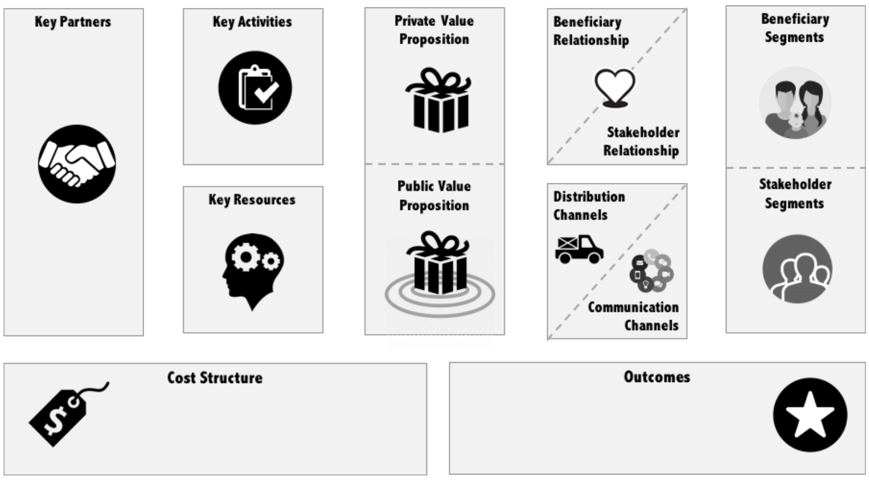
The Mission Model Canvas:

A conceptual framework for understanding and discussing public business models



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MSc Thesis
Engineering & Policy Analysis
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“It is not a time in one’s life, but a state of mind,

A temper of the will,

A quality of the imagination,

A predominance of courage over timidity,

An appetite for adventure over the love of ease.

That’s the spirit of youth.”

Robert F. Kennedy
University of Cape Town, South Africa
N.U.S.A.S. "Day of Affirmation" Speech June 6th, 1966

Executive Summary

Situation

Under the New Public Governance (NPG) paradigm, the role of public managers has been elevated to that of entrepreneurs who are expected to seek out public value creating opportunities within their task environments, while remaining committed to the organizational mandate given to them via political processes. This has triggered the search for new perspectives to help enable and equip public entrepreneurs to transform existing social and service delivery systems to deliver greater public value. The business model concept, borrowed from the private sector, has become a useful stepping stone towards building these new theories and tools for public entrepreneurship.

Problem statement

However, the business model concept was largely introduced to the public sector because of New Public Management (NPM) thinking and practices that called for public organizations to be run more like businesses. Although this did bring about substantial efficiency gains, it potentially misaligned organizational efforts around customer satisfaction and not around increased mission effectiveness and financial sustainability. Hence, there is a need to develop a new framework for understanding public business models. This research synthesizes insights from business modelling, public entrepreneurship and public value literature into a set of theoretical constructs that lay out a framework for understanding and discussing public business models, which I propose to be reformulated as mission models. I take inspiration from the strategic triangle, proposed by Moore (1995, 2013), and the business model canvas, proposed by Osterwalder et al (2003).

This leads us to the objective of this research: to develop a framework for understanding and discussing public business models. The following research questions are addressed in this paper to reach this objective:

RQ1. How does the development of organizational strategy compare between the for-profit and governmental sectors?
RQ2. What is a public business model then? And can it be described in different terms?
RQ3. How suitable is the business model canvas as a framework for describing public value creation through public services?
RQ4. What building blocks would be suitable for describing a mission model?
RQ5. What would an instantiation of the mission model canvas look like in practice?

Research approach

Considering the design nature of this research, a design science research approach was taken to guide this project. This approach splits the research process into 5 distinct phases, which include problem identification & importance, solution objectives, design & development, demonstration and evaluation. It is an iterative, discovering driven approach that only stops until the proposed artefact (the conceptual framework in this case) sufficiently satisfies the design objectives and requirements set in the second phase.

The goal of the p*roblem identification & importance* phase is to clearly define the organizational problem and show its importance. My method here was to delve into the public management literature, which includes the concept of public value, to frame the specific challenge of public value creation and the need for a renegotiation of public manager roles and responsibilities. The implications of this literature review shaped the foundations of this research paper – public managers need new theories and tools for public entrepreneurship.

The aim of the *solution objectives* phase is to define what a better conceptual framework would accomplish. My method here was both practical and theoretical. From a theoretical side, I delved into organizational strategy, business model and strategic public value management literature to provide me with my theoretical perspective on mission models. The outcome was a set of government characteristics that helped me formulate a list of design objectives for my conceptual framework. From a practical side, I conducted a pilot suitability case study of the business model canvas within a public context where the *werk.nl* project from the UWV Werkbedrijf department was my chosen as my unit of analysis. The outcome was a critical reflection of the existing building blocks of the business model canvas within a public context, which formed the basis for a set of design requirements that my proposed concpetual framework had to meet. By this stage, I answered my first three research questions.

The aim of the *design & development* phase is to specify a novel conceptual framework from the design objectives and requirements. My method in this phase was to examine different reconceptualizations of the business model canvas within related fields and to synthesize any insights from previous chapters into a set of adapations that I could merge into my conceptual framework. The outcome of this chapter was a specification of the mission model concept and its' accompanying visualization tool – the mission model canvas. During this phase, I answered my fourth research question.

In the *demonstration* phase, the aim is to find a fitting context and use the artefact to solve the original problem. My method here was to demonstrate the mission model canvas through a case study of the SVB – the Dutch Social Insurance Bank. The outcome was a successful demonstration of the mission model canvas within a public context. During this phase, I answered my last research question.

In the *evaluation* phase, the aim is to observe how effective and efficient the artefact was in solving the problem and iterate back to the design and solution objective phases. My method here was to critically reflect on the SVB case study against my original design objectives and requirements. The outcome was that the mission model canvas was better than the business model canvas for the public sector because it included building blocks that were idiosyncratic to the public sector.

Results

I found that the key strategic calculation of public organizations is to find better ways of achieving its mission, which led me to redefine the 'public business model' concept to the 'mission model' concept. I found that the business model canvas had to be adapted to account for the idiosyncratic nature of public organizations. This resulted in the major contribution of this paper – the mission model canvas – which is a visualization tool for public managers to find better ways of achieving their organizational missions. The value of this conceptual framework originates from making public value and policy-making more tangible using the business model concept.

Future research & recommendations

Future research would include further validation and testing of the framework within suitable public contexts. My recommendation is to develop a set of complementary tools for public entrepreneurs that can help build a greater shared understanding for mission models, so that they can be discussed, improved and managed.

Keywords:
public management, public value, public entrepreneurship, mission models

Preface

Getting to this point, the final milestone of my university days, the MSc thesis, was only made possible by the support and encouragement of some amazing people: to my girlfriend, Anicke, whose loyalty and love carried me through the times of deep frustration and exhilarating breakthrough; to my parents, Johan & Ella, for their gracious love and financial support during my studies; to Mark and Stina, for our inspirational sessions together trying to demystify the essence of social impact and creativity; to Rishabh, for our deep philosophical conversations about human nature and the limits to which technology can help improve the human experience; to Carsten, for our long conversations about what it means to live a fulfilled life; to Dario, for his enthusiasm and lust for life. And lastly, to my APCH family, for showing me what is true in this life and granting me the opportunity to develop my creative confidence.

I am deeply indebted to the expertise and guidance of Alexander de Haan, Bram Klievink, and Marijn Janssen, my supervisors. Thank you, Alexander, for believing in your students. Thank you, Bram, for your patience with my early ramblings, your guidance with relevant literature and reviews of my paper were crucial to getting it to where it is today. Lastly, thank you Marijn for the opportunity to explore and for your persistence and guidance in helping me get to the end.

I started my university journey in September 2007 at the faculty of Aerospace Engineering. After 3.5 years of toiling in hundreds of formulas and serving a year as president of the European association for aerospace engineers in Delft, I came to the somewhat 'inconvenient' realization that the path I had chosen was not meant for me. This revelation led me to go search for new opportunities at the faculty of technology, policy and management.

Thus, I enrolled for an MSc in Engineering & Policy Analysis. The first year made for some fantastic memories with my colleagues from all over the world – it was a magical time. In my second year, a fantastic opportunity revealed itself: to go abroad to South Korea and follow a semester at KAIST Business School in Seoul. I did not yet realize how this unexpected experience had drastically expanded my worldview. I returned with a refreshing perspective and hunger for doing something innovative. Upon returning to the Netherlands, I had a couple of courses still to complete. It was during one of these courses, policy analysis of multi-actor systems, that I had an insight. What if you could use business models for policy making? How is public value created by organizations? And so this research project was birthed.

Now let us start on our journey together…

Sincerely,

Kobus du Toit

List of Abbreviations

SUWI	Reorganization Act for Work & Income
SLA	Service Level Agreements
BLAU	National Wages, Work and Income Ratios Register
BRI	National Income Register
GBA	Municipal Citizen Register
WW	Unemployment Insurance Act
WIA	Work and Income according to Labour Capacity Act
IVA	Full Invalidity Benefit Regulations
WGA	Return to Work (Partially Disabled) Regulations
Wajong	Disablement Assistance Act for Handicapped Young Persons
WAO	Invalidity Insurance Act
WAZ	Self-employed Persons Disablement Benefits Act
Wazo	Work and Care Act
AOW	Pension Act
Anw	National Survivor Benefits Act
AKW	National Child Benefit Act
TOG	Child-care Allowance
TAS	Compensation Scheme for Asbestos Victims
REM	Remigration Act
WKB/Wko	Child-related Budget & Childcare Act
AIO	Work and Social Assistance Act for Pensioners
PGB	Personal Budget Scheme
AWBZ	National Act on Exceptional Medical Expenses
WMO	Social Support Act
PPPs	Public Private Partnerships
PVSPs	Public Voluntary Sector Partnerships
BM	Business Model
MMC	Mission Model Canvas
BMC	Business Model Canvas
NGP	Networked Governance Paradigm
NPM	New Public Management
PA	Public Administration
PVM	Public Value Management

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Chapter 1

Introduction

1.1 Changing paradigms in public administration

The public sector is being disrupted by new perspectives on how it should operate. Over the years, three major paradigms have been identified: the first being public administration (PA), the second, new public management (NPM), and lastly, new public governance or public value management (PVM). These paradigms are distinctly different governance strategies for taming wicked problems within society.

PA has its theoretical roots in political science and public policy and is the founding father of the bureaucratic model of governance. Under PA thinking, an authoritative, command-and-control strategy was adopted to tame wicked problems (Bjørgo & Røiseland, 2013:6). Most governments during this period operated in a largely static environment, where most problems were confined to the borders of the country. This was a pre-globalization age where governments had both the authority and knowledge in-house to resolve difficult dilemmas within society.

However, this one-size-fits-all approach caused imperfections and inefficiencies to creep into the performance of public sector organizations. Public institutions were perceived as irresponsive and inefficient entities, which spurred on the emergence of the New Public Management (NPM) paradigm.

Under NPM thinking, the dominant strategy for taming wicked problems was to introduce competition within the public domain (Bjørgo & Røiseland, 2013:6). Indeed, competition stimulated greater efficiency and effectiveness in public authorities, as it enabled the most cost-effective solutions to rise to the top, but did so largely at the expense of deeper democratic values (Field, 2003:3). This period saw new professional values such as innovation and entrepreneurship being introduced within public authorities (Kernaghan 2003:717). The adoption of competitive practices in the public sector implanted the idea of seeing public service recipients as customers and not only as citizens.

The introduction of competition and performance targets into public organizations began a debate among scholars about the fundamental differences between the private and public sector. There is a growing consensus that the NPM has failed to bring about the necessary transformation in public institutions. NPM had failed in practice because of the competitive government model it advocated failed to recognize that public service arrangements are embedded with goverance values (Field 2003:3). The result was an aggressive push for technological advancement as the guiding principle, which crowded out any democratic and/or social values (Blaug et al, 2006). This led to the search for alternative perspectives, which took shape as the New Public Governance (NPG) or Public Value Management (PVM) paradigms.

Under NPG thinking, the prevailing strategy for taming wicked problems is to foster collaboration across sectors and agencies (Bjørgo & Røiseland, 2013:7). The NPG paradigm advocates for reconfiguring the role of the public sector to that of citizen participation and networked governance (Wu & He, 2009). In todays' globalized world, the knowledge needed to tame wicked problems are no longer concentrated in bureaucratic hierarchies, but distributed across networks both in the public, private and civil sectors. Thus, governments are being increasingly subjected to dynamic and uncertain environments (Moore and Khagram, 2004), which call for more collaborative governance strategies. In such a networked world, the notion of only delivering economic or social value is too narrow. Therefore, the public value concept, which encompasses economic, social and environmental value, is becoming the new yardstick for determining the success of public interventions.

1.2 Public value: the public-sector bottom line

In 1995, M. Moore first introduced the notion of *public value* to public management literature, which was his attempt at reinvigorating public services and restoring them to their original ethos. I have found the following definition of public value to be particularly useful for the purposes of this paper:

> *Public value can be defined as the value of a public service to individuals who do not use the service, but who benefit indirectly as others use the service. On the other hand, the private value of any public service is defined as the value accrued by the direct participants of the service (Kalambokidis, 2004, p.15).*

The public value concept is useful because it provides a framework that addressed questions concerning credibility, the distribution of resources and possible ways of measuring success.

Firstly, the public value concept addresses questions of legitimacy and resource allocation by providing a rationale for an organization's existence, which serves as a story the organization communicates to the internal staff and to external stakeholders so that they may secure ongoing support and funding. Public value essentially answers a question of utility – what is your public service good for and how is it benefitting the public? If an organization could give a persuasive public value proposition, it was more likely to secure legitimacy as an organization and secure public resources to complete its mission.

Secondly, the public value concept addresses questions of measurement by providing the groundwork for a public value measurement framework that can help public managers recognize when and to what extent public value is being created. Such assessment frameworks would allow public managers to better assess the success or failure of a public service and provide the necessary justification for the public resources allocated to them.

Examples of such attempts can already be seen in the United Kingdom, Australia and Canada. More specifically, early pioneers like the British Broadcasting Commission (BBC) have made notable efforts in developing PV frameworks that have been directly integrated into existing decision-making processes. Another example is Accenture's Public Service Value Model (PSVM), which essentially places public organzations into four quadrants that help public managers to define, measure and enhance the value delivered by their service to the public. They propose that public value creation can be captured through measures related to *outcomes* and *cost effectiveness.* Performance measurement answers an important question: how can one tell the public is getting a good return on its taxes from public services?

1.2.1 The challenge of public value creation

The key challenge with the public value approach is that the value emanating from government activity is exceedingly difficult to measure at the operational level. The value created is often intrinsic to the activity itself, which makes it a challenge to measure.

The challenge is that the perceived public value is subjective. The perceived value depends on the goals, aspirations and values of the observer. Therefore, there is a necessary strategic element needed in this discourse to help frame public value propositions that are appealing to citizens and other key stakeholders. However, since these perceptions are integral to the survival of government organizations, there is an incentive for public managers to craft strategic propositions that would appeal to their authorizing environment that is also operationally do-able within their task environments. Therefore, a greater focus is needed on managing the perceptions and attitudes of key stakeholders.

1.3 Business model: a unifying construct for value creation

As the internet became widely accessible in the late 90s, new grounds were opened for businesses to secure a competitive advantage. The increased complexity of their delivery arrangements created a need for a concept that helped align strategy and operations. This gap was filled by the business model concept, which helped explain the business logic for reaching customers with the goal of capturing profits.

However, the concept has evolved dramatically since the 1990s within academic circles. The business model concept is now considered by many as the unifying theoretical construct for describing the value creation of products and services. The idea of creating added value is common place within the private sector, however in the public sector, where value creation is so broad and multi-faceted; the idea of creating value is not so widely recognized.

Within the private sector, the business model concept has enabled entrepreneurs and executives to articulate the logic behind their business success. Popular examples of business models are Amazon’s one-click buy online retail model, RyanAir’s cheap, low budget short-haul flights model and Apple’s iTunes music platform model. These are all great examples of business model innovation, which has given them a distinct competitive advantage that has allowed them to secure a loyal customer base. Harvard Business Review even claimed that business model innovation is surer way to succeed than product, service or technological innovation. A successful business model has the right product-market fit and infrastructure to enable that business to deliver that product or service consistently and satisfy customer needs.

Within the public sector, the literature states that a *public business model* must first and foremost describe how a public organization will fulfill their mandate by outlining the logic for creating value to society as well as their targeted population groups. Thus, a business model for government organizations should rather be a basis for making a strong public value case, instead of just an economic one. Although the main objectives remain, the digitization of government services has drastically changed the logic of value creation. Some examples are the one-stop shop business model and the shared services business models used in many digital public services, such as in a municipality website or re-employment web service. In a HBR article on business model innovation, S. Kaplan argues that all organizations have business models. For instance, as he puts it, public organizations are largely funded by tax appropriations and service revenues, but are still held responsible for delivering value to the citizen. The difference though is that the rights and voice of the customer is somewhat more complicated and multi-layered.

There is a need to develop a business model language that remains accessible across the traditional sector boundaries. As it is becoming more apparent that more networked business models will be needed to bring about true systemic change to our societies. Such hybrid models will not fit into the neatly separated sectors as in the past. This echoes ideas from the NPG paradigm, which calls for more collaborative action to tame wicked policy problems that emerge within the public sphere. For instance, scholars and practitioners alike have emphasized the importance of public-private collaborations in overcoming the distinctive obstacles to public sector innovation (Micheli et al., 2012)

The business model concept is at its essence the logic for value creation within organizations through products and services. Every organization is in the business of creating value.

1.4 Research Positioning

This research synthesizes insights from business modeling and public value literature into a set of theoretical constructs that lay out a framework for understanding and designing public business models. The practical aim is to develop a set of tools for public entrepreneurs that can help build a shared understanding for public business models so that they can be discussed, improved and managed.

I have chosen public value literature because it is considered by many to be the next big step in public service reform and considered the 'organizing principle' of the public sector. Secondly, I chose public entrepreneurship literature because it outlines the nature of opportunities within the public sector and gives greater insight into the renewed role of public managers as entrepreneurs. Thirdly, I chose business model literature because it is considered the unifying construct for value creation through products and services across sectors. Lastly, I chose the *business model canvas* because of its widespread adoption among practitioners, generic representation and powerful design methodologies that accompany the tool.

1.4.1 Research problem

To translate the business model concept into the public-sector context, scholars and practitioners have relied on traditional business model frameworks as their theoretical lens for exploration. The problem is that traditional business model frameworks are designed around the language and strategic intent of private sector organizations, which I want to argue can misguide strategic conversations and distort public service design efforts.

At a strategic level, there are fundamental differences between a public and private organization. For instance, most organization-centric BM frameworks fail to take into account three crucial features of public organizations; firstly, that public organizations are mission-driven rather than revenue-driven, secondly, that public organizations can receive funding from a wider spectrum of actors, thirdly, that the authorization for the use of public resources comes from a complex network of stakeholders, whose perception of the service or program offered determines the organization's survival and economic viability.

Motivated by these observations, I believe there is a need to develop a new framework for understanding public business models that is grounded in theoretical insights from public value, business model and public entrepreneurship literature and practical insights from the leading business model framework, the *business model canvas*. This framework would take the idiosyncratic characteristics of the public sector into account. Therefore, the research objective of this paper is to develop a framework for understanding and discussing public business models.

The artifact designed in this paper is the mission model canvas. It consists of several building blocks, which serve as the theoretical constructs, which are related to one another in a similar manner as the business model canvas. The relationships between these building blocks are mapped out on a canvas, which serves as the model or conceptual framework for this paper. This is what I call the mission model canvas.

I will define a *mission model* as the rationale of how a governmental organization creates and delivers value to their beneficiaries, as prescribed by their main mission, through products and services. A mission model can serve as a foundation for articulating the public value propositions of the chosen product/service configuration to key stakeholders to secure the flow of resources and build legitimacy.

1.4.2 Research relevance

The **scientific contribution** of this research lies in defining a new set of theoretical constructs for describing what is considered 'public business models' in the literature. This research also offers a reformulation of 'public business models' in terms of 'mission models', which offers a new direction for empirical studies and a new perspective on what it means to be an effective public manager. This new direction is the development of mission models. For instance, the mission model is the implicit mental model a public manager, in his role as public entrepreneur, uses to exploit public opportunities to further advance his organization's mission. Mission modeling tools can make those set of assumptions explicit so that they can be discussed and steered along the entrepreneurial process. I believe this can lead to a richer academic discourse on the topic and potentially produce the beginnings of a new theory of mission models within the governmental and non-profit sectors. I consider this to be the equivalent concept that business modeling is to the for-profit and startup sectors. Academic specialization can certainly create many benefits, but it can also lead scholars to ignore relevant intersections between knowledge domains. This research is about finding novel perspectives from business model and public value literature that can aid the advancement of the networked governance paradigm.

The **practical contribution** of this research is that my framework can potentially help public entrepreneurs reify public value within their respective task environments. The proposed framework can form the basis for better strategic conversations about mission achievement within governmental and non-profit organizations.

The **societal contribution** of this research lies in equipping public managers with a shared language and entrepreneurial tool for transforming social and service delivery systems in pursuit of the greater good of society. The pursuit of greater public value is equivalent to advancing the greater good.

1.5 Thesis Outline

The remaining sections of this thesis are structured as follows (Figure 1):

Chapter 2 presents my research methodology. I discuss my design science research perspective and lay out a research framework for answering my research objective and questions. My research process consists of a 5-stage process that helps to structure the paper. Lastly, I elaborate on the research strategies I intend to use in this paper, including literature reviews, case studies and interviews.

Chapter 3 presents the theoretical background of this paper. The literature on organization strategy, strategic public value management and business models are reviewed here. The outcome of this chapter is a set of idiosyncratic characteristics of the public-sector, a redefinition of the public business model concept and a set of design objectives for the proposed conceptual framework that emerged from the literature.

Chapter 4 is a suitability study of the business model canvas (BMC). The suitability of the BMC was tested through a pilot case study of the UWV Werkbedrijf (the Dutch re-employment agency). A BMC description was compiled of the organization, which was followed by a brief evaluation of the building blocks and discussion of possible adaptations. The outcome of this chapter was a set of design requirements for the proposed conceptual framework.

Chapter 5 presents the main contribution of this paper – the mission model canvas. The mission model concept is first introduced and defined, then the conceptual framework is presented, which I coined the mission model canvas. The adapted building blocks for the mission model canvas are defined. Lastly, I propose a couple of ways the mission model canvas can be used and suggest a short method for developing a mission model yourself. The outcome of this chapter is the specification of main artefact of this thesis.

Chapter 6 is a demonstration and subsequent evaluation of the Mission Model Canvas (MMC). The Social Insurance Bank (the Dutch unemployment benefits agency) was chosen as the illustrative case study. The MMC description was compiled and then evaluated against the design objectives and requirements specified in Chapters 3 and 4. The outcome of the chapter is a short discussion on why the MMC is more suited for the public sector than the BMC.

Chapter 7 draws together the conclusions of each chapter and directly answers the research questions from Chapter 2. Then I discuss the scientific and managerial contributions of the paper and close with some limitations and topics for further research.

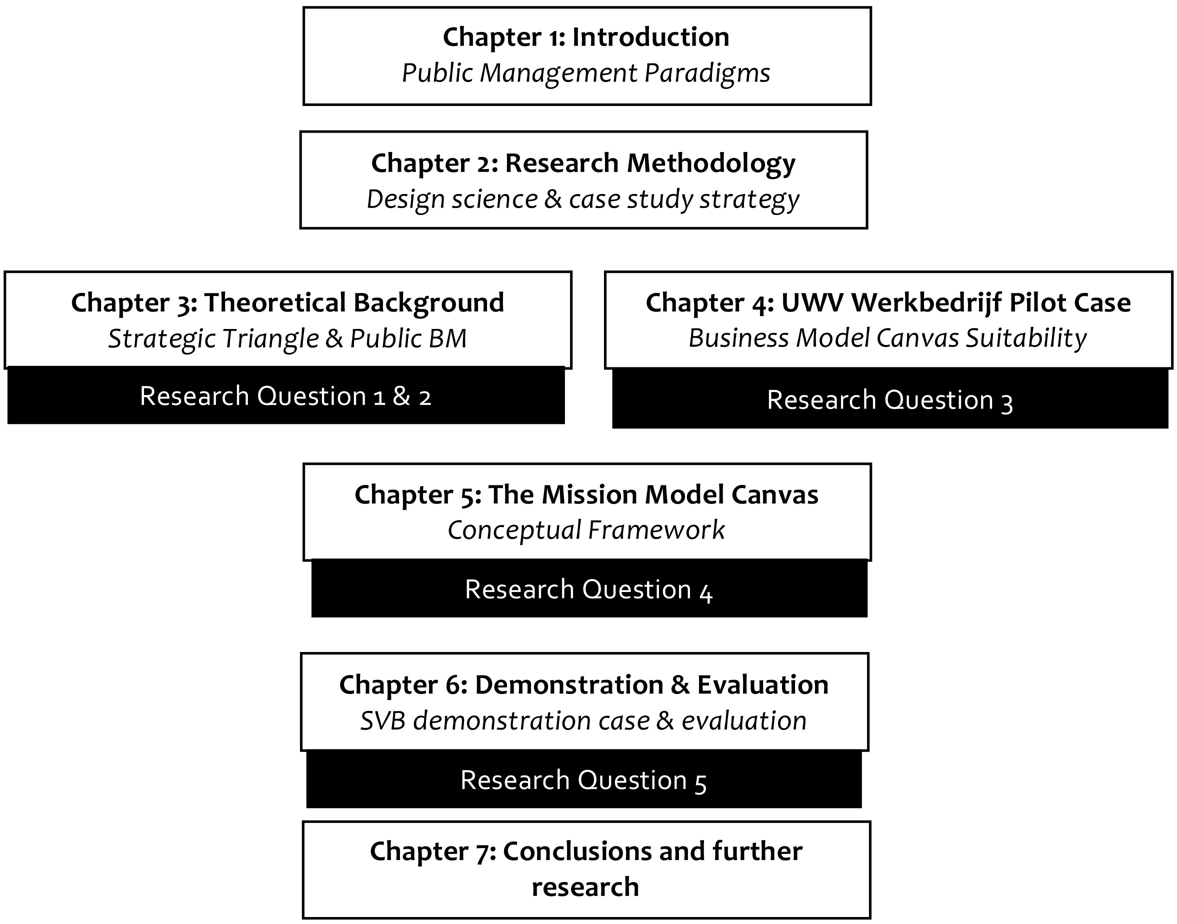


Figure 1: Thesis structure

Chapter 2

Research Methodology

This chapter presents the chosen research methodology for this paper. I have taken Design Science approach to answering my research questions, due to the design nature of my research objective. The research objective of this paper is to develop a framework for understanding and discussing public business models and the design artefact will be the mission model canvas. The research process is structured in 5 key phases: problem identification & importance, solution objectives, design & development, demonstration and evaluation. The case study research consists of one exploratory pilot study and another illustrative case study. Important activities such as case selection, data collection and data analysis are elaborated to underpin the research approach.

2.1 Research Perspective

2.1.1 Design perspective

Design science focuses on the creation of technological artefacts, which are practical or useful rather than ends themselves (March & Smith, 1995). The design perspective is an approach that seeks to find a fitting solution to an organizational problem. My search process is about finding concepts and relationships that allow the researcher to capture the value creation logic of public organizations. For information systems, design science creates and evaluates IT artefacts intended to solve organizational problems (Henver et al., 2004).

2.1.2 Design research outputs and activities

Design science can generate four kinds of research outputs: constructs, models, methods and instantiations (March & Smith, 1995). **Constructs (or concepts)** form the set of ideas that are characteristic to a domain, in other words, the language that describes an area of knowledge. A **model** is a set of hypotheses that express the relationship between concepts. A **method** is a set of sequential steps used to accomplish a pre-defined task. A method usually consists of a collection of constructs (which use the language of that domain) and a representation (aka model) of the intended solution. An **instantiation** is the reification of an artefact in its intended setting. It operationalizes the underlying constructs, models and methods.

Build and evaluate are the central research activities in design science research. **Build** entails the composition of constructs, models, methods and artefacts. And **Evaluate** entails to the development of criteria and the evaluation of the artefact's performance against those criteria. Theorize and justify are the natural science couples to build and evaluate. **Theorize** entails theory building and testing activities. Here the focus is to explain how and why a phenomenon occurs. **Justify** entails arguments or scientific evidence that supports or rebukes the theory.

