Leadership from Invention to Impact

Insights from the 2015 Public Sector for the Future Summit at Harvard University







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overnment leaders are developing bold strategies to increase public value. Yet with citizen trust in government waning, the public sector needs more than new visions; leaders need to drive structural change by identifying high-yield strategies, bracing stakeholders and workers to endure an evolving and unpredictable operating environment, and gauging how much structural change is necessary to sustain progress.

To help leaders address these challenges, Leadership for a Networked World and the Technology and Entrepreneurship Center at Harvard, in collaboration with Accenture, convened the 2015 Public Sector for the Future Summit: Leadership from Invention to Impact. The Summit focused on advancing "uptake" reforms—proven programs that require robust leadership—and "edge" innovations—untested ideas with enormous potential. The conference also highlighted four strategic areas for transforming government: the optimized enterprise, the agile workforce, the evidence-based organization, and the citizen-centric services.



The Summit featured presentations detailing reform efforts in each of the four strategic domains:

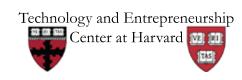
- Leaders from the New York Metropolitan Transit Authority (MTA) Business Services Center described efforts to gain economies of scale, scope, and learning by streamlining MTA's finances and operations.
- David Bray, the Chief Information Officer at the Federal Communications Commission (FCC), discussed how he has overhauled the FCC's legacy technology systems by cultivating change agents.
- Officials from the Idaho State Tax Commission and Results Washington, the state's performance management office, showcased their embrace of evidence-based government.
- An analyst from the National League of Cities and two industry leaders described sharing economy platforms, leading to a discussion about strategies government could adopt and adapt.

We hope that this white paper—which details the Public Sector Uptake and Edge Matrix as well as the four strategic transformation areas and synthesizes these presentations—will inspire leaders as they attempt to transcend the challenges they face and implement far-reaching reform.

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"The challenge for leaders is one of design - how we build dynamic organizations that can not only meet the demands of today effectively and efficiently, but also ensure capacity to deliver outcomes for the future."

Antonio Oftelie,
 Executive Director, Leadership for a Networked World and
 Public Sector Innovation Fellow, Technology and Entrepreneurship Center at Harvard



Public Sector Uptake and Edge Matrix

The goal of the annual Public Sector for the Future Summit is to develop a vision for the future of government. This vision, and strategies to achieve it, must account for the challenges leaders currently face during this highly disruptive period. In our rapidly changing environment – marked by a post-recession economy, a changing workforce, new tools and technologies, and new demands for outcomes, transparency, and engagement – leaders must develop a strong understanding of how to effectively manage and pace transformational change. By providing examples of innovative practices emerging across the country, the Summit aimed to inspire and assist public sector leaders in their efforts to lead near-term innovations and long-term transformation in their organizations.

To facilitate this transformational process Leadership for a Networked World worked with leading government practitioners, policymakers, and subject matter experts to develop the Public Sector Uptake and Edge Matrix. This organizing framework can help leaders as they negotiate transformational change. By plotting enterprise-wide change efforts, leaders can better assess how quickly or slowly to enact changes, how broadly or narrowly to implement changes, and if transformations will be more successful if they are positioned as "top down" or "bottom-up" efforts.

This matrix, which measures the sophistication and pervasiveness of new operational models, is intended as a guide to help leaders chart a course for their organization. By identifying both where their organizations fall on the matrix and where innovations under consideration fall, leaders can focus their efforts accordingly and employ the most effective strategies to accelerate continuous and multi-faceted enterprise-wide transformation. While a public sector leader may be cultivating an innovation in one area of the organization, the seeds of an innovative approach may already be pollinating and bearing fruit elsewhere in the enterprise. The challenge is balancing these innovations so that an organization is implementing transformations at a pace that ensures continuous progress and success.

The x-axis of the matrix measures sophistication of new operating models. At the far left of the axis are "Uptake Innovations." Implementing uptake innovations is the action or process of absorbing or adopting something that is available and gaining popularity. Uptake innovations and business models, such as shared services, are proven to increase effectiveness and efficiency, yet still require robust leadership to move the organization through adoption and change.

At the far right of the axis are the emerging "Edge Innovations." Edge innovations, such as redesigning government through behavioral economics, are new concepts for generating public value, but are poised to change operating standards, management frameworks, and the future of governing.

The Uptake and Edge Matrix



The y-axis of the matrix measures pervasiveness, the breadth with which new operating models are adopted across an enterprise. The bottom of this axis represents select adoption, which would describe an organization implementing a few pilot projects based on this new model. The top of the axis represents complete adoption across the entire organization.

For example, 20 years ago the standardized use of computers and email would have been considered an uptake innovation – with most organizations scaling-up usage enterprise-wide. At the same time the idea of relying on computers to plot locations and map out transportation routes in real-time, while responding to our slightest movements and adjusting for traffic, would have been an edge innovation – with a select few organizations running pilot programs and testing for long-term viability and value.

During the Summit the Uptake and Edge Matrix was used from both leadership and strategic perspectives to guide leaders in employing new innovations and models:

Leadership: The Matrix helps leaders understand and plan for moving both Uptake and Edge innovations forward. As a leader assesses his or her organization, different strategies can be employed depending on location in the Matrix:

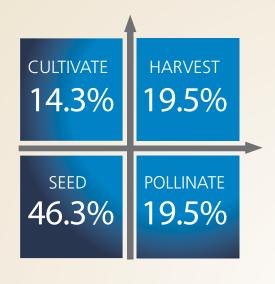
- Seed: In this quadrant the organization has a few pilot projects based on Uptake innovations, and the role of leadership is to ensure a stable environment for adoption, while building a pathway for increased participation across the enterprise.
- **Pollinate:** In this quadrant the organization is experimenting with Edge innovations, and the role of leadership is to foster learning on the value of the innovation, while assessing feasibility of enterprise-wide adaptation.
- **Cultivate:** In this quadrant the organization has successfully adapted to Uptake innovations, and the role of leadership is to maintain that progress, while leveraging that stability for more Edge-based innovations.
- **Harvest:** In this quadrant the organization has a robust portfolio of both Uptake and Edge innovations, and the role of leadership is to standardize the new operating models, while optimizing the efficiency and effectiveness.

Strategy: At the Summit, we focused on four strategic areas where new operating models for transforming government have the potential to spur enterprise-wide transformation: **The Optimized Enterprise**, **the Agile Workforce**, **the Evidence-Based Organization**, and the Citizen-Centric Service.

Prior to the Summit participants completed a survey diagnosing and plotting their organization's status for each strategic area by Matrix quadrant. On the following page are descriptions of the strategic areas and insights from Summit attendees who participated in the survey.

The Optimized Enterprise

Public sector organizations that are successful "optimized enterprises" have fluid and responsive organizational structures and business models that maximize public value. With this posture, leaders and managers view government processes, systems, and resources as "components" that can be put together in new ways, shared, and shifted to meet policy and programmatic goals. The ability to "shape shift" an organization in this category will grow as continual advances in information and communication technologies and cloud computing will enable government to work across organizational boundaries and gain economies of scale, economies of scope, and economies of learning like never before. In practice, leaders take an "outcome view" of the enterprise - looking at the desired outcome goals and working backwards to balance what processes and services should be developed internally or externally and how they should be shared and sourced to improve government outcomes. For example, the State of Ohio leveraged shared services to modify their internal processes and redirect time and attention to mission-oriented activities while achieving more than \$19 million in annualized savings.



