

Innovations in Public Service Delivery

Issue No. 6

The Management of Integrated Service Delivery: Lessons from Canada

Prepared for the Innovation in Citizen
Services Division by:

Maryantonett Flumian

**Institutions for
Development Sector**

**Innovation in Citizen
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Prologue 1

Introduction..... 3

Background: A New Type of Citizen 4

Main Lessons Learned 5

Approach for Governance and Accountability 7

 Good Governance..... 7

 Collaboration is Key..... 8

 Focus on Outcomes 10

 Aligning with the Citizen’s Needs 10

 Overcoming Barriers 11

 Lower Costs..... 11

 Accountability 12

 Building Political Will 12

 Executive Sponsorship..... 13

 Alignment..... 14

 Organizational Models 16

 Summary..... 18

Preparing People / Managing Human Capital to Serve: The Case of Service Canada 19

 Recognizing the Importance of Service Excellence 19

 Culture Change 20

 Building Leadership Capacities to Sustain Change and Create Innovation..... 21

 Recruiting 22

 Summary..... 22

Quality Management..... 23

 Managerial Input from Above..... 24

 Summary..... 24

Putting It All Together..... 25

 Cost Reduction and Efficiencies 25

 Conclusions..... 28

References..... 29

Annex: Integrated Service Delivery Maturity Model 30

One of the main administrative dysfunctions that managers have faced for centuries has been the fragmentation of large bureaucratic organizations. In the public sector, the size and complexity of bureaucratic organizations, along with their multiple and sometimes divergent mandates, make it difficult to align the priorities around common objectives and goals. Consequently, the citizens face frequent obstacles to access public services that rely on flawed interaction among several different agencies, reinforcing the traditional view of a government that is distant from the expectation of their constituencies.

In addition, public bureaucracies are often challenged by chronic problems derived from the lack of managerial instruments to support a seamless approach to meeting the citizens' needs. The areas of government responsible for direct interaction with citizens suffer the effects of these weaknesses. Unfortunately, in Latin America and the Caribbean, public services are frequently provided in bureaucratic environments characterized by low levels of specialization, lack of leadership and strategic vision, and outdated management and technological tools.

For several years, the Inter-American Development Bank (IDB) has been working with governments in Latin America and the Caribbean to strengthen their institutional capacities and simplify administrative procedures as a way to improve the quality of public services. This support includes both technical and financial assistance and encompasses the sharing of knowledge to better understand the drivers of government innovation. Analyses made on this background have allowed us to perceive the necessary balance between the promotion of innovation and the strengthening of institutionality, while seeking a sustainable modernization of governments, as key elements of change.

As part of these efforts, the IDB has brought together and highlighted relevant experiences and lessons through a publication series titled *Innovations in Public Service Delivery*. This paper, the sixth issue of the series, focuses on Canada's citizen-centered model.

Advanced countries such as Canada have invested in strengthening the institutional framework required to deliver public services by making a clear separation between sector policymaking processes and the management of service delivery. This approach has allowed Canada to prioritize citizen service improvement through the specialization of the human, technological, logistical, and managerial resources that support service delivery across government. Under this conceptual framework, in 2007 Canada created *Service Canada*, an institution specialized in providing a broad set of public services across a range of delivery channels. The initiative required vision and political courage to break historical silos and take the needs and expectations of citizens first. It also demanded knowledge, competence, and professionalism in innovating to ensure the institutional resources and coordination mechanisms that support its work.

Since its creation, Service Canada has drawn significant attention among people interested in government affairs. The public sector is commonly adverse to taking risks, which makes innovation a problematic endeavor. Even when innovation is pursued in accordance with modern methodologies that have been increasingly adopted, it is infrequent and immensely difficult to go beyond the stages of design and prototyping to scale and succeed in a sustainable way. The way in which Service Canada overcame these challenges has inspired initiatives in several countries, such as the creation of ChileAtiende, the one-stop shop multichannel program that reformed service delivery in Chile.

Maryantonett Flumian, the author of the paper and an experienced senior executive in the Canadian public service sector, has played a central role in the implementation of the Service Canada project and served as its first deputy minister. Ms. Flumian is internationally recognized for her work as a transformational leader across many complex areas of service delivery, public policy, and administration. Currently, she focuses on leadership, collaboration, governance, and the transformational potential of technology primarily in the area of citizen-centered services. Ms. Flumian is currently the president of the Institute on Governance.

Ms. Flumian has collaborated with the IDB in the provision of technical assistance to various governments in the region, applying her deep understanding of the managerial aspects of service integration. I had the privilege of working with her in the development of an IDB publication that draws together important related lessons and experiences: "[Governments that Serve: Innovations that Improve Service Delivery to Citizens](#)" (Farias et al., 2016).

In the present publication, Ms. Flumian lays out a detailed transformative plan to modernize service delivery that prioritizes outcomes over outputs, the coordination of participating organizations, and the development of human capital aligned with citizens' needs. Without a doubt, based on Ms. Flumian's background of both practitioner and scholar, the insights herein will be useful for policymakers and managers working to provide better services to citizens.

Pedro Farias

*Modernization of the State Principal Specialist
Innovation in Citizen Services Division
Institutions for Development Sector
Inter-American Development Bank*

Governments need to modernize service delivery, moving it from a state of complexity and fragmentation to easier one-stop access. For their citizens, this will result in more effective, efficient program delivery. Governments will better serve and improve outcomes and reduce their costs through economies of scale, collaborative arrangements, operational improvements, and capacity building with partners.

Today, citizens and businesses find governments complex, fragmented, and frustrating, facing overlapping reporting and evidentiary requirements at every turn. This is because programs and services were not built with the user in mind or for the modern era. For their part, citizens want government service that is efficient, accessible, simple, and convenient.

Delivering better services will result in the coming together of relevant government services through common gateways that make sense to citizens, such as web portals, call centers, and physical service desks. A citizen focus can also serve as a point of authority to secure proper alignments between jurisdictions and with partner organizations.

Implementing a modernized service strategy requires the political will to support and champion improved outcomes for citizens. Beyond political will, there is the key aspect of leadership, which must drive change through governance, culture, and quality management to bring about change that is sustainable and meaningful. Effective leadership creates the space for staff to innovate and deal with the resulting challenges. It works tirelessly to remove roadblocks, be they cultural, structural, institutional, or organizational in nature. Effective leadership drives change, sets standards for quality, and seeks out new opportunities that make sense even if they extend beyond the traditional norms and confines of the organization.

Governments need to focus their service delivery on people rather than programs. A business model that places the citizen at the center of how governments delivers services is required to modernize service delivery and replace the traditional programmatic model. Yet, while the value proposition for modernizing government service is clear, it is the will to change and an unrelenting focus on the citizen that will lead the way.

There is a new type of citizen in a new type of world. Increasing speed and the demand for change and responsiveness are defining characteristics of our time, regardless of where citizens live. Citizens know more. They are better educated with ready access to technologies that not only force governments to be more transparent but also to rethink notions of transparency. Citizens' expectations are growing for improved service interaction in every aspect of their lives.

In a *New Yorker* magazine article entitled "Million Dollar Murray," writer Malcolm Gladwell describes the life of Murray Barr, a mentally ill, alcoholic, homeless man living in Reno, Nevada (Gladwell, 2006). Barr's close relationship with police officers, social workers, and medical staff over a decade of intoxication, recovery, rehab, and relapse required an extraordinary level of service from the police, medical, and social services, yet each service provider operated independently. Discussing Murray, Patrick O'Bryan, a policeman from Reno, remarked, "[We] realized that if you totaled up all his hospital bills for the ten years that he had been on the streets—as well as substance-abuse treatment costs, doctors' fees, and other expenses—Murray Barr probably ran up a medical bill as large as anyone in the state of Nevada. It cost us one million dollars to do something about Murray" (Gladwell, 2006: 96).

