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# Transformational Government Framework (TGF)

## TGF Pattern Language - Core Patterns, Version 1.0 (TGF-PL-Core v1)

### Working Draft 03

13 July 2011

#### Abstract:

The **Transformational Government Framework** (TGF) is a practical “how to” standard for the design and implementation of an effective program of technology-enabled change at national, state or local government level. It describes a managed process of ICT-enabled change in the public sector, which puts the needs of citizens and businesses at the heart of that process and which achieves significant and transformational impacts on the efficiency and effectiveness of government.

The complete Framework consists of:

- The TFG Primer
- The TGF Pattern Language
- and possibly other, future, deliverables

The TGF Pattern Language is a formalization of the Framework that is both human-readable and machine-tractable. It provides a concise, structured and formal set of “patterns” using the so-called “Alexandrian form”, where each pattern describes a core problem, a context in which the problem arises and an archetypal solution to the stated problem.

This document constitutes the initial set of patterns that form the core of the TGF Pattern Language. This set may be revised and/or extended from time to time as appropriate.

#### Status:

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# 1 Introduction

## 1.1 Terminology

The key words “MUST”, “MUST NOT”, “REQUIRED”, “SHALL”, “SHALL NOT”, “SHOULD”, “SHOULD NOT”, “RECOMMENDED”, “MAY”, and “OPTIONAL” in this document are to be interpreted as described in [RFC2119].

The notations and conventions used for the patterns in this document are covered in section 1.7 below.

## 1.2 Normative References

- [RFC2119] S. Bradner, *Key words for use in RFCs to Indicate Requirement Levels*, <http://www.ietf.org/rfc/rfc2119.txt>, IETF RFC 2119, March 1997.

## 1.3 Non-Normative References

- [Alexander 1964] C. Alexander, *Notes on the Synthesis of Form*, Harvard University Press, 1964
- [Alexander 1979] C. Alexander, *The Timeless Way of Building*, Oxford University Press, 1979
- [Brown 2011] P. Brown, *Introducing Pattern Languages*, <http://peterfbrown.com/patternlanguages.aspx>, March 2011.
- [Coplien 1996] J. O. Coplien, *Software Patterns*, Bell Laboratories, The Hillside Group 1996
- [EIF] *The European Interoperability Framework, version 2*, European Commission 2010, Annex 2 of <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0744:FIN:EN:PDF>
- [OIX] *Open Identity Exchange*, <http://openidentityexchange.org/>
- [SFIA] *The Skills Framework for the Information Age*, SFIA Foundation, <http://www.sfia.org.uk/cgi-bin/wms.pl/932>
- [SOA-RAF] *The SOA Reference Architecture Framework*, OASIS, [http://www.oasis-open.org/committees/tc\\_home.php?wg\\_abbrev=soa-rm](http://www.oasis-open.org/committees/tc_home.php?wg_abbrev=soa-rm)
- [SOA-RM] *The Reference Model for Service-Oriented Architecture*, OASIS, <http://docs.oasis-open.org/soa-rm/v1.0/>
- [PMRM] The Privacy Management Reference Model, OASIS, [http://www.oasis-open.org/committees/tc\\_home.php?wg\\_abbrev=pmrm](http://www.oasis-open.org/committees/tc_home.php?wg_abbrev=pmrm)
- [TGF-Primer] *Transformational Government Framework Primer*, 17 March 2011. OASIS Committee Note Draft 01 <http://docs.oasis-open.org/tgf/TGF-Primer/v1.0/TGF-Primer-v1.0.docx>

The text in the remainder of this section **1 Introduction** is for information only and is neither normative nor part of the TGF Pattern Language.

## 1.4 The Transformational Government Framework (TGF)

Transformational Government is defined in the Framework as “A managed process of ICT-enabled change in the public sector, which puts the needs of citizens and businesses at the heart of that process and which achieves significant and transformational impacts on the efficiency and effectiveness of government.” This definition deliberately avoids describing some perfect “end-state” for government. That is not the intent of the Transformational Government Framework.

Rather, the focus is on the **process** of transformation: how a government can build a new way of working which enables it rapidly and efficiently to adapt to changing citizen needs and emerging political and market priorities. Central to this process is a strong emphasis on **leadership** and **governance** as well as an active role played by **all stakeholders** in the creation, delivery and use of government services.

## 43 1.5 The TGF Pattern Language (TGF-PL)

44 Whereas the [TGF-Primer] is intended primarily as a detailed and comprehensive introduction to the  
45 Framework, the TGF Pattern Language is intended as a working reference manual and tool of the main  
46 concerns that the Framework covers. It is intended to be readable end-to-end as a piece of prose but is  
47 structured also in a way that lends itself to being quoted and used pattern by pattern and to being  
48 encapsulated in more formal, tractable, and machine-processable forms including concept maps, Topic  
49 Maps, RDF or OWL.

## 50 1.6 Pattern Languages

51 The idea of Pattern Languages, as a process for analyzing recurrent problems and a mechanism for  
52 capturing those problems and archetypal solutions, was first outlined by architect Christopher Alexander  
53 [Alexander 1964] and [Alexander 1979]: “The value of a Pattern Language is that remains readable and  
54 engaging whilst providing basic hooks for further machine processing... [it] is not an ‘out-of-the-box’  
55 solution but rather some ‘familiar’ patterns with which a team can work” [Brown 2011].

56 Each pattern in a pattern language is expressed essentially as a three-part rule:

57         The **context** in which a particular problem arises (the ex-ante condition) and in which the pattern  
58         is intended to be used;

59         The ‘system of forces’ or **problem to be solved** and that includes the drivers, constraints and  
60         concerns that the pattern is intended to address – Alexander highlighted that this ‘system’ often  
61         involved conflicting forces (for example, an architect’s desire confronted with a material limitation)  
62         that the pattern should seek to resolve;

63         The ‘configuration’ or **solution**.

64 The exact configuration will vary from one pattern language to another but each pattern in the TGF  
65 Pattern Language will be structured as follows:

66         The **name** of the pattern and a **reference number**

67         An **introduction** that sets the context and, optionally, indicates how the pattern contributes to a  
68         larger pattern

69         A **headline** statement that captures the essence of the problem being addressed

70         The **body** of the problem being addressed as well as constraints and evidence for the pattern’s  
71         validity

72         The **solution** stated as an instruction or instructions – what needs to be done

73         Optionally, some **completion** notes that links the pattern to related and more detailed patterns  
74         that further implement or extend the current pattern. This may also include references to **external**  
75         resources that are not part of the standard

## 76 1.7 Notation and conventions used for the Pattern Language

77 The patterns of the TGF Pattern Language are grouped together and organized into a series of sections,  
78 corresponding to the high-level structure of the Transformational Government Framework.

79 Some patterns may be used in more than one part of the overall Framework but will only be outlined  
80 completely once, when first encountered. Thereafter, reference will be made back to its original definition.

81 Below is an example of a pattern together with comments about the notation and conventions used.

82 **Note:** The example is **not** a pattern that is part of the TGF Pattern Language as it was drafted from an  
83 early proof of concept. It is strictly informative.

84

## An example pattern

Pattern Number

Pattern Name

### 85 [1] Collaborative Stakeholder Governance

Introduction, including cross-references to other patterns defined in the pattern language

86 It is a core responsibility of the [22] *Transformational Government Leadership* and stakeholders together  
87 to design and deliver a [5] *Benefit Realisation Strategy*. The [29] *Business Management Framework*  
88 provides guidance on six key aspects of business management including collaboration between  
89 stakeholders. Both [21] *Strategic Clarity* and [24] *Stakeholder Engagement* ensure that stakeholder views  
90 are clear and understood; and effective [38] *Policy Product Management* helps ensure that they share a  
91 common understanding of TG program expectations, including the [2] *Guiding Principles*.

