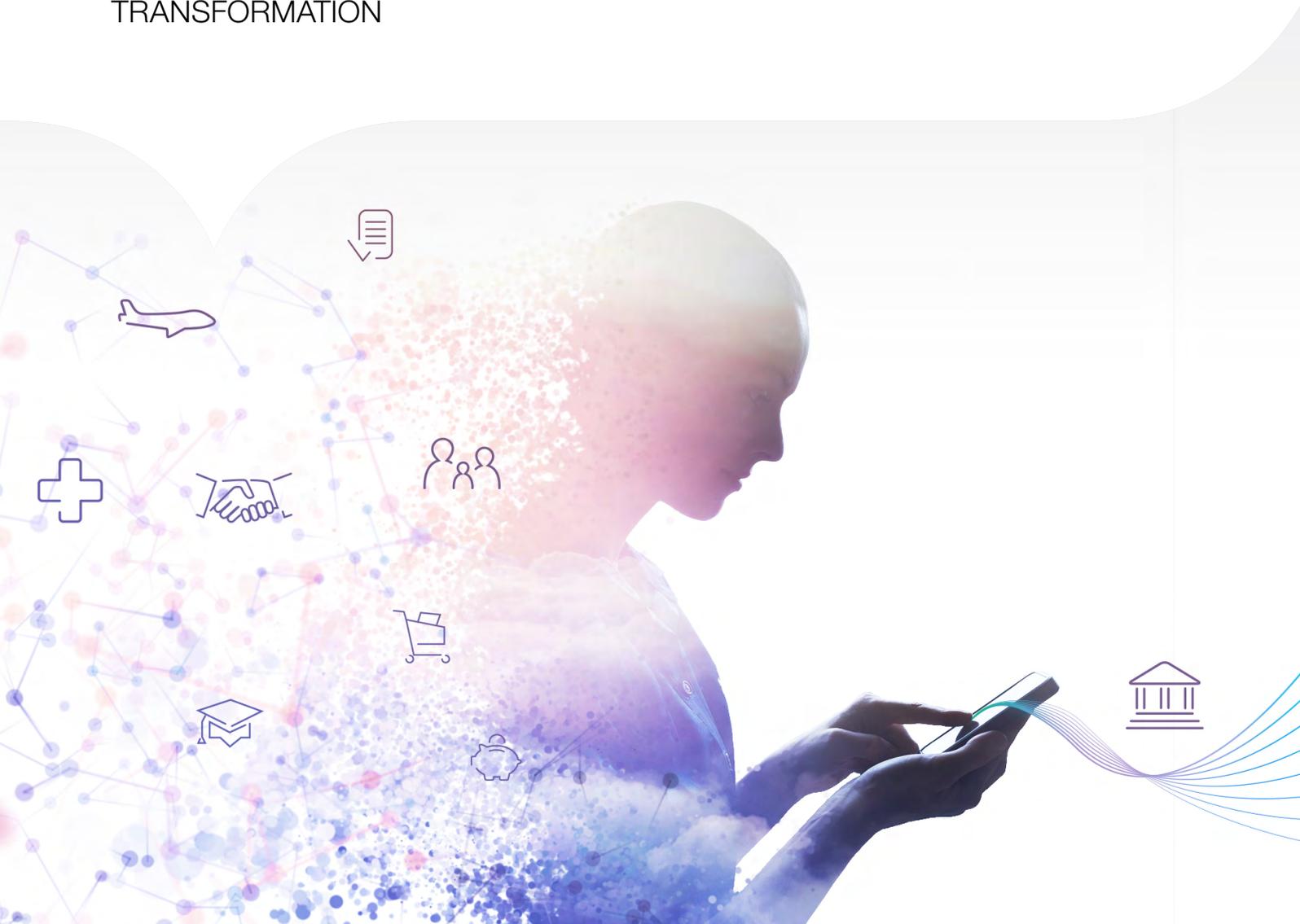


# LET'S GET **RADICAL**

GETTING **RADICAL**  
WITH PUBLIC SECTOR DIGITAL  
TRANSFORMATION



**People matter, results count.**

**O1**

CAN WE GET TO  
TRUE DIGITAL-ERA  
GOVERNANCE?

**O2**

THE CITIZEN  
LIFECYCLE:  
YOUR DRIVING  
FORCE FOR  
RADICAL  
TRANSFORMATION



**O3**

OVERCOMING  
SKILLS  
LIMITATIONS

**O4**

INCLUDING  
NON-DIGITAL  
CITIZENS

**O5**

MANAGING DIGITAL  
SERVICES IN YOUR  
ENVIRONMENT

# CAN WE GET TO TRUE DIGITAL-ERA GOVERNANCE?

# 01



Some government departments are working hard to achieve radical transformation in order to deliver improved government services, focusing on customer needs. However, in order to deliver true citizen centricity they will need to take a genuinely radical leap forward in achieving the digital agenda. This paper examines why and how.

