



A Cordence Perspective

# The digital future of government services

**A global point of view from the experts of the Cordence Worldwide Partnership**

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Digitization is not only changing our business environment introducing completely new disruptive business models but is also offering completely new perspectives to enhance government services in terms of citizen or client centricity, accessibility of services, quality and efficiency. Looking at the demographic developments in many mature economies, digitization can be one solution to conserve knowledge and guarantee delivery of government services while a whole generation of public servants is retiring.

The Cordence Worldwide (CWW) network met in Berlin in May 2018 to bring together our global knowledge and experience in the public sector and to develop ideas of the future of government services. Facilitator of the meeting was our CEO of CWW, Andrew Keene and Frank Weise, Global Head of Public Sector & Health Care. Our experts are covering the United States, United Kingdom, China, Korea, Australia, Germany, Austria, and Switzerland as well as the Netherlands, France, Hungary and the Middle East. Regarding the digital future of government services, we shared and exchanged our perspectives

from different economies, public services, political models and cultures. In the following, CWW wants to share the meeting results and major recommendations coming out of this discussion with the broader public to give impetus to the development of government services, hoping to make best use of the digital opportunities.

**Frank Weise**

*Global Head of Public Sector & Health Care*

This publication combines the point of view of our experts on the digital future of government services.

- **Chapter 1:** focuses on data security, privacy and the future of government in the new era of “dataism”. Our expert Zoltan Tanács from IFUA / Horváth & Partners in Hungary answered to the topic around the transparent citizen.
- **Chapter 2:** describes what citizen journeys will look like in the digital future. Our experts Andrew Pennycuick and Craig Spence from North Highland in the UK answered questions around the challenges in making citizen journeys digital by default.
- **Chapter 3:** talks about disruptive technologies. Our expert Mark Dunwell from North Highland in the UK answered questions around which disruptive technologies will help solving tomorrow’s public sector challenges.
- **Chapter 4:** looks at change management, pointing out that successful digitization requires more than just technology. Our expert Ageeth Telleman, managing partner at Twynstra Gudde in the Netherlands answered to the questions on how governmental organizations can adapt to disruptive change.

# Chapter 1: The transparent citizen – data security, privacy and the future of government in the new era of “dataism”

*answers by Zoltan Tanács, IFUA / Horváth & Partners, Hungary*

**Q:** In the brave new world of digital disruption, Big Data and emerging AI, traditional values, beliefs, worldviews and even religions are changing and there is a new, emerging “religion” out there called “Dataism”. According to that, if you have the data you will be able to understand and manage the world around you. Is government a possible domain for “Dataists”?

**A:** Definitely, governments have no other choice. The power of a ruler has always been secured by his information/data processing capabilities. In ancient times, the most powerful man was the one with the most social connections and best allies in his tribe. In medieval times, a well-organized kingdom with centralized administrative processes could outperform less organized ones. In the modern history, liberal democracy also proves its merits in advanced information processing capabilities through distributed and transparent information exchange between the government and the constituencies. We don't know yet, what kind of democracy or other governance models will be the winner of the future – but it must have good and continuously improved data processing capability. Otherwise, the real owner of the data like Google or Amazon will soon make governments irrelevant.

**A:** Well, data is an aspect, but not the holy grail. At all times it was not only the facts (was it called data in the Middle Ages?) that led to decisions and was used for the good of the people. Manipulation is all old as mankind. And nowadays the technology out there is so powerful that we need to control that. The best of data will not help if in the wrong hands.

**Q:** Still, data is very important. Nevertheless, what kind of data? What data is important for the governments?

**A:** Well, a nation's data asset covers a very broad set of data. It consists of Public Sector Information (PSI) and non-governmental data as well. Both can consist of personal data (e.g. names, addresses, personal IDs) or non-personal data (e.g. statistics or business data). Part of the nation's data asset belongs to its citizens, this is their personal data.