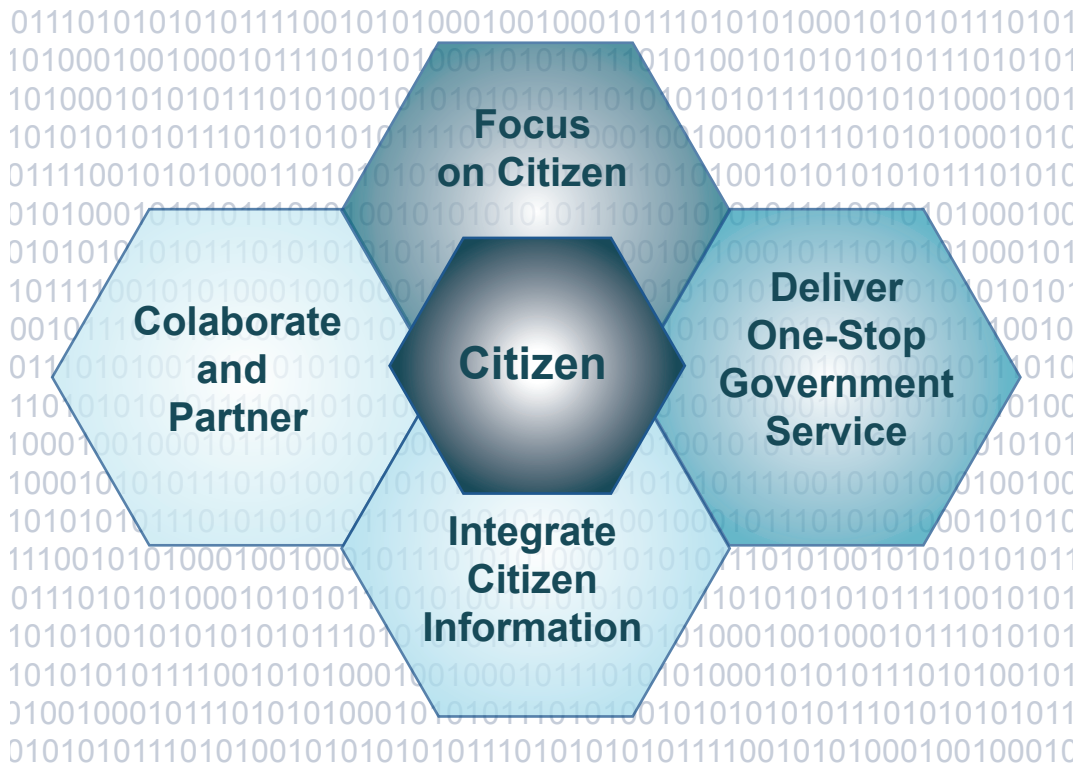
Gladwell's story is instructive: government services often exist in isolation from one another when they should not. Silos result in poor coordination, overlap, and poor outcomes for the people whom government is supposed to be helping. Confusion, frustration, and expense in personal time and public money are the eventual consequence. Silos cost millions, and people like Murray are not helped.

Murray’s story highlights the need for governments to focus on the needs of the citizen. In doing so they will extend the service boundaries of a single government organization to incorporate other related and “like” services from other organizations and/or jurisdictions.

Most citizens are not like Murray: they do not have his challenges, nor do they require such a complex web of support. But even if they are simply filing taxes, starting a business, replacing identification, or moving back into the workforce after losing a job, the task of dealing with multiple government departments—all ostensibly there to help them achieve their goals—is often daunting.

Governments and their programs are not designed to provide holistic service that meets someone like Murray’s needs. Moving from simple transactions to a more integrated service approach requires a citizen-centered approach based on government and citizen outcomes. To achieve a citizen-first approach, a different business model is required. A good example can be found in the business model that was originally developed and employed in Canada at Service Canada. The citizen-centered business model focuses on four key concepts:

Figure 1: Citizen-centered Business Model



Source: Flumian (2009a).

The citizen-centered model simplifies service delivery by focusing on what governments are trying to achieve in terms of citizen outcomes, integrating information among multiple silos, and working collaboratively with partners through one network:

- I - Focus on the citizen:** If the fundamental role of government is achieving better outcomes, then the critical linchpin is how citizens get the services they need and use.
- II - Deliver one-stop government service:** The ability to efficiently deliver a range of “bundled” services that are easier to access is a hallmark of the business model.
- III - Integrate citizen information:** Ask for information once and reuse it when appropriate. Citizens will consent to share their information when it improves service delivery (timely, personalized, convenient, fair, and equitable) while protecting their privacy.
- IV - Collaborate and partner:** Leverage the whole-of-government potential to best serve the citizen. This means seeing government as citizens see government and designing service offerings accordingly. Develop and nurture partnerships across organizations to improve service offerings and their delivery. While the administrative silos may continue for organizational purposes, building partnerships and networks that work together more organically for service delivery is key.

Using these concepts, governments can redefine how they serve citizens, and in so doing, build and improve trust and confidence with citizens while reducing costs. To meet these objectives, several managerial aspects must be considered.

The challenge facing governments is to minimize the complexity of services while maximizing citizens' ability to access what they need in a timely manner. Governments around the world are realizing the benefits of integrating their service delivery horizontally and vertically to make gains in access and quality of service. However, notions of access and quality must be defined according to the citizens' needs.

Good Governance

Good governance is about steering the ship of government, such that all oars of the boat row with the same cadence and direction to reach a given destination more effectively. Steering comes in the form of accountability processes required to review and make investment decisions based on business cases, implementation plans, and outcome evaluations. In the new, networked service delivery world, governments must learn to balance accountability among multiple partner organizations with the clear citizen need in mind. As more stakeholders emerge from their silos and organizations collaborate to deploy and align their resources toward a common service objective, the proper delegation of power and decision-making authority is an inevitable question that must be resolved. Good governance ensures that organizations are well aligned and poised to deliver as one. Not every organization will find it necessary to restructure or reorganize. Effective governance can make existing structures work toward a common purpose. The work is in spelling out the arrangements in detail while focusing relentlessly on the citizen.

Government approaches to extending services across multiple organizations and jurisdictions can come in a variety of working-level arrangements. However, not all of these approaches match the true definition of integrated service delivery (ISD) or a whole-of-government approach. These working-level arrangements fall into three broad categories that are ordered according to their successively deeper levels of integration, as defined by Mattessich and Monsey (1992).

Cooperation is a relatively informal relationship without a common mission or structure. Parties share information, and each organization involved retains authority. Resources remain separate, and risk is relatively low.

Coordination involves higher levels of formality and mutually compatible missions, although not joint ones. The parties focus on planning together, clearly dividing tasks and roles, and opening formal communication channels. Parties retain authority, but resources are more likely to be shared between parties, albeit not to the extent of a more fully developed collaboration. Risk levels increase.

In a **collaborative** relationship, separate organizations are brought together to create new structures with a common mission. Joint planning, formally defined communication challenges across various levels, and higher risk are all features of collaboration. Authority is shared in a collaborative structure, and resources are pooled or jointly secured (Halligan, Buick, and O'Flynn, 2011).

Depending on where organizations or governments find themselves in their citizen-centered service transformation, there is merit in these steps. The greater the political commitment and leadership, the sooner a government can reach the collaborative state where citizens will receive the best and most efficient service.

Collaboration is Key

Answers to the challenges posed by evolving citizen expectations for service delivery will not come simply from the top floor of the government office building. Instead, collaborative arrangements based on in-depth conversations with staff, stakeholders, service users, policy makers, not-for-profits, software providers, business strategists, and citizens will help link the right transactions together to create services that work for everyone. Everyone has a stake and a responsibility as a member of the “service ecosystem.”

If we re-examine Murray’s journey according to each of these three arrangements, cooperation among the local, state, and federal levels of government might have yielded a sharing of information between police, social workers, and medical professionals that would have led to a shared understanding of his challenges. However, each process would have remained formally separate, and the cost savings would likely have been minimal.

Using cooperation, a police officer might have had information about and access to available beds in shelters or detoxification centers. Without the alignment or establishment of a common purpose among the organizations implicated along the service chain, Murray would have likely returned to the street after his visit, continuing to consume resources in a one-off fashion as he encountered them voluntarily or otherwise. While these arrangements might have yielded potential improvements, they are merely marginal improvements from Murray’s and various governments’ perspectives.

In a collaborative arrangement, Murray’s experience would be entirely different. With a common mission and purpose, all implicated governments, organizations, and departments would be aligned. The front lines of each service would have access to the data and information necessary to make informed decisions about how the services could come together to address the root causes. Murray would no longer be passed along on a per occasion and cyclical basis from police officer to social worker down the chain.