From an Uptake and Edge perspective, the spectrum of innovation starts with consolidating common business applications for efficiency. This is followed by establishing a shared services center to run common services, then to sharing services and expertise across jurisdictional lines, and finally to leveraging market-based solutions in which government can both sell and procure services across sector lines.

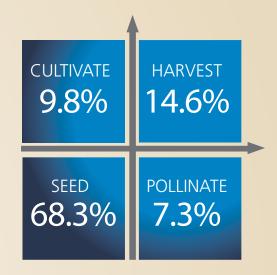


Summit participants identified the following leadership actions as most impactful in becoming an optimized enterprise: generating stakeholder buy-in (especially among staff), measuring results and impact, obtaining executive support, engaging change agents and champions, and enhancing communications. As one respondent noted, "We need to get the right people on the bus and identify those who will champion the effort."

The majority of attendees located their enterprise in the seed quadrant. Another 20 percent found themselves in either the pollinate or harvest quadrants. Fourteen percent were in the cultivate quadrant.

The Agile Workforce

Government is on the front lines of solving increasingly complex societal challenges. With this complexity comes the need to not only create capacity in current employees, but also to develop a workforce with the agility to meet the demands of the future. In addition, the convergence of demographics (a coming retirement wave) and new methods of working (such as Results-Oriented Workplace Environments, telecommuting, and "lean" structures) is creating an inflection point for government. Thus, leaders in all levels of government will need to assess current capacity and anticipate skillset demands of the future. In practice, this will require collaborating with stakeholders to modernize job classifications and labor laws, measure workforce outcomes, enable employee movement across agencies and programs, and establish a culture that rewards high-performance mission achievement. For example, leaders in Pennsylvania are identifying and tracking key workforce trends in real-time via management dashboards and linking them to planning initiatives that will provide greater employee mobility and productivity.



From an Uptake and Edge perspective, moving along the spectrum starts with assessing current trends and the workforce, followed by increasing capacity through recruitment and education. Developing specialized knowledge centers that can be shared across the enterprise comes next, and finally, the organization enables leaders to oversee capital and labor across traditional agency, organizational, and jurisdictional boundaries.

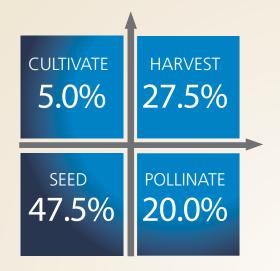


To cultivate an agile workforce, Summit participants suggested participating in pilot programs, setting and selling the strategic direction for change, partnering with human resources in new ways, identifying and empowering change agents, and developing new training programs. As one person observed, "We need to make workforce the starting place for transformation."

Sixty-eight percent of the respondents described their enterprise in the seed quadrant. Fifteen percent found themselves in the harvest quadrant, while 10 percent were in the cultivate quadrant and 7 percent were in the pollinate quadrant.

The Evidence-Based Organization

An Evidence-Based Organization adopts new capabilities to track performance of policy and programs, benchmark against peers and redesign operations, and measure outcomes to enable new levels of public value. This new capacity for measuring results is enabled by the intersection of technological platforms, social networks, environmental sensors, inexpensive data storage and data analysis methods (both people, and software, and "big data," and "analytics") that allow better measurement across the entire enterprise of inputs, outputs, outcomes, and impact. In practice, when these measures are put together, leaders can assess the performance of a system from a wider perspective – across departments, agencies, and jurisdictions - as well as from a granular perspective – deeper within programs and operating units. For example, the State of Washington has tied together multiple human services databases in order to predict service demand over time. The United Kingdom has used controlled experiments in designing government programs to improve citizen participation and satisfaction.



From an Uptake and Edge perspective, the Uptake end of the spectrum starts with the basic tracking of inputs and outputs, followed by measuring

programmatic outcomes. Utilizing outcome measurement and analytics for organizational and programmatic innovation comes next, and finally harnessing analytics, controlled trials, and evidence-based budgeting for transforming policy and programs.

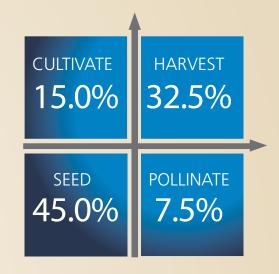


To become an evidence-based organization, Summit participants recommended demonstrating success and driving the narrative, establishing new training programs, developing enterprise-wide data and analytic systems, securing executive sponsorship, and budgeting for innovation. As one person commented, "Make the data meaningful, comprehensible and actionable. Be open to the accountability that will result. Measure only what matters."

Forty-seven percent of participants placed their enterprise in the seed quadrant. Twenty-eight percent found themselves in the harvest quadrant, and another 20 percent were in the pollinate quadrant, while 5 percent were in the cultivate quadrant.

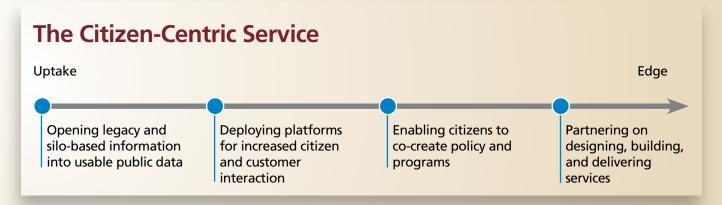
The Citizen-Centric Service

Leading governments are moving to citizen-centric business models that are "open" to citizens to provide feedback, track service progress, and help design service offerings. This trend is mirroring societal changes that favor open business models in which consumers and stakeholders engage directly with a service provider to design, develop, and deliver a product or service. Network-enabled collaboration technologies and tools make sharing ideas and co-production not only more seamless, but also less costly to manage. In practice, government leaders will need to view citizen-centric and open operating models as not only methods to improve customer satisfaction and trust, but also as mechanisms to leverage capabilities across boundaries and thereby increase government productivity. For example, the State of Illinois has released performance data in order to create key outcome goals and tie them to budgeting for results. In New York City, the administration is using their "Databridge" platform to co-develop solutions with citizens and design more responsive services.



From an Uptake and Edge perspective, the spectrum starts with first working to transform paper-based and silo-based information into readable data that's accessible to the public, followed by deploying platforms that

allow for increased constituent interaction and feedback, to enabling constituents to co-create policy and programs, and finally to partnering on designing, building, and delivering services.



Summit participants proposed the following leadership actions to develop more citizen-centric services: lead by example and drive participation, develop new partnerships and collaborations, educate citizens and staff, reward early adopters, and establish supportive data systems and governance models. One participant suggested that leaders "role-model making meaningful connections with citizens."

Forty-five percent of participants described their enterprise in the seed quadrant. Thirty-three percent described their enterprise in the harvest quadrant, 15 percent were in the cultivate quadrant, and 7 percent were in the pollinate quadrant.



