

9 RECOMMENDATIONS

These recommendations are based on an analysis of the strengths and weaknesses of recent reform initiatives both within the Canadian federal public service and in other jurisdictions, on ideas culled from the literature and on an assessment of what might be required to resolve some of the key issues raised by the focus groups. The recommendations are based on certain assumptions concerning the forces that will continue to shape the evolution of the federal government. After first listing these assumptions, we then present two sets of recommendations. The first set addresses the structures and processes needed to design and implement a coherent and focussed program of public service reform. The second set of recommendations addresses a range of specific issues that are germane to the reform agenda.

9.1 ASSUMPTIONS

1. Globalization, international competition and changing perceptions of the role of government will give rise to an increasingly complex and rapidly evolving policy environment. Traditional mechanisms for formulating and implementing policy will no longer prove adequate to the task. New processes will be required to enable government to continually monitor and analyse emerging issues, evaluate alternative policy responses and put in place flexible and adaptable mechanisms for delivering those policies.
2. Fiscal restraint will continue for the foreseeable future, forcing the federal government to innovate, recover costs where possible, set tough priorities and work increasingly with and through others in a spirit of compromise (i.e. the Program Review questions will continue to be asked).
3. The public will continue to demand an increased role in government decision-making in areas such as policy development, program design, selection of delivery mechanisms and establishment of service priorities. The public will have little patience with federal/provincial jurisdictional disputes and will expect both orders of government to work together under federal leadership to deliver services as cost-effectively as possible.
4. There will be pressure for enhanced transparency and accountability which will give rise to new accountability arrangements that focus more on value for taxpayers' money and encourage the development of control systems that focus more on the achievement of results and less on conformance with rules/ procedures.

5. The role of the federal government will gradually evolve over the next few years. As a consequence, the services of the federal government may become increasingly focussed on a number of key areas, possibly including:
 - development and co-ordination of national economic and social policy;
 - facilitation (promoting consensus on national goals);
 - acting as catalyst (bringing people together and energizing them to achieve the goals);
 - information brokering (collecting, analysing, developing and distributing information);
 - protection of public health and safety;
 - promotion of national values and national cohesion;
 - redistribution of wealth in accordance with national values;
 - facilitation of national economic growth; and
 - international representation and negotiation.
6. Direct services that contribute to federal government objectives and lie within its mandate will be increasingly delivered by or through arm's length organizations. The role of government will be to "steer" or strategically manage such services, rather than to get involved in detailed operations. Other services will be privatized or devolved.
7. The combination of working with and through others, new accountability arrangements and strategic management of direct services will give rise to an increasingly diverse range of program delivery mechanisms, such as the three new agencies announced in the recent budget. This increased complexity will create additional challenges of oversight and co-ordination at the ministerial level.
8. Information technology will play an increasingly important role in both service delivery (electronic access and processing, electronic commerce, etc.) and internal operations (automation, communications, administrative and operational systems). Over time, this will exert a profound influence on the public service and the nature of its work. Many routine tasks will be automated. There will be increased use of expert systems to interpret rules, which will provide a controlled framework for empowering front-line staff and ensuring program-wide consistency. Implementation of this regime will require new skills and new people and will be a source of continued change and uncertainty in the workplace.
9. There will be greater demand for expertise in certain areas, including policy analysis, technology, the development and management of knowledge, consultation and facilitation skills, etc. This will create pressure to develop a new human resources management framework in which performance incentives are realigned to the government's objectives.

9.2 PROCESS RECOMMENDATIONS

Strategic Leadership

The lessons of recent history in countries such as the United Kingdom and New Zealand are clear. A comprehensive and vigorous public management reform program will not succeed unless there is a **critical mass of support at the political level**. "Getting Government Right" offers a useful starting point on which to build. It sets the stage for a more diverse, results-oriented and cost-effective public service. For these reforms to take hold, they will have to be visibly led by the government, whose members will need to reiterate the reform message at frequent intervals. Although a consistent message with respect to the goals of reform is needed, the government should not be dogmatic concerning the means employed. Rather, it

should support a process of evolutionary learning that includes all those with an interest in the outcome of the reform program and that builds on what has already been achieved. In moving reform ahead the government will have to balance the need to maintain momentum against the ability of all those affected (including the public service itself) to absorb change. However, the government will have to be prepared to take some risks and to defend the reforms against the inevitable attacks from sceptics and from those with a vested interest in the status quo.

