April 2006

Delivering Australian Government Services
Service Delivery Capability Model
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Service Delivery Capability Model

A guide for mapping an agency’s capability to deliver multi-agency, multi-channel and customer-centric services
‘One of the things we lack in the public service is a consolidated focus on the delivery of services. We tend to look at service delivery as an afterthought rather than as a policy priority.’

The Hon. John Howard, MP, Prime Minister of Australia, 22 October 2004
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INTRODUCTION
Introduction

Effective service delivery involves a full comprehension of the Australian Government’s service delivery capability. This capability includes:

- people
- business practices
- facilities and equipment
- information and communication technologies
- knowledge
- accountability and governance.

For effective service delivery, agencies need to understand their own service delivery capabilities as well as the capabilities of the agencies they seek to collaborate with. Agencies need to utilise this capability effectively and collaboratively to improve service levels to customers and/or reduce costs to government. This means knowing what neighbouring agencies are doing and what their capabilities are, and using this knowledge to drive collaborative policy development and service delivery options.

In this context, the Australian Government Service Delivery Capability Model is one of the ‘strategic enablers’ for agencies seeking a whole of government perspective on working together. The Capability Model provides a common framework within which policy developers and implementation planners can identify and describe the capability required to deliver customer-centric services. It also facilitates the understanding and achievement of a networked government where capability providers and capability users are explicitly recognised.

Objectives

The Australian Government Service Delivery Capability Model aims to assist agencies by providing:

- a consistent and practical framework for describing service delivery capability
- a framework for describing the entire scope of the capability associated with a particular service delivery scenario (i.e. at whole of agency, or more particularly, at a targeted service offering)
- capability-based language to support and enhance communication between policy developers and implementation planners, and ultimately the implementation projects.

The Capability Model has therefore been designed equally for:

- policy developers
- implementation planners
- implementation teams (i.e. project teams) within individual agencies or groups of agencies.
Introduction

Capability

‘Capability’ is defined as: ‘the sum of all things that enable an organisation to deliver services’.

Successful, multi-agency capability is predicated on an agreed language and framework to describe, build and improve capability. A Service Delivery Capability Model must cover all things that enable an organisation to deliver services.

An organisation’s service delivery capability is static unless it is changed either by design or by default. All organisations are influenced by external and internal demands. The manner in which organisations deal with these demands will have an impact on their service delivery capability. An organisation’s capability can be moulded through planning and design, or it can atrophy through neglect or a lack of coordinated and strategic approach to development.

In the definition of ‘capability’ above, the emphasis is on ‘all things’, ‘enable’ and ‘services’. The breadth of consideration for ‘all things’ is important and this document breaks ‘capability’ down into ‘elements’ in the next section. The effective use of these ‘elements’ helps ‘enable’ the delivery of services. ‘Services’ bounds the scope of the capability to be described.

At the highest level, the scope of services for a capability statement could be defined as: ‘all services that an agency or a group of agencies delivers’. In this context, the capability is very broad. Alternatively, the scope of the service being delivered could be very specific (e.g. provision of visas). The capability required to enable the delivery of that service is a subset of an agency’s or a group of agencies’ total delivery capability.

For the Australian Government, the opportunity exists to address these issues from a whole of government perspective. This will ensure that its capabilities are best configured to address today’s service requirements and remain adaptable to meet future service delivery demands.
Overview of the Capability Model

The Australian Government Service Delivery Capability Model provides a comprehensive way of ensuring that all elements that comprise capability are considered during policy development, implementation, planning and execution. By using the Capability Model, departments and agencies are able to describe their service delivery capability in the same way, thereby facilitating communication and collaboration, and enabling services across government to be delivered in a more efficient and effective manner.

Note that the Capability Model presented here is one of several models that could have been used to describe capability. Alternate models include the Enterprise Architecture Business Model and the Capability Capital Model. The Australian Government Service Delivery Capability Model was selected for its simplicity, its ease and breadth of application, and its balanced presentation of all elements of capability.

It is important to remember that the capability description sits within an agency’s (or group of agencies’) contextual drivers (see Figure 1 below). That is, government strategy and requirements, relevant legislation, budget, and customer needs define the service delivery requirement and therefore bind the scope of the capability required to enable those agencies to provide service delivery outcomes.

Figure 1: Capability is the sum of all things that enable an organisation to deliver services

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1 Based on Noetic Solutions Pty Ltd OPPFIT-K© capability model, 2003.
Overview of the Capability Model

Elements of the Capability Model

In order to provide users with a consistent view of capability, the Capability Model is broken into capability elements. The following table summarises each element, with an expanded description provided in Appendix A.