It is easy to imagine the basic, traditional data types like headcounts, social insurance IDs, GDP numbers. Nowadays this legal data and economical statistics dominate our understanding of data, and even now governments struggle to utilize this kind of data. However, in the future, governmental data management will go through a radical change. Data



quantity will explode, quality will dramatically change, and the question of data ownership will be critical. New types of data will emerge, like health /medical data delivered through biometric sensors operating 24/7 or data about human behavior measured through advanced camera systems with face recognition. Those governments, which can utilize these new types of data, will gain competitive advantage.

**Q:** What are the best practices for Government data asset management? How can governments best utilize data?

**A:** China, for example, is testing a so-called “social credit system” based on a continuous measurement of its citizens’ financial, social, moral and political behaviors. For instance, “good citizens” in this system would be the one who do not have negative financial credit records, who take care of the senior family members, who are a blood donor, etc. For them, they may get better credit conditions from the banks, privileges in social benefits such as housing and hospital treatment. It is an advanced way of using data, but also an intimidating way of using the citizens’ private information. Is this a “best practice”? Maybe George Orwell could tell, if this 2018 is his “1984”.

I am convinced that all governments should develop their data management strategy. They should define what kind of data they have and want to have, how they want to store, transform and utilize these data. Governments should consider how far they could apply how far they could open non-personal data. Research has shown that open data policy supports business activities and can improve the economic competitiveness of a country.

Regarding personal data, governments and citizens have to come to an agreement how far citizens are willing to give away their own personal data for governments to realize the advantages of a centralized, nationwide data ecosystem.

**Q:** Regarding personal data and privacy, the European Union has a new legislation, the General

Data Protection Regulation. How would you evaluate the first experiences with the new GDPR regulation?

**A:** The protection of personal data is getting more and more important. The Cambridge Analytica scandal of Facebook has shown that the USA, in the future, will have to consider some kind of privacy regulation. GDPR is a big step forward in protecting online privacy – but a big competitive disadvantage for the EU compared to China or the USA, where much looser legislation exists.

Our first experiences show that companies pay much more attention to privacy issues than before. They have started and implemented big GDPR projects to comply with the new law. The sensitivity of customers improves regarding their own privacy. Still regulation is in many cases just behind real life. It hinders in many cases business and puts many administrative burdens on the normal operation. There will be a new, emerging segment of consultancies and lawyers, who specialize on privacy issues.

**Q:** GDPR is about ensuring high standards for privacy – but it does not cover all aspects of data security. How do you see the importance of data security topics in government?

**A:** Information security will get on the top of the agenda of government CIO-s in the coming years. Compared to the number and causalities of “traditional” armed conflicts, the number of cyberattacks increases rapidly. The example of the past US presidential elections showed that cyberattacks can influence the global political world. Next to traditional tools of cybersecurity (building redundant IT systems, applying latest firewalls, antivirus systems, encryption tools, biometric identification etc.) artificial intelligence will gain on importance in detecting and preventing online attacks.

**Q:** Let us imagine that a government has a solid data management strategy and is able to implement it and ensure the necessary level of security as well. What can be the benefits for the government and the citizen if utilizing data well and wisely?



**A:** Increased competitiveness for the country and a better life for the citizens by decreasing administrative work and better, cheaper public services. And of course very effective political decision. If we know more about health, trade, traffic, crimes we can have systems give us accurate scenarios and options for measures and achievable impacts. Less talking about personal estimations but more fact-based decision-making.

However, this improvement has also its price: we have to share an increasing amount of our own personal data with the government in case we want to enjoy these benefits. That is not possible without trusting the government we have.

**Q:** How will “Dataism” shape the future of successful government models? What do you think will be the winning government model of 2050?

