Foreword

The Public Governance Programme has conducted a Multi-country Study Mission on Public Governance on an annual basis since 2006. Four programmes were conducted: "Enhancing Public Sector Productivity of Asian Countries" (November 2006, Seoul), "Public Governance Review" (November 2007, Seoul), "Improving Public Service Delivery" (October 2008, Seoul) and "Strategies, Tools and Capacities for Administrative Efficiency and Simplification" (November 2009, Jeju Island).

This annual programme provides a platform where OECD member and non-member countries share their best practices and experiences in the fields of public governance, while suggesting policy options applicable to participating countries. This book was published as outcomes of the 4th Multi-country Study Mission, whose subject was about Strategies, Tools and Capacities for Administrative Efficiency and Simplification. A total of fourteen country cases were selected and edited for this publication. The countries which contributed their papers are Brunei Darussalam, Cambodia, India, Indonesia, Mongolia, Lao PDR, Nepal, Pakistan, Philippines, Sri Lanka, Republic of Korea, Timor-Leste, Thailand and Vietnam. The papers present their countries' administrative simplification strategies and tools and identify obstacles to implement those strategies and some key issues. All of the cases were reviewed and analyzed by Dr. Hunmin Kim who compares and contrasts the strategies and tools implemented in these countries and discusses the policy issues drawn from these Asian countries.

The Public Governance Programme of OECD/Korea Policy Centre was established to disseminate knowledge and experiences of the OECD to the Asian-Pacific non-member countries in the area of public governance, in partnership with the Public Governance and Territorial Development Directorate, the OECD Headquarters in Paris.

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List of Acronyms

APR:	Administrative Process Reengineering
AS:	Administrative Simplification
ASEAN:	Association of Southeast Asian Nations
CCI:	Chamber of Commerce and Industries
DOI:	Department of Industries
eGMP:	e-Government Master Plan
FDI:	Foreign Direct Investment
G2B:	Government to Business
G2C:	Government to Citizen
G2G:	Government to Government
GGA:	Good Governance Act
GGR:	Good Governance Regulations
GoN:	Government of Nepal
ICT:	Information and Communication Technology
IRD:	Inland Revenue Department
MoF:	Ministry of Finance
MoGA:	Ministry of General Administration
ODS:	One-Door-Service
OECD:	Organisation for Economic Cooperation and Development
OPMCM:	Office of the Prime Minister and Council of Ministers
PAN:	Permanent Account Number
PMO:	Prime Minister's Office
SA:	South Asia
TDS:	Tax Deduction at Source
VAT:	Value Added Tax
WTO:	World Trade Organization

Strategies and Tools for Administrative Efficiency and Simplification: Experiences from Asia

Hunmin Kim

1. Introduction

Opinions on what is the best way to simplify the procedures of public service delivery may differ but there is no doubt that administrative simplification is necessary. Before examining the effective ways to simplify we need to think about why there is so much red tape from the first place or why government services have become accustomed to requiring multiple and redundant administrative processes. For the benefit of doubt, we can think that there is some rationale underlying such bureaucratic procedures. On the positive side, multiple and repetitive submission of forms could be considered to be a means to double check to minimize error. By having service delivery processes to involve several agencies or units it could be considered to have a preventive function against fraud and abuse of public service by citizens and bureaucrats.

However, in reality these kinds of arguments are more likely to be lame excuses for authoritarianism, resistance to change, and shunning of responsibility. In fact public services characterized by red tape should be interpreted as a display of bureaucratic power over citizens, making service delivery seem difficult and complex. Having service delivery process go through several departments or units allows avoidance of bearing sole responsibility by any one of them. Lacking the mind set to serve, public agencies impose the burden of proving eligibility on the citizens making them comply with the demand of submitting numerous forms. Complex and tedious administrative procedures are also symptoms of public agencies' distrust for citizens, suspecting them as potential abusers of public services. At best they are clear evidence of inefficient management and low processing capacity of information which can be overcome by computerization but left ongoing due to simple laziness and resistance to change and adapt.

Consequently the first step to take to cut red-tape is combating the reasons underlying the persistence of red tape in public services such as those mentioned above. That is, breaking away from bureaucratic authoritarianism, developing an efficient information management system, and instilling a citizen oriented service mind are crucial to doing away with red tape and moving toward administrative efficiency and simplification.

The cases of fourteen countries in Asia presented in this volume represent such initiatives to make public service efficient and simple. Brunei Darussalam, Cambodia, India, Indonesia, Korea, Lao PDR, Mongolia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand, Timor-Leste, and Vietnam exerted multifaceted efforts to improve administrative procedures. This chapter analyzes these cases to identify effective strategies and tools used in these countries and draw some key issues regarding administrative efficiency and simplification.

2. Findings of Previous Studies

Literature on government reform and best practices or innovations in the public sector show that performance improvements can be achieved through many ways refuting the commonly held image by the citizens that government is inefficient and unchanging (Alberti and Bertucci, 2006; Altshuler and Behn, 1997; Borins, 1998; Cope, 1992; Franzel, 2008; Halachmi and Bouckaert, 1995; Kim 2006a; Merritt and Merritt, 1985; Osborne and Gaebler, 1992; Thompson, 1993; Wheeler, 1997).

Studies examining the award winning innovations in Korea and other countries of Asia and the Pacific identify some common features. The most notable attribute is the heavy reliance on information and communication technology with about 2/3 of the cases examined in these studies using information and communication technology as the fundamental method to innovate public service (for more details see Kim, 2006a; 2006b; 2007; 2008).

Government innovation is almost synonymous with computerizing administrative processes, creating interactive websites or developing online service delivery systems (Bingham, 1976; Franzel, 2008; Gupta and Jana, 2003; Ho, 2002; Howell and Higgins, 1990; West, 2004).