As noted, not all citizens share Murray’s experience. How might this sense of collaboration unfold in the case of someone wishing to open a restaurant? As it stands, multiple permits and licenses are required across multiple levels of government. Using a collaborative approach, there would be no wrong door. The applicant would find the required permits and licenses in one place without having to navigate the various levels of government by phone, online, or in person.

The service experience would start with the applicant responding to a triage of questions designed to understand their needs and objectives, resulting in the offering of specific information and services they might not have been aware of (such as special grants or coaching services). The applicant would then be supplied with a business number recognized by all levels of government and one account to track all transactions in one place. Applicants would securely submit their information only once. One consolidated license representing government as a whole, through a single

application form, with only one fee, would be issued through a seamless, timely one-stop service. What was once a long and complicated process could be undertaken in less time with less complexity and frustration.

Effective collaboration also focuses on major life events of the citizen. Belgium's Crossroads Bank of Social Security (CBSS) and Canada's Newborn Registration Service exemplify this approach. In fact:

Canada drew heavily from the progress made by the Crossroads Bank (of Social Security) in its federated approach to information management in its newborn registry service. The registry is helping to create a cradle-to-grave continuum for identity management. The pilot was aimed at testing whether citizens would consent to sharing information if it contributed to more convenient and efficient transactions. The benefits of such consent are numerous and can allow for multiple jurisdictions, with the appropriate protection, to serve citizens in a far more transparent fashion while reducing the overall costs to government.

As part of the Canadian government's inter-jurisdictional attempts to improve service delivery through more effective identity management, the province of Ontario and Service Canada introduced the Newborn Registration Service—an innovation that enables parents to register their baby's birth and apply for the child's birth certificate and Social Insurance Number all at the same time. Before parents leave the hospital, they are provided with a birth information package, which encourages them to do all this online, and without having to duplicate the required information. By streamlining the three application processes into one integrated online service, the Newborn Registration Service has cut the time for processing important identity documents in half. Continuing improvements in the processes will result in enhanced speed of service, further cutting the processing time from months to weeks.

In addition to increasing operational efficiencies and speed of service, the Newborn Registration Service offers parents the assurance that the privacy of their personal information is protected. The service has the advantage of enhancing the quality of data captured and maintained in provincial and federal registers. The electronic application process greatly reduces the number of errors that tend to plague paper-based processes with manual processing of documentation. As confidence has grown as a result of this success, the parties are increasingly looking for ways to increase the members to the partnership. Programs and services under consideration include health cards, passports, child education savings grants, child tax benefits and child care payments. The possibilities are endless.

In the process, two levels of government working together have also created the foundation for managing identity on a continuum that begins at birth and includes services and programs throughout one's life. This was achieved by understanding that managing identity in a collaborative fashion would provide the backbone to "joining up" services from many jurisdictions. The management of information was the key breakthrough. Understanding that

each party had something that the other relied on, and trusting them to do their part for everyone, unlocked the door to a massive improvement in service (Flumian, 2009b: 9).

Focus on Outcomes

The journey to realize whole-of-government ISD, taking advantage of the entire service ecosystem, begins with the goal of improving citizen outcomes beyond simple one-off service transactions. It focuses less on outputs and more on helping citizens achieve desired outcomes:

Delivering an employment insurance check is not the same as helping get someone back to work. Make sure implementation does not substitute for achievement. Connect the service outcome with existing priorities, as well as costs and risks, to ensure the service creates the best pathway to success (Flumian, 2009a: 15).

In Murray's case, a collaborative, whole-of-government approach would have linked all necessary social organizations and layers of government to coordinate the help that he needed to get him on his feet and realize the desired outcome of resuming his life as a healthy contributing member of society.

Aligning with the Citizen's Needs

Government institutions must resist the temptation to focus on fixing their own integration issues first and look beyond their own boundaries for opportunities. If they choose to clean house first and align resources and efforts with a singular focus on improving their own service, they risk being lulled into a state of "good enough," potentially distorting the true aim of integrated, collaborative, and modernized citizen-centered service delivery.

Don't waste time and money separating the front office from the back office: the industrial age model no longer applies! Shared (back office) services need to be understood in support of citizen-centered outcomes. What have traditionally been internal processes—such as procurement—are key to achieving the newer, more adaptive outcomes that are expected in this new paradigm (Flumian, 2009a: 15).

Modernized service delivery means collaboration between all players who are implicated in the desired policy outcome, regardless of sector or jurisdiction. In fact, a citizen focus can orient internal integration issues and make them easier to resolve. Context is key:

Where people live, the daily choices they make, their friends and relations, how they socialize, how they like to live their lives informs how they utilize services. Look for organizations that are already able to help or have an important role to play, such as the role *My Society* plays in the United Kingdom. These stakeholder groups become critical members of the 'service team' (Flumian, 2009b: 15).

Overcoming Barriers

Kernaghan has identified four barriers to integrated service delivery: cultural, political, structural, and operational/ managerial (Halligan, Buick, and O'Flynn, 2011). The key to addressing these barriers to a whole-of-government approach lies with the basic principle of collaboration: alignment. Having established a set of mutual principles and basic understandings of the specific citizen outcomes to be achieved, formalization of these principles and understandings is needed. Alignment of responses to these barriers between participant organizations will help ensure the success of an integrated service initiative.

Kernaghan's Four Governance Barriers to ISD Arrangements

- 1) Cultural barriers.** There is a focus on departmental, rather than interdepartmental and intergovernmental, initiatives that works against horizontal working.
- 2) Political barriers.** An emphasis on the vertical dimension of government and lack of direct control exerted by ministers on decision making potentially jeopardizes whole-of-government initiatives.
- 3) Structural barriers.** These include horizontal governance issues that do not address inter-jurisdictional tensions, lack of dedicated funding, and the vertical nature of the budgetary process.
- 4) Operational and managerial barriers.** These are barriers to incorporating interoperability issues (IT, pay) and public anxiety about privacy and security, which can inhibit information sharing across departments.

Before collaborative services can be formalized, governments and organizational cultures must embody the notion of citizen-centered service. Without this concept, there is nothing to align to, no services to be designed, no desired government or citizen outcome in mind. Shifting to an integrated, horizontal approach to service delivery can only occur when the landscape is fertile for the notion to take root. Change can occur from anywhere in an organization, from the front lines delivering the services to those designing or administering policies and programs. Alternatively, the call for change can easily be ignored. Better service is only as good as an organization's willingness to change. All change of this scale must be driven and championed by political and executive leadership. Without this support, change will not be sustainable.

Lower Costs

An additional motive for building an organization's collective will to change, aside from improved outcomes for citizens, is its potential to reduce operating costs. Savings can be gained by leveraging networks and collective resources. In addition, greater integrity of information is achieved through collaboration. Combining a citizen-centered view with the networked resources to maintain it can become a powerful case for change. Service transformation skeptics can often be motivated by return on investment or savings. Leaders will realize that savings and efficiencies are a natural byproduct of good horizontal governance, stronger alignment to outcomes that reduce back office costs, and improved service to citizens.

Accountability

Political and executive leaders occupy different institutional positions when overseeing an ISD initiative and face different challenges. Program and policy owners retain their (vertical) line accountability to their ministers but also share in the responsibility for advocating for horizontal change. Finding the appropriate level of ministerial control is important. Too little can endanger political support for the initiative (Flumian, Coe, and Kernaghan, 2007). However, too much can cause resentment on the part of executive leaders. The inevitable question of who is accountable (and who gets the credit) can be resolved with the appointment of a senior official or a minister to oversee the service. With a mandate to deliver horizontal government services, the “service minister” is responsible for aligning all levels of government to deliver government programs and services to the citizen. This mandate may extend to the creation of a new service organization or virtual service teams operating outside of traditional government departments. Regardless of the form it takes, governments must support whole-of-government transformation that is unbound by the hierarchical structures and behaviors of the past.

Where policy or legislation stands in the way of the above-described approaches, yet does not pose cascading social, security, or financial risks, the service minister should have the authority to make it happen. Politicians and senior government officials must see themselves as part of the solution. Hierarchical structures and the need for public visibility are not easily done away with. The solution again rests with the citizen: a focus on the citizen is a hard driver to ignore. To the public, what matters is the result and that government is working for them, collaborating in new ways. This outcome is, from a political perspective, a win-win situation. Polling data have consistently demonstrated that improvements in service lead to greater trust in government.