This research project deals with the building and evaluating of constructs and models that allow us to express the public value creation logic from a business model perspective.

2.2 Research Framework

2.2.1 Research Objective

The research objective of this paper is to develop a framework for understanding and discussing public business models.

2.2.2 Research Questions

Before we can delve into the business model literature, it is important to reflect on the way that organizational strategy is developed in for-profit and governmental organizations. This can give key insights into how to redefine the business model concept within the governmental sector.

RQ1. How does the development of organizational strategy compare between the for-profit and governmental sectors?

Once there is a clear understanding of the organizational strategy of governmental organizations, it would then be useful to see how the current BM literature defines 'public business models'. Both should give me enough understanding of the language and terminology used in this domain so that I can formulate an equivalent concept for the governmental sector.

RQ2. What is a public business model then? And can it be described in different terms?

The business model canvas is a widely-adopted tool for describing and discussing business models within the for-profit and non-profit sectors, however the components of the framework (also called building blocks) might not be suitable within a public context. The suitability of the business model canvas in a public service context can be tested through a case study.

RQ3. How suitable is the business model canvas as a framework for describing public value creation through public services?

Considering the idiosyncratic nature of organizational strategy in the governmental sector, the suitable building blocks from the business model canvas and insights from public value literature, I can begin to formulate my own set of building blocks that would serve as a framework for describing and discussing mission models.

RQ4. What building blocks would be suitable for describing a mission model?

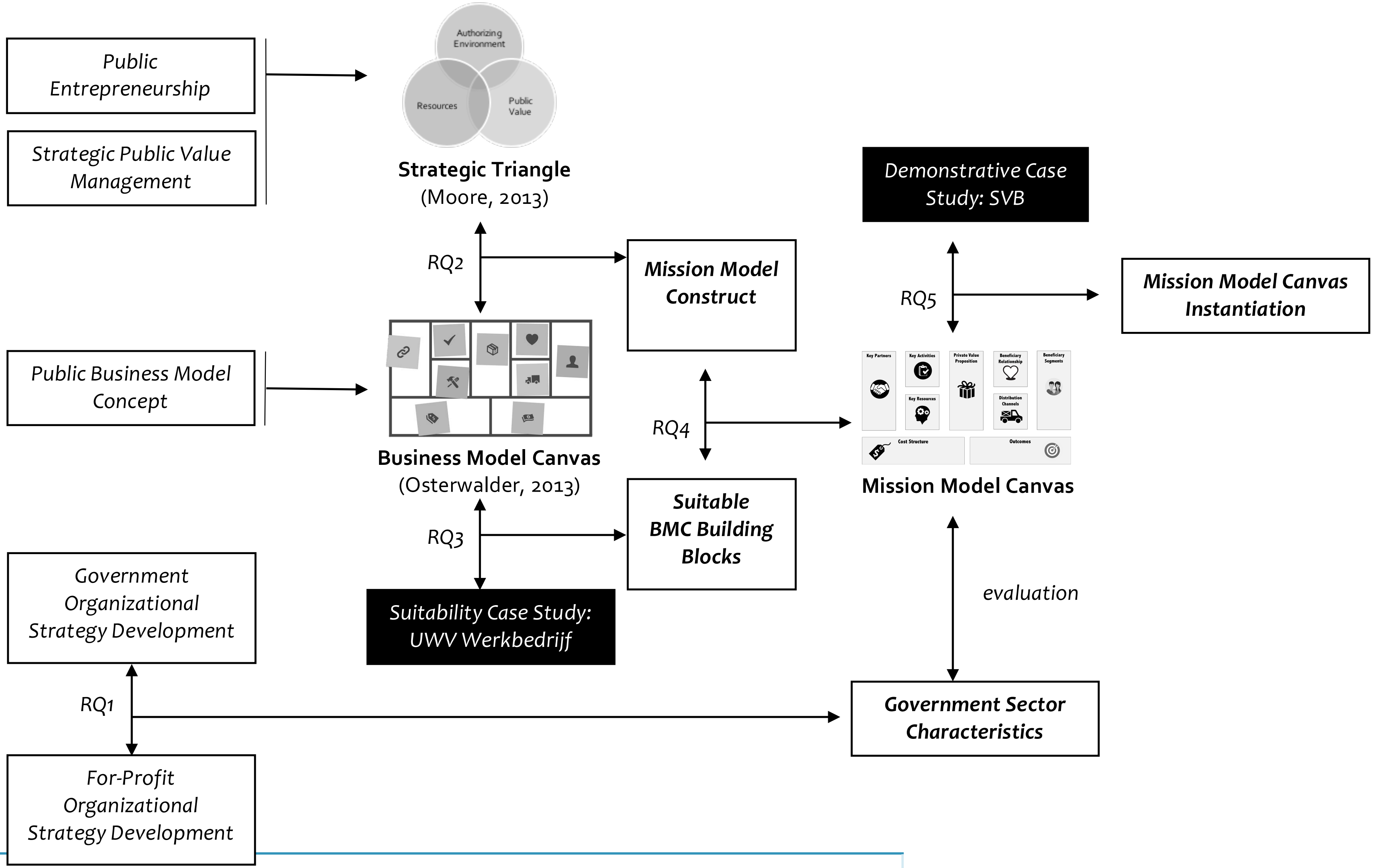
Once I have identified a set of useful theoretical constructs for describing and discussing mission models, I can combine them into a framework that I can demonstrate its relevance and usefulness by means of another case study within another public service setting.

RQ5. What would an instantiation of the mission model canvas look like in practice?

Answering these research questions should allow me to achieve my research objective.

The research framework is illustrated in Figure 2.

Figure 2: Research Framework



2.3 Research Process

The research process is derived from design process model methods (Sonneberg et al, 2012), which splits the research into 5 phases: problem identification & importance, solution objectives, design & development, demonstration and evaluation (Figure 3).

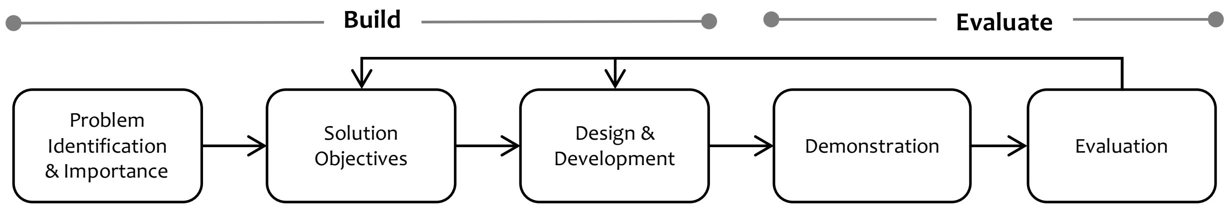


Figure 3: Design science research process

In the *problem identification & importance* phase, the aim is to clearly define the organizational problem and show its importance. In the *solution objectives* phase, the aim is to define the objectives of a solution. The key question is what would a better prototype accomplish? In the *design & development* phase, the aim is to specify a novel artefact from the design requirements. In the *demonstration* phase, the aim is to find a suitable setting and employ the artefact to solve the original organizational problem. In the *evaluation* phase, the aim is to observe how effective and efficient the artefact was in solving the problem and iterate back to the design and solution objective phases. The research outcome is a discussion on the validity of the mission model canvas in the given context.

2.4 Mixed Research Strategy

A mixture of research strategies is needed in this research project. Table 1 illustrates the research strategies employed to reach the goals of this paper.

Table 1: Research strategies matrix

		Research Activities	
		Build	**Evaluate**
Research Outputs	*Constructs:* *Mission Model Concept* *Mission Model Building Blocks*	Literature Review	Case Study
	Model: *Mission Model Canvas*	Literature Review	Case Study
	Instantiation: *Demonstrative SVB Case Study*	Interviews & Secondary Data	Case Study

2.4.1 Build activities

To gain a better understanding of the public business model concept, the case study and literature review strategy was chosen for the build activities. For the case study design, I referred to Yin (2013) to help structure my cases.

Strategy 1: Pilot Case Study & Interviews

A pilot case study strategy was used to test the suitability of the business model canvas within a public service context. The *werk.nl* project was selected as the case. The executive agency, UWV Werkbedrijf, was in the middle of implementing an extensive digitalization policy to their service provision, which made it particularly relevant to study. Interviewees were selected using the snowballing method. Three interviews were conducted with service delivery advisors, executive secretaries and research advisors. I presented the interviewees with the business model canvas and then asked them for relevant information that could help me fill in the building blocks.

Strategy 2: Literature Review

An extensive literature review was conducted on business models, public value and organizational strategy theory to provide me with relevant constructs and design criteria for my conceptual framework. Academic portals like Science Direct and Google Scholar was used to search for relevant literature. Mainly electronic media was searched from the following sources:

- Official academic journals
- Non-official academic journals (e.g. management publications like HBR, Fast Company & IDEO), blog articles and forums
- Annual reports and studies

2.4.2 Evaluation activities

To demonstrate the applicability of prototypes proposed in the real-world, the demonstration evaluation pattern is chosen. A case study evaluation activity serves to ultimately show that the *mission model canvas* is both applicable and useful in practice. The purpose of evaluative case studies is to test the practical relevance and applicability of the *mission model canvas.*

Strategy 1: Case Study

Using the mission model canvas as a tool for data collection with the interviewees, the mission models of their projects were mapped out collaboratively with the interviewer. The interviewees provided me with extra documentation and presentations to strengthen and support the evidence gathered in the interviews. This enabled a degree of triangulation. Additional publications such as annual reports and studies were used to further triangulate the evidence gathered in the interviews.

Strategy 2: Detailed Interviews & Secondary Data

A detailed interview was conducted with an SVB employee during the *demonstration* phase. The goal was to gather the relevant information from the proposed building blocks of the mission model canvas to be able to compile a description of their mission model as is. Please see the Appendix for a transcript of the interview.

2.5 Case Selection

The criteria for choosing the cases were that it had to be an executive public service organization that had recently implemented a project with a novel service delivery configuration. A panel of academic experts was consulted to identify two outstanding cases within the Dutch social security context. Two projects were identified from the consultation; the *service teams* project headed by the SVB and the *werk.nl platform* headed by the UWV Werkbedrijf. Thus, these two projects were chosen as case studies.

2.5.1 Data Collection and Analysis

The data collected in the interviews and from other documents were classified according to the building blocks of the Business Model Canvas (BMC) and the Mission Model Canvas (MMC). These frameworks provided a theoretical grid to organize the collected information.

For the pilot case study, the original business model canvas was used as the data collection protocol. A specific e-government service was chosen as the unit of analysis and the BMC building blocks were used as a theoretical guide for data collection activities.

The following data collection grid was used in the pilot case study:

Table 2: Pilot study data collection protocol – Adapted from Osterwalder et al (2003.

Category	***Description***
Key partners	The network of suppliers and partners that make the enterprise work
Key resources	The most important assets and resources (physical, intellectual, human, financial) required to make an enterprise work.
Key activities	The most important things that need to be done to make the enterprise work
Value proposition	The products and services that create value for specific customer segments
Customer relationships	The types of relationships an enterprise establishes with specific customer segments
Channels	How an enterprise communicates with and reaches its customer segments to deliver a value proposition
Customer segments	The different groups of people or organizations an enterprise aims to reach and serve
Cost structure	All the costs incurred to operate an enterprise
Revenue streams	The cash an enterprise generates from each customer segments

For the demonstrative case study, the categories of the MMC were used as the data collection protocol. The front-desk services of the SVB were chosen as the unit of analysis. Presentations and secondary documentations related to their service delivery concept were collected, as well as interview data.

The following data collection grid was used for the demonstrative case study:

Table 3: Data collection grid – mission model canvas

Building Blocks	***Definition***	***Key Question***
Private Value Proposition	The intended benefits beneficiary segments can expect to receive from the program or service	What do you offer?
Beneficiary Segments	The individuals or communities who directly benefit from the service or program involved	Who do you reach?
Beneficiary Relationship	The nature of the relationship kept with beneficiary segments	How do you interact?
Distribution Channels	The channels used to reach the beneficiary segments	How do you reach them?
Key Partners	The individuals or organizations directly involved in the operation of the service or program	Who will help you?
Key Activities	The key activities performed to sustain the value proposition, distribution channels and relationships	How do you do it?
Key Resources	The key resources acquired to sustain value proposition, distribution channels and relationships	What do you need?
Outcomes	The intended short-term to medium-term results you expect to see in the beneficiaries because of your service or program	How will they change?
Cost Structure	The key costs incurred to operate the service or program	What will it cost?

Table 4: Data collection grid 2 - mission model canvas

Building Blocks	***Definition***	***Key Question***
Public Value Proposition	The intended benefits individuals, who do not actively use the service or participate in the program, can expect to receive as others use the service or participate in the program.	How will others benefit?
Stakeholder Segments	The persons who have a stake in the policy issue, but do not directly participate or use the service or program	Who cares?
Stakeholder Relationship	The nature of the relationship kept with stakeholders	How do you engage?
Communication Channels	The communication channels used to keep stakeholders informed and engaged	How do you stay in contact?

Chapter 3

Theoretical Background

In Chapter 3, the theoretical background for the prototype is presented. We begin examining the organizational strategy of a governmental organization and the idiosyncrasies of the government sector. In addition, the public business model concept is defined and ....

The outcome of this chapter is a set of contextual design requirements for the prototype.

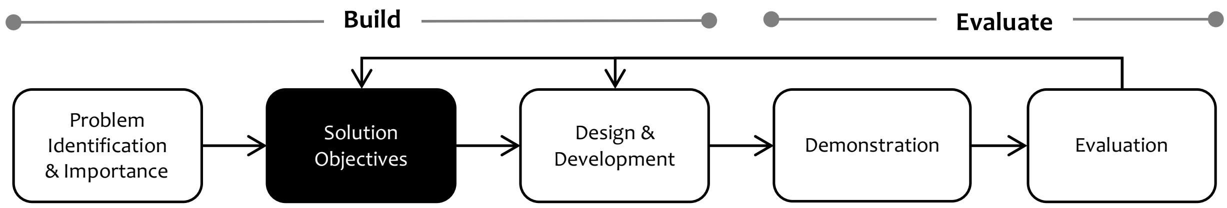


Figure 4: Positioning of the Solution Objectives stage within the research process

Within the research process, chapters 3 and 4 represent the *solution objectives* phase. In chapter 3, the following research question will be answered:

RQ1. How does the development of organizational strategy compare between the for-profit and governmental sectors? And how does public value fit into this discussion?
RQ2. What is a public business model then? And can it be described in different terms?

3.1 Organizational Strategy: for-profit vs governmental

The differences in the development of strategy between for-profit and governmental organizations can be explained in their normative goals, principal sources of revenue, measures of performance and key strategic calculation.

Normative goal

Traditional corporate strategy development begins with the intent of increasing shareholder wealth, whereas with governmental sector organizations it begins with the mission of the enterprise.

Principal source of revenue

The principal source of revenues in the corporate world is earned via the sales of products and services, whereas in the governmental sector it is earned largely via tax appropriations. Another characteristic of governments is that only they have the power to tax. Government organizations acquire revenues from societal actors who pay so that people other than themselves may benefit, rather than from customers who purchase goods and services for their own gain.

Measure of performance

Government organizations define their value to society from the perspective of their mission, whereas for-profit organizations define this in terms of their financial performance. Since the mission is the guiding principle for government organizations, it also becomes the key measurement for assessing the past and future efforts of tha organization.

Key strategic calculation

For-profit organizations generate greater value by exploiting distinctive competencies of the firm by strategically orientating itself within product/service markets. Whereas, government organization, generate greater value by finding better ways to achieve its mission. The value created is not captured by the organization for itself but by the beneficiaries and the public:

> *"The way that governmental organizations produce value is to define and achieve valuable missions defined in terms of their achievement of social objectives. The performance of the firm is not reliably connected to its ability to attract revenues to pay for its continuing costs because the firm secures revenues by persuading elected representatives of the people that the social mission they are pursing is a valuable one. The survival of the organization depends on its ability to raise revenues (or other kind of resources) to continue its operations. On the other hand, in the for-profit sector, value maximization, financial performance and organizational survival are closely aligned with another." (Moore, 2000, p.195)*

In the for-profit sector, a business receives a direct payment from the customer in exchange for a bundle of product and/or services that satisfy their consumer needs (see Figure 5).

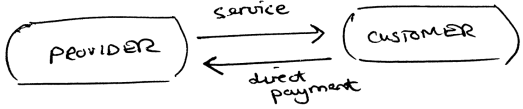


Figure 5: For-profit sector: transactions between provider & customer

The core premise of the market model is that the customer can choose among competing service offerings and will spend his money on the producer that can deliver the greatest perceived value. The market model positions the private consumer – the customer – as the **arbiter of value**, whose decisions will drive the competing businesses to be more effective in meeting the customer's needs and delivering the right mixture of products at the right prices. However, in the governmental sector, such a customer rarely exists.

In the governmental sector, the state taxes the citizenry in exchange for public services and legislation. A public service provider is funded through tax appropriations to achieve social/ environmental objectives on behalf of the state. Citizens benefit from the public services rendered, who in return pay their taxes to the state.

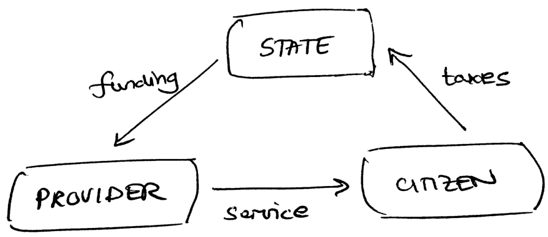


Figure 6: Governmental sector: relationship between state, provider and citizen

The core premise of the governmental model is that the citizen can choose among competing public value offerings. Citizens participate in a political marketplace of policies and promises. By voting for those set of policies, proposed by a politician, a citizen is authorizing him to be taxed to finance government efforts that can deliver the public value articulated. In this model, the citizen is the **arbiter of value**, whose decisions will drive government agencies and public service organizations to be more effective at representing citizen needs and delivering meaningful public services. In most cases, the individual citizen rarely has a choice in service provider when acquiring public products, such as a passport or ID booklet. There is usually only one service provider to choose from.

3.1.1 Strategic Public Value Management: The Strategic Triangle

Moore (1995, 2013) proposes that the creation of public value is the central aim of the governmental organizations. Within the NPG paradigm, Moore (1995, 2013) sees public managers as the best positioned to exploit new value-creating opportunities within the public sector. In his view, public managers are public entrepreneurs. He states that the key strategic problem for public managers is to:

> *'imagine and articulate a vision of public value that can command legitimacy and support – and is operationally doable in the domain for which they have responsibility.' (Moore, 1995, p. 200)*

To align these forces, Moore devised an analytical framework, which he named the *strategic triangle*, that helps public managers effectively navigate their work environments. He came up with three broad questions that any public manager must be able to answer (Table 5):

Table 5: 3 key questions. Adapted from Moore (1995)

Theme	*Key Question*
Value	*What important public value are you are seeking to produce?*
Authorizing Environment	*What sources of legitimacy and support authorize the agency, or wider system, to act and provide resources to create value?*
Resources	*What operational capabilities do the agency and service provider require to deliver this result?*

Within the strategic triangle (Figure 7), Moore (1995) highlights the three forces public managers must reckon with and bring into alignment. Firstly, a public manager must manage upwards through the organizational and political structures, Secondly, a public manager must manage downwards through management and operational lines. And lastly, he must manage outwards towards the public.

Figure 7: Mark Moore's strategic triangle (source: Ernst and Young, 1990, p.178–193)

Public managers operate in a political marketplace and not in an economic one like private managers do (Moore, 1995). This is what largely differentiates public managers from private managers. Public managers must listen and respond to a wide variety of stakeholders, including politicians, citizens, and industry groups, when making decisions. Whereas, private managers are accountable to shareholders when making decisions, but enjoy much more autonomy.

The role of a public mager in the authorizing environment

The authorizing environment consists of a wide array of authority figures and key stakeholders (Mintrom & Luetjens, 2015). Public managers may gain a deeper understanding of the limits of their organizational mandates and the extent to which their strategic goals have been made credible by engaging with their authorizing environments. This implies that public managers can best create public value by operating as close to their mandates as possible. However, Moore often speaks of managerial imagination, where he posits that public managers are most effective when they some level of independence to seize public opportunities. Herein, lies the dilemma of a public manager.

The authorizing environment may typically include

- political leaders (governors, mayors, key cabinet members),
- senior public managers (chief executives and departmental secretaries),

- relevant interest groups (unions and business lobbies) and
- others (engaged citizens, media, users of public services).

Public managers are expected to frame problems strategically, construct target groups and form advocacy coalitions around relevant issues.

The role of the public manager in the task environment

The task environment consists of the staff, civil servants that execute the organization's mission (Mintrom & Luetjens, 2015). The role of the public manager in the task environment is to engage in effective negotiations with key stakeholders to build operational capacity in the pursuit of their strategic goals. Another critical aspect is the need for a strategic discourse with them in order to secure support and resources. Now public managers do have some control over the distribution of public resources and may also choose to reconfigure them to better suit their strategic goals.

3.2 The Business Model Concept

3.2.1 Business Model Theory

Business model theory seeks to explain how value is created and captured by organizations. Within the information systems (IS) field, most the research has been focused on e-business and e-commerce. Others have applied the BM theory in the areas of knowledge including business management and strategy (Margretta, 2002), the telecom sector (Bouwman et al, 2008), software industry (Rajala & Westerlund, 2007) and lastly e-government (Janssen et al, 2008). Al-Debei & Avison (2010) proposes 3 reasons why the BM concept is so useful;

1. It can be used as an *alignment instrument* to synchronize between organizational processes, ICT-enabled technology and the strategy or other values of the organization,
2. It can be used as a *mediating construct* between operational and strategic aspects
3. It can be used as *knowledge capital* to facilitate a better quality of decision-making. By introducing BMs as a new unit of analysis, successful tactics can be transferred to other organizations facing similar challenges.

3.2.1.1 The business model identity crisis

Defining the business model (BM) concept is no easy task. The academic literature on BMs have a high degree of definitional divergence – as Shafer et al (2005) comments, researchers are defining the BM concept through the language of their domains of knowledge. Thus, the knowledge on BMs is fragmented across domains. Nevertheless, to bring together the concept across domains, Al-Debei & Avison (2010) has conducted the most recent comprehensive review of the concept. They propose a novel definition and framework that brings together the elements after reviewing the entire literature on business models. Al-Debei & Avison (2010) has broadly defined the business model concept as:

> *"An abstract representation of an organization, be it conceptual, textual, and/or graphical, of all core interrelated architectural, co-operational, and financial arrangements designed and developed by an organization presently and in the future, as well as core products and/or services the organization offers, or will offer, based on these arrangements that are needed to achieve its strategic goals and objectives."(Al-Debei & Avison, 2010, p.360)*

Briefly, in the BM literature on private sector organizations, business models are often described as *'the story that explains how an enterprise works'* (Margretta, 2002), or as the *'set of strategic choices managers make that dictate how the organization must operate that consequently capture value for the organization'* (Ricart & Casadesus-Masanell, 2011) or *'the logic for creating, delivering and capturing* *value'* (Osterwalder et al, 2010). Broadly speaking, the meaning of the BM concept in private sector organizations is the logic for moneymaking.

In the public sector, the literature often refers to business models as *public sector business models*, *e-government business models, public sector models, value models or public service value models*. For instance, in the e-government domain, Janssen et al (2008, p.204) define an e-government BM as:

> *"A reflection of the core business of an organization that is useful to describe (and even prescribe) the organization from the perspective of its main mission, and the products and services that it provides to its customers."*

There are two aspects to Janssen's (2008) definition, firstly, that a business model describes how an organization *fulfills its main mission* and, secondly, that it is through the delivery of *products and services* that its mission is fulfilled. Al-Debei & Avison's (2010) definition closely correlates with Janssen's (2008) definition. What Al-Debei & Avison (2010) refers to this as the '[...] strategic goals and objectives' of the organization, Janssen et al (2008) translates into the e-government domain as to 'fulfill its mission'.

Alternatively, Duggan & Moon (2008) define a business model in the public sector as:

> *"A description of how an organization creates value for its customers, the citizens of the country, and fulfills its mandate."*

There are two aspects to Duggan & Moon's (2008) definition, firstly, that a business model describes the *value-creation logic* and, secondly, it describes at the same time how an organization *fulfills its mandate*. The second aspect of their definition is like Janssen's (2008) definition.

According to these BM definitions, a *public business model* must first and foremost describe how a governmental agency will fulfill their mandate by outlining the logic for creating value to society as well as their targeted groups. Thus, a business model for government agencies should also describe the logic for public value creation.

3.2.2 The Business Model Canvas

One of the most widely used business model frameworks is the business model canvas (BMC). The BMC is a business model visualization tool that serves as a blueprint for defining, discussing and designing business models. The canvas was developed in a PhD thesis by Osterwalder (2004) called *The Business Model Ontology: A Proposition in a Design Science Approach* and popularized in the management book called *Business Model Generation: A Handbook for Visionaries, Game Changers and Challengers.* The strengths of this framework are in its strong visual representation, ease of use and widespread adoption across sectors. The supporting methodology to the canvas incorporates creative design methods that help inform the innovation process. This is particularly appealing as the authors and large community of practitioners are constantly developing supporting design tools. Allowing this large body of knowledge to spillover to public managers will help facilitate a more precise language for talking about business model innovation across sectors. Therefore, for these reasons, the business model canvas was chosen as the central framework for this thesis.

The BMC can be grouped into categories of value and efficiency with the value proposition connecting the two groups (see Figure 8). Osterwalder et al (2005) uses 9 key building blocks to describe any business model:

1. Key partners

2. Key resources
3. Key activities
4. Value proposition
5. Customer relationships
6. Channels
7. Customer segments
8. Cost structure
9. Revenue streams

The customer segment, value proposition, channels, customer relationships and revenue streams building blocks describe the customer-facing or front-end logic of the organization. The causal relationship between front-end components is described as following:

> *An organization serves one or several **customer segments (CS),** by which it seeks to solve customer problems and satisfy customer needs with **value propositions (VP).** Value propositions are delivered to (or retrieved by) customers through communication and distribution **channels (CH). Customer relationships (CR)** are established and maintained with each customer segment. **Revenue streams (R$)** result from value propositions being successfully offered to customers. (Osterwalder et al., 2010, p.16-18)*

The key partners, key resources, key activities and cost structure building blocks describe the **backend logic** that enables the front office of the organization. The causal relationship between back-end components are described as following:

> ***Key resources (KR)** are the assets required to offer the previously described elements, by performing several **key activities (KA).** Some activities are outsourced and some resources are acquired outside the enterprise through **key partnerships (KP).** The business model results in the **cost structure (C$).** (Osterwalder et al., 2010, p.16-18)*

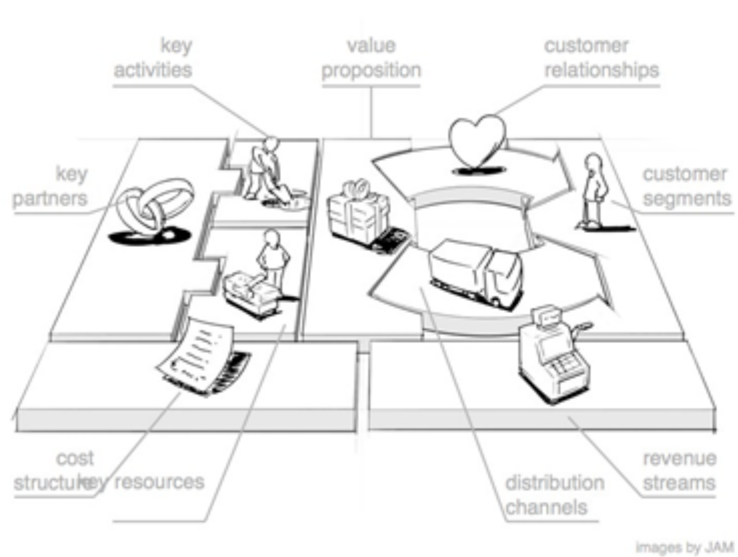


Figure 8: The Business Model Canvas. Source: Jam

3.2.2.1 Whole-of-government business model

Government is a complex organization with an extensive network of organizations and institutions that help design and execute policy. To manage this complexity, I found it useful to separate out the analysis according to three different levels of government: whole-of-government, agency impact, and agency service delivery.

