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September 2010

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# Citizen-Enabling Open Government Executive Summary

*Transparent, Participatory, Collaborative*

## SYNOPSIS

The following White Paper Executive Summary describes at a conceptual level a “Citizen Enabling Open Government,” which is virtual, agile, and adaptive in responding to citizen needs. It describes how citizens will be able to use data to create blended suites of government services to seamlessly navigate major “life events.” This paper does not present a prescriptive approach to achieving that goal, but rather is intended to foster a dialogue within the service provider community toward the development of a common vision and a collaborative path forward.

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## Urgent Need To Transform Delivery Of Public Services

Economic pressures, among other drivers, are necessitating innovative thinking and creative solutions throughout the United States public and private sectors. Concurrently, citizens demand increasing openness and responsiveness from government. These convergent forces result in an urgent need to implement more effective and efficient strategies for delivering public services. The e Government Act of 2002 and the Obama Administration's 2009 Memorandum on Transparency and Open Government call for concerted efforts across all levels of government to transition to "open government." The desired outcomes rest on the cornerstones of transparency, participation, and collaboration, and are advanced exponentially by Twenty-First Century information technologies.

This paper describes how these goals can be advanced through the vision of Citizen Enabling Open Government (CEOG), essentially, a model providing increased public access to and control of its government interactions, facilitated by aligning technology to shared processes, services, and data.

This discussion of CEOG aims to foster a dialogue within the community of public and private service providers to help them understand the value of CEOG in better serving the citizens and to foster a shared vision of a commonly held blueprint. The primary audience for CEOG is governmental business and program managers. Only through their insistence will CEOG come to fruition.

This paper also establishes underlying principles of CEOG, states conceptual goals and benefits, introduces central concepts, and provides examples so that timely and constructive conversations may be advanced towards realization.

When implemented, CEOG endeavors to accomplish three goals aligned with the White House's Technology Agenda:

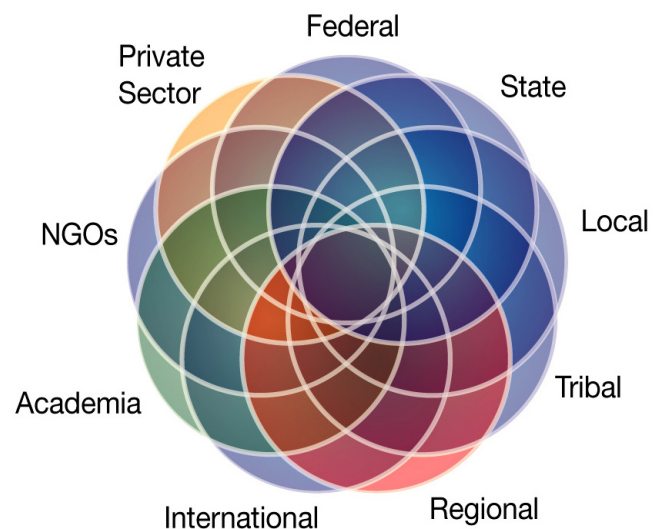
- Re-orient government technology assets to better serve the public;
- Treat data as a national asset, owned and shared by the Public to serve its needs;
- Foster broad areas of collaboration and interaction among citizens and government service providers to optimize outcomes.

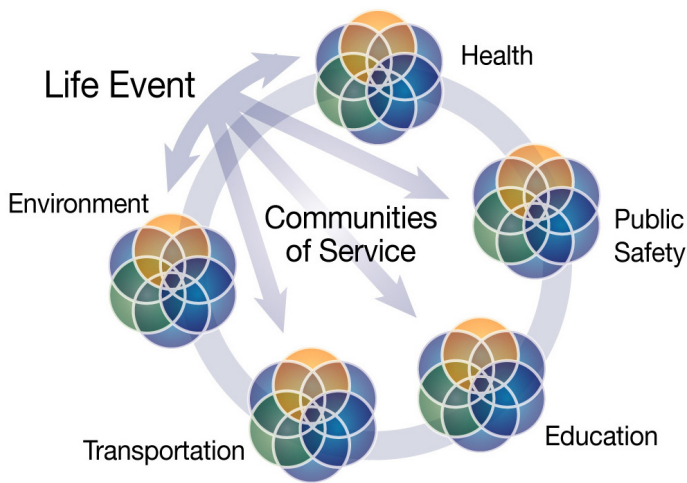
While CEOG is directly aimed at the principle of leveraging technologies to enhance public services, it also has tremendous potential for enriching citizen-facing program performance while delivering cost-savings and cost avoidance. It is an attempt to articulate and communicate a refocused vision of excellence in government services, facilitated by twenty first century technologies, for all of its constituents and stakeholders.

