

Chair  
Cabinet State Sector Reform and Expenditure Control Committee

## **Demonstrating Better Public Services: Christchurch innovations**

### **Proposal**

- 1 This paper informs Ministers on progress and next steps for the Christchurch Innovations Project, now part of the Better Public Services Programme.

### **Executive summary**

- 2 The Canterbury earthquakes provided a 'perfect storm' for innovation; the status quo was not an option. The Public Service in Christchurch responded to the earthquakes with innovative approaches to service delivery and design. Those innovations provide live demonstrations of Better Public Services (BPS).

#### *Sustaining Christchurch innovations and applying the lessons to business elsewhere*

- 3 We need to take full advantage of the lessons learned from the innovations in Canterbury (captured in the four case studies in Annex 1). This does not mean simply rolling out those initiatives to the rest of the State Services. Some could be directly replicable elsewhere, but in general their value lies in being demonstrations of new ways of working and methods that can inform and drive change elsewhere: a 'graft and grow' rather than a 'cookie cutter' strategy for up-scaling successful innovations. They demonstrate the value of:
  - Citizen/business-centric service design to eliminate multiple interactions with different agencies and ensure more effective service delivery
  - co-production with the private and community sectors, to tap into the best available capability (form and funding follows function)
  - co-location and collaboration between agencies as a foundation for joined-up services, to reduce agency silos and to enable efficiencies through shared infrastructure
  - the use of information sharing and technology to drive better services (better outcomes the driver; efficiency the by-product)

#### *Christchurch as an innovation zone and harbinger for Better Public Services*

- 4 The need to build new infrastructure in Christchurch offers a unique opportunity to redesign government services and to test innovative models of service delivery. Key opportunities include:
  - the renewal of the education network across greater Christchurch, building on arrangements trialled following the earthquakes (e.g. shared campuses, use of portacoms, shared facilities with community services)
  - renewing accommodation arrangements for government services in Christchurch that are both more efficient and galvanise cross-agency collaboration. This is also an opportunity to test the value of BPS functional leadership. Specific case studies include:
    - office accommodation for regional management and corporate support functions as an 'anchor project' in the rebuild of the CBD

- building a long-term integrated service delivery network in Christchurch, and prototyping options for service transformation and BPS Result 10 in the interim (e.g. Shared front of house pilot)
  - A Public Safety Hub as a shared campus for justice sector and emergency services in the CBD.
- 5 Agencies and groups of agencies responsible for these initiatives are requested in this paper to report back to the State Services Commission (SSC) by 31 October. SSC will prepare a consolidated report to Cabinet on sustaining Christchurch innovations by 30 November 2012. This will also include examples of where Christchurch innovations have informed BPS result action plans or where approaches to delivering results have been prototyped in Christchurch. Some early examples of this are included in this paper.
- 6 In addition, central agencies are preparing advice on the development of the Christchurch rebuild as a 'result area' which would include clear leadership, a governance regime, and capability to ensure optimal co-ordination of and support for initiatives to rebuild Christchurch as a potential model of 21<sup>st</sup> century State Services.

*Building on Christchurch innovations to embed innovation capability across the State Services*

- 7 Christchurch offers lessons about what enables innovation to flourish. This includes:
- Top-down sponsorship enables bottom-up innovation. Engagement of front-line staff is crucial. Christchurch public servants were given permission to "do whatever it takes"; they showed initiative and agility in their responses.
  - Capability in innovation tools and methods is essential for designing new solutions to presenting problems. A number of the Christchurch initiatives were enabled by pre-existing innovation capability, in particular in Inland Revenue's (IR) service design team.
- 8 Christchurch was about 'disruptive innovation' or 'innovation by necessity'. The challenge now is to create a seismic shift in innovation activity across the State Services without the context of a crisis. This means creating the systemic incentives to innovation (demand, mandate, expectations) and capability (guidance, methodologies). The Christchurch innovations project forms part of BPS work to embed innovation across the State Services. The attached A3 outlines the trajectory of that work; from 'innovation by necessity' to 'innovation by design'.
- 9 The project sits at the interface of two of the Government's four priorities: rebuilding Christchurch and Better Public Services, and responds to the Prime Minister's call for "A public sector that embraces innovation"<sup>1</sup>.

## **Background**

- 10 On 14 November 2011 Cabinet considered a paper 'Capturing Innovations from the Canterbury Experience to Improve Public Service for New Zealanders'. Cabinet directed central agencies to report back to the appropriate Cabinet Committee with advice on how Public Service Canterbury innovations have been integrated into business as usual and applied more broadly to date [CAB Min (11) 41/12 refers].

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<sup>1</sup> Prime Minister's speech in launching the BPS report and 10 BPS Results. 15 March 2012.