Implementation Leadership

Government leadership is a necessary, but not sufficient, condition for the reforms to take hold. Ministers do not have the time (or, necessarily the skills) to manage the reform program on a day-to-day basis. There is a need to establish a small, dedicated **central implementation team** within the public service, along the lines of the Next Steps team in the U.K. This team should be led by a senior and widely-respected public servant or by a private sector executive with sound experience of government. It should be responsible for developing an overall implementation plan for the reform, co-ordinating the implementation process and monitoring and evaluating progress. There might be merit in establishing this team outside the existing institutional structures of the public service in order to provide assurance of objectivity and freedom from vested interests.

Members of the team should be motivated, respected and imaginative people who are dedicated to the reform process. They should collectively possess the range of skills, knowledge and experience needed to address all significant aspects of reform. This will likely require central agency, departmental and union representation. The views of key external constituencies would have to be integrated into the reform process, either through representation on the team or through the establishment of effective consultation mechanisms. External sources, such as academia, "think tanks" and other external groups with an interest in the way government operates should also be encouraged to present ideas on how best to implement the reform program.

This central implementation team should be closely linked to a network of high level departmental and central agency reform co-ordinators with sufficient authority to ensure that the reforms are implemented. These co-ordinators, each of which might be supported by a small team, would oversee implementation within their own organizations and would liaise regularly with the central implementation team. The aim would be to help ensure consistent implementation across the government and to maintain the pace of reform in each department.

The central implementation team will need to have a tight accountability relationship with government in order to ensure that it maintains overall direction of the initiative and that Ministers are well-briefed on specific developments and emerging issues. One possibility would be to have it report to an ad-hoc committee of Cabinet (the model used for the Program Review). The team will need to be supported by a dedicated group of policy advisors, selected strictly on the basis of their skills, knowledge and expertise.

Vision and Values

The reform process should start with a coherent, consistent and widely-supported **vision** of the future, made concrete through a set of strategic objectives that are:

- linked explicitly to the **emerging roles of the federal government** (see above for an initial list which would have to be refined);

- **specific enough** that individual government organizations can understand the relevance of the vision to their particular case; and,
- expressed in terms that recognize the **diversity** of the public service with respect to core tasks, critical results and methods of delivery.

The reform process should rest on an agreed-upon foundation of **common values and basic principles** (such as: effectiveness, value for money, responsive and efficient service within a clear framework of entitlement, fair and equitable treatment of individuals and groups, a strong ethical foundation, respect for the merit principle and adherence to democratic principles and accountability).³⁷

Strategic Framework

The next step would be to develop a strategic framework to realize the vision and achieve the objectives. The key elements of the framework are listed below.

1. **Identification of activities** that are critical to the ability of the government to play its emerging roles, as specified in the vision. For the purpose of developing a general strategy, it would be useful to group similar activities (regulatory compliance, international trade, support for small business, scientific R&D, etc.) into a typology. In accordance with Program Review, non-critical activities would be considered for abandonment, privatization or devolution.
2. **Determination of desirable service attributes and critical objectives** *specific to each type of government activity*. This would be based on desirable service characteristics (including accessibility requirements) ascertained in consultation with key stakeholders in each case and on the established set of common values and basic principles. Inevitably, there will be some conflict among the desirable attributes of each type of activity and a set of guidelines (specific to each type of activity) will be required to establish a clear basis for making tradeoffs among them.
3. **Identification of a clear set of conditions under which specific types of activities should be carried out jointly** with other federal government organizations, other governments and/or non-government entities. This will also require the development of model governance and accountability frameworks to encompass the range of possible partnering arrangements. These conditions should be explicitly driven by the desirable service attributes and the achievement critical objectives (Element 2).
4. **Development of a clear set of criteria for selecting among alternative organizational forms**³⁸ *specific to each type of activity*. This will also require the development of model accountability and governance frameworks. As in Element 3, these criteria should be explicitly linked to the achievement of desirable service attributes and critical objectives.
5. **Development of a clear set of criteria for “make or buy” decisions** that are *specifically tailored to each type of activity*. In contrast to external partnering arrangements, buy options are under the exclusive control of the federal government. There are a number of alternative “buy” options, including straight contracting, GOCOs, ETO’s, franchising and licensing. Activity-specific guidelines for developing and managing contracts will also be required.
6. **Identify promising strategies, tailored to each type of activity, for enhancing the internal capacity** of government units to deliver programs and services with desirable attributes that achieve their critical objectives. Elements to consider include:
 - leadership;

³⁷ This issue is being addressed by the Deputy Minister Task Force on Values and Ethics.

