

Accenture Global Cities Forum

Exploring People's Perspectives on the Role of Government

**accenture**

Rio de Janeiro

Institute for Health &
Public Service Value

• Consulting • Technology • Outsourcing



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Rio de Janeiro's principles of public value	4	Improving health, housing and public safety in Rio de Janeiro	16	The Accenture Global Cities Forum is an ongoing study into how members of the public define "public value" and what they expect of government. The Institute for Health & Public Service Value designed the study as a series of citizen panels in a number of world cities. Each Forum involves 60 to 85 local residents randomly selected to represent the city's demographics—providing strong, qualitative insight into what people think about government and public services and how they judge public value.	
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Summary

On Saturday, October 17, 2009, 62 residents of Rio de Janeiro came together to discuss the role of government in improving the quality of their lives in the city.

We selected the participants to represent a cross-section of Rio de Janeiro residents. The meeting was part of an ongoing global research project—the Accenture Global Cities Forum—conducted by the Accenture Institute for Health & Public Service Value. The project aims to directly engage citizens! —through daylong “deliberative events”—in discussion about how governments can improve the social and economic conditions of the people they serve. In 2007, we held Global Cities Forums in Berlin, London, Los Angeles, Madrid, New York, Paris, Singapore and Sydney. In 2008, we conducted Forums in Dublin, Oslo, Rome, Tokyo and Toronto. In 2009, we held Forums in four cities in the developing world: Johannesburg, Mexico City, Rio de Janeiro and Delhi².

Observations from the Rio de Janeiro Forum

The residents of Rio de Janeiro who took part in the Forum feel that their city is a good place to live because of the wonderful surroundings, good climate, vibrant culture and the positive characteristics of Cariocas (natives of Rio de Janeiro). They describe their city as “full of opportunities” and “beautiful” but also “dangerous,” “disorganized” and “chaotic.”

While most participants enjoy living in Rio, they are very concerned about the wide range of social problems facing their city: unacceptably high levels of crime, in particular in the more disadvantaged neighborhoods; the poor state of public health; insufficient public transport network; traffic congestion; air pollution and littering; disparities between rich and poor areas; corruption within government; and what Forum participants label as “the poor quality of public services generally.”

Throughout the day, participants focused on ways in which government can improve their quality of life by addressing these key problems in Rio de Janeiro. They argued that government has to devote more resources to frontline services, such as hospitals, schools, public transport and the police; become more accountable to the people it serves and more open to public scrutiny; and more frequently engage residents in meaningful consultation about priorities. While some residents are positive about the future and are hopeful that hosting the 2016 Olympic Games will bring major improvements, others fear improvements will be merely “cosmetic.” In general, participants voiced concerns that quality of life in Rio de Janeiro is steadily deteriorating as the gap between the rich and the poor in society widens, crime rates remain high and the state of the health sector remains fragile.

When Forum participants discussed public safety, health and housing, they were explicit about their concerns and what they expect from government.

In relation to public safety, Rio de Janeiro's residents are concerned about the lack of capacity within the police force. They want a greater police presence on the streets, in particular in poor neighborhoods that are experiencing what participants call "unacceptably high levels of crime." Participants expect government to ensure that local police have enough resources to do more preventative work and respond more quickly and effectively to incidents of harassment, violence and crime. Further, residents in Rio are concerned about incidents of corruption in the police force and want government to ensure that the police become more open to public scrutiny and more accountable for their actions. While participants generally are critical of government efforts to keep their city safe and free of crime, they recognize that residents themselves have a role to play in safeguarding their own homes and helping the police keep neighborhoods safe.

With regards to health, Forum participants believe that everyone should have access to a basic standard of care. They feel that the health care system in Rio de Janeiro is not effective or equitable; in particular, they are concerned that residents who lack the means to source their own private health care do not have access to high-quality care. Participants told us they experience long waiting lists for treatment in health centers and hospitals, which they find are generally overcrowded and poorly equipped. Participants also raised concerns that health care professionals are not sufficiently qualified to provide a good level of care and that they often rush patients through the system without paying enough attention to individual needs. While residents expect government to do more to increase capacity and quality, they also want government to reduce the burden on health care facilities by focusing on prevention and encouraging the public to take greater responsibility for their own health (for instance, adopting healthier lifestyles or seeking treatment sooner).

Participants feel that access to at least a basic quality of housing should be a human right for all in Rio. While most regard housing as a less pressing issue than health or public safety, they feel that government can and should do more to increase the availability of public housing for the poor; ensure that the build quality is of a sufficient standard; and that basic supporting infrastructure—such as sanitation,

water and electricity—is in place. They also argue that more needs to be done to improve the accessibility of core public services, especially in the *favelas* (unregulated settlements or shantytowns in the suburbs of Rio). With scarce availability of public housing, participants want government to do more to ensure that housing is allocated based on individual needs assessments. They also expect follow-up checks to ensure that recipients of public housing have not simply sold the house to make a personal profit. Last but not least, participants are concerned about incidents of corruption in housing, where public service officials award contracts to private-sector construction companies in return for bribes. To prevent such corruption and to ensure public funds are spent appropriately, participants called for government to introduce greater regulation, control and accountability.

Rio de Janeiro's principles of public value

Participants in the Rio de Janeiro Forum recognize that specific outcomes and the mechanics of service delivery for different service areas will vary greatly. Even so, during the course of the event they formulated a set of principles that they believe should guide service delivery across all public services. These principles seek to address what participants perceive to be the current shortcomings in public service delivery and are essential if government is to improve the quality of people's lives in Rio de Janeiro.

- **Accessibility.** Public services must be easily accessible. This requires government to improve capacity of frontline services, reduce waiting times and extend public services into parts of the city that are poorly served by them.
- **Fairness for all.** All citizens should be able to access public services that meet their basic needs, regardless of whether they are rich or poor. However, government should also provide decent-quality services. That way, taxpayers who can afford to do so will not find it necessary to go to private sector providers for services they feel they have already paid for through taxes.
- **Honesty, transparency and accountability.** Citizens have a right to know how spending priorities are determined,

how government contracts are awarded and what steps government is taking to reduce corruption and waste. By enabling the public to scrutinize public spending, participants feel that decision makers will be more accountable and spending will reflect the real needs of citizens.

- **Customer focus and flexibility.** Public sector employees should be properly qualified, supported and compensated so they can truly focus on improving customer service. At the same time, participants expect government to do more to proactively seek the public's views in setting priorities and delivering services.

["We want to be asked about what we think and not just have to vote in elections. How else can the government know what we want?"](#)

Connecting people with their government

From our analysis of the deliberations and findings from previous Global Cities Forum events, the Accenture Institute for Health & Public Service Value formulated a new model for more citizen-engaged governance. The model—the Accenture Public Service Value Governance Framework—is based on four components that provide the basis for the genuine engagement of citizens in their governance:

- **Outcomes**—Focusing on improved social and economic outcomes
- **Balance**—Balancing choice and flexibility with fairness and common good
- **Engagement**—Engaging, educating and enrolling citizens as co-producers of public value
- **Accountability**—Clarifying accountability and facilitating public recourse.

In this year's Global Cities Forum events, we wanted to explore these components in some detail by testing the relative importance citizens assign to each in relation to three different social issues that affect the quality of their lives: health, housing and public safety.

Following the consideration of the importance of the components in these three subject areas, participants considered their experience of government actions in relation to the components. Being asked to rate importance and experience, participants identified "quality gaps"—areas where participants consider the importance of the governance components greater than their experience of government performance.

Health

Health care is the area where participants feel there is the greatest "quality gap." Rio de Janeiro Forum participants are particularly concerned about what they perceive to be a lack of clear evidence about how public service policies and services are improving people's lives. They feel that government is doing too little to ensure that their election promises are kept and are disappointed by the capacity and availability of high-quality, government-provided health care in Rio.

As a result of what participants perceive as a lack of effective action, they feel that the government is failing to deliver real health outcomes—especially for those who are too poor to pay for private care. To improve people's experiences of public health care, participants want government to provide more local health centers and hospitals and ensure that they have sufficient resources to operate effectively. Participants also suggested that government should work with private health care providers to reduce the burden on public hospitals and clinics in the short term. To improve health outcomes in the longer term, government needs to adopt more public health initiatives that help prevent illness by changing people's behavior and way of life.

Last, but not least, they called for government to implement stronger financial management to ensure that the money is spent appropriately. They also want government to make information on health care organizations' spending and performance widely available so that the public can hold organizations accountable.

Housing

While Forum participants regard housing as important, most do not experience it as an issue that directly affects their own quality of life. Nevertheless, they point to a number of areas where their service experiences do not meet their expectations.

Rio de Janeiro Forum participants argued that when developing policy, government does not do enough to consult on priorities to ensure that it considers all residents' needs and preferences. Forum participants also expect government to take steps to encourage and reward all residents' contributions to the preservation of their neighborhoods. In rich and poor areas alike, they want all residents to take more personal responsibility for maintaining their homes, reducing litter and keeping streets clean. They expect government to do more to inform and encourage citizens to act responsibly, as well as to fine citizens who skirt their civic duties.

Rio de Janeiro Forum participants fear that the government does not always manage funds effectively. Further, they want more evidence about how money is spent and how initiatives benefit residents. Equally important, residents want all forms of corruption stopped and feel that stronger accountability measures, coupled with more open communication with the public, will help combat fraud and inefficiency.

Public safety

Participants who discussed public safety issues indicated that there is a large gap between expectations and actual experiences. To close this gap, they call for urgent government action to reduce crime in all neighborhoods. They view capacity as a critical issue; participants want to see more police presence in the streets, and particularly in poor neighborhoods, though such coverage should not come at the expense of police services in wealthier areas. At the same time, participants expect government to improve police performance and end what some termed as a widespread culture of violence and corruption within some parts of the police.

Residents also expect government to do more to encourage people to take greater personal responsibility for reducing crime in their communities. They identified a need to change the prevailing culture among Rio residents, in which "everyone keeps to themselves." They argued that government has a role in encouraging citizens to help each other when needed—for example, reporting incidents to the police and coming forward as witnesses when crimes occur.

Participants also feel that government should take urgent action to strengthen governance, monitoring and accountability to combat corruption and establish a more open, honest police force. In particular, participants expect government to make it easier to make complaints about police officers. They called for stronger inspection and regulation regimes—including citizen involvement in police governance and public access to information about how public safety policies and police services improve people's lives.

In conclusion, all four components of the governance framework are important to citizens. However, each component warrants a different emphasis depending on the conditions with which citizens are concerned and touches on different sensitivities at different times of need. What is important is that government and public service providers recognize the varying emphasis that people place on the different aspects of their relationship with their governments depending on their personal needs and the services they require. If government is to improve and achieve truly high performance, it must focus on citizens with all of their needs, all of their perceptions and all that they can bring and take from their relationships with government.

Rio de Janeiro in the future

While much of the deliberations were based on citizens' current views and experiences, they also discussed future priorities for Rio de Janeiro and the role of new technologies in improving residents' quality of life in the future. Working in small groups to develop newspaper headlines and short stories for Rio de Janeiro in 2015, participants presented their visions of a safer city—one with very little crime and a more responsive and honest police force; well managed government

hospitals and health centers that use new technologies and treatments to improve patient care; a more effective and comprehensive transport system that connects all parts of the city and alleviates growing congestion; a cleaner city with less litter, less air pollution and well-kept beaches; a more accountable government and an end to corruption at all levels; and a collaborative environment where residents are more involved in the planning and delivery of public services.

Messages to government from people of Rio de Janeiro

During the course of the event, participants in the Rio de Janeiro Forum formulated a clear set of messages for government and those managing public services:

Improve the quality and accessibility of public services, in particular in more disadvantaged areas. Participants feel that frontline public services are not sufficiently resourced and that government needs to do more to improve capacity and quality of public services, particularly in poor areas where residents lack sufficient access to core public services, such as health centers and hospitals, schools, public transport and the police.

Invest in the public service workforce to improve customer service. While participants are critical of public officials' performance, they argued that many public service workers have insufficient skills, are underpaid and/or are not appropriately managed to perform well in their role. They believe that greater investment in the public service workforce would improve customer service dramatically.

Tighten the management of public funds and adopt new ways of working to achieve efficiency gains. Rio de Janeiro Forum participants argued that waste and inefficiency are major problems in their public service organizations. They feel that government should adopt a tighter approach to financial management and be more open to new ways of working to achieve savings and free up funds for further investment in frontline services.

Make information about government spending available for public scrutiny so that people can hold public service organizations accountable. In addition to concerns about poor financial management, participants argued that corruption is still a major problem in many areas of government. They believe that to address the problem of corruption and financial mismanagement, accountability structures should be strengthened and spending information should be open to public scrutiny, so that decision makers and organizations can be held accountable for their actions.

Consult the public and service users, listen to their proposals and act on these. Residents want public services that reflect their needs and expect government to prioritize issues that matter most to them. To achieve this, they believe that government should consult the public more frequently, listen to what the public expects and then act on this feedback.

Engage with citizens to encourage personal responsibility and civic action. While many participants blame the government for many of social problems affecting Rio de Janeiro, they nevertheless recognize that they also have a role to play in finding solutions. Participants feel that government should do more to encourage citizens to participate.

"Not just keep to ourselves but instead take an active role in improving the quality of our lives."



About the Accenture Global Cities Forum

The Accenture Institute for Health & Public Service Value initiated the Global Cities Forum research project to examine more closely people's relationship with government.

A prime objective of the project is to elicit from citizens their own views and definitions of value that government should bring to their lives. One of the principal roles of government is to protect and enhance the lives of its citizens—to provide for the common good. Government does that largely through the provision of public services. The value of those public services, however, lies not simply in their quality or efficiency, but in the actual improvements they produce in the economic and social conditions of the people they serve—the public. In the research and academic literature, this is often referred to as "public value." The purpose of our project is to ascertain how the public defines public value.

