OPSI

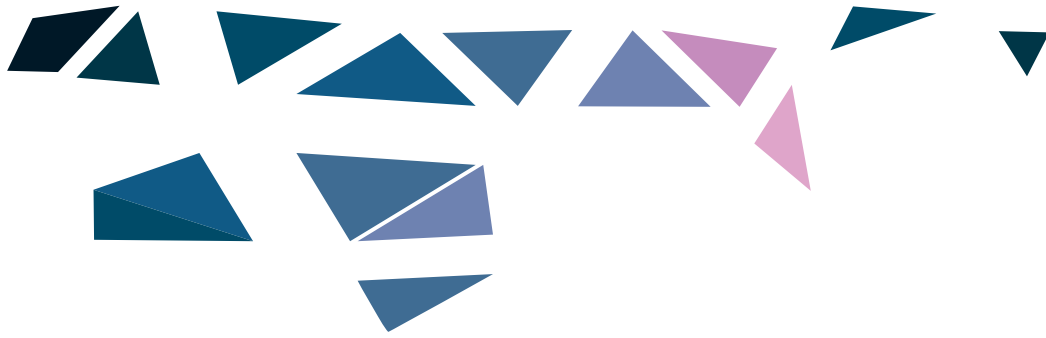## Observatory of
Public Sector Innovation

Canada Report Supplement

Key Actors

Disclosure

This supplementary booklet should be considered as a working document that was used in the production of the report The Innovation System of the Public Service of Canada (OECD, 2018).

Due to the fragmented nature of any innovation system, it is quite possible there are errors, omissions, or things that have been misinterpreted or nuances missed (but that's part of the learning process). We invite the reader to note that as such, this document has no official standing, but was shared for instructional purposes as part of OPSI's work and to fulfil the mission to help countries understand their public sector innovation systems. It should not be used as a formal reference or for citation.

Key Actors in the Innovation System

Where does any single innovation come from? The journey from seeing a need or an opportunity, to finding an idea that can take advantage of it, to developing and implementing the idea in reality, to tracking how it performs and whether it matches its potential, is rarely straightforward. While one person may come up with an idea, they are unlikely to make much progress with it unless others are involved and supporting it in some way. The public sector in a democracy is, after all, designed to ensure that no single person can simply command something to happen – there are checks and balances, processes to be worked through, accountability demands that must be met. Innovation requires the active engagement of many people, organisations and networks.

These actors also shape the environment for the innovation process, including the rules, the conditions, the expectations, the behaviours, and the transactions. The actors shape what is possible and what can be considered, the capabilities that are available and the resources that can be brought to bear.

In a public sector innovation system, the actors are not just those working within the public sector. The range of actors includes citizens, private firms (as suppliers to government and actors in their own right), not-for-profits, other levels of government, or even other governments.

Given the scope of the possible actors that could be considered, no "mapping" of an innovation system can hope to capture all of the relevant players. Rather, for this exercise, attention has been given to the formal actors of individual organisations and networks that exist within the Public Service of Canada. This serves to provide a sense of the major actors, while noting that there will always be further actors that could be considered depending on the specific context or aspect of the innovation system that was being looked at.

In addition, as the system can be described as still emergent, the defined or identified roles are still developing and changeable.

Key actors and associated responsibilities, functions or activities relating to the innovation system of the Public Service of Canada

Privy Council Office (PCO)

PCO plays a major role in the innovation system as a central agency. It supports the Clerk in their role as Head of the Federal Public Service, and in leading several innovation-related or connected agendas. These roles combine elements of leadership and signalling (highlighting the value, importance and occurrence of innovation within the public service), co-ordination (supporting the activities of relevant cross-agency committees and initiatives), delivery and implementation (e.g. through the new Impact Canada Initiative), reporting (tracking delivery on the government's priorities and commitments), and vision/thought about the needs and future of the public service (e.g. through the preceding work on Blueprint 2020 and now Public Service Renewal).

- Clerk   Head of the federal Public Service

  o The Clerk of the Privy Council ensures that the Government of Canada has the policy, management and human resources capacity it needs to design and deliver high-quality programmes and services to and for Canadians. With respect to innovation, the Clerk is an important actor regarding how innovation is perceived and whether it is seen as prioritised.