Building Political Will

While political leaders around the world would like to improve service to their citizens, they are often concerned about launching massive modernization programs because, when not properly planned, their success has been limited and often expensive. However, the value proposition that transforming government’s relationship with citizens can be faster, better, and cheaper can be true when the stars are properly aligned.

Politicians come to their profession equipped to advocate and make decisions about the nature, pace, and investments required to drive transformation. They rarely come equipped with the skill sets and knowledge of professional administrators who are also savvy about the capability and deployment of technology and social media. The first lesson in building political support is to seek out the parties to a sustainable, dynamic political and bureaucratic sponsorship. It is only by working hand in glove through both political and bureaucratic process and decision-making cycles that reform will succeed.

Such a partnership will also be key to forging the vision and the implementation plan to build confidence and trust in success. Both parties should demonstrate to their respective domains that they have an excellent command of the subject matter, a clear and compelling problem definition, a realistic plan for achievement, and the cost estimates to support it. The plan will also provide a clear assessment of who will be affected and how, both inside and outside of government. A strategy will

be developed for involving supporters and detractors. A communications plan that tries to anticipate all eventualities is also key. Strong communications skills are necessary for anyone to be successful.

The nature of the plan will depend on the scope of transformation. Stability in leadership is fundamental during the visioning, planning, and launching of reform. The first reforms launched in service transformation for citizens all originated in the complex world of social security. These reforms often involved more than one minister and implicated large parts of government in their plans. The more complex the reform, the more thought and planning must go into coordination and alignment across government. In the case of Service Canada, for example, a Cabinet committee was created to manage the whole-of-government aspect. The focal point to the political system drove decision making and policy and financial alignment across a complex array of multiple departments. It was a clear signal to the entire bureaucratic system that the reforms were a significant priority for the government. It expedited the process for implementation. This fast launch ensured the sustainability of the reform.

A further feature of building strong political support is managing the implementation in such a way as to have visible pieces in place every six months or so. This builds confidence, demonstrates progress, and sustains political commitment. Politicians will see change; staff and citizens can celebrate it.

Executive Sponsorship

Whether a government arrives in office with a vision for service transformation or not, success will often depend on the capability of the executive leadership in the bureaucracy to understand it, plan it, support it, and implement it.

Given the nature and characteristics of change, the executive sponsor is called upon to have all the characteristics of adaptive leadership and to be a motivator and skilled communicator. Leadership cannot be invisible or delegated. The sponsor has to create the space, find the right people, and support innovation in bureaucratic environments that were not built for adaptation and innovation.

Knowledge of decision making, the capacity of the system and its people, financial alignment, support from colleagues are key aspects of this role. Identifying the processes that must be created to force understanding and alignment is fundamental. Identifying key staff from inside and outside of government is also important for success. Over time, the skills and competencies for technological change will be found outside of government. How the executive sponsor finds these skills and integrates them into the plan can be the difference between success and failure.

The executive sponsor must have the continued support of the government, their minister, and often the opposition. Change is by nature disruptive. Working to help others understand this is very important. Understanding when to make changes to the plan in order not to sacrifice the goal is key to adaptive leadership. The more significant the change, the more senior the executive sponsor should be.

Establishing new accountabilities between central planning and frontline service delivery organizations must also be handled with great skill. The separation of policy and implementation functions can cause tension between the two organizations responsible for each, especially if the relationship is seen as one of purchaser–provider (Halligan, Buick, and O’Flynn, 2011). Central policy

organizations are likely to take this view and seek greater standardization of implementation. Those delivering services are likely to want greater flexibility on the ground level. Agreeing to a division of responsibilities beforehand is therefore crucial. Finally, it is important that service delivery not become overburdened with the work of maintaining the organizational partnership. Inordinate resources expended to meet targets and standards identified by the center can leave inadequate resources for building the relationship between service deliverers and citizens (Halligan, Buick, and O'Flynn, 2011).

Alignment

Once the political will to change has been established, the structural barriers of vertical budgets and decision making must be overcome. Shared accountability requires attention to the specific context of each collaborative undertaking. Alignment is key in forging the path forward in the areas of governance, decision making, and accountability. In a recent example, Passport Canada was dissolved and the policy and service delivery functions split between two government entities: Service Canada and Citizenship and Immigration Canada (CIC). The division of accountabilities initially appeared clear at the ministerial level; however, much ambiguity existed between the two departments, each of which seemingly overstepped the other's boundaries. With both departments involved in a parallel modernization effort to simplify the passport application process, the focus and discussion began to shift away from the citizen and modernization toward the transition itself and predictable accountability concerns. Recognizing this, leadership within both departments put the legal interpretation and accountability exercise on hold so that the delivery teams could focus on what really mattered: the citizens.

Multiple restrictions on the use of funds can also inhibit efficiency and cooperation between organizations. Different incentive and cost-containment concerns make it hard to row in the same direction (McDaid, 2012). Reliance on short-term funding streams can also inhibit participation. Shared revenue streams, joint budgeting, and pooled budgets can be a way of overcoming these difficulties (Keast, 2011). The term "joint budgeting" is used to describe a range of approaches that can become successively more integrated. A minimum of collaboration might involve an alignment of resources, along with continuing separate accountabilities for the use of funds. A maximum would involve fully integrated budgets for identified service "bundles" or "pooled budgets" (McDaid, 2012).

It is important to ensure that the media and citizens understand these new arrangements. For example, in the Canadian context, should citizens hold the head of Service Canada or the departmental minister with whom the policy or program originates accountable for service delivery? From a management accountability perspective:

(...) each jurisdiction has its own internal corporate and legislative regulatory and oversight machinery, and the test in any circumstance is to ask whose information or appropriation is in question, who is in control of it, whose privacy commissioner or external auditor has oversight, and ultimately which minister provides the forum for exercising accountability (Brown, 2011: 57).

These approaches depend on the success of previously mentioned factors, such as political support, appropriate accountabilities, and general cultural acceptance by staff. Moore and Keen note two potential roadblocks to effective implementation: (i) A confusing array of different service configurations and (ii) “Multiple functions of some services and sharing of staff between others, making it difficult to allocate costs between different functions of that service/ member(s) of staff” (Moore and Keen, 2007: 65). Wherever a joint budgeting approach falls along the continuum, alignments between organizations must be the top priority.

Delivering a new service requires innovative operational and managerial approaches. Pushing the right data to the right person in the service chain is important for making informed decisions. Increasing public concern by citizens over the privacy and security of their information has been a perennial obstacle in joining up datasets. The lack of distinction by citizens between different orders and functions of government can create suspicion of the uses to which personal data are being put. Most citizens do not draw distinctions between the service and enforcement arms of government. A lack of trust in one area will affect the other.

How can this be overcome? Citizens’ permission is more likely to be granted if they understand there is a tradeoff between improved government services and privacy and security. Such an understanding will require an educational campaign directed at citizens. Some countries have addressed this by revisiting legal frameworks and legislation, creating dynamic, just-in-time data records that exist only for the duration of the service event, or allowing citizens to opt in to join up their data for better service.

The Crossroads Bank for Social Security (CBSS) in Belgium has addressed the issue of managing identity and multiple holdings of citizen information head on. The CBSS has a mission to stimulate and support the actors in the Belgian social sector grant more effective and efficient services with a minimum of administrative formalities and costs for all those involved. Serving nearly 3,000 organizations, the CBSS acts as a third-party gateway to service, brokering the use of personal information while ensuring privacy, security, and confidentiality. Instead of creating a centralized data bank within the government, the CBSS facilitates an efficient sharing of information while keeping information distributed throughout the network. Citizens notify CBSS once, when a life event occurs (birth, marriage, unemployment, etc.), and the organization then moves that information to all the appropriate social service providers that are implicated by the event. The CBSS is a network that facilitates access to information. It holds no information itself, but assembles it and manages it through trusted sources within the network.

Rather than spending time and energy establishing a centralized databank, the focus is on establishing standards for collection and sharing among participating organizations. With someone appointed to lead the establishment of standards and ensure they are enforced, fraud is also reduced given that all transactions are recorded and any variance or irregularity is flagged.

