

## ICA Country Report 2004

### CANADA

#### **Serving Canadians Better: Moving Forward with Service Transformation at the Enterprise Level**

##### **1 Introduction**

All the Government of Canada's most commonly used services—135 in total—are at least partly on-line, and efforts are on-track to meet targets for functionality by 2005.<sup>1</sup> This process has made public services for Canadians who use the Internet more accessible. However, new insights have also been gained about opportunities for transformation. Potential benefits include improving the responsiveness and effectiveness of public services and value for money from public expenditures; strengthening productivity by reducing governments' compliance burden on business; improving security through rapid validation of individual identity; enhancing government's competence by strengthening its adaptability; supporting more responsible government that is more transparent and accountable; re-invigorating the public sector workforce; and improving the quality of services above all, and with that, client satisfaction.

It has also produced dilemmas—we are at a point where strategic decisions must be made, primarily about:

- how far the vision of citizen-centred government should extend;
- whether and how to redefine the mandates of departments and agencies when more of their programs' services are bundled and delivered “seamlessly” by a common service provider;
- how to ensure policy coherence and effectiveness, as well as responsive program design, when service delivery is no longer the direct responsibility of departments;
- the best way to plan collaboratively and adopt a common approach to business design across the government and between jurisdictions, to enable rapid implementation that favours enhanced interoperability and, where it makes sense, integration;
- the amount of transformative change the current system and resource capacity can withstand without compromising day to day business continuity, and how fast this change can be made; and
- perhaps most importantly, the most viable “whole-of-government as one enterprise” governance structure and funding approach to further accelerate transformation, accommodate new and shared accountabilities, and manage the consequences of greater transparency.

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<sup>1</sup> For more information on the Government of Canada's progress with GOL, please see *Government On-Line 2004*, which is available at [www.gol-ged.gc.ca](http://www.gol-ged.gc.ca).

For the fourth year in a row, Canada has been singled out for its leadership in building e-government.<sup>2</sup> However, like most advanced countries, we are challenged to move forward in a way that will ensure we deliver maximum value for the citizenry from public investments in it.

Early on, we recognized that establishing a parallel on-line service delivery capability made no sense. Doing so would cost more, would perpetuate structural inefficiencies and, worst of all, would create a more responsive level of service for the Internet savvy or “connected” Canadian, and less so for the rest of the population.

Rather, we needed to maximize the potential of the e-channel to support more timely, accurate, and easier-to-use transactions with governments across *all* channels for *all* clients—and to harness its potential to enhance government’s operational efficiency and the effectiveness of its policy frameworks and programming.

Canada recognizes that governments have a crucial leadership role to play in how new information and communications technologies are used to achieve better results where it matters for the citizenry: health, economic performance and job creation, the environment, and the strength, safety and quality of life of our communities.

## 2 Structure of Governments within Canada

Canada is the second-largest country on earth, with an area of almost 10 million square kilometres spanning six time zones. We are a multicultural nation with two official languages: English and French. The vast majority, 77% of our 31 million people, live in cities and towns. We have three levels of government: one federal, 10 provincial and three territorial, and more than 5,000 municipal administrations. The population of our largest city, Toronto, is 37 times greater than that of our smallest province, Prince Edward Island.

Canada became a self-governing nation in 1867, but remains a constitutional monarchy and member of the British Commonwealth. It is a federation in which federal, provincial, and territorial authorities share the work of government in a way that respects the special interests and characteristics of the country's various regions and cultural/linguistic communities.

The federal government, with a budget of \$193 billion in 2003-2004, is responsible for most issues and concerns which are ‘national’ in scope, or which cross international or provincial

### Canadians and the Internet: A Snapshot

- Approximately 70% of Canadians use the Internet on a regular basis
- 49% of Canadian households had at least one household member regularly using the Internet from home in 2002
- 70% of Canada’s Internet users have visited a federal Web site
- 34% of Canadians report that their most recent contact with the Government of Canada was through the Internet
- 77% agree that the Internet has made it easier to find information about government programs and services
- 71% agree that the Internet is an effective way to communicate with the public about government services
- 50% expect that they will do most of their transactions with the Government of Canada over the Internet within the next five years

(Various sources: Ekos *Rethinking the Information Highway 2003*, Citizens First 3)

<sup>2</sup> *eGovernment Leadership: High Performance, Maximum Value*, Accenture, 2004.

borders. Federal jurisdiction extends to areas such as foreign affairs and defence, monetary policy and banking regulation, old age security, international trade, fisheries, criminal law, and postal services. The federal government is comprised of 126 departments, agencies, and Crown corporations that together deliver more than 1,600 programs and services. The federal Public Service has 317,000 members, including 16,000 professionals in IT.

Canada's provinces and territories have jurisdiction over matters of more regional concern, including health care, education, social services, natural resources, and civil law. Many powers that formally rest with the provinces—such as police and fire protection, water and sewers, some social services, and urban transportation—are administered by municipal governments through various cost-sharing arrangements. Similarly, primary and secondary education is generally managed by locally elected school boards. In 2003-2004, the expenditures of Canada's provincial and municipal governments were nearly \$310 billion.

The *Constitution Act* of 1867 prescribes the division of federal and provincial powers. However, in the vastly more complex world of today, responsibilities cannot always be neatly divided. Therefore, there are a number of policy areas in which the federal, provincial, and territorial governments have agreed to share authority. These include health care, post-secondary education, labour force development, environmental protection, tax collection, financial regulation, agriculture, and immigration.