Another common feature is integrated or holistic approach to services which is observable in 60~67% of the Asia and Pacific countries cases in the United Nations (UN) Public Service Award and the Korean Government Innovation Award (Kim, 2006a; 2006b; 2007; 2008). In particular, service integration is increasing in Korea (12% in 2000-02, 46% in 2006) along with inter-agency collaboration as best practices in Korea are becoming more like those in advanced countries. Separated and scattered procedures in administering relief assistance payments, civil service examinations,

work permit applications, business licenses, public procurements, and others are coordinated into integrated systems for efficient and effective service delivery.

Service integration has been noted as a key principle or strategy in government innovations in United States, Canada, Commonwealth countries, and OECD countries (Borins, 1998; 2001a; 2001b). Aggregating several related services that used to be provided separately into a single delivery system, such as a one-stop service center is a prime example of service integration. Integrative or holistic approach to service provision and inter-agency collaborations are prominent features in public innovations in the U.S. and other advanced nations.

3. Innovative Strategies

Strategies of administrative simplification can be found in the best practices or innovations in government. In particular one-stop services have become widely popular as they make public service easy to approach and simple to use. Development of one-stop service system involves application of many innovative strategies. It takes holistic approach of integrating services and is citizen oriented by delivering public service from the recipient's point of view. It requires system approach, pro-active service provision, maintaining data base or information system, inter-departmental and/or intergovernmental collaboration.

One stop services vary in terms of purpose or function, scope of services, and forms of service provision. The most common delivery channels are call centers, kiosks, websites or internet, and physical counters for face to face services. In terms of purposes the three types of one-stop government identified by Kubicek and Hagen (2000) are first-stops, convenience stores and true one-stops. First stops are usually information counters which provide mainly referral services and therefore require a few more subsequent stops for customers to get services fully as they want. Various services are provided directly and fully in convenience store type of government services relieving customers from having to approach any more counters. However, convenience store types deal with simple and routinized transactions and are unable to handle complex services which require specialized attention. True one-stops offer multiple services to fulfill specific customers' concerns by integrating different services that used to be provided separately by different units, agencies or jurisdictions. True one-stop can also mean a single contact person who sees through the customer's needs. In either case, true one-stops require collaboration and coordination among multiple agencies or jurisdictions.

Various innovative strategies are incorporated in the true one-stop service. The categories of innovative strategies the author uses to analyze the country cases in this volume are goal orientation, client or citizen orientation, service integration, application of market principle, devolution, reconceptualization, and citizen participation (for explanation of these strategies see Kim, 2006a).

4. Brief Descriptions of Asian Countries' Initiatives

Multi-dimensional efforts were made in fourteen Asian countries to enhance efficiency in public service. Detailed accounts of these cases are in the following chapters but their highlights are described below with excerpts from each country.

Brunei Darussalam : e-Government

Under the Civil Service Vision of Brunei the information and communication technology (ICT) sector's main focus is to integrate e-Government programs enabling high quality online customer service, to enhance the local small and medium enterprises via e-Business as well as to build human and institutional capacity in ICT applications. As one of the strategic priorities of the e-Government Strategic Planning is to deliver integrated, accessible, and convenient e-services, the human resource management system is one of the identified e-Government flagship projects. As the project developed, it was renamed as the Government Employee Management System (GEMS). It is expected to help realize the aspirations of modernizing and transforming Brunei's civil service human resource functions and operations involving all the ministries, departments, and government agencies.

Cambodia: Rectangular Strategy

The Royal Government has made the pursuit of good governance an essential component of the Rectangular Strategy for Growth, Employment, Equity, and Efficiency. Improving the delivery of public services is an important priority strategy of the Administrative Reform Program, which is at the core of the Rectangular Strategy. The strategic objective of the Royal Government in public service delivery is to "Serve People Better". The Rectangular Strategy highlighted private sector development and employment generation as one among the four strategic "growth rectangles", which covers (1) strengthened private sector and attraction of investments; (2) promotion of small and medium enterprises; (3) creation of jobs and ensuring improved working conditions; and (4) establishment of social safety nets for civil servants, employees, and workers.

India: e-Justice and HOMES

The two cases deal with initiatives undertaken by the Centre for Good Governance, Hyderabad in close association with the Government of Andhra Pradesh. They demonstrate the continuing concern with improving service delivery, particularly to the disadvantaged sections of society. The e-Justice project pilot was launched in Andhra Pradesh in mid-2004 and completed in June 2008. It had as its primary objective, promotion of legal awareness among the marginalized sections of the community especially among the women in rural areas. HOMES (Housing Online Monitoring & e-Governance System) had started in 2006 as an offline module installed on the laptops of officials who collected beneficiary information. It was web-enabled in 2007 with the launch of a website. HOMES has been designed to disburse payments accurately, directly and speedily to specified beneficiary accounts through the use of online core banking system.

Indonesia: Local Reform Policy

Local governments in Indonesia pursued various reform measures of which Jembrana (Bali), Bantul (Yogyakarta), and Sragen (Central Java) Districts or Regencies stand out as best practices on local government management. These innovations can be generally grouped as designing organizational structure, developing human resources, re-engineering of the business process, and nurturing the organizational culture. In order to improve governance, each district has applied information and communication technology in accordance with the needs and abilities of its budget. For Sragen District case, innovations are distinctive from other regions, in terms of the establishment of the marketing unit and quality standards. In Jembrana Regency, improving governance begins with the relocation of the entire Department, Office and Section in a complex and even under a single roof.

Korea: Government Information Sharing Service

Over the past decades, citizens took it for granted that they were obliged to carry numerous required documents, ID cards and seals, when they visited government offices to submit civil applications. To eliminate this kind of inconvenience, the Korean Government has introduced the service to share information between public organizations, financial institutions and government agencies in 2002. This system is provided via the "One-Screen Service" that shows essential information categories at the time of administrative information sharing.

