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## The Future of Innovation: 21st Century Models of Governance

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### Setting the Context

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I still remember staring at the telephone. It was one of those big, cream-colored, boxy things with three plastic buttons, one for each line, and a big, red plastic “hold” button. No voicemail, no speakerphone, no conference calling, no automatic redial. I had not seen a phone like that in years.

It was 1993, and my first day on the staff of the new president of the United States, Bill Clinton, and the new vice president, Al Gore. The phone was in the Executive Office of the President—a building within the White House complex and a few hundred yards away from the center of power of the most powerful government in the world. Yet, the phone on my kitchen counter was more sophisticated.

Eventually the White House complex got phones that did what modern ones at that time could do, and we got computers, e-mail, and most of the other things that characterize modern offices. But, I still remember that phone. For the full four-and-a-half years I spent there working on reinventing the federal government, every step forward—from closing obsolete agriculture field offices to passing major procurement legislation to putting government services on the Internet—was greeted with a chorus of complaints from congressional and interest group protectors. As the famous and late management guru Peter Drucker wrote, we were accomplishing things that were remarkable in government, but that would not be so anywhere else. Perhaps that was why, in spite of a series of modest and not-so-modest victories, I never got rid of the nagging suspicion that the government we were trying to reform was like that phone—functioning, but at the same time, hopelessly obsolete. We were operating on a corpse, or rearranging the deck chairs on the ill-fated ship, the *Titanic*, or filling the hole in the dike with chewing gum. You get the picture.

Eight years later, after I had left the government, that feeling came back to haunt me. On September 11, 2001, the United States experienced the largest terrorist attack on its soil in history, and the obsolescence of the government was put into stark relief. Organizations that had defeated the Nazis, the Japanese, and then the Soviet Union, were no match for a handful of terrorists. With the attacks on the World Trade Center and the Pentagon, the defense establishment had to face up to the fact that it had been built in another era and was practically impotent in the face of problems of the twenty-first century.

Four Septembers later, the government failed once again. When a massive hurricane hit New Orleans, the wealthiest government in the world was caught unaware and unprepared. In the pictures beamed round the world, the US government looked no more competent than one in the third world when it came to protecting the health and welfare of its citizens.

In the coming century, the US will look to government to fight a war on terror; deal with the potentially emergent economies of China and India; fund the enormous retirement and health care costs of an aging population; and cope with unanticipated crises, many of which will be natural in cause. It goes without saying that this will cost a great deal of money. But, of equal, if not greater importance is the fact that this will require a government more flexible, more creative, and more able to cope with uncertainty than the government of the twentieth century. My new book, *The End of Government as We Know It: Making Public Policy Work*, is dedicated to the topic of policy implementation in this new century. It is a book about the business of government that goes beyond the ends, to grapple with the means of government.

The cases in this panel transcend the tired politics of the left and the right, presenting a new way of governing—one that is more modern, more flexible, and less bureaucratic. It shows how, by looking beyond bureaucratic options, we can increase the capacity and effectiveness of government in the twenty-first century. And, I am very happy today to have three innovators who will present examples of such new forms of public policy development. The first of the innovations will be presented by Lee Bowes, President of America Works. America Works is one of the oldest and most respected welfare-to-work organizations. In 1996, when welfare reform was enacted in the United States, this company led the way in offering former welfare recipients the skills that allowed them to successfully transition to employment. Next, we will hear from Martyantonett Flumian, who will describe the successful collaborative efforts of the Canadian subnational and national governments in citizen identification. Finally, Carlo Flammet, of Formez, will talk about how the Italian government is eliminating duplicative waste in program development, by sharing best practices and lessons learned.

**Elaine C. Kamarck** is a Lecturer in Public Policy who came to the Harvard Kennedy School in 1997 after a career in politics and government. In the 1980s, she was one of the founders of the New Democrat movement that helped elect Bill Clinton president. She served in the White House from 1993 to 1997, where she created and managed the Clinton Administration's National Performance Review, also known as reinventing government. At the Kennedy School, Dr. Kamarck served as Director of Visions of Governance for the Twenty-First Century and as Faculty Advisor to the Innovations in American Government Awards Program. In 2000, she took a leave of absence to work as Senior Policy Advisor to

the Gore campaign. She conducts research on twenty-first century government, the role of the Internet in political campaigns, homeland defense, intelligence reorganization, and governmental reform and innovation. Kamarck received her doctorate in Political Science from the University of California, Berkeley. Dr. Kamarck is the author of *The End of Government as We Know It: Policy Implementation in the 21st Century*.