The whole-of-government level is the domain of politicians and policy organizations where the government's intended policy goals are determined. The agency impact level is the domain of public service managers and service organizations where the agency's purpose, vision and objectives are determined. The agency service delivery level is the domain of department managers and line workers, where the actual service encounters happen with citizens.

The government has a business model, in its conventional meaning, at the whole-of-government level. Businesses, civil society and citizens (*customer segments*) pay taxes in exchange for legislation and public value (*value propositions*). Legislation and public value are delivered to customers via policy and service organizations, and public communication is used as a means of relationship building. The government partners with the non-profit and private sectors to leverage their impact. Key activities include public tasks and public representation determined through democratic processes. Key resources are civil servants, laws and trust. And lastly, the cost structure of government is largely based on salaries, materials and buildings, as well as elections and governance. At the whole-of-government level, there is a clear commercial model based on delivering legislation and public value to businesses, civil society and citizens in exchange for taxes.

Figure 9: The whole-of-government business model

However, as one begins looking further down the chain at public service organizations, then they are less in the business of collecting taxes (unless you are the Tax Revenue Department) and more focused on delivering meaningful services to specific target groups, who often do not pay anything over the bureaucratic counter. Such enterprise models are more focused on creating a positive impact on society. The justification for the public resources allocated to that public service is determined largely by a diverse set of stakeholders who hotly debate the case. Especially considering budget cuts, many public service managers and community groups have had to make a public funding case to secure the resources for their product or service. Therefore, it becomes increasingly important for public managers to be able to make a strong public value case towards the public and key stakeholders.

3.3 Conclusions

In this chapter, I identified the key characteristics of the governmental sector by contrasting it with the dominant strategy concepts found within the for-profit sector. These characteristics then form the basis for the contextual design requirements needed to help me define my own conceptual framework. The outcome of my literature review on the business model concept was to redefine what is meant by a public business model and reposition the concept as how public managers, in their entrepreneurial capacity, use it to exploit public opportunities within their task environments.

3.3.1 Government characteristics

In summary, the key characteristics of the governmental sector are:

I. The value produced by governmental organizations lie in the achievement of a mandated mission (which are captured by beneficiaries and the public) rather than in generating revenues for the organization.
II. Citizens, not customers, are the final arbiters of value in the governmental sector.
III. The authorization for the use of public resources comes from a complex network of stakeholders, whose perception of the service or program offered determines the organization's survival and economic viability.
IV. The 'bottom-line' of governmental organizations are mission effectiveness and financial sustainability.
V. Public service organizations are funded through tax appropriations to achieve social/environmental objectives.
VI. Recipients of public services are beneficiaries, not customers, since they do not make any direct payment to the public service provider.

3.3.2 Public managers as public entrepreneurs

I take the view of Moore, that public managers are public value seeking entrepreneurs and the torchbearers of the networked governance (NPG) paradigm. The key question though is: *how much autonomy should public managers assume, and how might they effectively renegotiate the roles and responsibilities of their existing work?* There is no easy answer to this. Rather, I believe public managers should be practical, adaptable and evidence-based as they work in the pursuit of public value creation.

Now, the connection between public entrepreneurship and business modelling is that it is the public entrepreneur who acts upon the public opportunities he sees within his task and authorizing environments. The business model is the implicit mental model he uses to exploit that opportunity. The business model essentially presides in the minds of public entrepreneurs. Business modelling tools make those set of assumptions explicit so that they can be discussed and shaped along the entrepreneurial process. Business modelling by public entrepreneurs can be about changing the rules of the game, developing new policies, or devising innovative ways of utilizing public and private resources in the public sector that are '*entrepreneurial, but not enterprising'* (Najmaei & Sadeghinejad, 2016). It can also be about proposing new service delivery arrangements that further enhance the creation of public value.

3.3.3 Redefining a public business model as a mission model

In the BM literature, I found two relevant definitions of a public business model proposed by Duggan & Moon (2008) and Janssen et al (2008, p.204). I want to propose that the word 'public business' is a misunderstanding of organizational strategy in the governmental sector. 'Business' implies that the organization seeks to earn revenues through its activities, which as we established in chapter 3.1 is not the key strategic calculation of public service organizations, but rather in finding better ways of achieving its mission. Therefore, I want to propose that the term 'mission model' would be more suitable language for an equivalent concept in the governmental setting.

I would define a *mission model* as the rationale of how a governmental organization creates and delivers value to their beneficiaries, as prescribed by their main mission, through products and services. A mission model is derived from the main mission of the public organization, which is defined in law, policies, regulations and in strategy statements and descriptions. It can serve as a foundation for articulating the public value propositions of the chosen product/service configuration to key stakeholders to secure the flow of resources and build legitimacy.

3.3.4 Objectives

Based on the characteristics found in the literature, the following objectives were formulated for the prototype.

Characteristics	*Solution Objectives*
Achievement of social/environmental purposes	Addresses the connections between the public resources obtainable to operate a public service, the activities that are intended and the achievement of social/environmental purposes
Citizens are the final arbiters of value	Describes the position of an organization within its bigger setting and the connections with other organizations that serve the same population groups
Public resource authorization comes from a complex network of stakeholders	Describes the key stakeholders that provide legitimacy and support for the mission.
Mission effectiveness and financial sustainability are the success criteria	*The model must include the rationale and building blocks to accomplish the mission and strategy.*
Funding comes from tax appropriations	Describes the mechanisms for acquiring public resources for their mission.
Recipients of public services are beneficiaries, not customers	*Describes the products, services and blend of channels intended for beneficiaries.*

Chapter 4

UWV Werkbedrijf Pilot Case Study

In this chapter, I present a pilot case study of the UWV Werkbedrijf using the original business model canvas. The aim is to investigate the suitability of the original business model canvas within a public service context. Using interviews and by studying reports this case was compiled. First, I discuss the original BMC framework and introduce the key building blocks and relationships between them. Then the case is introduced and the business model of the UWV Werkbedrijf is described using the 9 building blocks. The descriptions are visualized using the canvas framework as a summary. Finally, I present a discussion concerning the suitability of the BMC within the public context.

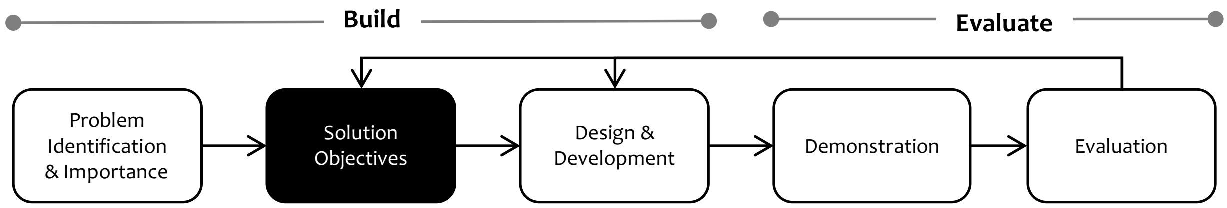


Figure 10: Positioning of the Solution Objectives stage within the research process

Within the research process, this chapter embodies the second part of the *solutions objectives* phase. In this chapter, the following research questions will be answered:

RQ3. How suitable is the business model canvas as a framework for describing public value creation through public services?

4.1 Case Description

The Werkbedrijf (Public Employment Service) division is responsible for the job placement and re-integration of unemployed citizens and the payment of unemployment benefits under employee insurance schemes. These core responsibilities have been captured in the WW-unemployment act. The WW scheme insures employees who have become unemployed against the financial consequences of unemployment. The loss in income is compensated for a specific period by the WW-allowance. This supplement provides employees with income security while they transition between jobs.

In response to a major budget cut of €220 M in 2012, the UWV Werkbedrijf division began a rapid digitalization of their re-employment services to guarantee the continuation of their public service. A digital job portal called *werk.nl* was launched with the goal of matching residual labour demand and supply. The *werk.nl* portal creates public value by ensuring readily available job opportunities for vulnerable jobseekers. In the process of finding job opportunities, the portal also brings about greater transparency to the labour market.

Werk.nl (the 24/7 digital self-service)

Werk.nl is a one-stop shop digital platform for citizens to access unemployment benefits and manage their job search and obligated tasks.

Werk.nl/werkgever is the portal for employers to identify and select the right employees by posting up their job opportunities for free, and request tailored statistical reports on the labor market within their sector and region. The *werk.nl* platform provides jobseekers access to a 24/7 service that enables them to manage any work-related issue at anytime, anywhere using the Internet.

The *werkm@p* is the major product innovation on *werk.nl.* The *werkm@p* is a personalized job search folder that provides one convenient place for managing the job search. It enables jobseekers to upload their CV for potential employers, search for existing job listings and apply directly to them, and automatically receive relevant job opportunities according to their skill profile. The *werkm@p* is mostly used for task management and the forwarding of on-going solicitations[1]. Through the *werkm@p* jobseekers interact with e-coaches, who help them on their way to employment. The e-coaches are the single point of contact for the jobseeker and a more personalized type of interaction.

Werkplein (the face-to-face personalized service)

A *werkplein* is physical location for jobseekers and employers to meet face-to-face. More intensive face-to-face service are offered here which have been targeted towards citizens who have an occupational disability or unemployed for a long time or do not possess sufficient digital skills to be able to use *werk.nl*. Offered services include speed dates with temporary employment agencies, workshops on using *werkm@p*, the job solicitation process, and additional face-to-face explanations of *werk.nl*. A *werkgeversservicepunt* is the equivalent offline service for employers to get face-to-face guidance and advice on recruiting disadvantaged jobseekers.

An important development was the reduction of *werkpleinen* to 30 regional locations. So, in order to accommodate the reduction, municipality front offices have been involved to offer similar face-to-face services for these groups as a 'safety net'. The meaning behind the safety net is to maintain access for at-risk jobseekers to re-employment services.

[1] http://www.slideshare.net/OperatieNUP/dienstverlening-in-de-keten-van-werk-en-inkomen

4.2 Business Model Canvas description

A business canvas description was developed of the case in conjunction with documentation provided by UWV employees. A summary of the service offerings at *werkpleinen* & *werk.nl* is given in Table 6:

Table 6: UWV Werkbedrijf Service Offerings

Offline services at Werkplein	Digital services on werk.nl
	Register as job seeker
	Request an unemployment allowance (WW, Wajong etc.)
A workshop on how to use Werkm@p Additional explanation of werk.nl A workshop on job solicitation	Personalized Werkm@p • Upload your CV • Search job listings and apply directly • Automatically receive relevant job opportunities • E-coach advises citizen-client in the job search • E-learning and register for webinars
	Automatically receive open job positions per email
	Test yourself online
A speed date with temporary employment agencies	Handy tips and information about applying and finding a job

Attracting vulnerable target groups

Conventional recruitment platforms rely on acquiring talented and highly skilled jobseekers to attract employers to their platform. However, when jobseekers lack skills or possess an occupational disability, this attraction loop fails and the *network effect* is diminished. So, to avoid disadvantaged jobseekers from falling into poverty, the UWV Werkbedrijf intervenes by providing a helping hand for unemployed citizens who could become potentially estranged from the labour market, and thus from the means for providing for themselves. Through *werk.nl*, jobseekers can register their unemployment status with the government and gain access to a range of employment services (one-stop shop) and request the WW-unemployment allowance.

Triple-facing value proposition

The client-citizen facing value proposition is a single access point to information and service transactions for both jobseekers and employers. The government facing value proposition is reliable, authentic records of the social security profile of each citizen. The public value proposition is to help as many unemployed citizens as possible back to work.

One-stop shop

The core Value Proposition of the UWV Wekbedrijf is providing a one-stop shop employment services for unemployed disadvantaged jobseekers and employers through online channels and physical channels. A Key Resource is the physical locations (*Werkplein* & *Werkgeversservicepunt*), which enables more personalized, face-to-face service offerings: solicitation & network training (for jobseekers), and recruitment consultation (for employers). The other Key Resource is the online platform (*werk.nl*), which enables three core service offerings: register as jobseeker, request an unemployment allowance, and job search & task management (*Werkm@p*).

Multi-sided platform

Werk.nl is a multi-sided platform that creates value by facilitating interactions between two different groups: disadvantaged jobseekers and employers.

In such platforms the value created to customer segment is only realized if the other customer segment is also present (commonly called the chicken-and-egg problem). The more users the platform attracts, the more value is created (a phenomenon known as the *network effect).*

The platform creates value by matchmaking two Customer Segments: disadvantaged jobseekers and employers. Thus, the public value creation is greater job opportunities for disadvantaged jobseekers by bringing greater transparency to the labour market.

Disadvantaged job seekers are drawn in by the Value Propositions of a large database of job opportunities, free solicitation services and an unemployment allowance. They gain access to these services through an online channel (*werk.nl*) and a physical location (*werkplein*). The *werk.nl* platform provides jobseekers access to a 24/7 service that enables them to manage any work-related issue at anytime, anywhere using the Internet (95% of requests for the WW-provision are completed via *werk.nl*). By getting unemployed citizens to register to the *werk.nl* platform and submit their CVs, it provides the organization with profiling information about the candidates' capabilities and aspirations, which it then uses to provide recruitment services to employers to make the right match.

Employers are drawn in by the Value Propositions of free job listing, labor market analytics & recruitment services. They gain access to these services through an online channel (*werk.nl/werkgever*) and a physical location (*werkgeverservicepunt*). By providing these services, the UWV Werkbedrijf facilitates the employment of low-skilled jobseekers by making it easier for employers to recruit them.

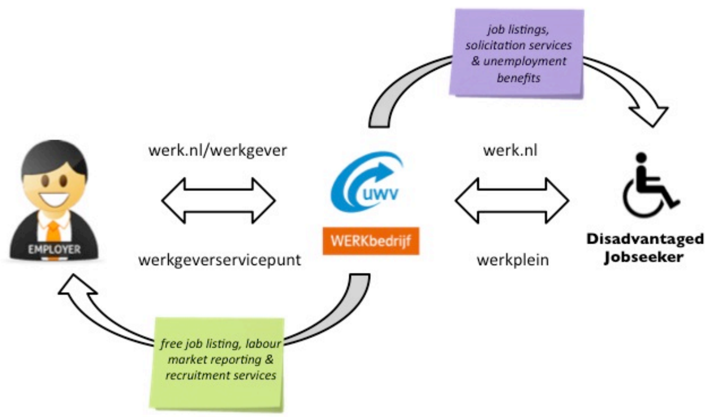


Figure 11: Multi-sided platform

The matchmaking logic only works if employers, as Key Partners, post up their job listings on the platform. The more employers are reached that provide specific jobs opportunities for low-skilled, training-intensive employees, the greater the public value created. In this manner, the chicken-and-egg problem is resolved.

Partnership model

The UWV Werkbedrijf acquires Key Resources and outsources Key Activities through both a shared-services and public-private partnership model.

By leveraging the work and income data on citizens from within the public service network, the UWV Werkbedrijf can substantially automate the information retrieval process for requesting the WW-unemployment allowance. They acquire a Key Resource called the BLAU register. This results in substantial process efficiencies by ensuring interoperability between back offices across public service organizations. Typically, back office departments like HR, IT and Finance are commonly integrated.

Platform management & development activities are outsourced to external IT firms like IBM. This enables the UWV Werkbedrijf to introduce innovative competencies into the organization that can accelerate the process of service delivery. However, the flipside is the inflexibility of the long-term contracts and the risk of high contractual fees if modifications need to be made to the platform. By building the IT competencies in-house, it gives the UWV Werkbedrijf more platform design flexibility and responsiveness to public preferences.

The Revenue Model

The one-stop shop recruitment services and the WW-unemployment allowance is offered for free to both jobseekers and employers. The operational costs (salaries, automation, platform development, service provision) and WW-unemployment allowance is completely subsidized by taxpayers (the third main Customer Segment). Taxpayer's pay a share of their income tax revenue to guarantee the economic viability of this public service.

Taxpayers' willingness to pay for this public service is dependent on the number of disadvantaged jobseekers they help back to work and not on the levels of unemployment, which are driven by factors outside the sphere of influence of the UWV Werkbedrijf.

Adjusting service delivery quality to unemployment duration

Jobseekers customers have been segmented into three groups. For the first 3 months of unemployment, job seekers are obligated to use only digital self-service (*werk.nl*). 90% of WW-customers are delivered services via werk.nl for the first 3 months[2]. Only after 3 months are customers given access to offline, more personalized, services at their regional *werkplein*. Here customers can follow solicitation workshops and various other trainings; however, they are given continued access to the products and services offered on *werk.nl*. If after 12 months, the job seeker has not found re-employment, they are obligated to take any available job. The differentiating factor between job seeking customer segments is access to more personalized face-to-face services. By making it mandatory for job seekers to use the *werk.nl* portal in the first three months of being unemployed, the Dutch government saved more than € 100 million in job mediation & reintegration costs[3].

Summary

In summary, the UWV Werkbedrijf has a one-stop shop business model with a multi-sided platform design pattern. The Value Propositions create public value in three main areas:

1. Attracting vulnerable user groups to register their unemployment status with the government
2. Matchmaking between two Customer Segments: disadvantaged jobseekers and employers

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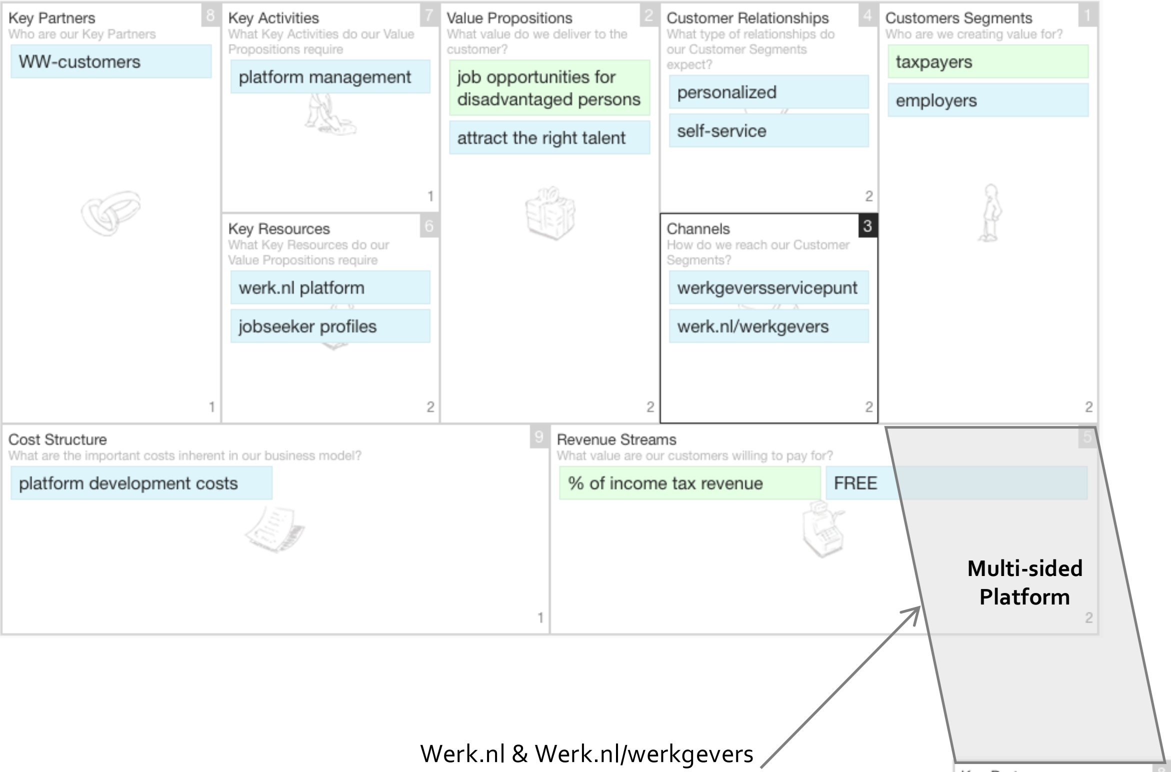
2 http://www.slideshare.net/OperatieNUP/dienstverlening-in-de-keten-van-werk-en-inkomen

3 Assessing User Centric eGovernment performance in Europe – Digital Agenda for Europe Insight Report

3. Reducing operating costs by channeling transactions through the *werk.nl* platform

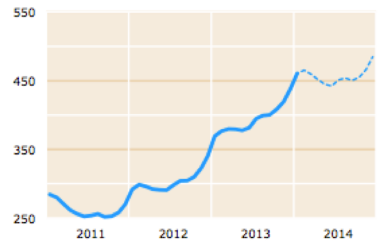
The key aspects of the UWV Werkbedrijf business model are:

1. Leveraging work & income data on citizens to automatize information services
2. Specific products & services for each customer segment.
3. Through a multi-sided platform (*werk.nl*) between employers and job seekers the residual labor demand and supply from failed market mechanisms is matched.
4. Reducing service provision & personnel costs by channeling transactions through the *werk.nl* platform
    a. Segmenting jobseekers by duration of unemployment and adjusting the service delivery quality according to that.
5. Outsourcing platform management & development tasks to an external IT company.
6. Taxpayers (third-party) subsidize the operational costs and WW-unemployment allowance



Rising unemployment

Unemployment figures released by UWV show an almost doubling of job seekers with a WW-allowance since mid-2011. Job seeking customers can approach almost 475,000 people by the end of 2014.



Segmenting WW-customers

Segmenting jobseekers by the duration of their unemployment and adjusting the service delivery quality according to that has resulted in further cost savings. Greater freedom has been given to unemployed people within the first 3 months to find employment themselves.

Werk.nl & Werk.nl/werkgevers

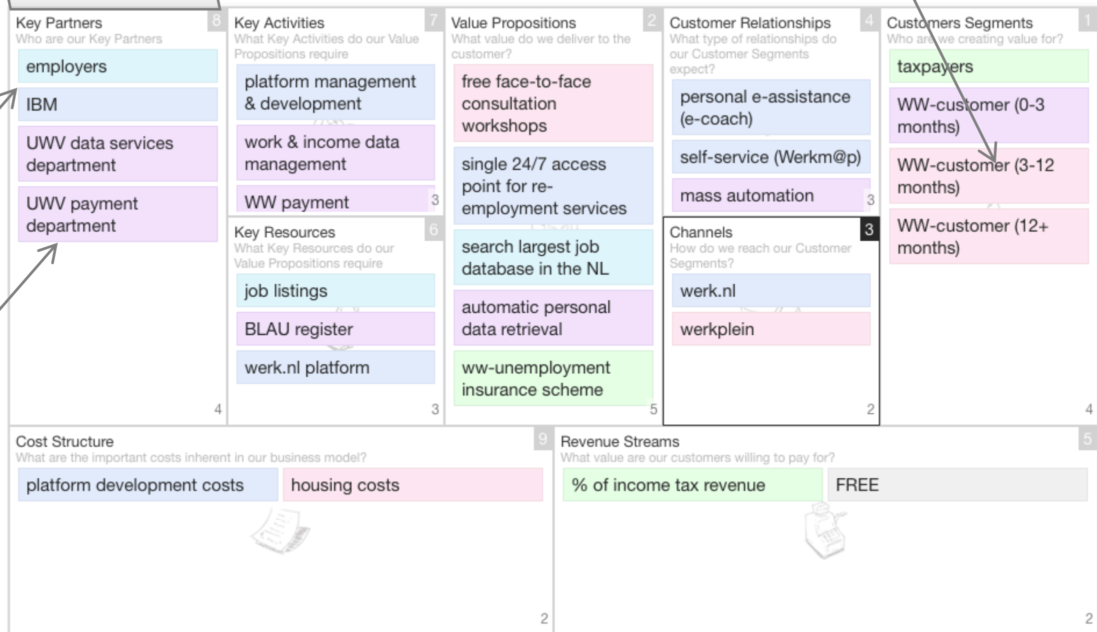
Reducing service provision & personnel costs by channeling transactions through the werk.nl platform (95% of requests for the WW-provision are completed via werk.nl.)

Public-private partnership

Outsourcing portal development tasks to IBM enables the UWV Werkbedrijf to bring innovative IT expertise into the organization

Shared services

Leveraging work & income data on citizens to automatize information services



4.3 Evaluating the Business Model Canvas

The original BMC is *useful* as a framework for describing the service delivery logic, but was *not useful* for better understanding the public value creation logic. As illustrated by the case, the BMC can help clarify the *frontend* (customer-facing) and *backend* (infrastruture) logic of the organization and how those activities are organized to capture value for the organization in terms of revenue streams. However, the BMC is not designed to clarify the *outward* (public) logic of the organization. In the case, we can broadly identify the public value created by this service model as *to help as many unemployed citizens as possible back to work*. This value is not captured by the existing building blocks. In other words, this is the main value to be captured by the framework, however, this is not directly addressed in BMC. For instance, how is the accessibility of the services provided improved by offering the service through digital channels? Or how are resources allocated more efficiently in this specific service arrangement?

The findings from Table 7 showed that 4 building blocks from the original conception were suitable, 3 were partially suitable and 2 were not suitable within the public sector. Some preliminary adaptations to the existing building blocks were also presented that will be further elaborated on in subsequent chapters.

9 Building Blocks	*Suitability*	*Explanation*	*Building Block Adaptation*
Customer Segments	Not suitable	The customer orientation of this building block is not suitable within the public service context. Perhaps more suitable language would be beneficiaries at the service delivery level. However, as citizens who pay tax, the customer orientation would be suitable.	Beneficiary Segments & Stakeholder Segments
Value Proposition	Partially suitable	The value proposition is framed around the product or service offered. This is partially suitable, but not the main idea. There are also public value propositions, which are more important than the product value proposition.	Private Value Propositions & Public Value Propositions
Channels	Suitable	The channels building block is very suitable as it is. Especially with the emergence of e-government digital services, this building block could potentially illuminate more innovative ways of delivering a public service while maintaining greater access to the service.	Channels
Customer Relationship	Partially suitable	The customer relationship building block is partially suitable. In its original meaning, it refers to the kind of relationship to lock-in customers for greatest revenue. However, in the public context, the beneficiaries are pre-determined and expected to be given a service. The role of relation building would be more focused on sustaining access to the public service for the beneficiaries.	Beneficiary Relationships & Stakeholder Relationships
Revenue Streams	Not suitable	At the whole-of-government level, the revenue stream building block is suitable. However, since most public business models are third-party funded, this building block becomes less relevant at the service delivery level.	Outcomes
Key Resources	Suitable	The key resources building block is suitable in the public context. Economic resources are allocated to government organizations via tax appropriations. These are revenue streams at the whole-of-government level, but not at the service delivery level.	Key Resources
Key Activities	Suitable	The key activities of a public service organization are defined by law. Key activities could be synonymous with public executive tasks.	Key Activities
Key Partners	Suitable	The key partners building block is suitable in the public context. Partners should not be confused with stakeholders though. A distinction should be made between the authorization actors and the task-related actors. Public service organizations often build coalitions around their public mandate with the intention of delivering greater value to the groups of people they serve. Partners are organizations or individuals who help government organizations improve their service delivery to citizens.	Key Partners
Cost Structure	Partially suitable	The term, cost structure, is partially suitable in the public service context. A more suitable term could be budget structure.	Cost Structure

Table 7: Evaluation of the BMC components for public sector

4.4 Design Requirements

The benefit of presenting a business model visually becomes apparent from the case study. These benefits should be carried through to any successive reconceptualizations. A recent study by Strategyzer (2015), the firm behind the business model canvas, concluded that the greatest value of the business model canvas for its users lie in providing a shared language that lead to better strategic conversations and better ideas on the table. Herein lies the main reason for developing *canvases* and not *prescriptive theoretical frameworks*.

Using the design of the business model canvas as my guide, I identified a couple of user design requirements for an equivalent conceptual framework for the public sector:

1. **The tool must be visual, practical and intuitive to use**

A canvas is a visualized model that is intentionally left blank for others to use. A canvas is a kind of template or checklist that makes users ask the important questions within a given field of expertise. For instance, the business model canvas is a visual tool made to allow people to think visually and strategically about the business model concept.

2. **The tool must be descriptive not prescriptive**

A canvas is the sweet spot between creativity and structure – structure without creativity would be too rigid and static (as most theoretical frameworks) and creativity without structure would most likely end in creative chaos. Therefore, a canvas is semi-structured in that it provides a description of the essential elements of a given field of expertise without prescribing any direction on how to do it. This is left to the expertise and experience of the user itself.

