervasive element of public governance and management. “Long-term trends now appear to support the ascendancy of performance ideas as a dominant force in public management.”<sup>92</sup> Performance measurement has been the subject of a large volume of scholarly writings and of studies by governments and professional organizations that have analyzed its complexities, benefits and deficiencies. Christopher Pollitt, a leading scholar in comparative public management, has wisely observed that it can be helpful “to examine the limits and common problems of measurement as a way of knowing about the character of public services, but not to deny either its fundamental usefulness or the scope for its further development. ... [I]t is usually much harder – if not impossible – to form a reliable judgment as to the quality of public services without measurement.”<sup>93</sup>

The purpose of this section is not to traverse the well-trodden ground of the virtues and limitations of performance measurement; rather, it is to describe performance measurement systems in other countries that offer information for Canada on assessing the quality of their external service delivery. Attention is given to measuring service delivery at both the government-wide level and the level of specific service offerings.

#### *Australia*

An especially notable feature of performance measurement in Australia is that its annual Report on Government Services has provided since 1993 ongoing *comparisons* of the performance of government services *across the federal, state and territorial governments*

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<sup>92</sup> Geert Bouckaert and John Halligan, *Managing Performance: International Comparisons* (London: Routledge, 2008), p. 1.

<sup>93</sup> “How Do We Know How Good Public Services Are?” In B.Guy Peters and Donald J. Savoie, eds., *Governance in the Twenty-First Century: Revitalizing the Public Service* (Montreal and Kingston: Canadian Centre for Management Development and McGill-Queen’s University Press), pp. 119-52.

(Case Study #22). Issues affecting local governments are also taken into account. This case study provides a valuable detailed account of the benefits and challenges involved in using operational/performance measurement to assess and compare the quality of service delivery.

The Report on Government Services, which is produced for the Council of Australian Governments (COAG), describes service reforms that governments have implemented or are considering and it fosters improved service performance by:

- enhancing measurement approaches and techniques in relation to aspects of performance, such as unit costs and service quality;
- helping jurisdictions identify where there is scope for improvement; and,
- promoting greater transparency and informed debate about comparative performance.<sup>94</sup>

The Australian rationale for reporting comparative performance information across governments is:

- to verify good performance and identify those agencies that are ‘getting it right’;
- to allow agencies to learn from peers that are delivering better or more cost effective services; and,
- to generate additional incentives for agencies to address substandard performance.<sup>95</sup>

The Report on Government Services focuses on the effectiveness and efficiency of governments’ purchase or supply of specific services. The Guiding Principles for the collection and presentation of performance information are these:

- *A focus on outcomes* — performance indicators should focus on outcomes from the provision of government services, reflecting whether service objectives have been met.
- *Comprehensiveness* — the performance indicator framework should be comprehensive, assessing performance against all important objectives.
- *Comparability* — data should be comparable across jurisdictions and over time wherever possible. ...
- *Progressive data availability* — the ultimate aim is comparable data for all jurisdictions but progress may differ across jurisdictions. ...
- *Timeliness* — data published in the Report need to be as recent as possible to retain relevance for decision makers.<sup>96</sup>

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<sup>94</sup> Council of Australian Governments, *Report on Government Services 2009*, Chapter 1 - *The Approach to Performance Measurement*, p. 1.2. Available at [http://www.pc.gov.au/\\_\\_data/assets/pdf\\_file/0006/85362/02-chapter1.pdf](http://www.pc.gov.au/__data/assets/pdf_file/0006/85362/02-chapter1.pdf).

<sup>95</sup> Ibid, p. 1.4.

<sup>96</sup> Ibid, pp. 1.9-1.10.

In addition to the effectiveness and efficiency dimensions of performance, the Report examines the equity dimension - to measure how well a service meets the needs of those groups in society that have special needs. The Report on Government Services does not establish best practice benchmarks, but it acknowledges that the data could be used for that purpose. The three means of fostering improved service performance noted above are very similar to the central aspects of *benchmarking* identified by Teplova and Marson and are in keeping with their emphasis on “consistent and regular measurement.”<sup>97</sup>

Much greater emphasis on comparative benchmarking can be found in the COAG’s new Intergovernmental Agreement (IGA) that provides an overarching framework for the federal government’s financial relationships with the states and territories. (See the detailed examination in Case Study #23). The performance of all governments in achieving mutually agreed upon outcomes and benchmarks will be monitored and assessed by an independent body and reported publicly and annually. Improving service delivery is among the main objectives of the IGA:

- collaborative working arrangements, including clearly defined roles and responsibilities and fair and sustainable financial arrangements, to facilitate a focus by the Parties on long term policy development and enhanced government service delivery; and,
- enhanced public accountability through simpler, standardised and more transparent performance reporting by all jurisdictions, with a focus on the achievement of outcomes, efficient service delivery and timely public reporting.

A new single, national performance reporting system is being developed to facilitate such advances as rationalizing data collection processes and creating standard data reporting benchmarks.

The Australian Government Information Management Office in the Department of Finance and Deregulation has prepared since 2005 an annual report, entitled *Interacting with Government*, that investigates citizens’ use of and satisfaction with e-government services. The report examines:

- How people contact government (internet, telephone, in-person or mail);
- Satisfaction with these means of contacting government, including reasons for satisfaction and dissatisfaction;
- Reasons why people choose to use or not use e-government services; and,
- Preferences for future delivery of government services.

The report deals in part with service delivery satisfaction.<sup>98</sup> Satisfaction is rated by a large sample of the population in terms of the outcome, how long the wait is for a reply to

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<sup>97</sup> Tatyana Teplova and Brian Marson, “Benchmarking Performance,” *Canadian Government Executive*, April 2009.

<sup>98</sup> Available at <http://www.finance.gov.au/publications/interacting-with-government/index.html>

an inquiry, the ease of finding the information or service, and the ease of using the service.

The report's approach to measurement appears to be more e-centric than citizen-centric. It does not deal with such currently important aspects of service delivery as multi-channel, multi-program and multi-agency experiences. Indeed, a 2009 discussion paper on *Reform of Australian Government Administration* (the Moran Report) notes that the Australian Government has not adopted a mechanism for measuring citizens' satisfaction with services or comparing levels of satisfaction across different types of service. Moran concluded that more extensive use of citizen satisfaction surveys could help inform all aspects of performance management, "including the verification of quality standards, benchmarking performance across delivery providers and providing input to agency capability reviews."<sup>99</sup>

### ***France***

France applies three methods for measuring external service delivery. These are:

- 1) measuring service commitments by using mystery surveys.
- 2) having the Delouvrier Institute publish a barometer measuring citizens' expectations and perceptions of the performance of public services.
- 3) using a satisfaction barometer developed by the Direction générale de la modernization de l'Etat (DGME) that focuses on satisfaction drivers such as accessibility of information with a view to taking action based on this research.

These three tools are implemented across the government, but each organization is permitted to use additional tools of its own choosing.

Service standards described as "task references" must be applied by all organizations that deal directly with the public. These exist alongside other "professional" task references such as "Qualifinances" that deal with reception in local public finance services. In addition, many services use ISO 9001 certification standards. Government organizations have a legal obligation to measure the performance of public policies. Thus, performance objectives are set each year within the finance bill, and performance results must be reported to Parliament.

### ***New Zealand***

New Zealand's approach to measuring the performance of external service delivery (Case Study #24) can usefully be set within its recently articulated long-term Development Goals that include using technology to transform service provision for citizens;

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<sup>99</sup> Australia, Advisory Group on Reform of Australian Government Administration, *Reform of Australian Government Administration: Building the World's Best Public Service*. Commonwealth of Australia, October 2009, p. 34. Available at [http://www.dpmmc.gov.au/consultation/aga\\_reform/index.cfm](http://www.dpmmc.gov.au/consultation/aga_reform/index.cfm).



enhancing access, responsiveness and effectiveness; and strengthening trust in state services and reinforcing the spirit of service. New Zealand's service goal is that citizens have a high performing, trusted and accessible state sector, delivering the right services in the right way at the right prices.

While New Zealand's State Services Commission does not require the setting of service standards for external service delivery, it does recommend use of the Canadian Common Measurements Tool (CMT) at the individual agency and program level. At the national level, citizen satisfaction is measured through the *Kiwis Count* national survey (a replication under licence of Canada's Citizens First survey).

### ***Singapore***

Neither desktop research nor e-mail enquiry solicited much information on Singapore's approach to performance measurement in the service delivery sphere. Indeed, remarkably little official information and independent analysis are available on Singapore's approach to external service delivery in general. The Public Service Division in the Prime Minister's Office does note that the Division sets specific performance targets (also described as Standards) so as to measure objectively the effectiveness of their service delivery to customers.<sup>100</sup> Among the targets are:

Hotlines: We will:

- answer calls within 15 seconds
- greet all callers and identify ourselves
- respond to voice mails by the next working day.

Emails: We will:

- acknowledge receipt of emails by the next working day
- reply within 3 working days.

### ***United Kingdom***

An especially notable feature of service measurement within the United Kingdom Government is the Customer Service Excellence Standard (CSES) (Case Study #25)<sup>101</sup> The CSES was launched in 2008 to replace the Charter Mark Program begun in 1992. Canada's *Citizens First* research and its focus on client surveys and client-driven improvement priorities had a strong influence on the development of the CSES. The CSES is similar in some ways to Canada's Management Accountability Framework in that it seeks to measure organizational capacity, but it is not a required measurement framework and it is not used for corporate management accountability and for reporting on results. The CSES is used not only within the national government but across other levels of the United Kingdom's public sector as well.

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<sup>100</sup> See [www.psd.gov.sg/AboutUs/ServiceStandard](http://www.psd.gov.sg/AboutUs/ServiceStandard).

<sup>101</sup> United Kingdom, *Customer Service Excellence: The Government Standards*, 2008. Available at [www.cse.cabinetoffice.gov.uk](http://www.cse.cabinetoffice.gov.uk).