92

Headline statement of the problem



Separator

93 **The TG program requires a process by which all key stakeholders are identified, engaged and**  
94 **buy-in to the transformation program.**

The body of the problem

95 Development and delivery of an effective Transformational Government program requires engagement  
96 with a very wide range of stakeholders, not only across the whole of government but also with the private  
97 sector, voluntary and community sectors as well as with business and citizen users of public services. A  
98 significant effort is needed to include all stakeholders in the governance of the Transformational  
99 Government program at an appropriate and effective level.

100 The Collaborative Stakeholder Governance Model assists a TG program to engage successfully with  
101 stakeholders and align them effectively behind shared objectives. It does this through stakeholder  
102 mapping and stakeholder engagement as well as keeping an eye open to potential or required  
103 cooperation with TG programs of other governments and agencies.

104 Therefore:

105 **A conformant TG program must have a Collaborative Stakeholder Governance Model as part of its**  
106 **overall business management.**

The solution, stated as an instruction or instructions

107 **This model must explicitly articulate a comprehensive stakeholder map, coupled with the**  
108 **structures, processes and incentives needed to deliver full understanding and buy-in to the**  
109 **program, plus effective stakeholder action in support of it.**

110 **Tooling should be provided with the aim of supporting all stakeholders and facilitating their**  
111 **collaboration as partners in the TG Franchise Marketplace.**

112

Separator



113 Stakeholder collaboration is further aided by a [37] *Common Terminology and Reference Model* and more  
114 specifically an up-to-date mapping of stakeholders depicted in a [63] *Stakeholder Model*, and their  
115 engagement through the [74] *Stakeholder Engagement Model*; in addition to a clear understanding of how  
116 they form part of the TG [58] *Ecosystem* and contribute to [75] *Interoperability*. Stakeholders also play key  
117 roles in the development of the [39] *Franchise Marketplace Model*.

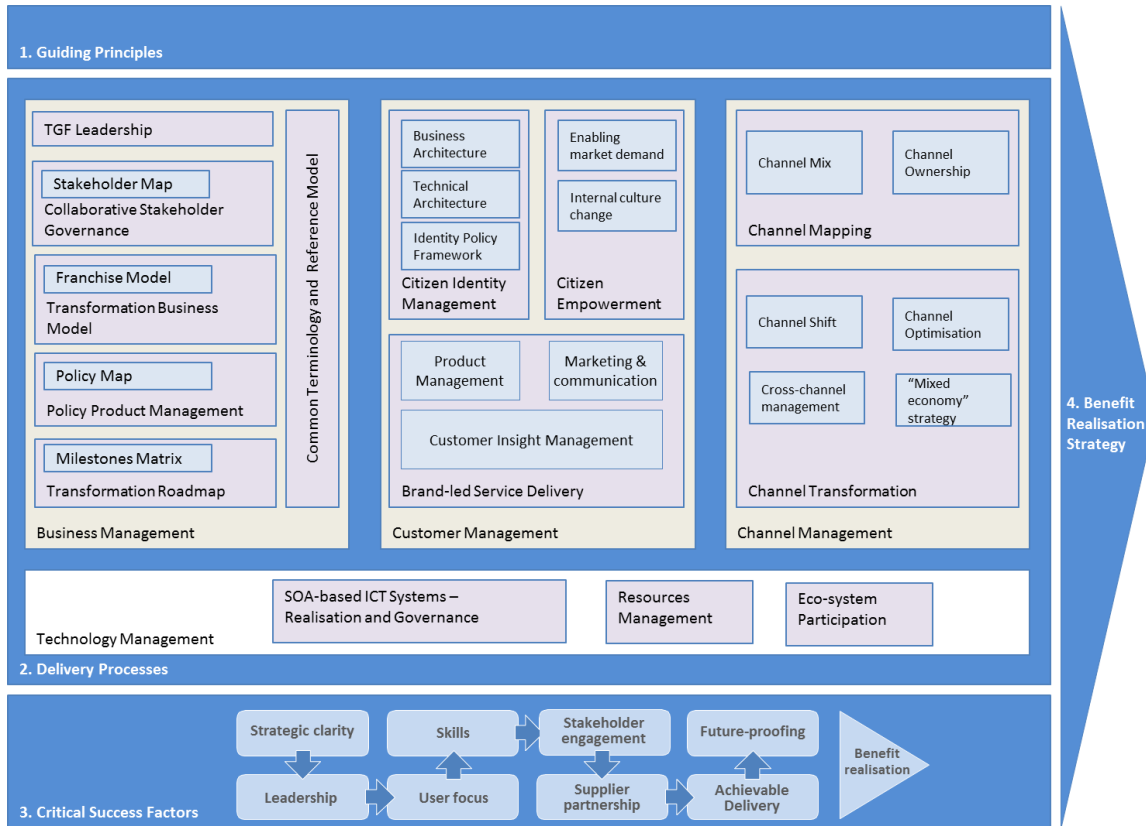
Completion notes, including cross-references to patterns that further extend or refine the current pattern, as well as external references

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119  
120  
121  
122  
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## 2 The TGF Pattern Language

In the increasingly common situation of governments being expected to deliver better and more services for less cost whilst maintaining high-level oversight and governance, the Transformational Government Framework provides a methodology for designing and delivering an effective program of technology-enabled change at all levels of government.

The Transformational Government Framework (TGF) is made up of four high-level components that can be seen schematically below:



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126  
127  
128  
129  
130  
131

Figure 1 - The Overall Framework

The patterns in the TGF Pattern Language mostly cover the core delivery processes, "topped and tailed" by patterns concerned with Guiding Principles and Critical Success Factors.

The Transformational Government Framework is made up of a core of 20 patterns, starting and ending with high level concerns, Guiding Principles and Critical Success Factors.

132 **[1] Guiding Principles**

133 A one size-fits-all approach to government transformation will not work. There are nevertheless some  
134 guiding principles which are universal and help inform the delivery of services.



136 **A management hand on the tiller is not enough to deliver effective transformation.**

137 “Transformational Government” is a *managed process* of ICT-enabled change in the public sector, which  
138 puts the needs of citizens and businesses at the heart of that process and which achieves significant and  
139 transformational impacts on the efficiency and effectiveness of government. However, even the most well  
140 intentioned and effectively governed program can drift off course without clear direction provided by  
141 explicit and well-publicized guiding principles.

142 Therefore:

143 **Use a set of high-level guiding principles that cover as a minimum the need to:**

- 144 – **Develop a detailed and segmented understanding of your citizen and business**
- 145 **customers;**
- 146 – **Build services around customer needs, not organizational structure;**
- 147 – **Ensure citizen service transformation is done with citizens, not to them;**
- 148 – **Grow the market;**
- 149 – **Manage and measure key critical success factors.**



151 See also “Part II, Component 1: Guiding Principles” in **[TGF Primer]**.

152 Delivering these principles, in line with the Critical Success Factors, involves re-inventing every stage of  
153 the service delivery process. The Transformational Government Framework identifies four main delivery  
154 processes, each of which must be managed in a government-wide and citizen-centric way in order to  
155 deliver effective transformation. Most of the following patterns are concerned with the delivery processes  
156 and are presented in four sections :

- 157 • Section 2.1 Business Management
- 158 • Section 2.2 Customer Management
- 159 • Section 2.3 Channel Management; and
- 160 • Section 2.4 Technology Management

161 Patterns [2] to [19] below cover these four delivery mechanisms.

162 The core set of TGF patterns is completed by the key [20] *Critical Success Factors*.

163

164 **2.1 Business Management**

165 **[2] Program Leadership**

166 Transformation programs require strategic clarity and sustained leadership over a period of years.

167 ❖ ❖ ❖

168 **There is no “ideal” leadership structure for a transformation program. Transformational**  
169 **government cannot be pursued on a project-by-project or agency-specific basis but requires a**  
170 **whole-of-government view.**

171 The transformational government program need to connect up relevant activities in different agencies at  
172 different levels of government within and between countries. All program stakeholders have a common,  
173 agreed and comprehensive view of what the program is seeking to achieve.