Digital Diplomacy:

Creating an Optimized Enterprise and Agile Workforce at the Federal Communications Commission

In late 2013, when David Bray became the Chief Information Officer (CIO) at the Federal Communications Commission (FCC), he knew he was parachuting into a troubled situation. For one thing, the FCC had had nine CIOs in the previous eight years. "[That's] always a good sign," Bray quipped, in a presentation at the 2015 Public Sector for the Future Summit. But as he went on

to explain, the rapid turnover in executive leadership masked deeper challenges with the FCC's Information Technology (IT) operation. In an agency with just 1,750 staff, there were 207 different IT systems—the equivalent of one IT system for every nine staff members. What's more, over half of those IT systems were more than ten years old, resulting in the FCC spending 70 to 80 percent of its IT budget on maintenance. Finally, the FCC was employing many paper-based, human-intensive processes that could benefit from automation. As Bray explained, IT costs spent on maintaining existing systems were "escalating" across the agency with no sign of relief. For an organization that was supposed to be at the forefront of 21st century communications technology, the FCC's IT division was lagging behind.

Remedying this situation, Bray realized, would require introducing myriad changes to how the FCC managed its IT services; it would also involve effecting broader cultural change across the agency's 18 different bureaus and offices. In particular, Bray would try to use IT to transform the FCC into an "optimized

"You're going to need a flak jacket if you're going to create change in any organization."

David Bray

Chief Information Officer, Federal Communications Commission

enterprise" with the fluidity and responsiveness to maximize public value. To accomplish this, he would need to make the FCC's workforce more "agile," meaning that it would have the skills and wherewithal to adapt and respond to 21st century customer demands. Reshaping the organization and reforming the workforce, however, was bound to generate friction, particularly given that the FCC had resisted change for so long. Thus, Bray's efforts to reform the organization would hinge not just on his ability to identify new technology but also his capacity to lead broader and riskier cultural change. He had to find a way to achieve buy-in without suffering the fate of his nine most recent predecessors. He would need to be both a digital diplomat and a "human flak jacket" when he intentionally stepped outside of status quo expectations.

Bray began the reform effort not by dictating the specific changes that needed to be made, but instead by highlighting a set

of broader IT transformation goals with a series of principles that undergirded them. The goals included becoming more agile, which meant improving the organization's ability to execute the FCC's mission by being innovative and transparent;¹ enhancing the organization's resilience, which entailed increasing the scalability and stability of its IT system; and becoming more efficient, which required decreasing IT costs, particularly maintenance expenses. Bray likened this to replacing or repairing an aging roof: one does not wait for the roof to start leaking, but instead takes action to repair or replace it. The same maxim, he argued, should hold for the FCC's aging legacy IT systems.

To aid the FCC's progress toward these goals, Bray identified three principles. The first was becoming more "datacentric." Previously the FCC had been application-centric, which resulted in the FCC's data being stove-piped in different IT systems. A cloud-based common data platform across the organization, by contrast, would help to merge that data and in turn accelerate the development of business solutions. The second principle was "adapt first, buy second, and create third." In the past, when the FCC had needed a new IT function, it had typically created it internally. Bray felt that adapting existing approaches, platforms, or tools would be more efficient than

"I call them change agents or intrapreneurs.

Entrepreneurs on the inside...and by embedding these intrapreneurs as change agents in the bureaus and offices, they began to understand the narratives, began to understand the workflows and actually build that trust. And so it was a bottom-up approach."

- David Bray

Chief Information Officer Federal Communications Commission

repeatedly reinventing the wheel. Finally, Bray advocated for a third principle of cloud-based security. With a comparatively small staff, the FCC, Bray believed, had a limited ability to protect itself against external attacks. A cloud-based approach, by contrast, would have built-in defenses.

Beyond promoting these high-level changes, Bray relied primarily on people within the FCC to recommend and choose the specific reforms and the paths to obtaining them. Specifically, he embedded within each FCC bureau or office "intrapreneurs," each of whom would work with the bureau or office to understand the organization's needs, confer with IT to created a shared reform plan, and then serve as a bridge between IT and each bureau as the plan was being implemented. He also advocated that employees throughout the enterprise act as "change agents" to identify areas where the FCC could improve its IT and to propose agile solutions to enact those improvements—akin to a "start-up pitch" within the organization. These "change agents" enabled Bray to function as an internal "venture capitalist" whose job was to assess and guide change. Whenever a change agent or an intrapreneur approached him with a proposed strategy, he asked for three reasons why the plan might work, three reasons why it might not succeed, and how the change agent would mitigate those risks. If the intrapreneur was able to answer all three questions, Bray was willing to "invest."

Bray also used external social media, including creating a blog and a Twitter account (@fcc_cio) with more than 50,000 followers, to communicate with the public about why the FCC was undertaking these bold changes. This was important because the changes would not be immediate, and the FCC's limited budget constrained how fast the IT overhaul could happen. In his external communications as FCC CIO, Bray also sought to learn from the public, and intentionally thanked and recognized FCC team members when they excelled as "change agents."

Under Bray's leadership, the organization has begun to implement important reforms. One was unveiling a cloud-based replacement for the FCC's consumer help desk, the system through which the FCC responds to public complaints against communications providers in the United States. When Bray joined the organization, the help desk was 15 years old, and Congress was pressuring the FCC to replace it. Private companies recommended creating an on-site IT desk that would cost \$3.4 million and take 18 to 24 months to complete. Under Bray's leadership, the FCC created a new cloud-based system in only six months and for just \$450,000; what's more, the setup, according to external evaluators, ranks among the top five consumer systems in government and is expected to reduce the cost of operating the system by 60 percent over five years. Another key

An independent U.S. government agency overseen by Congress, the FCC is responsible for "regulat[ing] interstate and international communications by radio, television, wire, satellite and cable" across the country. The organization also serves as "the United States' primary authority for communications law, regulation, and technical innovation." Finally, the FCC employs a range of techniques—including "strengthening the defense of the nation's communications infrastructure" and "promoting competition, innovation, and investment in broadband services..."—to help the country "fac[e] economic opportunities and challenges associated with rapidly evolving advances in global communications." "What We Do," The Federal Communications Commission, available at https://www.fcc.gov/what-we-do (accessed on October 13, 2015).