The CSES is intended to serve:

- *As a driver of continuous improvement.* By providing a tool for organizations to self-assess their customer-focused service delivery capability using the on-line CSES assessment tool, and thereby identifying areas and methods for improvement.
- *As a skills development tool.* By helping individuals and teams within organizations to explore and acquire new skills in the area of customer focus and customer engagement, thus building their capacity for delivering improved services.
- *As an independent validation of achievement.* By allowing organisations to seek formal accreditation to the Customer Service Excellence standard, demonstrate their competence, and celebrate their success.

The CSES framework is based on five main criteria, each of which is divided into several sub-criteria:

1. *Customer insight* – consulting customers, acting on that information, and monitoring service outcomes and customer satisfaction with them. (By way of example, the sub-criteria for this criterion are customer identification, customer engagement and consultation, and customer satisfaction).
2. *Culture of the organization* – looking at how employees demonstrate the requisite values and understanding as well as how the organization’s operations and procedures meet customer needs and expectations.
3. *Information and access* – ensuring that staff constantly keep in mind the importance of providing accurate and detailed information to customers.
4. *Delivery* – relating to how staff carry out the organization’s main business, the outcomes for the customer, and how problems are managed.
5. *Timeliness and quality of service* – helping to develop a customer-focused culture by paying detailed attention to standards for conducting the organization’s main business.

To foster good performance, the CSES provides detailed “Elements” and “Guidelines” for each criterion and sub-criterion.

Performance measurement is a major feature of the United Kingdom’s revised Capability Model (described in more detail in the policy/strategy section below). Among other functions, the Model strives to link capability to results and outcomes.

Improving capability is not an end in itself – it is a means to achieving better outcomes for the citizen. The revised model reflects this by placing results at the heart of the framework. Review teams’ judgements about delivery will be informed by actual delivery performance according to a consistent set of delivery metrics. Capability Review reports will also give a clearer emphasis on results and outcomes to mirror the focus they currently give to leadership, strategy and delivery. They will include a new section on departments’ key achievements, and their performance

against Public Service Agreement and Departmental Strategic Objectives targets. Assessments of departmental capability will also feature in departments' performance management scorecards.<sup>102</sup>

Public Service Agreements (PSAs) are the government's key priority outcomes during the upcoming spending period. Each PSA is based on a single Delivery Agreement shared by contributing departments and developed in consultation with delivery partners and frontline workers. PSAs also describe "the small basket of national outcome-focused performance indicators used to measure progress toward each PSA." PSAs have been reported as having "played a vital role in galvanizing public service delivery and driving major improvements in outcomes."<sup>103</sup>

Two United Kingdom *benchmarking* initiatives also deserve attention. The first is the Performance Management Framework (PMF)<sup>104</sup> that was recommended by the 2006 Varney Report. The PMF, which is the responsibility of the Service Transformation Team in the Public Services Unit of the Cabinet Office, asks those telephone contact centres that are publicly funded to provide each quarter a small number of performance and human resource metrics. These data are then made anonymous and reported back to the PMF community. The participating contact centres can then benchmark their performance against their peers, against averages for their sector and against industry best practice. The PMF attracts about 250 participants, representing among others central government departments, non-departmental bodies, county councils, and local authorities.

The second notable benchmarking initiative involves benchmarking the back office in the United Kingdom central government. It was recommended in the April 2009 report of the Operational Efficiency Programme (OEP) review. According to the initiative's first annual report, entitled *Benchmarking the Back Office: Central Government*,<sup>105</sup> all public sector organizations with more than 250 employees are required to collect and publish data using the Audit Agencies' approved value for money indicators for back office operations. At present, the benchmarking data cover five back office functions, namely, Finance, Human Resources, Information Technology, Procurement, and Property. The objectives of this initiative include increasing the transparency and accountability of public bodies, identifying potential savings, and fostering innovation and collaboration that will free up resources to be used elsewhere.

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<sup>102</sup> Ibid, p. 5.

<sup>103</sup> United Kingdom, Cabinet Office, *Public Service Agreements*. Available at [http://www.cabinetoffice.gov.uk/about\\_the\\_cabinet\\_office/publicserviceagreements.aspx](http://www.cabinetoffice.gov.uk/about_the_cabinet_office/publicserviceagreements.aspx).

<sup>104</sup> United Kingdom, Cabinet Office, *Performance Management Framework*. Available at [http://www.cabinetoffice.gov.uk/public\\_service\\_reform/contact\\_council/pmf.aspx](http://www.cabinetoffice.gov.uk/public_service_reform/contact_council/pmf.aspx).

<sup>105</sup> United Kingdom, HM Government, *Benchmarking the Back Office: Central Government*, 2009. Available at <http://www.hmg.gov.uk/media/52718/benchmarkingthebackoffice.pdf>.

## **United States**

USA Services was launched in 2003 as a General Services Administration (GSA) e-government initiative to improve services to citizens by partnering with federal agencies to deliver government information to citizens. The USAServices.gov website is being replaced by a new CitizenServices.gov website that will serve as a customer service resource for other government agencies. The focus will be on integrating technology, conducting research, sharing information, and exchanging best practices. USA Services encourages use of the comparatively low-cost Internet channel while continuing to provide effective services via the other delivery channels. Thus, it is important to demonstrate that citizens are being well served through government websites.

Since 1999, the United States Government has used the American Customer Satisfaction Index (ACSI) (Case Study #26) as its standard tool for measuring citizen satisfaction. ForeSee Results, a private company, collects, analyzes and reports quarterly to the federal government on website satisfaction data. The ACSI methodology identifies key drivers of online satisfaction (e.g. navigation, site functionality) and quantifies the relationship of these drivers to overall citizen satisfaction. Use of the ACSI has enabled the federal government to demonstrate that it has been successful over time in improving its web delivery of information and services to citizens.

## **Minnesota State Government (US)**

The Enterprise Lean program (Case Study #27), launched by the State of Minnesota in January 2008, has adopted the Lean principles of management that have been used in the private sector since they were pioneered by Toyota in the 1980s. Enterprise Lean aims to transform state government by leveraging the power of Lean methodologies and embracing Six Sigma tools to foster a culture of continuous improvement within its operations. Its objective is to help state government work better for its customers and employees. Lean provides a set of tools to help supervisors and workers analyze, create and maintain processes that are clean, value-laden, and sustainable. Six Sigma tools help ensure that these processes bring about products and services that are consistent and defect-free, and total quality management tools bring the expectations of the customer into the process improvement arena.

The team overseeing the Enterprise Lean program argues that the program is the only way that state agencies can cope with growing public demands for better service, especially in a milieu of declining staff and budget levels. The program's web site provides key resources and up-to-date reports on the success of individual agencies in achieving desired results. Among the more than 200 improvement ideas that have been implemented is the reduction in the time needed to process birth certificate requests from nearly six days to 7.5 hours.

The program's steering team is responsible for implementing the program by:

- Introducing and expanding continuous improvement methodologies into all of Minnesota's cabinet-level state agencies by the end of the calendar year 2010;
- Creating a network of process improvement 'experts' and practitioners across all agencies to sustain the effort over time; and
- Supporting managers and program leaders to fully utilize the tools and techniques of Enterprise Lean methodologies.

### **Missouri State Government (US)**

The State of Missouri takes an innovative approach to performance measurement (Case Study #28). It includes customer related indicators in its performance measures that are tied to its departmental budget and planning processes. Agencies are required to incorporate the Governor's priorities into their strategic plans and to report on their progress once each quarter. The state's budget request forms require that agencies provide three different levels of measures – broad outcomes, outputs, and a middle measure that captures program effectiveness, efficiency and customer satisfaction.

Measures are broken out into four categories: effectiveness, efficiency, clients served, and customer satisfaction.

- Effectiveness* – Departments should include at least one measure of effectiveness for each new decision item. ... Among effectiveness measures are return on investment, proportion of clients showing improved well-being, and success in a targeted population.
- Efficiency* – Departments should include at least one measure of efficiency for each new decision item. ... Among common efficiency measures are cost per unit measures, cycle times, and accuracy rate.
- Number of Clients/Individuals Served* – Departments should include a measure of the number of clients or individuals served, if applicable.
- Customer Satisfaction* – Departments should include a measure of customer satisfaction, if available.

Thus, Missouri uses a combination of three objective measures and one output measure (number of clients served).

### **Service SA (South Australia)<sup>106</sup>**

This state service agency measures service delivery performance in several ways at the divisional level, the corporate level, and from the citizens' perspective. At the divisional level, performance is assessed through:

- Cultural assessment and staff attitude surveys;
- Employee performance and development processes;

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<sup>106</sup> See Kenneth Kernaghan, *Integrating Service Delivery: Barriers and Benchmarks* (Toronto: Institute for Citizen-Centred Service, 2008.) Case #11.

- Director's monthly reports to staff on operational issues and more recently operational weekly reports to the Executive Director;
- Service SA's customer service strategy and implementation plan; and
- Service standards published in the Service SA Charter.<sup>107</sup>

Corporately, performance is assessed through:

- Director and Executive Director Performance Agreements;
- Annual Reports to Parliament;
- Commitments in the Divisional Business Plan, DTEI Corporate Plan and State Strategic Plan ([www.stateplan.sa.gov.au](http://www.stateplan.sa.gov.au));
- Monthly financial reporting against targets (revenue and expenditure);
- Key Performance Indicators (KPIs) in annual Budget Portfolio statements and budget papers ([www.treasury.sa.gov.au](http://www.treasury.sa.gov.au)); and
- Annual audits of finance and OHS&W.

Service SA's performance from a customer's perspective is assessed through:

- Biennial customer satisfaction surveys, which are also used to report on the State Strategic Plan's targets to increase customer satisfaction with service by 10% by 2010 and maintain thereafter;
- Application of the CMT (Customer Measurement Tool) in the customer surveys;
- Publication of the Service SA Customer Service Charter;
- "Have a Say" customer feedback system in each Service SA Customer Service Centre to provide customers with an opportunity to make 'red tape' reduction suggestions as well as comments on staff performance or ideas for improvement;
- The number of Ministerial questions received;
- The number of customer complaints and speed of resolution; and
- Monitoring of queue waiting times in Service Centres.