174 The optimal positioning of the leadership team will depend on the context of each specific government.  
175 Key functions should be occupied by individuals with sufficient authority to command the resources and  
176 mobilize the support necessary to fulfill this mission. Effective leadership of a program requires the senior  
177 accountable leaders to have access to a mix of key skills in the leadership team which they build around  
178 them, including: strategy development skills, stakeholder engagement skills, marketing skills, commercial  
179 skills and technology management skills. It is not essential that all Ministers and senior management are  
180 committed to the transformation program from the outset. Indeed, a key feature of an effective roadmap  
181 for transformation is that it nurtures and grows support for the strategy through the implementation  
182 process. However, it is important that the program is seen not simply as a centralized or top-down  
183 initiative. Sharing leadership roles with senior colleagues across the Government organization is  
184 important.

185 Therefore:

186 **Have a clear vision based on an All-of-Government view and focus on results.**

187 **Focus on taking concrete, practical steps in the short to medium term, rather than continually**  
188 **describing the long-term vision.**

189 **Whether a political leader or senior management, commit to the program for the long term. This is**  
190 **particularly relevant given the realities of changing political leadership and underlines the need**  
191 **for continuity across those changes.**

192 **Establish clear accountability at both the political and administrative levels of the program.**

193 **Deploy formal program management disciplines and have a clearly identified mix of leadership**  
194 **skills.**

195 **Engage a broad-based leadership team across the wider government.**

196 **Ensure the Program’s interoperability with other services and programs through appropriate**  
197 **Government-to-Government cooperation.**

198 ❖ ❖ ❖

199 Establish a strong Business Case and know what outcomes you want to achieve, know where you are  
200 now and how you will measure success. These are amongst several [20] *Critical Success Factors* and  
201 which are further detailed in Part II of the [TGF Primer].

---

202 **[3] Engagement with Stakeholders**

203 The private, voluntary and community sectors have considerable influence on citizen attitudes and  
204 behavior. These influences must be transformed into partnerships which enable the market to deliver  
205 program objectives. This requires a “map” of all stakeholders as part of overall business management.

206 ❖ ❖ ❖



207 **It is not enough to map and understand stakeholder relationships and concerns. Classic models**  
208 **of ‘actor’ and ‘stakeholder’ also need to be re-assessed**

209 Leaders from all parts of the government organization, as well as other organizations involved in the  
210 program, are motivated for the program to succeed and are engaged in clear and collaborative  
211 governance mechanisms to manage any risks and issues. The development and delivery of an effective  
212 Transformational Government program requires engagement with a very wide range of stakeholders, not  
213 only across the whole of government but also with the private sector, voluntary and community sectors as  
214 well as with business and citizen users of public services. A significant effort is needed to include all  
215 stakeholders in the governance of the Transformational Government program at an appropriate and  
216 effective level.

217 The generic concept of ‘User’ that is dominant in traditional IT stakeholder engagement models needs to  
218 be replaced by a model that disambiguates and identifies the different interests and concerns that are at  
219 stake as well as the key groups of stakeholders in the development of any service. By clearly separating  
220 out key stakeholder groups and starting to recognize and articulate their specific concerns  
221 *as stakeholders* (any individual’s *role* may vary according to context), an understand can evolve of how  
222 stakeholders relate (in different roles): to each other; to various administrations and services involved; to  
223 policy drivers and constraints; and how these all come together in a coherent ecosystem supported by a  
224 Transformational Government Framework.

225 Therefore:

226 **Put a Collaborative Stakeholder Governance Model in place that ensures that all stakeholders are**  
227 **identified and engaged; and that they buy-in to the transformation program.**

228 **Create a Stakeholder Engagement Model that ensures that there are adequate Stakeholder**  
229 **Engagement Structures, Stakeholder Engagement Processes and Stakeholder Incentives in place.**

230 **Have a clear understanding both of the transformational government program as well as how to**  
231 **engage with it, irrespective of stakeholder role – as user, supplier, delivery partner elsewhere in**  
232 **the public, private and voluntary sector, politician, the media, etc.**

233 **Develop a comprehensive stakeholder map, coupled with the structures, processes and**  
234 **incentives needed to deliver full understanding and buy-in to the program, plus effective**  
235 **stakeholder action in support of it.**

236 **Model the stakeholders, actors and systems that comprise the overall service ecosystem and their**  
237 **relationships to each other. Maintain and update the stakeholder model on a regular basis.**

238 ❖ ❖ ❖

239 There is no single, correct model for doing this successfully, but any conformant TGF program needs to  
240 make sure that it defines its own Collaborative Stakeholder Engagement Model which explicitly articulates  
241 all of these elements: map all stakeholders, coupled with the structures, processes and incentives needed  
242 to deliver full understanding and buy-in to the program, plus effective stakeholder action in support of it.

243 Map All Stakeholders and maintain this map as part of overall business management. The development  
244 of successful Customer Franchises within the [7] *Franchise Marketplace* will depend on the effectiveness  
245 of collaborative governance.

246 See also “The Stakeholder Engagement Model” in Part III(a) (“Guidance on the TGF Business  
247 Management Framework”) of the [TGF Primer]

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## 248 **[4] Common Terminology**

249 In any change program of the breadth and complexity that the TGF supports, it is vital that all  
250 stakeholders have a common understanding of the key concepts involved and how they interrelate, and  
251 have a common language to describe these in.

252 ❖ ❖ ❖

253 **Leadership and communication both break down when stakeholders understand and use terms**  
254 **and concepts in very different ways, leading to ambiguity, misunderstanding and, potentially, loss**  
255 **of stakeholder engagement.**

256 Concepts do not exist in isolation. In addition to clear definitions and agreed terms, It is the broader  
257 understanding of the relationships between concepts that give them fuller meaning and allow us to model  
258 our world, our business activities, our stakeholders, etc. in a way that increases the chance that our digital  
259 systems are an accurate reflection of our work.

260 Therefore:

261 **Ensure that all stakeholders have a clear, consistent and common understanding of the key**  
262 **concepts involved in Transformational Government; how these concepts relate to each other; how**  
263 **they can be formally modelled; and how such models can be leveraged and integrated into new**  
264 **and existing information architectures. To this end,**

265 **Seek agreement among stakeholders to establish and maintain an agreed and shared Common**  
266 **Terminology and Reference Model.**

267 ❖ ❖ ❖

268 This enables any conformant agency to use a common terminology without ambiguity and be sure that  
269 these terms are used consistently throughout all work.

270 A core terminology is proposed in the **[TGF Primer]** and any program should consider this as a basis for  
271 their own terminology and reference model.

---

## 272 **[5] Policy Product Management**

273 In any government, "Policy Products" - that is, the written policies, frameworks and standards which  
274 inform government activity - are important drivers of change. In the context of Transformational  
275 Government, the *[2] TGF Program Leadership* will use a wide set of Policy Products to help deliver the  
276 program.

277 ❖ ❖ ❖

278 **Traditional policy approaches for e-government have often been too narrowly focused. An**  
279 **effective Transformational Government program requires a more holistic approach to policy**  
280 **development.**

281 We define a "Policy Product" as: any document which has been formally adopted on a government-wide  
282 basis in order to help achieve the goals of citizen service transformation. These documents vary in nature  
283 (from statutory documents with legal force, through mandated policies, to informal guidance and best  
284 practice) and in length (some may be very lengthy documents; others just a few paragraphs of text).

285 Over recent years, several governments have published a wide range of Policy Products as part of their  
286 work on e-Government, including e-Government Visions, e-Government Strategies, e-Government  
287 Interoperability Frameworks, and Enterprise Architectures. Other governments are therefore able to draw  
288 on these as reference models when developing their own Policy Products. However, we believe that the  
289 set of Policy Products required to ensure that a holistic, government -wide vision for transformation can  
290 be delivered is much broader than is currently being addressed in most Interoperability Frameworks and  
291 Enterprise Architectures.