Lao PDR

NAS: The National Accounting System (NAS) was initiated by the Department of Treasury in the Ministry of Finance in 1996, and has since been successfully implemented at central and provincial levels across Lao PDR. NAS has significantly changed the process of completing and reporting accounts at central and local levels, resulting in a significant increase in transparency and accountability, in addition to increasing the quality of service delivery in this area.

Citizens' Report Card: Another example of how the Lao government is developing a more transparent and accountable work culture and institutional framework is through the recent piloting of the Citizens' Report Card in a number of provinces throughout the country. The first Citizens' Report Card Survey in Lao PDR was conducted in 2007 in three provinces. This Report is a demand-side survey technique that will allow the Lao government to monitor citizens' level of satisfaction on the services which are being

delivered by the government.

One-Door-Service: One of the best examples of where the Lao PDR has clearly established effective results in driving transparency and accountability has been in the creation and implementation of the One-Door-Service (ODS) concept. Beginning with a planning process in December 2005, the government has utilized ODS to improve service delivery by simplifying the administrative process constraining the citizens' access to public services, to correct inconsistencies in the interpretation and implementation of laws and regulations, and to ensure that organizational structure and staffing meet legal requirements and civil service standards

Mongolia: Civil Service Reform Policies

The technological progress and the process of globalization have become a reality and major changes have occurred in the external environment of the country. Mongolia has recognized that its Civil Service needs continuing adjustment and development to take account of the evolving role of the State, changes in socio-economic and service delivery needs, and fiscal realities. In 2004 State Great Khural approved the "Mongolia Medium-Term Civil Service Reform Strategy". The mission of this reform strategy is to establish a Civil Service that is: oriented to meet the needs of citizens, flexible in responding to changing circumstances, proactive, lean, capable, and outcome-oriented.

Nepal: e-Governance

Nepal has been employing both electronically-based service delivery and administrative process reengineering tools for administrative simplifications. The government has formulated a e-Government Master Plan that provides further impetus to its drive of administrative reform in general and administrative simplification in particular. In line with the Act, the government has formulated the e-Government Master Plan with vision, mission, goals, and strategies. It aims at improving public service delivery through e-Government and promoting competitiveness of the economy. In doing so, the strategy envisages providing government to business, government to customer, and government to government services in a transparent and efficient way by among others, standardization of government

services. There is also a provision for one-stop shop for businesses and citizens.

Pakistan

Reforms in management and procedures: Outdated rules and procedures and over centralization of authority lead to red-tapism. In recent years, several initiatives have been undertaken to streamline the procedures, to consolidate the rules and regulations and to decentralize the administrative powers.

e-Government reforms: The Federal Cabinet of Pakistan, therefore, approved National IT Policy in 2000. The objective of introducing e-Government in Pakistan is to enhance the efficiency of the government departments and facilitate ordinary citizens in accessing public services. The Government of Pakistan encourages Ministries and organizations to use e-mail, internet, web-sites and other means of electronic media to conduct business of the government to communicate with other offices within the government and the general public. A Government web portal has been developed and launched in 2002 to create cyber space for the government of Pakistan. It is an official gateway to the Government of Pakistan and contains websites of all Federal Ministries.

Devolution reforms: There have been several attempts to develop an effective local government system to address public issues at the local level. The previous Provincial governments promulgated Local Government Ordinance, 2001 in their respective provinces to install a new integrated local government system. The objective was to develop a service-oriented governance structure for the delivery of quality services in a timely fashion. The empowerment strategy was based on five fundamentals commonly known as five Ds – devolution of political power, decentralization of administrative authority, de-concentration of management functions, de-fusion of power–authority nexus and distribution of resources. The essence of this system is that local governments are accountable to citizens for all their decisions.

Philippines: The Rationalization Program

The Rationalization Program (RP) is a move to transform the Philippine Executive Branch into a more effective and efficient government. It aims

to focus government efforts on its vital functions and channel government resources to these core public services. It also intends to improve the efficiency of government services within affordable levels and in the most accountable manner.

Sri Lanka: Administrative Simplifications

The Ministry of Public Administration and Home Affairs has made a significant step towards citizen centric service delivery by introducing various simplification strategies. Using the citizen charter, people are awarded and also corruption could be reduced. Using front office, service delivery time could be reduced and the client could be offered quicker response. Using e-HRM (Electronic Human Resource Management System), birth, marriage, and death certificates could be issued within five minutes at Divisional Secretariats offices. Re-engineering a process, unnecessary layers in the office could be reduced and introduced to two points or three points system. The Ministry has taken necessary steps to introduce the citizen charter with the assistance of team work concept such as each division being divided into Productivity Improvement Teams. Mobile Service offers quick service to the general public. Preparing Work Manual, it guides to clients as well as employees how to fulfill the requirements to get some necessary service through work simplifications. Through Staff Discussions using team culture, employees discuss their barriers to work and find some solutions

Thailand

Public sector reform in administrative efficiency and simplification of business processes began in earnest in 1997 as a consequence of the economic crisis. The Royal Decree on Rules and Procedures for Good Public Administration has several provisions related to administrative efficiency and simplification. This can be divided into three parts: efficiency and value for money; streamlining business processes; and providing convenient and favorable services.

Timor-Leste

Within the state Administration Ministry, an office of the Secretary of State for Administrative Reforms (SERA) has been created for bringing structural and processing interventions for simplifying the administrative processes. SERA plans to create a collaborative process with the related ministries for creating a common data base which can be combined and utilized by any ministry for their population and development statistics. Also, SERA will facilitate a process of reengineering the current administrative processes with the objectives of simplification, streamlining and standardization. All the process steps that could be IT automated will be taken up for IT enablement. SERA is planning a concept of setting up single point citizen service centers where services belonging to different departments will be given. To begin with, it is envisaged to set up one service centre in each of the sub district.