### *Project partners and governance*

- 11 SSC leads this project in partnership with the Canterbury Earthquake Recovery Authority (CERA) and the Christchurch Government Leaders Group (CGLG). A Governance Group, chaired by SSC with representation from DPMC, Treasury, CERA and CGLG, is overseeing the project and approved the case studies. SSC has also convened a reference group of chief executives from agencies responsible for the innovations documented in the case studies, from: CERA, CDHB, Department of Internal Affairs (DIA), Inland Revenue (IR), Ministry of Education, Ministry of Justice (MoJ), Ministry of Social Development (MSD).

### *Project overview and trajectory*

- 12 The project is now an integral part of the BPS Programme. The trajectory of the project is presented in the attached A3, "From innovation by necessity to innovation by design":
- Sustaining the existing innovations (four case studies in annex 1), drawing the lessons from them and applying them, where appropriate, to business elsewhere
  - Christchurch as an innovation zone, applying deliberate and co-ordinated capability to help drive the Christchurch rebuild, and to prototype models of service delivery and design for the rest of the country as demonstrations of Better Public Services
  - Drawing lessons from Christchurch to help build innovation capability across the State Services.

### **Sustaining existing Christchurch innovations – applying the lessons elsewhere**

- 13 The Christchurch innovations project began with four case studies demonstrating examples of innovative public service delivery and/or design emerging in response to the earthquakes. The organisations involved in the initiative, the value added by the initiative, what the innovation demonstrates in terms of better public services, its potential scalability, and next steps for the initiative appear in annex 1. They are:
- **CDHB's shared care record view (eSCRv)**, an on-line cloud-based system for sharing patient information between health professionals
  - **Recover Canterbury**, a joint private/public hub supporting earthquake-affected businesses with advice, mentoring, referrals (to government as well as professional services) and grants
  - **Justice Services Recovery** including centralised scheduling and the use of alternative facilities that enabled the maintenance of court proceedings despite significant damage to infrastructure
  - **Earthquake Support Co-ordination Service (ESCS)**, co-production between government agencies and NGOs to provide support for families and households following the earthquakes.
- 14 The cross-cutting themes emerging from the Christchurch innovations offer lessons for the future design and delivery of public services in New Zealand.

### *Citizen/business-centric service design – designing services around the user*

- 15 Citizen-centric service design, building services around people's needs, was a constant theme running through the case studies. Both Recover Canterbury and the Earthquake Co-ordination Support Service used a tailored support model with clients being assessed on need and being offered varying levels of support, from 'light touch' to full wrap-around services based on that assessment; a triage approach to service provision. Both examples provided a co-ordinated service with multiple access points; there was

'no wrong door'. The sustainability of these models and the cost and benefits in different policy contexts will need to be evaluated over time. They provide live demonstrations of channel strategies for providing services and information (on-line, telephone, in-person etc.).

- 16 Building services around citizen needs was a key theme of the BPS Advisory Group report and is one of the Guiding Principles of the Service Transformation Programme. This includes providing a simplified service experience for clients and reducing the need for multiple interactions with different agencies. The Christchurch experience will help inform the development of options for BPS Results 9 and 10 aimed at improving government interactions with New Zealanders.

#### *Co-production – makes the most of available capability*

- 17 The BPS Advisory Report argued that citizen/business participation is a powerful driver for delivering better services and value for money and that more use could be made of best-sourcing to drive improved performance in New Zealand state services. Christchurch provides practical examples of the value of co-production.
- 18 CDHB's eShared Care Record was the product of multiple stakeholders, public and private, coming together to design and agree on a mutually beneficial system (funded by CDHB). Recover Canterbury and the Earthquake support co-ordination Service are further examples of co-production and tapping the best expertise available, whether public, private or community based, with funding and form following the desired function.
- 19 The Earthquake Support Co-ordination Service demonstrated a new approach to contracting with NGOs, involving providing funding to backfill the roles of staff seconded into the ESCS rather than the standard 'contract-for-service' approach.

#### *Co-location – the foundation for joined up services*

- 20 Co-location and secondments to other agencies changed how public servants thought about their work and their operating environment. In Christchurch staff gained valuable insights from the opportunity to see how other agencies operate and for those staff working in Recover Canterbury and the Earthquake Support Co-ordination Service, a better understanding of the business and community sectors respectively. For example, interviews conducted with IR and Work and Income staff<sup>2</sup> revealed that they now see 'joined up government service' as the way of the future. Despite differences in organisational culture and functions, they recognised similarities in customers and types of services and the potential to realise efficiencies by sharing information and facilities while providing clients with the "best possible assistance available". The Christchurch experience confirms the value of co-location in front-facing services and provides a practical example of how common results have the power to break down agency silos.

#### *Information sharing and use of technology drives better services and improves efficiency*

- 21 The Christchurch innovations show multiple examples of information sharing and the use of technology to drive better services, with improved outcomes the driver and efficiency the by-product.
  - Faster treatment, less duplication of diagnostic procedures and reduced acute admissions are some of the efficiencies facilitated by shared access to patient records, without the associated cost of having to design a central data base or replace existing IT systems in CDHB's eSCRV. The eSCRV cost approximately \$1M with ongoing administrative costs expected to be marginal. Sharing is enabled using cloud technology and has the potential to be used nation-wide.