3. **The tool must use straightforward language**

Another aspect of a canvas is that it uses straightforward, jargon-free language. This enables teams to develop a shared language that spans across disciplines. The straightforward language also enables non-experts to participate in the discussions. This is important because non-experts often bring a beginner's mindset, which helps overcome groupthink and foster novel perspectives on the problem at hand. This leads me to the last point; in that it is the discussions that emerge from using the canvas that are important – not the canvas itself. If a team uses a canvas, it should lead to better strategic conversations.

4. **The tool must have clearly defined building blocks for the public sector**

To create a canvas is to provide a framework for thinking within a field of expertise. Such a canvas usually consists of clearly defined building blocks. Building blocks are avenues for thought. In other words, they are the questions or factors that remain constant over time within a field of expertise, which frees up greater mental resources for discussion, creativity, and ideas.

The case revealed that effective stakeholder engagement is a crucial public sector factor not yet incorporated into the canvas, as well as, the need to define compelling public value propositions and not just private ones. Lastly, a building block is needed to capture the social/environmental benefits that result from government activity and not just revenue streams.

5. **The tool must express the relations between the building blocks to understand value creation**

Three dominant value creation mechanisms emerged from the case study and literature review: the first one being efficiency and cost gains in the back-end operations, the second being the value added directly to beneficiary groups through products and services in the front-end of an organization, and lastly, the positive spillovers that these meaningful service encounters have on the public sphere.

- Operational value creation – efficiency & cost-effectiveness
- Beneficiary value creation – satisfaction & needs
- Public value creation – positive externalities & spillovers

The tool must connect these three value creation mechanisms by breaking them down into simple building blocks and show the relationships between them.

Chapter 5

The Mission Model

Chapter 5 brings together the conceptual research and theoretical insights from previous chapters to specify the mission model concept and its accompanying visualilzation tool – the mission model canvas. I begin by first presenting the progression of insights that led to this specific conceptualization before formally introducing the mission model concept and canvas.

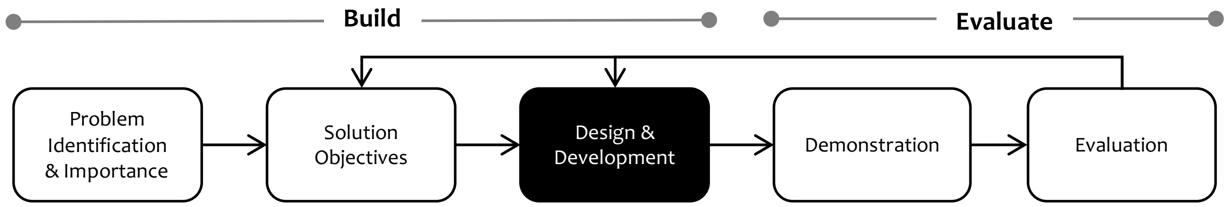


Figure 12: Positioning of the Design & Development stage in the research approach

Within the research process, this chapter represents the *design & development* phase. The design requirements devised from Chapter 3 & 4 are the guidelines for designing the set of prototypes presented in this chapter. It is an iterative process of trial and error until the devised prototypes sufficiently satisfy the design requirements and objectives.

In this chapter, the following research question will be answered:

RQ4. What building blocks would be suitable for describing a mission model?

5.1 Reconceptualizing the Business Model Canvas

The goal of this sub-chapter is to present existing reconceptualizations of the business model canvas and to propose my own adaptations of the business model canvas based on the literature review and case study conducted in previous chapters. This will provide the foundation for my own conceptual framework, the mission model canvas, which I introduce and specify in Chapter 5.2.

5.1.1 Existing Reconceptualizations

The BMC has already been reconceptualized within other, but related, contexts. Notable examples were found in the social/voluntary and public domains.

Reconceptualization 1: The Extended Business Model Canvas

In the original Business Model Generation book, Osterwalder (2010) proposes to extend the BMC by two additional building blocks: socio-environmental cost and socio- environmental benefit when using it within organizations that have multiple 'bottom lines'. The rational for the additional building blocks is to capture the non- financial returns from the exchange and to highlight the unintended consequences. Osterwalder (2010, p.350) distinguishes between two categories of '*beyond profit'* models:

1. *third-party funded enterprise models* (e.g. philanthropy, charities and government)
2. *triple bottom line business models* with a strong ecological and/or social mission.

Governmental agencies have strong non-financial missions focused on public service mandates that are indirectly funded by taxpayers. In such a case, the beneficiary is not the payer of the service.

Reconceptualization 2: The Social Business Model Canvas

The Social Innovation Lab (focused on advancing social entrepreneurship) designed a canvas specifically for social enterprises – taking their inspirations largely from the BMC. The Social Business Model Canvas has two additional building blocks focusing on the type of intervention and financial surplus. The type of intervention building block refers to the type of intervention planned, which might take the format of workshops, services or products. The financial surplus building block describes how the profits generated will be reinvested. The remaining building blocks are like that of the original business model canvas, however, some important clarifications are made to the key partners, customer segments and value proposition building blocks. For key partners, the emphasis on managing stakeholders is also mentioned, since stakeholders have a more prominent role in the value creation process compared to strictly commercial organizations. For customer segments, a distinction is made between beneficiary segments and customer segments, since in social businesses; there are frequently non- paying beneficiaries to the service provided. The commercial customers of the service provided are paying customers. Often, the revenue generated from paying customers is used to cross-subsidize the costs incurred to serve vulnerable non-paying beneficiary groups. Lastly, for the value proposition, a clarification is made between the social value proposition, the impact measures and the customer value proposition. The social value proposition is related to the value provided to the non-paying beneficiary groups and the customer value proposition is related to the value provided to the paying customer groups. The impact measures are related to the mission of the organization and outline the socio- economic or environmental benefit the organization intends to have on both its beneficiaries and customers.

Reconceptualization 3: Social Enterprise Canvas

On the other hand, the Knode Foundation (an impact-driven design consultancy) sees no reason to make any compositional adaptations to the original BMC so that it can be better used in social enterprises; instead they recommend some 'special' adaptations. They propose that

> *'the key to using the BMC is to separate out the commercial and impact models, and then integrate them inside the whole story of the business model.' (Knode Foundation, 2008, p.6)*

For instance, let us consider a coffee shop that employs long-term unemployed people. The impact value proposition is sustainable employment for people who have been long-term unemployed and the commercial value proposition is great coffee, fresh food and personal service. The commercial focus is to provide a great tasting coffee and service, which requires the involvement of coffee distributors and an investment in coffee equipment to satisfy customers sufficiently so that they are willing to pay for it. The impact focus is on providing the necessary training and support for long- term unemployed people, so that they can on one side attract funding from governmental organizations and on the other ensures that their employees are reintegrated into society in a meaningful way. The link is that the commercial model cross-subsidizes the additional costs incurred for the training and support schemes for long-term unemployed people.

5.1.2 Building Block Adaptations

I propose these four adapatations to the building blocks of the business model canvas:

Adaptation 1: Private Value Propositions and Public Value Propositions instead of just Value Propositions.

While compiling the case study, I found that it could quickly become confusing when trying to formulate value propositions in general. The scope and abstraction of value propositions found within public service organizations vary greatly.

Private value propositions are related to the intended benefits direct service users or participants can expect to receive from the product, service or program, whereas public value propositions are more related to the indirect benefits individuals or communities can expect to receive from the interactions between the provider and customer. The concept of public value propositions is an attempt to address the contestability issue within political environments. By crafting compelling public value propositions shaped around the interests, goals and values of key stakeholders, I believe stronger coalitions can be formed to sustain deliberate action towards a desirable public outcome. I believe that this distinction will help better clarify the intent and scope of value propositions found within a public context.

Public value propositions could be articulating:

- Financial value e.g. cost-efficiencies and value for money to the taxpayer
- Moral value e.g. fairness in the distribution of public benefits and obligations
- Social value e.g. activities that reflect collectively desired ends
- Political value e.g. implementation of policies for which the government was elected, or the satisfaction of legislative requirements
- Cultural value e.g. activities that affect the nature and quality of public life
- Aesthetic value e.g. activities that affect the public's appreciation of the environment or life in general

It is important to realize that it is not customer satisfaction that is the ultimate measure of success of a public service, but rather in how those service interactions are creating positive spillover effects to the public (see Figure 13). Another way to put it is to say what are the positive externalities of a public service?

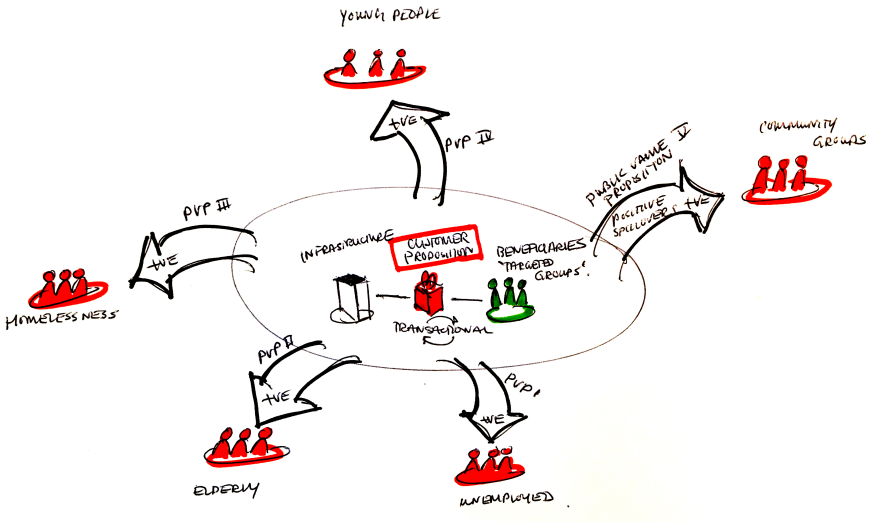


Figure 13: Crafting public value propositions based from private value propositions

Adaptation 2: Beneficiary segments instead of customer segments

As discussed previously, the customer identity is a false assumption in the public context. I propose that a more appropriate term would be beneficiary. A beneficiary is loosely defined as any person or organization that receives a direct benefit from a rendered service, product or program without being expected to give something back in return. The one-directionality of the exchange suggests that the term, beneficiary, is more appropriate than customer. The term, customer, suggests that the nature of the exchange is bi-directional. This is often not the case in the public context. To avoid confusion, I propose this adaptation.

Adaptation 3: Outcomes instead of revenue streams

The types of value that is to be created becomes no clearer with the original conception of the canvas. The value propositions in the case point towards the type of value generated with the current business model, but do not explicitly state them. For instance, a better outcome is improved accessibility to re-employment services via the Internet for which both an economic and social case can be made. The OECD ranks the Netherlands in having the most broadband subscriptions per 100 inhabitants in Europe[4]. This statistic helps support a much greater accessibility to these public services for the public. The problem is that the results from the BMC are mostly output-based. What is missing in the BMC is how the outputs of this business model lead to better outcomes for society (public value).

In the private sector, there is a simple performance measurement for success, which is profit. It is a simple measure for guiding decisions within any private firm. However, the success of public organizations lies in the achievement of its mission, which are vastly varied across the public sector. Most public organizations assess their performance based on the output of their organizations, which they hope will translate to positive impacts on society. The danger of managing performance purely on output is that organizations can become purely target-driven and less focused on the actual quality of the service rendered. Targets can be met without adding any value to the public sphere. Therefore, a shift is needed towards more outcome-based performance measures that will hold organizations accountable to positive outcomes in society. An immediate challenge to outcome-based performance is often data availability and measurement difficulty. Nevertheless, great strides have been made in the field of impact investing that can provide useful frameworks for measuring social impacts. Another benefit to outcome-based performance is that it gives public managers the

[4] https://en.wikipedia.org/wiki/Internet_in_the_Netherlands

opportunity to gather a deeper understanding of their role and purpose within society. Public value creation can better be measured through outcomes and cost-effectiveness rather than by revenue streams alone.

Adaptation 4: Stakeholders, partners and beneficiaries are separately considered

The involvement of a multitude of stakeholders in the formation and execution of a public business model is much more crucial in a public context than in a private one.

- Public entrepreneurs have the responsibility to create an 'authorizing environment' that builds a coalition of stakeholders from across sectors whose support is necessary to sustain action.
- Stakeholders are key players in the authorizing environment of any public business model. The stakeholder is not directly involved in the delivery of the product, service or program, but give both the legitimacy and authorization of resources to the organization.
- Partners are actively involved in the actual delivery of the public service. They bring resources, skills and networks to the table and operate within the task environment.

5.1.3 Conclusions

I conclude that the building blocks that were deemed suitable from the case study can remain in my reconceptualization. However, the building blocks that were found partially or not suitable must be adapted in the following way:

1. *Private Value Propositions* and *Public Value Propositions* instead of just *Value Propositions*.
2. Distinction between *stakeholders, partners and beneficiaries*
3. *Beneficiary segments instead of customer segments*
4. *Outcomes instead of revenue streams*

Chapter 5.2 will synthesize these adaptations and supporting conceptual research into the main contribution of this paper – the mission model canvas.

5.2 *Introduction to Mission Models*

It can be challenging for public managers to effectively navigate their respective task and authorizing environments. They are tasked with the difficult job of bringing into alignment the triple demands from political representations, management and lastly, from the public. Sometimes public managers must act entrepreneurially to bring these forces into alignment. A deliberate change effort requires you to have a hypothesis about how to make it happen. Mission modelling tools makes those set of assumptions explicit so that they can be discussed and shaped along the entrepreneurial process. The mission model canvas is a beneficial entrepreneurial tool that facilitates effective public service planning, implementation and evaluation for public managers.

5.2.1 Mission Model Definition

A mission model is the rationale of how a governmental organization creates and delivers value to their beneficiaries and stakeholders, as prescribed by their main mission, through products and services. It is derived from the main mission of the public organization, which is defined in law, policies, regulations and in strategy statements and descriptions.

Figure 14: The mission model value creation mechanisms

A mission model describes the value creation logic of the operational, beneficiary and stakeholder aspects (Figure 14). Firstly, a case is made for operational efficiency and effective resource utilization. Secondly, a case is made for creating value to beneficiaries through a mixture of products and services. Lastly, a case is made for how these successful service encounters will have positive spillover benefits to the public and stakeholders. A mission model is a compelling narrative that connects all three of these value creation mechanisms into a blueprint for achieving success as a public organization.

5.2.2 Mission Model Purpose

The purpose of a mission model is to provide public managers with an explicit mental model of how to exploit public opportunities within their task and authorizing environments. A mission model brings public service concepts to life. It lets public managers try an idea and hypothetically test their assumptions on a model of how the service might work. Mapping a mission model helps users visualize and understand how human and financial investments can contribute to positive impacts on society.

5.3 *The Mission Model Canvas*

The Mission Model Canvas (MMC) is a visualization tool that helps people to think visually and strategically about mission modelling (Figure 15). The canvas consists of 13 building blocks that essentially break down the mission model concept into 13 key questions, that when answered all together, will help users to define and discuss their mission model.

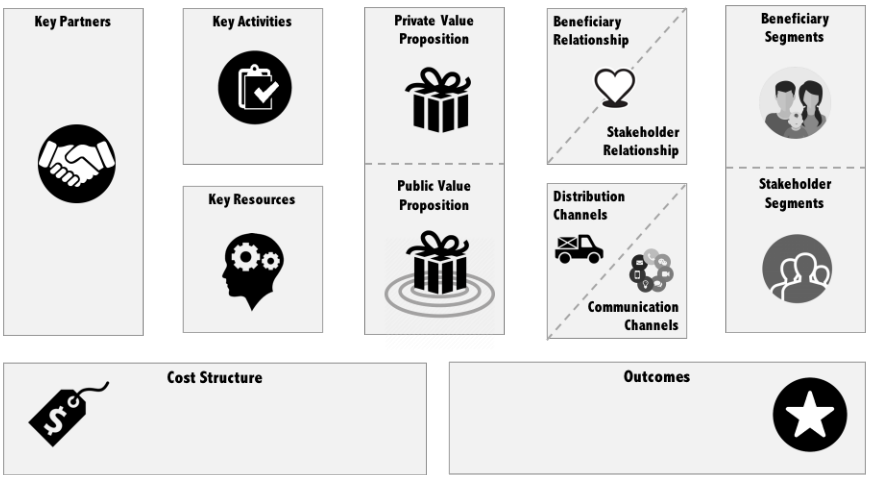


Figure 15: The Mission Model Canvas – synthesis between the logic model framework (W.K. Kellogg Foundation, 2004), the business model canvas framework (Osterwalder et al., 2010) and the strategic triangle framework (Moore, 1995)).

5.3.1 Building Blocks

The Mission Model Canvas consists of 13 building blocks that are grouped around 5 categories that together present a common language for describing and discussing mission models (

Category	*Building Blocks*	*Definition*	*Key Question*
Value Proposition	Private Value Proposition	The intended benefits beneficiary segments can expect to receive from the program or service	What do you offer?
Beneficiary Management	Beneficiary Segments	The individuals or communities who directly benefit from the service or program involved	Who do you reach?
	Beneficiary Relationship	The nature of the relationship kept with beneficiary segments	How do you interact?
	Distribution Channels	The channels used to reach the beneficiary segments with your product or service	How do you reach them?
Infrastructure Management	Key Partners	The individuals or organizations directly involved in the operation of the service or program	Who will help you?
	Key Activities	The key activities performed to sustain the value proposition, distribution channels and relationships	How do you do it?
	Key Resources	The key resources acquired to sustain value proposition, distribution channels and relationships. In other words, the resources acquired from stakeholders and partners.	What do you need? What do they give?
Impact	Outcomes	The intended short-term to medium-term results you expect to see in the beneficiaries because of your service or program	How will they change?

Financial Management	Cost Structure	The key costs incurred to operate the service or program	What will it cost?

Table 8). I propose that you need all 13 building blocks to fully describe and discuss your mission model.

Table 8: A description of the MMC building blocks

Category	*Building Blocks*	*Definition*	*Key Question*
Value Proposition	Private Value Proposition	The intended benefits beneficiary segments can expect to receive from the program or service	What do you offer?
Beneficiary Management	Beneficiary Segments	The individuals or communities who directly benefit from the service or program involved	Who do you reach?
	Beneficiary Relationship	The nature of the relationship kept with beneficiary segments	How do you interact?
	Distribution Channels	The channels used to reach the beneficiary segments with your product or service	How do you reach them?
Infrastructure Management	Key Partners	The individuals or organizations directly involved in the operation of the service or program	Who will help you?
	Key Activities	The key activities performed to sustain the value proposition, distribution channels and relationships	How do you do it?
	Key Resources	The key resources acquired to sustain value proposition, distribution channels and relationships. In other words, the resources acquired from stakeholders and partners.	What do you need? What do they give?
Impact	Outcomes	The intended short-term to medium-term results you expect to see in the beneficiaries because of your service or program	How will they change?
Financial Management	Cost Structure	The key costs incurred to operate the service or program	What will it cost?

The remaining building blocks are aimed at engaging stakeholders:

Category	*Building Blocks*	*Definition*	*Key Question*
Value Proposition	Public Value Proposition	The intended benefits individuals, who do not actively use the service or participate in the program, can expect to receive as others use the service or participate in the program.	How will others benefit?
Stakeholder Management	Stakeholder Segments	The persons who have a stake in the policy issue, but do not directly participate or use the service or program	Who cares?
	Stakeholder Relationship	The nature of the relationship kept with stakeholders	How do you engage?
	Communication Channels	The communication channels used to keep stakeholders informed and engaged	How do you stay in contact?

The resources acquired through stakeholders is channeled back into the mission model to fuel the operations and value propositions. On the other hand, the cost structure and outcomes can be used to formulate compelling public value propositions.

5.3.2 Ways to Use the Mission Model Canvas

The Mission Model Canvas is a template for public managers to sketch out their hypotheses of how they might successfully deliver a public service. It is a set of hypotheses because it has not yet been validated in the real world. Framing entries to the canvas as hypotheses also helps users to realize that their first idea might not be the best one. Rather it is an iterative, discovery-based process of experimenting with different modes of delivery through small-scale pilots, while learning which one best accomplishes the intended outcomes.

Internally, it can be used to visualize the current situation and help bring about employee understanding and alignment to the goals of the organization. In addition, as an intermediary instrument, it can be used to bring about better alignment between the organization's mandate and business processes. Externally, it can be used build confidence and legitimacy with key stakeholders by having a way to visually capture the public value propositions of the organization. Lastly, it can be used as a comparison tool for benchmarking with other public service organizations.

5.3.3 Why Use a Mission Model?

Pictorial in nature, mission models require systemic thinking and planning to better describe public service arrangements.

1. *Mission models better position public services for success*

Mission modelling takes a holistic view to public service design. Mission models describe all the critical building blocks needed to achieve success. Success in public organizations can be defined in terms of mission achievement and financial sustainability.

2. *Mission models strengthen the case for public funding*

At the heart of a mission is a value proposition aimed at beneficiaries and stakeholders. A compelling value proposition can strengthen any case for public funding, since it would outline how the deployment of a public service will benefit the public.

3. *Developing a mission model requires a simple, one-page canvas illustration*

Using the mission model canvas, a mission model can be described quickly on one-page. The visual nature of the canvas makes it more intuitive to grasp the big picture.

4. *Mission models can reflect group processes and shared understanding*

A mission model can be a means for attaining better alignment and shared understanding within organizations. The visual and jargon-free nature of the mission model canvas enables experts and non-experts to collaborate and develop a shared language for describing the work they do together.

5. *Mission models can change over time*

A public organization's mission stays the same, but its mission model may change over time as better ways are discovered by the organization to attain its' mission. Political, regulatory or budgetary forces may drastically change, which may cause the organization to forcibly change its mission model. The benefit of the mission model canvas is that you will have a simple, one-page method for describing your mission model before and after a drastic change in either their authorizing or task environment.

5.3.4 Methodology

A mission model can be created by using the following steps:

Operational & Beneficiary Aspects:

1. **BENEFICIARY SEGMENTS** Specify the beneficiary segments according to the organizational mandate
2. **OUTCOMES** Specify the intended outcome for each beneficiary segment
3. **PRIVATE VALUE PROPOSITION** Formulate a specific private value proposition for each beneficiary segment.
4. **BENEFICIARY RELATIONSHIP** Identify what kind of relationship is needed with each beneficiary segment to ensure that the beneficiaries remain connected to your public service
5. **DEPLOYMENT CHANNELS** Identify through which channels your beneficiaries will best be reached
6. **KEY PARTNERS** Identify potential key partners that can help leverage your existing private value propositions and aid with the actual service delivery
7. **KEY ACTIVITIES** Specify what key activities are necessary for successfully offering your private value proposition
8. **KEY RESOURCES** Specify what key resources are necessary for successfully offering your private value proposition
9. **COST STRUCTURE** Determine what cost structure would result from your key resources and key activities.

Stakeholder Aspects:

1. **STAKEHOLDER SEGMENTS** Specify the key stakeholders that would have a strong interest in your initiative. This would also include funders.
2. **PUBLIC VALUE PROPOSITIONS** Formulate a specific public value proposition for each stakeholder segment.
3. **COMMUNICATION CHANNELS** Identify through which communication channels stakeholders can be kept up-to-date with the progress of the initiative.
4. **STAKEHOLDER RELATIONSHIP** Identify what kind of relationship needs to be established with stakeholder segments to keep them positively engaged in the initiative.

5.4 Conclusions

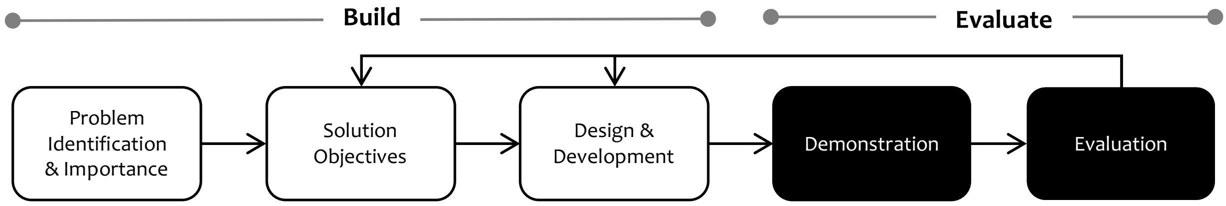
From the literature and case studies, it became clear that effective stakeholder engagement is vital to the success of public organizations, which is not addressed in the original business model canvas. I believe the mission model canvas makes an interesting connection between two building blocks; *public value propositions* and *stakeholder segments.* Stakeholders are the focus of the authorizing environment, where the flow of resources and legitimacy is controlled. Therefore, I propose that compelling public value propositions must be formulated specifically at them to secure those resources and support. Public value propositions articulate how societal actors may indirectly benefit from the service rendered to beneficiaries. On the other hand, beneficiaries are the focus of the task environment, who directly benefit from service rendered.

Thus, the mission model canvas is different from the business model canvas in two ways. The first being, that the mission model is aimed at achieving social/environmental benefits or positive externalities, not just economic benefits for the organization itself. The second being, the building blocks, a distinction is made between public and private value propositions, customers are replaced by beneficiaries and revenue streams by outcomes. In this way, the public-sector nature is considered.

Chapter 6

Demonstration and evaluation

This chapter presents an illustrative case of the Social Insurance Bank using the set of prototypes devised. The aim is to show the usefulness and applicability of the prototypes within a public service context. The case study was compiled from annual reports, presentations and reports as well as an open-ended interview with a SVB employee.



Within the research process, this chapter represents the *demonstration* phase. In this chapter, the following research questions will be answered:

RQ6. What would an instantiation of the mission model canvas look like in practice?

6.1 The Mission Model Canvas Demonstration

The purpose of this chapter is to demonstrate the mission model canvas. The Social Insurance Bank (SVB) was chosen as the case study to illustrate how the mission model canvas can be used to understand and discuss the mission model of the SVB.

6.1.1 The Social Insurance Bank

The SVB is the executive administrative body responsible for implementing national insurance schemes such as pensions, child benefit programmes etc. within the Netherlands. The SVB creates public value by providing income security to citizens, by ensuring that the payment of social security benefits is reliable and on-time, and by guaranteeing accessibility to services for all intended beneficiary segments. The SVB define their mission as to be "an excellent, service-oriented and context-focused provider of social support arrangements in the public domain."

6.1.2 Task Environment

The Ministry of Social Affairs & Employment formulated a new organizational strategy for them called the SVB 10 Change Program. It would be a comprehensive change strategy for the SVB to guarantee the continuation of their public service in the future. The objectives of the SVB 10 program were to (1) better service delivery to the citizen, (2) lower operating costs and (3) flexible coupling of innovations in government. The program focused on 4 clusters of change:

(1) Integrated service teams on the service delivery side
(2) Realization of the MRS that involves the renewal of the entire IT landscape including the related organizational and information provisions
(3) Demand and supply for IT systems concerning the information administration
(4) Greater collaboration with other socially orientated governmental organizations to enable better service offerings for service end consumers.

6.1.3 Authorizing Environment

2011 was a turbulent year for the SVB. Firstly, in response to the financial crisis, the Dutch government outlined several austerity measures to guarantee the continuation of public services. The result was a 30% budget cut to the operations of the SVB, which amounted to €54 million[5] to be saved in the coming years. Secondly, the rise in life expectancy within the Netherlands means an increasingly elderly population, who expect a similar degree of coverage than previous generations. In response, the SVB had to undergo large organizational changes to adapt to these new circumstances. For instance, they had to let go thousands of employees and digitalize most of their services to keep operating costs low through extensive automation.

6.1.4 Building Blocks

In this section, the public business model of the SVB is demonstrated using the proposed prototypes. Each building block is addressed and the findings presented for each. Lastly, the findings are summarized in the canvas itself.

Beneficiary Segments

The main beneficiary segments are:

- Parents with children (AKW, TOG)
- Pensioners (AOW, AIO)
- War survivors & victims of war (Anw)

5 *http://www.dutchnews.nl/news/archives/2011/03/uwv_benefit_agency_workforce_t.php*

- Individuals with exceptional health expenses (AWBZ)
- Parents with handicapped children (WMO)

The remaining beneficiary segments are:

- Migrants who want to return to their country of origin (REM)
- Individuals who live abroad but work domestically or vice versa (BBZ & BDZ)
- Caregivers (WMO)
- Individuals whose partner or parents died (WMO)
- Asbestos victims (TAS)

Value proposition

Head-to-tail social insurance schemes	The SVB offers head-to-tail national insurance schemes to the Dutch public. *MijnSVB* provides a single 24/7 accessible service for customers to handle any claim digitally. The added private value is focused around themes of **convenience** (by being accessible anytime, anywhere), **speed** (by significantly automatizing the claim process) and **time-savings** (by not having to refill in personal information already submitted from previous interactions with government).