## Spain

Spain's approach to performance measurement is especially noteworthy. This approach, which is described at length in Innovation Note #2, demonstrates the complexities of measuring the performance of external services. Spain distinguishes among three levels of performance measurement, namely 1) *the macro level* (the entire central administration); *the meso level* (organizations); and the *micro level* (services). It also distinguishes among several families of indicators, e.g. *diagnostic* indicators that measure the social or economic conditions to which public policies are applied; *resource*

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<sup>107</sup> Service SA's Customer Service Charter seeks to communicate in plain language the policy and commitment to customer service. It sets out the agency's promises to customers, what the agency does, how customers will be treated, and how customers can help the agency. It also contains a number of service indicators and targets for each service channel.

indicators (budget, staff); *product and service indicator – outputs* (number of services provided); performance indicators (extent to which there is compliance with specific standards or results achieved in accordance with established goals or programs); *results indicators – outcomes* (effects of public policies); as well as such other indicators as *equity* and *user satisfaction* ones.

Spanish officials have explained that “databases and publications on the key indicators of major policies or public services usually include all (or several) of these kinds of indicators, since their purpose is usually to give an overview of how a given policy or public service is working.”

While there is no publication or indicator summarizing performance at the macro level, there are satisfaction surveys that quantify the level of public satisfaction with overall government activity. The National Agency for the Evaluation of Public Policies and Quality of Services, discussed in the next section of this paper, works with the Centre for Sociological Research to conduct surveys on the perception of public services that examine for each policy sector:

- Satisfaction with specific services that belong to each policy sector.
- Which public service (within each sector) is in greatest need of reform.
- Which aspect of the public service identified as most needing reform is the one that the public believes is in greatest need of reform.

At the meso level (activity of ministries and other public organizations), there are many initiatives and publications that show performance indicators for public services and policies. However, there are at this level “relatively few objective indicators of effectiveness, efficiency and quality in public sector performance ... in the statistical publications corresponding to the different ministries.”

Similarly, at the micro level (the performance of specific units providing services), there is no set of common indicators for all public agencies. For most agencies, performance indicators are based largely on service charters containing service standards that each agency is required to develop to measure the extent to which commitments are met. As a result, a performance measurement culture is reportedly emerging in Spain’s public service.

### **Observations on Measuring Service Performance**

Almost 10 years ago, Brian Marson noted that service measurement, both in Canada and internationally, focused on three approaches – client satisfaction, operational results, and service standards.<sup>108</sup> The Schmidt study found that these are still the most common approaches used by Canada’s provincial and territorial governments. This international study found that these three approaches are also the most popular outside Canada; that

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<sup>108</sup> *Improving Service Satisfaction: Canada’s Citizen-Centred Approach*, Power Point presentation prepared for the Treasury Board Secretariat of Canada, 2001.

client/customer satisfaction measurement is being used more widely; and that there appears to be a modest increase in the use of performance benchmarking.

Many governments use more than one type of measurement to assess the quality of different aspects of service delivery. Australia, for example, uses operational/performance data to assess efficiency, effectiveness and equity, with a focus on outcomes from the provision of services. These data are provided on a cross-jurisdictional basis that permits comparisons between governments and offers a basis for establishing best practice benchmarks. The Australian government also conducts citizen satisfaction studies, but these are deemed to be insufficiently citizen-centric, especially compared to the Canadian and New Zealand satisfaction surveys.

The United Kingdom combines operational performance measurement with satisfaction surveys but supplements these tools with two benchmarking initiatives for assessing telephone contact centres and back office operations. As noted above, Service SA – an Australian state service agency – is notable for the variety of tools used to assess its service performance. These tools include not only a satisfaction survey modeled on Canada's Citizens First survey and the use of Canada's Common Measurement Tool but also a customer feedback system and a complaints system. While the Schmidt study did not discover much use of complaints programs in Canada's provincial and territorial governments, countries like Spain and Portugal have a complaints program. Spain merits attention for setting its pursuit of improved service delivery within an explicit General Framework that contains several measurement tools, including a complaints and suggestions program. When Portugal learned from a user satisfaction study that complaints were users' main concern, they modernized their procedures to permit complaints and suggestions to be received online. In Australia, an online complaints/feedback website link ranks behind only liaison with peak bodies as a feedback mechanism on the quality of government services.<sup>109</sup>

Service Canada and other federal government organizations already have comparatively sophisticated mechanisms for gathering and examining complaints and other kinds of feedback from citizens through the various delivery channels. Service Canada, for example, has a client ombudsman and has begun to produce regular documents for senior management that reflect "the voice" of the Service Canada customer as revealed through complaints and feedback.

Another approach is to use conventional assessment tools in an unconventional way. In Missouri, performance measures that include customer related indicators are part of the government's budgetary and planning processes. The performance measures that agencies are required to keep include not only efficiency, effectiveness and the number of customers served but also customer satisfaction measures.

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<sup>109</sup> Australia, Public Service Commission, *State of the Service Report, 2008-2009*, p. 157. Available at <http://www.apsc.gov.au/stateoftheservice/0809/index.html>.



Still another innovative approach is the State of Minnesota's Enterprise Lean Program that has adopted the private sector Lean principles of management to improve government's service delivery performance. The State of Georgia has also adopted the Lean Management approach and has reported significant improvements in performance by training agency employees to fix problems themselves, without greater expenditures, and thereby creating an innovative culture (see Case study #37).<sup>110</sup>

A November 2009 study reported on the use of performance measures to improve service delivery in state and local governments in the United States.<sup>111</sup> The study found that government employees are reluctant to use outcome measures (measures of the results associated with the provision of services) because outcomes are hard to control and output data can be hard to obtain. A key success factor, therefore, is "to use consistent measures from period to period in order to sustain attention to the process while recognizing that measures can and should be modified as necessary to reflect what all stakeholders, especially citizens, want from the programs."<sup>112</sup> Among those elements essential to successful improvement of service delivery are:

- The chief executive must be committed to and involved in the process.
- Relevant measures must be selected with which service delivery can be measured, analyzed and improvements sought. The initial measures can be of outputs, but measures of outcomes should be selected and used as soon thereafter as possible.
- ... the measures should be periodically reviewed and revised as necessary to assure they reflect changing expectations for the programs.
- Results data for each performance measure should be regularly collected during the year in order that the data can be analyzed and adjustments made to enable the programs to continue to perform as expected.
- The regularly collected performance results data should be compared to at least the prior period to ascertain whether performance is improving or at least remaining stable; declining a minimal, but acceptable amount; or declining more than an acceptable amount.
- Comparisons of data that reveal performance is less than desired or declining at more than an acceptable rate should trigger an analysis of the results.<sup>113</sup>

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<sup>110</sup> Craig Newmark, "Good Customer Service from Georgia State Employees." *Huffington Post*, January 2, 2010. Available at [http://www.huffingtonpost.com/craig-newmark/good-customer-service-fro\\_b\\_411792.html](http://www.huffingtonpost.com/craig-newmark/good-customer-service-fro_b_411792.html).

<sup>111</sup> AGA, *State and Local Governments' Use of Performance Measures to Improve Service Delivery*, AGA CPAG Research Series: Report No. 23, November 2009. Available at [www.agacgm.org/research/downloads/CPAGNo23.pdf](http://www.agacgm.org/research/downloads/CPAGNo23.pdf).

<sup>112</sup> *Ibid*, p. 4.

<sup>113</sup> *Ibid*, p. 7.

Another 2009 study focuses on insights from international practice in government performance reporting on the delivery of services or programs.<sup>114</sup> The study's findings clearly distinguish the United States from Canada, Australia and Ireland in that the United States performance reports are more likely to report on outcomes, to be of a quantitative nature, to fulfill quality criteria and to provide associated targets and multi-year baseline data. To improve reporting on outputs and outcomes, the study recommends:

- When developing performance measurement systems, use a consistent, comparable, and structured approach to performance information across all agencies and programs.
- Include a good performance story to accompany the indicators.
- Specify outcome indicators, and fully explain the results reported against each indicator.
- Provide both target and baseline data.
- Ensure effective use of technology in presenting the performance data collected.
- Present agency performance information which includes output and activity indicators in addition to outcome indicators.<sup>115</sup>

A 2006 ten-country (including Canada) study on benchmarking found that governments consider benchmarking a valuable, indeed a critical, management tool.<sup>116</sup> Three-quarters of the 231 government executives interviewed were currently conducting benchmarking. Efficiency improvements were reported as the main driver of benchmarking projects followed closely by increased customer satisfaction. The three main challenges to successful benchmarking were found to be data gathering (hard to find comparable data or organizations willing to share it); organizational resistance to change (concerns about job threat, programs at risk, and inadequate confidentiality); and resource constraints (time and money). The two United Kingdom benchmarking projects described previously – on contact centres and back office operations – show how benchmarking can be tailored to specific aspects of service delivery.

For the Schmidt study, only a small number of respondents mentioned service standards in connection with approaches to performance measurement. Similarly, in this international study, the use of service standards takes a backseat to operational/performance measurement and user satisfaction surveys. Several governments that do use service standards to track performance provide for these standards in their Service Charters. These Charters are discussed at the end of the next section of this study.

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<sup>114</sup> Richard Boyle, *Performance Reporting: Insights from International Practice*, IBM Center for The Business of Government, 2009. Available at <http://www.businessofgovernment.org/pdfs/BoyleReport.pdf>.

<sup>115</sup> Ibid, p. 25.

<sup>116</sup> Mark Howard and Bill Kilmartin, *Assessment of Benchmarking within Government Organizations*, Accenture, May 2006. Available at <http://gppidialogue.com/forms/AssessmentBenchmarkingGovernmentOrganizations.pdf>.

## Service Policies, Strategies and Guidelines

Given the magnitude of the service delivery challenge, it is important for governments to develop a government-wide service strategy and a policy framework that directs or guides the strategy's implementation. "With ever-changing customer expectations driving public sector transformation, it is imperative for every public sector organisation to set about identifying – and planning for – future trends in customer service requirements."<sup>117</sup>

A service strategy and policy framework can lay out a vision and a roadmap for improving or transforming a government's service delivery regime. This approach can provide departments and agencies across government with a common foundation and framework for improving their service delivery arrangements and performance. It can also foster a comprehensive, coherent and coordinated whole-of-government effort to improve service. Several of the initiatives described below (many of which are described in greater detail in Appendix A) are in tune with these objectives.