Since 1995, the federal government has been negotiating practical arrangements with many of Canada's First Nations to make Aboriginal self-government a reality. Over time, Aboriginal groups will acquire the power to shape their own forms of government to suit their particular historical, cultural, political, and economic circumstances.

### **3 Canada's Strategic Approach To e-Government**

For most of the past 12 months, as project work to move its most commonly used information and transactional services on-line has progressed, the Government of Canada has shifted its attention to leveraging the e-channel to support service transformation and more efficient operations.

Despite our success moving services on-line, our current approach to service delivery remains complex and confusing. Clients must access services through multiple "touch points" and channels, in an environment that is highly distributed, hard to navigate, and not integrated. With a few notable exceptions, our current service delivery configuration still forces clients to do most of the way-finding and integration work for themselves.

Delivery costs are too high, services are often too complicated to use by those most likely to benefit from them, and there are too many cases of clients having to supply the same information repeatedly to get a transaction completed or a problem resolved. To improve Canadians' satisfaction with government services; to strengthen participation and the likelihood of faster and more successful outcomes from governments' programs and services, and to improve the operating efficiency of governments, this *must* change.

While work at the client interface level has continued, we have focused most of our effort over the past year on refining our strategic approach to advance service transformation, accepting that business processes must be rethought and governments must look across their services to *capitalize on what is common*. We have gone as far as we can without “moving to common” to produce the savings required to sustain transformation, and having in place the governance structure to facilitate that. Our strategic approach reflects two mutually reinforcing priorities:

1. responding to the needs and expectations of citizens with a whole-of-government approach; and
2. achieving substantial improvements in service quality and cost-efficiency by:
  - rethinking front-end client interfaces and business models for service delivery across channels;
  - “joining up” related services;
  - re-using information; and
  - driving to common back office business systems and infrastructure services.



A considerable amount of analysis and developmental and project work is now underway. As illustrated on the right, this work is occurring across three main conceptual “layers”: at the client interface level at the top (i.e., service access points); in the middle, focused on the service offerings themselves (including the policies and legislative requirements they meet, their design, and the business rules governing them such as privacy protection and the business processes and systems that support their delivery; and underneath it all, the layer of common infrastructure, which includes corporate administrative services and tools, enterprise architecture and standards, and the government’s employees: the federal Public Service.

### ***Developing Service Visions to Direct Transformation for the Next Generation of Public Services***

To focus efforts at the service access layer and ensure that the needs of citizens and businesses drive transformation, three “service visions” have been developed collaboratively among federal departments and agencies for services to individual Canadians, businesses, and international clients<sup>3</sup>. An overall vision for the Government of Canada based on these service visions has been developed to provide high-level business direction for the transformation agenda going forward. Based on these service visions, a government-wide service transformation strategy and business case is being developed to guide the next phase of e-government.

<sup>3</sup> The full text of these visions is provided in the Appendix on page 19 of this report.

**Next Generation Public Services – The Government of Canada’s Service Vision**

*Through the eyes of Canadians and around the world, Canada will be seen as the leader in managing and delivering public services. Success will be measured by service outcomes and judged by Canadians as clients and business owners, as citizens and as taxpayers.*

The service visions all reflect four guiding principles:

- **Citizen/client focus:** pursuing transformation centred on the perspectives of citizens, clients, and taxpayers, and planning, structuring and bundling services accordingly;
- **Public service values:** balancing quality service with prudence and value for money to serve the public interest, moving away from an inward, procedural focus to an orientation that puts the client first;
- **Responsible spending:** ensuring that Canadians see value for their tax dollars with more accessible, effective, and affordable public services; and
- **Managing for results:** assessing success across services, organizations, channels and jurisdictions based on client/citizen-focussed outcomes that constitute real value because they can be linked to progress against broad public goals such as a healthier population, a cleaner environment, more vibrant communities, and a more productive economy.

The latter principle in particular has important implications, given the whole-of-government, citizen-centred approach at the heart of the vision, and its emphasis on outcomes. The vision anticipates four main outcomes where dramatic improvements would be sought from transformation: client satisfaction; cost savings and/or efficiencies; policy outcomes and/or compliance; and accountability/transparency.

The vision means it would no longer be sufficient for a department or an agency to report on results against these outcomes for a specific service to meet a particular need in isolation of all the other public services provided to that client to help meet that need. For example, the client satisfaction outcome is affected by *all* the government service transactions a client experiences to meet a need. In the case of starting a new business, several permits or licences, and registration for reporting revenue, are typically required, and involve more than one jurisdiction. As well, there are numerous other mandatory transactions that vary, depending on the nature of the business. In the service vision, the baseline against which client satisfaction is assessed would need to reflect the full suite of relevant services as an integrated service experience because, in the “real world,” that is how clients encounter governments. In all likelihood, applying this approach will mean far lower scores, at least in the initial stages of the service transformation agenda, than governments in Canada are used to.

An implementation framework for the service visions is currently in development that will provide the basis for a transformation strategy. It addresses the requirements for implementing the following changes:

1. **Fundamentally rethink service delivery at the access layer across the Internet, phone, mail, and in-person channels:** This rethink will help to strike a better balance between affordable delivery and more responsive, personalized service to clients. Services must be designed once for delivery through any channel. In practical terms, this would mean, for

example, that a client could start a transaction in-person, carry on later that evening on-line, and complete the transaction the next day by phone. At the enterprise level, this will require strong channel management; a rationalized service access interface (e.g., fewer 1 800 numbers through strategic consolidation and harmonization, common storefronts for business clients, etc.) and, to be affordable, aggressive targets to migrate clients to lower-cost self-service where appropriate.