However, the public does not speak with one voice; nor does any member of the public have only one perspective on the role of government. Each of us may have different and sometimes conflicting ways of relating to government and to public services. As users of public service, people want the highest quality possible. As citizens, they have a vested interest in services that promote social harmony, safety and wellbeing—whether or not they consume these services themselves. As taxpayers, however, they see clear limits on the levels of public investment they are willing to support. These three perspectives—all held, in one respect or another, in each member of the public—can conflict, with individuals changing their views depending on their needs and concerns at any particular time.

To understand these perspectives better, we worked with international market research company Ipsos-MORI, and its local offices in the various countries in which the Forum was held, to design and conduct a series of large-scale, daylong deliberative events around the world. The value of the deliberative approach is its ability to go beyond people's initial reactions to issues placed before them by providing an opportunity for people to gain information, exchange and discuss their views, and come to reasoned conclusions with other participants on the questions being posed. This approach produces deeper, more thoughtful responses to issues. It also exposes both the processes through which people make such judgments and the principles that underpin those judgments.

During the Forum, participants discussed their experiences of public services and their expectations of government. In addition to debate, discussion and some electronic polling, groups of participants assumed one of the different roles—citizen, service user or taxpayer—and then debated key issues (health, housing and public safety) from the three distinct perspectives. We also asked participants to identify future priorities for Rio de Janeiro and consider the role of new technologies in improving residents' quality of life in the future.

The overall findings from the Forum provided a very rich picture of what people think about government and public services, the issues that affect their lives and of how they judge public value.

This report represents the detailed observations and findings of the Global Cities Forum—Rio de Janeiro. Section 2 presents the Forum participants' views on "the individual's relationship with government." This covers the three perspectives through which people relate to government—service user, citizen and taxpayer—and examines what people expect from government under different circumstances. Section 3, "Improving public value: The quality of life in Rio de Janeiro," explores participants' expectations of government and presents participants' broad principles of public value—with particular emphasis on health, housing and public safety in the city. Section 4, "Connecting people with their government," draws together our analysis of the deliberations at the Rio de Janeiro Forum and those in the three other cities where events were held in 2009, about the relationship people want to have with their government in relation to the four components of the Accenture Public Service Value Governance Framework. Section 5 sets out participants' visions of Rio de Janeiro in the future, with particular emphasis on the role of technology in improving the quality of life for residents. Section 6 of the report presents participants' key messages for government and for those managing public services in the city. Finally, Section 7 contains comparative data, contrasting findings from the Rio de Janeiro Forum with those from the 16 other cities that have been part of the Accenture Global Cities Forum study to date.

Living in Rio de Janeiro

The Forum participants are generally proud to live in Rio de Janeiro. They praise its "majestic beauty" and wide range of cultural amenities—especially the music scene, which they describe as "alive and buzzing." The beaches are a source of pride and enjoyment, too, and residents emphasize the positive characteristics of the Cariocas (natives of Rio de Janeiro). Those characteristics include warmth, optimism and passion for life, possibly at no time better displayed than at the annual three day and night long carnival in the city. In the electronic voting, nearly three in five participants rated Rio de Janeiro as "good" or "world class" while only 8 percent rated the city as "poor" or "very poor."

We held the Forum only weeks after the International Olympic Committee's selection of Rio de Janeiro as the host of the 2016 Olympic Games. The vast majority of Forum participants were excited about this decision. They felt that it could lead to significant benefits for their city—on an even greater scale than residents experienced when the Pan American Games were held in Rio de Janeiro in 2007. In particular, residents expect to see benefits in terms of job generation, public safety improvements and much-needed investment in transport infrastructure. Some participants, however, are concerned that improvements will be purely "cosmetic" and argue that money could be better spent on core public services, such as health, education, sanitation, housing and policing.

Despite their love for Rio, participants are very concerned about the wide range of social problems in the city and they feel that government is not doing enough to effectively address these.

Most notably, despite significant improvements in key health outcomes (such as reduced infant mortality and longer life expectancy) over the past decade, participants are worried about the poor state of health among Rio residents. In the electronic voting session, health emerged as the top priority, with 37 percent of participants rating it as one of the three most important issues facing their city. Recent disasters, such as Rio's worst dengue fever epidemic (where over 100 residents died in the first half of 2008), remain fresh in people's minds. Despite government's subsequent efforts to clear stagnant water to reduce risks of further epidemics, residents fear that government health services are not resourced sufficiently to meet demand. In the electronic voting at the Forum, participants support this general view and nearly nine out of 10 find that services fall short of their expectations.

Public safety is another key concern for participants. Nearly a quarter rated it as one of the three most important issues facing their city. Rio de Janeiro has a serious violent crime problem.

Compared with other world cities, Rio experiences an alarming number of homicides and other serious crimes, such as kidnapping, carjacking, armed assault and burglary.

Despite early successes of the National Public Security and Citizenship program and the recent "proximity policing" program (with greater police presence in crime hotspots), residents feel that government needs to take more urgent and radical action to make Rio safer. Indeed, as many as 95 percent of Forum participants state that the government falls short of their expectations in this area.

Residents view housing services more positively, with nearly 30 percent stating that the level of services is about what they would expect or better. However, nearly a quarter of Rio de Janeiro's residents live in informal housing in the city's unauthorized *favelas*, which are poorly served by public services and have a range of social problems, such as drug use, unsanitary living conditions, health problems and crime. Over the last 10 years, local, state and national government have launched a number of initiatives to improve living conditions in Rio's *favelas*. In 2007, as part of the government's "war on drugs," the Brazilian government pledged \$1.7 billion to extend public services and improve infrastructure in the city's slums. Despite these efforts, Rio residents feel that the results are relatively thin on the ground and that the problems associated with the *favelas* remain as a growing number of poor people from other parts of Brazil settle in Rio in search of a better life.

Rio residents are well aware that many of the problems facing their city stem from the high levels of poverty in the city, putting pressure on all core public services. Nevertheless, they feel that government is not doing enough to tackle inequalities across different neighborhoods and that, in many ways, government action exacerbates the gaps between the rich and the poor.

"Rio seems to be split into two cities. There is the poor north and western side with its Carioca suburbs and then the south side, where the quality of life is better. The government services are much better in the south side of the city, which is where tourists go. On the north side, people are left to fend for themselves."

During the morning electronic voting session, we asked participants, "By texting us in three words or less, tell us how you would describe your city as a place to live and work." Below are some of the responses.

- "Beautiful but dangerous"
- "Chaotic"
- "Fun and lovely"
- "Disorganized"
- "Full of opportunities"



The “individual in society” is a complex construct. In relation to government and public services, each individual assumes—variously or often simultaneously—three overlapping roles: one as service user, another as citizen and a third as taxpayer (or payer of charges). Each of these different roles comes with its own expectations and demands, and the three may not always sit comfortably together. Yet all three come into play as the individual thinks about what he or she demands from government.

With the Rio de Janeiro Forum participants, we wanted to examine what, specifically, it means to be a user of services, a citizen and a taxpayer. What does looking at these different perspectives, with their differences and tensions, tell us about what people want from government? Can developing clearer understandings of the multifaceted and sometimes conflicting

expectations and demands the public places on political leaders and public service managers provide a basis for improving public services and, ultimately, social and economic outcomes? In this section, we outline what we learned from Rio de Janeiro Forum participants about their relationship with government from each of these three perspectives.

The user of public services

In Rio de Janeiro, the user of public services is primarily concerned with the quality and accessibility of public services and expects government to focus on delivering service improvements.

Service users look to government and service providers to:

- Provide residents with the opportunity to access core public services regardless of whether they are rich or poor or where they live in the city.
- Ensure that there is sufficient funding in place so that agencies can deliver high-quality services

- Make sure that public service staff have the necessary skills and experience to serve the public well
- Reduce bureaucracy to make it easier for customers to access services
- Offer opportunities for users to complain when things go wrong and allow them to influence the way services are delivered

One of the principal concerns of service users is the quality, effectiveness and accessibility of public services. As users, participants discussed how public services should be improved to better meet their needs. While largely disregarding constraints, such as limited resources and organizational or political obstacles, they argued that government needs to channel investment into core areas of public services, such as schools, hospitals, transport and policing. As it stands, because of low capacity and poor quality of public services, most people who can afford to purchase private sector services that they believe should be provided by government.

"The hospital service is horrible. Nowadays I have a private health plan because depending on public hospitals means risking one's life."

As service users, participants want a better public transport infrastructure; more police officers (especially in the poorer and most dangerous parts of the city); an expanded and improved health service; and more and better schools. Participants from the poorer areas of Rio were particularly vocal about how as users they feel largely "ignored by government, who only cares about the quality of life in the richer parts of the city." They want government to provide the same level of services across the city.

Users are concerned that existing public service agencies—such as hospitals, schools and other key services—are often asked to function on very limited budgets that do not allow for sufficient investment in equipment or facilities. This has a detrimental effect on the quality of the services offered. Unless government devotes a reasonable budget to local services, participants warn, agencies will not be able to serve the needs of their customers properly.

Service users complain about the lack of high-quality services in the public sector and want government to boost capacity and performance across the board. They expect government to hire more frontline staff (such as police officers, health workers and teachers); to ensure staff are appropriately qualified and receive ongoing training on the job; to better manage staff and take action when there are cases of poor performance. Participants also expect government to pay public officials better to attract and retain the best people and provide them with sufficient means so they are not encouraged to cheat or engage in corrupt activity.

Comparing experiences of public service provision to their dealings with private sector businesses, Forum participants find that complicated procedures and slow service are main sources of frustration with government. They feel that public service organizations should provide the same quality of customer service as private organizations, with staff who value customers, who are attentive to their individual needs and who are willing to "go the extra mile" when providing a

service. Service users want government to take steps to reduce bureaucracy, and they expect services tailored to meet their individual needs to be delivered as efficiently and effectively as possible. They also want public service officials to explore opportunities for working across traditional organizational boundaries and sectors to deliver more "joined up" services when users need it. Last, but certainly not least, participants called for a shift in culture where public service employees follow the lead of private businesses and keep a clear focus on improving customer service.

Service users also want government to make it easier for users to make complaints or suggestions about individual services. Importantly, they also want processes to ensure that their feedback is taken seriously and considered in ongoing service design and delivery.

The citizen

Participants who adopted the role of the citizen were primarily concerned with the "common good" and how public services can improve everyone's quality of life in the long term.

Citizens look to government and service providers to:

- Address inequalities in the city by improving public services in areas that are currently poorly served and have greatest need for them
- Develop long-term plans to address complex social issues and their underlying causes
- Foster a culture of community participation and encourage citizens to take more personal responsibility for their wellbeing
- Engage and consult with citizens and let the views of residents inform the development of priorities and spending plans.

Participants who adopted the role of the citizen argued strongly that government should provide public services that benefit everyone in society. They recognize that some individuals and communities—in particular the unregulated settlements, or *favelas*, in the western suburbs—may require more assistance than others in accessing public services.

As citizens, most participants feel that resources should be distributed more fairly according to relative need. They acknowledged that government should focus on improving public services in parts of the city that are poorly served, even if this means channeling funds away from public services in more affluent areas. Residents believe that disadvantaged communities should have more comprehensive and well resourced public services; otherwise, these communities will not benefit from public services to the same extent as more affluent areas. Participants argued that this approach will help to address growing inequalities within the city as public services help to raise living standards and improve people's life chances in more disadvantaged and marginalized communities.

"Everything is here in the south side and the Barra regions. There are 15 buses that go to Copacabana, but you almost don't see any that go to the western region."

To better serve people living in poorer communities, participants feel that government will need to devote more resources to increase service provision; reduce waiting times for key public services; educate people so they know how to access services; and join up services so people can access several services from one location or even through a single organization.

Forum participants argued that the government should be able to find some, if not all, of these additional resources by implementing measures to ensure that public funds do not go to waste and that all public service agencies operate in the most efficient manner. They generally feel that public service spending is not managed effectively, and that money is misspent or, in some cases, wasted through corruption.

Forum participants discussing government from the point of view of the citizen recognize that most social problems are interlinked. If people are not healthy, they will not be able to pursue an education or stay employed. Without education, people will often not reach their potential in life, remaining poor and relying on others for support. With that in mind, they argued that government should work to improve people's quality of life in the long term, and they cited a focus on prevention and education as key to sustainable

change. Citizens expect government to undertake more public information campaigns—for example, to inform people how to lead healthier lives. And they believe that an early investment in education will, over time, contribute to a better educated population with a greater chance of succeeding in life and contributing to the city as a whole.

"All social problems are connected. One thing leads to another. If you lose your job, you may lose your house, too, and not be able to afford proper health care."

As citizens, participants thought about the complex social issues that affect everyone's quality of life, such as poverty, crime, poor public transportation infrastructure, pollution, insufficient number of quality schools and, last but certainly not least, the impact of poor health. Participants expect government to take the main role in addressing these problems, although they recognize the need for ordinary citizens to "pull their weight," too. Throughout different areas of Rio, there are community groups, in particular faith groups, that are often closer to the needs of the community than government agencies. Working together with these community groups, they argued, there is greater potential for government to find solutions to problems that could not be addressed by public services working in isolation. Similarly, participants recognize that local businesses often have a role to play through their status as employers and through sponsorships of social activities.

Considering this, participants argued that government should do more to encourage collaboration and partnership across the voluntary sector, the business community and local public service agencies. Similarly, they called for government to do more to encourage and enable individuals to take on greater personal responsibility and proactively address issues themselves—for example, through adopting healthier lifestyles, being responsible parents or safeguarding their own homes and neighborhoods. There is much to do in this area, participants told us. At present, they said, residents are rather passive and complacent, partly because a laid-back attitude is part of the Brazilian culture, but also because residents have lost faith in politics and political institutions' commitment to make necessary changes. Participants argued that politicians

and government officials need to be role models and earn the public's trust to foster greater community engagement and personal responsibility.