Vietnam: Project 30

Project 30 is the Master Plan for Administrative Procedure Simplification in the Fields of State Management for the period 2007 – 2010, which presents a comprehensive and transparent system of solutions to inventory, review and simplify administrative procedures. In daily life, citizens and enterprises have to obey many administrative procedures. Administrative procedures in some fields of state management are becoming the obstacles to business operation and people's lives as well as competitive capacities of economy in globalization. Project 30 provides systematic, transparent and opened solutions to inventory, review and simplify administrative procedures that are creating obstacles for people and organizations

5. Analysis of the Cases

Background Leading to the Change for the Better

The reforms or innovations of the fourteen Asian countries cover a wide range of policy areas from welfare, education, and health to human resources management, finance, law and justice, and others. Many of them are related to overall reform of the public administration system. Both external factors such as the wave of globalization as well as internal factors are accounted as circumstances leading to government initiatives to enhance efficiency. In Brunei, Cambodia, and Thailand globalization exerted pressure on the

national economy leading to search for means to become more competitive in order to deal with economic crisis.

Domestic factors played a bigger role in bringing about administrative reforms in Indonesia, Mongolia, Lao PDR, Sri Lanka, Timor-Leste, and Vietnam. Relatively large scale transformations in political, economic and/or administrative systems, such as change in the ruling party and policy direction and transition from a centrally-planned economy to a market economy, were experienced in these countries. In Mongolia a rapid transition from a command administrative system to a multiparty democratic system generated major turnarounds in the public sector. Technological factors also played a role in triggering the change for administrative efficiency as was observed in India.

Strategic Approaches

Almost all the cases exhibit application of multiple strategic approaches in designing and implementing administrative efficiency and simplification. <Table 1> presents innovative strategies utilized to improve public sector performance in the fourteen Asian countries. The cases in each country are either broader or general reforms covering a wide policy area and/or innovations in specific service areas. For example, Thailand's case is a general reform for good public administration, and Indonesia's case is a general local government reform of which a few outstanding Districts' experiences are analyzed. The development of e-Government is the case of Brunei, GEMS being its signature program. For some countries such as Sri Lanka and Indonesia, the table shows some major cases out of the numerous innovation programs described in this volume.

As can be seen in <Table 1> many of them use goal orientation strategy by setting clear goals and mission statements. Clarifying goals and objectives is an effective way to start changing the existing systems for improvements that are relatively difficult to pursue. Many of the cases have vision statements and goal settings to guide the development of the new systems, such as the pursuit of knowledge based society and paperless governance (Brunei), and the promotion of a healthy private sector (Cambodia).

To achieve good governance or to improve administrative efficiency, taking client or citizen orientation also appears frequently as an effective strategy. Cases taking client oriented strategy focusing on the needs of the citizens are India's "e-Justice", Lao PDR's Citizen Report Card and One-Door-Service, Nepal's e-Governance, Pakistan's e-Government reforms, and Indonesia's Bantul Regency. These cases put citizens or users first in designing better service delivery systems by conducting citizen satisfaction surveys (Lao PDR) and/or diversifying delivery channels for easy access.

Service integration is often supplemented by client orientation depending on whether the goal was improvement of the public agency's internal process of operation, or enhancement of external clients' benefits, or both. In Brunei's e-Government both service integration and client oriented approaches seem prominent. Holistic approach or service integration is observed in Brunei's e-Government, India's HOMES, initiatives undertaken in Sri Lanka, and many others. Efficiency improvements and simplification were realized by integrating services into one-stop systems as were the cases in Cambodia's single-window process for facilitating export-import activities, Indonesia's Jembrana District, One-Door-Service of Lao PDR, Korea's Government Information Sharing System, Nepal's e-governance, Timor-Leste's Single Service Point Centers, and Thailand's single window concept, and others.

Market oriented strategy is taken in Cambodia's Rectangular Strategy to strengthen private sector and attraction of investments and promotion of small and medium enterprises, in Indonesia's Sragen District which established a marketing unit to promote trade and economic growth in the region, and in Vietnam's Project 30.

Initiatives with devolution or empowerment strategies are Indonesia's Local Reform Policy, Pakistan's Devolution Reforms and the Timor-Leste case. There were no cases using citizen participation or volunteers as a primary strategy of administrative simplification. Similarly, reconceptualization or reinvention of roles was not observed as a predominant strategy in these cases.

Table 1. **Strategies for Administrative Simplification by Country and Case**

Country	Innovation	Goal Oriented	Client Oriented	Integrated Service	Market Oriented	Devo-lution
Brunei	e-Government	O	O	O		
	- GEMS	O				
Cambodia	Rectangular Strategy	O			O	
India	e-Justice		O			
	HOMES		O	O		
Indonesia	Local Reform Policy(General)	O				O
	- Sragen Regency: Institutional Innovations			O	O	
	- Bantul Regency: Innovation in the Health Sector		O			
	- Jembrana Regency: Innovation of Management	O		O		
Korea	Government Information Sharing Service			O		
	Online Package Service Plan for Life-Activity Based Civil Inquires		O			
Lao PDR	NAS	O				
	Citizen's Report Card		O			
	One-Door-Service		O	O		
Mongolia	Medium-Term Civil Service Reform Policies	O				
Nepal	e-Governance		O	O		
Pakistan	Reforms in Management and Procedures	O				
	e-Government Reforms		O			
	Devolution Reforms					O
Philippines	The Rationalization Program	O				