2. **Transform service offerings in the middle layer:** This transformation will involve rethinking the business processes that support the services to, among other things, reduce the number of steps involved between requesting a service and getting it; identify commonalities in business processes between related services offered by different government organizations and different jurisdictions to drive out duplication and inconsistency, and to reduce costs and client frustration; and identify opportunities to collect information once from clients for re-use.
3. **Further develop the common underlying infrastructure and next generation Public Service:** This development will enable the Government of Canada to work as one coherent enterprise, including common underlying administrative systems and tools; appropriately skilled, trained, and motivated employees, including service agents with the client-focussed service competencies to work in-person, over the phone, and via e-mail; and enterprise architecture we need for critical enabling capabilities in areas like information management, identity management, authentication, and security, to increase interoperability and business integration.

### ***Operational Reviews and Foundation Projects***

Three whole-of-government reviews on service delivery infrastructure, corporate administrative services, and IT utilization and management are currently nearing completion. Business cases and designs for transformation in these areas are being developed. The reviews are all aimed at identifying opportunities for streamlining, consolidation, and integration (i.e., *moving to common*) in line with the government's service transformation agenda.

### **External Service Delivery Infrastructure Review**

This review is identifying immediate opportunities for service integration at the access layer for an early start on implementing the service visions. It is looking at options for reducing duplication and consolidating areas of the government's service delivery infrastructure to improve service and achieve cost efficiencies. At present, less than 5% of the Government of Canada's service delivery infrastructure is managed and operated in common. The target is to eventually move to at least 40% in common.

#### **Highlights from the Government of Canada's Service Delivery Network Profile**

- 1,615 points of service
- 350 million service interactions per year
- 31,000 full-time employee positions
- Staff allocated 54% mail; 22% telephone; 20% in-person, 5% Internet
- Costs per transaction (excluding IT):
  - \$30 in-person;
  - \$20 mail;
  - \$8 to \$10 telephone, agent-assisted;
  - \$1 automated telephone and Internet

Work includes investigating the costs and benefits of moving to a consolidated call centre platform for smaller departments and agencies, and consolidating services to small and medium-sized enterprises and business start-ups through the Canada Business Service Centre network. Consolidation is understood to be a broader concept than physical, encompassing virtual “harmonization” of standards and operating processes and procedures to facilitate network interoperability and, with that, consistent, seamless, and integrated service to clients, as well as increased overall operating efficiency.

At present, there is no single source of reliable data on the costs of Government of Canada service delivery to individuals and business. A recent Service Delivery Network Profile survey estimated that the costs are between \$2 billion and \$3 billion. In addition, there are no consistent measures in place, within or across channels, aligned with the Government of Canada’s Management Accountability Framework—in particular, common core key performance indicators (KPIs) in areas such as stewardship and citizen-focused service. As a consequence, the review is also looking at an enterprise-wide approach to cost and performance measurement.

Meanwhile, several projects are well into implementation to demonstrate fundamental service transformation, and put in place elements of the foundation required for integrated, multi-channel service delivery in line with the service visions.

The projects are being led by three federal organizations—the Canada Revenue Agency, Human Resources and Skills Development Canada, and Social Development Canada—which together account for more than 60% of the volume of service transactions within the federal government. These projects include the on-line authentication of business using the Government of Canada’s Business Number; several projects under an initiative called “Modernizing Services for Canadians,” which focus on harmonizing the client interface within and across channels (e.g., standardized hours of operation, common performance including client satisfaction metrics, standardized workforce management practices, national quality assurance processes, etc.) for the delivery of key social benefit programs including Employment Insurance, Income Security Programs, and the Canada Student Loans Program; and “cleansing” the key database that holds client information which could be used across departments and agencies to support joined-up services to Canadians.

### Corporate Administrative Services Review

Across its departments and agencies, the Government of Canada currently operates a multitude of different systems—many of which have been further customized by departments and agencies—for the same administrative functions, including seven financial systems and 14 Human Resources (HR) systems. The Corporate Administrative Services (CAS) review is assessing the feasibility of adopting a

#### **Inefficiencies in Corporate Administrative Services : Employee Transfers**

In 2002 there were more than 8,400 transfers or appointments of employees between departments of Canada’s federal government. On average, hard copy personnel files took six months to be transferred. This creates hardships for staff, ranging from delays in receiving pay increases from promotions, to delays in having leave applications recorded and approved. Furthermore, the employee’s old and new departments both incur additional costs in maintaining a paper flow for pay, leave, and other transactions for the employee until the transfer and set-up of records in the new department and the pay system is complete.

shared service approach for the delivery of *all* administrative services, supported by a single finance, materiel, and human resource system with a common configuration based on common business processes managed by a common application hosting and management service.

Studies previously conducted on corporate and administrative services show that there are enormous potential savings to be realized by “moving to common”—upwards of 15% to 30% of annual gross expenditures, which in HR, Finance, and Material alone could equate to savings of approximately \$400 million annually.

