



STRATEGIC MARKET PERSPECTIVE

Service to the Citizen Market

Federal Market Analysis Program

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Abstract

INPUT has investigated a new information systems market that is developing rapidly in support of the National Performance Review (NPR) initiative. NPR—led by the Vice President—responds to the President's pledge to "reinvent" government. It has as its central theme, "Putting People First."

This report identifies and analyzes current and proposed activities and the forces influencing the development of this new market. Specific tasks and timetables developed by the government to reach the information systems goals of the National Performance Review are given. The need to participate in the already extensive personal network of contractors and government employees in support of Service to the Citizen (STTC) developments is also explained and activities of this network are described.

Service to the citizen as a program-level concept is just beginning to have an impact in today's technology marketplace. The principal productivity benefits ascribed to the technology are the access to the broad collection of information and systems in the federal government and more convenient methods and technologies to access this material. Improvements in service are made possible through increased sensitivity toward a broader set of access requirements as well as substantial revisions in program. Incremental upgrades serve to minimize the impact of future changes and to minimize impacts on existing operational programs.

Operational programs that focus on service to the citizen in the federal sector are now minimal, but the government's Information Resource Management (IRM) executives appear to recognize its benefits and are interested in obtaining them. Because funding is at the heart of upgraded service, it is not generally clear to the IRM community how to evolve to new technology solutions nor how to evaluate the success of new service programs.

This report has been written for use by the vendor community to provide a better understanding of current and projected service to the citizen requirements and programs in the federal sector. The executive overview has been provided to organizations in the federal sector who participated in the survey in order to acquaint them with activities and perceptions of their counterparts in other agencies.

This report contains 64 pages, including 8 exhibits.

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Market Analysis Program**

Service to the Citizen Market

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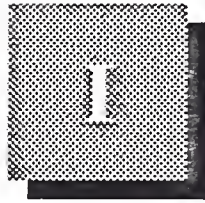
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Introduction

A

Purpose and Scope

The *Service to the Citizen* program represents a new set of business opportunities in an area that is new to most government agencies. This is INPUT's first report on this program. The primary purpose of this report is to give INPUT clients sufficient information to decide whether to become active in this area, and, if so, how.

For all practical purposes, the Service to the Citizen (STTC) program has been made a part of the much publicized *National Performance Review* initiative to "reinvent" government that is led by the Vice President. This gives the STTC program unusual high-level support and makes it of major interest throughout government, industry and the media.

The organized STTC activities that have taken place over the past 18 months are described and analyzed to determine the types of opportunities anticipated by government and industry participants in these STTC activities.

This report explains why companies with interests in growing their businesses in federal information systems disciplines should become involved in the key developments now taking place. It also gives the tasks and timetables anticipated by government for their development and completion.

B

Objectives

The objective of this report is to identify current and proposed activities and the forces influencing the development of the market resulting from service to the citizen initiatives in the federal government. The report should be useful to the vendor community to provide a better understanding of current and projected service to the citizen requirements and programs in the federal sector.

C

Methodology

INPUT analysts take active part in all STTC meetings to learn of individual interests and to gather information for clients. INPUT used surveys, private sources and personal networks to develop this report. A telephone survey was also made of all government agencies known to have interest in the STTC program. INPUT expects to continue to participate in STTC activities and encourages clients to inquire about recent developments periodically.

Leaders of the STTC program were identified and sources for continuing announcements of STTC activities were examined to enable INPUT clients to take part.

Because STTC applications are in just the early stages of definition, the analysis needed to prepare this report was at a higher level than usual for reports on routine and established topics. If the STTC program proceeds as expected, follow-up reports are planned. These should be at a more technical level and will contain more detailed and inclusive statistics on the various activities and participants.

D

Report Organization

In addition to this introduction, this report contains four chapters and five appendixes.

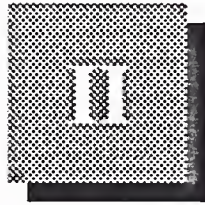
- Chapter II describes the major findings and types of opportunities in an executive overview of the report.
- Chapter III discusses all surveys and their findings and gives a preliminary conclusion about the telephone survey responses.
- Chapter IV contains analyses of STTC requirements and provides a forecast of the STTC market.
- Chapter V provides INPUT's conclusions about the STTC business development area.

The appendixes provide:

- Contacts for Information about STTC Activities
- Glossary of Abbreviations
- References
- Related INPUT reports
- Questionnaire

A description of INPUT and its programs and services follows the appendixes.

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Executive Overview

This report was developed and the related research was performed as part of INPUT's Federal Systems and Services Market Program (FSSMP). This program serves the management of leading vendors in the information services industry and the information system function of the federal government by providing detailed analysis on major information technology issues.

A

The Service to the Citizen Project Description

The President has pledged to "reinvent" government. His "National Performance Review" (NPR) initiative has as its theme, "Putting People First." The NPR is intended to reverse public impressions that government is confusing, inaccessible, inconvenient, slow, unfriendly and inefficient. Citizens want faster access to government information and services and reduction or elimination of difficulties encountered in getting information and services. Although the Service to the Citizen project predates the NPR, both were started for the same reasons.

The General Services Administration's (GSA) Service to the Citizen initiative resulted from a January 1990 workshop jointly sponsored by GSA and the Office of Management and Budget. The purpose of that workshop was to examine strategic information resource management issues of the 1990s. One issue was providing better service to the citizen. A task group on STTC formed in 1991 recommended that GSA form a project team to examine this issue closely.

The resulting STTC task force, composed of people from the Customs Service (USCS), the Internal Revenue Service (IRS), and GSA, examined 10 federal programs in three different areas. The first area concerned federal retirement programs; the second, federal business loans; and the third, federal mortgage programs. Together, these programs affect the lives of many Americans and involve multiple government agencies. The programs provide different types of services and serve different clients, but some commonality was seen across the three areas. (See Chapter III.)

B

STTC Goals

The methods by which government services are delivered often force citizens to deal with a profusion of offices, a perplexity of rules and a plethora of bureaucrats. In many cases people go to nongovernment sources for government information. Sometimes they have to pay for information that would be free from the government if only they could find it. Such information may be complete and correct; it is sometimes simply a photocopy of a free government publication. Occasionally it is incomplete, misleading or wrong.

The Service to the Citizen program's goal is to make government more easily accessible for citizens and to eliminate unnecessary government roadblocks to accurate information and available services. This report gives the tasks and timetables anticipated by government to reach this goal. (See Chapter IV.)

C

Federal Market Pressures

Because improving delivery of government services will rely on a diversity of high technology systems, STTC is primarily regarded as a computer or information system issue. GSA's Information Resources Management Service (IRMS) plays a catalytic role in the STTC project. IRMS actively encourages STTC efforts by bringing agencies together to share successes, to call attention to opportunities and to stimulate cooperative efforts.

Arrival of the current administration and its "National Performance Review" initiative under the leadership of the Vice President has increased emphasis on, and importance of, the STTC program. The government participants in the STTC program moved quickly to identify STTC with the NPR initiative and they have succeeded. The Vice President supports the STTC program. This puts much more emphasis and urgency on working with the STTC program to determine necessary service improvements.

The Industry Advisory Council (IAC) of the Federation of Government Information Processing Councils (FGIPC) devoted a full session to STTC in the October 1992 executive leadership conference, whose theme was "Improving Partnership Between Government and Industry." The STTC session at the 1992 conference was titled: "Service to the Citizen: an Investment Opportunity." The next IAC conference will have increased emphasis on STTC and promises to introduce early plans that should become significant business opportunities in 1994 and later.

The General Services Administration sponsored the first "Service to the Citizen" conference in June 1993. This meeting brought together representatives from all levels of government and industry, and, via video tapes of meetings throughout the country, citizen's associations and academia, to review and discuss delivery of services to the people; draft recommendations to remove or replace the bureaucratic barriers that may deny people information or services; and to capitalize on current initiatives. This GSA conference firmly placed the STTC program under the administration's "Putting People First" initiative. (See Appendix A for GSA activities contact.)

Most government agencies are looking to improvements in managing very large databases and cross-agency telecommunications to facilitate these improvements. For this reason the Industry Advisory Council (IAC) members believe that there are likely to be enough significant business opportunities to be worth their support.

D

Participating Agencies

The number of government agencies participating in the STTC program is increasing almost monthly. The initial cadre of GSA and OMB at the outset has now reached at least 33 visibly involved agencies. It is safe to predict that virtually every agency with information of value to the public will become involved over the next year or so.

E

Leading Vendors

No individual company has yet established itself as a leader in the STTC area. INPUT anticipates the companies that make themselves most highly visible through participation in industry-government activities will have an initial edge. If these initial projects are successful and receive wide publicity in government-oriented periodicals, the initial providers are likely to dominate the STTC providers' market.

It is likely to be two to three years before an accurate list of "leading" vendors can be established.

Most contracts awarded under an STTC program are expected to be fully competitive: selections will be based on "best-value" to the government. This means that suitability of work and corporate experience offered in proposals will be of primary importance with cost evaluation having less

significance. Initially, the companies which can point to “experience” in the STTC area will be those companies that formed alliances with government agencies and helped to define STTC projects. The time to get this experience is now.

F

Conclusions

INPUT believes that the various STTC projects will provide many business development opportunities and should be followed by all companies interested in doing business in the information systems sector of the government market for products and services.