For some years it's been evident that government needs to think differently about how citizens engage with public agencies, when they engage, and why – and then use digital technology to reorganize public services around the citizen.

Some departments are already great exemplars of “digital-era governance”, as it has been called<sup>1</sup>. Many, however, continue to shape developments around their own organizations, rather than around citizen services and needs. For the sake of delivering better services to citizens and enabling a more efficient government, that picture must change.

In recent years, developments in networking and connectivity have brought huge transformation to business and personal lives alike. But government, in many cases, has not embraced this change. A 2015 report from the World Economic Forum argues that, to address this gap, “A new model of government, based on the digital and software platform, is [urgently needed], and will eventually redefine the relationship between governments and their people.”<sup>2</sup>

● —————  
"A new model of government, based on the digital and software platform, is therefore an urgent need, and will eventually redefine the relationship between governments and their people."<sup>2</sup>

1. Dunleavy, P., Margetts, H., Bastow, S., and Tinkler, J., “New Public Management is Dead: Long Live Digital Era Governance”, EDS Innovation Research Programme DISCUSSION PAPER SERIES, 2005

2. World Economic Forum Global Agenda Council on the Future of Software & Society, Survey Report, “Deep Shift: 21 Ways Software Will Transform Global Society”, 2015

## A NEW RELATIONSHIP BETWEEN GOVERNMENT AND CITIZENS

What should this model look like? It's likely to be a network of digital components, drawing citizens and government closer together and enabling citizens to gain seamless access to a range of government services.

The new relationship between government and citizens should start by putting the citizen – not government – at the heart of public sector thinking. Services can then be built around the needs of citizens in a joined-up way that enables them to interact in a way that is meaningful to their own lives.

The new relationship has to be built on two foundations: the citizen lifecycle and government-wide processing of interactions.

### **1. The citizen lifecycle.**

The public sector needs a deep understanding of:

- Why citizens need to interact with government
- The life event triggers for interactions
- The value of each interaction in the context of a citizen's life events and needs
- The broader implications of a life event for government services

### **2. Government-wide, seamless, and transparent end-to-end processing of interactions.**

We're talking here about "joining the dots" to integrate the government's internal processing of each citizen interaction, from initial contact through to delivery of the service. This should create greater value for government, and a lower cost to serve. Service provision should be seamless and transparent, regardless of the number of government departments involved.

With those two foundations in place, your organization can start delivering radically improved services and choices to citizens. The ultimate goal is to build services that join up for the citizen across government departments.

## WHY ISN'T THE CURRENT APPROACH RADICAL ENOUGH?

Many current digital initiatives are specific to the remit of an individual department and its need for transactional improvements, instead of being based around real user needs and the citizen's life events. These approaches are ineffective because they focus on individual transactions within a department rather than on citizen events.

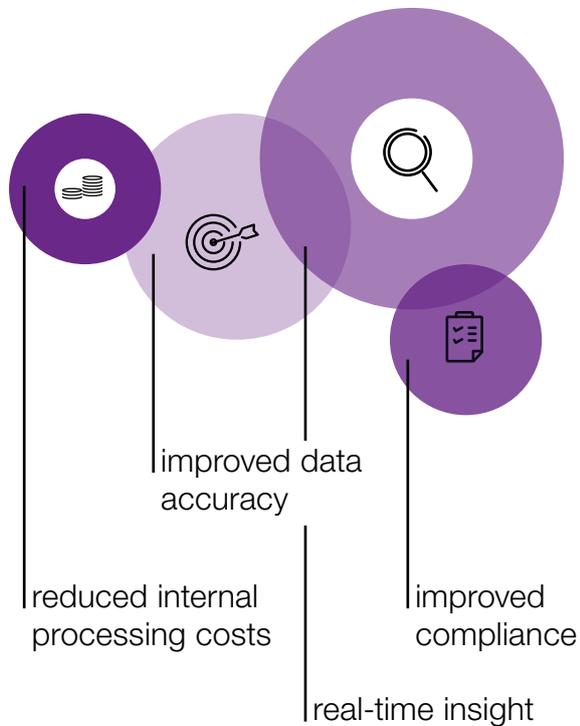
For example, consider a family moving to a new home, a new child arriving, or an individual entering the world of work for the first time. Currently each of these events triggers many segregated interactions with multiple government departments. Each contact adds effort and delay for the citizen; for government, it means cost, complexity, and duplication.