Distribution Channels

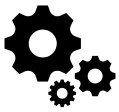
In the coming years, the SVB intends to migrate delivery channels to the digital realms only, where **the Internet and telephone will be the most important channels** for reaching targeted beneficiary segments**.** The importance of paper-based communication is expected to decrease with time. Along with the predominant use of Internet, e-services, e-mail and electronic communication, comes a higher expectation from clients for faster and faster processing speeds of their claims. This puts increasingly higher demands on the internal processes of the SVB.

www	The SVB uses Internet channels to reach targeted groups • Svb.nl • Svbabc.nl
telephone	The SVB is reached via telephone channels for any related questions or queries. Mondays to Fridays from 8 a.m. to 5 p.m.
offices	The SVB has offices in Amstelveen, Roermond, Breda, Groningen, Rotterdam, Leiden, Deventer and Nijmegen where face-to-face appointments can be held.
municipality offices	The municipality offices within each Dutch city.

For the time being, the SVB has taken the stance of keeping all channels open to beneficiary segments, so that clients can freely choose how they communicate with the SVB and never find a 'wrong door.' However, despite the preference towards digital channels, the SVB acknowledges that there will always be a group of citizens unable or unwilling to use the latest communication technologies, for these clients, regular face-to-face appointments can then be made.

Beneficiary Relationships

Relations with the targeted groups vary across three levels. Firstly, relations are maintained through Internet self-service channels, where clients can retrieve their information and request allowances themselves through a personalized portal that is authenticated using DigiD. Secondly, there is a personalized telephone service called service teams that clients can call whenever they cannot complete their transaction through the automated, self-service channels. Lastly, there is the personalized face-to-face service hosted at various SVB locations throughout the Netherlands.



automated

Whenever possible, life events are processed automatically, including the communication with clients. This is coined as 'the factory'. 'The factory' service provision is coupled to the existing information chains within government to ensure optimal administration. Typical examples of 'the factory' service provision are: the authorization of child benefits for the birth of a second or subsequent child within a family, or the termination of the AOW pension after a person has passed away.

self-service

This is when the client arranges his or her own claims via the Internet (MijnSVB). This is fast and convenient and offers the client the possibility of arranging their affairs anytime, anywhere. The processing of their claims is predominantly automatic, including the communication. Typical examples of self-service are when the client needs to update his or her bank account details, request child benefits (Anw) or pension (AOW), or confirm general information and personal data.

virtual coach

The svbabc.nl website provides jargon-free, simple claim-related information to targeted groups. A virtual coach help users navigate the information on the site and help them understand how to find and apply for social security benefits.

service teams

Service teams is a personalized helpdesk service delivered through telephone channels. Service teams are not call-centers but a team of 20-25 employees, who are specialized in answering questions related to specific legislation. Typical examples of personalized services are processing complex income changes, the personal contribution related to ABWZ, or help with requesting the Anw.

Key Partners

The SVB relies on several partners to provide resources and help with their service delivery:

BKWI

BKWI promotes the digital collaboration between government organizations. They ensure that data about citizens and businesses are shared by these organizations in a quick, easy and safe way. They compile tailored digital citizen profiles for the UWV, SVB and municipalities.

Manifestgroep

The manifestgroep is a coalition between the UWV, SVB and municipalities that help manage the personal authentication of citizens. DigiD is a personal code that consists of a user name and password. Citizens can use DigiD to identify themselves on government websites. The benefit is that government agencies then know who they are dealing with and citizens do have to re-enter their personal information to every government organizations they apply to.

European Union

Citizens often work and live across the European Union. Therefore, the SVB partners with the EU to ensure that the services they are entitled to are still available to these citizens.

Stichting Pensionregister

The Stichting Pensionregister is a database that enables a web-service called mijnpension.nl. This portal allows any Dutch citizen to gain insight into the amount of pension they have built up already through the government.

Municipalities

The municipalities have become alternative locations for citizens to access the services of the SVB. The SVB utilizes the network of municipalities to deploy their services across the country.

Key Activities

The key activities that need to be performed are:

service delivery

The SVB regularly maintains and develops their platform.

execute legislation

The on-time payment of social benefits to targeted groups is another key activity.

verify entitlements

Administering the personal details and claims of citizens is the central activity of the SVB.

Key Resources

The key resources needed to accomplish the set of activities are:

Multi-Regeling System (MRS)

Large servers are needed to store the personal details of all citizens.

DigiD authentication

Citizen profiles are stored in the BRI register. Maintaining an up-to-date administration of citizen's personal and financial situation is crucial to the SVB's service provision. The degree of social benefits is determined from this data, so to automatize payments, this information needs to up-to-date always.

Civil servants

A professional staff is needed to administer the claims of citizens. A staff of approximately 3200 is employed by the SVB spread across the 10 locations in the Netherlands.

tax appropriations

The social arrangements are financed through tax contributions from a person's income. The degree of coverage does not depend on the income of an insured person; they are based on the statutorily defined minimum wage. The payment of contributions is individualized, but the actual amount depends on the recipient's domestic situation (for instance single, married/living together).

Cost Structure

The costs incurred are stemming from the key resources needed to deliver the service offering. The cost structure (in order of magnitude) covers the AOW/AKW/Anw service delivery, automation, housing, staff, service provision and office utilities.

automation

Automation costs are the second largest variable cost. Citizen profiles are stored in the BRI register.

service delivery costs

The service delivery costs for the AOW/AKW/Anw are the largest expense for the SVB. The yearly service delivery costs are close to € 235 mln.

salaries

The salaries and benefits of the personnel is another important cost factor

Outcomes

Every year, the SVB pays out more than €37 billion to more than 5 million beneficiaries. The average cost for the implementation of social insurance is, €43 per beneficiary per year.

The outcomes are:

- Efficient and accessible
    - Number of citizens paid what they are entitled [citizens]
    - Percentage of cases paid on-time [%]
    - Channel downtime [mins]
- Fair and transparent
    - Number of cases of fraud reported [#]
- Clear legislation
    - Language accessibility [%]

6.1.5 Stakeholder Management

The societal problem the SVB wishes to address is one of economic security[6]. It is caused when individuals have no stable income or savings to support a standard of living during circumstances that may adversely affect their wellbeing, such as unemployment, exclusion, sickness, disability or old age. Prolonged periods of economic insecurity can push people into poverty.

[6] Economic security or financial security is the condition of having stable income or other resources to support a standard of living now and in the foreseeable future. (http://www.definitions.net/definition/Economic%20security)

The *public value proposition* of the SVB is to improve the financial security of every Dutch citizen during such crucial life events. The SVB provides personalized social support arrangements to address this societal issue.

Four key stakeholders were identified within the SVB authorizing environment: the ministry of social affairs and employment, the municipality, UWV and the Dutch Care Institute and lastly, the ministry of national health, wellness and sport. Each stakeholder has an agenda, which they express through their mission statement and strategic goals. Based on this, a compelling public value proposition can be formulated for each stakeholder individually (see Table 9). These propositions are answers to how the mission model of the SVB will further their missions either directly or indirectly.

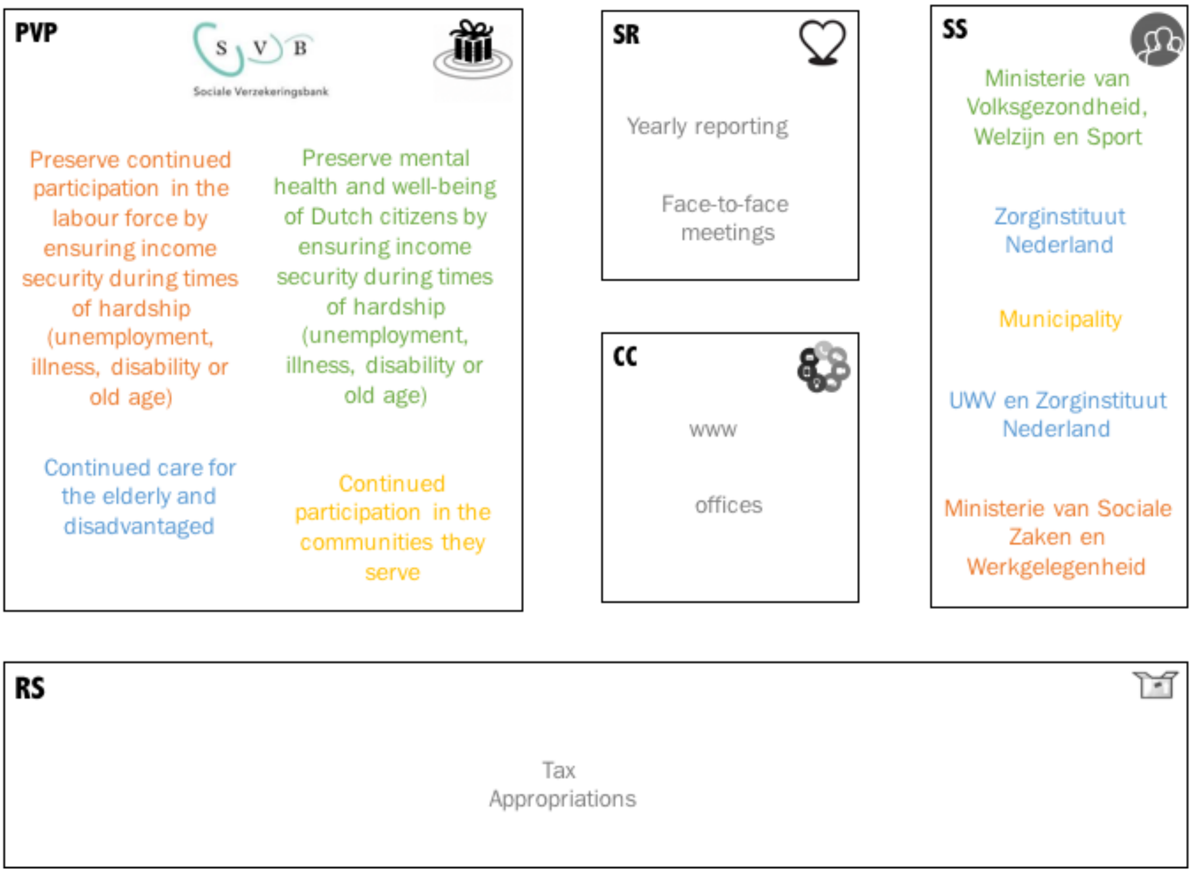
Table 9: The Link between Stakeholder Segments & Public Value Propositions

Stakeholder Segment	*Goals*	*Public Value Proposition*
The Ministry of Social Affairs and Employment	... responsible for labor market policies, including migration and free movement of workers, benefits and reintegration, income policy, reconciling work and family responsibilities, working conditions and inspection thereof.	Preserve the continued participation in the labour force by ensuring income security during times of hardship (unemployment, illness, disability or old age).
Municipality	... is dedicated to continuing to improve the quality of life for everyone in its community	Continued participation in the communities they serve
UWV en Zorginstituut Nederlands	... promotes the quality of our health and advises on the content of compulsory health insurance. Ensures every citizen has access to good care at a reasonable cost.	Continued care for the elderly and disadvantaged
The Ministry of National Health, Wellness and Sport	... brings e-health into focus. To demonstrate what e-health can do for your health.	Preserve mental health and well-being of Dutch citizens by ensuring income security during times of hardship (unemployment, illness, disability or old age).

In response, stakeholders may allocate resources to the SVB. Many times, this merely takes the form of tax appropriations in the public context. The public value propositions are usually captured in a yearly report, which is communicated digitally to the relevant stakeholders. These reports essentially make ‘a case’ for their continual existence.

These findings are presented on the resource model canvas in Table 10:

Table 10: Mission Model Canvas (SVB)



6.1.6 Summary

The mission of the SVB is to provide excellent, customer-focused, social insurance schemes for the Dutch population. They achieve this through reliable execution, extensive digitalization, excellent service delivery, and customer-focused entrepreneurship:

1. Reliable execution is achieved by ensuring that the amount of entitlements is paid correctly the first time around to beneficiaries.
2. Extensive digitalization is achieved by largely automating changes in citizen's personal information and circumstances, providing high-tech information services, and having simple & flexible processes and systems.
3. Excellent service delivery is achieved by providing 'high-touch' helpdesk services, making all channels accessible, and providing head-to-tail services around the relevant life events.
4. Customer-focused entrepreneurship is achieved by designing processes and communication plans from the customer's perspective, by monitoring and anticipating societal developments and lastly, by maintaining a flexible and adaptable organization.

The key to this mission model is the automation of citizen information services and using that data for self-service portals – the so-called factory. The introduction of service teams at the frontend of the organization is also key to managing more complex claims. It addresses the biggest frustration of citizens – frequent changes in legislation causes confusion on part of the citizen on what he is entitled to.

- **Public-private partnership.** Outsourcing portal development tasks to IBM enables the SVB to bring innovative expertise into the organization.

- **Shared-services**. Leveraging the use of existing governmental information chains enables a series of automatic services, such as personal data retrieval and auto-renewal or authorization of social benefits.
- **Mass automation**. The customer relationship must be mostly automated and low cost to handle the large number of clients.

The SVB mission model canvas is presented in Figure 16.

Figure 16: SVB Mission Model Canvas

6.2 Evaluation

6.2.1 Objectives

The performance of the prototypes was evaluated by 1) investigating if the instantiation meets the requirements of the mission model and 2) if we could identify the value creation mechanisms.

Obj 1. Addresses the connections between the public resources obtainable to operate a public service, the activities that are intended and the achievement of social/environmental purposes.

The mission model canvas meets this objective through the *key resources, key activities* and *outcome* building blocks. A clear logic can be followed using the canvas that describes how the key resources and key activities enable a value proposition that eventually leads to the achievement of social/environmental outcomes. Within the canvas there is an implicit assumption that any positive service encounters with beneficiaries will result in a positive outcome for society. However, the canvas does not make this mechanism explicit. For this, I still believe that the theories of change framework do a better job at revealing the logic of these assumptions.

In the instantiation, I could identify the relationship between the key resources, key activities and outcomes:

- Service teams help clarify the legislation to the citizen.
- The DigiD authentication portal help the SVB verify entitlements.
- The MRS help the SVB to offer an efficient and accessible self-service portal and on-time payments.

Obj 2. Describes the position of an organization within its bigger setting and the connections with other organizations that serve the same population groups.

The mission model canvas meets this objective through the *key partners* building block. It is a useful way of identifying less obvious partnerships with organizations that target the same audiences, which could lead to better outcomes and greater resource acquisition. The position of the SVB within its larger setting is not directly addressed in the MMC, however, further contextual factors could be added like political forces, market forces and regulatory forces that would help position the organization within their respective task environments.

The instantiation of the SVB mission model helped to describe the position of the organization within the larger context. At an operational level, it became clear that the SVB is part of a larger context called the *Structuur Uitvoering Werk en Inkomen* (SUWI), which is a predefined information system for all government organizations that utilize the work and income data of citizens. This information system enables their service offerings. At a policy level, the SVB is part of a coalition called the *Manifestgroep*, which consists of all the key public managers within the social security domain, that help their organizations navigate the political and regulatory forces affecting their missions.

The organizations that target the same population group was described as *key partners* in the instantiation. The SVB partnered with BKWI, Manifestgroep, EU, Stichting Pensionregister and Municipalities.

- The BKWI provides IT infrastructure that helps the SVB to automate the backend of their self-service web portals.

- The Manifestgroep provides a forum for organizations serving the same target audiences to discuss and improve their existing service delivery arrangements.
- The EU opens foreign channels for the SVB to reach citizens who live and work abroad.
- The Stichting Pensionregister tracks how much AOW pension a citizen has built up and makes this information available to the Dutch public via web-based portal – mijnpensioenoverzicht.nl.

Obj 3. Describes the key stakeholders that provide legitimacy and support for the mission.

The resource model canvas addresses this objective directly. Key stakeholders are identified with the *stakeholder segments* building block. Segmentation of stakeholders could be done using the power-interest matrix.

Obj 4. The model must include the rationale and building blocks to accomplish the mission and strategy.

The beneficiary segment, private value proposition, channels, beneficiary relationships and outcomes building blocks describe the front-end value-creation logic of the organization. The key partners, key resources, key activities and cost structure building blocks describe the backend value creation logic that enables the frontend of the organization.

Obj 5. Describes the mechanisms for acquiring public resources for their mission.

The mechanism identified is that stakeholders will allocate resources to the mission if compelling public value propositions can be formulated. Such value propositions are 'delivered' to stakeholders through communication channels and 'buy-in' is secured through relationship-building activities.

Obj 6. Describes the products, services and blend of channels intended for beneficiaries.

The mission model canvas meets this objective through the *private value proposition* and *channels* building blocks. The product/service offering is described as distinctive *private value propositions.*

6.2.2 Requirements

I. The tool must be visual, practical and intuitive to use.

The instantiation is presented in a visual way, using symbols and icons to summarize the various elements described. This enables users to quickly grasp the elements described in an intuitive manner. Is often cited that a '*picture is worth a thousand words'*. Visual thinking here helps to communicate complex stories in a simple, understandable manner. The instantiation is practical in that the results can be expressed on one-page and easily shared and understood by time-pressed managers.

II. The tool must be descriptive not prescriptive.

The tool only presents a set of building blocks for describing a public business model. There is no implicit bias towards a specific kind of public business model, rather the building blocks trigger new avenues for thought.

III. The tool must use straightforward language.

The canvas mostly uses straightforward language. Most people would understand what is meant by resources, activities, partners, cost, relationships and channels. The language that could be considered jargon is *stakeholder*, *value proposition*, *beneficiary* and *outcomes*. Alternative language for these building blocks could be *interested parties*, *product/service offering*, *targeted audience/service recipient*, or *social/environmental benefit* respectively.

IV. The tool must have clearly defined building blocks.

The canvas clearly defines all 13 building blocks along with a key question to provoke exploration.

V. The tool must express the relations between the building blocks.

Using Osterwalder et al (2010) business model desciprtion as my guide, the relationship between the mission model building blocks can be described as:

A government organization serves one or several *beneficiary segments* (BS), by which it seeks to satisfy their needs with *private value propositions* (VP). Value propositions are delivered to (or retrieved by) beneficiaries through *communication and distribution channels* (CH). *Beneficiary relationships* (BR) are established and upheld with each beneficiary segment. *Outcomes* (OC) result from value propositions being successfully offered to beneficiaries. *Key resources* (KR) are the assets required to offer the previously described elements, by performing several *key activities* (KA). Some activities are outsourced and some resources are acquired outside the enterprise through *key partnerships* (KP). Finally, the mission model results in the *cost structure* (C$).

6.3 Conclusions

The evaluation shows that the mission model is *usable*, as it meets the objectives and requirements set out in the beginning of the paper and helps to identify the value creation logic.

The mission model canvas highlights three main value creation mechanisms. The first one being, the operational value logic, which is described with the key partners, key resources and key activities building blocks. The logic for operating efficiently is described here. Next, is the beneficiary value logic, which is described with the private value proposition, relationships, channels and beneficiary segments building blocks. The logic for successfully creating and delivering value to a targeted group of beneficiaries is outlined here. Lastly, is the stakeholder value, which is described with the public value proposition and stakeholder segments building blocks. The logic for communicating and engaging with stakeholders are outlined here. The overall value created is captured by the *cost structure* and *outcomes* building blocks. Together, they measure the overall impact and so-called public value creation of the organization.

The mission model canvas is better than the business model canvas for the public sector because it includes building blocks that are idiosyncratic to the public sector and therefore is more representative of the actual value creation mechanism found within public organizations. The business model canvas provides a way of capturing the logic for operational and customer value creation through revenue streams. The mission model canvas provides a way of capturing the stakeholder value or public value logic of a public service delivery arrangement, which is what differentiates private organizations from public organizations.

Chapter 7

Conclusions

In this final chapter, the conclusions of this paper will be presented. Firstly, the research questions posed at the beginning of the paper will be answered. Then, the implications of this research will be presented. Finally, the limitations of this paper will be addressed followed by further research suggestions.

7.1 Conclusions

RQ1. How does the development of organizational strategy compare between the for-profit and governmental sectors?

A comparison between the development of strategy of for-profit organizations and governmental organizations was made in chapter 3.1. **Error! Reference source not found.** provides a summary of the strategy concepts discussed:

Table 11: Summary of the basic strategy concepts. Adapted from: Moore (2000)

	For-Profit Sector	***Governmental Sector***
Normative goal	Enhance shareholder wealth	Achieve social mission
Principal source of revenue	Sales of products and services	Tax appropriations
Measure of performance	Financial bottom line or increased equity value	Efficiency and effectiveness in achieving mission
Key strategic calculation	Find and exploit distinctive competence of the firm by positioning it in product/service markets	Find better ways to achieve its mission

In summary, government organizations have three idiosyncrasies that differentiate them from private organizations.

- the value created by such enterprises lies in the achievement of a social mission (that is captured 'outside' the organization) rather than in generating revenues for the organization.
- government organizations receive revenues from a wider spectrum of actors than private organizations.

- the authorization for the use of public resources comes from a complex network of stakeholders, whose perception of the service or program offered determines the organization's survival and economic viability.

RQ2. What is a public business model then? And can it be described in different terms?

In the BM literature, I found two relevant definitions of a public business model proposed by Duggan & Moon (2008) and Janssen et al (2008, p.204). I want to propose that the word 'public business' is a misunderstanding of organizational strategy in the governmental sector. 'Business' implies that the organization seeks to earn revenues through its activities, which as we established in chapter 3.1 is not the key strategic calculation of public service organizations, but rather in finding better ways of achieving its mission. Therefore, I want to propose that the term 'mission model' would be more suitable language for an equivalent concept in the governmental setting.

I would define a *mission model* as the reasoning of how a governmental organization creates and delivers value to their beneficiaries and stakeholders, as prescribed by their main mission, through products and services. A mission model can serve as a foundation for articulating the public value propositions of the chosen product/service configuration to key stakeholders to secure the flow of resources and build legitimacy.

RQ3. How suitable is the business model canvas as a framework for describing public value creation through public services?

My approach to answering this research question was to conduct a pilot case study of a public service delivery arrangement using the original conception of the BMC.

In the pilot case study, I used the original conceptualization of the BMC as my theoretical framework for describing the business model of the UWV Werkbedrijf. The results from the case study were useful and insightful, but the description was missing how that specific service configuration led to greater public value creation.

Overall, I found the original BMC to be useful as a framework for capturing the service delivery logic, but not particularly useful in capturing the logic for public value creation. Therefore, there are a couple of adaptions needed to the existing building blocks to make the framework more suitable to a public service context. These are addressed in Table 12.

Table 12: Suitability of the BMC building blocks

9 Building Blocks	*Suitability*	*Explanation*
Customer Segments	Partially suitable	The customer orientation of this building block is partially suitable within the public service context. Perhaps more suitable language would be beneficiaries at the service delivery level. However, as citizens who pay tax, the customer orientation would be suitable.
Value Proposition	Partially suitable	The value proposition is framed around the product or service offered. This is partially suitable, but not the main idea. There are also public value propositions, which are more important than the product value proposition.
Channels	Suitable	The channels building block is very suitable as it is. Especially with the emergence of e-government digital

		services, this building block could potentially illuminate more innovative ways of delivering a public service while maintaining greater access to the service.
Customer Relationship	Partially suitable	The customer relationship building block is partially suitable. In its original meaning, it refers to the kind of relationship to lock-in customers for greatest revenue. However, in the public context, the beneficiaries are pre-determined and expected to be given a service. The role of relation building would be more focused on sustaining access to the public service for the beneficiaries.
Revenue Streams	Not suitable	At the whole-of-government level, the revenue stream building block is suitable. However, since most public business models are third-party funded, this building block becomes less relevant at the service delivery level.
Key Resources	Suitable	The key resources building block is suitable in the public context. Economic resources are allocated to government organizations via tax appropriations. These are revenue streams at the whole-of-government level, but not at the service delivery level.
Key Activities	Suitable	The key activities of a public service organization are defined by law. Key activities could be synonymous with public executive tasks.
Key Partners	Suitable	The key partners building block is suitable in the public context. Partners should not be confused with stakeholders though. A distinction should be made between the authorization actors and the task-related actors. Public service organizations often build coalitions around their public mandate with the intention of delivering greater value to the groups of people they serve. Partners are organizations or individuals who help government organizations improve their service delivery to citizens.
Cost Structure	Suitable	The cost structure building is very suitable in the public service context. Cost is usually the driving factor for public service innovations. It is vitally important to determine what the cost structure is of any service delivery arrangement.

RQ4. What building blocks would be suitable for describing a mission model?

In this paper, I examined adaptions of the BMC in the social entrepreneurship domain to guide a re-conceptualization of the BMC within the public context.

I found particularly useful methodological and compositional adaptations to the BMC in the social entrepreneurship domain:

The Knode Foundation proposes that the key to using the BMC in a social context is '*to separate out the commercial and impact models, and then integrate them inside the whole story of the business model.'*

The Young Foundation proposes adding two extra building blocks focusing on the type of intervention and financial surplus and redefining the key partners, customer segments and value proposition building blocks.

The original authors of the BMC propose to extend the BMC by two additional building blocks: socio-environmental cost and socio- environmental benefit.

Taking these BMC re-conceptualizations into account, I devised my own set of building blocks that I believe would be more suitable for describing a public business model (see Table 13).

Table 13: Public business model building blocks

Category	*Building Blocks*	*Definition*	*Key Question*
Value Proposition	Private Value Proposition	The intended benefits beneficiary segments can expect to receive from the program or service	What do you offer?
	Public Value Proposition	The intended benefits individuals, who do not actively use the service or participate in the program, can expect to receive as others use the service or participate in the program	How will others benefit?
Stakeholder Management	Stakeholder Segments	The persons who have a stake in the policy issue, but do not directly participate or use the service or program	Who cares?
	Stakeholder Relationship	The nature of the relationship kept with stakeholders	How do you interact?
	Communication Channels	The communication channels used to stay in contact with stakeholders	How do you stay in contact?
Beneficiary Management	Beneficiary Segments	The individuals or communities who directly benefit from the service or program involved	Who do you reach?
	Beneficiary Relationship	The nature of the relationship kept with beneficiary segments	How do you interact?
	Distribution Channels	The channels used to reach the beneficiary segments	How do you reach them?
Infrastructure Management	Key Partners	The individuals or organizations directly involved in the operation of the service or program	Who will help you?
	Key Activities	The key activities performed to sustain the value proposition, distribution channels and relationships	How do you do it?
	Key Resources	The key resources acquired to sustain value proposition, distribution channels and relationships. In other words, the resources acquired from stakeholders and partners.	What do you need? What will you get?
Impact	Outcomes	The intended short-term to medium-term results you expect to see in the beneficiaries because of your service or program	How will they change?
Financial Management	Cost Structure	The key costs incurred to operate the service or program	What will it cost?

7.2 Implications

In this thesis, we showed that the current business model canvas does not meet the idiosyncratic nature of the public sector. We extended the model for the public sector. Our work suggests that private sector concepts cannot be copied one-to-one to the public sector and should consider the strategic nature of the public sector before translating them.

The Mission Model Canvas (MMC) is an entrepreneurial tool designed with public entrepreneurs and public evaluators in mind. The public entrepreneur is seeking to exploit opportunities found within his task environment, whereas the public evaluators looking for better ways to evaluate whether a program or service is creating public value. The mission model canvas can become an effective tool for public managers to organize deliberate change efforts. The mission model canvas can become a common language for public managers to find better ways of achieving their missions. It is a useful tool that can help track the development of their mission models along the entrepreneurial process. But perhaps, more importantly, it can become a powerful communication tool to align the managerial, public and political forces faced by a public manager.

The mission model can be used by public organizations, which has the following benefits:

1. Mission models better position public services for success
2. Mission models strengthen the case for public funding
3. Mission models can reflect group processes and shared understanding
4. Mission models can change over time

7.3 Reflection

In this sub-chapter I reflect on my research process and the contributions of this research.