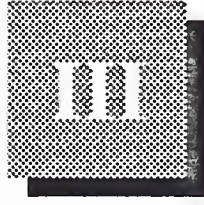
INPUT estimates new contract spending for STTC program support will be in the \$400 million to \$750 million per year range over at least the next five years. This spending is expected to be primarily for very large database management systems and upgrades to government telecommunications facilities. Spending is also anticipated for requirements definition, system integration and client-server systems. STTC facility management contracts may become important later.

The major opportunities should be in the very large database development and management areas and in high volume, high speed telecommunications between multiple databases and between nationwide users of information in these databases. The first opportunities are expected to be in the feasibility and requirements definitions areas. Continuing, probably modest, equipment acquisitions for “client-server systems” are also expected. As the STTC program matures, opportunities for installation and operations managers may also become a significant contracting area.

The principal sponsors and leaders of these activities are the federal government’s General Services Administration and the Department of Veterans Affairs, and the private sector’s Industry Advisory Council of the Federation of Government Information Processing Councils.

The level of cooperation between the private and public sectors is high and STTC events spawned by this cooperation are open to all with an interest in helping develop government services to citizens.

Clients who are not already active members of industry organizations that are focusing on service to the citizen activities should plan to do so. The requirement for partnerships will increasingly become important, both between vendors and agencies and between vendors seeking to complement their specific capabilities to meet the broad requirements of federal programs.



Survey Findings

A

Executive Initiative

The STTC program was initially chartered at a relatively low level within the executive department at a meeting of mid-level, career civil servants from GSA and OMB early in 1990. In March 1993, President Clinton escalated interest in the STTC program and several related areas when he announced the National Performance Review initiative. This section combines the original and expanded charters with emphasis on the President's NPR initiative whenever there are differences.

1. Goals

President Clinton said, "Our goal is to make the entire federal government both less expensive and more efficient, and to change the culture of our national bureaucracy away from complacency and entitlement toward initiative and empowerment. We intend to redesign, to reinvent, to reinvigorate the entire national government." (From the President's remarks announcing the NPR, March 3, 1993.)

Later Vice President Gore clarified this goal by adding, "We are going to rationalize the way the federal government relates to the American people, and we are going to make the federal government customer-friendly. A lot of people don't realize that the federal government has customers. We have customers. The American people."

Had the President or Vice President narrowed this goal slightly by adding "... through use of computer and communications systems," the goal of the NPR initiative and of the STTC program would be identical.

The Presidential/Vice Presidential definition is used herein. The STTC program participants are using this higher level definition more and more to broaden the program's focus and importance.

2. Components

The STTC program is led by the General Services Administration (GSA). GSA has primary responsibilities for management and acquisition of real property for the government and, since the passage of the "Brooks Act" about 30 years ago, for procurement of data processing systems. GSA's activities are of little interest to individual citizens so it provides very little information about its activities to the public; however, it does provide substantial information to citizens about where government information can be obtained from other agencies. It is something of a clearinghouse for government information, and in this role, it is one logical choice to manage the STTC program.

There has always been and still is a problem with using GSA as manager of a government-wide program. It has no management authority over the actions of other agencies, particularly those with cabinet-level status.

This is not now a problem for agencies participating in the STTC program because it is a high-profile activity that is popular with the administration, both executive and legislative. Every participant is reasonably free to determine its own priorities and directions.

If the STTC program reaches a point where changes are mandated through GSA rules and regulations, INPUT believes that the congenial cooperative atmosphere will, in large part, disintegrate. This is expected to be especially true for the very large or politically important agencies such as the Department of Defense (DOD); Department of Health and Human Services (HHS); and the Department of Energy (DOE).

If GSA begins to promulgate rules to enforce STTC program compliance, companies should return to current marketing strategies that emphasize personal contacts in the largest agencies rather than broad and supportive contacts with government wide activities. For small agencies, organized vendor groups will remain the best entry point from a marketing and business strategies viewpoint.

In addition to GSA as STTC program manager, the Department of Veterans Affairs (DVA) is currently the most important component of the program's hierarchy. This is because:

- DVA has devoted substantial resources to this program.
- DVA's senior IRM official chairs the Intergovernmental Task Force on STTC.
- Many agencies look to DVA as the technical leader of this program, and
- DVA is a cabinet-level department.

OMB's participation in the STTC program has been relatively low profile, but it is an important component. OMB can have a direct impact on the funding of every agency. This makes it a potentially much more important central agency than GSA. If OMB uses its power, it could become the focus of STTC program activities. And this reorientation of components would "have teeth," particularly with large agencies. OMB has not asserted its inherent financial and fiscal powers over management for many years, so it is not considered likely that this component will become a significant factor.

All other components are considered organizational equals. They aren't, but that's how they appear in the program at this moment. These other components are essentially every government agency; certainly all cabinet-level agencies, and historically, this has meant all independent agencies. There is not now any reason to expect that the STTC program's components will include less than everyone in the executive branch.

The legislative branch (primarily the General Accounting Office, the Library of Congress and the Congressional Budget Office) is unlikely to become a component of the STTC program because it is better positioned and more interested in evaluating such activities than in participating. With the possible exception of the Library of Congress, these agencies are far subordinate to Congress itself in providing services to citizens.

For example, when informed citizens have problems with, say, a government pension or some social security benefit, they seldom ask the concerned Executive agency for help; they ask their members of Congress.

It could be a boon to the entire idea of STTC if the Senate and House actually worked with the program. Members of both bodies depend on services to their constituents to remain in office. This fact has given both legislative bodies extensive expertise in the area. Members of both Houses are known to collect extensive statistics on exactly what services are asked and what are given. Unfortunately, neither is prone to sharing information about their services or what services are requested with even another member, let alone with executive agencies.

3. Government STTC Projects

Speakers at the Federal Government Information Processing Council's Industry Advisory Committee (STTC) were Professor Jerry Mechling of the John F. Kennedy School of Government at Harvard University; Anthony F. Trenkle, the government's STTC program manager from GSA; Robert J. Woods, chairman of the Intergovernmental Task Force on STTC, from the Department of Veterans Affairs (DVA); and Peggy Foertschbeck, who has spent more than 10 years improving the Social Security Administration's (SSA) services to the citizen.

Professor Mechling described the STTC study at Harvard, jointly sponsored and funded by GSA and other government agencies. He contrasted such things as losing one's social security card versus losing an American Express card. His examples showed why people are growing more dissatisfied with government services because they are so much more difficult to deal with than comparable services from the commercial sector. People expect immediate response and correction of such problems. The government does not provide this.

Trenkle stressed traditional government operations as paper-intensive, "9-to-5" bureaucracies with little interest in, or consciousness of, customer satisfaction. He further stressed the need for the public sector to change this posture quickly through use of technology to try to catch up with the level of service already provided in the private sector.

Woods pointed out the extreme size of the problem of providing service from such agencies as DVA and SSA. He described delivering government services in a "one-stop shopping" way as comparable to teaching elephants to dance. He urged participation by the private sector as an essential ingredient to progress toward improved STTC.

Foertschbeck described the 12-year effort at SSA to move from an agency with serious infrastructure problems to one that is becoming a model agency in the use of technology to provide better STTC. She explained how SSA had finally begun to be successful in improving its services to the public. First and most important, she said, is to get absolute support at the top level in the agency. Next is to create a credible plan with relatively short-term milestones that would show early and frequent successes toward the goal. She gave several examples of successes achieved, most impressive of which is that earning postings have moved from a four-year backlog in 1982 to no backlog in 1992. This improved citizen service by making possible immediate responses to questions about retirement benefits, survivors benefits and disability benefits, rather than through exception processing to bring each requester's earnings up to date. Foertschbeck was a good example of a motivated civil servant who has actually managed re-engineering processes and work flow successfully.

The STTC program participants from nearly every major government agency represented at the IAC meeting strongly encouraged participation of the business and academic communities. (Other industry-government activities and meetings are discussed in the main portion of this report.)

4. Responsibilities

Responsibilities have not been assigned in this area. They have been assumed by participants. In the case of GSA leadership, the responsibility is consistent with the structure of government. DVA's leadership role is questionable. Many agencies provide far more service to citizens and are therefore more likely functional leaders of the program. Three such agencies are Health and Human Services, because of SSA's continuing interaction with a very large segment of the population for information about the personal financial interests of citizens; the Department of Energy, because of its continuing provision of critical information on such things as changing costs of energy and of operating costs of new cars and home appliances; and the Environmental Protection Agency, which furnishes important information on such things as the environment, endangered species, nuclear waste and more.

5. Activities

STTC program activities range from implementations of systems, which actually do improve services, to holding meetings about possible systems or changes that might improve services. The activities where contractors may have the greatest influence are in the "talk about it" sessions. Companies that have participated in actual service improvements should capitalize on these projects through advertisements and articles describing the projects for government audiences. Presentations on these projects from an implemented-systems viewpoint ("how we did it") should be arranged wherever government executives gather.

6. Issues

At the moment, the chapter titles of Vice President Gore's report on the National Performance Review, *From Red Tape to Results: Creating a Government that Works Better & Costs Less*, define the issues:

Chapter 1 Cutting Red Tape

Chapter 2 Putting Customers First

Chapter 3 Empowering Employees To Get Results

Chapter 4 Cutting Back To Basics.

This report contains estimates by agency of potential savings from NPR systems changes which may be useful in projecting the potential market created by the STTC program. Over the five years from 1995 through 1999, the Gore report anticipates a total of \$108 billion in savings. (See Exhibit III-1.) Of this, \$5.4 billion (5%) are expected from re-engineering through information technology, while \$40.4 billion (37.4%) are expected from streamlining the bureaucracy through re-engineering. The report also assumes a baseline spending on government information systems of \$25 billion per year.