## WHAT WOULD “RADICAL” LOOK LIKE?

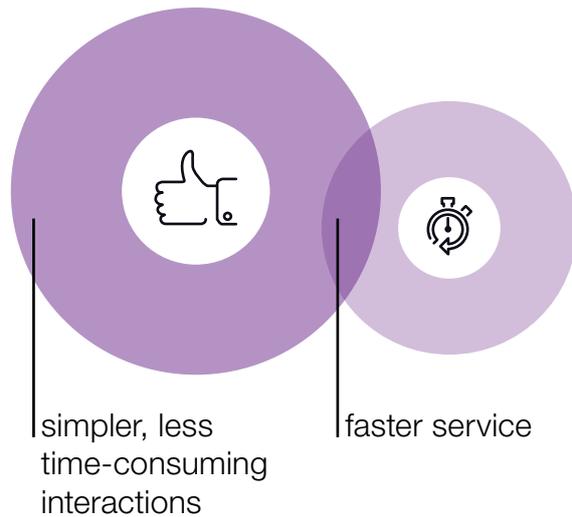
From the citizen's point of view, it doesn't make sense that a life event triggers multiple interactions. There is just one government, and providing government with the required information once should be enough. In other words, the biggest opportunity is the cross-government approach.

To make radical improvements, each government department or agency should consider not only a specific interaction that needs to be improved, but also the whole context of that interaction. This involves asking what the citizen is trying to achieve, what life event has triggered the interaction, and which related government services may be needed, and then creating a user experience that seamlessly and efficiently transacts across multiple government bodies.

### For government agencies benefits include:



### For citizens benefits include:



This would represent a leap forward towards a joined-up government. At key moments in their lives, such as having children, getting married, starting a business or moving to a new home, citizens would simply notify government once. The same would be true of events in a business's lifecycle.

This focus on the end-to-end transaction flow instead of on individual interactions is the “radical” approach needed.

A woman with blonde hair and a young girl with a braid are looking at a laptop screen together. The woman is on the left, smiling slightly, and the girl is on the right, looking intently. They are both wearing light-colored clothing. The background is a soft, out-of-focus indoor setting.

THE CITIZEN  
LIFECYCLE:  
YOUR DRIVING  
FORCE  
FOR RADICAL  
TRANSFORMATION

02

# In order to truly embrace its users' needs, government must change its approach to digital adoption and adopt a joined-up perspective. This means a move away from specific citizen interactions with specific departments, towards a focus on the lifecycle events that trigger those interactions.

Recent digital programs have focused on improving individual interactions – typically making the external user interface digital. As well as not being the best use of finite budgets, this means opportunities to transform the user experience are being missed. Only by providing holistic support for life events can the true potential of digital transformation be realised.

## The citizen lifecycle holds the key to success in radical approaches to digital.

Public sector digital transformation must address the needs of the citizen from birth to death with everything in between. A lifecycle view enables government to provide joined-up support for citizens at key moments in their lives, such as moving to a new home, getting married, setting up a business, giving birth, or even getting a fishing licence. Further, this approach facilitates solutions that lead the citizen through the different implications of the event, reminding them of any additional actions they might need to take with any part of government.

That end-to-end view benefits government organizations as well as citizens. It increases data consistency and accuracy, improves real-time perspectives on citizen and business interactions, and enables targeted, real-time support and services while reducing operational costs.

This is true digital transformation. But what is the best way to switch thinking away from the old, tried-and-tested approach? It's all about taking an organization and its employees, as well as citizens, on a transformational journey in a managed and focused way.

The answer is that there are new, proven methods and approaches to engage everyone on this journey. The most powerful strategy is to make the citizen's digital lifecycle the driving force for the whole organisation. Once this happens, your operating models can be radically changed so that they reflect citizen-centric thinking, planning and execution.



## EXAMPLES OF SUCCESSFUL RADICAL INITIATIVES

Estonia's Tax and Customs Board implemented an end-to-end digital approach to citizen interactions, with spectacular results in terms of citizen satisfaction: the Board was ranked fifth in the 2015 Trust in Public Institutions survey, only behind three emergency services and the defence agency.

A success in the UK is the enablement of data sharing between DVLA and the passport office so that the same photos can be used by both. While relatively modest in ambition, this change has made a huge difference to the citizen journey.

Stephen Foreshow-Cain, Executive Director of the Government Digital Service, points to more radical possibilities for joined-up government in a recent blog post<sup>1</sup>: *"...think about how benefits are divided between DWP and HMRC. Or how offenders and other people dealing with the criminal justice system have to be in touch with the police and the courts, prisons, and probation staff. Or how complicated it is to start a business, because you have to get in touch with BIS, HMRC, and Companies House, at least...All these are examples of some of the great challenges facing government right now. Not just challenges, though: opportunities."*

## FACING THE IMPLEMENTATION CHALLENGES

Joined-up government brings obvious challenges. Departments and agencies have been operating in silos for many years, and often a silo-based approach is reinforced by their objectives and structure. But these challenges have to be tackled if organizations are to deliver the necessary service improvements and savings.