### Australia

In April 2006, Australia's Commonwealth Government set out both a strategic vision and an implementation roadmap for transforming service delivery. The *Access and Distribution Strategy* outlines a whole-of-government service delivery vision and supplies resources and tools to enable integrated multi-agency, multi-channel service. Gary Nairn, Special Minister of State, "commended" the Strategy to all government agencies as essential reading. Although the Strategy fosters whole-of-government transformation, it also calls on the agencies to improve their service delivery capability. A shift from "agency-centricity" to "customer-centricity" is envisaged.

The Strategy addresses key areas of the Australian Government Service Delivery Framework, shown below. These areas include:

- *The Australian Government Service Delivery Principles* – a set of standards for the design, development, deployment and evaluation of government service delivery that is comprised of access, equity and choice, engagement, integration, collaboration, partnership, value creation, and adaptability.
- *Distribution and access models* – a conceptual overview of models for planning and delivering government services utilising community and business delivery mechanisms where appropriate.
- *The Service Delivery Capability Model* – a guide for mapping an agency's capability to deliver multi-agency, multi-channel and customer-centric services.
- *The Australian Government Interoperability Framework* – consisting of chapters on business process, information and technical interoperability, and highlighting the standards and protocols for greater connectivity across these

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<sup>117</sup> Pricewaterhouse Coopers, Public Sector Research Centre, *The Road Ahead for Public Service Delivery*, 2007, p. 31. Available at [http://www.pwc.com/en\\_GX/gx/government-public-sector-research/pdf/delivering-customer-promise1.pdf](http://www.pwc.com/en_GX/gx/government-public-sector-research/pdf/delivering-customer-promise1.pdf).

domains.

- *Managing Multiple Channels* – a guide for the strategic assessment and development of service delivery channels (web, shop-front, telephone etc.).

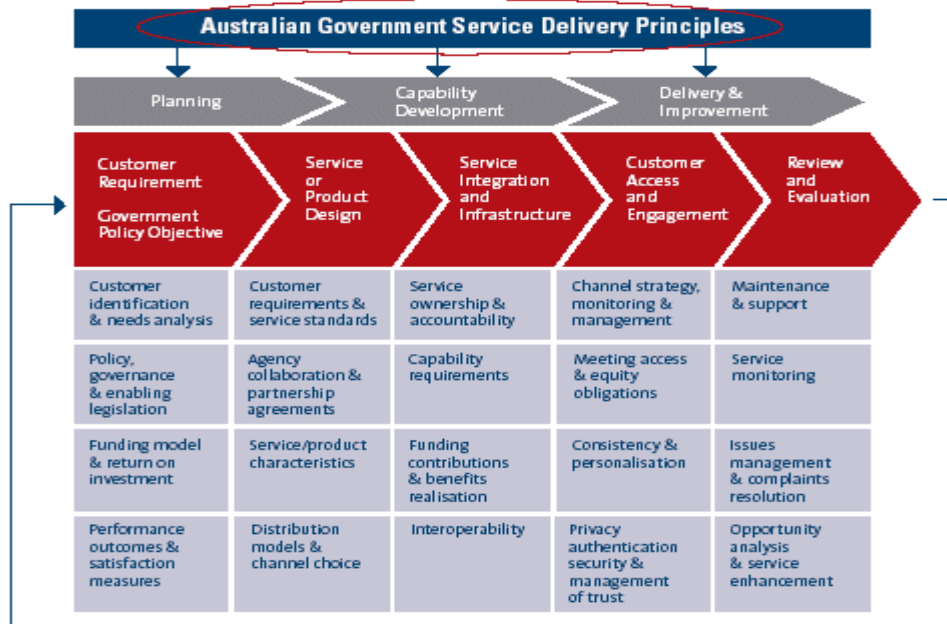


Figure 4: The principles highlighted in the Service Delivery Framework

The *Service Delivery Capability Model*<sup>118</sup> is especially notable as an approach to overall service management. The Model takes the form of a guide comprising all elements of an organization that need to be considered in the planning and design of government services. These capability elements are people, business processes, facilities and equipment, information and communication technologies, knowledge, and accountability and governance. The Model is a strategic enabler that provides for government agencies “a common framework within which policy developers and implementation planners can identify and describe the capability required to deliver customer-centric services. It also facilitates the understanding and achievement of a networked government where capability providers and capability users are explicitly recognised.”<sup>119</sup>

The 2009 discussion paper on *Reform of Australian Government Administration* (the

<sup>118</sup> Australia, Department of Finance and Administration, *Delivering Australian Government Services: Access and Distribution Strategy*, April 2006. Available at <http://www.finance.gov.au/publications/delivering-australian-government-services-access-and-distribution-strategy/docs/ads.pdf>.

<sup>119</sup> Ibid, p. 2.

Moran Paper)<sup>120</sup> is especially significant in that it discerns a barrier to effective service delivery in Australia that is characteristic of several other countries as well. *That barrier is the absence of a single organizational structure with responsibility for leading a coordinated pursuit of citizen-centred service across the entire government.* The Moran Paper has a brief chapter on service delivery that calls for a whole-of-government commitment to a citizen-centred approach leading to new service delivery channels and more choices for users. The chapter's reform proposals call for better integration, more choice, better business practices, and an enhanced performance management framework. For example, the report recommends that "the Australian Public Service might explore developing, deploying and clustering government services in such a way that customers efficiently access the wide range of transactions and services they require in a far more convenient way.... One-stop shops could form part of a collaborative, cross-government, cross-sector strategy to foster and coordinate deeper citizen engagement, become much more client oriented and establish world's best service delivery systems and practices."<sup>121</sup>

A final noteworthy element of Australia's service delivery policy is the requirement since 1997 that all agencies involved in direct service delivery develop a service charter. A document entitled *Client Service Charter Principles*<sup>122</sup> assists agencies in ensuring that their charter is a useful and strategic tool for shaping service delivery. A service charter is described as a brief publication setting out the service experience that clients can expect from an agency. The length and content of service charters vary from one agency to another. For example, a relatively detailed charter – that of the Department of Transport and Regional Services - includes:

- the goals of the organization;
- the services provided;
- broad service quality commitments (e.g. courtesy);
- specific standards of service (e.g. phone calls to be returned within one working day);
- a request for courtesy, honesty and accuracy from the client;
- opportunities to provide feedback to the agency, and information about how to complain to the Ombudsman; and,
- a commitment to assess the organization's performance against the standards set out in the service charter.<sup>123</sup>

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<sup>120</sup> Australia, Advisory Group on Reform of Australian Government Administration, *Reform of Australian Government Administration: Building the World's Best Public Service*.

<sup>121</sup> Ibid, p. 32.

<sup>122</sup> Available at <http://www.apsc.gov.au/charters/principles.pdf>.

<sup>123</sup> Rose Verspaandonk, *Commonwealth Government Service Charters*, Research Note 32 2000-01. Available at <http://www.apsc.gov.au/library/Pubs/RN/2000-01/01RN32.htm>.

## **France**

France's strategy for improving service delivery forms part of its Révision Générale des Politiques Publiques. It includes improving the quality of public services, simplifying measures for users, and supporting departments' transformational initiatives. The Policy is being implemented by the DMGE (mentioned above) that is responsible for three services with a central role in modernizing the government:

- The “**Innovation**” service develops the strategy and modernization measures for the following users: individuals, companies and territorial communities. A specific department is dedicated to analysing the needs and expectations of each of these groups. It also actively monitors the best existing practices and innovations in France and abroad.
- The “**Advice**” service supports departments in implementing decisions of the *Conseils de Modernisation des Politiques Publiques* by providing expertise on the most effective modernization levers (change management, optimization of organizations, processes, information systems, etc.).
- The “**Projects**” service manages key interdepartmental work in the areas of simplifying administrative requirements, improving user reception, enhancing the quality of public services and developing e-government.

The basis for the development of service simplification and innovation programs is information gathered by actively listening to users - an approach that relies on analysing interactions with government at the time of life events and on the technique of customer journey mapping. This process utilizes several tools: a partnership with representative user associations; the <http://www.ensemble-simplifications.fr/> website, on which Internet users can vote for proposed simplification initiatives or make suggestions; and a permanent user panel of 5,600 individuals and 2,400 companies.

The major success factor in this strategy is its focus on the user, which is considered the best way to identify the services required and to provide legitimacy for stakeholders who find it hard to complain when they get what they want.

## **New Zealand**

In 2007 (Innovation Note #3), New Zealand's State Services Commission (SSC) revised its 2005 over-arching development goals for improved management to include five goals related to service delivery and trust, namely state services that are networked and give value for money and that are coordinated, accessible and trusted. In 2009, these development goals were complemented by a statement of priorities aimed at reaching the overall strategic goal of New Zealanders having “a high performing, trusted and accessible State sector, delivering the right services in the right way at the right prices.”

In 2006, New Zealand had released an e-government strategy as part of its overall transformation strategy that set the following goals:

- By 2007, information and communication technologies will be integral to the delivery of government information, services and processes.
- By 2010, the operation of government will be transformed as government agencies and their partners use technology to provide user-centred information and services and achieve joint outcomes.
- By 2020, people's engagement with the government will have been transformed, as increasing and innovative use is made of the opportunities offered by network technologies.

No update of the e-government strategy has been released since the State Services Commission revised its strategic direction in 2009.

In 2008, New Zealand's revised its 2005 Digital Strategy (harnessing the Internet beyond government) to set out three main objectives: a high-value economy, a healthy environment, and vibrant communities and culture.

### *Singapore*

In Singapore, change in the public service in general and in service delivery in particular has been driven since 1995 by *Public Service for the 21<sup>st</sup> Century* (PS21) (Innovation Note #1). This change movement is spearheaded by the PS21 Office in the Public Service Division within the Prime Minister's Office. The PSD strives for quality excellence by, among other measures, urging staff to consistently innovate and improve their services; harnessing information technology, setting new benchmarks, and removing red tape; and seeking not just to perform but "to delight – even going beyond the call of duty so that our customers' needs may be met in a reliable, courteous and timely manner."