EXHIBIT III-1

NPR Estimates of Savings (\$ Billions)

Fiscal Years	1995	1996	1997	1998	1999	Total
1. Streamlining the Bureaucracy through Re-engineering	5.0	5.8	7.4	9.5	12.7	40.4
2. Reinventing Federal Procurement	0.0	5.6	5.6	5.6	5.7	22.5
3. Re-engineering through Information Technology	0.1	0.5	1.2	1.6	2.0	5.4
4. Reducing Intergovernmental Administrative Costs	0.5	0.7	0.7	0.7	0.7	3.3
5. Changes to Individual Agencies	7.0	6.2	7.0	7.3	8.9	36.4
Total NPR Savings:	12.6	18.8	21.9	24.7	30.0	108.0

Source: Summary of the National Performance Review report, *Red Tape to Results: Creating a Government that Works Better & Costs Less*, US Government Printing Office, 9/7/93.

These estimates imply savings of \$1.08 billion per year, on average, attributable to re-engineering IT and \$8.08 billion from streamlining the bureaucracy. Nearly all of the IT re-engineering and some portion of streamlining the bureaucracy, say 5%, should be applicable to improving STTC. This suggests savings of about \$1.5 billion of \$25 billion spent annually on government information systems, or 5.9%, due to the STTC program.

Although this number is arguable, it is not inconsistent with typical savings because of performance improvements identified by analyses of complex information systems. Such improvements are generally worth about twice their cost. This would imply spending of about \$750 million to produce the estimated savings. (Costs to achieve savings are not explicitly included in the NPR initiative reports.) Using other estimating techniques, it is fair to put potential costs (spending necessary to identify improvements) in the \$400 million to \$750 million range for STTC improvements. This range is used here as the expected annual contract value of the STTC program.

B**Market Pressures**

Pressures in this program are almost entirely political. Because the government bureaucracy is beginning to “downsize,” bureaucrats have finally recognized that they may be vulnerable to criticism by citizens and organized groups of citizens. From the viewpoint of bureaucrats, the STTC program is an effort to placate or forestall criticism. From the viewpoint of the elected administration, it is at best a conscientious effort to improve the functioning of government while cutting its cost. At worst, it is a political ploy to better posture incumbents for the next election. It is most likely closer to the altruistic position, but re-election cannot be dismissed as a pressure on this market.

From a potential contractor’s viewpoint, market pressures—whatever their bases—are favorable to business development in support of the STTC program.

1. Agencies

The pressures on agencies are obvious—the administration has ordered it; accolades and leadership will surely devolve to the agencies which prove most progressive and successful. It is a race with significant pressure to succeed.

2. Vendors

A new competitive area for government contractors is being established. The pressure will be to win the early competitions for significant STTC contracts. Beyond these, the pressure will be to deliver notably successful and effective systems. This is a healthy situation for both government and contractors.

3. Budget

Budgetary controls are likely to determine the success or failure of the STTC program. It is conceivable that the STTC program could actually result in savings in excess of its costs and make measurable improvements in citizen services. For this to happen, the budget process must enforce the program. When an agency proposes an expenditure of, \$100,000, in order to save, \$200,000; the budgeteer’s response must be, “OK, do it—and your budget is now reduced by \$100,000.” In other words, there can be no specious “savings.” They are real or they don’t exist.

This is an infrequent and harsh approach to budgeting the government's operations, but it is the only realistic way to respond to proposed improvements. This is all too apparent in the government-produced numbers (such as Exhibit III-1). Savings are projected for future years while costs are incurred in the current year. In other words, it definitely costs more right now; it might save something in the future.

4. Technology

There is wide agreement among STTC program participants that current technology is nearly adequate to support improvements likely to result from the program. The two areas where real advances may be needed to produce improvements in government services are in the management of very large databases and in telecommunications to move extremely large amounts of information quickly. A third area where a few believe technology improvements may be needed is in image processing—particularly in conversion of images and printed text into computer-readable form.

If the idea is to provide one-stop shopping for information from all government agencies (for example: What will my social security check be if I retire next month? What is the policy for dumping waste motor oil in my neighborhood? When will my tax refund check be mailed? What is the maximum age to enlist in the Marines?), then intercommunicating between and searching extremely large databases will demand systems, storage, search engines and telecommunications linkages beyond those now available in most government agencies.

5. Personal Networking

Contacts between potential equipment suppliers and services supporting developments providing improved STTC are needed at the grass roots level. Industry and government have already developed one mechanism for these contacts (ref. Industry Advisory Council).

C

Current STTC Applications

1. Cases

The following three case examples are based on GSA's "Service to the Citizens Project Report," February 1993, publication KAP 93-1. All three cases are timeless as they describe well established services that are mandated by law. Each presents significant opportunities for improvements that would be recognizable by the citizens served by the respective programs.

a. The Retirement Benefits Study (done by GSA)

Retirement programs are one of the largest areas of client services provided by the federal government. The five programs examined by GSA are shown in Exhibit III-2: Federal Retirement Programs.

EXHIBIT III-2

Federal Retirement Programs

Retirement Program	Administering Agency	Retirees	Survivors	Total Beneficiaries
Civil Service	OPM	1.6 mil	570,000	2.1 mil
Foreign Service	State	10,200	800	11,000
Military	DOD	1.7 mil	180,000	1.8 mil
Railroad*	RRB	589,000	273,000	858,000
Social Security	SSA	28.4 mil	7.2 mil	35.6 mil
Totals	—	32.3 mil	8.2 mil	40.4 mil

* Total less than combined numbers because some RRB beneficiaries receive both benefits.

The size of the federal retirement system is enormous. About one in six citizens receives one or more of the retirement benefits shown in Exhibit III-2. SSA beneficiaries comprise more than 88% of all federal retirement recipients. The diversity in this group is nearly as broad as that in the general population (except at the lowest income levels).

Citizens expect federal retirement programs to provide the following services:

- On time and correct benefit payments.
- Accurate, timely and complete information on the respective program and on their own records.
- Rapid and final problem resolution.

EXHIBIT III-3

Retirement Program Phone Services and Contacts

Retirement Program	Administering Agency	Number Offices	Phone Service	# Phone Calls	# of Letters	# of Visitors
Civil Service	OPM	2 Recording	DC only -24 hr	457,000	1.4 mil	15,000
Foreign Svc*	State	1 8:15-5 EST	800#	6,000	10,000	NA
Military**	DOD	4	800#	470,000	90,000	NA
Business hrs						
Railroad	RRB	87 Business hrs	Local offices	825,000	412,931	143,000
Social Security	SSA	1,300	800# 7-7 EST	47 mil	NA	25 mil
Totals	—	1,404	—	48.7 mil	2.7 mil+	25.2 mil+

* Embassies provide some retirement services.

** Air Force base finance offices provide some retirement services for AF retirees.

Exhibit III-3, Retirement Program Phone Services and Contacts shows how citizens now get information and services expected from federal government sources. Although statistics for letters and visits are incomplete, telephones are believed to be the principal source of STTC requests for this type of service. It is surprising that personal visits are nearly 10 times greater than letters, and that civil service retirees are three times more likely to write than phone.

The lesson for the STTC program shown by the statistics in Exhibit III-3 may be that people want to speak with someone (even if it's a machine) rather than put their requests in writing, unless they are themselves retired bureaucrats (civil service). Another concern raised by the mix of inquiry modes may be that civil service personnel don't have the same idea of what service means as the general population.

In addition, several third-party sources provide information and service for federal retirement programs. For example, local government offices on aging are often senior citizens' primary sources for federal retirement benefit information.

Local and state agencies get much of their federal programs' information through the Aging Network. The Aging Network was established in 1965 under the Older Americans Act, which is administered by the Department of Health and Human Services (HHS). This Network includes the Federal Council on Aging, State Units on Aging and Area Agencies on Aging. The Network's "umbrella" extends to all states and nearly every organization dealing with senior citizen issues.

Beyond these regular service and information sources, older citizens have influential groups that are often used to interact with governments. These include the American Association of Retired People (AARP) and labor unions. Retirees often go first to these outside sources for government information and services because they are more accustomed to dealing with these groups and are more comfortable doing so. One of the most frequent requests made to members of Congress is for information or assistance on federal retirement programs—especially those from the SSA.

Federal retirement information and services is an area where little change is needed. However, there are opportunities to streamline and consolidate existing systems and introduce the single-point-of-contact approach.

b. The Residential Mortgages Study (done by Customs Service)

Home buyers are an important segment of citizens. They are employed and settled, and are far more frequent voters than citizens who don't or can't buy homes. Because of this, promoting home ownership has been a goal of every administration in the past 60 years.

Numerous agencies have been tapped or established to further this goal. The private sector has also been encouraged to help meet this goal. Exhibit III-4: The Citizens' Mortgage Environment, lists a few of these entities grouped by their roles in fostering home ownership.

EXHIBIT III-4

The Citizens' Mortgage Environment

Federal Mortgage Guaranty/Insurance

Housing and Urban Development (HUD)
Department of Veterans Affairs (VA)

Public Sector Assistance

Federal Trade Commission
Federal Reserve Board
Office of Consumer Affairs
GSA Consumer Information Center
State and Local Agencies

Secondary Mortgage Market

Fannie Mae
Freddie Mac
Ginnie Mae

Private Sector Participants

National Association of Realtors
Mortgage Bankers Association
Credit Union Association
American Assn of Retired Persons

Prospective home buyers usually review or are exposed to a large amount of information, much of it from government agencies, throughout the process of finding, financing and settling on their new homes. Even though there are several federal agencies and quasi-government corporations that generate and provide information about home mortgages to citizens, the grass roots contact for most of this information is the local real estate broker.