1. Stephen Foreshow-Cain, "What GDS is for", 29 June 2016 <https://gds.blog.gov.uk/2016/06/29/what-gds-is-for/>

Technology is already available to facilitate this shift, but there also needs to be an environment that encourages, supports, and rewards those willing to take the lead. To achieve this, government organizations need to make a few fundamental decisions:



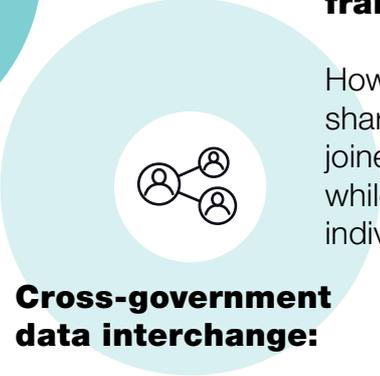
**Cross-agency ownership:**

Who will own a service transformation that crosses multiple government departments?



**The legislative framework:**

How can data be shared to facilitate joined-up services while protecting individuals' rights?



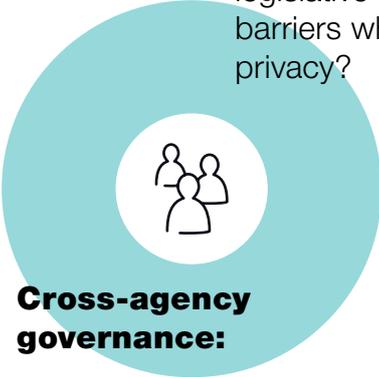
**Cross-government data interchange:**

How do we ensure common nomenclature and definitions?  
How do we overcome legislative and cultural barriers while protecting privacy?