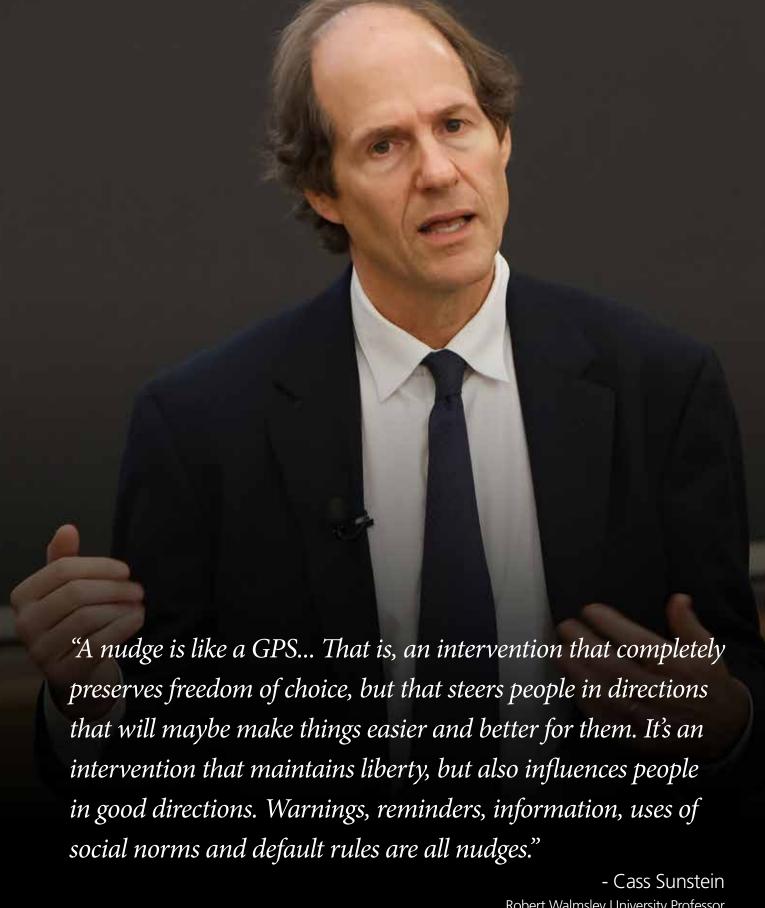
change is that by the end of 2015, the FCC—which had had many on-site servers—will have moved all of its servers off-site. This, too, will dramatically decrease the FCC's IT operating and management costs, enabling it to get away from legacy IT spending and prioritize the development of new cloud-based solutions.

Yet the biggest change has come in the culture of the organization. When Bray joined the FCC in 2013, the average staff member had been at the agency for more than 15½ years, and the average contractor had been there for 18 years. The result was a team and system that was comfortable with the status quo and wary of change that would "break up friendships and relationships." Now, however, after introducing a range of technical reforms, reducing the FCC's reliance on on-site contractors, and creating change agents, the organization has become more nimble and begun to embrace change. In other words, it is on its way from the "uptake" to the "edge" in its effort to become an optimized enterprise and to develop an agile workforce.

A broader takeaway for leaders trying to enact these kinds of changes is the imperative to think about how to lead cultural change and protect oneself simultaneously. Bray created a sense of urgency within the FCC by highlighting the organization's problems; he also established overarching goals and guiding principles for change. However, rather than enforcing a "top-down" approach to implement those changes, he advocated for "bottom-up" input and action from change agents and intrapreneurs within the organization; this was a way to deputize staff members, leverage their insights and experience, and increase their sense of inclusion in the change process. Knowing that change can be risky, Bray created a strategy that insulated him from criticism. In effect, he served as both the digital diplomat and "human flak jacket" that he said leaders must embody when they intentionally step outside of expectations. As a result, he has not just survived in his post as FCC CIO; he has changed a major government organization for the better.

To learn more about this case session and watch the video, please go to URL

http://lnw.io/fcc2015



Robert Walmsley University Professor Harvard Law School



Embracing Evidence-Based Government in Idaho and Washington

Introduction

The late Prussian General Carl von Clausewitz once said, "It is better to act quickly and err than to hesitate until the time of action is past." The insights of a 19th century military leader might seem irrelevant to 21st century governance, but at the 2015 Public Sector for the Future Summit, Mike Teller, the Chief Information Officer of the Idaho State Tax Commission, argued that the swell of data available to public officials today creates an information overflow not dissimilar to the fog of war.

To pierce this fog, government officials must embrace data and analytics. Data analysis enables organizations to identify their strengths and weaknesses and then craft strategies to improve. It also helps leaders to respond swiftly to stakeholder demands. As Teller noted, officials can marshal data when giving an 18-minute presentation to the legislature, when conducting an 18-day analysis to develop a budget request, and when trying to seize an elected official's attention in the narrow 18-month window between election cycles.

Unfortunately, there's a steep learning curve to becoming an evidence-based organization. To illuminate this, Teller introduced two organizations that have had to employ tact and force to overcome resistance at opposite ends of the "uptake-edge" spectrum. Operating on the "uptake" side, the Idaho State Tax Commission (ISTC) has had to address internal pushback against efforts to upgrade its approach to data management. Positioned on the "edge" end of the spectrum, Results Washington has had to obtain buy-in from internal and external stakeholders to sustain an initiative to upgrade the state's performance management system. Together they show that in introducing evidence-based government, public officials need to heed not just the fog of data but also the often-stormy climate of state and local politics.

The Idaho State Tax Commission

In 2013, the Idaho Legislature commissioned a report from the state's Office of Performance Management that found that ISTC needed to modernize its data management. ISTC's four commissioners heeded the legislature's advice and direction to take positive steps to ensure that Idahoans were receiving the best service.

The response from ISTC leadership was swift. In two years, ISTC modernized the legacy tax processing system, "GenTax;" hired a data scientist; and polled citizens about their views of the commission. But as ISTC became more data savvy, its leaders encountered resistance from their own veteran personnel who preferred the status quo. Consequently, ISTC leaders invested

more in not just data (as the state's Office of Performance Management had recommended) but also their team. Personnel-related reforms included bringing together staff from different groups within the agency (a process that ISTC leaders hoped would break down "silos"), investing in young talent, and training staff on new software programs. The hope was that, taken together, these reforms would change how the agency was viewed. "We tried to create three words," explained ISTC Chairman Richard Jackson, "Our people, our process, and our image."

Blending reform and personnel development bore fruit. After decades of employing staff to enter data, ISTC automated this process. Responding to public feedback, ISTC increased phone support during high-traffic periods. Finally, ISTC has implemented projects to improve the audit and appeals processes, and has established a governance council to "perfect" data quality.

"We tried to create three words. Our people, our process, and our image."

Richard Jackson, Chairman,
 Idaho State Tax Commission

ISTC has invested tens of thousands of hours in these endeavors and will have to persevere to sustain them. Nonetheless, it can take comfort in the fact that it is doing more to help Idahoans and that it has leveraged data to solidify its position. As ISTC Commissioner Ken Roberts explained, "If you have data, it's power."

Results Washington

When Washington Governor Jay Inslee took office in 2013, the state was struggling with performance management. The state had a long history of improvement efforts, with much of that work occurring within agencies or divisions. Additionally, the existing Government Management and Accountability Program (GMAP) had rankled some leaders because it was mandatory and sometimes seen as punitive. One state official explained, "there was about a 50-50 like-hate for [GMAP]."

Consequently, when Inslee established Results Washington, a new performance management system, he and his staff focused on taking the best of past efforts and identifying goals that mattered most to Washingtonians. To that end, the governor's team met with more than 50 state agency directors and dozens of stakeholder groups, including representatives of business, labor, the environment, education, health and public safety. It was critical to vet the goals with these partners, Results Washington Director Wendy Korthuis-Smith said, to make sure that "everyone was pulling on the rope in the same direction." The result was more than 200 goals and indicators in five key areas: education, the economy, the environment, healthy and safe communities, and effective government.