These brokers typically collect new information and add it to their buyers' and sellers' "information packets" for distribution as needed. When it comes time to place the mortgage, it is usually a bank's lending officer who provides specific information about available government-backed mortgages, and who collects a large amount of personal information from the citizens who are seeking financing for their homes.

Some of the more creative home and mortgage shoppers may go directly to a government source, but this is rare. For this reason, STTC is generally handled indirectly, through some established commercial firm.

The role of government agencies is, then, generally one of inspector or enforcer to assure that the home and the mortgage are within the guidelines spelled out in federal, state and local regulations. In addition, tax laws are also important in buying and selling homes. To make enforcement of this law possible, HUD has developed an information gathering form (the HUD-1 form, commonly called the "HUD sheet") that must be completed for every mortgage settlement of residential property. This form is forwarded to the IRS so it can determine tax liabilities on a life-time of housing purchases, refinancing and sales for each citizen.

The Mortgage Study lists a total of 95 publications from 25 government agencies that are directly or remotely connected to the mortgage process. (All are available through GSA's Consumer Information Center.) These range from 4- to 98-page pamphlets covering specific topics in such broad subjects as: housing; money; health; education; employment; small business; and cars. Thousands of these government pamphlets are sold or given to the public, now nearly all on paper.

Moving these kinds of publications to some electronically accessible form (CD-ROM is usually the medium mentioned) is one goal of the STTC participants. The biggest technical problems here are that many of these publications are old, very few are available in electronic form, and mark-up guidelines and notations are often incompatible. The solution is to update and re-enter these documents to create an electronic master. Because these publications come from 25 different agencies, there is an overriding jurisdictional problem that seems to leave little hope that the solution will be applied.

The STTC program expresses great interest in converting these and many other paper documents to CD-ROMs. The potential cost and space savings are illustrated for the Mortgage Study using Government Printing Office statistics for the 1985 Congressional Record as an example. (See Exhibit III-5, Paper versus CD-ROM.)

EXHIBIT III-5

Paper versus CD-ROM

Congressional Record on Paper	Congressional Record on CD-ROM
43,700 typeset pages	120-page user manual
30 bound volumes	2 CD-ROMs
7 feet of shelf space	1.5 inches of shelf space
206 pounds	2.25 pounds
\$1,485 per set	\$40 per set

This table shows only two of the dramatic differences between electronic and paper storage. It does not show the remarkable difference in time needed to find specific topics, words or phrases on the CD-ROM versus searching the 30 bound volumes. (Other studies have shown that finding a part in a CD-ROM parts catalog takes less than 10% of the time needed to find a part using an indexed paper catalog. Electronic search time drops to much less than 1% of manual time when searching for references contained in text, and the CD-ROM search is much more thorough.)

There is a quick and easy opportunity here for a company or individual. All mentioned pamphlets could simply be collected, rekeyed (or imaged to ASCII wherever possible), given a suitable search engine, and produced on CD-ROMs for sale to the government, libraries and citizens. The set of 95 pamphlets referenced in the Mortgage Study would easily fit on a single CD-ROM. All of these are in the public domain (no restriction on reprinting). Most government agencies regard mastering CD-ROMs as too difficult a task, particularly since the publications come from a diversity of agencies.

Although there are commercially available CD-ROMs for various types of government information, there are still opportunities for more. Full text of the "top 50" or "top 100" list of new publications requested each month from the Government Printing Office and the National Technical Information Service could support a continuing CD-ROM publishing business. Such businesses would probably be supported by the STTC program.

c. The Business Loans Study (done by IRS)

Several federal agencies provide or guarantee loans to the public. These include the Small Business Administration (SBA), Department of Agriculture (DOA), Department of Commerce (DOC), Department of Transportation (DOT), Overseas Private Investment Corporation (OPIC), Federal Reserve Board (FRB), Export-Import Bank of the US (EXIM Bank) and others. This Business Loan Study was limited to only SBA and DOA loans or guarantees, to existing services and to technology planned to improve service delivery.

SBA provides extensive STTC through its myriad of programs to guarantee loans for small businesses. However, SBA's services are generally not directly to a citizen; rather, they are to banks and other lending institutions with which the citizens interact. Because of this, SBA aims to improve its servicing of financial institutions to enable them to better serve their small business clients, and by streamlining the Q&A process at the beginning of any citizen-contact for information about SBA's programs.

SBA has established an 800-number Answer Desk to respond to citizens' questions. During its first year the Answer Desk averaged nearly 106,000 calls per month. About half of these calls asked how to start a small business. SBA responds to these by mailing information packets. Almost one quarter of the callers choose to speak with a small business counselor during their phone sessions.

More recently, SBA started a computer bulletin-board system (BBS) called "SBA On-Line." This service offers publications, on-line training modules on subjects like "How to Write a Business Plan," "Marketing," and "Franchising." There are lists of certified and preferred lenders, guidelines on how to apply for a loan, and a calendar of events for each district office. Callers can review the information directly or download it to their personal computers. There is also an option for callers to leave questions for an SBA expert to answer either via the bulletin board or by voice phone. SBA On-Line is described as "free, fast, and easy: a government service that never sleeps."

The SBA has established Business Information Centers (BICs) where people can go to use BIC computers to prepare business and financial plans, connect to SBA On-Line, search market research databases, and use available PC applications programs. BIC users can also access interactive videos on topics of interest to small businesses.

SBA also works with other government agencies. When checking on a loan applicant's credit background, SBA uses the database maintained by HUD to check for previous defaults on other government loan programs. If an SBA guaranteed loan defaults, SBA provides information about the individual and business to the IRS, and then receives collection assistance from IRS, DOD and the Postal Service. SBA also works directly with the Federal Emergency Management Agency (FEMA) by sending SBA loan specialists to answer questions and process loan applications, and to help staff FEMA relief centers whenever a disaster area is declared by the President.

SBA's planning for STTC includes the "Agency-wide Communications and Computers for Effective Support Systems" (ACCESS) project. The primary focus of ACCESS is expansion and interconnection of communications within and between SBA's offices through extensive equipment purchases (under two existing mandatory contracts). Beyond added equipment, the ACCESS project is undertaking system redesigns to give easier information access to SBA's field offices.

Other STTC-related projects in planning or piloting stages include Electronic Loan Applications, Single (Loan) Application Process, and Centralized Loan Servicing. SBA is becoming more and more customer-oriented and is increasingly emphasizing effective use of technology to improve its services. Although SBA provides numerous business opportunities for high technology contracts, these are generally set-aside procurements for small or disadvantaged companies that are regular participants in SBA programs.

The business loan activities of the Department of Agriculture (DOA) provide a dramatic contrast to those of the SBA (and most other federal agencies). DOA not only guarantees loans, it also makes direct loans. These are handled through the Farmers Home Administration (FmHA) and the Agricultural Stabilization and Conservation Service (ASCS). DOA has offices in 2,300 of the 3,200 counties in the US. Local DOA employees are generally known in their communities. They do business and furnish information directly to farmers often on a face-to-face basis and sometimes after hours and on weekends, outside normal office hours. DOA's business loans are almost entirely manually placed and little interest has been shown in changing this situation as far as direct customer contact is concerned.

However, the FmHA has spent over \$200 million since 1985 to automate its field operations. All field offices are now connected to central mainframes in Kansas City. This network is primarily used to access central accounting systems. The ASCS is more highly automated than FmHA. ASCS personnel use on-line access to central computers to use and update loan and other information in order to serve farmers. Neither of these near-autonomous agencies uses technology to provide farmers with external access to services and information, nor do these two agencies use technology to transfer loan data and information between themselves.

With the administration's drive to cut government personnel, DOA's proliferation of local offices and 120,000 federal employees seem likely targets for reduction and "reinvention." Beyond this, the General Accounting Office has singled out the FmHA for criticism and pointed out that less than half of its \$24 billion loan portfolio is for farm loans (more than half is for non-farm housing).

A downsizing at DOA would provide many business opportunities. Initially these should be in consolidation planning and system design areas leading to equipment and system acquisitions to bring DOA's STTC up to date. Contracts are expected to be awarded through full and open competition with a modest percentage set aside for small or disadvantaged businesses.

2. Reforming the Bureaucracy

Two goals were assigned to participants at the STTC conference (Richmond VA, June 1993):

- Seek to define citizen needs and expectations to effectively and efficiently improve service delivery through information technology and partnerships among federal, state and local governments, private industry, academia and non-profit organizations.

- Work toward developing a long-term vision and a short-term implementation plan for improving service to the citizens.

Given these rather specific goals, some thought participants would define citizens' needs and expectations and work to improve services. Instead, initial recommendations from the STTC conferees are aimed more at internal government reforms than at setting up a menu of services from which citizens may select.

The five recommendations of this STTC conference were:

1. Ensure Effective Leadership from the Federal Government
2. Establish a Permanent Customer Service Improvement Program
3. Develop One-Stop, Easy Citizen Access to Information
4. Foster Public Participation
5. Investigate and Prototype New Technologies

Ensure Effective Leadership from the Federal Government: The first recommendation would be implemented by revising the STTC project's "charter" to raise it to the "highest levels of government" under direction of the Vice President—so that the project would get the attention and support required. The Vice President and his staff would then gather key government officials to "remove current barriers, solve turf issues, and achieve ... short-term goals within a six-month period."