<table>
<thead>
<tr>
<th>Capability element</th>
<th>Applied definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>People</td>
<td>The people and their collective skills, experience, tacit knowledge, culture, attitudes, relationships, and needs &amp; expectations necessary to deliver the desired service.</td>
</tr>
<tr>
<td>Business practices</td>
<td>The documented processes that underpin service delivery.</td>
</tr>
<tr>
<td>Facilities and equipment</td>
<td>The physical facilities and (non-ICT) equipment required to enable service delivery.</td>
</tr>
<tr>
<td>Information and Communication Technologies (ICT)</td>
<td>The systems for the communication, capture, classification, storage, management, retrieval and dissemination of knowledge.</td>
</tr>
<tr>
<td>Knowledge</td>
<td>The domain specific knowledge applied in service delivery, excluding tacit knowledge.</td>
</tr>
<tr>
<td>Accountability &amp; governance</td>
<td>The framework to determine accountability and governance for all aspects of service delivery.</td>
</tr>
</tbody>
</table>

The capability elements are designed to be exhaustive and mutually exclusive.²

‘Exhaustive’ means that, when considered in total, the capability elements permit the complete description of the capability enabling service delivery and that every component of that description has a home in one of the capability elements.

‘Mutually exclusive’ means that each component of that capability description will have only one home in the Capability Model. In practice this may mean that a capability may have to be broken into constituent parts.

To illustrate this concept, consider a library. At first glance a library is a capability that is delivering a service and would perhaps best reside in the facilities and equipment capability element. However, closer inspection shows that it is comprised of several capability elements:

- **people** – the staff of the library, their skills, experience, knowledge of business practices that haven’t been systemised or documented, etc.
- **business** – the processes associated with the management and operation of the library
- **facilities and equipment** – the building, furniture, shelving etc. that enables the library to function
- **information and communications technology (ICT)** – the library information management system (Some libraries have separate systems for the life cycle of their collection versus the function of lending to customers.)
- **knowledge** – the knowledge of the chosen catalogue system, etc. (noting that tacit knowledge of libraries and the service that they provide resides in the people associated with the library)
- **accountability and governance** – the authorisation/reporting framework in which the library operates together with any associated control mechanisms.

² Tacit knowledge is grouped within the people capability element to better reflect where this capability exists in a practical sense. In essence, this reflects the need to understand that to access tacit knowledge an organisation needs to access people. Understanding that tacit knowledge resides in people assists policy developers and implementation planners to both value that capability and to better understand the risks to an organisation should, for example, there be changes in the work place (internal or external pressures) leading to a greater turnover, or ‘churn’, of people.
Overview of the Capability Model

Not about competence or maturity

The Capability Model assists organisations to describe all things that enable them to deliver services. It does not directly support any determination of how well that organisation delivers those services (competence) nor does it address how well that organisation delivers those services in comparison with other organisations (maturity).

The Capability Model is not intended as a tool to facilitate assessment of organisational maturity or service delivery competence. In both cases there are practical limitations and constraints. The scope of services delivered by the Australian Government and the associated capability description are vast. It is considered impractical and beyond the scope of this Capability Model to contemplate the development of a capability maturity model and/or measures of competence for all capabilities for all service delivery scenarios. The costs of developing and maintaining such models would far outweigh any benefit to be gained.

Accordingly, determining organisational maturity and service delivery competence are important but need to be conducted within these practical constraints. To evaluate organisational capability maturity or service delivery competence, organisations should seek 'like for like' comparisons with other service delivery organisations throughout Australia and the world. A clear understanding of the differences between those organisations' unique service delivery contexts will be essential for meaningful interpretation.
Using the Capability Model

It can be helpful to start with the question: ‘What enables an organisation to achieve a specific service delivery outcome?’ An answer to this question calls for a search into the organisation. This may reveal that the capability is extensive, spanning aspects of accountability and governance, knowledge, information and communication technologies, facilities and equipment, business practices and people.

It follows that to change a service delivery outcome (or the way services are delivered), an organisation needs to consider the impact of the associated service delivery capability, and therefore each individual capability element.

Capability is tangible, not abstract. To be useful to policy developers and implementation planners, it is helpful to describe the service delivery capability in tangible terms. In other words, it is useful to ask the question: ‘Which, of the elements of the Capability Model do we need to modify/change/improve to affect a better service delivery outcome?’

The Capability Model can be applied in either a present or future context. It can be used to describe the current capabilities enabling a service to be delivered or to a future service delivery option under consideration. Figure 2, below, shows how the Capability Model supports the definition of current and future service delivery capability baselines. It also highlights a capability gap that exists between these two baselines. Examples of how the Capability Model can be used in both current and future contexts are provided in Appendix B.

The implementation challenge for any agency(ies) is to address the explicit capability chasm – that is, the gap between extant capabilities and those required to enable a new service delivery environment appropriate to the customers’ needs. It is this capability chasm that policy developers and implementation planners need to collectively and collaboratively address to ensure optimum outcomes for the Australian public.