**A:** I truly believe that governments of today face a big challenge that threatens their very existence. The governance capabilities of data could directly affect the decision-makers’ ruling power. Governments seem to lay far behind in this race. If governments do not speed up, mega-companies like Facebook, Google, Apple or Amazon might challenge the government’s ruling capabilities. Also, if the government cannot regulate the big data companies on how to use their data properly, it fails to protect the citizens’ basic civil right. The big question is how to protect and own national data in a global digital world.

Governments still have the political power to do so – at least for another couple of decades. Nevertheless,

what kind of governments will be more successful in this? I think the traditional model of liberal democracy will transform into something new.

Yuval Noah Harari, the famous author of *Sapiens* and *Homo Deus* describes the first model in his latest book *21 Lessons for the 21st Century* as the “digital dictatorship”. Imagine a state, where all citizens are monitored 24/7 and not just in the ways we know today, by using cameras or checking phone calls or emails, but using wearable biometric sensors and by advanced cameras that measure blood pressure, heartbeats, emotions, even thoughts. Technically part of it is already possible today or will be possible soon. In this digital dictatorship if a citizen looks at the picture of the prime minister and shows angry emotions he might be detained immediately.

A much more favorable option of tomorrow is the further development of the actual democratic model. Let us name it the “data enabled democracy”. In this world, both citizens’ and government’s “data consciousness” are improved and both come to a joint agreement about the utilization of personal and non-personal data assets of the nation. Although part of the personal freedom might dissolve, it is compensated by the benefits of a more centralized data ecosystem and the better services it enables.

We don’t know yet, which model will succeed – maybe something in between. One thing we know for sure: governments should start right now to define their dataism path.



## Chapter 2: Digital by default - what citizen journeys look like in the digital future

*answers by Andrew Pennycuik and Craig Spence, North Highland, UK*

**Q:** Before we begin, what exactly do we mean by ‘a citizen journey’?

**A:** Any time a citizen<sup>1</sup> interacts with their government they undertake a journey. This is triggered by either the citizen or state needing or wanting something. From a citizen perspective, this could be the need to replace their passport, or a desire to register to vote. Similarly, from a state perspective, they may want to intervene to support a vulnerable child or arrest a criminal. Regardless of the topic, the path taken from an initial need or want being recognized to it being fulfilled is the citizen journey.

**Q:** Are citizen journeys mostly digitized today?

**A:** Increasingly citizen journeys are being designed for the digital world, but it’s a mixed picture and there is still a long way to go.

Significant progress has been made in the UK, for example, led by the Government Digital Service (GDS)

that has blazed a trail in making services digital by default. The GDS was formed in 2011 to implement a new, cross government digital strategy. In partnership with individual Departments, GDS have led a huge effort across the UK government to bring public services online through a single website for citizens to interact with the state: GOV.UK. The site hosts 779 digital services with over 1bn completed transactions per year, with the most popular service being vehicle taxation.<sup>2</sup> This has been mirrored across the globe with some European countries leading the way (e.g. Denmark and Estonia), closely followed by Asia and the Americas.<sup>3</sup>

However, we need to remain grounded and recognize that a huge number of citizen journeys have not been updated for the digital era. These can be placed into two broad categories: those that must remain physical and those that have not yet been digitized. Physical interactions are still common and certainly have their place. This is because a key tenant of citizen journeys

<sup>1</sup> A citizen is defined as a member living in a sovereign political community such as a country

<sup>2</sup> <https://www.gov.uk/performance/services>

<sup>3</sup> <https://publicadministration.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2018>

is that they must be accessible for all, therefore in some cases there can be no replacement for face-to-face services. Similarly, some services such as surgery in hospitals and driving tests are inherently analogue experiences. The second category is more common and reflects the challenges of digital transformation. Governments provide a huge number of services and making them digital by default is time consuming and expensive.

**Q:** What are the challenges in making citizen journeys digital by default?

**A:** Digital transformation is hard. The appetite for making citizen journeys digital by default is unquestionable, but this often comes face-to-face with some considerable challenges.