"People have to realize that everyone has to do their part."

Participants pointed out that this closer collaboration with and encouragement of citizens requires greater efforts to engage the public. Government must enable individuals to get involved in shaping and delivering public services as part of a long-term strategy to address the underlying causes of the social problems in Rio. Forum participants agree that greater emphasis on consultation, coupled with a clear commitment to consider citizens' views and preferences in setting priorities and devising spending plans, will contribute to improving the quality of life. This is true not only in terms of producing direct results by reducing dependence on government services but also in terms of building a culture of trust between the government and the people it serves.

The taxpayer

Participants who adopted the role of the taxpayer were primarily concerned with effective and efficient service delivery and strengthening accountability within government.

Citizens look to government and service providers to:

- Manage public resources well and ensure that public agencies deliver value for money
- Enable the public to scrutinize public service organizations' spending and procurement
- Ensure that money is spent on addressing issues that matter most to citizens and will have the greatest impact on people's quality of life
- Reduce the level of corruption in public service organizations

According to Forum participants, Rio taxpayers understand the need to fund public services but are extremely concerned about the efficient use of public funds. They feel that too much money is wasted as a result of poor financial management: lack of concern about efficiency, strategic

decisions designed to maximize personal gain rather than reduce costs, and, in some circumstances, corruption. For example, residents feel that too often government contracts are awarded to inappropriate suppliers as a result of bribes or "personal favors."

"We don't complain about paying taxes; we complain about not getting what we pay for."

Rio de Janeiro Forum participants believe there is a need for a complete overhaul of the system, with greater emphasis on financial management and more focus on improving the effectiveness and efficiency of public organizations. They also feel that government should do more to enact new and stronger regulation and control and strengthen accountability structures to address incidents of corruption and mismanagement of public funds. These should be designed in a way that builds an open government and enables the public to scrutinize strategic budgetary decisions, public spending and procurement. Participants who adopted the role of the taxpayer believe that the public has a right to know how public service organizations spend public money and how effectively they use limited resources to deliver services that improve people's lives.

"We need mechanisms that provide the population with better means to track and control public spending."

Residents not only want government to reduce costs and improve efficiency; they also want public service organizations to spend public money wisely on addressing issues and improving services that citizens prioritize and that will have a real impact on their quality of life. As the day of the Forum took place just weeks after the announcement of the 2016 Olympics in Rio de Janeiro, participants debated the potential long-term impact of public spending in preparation for the games. Some participants were optimistic about how preparations might lead to significant improvements in terms of the quality and accessibility of some public services. Others, however, argued that the money would be better spent as part of a coordinated long-term strategy to improve public services—especially in those neighborhoods that need it the most. The Olympics aside, as taxpayers, participants

agreed that government should do more to consult regularly and comprehensively with the public about their needs and priorities and implement processes to guarantee that residents' views are considered in service planning and delivery.

Similarities and tensions between the perspectives

Participants initially found it quite difficult to distinguish between different roles and found that, in reality, the needs of the citizen, the taxpayer or the service user overlap. Participants generally found it easier to adopt the citizen and user perspectives but were less clear about the role of taxpayers.

Nevertheless, as the discussions unfolded, there were interesting differences in emphasis among the three perspectives. Participants who adopted the roles of the citizen and service user discussed the quality and accessibility of public service. Both groups want public service organizations to deliver accessible, high-quality services that meet citizens' needs. However, where service users discussed service quality and accessibility in terms of what they expect in individual transactions with government, as citizens participants discussed these aspects in relation to what is good for society as a whole.

The difference in emphasis between the user and citizen perspectives is particularly clear when they discussed if public services should be concerned primarily with the short or long term. Users favor prompt action, where it is possible to see the immediate effects of government action, whereas citizens argue that government should first and foremost consider long-term effects when setting priorities. Taxpayers tend to agree with citizens and argue that government would be more efficient and effective if it invested more in prevention and considered that most social problems take a long time to address.

Citizens and users tend to agree that government needs to address the inequalities in society and concentrate more resources on improving the quality and accessibility of public services in some communities than in others. Service users, however, were less aware of the tradeoffs and constraints that shape public services and were not as concerned about equality, fairness or the common good as those who adopted the citizen perspective. Across perspectives, most participants agreed that a key role for government is to help those who need it the most. Even so, some taxpayers find it unfair that some of the poorer residents in Rio do not pay taxes. These Forum participants were particularly critical of the fact that residents in *favelas* do not pay municipal property tax (IPTU).

"the rich pay taxes and the poor enjoy the improvements."

All participants, regardless of the perspective they adopted, feel that government should consult the public more often and enable residents to become more involved in shaping public services. However, participants gave very different reasons why they believe government should engage the public more. Service users emphasize the importance of service providers listening to customer feedback to enable providers to deliver services that better meet people's individual needs. Citizens believe that government should engage the public so individuals can take on greater personal responsibility for improving their own quality of life. Meanwhile, taxpayers argue that the public should have a greater say in determining spending priorities.



Improving public value: The quality of life in Rio de Janeiro

An important aim of the Accenture Global Cities Forum research is to enable participants to identify the key dimensions of public value for the residents in each city and to explore ways of enhancing public value in the future.

In this section, we examine Rio de Janeiro Forum participants' views on what government and public services should do to achieve outcomes that truly benefit the residents of Rio de Janeiro. These are their general "principles of public value." We have derived these principles from their collective discussions—as service users, citizens and taxpayers—about three issues that are particularly important to them: public safety, health and housing. We also look in detail at the outcomes that people want in relation to each of these three issues.

General principles of public value in Rio de Janeiro

Principle 1: Accessibility

Rio de Janeiro Forum participants argued that public services must be more accessible if they are to substantially improve quality of life. Participants said that government provision is insufficient to meet demand in many parts of the city, especially in poorer neighborhoods. In these areas, people often face a long wait to access many core public services. Further, service standards in many areas of public service—such as in hospitals, schools, police agencies and public transport—are not up to the levels people expect. Residents believe that to improve accessibility, government should reduce waiting times, work with public service staff to improve the quality and speed of services, and extend services into parts of the city poorly served by them. People told us that government should also aim to reduce demand for public services by addressing the root causes of social problems and

investing in preventative measures—for example, by educating people so they can safeguard their own health and supporting community efforts to improve public safety.

"We need more services, and we need better services."

Principle 2: Fairness for all

As a consequence of the problems with accessibility—lack of capacity and poor service quality in many public service agencies—most residents in Rio purchase core services from private providers if they can afford it. For example, Rio de Janeiro Forum participants find that a very high proportion of residents take out private health insurance, send their children to private schools, live in gated communities and/or hire private security guards. Many participants, especially those who are more affluent and thus pay more taxes, find this situation unfair and told us that they expect to see a better return for the taxes they pay. At the same time, however, participants are generally concerned that those who cannot afford to "go private" are losing out on access to even basic

services and that, as a result, many do not have access to even the most basic level of health care, education, housing or public safety. While fairness for all people in society—rich and poor—is a difficult balance to strike, most participants feel that government should focus on improving public services that help those with the highest level of need and address the stark inequalities between different communities within Rio de Janeiro. Doing so, they argued, would help address the most fundamental problems in the city (such as poverty, crime and health inequalities) the long term and would therefore ultimately improve the quality of life for all.

"No one should be treated better because of their income... Regardless of where we live, public services must be the same."

"The problem is that the outskirts of the city are completely neglected."

Principle 3: Honesty, transparency and accountability

Residents in Rio are concerned about government waste, inefficiency and corruption. Yet they feel unable to hold organizations and individuals accountable because they lack access to information on spending and performance that demonstrates whether or not procedures have been followed and results have been achieved. Residents believe that they have a right to know how spending priorities are determined, how government contracts are awarded and what steps government is taking to reduce corruption and waste. After all, as taxpayers, it is their money that government is spending.

By enabling the public to scrutinize government spending and giving them access to information on performance, people believe they will be better able to hold decision makers accountable. This, they argued, is a necessity to make public service officials follow standards and to incent officials to reduce inefficiencies and waste and become more honest in their dealings.

"We pay taxes and see nothing in return. Government needs to show us how they spend our money."

Residents in Rio de Janeiro also feel that government and public services often work in isolation, without guidance from the public. They feel that government should do much more to proactively seek the views of the public in setting priorities and delivering services.

"We want to be asked about what we think and not just have to vote in elections. How else can the government know what we want?"

Principle 4: Customer service and flexibility

Participants told us that their experiences of poor quality service delivery is not just down to a lack of resources but also influenced by what they perceive to be poor customer service by staff, who either do not have the necessary skills and experience to do their job or "don't care." Many Forum participants related experiences of public sector employees who are either unable or unwilling to meet people's needs and offer good customer service.

"Public service workers are paid very poorly. As a result, they lack the motivation to do the best they can. We need to reward teachers, doctors and police officers better in order to attract qualified and committed staff."

Rio de Janeiro Forum participants want public service organizations to invest more in high-quality staff and to ensure that they are appropriately qualified to do their job. Participants also want employees to focus on improving customer service and providing customers with flexible services tailored to individual needs and circumstances. They believe that it is necessary for government to recruit highly-motivated staff and to improve the morale of existing staff. They argued that public services staff should be paid better so that they are less tempted to "revert to corruption to make ends meet".

Forum participants feel that greater engagement with the public, along with more openness and strengthened accountability structures, will increase citizens' trust in government and support greater community participation and personal responsibility in society.



Improving health, housing and public safety in Rio de Janeiro

Delivering greater public value is about improving the social and economic conditions for the residents of Rio de Janeiro. During the Forum, we asked participants to focus on three specific areas and to discuss, in practical terms, what would need to happen in each of these areas to improve their own quality of life—that is, to achieve improved outcomes. In doing so, they identified a core set of public value principles that they expect government decision makers and public service managers to take into account as they work toward achieving these outcomes.

Health

Concerns about capacity and quality in the public health service are critical for Rio de Janeiro participants. They argued strongly that all residents of Rio have a right to a basic standard of health care and that the government should do much more to ensure that this is provided. To achieve a basic standard of health care for all, government should:

- Build more hospitals and clinics—especially in the poorer, more disadvantaged parts of the city
- Ensure that residents can access health services close to their homes
- Reduce the burden on health care services by investing in preventative measures and educating the public to take a greater role in safeguarding their own health

- Ensure that doctors and nurses and other health care workers have sufficient qualifications and skills to perform well in their roles
- Make it easier for patients and the wider public to provide feedback about the quality and accessibility of care

While many participants do not expect government to be in a position to provide the very best standards of health care to all, most believe that the current situation, in which a large number of residents in Rio find it difficult to access even basic health care, is deeply concerning. They argue the system lacks sufficient capacity and that, as a result, people have to endure a long and, at times, life-threatening wait to be seen and treated. Some participants described situations in which they had to wait overnight to get an appointment with a doctor, even in circumstances where their need for an appointment was urgent. Because of the pressure on the system, many participants feel that the service they receive is often rushed.

"The doctors are so busy that they don't really examine us properly. They are often impatient, and it seems like they just want us to go away."

The Rio de Janeiro Forum participants who discussed the health service want government to invest more in health care. They expect to see more and better hospitals that are well equipped and well managed. As those residents who can afford it already have private health insurance, participants are concerned about the health inequalities in the city and want government to focus specifically on building capacity of the health service in the poorer parts of Rio. At the same time, however, participants from more affluent backgrounds are critical, if not angry, about what they perceive as "double taxation": having to pay for the use of private health services while paying taxes to support government hospitals and health services. While they recognize the significant health gains for people in Brazil over the past decades, participants called for government officials to keep to their pre-election promises and take urgent steps to improve the quality of care for all.

Improving the capacity and quality of health care in Rio is also about ensuring that residents do not have to travel far to access health services. Participants welcome the development of local health centers, which offer a range of services under one roof. Those who happen to live near a center clearly enjoy the benefits. Residents want government to build more centers and ensure that they are properly resourced and managed. This, they argue, would reduce pressure of demand on hospital services and make it easier and faster for residents to seek help.

"We all want a health center near our house so that we don't have to have a long commute to go to the hospital."

Participants also suggested that part of the solution to the capacity problem could be to invest in preventative measures to reduce the burden on health care services and improve the health of all citizens. They argued that government should educate people about healthy living and encourage individuals to take greater responsibility for safeguarding their own health through public information campaigns. Participants also suggested that government should focus more on prevention—addressing the underlying causes of ill health in Rio de Janeiro. Those include air pollution, inadequate sanitation and poor housing that exist in some of the poorer areas of Rio.

Participants feel that too often doctors and nurses do not concentrate on the needs of patients, lack motivation and do not provide patients with high-quality care. Forum participants find that too many health care professionals in the public health system do not have the level of qualifications and experience they need to provide high-quality care.

"We need health professionals that are actually professionals. We do not want to consult with students and novice doctors anymore."

"There are awful cases because the professionals work without motivation. I know a case in which a person had to have one leg amputated and they amputated the other. The professionals must be motivated, must do their job."

Residents want government to improve the quality of care by ensuring that doctors and nurses are experienced and qualified. They expect government to provide ongoing training and development opportunities to ensure that health professionals can specialize and are aware of new learning, treatments and approaches. Importantly, participants also want to ensure that doctors have access to patient data in order to "track the family, know the patients' history and previous problems."

To further support the health workforce, participants want government to improve the doctors' and nurses' working conditions to make them more motivated and reduce the temptation to engage in corrupt activities (for example, by selling medicine, requesting bribes to select certain providers or asking for individual contributions for performing consultations or treating patients).

Finally, residents want government, hospitals and clinics to provide patients and their caregivers with more opportunities to provide feedback about the quality and accessibility of care, to report corruption and to make complaints about individuals and organizations. They believe that this is very important, as the impetus for change will not come from within government or health care organizations. Only pressure from patients and the public will encourage health care organizations and government to improve the quality and accessibility of care.