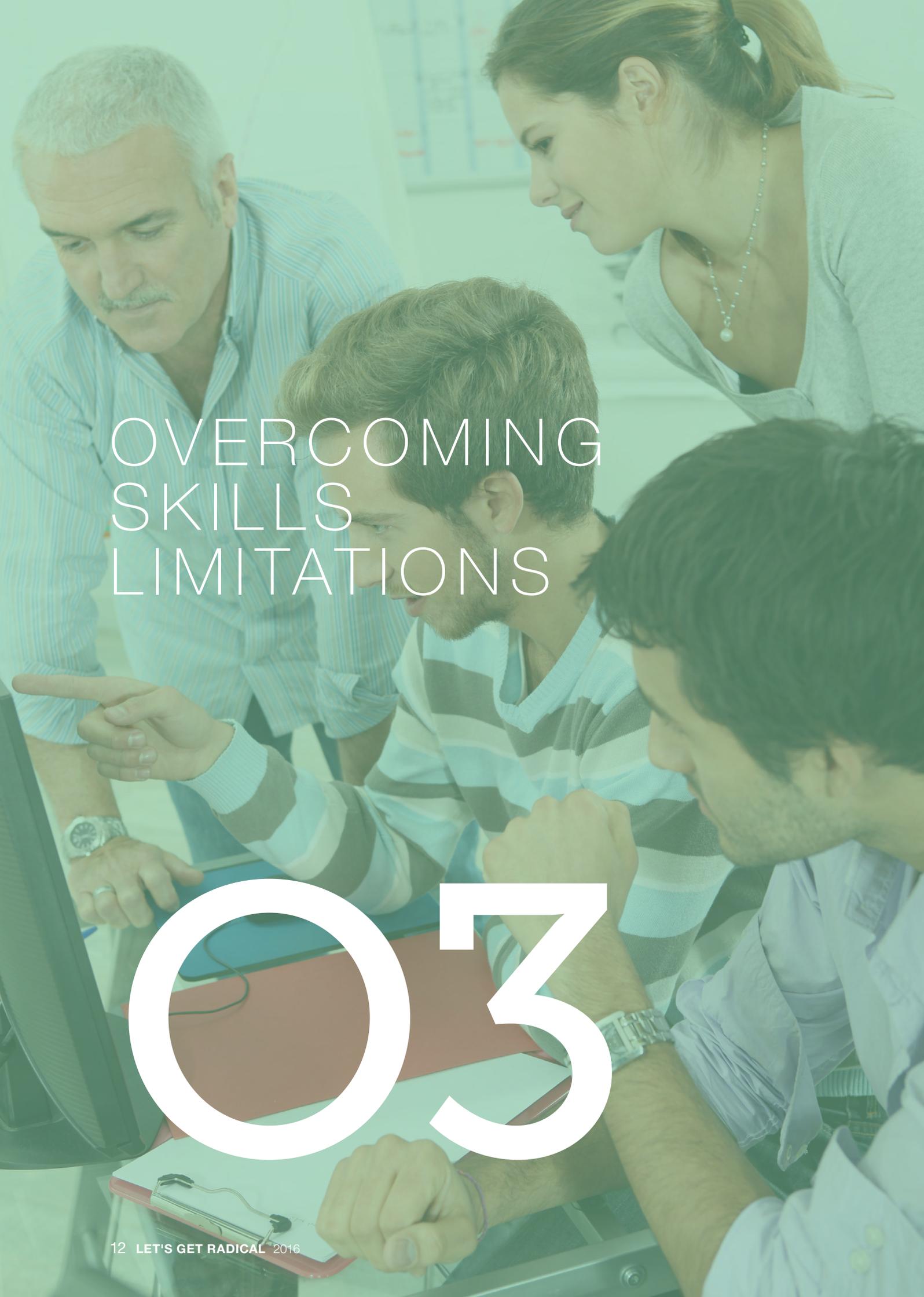
**Changing expectations:**

How should accountability be allocated in complex stakeholder landscapes?



**Cross-agency governance:**

Who will represent the overall interests of citizens rather than departmental priorities?



OVERCOMING  
SKILLS  
LIMITATIONS

03

# From social media to mobile banking and online shopping, citizens increasingly live their lives through digital interactions.

Increasingly, citizens expect all their interactions to be achievable online. Interactions with government are no exception. Without an online option, services are increasingly seen as inaccessible and inconvenient. Citizens may be reluctant to use the service at all, and can become dissatisfied with the service provider. Non-digital interactions also create unnecessary work for the organization.

Unfortunately, unprecedented demand from both public and private sectors has caused an acute shortage of digital skills. Businesses and service providers of every type, be they private or public, are seeking the same scarce resources, and it can be especially difficult for public sector organizations to recruit and retain them. Digital skills command premium salaries, and employees who have them want clear and rewarding career paths in their digital fields.

In addition, today's talent have distinctive expectations about the workplace: they want to collaborate, innovate, be entrepreneurial, and so on. If these expectations about

Government agencies now face the challenge of adapting their ways of working to deliver services in the manner and at the speed that digitally aware citizens expect. This depends crucially on having the right skills.

the working culture and environment are not met, the brightest will go elsewhere.

To avoid the public sector falling behind even further in the skills stakes, the government needs to develop a sustainable plan to attract and retain digitally skilled employees. The plan should have the following four core elements:

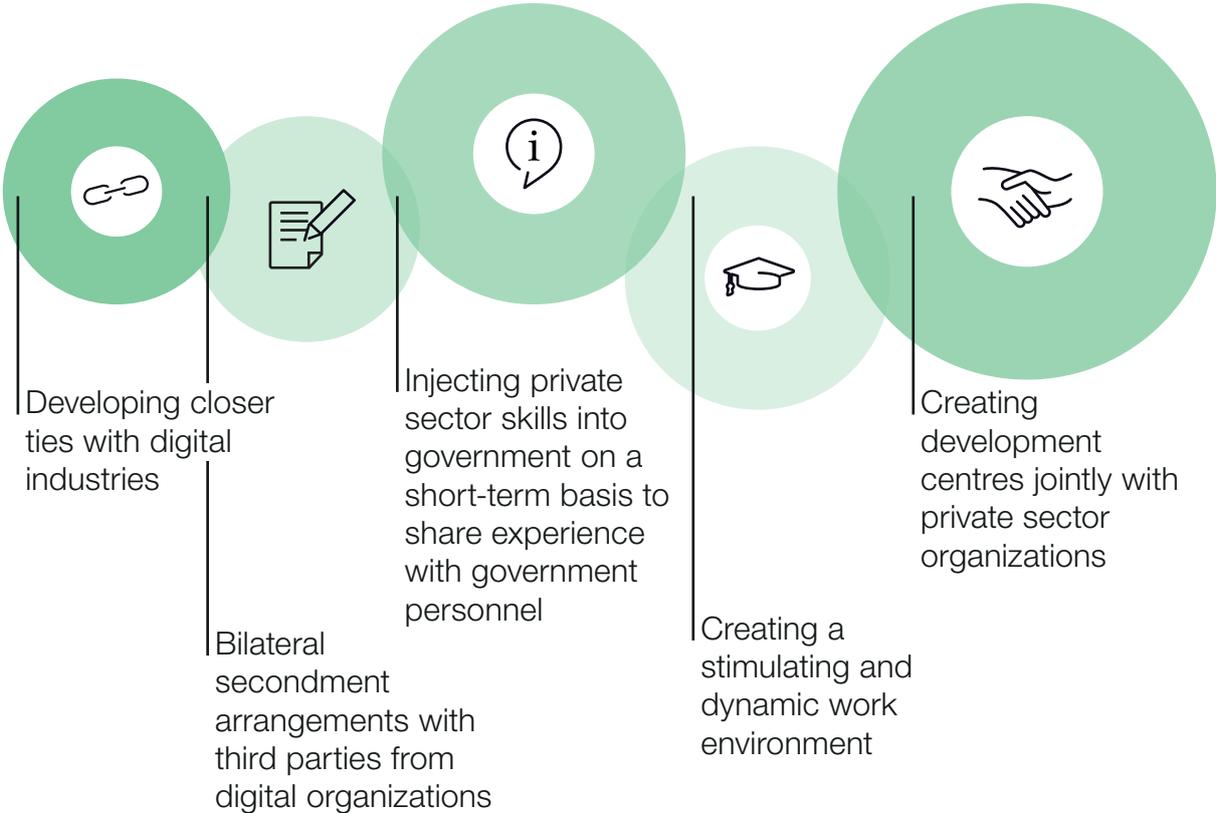
**1** Articulate which digital skills the government needs to develop and retain