Firstly, there is the combined issue of legacy and volume; governments have a massive array of existing services that were designed in an analogue era. Untangling each service, grappling with legacy systems, designing the new digital service and then delivering it is time consuming and costly.

Secondly, government services are often highly complex, and the stakes are high. Citizen journeys often require authentication to prove a person is who they say they are, the involvement of multiple government departments and interaction with back-end operations, and these are only three of the variables that must be considered. The risk of failure is high, when digitizing government services deal with critical issues such as health and social care. So time and care is required when making citizen journeys digital by default.

Third, states need teams with the necessary expertise to achieve digital by default services. Skills such as service design, user research, content and UX design are not traditionally held in government departments. Training staff in these areas and or hiring new talent is expensive and governments must compete with a rampant market for digital professionals.

**Q:** How are citizens' needs and wants evolving, and what impact does this have on government service providers?

**A:** There is definitely a significant trend towards further digitization of public services. Citizens are used to doing everything they want to do online, from shopping to dry cleaning, and the private sector has led the way in raising expectations. I have sat in many meetings within government departments when ambitions to 'make it as easy as ordering an Uber', or 'one-click like Amazon' have been voiced. This trend is only going to intensify, and governments need to keep up the pace of their digital transformation.

Digital is nothing new, but it is evolving, and this has also changed what citizens expect. One expectation in particular is worth highlighting: citizens expect to be remembered and to be forgotten. It is infuriating to have to re-enter information that you have already given elsewhere, and citizens now expect governments to be joined up across departments. Equally, publics are waking up to issues of data protection and the implementation of GDPR within the EU has shifted the balance of personal data power.

For all the focus on digital journeys there is a risk of forgetting that citizens are hugely diverse, and one such diversification is digital access and skills. Many of the most vulnerable citizens who rely on government services, for example, have little or no access to the internet. Similarly, among elderly generations, in particular, digital skills are poor and as a consequence they struggle, or even refuse, to engage with digital services. It's vital that government services remain accessible to all, and therefore government service providers cannot focus on digital alone.

**Q:** What are the benefits to governments of making citizen journeys 'digital by default'?

**A:** The huge investment in digitizing services is justified by the significant benefits that can be realized, which largely center on efficiency. This

topic deserves a thought-piece in its own right, but it is a safe assumption that if a service is digitized the number of civil servants required to support it will be reduced.

Often overlooked, however, is the benefit to governments derived from having better data. Digitizing services provides much better information about how citizens are interacting with governments; it shows regional discrepancies, generational trends, resource pressure and much more. Ultimately, better data allows governments to make better decisions and achieve better outcomes.

**Q:** What does the future look like?

**A:** Firstly, it will increasingly be dominated by digital journeys with services moved online. For governments, an online service can offer enormous cost savings. For example, the growth of the Babylon app in the UK has led to a shift in healthcare patients visiting doctors' surgeries to meeting their needs digitally<sup>4</sup>. We can expect to see more and more examples as citizens begin to trust digital services with things that matter most to them.

Secondly, the future of citizen journeys is one designed for the citizen and not the state. Governments are carved up into departments, and each one owns different services provided to citizens. All too often this means citizens having to go to a myriad of different government websites or locations to meet their needs. The future is one of consolidation, with journeys seamlessly crossing departmental boundaries. The ambition is for all citizen-facing services to be housed on one single website. Citizens do not care who owns the service but rather that the experience is frictionless requiring little effort on their part.

Lastly, when looking at the future of citizen journeys you cannot ignore emerging technologies. It is a certainty that AI, Machine Learning, and other technologies will dramatically change how governments provide services and how citizens interact with them. For example, AI will allow

<sup>4</sup> <https://www.gpathand.nhs.uk/>

governments to reduce the onus on their workforce for the provision of services, while at the same time consistently improving the citizen experience as a result of data collection and learning.