Establish a Permanent Customer Service Improvement Program: The second recommendation called for creation of a permanent Customer Service Improvement Program to deal with such things as "advocacy, policy development, cross-agency coordination, access to information, increasing public participation, prototyping and re-engineering business processes." This recommendation also calls for: identifying sites for Citizen Service Centers and training service center staffs; "empowering" government employees "to ensure that attitudes about government service improve"; encouraging and rewarding innovation and joint projects; and so forth.

Develop One-Stop, Easy Citizen Access to Information: The third recommendation is based on the STTC participants' belief that "people wish (to have) equal public information and services at any time, anywhere." And that, "Access should, when feasible, be available from a common location as well as through multiple delivery options, and information or services should be provided in a manner as transparent as possible (giving the impression that the responses come from the government rather than (from) separate agencies or departments)."

Foster Public Participation: The thrust of this fourth recommendation is primarily directed towards defining what information and services are available from agencies, that these be of high quality and free of complex forms and procedures. But this recommendation does assign the Customer Service Improvement Program to “assess the citizens’ expectations and understand customer needs by identifying their requirements.” It also suggests that “information should also be collected from all sources on what questions are asked by the public.”

Investigate and Prototype New Technologies: This last recommendation envisions continuing partnerships of the government’s Customer Service Improvement Program with academia and industry. Such teaming is seen as necessary to build prototypes using emerging technology to show how new technology can provide better public service. The criteria for identifying systems and technologies to be prototyped include: “selected systems must be able to be piloted, must exist as mature technology or represent key emerging technology, must be accelerators for service vision attributes, must be able to create jobs, must target key dissatisfiers and should require no legislative action.” This recommendation also suggested a special technical initiative for reviewing smart cards (Integrated Access Cards).

If followed, these five recommendations specify an extremely large new government project under direction of the Vice President that can be accessed by and can respond to everyone, anywhere, any time. It is little wonder that some survey respondents were skeptical about the STTC program’s chances to succeed.

D

Survey Responses

1. Organizational and Administrative

a. The meaning of “service to the citizen” was defined by respondents from two different viewpoints: Information about the agency and information about the citizen.

Agency-related:

- Doing things that provide direct benefit to public in a cost-effective manner.
- Giving access to agency information quickly and without bureaucracy.
- Interacting with the public on agency issues.
- Looking at how the agency can use technology to better serve people.

- Providing agency information and research results to companies, people, academia.
- Providing certain legal information for such things as price allocation cases where allegations of overcharging go to adjudication.
- Providing information about present and past agency personnel and activities within the scope of the Privacy Act and security limits.
- Putting the citizen first in terms of how and when information is furnished.
- Responding to FOIA (Freedom Of Information Act) requests.
- Responding to individual citizens (as opposed to responding to companies, etc.)

Citizen-related:

- Providing information about the environment (usually for the location of the citizen).
- Fostering increased cooperation by citizens and companies on environmental issues.

b. Industry's role: 78% of respondents reported that a role has been defined for private industry in the service delivery process for their agencies; 22% did not believe that their agencies have yet defined industry's role.

Those with defined roles for industry could not be specific about those roles; instead they said such things as:

- Congressional mandates require cooperative research relationships and sharing of research for marketing and product development.
- Industry will provide all hardware and software through contracts.
- Contractors participate in nearly all projects.
- There is a big role for high-technology, private companies that have already done these kinds of projects.
- They will follow the Vice President's recommendations through the "National Performance Review" and use contractors whenever possible.

c. New technology needed: Almost 80% felt that no major technological improvements would be needed to provide these services. However, nearly all respondents gave examples of the kinds of improvements they anticipated:

- Marginal improvements only in hardware and software needed.
- Better systems for electronic purchasing, electronic data interchange and electronic procurements through electronic soliciting.
- On-line systems (like Internet) connecting to commercial firms, academics, citizens and others.
- Better and faster: imaging systems; access to databases; telecommunications; smart cards; electronic funds transfer systems; and re-engineering of most applications.
- Systems to allow citizens to communicate directly from home via touch-tone phones and by computers; and something like digital signatures to verify the identity of person who is seeking access to certain information.
- Upgraded telecommunications to make information more flexible and available to public.
- Improvements in distributed data management technology would be helpful.

At least two agencies stated that technology was fine, it is the government itself that needs to be improved: "The whole IT infrastructure needs overhaul—better access to records and databases. No one in government, except maybe Al Gore, is looking at the information we already have and could provide, or at how we could do this."

d. Government business processes: 90% of survey respondents believed business processes in their organizations need modification or improvement to provide service to citizens. One stated vehemently, "We need a whole different mind set. We need to change our way of thinking about service to citizens. Our agency hasn't paid much attention to serving citizens in the past so we'll need to look at the whole process."

e. STTC spokespersons: 100% of respondents said that no one in their agency had been assigned responsibility for developing services to citizens or for acting as their agencies' spokespersons on this topic. (GSA has a designated spokesperson for STTC government wide, but does not have anyone designated as spokesperson for GSA's STTC.)

2. Current Services to Citizens

a. Services mentioned: The following were mentioned as current services provided to citizens:

- Freedom of Information Act (FOIA) responses (all done manually now).
- Disbursement of government money to citizens (by mail and EFTS).
- Consumer information (mail).
- Information about federal programs (800# and mail).
- Electronic tax filing (touch-tone phones and computers).
- Call routing (prototype only, using touch-tone phones).
- Business development training (direct and on videotape, and through colleges and universities).
- Information on starting and maintaining small business (toll-free computer bulletin board).
- Fuel consumption statistics (through manufacturers and media).
- Appliance efficiency labeling (through manufacturers and distributors).

b. Partnerships: The degrees to which federal agencies have entered into partnerships with other organizational entities to accomplish the objectives of "service to the citizen" are shown in Exhibit III-6. Except for local government and non-profit organizations partnerships, dependency on outside entities appears to be heavy, at approximately two-thirds.

EXHIBIT III-6

Partnerships

Partnerships	Percent Reported
Other federal and state agencies	63
Local government agencies	38
Private industry	63
Academic institutions	63
Non-profit organizations	38

c. Information systems: 100% believe that computers and information systems are necessary to provide services to citizens.

d. Sharing information: 100% reported that the information used for services can be shared with other government agencies. (Some added, "But we seldom do.")

e. Coordination: 75% of the agencies said they coordinated with or jointly provided service with other government agencies.

f. Other agency information: 38% have identified information available from other agencies or sources that would be helpful or necessary to improve their own agency's service to citizens.

g. Sensitive information: Only 25% of respondents knew that sensitive or classified data had been identified that is needed to provide certain services.

h. Use of Contractors: 88% reported that their agencies are now using contractors in the preparation or delivery of these services. Contractors activities spanned from "They do it all," to "Yes, they supply needed equipment."

3. Agency Plans for STTC

Only one agency (IRS) reported that they actually have a plan of action to expand or implement STTC. (Most others said they were just getting started or that they had no intention of making such a plan. One respondent gave a long and vigorous answer describing how badly the bureaucracy is handling the STTC project and how unlikely it is to ever succeed

in his agency. In general the belief was that, because no planning for STTC was underway within their own agencies, there would not be any progress in serving citizens. Most qualified their answers by explaining that these were strictly their own opinions, not agency positions.)

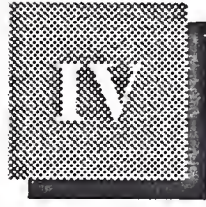
All remaining questions (see Appendix E) concerned STTC plans. Because only one respondent currently reports having a plan, those responses are not meaningful and are not reported here.

Observation: The dedication to improved STTC of government personnel identified with the STTC program may be shown by the following statistics on this INPUT survey.

Contacted 31 agencies by fax and by phone: nine responded with answers—one was hostile and only answered first five questions; remaining eight were candid and cooperative; six responded but didn't answer questionnaire—four didn't return calls after contact was established ("Too busy right now"), two said that INPUT had to get "approval" from their agencies before they would respond; and 16 didn't return calls at all.

Conclusion about the survey: Responding to this survey could certainly be regarded as a service to a citizen. The individuals contacted are regarded as STTC project leaders. Unwillingness or inability to respond and the general attitude of more than half of the government employees contacted for this survey suggest that the STTC program is unlikely to make a significant difference in government services to citizens because serving citizens simply isn't an information technology problem: it is the age-old problem of the indifference of entrenched bureaucracies.

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Analysis and Market Forecast

Industry representatives at the IAC meeting displayed reactions to the government's STTC program ranging from unbridled enthusiasm to abject pessimism, but nearly all foresaw business opportunities in agencies' STTC projects for their companies. Tasks and timetables for work in specific areas are shown in Table IV-5: Impacts, Tasks and Timetables by Technology. The technologies foreseen as necessary to the STTC project are: Teleservices; Kiosks; On-line Services; Citizen Service Centers; and Smart Cards.

INPUT estimates the potential size of the market for STTC program projects to be relatively large. Generally the work needed to improve and streamline or re-engineer information systems is valued at from two to five percent of total spending for the system with larger systems at the lower percentage and smaller systems at the greater percentage.

Based on this range, INPUT expects the government to spend about two to three percent of its information systems budgets on improving STTC. With \$20 to \$25 billion per year as an estimate of these budgets' totals, spending could reach from \$400 million to \$750 million per year over the next eight to ten years.