- Impact and Innovation Unit:

  o Impact Canada Initiative a whole-of-government effort that will help departments accelerate the adoption of outcomes-based funding approaches to deliver meaningful results to Canadians. This is a headline initiative that places innovation in the public sector front and centre.

  o Support for the Deputy Minister's Task Force on Public Sector Innovation, including management of the Policy and Program Entrepreneurs initiative.

  o Support for the Assistant Deputy Minister's Committee on Experimentation (undertaken with Treasury Board Secretariat), an interdepartmental mechanism to support mutual learning and co-operation around experimentation.

  o Behavioural Insights Community of Practice, established to advance the research field of behavioural economics across the Canadian Public Sector. This horizontal community invites practitioners to share information, research methodologies, and experimentation results.

  o Behavioural Insights Network, which brings together federal, provincial and local governments together to push for innovation in the use of behavioural economics.

  o Co-ordination of the Federal, Provincial and Territorial Clerks and Cabinet Secretaries annual meeting on public sector innovation, a forum that provides an important channel for collaboration, co-ordination and sharing of lessons and experiences.

  o Innovative Staffing Resource Management Strategy, which will help the Impact and Innovation Unit to surface and seed talent across the public service, onboarding individuals from outside the government and from within departments/agencies, to build capacity across Departments and

Agencies for the practical application of innovative approaches to achieving greater impact.

- Results and Delivery Unit:
    - The Unit works on tracking commitments identified in the Government's Mandate Letters, including both for government-wide priorities and for individual departmental priorities. It also works to develop the results and delivery practice, including through the introduction of Chief Results and Delivery Officers in each Department.

- Public Service Renewal Secretariat:
    - Following on from the work started with Blueprint 2020, the Public Service Renewal Secretariat works to ensure a world-class public service equipped to serve Canada and Canadians now and into the future. Public service renewal involves elements of both modernisation and innovation, and building and nurturing capabilities for the future. The Secretariat is responsible for developing the Clerk's annual report to the Prime Minister, provides Secretariat for the Clerk's Board of Management and Renewal Committee, and supports the Clerk in their role as head of the Public Service, including setting and communicating renewal priorities.
    - Innovation Fair, which provides a unique opportunity for departments and agencies to showcase their innovative processes and projects, and share good practices across the entire federal Public Service. The 2017 edition also opened its doors to Canadians citizens at large.

- Policy Community:
    - The Policy Community is a functional community of policy shapers and influencers. It brings together public servants from across disciplines and all departments and agencies to improve how we shape policy in Canada. The Policy Community aims to make it easier to find support, share experiences, collaborate, build skills, bridge the gap between policy and delivery, and improve outcomes for Canadians. Formed out of the Policy Community Project.

Treasury Board Secretariat (TBS)

Treasury Board Secretariat plays a major role in the public sector innovation system, with responsibilities and activities spanning both rule maker (setting the parameters and conditions for innovation) and enabler (undertaking work to support and drive innovation). The Mandate Letter to the President of the Treasury Board defines the Government's expectations vis-à-vis innovation in the public sector. The Treasury Board is expected to "take a leadership role to review policies to improve the use of evidence and data in program innovation and evaluation, more open data, and a more modern approach to comptrollership". Further, it is required to ensure that all departments in the public sector devote a fixed percentage to experimentation and evaluation, and "instil a strengthened culture of measurement, evaluation and innovation".

- Experimentation Direction for Deputy Heads (*PCO):
    - "This document reinforces the Government's commitment to devote a fixed percentage of program funds to experimenting with new approaches and measuring impact to instil a culture of measurement, evaluation and

innovation in program and policy design and delivery. It provides context and directions for Deputy Heads on how to implement this commitment."

- Policy on Transfer Payments (Generic Terms and Conditions for innovative transfer payments) (Joint activity with Privy Council Office):
  - o The Treasury Board Secretariat is giving departments new paths for distributing government grants and contribution programmes that aim to solve existing problems. The new TBS approach, entitled generic terms and conditions, applies to all departments and agencies covered by the Treasury Board Policy on Transfer Payments. This new policy seeks to enable agencies, over a five-year pilot, to use incentive-based funding, prizes/challenges, and micro-funding. These tools will help the Government of Canada make the transition from funding based on tasks and activities to funding based on the achievement of concrete goals.