**Q:** Where can we already see innovative citizen journeys?

**A:** Everywhere! Here are three examples from some digital leaders.

In the United States, predictive analytics is being used to make better judgement calls when managing sensitive social care cases<sup>5</sup>. Often there is a failure because the state takes no action to protect vulnerable people, and as a result, no citizen journey takes place. The lack of action is often due to a lack of information or a failure of decision-making, and this approach is an innovative solution to that problem. Using the data available to them and algorithms the state agencies can better judge whether there is a need to intervene, ultimately allowing them to better protect vulnerable citizens preemptively.

Governments and their citizens interact a lot creating a complex web of communication. Letters are sent, emails and SMS messages are received, and phone calls made. The Danish government has delivered a radically simple solution; they have created a single place for the state to speak to citizens<sup>6</sup>. The 'Digital Post' system delivers pension statements, medical records, tax reminders, customs declarations and much more to a single mailbox.

A final example, further demonstrating the breadth of innovation within government services globally, is the use of the in-home assistant Alexa for public health interventions. Public Health England has introduced a new service offering breastfeeding advice via Alexa, which allows parents to ask for advice. This provides a 'hands-free' platform for mothers to access the latest health advice, ultimately leading to healthier outcomes.

<sup>5</sup> <https://www.nytimes.com/2018/01/02/magazine/can-an-algorithm-tell-when-kids-are-in-danger.html/>

<sup>6</sup> <https://www.gouvernementeuropea.eu/digital-post-digitisation-denmark/87389/>



## Chapter 3: Disruptive technologies – solving tomorrow’s public sector challenges

*answers by Mark Dunwell, North Highland, UK*

**Q:** Disruptive technologies - what are they and why is everyone talking them?

**A:** Disruptive technologies traditionally refer to less established IT market entrants with a cheaper price point<sup>7</sup>. However, increasingly it is used to describe internet-era tools with the potential to change the way that internal and external services are delivered to stay ahead. As governments globally are having to match higher consumer expectations and deliver within tighter budgetary envelopes, these new solutions can increase back office efficiency, support the delivery of better frontline services and enhance real-time information for decision-making.

**Q:** In what ways have governments globally been introducing new digital tools and approaches to drive great outcomes for citizens today?

**A:** Last year, the UK government set out its ambition to explore using algorithms in decision-making<sup>8</sup>. This

boasts everything from “data trusts”<sup>9</sup> - agreements held between different parties to make data sharing safe and secure - to using machine algorithms to review massive data sets for inconsistencies in frontline service delivery. This initiative mirrors exciting examples of public sector innovation taking place around the world.

- Singapore has committed to using artificial intelligence (AI) for anticipating traffic and security incidents, to drive operational efficiency and make the city more intelligent<sup>10</sup>
- Estonia has implemented real-time information sharing for data registries across national health, judicial and legislative systems using blockchain technologies<sup>11</sup>

<sup>7</sup> <https://hbr.org/2015/12/what-is-disruptive-innovation>

<sup>8</sup> <https://publications.parliament.uk/pa/cm201719/cmselect/cm-sctech/351/351.pdf>

<sup>9</sup> <https://www.gov.uk/government/publications/growing-the-artificial-intelligence-industry-in-the-uk>

<sup>10</sup> [https://www.smartnation.sg/docs/default-source/default-document-library/dgb\\_booklet\\_june2018.pdf](https://www.smartnation.sg/docs/default-source/default-document-library/dgb_booklet_june2018.pdf)

<sup>11</sup> Frequently Asked Questions: *Estonian Blockchain Technology*, e-Estonia, e-estonia.com/wp-content/uploads/faq-a4-v02-blockchain.pdf

- Robotic Process Automation (RPA) has driven significant efficiency gains in repeatable back office processes (finance and HR) and highly standardized tasks within the British Council's Noida shared services center
- Milton Keynes has tackled an expected population increase of 20% to 300,000 by becoming the UK's first truly "Smart City"<sup>12</sup> using sensor data for recycling collection to improve citizen services

Yet, the common thread throughout these international case studies of early stage disruption in action relate to their scalability. Each example reflects a small step on the journey towards Government as a Platform - fully integrated, end-to-end citizen services - which tend to be the exception, rather than the rule today.