In addition to developing an implementation plan and investing in the capability elements necessary to bridge the capability chasm, implementation requires effective and consistent leadership (one of the key ‘People’ elements in the model).

![Figure 2: Bridging the capability chasm](image-url)
Using the Capability Model

Enabling policy development and implementation planning

Part of the current core focus for the Australian Government is for implementation planners to work more effectively in parallel with policy developers. Implementation planners are responsible for assuring government that policy options under consideration are supported by robust implementation plans. Implementation plans equip decision makers with a better understanding of service delivery opportunities, true costs, risks and schedule implications. In essence, they describe the plan to move from the current service delivery capability baseline to the future service delivery capability baseline.

Step-by-step guides for using the Capability Model are provided in Appendix C. Importantly, the Capability Model encourages and supports those people working together to achieve better outcomes for customers of Australian Government services. Diagrammatically these relationships are depicted in Appendix D.

Policy developers

The Capability Model supports the work of policy developers. It provides a comprehensive view of the capability required to implement policy options and a consistent basis upon which to compare various policy options. The Capability Model enables policy developers to work in parallel with implementation planners to understand the true scope of the challenge to implement policy options and associated costs, risks and schedules.

Policy developers, in preparing policy options, are encouraged to consider customer-centric policies. Policy options will increasingly require the coordinated efforts of multiple agencies, working in collaborative or networked service delivery environments. Policy developers need to consider and understand the capability required to enable agencies to deliver customer-centric policy solutions. A collective understanding of the current capability baseline and the requirements of the future, fit for purpose capability baseline greatly assists this decision-making process.

Policy options may or may not involve trade-offs. Creating collaborative or ‘networked’ service delivery environments across multiple agencies presents many opportunities that need to be balanced by value-for-money considerations and associated implementation risks. Importantly, using a Capability Model highlights these issues and informs effective policy advice development.

Contemporary example – Tsunami emergency response

Just hours after the 2004 Tsunami disaster, the Department of Foreign Affairs and Trade (DFAT) and Centrelink were jointly developing a 24 hour emergency call centre to respond to the incident. DFAT and Centrelink already had a call centre agreement in place for an existing DFAT program involving passport applications. As such, the two agencies knew of each others’ capabilities and were able to implement a joint action plan and get the emergency call centre up and running in a short amount of time. A high number of staff volunteered their time to the call centre, which was then able to be open 24 hours a day. A subsequent review highlighted areas that could, and will, be strengthened should a circumstance arise again where an emergency call centre is needed.
Using the Capability Model

Implementation planners

The Capability Model supports the work of implementation planners who are working in parallel with policy developers in the preparation of future, customer-centric policy options. The Capability Model provides a consistent and common basis for describing the current capability baseline enabling the delivery of a specific service. For each policy option under consideration, implementation planners can prepare future capability baselines. The gap between these two baselines provides the basis for developing the implementation plans for each policy option. Implementation plans provide policy developers with the true scope of the implementation challenge for each policy option, together with their associated costs, risks and schedule.

In striving for whole of government solutions, implementation planners and policy developers should develop options based on new capability baselines for collaborative and networked solutions.

Implementation teams

The Capability Model assists implementation teams in a number of ways. Those who are charged with implementing policy decisions do so in an environment of reduced implementation risk. Whether the implementation team is operating within an agency or in a whole of government context, it can do so knowing that many of the implementation challenges were understood during the process of deciding the policy. In essence, the expectations concerning policy implementation outcomes can be better understood and defined from the outset.

Importantly, the Capability Model assists implementation teams in understanding the true scope of the challenge before them. It enables teams to better manage changes or variations to any of the factors that might impact on the implementation plan during its life. During the implementation of any strategic policy decision, some of the contextual drivers may change. The Capability Model assists implementation teams to understand the impact of those changes on the implementation plan and, before the impact on associated costs, risks, scope and schedule.

The Australian Government Service Delivery Capability Model … a key ‘enabler’ for a collaborative government to develop and implement customer-centric policies.
Appendix A: Service Delivery Capability Model

Definition of capability elements

The intent of these capability elements is to provide an exhaustive and mutually exclusive set of definitions. Every aspect of capability that enables service delivery should have a home in one of these definitions. These definitions are only valid for application at a particular point in time and are bound by the scope of the services under consideration. Note that the capability elements are highly coupled and any changes to a single aspect of a service delivery capability element will invariably impact on other capability elements.