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21st Century Models of Governance

### **Shifting the Paradigm of Public Policy Delivery: The Role of America Works**

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#### **What was the problem?**

During the early 1980s, welfare rolls were skyrocketing even as unemployment was falling. There was interest in creating solutions to this problem: public sentiment had turned against the US welfare model and government seemed unable to create a new public policy model for gainfully employing welfare recipients.

#### **What was the innovation?**

America Works designed a program that demonstrated that women on welfare wanted work, not welfare, and could be successful in obtaining and keeping jobs. By proposing a plan where recipients would only be paid if they got and kept a job for six months, America Works was able to present a package to state governments showing a tremendous return on investment. America Works showed that by quickly getting someone a job and building support services, such as job coaching and outside social services, the retention rates and success of the model was very attractive to the government.

America Works created a market for its company in Ohio, Connecticut, and New York by running successful demonstrations for each state in major cities. These demonstrations gained national publicity. Politicians and their staffs traveled to the sites to learn more about how they could reduce welfare, get people working, and reduce costs. At the same time, the Democratic Leadership Council (DLC) and the Manhattan Institute began to write about and study the effects of the broader issues of welfare reform. They wrote articles, which included America Works and had outside researchers conduct studies.

**What were the obstacles?**

State and federal laws prevented new forms of program delivery, including performance-based contracting.

**What were the results?**

Members of Congress began to introduce bills for welfare reform. This included both Republicans and Democrats. Finally, in 1996, Bill Clinton signed historic federal welfare reform legislation. At that point, America Works expanded its programs to both using its model to run programs and consulting with groups concerning how to market the population to the business community. Twelve years later, welfare rolls have decreased 60% nationwide. Through a creative partnership between first local, and then federal, governments, the hands-on experience of America Works helped (as one of many players) shape a government reform that most agree has been uniquely successful.

**Lee Bowes** is Chief Executive Officer at America Works, a post she has held since 1987. While a graduate student at Columbia University's School of Social Work, she formulated her theory that employment should be central to social policy. Rather than emphasizing income support and social services, policy should be directed toward providing jobs. In 1978, Dr. Bowes joined the nonprofit Transitional Employment Enterprises (TEE). The Ford Foundation and MDRC (formerly, the Manpower Demonstration Research Corporation) founded TEE to operate the national supported work demonstration. It was here that she designed the private sector model that is the foundation of America Works. Currently, Dr. Bowes directs all activities of America Works' \$7 million business. America Works is a 25-year-old, for-profit company that has placed over 100,000 people in jobs throughout the United States. America Works has advocated such policy initiatives as welfare reform; performance-based contracting; work first; and, most recently, prison-to-work. Dr. Bowes also serves as an Adjunct Professor at Columbia University's School of International and Public Affairs, where she lectures on human resource management, social policy, and innovative management techniques. She has recently completed a book on human resource management under contract with Harpers, and she is widely published in journals such as *The New Democrat*, *The Entrepreneurial Economy*, and *Social Policy Research*. Dr. Bowes is a frequent guest and speaker at associations on welfare-to-work. Most recently, she has appeared at the Public Welfare Association, the Democratic Leadership Council, the Renaissance Weekend, and the Association of Community Development Corporations. She holds a doctorate in Sociology from Boston University.

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**The Role of BuoniEsempi.it (Good Practices in Public Administration)**

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**What was the problem?**

Successful public administration experiences in Italy were usually framed in a local context. When a local Italian authority encountered a problem, it created and implemented a project without knowing that a local authority in another Italian region had already been implemented the same project. The lack of promoting, sharing and enhancing Italian experiences in innovation caused a considerable waste of energies in terms of costs and efforts. The project BuoniEsempi.it (Good Practices in Public Administration) is changing that.

**What was the innovation?**

BuoniEsempi.it ([www.buoniesempi.it](http://www.buoniesempi.it)) represents the most comprehensive data bank of innovations in public administration in Italy. The BuoniEsempi.it data bank has been in operation since May 2003. The data bank collects projects and successful experiences in innovation from all levels of government: central, local, even primary and secondary schools and academies. It promotes the value of each “good practice” in a context that stresses the transferability of learning and experience. BuoniEsempi.it is also a way of sharing learning; for example, training sessions focus on models of innovation and interactive communication methodologies for both the Internet and digital television. In other words, learning is even available through one’s personal computer at home or one’s mobile telephone.

The BuoniEsempi.it database currently houses about 2,250 projects, organized and classified by content criteria. It includes project support documentation, and shares operating materials, guides, interactive tools and papers from laboratories. The data bank is updated weekly through cooperation with the administrations themselves, and a dedicated staff of high-level editors.