**Q:** Over the next five years, which two disruptive technologies pose the largest opportunity for public sector services to drive increased efficiency, productivity and value for citizens?

**A:** Effective integration of data at scale will reduce pressure on citizen services and deliver better user experiences. Transport for London enriches contactless payment transaction data with systemic information on footfall from bridge crossings to proactively advise bus and train travelers of alternative routes for planned maintenance or station closures. The Australian Government has also launched an opt-out secure online health information summary - My

Health Record<sup>13</sup> - to provide all citizens with a one-stop shop for patient data; merging vital medicinal and allergen information into one place. Both examples demonstrate the value of investing time upfront to strategically agree which data sets are needed across multiple organizations to future proof service design.

Natural language applications bring new possibilities for government to automate the process of communicating information from multiple data sets. For example, producing easy to digest, standardized reports quickly and efficiently is something which Quill, a powerful natural language generation platform offers. Forbes have already seen the immense impact this has had on their business by no longer manually producing traditionally dense reports.

**Q:** What are the biggest barriers to successfully adopting new technologies across local & central government today?

**A:** One immediate impact is a greater reliance on those who "get it" as there is a need for organizations to build digital into their DNA. Bringing in those with experience of exploiting new technologies and managing to build blended delivery teams around a common goal is critical. Therefore, knowledge of actively working with APIs, understanding how to manage releases in an evergreen context and re-shaping career pathways need to be prioritized. A large part of this will also depend upon having a sustainable talent pipeline, both at junior and

<sup>12</sup> Data Strategy: How to Profit from a World of Big Data, Analytics and the Internet of Things, Bernard Marr, Kogan Page, 2017

<sup>13</sup> A My Health Record for every Australian in 2018, Australian Digital Health Agency, <https://www.digitalhealth.gov.au/news-and-events/share-digital-health-today/share-january-2018/a-my-health-record-for-every-australian-in-2018>



senior levels, to support innovation and continuous improvement.

Another aspect to consider is the creation of new roles and capabilities. The introduction of RPA reduces the need for staff to carry out time-consuming, highly standardized repeatable tasks. As a result, the focus for certain key technology roles will likely change to that of more value-add such as quality assurance and decision making where a value judgement is required (e.g. exceptions handling). The change management around how staff are supported through these changes needs to be carefully managed.

Adopting a human-centered approach throughout the design and implementation of disruptive technologies is the third biggest challenge. Putting real people at the heart of any service design or work to understand how best user needs can be addressed will produce more sustainable, better services. Importantly, new developments in AI mean that having a healthy bias towards humans when anything is designed and deployed will ensure that there is a strong ethical framework in place<sup>14</sup>.

**Q:** What are the top two trends, which have the biggest potential to change the way citizen-facing services are delivered?

**A:** The Internet of Things (IoT) and a fundamental cultural shift in the way that internet-era organizations adopt leading edge technologies such as Machine Learning will likely have the biggest impacts. The greater integration of data from components

or devices connected via the internet together also known as IoT<sup>15</sup> will create tailored user experiences that will reshape the nature of interactions between government and its citizens. The widespread adoption of wearable technology will provide digital institutions with a completely new rich set of data to “color in” their portrait of who you are as an individual. Microsoft’s HealthVault gives users the choice to share their fitness data with doctors, providing a more complete view of a patient’s overall health and wellbeing than might otherwise be achieved from a more traditional consultation<sup>16</sup>. When you take the very real cost of misdiagnosis to individuals, having an increasingly connected set of services underpinned by a greater instance of networked devices continually exchanging data, the value to taxpayers is huge.