<table>
<thead>
<tr>
<th>Element</th>
<th>Applied definition</th>
<th>Commentary</th>
<th>Scope/application (i.e. who / what the capability represents)</th>
<th>Interdependencies (i.e. those things that give effect to a capability or would need to be applied or modified to change the capability)</th>
</tr>
</thead>
<tbody>
<tr>
<td>People</td>
<td>The people and their collective skills, experience, tacit knowledge, culture, attitudes, relationships, and needs &amp; expectations necessary to deliver the desired service.</td>
<td>This element includes all of the explicit and implicit capabilities provided by people. It also includes the learning and development (training) capabilities of an organisation. Undocumented Business Practices, undocumented Knowledge, and Business Practices and Knowledge that are not captured in a system (i.e. by ICT) are also represented by People. This element also includes all of the people qualities needed to keep an organisation’s workforce effective, efficient, satisfied, motivated and safe.</td>
<td>Executive • Senior Management • Middle Management • Employees • In-sourced contractors • In-sourced consultants • Organisational structure</td>
<td>Learning and development strategy • Professional Development • Integrated Leadership System (APSC) • Targeted training • AWA’s &amp; Certified Agreements • Personnel Contracts • Consultancy Contracts • OH&amp;S requirements • HR functions • Social Clubs • Organisational charter &amp; values • Succession planning • Work force planning • Incentive/ motivational schemes</td>
</tr>
</tbody>
</table>
### Appendix A: Service Delivery Capability Model

<table>
<thead>
<tr>
<th>Element</th>
<th>Applied definition</th>
<th>Commentary</th>
<th>Scope/application (i.e. who / what the capability represents)</th>
<th>Interdependencies (i.e. those things that give effect to a capability or would need to be applied or modified to change the capability)</th>
</tr>
</thead>
</table>
| Business practices       | The documented processes that underpin service delivery.                             | This element of capability defines the systematic and ordered way in which People interact to deliver services. Business practices represent the vehicles that allow People to manage and use Knowledge, ICT and Facilities and Equipment in accordance with required Accountability and governance. Only documented practices are included in this element. That is, if all of the people in an organisation were replaced overnight with a brand new team, the "business practices" are the documents that allow the workings of the organisation to continue. | • All organisational levels  
• Job descriptions  
• Standard operating procedures  
• Project management methodologies  
• System development methodologies  
• Audit processes  
• Hard copy manuals  
• Business process models  
• Risk management methodologies and documentation  
• Corporate planning  
• Divisional and branch planning  
• Business process re-engineering  
• Political directives  
• Evaluation and reporting  
• Quality management practices | • Corporate planning  
• Divisional and branch planning  
• Business process re-engineering  
• Political directives  
• Evaluation and reporting  
• Quality management practices |
| Facilities and Equipment | The physical facilities and equipment required to deliver services.                  | This element of capability includes buildings, furniture, plant, machinery, permanent and disposable equipment necessary to allow People to work efficiently and effectively in the implementation of Business practices. All physical, non-ICT assets of an organisation are represented under this element.                                                                 | • Buildings  
• Building services (electrical, plumbing, environmental controls, security, etc.)  
• Office furniture & non-ICT equipment  
• Vehicles  
• Other technology (X-rays, biometrics, holographic imaging, research equipment etc.)  
• Lease arrangements  
• Building services contracts  
• Equipment provisioning and support arrangements  
• Relationships with research partners  
• Business continuity planning  
• Disaster recovery planning  
• Facilities planning  
• Equipment whole-of-life planning |
| Element                                      | Applied definition                                                                 | Commentary                                                                                                                                                                                                                                                                                                                                 | Scope/application (i.e. who / what the capability represents)                                                                                                                                                                                                 | Interdependencies (i.e. those things that give effect to a capability or would need to be applied or modified to change the capability)                                                                 |
|----------------------------------------------|--------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Information and Communication Technologies (ICT) | The systems for the communication, capture, classification, storage, management, retrieval and dissemination of knowledge | This element of capability defines the organisation’s real and virtual repositories and conduits of Knowledge and Business practices. That is, everything that is needed to allow People to source, extract and utilise Knowledge and Business practices as efficiently as possible. Business practices that have been built into ICT are included in this capability element. Any technology that is not predominately ICT has been classified as equipment. | • Systematisation of Knowledge and Business practices in applications  
• Information technologies  
• Communication technologies  
• Communication networks  
• Printing technologies  
• Intranet / Internet applications  
• Electronic records management  
• Portfolio management  
• ICT support arrangements  
• ICT service management methodologies  
• Business continuity planning  
• Disaster recovery planning  
• Communication planning  
• Recommended product lists  
• Security planning  
• Document management | • Portfolio management  
• ICT support arrangements  
• ICT service management methodologies  
• Business continuity planning  
• Disaster recovery planning  
• Communication planning  
• Recommended product lists  
• Security planning  
• Document management |
| Knowledge                                     | The domain specific knowledge applied in service delivery                            | This is the information content element of capability. The element represents the core organisational knowledge necessary to deliver services and includes intellectual property. It includes the explicit knowledge that may be captured in data, paper records etc., but excludes the tacit knowledge of People. | • Electronic records  
• Paper filing records  
• Information in physical archives  
• Information in electronic archives  
• Data / information management planning  
• Archiving policies and practice  
• Research practices and outcomes  
• Consultancy support  
• Centres of excellence | • Data / information management planning  
• Archiving policies and practice  
• Research practices and outcomes  
• Consultancy support  
• Centres of excellence |
| Accountability & governance                  | The framework to determine accountability and governance for all aspects of service delivery | This element constitutes all aspects of the framework within which services are delivered while remaining accountable to Government. It includes:  
• Legislative framework  
• Financial framework  
• Public sector accountability framework  
• Organisational development (change management)  
• Organisational learning | • Legislation  
• Chief Executive instructions  
• Audit processes  
• Corporate governance arrangements  
• Governance committees’ terms of reference  
• Corporate sections  
• Financial sections  
• Business sections  
• Procurement sections  
• Contractors  
• Sub-contractors  
• Outsourced service providers  | • Financial management accountability (FMA) legislation  
• Free Trade Agreements  
• APS code of conduct  
• Commonwealth procurement guidelines  
• ANAO guidelines  
• Financial assets (cash, depreciation of assets, etc.) |
Appendix B: Using the Capability Model - Examples