292 This more holistic approach is captured in the matrix shown below, which **MUST** be used to create a map  
293 of all the Policy Products needed to deliver a particular TGF program effectively. This matrix maps the  
294 four delivery processes of the TGF (Business Management, Customer Management, Channel  
295 Management and Technology Management) against five broad interoperability domains identified in the  
296 **[EIF]** (technical, semantic, organizational, legal, and policy interoperability). While the EIF framework is  
297 conceptually complete, mapping it against these core delivery processes provides a much clearer sense  
298 of the actions needed.

299 Therefore:

300 **Use the following matrix to classify the Policy Products:**

Delivery Processes	Interoperability Levels				
	Political	Legal	Organizational	Semantic	Technical
Business Management					
Customer Management					
Channel Management					
Technology Management					

301 **Identify, for each and every cell in the matrix, the policy product(s) that are needed to deliver the**  
302 **Transformational Program effectively. More than one policy product may be required per cell but**  
303 **every cell MUST be completed.**

304 ❖ ❖ ❖

305 The [2] TGF Program Leadership should undertake this policy gap analysis through the [3] Collaborative  
306 Stakeholder Model, and then ensure that the accountability and process for developing any missing  
307 Policy Products is embedded within the [10] Roadmap for Transformation.

308 Examples of policy products that can be found to populate the cells of the matrix can be found in 'Policy  
309 Product Management' in Part III(a) of the [TGF Primer].

---

## 310 [6] Transformational Business Model

311 There is a seeming paradox between keeping "global" oversight of all aspects of a customer's needs at  
312 the same time as delivering well-targeted services which implies continual structural reorganization.

313 ❖ ❖ ❖

314 **Too many government departments and agencies have overlapping but partial information about**  
315 **citizens but nobody takes a lead responsibility for owning and managing that information. There**  
316 **is a tendency to reorganize government structures to reflect every change in service delivery**

317 Government transformation programs typically involve a shift from silo-based delivery towards an  
318 integrated, multi-channel, citizen-centric service delivery platform offering "one stop" government.  
319 Developing such a service requires a clear end-to-end service definition: a comprehensive documentation  
320 describing the product which will be offered to citizens.

321 Therefore:

322 **Establish a Transformational Business Model that encourages internal cultural change.**

323 **Build services around citizen and business customer needs, not organizational structure. This will**  
324 **include providing people with one place to access government, built around their needs (such as**  
325 **accessibility).**

326 **Do not spend money on technology before addressing organizational and business change and**  
327 **do not re-invent wheels.**

328 **Build a cross-government strategy for common citizen data sets and common citizen applications**  
329 **(e.g. authentication, payments, notifications).**

330 ❖ ❖ ❖

331 This pattern is essential in order to enable personal data under citizen control.

332 Rather than attempting to restructure Government, "Customer franchises" MAY be built - using  
333 the [7] Franchise Marketplace - which sit within the existing structure of government and act as change  
334 agents. Multi-channel delivery of services can be provided through optimized [17] Channel  
335 Transformation. Common citizen data sets can be built as shared services with personal data under  
336 citizen control and managed using [19] Technology Development and Management.

---

337 **[7] Franchise Marketplace**

338 A central task of the [2] TGF leadership and the [3] Collaborative Stakeholder Model is to develop a [6]  
339 Transformational Business Model which enables the machinery of government to deliver citizen-centric  
340 services in practice.



342 **It has arguably been the failure to address the need for a new business model that has been the**  
343 **greatest weakness of most traditional e-Government programs.**

344 What best practices exist which governments can draw on to address this requirement in a proven and  
345 low-risk way?

346 For the most part, the transition to e-Government has involved overlaying technology onto the existing  
347 business model of government: a business model based around unconnected silos - in which policy-  
348 making, budgets, accountability, decision-making and service delivery are all embedded within a  
349 vertically-integrated delivery chain based around specific government functions. The experience of  
350 governments around the world over the last two decades is that this simply does not work. Many  
351 attempts have been made by governments to introduce greater cross-government coordination, but  
352 largely these have been "bolted on" to the underlying business model, and hence experience only limited  
353 success.

354 We recommend implementation of a business model which has been adopted successfully in  
355 governments as diverse as the UK, Hong Kong, Croatia, Abu Dhabi and Australia (where it has been  
356 adopted by both the South Australia and Queensland governments). Called the "Franchise  
357 Marketplace", the model permits the joining-up of services from all parts of government and external  
358 stakeholders in a way that makes sense to citizens and businesses, yet without attempting to restructure  
359 the participating parts of government.

360 Key features of this business model are:

- 361 • It puts into place a number of agile, cross-government, virtual "franchise businesses" based around  
362 customer segments (such as, for example, parents, motorists, disabled people). These franchises are  
363 responsible for gaining full understanding of their customers' needs so that they can deliver quickly  
364 and adapt to changing requirements over time in order to deliver more customer centric services -  
365 which in turn, is proven to drive higher service take-up and greater customer satisfaction.
- 366 • It provides a risk-averse operational structure that enables functionally-organized government  
367 agencies at national, regional and local to work together in a customer-focused "Delivery  
368 Community". They do this by :
  - 369 – Enabling government to create a "virtual" delivery structure focused on customer needs
  - 370 – Operating across the existing structure of Government (because the Customer Franchises are led  
371 by one of the existing "silos") and resourced by organizations that have close links with the  
372 relevant customer segment including, possibly, some outside of government
  - 373 – Dividing the task into manageable chunks
  - 374 – Removing a single point of failure
  - 375 – Working to a new and precisely-defined operating model so as to ensure consistency
  - 376 – Working across and beyond government to manage the key risks to citizen-centric service  
377 delivery
  - 378 – Acting as change agents inside-Government departments / agencies.
- 379 • The model enables a "mixed economy" of service provision:
  - 380 – firstly, by providing a clear market framework within which private and voluntary sector service  
381 providers can repackaging public sector content and services; and
  - 382 – secondly by deploying 'Web 2.0' type approaches across government that promote re-use and  
383 'mash-ups' of existing content and services, to make this simpler and cheaper at a technical level.
- 384 • The whole model is capable of being delivered using Cloud Computing

385 Therefore:

386 **Use the Franchise Marketplace model, building a virtual business layer of “customer franchises”**  
387 **which sit inside the existing structure of government and which**  
388 **a) deliver user-centric, trusted and interoperable content and transactions to citizens and**  
389 **businesses; and**  
390 **b) act as champions of and drivers for citizen-centric service improvement within the government.**

391 ❖ ❖ ❖  
392 The Franchise Marketplace is a specific example of a [6] *Transformation Business Model* and is  
393 considered as the most effective and lowest risk way of delivering the element of the [1] *TGF Guiding*  
394 *Principles* which requires Transformation Programs to “Build services around customer needs, not  
395 organizational structure”.

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## 396 **[8] Skills**

397 Implementing a Transformational Government program and establishing [12] *Brand-Led Service*  
398 *Delivery* involves taking a holistic, market-driven approach to service design and delivery, which in turn  
399 often requires new skills. Part of the responsibility of [2] *Program Leadership* is to ensure that program  
400 leaders have the skills needed to drive all aspects of the program. This focus on skills has of course to be  
401 part of an effective HR Management discipline.

402 ❖ ❖ ❖  
403 **Governments generally lack the key skills to manage service development. Where they do exist**  
404 **there is often reliability on a small number of individuals with no continuity plans in place for**  
405 **when those individuals are either absent for any reason or leave the team.**

406 We know that the full range of business change, product and marketing management, program  
407 management, and technology skills needed to deliver transformational change does not already exist in  
408 our organization.