Conceiving a network like the CBSS will always bring about the inevitable question of who owns and runs it. The CBSS is governed and overseen by a model that involves stakeholders from across the social spectrum, from high-ranking policy makers, government agencies, and employer organizations to trade unions.

The CBSS represents an important step forward in service, not only from the viewpoint of identity and data integrity but also in the demonstration of the power of mass collaboration. Through this approach of connecting citizen identity and information to outcomes and life events in a distributed model, the service potential grows exponentially.

Additionally, there is the notion of connectivity among the various IT systems. “Rebuilding government from the ground up is too expensive, takes too long, and isn’t necessary” (Flumian, 2009a:15). By the time all parties have agreed on the business requirements and technical specifications, some public interest group will likely have solved the problem:

Look beyond legacy replacement and toward extracting the necessary information into the most useful formats possible. Washington, D.C. has done this with its use of Google. It has not spent millions ‘joining up’ mainframes or replacing them. Instead, it has made its content searchable and its data available in multiple formats that can be interpreted by multiple programs, including one’s citizens commonly use (Flumian, 2009a: 15).

These government networks must be secure. According to Flumian, Coe, and Kernaghan, (2007: 556), the Canadian government’s Secure Channel is:

(...) a common security infrastructure for electronic transactions and for protection of personal information and government networks, web sites and information holdings. The Secure Channel gives citizens and businesses private and secure access to on-line government services.

Such a network must be constantly updated to be secure against the possibility of cyberattacks. The major benefit of a secure network that builds trust between governments and citizens with regard to data privacy and security is the opportunity to make use of open data solutions to service design and delivery. Open publishing of government data for use by third-party providers who are less constrained by rigid internal bureaucracies and strict accountabilities can empower them to deliver services with a degree of flexibility and responsiveness that is beyond the level government can achieve.

Organizational Models

Integrated service delivery can take different organizational forms. Governments can create a new agency, design a multi-agency program, or merge existing agencies. Each approach has its own set of cultural, political, operational, and managerial challenges. Integrating vertical and horizontal governance structures is a challenge for all the models. The report briefly examines each of these approaches, culminating in a consideration of the blending of different model characteristics that were employed by Service Canada.

An advantage of creating a new delivery agency is that it stands a better chance of avoiding the struggle for turf among actors, groups, and organizations that can take place when merging

existing departments or agencies.¹ There is also greater opportunity to transform existing workplace cultures and orient them toward a citizen focus, although the other side of this can be that some valuable institutional knowledge is lost. A multi-agency program seeks to:

(...) align the activities of formally separate organizations towards particular goals of public policy. Therefore, joined-up working aims to coordinate activities across organizational boundaries without removing the boundaries themselves (Ling, 2002: 616).

The critical role of ministers and executives in setting up a multi-agency program is undeniable. However, collaborative arrangements made with input from all relevant stakeholders at both the elite and grassroots level will help link the right transactions together to create service that works for everyone. A grassroots movement towards ISD can help to overcome the initial resistance of different ministers or executives.²

Once created, the multi-agency approach will present the greatest challenges in terms of alignments. Compared to creating a new agency model above and merged agency approaches below, a multi-agency program will face greater tensions at the ministerial level. The United Kingdom, having pursued this approach, has created smaller service units to facilitate joined-up working across government. Service units such as the Social Exclusion Unit, the Services First Unit (Ling, 2002), and the Digital Services Unit apply enterprise thinking through their own special lenses.

Merging existing agencies erases boundaries rather than spanning them. In doing so, it relocates tensions that occur at the ministerial level, in the case of a multi-agency program (explored above), and moves them inside the merged agency. It will therefore be supported politically, but resisted by the executive heads of the merged agencies (Ling, 2002).

Service Canada is a hybrid model that contains aspects of both creating a new agency and the multi-agency program model. It was created as a new whole-of-government service organization and, in this regard, contains aspects of the creating a new delivery agency model. It had a strong mandate to transform existing workplace cultures and implement a citizen focus. However, it is also accountable to the minister of Employment and Social Development Canada (ESDC).³ In this sense, it is subject to the alignment challenges of the multi-agency model, although its grassroots beginnings did much to recommend it to the ministers of external departments on whose behalf it delivers services.⁴

¹ To this point, Askim et al. (2009) quote the seminal work of Cyert and March (1963) "A negotiative perspective sees a reform process as a struggle among actors, groups and organizations, reflecting heterogeneity in the public sector and in the environment."

² Referring initially to a top down multi-agency program mandated by ministers, Filmreite et al. (2013) quote Ling (2002) to support their finding that "[t]his unidirectional form of transformation is in sharp contrast to a sense of mutuality between organizations which consciously seek not only to influence others but are open to be influenced in transforming services for the ultimate benefit of users."

³ Formerly Human Resources and Social Development Canada.

⁴ Service Canada was not the result of any particular political agenda, but was pushed for by senior public servants after having conducted considerable research on citizen service expectations.

Summary

In the new service world in which governments find themselves, collaboration is key. The annex to this paper contains a stable summary of this section across Mattessich and Monsey's broad categories of cooperation, coordination, and collaboration. Citizens demand joined-up, whole-of-government services that approximate the quality and efficiency of services they receive in the private sphere. Not only are these services in demand, but they are necessary to save cash-strapped governments millions of dollars in overlapping service redundancies. Achieving this requires effective alignment of participating organizations toward an animating service goal. That goal is improved citizen outcomes. Focusing with laser-like precision on citizen outcomes can help overcome the governance barriers identified by Kernaghan:

Learn, iterate, and innovate. Don't be afraid to fail. Failure speeds up learning. With platforms that are scalable and adaptable, improvements to the system can be spotted quickly and implemented quickly. Learning by doing means change is happening concurrently to achieve better outcomes. In this open-source thinking, the iterations snowball. In this fast-paced, non-linear, disruptive environment, trust is a foundation for innovating and learning (Flumian, 2009a: 16).

As citizen expectations rise and new methods of service delivery begin to permeate the landscape, the public service workplace remains largely untouched in terms of its traditional hierarchical structure and culture. This is of special concern to any attempt at ISD. Ideally, teams should form and come together from various governments, departments, or agencies to perform their unique role in the service delivery value chain. New competencies are required, such as collaboration, customer focus, and product management. A culture of service excellence must emerge and take root. The future of the workforce can no longer be a stale, forward projection of the past.

What follows has been informed both by primary document research and by interviews conducted with individuals at the Service Canada College.

Building and achieving a service excellence culture requires investment in what will be a long-term commitment in people by the following actions:

- Recognizing the importance of service excellence, developing and rewarding this recognition in employees, and promoting it as an important competency and a critical building block in career progression in government.
- Making the government's goal of citizen-centered service real and tangible to the managers and employees by ensuring they have the required attitudes, skills, and competencies to fully deliver a seamless citizen-centered service experience with each service encounter.
- Building the leadership capacities to sustain change and more fully engage employees in finding innovative ways to improve the workplace and how work is performed.

Recognizing the Importance of Service Excellence

With the creation of Service Canada came the understanding that service is a profession. The new organization's goal was to transform frontline staff from program experts into service experts who could help citizens find answers to questions that they did not even know they had. The challenge was to ensure that the 11,000 frontline services staff adopted the associated behaviors, knowledge, and skills needed to affect this transformation. In response to this challenge, the then newly created Service Canada College implemented a national Service Excellence Certification Program on September 10, 2006, with the aim of "(p)utting citizens, clients, colleagues and communities first." The Service Canada College is modeled on the "corporate university" concept found in an increasing number of corporations and public agencies in Canada and around the world. The Service Excellence Certification Program focuses on the following objectives (Service Canada, undated):

- Development of a deeper understanding of how personal preferences and communication styles impact the ability to provide service excellence to clients, colleagues, and community partners.

- Application of the Five Drivers of Service Excellence (knowledge, timeliness, fairness, outcome, and going the extra mile) in daily work with clients, colleagues, and community partners.
- Ability to identify the elements of a quality service experience and demonstrate the application of service excellence techniques in the delivery of service to clients, colleagues, and community partners.
- Development of skills and knowledge to serve clients, colleagues, and community partners.