The CAS review recognizes that moving from departmentally based delivery to a common Government of Canada model has the potential to produce significant savings and future cost avoidance from economies of scale and standardization—savings that could be used to propel external service transformation. Furthermore, the lack of commonality among and interoperability between departmentally-based systems is a significant drain on operational efficiency and productivity for the government as a whole. The current state of administrative systems cannot produce comprehensive, comparable, government-wide information on administrative service costs and levels of service. This makes it extremely difficult to undertake cross-departmental comparisons, assess levels of service and their impact on the effectiveness and quality of program delivery, track performance and improve reporting, and make informed decisions and investments to improve services provided to employees and managers. Better administrative services would also free up more employee time to focus on core responsibilities and higher value tasks.

Recommendations and plans to “move to common” are nearing completion, and will take three to five years to implement. The target is to move from about 24% of CAS in common to 75%. In the meantime, for planned system upgrades, new e-services, and application hosting initiatives currently underway, guidance has been provided by Treasury Board Secretariat to departments and agencies favouring a reduced number of common configurations, and for small organizations, the use of a common administrative shared service solution provided by Public Works and Government Services Canada.

### **IT Services Review**

This exercise is aimed at reducing inefficiencies and duplication of operations in information technology (IT) management and services in the Government of Canada. Current combined spending totals at least \$4.8 billion. IT services include the purchase and leasing of hardware, software and telecommunication services, along with the professional services, consulting resources and salaries of computer system and related professionals. Less than 8% of the government’s IT services are managed and operated in common. The target is to move to at least 50%, which the government estimates would produce between \$300 and \$400 million in annual savings. Opportunities to “move to common” the IM/IT services review include:

- distributed computing, specifically management of the desktop including e-mail, office applications, and associated equipment and staff support;
- mid-range and mainframe data centre services, including equipment acquisition, staff support and associated facilities; and,
- web hosting services.

Consultations and workshops with 14 federal departments and agencies have confirmed that there are no technological barriers to moving to common in these areas, and having them delivered by a single common service provider to the whole of government.

As is the case for administrative services, it is also extremely difficult to produce reliable information on IT services because currently they are so diverse. The IT Review is also establishing a standardized approach to reporting expenditures, service levels and outcomes. This could include mandatory common nomenclature for the chart of accounts and common Key Performance Indicators for IT Services. It is also proposing new management and governance models for the development and delivery of IT services to facilitate horizontal service delivery from a whole of government perspective.

#### **4 Organizational Issues**

Making the kinds of dramatic improvements to service delivery that Canadians expect and governments can afford, requires consolidation across delivery channels and jurisdictions to eliminate duplication, rationalize and integrate service delivery and drive out economies of scale. This cannot be achieved without new, effective governance. A next generation of integrated, seamless public services and more effective programs, supported by a more efficient and cost effective operational infrastructure, need more than the informal partnerships that have characterized Canada's progress to date.

For the Government of Canada, the past year has seen significant organizational change to begin moving in this direction. In December 2003 the responsibility for the GOL initiative, specifically overseeing and coordinating central funding for on-line projects under GOL, its Organizational Readiness Office and the Secure Channel, was transferred from the federal government's Treasury Board Secretariat (TBS) to the department of Public Works and Government Services Canada (PWGSC).

Functional responsibilities for policy, stewardship and strategy concerning business architecture, information management and IT infrastructure remain with the Chief Information Officer Branch at TBS. However, the transfer of the operational aspects of GOL to PWGSC reflects a recognition that investments in the e-channel and on-line service delivery have moved from "special project status" to a normal part of doing business.

Enabling services, such as telecommunications and informatics services were already in PWGSC to some departments and agencies. Moving GOL's Secure Channel there strengthens the government's capacity to provide a full suite of corporate services for service transformation from one source (PWGSC also provides materiel management and procurement services), in this case by adding security services. It also better positions the Government of Canada to establish a common services organization for corporate human resources and financial administration, which as illustrated in the work of the CAS Review, promises significant operational efficiencies and cost-savings.

Meanwhile, TBS is better able to provide leadership and set a common service vision for the Government of Canada by defining common business processes, technologies and architectures,

and by shaping enterprise management models and accountabilities to drive the rethinking and integration of services, the reuse of information, and the realignment of programs to better achieve desired outcomes. This will include delivering a comprehensive (business to technical) enterprise architecture program that includes strategy and design, and providing strategic project support where required. For example, while PWGSC now has the responsibility to deliver the architecture and resulting infrastructure for common IM and IT components, TBS will focus on challenging the IM/IT directions of the common solution provider, and all other departments and agencies, to ensure alignment with the Government of Canada's architectural strategy and design.

Meanwhile, new models are also being explored to find the best approach for enterprise governance to direct the implementation of the government-wide service transformation strategy. Options include having two Deputy Minister level committees, one focusing on external service transformation, and the other focussing on transforming internal services. A Board of Directors model is also being examined. Issues being considered in designing the options include optimizing buy-in; managing horizontal accountabilities; defining and managing the relationship between enterprise governance and operational governance; and, ensuring appropriate and timely decision making.

## 5 Operational Issues

### *Continuing to respond to Canadians' changing needs and expectations*

The Government of Canada's efforts in service transformation are guided primarily by what Canadians are looking for their governments to provide. Regularly surveying Canadians and businesses about their preferences and expectations, and obtaining user feedback as new on-line services are developed and implemented, has distinguished Canada's approach to building e-government from the beginning. For example, the configuration, content and "navigability" of the Canada Site, and its gateways for individuals, businesses, non-Canadians, have been refined and steadily improved based on what client groups want. Research results are widely shared between departments and agencies, and governments, through interdepartmental and inter-jurisdictional working groups. Public communications "repeat back" to Canadians what the government is learning from them to ensure they see that their participation is making a difference.