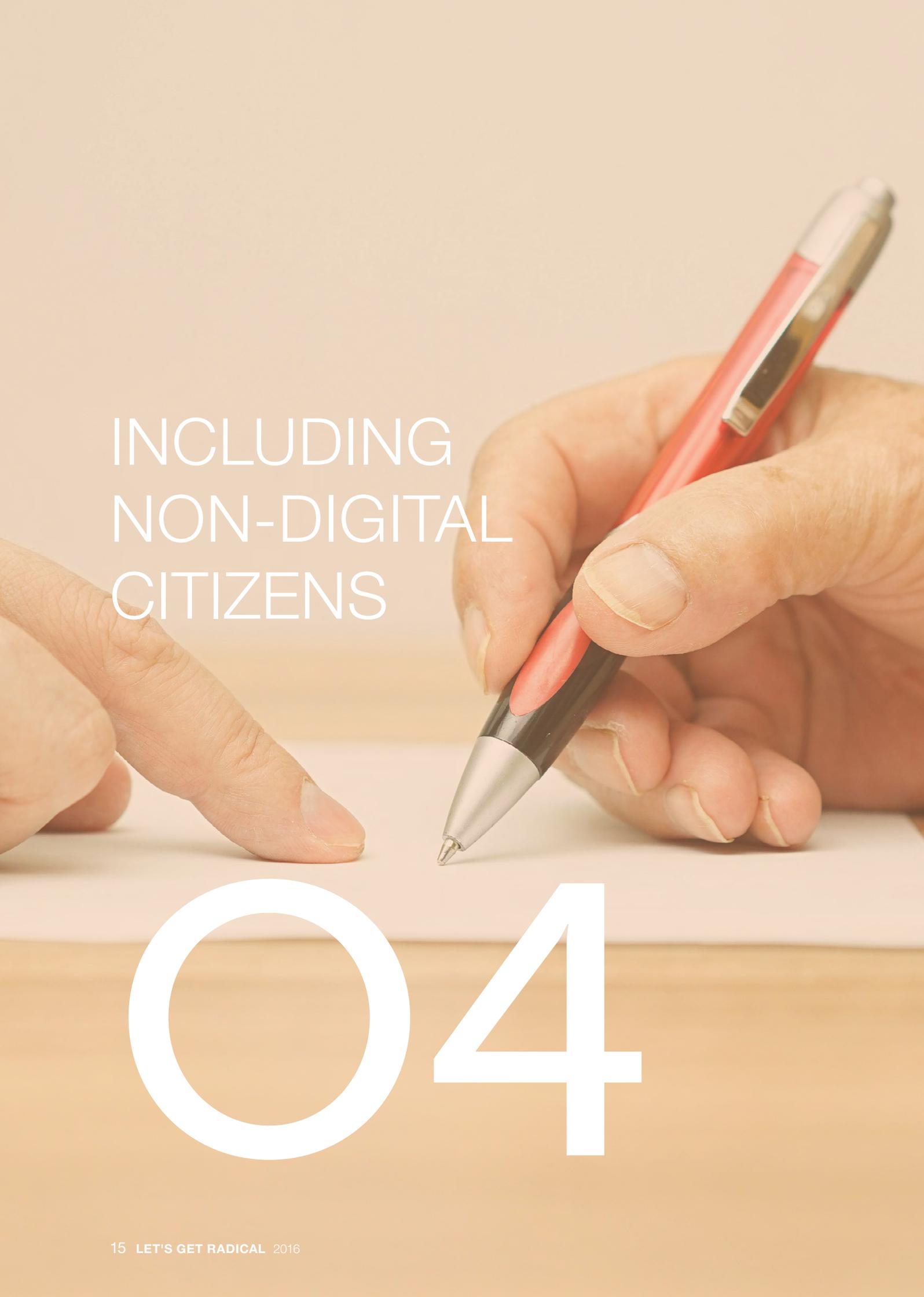
**2** Directly address public sector pay and incentives