Housing

Rio de Janeiro Forum participants are concerned about how to improve the availability and quality of public housing in the city. To achieve this outcome, government should:

- Reduce inequalities and ensure that all residents in Rio have at least a basic standard of housing
- Ensure that new public housing developments are supported by sufficient infrastructure and served by core public services
- Allocate public housing according to individual need
- Introduce greater regulation, control and accountability to ensure that public funds are spent appropriately

Participants are concerned about the social inequality in Rio and worry about the great contrast in the standards and quality of housing in different neighborhoods. As the city is surrounded by hills, space in the center of town is at a premium and poor people are largely confined to living on the hills where there are risks of landslides, or in the far suburbs where the infrastructure and availability of public services is limited. Rio de Janeiro Forum participants argued that there are too many people in Rio who do not have a roof over their heads or who live in very poor-quality housing. While they are positive about governments' pledge to improve conditions in poor neighborhoods, they are frustrated that projects to improve housing conditions, such as the Favela-Bairro project, are long underway and yet the results are often thin on the ground.

"We've been waiting for 20 years for some improvement in Rio Comprido [a poor neighborhood in the suburbs of Rio] through the project Favela-Bairro, including stairs, street pavements, slope contention, water, power... but it never comes true!"

In addressing inequalities, participants feel that government needs to devote special attention to the *favelas*. They argued that government needs to do much more not only to improve the quality of the housing, but also to legalize the settlements and regulate future construction. While this will help in improving housing conditions, participants argued that government must also ensure that residents have access to appropriate sanitation, clean water, power and telephony. And, importantly for improving people's quality of life in *favelas*, government must provide investment to provide urban green spaces, parks and leisure opportunities, as well as access to public transport, schools and health centers. Participants also voiced concerns about the crime rates in the poor neighborhoods and argued that these communities need more police presence.

"It's not a matter of luxury: government has to offer the minimum conditions required for living in it."

"I know people that live close to a public housing community. The building is not very good, especially the sewer system that clogs because it was not built correctly."

Rio de Janeiro Forum participants make connections between housing and other economic and social conditions in the city. They argue that housing inequalities, possibly because they are very visible to all residents in Rio, contribute to the general perception of "two cities in Rio: a rich and a poor." There is little sense of community across the different groups in society and, as a result, people don't help each other and antisocial behavior and crime remain unchecked. Participants feel that better-quality housing would foster individual commitment to helping secure the wellbeing of their community.

While Forum participants expect appropriate housing for all, they raised concern about the allocation process of public housing and want government to do more to ensure that public housing is allocated only to those who need it most. They want government to make it easier for people with low incomes to access public housing, but only if it is followed up with close inspection to ensure that poor residents actually stay in their allocated houses and do not attempt to rent them out or sell them.

"We need to avoid people profiting when they get allocated public housing. Some people get a house from government for free but sell it to other people and then they themselves go back to the *favela*."

Finally, participants are concerned that housing services are not always effective and that poor decisions have been made when it comes to awarding contracts to private construction businesses or deciding on locations for new housing developments. They want government to manage housing services better by introducing greater regulation; controlling how decisions are made and money spent in order to avoid mistakes; and reducing incidents of corruption, where government officials receive a bribe for awarding contracts to specific construction companies.

"Relatively new public housing communities have been closed down because they are falling down. There is no use in providing a person with a house that will not be there in three years because of poor build quality or landslides."

Public safety

The Rio de Janeiro Forum participants feel that the public safety situation is a serious and pressing issue facing their city and argued that much more could be done to reduce crime and ensure that every resident and tourist in Rio feels safe. To achieve this outcome, government should:

- Improve the capacity of the police force to place more police in the streets and in all neighborhoods
- Ensure that the police are sufficiently resourced to detect crime where possible and respond faster and more effectively to incidents of harassment, violence and crime
- Introduce greater accountability measures to reduce corruption in the police force
- Build awareness of risk and encourage residents to take greater responsibility for keeping their own homes and neighborhoods safe

Rio de Janeiro Forum participants are very concerned about the poor state of public safety in their city. Many participants told us how they, their close friends or family members have been victims of crime—car thefts, home break-ins or muggings in the streets. Participants told us that the police prioritizes high-profile areas of the city and are less concerned about safety in poorer neighborhoods that suffer most from gang crimes and drug problems. As a result, there are areas in Rio where residents simply do not feel safe, even during the day.

Participants acknowledged the need to protect and improve tourists' perception of Rio as a safe place to visit. They also expect government to take steps to improve capacity—ensuring a strong police presence in all areas of their city but particularly in poor neighborhoods that experience more crime and therefore need it the most. A greater police presence would enable the police to respond more quickly and effectively to incidents in people's homes and in the community. Many residents told us about their own experiences of police not turning up or arriving very late and argued for urgent action to improve response times.

"My house was robbed, and I called the police and they didn't show up. I had to go to the police station to report the robbery."

Though critical of police officers, Forum participants recognize that the police often lack the resources they need to work effectively. For example, residents want government to devote more funds to ensure that police cars are newer and better equipped, that they have appropriate weapons and that they have access to appropriate technologies, such as cameras, GPS systems and technology for detecting crime patterns.

Many of the people attending the Rio de Janeiro Forum voiced concerns about what they experience as mismanagement of funds and corruption in the police force. They told us how some police officers actually cooperate with criminal gangs and drug lords who pay officers to "look the other way" when crimes are committed. While recognizing the difficulties government faces in tackling this issue, participants want government to strengthen accountability structures to deal with incidents of corruption as they occur. They also want more training and development for officers to instill a culture of honesty in the force. Importantly, they want police officers to be better paid so that they can support their families on their regular salaries and therefore be less tempted to "cheat or steal."

"There are many corrupt police officers because they work a lot and make little money."

Participants also want government to implement mechanisms that allow the public to complain if they find it necessary and give them confidence that there are sound processes for ensuring that complaints and feedback are taken seriously and acted upon.

While participants feel a real need for the police establishment in Rio to improve its ways of working, they acknowledge that residents themselves have a role to play in ensuring that their city is safe. This involves taking personal responsibility for safeguarding themselves, their homes and their families and doing whatever is possible to avoid risks. But, importantly, it also means taking a greater role as citizens, looking out for the safety of others and offering help and assistance whenever possible. Participants argued that government could do more to encourage people to play a greater role through campaigns, "citizenship awards" and other forms of encouragement.



Connecting people with their government: The Accenture Public Service Value Governance Framework

In our analysis of the citizens' deliberations from the eight Global Cities Forum events in 2007, we found strong evidence that people want more from the ways in which they connect with their governments.

Most people do not want government to intrude in their lives, but when they do need to use a public service or require support, people want to be an active part of the transaction. When they want information or wish to register praise or a complaint, they do not want to wait until government pollsters come to them to speak about it. Nor do they want to wait until election day every few years. People use public services every day. They are the key and most frequent way by which citizens interact with their government and they have an important impact on the governance relationship between people and those they elect to lead them and to shape and direct their public services.

Based on our analysis, we formulated a new model for a more active relationship between people and their governments. The Accenture Public Service Value Governance Framework represents a more publicly engaged model of governance, one that truly connects people—as citizens, service users and taxpayers—with their governments. Derived from the common concerns and ambitions of all of the groups of participants and the principles of public value they defined in the eight 2007 Forums, the governance framework is built around four components:

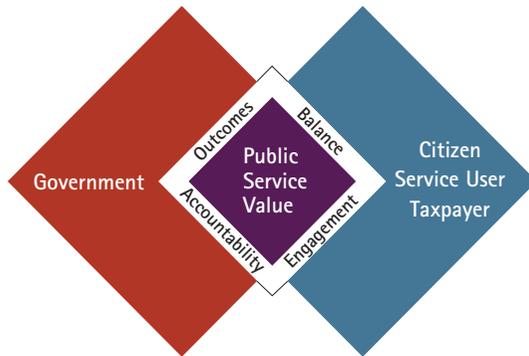
- **Outcomes—Focusing on improved social and economic outcomes.** The purpose and mission of public services provision should be on the actual improvements they produce in the economic and social conditions—such as health, learning and safety—of the people they serve, not simply on the amount of service produced or on economic efficiency.

- **Balance—Balancing choice and flexibility with fairness and common good.** Government should tailor service provision to meet a wide range of different needs across the population. Meanwhile, it must be mindful that narrow applications of “fairness” and “choice” can widen the gaps between rich and poor and between those who know how to use the benefits of greater choice and those who do not.

- **Engagement—Engaging, educating and enrolling citizens as co-producers of public value.** The educative and enabling roles of government are vastly underused. Citizens can be helped to clarify their own perceptions of government through regular consultation and engagement, to learn how to make the best use of government resources through better information and education and to contribute as partners to improving social and economic outcomes.

- **Accountability—Clarifying accountability and providing clear avenues for public recourse.** Citizens demand far greater clarity and accountability from government, especially with regard to tax expenditure where the absence of clear accountability fuels people's perceptions of waste and inefficiency. Citizens also need consistent and accessible means to remedy any problems they have with government when these occur.

Accenture Public Service Value Governance Framework



The components of the governance framework, which are represented in the accompanying diagram as Outcomes, Balance, Engagement and Accountability, provide a means to articulate a relationship that is not only about voting in elections or paying taxes—however important these are—but also the genuine engagement of citizens in their governance and in the ways in which government serves their interests. In the Rio de Janeiro Forum, we asked groups of participants to consider the four components of the governance framework—Outcomes, Balance, Engagement and Accountability—in relation to one of the three areas—health, housing or public safety. Specifically, we asked participants to think about the following eight government actions that would help improve social and economic conditions in Rio de Janeiro.

Outcomes

1. Focus on delivering real benefits in areas that matter most to citizens like you.
2. Target public services to help the people who need them most.

Balance

3. Provide fair and equal access to public services for everyone.
4. Provide people with a wider choice of services that are tailored to meet their individual needs.

Engagement

5. Consult citizens when deciding what the priorities for public services should be.
6. Encourage people to take more personal responsibility for improving the quality of life for themselves and their communities.

Accountability

7. Provide citizens with clear evidence of how public service policies and services are improving people's lives.
8. Take prompt and effective action to resolve problems or difficulties that people experience with public services.

At the end of the discussion, we asked all the participants to rank the importance of each of the eight government actions in relation to the specific services they were considering. We also asked them to rank their own experience of government performance—how well participants feel that government is delivering in relation to the service area in question. We used electronic voting to register their views—not as an absolute statistical measure, but as an indication of the strength of feeling from their group deliberations.

Together with what we registered from the participants' discussions, this enabled us to draw conclusions about the relative importance of the various components of the governance framework; identify views on government's relative strengths and weaknesses; and to point to areas, where there is a "quality gap"—that is, where people's experience of the service do not meet their expectations.

The electronic voting results for each service area are graphically represented in the section below, along with a discussion of participants' views of what could and should be done to 'close the gap.' By government taking actions to improve the citizens' experiences of services and/or manage the citizens' expectations, the relationship between residents in Rio de Janeiro and their government can be improved.

People's perceptions of the governance framework

In Rio de Janeiro, as in other cities, participants in the Global Cities Forum had different views on the relative importance of the various components of the framework when considering different social conditions. We examine these below.

Health

Health care is the area where participants feel that there is the greatest "quality gap"—that is, where they indicate that their experiences of the service do not match their expectations. Rio de Janeiro Forum participants are particularly concerned about what they perceive to be a lack of clear evidence about how public service policies and services are improving people's lives. They feel that government officials are doing too little to ensure that election promises are kept, and they are disappointed about the perceived lack of progress in this area.

"In Brazil we have a history of very poor public health care... There are still very few health centers and the quality is not good."

"There is lack of credibility when it comes to health services. The promises made in election campaigns are not met."

Because of what participants describe as lack of effective action, they feel that the government health services fail to deliver real health outcomes. As a result, residents who can afford it have private health insurance. While they find it unfair that they are effectively "paying twice" for their health services, they remain concerned that some are served by excellent private health care facilities while others do not have access to even basic care.

While residents appreciate that there will always be inequalities in health care provision, as those who cannot afford private health care will not be able to access the very best quality of care, they voiced concerns that in large parts of Rio de Janeiro, patients are turned away from hospitals, receive very poor levels of care and have long waits to see

a doctor. Participants believe that everyone has a right to a basic standard of health care, no matter their income, community or personal circumstances.

To improve people's experiences of public health care, participants want government to provide more health centers locally; ensure that they are staffed with qualified and committed professionals; maintain good, clean facilities; and have sufficient resources for providing appropriate services. Participants also suggested that government should work with private health care providers to reduce the burden on public hospitals and clinics in the short term. Further, they suggested that government adopt more public health initiatives to help change people's way of life, thereby preventing illnesses and improving long-term health outcomes.

Participants argued that this is not just a matter of redirecting funds from other parts of public services to health care. They are convinced that the health service is not efficient or effective. They argued that funds for frontline services could be found if government were to implement stronger financial management to ensure money is spent

appropriately and services function effectively. Perhaps more importantly, participants feel it is critical for government to make information on health care organizations' spending and performance widely available so the public can hold organizations accountable for improving people's health in Rio. As the chart below shows, Rio de Janeiro Forum participants feel that much more should be done to provide clear evidence of progress.

"We need to know where our money is going. I think everything has to be seen in practice. You go to the hospital and there are doctors and equipment that works. If everything works, you see that your money is being invested."

Housing

While participants regard housing as an important challenge, most Forum participants do not experience this as an issue that directly affects their own quality of life. Nevertheless, they are concerned about providing housing of a "decent quality" for those who need it the most.