409 Many of the policy products required for the Transformational Government program will take us into new  
410 territory and it is unlikely that we will all the skills necessary to develop these in-house.

411 Therefore:  
412 **Ensure the right skills mix is available to the program, particularly in the leadership team but also**  
413 **throughout the whole delivery team.**

414 **Map out the required skills together with a clear strategy for acquiring them and a continuity plan**  
415 **for maintaining them.**

416 **Be prepared to buy-in or borrow the necessary skills in the short term to fill any gaps.**

417 **Ensure that the program leaders, i.e. the senior accountable leaders, have the skills needed to**  
418 **drive ICT-enabled business transformation, and have access to external support.**

419 **Ensure there is skills integration and skills transfer by having effective mechanisms to maximize**  
420 **value from the skills available in all parts of the delivery team, bringing together internal and**  
421 **external skills into an integrated team.**

422 ❖ ❖ ❖  
423 The development of a Transformation Competency Framework is a good way of producing a taxonomy of  
424 the competencies required to deliver ICT-enabled transformation, which should then be underpinned by  
425 tools enabling organizations to assess their competency gaps and individuals to build their own personal  
426 development plans. Deployment of a formal competency framework such as [SFIA] can be helpful in  
427 identifying and building the right skill sets. As an example see the UK’s eGovernment Competency  
428 Framework which is available at [www.civilservice.gov.uk/my-civil-](http://www.civilservice.gov.uk/my-civil-service/networks/professional/it/framework.aspx)  
429 [service/networks/professional/it/framework.aspx](http://www.civilservice.gov.uk/my-civil-service/networks/professional/it/framework.aspx) .

430 See also [5] *Policy Product Management* and [20] *Critical Success Factors*.

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## 431 **[9] Supplier Partnership**

432 Governments rely heavily on suppliers to deliver large parts of their services. These suppliers are usually  
433 external organizations but they can also be other internal parts of government. The management of  
434 supplier relationships needs to sit above the management of individual contracts and it is important that  
435 distinction is fully understood by all parties.



437 **Transformational Government programs require effective, partnership-based relationships with**  
438 **suppliers.**

439 Supplier partnerships should set out a formalized and robust way of managing, monitoring and  
440 developing supplier performance whilst at the same time minimizing risks to the business. They focus on  
441 the overall relationship with suppliers rather than the specific relationship around an individual contract.

442 Successful supplier partnerships require specific skills sets to effectively manage the relationship.  
443 Attention should be given to this as part of the wider focus on ensuring the requisite skills are available to  
444 the program.

445 Therefore:

446 **Select suppliers based on long-term value for money rather than price, and in particular based on**  
447 **the degree of confidence that the chosen suppliers will secure delivery of the expected business**  
448 **benefits.**

449 **Manage the relationship with strategic suppliers at the level of top management on both sides of**  
450 **the partnership with joint responsibility for the success of the program.**

451 **Resolve issues on a regular (e.g. daily) basis rather than as part of regular schedule partnership**  
452 **review meetings.**

453 **Look for pragmatic solutions to problems and opportunities for improvement within the overall**  
454 **relationship without contravening any particular contract.**

455 **Ensure client/supplier integration into an effective program delivery team with shared**  
456 **management information systems.**

457 **Ensure there is always a win-win situation for both sides of the partnership.**



459 A good example of Supplier Management Guidelines is available at:  
460 [www.ogc.gov.uk/contract\\_management\\_strategic\\_supplier\\_management.asp](http://www.ogc.gov.uk/contract_management_strategic_supplier_management.asp)

461 See also the [3] *Engagement with Stakeholders*, [7] *Skills* and [8] *Franchise Marketplace*.

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## 462 **[10] Roadmap for Transformation**

463 It is essential that the vision of the [2] *Program Leadership*, and the associated [6] *Transformation*  
464 *Business Model* and process of [5] *Policy Product Management* are translated into an effective Roadmap  
465 for Transformation. This should not be some all-encompassing master plan – which tends to be brittle  
466 and prone to failure – but a pragmatic framework for delivering clearly identifiable results in achievable  
467 stages.



469 **Big-bang approaches don't work**

470 Since everything can clearly not be done at once, it is vital to map out which elements of the  
471 transformation program need to be started immediately, which can be done later, and in what order. The  
472 "big bang" approach to implementation has been shown not to work or be effective. By its nature it is  
473 heavily reliant on significant levels of simultaneous technological and organizational change. Instead, a  
474 transformational government program will develop a phased delivery roadmap which balances quick wins  
475 with the key steps needed to drive longer term transformation.

476 Therefore:  
477 **Establish a phased Transformation Roadmap.**  
478 **Work with citizens and businesses to identify a set of services which will bring quick user value.**  
479 **Give priority to services which can be delivered quickly, at low cost, and low risk using standard**  
480 **(rather than bespoke) solutions.**  
481 **Establish systems to learn from early customer experience, to improve services in the light of**  
482 **this, and then to drive higher levels of take-up.**  
483 **Work with early adopters within the government organization in order to create exemplars and**  
484 **internal champions and thus learn from experience and drive longer-term transformation.**

485 ❖ ❖ ❖

486 The [TGF Primer] gives further details of best practices for planning and delivering a Transformation  
487 Roadmap. In particular, it sets out a Strategic Trade-off Model which can be helpful in guiding the focus  
488 of the [2] *Programme Leadership* through the course of the transformation program as it evolves. It also  
489 describes the typical structure of a best practice Transformation Roadmap, covering five main phases:  
490 Plan, Initiate, Deliver, Consolidate, Transform.

491 The Transformation Roadmap should be pursued with due attention to risk management, and should  
492 therefore include checkpoints at key stages to allow regular, independent review of performance against  
493 the [20] *Critical Success Factors*.

## 494 **[11] Benefit Realization**

495 No program has any value if it does not or cannot deliver what has been promised. Benefits Realisation is  
496 therefore a core responsibility for the [2] *Program Leadership*.

497 ❖ ❖ ❖

498 **All intended benefits need to be delivered in practice, and this will not happen without pro-active**  
499 **benefits management.**

500 Many organizations often fail pro-actively to manage the downstream benefits after an individual ICT  
501 project or program has been completed. Often, ICT programs are seen as “completed” once the technical  
502 implementation is initially operational. Yet in order to reap the full projected benefits (efficiency savings,  
503 customer service improvements etc.), on-going management is essential, often involving significant  
504 organizational and cultural changes. The Transformational Government Framework does not seek to  
505 specify in detail what benefits and impacts a Transformational Government program should seek to  
506 achieve – that is a matter for each individual government. However, the TGF does set out a best practice  
507 approach to benefit realization.

508 Therefore:

509 **Establish a benefits realization strategy to ensure that the intended benefits from the**  
510 **Transformational Government program are delivered in practice. Build that strategy around the**  
511 **three pillars of Benefit Mapping, Benefit Tracking and Benefit Delivery:**

- 512 • **Set out all the intended outcomes from the transformation program and be clear how the**  
513 **outputs from specific activities and investments in the program flow through to deliver those**  
514 **outcomes;**
- 515 • **Baseline current performance against the target output and outcomes, define “smart” success**  
516 **criteria for future performance, and track progress against planned delivery trajectories aimed**  
517 **at achieving these success criteria; and**
- 518 • **Ensure that governance arrangements are in place to ensure clear accountabilities for the**  
519 **delivery of every intended outcome.**

520 ❖ ❖ ❖

521 See also Component 4 (“Benefit Realization Strategy”) of the [TGF Primer] for further details. The  
522 benefits realization strategy should be a formal document, developed as part of the [5] *Policy Product*

523 *Management* process and in collaboration with [3] *Engagement with Stakeholders*. Benefits realization is  
524 an integral part of the [20] *Critical Success Factors*, and review of progress against the benefits  
525 realization strategy should be part of the checkpoint process recommended therein.