**3** Proactively develop, reward, and nurture talent

**4** Clarify the role of suppliers

Current changes in the workplace make the skills challenge easier in some respects. Traditional staff recruitment is no longer the only way to access the right skills at the right time. Additional options, which can all help to close the digital skills gap, include the following:





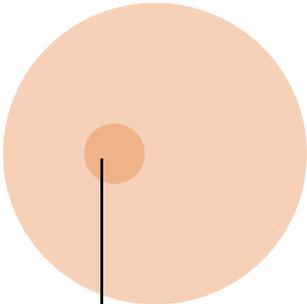
INCLUDING  
NON-DIGITAL  
CITIZENS

04

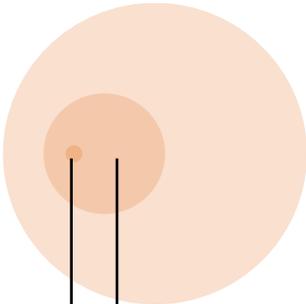
# How does a radical approach to government organizations' digital transformations affect citizens who are not in a position to engage with government through digital channels?

It should not be assumed that everyone should link digitally with government, and that all citizens can be directed through this route once the services are available. To do so would be a misinterpretation of the government's digital agenda. The very nature of government is that it is inclusive, which implies that it must engage with all citizens, whatever their level of digital literacy.

In fact, a significant number of people are not digitally literate. [EU research](#)<sup>1</sup> shows that:



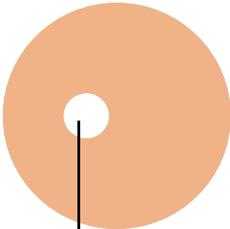
**Almost 20%** of Europeans have never used the internet.



**Around 40%** of people in the EU workforce do not have adequate digital skills.

**14%** of these people have no digital skills at all.

In the UK, there is [research](#)<sup>2</sup> showing that:



Around **3.8 million** households have no internet access.



**One in five** consumers lacks digital skills.

1. European Commission, "Future-proofing eGovernment for a Digital Single Market, Final Insight Report", 2015  
2. Financial Conduct Authority, "Access to Financial Services in the UK", 2016

The need for government agencies to cater for everybody, including the digitally illiterate, is currently slowing the move to digital. A way needs to be found to deal with this obstacle while remaining inclusive. Digitally illiterate sections of society will continue to exist for the foreseeable future. Their presence will make it complex to provide a high-quality, effective user experience to all.

These are challenges unique to government (since commercial organizations can usually select their customer base). And they are challenges that we must overcome.

● —————  
**The need for government agencies to cater for everybody, including the digitally illiterate, is currently slowing the move to digital. A way needs to be found to deal with this obstacle while remaining inclusive.**

## GETTING RADICAL WHILE DELIVERING FULLY INCLUSIVE SERVICES

So what are the potential solutions for delivering “digital by default” while still ensuring that citizens who are less able to interact digitally can still link effectively with government?

One possibility is to adopt a channel-agnostic approach to services, yet provide one common underlying way of processing service requests. As well as bringing significant cost savings, this approach provides the citizen with a consistent process and user experience, whichever channel is used. Citizens can also shift between channels without causing confusion.

Thinking about digital transformation in a channel-agnostic way will have implications for organisational design within departments. To achieve a single, streamlined process enabling multichannel entry options, you first have to find an organizational model that will maximize cost savings and efficiency.

Inclusivity should extend to every one of a citizen’s lifecycle events and the related needs. The organizational structure of government departments should be closely aligned with the life events of the citizen that are triggering interactions with government.

This event-based, cross-departmental advice must also be available to citizens who can’t use digital channels. For example, advocates working in citizen centers could provide advice on a range of issues, from starting a business and setting up a payroll to moving to a new home. A cross-departmental approach like this would require new models of funding, and the harnessing of skills and expertise provided by industry.