Health



Housing



Public safety



Participants stressed that access to appropriate standards of housing is not simply a matter of sufficient space or the build quality. It is equally important that there is provision of clean water, electricity and sanitation and that residents have access to essential public services, such as schools, public transport, health care, parks and leisure facilities. Finally, participants expect a police presence in neighborhoods with a high density of public housing to reduce the unacceptably high crime rates in those poorer parts of the city.

In relation to housing, Rio de Janeiro Forum participants argue that government does not do enough to consult on priorities to ensure that all residents' needs and preferences are considered when policy is developed. On an individual level, residents want government to assess the needs of poor people and families before allocating appropriate housing. Families are too often provided with houses with insufficient space. When it becomes clear that the living conditions are untenable, government needs to follow up by adding extensions or offering new housing. This reactive approach is not efficient, residents argued. They want government to plan better and make decisions on the basis of a thorough consultation and assessment about need. Similarly, on a collective level, residents want government to consult widely with whole communities before putting in place new housing. This is particularly important when prioritizing infrastructure developments in the neighborhoods with a high density of public housing, where residents should be allowed to choose between, say, different types of leisure facilities or the location of schools or health centers.

It is important to Forum participants that government take steps to encourage and reward residents' contribution to the preservation of their neighborhoods. They want all residents to take more personal responsibility for maintaining their houses, reducing litter and keeping streets clean. They expect government to do more to run information campaigns and perhaps even reward good citizenship. Just as importantly, Forum participants called for government to fine citizens who are not socially responsible.

"If someone breaks a public phone, for example, they should be fined, or the community should collect to pay for a new one, so people would wake up to the problem and start taking better care of public property."

In terms of accountability, Rio de Janeiro Forum participants feel they lack sufficient evidence about how money is spent and how initiatives are benefiting residents. They are unconvinced that funds are always appropriately spent and argue that at least in some cases construction companies win contracts by promising paybacks or "over-invoicing" government. Residents want this kind of corruption stopped and feel that stronger accountability measures will help combat fraud and inefficiency.

"I want to have access to information. There should be a data bank that we could consult to check and follow up on projects."

"I want to see people who have been benefited by projects speaking on TV, giving their testimonial."

Residents expect government to do much more to increase the availability and accessibility of public information about spending and activities. They want this information presented in a clear, concise manner, so that the ordinary citizens can easily access, understand and interpret the information. Just as important, they want government to provide channels for residents to voice their concern when they spot mistakes and for government to ensure that they act on citizens blowing the whistle.

Public safety

Participants who discussed public safety issues are particularly concerned about the level of crime in their city. They called for urgent government action to deliver critical public safety outcomes—that is, to ensure that all neighborhoods, rich and poor, are free of crime and that citizens feel safe in their homes and on the streets. Most residents feel that action to address the problems has been limited and find that the performance of the police, in particular, is not of the high standard they expect. Capacity is considered to be a key issue, and participants want to see more police presence on the

streets—particularly in poor neighborhoods, though not at the expense of police services in other, more wealthy areas.

"Security has to be the same for everyone. We all need to be treated in the same way."

Rio de Janeiro Forum participants are concerned that government is not ensuring equal access to the police. They perceive a "widespread culture of violence and corruption" within the police force. They argued that the poor man suffers the most, as they often do not have the resources and skills to argue their case or raise a complaint. Participants argued for a culture change within the police force, with stronger emphasis on respect, honesty and accountability.

Participants expect government to do more to encourage people to take greater personal responsibility for reducing crime in their communities. They feel that residents in Rio need to become much more safety conscious—avoiding certain dangerous areas and ensuring that their homes are well guarded. At the same time, there is a need to change the prevailing culture among residents in Rio, where "everyone keeps to themselves." Rio de Janeiro Forum participants argued that government has a role in encouraging citizens to help each other when needed, to report incidents to the police and to come forward as witnesses when crimes occur.

"If a person is being robbed, I have to try to help, not withdraw and pretend that I don't see it because it's not going on with me!"

In the voting session, participants find that government does very little to provide citizens with clear evidence of how public service policies and services are improving people's lives. Much of the subsequent discussion centered on what government could do to strengthen governance, monitoring and accountability to combat corruption and establish a more open, honest police force.

People expect government to make it easier to make complaints about police officers and implement measures to ensure that the complaints are taken seriously and acted upon. They want stronger inspection and regulation regimes, and there were suggestions of how to improve community participation in police governance. For example, one group of participants asserted that there should be opportunities to elect a representative from each neighborhood to participate in meetings about public security in their city. This would ensure that residents, in cooperation with the government, would be able to decide what the priorities are and how money should be spent.

"Many people do not believe the statistics of crime reduction that are sometimes announced on the TV news. When you go to the streets, you see that it is not like that; you see that it's very different."

Residents in Rio want government to make use of a range of channels to provide evidence of how public safety policies and police services are improving people's lives. They would find it very useful to be able to access—through a website, for example—key crime statistics and information about what the police are doing to deal with crime hotspots. Some participants also suggested that the police should be given monthly airtime on TV so that they can talk to the population directly and inform them about their activities and the impact of their efforts.

In conclusion, all four components of the governance framework—Outcomes, Balance, Engagement, and Accountability—are important to citizens. However, people place different emphasis on the different aspects of their relationship with their government depending on their personal needs, the services they require and their experiences of government and public service delivery. If government is to improve its relationship with citizens and achieve truly high performance, it must focus on citizens with all of their needs, recognize the differing expectations and take active steps to address these.



Rio de Janeiro in the future

While many of the messages from Forum participants were based on their current experiences, they have a clear vision of how they want Rio de Janeiro to change over the next five years.

Participants hold strong views about what the priorities should be for making the city a better place to live in the future. In the final exercise of the Forum, we asked participants to work in small groups to develop newspaper headlines and short stories for Rio de Janeiro in 2015. The groups enjoyed this opportunity to construct the future of their city and all worked together to produce very engaging, thought-provoking newspaper stories. These headlines and stories presented clear visions of:

- A safer city with a more responsive and honest police force
- Public sector hospitals that are well equipped and appropriately managed

- A more effective and comprehensive transport system that connects the city and alleviates the growing congestion problem
- A cleaner city in which there are well-kept beaches, less litter and less air pollution
- A more accountable government and an end to corruption at all levels
- Residents being more involved in the planning and delivery of public services

Residents want Rio de Janeiro to be a safer city in 2015. They believe a range of actions is required to reduce crime rates: providing additional resources to frontline policing and investing in tools and technologies, which enable the police to operate more effectively; strengthening governance and management of the police force to improve performance and combat corruption; adopting long-term strategies to

provide those living in poverty with more opportunities; and working with residents to encourage them to take action to improve safety in their neighborhoods. Participants said that it is vital for government to rebuild citizens' trust in the police; Rio de Janeiro cannot become a safer city unless communities are willing to work with the police to root out criminal activity instead of "looking the other way." Residents believe that to increase the public's trust in the police force, government must enable citizens to make complaints about the police and provide easy means for people to report any abuse of the system. These complaints must be taken seriously and government must demonstrate to the public how it is effectively reducing corruption and improving the effectiveness of the police force. Residents believe that this requires government to give the public access to reliable information on crime rates, arrests, police spending and operations and conviction rates. Only then can citizens be confident the police are doing their job properly.

Residents believe that if their city is to realize the vision of becoming a world-class city, its education system must improve dramatically. People want government to create an education system that enables every child in the city to access a high-quality free education that gives them relevant skills, enhances their job prospects and teaches them about social responsibility. Participants told us that by improving schools, government will contribute to a safer and healthier city; reduce the poverty rate by giving people the skills required to find a job; and support economic growth by ensuring that Rio has a skilled, competitive workforce.

The Rio de Janeiro Forum participants have a vision that by 2015 the city could have a comprehensive, efficient public transport system that will help to reduce congestion and air pollution. Participants hope that the recent decision to host the 2016 Olympic Games in Rio will help achieve significant improvements in the public transport infrastructure and hope that over the next five years government will invest more for faster, more affordable public transport for all. They believe that if these projects are completed successfully, residents will find it much easier to move around their city and will be able to use public transport to commute to work, reducing the level of congestion and supporting the city's economic growth.

"We want to see a much better urban transportation network—expansion of subway lines and high-quality service without delays."

Participants told us that they want their city to be cleaner with less air pollution and litter. Residents understand that the public must take the lead in cleaning up Rio de Janeiro by not dropping litter, making sure that they recycle where possible, switching to less-polluting automobiles and using public transport where possible. However, participants also asserted that government has a major role to play in educating the public and encouraging them to live "greener" lives. Residents want government to improve the quality of refuse collection and street-cleaning services and enforce more stringent emission regulations to limit the environmental impact of automobiles.

"We want to know where to complain and make suggestions. It would be good if we could say, 'Boy, they [the government] are doing something!'"

One of the most important things for the residents of Rio de Janeiro over the next five years is for government to become more open about the way it operates—to take active steps to ensure that promises are kept and corruption is eliminated. They expect accountability structures to be strengthened and want government to embark upon a program of culture change in all areas of public services to promote honesty and openness as core values within government.

Participants told us that unless decision makers understand what day-to-day life in Rio de Janeiro is like, what challenges people face and what they really need from their public services, improvements in public safety, education, public transport and the environment will not be achieved. Residents believe that the key to more effective government is citizen participation. Decision makers must enable the public to become more involved in planning and delivering public services. This involves educating people so they are better able to help themselves, giving people the chance to tell government what they think about issues and services and then acting on this feedback. It also means improving transparency and accountability by enabling the public to scrutinize information on government spending and ensuring that spending priorities reflect citizens' most pressing needs.

The impact of technology on the future of Rio de Janeiro

Residents believe that technology will play a major role in shaping their city in the future. They told us that if promoted in the right manner, technology will:

- Make information about public services more widely available and easily accessible
- Enable the public to access spending information and hold government accountable for waste and poor performance
- Provide children with a better education and provide lifelong learning opportunities

- Help make communities safer by improving effectiveness and developing greater understanding about patterns of crime
- Improve the quality of health care as hospitals are equipped with the latest technology
- Reduce pollution in the city as government uses green technologies to reduce the environmental impact of cars and invest in public transport

The people of Rio de Janeiro expect technology to transform the way that government and the public communicate—enabling citizens and public service organizations to work together more effectively for the benefit of the city as a whole.

Residents believe that government could use technology to make available up-to-date and comprehensive information about public services and initiatives. In some cases, people could also be able to access more services online, thereby reducing pressures on local offices while allowing residents to "do business with government in our own houses in our own time." People expect government to create user-friendly websites with easily accessible information about what services they are entitled to and what the broad priorities for public investment are. They also expect government to do more to use technologies to consult with them about their needs and preferences.

In promoting the use of technologies, however, government should recognize that not all have access to the Internet. In fact, many—especially the poor and the elderly—do not have the skills and expertise they need to go online. Participants argued that in order to make technologies work for them, government needs to do more to ensure that all citizens have access to the Internet and know how to use it. This means that government needs to provide facilities where people can access the Internet and where training and development opportunities are offered to support inexperienced users.

Participants told us that it is particularly important for government to take steps today to support the use of technologies in schools and the wider education system. Only then, they argued, would Rio de Janeiro residents be sufficiently skilled to make appropriate use of information and communication technologies (ICT) to improve their quality of life and compete in the global economy.

During the last session of the Forum, participants worked together to come up with a newspaper headline and story about what life should be like in the city in 2015. Below is an excerpt from some of the headlines about life in Rio de Janeiro in five years' time:

- It's been five years without traffic jams in Rio: With the integration of an urban transportation network, there have been no traffic problems in the city.
- Rio is well prepared for the 2016 World Cup: There have been marked improvements in the transport infrastructure and in public safety, in particular. People are satisfied that changes will be sustained.
- Technologies enable change for the better: Investments in technology improve communication between the government and the people—resulting in dramatic effects on the quality of life in the city.

- Crime rates drop dramatically: Rio is now recognized as a world leader in crime fighting. Widespread use of GPS, radars, cameras and more modern prisons are considered to have made a real difference.

- Solar energy in stadiums and homes. As a result of an ongoing government initiative, the use of alternative energy sources, especially solar energy, is now widespread in Rio.

In terms of achieving improvements in core social outcomes, such as health or safety, participants recognize the important role that technologies can play. In the area of public safety, for example, residents feel that further investment in proven technologies, such as CCTV, speed cameras, mobile phones and GPS devices, could help the police become more aware of patterns of crime, identify and trace criminals and solve crimes.

"After they set up cameras in Copacabana, crime rate decreased considerably."

Similarly, technological advancements offer great potential to improve health care in terms of understanding how some diseases spread in communities and what can be done to prevent illnesses and improve care. Investment in new technologies in hospitals would also reduce inefficiencies and improve the quality of care. Examples include equipment that allows doctors to diagnose and treat patients better or, in the administration, ICT systems that allow patients to book

appointments directly online rather than having to wait on the phone or in person. Finally, ICT can also allow doctors to keep a record of patient illnesses and family health history, which would enable them to identify problems early and prescribe appropriate treatments.

"They should digitize the data collected in hospitals, and there should be a single system or database where doctors can access the full health history of patients."

"Hospitals and health units with cutting-edge equipment will be more able to carry out tests and treatments."

Forum participants also argued that technologies could have a key role in promoting the environment. For some participants, this related to a need to invest in technologies to improve public transport systems, where the investment in ecofriendly trains could enable faster, less-polluting commutes. A broad investment in public transport would also enable more people to leave their cars at home when needing to travel in the

city. Other participants highlighted the role of technological advancements in promoting alternative sources of energy, such as utilization of solar power, or promoting the use of energy-saving devices.

Even though Forum participants are frustrated with many aspects of government performance, they indicated that they are still positive about the outlook for 2015. Many believe that government will be able to deliver real improvements in the city, if it can foster strong relationships across the different levels of government and work well with businesses and citizens.

"The president, governor and mayor are working together in a better way than before and there are fewer misunderstandings because of different political interests. We need them to collaborate for the sake of the city."