- Innovation and Experimentation Team
  - o Building experimentation capacity (shared activity with Privy Council Office). Treasury Board Secretariat is focusing on supporting departments at all levels as they understand, apply, report on, and incorporate lessons learned from experimentation. Together with the Privy Council Office, the Treasury Board Secretariat has committed to helping to build capacity; to providing practical tools and resources; and to helping departments track and share experiences and showcase success. Specifically, the Innovation and Experimentation Team supports experimentation across the Government of Canada and has developed an intranet portal on GCpedia with resources, FAQs, examples and case studies, etc. It also runs weekly open office hours on experimentation, and is developing annual reporting guidelines on experimentation, through Departmental Plans.

- Chief Information Officer Branch (CIOB):
  - o Strategic Plan for Information Management (IM) and Information Technology (IT) 2017 to 2021. The CIOB develops strategy and set government-wide policy and mandatory requirements for IT and cyber security, and provides guidance on implementing the direction through policy implementation notices. As a result, it has the shared responsibility of implementing the Plan, which has an explicit focus on innovation in government.

  - o GC Tools, a suite of platforms for public servants to share good practices; facilitate inter-departmental information sharing; and connect civil servants and stakeholders. The provision of a shared platform for information sharing across agencies, and in GCcollab, with stakeholders, potentially allows for faster learning, faster and easier spreading of ideas and applied innovations, and for the intersection of different perspectives, capabilities and interests which can support new and different understandings of both what's needed and what is possible.

  - o Open Government Partnership, a multilateral and international initiative to push for transparency and accountability through the digitalisation, and open access to, government data. In this respect, Canada seeks to actively respond, through structural reforms, to the four challenges of improving public

services, increasing public integrity, effectively managing public resources, and increasing corporate accountability.\

- o Talent Cloud pilot, which aspires to be a cross-sectoral initiative testing new realities for talent in-and-out of government. This initiative is designed to test the viability of a new model for recruiting and mobilising talent in the Public Service. The Talent Cloud itself is fundamentally a massive repository of pre-qualified talent, where the curation and distribution of talent is optimised for fast placement for project-based work.

- Office of the Comptroller General:

  - o The Office of the Comptroller General has the duty to provide functional direction and assurance for financial management, internal audit, investment planning, procurement, project management and the management of real property and material across the federal government. Overall, it provides oversight and direction to government-wide efforts to improve the stewardship of taxpayers' dollars and government assets. In particular, internal audit can be an important partner for innovation in terms of identifying where things are not working and where new approaches might be needed, and identifying and codifying lessons where new approaches have been tried.

  - o The advisory committee on innovation and internal audits, which looks at what internal auditors can do to innovate within the practice of internal audit and also how internal audit functions can support innovation in government.

- Management Accountability Framework (MAF):

  - o A framework for management excellence, accompanied by an annual assessment of management practices and performance in most departments and agencies of the Government of Canada. The MAF is a key tool of oversight that is used by the Treasury Board of Canada Secretariat to help ensure that federal departments and agencies are well managed, accountable and that resources are allocated to achieve results. It also ensures that Treasury Board Policy Suite requirements and expected results are met.

- Chief Human Resources Officer:

  - o Supports the Treasury Board in its role as the employer by driving excellence in people management and ensuring the appropriate degree of consistency across the Public Service.

Deputy Minister's Task Force on Public Sector Innovation

Examines trends and new technologies with the potential to strengthen or transform policy development and delivery, and test and assess innovative approaches that will enhance policy outcomes. It provides a signal about the importance of innovation and a forum for consideration and decision-making by senior leaders.

Canada Revenue Agency

- Agency Change and Innovation Directorate, Accelerated Business Solutions Lab:

  - o The Lab uses innovative approaches to support Agency and Government of Canada priorities, with the goal of improving taxpayer compliance and service to Canadians. It focuses on advanced data analytics, behavioural economics, and

policy/innovation/research. Projects have included the Underground Economy Nudge Initiative to test the effectiveness of nudge techniques and using advanced analytics to understand the electronic habits of taxpayers in regards to filing tax returns and e-Services.

Canada School of Public Service

The Canada School of Public Service offers a variety of courses aimed to promote innovative practices and public service excellence across all agencies and departments. It does this through a mix of courses on management techniques, skill acquisition, and assisting managers and ADMs in their daily tasks.