Note that the level of detail included in a capability description is dependent upon its purpose. A capability description for a team charged with implementing policy will be far more detailed than a high-level description supporting policy development and preliminary implementation planning. Example 1 attempts to identify the elements for consideration in support of policy development.

Example 1: Policy development

The following example is not extensive or complete but would form the basis and focus for further discussion with relevant and specific agencies and non-government stakeholders.

<table>
<thead>
<tr>
<th>Lead organisation: (example only)</th>
<th>Service delivery overview:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency A charged with development of policy</td>
<td>The Australian Government is strongly committed to encouraging more people to live and work in regional and rural Australia – specifically through increasing the number of migrants settling in regional Australia.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Capability element</th>
<th>Capability baseline</th>
</tr>
</thead>
</table>
| People | • Skilled immigrants  
  • Current existing skilled workers in regions  
  • APS employees across governments and agencies engaged in rural and regional development initiatives, education, health, employment, housing etc.  
  • APS employees engaged in immigration and visa issues  
  • Local government planners  
  • Regional and rural community groups  
  • Local business  
  • Residents of community  
  • State, territory and local government service providers |
| Business practices | • Range of government (agency specific) policies on immigration, health, education, employment etc  
  • Agencies business processes for paying and assessing assistance, providing support and assisting integration  
  • Regional and rural business employment policies  
  • Local schools enrolment procedures, curriculum and policies  
  • Immigrant processing, visa issuing processes etc. |
Appendix B: Using the Capability Model - Examples

<table>
<thead>
<tr>
<th>Lead organisation: (example only)</th>
<th>Service delivery overview:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency A charged with development of policy</td>
<td>The Australian Government is strongly committed to encouraging more people to live and work in regional and rural Australia – specifically through increasing the number of migrants settling in regional Australia.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Capability element</th>
<th>Capability baseline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities and equipment</td>
<td>• Accommodation in regional areas for immigrants</td>
</tr>
<tr>
<td></td>
<td>• Visa issuing facilities</td>
</tr>
<tr>
<td></td>
<td>• Physical location of APS employees</td>
</tr>
<tr>
<td></td>
<td>• Existing regional/rural infrastructure; hospitals, schools etc.</td>
</tr>
<tr>
<td>ICT</td>
<td>• Related visa software and hardware</td>
</tr>
<tr>
<td></td>
<td>• Servers/data holdings/networks (specific and currently existing)</td>
</tr>
<tr>
<td></td>
<td>• Communications equipment/infrastructure</td>
</tr>
<tr>
<td></td>
<td>• Web sites – access to electronic information etc. (specific and currently existing)</td>
</tr>
<tr>
<td>Knowledge</td>
<td>• Census data and information about the region</td>
</tr>
<tr>
<td></td>
<td>• Migrant records</td>
</tr>
<tr>
<td></td>
<td>• Health records etc.</td>
</tr>
<tr>
<td>Accountability &amp; governance</td>
<td>• Financial arrangements</td>
</tr>
<tr>
<td></td>
<td>• Coordinating body/department representation from jurisdictions/community etc.</td>
</tr>
<tr>
<td></td>
<td>• Review cycles</td>
</tr>
<tr>
<td></td>
<td>• Agreements between jurisdictions for delivery of services etc.</td>
</tr>
<tr>
<td></td>
<td>• Legal issues</td>
</tr>
</tbody>
</table>
### Example 2: Internal agency service delivery

The following example is not extensive or complete but would form the basis and focus for further discussion with relevant and specific service providers and stakeholders.