Over the past year, more than 25,000 Canadians participated in service-related research projects. Across the federal government, approximately 30 research projects were undertaken concerning various aspects of service transformation and on-line services. The Government of Canada's innovative On-Line Internet Research Panel is now in its third year. Four on-line surveys with up to 6,000 participants per survey have been conducted to date, and 10 on-line focus groups have been held. This data source – on the views, preferences and expectations of the "early adopters" – shows that they want faster service; the ability to find, fill out and send back

#### **Canadians' want their governments to concentrate on the basics:**

- Transactions that are quickly and successfully completed;
- More and better trained service delivery representatives;
- Information that is simple and easy to understand; and,
- Accurate, comprehensive information: i.e., access to everything they need to know to maximize what government offers.

government forms on-line, and more integrated services.

Overall, research with Canadians and businesses suggests that the government's clients want service transformation that:

- ensures they can choose the means by which they interact with government, in-person, by mail, telephone or via the Internet;
- makes consistent, timely, high quality information and service easily available to them across the channels they prefer to use, in the official language of their choice;
- supports customized service, tailored to their individuals needs;
- supports a single "government face" regardless of jurisdiction; and,
- makes governments more transparent and accountable, and provides "value for money".

Canadians accept that some channels may be better than others for certain types of transactions, and they want more information from governments on the best channels to use. They also accept that there is a trade off between higher levels of customized service and the ability of government departments and agencies to share information about them. But they want to be asked for their consent before any information about them is shared between programs, departments and levels of government, and they want to see information about them that governments maintain in order to be able to validate or correct it. They also want to be assured that databases containing their information and electronic transactions with government are secure – protected from intrusion and unauthorized access, and that they will continue to be able to count on service in the event of system crashes and power outages.

#### Canada Revenue Agency's "My Account"

This new on-line service allows Canadians to view their personal income tax, Canada Child Tax Benefit, and sales tax (GST/HST) credit information. It responds to Canadians' desire to access, validate and change information that the Government of Canada has on file about them. In its first year, it has received over 1.2 million hits. An embedded client survey shows that more than 80% of users are satisfied with the service, and it is providing critical information about additional functionality users want. This includes the ability to apply for direct deposit on-line, and to enable trusted third parties such as accountants and bookkeepers to have access.

Canadians are concerned about how technology will be used to accelerate service transformation – whether it will lead to less personal service; fewer informed service agents; a reduced government presence in smaller communities, and an over reliance on self-service, which in the case of e-services for example, could reduce service to those without computer access or to people with disabilities. Finally, they have concerns about accountability, *"If everything is integrated, how do I know who is responsible or in charge?"*

These concerns reflect demanding expectations that will continue to challenge the Government of Canada as the service transformation strategy and business case is refined, business plans are developed, and more projects move into implementation. For example, over the past year, research with Canadians to test the Government of Canada's PKI-based authentication service

*epass*<sup>4</sup> showed that the name doesn't work, and consequently a re-branding strategy is in development. Results also showed that while messages about security are important, Canadians are more receptive to hearing about ease of access and convenience – for example, that using an *epass* means you can navigate between various on-line government services without re-registering or remembering multiple passwords, and using it to electronically sign documents means you don't have to go to an office to complete a transaction. They are comfortable with identity information about them connected to the issuance of an *epass* being shared with provincial and municipal governments, but not at all with the private sector. This latter finding will have important implications for the scope and nature of partnerships that governments in Canada pursue to enhance the cost benefits of promulgating this security solution to support more on-line transactions.

Other priorities in the coming year include finding ways to mass market new self-serve options to Canadians, including e-services and automated telephone services to drive take-up and realize a return on investments. It is critical that these efforts be carefully targeted and executed to ensure that Canadians realize they still have choice, and to address lingering concerns related to privacy and security. A marketing readiness assessment tool is being developed for departments and agencies. It will enable a standardized approach to marketing self-service options to ensure the valued advantages of using them are identified for marketing messages and strategies. It will also ensure that the services themselves are sufficiently robust and capable of delivering these advantages to a much larger client base, *before* they are marketed.

In tandem with external marketing, the government's workforce, particularly the front-line and the unions that represent these employees, will also need to be more fully engaged in service transformation. To ensure success, they will need to be convinced of the government's commitment to moving more clients to high quality, automated, self-serve options for routine transactions in order to free-up employees for higher value and more rewarding work. They will need to see evidence of, and be engaged in, the development of training programs and knowledge tools to assist employees through this transition. Surveying staff and reporting back to them on their needs and expectations related to service transformation will also be important, to demonstrate that the government recognizes their pivotal role.