This spending will be primarily for computer and telecommunications systems to support handling and exchanging information from very large databases, and for integration and consulting services to tie databases together. There may be some spending on equipment for citizens to access these databases, but INPUT does not expect this to be a major business development area.

After initial study contracts are completed to define specific actions and equipment augmentations needed, STTC projects should generally be multimillion-dollar sized. INPUT anticipates that nearly all contracts will be competitively awarded with a small percentage of the total dollar value assigned to 8a (disadvantaged) businesses.

A

Technical Environment

1. Security & Privacy

One significant problem in providing information to a citizen is the protection of everyone else's privacy and assuring that mandated security precautions are not violated. This means that the government must have some way of determining that anyone who asks for sensitive information has the right to that information. A great deal of thought is going into this area, notably by IRS and SSA.

It is generally agreed that no more than security level C2 (sensitive but not classified) information should be included in STTC responses and that any sensitive information would need some kind of protection such as is afforded by digital signatures.

One proposal is issuance of Smart Cards (termed "Integrated Access Cards") to citizens. This would be the single ID card for government services.

Two factors may cause this smart-card proposal to be rejected. First, there is strong bipartisan opposition to issuance of mandatory government "papers." There could be massive congressional pressure against such ID cards. Second, many citizens would opt not to ask for any government services rather than submit to carrying a government ID card.

Assuring privacy protection in an STTC environment is both a challenge and a significant business opportunity for companies and consultants well versed in this area.

2. Networks

The government already has a large number of networked computers. STTC will demand either a large portion of the capacity of these networks or new networks. The needed capacity has not (to our knowledge) been estimated, but it will be large.

This is another business opportunity area for companies with network expertise or equipment.

3. Developing Applications

Mandated applications that serve citizens are fully developed very shortly after the laws are passed which create such services. Expansions and streamlining of these in-place applications provide continuing business opportunities which are well advertised to the business community through the government's *Commerce Business Daily*. They are "nothing new."

The applications needed to expand citizen services which will be defined by the STTC program haven't reached the development stage. Generally, agencies haven't even defined these applications. First, there is a need to find out what additional services citizens want, what services agencies can provide and how to get from what is there to what is wanted.

New opportunities exist in this area for companies willing to spend time developing and using personal networks and partnerships with government agencies to define the new applications. Such effort should lead to contracts for development of these applications.

4. Service Delivery

It is almost certain that most initial contract spending will be for consulting studies and requirements definitions projects for service delivery. But there are many complicating factors in this area.

Generally, the nature of a service dictates how and where it should be delivered. There are four established ways to respond to an inquiry: mail, live operator, electronically (faxes, phones, smart cards, computers, and combinations thereof), or by having the inquirer go to some government office to pick up the response personally.

The STTC team categorized service delivery methods only by electronic technology used. That view is shown in Exhibit IV-1: Technologies Used for Direct Citizen Access to Federal Information and Services.

EXHIBIT IV-1

Technologies Used for Direct Citizen Access to Federal Information and Services

Technology	Current Use*	Recommendation
Bulletin Boards/ On-Line Access	Limited	Good potential for information dissemination for areas like business loans that most customers can access.
Fax	On demand	Has application for programs that do a lot of document transfer such as loans or tax returns.
Kiosks	Pilot projects	Best potential use lies in multiagency transactions types of services.
SmartCards	Pilot projects	Best potential use lies in multiagency transactions types of services.
Toll-free Phones	Some use	All programs that have extensive service interactions with the public should have a toll-free number.
Voice Response Systems	Some use	Excellent potential if designed with a simple menu system.

* Current use in the three types of programs reviewed by the STTC program.
(See Section IV-B Current STTC Applications.)

Many (probably most) government responses would be through pre-prepared information from an existing archive or library. The National Technical Information Service and the Government Printing Office are examples that come immediately to mind. But the IRS also receives a very large number of inquiries for such things as tax forms, and this is, after all, just drawing from an existing store or library of forms. Here all of the delivery methods mentioned above are used. These inquiries for existing government materials intended for citizens are the easiest kinds to improve through technological development.

At the other extreme are requests for some precise information that can't be handled easily by electronic means, may be so old that it is no longer requested with any regularity, or is too obscure to anticipate. For example, suppose a citizen inquired of the Navy: "I served on the USS Pinafore in World War II. We're having a shipmates' reunion and need a large photograph of the Pinafore. Can you send me one?" It could take a long time to get a response on this from the Navy.

A diligent information officer might try to find this photo for the ancient mariner. Most likely, something similar would be found; perhaps a medium sized photo of the USS Camisole, of Korean war vintage, outwardly much like the Pinafore but with rocket launchers.

The veteran might accept this response. He might also visit a local library, ask to see *Janes: All the World's Ships* for the ship's era, and have a photograph of the right ship made from that source.

This example is more realistic than it may seem. In many cases requested information may be more easily and quickly obtained from some readily accessible local source—typically a county library, in the reasonably near future through the Community Learning and Information Network or CLIN.

The point here is that service delivery might be better if the STTC program considered serving as an "index" to sources of government information rather than as the primary provider to everyone. That is, publish and distribute (hopefully electronically) government information, say monthly or quarterly, to outlets that are equipped to deal with the public (like libraries, or perhaps K-12 public schools) for delivery of STTC. Then government agencies could simply create systems that refer citizens to local sources for many inquiries.

Based on responses to INPUT's survey concerning federal agencies' teaming arrangements with state and local governments, it seems unlikely that this approach is being considered by agencies. (The idea of using local libraries as information sources for the STTC program was introduced at the June 1993 GSA meeting called "We the People: Service to the Citizen.") Admittedly, this would not solve the entire problem of serving citizens, but it could vastly reduce the types of inquiries agencies must anticipate and prepare to answer directly.

An issue that must come up in connection with service delivery is priority. For example, there are government human services offices in most communities. Some of these are federally run (usually by SSA), more are state operated, and most belong to a city or county agency. These offices are the regular stopping point for getting some type of transfer payment started or changed. The services are provided on a "take-a-number-and-wait" basis.

A visit to nearly any of these offices is depressing. At this time, nearly all number holders are there to get unemployment compensation, food stamps or some other form of supplemental income. Rarely, a newly disabled person comes in and picks up a number. One who has just lost mobility or vision should not be served at the same speed as the majority of citizens seeking services. They are now.

There are other than humane reasons for including a priorities scheme in most STTC. Efficiency might dictate a "shortest job first" priority while equity might call for "first in, first out." Requests could rate prioritizing by type (i.e., health before wealth, wealth before welfare, etc.), and so on through any list of reasons for prioritizing services.

Last in this discussion of service delivery, the STTC program participants have shown concern about where services should be delivered. Much discussion has focused on the idea of providing "kiosks" at convenient and accessible locations. This idea apparently came from the ubiquity of cash dispensing machines of banks and credit cards, and the "Postal Buddy" kiosks that were placed mostly in Post Office lobbies for a time.

(The Postal Buddy kiosks have now been pulled out and the project canceled due to disputes between the Postal Service and the privately owned "Postal Buddy Corporation" about such things as servicing the kiosks; due to postal patrons with kiosk problems not being able to get satisfaction on such simple problems as incorrect change; and due to low usage in most locations, unpopularity with many users and a general lack of cost-effectiveness.)

The "Postal Buddy" kiosks provided only seven well-defined and well known products (change-of-address cards, stamps, labels, post cards, information about various cities for people who are moving, business cards and stationery). The STTC products are neither well-defined nor well-known, nor is there any evident limit on the number of different products and services.

INPUT does not regard the Postal Buddy kiosk to be a suitable model for a device to provide government information and services to citizens.

In the case of using cash dispensing machines as a model for government kiosks, there has been no suggestion that the government might include on-the-spot delivery of money as a service to the citizen. Were that to be proposed, existing bank and credit card systems could easily serve that government purpose; but no other. They could not ever serve as a single point of contact for government information and services.

INPUT regards the idea of special-purpose kiosks to provide STTC as unlikely to succeed.

The fundamental problem in the service delivery area is that the services to be delivered must be well-defined and well understood; otherwise, citizens won't ask for the services if they are made available. Once defined, it should be relatively simple to provide a delivery mechanism.

5. Interfaces

Interfacing is the most challenging technical area for the STTC program, and all interfaces will need to be coordinated within the government agencies involved. Many communications interface standards (particularly those within GOSIP—the Government Open Systems Interconnection Profile, the U.S. government's implementation of the "Open Systems Interconnection" of the International Standards Organization, a seven-layer set of telecommunications protocols) have been developed and mandated that would be useful for STTC interfacing. Unfortunately, there is little or no active enforcement of compliance with these standards in government applications. (Government procurements must specify GOSIP compliance by vendors, but once bought, there is no effective policing mechanism to assure that GOSIP is followed by the government.)

Database interface standards are progressing through increasing market dominance of database packages that promise "universal database access" across a variety of databases from mainframes through personal computers.

The prime mover towards truly universal access to databases is "SAG" (the SQL Access Group). SAG was formed in 1990 to minimize problems of database interoperability. SAG is a consortium of about 50 companies that have more than 70% of the relational database management systems (RDBMS) products and services market.

SAG's mission is to solve the SQL RDBMS interoperability problems by developing a standard technical specification (called an *SQL Access*) to enable multiple RDBMSs and application tools to work together. The specific goals of SAG are:

- Multivendor interoperability—*SQL Access* technology should make it possible for one vendor's clients to connect with multiple SQL databases;
- Portability—Provides application developers a single set of sources that can universally access any *SQL Access* server; and
- Distribution—Allows any single *SQL Access* application to interoperate with multiple *SQL Access* servers simultaneously, without prior knowledge of the type or brand of RDBMS server.