Canadian Digital Service

The Canadian Digital Service is focused first and foremost on delivery: building simple, easy to use services directly with federal departments. It aims to deliver solutions by working with federal organisations to design, prototype, and build better digital services. It builds capacity by investing in recruitment, learning, and communities of practice to help departments and public servants amplify their skills in areas like user research, design, and data science. It also provides advice to federal organisations grounded in practical experience and global best practices.

Canadian Heritage

- Internal Innovation Fund:
  - A small fund for supporting innovative ideas that arise within the department.

Communications Research Centre Canada

- Big Data Analytics Centre:
  - Using big data analytics, cloud computing, crowdsourced information, data fusion and state-of-the-art visualisation, the Centre enables researchers to work with big data in ways that were previously not possible to support sustainable spectrum management. The first visualisation laboratory of its kind within the Government, the Centre is available for use by other government departments and for collaboration with industry and academia. Other science-based departments and agencies are invited to use the Centre for their R&D needs and to apply these cutting-edge capabilities for technology demonstrations, and facilitating collaboration on complex R&D challenges.

Employment and Social Development Canada

- Innovation Lab:
  - The lab aims to find innovative solutions to service delivery challenges, while promoting greater integration between programme, policy and service delivery. It applies a "user-centred design" approach to developing policies, programs and services, applying methods that integrate the perspectives of Canadians from the outset to explore challenges and develop solutions. A major project for the lab has been "E-Services for CPP", where solutions and recommendations were developed to increase the number of Canadians choosing the online channel when they apply for their Canadian Pension Plan benefits. The Lab also runs a number

of facilitation exercises. In November 2016 it helped run "Partnering to Hack Homelessness".

Environment and Climate Change Canada

- IdeAction Fund:

  o This departmental innovation fund aims to provide employees with resources such as expert advice, support from senior management, and funding to start innovative projects that will improve the department or service to Canadians.

Health Canada

- Community of Federal Regulators:

  o The Community of Federal Regulators is a partnership of federal departments and agencies that facilitates collaboration and the professional development of employees involved in regulations across the federal government. It aims to create a community Canadians trust to maintain and strengthen their health, safety, security and prosperity in a sustainable way. The Community provides a forum for regulatory professionals to discuss and learn how regulation and innovation can work together.

- i.Hub:

  o The i.HUB has a mandate to help teams innovate, build team capacity for innovation and shift culture. It does primarily through design thinking, and looking at internal services and policy/programmes. Projects has included working corporate services (re-imagining HR advice, corporate learning, employee engagement), programme work (re-imagining public sector/university collaboration), and developing a design thinking curriculum of a ten module series applicable to engagement and project work.

Finance Canada

The Department helps the Government of Canada develop and implement strong and sustainable economic, fiscal, tax, social, security, international and financial sector policies and programmes. It plays an important central agency role, working with other departments to ensure that the Government's agenda is carried out and that ministers are supported with high-quality analysis and advice.

Fisheries and Oceans Canada

- Innovation Lab :

  o The Lab aims to support a culture of continuous improvement through increased awareness, learning and innovation. Its mission is to improve the department's ability to innovate for the public good by helping employees generate ideas, introducing new tools and processes, and training employees in acquiring the skills and capacity needed to catalyse and facilitate innovation across the department.

Global Affairs Canada

- Development Innovation Unit:

- o The unit seeks to foster innovative practices for international development in policies, programming, and partnerships. It also aims to deliver more efficiently greater reach, effectiveness, impact, and sustainability in development assistance. A number of projects and initiatives have been put forth: a platform to facilitate exchange of ideas among stakeholders, several knowledge events and extensive advocacy work in the wider innovation ecosystem. It also helps draft policies to develop an approach and integrate development innovation into departmental work.

- Innovation advocacy and innovation award:

  - o A senior champion for innovation within the department. Activities have included creating a reference group at the Director General level with representation from the whole of the department. This reference group shares experiences, innovations that they are advancing, and also acts as a forum for information sharing and introducing and socialising new tools and methods for supporting innovation. There is also encouragement for innovation to be integrated into performance management plans. There is also a departmental innovation award for recognising innovations.

- Innovation Unit, Trade Commissioner Service   :

  - o An innovation unit within the Trade Commissioner Service area of Global Affairs Canada.