The next step was to create a "goal council" for each of the five areas. Every council consisted of 12-15 state agency directors, and each had the power to bring in partners as needed. Goal council members were tasked with coming up with data-driven strategies to make progress on the their group's overarching goal and the different objectives embedded within it. The councils meet monthly to assess progress, discuss strategies, and design collaborative solutions. Each month, the governor meets with a different goal council – plus invited partners, customers and stakeholders – to discuss progress. These "results review" meetings are open to the public and televised.

Results Washington officials simultaneously reached out to local leaders, a dialogue that helped them to realize quickly that they needed to demonstrate and disseminate results. Rich Roesler, Results Washington's Engagement Manager, recalled one exchange in which a school superintendent said, "Until you show me some results...I'm just going to keep pressing the delete button when I get your emails." Results Washington officials have therefore shared data, highlighted savings and service improvements, and documented results quantitatively and qualitatively.

To Korthuis-Smith, employing diverse metrics has been crucial to tracking progress on the organization's big-picture objectives. "We could measure things that were really easy," she explained, "but [the governor] said, 'let's go bold, let's look at poverty, let's look at graduation rates, let's look at clean air. Let's look at the things that Washingtonians care most about."

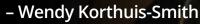
In less than two years, this approach is showing significant

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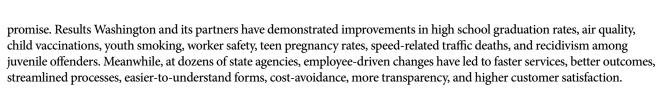
Wendy Korthuis-Smith

Director, Results Washington

"These things need all hands pulling on the rope in the same direction... We found that that's most effective when you focus on specific things that [partners] are interested in rather than handing them those huge goal maps and saying, 'Here's what we're working on, what do you think?' That's not as productive. But once you drill down to actual things that they care about and are willing to partner with them in a meaningful way, you really can get some good stuff done."



Director, Results Washington



Results Washington has, as Korthuis-Smith explained, created "a sandbox" in which groups that had been operating in silos have come together to "innovate."

Lessons from the Uptake and Edge

What can leaders pushing for evidence-based government learn from the experiences of Idaho and Washington officials?

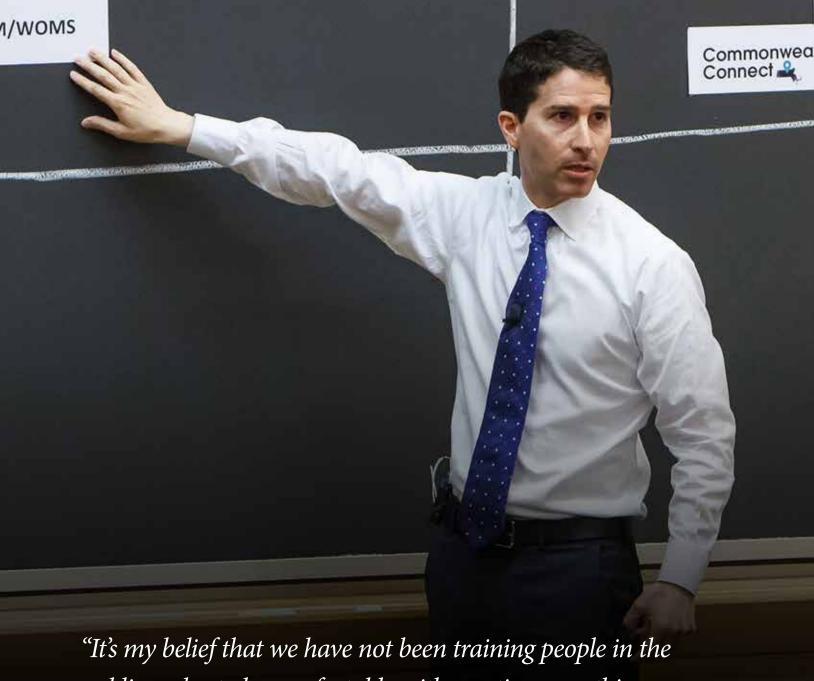
First, in trying to introduce evidence-based government, leaders face resistance, but the source of that opposition varies depending on an organization's place on the "uptake-edge" spectrum. On the "Uptake" side, leaders are introducing evidence-based government within their organizations and therefore encounter internal pushback. For example, in transforming the organization's operating procedures, ISTC leaders had to overcome the hesitation of older staff members. By contrast, a group on the "edge" is focused on spreading evidence-based government throughout a system and is therefore prone to encounter external opposition. Results Washington is a case in point. In trying to enhance statewide performance management, it had to assuage the concerns of state agency heads, labor and business leaders, and local officials. As the scope of reform expands, so too does the breadth of opposition.

Second, leaders pressing for evidence-based government should balance tact and pressure to overcome resistance, regardless of the source. When ISTC's commissioners realized that veteran staff had reservations, they perceptively emphasized the importance of their "people;" at the same time, strong support from all four commissioners suggested that staff had a tough road to hoe if they did not fall in line. Similarly, when Results Washington leaders realized that other state officials were wary of performance-based government, they thoughtfully sought those officials' input; nonetheless, Governor Inslee's commitment to Results Washington demonstrated that not cooperating would be costly. In Idaho and Washington, leaders mitigated opposition with diplomacy and muscle.

This hints at a broader point: evidence-based organizations cannot rely only on data; they need to manage relationships and agendas, too. The tools for navigating the fog of war have evolved, but people and the incentives that drive them remain paramount.

To learn more about this case session and watch the video, please go to URL

http://lnw.io/evidence2015



"It's my belief that we have not been training people in the public realm to be comfortable with creating something new – being inventive. Instead, we take people who go to policy school and mainly teach them accountability, performance management, all very important things...But you can't have a whole system of people in the public sector all measuring and nobody inventing."

- Mitchell Weiss Senior Lecturer, Harvard Business School



Turnaround:

How the Business Services Center Has Transformed the New York Metropolitan Transit Authority

In 2013, when Wael Hibri became the Senior Director of the New York Metropolitan Transportation Authority's (MTA) Business Services Center (BSC), and Hilary Ring became Hibri's deputy, the leaders had a problem. Established in 2009, BSC was supposed to save funds by consolidating the agency's human resources (HR) and financial services. However, MTA's employees believed that BSC had caused recent layoffs. They also faulted BSC for failing at basic tasks, like paying invoices. The organization's problems were so great that many of Hibri's and Ring's colleagues expressed shock that they were taking the posts. Ring recalled, "People were like, 'you're going there!?"

But the two leaders saw an opportunity. From their perspective, the frustration with BSC reflected a broader problem: with seven separate operating companies, MTA itself was fragmented and lacked "a common culture." They felt that if they could change BSC's culture and calm the critics, their unit could fulfill its mission, they could help the behemoth transportation agency achieve savings, and they could move its large back-office operation one big step closer to being an "optimized enterprise." The question was how to convince 70,000 employees that BSC could help them achieve a common mission. As Ring said, this would take "every creative bit of energy they [the leaders] had."