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<sup>2</sup> Inland Revenue and Ministry of Social Development Staff views of Joined up Government Service in Christchurch, Inland Revenue/Communications and Inquiry National Research Unit, November 2011.

- The Earthquake Support Co-ordination Service shared client information (with a consent process)<sup>3</sup> between government agencies and with the community partners involved. Recover Canterbury similarly involved sharing information across agencies. This facilitated faster and better referrals and better services to clients.
- Centralised venue location, a centralised inbound calling function, and text messaging were used to enable essential Court services to be maintained following the earthquakes; the initiatives provided a practical application of work underway in the Ministry and are being fed into future Justice sector planning.

22 We need to maintain the enabling environment in Christchurch to support and to monitor the current and emerging initiatives over time. This is crucial for testing the sustainability of those innovations and future iterations and for assessing their ongoing value including in other contexts. Some might be appropriate to an emergency situation and the transition phase but have diminishing returns under business as usual. Moreover, agencies such as IR deployed staff and resources into the emergency response in Christchurch which would need to be redeployed under business as usual. In order to reap the full benefits of the innovations, relevant agencies need to monitor and evaluate the initiatives, including with cost-benefit analysis, and assess how they can be applied to their business elsewhere. It is proposed that agencies report on progress achieved by October 31 this year. The SSC will coordinate agency report backs on the current and emerging innovations into a single, consolidated report on sustaining innovation in Christchurch government services by 30 November 2012.

### **Christchurch as an innovation zone and a harbinger for Better Public Services**

23 The need to build new infrastructure in Christchurch offers a once-in-a-lifetime opportunity to redesign government services and to test innovative models of service delivery. This should build on the lessons learned post-earthquakes, for example to maximise the opportunities for co-location and to design services around user needs. Several big opportunities stand out.

#### *Rebuilding Education facilities in greater Christchurch – Education Renewal Recovery Programme*

24 The rebuild of education facilities in greater Christchurch offers a unique opportunity to test new approaches to governance, provision of school facilities, and property (shared infrastructure/facilities with other community services) building on some of the interim arrangements introduced following the earthquakes (split shifts, shared campuses, use of portacoms for early childhood education).

25 The focus for renewing the education network will be on strengthening the delivery of education and on student achievement as opposed to property driven solutions. The Minister of Education anticipates innovative options that will include:

- community solutions such as a community based social welfare and education hub for Early Childhood Education through to secondary education provision
- shared facilities with both Council and tertiary institutions and between primary and secondary education
- options that will provide better support for learners to transition between primary and secondary education and on into other forms of tertiary education.

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<sup>3</sup> Sharing of personal information is allowed in emergency situations under the Privacy Act. The Privacy Commissioner communicated the Christchurch Earthquake (Information Sharing) Code 2011 (Temporary) to clarify the conditions under which personal information could be shared. The Privacy Commissioner has since commissioned research into the use of the Code: <http://privacy.org.nz/christchurch-earthquake-information-sharing-code-2011-temporary/> (accessed 25 May 2012), the results of which will feed into the development of a new code of practice applicable to any national emergency.

26 On 10 May 2012, the Minister of Education launched a consultation document, "Directions for Education Renewal in Greater Christchurch", focused on strengthening the future delivery of education for Christchurch learners and on improving student achievement. A request for comments closed on 31 May 2012 and will inform key decisions scheduled for August 2012.

27 *[Withheld under s9(2)(f)(iv) of the Official Information Act].*

#### *Office accommodation for government services in Christchurch - trialling Functional Leadership*

28 Government agencies' need for new accommodation in Christchurch provides the opportunity to develop innovative accommodation arrangements that are both more efficient and galvanise cross-agency work seeded during co-location following the earthquakes. This work is being lead by the Property Management Centre of Expertise (PMCoE) in MSD with support from IR secondments. There are two key phases of work: securing Government office accommodation for regional management and corporate support functions as an anchor project in the CBD rebuild and a longer-term service delivery network (in-person public interface sites). The intention is to take maximum advantage of the opportunity to prototype service delivery designs in the interim phase leading to a sustainable longer-term integrated service delivery network in Christchurch.

29 There is currently an opportunity and a necessity in Christchurch to exercise strong and coordinated functional leadership in relation to the rebuild of government services. The State Services Commissioner has already tasked the chief executive of MSD, as the functional lead for property, with providing the specification for government office accommodation to be included in the Christchurch CBD blueprint. Chief executives of public service and non-public service departments are required to consult the chief executive of MSD in the early phases of accommodation planning and to gain his approval, prior to contractual commitment, of all government office accommodation decisions in Christchurch.