526



## 527 2.2 Customer Management

### 528 **[12] Brand-Led Service Delivery**

529 Insight into citizen and business needs helps develop a detailed and segmented understanding of citizens  
530 and businesses as customers of government services.

531 ❖ ❖ ❖

532 **A lack of focus on users often leads to duplicated and inefficient government services delivered**  
533 **through inappropriate channels.**

534 Understanding user needs, and how to design and deliver services that users will engage with, is a  
535 discipline in which governments lag behind the best of the private sector.

536 In a brand-led company, customer insight informs all aspects of the product development process, and  
537 involves a comprehensive program of qualitative and quantitative research to understand and segment  
538 the customer base. Lessons learned from this are fed into a brand-led product management process - not  
539 as a one-off input of initial research, but through a continuous process of iterative design and customer  
540 testing. A key output from this is a set of brand values for the product or service, which then need to drive  
541 all aspects of service delivery, and marketing communications for the service. And this is all managed as  
542 an iterative process of continuous improvement, not a linear one.

543 This is not typically how governments manage their own service development, and governments  
544 generally lack the skills to do it. Yet if governments are to succeed in the ambition of shifting service  
545 delivery decisively away from traditional channels to lower-cost digital channels, then these marketing  
546 challenges have to be met.

547 Therefore:

548 **Establish a culture of Brand-led Service Delivery across government, based around three key**  
549 **pillars of Customer Insight, Product Management, and Marketing and Communication:**

- 550 • **Don't assume to know what users of a service think. Be obsessive about understanding**  
551 **the needs of customers – both internal and external – on a segmented basis. Invest in**  
552 **developing a real-time, event-level understanding of citizen and business interactions**  
553 **with government.**
- 554 • **Product management: Establish a brand-led product management process covering all**  
555 **stages of government service design and delivery, agreed and managed at a whole-of-**  
556 **government level, which gives citizens access to services through a "one-stop" service**  
557 **available over multiple channels.**
- 558 • **Marketing and communication: Use the brand values for one-stop government to drive all**  
559 **aspects of marketing and communications for government services.**

560 ❖ ❖ ❖

561 Often, governments may face significant gaps in terms of the people and skills needed to manage brand-  
562 led product development and marketing cycles of this nature, so identifying and addressing these gaps as  
563 part of the [8] *Skills* strategy is vital. It is also vitally important that the drive to brand-led service delivery  
564 is led at a whole-of-government level: the element of the [1] *Guiding Principles* which points to the need to  
565 “own the customer at the whole-of-government” level is therefore of particular significance for this pattern.  
566 The cultural change required by brand-led service delivery will be facilitated and accelerated through [13]  
567 *Citizen Empowerment*.

---

### 568 **[13] Citizen Empowerment**

569 Many e-Government programs have failed because the citizen is seen as simply a passive recipient of  
570 services rather than an actor in their design and delivery.

571 ❖ ❖ ❖

572 **Citizen Service transformation is done with citizens, not to them**

573 The focus of a Transformational Government program is on citizens and businesses and not just on the  
574 narrower idea of “customer” as a passive consumer. Citizens and businesses are engaged as owners of  
575 and participants in the creation of public services.

576 Therefore:

577 **Engage citizens directly in service design and delivery.**

578 **Encourage and enable service innovation in the Citizen-to-Citizen, Business-to-Citizen, Citizen-to-**  
579 **Government, and Business-to-Government sectors.**

580 **Give citizens the technology tools that enable them to create public value themselves and give**  
581 **them ownership and control of their personal data.**

582 **Make all non-personal government data freely open for reuse and innovation by citizens and third**  
583 **parties.**

584 ❖ ❖ ❖

585 *Encourage internal cultural change with the [6] Transformational Business Model.*

---

586 **[14] Citizen Identity Management**

587 A key element of the [1] TGF Guiding Principles is that “Citizen Service transformation is done  
588 with citizens, not to them”. One of the consequences of this is that an effective identity  
589 management strategy needs to give citizens ownership and control of their personal data.

590 ❖ ❖ ❖

591 **Identity management is a key enabler of effective service delivery, yet something with which most**  
592 **governments struggle. At the heart of that struggle is often a failure to put the citizen at the center**  
593 **of government's thinking about identity.**

594 Identity is a complex, and by definition deeply personal, concept. A single citizen in fact has multiple,  
595 overlapping "identities, each of which may be associated with different rights and permissions, even  
596 different addresses. These identities overlap, but in some cases the citizen may want to keep them  
597 separate in order to protect his or her privacy. At other times, the citizen may want them to be joined up,  
598 and be frustrated at constantly having to furnish government with the same information over and over  
599 again. Governments have often struggled to manage this complexity, for reasons described in **[TGF**  
600 **Primer]**.

601 A wide range of agencies, standards bodies and advocacy groups are deeply involved in many aspects of  
602 the work needed to resolve these problems, from technical models for privacy management (such as the  
603 OASIS **[PMRM]**) through to the business, legal and social issues around online identity assurance (such  
604 as promoted by **[OIX]**). It is not the purpose of the Transformational Government Framework to address  
605 the details of identity management but rather to give high-level guidance on the main issues that a  
606 conformant program should seek to address - based on a set of best practices which is emerging around  
607 the world and which we believe represents a way forward for citizen service transformation, which is  
608 broadly applicable across a very wide range of governments.

609 Therefore:

610 **Establish a Citizen Identity Management Framework and within this:**

- 611 – **Have a business architecture based on federation between a wide range of trusted**  
612 **organizations (the Government, banks, employers etc.), and a clear model for cross-trust**  
613 **between these organizations;**
- 614 – **Use a supporting technology architecture which does not rely on monolithic and**  
615 **potentially vulnerable large databases but which, in line with the SOA paradigm, uses**  
616 **Internet-based gateway services to act as a broker between the different databases and IT**  
617 **systems of participants in the federated trust model;**

618 – **Place citizens themselves directly in control of their own data, able to manage their own**  
619 **relationship with government – whether on their own behalf as citizens or in another**  
620 **identity relationship or intermediated role – and with clearly visible controls to reassure**  
621 **them that this is the case.**

622



623 Further details about this Citizen-Centric Identity Management approach are described in **[TGF Primer]**.  
624 No one-Government has implemented all features of this approach, but all are being successfully  
625 deployed around the world, and together they represent our view of the approach to identity management  
626 which will best help deliver Transformational Government. This pattern is important in order to deliver  
627 integrated, citizen-centric services as part of a [6] *Transformational Business Model* and the [7] *Franchise*  
628 *Marketplace*, as well as to enable the citizen-led service innovation envisaged by [13] *Citizen*  
629 *Empowerment*. At a technology level, the approach is underpinned by the SOA-based [19] *Technology*  
630 *Development and Management*.

631

## 632 2.3 Channel Management

### 633 [15] Channel Management Framework

634 Government services to citizens and businesses are delivered through a wide range of channels. One of  
635 the core aims of a Transformational Government program is to ensure that these channels are managed  
636 in the most cost-effective way at a whole-of-government level, and meet the needs of citizens.

637 ❖ ❖ ❖

638 **Delivery of services needs to be citizen-centric, with services accessible through both a "one-**  
639 **stop" service and through a wide range of private and voluntary sector intermediaries. The one-**  
640 **stop service should be offered over multiple channels, but with clear policies to shift service**  
641 **users into lower-cost digital channels (including a digital inclusion strategy to enable take-up of**  
642 **digital services by those segments of the population currently unable or unwilling to use them).**

643 Channel management is often a weak spot in government service delivery, with widespread duplication,  
644 inefficiency and lack of user-focus. Experience has shown the common pitfalls to include:

- 645 • Managing new, digital channels as "bolt-ons", with business and technical architectures which are  
646 entirely separate from traditional face-to-face or paper-based channels
- 647 • No common view of citizen service across multiple channels
- 648 • Operational practices, unit costs and service standards for many channels which fall well below  
649 standards set for those channels in the private sector
- 650 • A reliance on government-owned channels, with insufficient understanding of how to partner with  
651 private and voluntary sector organizations who have existing trusted channels to government  
652 customers
- 653 • Unproductive and costly competition among service delivery channels

654 Transformational Government programs seek to avoid these pitfalls, by building a channel management  
655 approach centered on the needs and behavior of citizens and businesses.