Innovation, Science and Economic Development

- Innovative Solutions Canada:

  - o The Innovative Solutions Canada programme is dedicated to supporting the scale up and growth of Canada's innovators and entrepreneurs by having the federal government act as a first customer. Twenty participating federal departments and agencies will set aside a portion of funding to support the creation of innovative solutions by Canadian small businesses. Innovative Solutions Canada is aimed squarely at innovators. By funding proposed solutions, the programme is supporting the development of early-stage, pre-commercial innovations. The programme will help foster greater industry-research collaboration through the release of challenges for solutions that address key Government of Canada priorities. It will also provide federal departments and agencies with opportunities to develop new capabilities to meet their research and development needs and thereby advance government priorities.

Institute for Citizen-Centred Service:

The Institute aims to be the leading centre of expertise to advance citizen-centred service delivery in the public sector. The Institute was created as a not-for-profit organisation to provide an inter-governmental platform to pursue partnerships and co-ordinate initiatives focused on innovative public sector service delivery and IT/Information Management initiatives. Supported by the Public Sector Chief Information Officers Council and incubated by the Institute of Public Administration of Canada, the Institute is working with governments across Canada (and around the world) to improve citizen satisfaction with public-sector service delivery.

Institute of Public Administration of Canada

- Award for Innovative Management:

  o Every year, the Institute of Public Administration of Canada (IPAC) recognises world-class innovators who are changing the face of Public Service in Canada. The IPAC Award for Innovative Management, launched in 1990, distinguishes government organisations that have shown exceptional innovations that address the wide variety of issues facing society today.

- Conference:

  o An annual conference. In 2018, the theme of the conference is "Public administration under pressure".

- Journal:

  o *Canadian Public Administration* is Canada's leading public administration journal bringing together academics and practitioners in advancing the theory and analysis of local, provincial, national and indigenous public administration and governance.

Justice Canada

- Indigenous Policy and Program and Innovation Hub:

  o This pilot lab explores how new policy techniques, such as design thinking, can be used to address the overrepresentation of Indigenous people in the Criminal Justice System. It further seeks to create solutions directly with users or citizens affected by a policy issue.

- Justice Partnership and Innovation Program:

  o The Justice Partnership and Innovation Program supports activities that respond effectively to the changing conditions effecting Canadian justice policy. Whether it is promoting or supporting newly reformed justice systems or improving the delivery of justice services, the programme allows the Department to develop and test these approaches in collaboration with organisations other levels of government. The programme aims to promote and encourage involvement in the identification of emerging trends, issues and/or gaps and possible responses with respect to the justice system. In addition it works to promote innovations in the justice system to ensure greater access to the justice system.

Natural Resources Canada (NRCan)

- Free Agent programme:

  o "Free Agents" are individuals who possess successful innovation and problem-solving attributes and wish to work in a project-based manner. They are able to choose their work and undertake project-based opportunities across the Public Service. They have the freedom to select work that matches their skills and interests, which allows them to make a contribution that they find meaningful.

- Office of Energy Efficiency Social Innovation Unit:

  o The Social Innovation Unit co-creates service transformation by applying new policy methods and approaches. It works to connect and generate relationships, capacities, and shared understanding in order to develop policy and program

improvement and innovation; to co-create and test insights, ideas, and prototypes in order to generate evidence and learning; and to adapt and scale improvements and new approaches and measures by implementing what works.

- Canadian Forest Service Learning Organisation Community of Practice:

  o In the early 2000s, the Canadian Forest Service (CFS) began exploring what it was to be a learning organisation and how to get employees engaged with innovation. Starting with a community of practice, the organisation combined practitioners looking at the theory of learning organisations, those with facilitation skills, and those interested in coaching and the art of listening and asking the right questions. Over the last 10 years this community of practice has trained more than 200 people within the organisation (and a similar number of public servants from other agencies) and helped entrench the learning organisation ethos as a part of CFS.

Office of the Auditor General

- Performance Reports:

  o One of the duties of the Auditor General of Canada is to publish performance reports, whereby legislative audits are carried out to shine a light on the true management of government programs and increase government accountability. Performance audits examine, against established criteria, whether government programmes are being managed with due regard to economy, efficiency, and environmental impact, and whether the government has the means to measure and report on their effectiveness.