The objectives of PS21 are to foster change while paying attention to employee engagement and recognition and to nurture an attitude of service excellence. The four focus areas are staff wellbeing, excellence through continuous enterprise and learning, organizational review and service quality. Service quality is concerned with delivering excellent customer service to members of the public – services that are responsive, efficient and courteous."<sup>124</sup> Each area is driven by a steering committee with membership from all ministries. However, the actual practice and pursuit of PS21 is driven by the individual agencies, each of which has its own internal PS21 committees. The PSD observes that the success of PS21 does not lie in the number of projects undertaken or in cost savings "but in the extent to which an attitude of excellence and a culture of being prepared continuously for change has been internalized in the public service."<sup>125</sup>

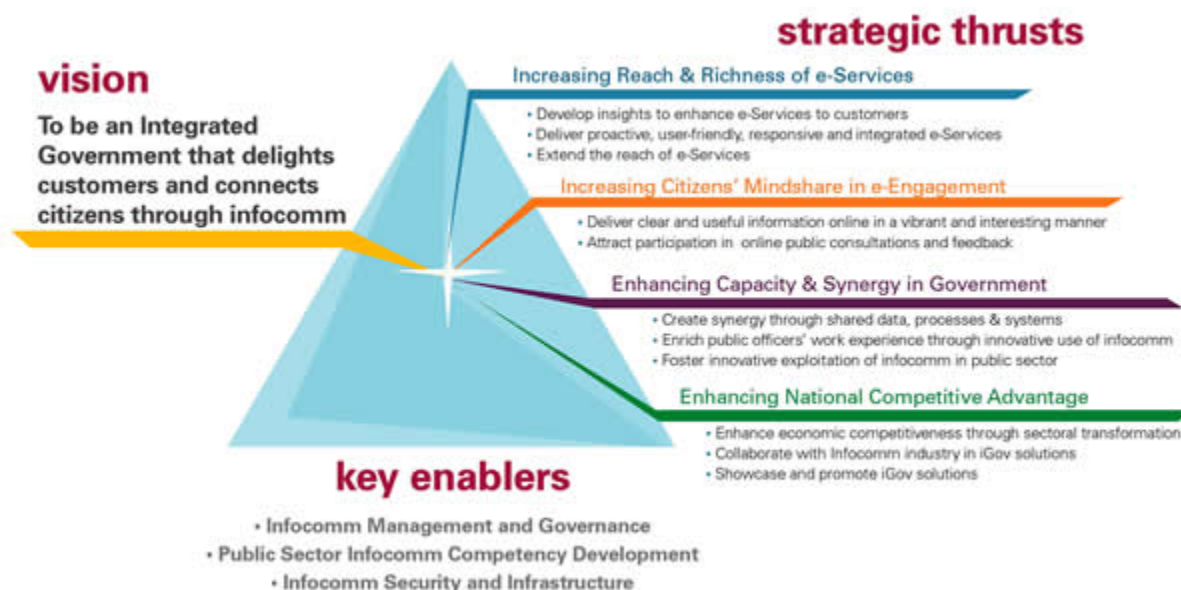
Innovation Note #1 describes Singapore's vision of an Integrated Government (IGov2010)<sup>126</sup> that will delight customers and connect citizens through the use of

<sup>124</sup> See <http://www.psd.gov.sg/PublicServiceRole/BuildCapacity/Movement/>

<sup>125</sup> Ibid.

<sup>126</sup> *iGov.sg*. See [http://www.igov.gov.sg/Strategic\\_Plans/iGov\\_2010](http://www.igov.gov.sg/Strategic_Plans/iGov_2010).

“infocomm” technology. The government envisions that it will effectively meet customers’ needs and deliver quality service. The strategy for achieving this vision is set out below in the form of four major strategic thrusts.



Through the iGov initiative Singapore has partnered with many infocomm companies. For example, *Biz File*<sup>127</sup> is an innovative service that permits members of the public to file online all legally prescribed business and company forms without requiring signatures. Moreover, a secured platform has been developed to permit online payments. As a result, efficiency improvements have resulted in substantial operational cost savings that have been passed along to customers. Next steps involve changing the focus from front-end to back-end integration and advancing from integrating services to integrating government.

Another initiative is the *CitizenConnect Programme*<sup>128</sup> that enables citizens to take advantage of online services even if they can't access the Internet from their home or workplace. At strategic community centres, free computer and Internet facilities together with personal assistance in using them are provided. Language and education barriers are removed so that citizens can engage in government transactions at any time to carry out such activities as paying government bills, paying parking tickets and library fines, applying for business licences, and learning more about government policies.

## Germany

Germany's strategy for the modernization of its administration is contained in a

<sup>127</sup> See <https://www.psi.gov.sg/NASApp/tmf/TMFServlet?app=RCB-BIZFILE-LOGIN-1B>.

<sup>128</sup> See <http://www.ecitizen.gov.sg/CitizenConnect>.



document entitled *Focused on the Future: Innovations for Administration* (Case Study #31).<sup>129</sup> The strategy responds to the need for a comprehensive, coordinated and cross-departmental strategy for the federal administration, focusing on human resources, management, organization and eGovernment. Only one of the several reforms listed in these four categories deals specifically with service delivery where there is reference to optimizing citizens' services involving creation of common structures for service centres that are tailored to meet particular requirements.

### ***Portugal***

Portugal's strategic approach to improving public service performance focuses on administrative simplification, broadly defined, and on electronic government. As explained in Case Study #32, a part of this general simplification strategy is *Simplex – Legislative and Administrative Simplification Program*, launched in 2006 and revised annually. Simplex involves constantly assessing and correcting administrative rules, standards and practices and ensuring that when new rules impose a burden, some existing rules are removed. The underlying assumption is that Portugal's strategic approach to public service reform should be to target concrete problems rather than to conduct a global, systematic, and completely planned reform aimed at all structures, processes and sectors. Simplex initiatives are selected via a bottom-up approach involving proposals made by various stakeholders and resulting in part from widespread public consultations. A Minister, supported directly by the Prime Minister and by an office dedicated to advancing the program and a State Secretary for Administrative Modernisation, is responsible for the Simplex programs.

Simplex's goals include fostering trust in the public service by responding to citizens' changing needs and expectations; helping to make businesses more competitive by removing obstacles (e.g. providing licenses and permits more quickly); promoting rationalization and efficiency in the public service (e.g. encouraging inter-departmental cooperation, ensuring privacy and security of personal data); and building a new public service culture with an emphasis on greater speed and flexibility, lower costs and process innovation.

### ***South Korea***

One element of the Korean Government's overall agenda is the pursuit of "A Government Serving the People – providing more convenient administrative services to the public" (Case Study #33). An element of the government's strategy is "a smaller and more efficient government aimed at creating "an agile government that will serve its people and its businesses in a flexible manner." This aim is being pursued through the country's e-Government strategy – an area where South Korea is a world leader. The

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<sup>129</sup> Germany, Federal Ministry of the Interior, 2006. Available at [http://www.verwaltung-innovativ.de/SharedDocs/Pressemitteilungen/1125282\\_\\_english\\_\\_version\\_\\_focussed\\_\\_on\\_\\_the\\_\\_future,templateId=raw,property=publicationFile.pdf/1125282\\_english\\_version\\_focussed\\_on\\_the\\_future.pdf](http://www.verwaltung-innovativ.de/SharedDocs/Pressemitteilungen/1125282__english__version__focussed__on__the__future,templateId=raw,property=publicationFile.pdf/1125282_english_version_focussed_on_the_future.pdf).

objective of this strategy – between 2008 and 2011 – is to increase the use of e-government services through increased public awareness and public satisfaction levels.

### *Spain*

The Spanish government is committed to improving and modernizing its administration to meet citizens' needs. In 2007, the government established the National Agency for the Evaluation of Public Policies and Quality of Services (Case Study #34) that, among other duties, evaluates and analyzes public policies and programs, fosters high-quality public services, and analyzes the activities and services provided by central government administration bodies (CGA bodies). The National Agency is centrally involved in implementing the 2005 *General Framework for Quality Improvement in Central Government Administration* that involves key stakeholders in the pursuit of continuous service improvement. The Framework is comprised of six quality programs:

- 1) Expectation analysis and customer satisfaction measurement program.
- 2) Service charters program.
- 3) Complaints and suggestions program.
- 4) Organization quality assessment program.
- 5) Recognition program (certificates and awards).
- 6) Observatory for the Quality of Public Services program.

Practical guides have been developed to support the implementation of these programs.

- 1) CGA bodies conduct studies to analyze citizens' expectations for public services and measure citizens' satisfaction with the services provided. The Observatory for the Quality of Public Services uses these studies to analyze the quality of public services and inform the public about their findings.
- 2) Service Charters are developed by each CGA body to inform citizens about the services for which the body is responsible, its quality commitments and customers' rights. Each charter is formally certified by the National Agency.
- 3) CGA bodies are required to develop mechanisms to handle complaints about service, to improve services in response to those complaints, and to report publicly on the improvement measures taken.
- 4) To promote quality service, the activities and results of each CGA are assessed on the basis of one of three performance assessment models.
- 5) Good performance in fostering quality and innovation in public management is recognized through Recognition of Excellence awards and quality and innovation in public management awards.
- 6) The Observatory, mentioned above,
  - analyzes public service quality from the standpoint of citizens and proposes general initiatives for improvement;
  - conducts in-depth studies of the public services most in demand or of greatest social significance at a given time;
  - provides the public with an overview of the quality of services; and
  - articulates a forum for citizen engagement.

## United Kingdom

The United Kingdom's service strategy began with a broad strategic framework outlined in *Transformational Government Enabled by Technology*<sup>130</sup> (November 2005). This strategy's vision involves three key transformations: 1) IT-enabled services designed around the citizen or business, rather than the provider, and delivered through modern, co-ordinated delivery channels; 2) movement to a shared services culture to foster efficiencies; and 3) increased professionalism in the planning, delivery, management, skills and governance of IT-enabled change.<sup>131</sup> The government reports annually on progress made in implementing these three key elements of transformational government.