Our mindsets towards adopting new ways of working will also need to shift as the usage of conversational user interfaces have been predicted to be no more than ten years away.<sup>17</sup> Bots triaging call data, leading to better customer services represent the most common part of the puzzle, which organizations typically focus on. However, the fundamental scaffolding - internal processes and people - that support continual releases alongside development and operations being more culturally and organizationally aligned (DevOps) also need to be considered. Embedding a “pilot and learn” approach by default in the creation of new services is most crucial overall.

<sup>14</sup> AI for the Common Good, North Highland, <http://www.northhighland.com/insights/white-papers/ai-for-the-common-good>

<sup>15</sup> What is the Internet of Things?, The Guardian, May 2015, <https://www.theguardian.com/technology/2015/may/06/what-is-the-internet-of-things-google>

<sup>16</sup> Data Strategy: How to Profit from a World of Big Data, Analytics and the Internet of Things, Bernard Marr, Kogan Page, 2017

<sup>17</sup> How to Conduct Emerging Technology Trend-Spotting Workshops, Gartner Program & Portfolio Management Summit, June 2018





## Chapter 4: Change management - successful digitization requires more than technology

*answers by Ageeth Telleman, Twynstra Gudde Netherlands*

**Q:** Can traditional institutions like government adapt fast enough to disruptive change?

**A:** The way our society connects and interacts is changing fast. Our government needs to adapt. It is not a choice. Dave Gray said it well in his TEDtalk on 'Connected Government' in The Hague: "It takes a network to serve a network". Governmental organizations need to learn how to connect and co-create in a network society: how to build communities, how to participate in them, how to nudge them. More and more civil servants need to develop skills to be excellent 'boundary spanners'.

**Q:** How can hierarchical and bureaucratic governments transform into flexible networks?

**A:** We believe that 'fighting the system' is the wrong perspective. At some point, the (hierarchical) system works and has its function. The government still needs to be in control of and accountable for how

well our public money is spent and for the availability and quality of our public services. Hierarchy in governmental organizations is a reflection of our representative democratic system. Do we really want disruptive change to overthrow our democratic institutions? We believe that public-private networks and democratic institutions should be successfully aligned. It is not if/if, but and/and. We help governmental organizations to develop organizational 'ambidexterity': to be innovative, flexible, fast and adaptive and at the same time in control, accountable, transparent and reliable.

**Q:** Can governmental organizations innovate from within?

**A:** We see civil servants – especially the young professionals - who develop excellent networking skills, looking at policy issues from an outside-in perspective, leading the change to new ways of working like citizen journeys, data-driven policymaking

and (digital) co-creation. They are pioneers and call themselves '2.0'. These 'first movers' should be challenged to align more colleagues, to increase the group of early followers and to reach an early majority. To really get the organization to a tipping point, the ones that 'get it' should not implicitly 'disqualify' their colleagues as 'the others that do not get it'. Instead of creating 'green fields' with the 'usual innovators' working together, we believe people working in - for instance - Operations should also participate from the start in innovation processes. This makes a learning pilot more challenging, but increases the chances of a successful upscaling later on.

**Q:** What skills do civil servants who want to be change agents need to develop?

**A:** The most important skill to develop, we believe, is 'working with paradoxes'. Civil servants who work at boundaries between 'the real world outside' and 'the

system inside', between development and operations, between networks and institutions, have to learn to deal with paradoxes that come with their job: between trust and control, innovation and efficiency, flexible and reliable, customizing and standardizing, local and central. Both ends of the paradox represent an import value that our government stands for. Instead of debating, what is right, civil servants should learn how to balance different values. In our training programs for civil servants, we use the metaphor of the 'two-footed soccer player'. We let participants test what is their 'stronger side' and challenge participants to train their 'weaker' side more often. This means e.g. that civil servants who are excellent in developing communities and working in green fields are asked to think through how successful pilots can develop into successful scale-ups and routines. Moreover, operational managers and legal experts are challenged to think through how existing systems and rules need to be adjusted if a pilot becomes successful.

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