Beginning in July 2004, an international section of the Web site ([international.buoniesempi.it](http://international.buoniesempi.it)) became operational. Its aim is to share experiences in innovation, to collect European good practices, and to foster horizontal cooperation among public administrations in Europe.

**What were the obstacles?**

The lack of a “digital culture” made it difficult, in the beginning, to make the BuoniEsempi.it project understood among potential contributors and users. Access to the Internet is growing quite quickly in Italy, yet we still have to work to stimulate a culture of interaction among all levels of public administration. Also, “learning from sharing” experiences is a concept that still needs to be promoted in the public administration.

**What are the results?**

There are myriad results. One very interesting project is Partecipa.net ([www.partecipa.net](http://www.partecipa.net)), which is an e-democracy project of the Emilia-Romagna Region of 4 million inhabitants. It began in September 2005, and is one example of institutional collaboration that promotes participation through the new mechanisms and a new information system.

The project includes the following areas: digital citizenship development, information society actions and projects, cooperation among government administrations, and networks and technologies. It was created through a partnership that includes 22 public administrations and nine associations from the region. It uses and integrates best practices developed regionally: UNOX1, Demos, and CRC (regional centers of competence in e-government). It provides for evaluation of results and has created a committed working community. According to Partecipa.net, e-democracy allows the local government to reach the following objectives:

- a) It improves administrative transparency that increases institutions' and citizens' attitudes towards self-responsibility, and promotes collective learning by spreading and sharing information too often not well understood by citizen.
- b) It increases the effectiveness of administrative actions and supports political institutions in defining problems through appropriate analysis and evaluation of solutions.
- c) It increases the efficiency of administrative actions and broadens the approval area of the administrations.

As of today, Partecipa.net involves 42% of about 88% of Emilia-Romagna population over the age of 15. That percentage corresponds to the population of seven municipalities and two provinces. It is equivalent to more than 1,600,000 inhabitants. The project pays particular attention to young people, focusing on students of the regional high schools, aiming to involve at least 20% of them (about 24,000 students). Currently, six administrations of different institutional levels (regions, countries, and municipalities) have implemented the toolkit provided by Partecipa.net. They have created more than 100 online informative newsletters, 15 discussion forums, and 10 mailboxes for questions. In the same

Emilia-Romagna region, they have also implemented indicators for measuring government performance, with quite a good success in improving the performance and quality of services.

The participation toolkit has always been thought to be an easy tool that can be used by all agencies. Its greatest benefit is its ability to be adapted and reused. In fact, it consists of different tools, which work separately or together, to match the needs of the different citizens groups. The kit software modules are very affordable. The innovative aspects of Partecipa.net have also been recognized by the United Nations. The project was selected as a finalist for the UNPSA (United Nations Public Service Award) in 2007.

**Carlo Flamment** was born in Rome in 1955. In 1978, he graduated from the La Sapienza University in Rome with a First Class Honors Degree in Economics. Between 1977 and 1978, he studied at the London School of Economics. Then he attended courses in management, finance, and business at IMEDE (now IMD) and INSEAD Business Schools in Fontainebleau, France, and Lausanne, Switzerland, respectively. Mr. Flamment then became a Member of the Board of Directors of the Financial Investment Agency of the Regione Lazio (Filas), and in 1993 was elected President of Filas. From 1993 to 1997, he held the position of Councilor and President of the Council Committee “Roma Capitale” for the Jubilee 2000. In December 1999, he was nominated as President of FORMEZ, a position he currently holds.

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### **Identity Management: Unlocking the Door to Multi-jurisdictional Collaboration in Transforming Service**

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#### **What was the problem?**

Research in Canada and around the world shows that citizens continue to find government complex, fragmented, frustrating, and hard to access. What citizens say they want is timely, consistent, personalized, and convenient service. They will consent to sharing information if it is more convenient to transact their business with government. With their consent, information given to one government agency can be accessed by multiple jurisdictions. With appropriate protection, access to information enables governments to serve citizens in a far more transparent fashion while reducing the costs to government. The process of establishing and “creating” identity begins at birth. This is one of the most important roles that governments will continue to play.

A short time ago in Canada, registering a birth in the province of Ontario was a lengthy and time-consuming process. It was complicated and actually engaged governments across departmental and jurisdictional boundaries. It involved many departments and multiple forms. Some of the process had to be undertaken in person and some by mail. The application and issuance of documents had to follow a predetermined sequencing that was not obvious to citizens.