30 The BPS programme has prepared advice for Cabinet on strengthening functional leadership in the areas of property, ICT and procurement. This paper is proceeding concurrently with a paper on 'Accelerating Functional Leadership for Better Public Services' which seeks agreement for a specific mandate for the chief executive of MSD to sign off on all departmental property decisions in Christchurch. These papers are consistent with one another and are intended to be mutually reinforcing. Christchurch provides an opportunity to operationalise and test the value of functional leadership.

#### *Shared front of house – prototyping service transformation*

31 Decisions about government's overall property strategy provides a limited window to implement some different approaches to face to face service delivery in Christchurch. Evidence from existing initiatives in Christchurch, from the national rollout of Community Link centres, and from similar front of house consolidation in other jurisdictions, confirms that integrated government service delivery has benefits for citizens as well as for agencies. These models put citizens at the forefront; services are designed around meeting their needs efficiently and effectively. Moving from an agency centred service delivery approach to a citizen centred one requires consideration of issues such as the alignment of technology, work practices, business processes and employment agreements. There is a significant opportunity in Christchurch to experiment with different delivery models and to trial a number of short term options in the interim phase, before longer term accommodation options are fixed.

- 32 MSD, IR and DIA are working (with other agencies) to identify options, both interim and longer term, for a shared front of house capability aligned to wider government property decisions. Options will be developed iteratively, starting from relatively low levels of integration, such as sharing physical premises, and thereafter increasingly integrating work processes and supporting technology. This will necessitate integrated service design from the outset, providing opportunities for the approach to be prototyped and subsequently developed for all of government application. A report with options is anticipated for the relevant Ministers' consideration in late August 2012.

*Public Safety Hub (Justice Sector and Emergency Services) – opportunities for co-location*

- 33 Police, NZSIS and DIA Fire Service, as well as Ambulance and local government Civil Defence and Emergency Management are working together on a proposal to co-locate and to integrate some areas of service delivery into a shared campus in the CBD. The proposal draws on overseas models. It involves a re-think of infrastructure and property arrangements and an analysis of the synergies between agencies. As part of the anchor project within the CCDU blueprint, synergies between the Justice Sector and Emergency Services will be sought through shared custodial services, shared office accommodation, shared emergency operations centres and a suite of shared facilities (e.g. parking, ICT, training and meeting rooms). Use of a multi-agency emergency operations centre and enhancement of emergency management capabilities including training, skills development and processes for anticipating responses to a range of events will also be shared.
- 34 Drawing on arrangements following the earthquakes several other examples of co-location in this sector are already operational or being explored:
- Ambulance services are being accommodated at the New Brighton Police Station
  - Police, Fire Service, and Ambulance services are progressing the concept of a joint facility at Lyttleton (on the existing Fire Service site and neighbouring property)
  - Police and the Fire Service are exploring a joint facility in Akaroa
  - Police are building a temporary facility to replace the stressed Christchurch Central Police Station. This temporary facility will continue to house the joint Police/Fire Communications Centre and provide accommodation for the NZSIS and Corrections (Probation).
- 35 Improved partnerships between Justice sector services can enhance the client journey across the sector, especially by extension to NGO and social and mental health services. The Sector Recovery Project includes an indicative business case which will include options for the Youth Court to locate separately from the adult justice system and alongside social services. Co-location of justice agencies and community based organisations will also be explored, building on agencies' shared experience at Ngā Hau e Whā marae following the earthquakes.

*Strengthening overall leadership – a co-ordinated approach to rebuilding and redesign*

- 36 Taken together, these projects (alongside the rebuild of CDHB facilities) represent significant capital investment and a key part of the Christchurch rebuild. A deliberate and co-ordinated approach to the rebuild and redesign process is required. Responsibilities for functional leadership have been allocated for securing accommodation for government services. The Canterbury Government Leaders Group has built the foundations for cross-agency co-ordination. We propose to strengthen this leadership including stronger links to Wellington. Central agencies are preparing advice on developing the Christchurch rebuild as a 'result area' with clear leadership,

governance regime and capability to ensure optimal co-ordination of and support for initiatives to rebuild Christchurch as a potential model of 21<sup>st</sup> century state services.

#### *Delivering BPS Results - testing approaches in Christchurch*

- 37 The willingness to try new things in Christchurch means that there is scope to test new approaches to service provision, including to deliver BPS Results. Christchurch can serve as an innovation zone for Better Public Services where new models of service delivery and design can be tested, prototypes developed and debugged, and the scalability to the state services overall assessed.
- 38 Christchurch is referred to in Result Action Plan (RAP) for the Result 10 Service Transformation pilot. The proposed Action Plan for Result 9 includes consideration of piloting shared suburban 'shop fronts' for non-electronic interactions with business, as well as drawing from the Recover Canterbury website experience to build more integrated online services to business. The three Justice sector agencies are building on the Christchurch innovations to inform options for a possible integrated service delivery model across the three agencies, which would draw in social and health sector organisations as appropriate, in support of BPS Results 7 and 8 on reducing crime. This work is assessing opportunities for service delivery within wider community contexts that would also support those Results. Further opportunities to link BPS Results with relevant Christchurch innovations are being sought as the BPS RAPs develop.