³⁸ TBS has already developed guidelines in a number of areas, including alternative delivery and “make or buy”. While these guidelines are a useful foundation on which to build, they need to be tailored to specific types of government activity and linked explicitly to the common values, basic principles, desirable service attributes and critical objectives identified.

- authorities (note: will have been addressed in general terms in the selection of organizational form) – include the ability to generate revenues and recover costs;
 - ability to articulate objectives (thereby clarifying the organization's role and enhancing its sense of purpose);
 - performance targets and service standards (depends on the extent to which desirable attributes and critical objectives can be quantified);
 - resource levels;
 - technology;
 - skills, abilities and knowledge;
 - motivation and incentives (performance pay, criteria for promotion, competition, etc.);
 - structure (including appropriate distribution of authority within the organization and methods for co-ordinating work);
 - processes (including mechanisms for on-going client, stakeholder and staff consultation);
 - organizational culture ("the way things are done"); and
 - stability.
7. Establishment of an **enabling framework** to help government organizations deliver programs and services with desirable attributes which achieve their critical objectives. Elements to consider include:
- establishing a holistic perspective so that administrative policy and operational decisions are made on the basis of their system-wide impacts;
 - reductions in support costs (shared services and systems, outsourcing, competition between alternative providers, etc.);
 - reductions in reporting requirements (streamlined accountability and control arrangements);
 - mechanisms for horizontal collaboration within and between departments (especially in the policy area);
 - corporate support for "single window" access (e.g. Canada Business Service Centers, initiatives to enhance client capacity for electronic access, training of knowledgeable client interface personnel, etc.);
 - alignment of central agency roles and policies to support identification and adoption of the best options (with respect to partnering, alternative organizational forms, contracting, policy development and the management of human resources, finances, technology and assets);
 - changes in the legislative framework, if necessary;
 - collective bargaining agreements and relations with the unions; and
 - clear guidelines (rooted in common values and principles and defensible from a public interest perspective) to address potentially contentious situations, such as competition with the private sector and the introduction of user fees.

Changes to the enabling framework and other significant strategic decisions will have to be taken at the political level upon recommendation by the reform implementation team.

8. The current situation is too complex and is evolving too rapidly to allow for the development of a stable strategy or set of solutions. Therefore, a key part of the strategy will be to build a **capacity to learn and adapt**. This will require the establishment of mechanisms to extract *lessons learned specific to each type of activity and method of delivery* to guide evolution of the system as a whole. Possible mechanisms include "best practices" networks and electronic access to regularly updated

guidelines and experiential information that has been structured for relevance to particular contexts. The learning process will be enhanced to the extent that organizations can monitor progress against clear and measurable objectives.

A further possibility would be to establish a number of pilot projects that (i) encompass a range of activities and organizational situations to be undertaken and (ii) have a clear and comprehensive set of performance criteria against which progress can be monitored from the start. Finally, a systematic effort should be made to extract lessons from innovative delivery initiatives already in existence, even if they were not initially set up as pilot projects.

9.3 SUBSTANTIVE RECOMMENDATIONS

These recommendations cover the following ten areas:

- role of central agencies;
- structure;
- development and use of information technology;
- alternative delivery mechanisms;
- governance, accountability, business planning and performance measurements;
- policy development and evaluation;
- leadership, management and human resources;
- rewards and incentives;
- learning capacity; and
- cost recovery and competition;

Role of Central Agencies

1. The ability of TBS to support and facilitate the reform process should be enhanced by the adoption of a much more integrated structure focussed on key reform goals. In addition, its legislative mandate should be altered as necessary (but recognizing the inherent difficulty in reconciling this new role with the continued need for TBS to act as a controller in certain areas).
2. PSC should consider: (i) realigning the application of the merit principle with the objectives of reform; (ii) becoming more proactive in reinforcing the merit principle (given the risks of bureaucratic patronage associated with a more decentralized operating environment) and (iii) developing a service-wide code of ethics that reflect the common values and guiding principles of the reform program.
3. PCO should play a strong leadership role in policy co-ordination, given the interrelatedness and dynamism of the current policy world, and ensure that any necessary adjustments to the machinery of government occur in a timely and well-managed fashion.
4. The OAG should be encouraged to emphasize and encourage positive accomplishments of the public service to a greater degree, instead of focussing largely on the negative.