## Advancing The Conversation: CEOG Building Blocks

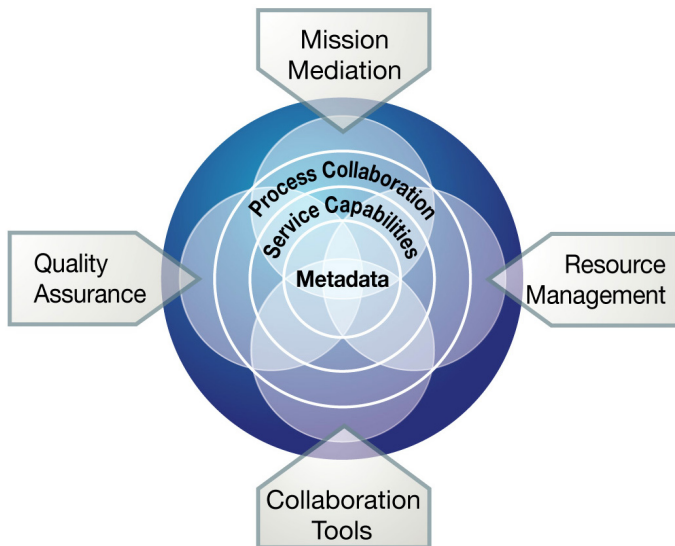
These building blocks are fundamental to understanding and creating CEOG.

**Communities of Services (COS)** refer to suites of common, shared services that can be integrated across agencies and levels of government. A typical COS might be health care, public safety, or education. Increasing numbers of government stakeholders across federal, regional, state, tribal, and local agencies are collaborating to design and provide services required within their communities. Increasingly, national interests indicate the need to work with non-governmental agencies, private sector organizations, and foreign governments. A COS can be comprised of various groupings of these entities.





A **Life Event (LE)** is a common citizen incident that requires interaction with multiple COSs, such as giving birth, registering for school, or opening a business. A Life Event can trigger responses within a wide spectrum of government and non-government entities and once triggered, key information obtained during citizen contact is migrated to all subsequent relevant forms and records.



A **Service Integration Model (SIM)** allows service providers to virtually, agilely, and adaptively respond to changing citizen needs based on changing demographics, legislation, technologies, or community needs. It must reorganize, when necessary, the COSs around which a Life Event operates, or create new ones. Looking at Life Events as a deck of cards, the SIM model must “shuffle the deck,” adding or subtracting stakeholders as appropriate.

## Leveraging The Building Blocks To Create CEOG

The following initiatives leverage the CEOG building blocks to create transparent, participatory, and collaborative government services:

**Virtual Government** relies on the ability of service providers to agilely and adaptively collaborate in the delivery of a suite of services larger and more robust than any single service provider alone could provide. The foundation of virtual government is built upon Communities of Service, Life Events, Service Integration Model, and Service Oriented Government, referenced below. This approach results in less form processing, shortened wait times, and higher customer satisfaction.

**Cloud Computing** is a vehicle that enables Virtual Government. It allows IT resources and applications to be shared across agencies and across sectors. In a cloud environment, servers come online as needed and turn off when not in use. Cloud computing is highly scalable and easily adaptable. Agencies may share resources and costs based on various unifying missions and practices.

**Data and Information Transparency** “ride” on the “cloud” and refers to secured, unencumbered access to appropriate levels of government data. Several key initiatives, such as National Information Exchange Model (NIEM), Data.gov, and the Open Government Directives, are important elements that can facilitate timely execution of projects requiring federal data and information.

**Service Oriented Government** facilitates both vertical integration (federal, state, tribal and local) of core government, mission-centric processes connecting agencies within a common information-sharing framework, and horizontal integration of shared, back-office functions. It can reduce organizational complexity, remove barriers, and deliver operating cost efficiencies. It identifies opportunities to streamline government, remove ambiguity and redundancy, and simplify government services.

**Process Redesign/Enablement** provides for the transition from the current paradigm in which an “agency” provides standard access to a standard service to a paradigm in which the “government” provides cross-agency, coherent, and cohesive Life Event based services to end users.

**Human Capital Empowerment** refers to the leveraging of automation to streamline operations, freeing employees from repetitive and time-intensive tasks, and fostering a transition to development of more professional staff skill sets and subject matter expertise. This takes advantage of social media and intranets.

**Governance** establishes a framework of decision-making enabled by business rules. As transformation occurs, new governance structures must be adopted to manage service consolidation, eliminate conflicting service overlaps, and streamline operations across government. Governance entities will review processes for continuous improvement of services.