Country	Innovation	Goal Oriented	Client Oriented	Integrated Service	Market Oriented	Devo-lution
Sri Lanka	Administrative Simplification	O	O	O		
	Citizen Charter, Front Office, e-HRM, Mobile Service		O			
	Process Re-Engineering, Productivity Improvement Team, Staff Discussions	O		O		
Thailand	Administrative Efficiency and Simplification Strategies	O		O	O	
Timor-Leste	Administrative Efficiency and Simplification Strategies	O				O
	- INRAS			O		
	- Single Service Point Centers		O	O		
Vietnam	Project 30				O	

Tools for Efficiency and Simplification

Various and diverse tools and measures are utilized in implementing the innovations to simplify administrative procedures and make public services more efficient. Although several tools or mechanisms are used in each case, <Table 2> identifies the tools that are relatively more important and fundamental for the innovation based on the categories used in Kim (2006b). The most frequently observed tools or mechanisms are legislation or institutional set-up, use of ICT, creation of new programs, and organizational restructuring.

All the countries use legislative and/or institutional mechanisms in implementing the administrative reforms, except in a couple of cases. More often than not, the existing legal and regulatory frameworks do not provide for the reforms and innovations that seek significant improvements and simplification in administrative procedures. Newly legislated acts or amendments in existing acts or regulations are necessary to provide a legal basis for realizing innovations in public service. Formulating national development plans, designing strategic or master plans or adopting a citizen's

charter are other mechanisms for providing institutional foundation for the reforms and innovative programs.

Except Mongolia and Pakistan all other countries' initiatives are materialized by creating some kinds of new programs. Cambodia started the "one village, one product" program, e-governance of Brunei is provided through setting new programs, and Sri Lanka developed a number of new programs such as the Front Office and Mobile Service to expedite and simplify service delivery processes.

In twelve out of fourteen countries some kind of organizational restructuring is included as a tool for innovation. Most of the time they created a new unit such as a change management team (Philippines), a task force (Cambodia), and a specialized unit (Indonesia) and at times new roles are assigned to the existing agencies (Nepal).

Almost all the countries used information and communication technology such as the online services, internet portals, and web based systems to provide services efficiently and make services easily accessible, with the exception of Cambodia and Mongolia. As noted in earlier studies, heavy reliance on ICT for improving government performance and bringing about innovation was consistently observed in these Asian countries' cases as well. Provided that budget and technical expertise can be obtained, the application of ICT is the most prevalent way to change bureaucratic practices for the better.

On the other hand, providing education or information related to the innovation, newly setting up physical facilities such as a citizen center or service counter, forming partnership with public or private sector, or decentralization were undertaken in only a handful of cases. Use of the private sector as the mechanism for the administrative reform is observable in one case, namely Cambodia's Rectangular Strategy, in which medium and small enterprises participated in developing the simpler and less costly business registration process.

Table 2a. **Tools used for Administrative Simplification by Country and Case**

Country	Innovation	Legisla-tion	ICT	New Program	Restruc-turing
Brunei	e-Government	O	O	O	
	- GEMS		O	O	O
Cambodia	Rectangular Strategy	O		O	O
India	e-Justice	O	O	O	
	HOMES	O	O	O	
Indonesia	Local Reform Policy(General)	O	O	O	O
	- Sragen Regency: Institutional Innovations	O	O		
	- Bantul Regency: Innovation in the Health Sector		O		
	- Jembrana Regency: Innovation of Management	O	O	O	O
Korea	Government Information Sharing Service	O	O		
	Online Package Service Plan for Life-Activity Based Civil Inquires	O	O	O	
Lao PDR	NAS		O		
	Citizen's Report Card			O	
	One-Door-Service	O			O
Mongolia	Medium-Term Civil Service Reform Policies	O			O
Nepal	e-Governance	O	O	O	O
Pakistan	Reforms in Management and Procedures	O			O
	e-Government Reforms	O	O		
	Devolution Reforms	O			
Philippines	The Rationalization Program	O	O	O	O

Country	Innovation	Legisla-tion	ICT	New Program	Restruc-turing
Sri Lanka	Administrative Simplification	O	O	O	O
	Citizen Charter, Front Office, E-HRM, Mobile Service	O	O	O	
	Process Re-Engineering, Productivity Improvement Team, Staff Discussions	O	O		O
Thailand	Administrative Efficiency and Simplification Strategies	O	O	O	O
Timor-Leste	Administrative Efficiency and Simplification Strategies	O	O	O	O
	- INRAS		O		
	- Single Service Point Centers				
Vietnam	Project 30	O	O	O	O

Table 2b. **Continued from Table 2a**

Country	Innovation	Edu-cation	Physical Facility	Partner-ship	Decen-tral-ization
Brunei	e-Government				
	- GEMS				
Cambodia	Rectangular Strategy		O		
India	e-Justice	O			
	HOMES				
Indonesia	Local Reform Policy(General)			O	O
	- Sragen Regency: Institutional Innovations		O		
	- Bantul Regency: Innovation in the Health Sector		O		
	- Jembrana Regency: Innovation of Management				

Country	Innovation	Edu-cation	Physical Facility	Partner-ship	Decen-tral-ization
Korea	Government Information Sharing Service				
	Online Package Service Plan for Life-Activity Based Civil Inquires				
Lao PDR	NAS				
	Citizen's Report Card				
	One-Door-Service	O	O		
Mongolia	Medium-Term Civil Service Reform Policies	O			
Nepal	e-Governance				
Pakistan	Reforms in Management and Procedures				O
	e-Government Reforms			O	
	Devolution Reforms				O
Philippines	The Rationalization Program			O	
Sri Lanka	Administrative Simplification	O	O		
	Citizen Charter, Front Office, E-HRM, Mobile Service		O		
	Process Re-Engineering, Productivity Improvement Team, Staff Discussions	O			
Thailand	Administrative Efficiency and Simplification Strategies	O			
Timor-Leste	Administrative Efficiency and Simplification Strategies				O
	- INRAS				
	- Single Service Point Centers		O		
Vietnam	Project 30				

Obstacles

Both internal and external factors are mentioned as obstacles of main constraints in pursuing administrative reforms and innovations. In general many countries mention the low levels of economic development as the key impediment to change. Related factors are low administrative capacity and citizens' living standard, literacy, and poverty. <Table 3> shows the types of obstacles faced by a number of countries which specifically discuss obstacles and constraints to administrative reform.