At a minimum, parents had to complete three separate paper applications for three different levels of government. They included obtaining a birth registration, a birth certificate, and a Social Insurance Number. After submitting the birth registration to the municipality, they had to wait to receive confirmation before they could apply for a birth certificate from the province. Then when the birth certificate arrived, they could apply to the federal government for a Social Insurance Number.

**What was the innovation?**

Working in close partnership, the province of Ontario and Service Canada introduced the Newborn Registration Service, an innovation that enables parents to register their baby's birth, apply for the child's birth certificate and their Social Insurance number, all at the same time. Before parents leave the hospital, they are provided with a birth information package that encourages them to apply for their baby's registration online. When they do so, they are offered the additional service of requesting their baby's birth certificate and Social Insurance Number without having to go through three separate processes and application forms and without having to duplicate the required information.

**What were the obstacles?**

In Canada, the constitution mandates that the management of vital events information be handled at the provincial level. Over time, this has resulted in all levels of government collecting information and managing it in their own way for their own purposes. Understanding this and scrutinizing it has allowed multiple levels of government to work together in a very different way.

It took a great deal of dialogue, time, and trust to build relationships that allowed all governmental actors to put the interests of the citizen ahead of program, budget, and traditional methods of delivery that had resulted in the existing systems. All jurisdictions had to trust that one could collect and manage the transfer of information to all. They had to believe that this would enhance the integrity and quality of data to all.

Through the partnership, new possibilities were explored for changes and improvements. The team had to answer such questions as: Is it really possible to collect information once and use it often? How would privacy protection, accuracy, and transparency of citizen information be enhanced? How could jurisdictions improve collection and use of



information? And, finally, could service be provided for multiple jurisdictions at point of contact?

Senior levels of management at both the federal and provincial governments had to be engaged. A dedicated project management team was established to sort out the issues associated with implementation. A joint business and technology team was also appointed to work through all of the business issues. These groups reported all obstacles back to a Steering Committee. The process took over two years to make implementation of the service a reality. The teams were multidisciplinary. They involved policy, program, operations, legal, and technology expertise.

### **What were the results?**

By streamlining the three application processes into one integrated online service, the Newborn Registration Service has cut the time for processing important identity documents in half. Continuing improvements in the processes continue to result in enhanced speed of service and further cutting the processing time from months to weeks.

In addition to increasing operational efficiencies and speed of service, the Newborn Registration Service offers parents the assurance that the privacy of their personal information is protected. The service has the advantage of enhancing the data that is captured and maintained in provincial and federal registers. The electronic application process greatly reduces the number of errors that tend to plague paper-based processes.

There is no doubt that developing partnerships leverages the potential for collaboration across governments. By leveraging each other's capabilities, governments are able to improve service, and at the same time, lower costs. The collaborative potential is enormous. This partnership also allowed governments to share "the back office". As confidence has grown as a result of this success, the parties are increasingly looking for ways to increase the members to the partnership, adding greatly to the numbers of services that can now be added. Programs and services now under consideration include health cards, passports, child education savings grants, child tax benefits, and childcare payments. The possibilities are endless. In the process, two levels of government working together have also "created" a very direct link between the role of governments in managing identity on a continuum that begins at birth and includes services and programs. Citizens' expectations that multiple levels of government with complementary programs work together to achieve interlinked outcomes has also been achieved. This was achieved by understanding that managing identity in a collaborative fashion provides the backbone to "joining up" services from many jurisdictions.

**Maryantonett Flumian** is Senior Fellow in the Program for Networked Government at the Graduate School of Public and International Affairs, University of Ottawa, Canada. She holds

a bachelor's in History from the University of Toronto, a master's in History from the University of Ottawa, and is completing her doctoral studies at the University of Ottawa on the administrative history of the Treasury Board Secretariat of Canada. At the University of Ottawa, she has also been an Executive-in-Residence and the 2006 Jarislowsky Chair in Public Management. Professor Flumian is a seasoned senior executive at the Deputy Minister level in the Canadian federal Public Service with more than 20 years of large-scale operational experience in the economic, social, and federal and provincial domains. She is the visionary that created Service Canada, the federal government's focal point for one-stop service delivery to Canadians that places the needs, expectations and priorities of citizens and communities at the center of the design and delivery of services. Professor Flumian sits on the advisory board of the Harvard Policy Group for Network-Enabled Services and Government of the Leadership for a Networked World Program at the Harvard Kennedy School. She also serves on the advisory group of the Government 2.0: Wikinomics, Government and Democracy global research project.