#### **Embedding innovation across the state services - from 'innovation by necessity' to 'innovation by design'**

- 39 Most of the Christchurch initiatives were 'innovation by necessity'; the status quo was not an option. Christchurch public servants innovated and continue to operate under difficult and uncomfortable circumstances. Christchurch can however, offer lessons about what enables innovation to flourish.

#### *Leadership and permission are crucial enablers of innovation*

- 40 People on the ground in Christchurch could innovate because they had explicit permission from senior leadership to "do whatever it takes". The tolerance for risk taking was higher because the risk of not trying something new was greater, although this was not uniform across agencies (some regional staff had stronger decision rights than others; inconsistent regional boundaries had a further impact on the ability to act without referring to head office).
- 41 Permission and clear goals articulated by senior leadership are key enablers of innovation; top-down sponsorship enables bottom-up innovation. A study of high-performing innovative public and private sector organisations and sectors<sup>4</sup> concluded that a key characteristic of those organisations is having leadership that is passionate about goals, but is permissive about how to reach those goals. Innovation is not just a question of unleashing creativity or coming up with bright ideas. Innovation 'by design' requires investment in capability, a focus on users, expertise in the use of innovation methods, as well as strong mandates to experiment and to take bounded, informed and well-managed risks. It requires engagement with staff at the front-line where new ideas often generate.

#### *Capability in innovation tools and methods is essential for making it happen*

- 42 A number of the Christchurch initiatives were enabled by pre-existing innovation capability and experience in applying innovation tools, methods and disciplines to presenting problems. The IR service design team based in Christchurch was

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<sup>4</sup> David Albury, Director of the Innovation Unit, United Kingdom, "Creating the conditions for radical public service innovation", Australian Journal of Public Administration, Vol 70, no. 3, 2011, pp227-235.

instrumental in several of the innovations (in particular Recover Canterbury and the precursor and proposals for the Shared front of house). IR has developed a service design capability over the past seven years. Service design as a method, has a strong focus on the customer and their experience as the starting point for designing services, and is a recognised method for driving innovation in the public sector.

- 43 Similarly, the CDHB has established a reputation for investing in innovation. Its overall shared vision was developed through a series of participatory workshops and the showcasing of innovative ideas and models of care, involving over 2000 stakeholders, providers, consumers and health professionals. The earthquakes expedited the implementation of the shared care record but the foundations were pre-existing.
- 44 IR and CDHB are exploring the potential to co-locate their service design functions in Christchurch in order to share skills and knowledge. This could provide a prototype to inform the development of some future cross-agency innovation capability at the national level about which some initial cross-agency (SSC, Treasury, DIA) discussions have already been had.
- 45 While there are pockets of innovation across the state services in New Zealand, in general there is a relative dearth of capability and experience in utilising innovation tools and collaborative methods. SSC intends to conduct further case studies on organisational capability for innovation testing the exemplars of IR and CDHB against international research on high-performing innovative organisations and sectors. This forms part of the BPS innovations work stream.
- 46 The challenge now is to take the lessons from Christchurch to drive BPS work to embed innovation into a business as usual context; to create a seismic shift in behaviour without the context of a crisis. This could be enabled by the creation of an 'innovation infrastructure' for the state services, including systemic incentives (demand, mandate, expectations) and support (guidance, funding, methodologies) to move from 'random innovation' (the pockets of innovation we have now) or 'innovation by necessity' (responding to crises such as the Canterbury earthquakes) to a new state of 'innovation by design'.

#### *Disseminating innovations – mechanisms for 'scaling up' and 'scaling out'*

- 47 The Christchurch innovations provide demonstrations of new ways of working and methods that can inform and drive change elsewhere: a 'graft and grow' rather than a 'cookie cutter' strategy for up-scaling successful innovations. Innovations applied elsewhere need to be built to fit local conditions, but they can draw on the lessons from Christchurch.
- 48 Publicising the innovations is a means to encourage up-take and adaptation, both within (scaling-up) and between agencies (scaling out). The case studies demonstrate what is possible in a State sector context; they will be promoted through various means and forums. The first of these was the presentation of the Christchurch Innovations to Ministers and senior public servants – Seismic Shifts – held on 12 June.
- 49 The Leadership Development Centre (LDC) is planning a series of clinics for LDC members based on the Christchurch innovation case studies to give senior public servants a more in-depth look at how the lessons learned from those initiatives can be translated into business elsewhere. An LDC clinic specifically for Christchurch managers is also planned. The clinics will take place in the second half of 2012.