7.3.1 Research Process

When I started this research project, I had some knowledge on business models and policy making, but was largely a novice when it came to e-government and public value. Therefore, I spent the first six months of my project getting up to speed on the e-government and public value literature. My process here was very much discovery driven. I did not yet have a clear research objective, so I spent a lot of time looking down rabbit holes that seemingly ended nowhere. However, as I became more familiar with the business model tool and the literataure, I finally had the words to begin formulating a research objective and research questions.

What started as a simple two case study research project morphed into a design science project. Another major challenge I experienced with the case studies was that I had to conduct them in Dutch. This adversely affected the quality of conversation I was able to have with my interviewees, and significantly prolonged my time in compiling the interview transcripts. I found it challenging to translate and pitch my project in Dutch, which made it difficult to proceed.

For the majority of the project, I worked independently largely because I was writing my project from abroad while working. Not having someone to soundboard my ideas against hindered the synthesis of all these new ideas I was reading about. Next time, I would much rather work in a team of people, who are practitioners in the business model innovation space. I believe that if I had worked directly from a company within the business model innovation space, my results and work would have been much more in depth and rich. Staying the the theoretical/literature space made it challenging to test and implement my thoughts.

I do think that I showed a lot of rigor throughout my research process. I made multiple iterations of the conceptual framework, before I landed on the mission model canvas. I believe that these iterations helped me better clarify the concepts and theory behind it. It helped me better clarify the scope of my paper and helped inform what literature I actually need to review.

7.3.2 Contributions

The **scientific contribution** is the mission model canvas framework and the accompanying constructs and redefinition. The value of this conceptual framework originates from making public value and policy-making more tangible using the business model concept. And the value of the new building blocks and redefinition is that it makes it easier to use the business model concept within the public domain.

The mission model is the implicit mental model a public manager, in his role as public entrepreneur, uses to exploit public opportunities to further advance his organization's mission. Mission modeling tools can make those set of assumptions explicit so that they can be discussed and steered along the entrepreneurial process.

The **practical contribution** of this research is that the mission model canvas can potentially help public entrepreneurs reify public value within their respective task environments. The mission model canvas can form the basis for better strategic conversations about mission achievement within governmental and non-profit organizations.

The **societal contribution** of this research lies in equipping public managers with a shared language and entrepreneurial tool for transforming social and service delivery systems in pursuit of the greater good of society. The pursuit of greater public value is equivalent to advancing the greater good.

7.4 Limitations

The limitations of this research can be summed up by limited interviewees/cases, a bias of the researcher and evidence vs. opinion.

Due to the time constraints on this thesis project, I was only able to conduct two cases in this thesis. I did receive ample supporting documents from my interviewees that reiterated the points they made during our discussions, which did allow for a stronger degree of triangulation in the data collected. However, to see the bigger picture, it would have been better if I could have interviewed someone from each major department to get a more balanced view of the organization. In addition, I was only able to validate the mission model canvas within one organization in the Dutch social security sector. This makes it much more challenging to generalize the results of this thesis.

The second limitation was a bias from the researcher. I acknowledge that I had a strong bias towards the business model canvas framework, since I had already worked with it extensively during my academic studies and attended numerous workshops from the authors on how to effectively use the framework. I was also heavily influenced by the Strategic Triangle framework presented by Moore (2010) to frame my thoughts on public value creation and the role of public managers as public entrepreneurs.

The third limitation was the tradeoff between evidence and opinion. In this thesis, I relied heavily on the opinions of a handful of scholars, like Moore and Osterwalder, to frame my research perspective. Most of my assertions in this thesis were based on opinions from literature. I did not get the chance to gather strong empirical evidence of my own to support the assertions of this thesis.

7.5 Further research & recommendations

To overcome the limitations of this research, I would recommend further validation and evaluation of the mission model canvas in various public contexts including healthcare, education and broadcasting, postal service, agriculture etc. More general conclusions about the framework could be made by conducting more cases. My bias towards the business model canvas could be overcome by first conducting a research project on public managers and seeing what tools and methods they are already using within their field of expertise.

In this research I predominantly looked at the how to use the business model concept at the operational, service level. Therefore, I would recommend investigating the extent that the business model concept is applicable at the policy, whole of government level. This may help clarify the role of business modelling at the policy making level, and not just at the service delivery level.

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Appendix A: SVB Interview Transcript

Written Response

Q: What is the SVB?

A: ZBO (non-governmental implementing body). Voert wetten en regelingen van de Nederlandse overhead. Zie svb.nl voor een volledige opsomming. En zie ook Bijlage 1.

Q: What are the strategic objectives of the SVB?

A: Goedkope uitvoering, rechtmatig, hoge kwaliteit van dienstverlening, tevreden klanten en opdrachtgevers.

Kijk ook naar bijlagen 2 Stip en 3 Blueprint en kijk naar Meerjarenplanning.

Missie nu: "De SVB wil een excellente en omgevingsbewuste uitvoerder zijn van persoonsgebonden financiële regelingen van de overheid"

Missie 2017 volgens Stip: "In het publieke domein is de SVB een excellente, servicegerichte en omgevingsgerichte uitvoerder van persoonsgebonden regelingen."

Q: What were the major organizational changes at the SVB?

A: Vele, ligt maar aan hoe ver je terug wilt gaan. Bv. Rond de eeuwwisseling. Staat ook het nodige over in

Bijlage 1.

- Eeuwwisseling: van 22 naar 9. Minder kantoren, andere regioindeing. 2005: Masterplan Klantcommunicatie.

- 2007 iBVM
- 2006-07: invoering serviceteams
- Vanaf 2006 (?): veranderprogramma SVB Tien, zowel organisatieverandering als ICT-vernieuwing.

Proposition

> General

Q: What is the motivation for considering online service delivery?

A: draagt bij aan de realisatie van de doelstellingen, voldoet aan verwachtingen van klanten en opdrachtgevers, modern bedrijfsvoering kan niet anders.

Q: What sort of objectives should online service delivery meet?

A: Objectives van wie? Wij kijken vooral naar wat klanten/gebruikers wensen snel, in 1 keer goed, gemak voor klanten, kwaliteit, goede aansluiting op systemen en processen in de backoffice. Dus ook: realiseren van klantwaarden (customer values). Denken in klantwaarden is nog niet zo gebruikelijk in publieke service.

Q: How has transferring to online service models affected the thinking on traditional offline service delivery?

A: We beschouwen ze als aanvullend en complementair. Ieder kanaal realiseert specifieke klantwaarden. Online is onmisbaar voor een van de drie grote processen van ons bedrijfsvoerings- en dienstverleningsconcept, nl. selfservice.

> Value Proposition

Q: What value does the SVB deliver to citizens? (e.g. convenience/usability, accessibility etc.)

A: verschillende, afhankelijk van proces, zie klantwaarden uit schema

Q: Which societal problems is the SVB attempting to solve?

A: bijdragen aan de doelen (outcome) van de politieke opdrachtgevers, zoals inkomenszekerheid, financiële steun bij de opvoeding van kinderen, ondersteuning administratie PGB-houders helpt om de doelstellingen van de PGB waar te maken.

Q: Which citizen needs is the SVB satisfying?

A: Inkomenszekerheid, financiële steun,

Q:What bundles of products & services is the SVB offering to citizens? (e.g. AOW uitkering, AIO etc.)

A: toch vooral uitkeringen en de informatie daarover, bij SSP ondersteuning bij de administratie

> Customers

Q: For whom is the SVB creating value? Who are your customers?

A: primair ontvangers van uitkeringen, secundair iedereen met een relatie met de NL overhead, en ook: samenwerkingspartners

Q: Were there any particular choices over target customers?

A: Nee, gegeven vanuit de wetgeving.

Q: What type of personas was used to generate ideas for new online services? (persona = common-interest groupings, e.g. workable character)

A: teruggrijpen naar werk van Suzie

> Channels

Q: Through which channels do citizens want to be reached? (i.e face-to-face, electronically, over the phone, etc.)

A: dat ligt aan de klant en aan de vraag c.q. het probleem, wij ondersteunen alle kanalen en willen op ieder kanaal goede service verlenen, maar wel de kwaliteit die past bij het kanaal.

Q: How does the SVB reach citizens now?

A: via alle kanalen met sturing naar digitaal. We werken aan: digitaal tenzij

Q: How are channels integrated? Which ones work best? Which ones are most cost-efficient? A: Dat ligt aan het proces, de uitvraag enz. Zie bedrijfsvoeringsmodel en dienstverleningsconcept. Q: How does the SVB raise awareness about citizen rights to services?

A: Zoveel als kan pro-active. We kunnen kanten relatief makkelijk bereiken door de werking van de GBA en onze eigen administratie.

> Customer Relationships

Q: What type of relationship do customers expect the SVB to establish and maintain?

A: Dat wisselt nogal. We hebben daar niet heel veel info over, maar dat is geen groot probleem omdat de bewegingsvrijheid van de SVB niet zo groot is.

Q: What type of relationships has been established? (e.g. personal assistance, self-service, automated service, communities, dedicated personal assistance) How costly are they? Why was this type of customer relationship chosen?

A: Dat vraagt om een uitgebreid antwoord. Deel van het antwoord zit in bedrijfsvoeringsmodel en dienstverleningsconcept Prijs per contact vinden we niet zo interessant omdat we in processen denken.

Network

> Key Partners

Q: What is the role of citizens, government agencies and political parties in allowing online service delivery within the SVB?

A: ? toch vooral eigen keuze van de SVB.

Q: What are other sources of ideas for online service delivery (e.g. consultants, governmental agencies, system providers or academic collaborations)?

A: alle, veel contact met andere organisaties en ministeries, en met kennisinstellingen

Architecture

> Key Resources

Q: What sort of resources (physical, intellectual, human or financial) is the SVB equipped with to deliver online services?

A: We hebben ze allemaal nodig en we hebben ze allemaal.

Q: What sort of resources (tangible or intangible) is the SVB acquiring from partners?

A: Jeetje, vele

Q: What role does ICT play in delivering online services?

A: key role as enabler

Finance

> Cost Structure

Q: How is the cost of online service delivery calculated and how does it affect the budgeting process?

A: Ingewikkeld proces voor wat betreft verschillende kostenposten (middelen, personeel, kosten voor esp's, licenties enz.) De achterliggende systematiek is de gebruikelijke begrotingssystematiek.

Q: How will the SVB deal with possible financial surpluses in the future? How will they be reinvested?

A: Niet aan de orde voor een publieke organisatie als de onze.

Q: How is the budgeting process performed?

A: Zie presentatie Eelko.

Q: What are the most important costs?

A: Alleen voor online? Algemeen: personeel en IT

Q: Which key resources are most expensive?

A: Zie hiervoor.

Q: Which key activities are most expensive?

A: Zie hiervoor.

> Revenue Streams

Q: How is revenue generated within the SVB? What are the main sources of revenue?

A: Niet aan de orde voor een publieke organisatie als de onze.

Attachments

- 20110916 Preparatory Readings SVB.pdf
- 20111011 Handout SVB presentatie voor BD CKC
- 20120406 Klantstrategie.pdf
- 20130114 Samenvatting KTO.pdf
- 20130205 Batengebieden Doorontwikkeling MijnSVB.PDF
- 20130318 klanttevredenheid SVB congres RAFEB.PDF
- 20131011 Interview Questions Luc.docx

- 20131014 Inhoudsopgave Dropboxmap Kobus du Toit
- 20131014 SVB iBVM Dienstverlening en Serviceteam
- Blueprint SVB def versie 20121218.pdf
- Onze visie op dienstverlening 1.1- compacte versie.ppt
- Stip op de horizon 20januari 2012.pdf
- Workshop excellente DV en Kanaalsturing v2 teamleiders 13 mei 2013.pdf

Oral Transcript

LB: Even mijn introductie: Luc Bosch, Sociale Verzekeringsbank. Daar werk ik al de nodige jaren, 20 denk ik inmiddels. Zeker de laatste 10 tot 13 jaar ben ik erg betrokken geweest bij het ontwikkelen van ons dienstverleningsconcept. Dus hoe willen wij onze producten/diensten bij onze klanten krijgen. Wat die klanten zijn en wat die producten zijn, daar heb ik het nodige aan materiaal van. Je hebt me ook uitgedaagd om even weer terug te komen op wat het allemaal is. Nou doe ik dat regelmatig, omdat ik ook vaak extern presentaties geef.

Ik vond het toch ook wel weer leuk om een andere invalshoek dan wij gehanteerd hebben al die jaren, namelijk jouw vragenlijst [...] je filmpjes van liet zien, daar hebben we nooit mee gewerkt. Wel met andere systemen. Ik vond het wel aardig om op basis daarvan ook te kijken, kan ik die antwoorden geven. Nou ben ik al begonnen met de antwoorden in een document en ik heb het nodige aan materiaal voor je.

LB: Even denken, nu werk ik bij een afdeling dichtbij de raad van bestuur van de Sociale Verzekeringsbank die heet strategie en externe betrekkingen en ik ben daar relatiemanager, dat is voor mij sinds een maand een nieuwe functie en ook voor de SVB een nieuwe functie. Wat ik feitelijk doe, of wat ik moet gaan doen, is eigenlijk met onze externe relaties, dus de organisaties waar wij mee samen werken, waar jij ook vragen over stelt, om daar nog meer dan we al doen de relaties mee op te gaan bouwen, te kijken wat hun vragen zijn aan ons. Waar kunnen we elkaar helpen? Waar kunnen wij hen ondersteunen? Etc. Op zich is de functie nieuw, maar dat is wel iets wat ik de laatste jaren heel veel gedaan heb, dus ik ken veel organisaties in Nederland die zeg maar publieke dienstverlening doen. In dat kader hebben we ook wel te maken met kennisinstellingen, dus zoals NOVEE[?], en de Universiteit twente, TNO, Delft.

LB: Zullen we gewoon de vragen ingaan?

KdT: Ja, is goed. [...]

LB: Er zaten een paar vragen bij waarvan ik dacht, dit kan je ook digitaal doen. Waarin ik niet helemaal begreep wat je bedoelde. Soms had dat denk ik ook met het Engels te maken. Maar soms begreep ik het ook gewoon niet. Daar komen we vanzelf achter.

KdT: Ik pak even een pen erbij. Ik kom nu eigenlijk net van Enschede van een korte workshop over deze methode. Ik zal even laten zien hoe dat eruit ziet. Dit is eigenlijk meer bij de private sector. Maar wat ze hebben gedaan... Dit is zeg maar het canvas dat je gebruikt, dus we hebben dan het business model, of het organisatiemodel, van Apple uitgewerkt. Dan kijk je van alle verschillende blokken, je kijkt dan welke waarde het toevoegt, wie zijn je klanten? En wat wel heel belangrijk is, is dat als je zo kijkt met de kleuren, het gaat over het verhaal dat je vertelt. Als je echt goed gaat samenwerken dan moeten alle blokjes wel goed samenwerken. Denk, ja dat is hoe je waarde kan bijvoegen. Dus dat is één kant, één versie. De bedoeling is dat je dat meerdere keren doet. Je hebt dan een volgende laag. Hoe ga ik dat wat ik nu heb gedaan een beetje veranderen? In de private sector gaat het ook altijd om wat meer revenue te maken, meer geld te maken, dus ze hebben dan de app store gemaakt met de iPhone. Het is dus eigenlijk een hele nieuwe manier om geld te maken dat binnenkomt. Wat mij aanspreekt is echt een hele visuele aanpak en dat is eigenlijk ook het doel van wat ik zoek in dit interview. Wat is eigenlijk het verhaal van SVB? Je hebt de achterkant, dus infrastructuur, maar je hebt ook de voorkant, wat de klant ziet. Hoe werken die twee samen? Dat is eigenlijk de kernvraag van deze methode. Dus ik hoop dat dat het wel een beetje uitlegt.

LB: Het grappige is dat ik denk dat wij wel een verhaal hebben, ik kan je ook een paar dingen laten zien waarbij we geprobeerd hebben om ons bedrijfsvoeringsmodel ook heel beeldend weer te geven, ook intern. Om door de hele organisatie heen het verhaal te kunnen vertellen.

KdT: Want het is heel belangrijk dat iedereen op dezelfde pagina is.

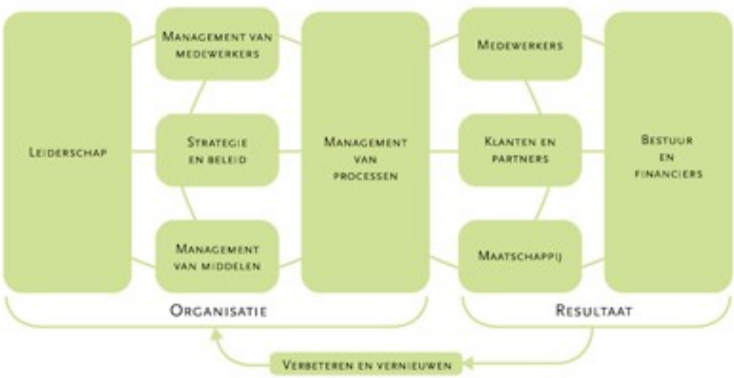
LB: En ook wat abstractere begrippen zoals integraliteit of wat hebben we nog meer?

KdT: Kernwaardes, eerlijkheid…

LB: Om die ook echt te visualiseren er ook het gesprek over te hebben met onze mensen. Nogmaals, dit canvas, dit model hebben we nooit gebruikt. Wat we de laatste 8 jaar doen is wel heel erg het INK model, of het EFQM, European Federation of Quality Management model. In het Nederlands heet dat het INK, Instituut Nederlands Kwaliteits-nog wat.

KdT: Is dat een soort van benchmark?

LB: Nee. Ik kan het je laten zien. Het is ook een model, het ziet er ook zelfs canvasachtig uit met blokken, waarbij gekeken wordt naar de resultaten, naar organisatie, naar key performance indicators en daar moet ook een duidelijke samenhang zijn. Dus je benoemt je resultaten voor bijvoorbeeld je opdrachtgevers, maar nadrukkelijk ook voor je klanten. Vanuit die invalshoek, dus wij proberen ook heel erg vanuit de klant te redeneren: Hoe moet ik mijn organisatie dan structureren om er aan te voldoen? En als ik dat dan gedaan heb, wat zijn dan de prestatie- indicatoren bij passen die view vanuit de klanten.



KdT: Die valideren wat je eigenlijk doet. LB: Het moet goed bij elkaar passen.

KdT: Het is wel interessant om te zien wat er nu eigenlijk wordt gebruikt.

LB: Kijk, je hebt een resultaatkant. Dus dan kijk je naar medewerkers, klanten, leveranciers en ook de maatschappij. Als je met businesscases bezig bent, of radiomanagement kan je ook hier naar toe. Management van je processen, management medewerkers, strategie beleid zit hier. Dus hier zit de organisatiekant, hier zit de resultatenkant. Dus deze hanteren wij, die zie je ook een paar keer terug komen. Dus op basis van strategie en beleid. Je begint eigenlijk bij bestuur en financieren, daar zit toch in ieder geval de publieke dienstverlening, ernstig je belangrijkste stakeholder. Daar maak je afspraken over wat je wil realiseren als je dat proces in gaat. Kijk je wel met name naar wat je klanten en je leveranciers willen.

KdT: Hoe maken we dit mogelijk. Meestal wordt dan van tevoren van boven topdown bepaald welk deel van de financiën deze organisatie krijgt. Dan moet je er wel mee doen wat je ermee kan. Is dat soort van de impressie?

LB: Maar dit dwingt je ook om dit allemaal in samenhang te beschouwen. Dus in die zin was zo'n canvas niet helemaal van: "Waar gaat dit over?" Maar het was van: "Nee die gebruiken we niet, dus ik vond het wel interessant." Even kijken naar jouw vragen?

LB: Kijk, bijvoorbeeld in de Dropbox zit een stip op de horizon. De [...] voert heel veel uit over wat onze strategie is. Je ziet dat het ook heel beeldend is hè?

KdT: Wat mooi.

LB: Analyse trend watching.

KdT: Dit is allemaal een soort van context wat het tot jullie organisatie in the middle van zet. [?]

LB: Deze krijg je ook wel als PPT, omdat er heel veel tekst onderin zit. Dit verhaal stamt al uit 2007 of 2008 geloof ik. In de grote lijnen geldt die nog steeds. Die stip die ik net liet zien is een soort hereiking hiervan. Maar met dit verhaal zijn we de hele organisatie doorgegaan. Je ziet ook al dat we principes hebben. Niet de klant integraal of we al onze wetten die we uitvoeren in willen bedienen. [?] Dat we het persoonlijk willen maken voor klanten.

KdT: Mobiel ook?

LB: Ja. Dat we zeggen van: "Hé, je kan bij onze klanten overal terecht. Je zit hier toevallig naast de balies, maar ook online zijn we bereikbaar, je kunt bellen."

KdT: En vind je zelf dat klanten dat veel meer, meer vraag voor is, voor meer mobiliteit? [?] Meer digitaal te gaan werken...

LB: Absoluut. Ja, dat willen we ook. Dat zie je ook straks in onze bedrijfsvoeringsmodel. We gaan er even snel doorheen want je kan er rustig naar kijken. Maar je ziet ze wel ook terug komen. Hier zie je bijvoorbeeld de opdrachtgevers terugkomen. De klanten heb je al gehad. Dus dat zie je weer terug eigenlijk in dat INK model.

LB: Wij hebben ook in de tijd gekeken; wat zijn de trends? Wat zien we als veranderingen? En wat gebeurt er in de maatschappij? Andere eisen van de overheid, trends. Dus op basis daarvan zijn we ook naar een ander bedrijfsvoeringsmodel gegaan. Hoe veranderen onze producten en diensten? Hoe veranderen onze processen en systemen? Wat verandert er in de organisatie? Verschillen in de teams.

KdT: Dit lijkt me wel heel uniek van SVB, dat soort van integrale serviceteam. Dus als jij inbelt als een klant, dat alles wordt behandeld door dit team. Front en backoffice door elkaar

LB: Dat is absoluut uniek.

KdT: En waarom is dat...

LB: Ik klik er even doorheen. Dit is denk ik een hele mooie voor jou.

KdT: Ja, dat is prachtig.

[Off-topic over een artikel dat gezocht wordt]

LB: In september 2011 ben ik bij een summer school geweest van het ILO[?].

KdT: O, toen in Italië.

LB: Ja. Het gaat feitelijk over de AOW, maar er zit ook een verhaal in over de SVB, dus die geef ik je ook. Hier staat bijvoorbeeld een stukje over de SVB.

KdT: Dus een lange tijd wat het 65. Nu is het aan het veranderen toch?

LB: In dit soort stukken, in de preporatory, whatever. En die visie op dienstverlening. Ik denk dat je daar heel veel haalt voor die eerste vragen en de strategic objectives. Het zit hem toch in deze. Rechtmatige en hoge kwaliteit van dienstverlening. De jaarplannen heb ik er nu niet bij.

Vervolgens vraag je wat we er [?] organizational changes. Dat zijn er heel veel. Dus ik vroeg me even af: wat wil je nou weten?

KdT: Ik heb gelezen dat er omdat er een nieuw dienstmodel was toegepast, ook zeker veel veranderingen in de organisatie waren gebracht. Dus een soort van personeelsreductie, dat soort dingen.

Misschien zou ik het zo kunnen zeggen. Ik denk dat het hart achter deze vraag is: hoe is het dat alles nu online gaat. Hoe heeft de organisatie, how did you reorientate yourselves, to be able to offer these services? Ik denk dat dat een beetje het hart achter de vraag is.

LB: Dan denk ik dat je veel haalt uit deze. [...] bij de belastingdienst, twee jaar oud. Als je met mij praat, gaat het altijd heel erg over service en service delivery, maar het bedrijfsvoeringsmodel is er eigenlijk één op één aan gekoppeld. Wat ik daar namelijk gedaan heb, daar heb ik ook eens een keer een artikel over geschreven, van hoe hebben wij naar klanten gekeken eigenlijk als ons type organisatie zeg maar door de decennia heen. Te beginnen bij 1957, want toen begonnen we met de AOW. Dus ik heb daar ook de ontwikkeling wel van één dienstverening op een tijdbalk gezet. Dit zijn toevallig [...] en ook even gekoppeld aan de belastingdienst, want dit was voor de belastingdienst. Daarna de ontwikkeling van de organisatie. Dus volgens mij zitten hier veel antwoorden op jouw vragen.

KdT: Ja, ik geloof het wel. Dat gaat ook een beetje in lijn met wat er al staat online met een website. En de trend is meer dat het heel overzichtelijk moet zijn voor de klant. Dan meer verantwoordelijkheid zit bij de klant en daardoor moet je ook wat meer overzicht inbrengen.

LB: Daar sluiten we zeker bij aan wat jij zegt, maar de trend is dat we... Daarom staat deze meneer er ook in. [...] Tot voor een jaar was hij onze voorzitter van de raad bestuur, dat is hij een jaartje of 10 geweest. En eigenlijk zaten wij zo ergens hier 2000, 2002, etc. Hadden wij onze organisatie, onze processen moet ik eigenlijk zeggen, zodanig gefinetuned dat we qua rechtmatigheid en efficiency eigenlijk alleen nog maar in kleine stapjes steeds beter zouden kunnen gaan worden. Rechtmatigheid betekent dat je kan aantonen dat iedere euro die je aan een burger betaald in een uitkering, dat dat klopt. Dat hij dat terecht krijgt. Dus dit is een prestatieindicator voor ons. Het andere, efficiency, is ook een prestatieindicator. En dan zaten we ook altijd heel hoog, daar gebruikten we altijd een heel aardig plaatje voor. Die zit volgens mij hier ook in. Kijk, wat ik hier laat zien is dat in 1997, dit zijn kosten per klant. Dus met name kinderbijslag, AKW en AOW. De index was toen op 100, maar dat was feitelijk 40 euro ongeveer.

Dus wat je ziet, is dat hij nog steeds ongeveer 40 euro is. Je kan hem doortrekken naar 2013 en het zijn steeds dezelfde staafjes. Maar in de tussentijd is de loon- en prijsontwikkeling natuurlijk wel omhoog gegaan. Je kan hier heel goed zien dat we vergeleken met 1997 pak en beet 30 of meer procent efficiënter zijn gaan werken. De absolute kosten per klant blijven hetzelfde, maar...

KdT: Maar dit is zeg maar inflatie van de prijzen.

LB: Ja, loonprijsontwikkeling. Dus dat lukt alleen als je steeds efficiënter gaat werken. Want ik werk al minstens net zo lang bij de SVB en ik ben godzijdank meer gaan verdienen. Dus onze kosten zijn hoger geworden, maar onze kosten per klant weten we steeds op die 40 euro te houden. Dus er viel eigenlijk niet zo heel veel meer te winnen op efficiency en rechtmatigheid. In de jaren nul hebben zij gezegd van: nou, we hebben nog wel zeker te winnen als we gaan investeren in dienstverlening en meer richting excellente dienstverlening gaan en laten zien dat we daar ook goed op zijn. Vanaf dat moment en zeker vanaf pak en beet 2005 [...] klantcommunicatie zijn we heel erg gaan kijken naar, niet alleen kijken, naar wat wenst de opdrachtgever, maar wat wenst de klant. Hoe wil je benaderd worden, wat voor producten en diensten wil hij, hoe kunnen we het makkelijk maken en langzaam ook, of daar waren we al mee begonnen, kunnen we zo ervoor zorgen dat hij steeds meer zelf doet. Met daarbij echt de overtuiging dat als de klant het goed vindt en dat de klant het makkelijk gaat, het ook effect heeft op je efficiency en effect heeft op je rechtmatigheid. Ik zie nog steeds organisaties andersom redeneren, dus die kijken bijvoorbeeld, een goed voorbeeld denk ik, die kijken naar de efficiency, of naar de kosten van een contact met de klanten. Een telefoontje kost zoveel en een brief kost zoveel en een klik kost zoveel. Dat hebben wij eigenlijk nooit gedaan. Dus wij hebben altijd gekeken naar het proces van klant tot klant. Dus een klant doet bij ons een aanvraag of wijzigt zijn rekeningnummer of heeft een informatieve vraag. Dat proces begint bij de klant en heteindigt bij de klant. En dan heb je contact nodig waarschijnlijk met die klant. Maar wij rekenen niet de kosten van dat contact, wij zorgen ervoor dat die klant eigenlijk de vraag niet hoeft te stellen omdat wij proactief kunnen vertellen wat er aan de hand is, dat zal ik zometeen even laten zien, of dat hij het online zelf kan vinden. En als hij dat niet kan, dan moet hij kunnen bellen of moet hij hier langs kunnen komen en dat het proces van klant to klant, van aanleiding tot resultaat kan op verschillende manieren uitgevoerd worden. En we proberen dat proces dan zo efficiënt en zo klantgericht mogelijk in te richten.