### ***Deepening inter-jurisdictional partnerships***

All the research with Canadians and businesses on public service delivery suggests that inter-jurisdictional collaboration and partnerships to advance the integration of services to common clients *between* jurisdictions is essential. Among the most popular "single window" information services currently provided on the Canada Site ([www.canada.gc.ca](http://www.canada.gc.ca)) are those that are multi-

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<sup>4</sup> Each *epass* – a public key infrastructure (PKI) certificate – is unique and is used to authenticate the client and digitally sign documents. An e-pass is issued through a program enrolment process, where identification and authentication occurs at the application layer, behind the service provider's firewall. This makes the anonymous *epass* potentially re-usable by other programs and services with the *epass* holder's consent. There are now approximately 75 Government of Canada departments and agencies, and 100,000 users (mostly government employees), relying on PKI certificates. A total of seven federal departments and agencies are CAs or Certification Authorities (i.e., they can issue certificates). These federal CAs are in turn cross-certified through the Canadian Federal Bridge CA.

jurisdictional. These cross a span of services from helping people replace identification cards if their wallets are lost or stolen, to a “benefits finder” for persons with disabilities. The single window identifies the supports Canadians might be eligible for depending on their circumstances and where in the country they live, provided by all levels of government. Half the 130 projects to move the most commonly used federal services on-line involve partnering across jurisdictions to enable common clients to access complementary services provided by other governments.

However, while solid progress has been made to provide more convenient “one stop” access to multi-jurisdictional information about services, for the most part these services are not “joined up” in ways that would make them easier and more convenient for clients to actually use. Most programs across jurisdictions providing services to common clients are not integrated or even interoperable behind the client interface to allow the same application information to be supplied once by the client, and then be re-used by the programs.

This lack of integration weakens the likelihood that clients will access the right combination of programs and services at the right time. Not only is this situation confusing for clients, but for governments it obscures the anomalies across programs that are major irritants for Canadians – inconsistencies in definitions, for instance, of a person with a disability; in other cases, counter-productive eligibility criteria that penalize clients using one program provided by one level of government when they apply for another related program from another level of government.

Two inter-jurisdictional bodies – the Public Sector Chief Information Officer Council (PSCIOC) and the Public Sector Service Delivery Council (PSSDC) – continue to work to develop a roadmap for inter-jurisdictional integrated service delivery in Canada. They are defining a set of principles to guide investments and decision-making and outcomes against which to measure progress, and an implementation framework. They are also attempting to define a workplan around what they call “foundational enablers” – areas where a common strategic direction and/or agreement on common standards and approaches is essential for substantive progress to be made. For example, the Councils recognize that inter-jurisdictional service transformation of the sort Canadians want will not happen without effective governance. There must be an owner for new, horizontally and vertically integrated services and at the present time, this does not exist. There must also be common approaches and standards for authentication, architecture, client identifiers, and information management.

**PSCIOC-PSSD Vision for  
Integrated Public Service  
Delivery in Canada**

World-class public services for citizens and clients in Canada through the collaborative efforts of all jurisdictions working together to advance new, innovative, seamless service approaches and knowledge.

***Using a common language and common approach for designing, planning and implementing the transformation of public services***

A common business transformation language and methodology would significantly enhance the capacity of governments to make integrated delivery part of program design and systems architecture. As the Government of Canada’s service transformation strategy moves forward, and the number of transformational projects increases, it will be increasingly important to have a common language and methodology in place to make these initiatives easier to coordinate, manage and sustain, and to speed up design and implementation. Ideally, over time, each

transformation project would be able to offer insights and lessons learned to all the others – business strategists and designers would be able to capitalize on previous work, instead of starting from scratch, particularly when the scope of the transformation projects and/or services being modelled, integrated and/or redesigned, are similar.

What is clear is that even with a common approach to enterprise architecture, unless there's a common language to develop business strategy and enable collaborative business design and planning, the vision of integrated, seamless, multi-channel citizen-centred public services will be very difficult if not impossible to achieve. The process used to get there must reflect and accommodate the enormous complexity of the task. There is simply too much to define and to know, too many contingencies to explore and analyze, and too many interdependencies to identify and accommodate, not to be using the same process: the same terms and taxonomy, the same modelling and scoping tools to design, plan and execute transformation, to the same standards of rigour, discipline and transparency that are expected of the public sector in Canada.

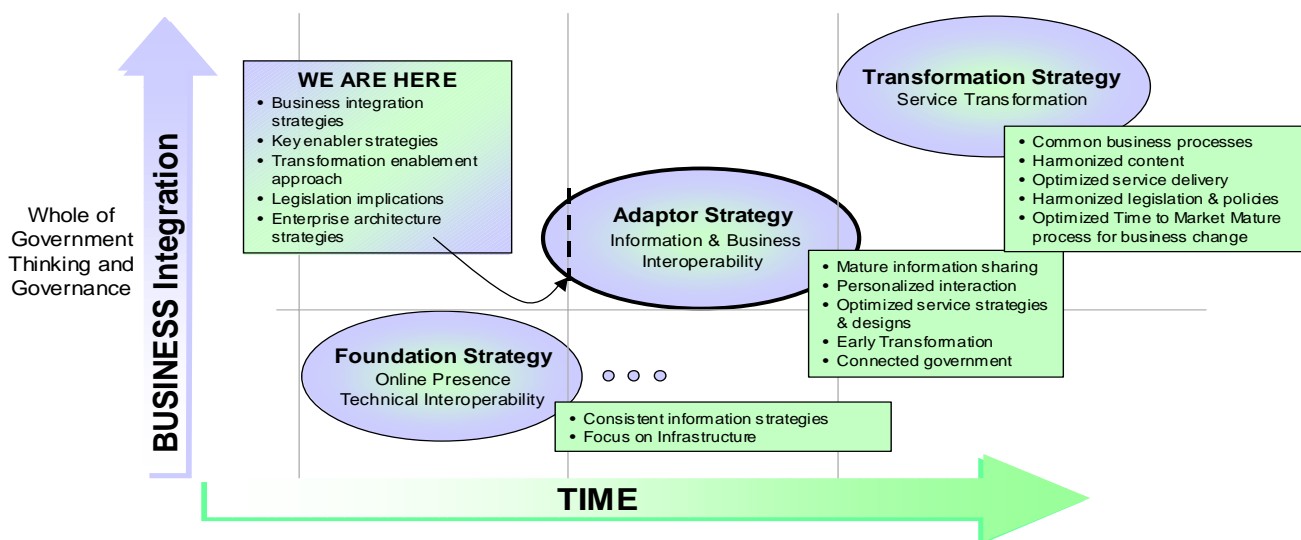
Release Two of the federal government's Business Transformation Enablement Program (BTEP) Toolkit has recently been completed. It is *not* intended for the exclusive use of systems architects. Indeed, its success depends on its being adopted by business executives and project teams. Its main elements include:

- A **Transformation Roadmap**, which enables business owners to locate where they are on a “maturity curve” towards transformation;
  - The **Governments of Canada Strategic Reference Models (GSRM)**, which provides a common language to depict or map how a government enterprise or program or process works. This analytic tool standardizes business modeling for governments, using public service language and concepts, with 23 Program Fields (12 public facing, and 11 internal) which organize all the Government of Canada's programs into categories based on the needs of their target groups. The authoritative whole of government business models produced using it enable cross-program alignment and the identification of redundancies, gaps and opportunities for joint or integrated program or service delivery.
  - The **BTEP Transformation Framework**, which brings together a blueprint and an agenda for scoping and producing the deliverables necessary to move to implementation. It provides the structure for the GSRM;
  - A set of core **Enablers and Requirements Domains**, which are the core business capabilities common across all departments and agencies that enable interoperability and integration. For example, a common IT infrastructure or platform is an Enabler, as is a common set of standards, specifications and patterns for information management, and a common approach to HR management across government; and,
  - An overall **methodology for transformation**, which provides a step by step, iterative process to follow for any project to move from planning to implementation and produce rigorous and “executable” visions, strategies, designs, standards, business cases and implementation plans required.
- 
- Together, the elements in the Toolkit enable government executives and project managers to “talk” to systems designers and architects *the same way*, and do a better job directing, managing, investing in and controlling transformation projects across the public sector.

Because it has been developed specifically for the public sector, it makes an intrinsic part of the transformation process the need to address:

- strategic management and alignment (i.e., around common client groups or high level outcomes in areas such as health, the economy, environment, and communities);
- multi-stakeholder engagement and consensus building;
- rigorous risk management;
- staged or phased implementation to ensure business continuity;
- inter-jurisdictional collaboration; and,
- meeting highly demanding transparency and accountability requirements.

## Transformation Roadmap



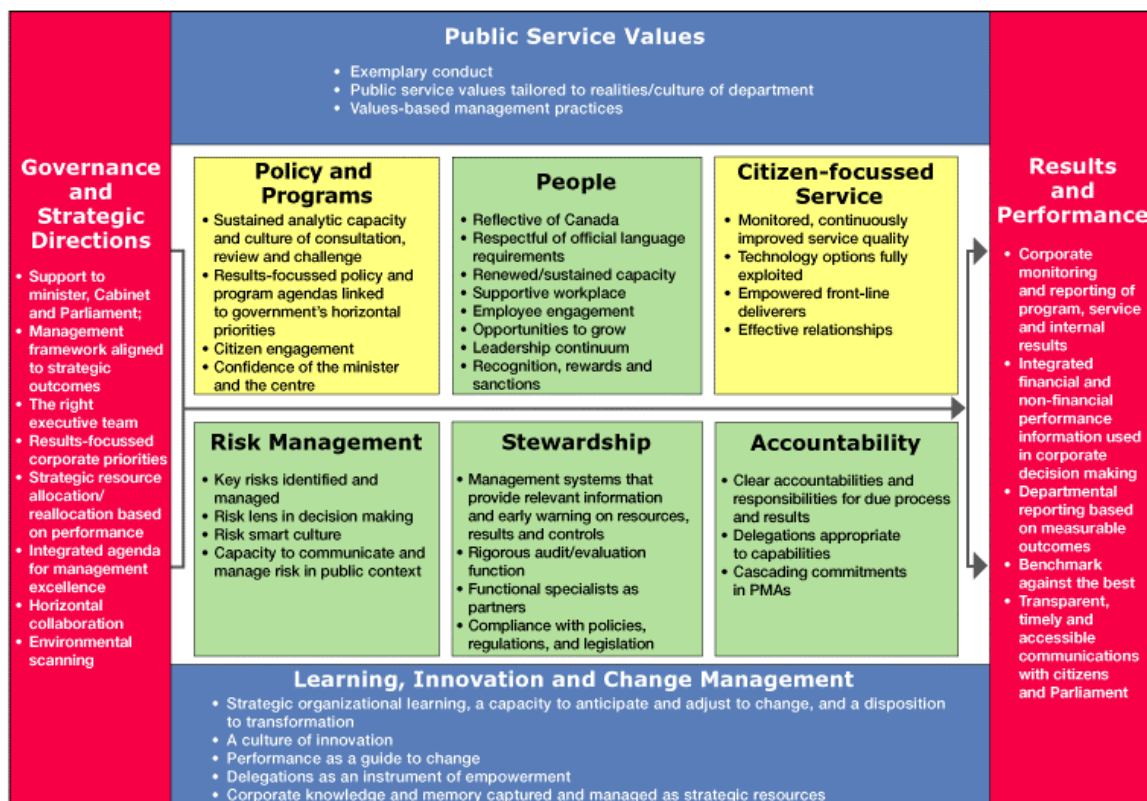
These requirements distinguish the public from the private sector and must be respected for transformation projects in the public sector to succeed. They take time and they make the process of transformation more difficult, but for very good reasons. They are linked to the tenets of ongoing and effective guardianship, or “good government.” For Canada, this is about a tradition of liberal democracy; the promotion of equality of opportunity; respecting pluralism, diversity and multiculturalism; enabling civic participation and public confidence in government and public institutions; safeguarding public security, and meeting citizens’ expectations of value for money.