#### **Communications**

- 50 A communications strategy has been developed to publicise the Christchurch stories more widely and to promote the value of innovation as a driver of Better Public Services. Written versions of the case studies will appear on the SSC/BPS website from 30 July 2012. We also seek Cabinet agreement to make this paper available on the SSC/BPS

website. Other material is being produced, including video footage of Canterbury public servants and their private and community sector partners and clients, telling their own innovation stories that can be tailored to various audiences. Forthcoming opportunities to tell the Christchurch stories include an IPANZ seminar and the LDC clinics referred to above. Other opportunities will be sought to present Christchurch innovations as demonstrations of BPS through the BPS communications strategy.

## **Consultation**

51 Greater Christchurch Innovations Governance Group, the Canterbury Government Leaders Governance Group, CERA, MSD, IR, DIA, MOH, MED, TPK, Ministry of Education, the Police, CDHB, and Treasury have been consulted on this paper. DPMC has been informed. The views of some recipients of the services referred to in the case studies were canvassed. The PSA has also been consulted.

## **Financial implications**

52 There are no financial implications in this paper.

## **Human rights implications**

53 There are no human rights implications in this paper.

## **Legislative implications**

54 There are no legislative implications in this paper.

## **Regulatory impact analysis**

55 There are no regulatory implications in this paper.

## **Publicity**

56 As noted above, the Christchurch innovations case studies will be publicised via SSC/BPS website and opportunities will be sought to include the Christchurch stories in various speaking engagements.

## **Recommendations**

57 It is recommended that the Committee:

- 1 **note** that the public service responses to the Canterbury earthquakes resulted in innovative approaches to public service design and delivery.
- 2 **note** that the Cabinet directed central agencies to report back to the appropriate Cabinet Committee with advice on how Public Service Canterbury innovations have been integrated into business as usual and applied more broadly to date [CAB Min (11) 41/12 refers].
- 3 **note** that four key Christchurch innovations have been documented as case studies by the State Services Commission, and are summarised in appendix 1:
  - Shared Care Record View
  - Recover Canterbury
  - Earthquake Support Coordination Service
  - Justice Services Recovery

*Sustaining existing innovations, and applying them to business elsewhere*

- 4 **direct** the following agencies to report to SSC by 31 October 2012 on how the case study innovation has been sustained in Canterbury, what they have applied from the case study to their business elsewhere, how the initiative has been evaluated, and any next steps:
- The Ministry of Health, in consultation with CDHB, in relation to the electronic shared care record view
  - IR, in consultation with MED, MSD and NZTE in relation to Recover Canterbury
  - MOJ in relation to the Justice Services Recovery case study
  - MSD, in consultation with CERA, IR, and TPK in relation to the Earthquake support coordination service.

*Maintaining momentum and support for new innovations*

- 5 **Direct** the following agencies to report back to SSC by 31 October 2012 on progress with the new initiatives identified as innovation case studies in this paper:
- DIA, in consultation with MSD and IR, in relation to the Shared Front of House initiative
  - Police, in consultation with the Ministry of Civil Defence and Emergency Management and the New Zealand Fire Service, in relation to the Public Safety Hub
  - The Ministry of Education, in relation to the education renewal recovery programme
  - MSD, in consultation with DIA and MED on progress with the re-establishment of government office accommodation.
- 6 **Agree** that the report-backs will be co-ordinated by SSC and provided in a single, consolidated report to Cabinet on sustaining innovation in Christchurch government services by 30 November 2012.

*Strengthening leadership for the rebuild of Government services in Christchurch*

- 7 **Note** that the State Services Commissioner has tasked the chief executive of MSD, as the functional lead for property, with leading government office accommodation decisions in Christchurch, and has asked all chief executives of public service and non-public service departments to gain his approval, prior to contractual commitment, of all government office accommodation decisions in Christchurch.
- 8 **Note** that a paper 'Accelerating Functional Leadership for Better Public Services', being considered concurrently with this paper, provides advice for Cabinet on strengthening functional leadership in the areas of property, ICT and procurement and includes a specific mandate for the chief executive of MSD to sign off on all departmental property decisions in Christchurch. The proposals in both papers are consistent with one another and are intended to be mutually reinforcing.
- 9 **Note** that central agencies are preparing further advice on developing the Christchurch rebuild as a 'result area' with clear leadership, governance regime and capability to ensure optimal co-ordination of and support for initiatives to rebuild Christchurch as a potential model of 21<sup>st</sup> century State Services.

*Developing innovation capability across the State Services*

- 10 **note** that the SSC will conduct a further case study focusing on the development of organisational capability for innovation, using exemplars from the Christchurch innovations (IR and CDHB).
- 11 **note** that Christchurch offers further opportunities to prototype changes envisaged in the Better Public Services programme including BPS Results and is an integral part of ongoing BPS work to embed innovation methods and capability into the State Services generally.

*Communications*

- 12 **Note** that the Christchurch innovations case studies will be publicised through the SSC and BPS websites from 30 July and that opportunities will be sought for telling the Christchurch stories more widely.
- 13 **Agree** to the release of this report on the SSC/BPS website.