Messages to government from people of Rio de Janeiro

One of the strongest findings emerging from the Global Cities Forum events is that residents value the opportunity to have their say about the future of the city.

The overwhelming majority of participants in Rio de Janeiro reported that they genuinely enjoyed taking part in the event and appreciated the opportunity to voice their views on public services in their city. But it was clear that people's willingness to participate in these kinds of consultations is contingent upon government being prepared to listen to what they have to say—and demonstrating that change will result.

From the discussions and deliberations throughout the day, and from the answers to a voting question asking people to give their one message to government, we found that Rio de Janeiro residents have some key issues they would like to raise with the government. What follows are the key, consistent messages that arose from the discussions at the Rio de Janeiro Forum:

Improve the quality and accessibility of public services, especially in more disadvantaged neighborhoods

Participants are concerned and, in some cases, even angry about the lack of accessibility to high-quality public services in Rio. They feel that almost all frontline public services are not sufficiently resourced and that more needs to be done to improve the capacity and quality of public services. This is particularly true in poor areas where access to core public services such as health centers and hospitals, schools and public transport are limited and where residents do not have sufficient resources to pay for private-sector provision.

Because of the poor state of public services, residents who can afford it pay private companies for services, which they believe should be provided by government. For example, many residents opt for private health care, send their children to private schools or pay for their own security arrangements. While these residents recognize that they are much more fortunate than their poorer neighbors, they nevertheless find

it unfair that they are paying for government services they do not use.

Invest in the public service workforce to improve customer services

While participants are critical of the performance of public officials, they argue that many public service workers have insufficient skills, are underpaid and/or are not appropriately managed to perform well in their role.

"There are awful cases of mistakes because the professionals work without motivation. Public sector workers need training and proper reward in order to do their job."

Participants expect that a greater investment in the public service workforce will attract and retain more qualified staff and thus dramatically improve customer services.

Tighten the management of public funds and adopt new ways of working to achieve efficiency gains

Rio de Janeiro Forum participants argue that waste and inefficiency are major problems in the city's public service organizations. They feel that government should adopt a tighter approach to financial management and be more open to new ways of working to achieve savings while freeing up funds for further investment in frontline services. This requires investment in good managers—financial and operational—who should be given the freedom and flexibility to identify and pursue new opportunities to achieve efficiencies in service delivery.

"We don't complain about paying taxes; we complain about not getting what we pay for."

Participants recognize that this may require taking some risk in exploring new options for upfront investment in technologies and equipment to increase the effectiveness of public service workers.

Make information about government spending available for public scrutiny so that people can hold public service organizations accountable

In addition to the concerns about poor financial management, participants argued that corruption is still a major problem in many areas of government. They cited how contracts are awarded to private sector providers and how criminals bribe police to "look the other way." Participants believe that to address corruption and, indeed, any type of financial mismanagement, government should do much more to strengthen accountability structures—involving citizens in the governance of public bodies where appropriate. Government should also make information on public spending, public initiatives and results more readily available and open to public scrutiny so that ordinary citizens have the means to keep abreast of public affairs and hold decision makers and organizations accountable for results.

Consult the public and service users, listen to their proposals and act on these

Residents want public services that reflect their needs, and they expect government to prioritize issues that matter most to them. To that end, they believe public service organizations should make it easier for users to raise concerns and make complaints. They also want organizations to maintain processes for incorporating user feedback when improving service delivery.

In addition, participants argued that government should consult the public more widely on a continual basis to identify local needs and listen to what the public wants and expects. Participants feel that while periodic elections are important, they are insufficient in guiding and shaping government policies and plans. They expect government at all levels to seek out the views of the public through a variety of channels and demonstrate how spending plans and priorities seek to address the needs of all Rio residents.

Engage with citizens in order to encourage personal responsibility and civic action

While many participants blame government for many social problems affecting Rio de Janeiro, they nevertheless recognize that they, too, have a role to play in finding solutions.

"People have to realize that everyone has to play their part."

Participants feel that government should do more to encourage citizens to take more personal responsibility for their own wellbeing—for example, by leading healthier lives, being responsible parents and safeguarding their own homes. They also want government to support and challenge individuals to be more active citizens and support their neighborhoods—for example, by helping reduce waste and clean up their areas, come forward when they witness crime or help others who may need it. Participants feel that government can act as a role model in this regard and should find ways to reward good citizenship and penalize inconsiderate behavior.



Mexico City



New Delhi



Johannesburg

How Rio de Janeiro compares with other Global Cities

Participants at the Rio de Janeiro Forum hold a generally positive view of their city as a place to live and work, with 57 percent rating it “good” or “world class.” This places Rio on a par with a few of the European cities that formed part of the Global Cities Forum study (including Madrid, Berlin and Paris), but Rio suffers when compared to other cities—including Sydney (89 percent), Los Angeles (75 percent) and Johannesburg (73 percent).

Whereas the two previous years of Global Cities Forum events included cities from the developed world, the 2009 panels featured four cities from emerging economies: Rio de Janeiro, Delhi, Mexico City and Johannesburg. With the exception of those in Johannesburg, participants in these emerging economies hold a less positive view of their cities than most of their counterparts in the first two rounds of Forums.

Though participants generally like Rio de Janeiro as a place to live, they voiced concerns about pressing issues facing their

city. The most important issue by far is health; in the voting session, 37 percent of participants indicated that this is the most significant issue facing the city. Participants in the other three 2009 Forums share grave concerns about health. In fact, participants voted health as one of the top three issues in all four cities. By contrast, Rio participants are comparatively less concerned about employment issues than those in the other 2009 Global Cities. Just 14 percent identified employment as a significant issue in the wake of the global economic downturn, whereas participants in Johannesburg, Mexico City and Delhi indicated that employment is the most important issue for their city (scoring between 26 percent and 31 percent).

Participants in Rio believe that public services can be key to addressing these issues and helping improve quality of life in the city. They are committed to the idea that public services—focused on the needs and responsive to the demands of all citizens—can help deliver real improvements in outcomes. When asked about the primary considerations for government

in designing and delivering public services, 57 percent indicated that “what is good for everyone in society” should be the guiding principle. Just 6 percent felt the amount of tax they have to pay should be the most important consideration. This emphasis on the greater good was reflected in most of the cities in this year’s Global Cities Forum panels; in Delhi and Johannesburg, as well as Rio, more than half of participants indicated that the guiding principle for government should be “what is good for everyone in society.” By contrast, the equivalent figure was just 30 percent in Mexico City. There, 42 percent of participants thought that “the amount of tax people pay” should be the main consideration for government. In the other cities, only 8 percent of the participants—or fewer—gave taxes top priority.

Though participants in the Rio de Janeiro Forum recognize the importance of government, they are generally critical of the way in which public services are currently structured and delivered. The vast majority (78 percent) feel that public

services should focus on delivering to everyone equally, although just 12 percent believe they currently do so. While all of the 2009 Global Cities share this view, Rio participants were most vocal about this concern. Interestingly, participants in all 17 Forums shared this opinion, although the strength of opinion seemed highest in emerging-economy cities. Participants in Rio de Janeiro also believe that services are too focused on long-term goals. Sixty-two percent feel that public services should respond to urgent, short-term needs, but only 25 percent believe they do. These results are in line with Mexico City and Madrid but in stark contrast to all of the other cities, where Forum members overwhelmingly called for public services to focus more strategically on long-term goals.

Participants in Rio were particularly vocal about their dissatisfaction with services in key areas of public services. For example, 89 percent feel that health services fall short of their expectations, versus just 6 percent who believe that health services meet or exceed their expectations. A staggering 95 percent indicated that government efforts on public safety fall short of their expectations. Sixty-eight percent stated that housing services fall short of their expectations. These results are not unusual; all services in the other Forums were similarly rated as falling short of expectations. (The only exceptions were Singapore and Madrid, where none of the services were rated as falling short.) The level of disappointment in Rio is extremely high.

Rio de Janeiro Forum participants offered strong ideas about what government should do to improve services. They articulated the principles that they believe should underpin the delivery of public services in general. Rio de Janeiro Forum participants strongly believe that fairness for all and accessibility should be key principles of public value. Participants across all the Global Cities share these principles, but those in emerging economies were particularly strong in articulating them. Rio participants also called for a focus on customer service and flexibility to drive service improvement and to improve access to effective services. Again, this principle is shared by many people around the world. Finally, the principle of honesty, transparency and accountability was articulated by all the emerging-economy cities, including Rio. Though the developed nation cities (with the exception

of Oslo) all called for transparency and accountability, none focused explicitly on honesty. In Rio (as well as in Delhi, Johannesburg and Mexico City), participants regarded honesty as an essential foundation for improving government and public service delivery. They all want public service officials to set an example with their behavior, to act at all times according to rules and regulations, and to live up to the ethos of public services that help all the people.

In Rio, and across all of the cities, participants were constructive in their criticism of the specific services they discussed and articulated a set of guiding principles for each that they feel would improve government performance and help government in meeting citizen expectations.

In the area of health, Rio participants joined those from all of the emerging-economy cities in calling for greater investment in clinics and hospitals as a part of a drive to improve accessibility. Similarly, participants in all of the 2009 Global Cities Forum events feel that focusing on preventative programs is the key to success. Participants in Rio, along with those in Delhi and Johannesburg, also argued for more investment in staff training to improve quality and development of strong accountability systems to guide delivery of health services. Despite the vast differences in the structure and delivery of care around the world, in almost all of the Global Cities that debated health, participants shared a common view on many of the principles that should underpin good health care services. There is one notable exception, however. Participants in the developed world emphasized choice and flexibility in the delivery of services whereas participants in emerging economies focused more on capacity and accessibility.

Rio de Janeiro Forum participants are similarly concerned about public safety, a view that is shared by Delhi and Mexico City participants, who also discussed public safety in detail. People in all three of those cities believe that the first step is improving funding for the police service. Increased funding would support more officers on the street and improve their capacity to detect and prevent crime. Participants in all three of the cities also believe that greater accountability is essential so citizens can engage with the police, have their

views heard and, crucially, reduce incidents of inefficiency and corruption. Participants in Rio de Janeiro, Mexico City and Delhi do not believe that public safety is solely the responsibility of the police force. They want government to help build people's awareness of risks and to encourage them to take responsibility for keeping themselves and their neighborhoods safe. By comparison, in developed nations participants who discussed public safety issues tended to place greater emphasis on reducing the perception of crime as well as crime itself. Participants in developed countries also tended to focus on the need for police to collaborate across organizational boundaries and deliver services in a joined-up manner to develop effective responses to crime.

Rio de Janeiro was the only one of the emerging-economy cities to consider the issue of housing in detail, but the issue was also discussed by participants in Oslo in 2008 and New York City in 2007. Participants in all three of these Forums identified the need to ensure access to a basic level of good quality housing as the key principle that should drive policy. All of them saw such housing as a foundation for improving quality of life and for achieving other social outcomes, such as health, safety, employment and education. Rio de Janeiro participants, however, emphasized the need for greater regulation and accountability—themes that were not dominant in the discussions in Oslo and New York City.

Looking to the future, participants in Rio share aspirations with participants in the other emerging-economy cities. They all feel that health and employment will remain the top issues facing the cities in the years to come, but they are also convinced that public safety will remain among the top three issues. Health and employment, now and in the future, are particularly strong concerns for all participants in the emerging economies. These concerns, in particular around health, are shared by previous Global Cities, although participants in other cities tended to place greater emphasis on housing and education.

The Appendix includes a summary of the results from the 17 Global Cities Forums, including the electronic voting questions and the findings of the deliberations on public value.

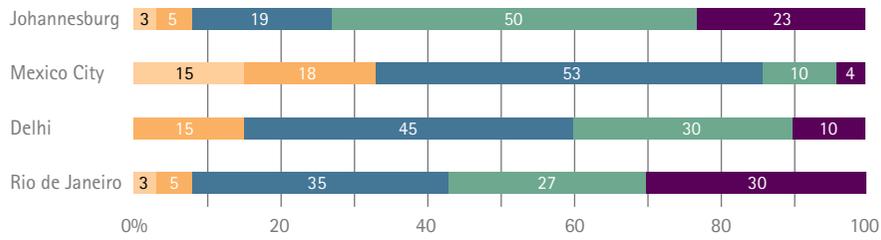
Appendix

Results from electronic voting at the Global Cities Forum

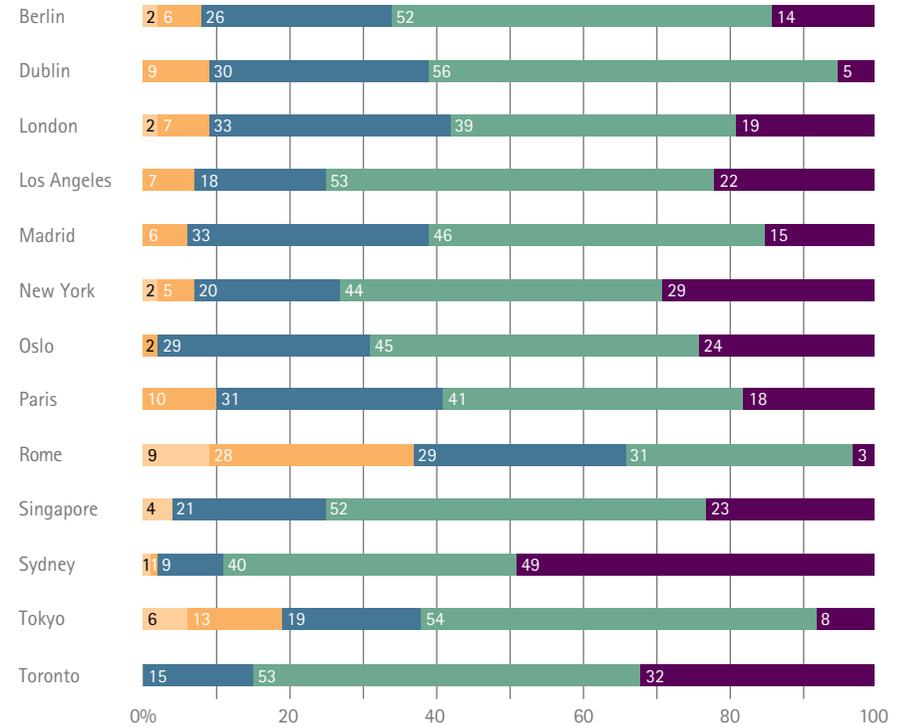
How do you rate your city as a place to live and work?