The SAG technical specification is not proprietary to any vendor. It is based on ISO remote data access (ISO/RDA), on ANSI-ISO/SQL, and on guidelines from vendors and consortia. The benefit from this approach is that application and 4GL vendors can build, package, and market software independent of the RDBMS server engine and RDBMS vendors can do the same for database servers without concern about the front-end support. *SQL Access* was published in X-Open's 1991 *Portability Guide* so that all potential implementors have access to the standard technical specifications.

Important agreements are made between major database contractors through the SQL Access Group. SAG-sponsored standards will eventually be adopted by the U.S. government and will be instrumental in any interface of databases used for the STTC program.

B

Future Applications

Future STTC applications are beginning to be defined now, so attendance at GSA- and DVA-sponsored gatherings is important. The same is true for meetings of the Industry Advisory Council. STTC activities are open to all with interest in the topic.

Applications have been defined according to the individual technologies envisioned by the STTC task team. The timetables for tasks associated with various technologies range from six to 36 months. All are shown in Exhibit IV-2: Impacts, Tasks and Timetables by Technology. Functional descriptions of applications are still under discussion.

EXHIBIT IV-2

Impacts, Tasks and Timetables by Technology

Teleservices		
Impact on Services	Tasks	Timetable (months)
<ul style="list-style-type: none"> • Reduced number of calls to obtain service • Initial data source for decisions on deployment of other target technologies. 	1. Catalog and automate listing of agency teleservices by function.	6
	2. Implement national referral across agencies.	8
	3. Implement on-line transfer to referred tele-service numbers.	10
<ul style="list-style-type: none"> • Key technology for creating one government 	4. Collect data on referred calls to identify where heightened public awareness is necessary.	12
	5. Institute "smart" national government information number for referral purposes.	12
	6. Collect data on received calls to identify locations for application of other target technologies.	24
	7. Institute transaction services (e.g., automatic address change across government systems).	24-36
	8. Partner with state and local entities to share benefits of referral services.	36
Kiosks		
Impact on Services	Tasks	Timetable (months)
<ul style="list-style-type: none"> • Access to government services are extended closer to the customer 	1. Seek partnerships with existing kiosk operators in the private sector and state and local governments.	6
	2. Use data from 800-number referral to select locations with maximum impact.	12
	3. Use demographic data from 800-referral service to select services to be offered.	24

EXHIBIT IV-2 (CONT.)

Impacts, Tasks and Timetables by Technology

On-line Services		
Impact on Services	Tasks	Timetable (months)
<ul style="list-style-type: none"> Improved perception of government responsiveness by institutional customers. 	1. Identify non-sensitive data sources.	6
	2. Resolve security/privacy issues.	10
	3. Publicize on-line access to customers.	12
<ul style="list-style-type: none"> Potential revenue from system access charges will help reduce government's cost. 		
Citizen Service Centers		
Impact on Services	Tasks	Timetable (months)
<ul style="list-style-type: none"> Can be built on infrastructure of targeted technologies. 	1. Identify sites for empowered service agents.	6
	2. Identify job and training requirements.	8
<ul style="list-style-type: none"> Creates the reality of one government. 	3. Identify services to be offered.	12
	4. Migrate targeted technologies to empowered service agent sites.	24
<ul style="list-style-type: none"> Empowers case workers. Reduces personnel redundancies. 	5. Hire and train empowered agents.	24
	6. Bring Citizen Service Centers on line.	24
<ul style="list-style-type: none"> Simplifies and improves government services. 		

EXHIBIT IV-2 (CONT.)

Impacts, Tasks and Timetables by Technology

Smart Cards		
Impact on Services	Tasks	Timetable (months)
• Single ID card for government	1. Study pilots and choose appropriate services services. to utilize technology.	12-24
• Savings from shifting data storage and transport to the customer.	2. Implement technology in selected agencies.	12-36
• Simplify access to government services.		

C**Acquisition Plans & Preferences**

Agencies' acquisition plans are still in the earliest formative stage. It is premature to be concerned with most agencies' planning for STTC except by joining in organized activities as suggested above. The timetables shown in Table IV-2 suggest that plans may begin to be formulated in some agencies, particularly in GSA and VA, over the next six to 18 months.

It is virtually certain that the preferred acquisition methods will be through competitive procurements with a nominal percentage set aside for small and disadvantaged businesses. The contractor selection criteria will be "best value," and the government will almost certainly favor vendors who are well established, have successful track records on government contracts, and have participated in STTC development efforts.

D**Potential Leverage on Other Initiatives and Activities**

The Community Learning and Information Network or "CLIN" is a significant project that could provide routes into nearly every community in the United States. A U.S. Chamber of Commerce project that is co-sponsored by a large number of private companies, CLIN proposes to give every K-12 school throughout the country access to a common network. The network would contain various servers to accommodate various applications and databases of interest to each community.

If STTC is of interest in any community, CLIN could serve as the distributor of government information and services. The CLIN has a major advantage over other STTC proposals because people in every community know where their local schools are, and are accustomed to going to them to learn. Also, most schools are very underused: they are occupied only six to eight hours daily, five days per week, and nine to 10 months per year. Little or no building modification would be needed to provide STTC.

The "fit" between CLIN and the delivery side of STTC is remarkably good. Leaders of the CLIN project and the STTC program have been put in touch and have expressed willingness to cooperate. Perhaps the STTC "kiosk" approach will be reconsidered in favor of existing resources.

The Americans with Disabilities Act (ADA) is another potential leverage point for STTC. This law is having a significant impact throughout the country. All companies with more than 25 employees are already covered by ADA, and in July 1994, coverage will extend to all employers of 15 or more. This law is policed aggressively by the Equal Employment Opportunity Commission and lawsuits have gotten the attention of most corporate officers. ADA is a powerful and well-funded potential helper for the STTC program.

ADA is probably the best defined set of services to citizens that now exists but it has not been included with the STTC program yet. Government agencies all have a formal program to comply with ADA through use of "assistive technology." Some agencies have demonstration centers that are well equipped with high technology assistive devices. (The "TARGET" center at the Department of Agriculture's headquarters in Washington, D.C. is one outstanding example.)

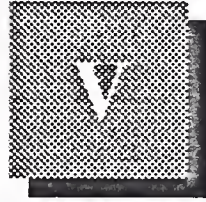
Equipment to make it possible for people with disabilities to join the work force is proliferating rapidly. There are already about 500 companies specializing in such products. Many of the devices used are actually computers with special peripherals to adapt to the various forms and degrees of disabilities.

The ADA “umbrella” is large, active and powerful. There are special conferences and expositions, there are newspapers and magazines serving the ADA communities, and the people—both disabled and suppliers—form and exercise an extensive network to assure rapid distribution of information and new ideas. Companies with assistive technology products that are already involved with the ADA community may have an edge in working with the STTC program because of their access to the ADA network of activities and because of their experience with service to America’s 45 million citizens with disabilities.

At this point it is difficult to find any community that does not already have access to Internet—and this certainly includes the community of STTC participants. Tying STTC into this vast and expanding telecommunications network would provide distribution points in an estimated 30 million homes, businesses and government offices in the U.S. Such a tie-in would amount to putting “kiosks” virtually everywhere, immediately, and at very little cost to government. (This approach is being explored by CLIN leadership.)

The SQL Access Group is another activity where contractors may gain insight into coming solutions to large database problems. Most vendors of relational database management systems are members of SAG and can provide information about meetings and other activities.

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Conclusions

A

Agency Position

At this point, issues are primarily simplistic. They are in the area that might be called “jockeying for position.” Each agency is eager to demonstrate some project that will impress colleague agencies. The main real issue is defining “Service to the Citizen” for each agency in terms that are of interest to individual citizens.

For example, many agencies don’t really provide services to citizens; they are cloisters. Defense is one example. The Air Force bombs and strafes. The Navy interdicts warships. The Army fights on the ground. And the Marines do a little of all the above. The mind sets within these organizations are not oriented towards service to citizens. (In fact, our survey found people in these components to be less than optimistic about participating in such an activity.)

Although unquestionably important when challenged militarily, these are hardly noble services to citizens today. But each of these defense arms provides jobs and education to a large segment of society. STTC for defense agencies could be framed in these positive contexts to make military activities more palatable to the general public and to serve as bridges for the military services to be less segregated from today’s needs in government. The issue is one of defining *service*.

In non-defense agencies, the main difference in definitions seems to be: Is it information about our agency or is it information about the questioner that is needed? In the first case, STTC is preparing to deal with questions concerning information citizens might want about the agency (Why did you award that contract to Beltway Bandits Corp.? What is your policy on

hiring left-handed extraterrestrials? How many national parks are there in the Northeastern United States?). In other cases, the desired information is about the inquirer (When will I get my check? Can I get a government loan? I'm blind; do you furnish white canes?)

Most government STTC program participants are preparing to provide information of the first type: about the agency. It is not clear that this is what citizens want to know, or at least, not what they want to know quickly. It is speculative to guess what kind of inquiry is most frequent, but intuition suggests that most questions from citizens would be of the second type: About themselves, or about how some government action or policy would effect them.

B

Recommendations

1. Services and Networking

Contractors interested in participating in the STTC program are encouraged to highlight their capabilities in areas of creating, managing and searching very large databases and rapid communication between large database repositories.