One of Pakistan's major obstacles is the limited human resource capacity and suggests a need for skill training of the staff. Similarly, the lack of expertise or knowledge required in developing and operating new service systems, which are mostly computerized online systems, is mentioned by Brunei, Nepal, Timor-Leste, and Thailand. Such problems are aggravated by the lack of standardized work process identification which causes confusion when new action plans are circulated down the line. Similarly, as observed in Vietnam, some units are not fully aware of the contents, tasks, objectives and requirements of the project in the simplification of administrative procedures. In addition, as indicated by Brunei, changing government employees' mindsets from manual paper-based system to an online system may create fear to them who are used to the old ways.

Unreliable fund appropriation and other constraints coming from the limited budget, lack of technical support and other infrastructure are mentioned by Pakistan and Thailand but they are inevitable in most other countries as well.

A user related problem is serious in Nepal where only one percent of the population has an access to the internet, and many people are not internet literate. In Brunei the users are not confident in the online form because they are worried that the applications may be tampered or may not originate from the applicants or the approvers. These kinds of problems generated by the citizens' low level of education are common in other countries.

Constraints regarding legal aspects and existing regulatory frameworks are faced by Sri Lanka, Timor-Leste, and Thailand. Resistance to delegating or sharing authority with other units or agencies also causes difficulty in carrying out administrative reforms.

Obstacles arising from conflicts of interest are those between local and central or federal governments (Vietnam) as well as conflicts between citizens and government officials. In particular, Thailand points out that citizens are reluctant to complain for fear of upsetting the officials, which in turn might attract reprisal, such as by intentionally slowing down the provision of the service in question

In most of the country cases it is not clear how these obstacles were overcome. A few countries suggest promotion of communication between government staff and the citizens, standardization of work process, and provision of appropriate incentives to public employees. Earlier studies on government innovations indicate executive leadership (as observed in the Indonesia's local reform programs), perseverance of the will to change, clarification of objectives, provision of appropriate incentives, and others can be effective in obstacles and resistance to changing the old ways of government operations (Howell and Higgins, 1990; Kim, 2006b; 2008)

Table 3. **Obstacles against Efficiency and Simplification**

Country	Lack Human Resource or Expertise	Employee Related Difficulty	Lack Financial (time) Resource	User Related Difficulty	Legal & Institutional Constraint	Conflict of Interest
Brunei	O	O		O		
Nepal	O			O		
Pakistan	O		O			
Sri Lanka					O	
Thailand	O		O	O	O	O
Timor-Leste	O	O			O	
Vietnam		O	(O)			O

6. Key Issues

The cases examined in this volume show that endeavors made to bring about administrative efficiency and simplification show that with clear goals and client oriented strategies significant improvements can be achieved. One of the most prominent features in the Asian countries' innovative programs is the integration of services reflecting holistic or systemic approach to service delivery. Another common feature is the application of information and communication technology in service delivery, notably the use of online systems. Integrated services delivered through online channels are compiled into various one-stop service systems. In the majority of the cases presented in this volume, one-stop, one-door, one-window, or single-window system is the most commonly mentioned product of reforms undertaken for administrative efficiency and simplification.

Facilitated by computerization and online provision of services, one-stop systems are one of the most popular strategies and tools for administrative efficiency and simplification. One-stops are prominent features of reforms and innovations in Cambodia, Indonesia, Lao PDR, Korea, Timor-Leste, Nepal, and Thailand, among others. In this sense, key issues regarding administrative efficiency and simplification are closely related to those arising from the establishment of e-Government and the proliferation of one-stop systems in public service delivery.

One-stop services require inter-department, inter-agency and/or inter-government collaborations which present greatest difficulties as they usually involve new legislation, resistance, power struggle, delegation of authority, and budget sharing. Where several agencies are involved, each may shun or transfer responsibility and accountability. This means that the integrated service system needs to specify and clarify responsibility and accountability among collaborating agencies.

Experiences indicate that administrative efficiency and simplification are heavily dependent on information and communication technology. It means that providers have to be equipped with the necessary expertise as well as technical and financial resources in developing online service systems. Sufficient education, information, and training have to be provided to the users so that they become familiar with using online services.

Establishing online service systems is often accompanied by reduction in off-line delivery points of the services. For those users dependent on off-line services they are faced with reduced accessibility to service. This is true especially for services provided to welfare recipients, elderly, and, disabled people of whom a significant proportion are unable to access or use online services for various reasons. A notable exception is the e-Justice program of India which paid special attention to serve the disadvantaged people such as the women in rural areas. In general, however, most marginalized people are deprived of the enhanced efficiency in service when it is delivered through the use of computers and the internet. It is ironic that these groups of people, who are much more heavily dependent on public service compared to others who have no problem using online services, are left out in the benefit of improved efficiency and simplification of service realized by online delivery systems.

Poorly designed one-stop services tend to provide services from one channel but in a very long and multi-staged process. Developing a one-stop service system should be more than simply converting horizontally and inconveniently scattered services into one very long and confusing vertical structure. Due to multiple authorities and expertise involved, integrated service may become even more complicated. Service integration when designed as a one-stop type should not be one very long and complex stop due to complexities and convolution of services, defeating the purpose of administrative efficiency and simplification. To be effective it should be user friendly and simple and yet provide comprehensive services for the satisfaction of the citizens.