Established in 1965, MTA had over the course of 50 years evolved into a conglomeration of transportation providers. Consequently, the agency had seven operating companies, each with separate payroll, HR, information technology (IT), and procurement systems. For most of the organization's history, stakeholders had been content to stay fragmented. This was in part because the divisions allowed people to lead in their silos. Operating company leaders also feared reforming the massive organization, whose \$14 billion budget made it the largest transportation provider in the Western Hemisphere. "No one," Ring explained, "wanted to rock the boat."

That sentiment shifted in the 1990s when state officials began pressuring MTA to decrease spending. HR as well as finance and operations were prime candidates for cutbacks. This was in part because other alternatives, such as reducing transit services, cutting back capital projects, and slowing compensation growth, would upset customers and unions; it also stemmed from a belief that with seven operating companies, MTA could manage finance and HR more efficiently. To figure out how to do this, MTA sought input from Booz Allen Hamilton, which recommended that the agency establish a shared services operation and consolidate the agency's HR, procurement, and finance operations. Staff expressed concern that the consultants had not created a compelling "business case" for the move. MTA therefore sought a second opinion from Accenture, which concluded that with a

shared services center, MTA could eliminate 40 percent of its HR and finance staff and provide the same level of service.

With the start of the Great Recession in fall 2009, MTA saw an almost immediate \$1 billion hole in its budget due to shortfalls in dedicated tax revenues. For most organizations, this would create a crisis, but for MTA, it was fortuitous and after more than a decade of planning and discussion, created a powerful impetus for change. In addition to allowing cuts to be made across the board in staffing and services, the upheaval enabled MTA's leadership to push for the BSC to become a reality.

From its beginning in 2009, the BSC group faced challenges. One was that before the organization was established, many operating agencies, knowing that the administrative functions that they now performed would soon be transferred to BSC, had stopped carrying out crucial tasks; as a result, as soon as BSC opened its doors, it was immediately struggling with backlogs. Also, because the agencies themselves determined which employees would move to BSC, the highest performers often remained at their home operating agencies but in different positions. This meant that the most knowledgeable and effective operators were not part of the new system. Making matters worse, 40 percent of MTA employees who performed the tasks that BSC would now undertake were laid off. This further diminished BSC's popularity.

In an effort to mollify opposition, BSC attempted to adapt to MTA's operating companies, but this created more problems and calcified the opposition. For instance, rather than establishing one payroll system for all MTA companies, BSC altered its approach for each operating company. "The result," Ring recalled, "was cumbersome [and]

"We needed to own the problem to fix it. We never said the BSC was perfect, we always said, 'Show me where it's broken so I can fix it. Help me prioritize what the problems are so that we can get to the next stage."

- Wael Hibri

Senior Director, Business Services Center, New York Metropolitan Transit Authority

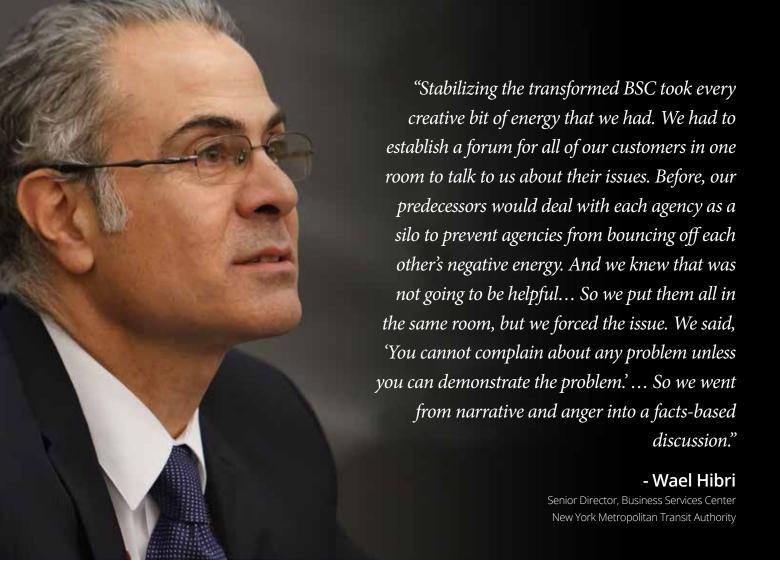
expensive" and very difficult for BSC to manage. BSC also did not create a common procurement system because the operating companies' leaders felt that any procurement consolidation would interfere with their ability to provide transportation services. The result was a disconnect between invoice processing (which BSC managed) and purchasing (which was not centralized), and many bills were sent to the operating companies and went unpaid. BSC became deeply unpopular with MTA's managers and rank and file, and soon "BSC" stood for dysfunction.

When Hibri and Ring became the BSC's new leaders in 2013, they realized that they would need to do more than pay invoices to solve MTA's problems: they needed to create a "common culture." To accomplish this, the leaders organized crossagency discussion forums where staff could constructively air grievances and raise concerns, with the hope that these dialogues also would help bring together people from different parts of MTA. (Hibri noted that his predecessors dealt with each agency individually "to prevent agencies from bouncing off each other's negative energy.") The forums also provided an opportunity to distill fact from fiction when it came to staff concerns. Hibri explained, "You cannot complain about any problem unless you can demonstrate the problem.... So we went from narrative and anger into a facts-based discussion."

The discussions constituted one of many approaches BSC employed to counter the negative impression that BSC's early performance had created. Another was focusing on transparency by releasing as much information as possible about peoples' concerns and how BSC was addressing them. The organization also sent monthly performance metrics to MTA leadership and created a steering committee with the executive vice presidents from the different operating companies. This provided another forum in which people could voice qualms; it also helped BSC to address those issues and manage customers' expectations. Finally, BSC asked people to prioritize concerns and developed an "escalation process" to address the biggest problems first.

The dialogue helped BSC to focus its mission and get a series of "quick wins" that bolstered its credibility. For example, while accounts payable had been a huge problem for BSC when it began, the organization reported to MTA's board that by 2014, BSC was late on just 44 of 500,000 invoices (a 99.99 percent success rate) and that only 20 invoices had been double paid. Benefits open enrollment had occurred smoothly as well, and payroll, probably the most vital of BSC's functions, was, as Hibri said, operating "cleanly." Within 12 months, Hibri and Ring had made substantial progress; BSC was now seen as a boon, not a bane, to MTA.