Very Poor Fairly Poor Average Fairly Good World Class

2009

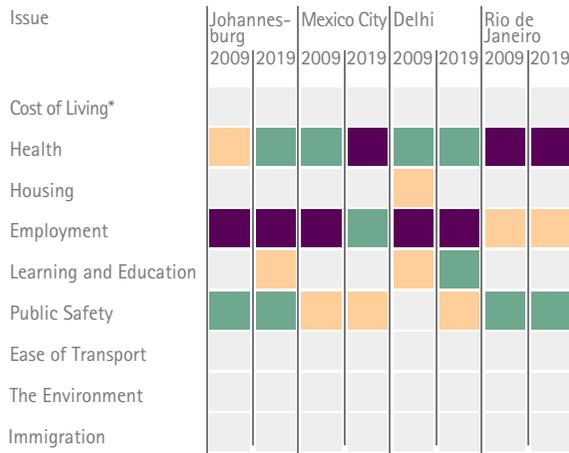


2008/2007

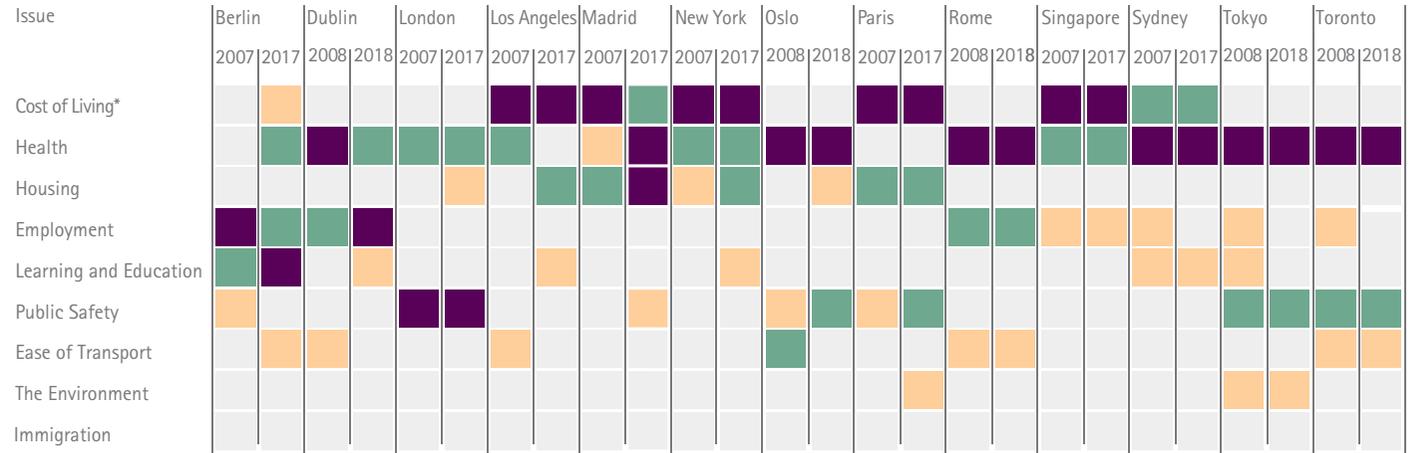


What are the three most important social issues facing you and your city today?
 And what are the three main priorities for making the city a great place to live and work 10 years from now?

■ 1st Place ■ 2nd Place ■ 3rd Place



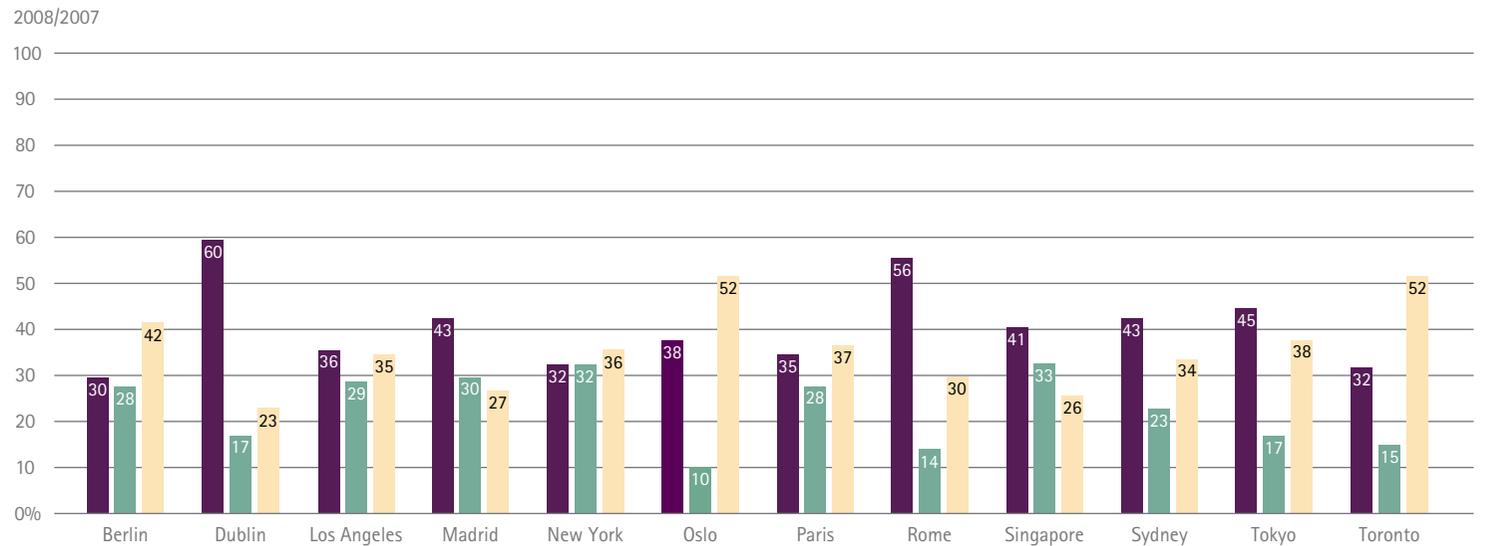
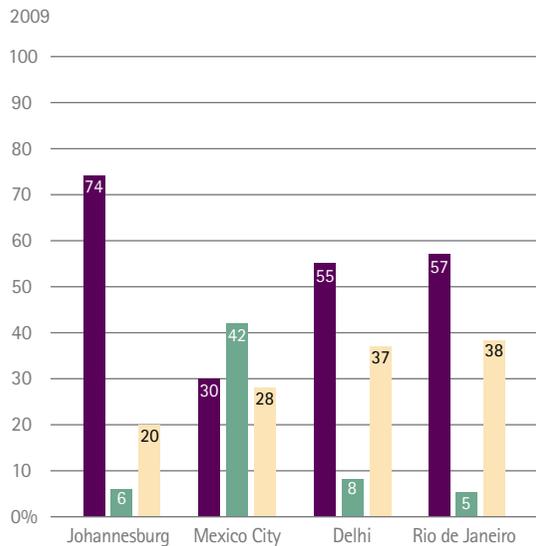
In cases where two results of the same color are shown, there was a tie.
 *Cost of living was not provided as an option in the 2008 events.



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 *Cost of living was not provided as an option in the 2008 events.

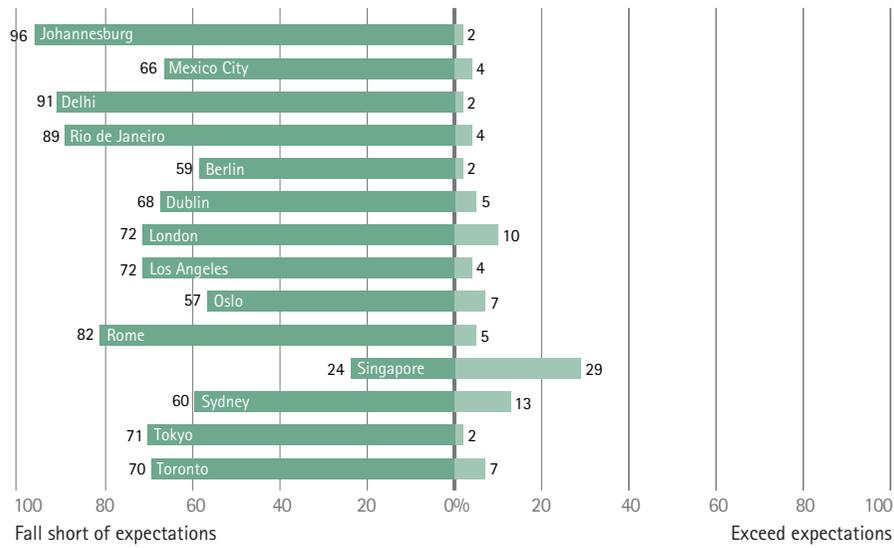
What should be the most important consideration for government in planning and delivering public services?

■ What is good for everyone in society as a whole ■ The quality of service individual users receive
 ■ The amount of tax I pay

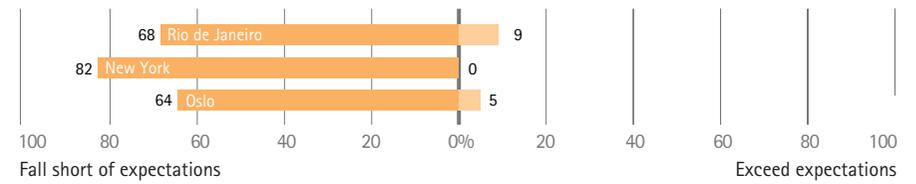


In the case of these three important social issues, to what extent do public services exceed or fall short of your expectations?

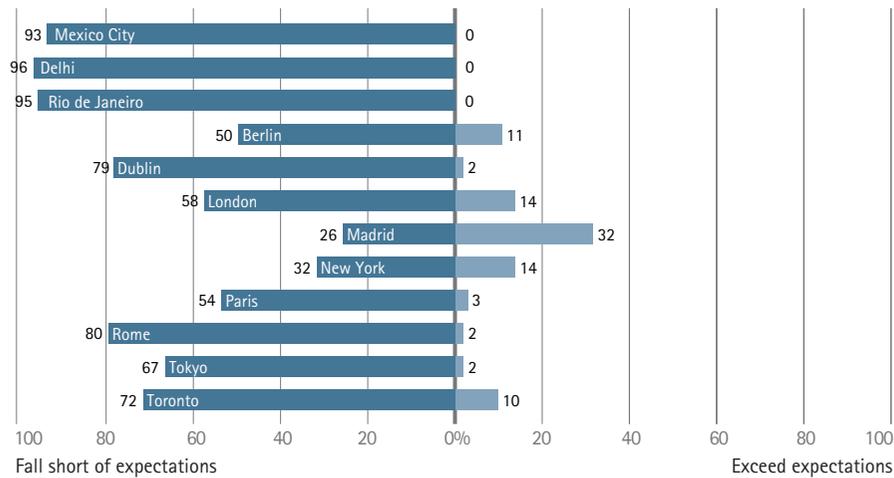
Health



Housing



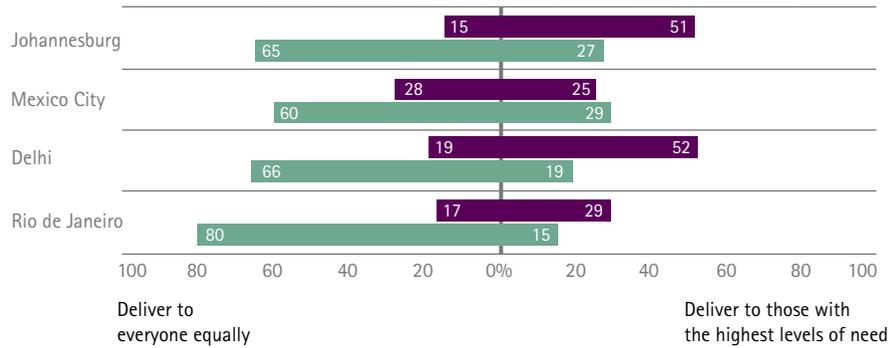
Public Safety



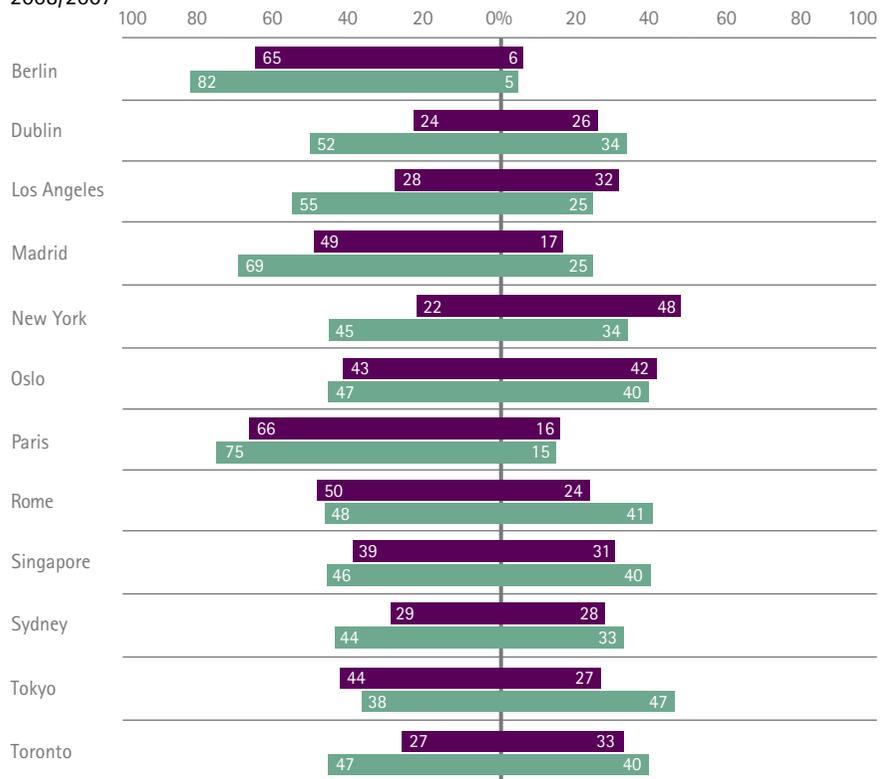
Public services' focus on targeted versus universal services