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Country Cases

BRUNEI DARUSSALAM

Better Public Service and Governance via e-Government

Hajah Marinah Haji Mulok

1. Introduction

As more and more demand for greater efficiency and better governance arises, a number of administrative simplification strategies and tools are thought of and discussed or being put in place to achieve or to be geared toward this goal. In order to be at par with other ASEAN economies if not with the world economies, Brunei Darussalam has re-strategized its ways of governance by doing some administrative reforms.

Being a small nation of 5,675 square kilometres situated on the north-west of the Island of Borneo with a population of about 400,000 inhabitants, Brunei Darussalam has to compete with its ASEAN neighbors whose economies have well developed and have implemented e-Government initiatives with state-of-the-art technologies. The National Vision known as "Wawasan Brunei 2035", a long-term development framework formulated for a 30-year period, provides the Outline of Strategies and Policies for Development and the National Development Plan (NDP). Based on the objectives of the National Vision 2035, under the NDP 2007-2012, the ICT sector has been allocated with a total scheme value of BND 1.1 billion, which is about 12.1 percent of the total development allocation, where the bulk of the allocation is for e-Government initiatives. The ICT sector's main focus is to integrate e-Government programmes and thus enable high quality online customer service and to enhance the local Small and Medium Enterprises (SMEs) via e-Business as well as to build human and institutional capacity in ICT applications.

1.1. Challenges and Opportunities

The challenges, due to the impact of globalization, have demanded the Brunei Darussalam's Civil Service to re-focus their strategic direction and transform the way they worked and managed. These challenges include economy, nation building, leadership, technology, public high expectation, environmental issues, financial and economic crisis as well as social problems. The greatest challenge comes from the economy since Brunei Darussalam is highly dependent on the production of crude oil and liquefied natural gas and their related industries, making its economy vulnerable to exogenous shock. The diversification of economy has been developed and

initiated since the Fifth National Development Plan and remains until the present day.

The demands for a strong, smart, intelligent, and capable leadership, being one of the global challenge, are essential in order to inspire and motivate the people to be fully committed to their work, managing the organization and creating a future vision by devising a strategy to achieve that vision and communicating it to the workforce. To realize this, the government of Brunei Darussalam has introduced the Civil Service Vision – "Civil Service Towards the 21st Century". In order to face the challenges of globalization and the high expectation of the public, this vision is aimed at three fundamental areas, which are policy, organizational structure, and organizational behavior.

As a greater number of citizens become more highly educated and exposed to the outside world, the demands for quality, effectiveness, efficiency, and productivity of public services are highly expected. The government has introduced the Client's Charter or "Tekad Pemedulian Orang Ramai" (TPOR) in order to facilitate the high expectation from the public. The aim of the TPOR is to assure the public that the services rendered by the government agency will comply with the declared quality standards that conform to the public expectations and requirements.

With the advent of Information Communication Technology (ICT) in the daily use of communication and the way of how things work, ICT has transformed and changed the business process creating efficiency if put to better use. The public sector can make use of ICT to reach global markets and deliver their services effectively and efficiently. Consequently, this change also demands new skills, changing mindset, economic and social policies, which require constant revisions in order not to be left behind. In recognition, greater emphasis and higher priority are given to Brunei Darussalam Civil Service to develop the human resources in order to produce skilled, disciplined, well-educated, motivated, and versatile workforce. ICT has provided a powerful enabling technological platform to carry out administrative reforms.

1.2. The e-Government Journey

At the initial stage, a number of e-Government initiatives implemented were to expand the use of ICT in every ministry and department. These assisted them in conducting their current operation and administrative processes and procedures in order to improve, modernize and upgrade the services rendered to the public. In addition, government official websites were set up to facilitate the retrieval of information on public administration and provided services.

Since the year 2000, the development of ICT in Brunei Darussalam has been on an increasing trend in order to pursue a knowledge-based society and paperless governance. More initiatives are geared to provide the needs of the foundation of future manpower development. National computer competition and ICT camp were undertaken to enhance and encourage the use of ICT by the local youths in the county. Brunei Information Technology (BIT) Council was established to drive the national IT Strategic Plan known as "IT 2000 and Beyond". The Brunei IT Master Plan or "IT 2000 and Beyond" geared Brunei Darussalam to actively initiate and implement e-Government programmes and projects. The governing committees and working groups were established to drive the e-Government projects. ICT related statutory and regulatory Acts were also gazetted. In the IT Master Plan, the three core strategies are the National IT Strategy, Public Sector IT Strategy, and Private Sector IT Strategy.

The National IT Strategy is geared towards a paperless society, known as "e-Brunei". The Public Sector IT Strategy is to promote Electronic Government (e-Government) in the government establishments, also known as "e-Government". The Private Sector IT Strategy is a private sector drived towards e-Business.