656 Therefore:

657 **Establish a Channel Management Framework, which includes:**

- 658 • **a clear audit of what existing channels are currently used to deliver government services, and**  
659 **the costs and service levels associated with these ('Channel Mapping');** and
- 660 • **the vision and roadmap for developing a new channel management approach centered on the**  
661 **needs and behavior of citizens and businesses ('Channel Transformation').**

662 ❖ ❖ ❖

663 This pattern helps deliver integrated, citizen-centric services as part of a [6] *Transformation Business*  
664 *Model* and the [8] *Franchise Marketplace*, as well as to enable the service innovation envisaged by [13]  
665 *Citizen Empowerment*.

666 It is extended by two further patterns, [16] *Channel Mapping* and [17] *Channel Transformation Strategy*.

### 667 [16] Channel Mapping

668 A vital first step in developing a [15] *Channel Management Framework* is to carry out a mapping of  
669 existing delivery channels across government, and to put a cost to each transaction delivered through  
670 these channels based on standard industry assumptions.

671 ❖ ❖ ❖

672 **Government service delivery organizations often do not have a clear and quantified**  
673 **understanding of which channels their customers use, what the average and marginal costs of**

674 **delivery through these channels is, or how service levels and customer satisfaction vary by**  
675 **channel.**

676 When government organizations carry out a full channel mapping for the first time, a common finding is  
677 that much customer contact between governments and citizens/businesses is:

- 678 • unnecessary - because the user is struggling to find the right place to get the service they need,  
679 resulting in multiple contacts before their need is finally resolved
- 680 • hidden and un-costed - because only some of these customer contacts are caught by existing  
681 management information systems. The rest are just lost within the broader operational structure and  
682 budget of the organization.

683 And when channel mapping is undertaken at the whole-of-government level, it typically highlights  
684 significant duplication across government (for example: having multiple high-street locations in the same  
685 town serving different government departments or agencies; thousands of contact telephone numbers;  
686 hundreds or even thousands of web-sites). There is significant scope for delivering both cost savings and  
687 service improvements by joining government services together through channels managed on a shared  
688 basis, and through channels managed by private and voluntary sector intermediaries.

689 Therefore:

690 **Establish a clear map of customer interactions by channel, and the true costs of these, in order to**  
691 **provide essential data in both building the business case for service transformation, and in**  
692 **highlighting priority areas for reform.**

693 **Take a holistic approach to understanding the range of channels through which government**  
694 **services are and could be delivered, including both “Channel Mix” (that is, the physical type of**  
695 **channel being used, including face-to-face, mail, e-mail, Internet and telephone) and also the**  
696 **variety of “Channel Ownership” options which are available (including service delivery through**  
697 **private and voluntary sector channels).**

698



699 This pattern is needed to inform development of a [17] *Channel Transformation Strategy*. Further details  
700 on how to set about Channel Mapping can be found in Part III(c) of the [TGF Primer].

## 701 **[17] Channel Transformation**

702 The [15] *Channel Management Framework* requires a TGF program not only to undertake [16] *Channel*  
703 *Mapping* of existing channel usage and channel costs, but also to develop a Channel Transformation  
704 Strategy which sets out the vision and roadmap for developing a new channel management approach  
705 centered around the needs and behavior of citizens and businesses.

706



707 **Government can learn a lot from the best of private sector approaches to channel management,**  
708 **but also needs to recognize unique challenges and opportunities which apply to channel**  
709 **management in the public sector.**

710 Once a full [16] *Channel Mapping* has captured the current channel mix and cost base, it is important to  
711 map out a strategy for the future desired channel mix, and the future customer experience over different  
712 channels. Successful private-sector businesses tend to be more effective at this than government. They  
713 understand that each channel opens up different ways to create value for customers, so they differentiate  
714 services across channels. They also take a hard-nosed approach to channel management, with  
715 customers being encouraged to use the channels that are most efficient from a business point of view.  
716 They also realize that channel shift is a complicated process, which needs planning over a multi-year  
717 period.

718 Transformational Government programs adopt a similar approach, setting out clear strategies for channel  
719 transformation. Typically though they recognize two distinct differences between the public and private  
720 sector:

- 721 • First, government has an obligation to provide services on a universal basis, so is not able to pick and  
722 choose which customers it will engage with through different channels. "Directed choice" towards  
723 cheaper channels is therefore the strategy selected for most citizen-facing services (although a  
724 number of governments are increasingly looking to make Internet-only services the norm for  
725 businesses).
- 726 • Second, in terms of the online channel, government is in a unique position compared with any other  
727 online service provider. Whereas an online bank or retailer is limited by the size of the online  
728 population in the market, a government can take action significantly to increase that online  
729 population. "Digital inclusion" policies, aimed at increasing the proportion of citizens who have access  
730 to and confidence in using online channels, are therefore an important part of government channel  
731 strategies which would not normally be seen in their private-sector counterparts.

732 In addressing these issues, it is important to recognize that government service delivery cannot be  
733 divorced from what is happening in the broader market: the expectations of citizens and businesses are  
734 shaped by their experiences of other services. Demand for e-services across society will continue to grow  
735 while other market players (in the private, voluntary and community sectors) will have a significant  
736 influence on citizen attitudes and behavior.

737 Therefore:

738 **Develop a Channel Transformation Strategy and within this:**

- 739 • **Shift users where possible to lower cost digital channels - including through digital inclusion**  
740 **policies which build access to and demand for e-services in those segments of the population**  
741 **which face barriers to their use;**
- 742 • **Optimize the cost and performance of each channel, using public and private sector**  
743 **benchmarks to drive improvement;**
- 744 • **Improve cross-channel management, by building channel support services around a common,**  
745 **web-based infrastructure in order both to improve customer service and reduce costs;**
- 746 • **Facilitate development of a thriving mixed economy delivery of services;**
- 747 • **Build partnerships which enable the market and others to work with the government to deliver**  
748 **jointly-owned objectives.**



750 The Channel Transformation Strategy must be informed by [16] *Channel Mapping*, and must address how  
751 to shift users into lower-cost channels while maintaining and reinforcing [13] *Citizen Empowerment*. The  
752 mixed economy of delivery of government services is developed with private and voluntary sector  
753 intermediaries and SHOULD be addressed using the [8] Franchise Marketplace pattern. A significant  
754 effort is needed to include all stakeholders in the governance of the Transformational Government  
755 program at an appropriate and effective level: see [3] *Engagement with Stakeholders*. The key  
756 milestones and accountabilities for delivery of the Channel Transformation Strategy should be embedded  
757 within the [10] *Roadmap for Transformation*.

758

## 759 **2.4 Technology Management**

### 760 **[18] Resources Management**

761 All too often, technology resources are seen as a means to an end, artifacts that are used to accomplish  
762 a particular problem at hand and thus something transient to be disposed of at the end of a particular  
763 cycle. As systems become more complex and organizations mature, resource re-use becomes ever more  
764 important and prevalent.

765 ❖ ❖ ❖

766 **Technology resources need to be managed as much as any other resource.**

767 Technology resources are increasingly re-used beyond the scope of their original intended use. This is to  
768 be encouraged. However, in order to be re-used effectively, resources need to be identified and managed  
769 by explicitly designated owners and also be identifiable across ownership domains.

770 The ability to identify a resource is important in system interactions, in order to determine such things as  
771 rights and authorizations, as well as to understand what functions are being performed; what the results  
772 mean. Within large-scale, SOA ecosystems, interactions take place across ownership boundaries and the  
773 combination of interactions can be unpredictable. Identifiers provide the means for all resources important  
774 to a given SOA system to be unambiguously identifiable at any moment and in any interaction.