The strategy prescribes three main implementation stages, namely 1) improving professionalism and governance and completing IT-enabled programs already in progress (2005-2006); 2) setting priorities, plans and targets for the second phase (2007-2011) through the 2007 Comprehensive Spending Review (CPR) and realizing financial and service benefits from this work; and 3) continuing change beyond 2011 to meet citizen and business needs, adopting technology more quickly, and reducing the visibility of service boundaries within the government.<sup>132</sup>

A second major report on service transformation in 2006 (the Varney Report) gave greater stimulus to reform and added a citizen-centred dimension and vision to the UK service transformation strategy. It called for a more ambitious effort through the 2007 CPR that would improve transactional front-line services. It also outlined a vision for service transformation for 2020. Varney's vision of service transformation is that it

means operating a more coherent, actively managed customer contact strategy across public services, so that citizens and businesses experience a more seamless and less time consuming service. This does not mean providing the same service to everyone. Citizens and businesses should experience a personalised service that meets their specific needs, but which operates to high quality standards and is joined up across the public sector.<sup>133</sup>

According to the United Kingdom's Cabinet Office, as of September 28, 2009 the government's service transformation work is being delivered primarily through two cross-government bodies, namely, the Contact Council<sup>134</sup> and the Delivery and Benefits Management Delivery Board. Tom Watson, the Minister for Transformational Government, has aligned the Transformational Government Strategy with a Government

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<sup>130</sup> Available at <http://www.cabinetoffice.gov.uk/media/141734/transgov-strategy.pdf>.

<sup>131</sup> Ibid, p. 7.

<sup>132</sup> *Transformational Government – Implementation Plan*, Cabinet Office, March 2006.

<sup>133</sup> Sir David Varney, *Service Transformation*, p. 20.

<sup>134</sup> The Contact Council is a key delivery mechanism of the Cabinet Office with oversight of all customer contact in the public sector, including telephone, website, e-mail and face-to-face contacts.

2.0 proposal that stresses the potential of new technologies for citizen engagement. This proposal was first set out in a 2007 report on *The Power of Information*<sup>135</sup> (discussed previously in connection with Web 2.0 innovations).

The United Kingdom's recent transformation work has four major components. The first is *Implementation of the Service Transformation Agreement* (STA) designed to streamline the delivery of public services, in large part by cutting 50% of the total waste from the service delivery chain; rationalizing and streamlining the service delivery channels, and enabling such key "exemplar projects" as Tell Us Once. This pilot project, due to be introduced in 2010 across the National Health Service, focuses on reducing the number of times citizens have to contact public bodies when their circumstances change (e.g. a family bereavement).

The second component – *Streamlining Delivery Public Value Programme* (PVP) – involves a review, to be led by Cabinet Office with assistance from Her Majesty's Treasury (HMT), that will examine how measurable improvements in service delivery can be made through more efficient and effective use of the Internet, telephony and over-the-counter delivery channels. This examination will use three approaches:

- 1) Face-to-face rationalization. This is a place-based approach that is closely related to the Total Place initiative that is piloting how a "whole area" approach to public services can result in improved service at less cost for both the central and local governments. Total Place is described as providing "a real opportunity to rip up the text book and redesign the way public services are planned and delivered."<sup>136</sup>
- 2) Simplification of access to services. This is a usage-based approach that seeks, for example, to rationalize the more than 50,000 central government/local government telephone numbers.
- 3) Self-service and automation. This is a forward-looking approach that is closely related to Digital Britain.

*Digital Britain* is the third component. The Cabinet Office is responsible for developing a roadmap for the Digital Switchover of Public Services program in 2012. This work involves an initial assessment of "channel shift" activity across central government departments and agreement on strategic goals for delivering service in the new digital era.

The fourth component - *Benefits Management* - is a new area of work through which government seeks to ensure the creation of effective cross-government arrangements to manage the benefits of front-line service transformation. A Centre of Excellence is envisaged that will promote collaboration and good practice tools and processes to enable and capture the benefits of service transformation across the public sector.

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<sup>135</sup> Ed Mayo and Tom Steinberg, *The Power of Information*, [http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/power\\_information.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/power_information.pdf).

<sup>136</sup> Available at .

A Cabinet Office “Pocket Guide”<sup>137</sup> (28 pages in a 9 1/2 x 7 inch format) elaborates a set of nine service design principles - personalization, collaboration, responsiveness, openness, flexibility, reliability, value, learning and innovation. These principles are intended to assist with the development of strategies to turn customer information into action and to foster beneficial relationships between citizens and the community. A pervasive theme in the Guide is the need for policy makers to understand and engage the customer and the community. More specifically, policy makers are enjoined to:

- Ensure that the view of the customer/community is sought;
- Consider the desired outcomes from the frontline perspective;
- Ensure governance and resource issues are considered and addressed;
- Ensure that those charged with implementing policy are ‘fit for purpose’;
- Ensure that mechanisms are in place to evaluate the outcomes of policy implementation; and
- Ensure that policies are assessed for their sustainability.

Another notable element of the United Kingdom’s strategic approach to improving the performance of government departments, including the sphere of service delivery, is the Capability Reviews that were launched in 2005 and “refreshed” in 2009.<sup>138</sup> In February 2009, the National Audit Office, in its *Assessment of the Capability Review Programme*, found that the program had raised the capability of the civil service and made capability improvement a central aspect of management board agendas across the service. The key aspects of the refreshed model are linking capability to results and outcomes, sharpening the focus on delivery, challenging departments to innovate, raising the bar on collaboration, and emphasizing the importance of achieving value for money.

### *United States*<sup>139</sup>

The United States federal government does not have a *central* or *whole-of-government* strategy, framework or vision for service delivery. It does, however, have government-wide policies to improve service through open and transparent government and through high-quality websites. It has also prepared reports encouraging government-wide application of service standards and promoting citizen engagement.

On December 9, 2009, the Obama Administration released a White House Directive on Transparency and Open Government requiring departments and agencies to implement the principles of transparency, participation and collaboration. The Directive was

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<sup>137</sup> United Kingdom, Cabinet Office. *Service Design Principles: A Pocket Guide*, February 2007. Available at [http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/delivery\\_council/pdf/service\\_design070524.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/delivery_council/pdf/service_design070524.pdf).

<sup>138</sup> See United Kingdom, Civil Service, *Capability Reviews: Refreshing the Model of Capability*, July 2009, at [http://www.civilservice.gov.uk/Assets/Model%20report%20final\\_tcm6-8285.pdf](http://www.civilservice.gov.uk/Assets/Model%20report%20final_tcm6-8285.pdf).

<sup>139</sup> We are grateful to the Office of Citizen Services of the US General Services Administration for much of the information on which this section is based.

informed by soliciting public comment through the White House Open Government Initiative. Departments and agencies are required to take several steps under each of the following headings: publishing government information online, improving the quality of government information, creating and institutionalizing a culture of open government, and creating an enabling policy framework for Open Government. The Directive is given more detailed consideration in the Transparent and Open Service Delivery section of this paper.

A Directive from the United States Office of Management and Budget requires compliance with policies for federal agency public websites and the Web Managers Advisory Council has developed a comprehensive self-assessment “checklist” to help agencies assess how well they are meeting federal website requirements and best practices (Webcontent.gov). For elaboration, see the Access to Services – Web Pages section of this study.

In September, 2005, a government-wide committee delivered to the Office of Management and Budget a report entitled Citizen Service Levels Interagency Committee (CSLIC). This report contained government-wide guidelines to ensure that citizens receive accurate, timely and consistent service that were intended to serve as the basis for developing template “service level standards” for agency operations and performance-based government contracts. Also, in March 2009, a white paper prepared by a government-wide group made recommendations on how to overcome obstacles to citizen engagement.

### ***Wales***

As explained in Case Study #35, Wales’ vision for the future of its public services is set out in a document entitled *Making the Connections: Delivering Beyond Boundaries*. This vision is captured in four main principles:

- Putting people first;
- Working together to deliver improved public services;
- Achieving better value for money; and,
- Improving and engaging the workforce.

The vision was to be implemented through a five-year action plan for delivering better services. More recently, in light of the impact on Wales of the global economic recession, its strategy and framework has been adjusted as outlined in *Better Outcomes for Tougher Times*. This document outlines seven interconnected areas for action in Wales’ continued pursuit of its vision:

- 1) *Lining up around outcomes for citizens and communities* – by concentrating resources and energy on those actions which will make a difference, aligning public services round commonly agreed priorities to achieve better outcomes.
- 2) *Offer public services that are more responsive to citizens* – by using the voice and experiences of citizens to drive change.

- 3) *Greater operational efficiency* – through improved procurement and commissioning, re-engineering business processes, asset and property management and exploiting the potential of ICT.
- 4) *Collaborating locally and regionally* – by developing the role of Local Service Boards, regional consortia and Spatial Plan Groups.
- 5) *Improving performance* – by moving away from targets to focus more on outcomes.
- 6) *Better information and evidence* – by using an enhanced Living in Wales survey and other measures to tell us how services in Wales are performing and improving.
- 7) *Incentivising and enabling improvement across public services* – by establishing an Efficiency and Innovation Partnership and developing a stronger Wales Social Partnership.

A highlight of Wales' approach to transforming service delivery is the involvement of citizens and public servants, reflected in its national citizen surveys and in various public engagement activities. Several initiatives have been taken to develop good practices and drive innovation in public engagement. One of these initiatives, called "Funky Dragon," seeks the views of children and young people.

#### ***Georgia State Government (United States)***

A critical success factor in Georgia's highly regarded strategy for service improvement has been political leadership. The Governor's Customer Service Initiative (Case Study #36) aims to engage all state and university employees in improving service to citizens through a three-part strategy: to become ***faster*** (speeding up services), ***friendlier*** (developing a customer-focused culture), and ***easier*** (adopting an enterprise approach to managing call centres). The Initiative includes a state-wide communications strategy; uniform customer and employee job satisfaction surveying; customer service focused employee orientation, training and performance measurement; and creation of a central point of access for state services by telephone and the internet.

Agencies are encouraged to work together as "Team Georgia" by focusing on the customer, using consistent performance measures, ensuring standard messages to employees, and providing a centralized point of contact for telephone and Internet services. All agencies, regardless of size, are to share the same goals, values and commitments to customers. Each agency has a Customer Service Champion tasked with implementing service improvements. Rapid Process Improvement, a streamlined version of Lean management practices (mentioned above), is used to improve quickly processes that directly impact citizen services.