<table>
<thead>
<tr>
<th>Lead Organisation: Corporate Division of Agency B</th>
<th>Service Delivery Overview:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency B is a new agency. The newly formed Agency B Corporate Division need to implement an agency security identity management system for its employees.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Capability element</th>
<th>Capability baseline</th>
</tr>
</thead>
</table>
| **People**         | • All employees who required access to the agency building and workspaces  
|                    | • Contractors and consultants employed by the agency  
|                    | • Agency or contracted employees with responsibility for security policies  
|                    | • Companies who produce and support the enabling technologies for this process |
| **Business practices** | • Agency based security policies (pass issuance, access determination etc.)  
|                    | • Government wide security policies (PSM etc.)  
|                    | • Information management / updating procedures  
|                    | • Recruitment policies  
|                    | • CEIs |
| **Facilities and equipment** | • Building security systems (door access etc.)  
|                    | • Pass issuance systems (card printing etc.) (distributed and/or central)  
|                    | • External perimeter security  
|                    | • Cameras |
| **ICT**            | • Id management security software  
|                    | • Id management security hardware  
|                    | • Database of employees' security information/access rights etc.  
|                    | • Network infrastructure  
|                    | • Server  
|                    | • Redundancies  
|                    | • Information security protection  
|                    | • Hosting  
|                    | • ICON network, WAN/LAN etc. |
| **Knowledge**      | • Employees details  
|                    | • Agency access details |
| **Accountability & governance** | • Legislative framework (Public Sector Act, Privacy Act etc.)  
|                    | • APS Security policies – outlines responsibilities etc. |
Appendix C: Step-by-step guides

Example 1: Drafting a new policy

The ANAO Better-Practice Guide *Some better practice principles for developing policy advice* (21 November 2001) provides a number of principles and a checklist for developing policy advice. This better-practice guide has been used to inform the following.

The process of drafting policy advice involves policy developers and implementation planners working in parallel. Policy developers draft policy advice to best match the needs and expectations of a wide range of stakeholders. Implementation planners are concerned about how new policy will be implemented. Collectively the aim is to provide decision makers with relevant and timely policy advice supported by robust implementation plans that mitigate implementation risks.

The Australian Government Service Delivery Capability Model is one of the tools that can be used to support and assist the work of policy developers and implementation planners. The Capability model assists the development of policy advice by enabling a structured and complete definition of the capability required to deliver current and future government services and therefore serves as the basis for comparisons throughout the process.

Assuming that organisations establish projects to develop new policy proposals, the following guidelines have been structured according to a generic process for a policy development project. The generic process includes four stages to draft a new policy proposal:

Stage 1 (New Policy Project) Initiation

Stage 1 initiates the project by determining the focus area for new policy investigation and assigning people and other resources to the new project. Through strategic and business planning, the organisation determines the highest priority areas for new policy development. Policy developers and implementation planners are being encouraged to identify new policy opportunities from a customer-centric perspective. This may necessitate the involvement of other Australian Government agencies in the policy development process. The Capability Model could be used in this stage to:

- Update the organisation’s capability description, providing a high-level understanding of all of the things that enable that organisation to deliver services. This capability description could be used to inform business and strategic analysis (i.e. through examination of the capability description an organisation may be able to determine strengths and weaknesses, opportunities or threats, etc.).

- Provide more detailed capability analysis in areas highlighted by business or strategic analysis as being of significance to new policy development. For example, SWOT\(^4\) or PEST\(^5\) analysis may have determined an area of weakness or a threat to the organisation. The Capability Model could be used to further define and understand the organisation’s capability in those areas.

3 Note that this discussion centres on a basic waterfall project management methodology. In practice, however, some projects, or their underpinning system or software development methodology, will incorporate a more iterative approach. In an iterative methodology, planning and execution stages occur in shorter, repetitive cycles, where subsequent cycles (iterations) build upon the new information gained from the previous iteration. The Capability Model applies equally well to iterative or waterfall project management methodologies.

4 Strength, Weakness, Opportunity, Threat

5 Political, Economic, Social, Technological
Appendix C: Step-by-step guides

**Stage 2 (New Policy Project) Planning**

Stage 2 defines the new policy project once the focus area has been determined in Stage 1. In Stage 2, the project team would be actively engaging both policy developers and implementation planners to define the scope, schedule, cost and risks associated with the policy development project. The Capability Model could be used in this stage to:

- Develop high-level capability descriptions for each new policy option to be considered. These high-level capability descriptions give policy developers and implementation planners a starting point for planning the policy development project (i.e. understanding the complexity of the analysis required, the number and nature of stakeholders involved etc.).