## Breaking Through Barriers To Enhance Efficiency And Transparency

Citizen-Enabling Open Government proposes unprecedented transcendence of long-standing structural rigidities between government entities. It introduces a framework of virtual “Communities of Service,” removing the “stove piping” that often limits agility and leads to duplicate efforts across multiple agencies, as well as, closing gaps in services, improving oversight and reducing errors, fraud, waste and abuse.

The CEOG approach relates citizen services based on common information exchanges that occur to address life events. Virtual storage and access to related information enables a new “inter-connected” form of government that transcends traditional barriers between agencies, departments, and levels of government, while maintaining data integrity, privacy and security. Cross-agency processing, in certain instances can eliminate weeks of information gathering, reduce redundancies, and allow reallocation of staff to decision making, rather than routine repetitive tasks.

As citizens experience the significant conveniences and efficiencies that technology affords in the private sector, they begin to expect these same traits from government, as well. When implemented, CEOG will deliver these benefits:

- A timely citizen-centric, services orientation
- Better understanding of the services needed by citizens, based on insight provided from actual data usage.
- Better services delivered by a services model built on innovative technologies and strategies, i.e., cloud computing supporting collaborative processes governed by blended Communities of Services that are agile to responding to citizen needs.

- Suites of “Life Event” services that eliminate need to initiate new requests for supplementary services, such as giving birth and registering for school. Because Life Event service providers will be linked through Communities of Services, the seamless sharing of data among them will mean the end to the endless drudge of submitting the same biographic and demographic history to each service provider. That data will follow them within and among the Communities of Service and Life Event and be updated at each step in the process.
- Ubiquitous public access to reliable, non-redundant, secure government data, with assurance of data integrity and privacy, as well as ultimate government stewardship and (accountability) for those services
- Virtual services with origins indistinguishable to the citizen, (i.e., combination of federal agencies, state, tribal, and local government agencies, non-governmental organizations, and/or the private sector). This means that the citizen get the services and doesn’t care or need to know where in government they are provided.
- “Enter Once, Multiple Use” data entry: personal data automatically pre-populates all required forms

## Incremental Steps, Profound Transformation

It is understood that tackling the vision of Citizen-Enabling Open Government in one bold step is not possible. Instead, it must be addressed in tactical, incremental steps, which can begin to demonstrate results in a three to five year timeframe.

Portions of CEOG most solely reliant on technology will probably be the quickest and easiest to implement. Traditional government structures and political influences represent the greatest hindrances to implementing this innovative form of government service delivery. The following are some initial considerations to make CEOG a reality:

### Governance

- New “rules of engagement” for allocating resources and executing processes among stakeholders and across agency mission domains are required.

### Data and Information Transparency

- Data architecture is a key driver of CEOG.
- Exponential growth in automation of processes and data exchanges is anticipated.

- Ownership, reliability, and security of data are primary concerns; duplication/overlap of services need resolution.
- Increased access to data, from disparate sources, leading to erroneous analyses and conclusions, must not be allowed to jeopardize legitimacy of data sharing.

### **Human Capital Empowerment**

- Human capital policy and procedures are given equal weight to technology application and use.
- Staff roles change from transaction and process execution to higher-order functions requiring informed planning, organizing and decision making.

### **Virtual Government**

- Extent of transformation is tested through numerous pilots.
- Non-traditional stakeholders/service providers are invited to the table.
- Costs of ever-increasing public requests for information are not passed on as unfunded mandates.
- Private sector and academic communities collaborate to capture best practices and expertise in building out and further defining the CEOG model for implementation.
- Investment is needed to build out the Service Integration Model.
- Best practices within the COSs are collaboratively built upon, maximized, and leveraged.

The Office of Management and Budget (OMB) plays a significant role in ensuring these concepts become reality, providing guidance and oversight for coordination of process development, establishing governance, and motivating agency collaboration.

The CEOG vision is a viable alternative to achieve greater efficiencies in federal and other governmental programs and operations only if it creates a paradigm shift in how the government operates. Resolution of issues related to institutional governance and culture, national politics, and other interests will take time, commitment, and dedication.

## **CEOG Vignettes**

As part of an ongoing study of nearly 58,000 U.S. citizens visiting federal websites in the second quarter of 2010, the American Customer Satisfaction Index report illustrates that citizens' perception of transparency contributes the most to their satisfaction - more than search, navigation, and look and feel. And, as satisfaction goes up, the government saves more money as "citizens turn to the Web channel before turning to costlier communication channels... (T)hese behaviors have the ability to increase government efficiency by driving traffic toward the most efficient channel for serving the public," according to the report ("Online Transparency Remains a Priority Despite Slight Decline in Citizen Satisfaction," Government Technology, August 24, 2010). Although it only measured 27 federal websites out of thousands, most federal departments' sites are represented.