Structure

5. As a general rule, the macro-organization of government should be such as to give it the best chance of achieving its critical objectives as defined in the reform vision.

6. What seems to be needed is a structure that facilitates policy co-ordination, while decentralizing operations as much as possible, at the same time shifting the basis of operational control from compliance with functional rules to achievement of results.
7. Operational co-ordination between programs should be achieved by (i) merging the programs or placing them under a single organizational umbrella or (ii) mutual participation in each other's business planning processes.
8. Departments should make decisions to centralize or decentralize regional operations on the basis of the desirable attributes and critical objectives of each activity (e.g. programs for which consistent national standards are important – such as many regulatory programs – might best be centralized, whereas programs that need to be co-ordinated at the local level either with one another or with outside organizations might best be decentralized).
9. Similarly, the internal structures of individual service delivery units should be such as to support the performance of their critical tasks, while allowing technology-based “virtual structures” to handle other tasks.³⁹

Development and Use of Information Technology

(These recommendations acknowledge the crucial role that information technology will play in the evolution of the public service, both in its internal operations and in its linkages with clients and other stakeholders.)

10. Recognition should be given to the fact that specific client groups requiring “single window” access to a range of programs can increasingly be accommodated by electronic means.
11. The government should take steps to help increase the capacity of client groups to access its services electronically.
12. Transition arrangements should be put in place, including specially trained interface personnel with the knowledge to provide information on a range of programs and to direct more detailed enquiries to the right place.
13. The government should play an active role in preparing users for electronic delivery of government services.
14. The use of technology within organizations should not be overprescribed, given that employees can often find the best ways to use it.
15. Centres of expertise be created within the government for the development of common technologies.⁴⁰
16. The centre should play an enabling, rather than a directive role, in the development and application of new technologies by ensuring (i) that technological developments and best practices of common interest to a number of government organizations are monitored; (ii) that information on these developments and best practices is distributed; (iii) that common standards are developed; and, (iv) that the wheel is not reinvented unnecessarily.

³⁹ If the virtual structure begins to dominate the formal structure, this could be taken as a signpost for the need for alterations in the formal structure. The suggestion is somewhat analogous to the practice of those landscape architects who let users determine the best locations for pathways by first allowing patterns of wear to develop in the grass.

⁴⁰ The lead role played by the Passport Office in the development of optical scanning technology is a current example.

Alternative Delivery Mechanisms

17. It should be recognized that the need to co-ordinate federal and provincial operations, may make it harder to establish units that can be held primarily accountable for operational results (a model which appears to be working quite well in the U.K. and New Zealand). This approach should first be applied to areas of exclusively federal jurisdiction, while pilot projects should be established to test possibility of applying it in a range of collaborative situations.
18. If the SOA model continues to be applied, steps must be taken to strengthen it along the lines suggested by the OAG.
19. Ministers should recognize and respect the increased accountability of the heads of alternative delivery units and concentrate on exercising strategic control through target setting, while refraining as much as possible from detailed intervention in operations.
20. Additional authorities granted to the heads of alternative delivery units should be determined by an assessment of the risks, potential benefits and needs for co-ordination inherent in each situation, rather than being awarded on the basis of a generic model and that accountability agreements be tailored accordingly.
21. It should be made clear that management discretion does not extend to matters of policy, but is limited to factors that influence the capacity of government organizations to achieve agreed-upon objectives (while noting that it is not always possible to make a clear-cut separation between policy and operations and that appropriate and activity-specific distinctions may have to worked out over time).
22. Devolution of operational decisions to local decision-making bodies should be contingent upon their knowledge and skills, their representativeness of the client community and their freedom from vested interest in particular decision outcomes.
23. Asymmetrical delivery should be driven only by genuine differences in client needs, and not simply by differences in local power configurations, in addition to taking place within a framework of common values and standards.