KdT: Dat je één stap voor die vraag eigenlijk...

LB: Dus dat zie je straks terug in een...

KdT: Zou ik kunnen vragen hoe jullie dat onderzoek eigenlijk gedaan hebben? Ik kan me voorstellen dat heel veel mensen bellen. Dan krijgen mensen die aan de telefoon zitten een indruk van wat mensen eigenlijk moeilijk vinden om te begrijpen. Of hebben jullie ook nagekeken, hoe heb je dan die inschatting gekregen wat de behoeftes van de klant zijn? Dat is soms wel moeilijk om te bepalen.

LB: Op verschillende manieren. Om te beginnen doen we al sinds pak en beet 1999 (ook ongeveer 2000) grotere kwantitatieve klanttevredenheidsonderzoeken, dus grote surveys onder klanten. En heel lang was dat: "U heeft met ons gebeld, wat vond u van dat contact?" Dus het was altijd een contactonderzoek. Daar haal je de grote trends uit. Een simpel voorbeeld: Toen we daar mee begonnen waren klanten heel erg ontevreden over telefonie. Ze waren bijvoorbeeld heel erg ontevreden over dat ze zo lang moesten wachten, want toen werkten we met callcenters. Dat gaven we dan terug aan de organisatie: je moet iets aan je wachttijd doen. Dat deed de organisatie, namelijk door flink te sturen op korte gesprekken, daar hadden we ze al voor gewaarschuwd. Dat moet je niet doen, want wat je vervolgens zag bij het volgende klanttevredenheidsonderzoek, was dat er over de wachttijd niet meer werd geklaagd, maar er werd geklaagd over de kwaliteit van het gesprek. Waardoor we ook teruggegeven hebben: die wachttijd was een dissatisfier. Een [...] factor noem je het ook wel eens in het Nederlands. Als het niet goed is, dan is hij heel belangrijk. Als het goed is, is hij niet meer belangrijk in je klanttevredenheidsonderzoek en het beoordelen over de kwaliteit van je dienstverlening. Dat vind ik altijd een hele aardige om te melden. Dan telt hij gewoon niet meer mee. Dan telt iets anders mee. Dan komt het volgende en dat is dan de kwaliteit van het gesprek, want de mensen gingen het gesprek afraffelen. Klanten hadden niet het idee dat er naar ze geluisterd werd, dat ze hun verhaal kwijt konden. Er werd niet doorgevraagd naar de vraag achter de vraag, dus ze moesten nog een keer gaan bellen, etc. Dat trendmatige onderzoek levert al heel veel op. Mits je dan ook gaat veranderen natuurlijk. Want als je iets verandert in je organisatie of in je manier van werken, zie je bij het volgende klanttevredenheidsonderzoek het effect daarvan. Dus daar haalden we de grote trends uit. Wij hebben eigenlijk ook al vrij snel gezegd dat dat niet volstaat. We moeten meer kwalitatief onderzoek gaan doen om er achter te komen wat die klanten nou echt willen.

Daar zie je af en toe dat masterplan klantcommunicatie voorbij komen, dat is al uit 2005, ik moet het nog voor je opzoeken. Het gaat niet in mijn Dropbox staan[?], dus die krijg je nog. Daar hebben we echt heel diep kwalitatief onderzoek gedaan naar verschillende klanttypes en daar zijn ook de persona uit gekomen. En ook verschillende klantgroepen. Een tijd lang hebben we dat ook gehanteerd om onze producten en diensten anders in te richten. Een simpel voorbeeld: We hebben in onze klantgroep, ruim 5 miljoen klanten, ruim 3 miljoen met AOW en bijna 2 miljoen met kinderbijslag. Voor heel veel mensen gaat dat gewoon automatisch, daar hoef je niet naar om te kijken. Ik heb zelf kinderbijslag, ik weet het. Dat komt binnen, ik hoef niets door te geven, ik heb me er geen zorgen om te maken, etc. Dus die hebben we ook benoemd als de zorgeloze klant, de hele grote groep. We hebben ook gezegd, voor die klanten maak je dus geen website. Want die komen namelijk niet naar de website, want daar hebben ze namelijk niets te zoeken. Ze zoeken ons namelijk niet. Voor andere klanten waar bijvoorbeeld iets in hun situatie verandert: partner overlijdt, je verhuist, één van je kinderen gaat het huis uit, je gaat scheiden, dat soort dingen. Dan heb je plots wel iets te regelen met ons. Voor die groepen zorg je wel dat ze je op de website makkelijk kunnen vinden. Dus daarom zou je dat bij ons op de website ook redelijk vooraan vinden. Soort situaties: ik ga verhuizen, ik ga scheiden, er is iemand overleden, etc. Want dat is zeg maar de reden voor de klant om naar ons op zoek te gaan. Maar vervolgens, dat zat ook toen al in het verhaal, zie je nog een verschil. Laat ik het anders zeggen, je hebt een soort as van mensen die wel of niet behoefte hebben om in contact te komen met ons. Sommige mensen hebben het helemaal niet, aan de andere kant van die as staan mensen die dat helemaal wel hebben en een andere as is in welke mate mensen in staat zijn om het zelfstandig te doen. Die as loopt bij wijze van spreken van analfabetisme, digibeten, mensen die administratief niet vaardig zijn tot klanten die dat heel goed wel kunnen. Bij wijze van spreken eerst zelf de wetboeken er op naslaan om te weten wat ze met de SVB moeten regelen. Uit dat verhaal kwamen als het ware persona, die zorgeloze klant, een beetje de onafhankelijke klant. Die hebben we de zelfstandige manager of zoiets genoemd. Waarbij manager niet bedoeld was als leiding geven aan, maar gewoon als iemand die zijn eigen zaken...

KdT: Die eigen initiatief neemt, toch?

LB: Ja, en aan de andere kant van dat spectrum zat dan de hulpbehoevende, dat heette ook anders, maar dat zul je wel zien. Wij hebben ook gezegd: "Die klanten hebben verschillende eisen en wensen en we moeten proberen om dat zonder precies te weten op welk moment hij belt of dat hij online gaat, wat voor type klant het is". We moeten wel zorgen dat hij met name die hulpbehoevende en die niet-hulpbehoevende, dat we die kunnen servicen. Dus we zijn ook heel erg aan het inzetten op makkelijk te bereiken online dienstverlening, simpele formulieren, simpele correspondentie of correspondentie die van makkelijk naar moeilijk gaat bij wijze van spreken.

Eerst melden van: "U krijgt dit bedrag". En ergens verstopt wat de wettelijke grondslag is, bijvoorbeeld. Want de mensen willen weten: wat krijg ik? En wanneer krijg ik het? In één ogenblik. Dus dat soort dingen zijn eigenlijk na 2005 allemaal doorgevoerd. Dus dat was kwalitatief onderzoek. Door de jaren heen zijn we dat blijven herhalen en vaker. Trendmatig onderzoek zijn we blijven doen en als we ergens zagen van: "we weten eigenlijk niet hoe klanten aankijken tegen het aanvraagproces" bijvoorbeeld, hebben we daar een specifiek onderzoek voor opgezet. Dus we hebben wel eens mensen die echt bij ons AOW moesten aanvragen, dus die het formulier hadden gekregen toen we nog formulieren verstuurden, gewoon uitgenodigd: kom naar ons kantoor, vul het bij ons in. Camera erop, gewoon echt. Een soort pretest van dat formulier, dat levert enorm veel informatie op. Usability testen van de website voordat je live gaat, allemaal dat soort dingen. Dus allemaal klantenonderzoeken...

KdT: Een soort product typing om te voeren[?]

LB: Even één belangrijke over die persona. Die ik persoonlijk echt heel erg belangrijk vind is namelijk dat we ook tegen onze productbouwers en de mensen die hier werken, die aan de balie zitten, hebben gezegd dat het situationeel is. Dus het is niet "Kobus [?], jij bent de zorgeloze klant, jij hebt hier een sticker op je voorhoofd en zo zetten we je ook in het systeem". Die vraag heb ik ook wel eens gekregen. Nee, in jouw huidige situatie ben jij een zorgeloze klant, maar er kan iets gebeuren in jouw leven, waardoor je iets met ons moet regelen en dan is het maar net even de vraag wat je bent. Een simpel voorbeeld dat vaak voorkomt: Oudere AOW'ers, een echtpaar, daar weet je van: één van de twee gaat een keer dood. Dat krijgen wij meteen door en dan is het maar net de vraag wat de overblijvende partner dan wordt. Wordt hij een zorgeloze of een manager? En op het moment dat hij belt naar de SVB om dat te melden, wat hij helemaal niet hoeft te doen, want dat krijgen we van de gemeente, maar goed, op dat moment moet dus iemand achter de telefoon de vaardigheid hebben om met doorvragen erachter te komen: is dit nou een klant die een soort bevestiging zoekt van wat hij eigenlijk al lang weet en kan hij daarna zelf de dingen regelen die hij moet regelen? Of is het een klant die eigenlijk radeloos en hulpeloos is en moet ik een heel ander gesprek met hem gaan voeren? Dus wij hebben altijd onze mensen getraind op doorvragen, de vraag achter de vraag, kijken wat voor klant heb je. Dus die persona, ik vind ze leuk, het is hartstikke mooi om mee te werken, het is beeldend, maar we hebben gezegd van: "let op: het is situationeel". Dus je moet altijd uit gaan van wat in het leven van de klant gebeurt is, dus de situatie waar de klant in zit en dan op zoek gaan naar de behoeftes achter de vraag.

KdT: Ja klopt. Het is wel heel duidelijk.

LB: Dus om jouw vraag te beantwoorden: volgens mij zijn we er al op gekomen door veel onderzoek te doen. In dit verhaal zit ook bijvoorbeeld wat we aan interne communicatie hebben gedaan aan verschillende programma's en campagnes, hoe we ons beleid hebben ontwikkeld.

KdT: En die campagnes zijn heel gericht om burgers te laten weten wat hun rechten zijn?

LB: Dit waren interne campagnes. Burgers laten weten wat hun rechten zijn, etcetera, dat doen wij ook, maar dat doen we redelijk...

KdT: Minder nu ook met de nieuwe strategie. Het is wat...

LB: Bovendien dat de centrale overheid ook het nodige [...]

KdT: Ja, oké.

LB: Oké, even terug naar jouw vragenlijst.

KdT: Ja, ik vind het wel interessant hoor.

LB: Er is veel gedaan op beleidsontwikkeling. Er is veel gedaan op klantonderzoek. Even kijken: the general proposition for motivation for concerning online survey delivery.

KdT: Het komt ook een beetje van trends.

LB: Ja, trends. Realisatie van doelstellingen zonder dat zouden we het niet voor elkaar krijgen.

KdT: Is het ook een beetje van de bezuiniging van het cabinet?

LB: Absoluut.

KdT: Dat geeft ook wat meer belemmeringen.

LB: Ik denk dat dit het moment is dat ik even dit [?] onder je aandacht breng. Je hebt het daarliggen. Dat is een memootje dat ik samen met een collega heb geschreven redelijk recent. Dat gaat even over ontwikkelen digitale dienstverlening [...] van de SVB. Maar wat ik hier even in wil laten zien is deze. SVB dienstverleningsconcept. Want wat we daar in doen. Dit blokje hier is SVB eigenlijk. We hebben feitelijk drie processen en in ieder proces proberen we ook klantwaarde te realiseren. Vandaar dat je die twee kolommen ziet. Dus we proberen heel veel, als je hier kijkt, in de backoffice te doen. Dus klanten merken het niet eens. Omdat we bijvoorbeeld heel veel informatie van gemeente doorkrijgen als een kind geboren wordt, als een gezin verhuist, als iemand overlijdt, etcetera. En op basis daarvan [...]daar zit ook veel gegevensuitwisseling met andere organisaties in.

KdT: Is dat de keten? Dat er dus eigenlijk tussen de overheid conversatie is.

LB: Absoluut.

KdT: En dit is meer aan de klant's kant.

LB: Ja, klopt.

Wat we gedaan hier is dat we proceswaarden ook hebben gedefinieerd naar klantwaarde. Dus wat realiseren we in dit proces voor klanten. En met name dat er dus geen omkijken is naar betrouwbaarheid, etcetera. Dus wij zijn altijd ook heel erg gefocust op de voorspelbare datum betalen, zodat klanten niet onnodig op hun geld zitten te wachten, want dan gaan ze bellen: waar blijft mijn geld? Etcetera. Dat wil je niet. Dus bijvoorbeeld zorgen dat er altijd op tijd betaald wordt. Dit proces heel erg betrouwbaar inrichten, dat is bij ons.

KdT: Dat maakt dit mogelijk dan, dat is dan de waarde. Ik zie het.

LB: Dan zie je de tweede. Dus hier zorgen we al voor efficiency. Maar er zijn altijd situaties waarin dat niet kan en dan willen we graag dat de klant, de burger, het zelf doet. Vandaar de focus op selfservice en online diensten en een volledige pakket aan online diensten. Dan is de burger eigenlijk onze medewerker, zou je kunnen zeggen. Omdat hij het zelf doorgeeft.

KdT: Een soort Facebook, iedereen is de Facebook-medewerker eigenlijk.

LB: Dus dat doen we eigenlijk al heel lang, online diensten. Ook daar zijn een beetje de voor de hand liggende klantwaarden die je daar probeert te realiseren. Maar die willen wel allemaal herkenning. Wat vervolgens belangrijk is, dat staat ook in dit stuk uitgelegd, is dat wat er met selfservice gebeurt ook goed vol automatisch verwerkt kan worden. Dus dat je inderdaad, om een cijfer te noemen, bijna 100% van de aanvragen van de in Nederland geboren kinderen (en dat hoef je alleen bij je eerste kind te doen in een gezin), die komen online binnen. Dat schommelt zo'n beetje tussen de 95 en 100% in in de tijdsbalk. Dus bijna iedereen doet dat online. Is ook makkelijk, want je krijgt van ons een berichtje dat je ter aanvraag klaarstaat voor ingevuld, je bent er zo mee klaar. Daar zouden wij niets aan hebben als dat vervolgens nog een keer door een medewerker op dit soort schermen bekeken zou moeten worden, kijken of het klopt en dan zou het moeten worden goedgekeurd, want dan zit er nog actie van die medewerker achter. Tijd, geld, een medewerker is duur. Dus wat we gerealiseerd hebben daarin, en waar we ook steeds aan het finetunen zijn is dat zo'n online aanvraag, of een online melding, of een online wijziging van een rekeningnummer vervolgens volautomatisch verwerkt kan worden. Daar verdien je namelijk veel meer op zelfs nog dan online. Online is leuk voor die burger, maar je moet hem gekoppeld hebben aan je geautomatiseerde backoffice.

KdT: En er zijn twee databases.

LB: Dus het werk moet niet nog een keer overgedaan worden of deels overgedaan door een medewerker. Dus daar zijn we ook redelijk efficiënt in. Want ik geloof dat driekwart of 80% van die online aanvragen kinderbijslag ook volautomatisch verwerkt worden. Dus wat er feitelijk gebeurt is een klant doet zijn aanvraag online, de meeste daarvan worden geautomatiseerd verwerkt in onze backoffice, er komt een briefje klaar te liggen. Dat wordt nog op papier verstuurd naar de klant. Dat gaat over niet al te lange tijd in de digitale berichtenbox. Dus dat hele proces is geautomatiseerd. We proberen er wel een leuk vrolijk persoonlijk briefje van te maken: van harte gefeliciteerd en bla bla bla.

KdT: Dat is wel een mooi moment in je leven eigenlijk.

LB: Dus de klant die ziet dat niet. Hetzelfde bijvoorbeeld aan deze kant geautomatiseerde backoffice als mijn voorbeeld van die twee AOW'ers. Daar overlijdt er een keer eentje. Dat krijgen wij meteen door van de gemeente als het daar is aangemeld. Vervolgens draait bij ons een procesje waarbij dat rechtelijk AOW wordt afgesloten, het recht van de overblijvende partner wordt aangepast. Alle correspondentie wordt klaargelegd. Dan kijkt er wel heel even snel een medewerker naar of het helemaal klopt, maar dat is echt alleen maar in hoofdlijnen en vervolgens wordt het verstuurd. Dus dat is een geautomatiseerd proces in de backoffice. Maar de selfservice wil je ook naar je backoffice pompen.

Als dat alle twee niet kan, of als een klant geen internet heeft, of whatever. Dan komt hij in ons service team terecht, dat is eigenlijk het derde grote proces.

KdT: Dus dat is eigenlijk ook meer voor die andere soort klant.

LB: Bij het service team hebben we de front en backoffice samengevoegd sinds 2007 ongeveer. Dat doen we al 5 of 6 jaar. Het service team is gericht op het in één keer goed afhandelen van die klant. Dus die krijgt resultaat. Met name klanten die niet in staat zijn om het zelf te doen of die een complexe vraag of aanvraag hebben. En doordat we front en backoffice bij elkaar hebben gestopt en ook geen wachttijden hebben, zie je ook dat we stappen overslaan in het proces. Waar traditioneel een frontoffice medewerker een notitie maakt of een signaal maakt van: "backoffice, kun je voor mij een zaak klaarzetten en dat gaat weer een nieuwe werkvoorraad of werkproces in". Dan kunnen onze medewerkers dat in één keer afhandelen. Wat deze medewerkers ook doen is zorgen dat het zo snel mogelijk weer in het geautomatiseerde proces terecht komt. Dus stel dat een klant belt en zegt dat hij vastloopt in zijn online aanvraag, dan is de opdracht voor die service team medewerker om het niet over te nemen, maar om te kijken of je die klant die online aanvraag kan laten afmaken waardoor hij weer in het geautomatiseerde systeem...

KdT: Dus dit zijn eigenlijk meer een soort van exceptions, uitzonderingen.

LB: Dit staat dus al een behoorlijke tijd. Ik kan presentaties van 7 à 8 jaar oud pakken waarbij dit zo al staat. Alleen zijn we dus voortdurend bezig om dit bedrijfsvoeringsmodel, zou je kunnen zeggen, dit dienstverleningsmodel, om dat te finetunen en steeds beter te maken. Dat is in de kern denk ik...

KdT: Dat is wel duidelijk, ja.

LB: De kern hiervan beantwoordt volgens mij aardig wat van jouw vragen.

KdT: Ja, ik denk het wel, hoor. Dat is een soort van dienst die jullie ook leveren aan de klant en nu zie ik ook de connectie tussen: waarom die twee? Als ik dit goed begrijp. En dat is eigenlijk meer de front-end en dat is meer de achterkant, de back-end.

LB: [...] Verschillende termen zijn daarvoor.

KdT: Het is zo wel heel duidelijk.

LB: Collega's van mij tekenen dan ook wel eens zo'n proceslijntje waarbij je zegt, het is eigenlijk heel simpel: als hier een klant staat en hier een klant en we hebben een geautomatiseerd proces lopen, dan valt er wel eens wat uit. Dan kom je bij een team terecht [...]

KdT: Production line.

LB: En online kan hetzelfde gebeuren. Dan wil je ook zo snel mogelijk weer die klant terugstoppen in dat geautomatiseerde proces. Dat proberen. Het gaat lang niet altijd goed. Maar we proberen dus die gedachtegang steeds maar weer een stapje verder te brengen.

KdT: Hoe de SVB werkt met die andere organisatie, dat is heel verschillend. Dus als je, zeg maar AOW. Welke overheidsorganisaties werken dan samen om die informatie te voorzien?

LB: Dat is een goede. Daar moet ik nog wat dingen over zetten in de vragenlijst denk ik.

KdT: Ik geloven dat het best een complex verhaal is.

LB: Er spelen eigenlijk twee dingen in mee. Eén is dat je inzicht moet hebben in het stelsel van basisregisraties in Nederland.

KdT: Dat wordt ook niet vernieuwd, toch?

LB: Er wordt voortdurend aan gewerkt. Dus basisregisters zijn registers van gegevens over burgers, maar ook bijvoorbeeld over voertuigen, over woningen, ook kadastrale informatie die, zoals het zo mooi heet, authentiek zijn. Dus dat betekent: dit klopt. Dat het in het kadaster staat dat dit huis op jouw naam staat, dan mag een andere organisatie er van uit gaan dat dat klopt. Dus als jij ergens op een andere plek moet aangeven dat je een huis bezit, zo'n organisatie kan dan in het kadaster kijken of dat klopt. Of die informatie als het nodig is uit het register van het kadaster halen. Dat is één van de bouwstenen van de efficiënte overheid, dat je gegevens uit registers niet nog een keer aan een klant gaat uitvragen. Dus dat je die gebruikt. Zo gebruiken wij de gemeentelijke basisadministratie, GBA. Die is voor ons van enorm groot belang.

KdT: Dat die ook goed kloppen.

LB: Ja, dat die ook klopt.

KdT: Want alles hangt hierop eigenlijk.

LB: Ja. En daar horen wij uit dat er een kind is geboren, wanneer mensen overlijden, dat mensen zijn getrouwd of zijn gaan scheiden, verhuizingen. Allemaal dat soort dingen. Allemaal signalen komen onze kant op. Die proberen wij zo veel mogelijk te gebruiken om zaken geautomatiseerd, dus niet zichtbaar voor de burger/klant te realiseren. Die is heel belangrijk. Het kan niet altijd. Dus niet alles wat wij nodig hebben zit in die basisregisters. Dus daar gaan we één op één met andere organisaties afspraken over maken. Mogen wij van jullie gevens hebben over dit of dat? Dat is allemaal wettelijk en privacy, allemaal heel ingewikkeld, maar er kan best veel. Even twee voorbeelden. Ooit was er een tijd dat wij van DUO [...]

KdT: Die ken ik wel goed als student.

LB: Wij moesten aan klanten vragen: zit uw kind nog op school? Want naar school gaan was voor 16 en 17-jarigen een eis op basis waarvan de ouders kinderbijslag konden krijgen. Dat was een heel proces met formuliertjes heen en weer verwerken, ingewikkeld. En erg 1900, zal ik maar zeggen. Inmiddels hebben wij gegevensuitwisseling met DUO opgesteld, al vele jaren overigens, waarbij zij ons vertellen vanuit hun registratie van school-gaan. Ja deze 16 en 17-jarigen gaan naar onderwijs wat geldt als het onderwijs voor het recht op kinderbijslag. Dus wij hoeven niets meer te sturen naar al die 100.000-en ouders, behalve voor een paar uitzonderingsgevallen. Dus ons proces is een stuk efficiënter geworden en de klant vallen wij een stuk minder lastig. Een ander voorbeeld zit veel meer op inkomen. Er zijn ook bij ons processen waarbij we moeten weten wat voor inkomen een klant heeft, ik zal er verder niet op ingaan. Op twee manieren maken wij gebruik van de registers van anderen. Eén is van het UWV, die heeft in een register de actuele inkomens staan. Als jij werkt, als ik werk, het UWV weet dat. Het staat daar in. Daar halen wij informatie uit voor die klanten waarvan we dat moeten weten. De Belastingdienst heeft een totaalplaatje, dus die weet helaas met een vertraging van ongeveer twee jaar. Dus die weet wat mijn totaalinkomen was in 2011. Dus als de SVB dat nodig zou hebben voor een bepaald proces, en dat hebben we soms nodig, an halen we dat dus bij de Belastingdienst vandaan. Dat gebruiken wij om onze processen efficiënter te maken, maar soms ook om te kijken van: "hé, deze klant heeft opgegeven dat zijn inkomen in 2011 30.000 was". Daar hebben wij rekening mee gehouden. Op basis daarvan heeft hij een bepaald bedrag ontvangen, maar wij checken het nu en we zien een afwijking van meer dan x procent. Het was namelijk 40.000, dat vraagt om nader onderzoek. Dus we gebruiken het ook om...

KdT: Fraude te ontdekken.

LB: Ja, precies. Om verschillen te ontdekken en dan verder te gaan zoeken of hier sprake is van fraude. Je hebt dus aan de ene kant registers en aan de andere kant bijna één op één afspraken met organisaties die wij weer gebruiken om onze processen efficiënter te maken en het voor de klanten makkelijker te maken. En voor de klanten makkelijk betekent overigens vaak ook een efficiënter proces en in de kosten.

KdT: Ook minder lastig vallen eigenlijk aan de klant. Dat lijkt me eigenlijk een beetje een grote van de publieke dienstlevering. Dat is eigenlijk dat alles zo min lastig moet zijn als mogelijk. En dat is wel wat ik heel interessant vind van die andere kant. Dus je kant in de private sector dan is het eigenlijk. Dat willen ze heel vaak lastig vallen eigenlijk.

LB: Wij inderdaad. Grappig, wij zeggen ook wel eens: een beste klant is een klant die wij nooit horen.

KdT: Ja, precies. Want ik heb eigenlijk ook voor het eerst heb ik de SVB website gezien toen ik dit onderzoek begon. Ik heb het nog nooit eerder gezien.

LB: Heb jij ingelogd met DigiD bij Mijn SVB? Want wij kennen jou wel.

KdT: Ja, ik denk dat ik misschien wel één keer heb ingelogd om even te kijken hoe alles in elkaar zit.

LB: Dus we weten dus dat je sinds je 15e ofzo hier in Nederland gewoond hebt, dus dat je AOW-rechten aan het opbouwen bent.

KdT: Ja, je hebt alle informatie, klopt.

LB: Dat houden we nu ook al bij, zodat als je 65 wordt of als er dan ooit nog een AOW bestaat, dat we dan gewoon precies weten, zoveel jaren hebben we...

KdT: Want je bouwt dat elk jaar op, toch?

LB: Ja, precies. Het is 2 procent per jaar, keer 50 jaar rechtmatig in Nederland gewoond te hebben is 100 procent. Mensen die een aantal jaren niet in Nederland gewoond hebben, of die op latere leeftijd naar Nederland zijn gekomen, die missen dus een stukje AOW.

Bovendien, het grappige is dat klanten/burgers accepteren het langzaamaan ook niet meer als ze steeds dezelfde informatie aan de overheid moeten opgeven. Dat zien wij ook, dus wij proberen dat ook zo veel mogelijk te voorkomen. Ik denk dat het grappige is, dat bij commerciële instellingen je dat helemaal niet raar vindt. Als ik morgen naar een andere provider ga voor mijn telefoon of mijn internet, dan vind ik het helemaal niet raar dat ik weer al mijn informatie opnieuw moet opgeven.

KdT: Dus je verwachtingen zijn heel verschillend.

LB: Mijn verwachtingen zijn heel verschillend. Dus de eisen die burgers stellen aan de overheid, dat vind ik terecht overigens, zijn op sommige vlakken hoger dan de eisen die ze stellen aan commerciële dienstverleners. Dus dat is een andere belangrijke.

KdT: Dus dat is een belangrijk verschil.

LB: Weer terug naar jouw vragen. Ik denk dat je veel haalt uit dat memo.

KdT: Dat is ook een reden waarom ik SVB heb gekozen is echt dat serviceteam. Dat vind ik redelijk uniek in Nederland. Komt dat ook een beetje voor doordat het uitzonderingen zijn? Dus het zijn meestal heel complexe verhalen. Of is het gewoon om die terug op de lijn te krijgen. Het is meer een soort problem solving team.

LB: Dat is het allemaal. Het is zowel voor de uitzonderingen, maar ze krijgen ook regelmatig hele simpele telefoontjes die je uitstekend op internet kan terugvinden. Wat is de betaaldatum voor de kinderbijslag? Dat staat zo op het internet. Je kan het bij ons redelijk makkelijk vinden. Dus het komt heel erg uit het procesdenken. Van klant tot klant, van aanleiding tot resultaat. En wat hebben we nodig? Bijna vanouds zijn we heel erg gefocust op efficiënte administratieve processen. En zeker sinds pak en beet 2000, maar eigenlijk ook al eerder zijn we heel erg gefocust om het die klant zo makkelijk mogelijk te maken en zo duidelijk mogen. Dat die ons niet 'lastigvalt'.

KdT: Dus dat wordt waarschijnlijk over een paar jaar wat efficiënter met het basisstelsel dat verbeterd wordt. Hoe kijk je dan naar de toekomst voor het melden aan de frontend, dus om te kijken van: "ik heb ook jullie website gezien". Het zijn twee verschillende. Je hebt er één, die is soort van normaal, maar dan heb je die ook die simpele website. Dat vind ik heel mooi. Hoe zie je dat ontwikkelen?