Hon Bill English  
**Deputy Prime Minister**

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Hon Dr Jonathan Coleman  
**Minister of State Services**

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## Annex 1. Case studies

### Shared care record view (eSCRV)

Who and what
<p>CDHB (Lead), Pegasus Health, Canterbury Community Pharmacy Group, Nurse Maude, and Orion Health</p> <p>The Shared Care Record View (eSCRV) is a secure on-line system for sharing patient information between the health professionals (hospitals, pharmacies, GPs, laboratories and nursing services) above. Progressive roll out to all Canterbury health providers by year end.</p>
Value added
<ul style="list-style-type: none"> <li>• Faster treatment, shorter waiting times</li> <li>• Reduction in acute admissions</li> <li>• Avoids duplication of procedures (e.g. x-rays)</li> <li>• reduces vulnerability to a disaster (paperless records)</li> <li>• information sharing allows for more integrated approach to case management in future</li> </ul>
Demonstrating
<ul style="list-style-type: none"> <li>• Public/private partnership – strategic partnership between CDHB &amp; private providers (Orion Health developed the technology to allow access to other related health information systems through secure portal/cloud technology)</li> <li>• Information sharing – all partners have mutual access to patient information</li> <li>• Co-production – developed collaboratively by various stakeholders</li> <li>• Better services through use of technology (cloud technology meant no changes to individual business processes or software required)</li> <li>• Value of innovation capability – product of application of innovation method (service design) and customer-centric approach in overall CDHB service strategy. Other innovations, e.g Health Pathways, are also being adopted across whole of South Island and parts of Australia</li> </ul>
Scalability
<ul style="list-style-type: none"> <li>• Directly applicable to other DHBs (interest signalled from South Island DHBs) and overseas health authorities (Australia). Could be rolled out across the country to integrate delivery and provide timely and effective care regardless of where a patient presents</li> <li>• Information sharing model relevant to Result 10</li> </ul>
Next steps
<ul style="list-style-type: none"> <li>• MoH have noted that the approach by CDHB to create a patient centred single health system based on clinical integration across the continuum of care is relevant for all other districts. The eSCRV experience has value for IT investments in health and the attempts to find a mechanism to enable the sharing of primary healthcare with the rest of the sector</li> <li>• Report back on progress to SSC by 31 October 2012</li> </ul>

## Recover Canterbury (RC)

Who and what
<p>Canterbury Development Corporation and Canterbury Employers' Chamber of Commerce, IR (Lead), MED, NZTE, MSD, DOL</p> <p>Recover Canterbury is a hub supporting earthquake-affected businesses with advice, mentoring, referrals to government, as well as legal, financial, professional services, and grants. Includes call-centre and website. Team of Business Recovery Coordinators (BRCs) works with clients to develop a personalised action plan for recovery with milestones to measure progress.</p>
Value added
<ul style="list-style-type: none"> <li>• Integrated service providing seamless support for businesses affected by the earthquakes and access to government &amp; commercial expertise in one-stop-shop</li> <li>• Improved engagement between business and government - improved understanding by government staff of business needs/methods and of business of government functions and services</li> <li>• Good results - potential business failure reduced (also relates to employment support subsidy) , business feedback positive (some businesses now 'giving back')</li> </ul>
Demonstrating
<ul style="list-style-type: none"> <li>• Co-production – public/private collaboration</li> <li>• One-stop shop/Co-location - highlights synergies in services and improved customer insights/service</li> <li>• Customer-centric service design and delivery. One “toolkit” of public and private support/information available to business</li> <li>• Role of innovation capability – IR service design team involved in development</li> <li>• Information sharing – use of IR information made accessible to other government RC partners. IR compliance improved</li> <li>• Focus on outcomes - building better businesses not re-creating the past</li> </ul>
Scalability
<ul style="list-style-type: none"> <li>• Potential – model could be used in other contexts where significant threat to business or high rates of business failure but would need to be built for purpose. Potential use in business as usual for business start-ups.</li> <li>• Lessons learned from one-stop-shop/customer centric design and “toolkit” can be applied to BPS Result 9</li> </ul>
Next steps
<ul style="list-style-type: none"> <li>• The proposed Action Plan for Result 9 (MED lead) includes consideration of piloting shared suburban ‘shop fronts’ for non-electronic interactions with business, as well as drawing from the Recover Canterbury website experience to build more integrated online services to business</li> <li>• Ongoing funding for RC until mid-2013 Report back to SSC on progress by 31 October 2012</li> </ul>