Canada’s experience to this point suggests that without a rigorous and disciplined process of strategic analysis, business modelling, and transformation planning and design across the whole of government, tailored *for* governments, these critical issues aren’t adequately addressed. As a consequence, transformation projects are unable to move forward predictably and iteratively – to move expeditiously out of “the vision trap” and into implementation.

Governments need their own transformation execution capability to realize harmonization, interoperability and integration. Release Two of BTEP provides that. More than half a dozen

projects over the past year, including inter-jurisdictional projects to identify transformation opportunities to improve services to new business start-ups and for seniors, have proved the Toolkit’s merits. However, to have it embedded in transformation planning and practice requires a transformation governance model to ensure the tools are used in ways that produce the right project information at the right time to enable senior management decisions to be taken at appropriate points along the continuum from conception to implementation.

Embedding the Toolkit will also require clear direction for departments and agencies on how to use it in tandem with the Government of Canada’s Management Accountability Framework (MAF). The Toolkit fully supports the MAF by providing managers of transformation projects with tools to build designs for new or improved programs and services that address the management expectations it describes. While the MAF (illustrated below) can be said to describe the end-state vision of how the government would like to operate in the future, BTEP provides the methods, frameworks, processes and tools to actually achieve that state.



## 6 Conclusion

Since the mid 1990s, Canada’s governments have recognized that using information and communications technologies to make government work better, relies on a government-wide approach. To date, most of the successful work in Canada to build e-government has involved “enterprising IT.” The low-hanging fruit has been plucked. But, as any orchard grower will explain, the sweetest fruit is at the top of the tree where longer ladders are required and bigger risks must be taken. This is service transformation, and it is not about tweaking or adding more functionality to the status quo. It is revolutionary.

There is general consensus that a combination of capacity and governance issues is currently impeding progress in service transformation, and addressing them demands organizational change. The responsibilities and accountabilities of Ministers and senior officials is one of several areas currently being examined to identify new measures to strengthen transparency, oversight, accountability and management. In combination with new mandates and a new configuration for senior executive committees overseeing e-government and service transformation, in the months ahead, changes will be made to strengthen leadership and streamline approvals to better position Canada to deliver on its service vision.

Meanwhile, as it prepares to move forward with service transformation, self-service options already available or soon to be in place will be more aggressively promoted. In the coming year, the government will work harder to reach and persuade those Canadians who are predisposed to use them, to move to self-service transactions with the government.

Work to date has produced a solid conceptual understanding of whole-of-government, citizen-centred service transformation. However, even with stronger decision-making “tables” and the right skills and tools to manage big transformation projects, and near term efficiency gains from increased utilization of self-service, Ministers and senior officials will still need to be able to “see” the direction in which service transformation can and should go over the longer term. They will need to be convinced that a fundamental transformation agenda will deliver gains that will be well worth the investment of time and money, and perhaps most of all, the level of effort involved. Transformation of the sort envisioned will be highly disruptive – the test in the year ahead for the Government of Canada will be determining how much disruption it is prepared to take on.

## **Appendix: Government of Canada Services Visions**

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### **Service Vision for Canadians:**

*Canadians will receive the highest value from their public services – as clients, citizens and taxpayers – through a government that:*

- *Anticipates and responds to clients' needs, expectations, preferences and priorities;*
- *Engages in multi-dimensional dialogue, continually learning from citizens and equipping them with knowledge to participate fully in society;*
- *Ensures services and programs are streamlined, simple, effective, integrated, remain focused and relevant, and harmonized across jurisdictions.*

### **Service Vision for Businesses:**

*Service to business contributes to the productivity, competitiveness and high performance of business and government by:*

- *Making it easy for business to succeed in a global business environment;*
- *Removing barriers to business innovation and productivity;*
- *Reducing the complexity and cost of dealing and complying with government;*
- *Building opportunities for valued relationships and networks;*
- *Promoting a fair and equitable business marketplace;*
- *Making government more efficient in its service to business.*

### **International Services Vision:**

*Canada will be a world leader in international service delivery. We will advance Canada's strategic interests and ensure the continued health, safety, and prosperity of Canadians by delivering, as one government, an integrated set of international programs and services to our clients across multiple channels in the most efficient and effective manner possible. Our success will be measured by the true advantage it creates for Canada and will be delivered through a government that:*

- *Establishes integrated and unified government-wide points of service on each of the phone, Internet, and in-person channels that create world-class efficiency, accessibility, responsiveness and standards for excellence;*
- *Ensures that services and programs are streamlined, accessible, integrated, focused, relevant, and cut across jurisdictions;*
- *Presents a coordinated face to its target international publics.*