To accomplish these objectives, the college offers four Mastery Level 1 courses, each focusing on a specific employee group. Below is a brief description of each course (Service Canada, undated):

- Putting Clients First: for employees who provide processing, payment and integrity services to Canadians.
- Putting Colleagues First: for employees involved in the delivery of corporate or enabling services within the department (e.g., human resources, information technology, administration, finance, communications).
- Putting Communities First: for employees who deliver grants and contribution programs and work with community-based organizations to inform them about government programs and services (e.g., program officer and outreach staff).

To reward service excellence in employees and promote service excellence as an important competency and building block in career progression, Service Canada launched the Pride and Recognition Program to celebrate service innovation and excellence. The program manages the Service Canada Awards of Excellence. These rewards serve the purpose of raising awareness of Service Canada and of the courses offered by the Service Canada College. The awards focus on excellence in service, leadership, innovation, teamwork, recognition, and demonstrated dedication to Canadians. Rewarding achievements in service excellence is a good way to promote it and motivate employees.

Culture Change

Service Canada College has made great strides in shifting the culture of government from one where only program knowledge was valued to one where service excellence is valued as a core competency for all employees. The College continues to build a workforce defined by this competency, which emphasizes the creation and management of a professional service relationship between the citizen and the employee. The College continues to change attitudes, behaviors, and mindsets and provide its people with the tools and the confidence to engage and serve Canadians in new ways.

Initially, the College sought to create a “service revolution” from the bottom up, starting with frontline staff. The approach was to some extent a reaction to tight timelines. This approach runs counter to more traditional trickle-down approaches where managers are educated first and encouraged to spread the service message to staff. In executing its approach, the College found

that while it created service excellence at the individual level, it still needed to create a culture of service excellence for individual trainees for them to be truly empowered to achieve their new service goals. Reaching out to managers was crucial to creating this culture of empowerment. The College found that while executive-level and frontline staff were on board (thanks to their training), middle management still needed the College's attention. Both bottom-up and top-down skills and training approaches were needed.

Accordingly, the College introduced the "Putting Staff First" pilot project to give managers the knowledge and skills needed to support staff enrolled in the Service Excellence Certification Program (Service Canada, 2007). This pilot was institutionalized as the Service Leadership and Management Excellence Development Program. The program focuses on leadership skills for managers, including performance management, strategic thinking, and engagement (Service Canada, 2008).

Building Leadership Capacities to Sustain Change and Create Innovation

To build sustainable change and fully engage employees in finding innovative new ways to improve the workplace and performance, the Service Excellence Certification Program was designed to complement employees' functional and operational training. The courses offer a three-tiered approach to service excellence, with each level, described below, building progressively on the one prior to it.

- Mastery Level 1: Includes on-the-job coaching, in-class and hands-on instruction. It focuses on individual trainees' attitudes and behaviors.
- Mastery Level 2: Follows up on Level 1 courses with online sessions and assignments and a team synthesis component.
- Mastery Level 3: While Levels 1 and 2 are mandatory for entry-level program managers, Level 3 is a validation of all the necessary knowledge gained to become a service professional.

The notion of service delivery must expand to include everyone implicated in a service chain or service team. The service chain is only as good as its weakest link. The Service Excellence Certification Program was expanded to ensure that each employee in the organization was treated as a client. Surveys were administered after classes to learn from students how to better deliver course content, with each iteration adjusted based on that feedback. A course design team was embedded with trainers to serve this end. In addition, courses were built with structures in place to gather best practices from frontline staff.

To train service professionals, the College employed psychometric tools, secret shopper exercises, and both private sector and real-life experiences. They secured buy-in by treating trainees like professionals:

Service Canada also developed a strategic framework for greater employee engagement. These efforts were supported by an internal Service Canada Web site, which provides employees with easy access to all culture-related documents, regular messages from senior management, and a weekly electronic employee news bulletin (Service Canada, 2008).

Recruiting

Service Canada states in its annual report:

We want the right people in the right jobs. That means attracting new employees who reflect the diversity of the communities where our offices are located. It means hiring people who bring a commitment to their new careers. One way to get there was through a hiring campaign aimed at university and college graduates who were members of visible minority groups. (Service Canada, 2007: 37).

Summary

To create a workforce that is agile and responsive to the needs of the citizens requires government service organizations that build professional recognition of the importance of service excellence and then help their employees achieve it. New ways of managing human resources are required, along with secure buy-in from middle managers, who must create an empowering environment for service innovation. By aligning the collective workforce toward a single purpose of client-centric service delivery, positive gains can be made in the pursuit of cultural shift. Over time, employees become vested and connected to the result as they become empowered to effect change and realize opportunities. They see their work in relation to the citizen-centered outcome that the organization is trying to realize.

Building a service-oriented culture requires that work be recognized in new professional designations with new roles and competencies within them with a defined career progression model. It is achieved by building learning capacities and developing a standardized training and certification process. It is managed and sustained by strengthening leadership capacities and fostering innovation and service excellence.

Most service delivery organizations have service charters or service promises that outline the service attributes that the citizen can expect. However, aside from checking service boxes, the quality of the service delivery experience itself must be improved. Quality management must be measured across three dimensions: metrics, satisfaction, and effectiveness of services. Keeping a watchful eye on the speed of service, the number of calls answered, and the number of claims processed within the pre-established standards is necessary, but how should satisfaction and effectiveness of service be measured? How are these defined from the standpoint of the citizen?

To answer this question, it is important to define the client. The fundamental question remains: How well were citizens able to achieve their outcomes? Focusing on the citizen's experience gives insight into their level of satisfaction with a transaction and whether the bundling of services currently offered was effective in helping them achieve the desired outcomes. Both focal points provide unique perspectives that typically are not captured during the quarterly review of metrics on a dashboard.

In the Canadian context, the mechanisms that define and measure client satisfaction are: (i) service Charters that outline the commitment to citizens; (ii) impartial review bodies (e.g., an Office of Client Satisfaction) that review and act on citizen feedback; and (iii) the Citizens First Survey and the Common Measurement Tool (CMT) that measures the overall effectiveness of the service (Howard, 2010). While Canada has been a leader in this field through its biennial issuance of the Citizens First Survey, Howard (2010) notes that even these surveys are challenged by a low response rate that translates into a lack of representativeness and a private-sector-centric view of the citizen-as-consumer that fails to capture the diversity of challenges present in government social services.

If organizations are focusing their attention on the speed and cost of delivering existing services, one could deduce there is some confusion over who the client is and what they need. Ken Miller, author of "We Don't Make Widgets," suggests government organizations "talk with the customers to determine their expectations" and "design to meet customer expectations."⁵ Public opinion research and survey tools are commonplace, but if they do not ask questions related to the citizen's ability to meet outcomes or provide the public with a forum from which to express what they really want from government, who then is the true benefactor of those partitioned results?

Measuring the quality of the service experience from the standpoint of the transaction requires silent or interactive observation via call monitoring and mystery shopper exercises. In the case of Service Canada, the Office for Client Satisfaction (OCS) acts as an ombudsman that reviews and acts on suggestions, compliments, and complaints regarding the delivery of service. Its guiding principles aim to retain

⁵ Miller (2016). Available at <http://wedontmakewidgets.com/message.htm> (Accessed April 15, 2015).

the confidence of Canadians through promptness and efficiency, to gain a thorough, impartial understanding of the issue and provide personalized service. The OCS aims to “right any wrong” encountered in a citizen’s service experience, analyzing the information and sharing it internally to those who may use it in the pursuit of continuous improvement across all service delivery channels and programs. In this approach, governments are not seen as faceless bureaucracies, but rather as caring service professionals who are working for the people.

Managerial Input from Above

To ensure the best performance from service delivery staff, they must receive input from above and below in the form of leadership and comprehensive citizen feedback, respectively. Achieving the right balance between these two encourages an innovative culture of continuous improvement.

Leadership from managers is also one of the primary means by which transformative ISD initiatives can be achieved (Kruger, 2012). According to Peak, cited in Kruger (2012: 170), “quality management is mostly a style of visionary leadership that creates a culture which helps achieve the goal of creating the highest possible quality product and services.” Kruger (2012) cites Elmore as pointing out that leadership takes its cue from the context in which it finds itself and different leadership skills are needed at different stages in the service transformation. In the same work (page 172), Kruger identifies a climate of community, focused on “learning capacity for change and innovation, with the aim of moving from bureaucratic dependence to professionalism and then to collaborative networks” as a fundamental factor in transformational leadership; such a community has four characteristics: (i) trust and collaboration; (ii) a shared and monitored mission; (iii) initiative risk-taking; and (iv) ongoing, relevant professional development. Other transformational leadership factors are employee involvement and empowerment, teamwork, communication, and culture.