**Stage 3 (New Policy Project) Development**

Stage 3 forms the core of the development of the new policy advice and may be iterative. In Stage 3, the project team would be fully formed and policy options would be considered in parallel as they are tested for their efficacy and ability to be implemented within the bounds of acceptable risks. The Capability Model could be used in this stage to:

- Develop detailed capability descriptions for each new policy option to be considered. These detailed capability descriptions would give policy developers and implementation planners a clear definition of the capability chasm to be crossed for each policy option as well as a clear idea of the associated scope, costs, risks and schedule of the implementation challenge.

**Stage 4 (New Policy Project) Closure**

Stage 4 finalises the policy project by presenting the new policy proposal for decision. The Capability Model could be used in this stage to:

- Define the capability required to enable an organisation (or group of organisations) to deliver the new policy proposal. This capability description would accompany the new policy proposal to further inform decision making.

**Example 2: Implementation**

The following guidance has been structured according to a generic process for an implementation project. An implementation project could be to implement a new policy proposal, to deliver a new service or to improve/refine an existing service. Each of these projects would follow a project lifecycle as described by the project management methodology (PMM) of the lead agency. Most PMMs are similar in structure and therefore, for the purposes of this guidance, a generic process is described below in four phases.

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Implementation Project) Initiation

The initiation phase defines and authorises the project. Depending on the project’s genesis (i.e. where, when and how the idea originated) the initiation phase can include feasibility studies to determine, through a process of evaluating alternatives, the best way forward. Clear descriptions of the project objectives are developed to document the reasons why a specific project is the best alternative solution to satisfy requirements. The Capability Model can assist the initiation phase by:

- ensuring that the true and complete scope of the project objective is understood by all stakeholders
- supporting the development and evaluation of alternatives (i.e. by assisting the development of multiple versions of a future capability baseline)
- supporting the documentation of the project scope (i.e. by assisting the development of a current capability baseline and the future capability baseline for the best alternative; the project scope being the difference between the two capability baselines).

(Implementation Project) Planning

The planning phase defines and refines project objectives and plans the course of action required to attain the objectives and scope that the project was undertaken to address. The Capability Model can assist in the planning phase by:

- providing a consistent framework for the progressive decomposition of project requirements and design elements into more detailed descriptions with all relevant stakeholders
- facilitating stakeholder impact analysis (i.e. by identifying all of the various capability elements and determining which stakeholders are affected by or who can influence that capability element or modifications to that capability element).

(Implementation Project) Execution

The execution phase integrates people and other resources to carry out the project management plan for the project. The Capability Model can assist in the execution phase by:

- providing a consistent and logical framework for the management of all project components
- supporting the control of amendments to project scope, either as the result of project risks being realised or in response to changes in the project’s environment (i.e. supports understanding of the true impact of any change proposals).

(Implementation Project) Closure

The closure phase formalises acceptance of the product, service or result and brings the project to an orderly end. The Capability Model can assist in closure phase by:

- providing a consistent framework for describing the new capability baseline, as achieved by the project
- providing a logical framework to support any post-implementation review activity (i.e. to assess the effectiveness of the project in achieving stated benefits and in achieving the proposed new capability baseline).
Appendix D: The Australian Government Service Delivery Capability Model - a strategic ‘enabler’

Investment is required to fill the capabilities chasm between current and future service delivery capabilities.

Core focus:
- Policy Development
- Implementation
- On-Going Governance
- Implementation (staged where appropriate)
- Value Capture

Common capability language enables development and execution of implementation plans (connected or otherwise).

Options:
- Networked
- Collaboration
- Silo
Appendix E: Resources

Frameworks

Delivering Australian Government Services – Access and Distribution Strategy

Multi-channel service delivery opens up a complex array of possibilities for interconnections both within and between agencies. This challenges traditional service delivery approaches, organisational paradigms, existing business process and information management practices. In order to achieve change, agencies can no longer always act unilaterally. They need frameworks and tools to assess, plan and coordinate their efforts for those services that are more effectively delivered by collaborative multi-channel networks. The Access and Distribution Strategy provides these frameworks and tools.

Australian Government Technical Interoperability Framework

An important step to achieve seamless delivery of services across government is making sure that the tools we use to do business are compatible. Interoperability, or enabling seamless connections, is fundamental to reducing the cost of government and improving service outcomes to citizens. The technical interoperability framework provides this foundation of common standards to support collaboration across government agencies, the community and business sectors.

Australian Government e-Authentication Framework (AGAF) for Business

Australian businesses conduct a wide range of transactions with Australian Government agencies using various delivery channels including the internet. To manage some of the risks associated with online transactions, the Australian Government has developed the AGAF for Business. The AGAF for Business is based on a set of principles for e-authentication for the whole of government: these include transparency in government, cost-effectiveness, risk management, consistency, trust and improved privacy for citizens. The AGAF for Business recognises that different types of transactions need different e-authentication mechanisms, depending on the level of risk involved. As such, it is based on four assurance levels that are matched to the risk associated with a transaction.