Parks Canada

- Innovation Labs:

  o The Innovations Labs provide staff with the opportunity to volunteer innovatively and collaboratively to better improve their workplace and how best to provide quality services to Canadians. Innovations Labs have been run on three specific themes, developed based on input from Parks Canada team members: Work-life balance Think Tank; Professional development 2.0; Code of Values and Ethics Engagement Strategy.

Policy Horizons Canada

- Foresight Policy Horizons:

  o Canada conducts strategic foresight on cross-cutting issues that informs public servants today about the possible public policy implications over the next 10-15 years. Horizons' mandate is to identify emerging policy issues and explore policy challenges and opportunities for Canada, as well as to help build foresight literacy and capacity across the Government of Canada. Horizons' experienced futurists provide expert advice on emerging issues, foresight and scanning through one-on-one discussions, interdepartmental meetings and facilitated workshops.

- Come Scan with Us:

  o Come Scan with Us is a community of interest that scans activities and discusses all exciting changes happening in the world that might have policy implications

for Canada, and beyond. It is a bi-weekly facilitated discussion at Horizons with participants from departments and agencies within the federal government.

- Serious Games Community of Practice:

  o A community of practice on serious games for the Government of Canada.

Policy Ignite

Policy Ignite is a grassroots event – organised by federal public servants, for federal public servants and other policy stakeholders – to showcase bright ideas in policy development. Its mission is to showcase bright ideas in policy development. Policy Ignite is a regular event that offers a fun and informal opportunity for sharing policy ideas through a series of short, high-impact presentations.

Public Service Commission of Canada

- New Direction in Staffing:

  o In today's fast-paced world, a modernised public service requires a modernised staffing system. The New Direction in Staffing (NDS) is designed to simplify and streamline staffing. The NDS provides for more variety in hiring processes; agile approaches to staffing and policies; more room for managers to apply their judgement when staffing; and increased focus on outcomes, including the quality of the person hired, and less on process.

Public Services and Procurement Canada

Public Services and Procurement Canada (PSPC) is a key provider of services for federal departments and agencies. It supports them in the achievement of their mandated objectives as their central purchasing agent, linguistic authority, real property manager, treasurer, accountant, integrity adviser, and pay and pension administrator.

- Build in Canada Innovation Program:

  o The Build in Canada Innovation Program helps Canadian companies of all sizes move their state-of-the-art goods and services from the laboratory to the marketplace. While aimed at relatively technical/technology-based innovation, this pre-procurement program is a channel by which the public sector can draw on (unknown) private sector capabilities and solutions. Innovators can submit relevant innovations against a general call for proposals solicitations or against specific challenges issued by agencies. Departments can pick an innovation from a list of pre-qualified innovations and test the innovation, or under the new Challenge Call for Proposals pilot departments can request a challenge under a priority area (arctic and maritime security, command and support, cyber-security, in-service support, protecting the soldier and training systems).

- Change Management Cloud:

  o The CM Cloud is a virtual pool of assessed and trained Change Managers from across the Public Service who will be available to work on workplace modernisation projects across the government, on an assignment basis. Public Services and Procurement Canada (PSPC) is managing the selection process and assessing all candidates who are interested in exploring a career development opportunity as a change manager and who want to be part of changing the way we work in the Government of Canada. PSPC will develop and manage the CM

Cloud and refer candidates to departments requiring a change management resource to be embedded in their project team for the duration of their workplace transformation project.

Service Canada

- Insights Centre:
  - o Service Canada provides Canadians with a single point of access to a wide range of government services and benefits. The Insights Centre works to foster increased client self-service through a comprehensive understanding of the client journey through all channels, identification of an amelioration of pain points and improvements to existing vehicles. It also undertakes client experience testing and usability testing of web pages and other channels.

Shared Services Canada

Shared Services Canada (SSC) is responsible for delivering mandated email, data centre and network services to partner organisations in a consolidated and standardised manner to support the delivery of Government of Canada programs and services. SSC also provides certain optional technology-related services to government organisations on a cost-recovery basis. Budget 2013 further expanded SSC's mandate, adding the consolidation of government-wide procurement of software and hardware for workplace technology devices.

Transport Canada

- Community of Practice on Service Excellence   :
  - o The Community of Practice on Service Excellence acts as a forum for federal service delivery practitioners to share information and best practices. The Community discusses innovation and how to scale it.