Governance, Accountability Business Planning and Performance Measurement

24. All government organizations should articulate their objectives and critical tasks as clearly as possible and incorporate these in their business plans, expressing objectives in measurable terms wherever it is reasonable to do so.⁴
25. Government organizations should track and report their performance against these objectives both to improve their performance and to demonstrate success in a tangible form as a counterweight to potential criticism from the opposition, media and others.
26. The business planning process should allow for input from all key stakeholders and be developed by those who will have to live by it.
27. The locus of control of government organizations should be shifted as much as possible from compliance with functional procedures to achievement of results and control of resources should be reallocated accordingly.

⁴ Although quantification of objectives is not always desirable or possible, articulation of performance objectives is still important. As Kettl puts it "performance management is fundamentally about communication – not measurement" and it aims "to shape and improve incentives".

28. Accountability agreements should clearly define both authorities and limits of action specific to each case; available resources; key environmental assumptions and reporting requirements (including inputs to the policy development and program evaluation processes).
29. Targets and other performance indicators should be negotiated as freely as possible and should be subjected to renegotiation if there is any material change in authorities, resource levels or environmental assumptions.
30. Those who direct and oversee government organizations should: (i) recognize the potential importance of business plans to effective governance; (ii) understand the strategy of the organization; (iii) ensure that the strategy and plans are consistent with the common values and critical objectives of the government and are as explicit and transparent as possible; (iv) be able (when applicable) to negotiate challenging, but realistic performance targets; and (v) ensure that the necessary systems are in place to track progress and manage risk.
31. Consideration should be given to the use of boards with broad stakeholder representation to advise governing bodies and operational units (but noting a single board cannot readily serve both functions).

Policy Development and Evaluation

32. Policy groups should be strengthened so as to maintain the government's capacity to balance competing policy interests in an increasingly demanding environment. This will require strengthening the links between internal and external policy groups.
33. Program evaluations should be focussed more strongly on outcomes.
34. More emphasis should be placed on evaluating the extent to which combinations of programs contribute to common outcomes.

Leadership, Management and Human Resources

35. Leadership should be recognized for the key contribution it makes to organizational performance and leaders should be selected as much as possible on the basis of open competition (including possibly competition from outside the public service in certain limited cases).
36. Leaders should be given sufficient tenure and incentives to perform well and be held to account for results.
37. Due recognition should be given to the fact that it is not possible to change an organization's culture without first realigning its structure, incentives and leadership.
38. In light of the above, managers should be cautious in their espousal of management techniques imported from other contexts (and especially from outside government).
39. Due recognition should be given to the value of action learning and "best practices" exchanges in developing managers, recognizing that management is a situational discipline and that management development takes place best within the context of the job.
40. Increased attention should be paid to the selection of managers in recognition of the fact that an important part of management ability is due to personality and innate characteristics, so that not everyone can be taught to become an effective manager.

41. The "Hay" system should be abolished and promotional opportunities should no longer be linked so closely to management responsibilities, thus enabling qualified staff to continue to do what they do best, as specialized experts and knowledge managers (it should be noted that such a change would increase the capacity of organizations to function more effectively in the emerging world).
42. Increased attention should be given to the need to recruit new blood into the public service (especially in areas that require technological expertise) or, where possible, to train public servants who have been displaced from other positions.
43. Every effort should be made to change the relationship between government and unions from adversarial to collaborative.
44. Good management should be built into accountability frameworks and duly rewarded.
45. Employees and clients should be surveyed on a regular basis.
46. Training should be linked explicitly to the skills needed to support the vision, critical objectives and strategy of the government, including skills in areas such as technology, marketing, facilitation, information management, policy analysis, evaluation, performance measurement and business planning.
47. Managers should recognize that employees can be an excellent source of innovative ideas, if the context is non-threatening and appropriate incentives are available.

Rewards and Incentives

48. A system of meaningful incentives (rewards, performance pay, promotions) should be introduced to encourage performance that supports adherence to common values and the achievement of critical objectives.