775 Establishing resource identity and subsequently managing those resources and their identities thus  
776 become an important part technology management.

777 Therefore:

778 **Manage information and ICT system resources as distinct, valued assets**

779 **Manage issues related to the Identification, ownership, stewardship and usage policies for each**  
780 **asset type.**

781 ❖ ❖ ❖

782 Section 3.1.3 of the [SOA-RAF] looks at the issue of resources and how they should be identified and  
783 managed.

### 784 **[19] Technology Development and Management**

785 Technological change is more rapid than organizational change and yet governments often find  
786 themselves locked-in to particular technology solutions.

787 ❖ ❖ ❖

788 **Governments need to protect themselves against the downside of technology evolution and**  
789 **maintain governance of ICT development and deployment**

790 Transformational Government needs a strategic IT platform to guarantee future agility as business and  
791 customer priorities change. Such a platform cannot afford to be locked in to specific technologies or  
792 solutions that prevent or limit such agility.

793 Therefore:

794 **Concentrate technology resources and efforts around leveraging open standards and SOA**  
795 **Principles so as to ensure development and deployment agility, and support all customer**  
796 **interactions, from face-to-face interactions by frontline staff to online self-service interactions.**

797 **Use the Reference Model for Service-Oriented Architecture [SOA-RM] as the primary source for**  
798 **core concepts and definitions of the SOA paradigm. Have a clear understanding of the goals,**  
799 **motivations and requirements that any SOA-based system is intended to address. Identify**  
800 **boundaries of ownership of all components in any SOA ecosystem.**

801 **Realize discrete services that can perform work on behalf of other parties. Use common building**  
802 **blocks that can be re-used to enable flexible and adaptive use of technology to react quickly to**

803 **changing customer needs and demands. Have clear service descriptions and contracts for any**  
804 **capability that is offered for use by another party.**

805 **Manage key ICT building blocks as government-wide resources and make them available as**  
806 **shared services - in particular common data sets (e.g. name, address); common citizen**  
807 **applications (e.g. authentication, payments, notifications); and core ICT infrastructure.**

808 **Wherever possible prefer interoperable, open standards, particularly when well supported in the**  
809 **market-place.**

810 **Pay due attention to the total cost of ownership and operation of technology and consider the**  
811 **possible value of open source when making technology choices.**

812 ❖ ❖ ❖

813 This pattern should be seen in conjunction with the *[10] Roadmap for Transformation*.

814 The **[EIF]** has a useful definition of “open” in 5.1.1 “Specifications, openness and reuse”.

815



816 **[20] Critical Success Factors**

817 There is now an increasing body of research which seeks to understand why some ICT-enabled  
818 transformation programs succeed and why others fail. Effective risk management is part of the solution  
819 but consideration of a range of success factors is needed for the delivery processes covered in the  
820 patterns above.

821 ❖ ❖ ❖

822 **Programs and projects which seek to deliver Transformational Government face significant risks**  
823 **to successful delivery. Clarity and insight into the consequences of transformation are needed.**

824 It is unrealistic to expect to get everything right first time and moving forward will be a process of  
825 continuous improvement. Systems are needed which allow the government organization to understand  
826 the current position, to plan, to move quickly, and to learn from experience.

827 These risks are not related to the technology itself – which is largely mature and proven – but rather to  
828 business and cultural changes. Such changes are needed within government to deliver the business  
829 management, customer management and channel management transformations required as part of a  
830 Transformational Government program. A conformant program needs to keep track of a core set of critical  
831 success factors throughout the lifetime of the program.

832 Therefore:

833 **Manage and measure a clearly defined set of Critical Success Factors.**

834 **Seek regular, independent review of performance against those critical success factors.**

835 **Have mechanisms in place to assess risk and handle monitoring, recovery and roll-back.**

836 ❖ ❖ ❖

837 The **[TGF Primer]** recommends nine core Critical Success Factors:

- 838 – Strategic Clarity
- 839 – Leadership
- 840 – User Focus
- 841 – Stakeholder Engagement
- 842 – Skills
- 843 – Supplier Partnership
- 844 – Future-Proofing
- 845 – Achievable Delivery and
- 846 – Benefit Realization

847 See “Part II, Component 2: Critical Success Factors” in **[TGF Primer]** for further details.

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848 **3 Conformance**

849 The following conformance statements indicate to what extent each of the patterns above are used in a  
850 transformational government program.

851 All conformant Transformational Government programs:

852 1. **MUST** use the [1]

- 853 *Guiding Principles;*
- 854 **2. MUST have [2] Program Leadership** including:
- 855 – Clear accountability at both the political and administrative levels;
- 856 – Deployment of formal program management disciplines;
- 857 – A clearly identified mix of leadership skills;
- 858 – Engagement of a broad-based leadership team across the wider government.
- 859 **3. MUST demonstrate [3] Engagement with Stakeholders;**
- 860 **4. MUST agree and use a [4] Common Terminology;**
- 861 **5. SHOULD create a Policy Product Map** (using the matrix as a tool to help identify the Policy Products  
862 required) within the relevant government as outlined in *[5] Policy Product Management*;
- 863 **6. MUST have a [6] Transformational Business Model;**
- 864 **7. SHOULD use the [7] Franchise Marketplace model;**
- 865 **8. MUST address [8] Skills issues;**
- 866 **9. SHOULD establish a [9] Supplier Partnership.**
- 867 **10. MUST have a [10] Roadmap for Transformation;**
- 868 **11. MUST have a [11] Benefit Realization strategy** which addresses the areas of benefit mapping, benefit  
869 tracking and benefit delivery;
- 870 **12. MUST have a [12] Brand-Led Service Delivery Strategy**, which is agreed and managed at a whole-of-  
871 government level and which addresses:
- 872 – Customer Insight
- 873 – Product Management
- 874 – Marketing and communication;
- 875 **13. MUST have a [13] Citizen Empowerment framework**, which encourages and enables service  
876 innovation in the Citizen-to-Citizen, Business-to-Citizen, Citizen-to-Government, and Business-to-  
877 Government sectors;
- 878 **14. MUST have a [14] Citizen Identity Management framework**, which:
- 879 – Uses a federated business model;
- 880 – Uses a service-oriented architecture (as part of the wider SOA described in the TGF  
881 Technology Management Framework);
- 882 – Is citizen-centric, giving citizens control, choice and transparency over personal data;
- 883 **15. MUST have a [15] Channel Management Framework;**
- 884 **16. MUST include [16] Channel Mapping;**
- 885 **17. MUST address [17] Channel Transformation;**
- 886 **18. MUST provide [18] Resources Management;**
- 887 **19. MUST address [19] Technology Development and Management;**
- 888 **20. MUST measure and manage [20] Critical Success Factors** and **SHOULD** consider using at a  
889 minimum the specific critical success factors outlined in the **[TGF Primer]**.

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890 **A. Acknowledgments**

891 The following individuals have participated in the creation of this specification and are gratefully  
892 acknowledged:

893 **Participants:**

894 [Participant Name, Affiliation | Individual Member]

895 [Participant Name, Affiliation | Individual Member]

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## B. Revision History

898

Revision	Date	Editor	Changes Made
01-incomplete	2011-05-17	Peter F Brown	Initial Draft – incomplete
02-complete	2011-06-13	Peter F Brown	Complete draft – first full (draft) set of patterns
03-incomplete	2011-07-05	Peter F Brown	Incorporates comments, edits from TC members
03-incomplete	2011-07-11	Peter F Brown	Update of missing patterns and revisions of text so far. Two patterns, [4] and [18], still missing
03-complete (This document)	2011-07-13	Peter F Brown	Completed draft. Ready for submission as Committee Specification Draft

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