Networking between government decision makers and prospective competitors and prospective cooperatives is necessary to be a successful contractor to the STTC program's activities. The easiest way to begin this networking is through active involvement in government-sanctioned activities. Principal among these is the Industry Advisory Council of the FGIPC.

2. Alliances and Partnerships

Partnerships with government agencies often give insights into requirements that can facilitate development of superior, winning proposals. Government agencies and many companies are eager to form alliances and partnerships to identify, develop and implement improved STTC. Alliances with other companies allow sharing of costs and joint presentations that reduce marketing costs for all involved companies. In both cases, costs to the company are lower than "going it alone." Good sources for contacts in these areas are established, government-sanctioned groups.

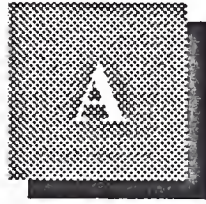
3. Related Government Activities

The STTC program is so closely tied to the National Performance Review initiative that STTC looks like a part of the NPR. Essentially all government agencies and most major government contractors are already involved in developing positions and helping to define requirements for the STTC program. This coupled with the goals of the NPR initiative supports INPUT's estimate that expenditures in the \$400 million to \$750 million per year will be made over the next five to 10 years for contracts supporting the STTC program. Participation in STTC activities should provide reliable information sources and insider contacts on the needs of both the STTC program and the overall NPR initiative.

4. Leverage

Over the next two to three years, the possibility of turning STTC program activities and contracts into follow-up business with the contracting agencies and into spin-off contracts with other agencies is strong. Demonstrable results will be the key to these business expansions because agencies are eager to showcase projects that produce real improvements in services. When agencies can bask in the glory of impressive results, they become an unusually effective part of a contractor's marketing effort.

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Contacts for Information about STTC Activities

General Services Administration:

Anthony Trenkle, STTC Program Manager (Government-wide)
GSA/IRMS, Washington DC 2
(202-501-4199 Fax 202-501-4166)

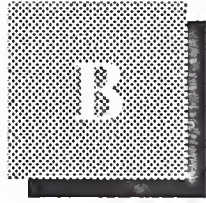
Department of Veterans Affairs:

Robert Woods, Chairman, Intergovernmental Task Force on STTC
DVA/OIRM (045), 810 Vermont Ave NW, Washington DC 20420
(202-233-2844 Fax 202-233-2298)

Industry Advisory Council:

Marshall Sneiderman, Executive Director
PO Box 50, Cabin John MD 20818
(301-469-7762 Fax 301-469-6413)

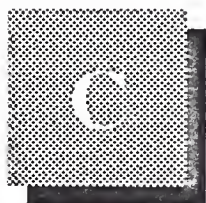
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List of Agencies Interviewed

Department of Defense/DISA
Department of Education
Department of Energy
Department of Health and Human Services/SSA
Department of Navy
Department of Treasury/FMS
Department of Treasury/IRS
Department of Veterans Affairs
Environmental Protection Agency
General Services Administration
Small Business Administration

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Questionnaire

A

Survey Letter

September 12, 1993

Dear Agency Official:

Recently, INPUT distributed to participating federal agency IRM officials a summary of its findings from research conducted into object-oriented technologies in federal agencies. If you would like to distribute a copy to your staff, please give me a call.

As part of its continuing program to educate vendors regarding federal agency information technology requirements and concerns for providing services to the public and to other users, INPUT is now examining the "Service to the Citizen" market. Various technologies offer potential benefits in aiding agencies who are moving in the direction of client service. Vendor awareness of federal agency perceptions, and other specific issues within federal agency programs, is important if agencies want to take best advantage of available capabilities in the marketplace.

We would like to include your organization's activities and interests in this new market, and in turn, to inform you of the activities and interests in other federal agencies. Sharing of experiences and solutions between users and suppliers offers a means to leverage development costs in today's restricted spending. Your organization's participation would be important to developing the best overall descriptive information of the "Service to the Citizen" environment in the federal government. A senior research analyst will be calling your office in the next few days to get the name of the most appropriate official on your staff to assist in collecting the necessary information. I anticipate that no more than fifteen minutes would be required to complete the telephone interview. As always, interviews are treated as confidential. Only summary information is released to the public; agencies and officials will not be identified.

Thank you in advance for your cooperation.

Best regards,

Robert Deller, Ph.D.
Federal Program Manager

B**Questionnaire**

Respondent's Name _____ Phone _____

Agency _____

I. General and administrative:

1. What does "service to the citizen" mean in your agency?
2. Have you defined a role for private industry in the service delivery process for your agency?
(If yes, what is their role?)
3. Are technological improvements needed to provide these services?
(If yes, what improvements are needed?)
4. Do business processes in your organization need modification or improvement to provide service to citizens? (What kinds of modifications do you foresee?)
5. Is someone in your agency assigned responsibility for developing services to citizens or for acting as your agency's spokesperson on this topic? (If so, who?) (Would it be best for us to get responses to the second and third sets of questions from that person?)

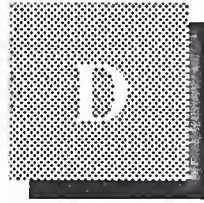
II. Current services to citizens:

1. What services does your agency provide to citizens?
Describe these services.
How and where are they provided?
If available, would you send us a copy of any documentation, brochures, manuals, etc., used to describe these services to citizens?
2. Is your agency servicing citizens in partnerships with:
 - a. Federal, state and local governments?
 - b. Private industry?
 - c. Academic institutions?
 - d. Non-profit organizations?
3. Are computers and information systems necessary to provide these services?
4. Can the information used for these services be shared with other government agencies?
5. Is your agency's service to citizens coordinated with or jointly provided by other government agencies?

6. Have you identified information available from other agencies or sources that would be helpful or necessary to improve your agency's service to citizens?
7. Have you identified sensitive or classified data that is needed to provide services?
(If so, what kind of data falls in this category and how do you protect it and still use it to provide services?)
8. How are contractors used in the preparation or delivery of these services?

III. Plans for new or additional services from your agency:

1. Has your agency prepared a plan of action to expand or implement services to citizens?
2. Does the plan incorporate both the overall scope and short-term implementation?
3. Does the plan include special considerations to comply with the "Americans with Disabilities Act" of 1990?
4. Does the plan consider educating citizens about available and proposed services and how and where to get them?
5. Do you plan to conduct pilot tests of new service delivery processes and technologies before full implementation?
6. Does the plan address evaluation of effectiveness, efficiency and impact of the service delivery processes?
7. Do you plan to measure citizens' satisfaction with services and follow-up actions?
8. Have you developed surveys and procedures or instruments to assess citizens' and customers' satisfaction?
9. Do your plans for service to the citizens include use of contractors?
(If so, describe expected roles.)
10. May we get a copy of your service to the citizens plan?



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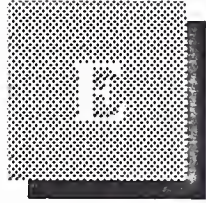
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“Service to the Citizens Project Report,” GSA, February 1993. (Call 202-501-4860.)

“We The People: Service to the Citizen,” Conference Report, DVA, June 1993. (Call 202-233-2525.)

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Federal Computer Security Market, 1992-1997

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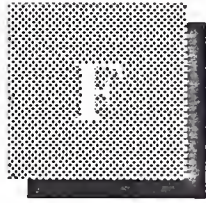
Federal Telecommunications Market, 1992-1997

Federal Information Systems and Services Market, 1993-1998

Object-Oriented Technologies in the Federal Government, 1993

**Federal Information Technology Procurement Program, Procurement
Analysis Reports**

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Glossary of Acronyms and Abbreviations

ASCS:	Agricultural Stabilization and Conservation Service (of DOA)
BIC:	Business Information Center (of SBA)
CBO:	Congressional Budget Office
CLIN:	Community Learning and Information Network
DISA:	Defense Information Systems Agency (of DOD)
DOA:	Department of Agriculture (also USDA)
DOD:	Department of Defense
DOE:	Department of Energy
DOEd:	Department of Education
DOI:	Department of Interior
DOJ:	Department of Justice
DOL:	Department of Labor
DOT:	Department of Transportation
DVA:	Department of Veterans Affairs (also VA)
EPA:	Environmental Protection Agency
EXIM Bank:	The Export-Import Bank of the U.S.
FEMA:	Federal Emergency Management Agency
FERC:	Federal Energy Regulatory Commission
FGIPC:	Federation of Government Information Processing Councils
FmHA:	Farmers Home Administration (of DOA)
FRB:	Federal Reserve Board
FRTIB:	Federal Retirement Thrift Investment Board
GAO:	General Accounting Office
GSA:	General Services Administration
HCFA:	Health Care Financing Administration (of HHS)
HHS:	Health and Human Services
IAC:	Industry Advisory Council (of the FGIPC)
IRM:	Information Resources Management
IRMS:	Information Resources Management Service (of GSA)
IRS:	Internal Revenue Service
LOC:	Library of Congress
NPR:	National Performance Review

NTIS:	National Technical Information Service
OMB:	Office of Management and Budget
OPIC:	Overseas Private Investment Corp.
PHS:	Public Health Service
RRB:	Railroad Retirement Board
SAG:	SQL Access Group
SBA:	Small Business Administration
SSA:	Social Security Administration
STTC:	Service to the Citizen
Treas:	Department of the Treasury
USCG:	United States Coast Guard
USCS:	United States Customs Service
USDA:	Department of Agriculture (also DOA)
VA:	Department of Veterans Affairs (also DVA)