### **Data.gov**

"Data.gov enables the public to participate in government by providing downloadable Federal datasets to build applications, conduct analyses, and perform research. Data.gov will continue to improve based on feedback, comments, and recommendations from the public. Data.gov increases the ability of the public to easily find, download, and use authoritative data generated and held by the Federal Government. It provides descriptions of the Federal data, how to access it, and tools to leverage it. The data catalogs will continue to grow as datasets are added. Federal, Executive Branch data are included in the first version of Data.gov" ([www.data.gov](http://www.data.gov)).

### **Oregon GovSpace**

In October 2007, Oregon GovSpace, an enterprise-level solution for collaboration and social business networking, was launched by the state. Projects using Oregon GovSpace include the Statewide Automated Child Welfare Program, the Board of Property Tax Appeals (conducting state and county property tax appeals), the Employment Department, and Community Colleges collaborating on workforce development, e-commerce store projects for various agencies, and an Oregon Wireless Inter-operability Network project consolidating four major public safety radio networks.

Oregon GovSpace offers the following:

- Consolidated infrastructure support needed for collaborative, multi-agency planning
- Shared services in support of cross-agency collaboration

- Budget and cost controls supporting a variety of fiscal optimization practices
- Security enabled collaboration within a secure hosted environment
- Green IT that directly reduces the need for travel and other energy-costly practices
- Forums and practices, establishing and sustaining a viable multi-agency (enterprise) governance model

The number of participants continues to increase at a rate of approximately twenty percent per month.

## **CEOG – A Health Care Scenario**

One of the challenges for controlling health care costs is the judicious, shared use of health data and resources within the broad Health Care Community of Service, spanning Federal, state, local and tribal governmental agencies, private providers, and Non-Governmental Organizations.

Consider the patient with multiple medical conditions for which multiple prescriptions may be necessary. Drugs prescribed for each condition but taken in combination may have life threatening consequences. This risk can be mitigated through use of an Electronic Health Record (EHR) exchange that follows the patient wherever he or she travels, available to each member of that patient's Health Care COS, including the personal physician, hospital, clinic, or pharmacy. That record would contain the patient's full medical history, including identification of patient conditions and prescriptions the patient may be taking.

The EHR is valuable to the clinical staff for several reasons. It reduces workload necessary to collect complete medical information on the patient. It provides automated assistance in identifying potential negative drug interactions. And, facilitated by the availability of a more complete patient medical history, it can potentially reduce medical errors.

A group of anonymous EHRs might also be used in health data analysis to investigate the relationship between a particular population demographic, a particular set of medical conditions, and available treatment protocols. Such data might indicate a particular demographic responds more favorably to a specific treatment protocol than to others. The clinician may find it beneficial to have an automated matching of his patient's demographic and medical condition to the more statistically effective treatment protocol.

Using the treatment discussion as a guide, preventive health care might also be informed by collecting additional data to enhance the clinical perspective on patient health. The addition of data that describes nutritional and exercise habits, along with family history or, potentially, genomic analysis, may offer opportunities for prevention protocols to be offered that may avoid, or at least defer, the need for treatment protocols. If prevention protocols are determined to offer significant value in reducing overall costs for health care, health care payers might be inclined to shift the payment model toward prevention. The result could potentially be a population that is healthier, requires fewer treatments for avoidable conditions, and, thus, result in a decrease in overall healthcare costs.

Building structures that result in a more efficient, "connected" model of government paves the way for profound transformation of government, serving a new society of better informed and involved constituents.

## **CEOG – A Call To Action**

Citizen Enabling Open Government is nothing less than a blueprint for transformation of the relationship between government and its citizens. Turning the vision of CEOG into reality will take the leadership of those government managers with dedication and commitment who want to improve and enrich this relationship. It will also take those with creative foresight, tempered by the willingness to take risks to make it happen. CEOG is not for the faint of heart as it advocates breaking with long held business practices, taking on procedural impediments, and smashing parochial agency mission barriers.

For those wishing to embark on the significant voyage of transformation to CEOG, the ACT-IAC Enterprise Architecture Shared Interest Group stands ready, as a partner, to assist all entities in achieving it. As further approaches for implementing CEOG are detailed, the SIG will serve as a facilitator and ensure these are collaboratively developed and made available through its web site.

For a more in-depth discussion of Citizen Enabling Open Government, please visit: [www.actgov.org/CEOG](http://www.actgov.org/CEOG)

For more information and updates, please visit: [www.actgov.org/EASIG](http://www.actgov.org/EASIG)

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