The case study on this initiative provides evidence of substantial success in providing faster, friendlier and easier service. To foster continuous long-term improvement, the government reports that state leaders and employees have endeavoured to knit customer service into the fabric of government – through strategic planning, employee performance appraisal, uniform training, and enterprise-wide technology.

## Observations on Service Policies, Strategies and Guidelines

Research for this paper, including the case studies, shows that most governments understand the need for a service policy framework and a service strategy that is coherent, comprehensive and comprehensible. Some countries (Australia, the United Kingdom, and Spain) have been more successful than others in meeting this need. (Note that Portugal's Simplex program takes an explicit bottom-up approach to improving service delivery, with strategic direction being provided only by the program's goals.)

As governments have struggled over the past few decades to cope with the rapid transformation of service delivery, responsibility for developing and implementing service policy and strategy has in some countries become unduly fragmented. The staying power of existing structures and limited resources for creating new ones can be a significant barrier to effectively integrating or even coordinating service delivery. For example, the Moran paper on *Reform of Australian Government Administration*, mentioned previously, laments the lack of a single organizational structure responsible for government-wide coordination of service delivery.

However, Australia does offer a useful framework for improving the design and delivery of government services. Its Government Service Delivery Framework includes a statement of Government Service Delivery Principles and a Service Delivery Capability Model. The Principles underpin decisions on service delivery, and the Model provides a common and comprehensive framework within which individual agencies can pursue citizen-centred service delivery.

Spain's *General Framework for Quality Improvement* also provides a coherent and inclusive approach to improving service quality. Like Australia, it outlines the principles underpinning its service policy framework. This framework contains six inter-related quality programs that are complemented by practical guides supporting the programs' implementation.

### *Service Charters*

Service charters, often described as citizens' charters, have become widely used around the world and take various forms. Some governments (e.g. Australia) enshrine service charters in their strategic framework for service delivery; others (e.g. the Netherlands) have *e-Citizen* charters that focus on electronic service delivery.

The idea of service charters originated in the United Kingdom where the original Charter Mark program has been replaced by the impressive *Customer Service Excellence Standard* (CSES) explained in Case Study #25. The CSES framework notes the importance of measuring service satisfaction levels, developing precise and measurable standards for services, and setting and meeting standards for timeliness of response.

In Australia, all agencies with public contact are required to develop a service charter. Thus, there is considerable variation among agencies in the length and content of their charters. The agencies are guided by a statement of Client Service Charter Principles,



and outstanding service delivery is recognized by a *Service Charters – Awards for Excellence* scheme. The Principles cover such matters as electronic service delivery as well as the needs of special and diverse client groups. Centrelink's Customer Service Charter is a public statement the standard of service that citizens can expect and what they can do if they are unhappy with the service. Centrelink reports quarterly on its performance against four commitments:

- You can expect us to make it easier for you to use our services
- You can expect us to treat you with respect and courtesy
- You can expect us to explain your options to you
- You can expect us to respect your rights

For example, under the first commitment to make it easier to use our services, one standard is "We will answer 70% of your phone calls within 2 and a half minutes" and the reported performance is "87.8 of phone calls were answered within 2 and a half minutes."<sup>140</sup>

The award-winning Dutch e-Citizen Charter (shown below) is composed of 10 quality requirements for digital contacts, with each requirement being formulated as a right of the citizen and a corresponding duty of the government.<sup>141</sup>

#### **Dutch e-Citizen Charter**

1. Choice of communication channels: counter, letter, phone, e-mail, internet.
2. Transparent Public Sector: citizens know where to apply for official information.
3. Overview of Rights and Duties: the rights and duties of citizens are transparent.
4. Personal information service: tailored information, personal internet site.
5. Convenient Services: citizens only have to provide personal data once to be served in a proactive way.
6. Transparent procedures: openness and transparency of procedures.
7. Digital Reliability: secure identity management and reliable storage of electronic documents.
8. Considerate administration: government compensates and learns from mistakes.
9. Responsible management: citizens are able to compare, check and measure government performance.
10. Involvement and empowerment: the government stimulates participation and involvement of citizens.

<sup>140</sup> *Customer Service Charter Performance October 2009 to December 2009*. Available at [http://www.centrelink.gov.au/internet/internet.nsf/about\\_us/charter\\_performance\\_octdec09.htm](http://www.centrelink.gov.au/internet/internet.nsf/about_us/charter_performance_octdec09.htm).

<sup>141</sup> Egovernment Resource Centre, e-Citizen Charter (e-Citizen Programme). Available at <http://www.egov.vic.gov.au/trends-and-issues/citizen-centric-service/e-citizen-charter-e-citizen-programme-.html>.

As with complaint mechanisms, Service Canada and other federal government organizations already have service charters in place.

### **Service Awards**

An increasing number of governments are encouraging and/or awarding excellence and innovative ideas in citizen-centred service. Some governments recognize only the achievements of agencies (the United States' GSA program); others provide awards for both individual and agency suggestions (Missouri); and at least one (Singapore) encourages innovative ideas. Some award programs are part of broader efforts to promote improved service delivery (the United States' GSA program) whereas others are stand-alone initiatives (Singapore).

The Office of Citizen Services of the United States General Services Administration (GSA) has, since 2008, managed an annual award system – the *Citizen Service Award* – that recognizes excellence in customer service through the Web, e-mail or telephone channels. The award recognizes the accomplishments of agencies at all levels of government that are innovative in developing and implementing citizen-centred activities and that promote substantial enhancements in existing citizen service. The Office makes public the background documents and case studies providing best practices and contact information.

The State of Missouri in the United States, has a four-part recognition program for state employees that recognizes, in whole or in part, efforts to improve service delivery. First, the Governor's Award for Quality and Productivity recognizes the achievements of work teams in several categories, including performance as a model of efficiency, quality and effectiveness. Second, State Employee Recognition Week (similar to Canada's Federal Public Service Week) celebrates the contributions of state employees who have performed especially well during the past year. Third, State Employee of the Month recognizes outstanding employee contributions to improved service for citizens. Fourth, Missouri's employee suggestion program – *Missouri Relies on Everyone* (MoRE) (Case Study #37) – identifies, recognizes and rewards the ingenuity and commitment to excellence of state employees who make valuable suggestions. This program is based on the premise that the ideas of state employees are fundamental to service improvement. The state's Office of Administration oversees the program, but each agency monitors and controls its own innovative employee suggestion system. The MoRE Web site has a *Suggestion Bulletin Board* that other State employees can review to see if a posted suggestion might help their organization. The most recent *Winning Suggestions* are posted online and organized by agency so that all employees can benefit from them. In 2008, eleven out of 200 suggestions were implemented.

In Singapore, under the auspices of the Prime Minister's Office, the Enterprise Challenge (TEC) provides funding for testing innovative ideas that could potentially improve the delivery of public services. (Innovation Note #1) The several stages through which a promising idea has to pass are transmission to the relevant agencies for further development; the selection of an appropriate piloting agency; a trial implementation plan

to test the idea's feasibility; an assessment and funding decision by the TEC Panel; and then a trial test. The Guidelines for submitting ideas are stringent: the idea must be innovative in the sense of being new, untried, untested or unique; the innovation must create new value for the public service; it must be a quantum leap improvement in public service delivery; it should have the potential to be upscaled or commercialized; and the requisite trial test must be cost-efficient. Proposals can be submitted by the private sector as well as by public servants. TEC also runs a Public Service Innovation Awards ceremony that recognizes "the degree of impact or new value created, as well as the extent of the paradigm shift brought about by the innovation."<sup>142</sup> A recent award went to EnterpriseOne, described as a web portal supported by a network of Enterprise Development Centres. A key e-service of the portal is the Online Business Licensing Service that enables businesses to easily apply, renew, update, and terminate their licences.

### **Professionalization of Service Staff**

Research for this study found nothing to match Canada's Institute for Citizen-Centred Service initiative to provide a professional certification for the service professional and a training program to provide service delivery professionals with the tools to improve service.

Centrelink<sup>143</sup> provides a variety of training opportunities for staff, including multicultural training, training to implement specific government programs (e.g. Welfare to Work) and leadership development programs. In addition, the Inbound Programme brings service and call centre managers, young officers and specialists (e.g. social workers) to National Support Office for an intensive program on Centrelink's current focus and future directions and on the political environment within which it operates. The Outbound Programme sends employees from National Support Office into service and call centres to experience business and customer interaction at a local level.

In the United Kingdom, the Customer Service Excellence Standard, discussed in the next Part of this study and at length in Case Study #25, is designed partly as a skills development tool that will enable government employees to acquire new skills regarding customer-focused service and engagement. Note also the 2008 report of the United Kingdom's Cabinet Office asserting that "the Government's vision for achieving world class public services is increasingly based on developing a *new professionalism* where managers and front-line staff have freedoms and flexibility to shape how services are

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<sup>142</sup> *Centrelink community engagement update*, February 23, 2009. See [http://www.ps21.gov.sg/challenge/2006\\_12/creative/creative.html](http://www.ps21.gov.sg/challenge/2006_12/creative/creative.html).

<sup>143</sup> This information on Centrelink is drawn from Kernaghan, *Integrating Service Delivery*, Case Study #10.

delivered.”<sup>144</sup> To that end, the report recommends that frontline managers be much more active in promoting training and development opportunities for their staff.

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<sup>144</sup> Quality Skills, *Quality Services: Final Report of the Public Services Forum Learning and Skills Task Group*, December 2008, p. 11. Available at <http://www.unionlearn.org.uk/extrasUL/policy/PSF%20LSTG%20Final%20Report.pdf>.