Summary

To measure the quality of service, governments need to continually address and react to three dimensions of government service delivery: the quantitative view of speed and accuracy of service, the qualitative review of the service experience, and the depth of service. Are governments collaborating and connecting the relevant services to make it easier for citizens to achieve their outcomes? Organizations have been and will continue to measure quality of the services they currently provide, but the depth and relevance of the service are rarely investigated and measured. To this end, front-line staff should receive feedback from managers and citizens alike (input from the top and bottom). How quality is measured can be viewed as an indicator of government’s willingness to change.

Cost Reduction and Efficiencies

Inherent to any successful modernization must be a clear path toward sustainable funding. Large initiatives with large price tags can often prove too much for politicians and senior leaders to accept, especially when combined with an equally large scope of organizational change. With government projects routinely exceeding budgets (in some cases exponentially) and under-delivering on scope, the resulting heightened levels of scrutiny from the public and central agencies have expanded an already deep-seated culture of risk aversion among senior officials.

Modernization efforts are designed to create efficiencies for the citizen and organization(s) providing the service. Do they really require vast new resources to be successful? The simple answer is no. Many organizations are not collaborating internally or externally and therefore are incurring costs that are entirely avoidable. Programs have been designed with a “terminally unique” mindset, in that their program and service is different from all others and should be managed as such. The truth is that many of these programs were conceived as stand-alone silos because that was the only way that they could be administered. Over time, a large patchwork of programs and services was built up that is no longer effective or efficient. Each of these programs has common intake processes and forms, client data holdings, and back-end processes that could benefit from a common approach at the enterprise level. It is here, in the back offices among the many hand-offs and touch points with the client where the opportunities to create efficiencies lie, and it is here where the funding source for modernization lies.

The mandate of Service Canada was to lower the cost of government operations by leveraging one service network targeting \$3 billion of savings over five years, through more effective collaboration across government and by rationalizing investments in service delivery. In the first three years, half the savings were reinvested in creating the Service Canada network, training and helping to develop staff, and upgrading the technology. Internal efficiency gains funded the transformation, particularly the consolidation and specialization of back-office activities that effectively use client databases and case management process to make interactions with the client more efficient. They translated into enhancement of the following: (i) citizens-first development and benefit initiation; (ii) speed and accuracy of claims processing; (iii) first-time response to client questions (first contact resolution); and (iv) education of errors and fraud. Paper-based transactions were reduced, pushing more functionality to the web. This resulted in fewer errors and fewer touch points throughout the service chain.

These efficiencies translated into the elimination of 4,000 back-office processing positions. The strategy was to avoid mass layoffs and office closures and shift from processing and corporate functions towards more support for frontline

service to Canadians. Through attrition, vacancy management, and natural staff turnover, this number was reduced to 1,400 positions.

Aligning back- and front-office processes with the citizen in mind can produce immediate gains. Focusing on the client (touch points) can generate efficiencies and savings and, in some cases, is a sufficient way to fund the transformation.

Although individual projects may not yield significant savings, the combination of several citizen-focused efficiency projects will build the necessary structure and provide a critical mass to achieve significant savings. Ideally, a transformation is self-funding with every dollar saved, and a percentage of these dollars are reinvested. Better service and collaboration create efficiencies.

Planning is key. The efficiencies and savings must be built into the transformation plan to avoid a “goal-seeking” exercise, where the focus is budget cutting masquerading as harvesting benefits rather than creating efficiencies by changing the work culture. The plan must be arranged and developed in a manner that jump-starts the transformation, ensuring that the work is sequenced to realize efficiencies early to self-fund the transformation. Staff should feel part of the change that is occurring and buy into it, and citizens should see visible improvements early. The following seven steps should be implemented:

Step One: Put someone in charge. An individual rather than a committee should lead and champion the plan. The role must be given to someone with demonstrable experience who is able to connect tactical plans and strategies to the vision and see a clear path forward with early, tangible, lasting results.

Step Two: Knowledge is key to building an understanding both of what changes are needed and of what already exists, what it costs, and how many people are engaged in it. Mapping existing processes will provide valuable information, real costs, and understanding of how legacy systems may have been connected. This work will also build engagement and buy-in from staff.

Step Three: Based on knowledge gained in Step Two, some process improvements can be introduced to eliminate duplication. Staff should continue to be engaged throughout the organization, which will build awareness about the changes that should be implemented in short- and medium-term timeframes. This will help to mitigate risk as staff are watching and working on the changes being introduced. These changes will quickly start to drive down the costs of processing, freeing up people and money for reinvestment.

Step Four: Working in parallel timeframes to Steps 2 and 3, a team should be established to begin the work of imagining new integrated services and the enterprise processes that will support them. The team should also start examining the possible technology and costs that will be needed. This team should also be put in charge of building the transformation story. How much will be saved? What is the appropriate scale of the transformation? Should it include multiple programs, multiple ministries, more than one level of government? What

is the appropriate sequencing for implementing the plan? How will savings be harvested? How will investments flow? What are the built-in off ramps? With the addition of another team focused on realizing the future state at the enterprise level, the complexity as well as the need for stronger oversight and control mechanisms increase.

Step Five: Let's get started! The time has come to pilot the improvements for citizens and staff. These pilots can be in-person or online. They should be online when the cost of technology applications is not high, using savings from the first process improvements. However, where the target population is high-needs and high-touch or significant integration is required, staff can be trained to provide a concierge service. Staff should perform much of the front-end integration using existing services and processes. This will dramatically improve the service experience, reduce errors, and lessen processing time. It may also help eliminate fraud. It has the added benefit of motivating the staff, who in turn will propose many more process and service improvements, eliminating steps and costs. All of this will build the confidence of staff, senior officials, and politicians that change is possible. Providing clients with sites that they can visit and staff to talk to will offer them an opportunity to discuss their before and after experiences.

Step Six: Once the team has gained some experience, seek formal approval for the transformation with a high-level plan, outlining scope, costs, and timeframes. Describe the successes made to date that illustrate the results and the self-funding nature of the transformation. In addition, central agency officials will need to see appropriate levels of oversight and rigor commensurate with the scope of the initiative. Thus, it is important to consider contracting independent third-party reviews to strengthen the case.

Step Seven: Once approved, prepare a detailed multiyear business plan. The plan should include savings and investments, making the future dependent on changing the present in a very real way. Build in clear public deliverables every six months. Celebrate the achievement of milestones and success. Build off-ramps for things that may not work as anticipated.

New governance models will be required to achieve what has been discussed in the steps above. Depending on the scale, scope, and complexity of what has been proposed, different models may be appropriate.

Two models at opposite ends of the spectrum can provide an example of where to start the discussion and find the right balance for what is proposed. The first is structural. Someone should be named to direct the process, and then the legislative, financial, and human resource authorities should be aligned accordingly. This model presumes common understandings at the beginning of the journey and that the government knows exactly where it wants to go.

The second model is more organic and collaborative. Put someone in charge. Allow training and technology and applications to drive common outcomes and directions. This model does not disrupt existing structures, either politically or bureaucratically, but rather allows an ongoing

discussion about where to draw the line between policy and delivery. It does not put a premium on legislative action. It allows for experimentation and work with various levels of government.

Leverage the citizen-centric model to focus on outcomes for citizens instead of program implementation or the tick-box approach to providing outputs. Focusing on citizen outcomes helps orient participating organizations toward delivering one-stop service by integrating citizen information and related services. It provides a point of authority that can be used to overcome barriers to effective collaboration.

Collaboration is key in implementing a citizen-first approach, where outcomes are everything. Focusing on citizen outcomes makes it everyone's business. In so doing, all implicated jurisdictions and organizations become partners aligned with a common cause: improving citizen outcomes.

Political support and executive sponsorship must be harnessed early and throughout the process. Relationships founded on trust and insight must be built and nurtured throughout the journey. Hurdles will be encountered and issues raised, thus the importance of maintaining a clear line of sight to the political and executive realms to ensure their unwavering support.