Learning Capacity

49. Government organizations should be required to develop an accessible corporate memory and a capacity to extract lessons from their experiences that could be of value to similar organizations elsewhere in government. This requirement should be auditable and built into their accountability agreements.
50. A central mechanism should be established to ensure that other organizations have access to this information.
51. Cross-departmental links should be established between similar types of activities in different departments to maximize activity-specific learning.

Cost Recovery and Competition

52. Revenues from fee charging should not exceed the costs of providing the service.
53. It should be recognized that charging fees creates a direct accountability relationship with clients.
54. Departmental spending should be driven by the overall priorities of the government and not those of public servants.
55. Accountability arrangements ensure that revenue-generating organizations continue to focus on their critical tasks and do not give undue attention to revenue-generating activities.
56. The ground rules for competition with the private sector should be spelled out as clearly as possible and should be unambiguously supported by the government and defensible with respect to the public interest.

ANNEX A

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ANNEX B

PARTICIPATING DEPARTMENTS

Agriculture and Agri-Food Canada (AAFC)
Atlantic Canada Opportunities Agency (ACOA)
Atomic Energy Control Board (AECB)
Canadian Human Rights Commission (CHRC)
Canadian International Development Agency (CIDA)
Canadian Radio-Television and Telecommunications Commission (CRTC)
Canadian Space Agency (CSA)
Citizenship and Immigration Canada (CIC)
Correctional Service Canada (CSC)
Department of Canadian Heritage (CH)
Department of Fisheries and Oceans (DFO)
Department of Foreign Affairs and International Trade (DFAIT)
Department of Indian and Northern Affairs (DIAND)
Department of National Defence (DND)
Environment Canada (EC)
Health Canada (HC)
Human Resources Development Canada (HRDC)
Industry Canada (IC)
Justice Canada (JC)
National Energy Board (NEB)
National Archives of Canada (NAC)
National Parole Board (NPB)
Natural Resources Canada (NRCan)
Public Works and Government Services Canada (PWGSC)
Privacy Commissioner of Canada (PCC)
Revenue Canada (RC)
Statistics Canada (STATSCAN)
Transport Canada (TC)
Veterans Affairs Canada (VAC)

ANNEX C

FOCUS GROUP PARTICIPANTS

Bill Baker, RC
Jack Chambers, CSA
Jacques Clavelle, DFO
Myra Corey, HC
Nancy Cutler, EC
Denis Desjardins, STATSCAN
Peter Estey, ACOA
Ross Ferguson, CIDA
Peter Fisher, NRCan
Peter Fleming, CRTC
Raphael Girard, CIC
David Grimes, EC
Yvon Goulet, STATSCAN
René Guindon, PWGSC
Dick Hodgson, DFO
Bob Joubert, HRDC
Bill McCulloch, TC
Nicole Mendenhall, RC
Jean Murray, DFO
Mike Nelson, DND
Weldon Newton, HC
Mary O'Rourke, Task Force
Michel Paré, CHRC
Lynne Pearson, PWGSC
Paul Reddy, HRDC
Claudia Roberts, CIDA
Tom Ryan, CIC
Roy Sage, NRCan

Anne Scotton, CH

Neil Tiessen, DFO

Thomas Townsend, CSC

Don Tulley, NPB

Dennis Wallace, AAFC

Sam Wex, EC

François Yassa, AAFC

ANNEX D

SOME TYPOLOGIES OF GOVERNMENT ACTIVITIES

Many typologies of government activities have been developed. In addition to the typology outlined in section 3.2, what follows are alternative typologies designed according to the activity structure.

Function-Based

PS2000 Task Force on Service to the Public

- Policy and legislation and associated services to Ministers (Qs and As, speeches, replies to correspondence, etc.)
- Regulation and enforcement (development of regulations, implementation structures, administration and enforcement)
- Direct services (provision of benefits usually through transfer of resources and information or operation of facilities)
- Indirect support services to government (common and corporate services)
- Indirect services to the public via intermediaries (e.g. media, provincial and municipal agencies) – weather forecasting, services in health, education and social services
- Other services (e.g. scientific research)

Transaction-Based

Treasury Board Secretariat (for Government of Canada Service Standards Initiative)

- Conventional services
 - information and advice
 - application processing
 - hands-on services
- Regulatory services
 - inspection
 - licensing
 - enforcement
- Purchasing services
- Internal services

Organization-Based

Henry Mintzberg

- **Development Agencies**
 - for research (e.g., laboratory)
 - for policy (e.g., finance)
 - for special projects (culture, sports, industry, etc.)