When MTA's COO, to whom Hibri reported, resigned, a new reporting structure was needed and BSC was moved into the CFO's organization. As Hibri explained, this was like walking into the "lion's den." MTA (which was in perpetual deficit) and its leadership, particularly the CFO, were always looking to generate savings—including potentially making budget cuts at BSC. Instead, BSC's leaders argued that in a \$14 billion agency, the greatest savings opportunities had to come from outside their 400-person operation. In fact, BSC even boldly requested \$49 million to update the PeopleSoft enterprise resource planning



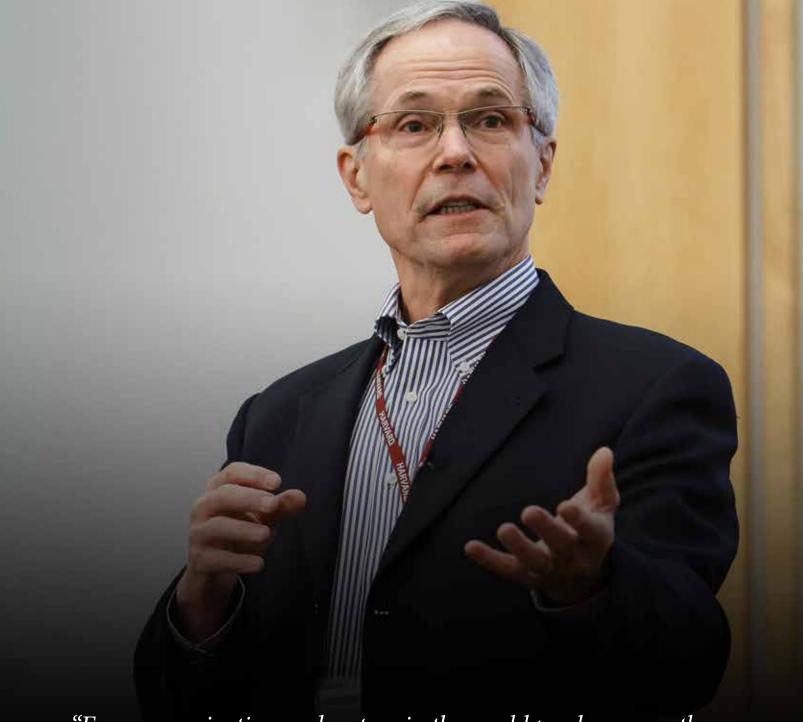
system that they had been using, arguing that it could be used as a platform for long-term MTA-wide standardization and efficiency. After less than an hour of discussion, the CFO backed the effort. Based on BSC's success at delivering shared services, MTA soon consolidated IT and non-operational procurements under Hibri as well.

Hibri and Ring have already delivered on part of the goal of generating recurring efficiencies. In 2015, BSC will save MTA \$18 million in operating costs and another \$45.5 million in cost avoidance from not having to replace old legacy systems across MTA's operating companies. The IT consolidation will deliver savings of 6 percent on a \$300 million IT budget, and next year they expect that figure to increase to 7 percent. Procurement consolidation is on the hook to generate over \$10 million in annual savings. And with PeopleSoft, MTA now has a common platform with cross-MTA data visibility. This creates the opportunity for further savings down the road.

Looking ahead, Hibri and Ring still have a long way to go to transform MTA's BSC into a fully "optimized enterprise." Nonetheless, they have already taken a critical step: by fostering an approach centered on facts, transparency, and "collaborative ownership," they have reshaped the organization's culture. As Hibri explained, they "needed to own the problem to fix it." Now they have to continue to seize that momentum and help move MTA to the "edge" of the "optimized enterprise" spectrum.

To learn more about this case session and watch the video, please go to URL

http://lnw.io/mta2015



"Every organization and system in the world produces exactly the results it is designed to produce and none other. If we want a different result, we need a different design."

Peter Hutchinson,Managing Director, Accenture



The Sharing Economy and the City of the Future:

Pathways Forward in Government

The sharing economy is flourishing. Lyft, Uber, SideCar, and other Transportation Network Companies have altered travel. Airbnb, HomeAway, VRBO, and other home-sharing platforms are disrupting how people use apartments, homes, and spare bedrooms. Platforms like TaskRabbit (a mobile marketplace for short-term hires), SnapGoods (a site for lending/borrowing highend household items), and Feastly (a marketplace for dining experiences) are taking off.

The growth of the sharing economy – also described as collaborative consumption, the collaborative economy, or the peer-to-peer economy – is creating challenges and opportunities for government. On the one hand, these platforms are upending traditional industries, challenging regulatory frameworks, altering how we understand and share assets, and shifting peoples' expectations. On the other, the sharing economy has produced valuable data, facilitated public-private partnerships, and illustrated how all organizations—private and public—can operate more effectively.

At the 2015 Public Sector for the Future Summit, experts discussed how government officials can leverage the sharing economy. Brooks Rainwater, the Director of the Center for City Solutions and Applied Research at the National League of Cities (NLC), explained how U.S. officials are responding to the sharing economy curiously and cautiously. Attendees then heard from Emily Castor, the Director of Transportation Policy at Lyft, and Anita Roth, the Head of Policy Research at Airbnb. They described their companies' public sector partnerships and how government can replicate elements of their operating models. Finally, attendees identified strategies to imbue the sharing ethos in the public sector.

"One of the areas that we've been really focused on is this idea of the city of the future, what are not just the best practices of today, but the best practices of 5, 10, 25 years from now. And within that context, we've really seen the sharing economy as something that's greatly impacting cities."

- Brooks Rainwater

Director, City Solutions and Applied Research Center, National League of Cities

The Public Sector Landscape

After leading three NLC studies on the sharing economy, Rainwater is convinced that this sector will be among the most important forces shaping U.S. cities over the next 10 to 25 years. Nonetheless, the research suggests that government officials are proceeding cautiously.

The first study¹ found that U.S. cities have welcomed some sharing economy firms. An analysis of how 30 U.S. cities approach home-and ride-sharing revealed that nine municipalities have welcomed both, and 21 are open to at least one. The implication, Rainwater explained, is that most leaders are "excited about" the sharing economy but not embracing it wholeheartedly.

The other studies—which included interviews with and surveys of U.S. municipal officials—crystallized why leaders are proceeding cautiously and what it would take for them to become more open. In particular, the analyses found that many leaders are attempting to minimize potential harms (e.g., safety concerns and damage to traditional providers) while maximizing the benefits (e.g., improved services, economic development, and increased entrepreneurship). Consequently, municipal officials are seeking more data to inform their approach.^{2,3}

The Private Sector's Perspective

The attendees then heard from Castor of Lyft and Roth of Airbnb. They discussed how they have partnered with (or are exploring collaborations with) local governments on issues like transportation policy and disaster management. Additionally, they focused on how government leaders can replicate elements of their work—principally resource efficiency, technology and data, and citizen-centricity—to increase value.

Castor and Roth highlighted how their firms have succeeded by using resources efficiently. Lyft recognized that many roads are congested, even though most cars have empty seats; they then created a carpooling app to transport people at a lower cost to them and the environment. Airbnb has helped people to monetize unused spaces while providing travelers unique accommodations. Operating in a resource-scarce environment, government leaders must be similarly creative.

Lyft and Airbnb have exploited these inefficiencies by harnessing technology and data. Lyft leveraged mobile communications technology to connect commuters and has employed data analysis to identify opportunities. For example, an examination of Lyft use in San Francisco and San Jose revealed that more than 22 percent of Lyft rides in those regions originate or terminate at commuter rail stations. Based on this data, Lyft is now discussing partnerships with public transit authorities to promote ridesharing as a last-mile option aimed at expanding access to rail stations and reducing parking congestion. Similarly, Airbnb has developed a digital platform and used data to highlight how it boosts household income, the local economy, and the environment. Municipal governments must also employ data and technology to identify opportunities and promote services.