LB: Eén van de stukken is dan de stip op de horizon, daar kun je naar gaan kijken. Wat ik persoonlijk aan ontwikkelingen zie, dat wordt niet door iedereen gedeeld in mijn organisatie, is dat de frontend, om het zo maar te zeggen, dat de organisaties daar steeds meer op zullen gaan samenwerken. Dus dat de SVB als bekende organisatie steeds meer op de achtergrond terecht zal komen voor een aantal van de processen die wij doen. Met name die grotere processen, kinderbijslag etcetera. Daar hebben we trouwens ook gesprekken over met andere organisaties, omdat wat wij aan het realiseren zijn langzaamaan is dat wij heel erg live event gedacht werken. Er gebeurt iets in het leven van die klant; hij gaat scheiden. Dan moet hij met een aantal overheidsorganisaties dingen regelen. Dat hebben we nog niet goed in orde. Je moet toch steeds weer inloggen bij UWV, inloggen bij SVB, inloggen bij de Belastingdienst. Er is dus geen over de organisaties heen integrale afhandeling. Ik zie dat dat er uiteindelijk is voor de toekomst, dat dat beter kan en dat we daarop echt nog kunnen winnen. Zowel intern van efficiency als in klanttevredenheid en kwaliteit van dienstverlening. En daarvoor kijken wij op dit moment heel erg naar… Ik pak even de site erbij.

KdT: Dat wordt eigenlijk het centrale domain toch? Voor de hele overheid.

LB: Ik vind dat hij dan wel heel veel beter moet gaan werken.

KdT: Over de zomer ging ik naar alle websites, heb ik heel veel websites ontdekt, waar ik nog nooit van wist. Ik mis dat overzicht. Ik weet niet wat… Is dit het grootste deel? Of is dit een onderdeel? Dat is altijd wat ik… Zelfs als iemand die goed computers kent.

LB: Dat ben ik helemaal volstrekt met je eens. Ik vind ook, ik niet alleen, met een aantal organisaties zijn we daar ook mee bezig. Je kan hier dus niets vinden? Het is een drama. Op zich, overheid.nl, als je hem goed positioneert, kan je hem zo uitbouwen dat Nederlandse burgers weten van: "als ik iets met de overheid wil regelen, dan ga ik naar overheid.nl". Alleen dan moet je het wel kunnen vinden. Nu is het een hele hybride opzet waar alles in zit. Dat komt ook doordat zij wettelijk verplicht zijn om dit allemaal te doen. Al die officiële publicaties, dat moeten zij doen. Ze zitten er voor particulieren en ze doen allerlei verschillende dingen. Dus het is heel hybride; het gaat om van alles en nog wat. Dat moet anders vinden wij. Ik zal je zometeen iets laten zien uit Denemarken. Eigenlijk is dit het startpunt denken wij.

KdT: Precies, dat is het beginpunt. Het eerste contact, de eerste start point, zeg maar.

LB: En dan willen wij dat je op het moment dat je ingelogd bent, dat zal ik even doen voor mezelf, dat je hier echt zaken gaat doen met de overheid. Dat je hier inderdaad al die dingen kan zien. Hier worden de registers gewoon ontsloten. Dus ik kan nu bijvoorbeeld.

KdT: Ik vond het wel heel [...] met Studielink, dat was ook dezelfde.

LB: Je vindt hier. Je kan dus de single sign-on naar mijn GBA gegevens. En dan kan ik een stukje familie zien. Mijn ouders zelfs nog. Dus hier zie ik gewoon mijn persoonlijke gegevens die in het register zitten.

KdT: Wat ook transparant is voor het publiek.

LB: Dat vinden wij prima, dat is goed. Stom dat je dan als je naar de website van Mijn SVB gaat, dat je weer opnieuw moet inloggen. Single sign-on, daar zijn wij ook mee bezig. Het andere wat je hier moet kunnen doen is dat hier voorzieningen zitten, waar je veel plezier van hebt. Dus de berichtenbox. Dat mij verteld is in 2011 dat ik mijn rijbewijs moet vernieuwen. Snap je? Zo zijn er nog meer voorzieningen. Dat er misschien hier een plek is waar ik kan vertellen: Beste overheid, als je contact met mij wilt hebben, dan mag je dit 06-nummer gebruiken en mag je dit e-mailadres gebruiken. Dus dat soort voorzieningen moeten hier ook zijn. Wij vinden dat het op dit moment niet goed functioneert. Waar we naar toe willen is overheid.nl als het eerste contact point, als een startpunt. Dan mijnoverheid.nl met inloggen, daar ga je je zaken doen met de overheid. Dan kan het best zo zijn dat je nog steeds in SVB de kinderbijslag doet en DUO die de studiefinanciering doet en dat je dan single sign-on doorgeleid wordt, maar dan rechtstreeks de dienst in.

KdT: Niet eerst naar de homepage en dan inloggen.

LB: Er is wel een homepage, maar je gaat rechtstreeks naar de aanvraag kinderbijslag. Dan is het nog niet één overheid in de zin van dat in de backoffice alles aan elkaar geknoopt is. Ik denk dat dat ook heel riskant is op dit moment, maar dat je in ieder geval aan de front-end al stappen zet op het als één overheid je presenteren aan de burgers. Persoonlijk vind ik het dat volstrekt irrelevant dat de kinderbijslag door de SVB gedaan wordt en de studiefinanciering door de DUO, maar er zijn ook collega's in mijn organisatie en die zie ik ook op andere plekken, die het wel belangrijk vinden dat hun organisatie overeind blijft, dus die het wel belangrijk vindt dat de SVB blijft bestaan.

KdT: Is dat een soort van trots?

LB: Ja, trots inderdaad. Ze hebben ook al argumenten, de SVB is een hele relatief kleine organisatie met 3.000 werknemers. Wij kunnen redelijk snel schakelen, we hebben korte lijnen, dat is heel anders dan de belastingdienst, die echt 10 keer zo groot is qua aantal werknemers. Dus er zijn ook wel voordelen verbonden aan zo'n organisatie. Het is mijn persoonlijke mening of wij een eigen logo moeten hebben en het UWV weer wat anders enzovoort. Of dat voor de burger wat toevoegt. Dat zijn de grote vraagstukken. Er zijn voorbeelden in Denemarken.

LB: Ik weet niet hoe goed jouw Deens is hoor. Waar de site borger.dk, dat betekent gewoon burger. Deens lijkt een beetje op Nederlands. Als je sommige dingen ziet, begrijp je het gewoon. Digital post. Wat ze hier hebben, ze hebben hem niet verteld. Dus als je op Life in Denmark klikt, kom je gewoon op een site terecht is, gericht op mensen die van buiten komen.

KdT: Expats die binnenkomen.

LB: Maar je ziet hier wel bijvoorbeeld: Handicap, snap je. Skole en nogwat snap je wel. Dus je ziet dat deze veel meer op diensten van burgers is gericht dan onze overheid.nl. Het gaat hier alleen maar om de burger. Die gebruiken wij ook een beetje als voorbeeld. Zo kan het ook. Dit is gewoon in orde.

KdT: Soort van hun DigiD.

LB: Ja, dat hebben ze ook gewoon. En ze hebben één rekeningnummer. Digitale postbus etc. Als ik nou kijk naar onze site. Want daar komen een paar dingen samen waar we het over gehad hebben. Hij is gemaakt voor klanten. Dus je ziet ook heel weinig over onze organisatie. Ik vind hem wel veel te vol, die pagina. Want als je iets over de SVB wilt weten, dan heb je hier een heel klein knopje en dat is toch wel heel anders dan in heel veel organisaties waar je allerlei corporate [..]

KdT: Dus ook meer een commerciële denkwijze.

LB: Het staat er wel. Ga je naar Over de SVB, dan kom je op een soort nieuwe homepage met jaarverslagen, persinformatie, cliëntenraad, etc. Maar wat we ook doen. Als ik naar Kinderbijslag ga, dan zie je hier eigenlijk een beetje levenssituaties. U krijgt nog een kind. Maar ook: wanneer stopt de kinderbijslag? Bij de AOW is dat wat duidelijker. Wat we ook gedaan hebben, dit zijn als het ware subsites. Dus als ik eenmaal hier zit, ik kan ook aow.nl intoetsen, dan kom ik gewoon in de subsite AOW. Daar kom je ook [...]

KdT: Want kinderbijslag en AOW zijn jullie grootste diensten.

LB: Gaat u verhuizen? Gaat u samenwonen? Gaan u en uw partner uit elkaar? Wat moet u doen bij overlijden? Dit zijn echt life events. Twee grote groepen hier, mensen die nog geen AOW hebben en zich afvragen hoe het werkt. Mensen die het al hebben en zich afvragen wat er gebeurt bij wijzigingen.

KdT: Ik begrijp daarvan dat dit de enigste manier is van automatisering […] Als je dat niet doet, dan gaat het heel haphazardly.

LB: Je ziet dat de pagina een beetje te lang is, maar hoewel de mensen tegenwoordig zeggen dat scrollen geen probleem meer is. Maar je ziet dat: Wat is de AOW-leeftijd? Dit is een filmpje, maar omdat hij de AOW leeftijd aan het verschuiven is, weten wij dat klanten ernaar op zoek zijn.

KdT: Dat zien ze in het nieuws.

LB: Ja precies, dus dan gaan ze zoeken. En we zijn heel erg bezig om de mensen de berichtenbox bij ons weer te laten aanzetten, zodat ze ons post digitaal ontvangen. Omdat ons dat gewoon geld gaat opleveren.

Dus die hebben we ook vrij prominent op de homepage staan. Het komt overal terug, net als MijnSVB, zul je overal zien. Als je dit weer front-end noemt, en even de contact points daarop proberen om helder en duidelijk en snel de klanten daar te krijgen waar ze hun informatie kunnen vinden. […]

KdT: Dus er zijn deze twee websites: svb.nl en aow.nl, zijn dat de twee belangrijkste online touch points? Of zijn er wat meer.

LB: Het is één site hè? Het zijn subsites van dezelfde website.

KdT: O, het zijn subsites van hetzelfde. Dus je naar svb.nl gaat, kan je alles vinden wat online van SVB staat. LB: Iedere regeling heeft als het ware een subsite. Dus als je nabestaande bent, kan je ook anw.nl intikken en kom je hier terug. Maar het is feitelijk een subsite van svb.nl

KdT: Hoe lijkt dat in een offline kant?[…] Je hebt kantoren, waarbij burgers zich kunnen melden. Zijn er wat meerdere, dat wordt waarschijnlijk ook wat minder, toch? Als je, je wil meer eigenlijk online gaan doen als klant dan dat je je leven moet stoppen en naar SVB moet gaan.

LB: Wat je hier ziet, jij kon het niet zien, ik zie af en toe, zo eens per 5 minuten zie ik een medewerker met een klant voorbij lopen. Dat was tot voor een paar maanden wat drukker, omdat klanten ons weten te vinden. Ze weten dat hier een bureau is. Maar die kwamen ook langs met vragen die ze op een andere manier veel efficiënter, zowel voor die klanten als voor ons hadden kunnen oplossen. Dus ze kwamen ook bijvoorbeeld formulieren inleveren. Dat hoeft helemaal niet, dat kunnen ze net zo goed per post doen.

KdT: De oudere generatie zeker, Voor hen is het makkelijker met papier, toch?

LB: Ja, maar ook hier geldt: dit is duur. Die klant die hier aan de balie komt, dat is relatief duur. Dus we hebben liever dat hij niet komt en dat hij op een andere manier hetzelfde regelt en dan toch tevreden is. Dus wat we een paar maanden geleden gedaan hebben, dit is een voorbeeldje van kanaalsturing. We hebben gezegd van: "U bent van harte welkom, maar wel op afspraak. Dan moet u eerst even bellen." We hebben geen online afsprakensysteem, dat komt er misschien ooit een keer, maar we zeggen van: "Bel maar." Het is een mooi voorbeeld, niet alleen van kanaalsturing, maar het is hier nu plotseling een stuk minder druk, wat we daarmee kunnen doen is klanten bellen. Een deel daarvan kunnen we meteen telefonisch beantwoorden. Dat is een stuk goedkoper dan als hij bij de balie komt. Constateren we dat het toch nodig is dat hij op bezoek komt, dan kunnen we twee dingen doen. We kunnen sowieso natuurlijk efficiënter een afspraak inplannen, dan komt die medewerker alleen maar aan de balie zitten als hij een afspraak heeft.

We kunnen tegen de klant zeggen, denk eraan. Neem dit en dat en je paspoort en je loonstrook en neem mee wat je moet meenemen. Dat is één dingen dat we kunnen doen. Het andere is dat we het dossier kunnen voorbereiden. Dus we kunnen uitzoeken wat we nodig hebben. Dan komt die klant hier, we kennen zijn vraag. Hij heeft de goede spullen bij zich, wij hebben ons dossier voorbereid. We kunnen heel efficiënt het gesprek in één keer goed in één keer afhandelen dan is dat proces van de klantvraag tot aan het resultaat wat je wil bereiken efficiënt. Daarmee hebben we zowel het aantal baliebezoeken teruggebracht als ook de vragen van klanten efficiënter kunnen oppakken. Hetzij meteen telefonisch, hetzij toch via baliecontact. Toen we er mee begonnen: "Ja, het is niet klantvriendelijk en klanten moeten gewoon binnen komen wandelen".

We hebben gezegd van: "Het is helemaal niet ideaal, want soms moeten we die klant weer terugsturen, want hij heeft de juiste spullen niet bij zich. Het is voor de klanten ook niet fijn. Als het telefonisch kan is dat efficiënter en het is voor ons proces efficiënter." Dus het is aan alle kanten winst, als je het op een andere manier doet. En als we zoiets doen, in dit voorbeeld... Ik heb nog wel meer voorbeelden, maar dat voelt even te ver. Dan zetten we er nog een klanttevredenheidsonderzoekje op, dus als we iets veranderen kijken we ook van: "Wat doet het met de tevredenheid van klanten?" En dan blijkt dat klanten hier uitstekend mee uit de voeten kunnen. En die vinden dat prima. En ze merken dat ze goed geholpen worden.

KdT: Zijn dat ook mensen van alle leeftijden?

LB: Mensen van alle leeftijden. Maar goed, je zal zien dat hier aan de balie komen relatief wat meer oudere mensen en relatief wat meer mensen met een taalprobleem of die administratief niet zo vaardig zijn. Dus redelijk veel allochtonen, veel ex-gastarbeiders, veel Turkse, veel Marokkaanse, maar ook nog wat andere bevolkingsgroepen.

KdT: Ik zag ook de website met alle verschillende talen boven.

LB: Klopt, dat doen we ook daarom. Want als je er niet uitkomt, ga je bellen. Dus dat vertalen doet ook lang niet iedereen. Daar denken wij van dat het wat efficiënter is. We vertalen niet integraal hoor. Je ziet Pools staan.

KdT: Het is een soort van Google Translate?

LB: Nee, we hebben een hele vertaalafdeling. Als het goed is, is het heel net Engels hoor, wat hier staat. Bij de ANW zie ik bijvoorbeeld geen Pools staan. Ga ik naar kinderbijslag, dan zie je Pools. Maar bij AOW zou je geen Pools zien staan. Pools doen we, doordat er veel Polen in Nederland werken en wonen. Die hebben in principe recht op kinderbijslag als ze kinderen hebben. Die hebben een taalprobleem, Pools lost een deel van hun probleem op en het lost ook bij ons het probleem op dat we meteen goed ingevulde formulieren krijgen.

KdT: Ik zie nu eigenlijk de logica erachter. Dat is wel duidelijk. Ik zou overigens nog willen vragen, de onderstructuur, dus waarbij die [...] structuur, de revenue. Het gaat niet om winst maken of zoiets, maar het gaat er meer om dat het wel betaald moet worden.

LB: Finance is dat hè?

KdT: Ja, waar komt dat...

LB: Als je even in jouw vragenlijst kijkt, ik heb er wat over geschreven. De eerste vraag was the cost of online service delivery. Het is vrij ingewikkeld, omdat het allerlei verschillende kostenposten zijn. Je hebt je personeel, je hebt je externe serviceprovider, er staat ASB[?] op, je hebt te maken met licenties. Feitelijk, wat erachter ligt is gewoon een normale begrotingssystematiek. Althans, die wij normaal vinden. We plannen vooruit wat we van plan zijn te gaan doen. Op basis van het verleden weet je wat daar ongeveer aan kosten tegenover staat. En dat zet je om in een begroting. Uiteindelijk gaat die begroting naar onze opdrachtgever toe, onze financier, dat is het Ministerie van Sociale Zaken en die keuren het goed of die keuren het niet goed. En in de begroting neem je dus allemaal dit soort dingen op. Onze hele bekostiging is begrotingsgestuurd en die is vrij rigide.

KdT: Dat kan ik me wel voorstellen, ja. Wat het ook wat duidelijker zou kunnen maken; dus we kijken naar AOW of kinderbijslag, wat zijn de belangrijkste kosten om dat mogelijk te maken?

LB: De belangrijkste kosten, dat staat hier volgens mij ook en wat zijn onze grootste kostenposten? Dat is personeel en IT, dus automatiseringskosten. Ik kan wel ergens kijken of ik daar ergens iets van voor je heb.

KdT: Wat ik graag zou willen doen is naar al deze producten kijken, je hebt de twee belangrijkste. Wat zijn eigenlijk de belangrijkste kosten?

LB: Van online?

KdT: Ja, van online.

LB: Ik weet niet of ik het je kan leveren, maar ik ga het voor je uitzoeken.

KdT: Dank je.

LB: Dat moet ik weer even bij Finance & Control bekijken.

KdT: En gebeurt dat ook heel vaak? Dus dat is de volgende vraag. Er is een begroting gemaakt en je hebt wat meer geld over dat jaar.

LB: Ja, dat geef je terug.

KdT: Dat geef je terug aan het ministerie?

LB: Ja. Tot voor een paar jaar gebeurde dat regelmatig, omdat wij toch wat voorzichtig begroten, kennelijk. Dus we hielden ieder jaar wat over, maar de laatste jaren zijn wij ook gekort, net als alle organisaties in Nederland, dus er moest 30% af. En sindsdien is het niet meer zo. Dan gebeurt dat niet meer. En we hebben ook echt moeten gaan snijden, ook in personeel. Met name in staff en in management. Nog niet op het uitvoerend personeel, dus wat hier op de kantoren werkt voor klanten, omdat we dat zo lang mogelijk in stand wilden houden. Dat is het belangrijkste ook om al die processen goed te laten draaien. Dus er is flink geschrapt.

KdT: Als je zo'n soort mentaliteit hebt, dan heb je de neiging om ook altijd hetzelfde te blijven. Dat wat nu gebeurt, nog steeds goed verloopt. Ik zit te denken dat als je kijkt in welke richting het zou gaan, als alles van de begroting komt. Dan gaat het van: "Ja we hebben deze begroting en daar doen we dat mee. En dat gaat niet veel veranderen."

LB: Dat is niet helemaal waar, omdat we ook...

KdT: Hoe zit die instelling is eigenlijk de vraag.

LB: We zijn een aantal jaren geleden al begonnen met een groot veranderprogramma. SVB team for service heette dat en dat is een combinatie van een organisatieverandering, dus daar zitten onder andere die serviceteams, die zijn in dat kader gerealiseerd en ook een grote IT- familie[?]. Die IT-familie[?] is gewoon apart begroot en gebudgeteerd. Dus dan geef je ook aan je opdrachtgever SZW plannen van: “Wij zijn van plan in zoveel jaar onze kern IT helemaal te gaan vernieuwen en dit is de begroting. Akkoord? Niet akkoord?” Dus het is een aparte begroting. Je kunt wel degelijk vernieuwen en ook in je organisatie vernieuwen en in je IT vernieuwen, maar dat moet dus gewoon meelopen in de reguliere begrotingssystematiek. En daarnaast lopen nog de going concerns, zoals dat dan zo fraai heet. Voor volgend jaar kunnen we redelijk voorspellen hoeveel mensen 65 worden en hoeveel kinderen er geboren worden en hoeveel mensen er overlijden op basis van de gegevens uit het verleden.

KdT: Je hebt goede informatie, dat het niet zomaar heel onduidelijk is wat echt de mensen zouden zijn.

LB: In ons vak wel zou je kunnen zeggen.

KdT: Ja, maar dat is niet overal, toch?

LB: Nee, want bij UWV zal het heel anders zijn, want als het slecht gaat met de economie komen er veel meer werklozen. Dus dan zoeken mensen veel meer werk en dat is niet voorspelbaar. Niet in die mate voorspelbaar als wij het kunnen voorspellen. Dus bij het UWV, hele andere problemen hebben zij. Je zal ook bij UWV zien dat ze veel complexere wetgeving hebben, waarbij arbeidsongeschiktheidsbeoordeling, daar zul je zien dat dat veel duurder is om te beoordelen en dat je altijd in een soort discussie raakt, want voor de klant, de burger, is het belangrijk om zo veel mogelijk arbeidsongeschikt verklaard te worden, voor het UWV is het belangrijk om het zo laag mogelijk te doen. Dus je zal altijd een discussie krijgen en een onenigheid en bezwaarschriften, etc. Dus ze hebben ook een wat complexere wetgeving. Dus je moet ook naar onze context kijken, waarom wij georganiseerd zijn, zoals wij dat zijn. Om dat te kunnen waarmaken is ook erg afhankelijk van de context, type klanten, type wetgeving, etc.

KdT: Want dit is eigenlijk best praktisch, dan gaan we het ook doen. Er zit geen vacuüm toch?

LB: Nee, je moet kijken wat bij mijn type organisatie past, bij het werk dat ik doe, de type wetgeving die je moet uitvoeren, de diensten die ik lever, etc.

KdT: En dat wordt eigenlijk vooraf bepaald, dus dat is eigenlijk jouw taak, toch? Dat is waarom je ook bestaat.

LB: Nou ja, je bent ingekaderd door wat je opdrachtgever van je eist. Tegen de SVB wordt gezegd van: “jij bent verantwoordelijk voor de uitvoering van die en die wetten”. En dat doe je binnen de wettelijke kaders die de politiek en het ministerie je oplegt en dat doe je binnen de financiële mogelijkheden die je meekrijgt. Je bent voortdurend in discussie van: “natuurlijk willen wij altijd meer”.

KdT: En het wordt vooral minder.

LB: Aandeelhouders doen dat bij een commercieel bedrijf in zeker zin ook. Die stellen ook eisen. Bij ons komen de eisen van de politiek en de opdrachtgever van het ministerie.

KdT: Dat zijn ook een soort van externe factoren waar jullie mee moeten omgaan. Dat is precies waarom ik ook deze visuele manier van werken heel leuk vind. Ik vind dat een een antidote voor complexiteit en om te kijken wat eigenlijk de kern van het verhaal is en hoe mensen dat goed kunnen begrijpen. Meestal is dat wel moeilijk in woorden te beschrijving.

Appendix B: Mission Model Canvas Iterations

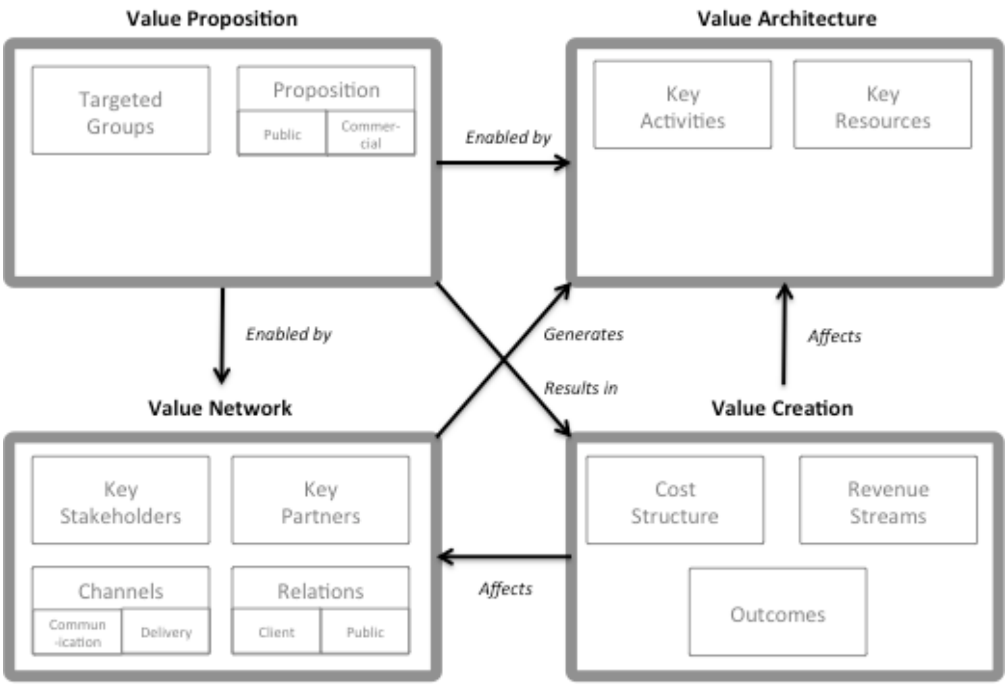


Figure 17: Iteration 1

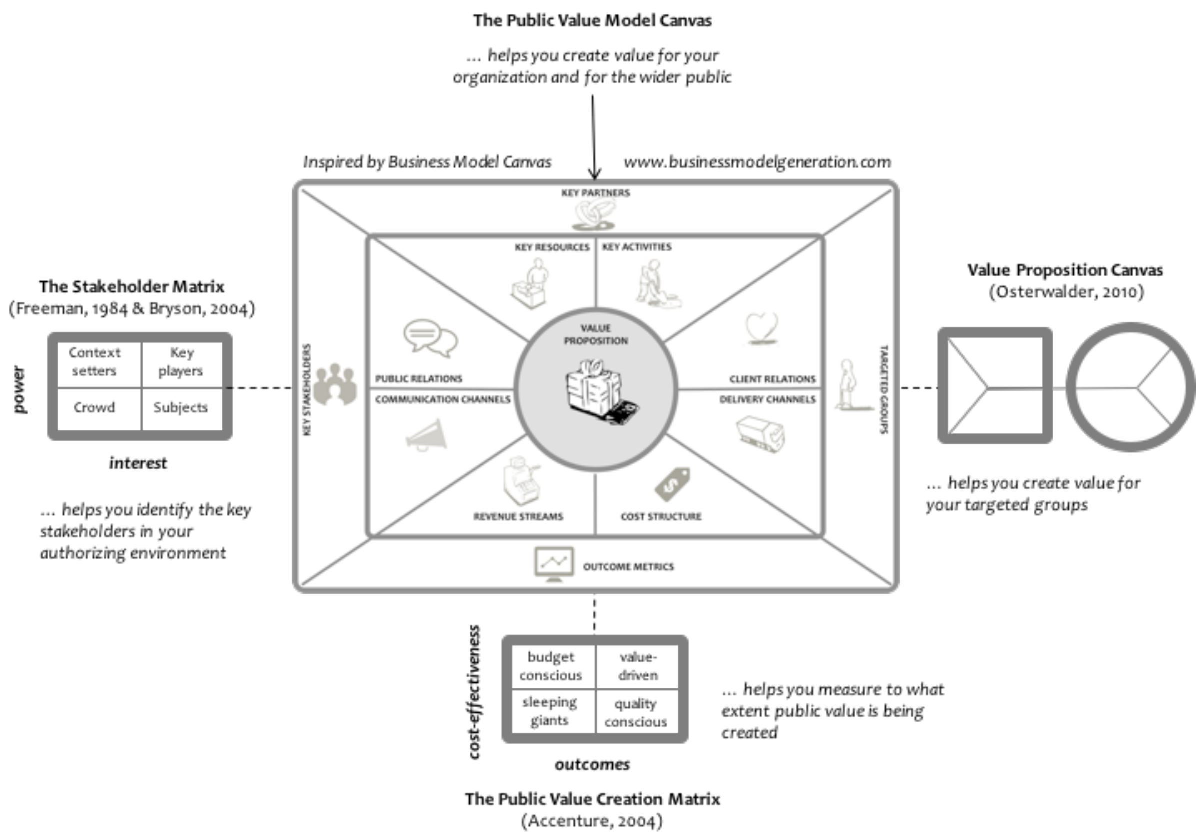


Figure 18: Iteration 2