Make the plan visible, realistic, achievable, believable, and easily understandable. Use the plan not only to win support and sponsorship but also to nurture those relationships through progress updates.

In addition to good governance considerations, frontline staff must be carefully recruited and trained. They should be inoculated with an outcome-based, citizen-centric mentality. Everyone must buy in.

It is important to learn from mistakes and celebrate successes through open channels to the public, dedicated to receiving citizen feedback. Proactively engaging with citizens to understand their challenges with the service is critical to the continued refinement of the service to meet their needs and ensure outcomes. The service organization must be nimble in responding to this feedback to improve service delivery.

Conclusions

As governments modernize service delivery, citizens will experience more effective, efficient program delivery with easier access, and governments will better serve and improve outcomes while reducing their costs. A model that replaces the traditional approach with a focus on the citizen is required to modernize service delivery. Such a model prioritizes outcomes and also seeks to achieve the fullest possible cooperation between participating organizations. Consequently, this report has focused on collaboration, the deepest ISD level as identified by Mattessich and Monsey (1992).

A citizen focus is the most effective way to align participating organizations that are necessary for collaboration. These alignments must be achieved at the political and managerial level with shared, or at least coordinated, performance metrics and budgets, but also culturally by creating a culture of service excellence among frontline staff. Service Canada's goal of transforming frontline staff into service experts who can help citizens find answers to questions they did not even know they had has been exemplary in this regard. While the value proposition for modernizing government service may be clear, it is the will to change with an unrelenting focus on the citizen that will lead the way.

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ANNEX: INTEGRATED SERVICE DELIVERY MATURITY MODEL

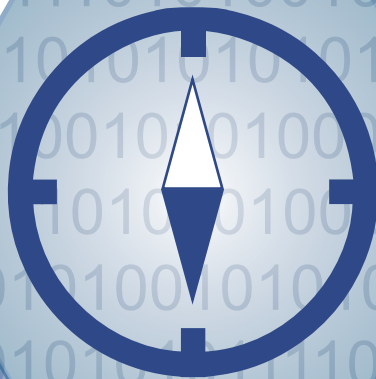
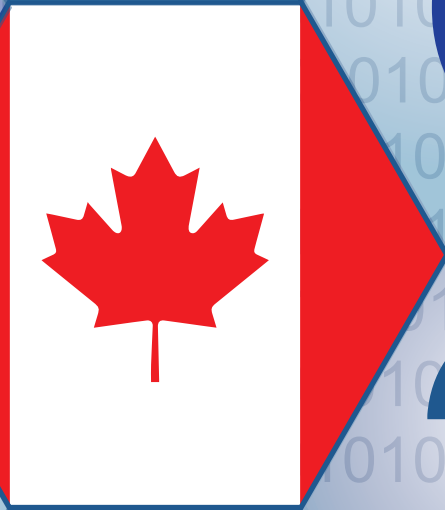
	Cooperation	Coordination	Collaboration
Description	<p>Informal, no common mission or structure.</p> <ul style="list-style-type: none"> • Basic program information sharing exists. • Authority is retained; resources are separate, low risk. 	<p>Some formality, mutually compatible missions but not joint.</p> <ul style="list-style-type: none"> • Parties plan together but retain authority. • Some resource sharing may exist. • Risk levels increase. 	<p>New structures with common mission, with shared authority, and pooled resources.</p> <ul style="list-style-type: none"> • Systematic and integrated organizational approach. • Risk is higher.
Service reach and degree of citizen focus	<ul style="list-style-type: none"> • Several organizations may share a common location. • Program delivery and intake processes are separate. • Citizen focus is program based. 	<ul style="list-style-type: none"> • Referrals are made between organizations. • Cross promotion exists for like services from other organizations. • Awareness of citizen focus exists. • Alignment of client intake functions may exist but with separate systems and processes 	<ul style="list-style-type: none"> • All implicated service providers aligned to provide service in the attainment of citizen outcomes. • True one-stop service with identified service bundles.
Citizen data integration	<ul style="list-style-type: none"> • No sharing of citizen information exists. 	<ul style="list-style-type: none"> • Informal sharing of trend data. No sharing of individual citizen information. 	<ul style="list-style-type: none"> • Formalized data sharing agreements with partners and jurisdictions. • Citizen data is integrated.
Political support	<ul style="list-style-type: none"> • No involvement • Authority rests solely within each participating organization. 	<ul style="list-style-type: none"> • Minimal involvement. • Some shared risk, but authority and accountability rests with each organization. 	<ul style="list-style-type: none"> • The government formally supports integrated service delivery and assigns a single point of accountability (e.g. Service Minister)
Executive sponsorship	<ul style="list-style-type: none"> • Leadership is decentralized. • Sponsorship involvement is negligible if only to sign rent sharing agreements. 	<ul style="list-style-type: none"> • Leadership remains decentralized but works together towards a common goal. 	<ul style="list-style-type: none"> • Achieved balance and acceptance between central and frontline staff responsibilities.
Training / recruitment	<ul style="list-style-type: none"> • Exclusively program-focused. • No integration of curriculum. 	<ul style="list-style-type: none"> • Training remains program focused, but includes basic program elements of external organizations. 	<ul style="list-style-type: none"> • Dedicated curriculum to support the ISD. Retraining occurs at all levels throughout the new service organization.
Culture	<ul style="list-style-type: none"> • The citizen is viewed through the program lens of the organization. • Program knowledge is valued over service excellence. • Scope of change efforts does not extend beyond the boundaries of the program within the organization. • No mention of integrated service delivery in strategic planning documents. 	<ul style="list-style-type: none"> • Staff recognizes opportunities to cross promote and support the citizen beyond the boundaries of their organization. • “Citizen first” mentality begins to take shape with alignment of programs against citizen life event continuum. • Strategic plans exist to achieve deeper levels of integrated service delivery. 	<ul style="list-style-type: none"> • “Citizen first” mentality permeates throughout the organization, moving the culture from program experts to service experts. • Service expansion and citizen outcomes are routinely found in strategic planning documents.

ANNEX: INTEGRATED SERVICE DELIVERY MATURITY MODEL (Continued)

	Cooperation	Coordination	Collaboration
Funding models	<ul style="list-style-type: none"> Budgets are exclusively vertical with multiple restrictions on funds. 	<ul style="list-style-type: none"> Alignment of resources between departments. Funding streams are typically of a shorter term. 	<ul style="list-style-type: none"> Integration exists, from resource pooling with shared accountabilities to fully integrated budgets (pooled budgets). Incentives and cost containment goals are aligned.
Governance	<ul style="list-style-type: none"> Exclusively vertical governance. No formal horizontal approach exists. Investment decisions are program focused. 	<ul style="list-style-type: none"> Accountability is shared amongst participating parties. Investment decisions remain separate however consideration may exist in planning. No formal joint investment criteria. 	<ul style="list-style-type: none"> Formal accountability rests with one individual. Decision-making bodies and investments are integrated and align with the citizen outcome in mind. Owns and monitors investment criteria.
Quality mgt. feedback	<ul style="list-style-type: none"> Focus on outputs. Metrics-focused performance measurement only, (e.g., speed of service, calls answered, claims processed). 	<ul style="list-style-type: none"> Service charter or service promise. Attention to metrics and quality of service. 	<ul style="list-style-type: none"> Focus on outcomes. Impartial review body exists. Citizen Survey. Attention to “depth” of service. Change comes from top and bottom.
Efficiency potential (cost savings)	<p>Minimal</p> <ul style="list-style-type: none"> Duplication of businesses processes and systems exist in processing and client service. Basic program information is shared across organizational boundaries but yields minimal savings or efficiencies. Service costs continue to rise to keep pace with industry standards. 	<p>Minimal - Moderate</p> <ul style="list-style-type: none"> With no sharing of client information, rationalization of processing functions cannot be achieved. Some improvements in client interaction can yield some efficiency with respect to basic inquiry volumes. 	<p>High</p> <ul style="list-style-type: none"> Client data is shared, dramatically improving potential to leverage shared systems and processes, thus reducing processing functions, hand-offs, and client touch points. Common intake methods are established across all channels. Support channels are consolidated as a result of reduced volume. Common integrity functions evolve and generate savings through greater fraud detection practices.

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