Finally, Lyft and Airbnb have created customer-centric models. Lyft is thriving because it is flexible and reliable (people can get a ride when they need it); accountable (drivers have ratings, GPS tracking, and insurance); and incentivized (it is chic, and drivers are paid well). Similarly, Airbnb has catered to guests' desire for authentic experiences and hosts' hope for income. People have gravitated to both services because they simplify their lives; if governments do the same, the perception of the public sector would improve.



"We think a lot about cities. We think a lot about regulation. We think a lot about how we impact cities and what the opportunities are to bring all of that together."

Anita Roth
 Head of Policy Research, Airbnb

^{1 &}quot;The Sharing Economy: An Analysis of Current Sentiment Surrounding Homesharing and Ridesharing," Center for City Solutions and Applied Research, National League of Cities, 2014, available at http://www.nlc.org/Documents/Find City Solutions/City-Solutions-and-Applied-Research/Sharing Economy Brief.pdf (accessed on August 12, 2015).

^{2 &}quot;Cities, The Sharing Economy, and What's Next," Center for City Solutions and Applied Research, The National League of Cities, 2015, available at http://www.nlc.org/Documents/Find%20City%20Solutions/City-Solutions-and-Applied-Research/Report-Cities-the-Sharing-Economy-and-Whats-Next-final.pdf (accessed on August 12, 2015).

^{3 &}quot;Shifting Perceptions of Collaborative Consumption," Center for City Solutions and Applied Research, The National League of Cities, 2015, available at http://www.nlc.org/Documents/Find%20City%20Solutions/City-Solutions-and-Applied-Research/Brief%20-%20Shifting%20Perceptions%20of%20 Collaborative%20Consumption2015.pdf (accessed on August 12, 2015).

The New Enablers

The presentations reinforced that even though many factors have facilitated the growth of the sharing economy, the most important enablers have been technology, connectivity, and data. Thanks to the spread of mobile and sensor technologies, Global Positioning Systems (GPS), and data-mining and -matching, an organization can track an asset in real-time – enabling more extensive 24/7 sharing without paper-based tracking, phone calls, pleading, and cajoling. Data also makes it possible to identify trends in resource use and availability as well as patterns in behaviors and preferences. Finally, organizations can capitalize on mobile technologies to synchronize an asset with people who want to use it, and technology-enabled reviews and ratings foster transparency and accountability. These same factors can help governments maximize the use of resources.

Pathways Forward

Following the panel, participants identified steps public officials can take to adopt and adapt lessons from the sharing economy. These actions are encapsulated below under the Summit's four strategic transformation areas.

Optimized Enterprise

Optimized enterprises adopt more fluid, responsive business models that maximize public value and enable the sharing and shifting of resources, systems, and processes to meet new policy and programmatic goals.

- Create cross-agency inventory and repository systems that help departments identify underutilized capacity and sharing
 opportunities. For example, assess what resources (e.g., vehicles, office space, systems, equipment, and talent) are ripe for
 sharing and pilot programs to prove the benefits.
- Just as Lyft offered incentives to participants, governments should develop strategies to reach critical mass when launching shared services. For example, reallocate costs to incentivize sharing.
- Consider how to maximize existing resources. For example, Airbnb partners with cities that are hosting large events and
 experiencing a shortage in accommodations.
- Adopt sharing economy strategies to facilitate behavior change. For example, when it launched the real estate sharing
 initiative, the Commonwealth of Massachusetts created incentives for agencies to "right-size" their space and service usage,
 repurposed space to inspire co-location, and committed to improvement and communication to generate buy-in.

The Evidence-based organization

Evidence-Based Organizations track performance, benchmark against peers, measure outcomes, and use system data and data from programs and operating units to redesign operations and enable new levels of public value.

- Review existing data sources for assets and resources. For example, tracking gas usage or GPS information for fleet vehicles
 or billable hours for talent, can help to redesign operating models to maximize usage and value.
- Identify sharing economy data (e.g., information on tourism preferences) to inform planning, enhance understanding of
 constituent preferences and behaviors, and anticipate community needs.
- When launching pilot programs, officials should measure use and impact. This can help leaders refine programs, right-size
 assets, and strengthen the case for sharing.

The Agile Workforce

As societal challenges become more complex, government must develop a workforce with the agility and skillset to meet future demands.

- Prepare employees, organizations, and stakeholders for the cultural and behavioral changes necessary for sharing services.
 This might include altering mindsets about partners, shifting beliefs about ownership, and embracing new roles.
- Learn and employ customer service skills to build trust and buy-in across a sharing community.
- Share human capital expertise across government agencies. Many agencies are starting "innovation labs" that bring together
 experts from multiple agencies to solve challenges and incubate ideas and business models.



The Citizen-Centric Service

The citizen-centric government develops business models that engage citizens and partners in designing service offerings, providing feedback, and tracking service progress to improve customer satisfaction and leverage capabilities across boundaries.

- Partner with sharing economy platforms to create integrated services (e.g., addressing issues like last-mile transportation or developing nimble payment options).
- Prioritize reliability and accountability and build trust when developing resource-sharing models. In practice, this may
 mean building new interfaces and access points to government services, such as "apps" and mobile-friendly services.
- Like Lyft, which enhances mobility by increasing occupancy in personal vehicles, governments can look for ways to share
 assets with citizens. For example, many local governments are partnering with the private sector to repurpose underutilized
 government-owned real estate for commercial and community needs.

Conclusion

While leading these transformations will be challenging, participants were energized by the potential to make an impact. They realized that a sector that many public officials have greeted tepidly holds valuable lessons about how they can address pressing problems and help citizens. In short, they saw that they need to learn not just to regulate the sharing economy but also to harness its potential to sharpen their work for decades to come.

To learn more about this case session and watch the video, please go to URL

http://lnw.io/sharing2015



move from uptake to edge."

– Beth Niblock Chief Information Officer, The City of Detriot



Summary

There is no "secret sauce" for effecting change, but a pattern stands out about how the presenters at the Summit succeeded: they asked incisive questions when developing their strategies and mixed force and inclusion to implement their approach.

The presenters began by going back to the drawing board and asking how to generate new forms of value. They then addressed questions that blended proactive and reactive thinking. To steel themselves for the future, they explored how to embed dynamic capabilities in their operations and workforce. Meanwhile, they always had to be aware of short-term exigencies. Monitoring the present while analyzing the future was paramount.

While asking sound questions helped these leaders devise strategies, their ability to balance force and inclusion ensured that they could implement them. Officials in Washington and Idaho balanced tact and pressure to ensure staff buy-in; MTA leaders blended action and data-gathering to distill their priorities; and to change the FCC's IT system, Bray combined top-down goal setting with bottom-up solution finding. The implication is that no leader will have all the answers (and few employees will follow someone who claims to have them), but a diverse and collaborative approach can help an organization grow.

While there is no single recipe for change, there are common ingredients: analysis, collaboration, leadership, and an organizational culture that embraces change. If leaders can ensure the right mix of these elements, they can increase their legitimacy and effect citizen-centric transformation.

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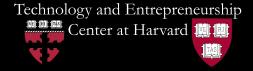
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Notes

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