- **Delivery Agencies**
 - clerical agencies – to public (e.g., post office)
 - clerical agencies – to government (e.g., tax collection)
 - professional agencies – to public (e.g., health)
 - professional agencies – to government (e.g., internal consulting)

- **Control Agencies**
 - regulatory agencies – of public (e.g., transport)
 - administrative agencies – of government (e.g., central agencies)
 - protective agencies – of the state (e.g., police, military)

- **Overlay**
 - divisionalized form (conglomeration)
 - entrepreneurial form (founding, turnaround)

Role-Based

Bruce Doern

Public servant as:

- an accountable and supervised instrument of democratically elected governments operating within a system of hierarchies;
- a quasi-political agent possessed of discretionary power to deliver services using a particular mix of policy instruments;
- a resource optimizer, chooser of make or buy options, expectations manager and overall vehicle of administrative efficiency and optimal resource allocation; and
- an entrepreneurial and relatively independent initiative-taker, oriented towards customers and what they want, need and deserve both substantively and procedurally.

ANNEX E

ILLUSTRATIVE EXAMPLES OF DESIRABLE ATTRIBUTES OF GOVERNMENT SERVICES

Policy Advice

Level A: At this level, the general public are centrally concerned with the *consequences* of the policy advice, especially the perceived importance (relevance) and fairness of the resultant policies. They may also be concerned with the transparency with which the rationale and intended consequences of the policy are presented and with the accuracy, and comprehensiveness⁴ of the information on which the policy recommendations are based and the objectivity and analytical rigour of the judgements based on that information. As the immediate recipients of policy advice, Ministers will also be concerned with factors such as timeliness, clarity, consistency with the direction of government and political sensitivity.

Level B: At this level, individual and groups in the general public will be concerned with the *process* of information gathering and analysis to develop policy recommendations. Factors of importance are likely to include, the ease with which they can make their views known and their perceptions of the objectivity, fairness and rigour of the process. Other government departments will be concerned that the process leading to the generation of policy advice allows for effective co-ordination with their own policies and takes due account of the interests of their specific clientele.

Level C: At this level, the public may be concerned with government's responsiveness to difficulties they may be experiencing with the way policies are being implemented. As the immediate clients for this information, policy advisory groups will benefit from systematic, accurate and timely monitoring and reporting of information from the public interface of information that is relevant to policy development.

Transfer Payments (entitlements, subsidies, etc.)

Level A: At this level the public will be concerned with factors such as the *responsiveness* of the transfer policy to public needs, its perceived fairness and the transparency with which its rationale and intended consequences are presented. In many cases, there may be substantial variation in how different public groups view the policy, depending on their political beliefs, values and priorities.

Level B: At this level, factors of concern to the public may include the reasonableness of the criteria for eligibility and the amount of the transfers. The public may also require evidence of the *effectiveness* of the transfer program in achieving the stated policy objectives as a justification for the expenditure of public funds.

Level C: At this level, public attention will focus on fair and consistent application of the rules for entitlement (including efforts made to avoid fraud and misrepresentation) and with the *efficiency and economy* of the delivery process. Recipients of transfer services will be concerned with attributes of *service quality*, such as accessibility, convenience, courtesy, timeliness and accuracy.

⁴ taking account of the perceptions of all groups likely to be materially affected

Regulation

Level A: At this level, the public concerns will focus on the appropriateness of the regulatory policy as a response to a perceived problem or threat.

Level B: At this level, the public will be primarily concerned with the effectiveness of the regulations in dealing with the problem or threat. Regulatees will be concerned with the overall fairness of the regulations and the extent to which the regulatory approach adopted is likely to interfere or impose costs on their operations.

Level C: At this level, the public may be concerned about the overall cost of the regulatory program, the extent to which compliance is obtained and the side-effects (such as additional costs or inconvenience) to which they may be subjected. Regulatees will be concerned with the fairness, impartiality and consistency with which the compliance strategy is implemented and with factors such as sensitivity to their legitimate concerns, courteous treatment and clear directives.