## ACCELERATING THE DIGITAL JOURNEY – INCLUSIVELY

As mentioned above, the necessity to provide equally for everyone can slow the digital journey. It is not always possible, or cost effective, to replace all paper communications with digital services, and long-established channels such as EDI can also constrain what can be achieved online. These obstacles can be overcome by rethinking today's focus on maintaining paper-based equivalents for automated processes. If we broaden our thinking, other possibilities come into view, such as:

- Provision of assisted digital services, where agency employees in walk-in citizen centers help people to link all the government services they require to deal with a current life event.
- Use of agents for interactions with government. The role of the agent could be extended to a broader range of trusted third parties able to interact via Application Programming Interfaces (APIs). This would be a way to create citizen advocates who could provide the digitally excluded with equal access to services.

Considering new approaches to manage digitally excluded citizens can stimulate the market to shape and create more radical routes for citizens to engage with government, without government taking on the burden itself. This way, citizens become the force behind a radical – but inclusive – agenda, rather than a hindrance to it. The result is better services.



MANAGING DIGITAL  
SERVICES IN YOUR  
ENVIRONMENT

05

To make the radical approach to digital transformation real, agility, flexibility, and the latest thinking and technologies are needed. But traditional management disciplines and legacy estate can't be ignored. Instead, these need to be built upon and used as part of the new agile and flexible approach.

## TECHNIQUES FOR DELIVERING DIGITAL TRANSFORMATION ARE EVOLVING RAPIDLY

A series of technology and methodology revolutions have combined to create a new style of IT: one focused on rapid time to market and on iterative and agile development, unconstrained by earlier processes and solutions. Continuous integration, deployment, and testing characterize this new IT. Enablers include cloud technology, agile development techniques, and open source software.

In this new IT world, complex cloud-based infrastructure environments can be built in hours or even minutes instead of months through the latest code-based automation; software can be developed, configured, tested and deployed continuously; and the need for infrequent and complex release cycles has been removed.

New development philosophies such as DevOps and test-driven development have emerged. At the same time, open-source technology is increasing the levels of automation and operational sophistication that can be achieved – for example, the use of containerization with products like Docker or Kubernetes.

● —————  
In this new IT world, complex cloud-based infrastructure environments can be built in hours or even minutes instead of months through the latest code-based automation.

## OLD AND NEW DISCIPLINES MUST COEXIST

Government organizations, with the encouragement of the UK Government Digital Service (GDS), have already embraced agile development techniques, open-source software and user-centric design.

In many cases, however, this new paradigm sits uncomfortably alongside the established IT regimes. These are usually characterized by “waterfall” processes evolved over a number of years to control what are often large, complex, and highly interconnected IT estates.

Typically, there is a strong focus on testing, predictability, safety, and change management. These IT management regimes have delivered results predictably, but at a pace that constrained business change. They were costly to operate, and sometimes disappointed key stakeholders.

Can these two very different worlds coexist? The answer is that in the short term they must. Old-style IT processes and solutions will ultimately be replaced by the more modern, cost-effective and responsive solutions and approaches. However, the level of investment in “slow-lane” (or “legacy”) IT, and its scale, is such that it will continue to play a role in many government institutions for some time to come.

This coexistence must be managed carefully, ensuring that fast- and slow-lane processes and solutions interact in a controlled manner, and that the transition to the new world is part of a clearly understood strategy. The coexistence of old and new IT operating models is often referred to as “bimodal” or “multimodal” IT, the latter term recognizing that a range of techniques is needed, not just two.

Can these two very different worlds coexist? The answer is that in the short term they must. Old-style IT processes and solutions will ultimately be replaced by the more modern, cost-effective and responsive solutions and approaches.

# LET'S GET RADICAL – AND LET'S MAKE IT REAL



The digital revolution should be welcomed by public sector organizations because it promises improved, more responsive and more controlled IT for internal users, and hence more effective services for the public. But at the same time, it's vital to be realistic about the starting position for each specific organization, and work with its culture rather than against it.

For more details contact:

**Amanda MacAuley**

Global Tax & Welfare Managing Consultant

phone: +44 7891 150740

email: [amanda.macauley@capgemini.com](mailto:amanda.macauley@capgemini.com)



## About Capgemini

---

With more than 180,000 people in over 40 countries, Capgemini is one of the world's foremost providers of consulting, technology and outsourcing services. The Group reported 2015 global revenues of EUR 11.9 billion. Together with its clients, Capgemini creates and delivers business, technology and digital solutions that fit their needs, enabling them to achieve innovation and competitiveness. A deeply multicultural organization, Capgemini has developed its own way of working, the Collaborative Business Experience™, and draws on Rightshore®, its worldwide delivery model.

Learn more about us at

**[www.uk.capgemini.com](http://www.uk.capgemini.com)**