National Service Improvement Framework

Government is continuously striving to improve and provide seamless service delivery to citizens. The National Service Improvement Framework aims to facilitate projects requiring collaboration within and between government at all levels. The National Service Improvement Framework website provides a knowledge base that will assist Local, State/Territory and Australian government departments and agencies in the effective implementation of cross-jurisdictional projects.
Appendix E: Resources

Case Studies

Transforming Government Volume 1: Achievements in e-Government

Transforming Government: Achievements in e-government reviews particularly successful and innovative uses of new technologies by the Australian Government and highlights how this has transformed the way in which government transacts with customers, provides information, and organises its internal processes.

Transforming Government Volume 2: Enhancing Productivity

Australian Government departments and agencies are using new technologies to increase productivity, build internal capability and improve customer focus. The case studies featured in this publication highlight the approaches to the development of applications that have been particularly successful as well as challenges encountered and lessons learned. This publication is the second volume of Transforming Government.

The TIGERS Report

The TIGERS Program was an innovative e-government trial program undertaken by the Australian Government in collaboration with the Tasmanian state and local governments between 2000 and 2003. The sponsors of the program were the Commonwealth Minister for Communications, Information Technology and the Arts and the Premier of Tasmania.

TIGERS was a unique program in the way it explored the opportunities and issues that arise in the more advanced stages of e-government: the provision of integrated services involving multiple agencies and multiple jurisdictions.
Studies

E-government Benefits Study

The current e-government initiatives provide a strong foundation for meeting the Government’s objectives of increased reach and impact of e-government. Achieving the next step will require increased demand for and maturity of e-government, supported by improved management practices. This study identifies many examples of significant benefit to citizens, businesses and intermediaries through the government’s adoption of online delivery of services.

Australians’ Use of and Satisfaction with e-Government Services

When people contact government they can use a variety of channels. That is, they can go to an office, use a telephone service, access information via the Internet, send a letter, or use a third party. When people contact government they may be contacting the Australian, state/territory or local government services.

This report outlines how people are using these different channels to contact the three levels of government in Australia. It also examines the level of satisfaction they have with those services and their preferences and expectations. By better understanding what’s happening across the three levels of government, agencies will be better placed to design services to meet future demands and expectations.

Measuring the Efficiency and Effectiveness of E-Government

Australian Government policy is that agencies use the Internet to deliver all appropriate programs and services. This has led to considerable agency investment in Internet-based service delivery. The Australian National Audit Office, examine whether agencies are measuring the efficiency and effectiveness of the services and programs they deliver through the Internet.

Future Challenges for E-government

This series of papers on e-government was commissioned by the Australian Government Information Management Office through the Institute of Public Administration of Australia (ACT Division). The topics covered are community collaboration; multi-channel delivery; collective accountability; privacy and legal issues; accessibility; value and evaluation; and organisational and management issues. The views expressed in the papers indicate the depth of debate surrounding e-government in Australia.
Appendix E: Resources

Tools

Delivering Australian Government Services – Managing Multiple Channels

Australian Government agencies deliver a wide range of services to a diverse range of customers across numerous channels. This use of multiple channels (e.g. shopfronts, call centres and the Internet) is also commonplace within both government and industry environments.

This guide was developed to provide Australian Government agencies with insight into the strategic considerations for developing a robust channel strategy and guidance for aligning customer needs, services outcomes and channel mix.

Demand and Value Assessment Methodology

The Demand and Value Assessment Methodology assists agencies in developing transparent and auditable assessments of demand and value propositions for online-government programs. These propositions underpin the business case and assist in substantiating the viability of the initiative, justifying resource investment and in demonstrating transparency and accountability, a key objective of the Better Services Better Government strategy. The methodology provides for a consistent approach across agencies.

Better Practice Checklists

These checklists have been created to help web managers, business unit owners, and others quickly enhance their understanding of a range of issues associated with the provision of services online. The checklists are short documents which provide information in a simple, non-technical manner. Further information can generally be obtained from documentation and contacts referred to in the checklists.

Guide to ICT Sourcing

The Guide to ICT Sourcing for Australian Government Agencies was released in May 2004. This is a document for Australian Government agencies that are dealing with Information and Communication Technology (ICT) sourcing issues. The guide was developed in response to a growing need among agencies for clear and objective information about ICT sourcing. This is not a policy document or rule book, but presents options for strategic decision-making about ICT sourcing. It describes how agencies manage ICT sourcing based on a four-phase lifecycle, which starts with a decision about whether to change the current sourcing strategy, and concludes with an approach for transitioning to, and managing, a new sourcing solution.