## Part III

### RECOMMENDATIONS

#### *General*

- 1) In response to the global economic crisis, there is an ongoing shift in the sphere of service delivery from a focus on service improvement towards increased emphasis on cost-effectiveness. This study provides some early evidence of this shift in countries that have begun to rethink their service strategy in light of the new financial circumstances. In the Government of Canada, some initial consideration has started in this area through the Service Component of the Management Accountability Framework. However, further work is needed, not just in the Treasury Board Secretariat but in all departments and agencies in order to give cost considerations a higher profile in departmental service policies and strategies. Increasingly, governments must ask not only whether the services provided are good but also whether the programs being delivered are the right ones in terms of achieving important social and economic goals. More attention to measuring the efficiency and cost-effectiveness of service performance is warranted.
- 2) Successful service management requires visible and sustained strategic leadership. In Canada's federal public service, the Treasury Board Secretariat makes use of its Management Accountability Framework to promote improved service delivery. In addition, the Secretariat should continue to enhance the leadership it provides in the development of service policy and performance measurement systems. This leadership should be animated by a vision of cost-effective, citizen-centred service.
- 3) While effective leadership is the key critical success factor in transforming Canada's service delivery regime, leadership cannot be left to the public service alone. Political leadership, not just from Treasury Board ministers but from all Cabinet ministers, should support public servants' service improvement initiatives. This support is particularly important for promoting the kind of coordination and collaboration across departments and jurisdictions that is required to bring about a more integrated and cost-effective service delivery regime. In this context, the Government announced in its March, 2010 budget that it will undertake a comprehensive review of government administrative functions and overhead costs in order to identify opportunities for additional savings and improve service delivery.
- 4) One of the most obvious – and important – features of this study is evidence of the systemic nature of service delivery with its broad array of interdependent parts. Governments need to take a holistic view of the field. The increasing scope and complexity of service delivery in public governance and management argue strongly for central leadership and guidance from a whole-of-government perspective. The Treasury Board Secretariat is best positioned to play this critical role. Consider the disarray and the consequent negative impact on service quality of having the many

related service functions shown in Figure 1 carried out in a fragmented fashion by different authorities.

- 5) Service management should be carried out within an integrated - or at least a coherent, coordinated and collaborative – set of policies and structures. Central policies, strategies, guidelines and monitoring are required, but not necessarily central control. Some governments have sophisticated frameworks for service design and delivery but have parcelled out responsibilities for service delivery to several different actors, each of which may think it is playing the lead role. The key to overcoming this obstacle is to organize responsibilities for service delivery with a focus on citizen-centred service as well as the needs of taxpayers uppermost in mind.
- 6) Both political and public service leaders should keep in mind that service integration is not only being driven by such factors as technological advances and communities of practice. It is also being driven by the current movement in public management and public governance toward a period of what is described in the section of collaborative, integrative service delivery as Integrated Public Governance (IPG). Service integration is clearly a central element of IPG – a movement in the field of public administration that is succeeding that of New Public Management.
- 7) The federal government, in collaboration with other orders of government where possible, should invest in research and task force reports that strengthen the foundation for decisions on the various dimensions of service delivery. As in the United Kingdom and Australia, these reports should be made widely available to the public. A good model here is the much-admired report of the Australian task force on Government 2.0 that consulted persons not only in Australia but also in other countries. The March 2010 fourth Report of the Prime Minister’s Advisory Committee on the Public Service observes that the public service “must take full advantage of collaborative technologies to facilitate interaction with citizens, partners and stakeholders.” Canada needs an advisory committee, with a dedicated brief, to study and report on how this can be accomplished.
- 8) An international community of practice on public sector service delivery should be established as the counterpart to such domestic bodies as Canada’s Public Sector Service Delivery Council. This would help to ensure that Canada could draw on innovations elsewhere in a continuous fashion rather than relying on occasional studies. The Institute for Citizen-Centred Service (ICCS) may be able to play a leading role here.
- 9) While this international initiative would operate largely as a virtual organization, there should be at least one annual meeting/workshop in a member country, with the expectation that responsibility for organizing the meeting would rotate from one country to another. The initiative could be complemented by an ongoing international awards program (possibly under ICCS auspices) that would draw out the best innovations from the international community. Canada should consider

organizing the first of these meetings for the purposes of organizing this international “council” and sharing good practices on service delivery.

- 10) Either separately, or in concert with the work of this international body, a website containing good practices from around the world should be established.

*Recommendations on the What of Service Delivery*

- 11) In light of the strained economic circumstances mentioned in recommendation #1, the federal government needs to give renewed emphasis to the kind of administrative simplification and red tape and paper reduction accomplished in countries such as France and the Netherlands.
- 12) Federal government websites should be regularly evaluated and improved through an analysis of such award-winning sites as those of Utah and California so that citizens can have greater, easier and faster access to information and services.
- 13) An objective evaluation of government websites, especially the main Canada.gc.ca site, should be conducted by outside experts (as with Consumer Focus’ report on the UK’s DirectGov site).
- 14) Particular attention should be paid to ensuring that government websites serve those citizens who wish to connect to government through such Web 2.0 technologies as Twitter, Flickr and YouTube.
- 15) The approach to bundling services according to life events used in such jurisdictions as Belgium and Singapore should be examined for possible adaptation to Canadian needs.
- 16) The Canadian government should design and implement a system of one-time data provision whereby citizens are obliged to provide information only once on such matters as births, deaths, changes of address or other significant life events, and this information is then shared by the relevant departments and agencies. Particular reference should be made to the United Kingdom’s “Tell Us Once” initiative.
- 17) To remove or reduce the exclusion of disadvantaged persons from full participation in the digital era, the federal government should consider such initiatives as those adopted by Singapore, including its biometric e-counters, e-Helpdesk, e-Ambassadors, and m-Ambassadors.
- 18) Note should be made of predictions that technological advances will facilitate much greater delivery of government services by the private and third sectors. In this connection, note also the much higher level of business-government collaboration for improved service delivery, including the design and operation of websites, in the United States.

- 19) The federal government should consider whether the successful personalization initiatives in such jurisdictions as Denmark, Belgium, France and the Netherlands effectively inform Canadian practice.
- 20) For the same purpose, the segmentation experience of jurisdictions like Sweden and Belgium should be carefully examined. Canada should also consider whether it should develop systematic guidance for its segmentation efforts along the lines of the United Kingdom's Segmentation Guide.
- 21) Notice should be taken of the contrast between Canada on the one hand and the United States and the United Kingdom on the other in respect of efforts to publish government information online, to improve its quality, and to foster a culture of open government.
- 22) Canadian jurisdictions should examine the experience of New York City in providing a seamless connection between its 211 and 311 telephone systems and in enabling citizens to use these systems through such means as Twitter and I-phone applications.
- 23) Canada's governments should strive to overcome their challenges with respect to the use of mobile devices for access to government services. Greater collaboration amongst not-for-profit organizations (e.g. the Institute for Citizen-Centred Service) and communities of practice (e.g. the Public Sector Service Delivery Council and/or the Public Sector Chief Information Officer Council) should be encouraged so that there is increased leadership in developing measures to prevent Canada from falling further behind some other jurisdictions.
- 24) Canada should note the innovative use of kiosks to fulfill specific niches in service delivery regimes such as Australia's location of kiosks in community centres to serve the needs of senior citizens, including those in rural and remote areas, for Internet access and computer literacy. Note also should be taken of the learning points, especially for rural and remote regions in Canada, that flow from the use of so-called "kiosks" in India that take the form of small service centres rather than self-service touch screen machines and that are operated through government-business partnerships on a fee-for-service basis.
- 25) The federal government should develop an effective multi-channel strategy that, in part, provides assurance that citizens have an appropriate choice of service delivery channels and that a proper balance is struck between equitable and cost-effective service. The Channel Strategy Principles contained in the United Kingdom's Varney Report provide a model for the development of a similar statement in Canada.
- 26) Canada should be aware of and consider the anticipated greater role of the private and third sectors in government service delivery has been joined by predictions of "co-production" in the sense of citizen-state collaboration in which citizens have much greater influence on the design and delivery of government services.



- 27) It should also be noted that this co-production will be facilitated by rapid growth in the use of Web 2.0 technologies. This is area in which Canada is falling behind such jurisdictions as the United Kingdom, the United States and Australia. A Canadian study on this matter, like the recent one in Australia, would help to ensure a better-informed basis for action in this burgeoning field.

*Recommendations on the “How” of Service Delivery*

- 28) The government should develop a Statement of Service Delivery Principles (informed by the Australian approach) as a high-level and aspirational (perhaps even inspirational) foundation for citizen-centred service. These Principles could be linked to the federal public sector code of conduct.
- 29) Consideration should be given to such a Statement of Principles as the underpinning for a government-wide Service Charter. The current Service Canada Charter provides a possible model but lacks the kind of aspirational content of other charters such as South Korea’s Administration Service Charter (Case Study #12). Alternatively, as in Australia, departments directly involved in service delivery could develop their own service charters.
- 30) The government should continue to improve its use of the three main approaches to performance measurement, namely client satisfaction, operational/performance results (including efficiency), and service standards. Since each approach can measure different aspects of service delivery performance, more than one of type of measurement can fruitfully be used - at both the government-wide and individual service levels.
- 31) There should be a dedicated study of the purposes being served by each of the government’s current performance measurement approaches to provide an informed basis for rationalizing and enriching the overall performance regime.
- 32) Canada’s effective use of its Common Measurement Tool and its Citizens First surveys are envied – and emulated – by other countries. These high profile and highly valued results of Canada’s emphasis on action research and results-based service improvement argue for continued and regular use and support of these initiatives. The Institute for Citizen Centred Service should be encouraged to extend the use of the Common Measurements Tool and Citizens First to additional countries in order to promote greater international benchmarking of service delivery metrics.
- 33) Citizen satisfaction surveys alone do not provide a sufficient assessment of the quality of service delivery. These surveys should be supplemented by a sophisticated system of operational/performance measures – and by a system that increasingly strives to measure outcomes as well as inputs and outputs. (See the recommendations based on comparative research reported in the performance measurement section of this study.)

- 34) The federal government should consider greater use of performance benchmarking by facilitating comparative analysis of the data collected through the various approaches to performance measurement.
- 35) Consideration should be given to whether a Lean program such as the Minnesota one described in Case Study #6 (or those in the Georgia State Government, the Royal Canadian Mint, and the Saskatchewan Assessment Management Agency) might help some federal organizations provide more cost-effective service delivery by reducing waste.
- 36) The federal government should lend strong support to Canada's world-leading efforts to professionalize service staff through professional certification and training.
- 37) Arrangements should be made to develop and document the emerging management science on service management in the public sector and to link this learning and literature to the professional training of executives, managers and front-line staff.