■ How services are presently focused
■ How services should be focused
 The chart omits neutral responses

2009



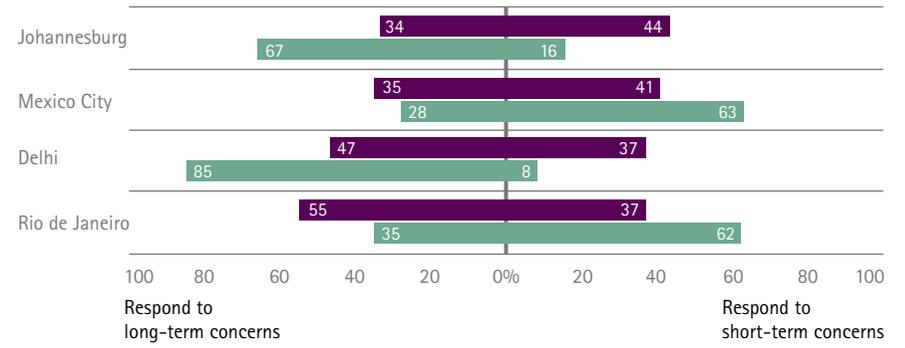
2008/2007



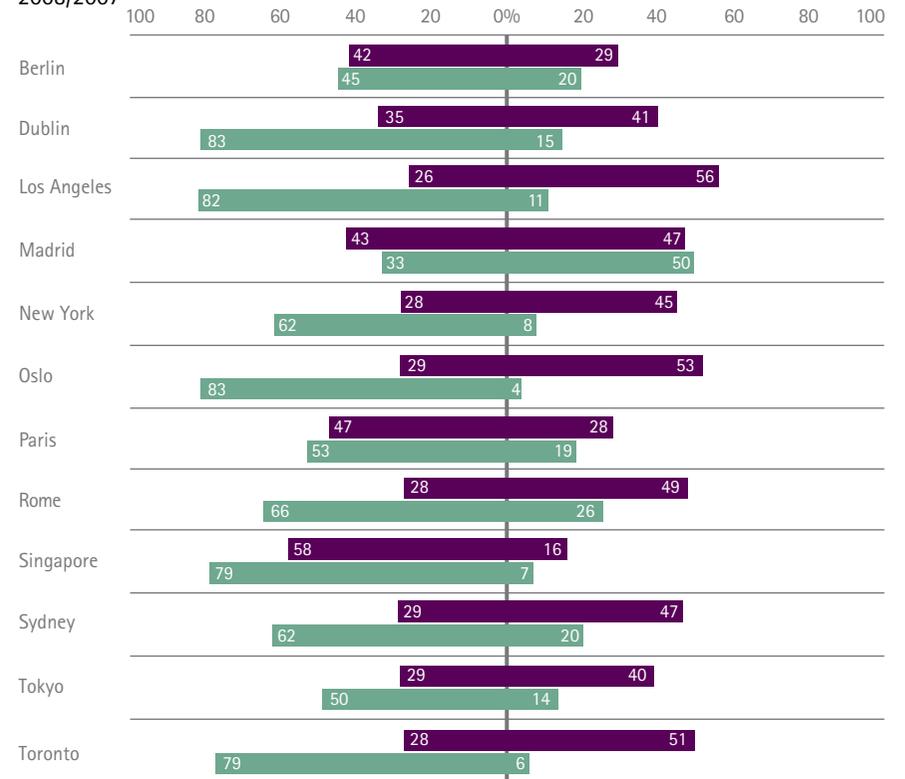
Public services' focus on short-term versus long-term concerns

■ How services are presently focused
■ How services should be focused
 The chart omits neutral responses

2009



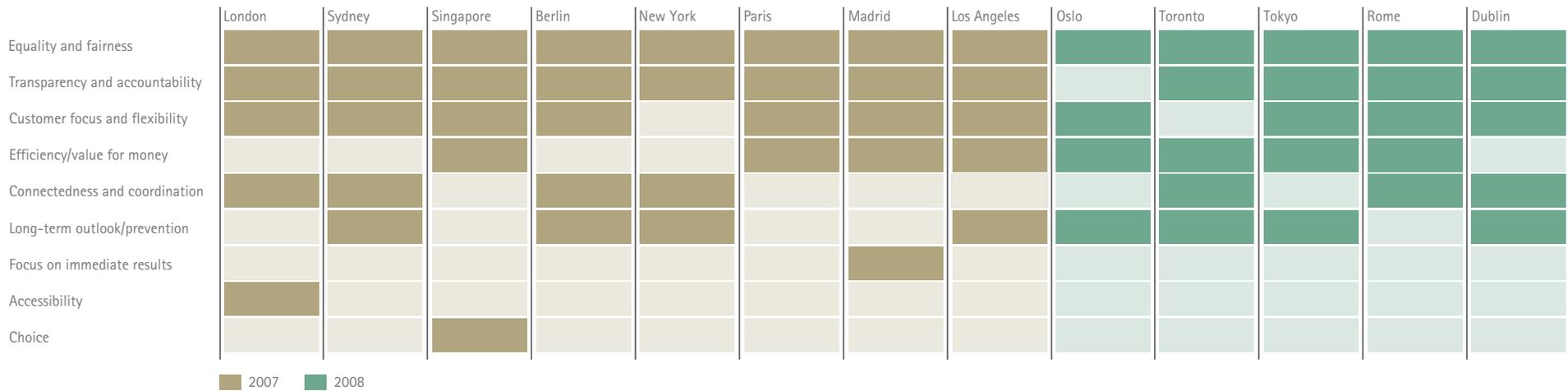
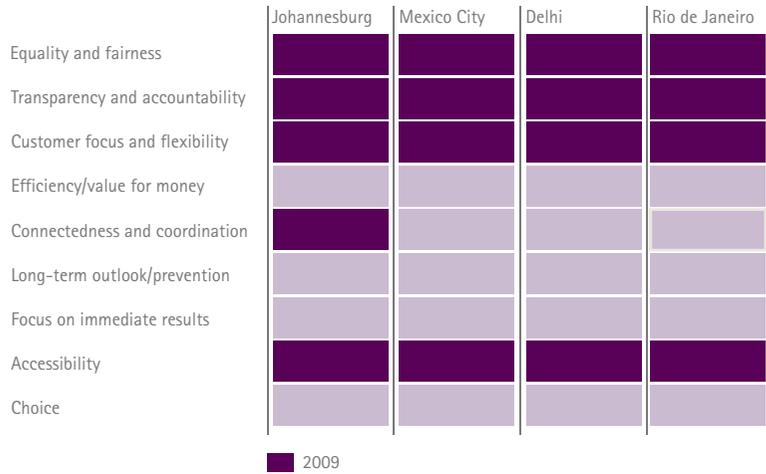
2008/2007



Results of the deliberations

These figures present a summary of our findings from the deliberations on the principles of public value in each of the cities.

Principles of public value: All public services



The deliberative event in Rio de Janeiro

The Global Cities Forum—Rio de Janeiro was held on Saturday, October 17, as the third of the 2009 events. It involved 62 Rio de Janeiro residents randomly selected to represent the city's very diverse demography.

The day was divided into five sessions, during which we used a variety of research methods and techniques, including electronic voting, role play, facilitated group and plenary discussions.

Session 1: Electronic voting and group discussion—“The role of government in improving your life.” This session initially explored participants' perceptions of what it is like to live in Rio de Janeiro. Using electronic keypads participants voted on a number of questions about the city, the social issues facing it and their expectations of government. The results of their voting appeared immediately on a large screen and prompted brief commentaries from participants and facilitators. Then, sitting in one of six groups of 10 to 12 people, participants discussed their thoughts about the quality of life in Rio de Janeiro and their expectations of what government should be doing to preserve and improve people's quality of life.

Session 2: Role-play exercise—“Understanding what people want from government, from three different perspectives.” Working in the same small groups, participants were assigned to one of the three perspectives—that of public service user, citizen or taxpayer. Each group was assigned one of the three roles, with two tables of participants to each role. We signified the roles with distinctively colored T-shirts, which participants slipped on: yellow for service users, green for citizens and red for taxpayers. We asked each group to assume their role to discuss their expectations of government, first in general terms and then—in smaller subgroups of three or four—in relation to one of three social outcomes that our research showed are currently highly important to people in Rio de Janeiro: health, housing and public safety. We asked participants to develop a list of four or five principles that they believed—from their particular role-playing perspective—should guide government action and the provision of public

services with respect to improving that particular outcome. This session aimed to have participants begin considering the principles of public value in their own terms, but with only one perspective in mind.

Session 3: Role play and debate—“Drilling down into outcomes for the specific issues.” In this session, people changed tables and the T-shirt colors mixed. The subgroups of service users, citizens and taxpayers came together to discuss the principles that they had developed in the previous session in relation to one of the three outcome areas. Thus, each table had service users, citizens and taxpayers talking about health, housing and public safety (again, two tables of participants, this time, focused on one outcome). Sticking to their designated roles, participants shared and debated their views on the principles of public value. Through this process, we and they identified any tensions among user, citizen and taxpayer expectations. After debate, compromise and agreement, the participants drew together a top set of five principles that reflect the integration of the three perspectives. These are the principles they believe need to be adopted to address their expectations for their issue. In our terms, this was their definition of public value for each of the three outcomes. To conclude the session, participants returned to their original Session 2 table and discussed the final principles they had agreed with people from the other perspectives. They compared these with the ones they had originally devised in their own “perspective group,” and shared their views about what they had learned that had either reinforced or challenged their own opinions.

Session 4: Voting and group discussion—“Governing in the future.” In this session, we wanted to develop further the analysis from the 2007 and 2008 Global Cities Forum events that led to the creation of a new model for citizen-engaged governance—the Accenture Public Service Value Governance Framework. After a brief description of the framework from the event chair, we asked people, again in groups, to consider the framework's four components—Outcomes, Balance,

Engagement and Accountability—in relation to one of the three key social issues that they had discussed in session three: health, housing and public safety. Participants were shown eight statements (two for each of the components) to prompt them in their deliberations on the importance of each component for the area being discussed. At the end of the discussion, through electronic voting, we asked all the participants to rate the importance of each of the statements as it related to that issue: first health, then housing, and finally public safety. After the lunch break, people were then asked to consider, based on their own experience, how well government is performing in relation to each of these components. At the end of the deliberations, we asked them, through electronic voting, to rate government's performance. The results of the two sets of questions—the first on importance and second on performance—were presented in the form of a radar chart showing the gap between the two scores for each question. In comparing the results of the two voting sessions, we were able to identify a “quality gap” (expectations over experience) between participants' perceptions of how important these things are and how well they think government is actually performing in relation to each of them. The session concluded with a discussion of how the gap could be narrowed, either through government action or by changing the expectations of citizens.

Session 5: Discussion and final voting—“Future priorities for the city.” In the final afternoon session, we asked participants to turn their attention to the future of the city. We wanted them to think about what the priorities should be for making the city a better place to live in the future and to consider what the role of new technologies is likely to be in improving people's quality of life. In small groups of three or four at each of the tables, participants worked together to come up with a newspaper headline and story about what life should be like in the city in 2015. Each group was given a number of images depicting many different aspects of life in the city (from jobs and infrastructure, to public safety, arts and culture, housing and green spaces) and a large poster showing

a blank newspaper front page, which they were asked to fill in with their headline and story. At the end of this exercise, each mini-group presented their front page to the rest of the table, describing their view of life in the city in the future. The group then discussed the biggest things that would have to change to make people's lives better and the role of technology in achieving the positive outcomes they described in their stories. Each group then briefly described their front page to the rest of the participants in a plenary session.

To conclude the event, we asked participants to vote on what they considered the three main priorities for making the city a great place to live, study and work 10 years from now. As a final task, we asked everyone to use their electronic keypads to text their own personal "message to government."

Demographic profiles of respondents

Subgroup	Percentage
Gender	
Male	50%
Female	50%
Age	
18-25	35%
26-45	36%
46+	29%
Working Status	
Working	46%
Not working	54%
Ethnicity	
Asian	1%
White	50%
Mixed	31%
Black	18%
Socioeconomic Group	
A	6%
B	27%
C	46%
D	21%

References

¹ In this report, we use the word "citizens" to denote community members, including those who are temporary residents.

² The 2009 Forums were held in this order on the following dates: Johannesburg (September 19), Mexico City (October 3), Rio de Janeiro (October 17) and Delhi (October 31).

Project team

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More information

Visit www.accenture.com/globalcitiesforum to use the interactive map to connect to any of the Forum cities for a highlight of that city's findings and key messages for government. You can also take the Global Cities Forum survey, look through the photo gallery, watch videos of citizens from some of the sessions and contact an expert from the Institute for Health & Public. For more information about the Accenture Institute for Public Service Value Global Cities Forum, e-mail IHPSV@accenture.com



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Its home page is www.accenture.com/healthpublicservicevalue.

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