## Justice Services Recovery

Who and what
<p>Ministry of Justice (Lead), Police, Corrections, the Judiciary, lawyers</p> <p>To maintain justice services centralised scheduling of facilities was implemented across multiple jurisdictions. Temporary facilities (including on Ngā Hau e Whā marae, moot court at Canterbury University, Wigram Air Force Museum. Portacoms used at central city location with a focus on High Court and District Court jury trials. 0800 call centre diverted Christchurch court service related calls to Auckland.</p>
Value added
<ul style="list-style-type: none"> <li>• Essential services maintained avoiding backlog of court cases. Caseloads have been maintained at levels comparable to pre-earthquake</li> <li>• Efficiencies through centralised scheduling. Better use infrastructure: courtrooms used at 80-90% immediately following earthquakes. Previous occupancy 50- 60%. Court services maintained with 2/3 floor-space compared to pre-earthquake. BUT: staff working under less than optimal conditions. Travel time and other logistical difficulties for staff, judges, Police, jury members</li> <li>• Better compliance: attendance at court, fine payments enabled by texting (Corrections 'data squirting extended to MoJ)</li> <li>• Enabled Ministry of Justice to test alternative service delivery mechanisms; shared infrastructure, non-custodial District, Youth and other court services closer to user communities. Collaboration with MSD at marae-based court refers youth offenders to Community Link employment, housing and health services</li> </ul>
Demonstrating
<ul style="list-style-type: none"> <li>• Shared infrastructure</li> <li>• Efficiencies through better use of technology: centralised scheduling, some use of non-paper based files, 0800 call centre, texting information to defendants</li> <li>• More client- centric services: access to court services closer to user communities</li> <li>• Agencies working together (Police, MoJ, Corrections) with other stakeholders (lawyers, the judiciary) to maintain essential services</li> </ul>
Scalability
<ul style="list-style-type: none"> <li>• Potential replication in other regions of centralised scheduling for more efficient use of infrastructure 0800 call centre trial being evaluated by MoJ for potential wider use</li> <li>• Potential for court hearings to be held closer to communities, but sustainability and longer-term results need to be evaluated: initial benefits in terms of improved defendant behaviour may be diminishing as novelty wears off</li> <li>• Cross-agency (Corrections, Police, MoJ) project team collaborating on future plans for better outcomes at reduced capital costs and improved operational efficiency</li> </ul>
Next steps
<ul style="list-style-type: none"> <li>• Ministry of Justice (Lead) assessing how innovations can be captured in joint justice sector planning to meet future needs in Canterbury and elsewhere, including analysis of a possible integrated service delivery model across the three justice sector agencies, drawing in social and health sector organisations, as appropriate, in support of BPS Results 7 and 8. This work is also assessing opportunities for service delivery within wider community contexts</li> <li>• Report back to SSC on progress by 31 October 2012</li> </ul>

## **Earthquake Support Co-ordination Service (ESCS)**

<b>Who and what</b>
<p>MSD (Lead), IR, TPK, CERA with local government, community organisations (social service, health, Māori and Pacific)</p> <p>A support system for households and families affected by the earthquakes. Includes 0800 line and website, team of NGO and government support co-ordinators and Canterbury Earthquake Temporary Accommodation Service (CETAS). Highly skilled Earthquake Support Co-ordinators triage and refer clients to appropriate services</p>
<b>Value added</b>
<ul style="list-style-type: none"> <li>• Multiple entry points (phone, web, shop-front) ‘no wrong door’</li> <li>• Tailored support – light touch to intensive support depending on triaged need. Culturally specific element</li> <li>• Multiple providers allow for better quality service and flexible capacity</li> <li>• Government staff and community groups improved mutual understanding and respect</li> </ul>
<b>Demonstrating</b>
<ul style="list-style-type: none"> <li>• Co-production – government and community groups. Integrated single service provided by virtual team multiple public/NGO agencies (all employed by and based in “home” agency)</li> <li>• New funding model for community groups: more joined-up funding streams and flexibility to scale up or down (not based on specified contract for service with an NGO but funding to backfill staff allocated to ESCS)</li> <li>• Better services and efficiencies through use of technology – single database means clients only “tell it once”</li> </ul>
<b>Scalability</b>
<ul style="list-style-type: none"> <li>• Is the product of programme piloted following the September quake and based on lessons from Victorian Bushfires (FACs developed proposal from that). Applicable to other emergency situations and planning for future emergencies. Could be adapted to ‘social emergencies’ e.g. where high levels of family violence, child abuse occur in a geographical environment</li> <li>• Relationships and funding of community expertise show potential for future co-production/tapping diverse capability/new funding models</li> </ul>
<b>Next steps</b>
<ul style="list-style-type: none"> <li>• MSD (Lead) is working with the University of Canterbury to evaluate the ESCS, which will inform recommendations for practice development, quality control mechanisms, and training needs. To be completed by 30 June 2013. A framework for practice is also being prepared related to building community resilience, and will involve NGOs, ESCS and CERA. To be completed by 30 October 2012</li> <li>• On-going funding secured: \$3.6 M (2011/12), \$3.5M (2012/13)</li> <li>• Report back to SSC on overall progress by October 31 2012</li> </ul>