Since the year 2001, the Key Message of the e-Government initiative has been "EG21 – Governance and Services online" and under the e-Government 2001 strategy framework, seven strategic goals were identified and set.
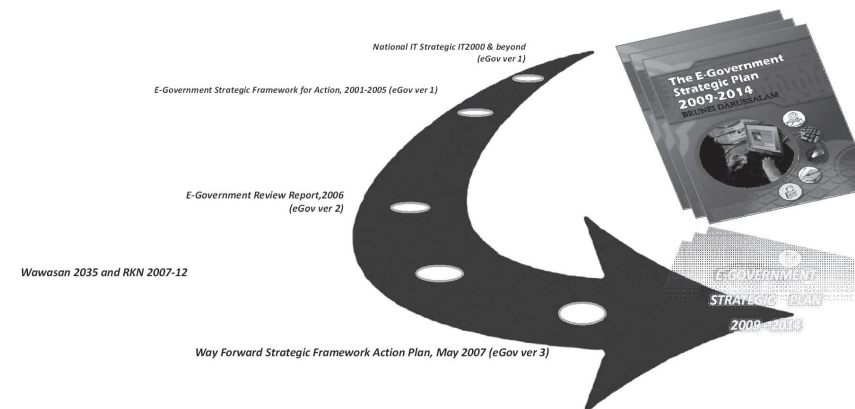

National IT Strategic IT2000 & beyond (eGov ver 1)

E-Government Strategic Framework for Action, 2001-2005 (eGov ver 1)

E-Government Review Report,2006 (eGov ver 2)

Wawasan 2035 and RKN 2007-12

Way Forward Strategic Framework Action Plan, May 2007 (eGov ver 3)

Figure 1. **The Journey So Far**

In the re-structuring of the e-Government Institutional Framework, the e-Government Programme Executive Committee (EGPEC) was elevated to the e-Government Leadership Forum (EGLF). The Prime Minister Office, since 3rd March 2007, has taken the leading role of "Executive Ownership" of e-Government initiative. The Prime Minister's Office has also spearheaded the overall policy level of e-Government. The Deputy Minister of the Prime Minister's Office was appointed as the "Executive Owner" and the Chairman of the e-Government Leadership Forum (EGLF). Since 1st October 2007, the e-Government Technical Authority Body (EGTAB) has been fully operational as an e-Government technical think tank to develop policies, set standards, enforce and drive the implementation of the e-Government programmes/projects. On 1st April 2008 the e-Government National Centre (EGNC) was set up to manage the ICT human resources, ICT procurement, and ICT service operations for the civil service.

In the year 2007, the public sector also saw a short and medium term strategy being formulated, in preparation of the launching of the e-Government Strategic Plan 2009-2014. The e-Government Strategic Plan 2009-2014 was launched on 30th May 2009. This strategic plan is a continuation or evolution from the previous strategies, which will pave a way for more pro-active e-services delivery to the citizens and businesses. The five

key strategic priorities identified and highlighted in the plan are: Developing Capabilities and Capacities, Enhancing Governance, Strengthening Security and Trust, Integrating the Government and Delivering Integrated, Accessible and Convenient e-Services.
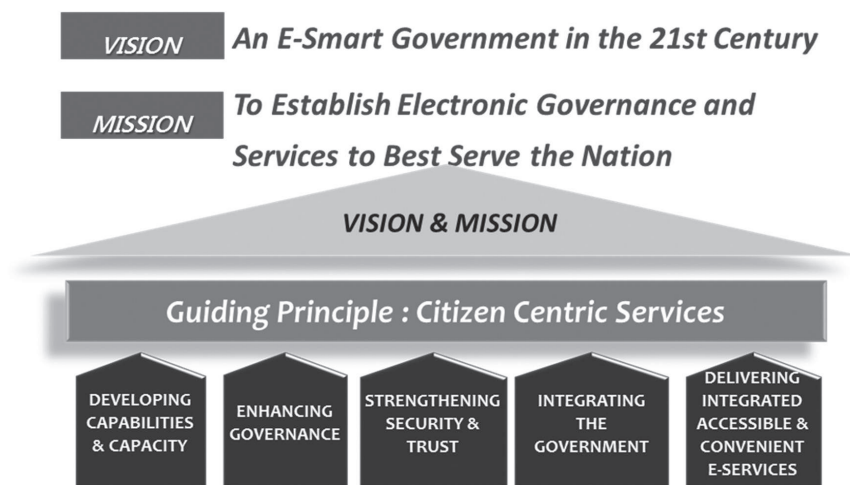

Figure 2. **e-Government Strategic Plan 2009-2014**[1]

1.3. Existing Burden – Manual Form Filling

The previous system that was developed to manage the civil service human resource has failed to deliver the potential of the system because it is just automating the manual system. Manually filling-in forms for the various applications sometimes have to go through various channels either from the same department's or different departments' administrative processes and procedures before the approvals are obtained.

The system also has to cater for dual system, which is a manual paper input from the user to initiate the application and then keying-in to the computer system to generate the required information. The various ministries and departments kept the paper copies of the application and the administrative department also kept copies of the applications. The delivery of the acknowledgement is also via paper from the administrative department

to the requesting department, which is later transcribed on paper via a Personal Computer for the applicant. As part of the administrative procedures, signatures are required from the applicants and the approvers to prove the authenticity of the document. This is one of the reasons why the paper copies are kept. It is time consuming and devotes resource activities in the form-filling as well as the checking and filing processes.

1.4. e-Government Initiative to Ease the Burden

One of the strategic themes of the Prime Minister's Office is to modernize the civil service. As a leading agency to carry this out, the Prime Minister's Office through one of the e-Government initiatives provides an e-service delivery to the employees and as part of the administrative simplification is replacing the old system with a more friendly, less time consuming one with a single point of online input to the system that can be approved with less procedures and less paper-based processes with no duplication of data.

Before the new system was in place, working groups were set up to look into the organizational and technical change requirements to ease the burden. Reduction of administrative processes in order to speed up the approval of an application and the electronic channel is used as a point of entry of the application. With the use of ICT, an application is made from an individual of one government agency and the approval can be sent online from another administrative agency. In this case, the requirement of the signatures on the paper filling-in form is a barrier to the administrative simplification. In order to overcome this barrier, policies and regulations need to change to allow the applicant and the approvers user-names and passwords to be used as a form of identifications to replace the signature. An applicant can fill in an application form online and the processes from application to approving it can be processed online at a faster speed with no repetition of data entry.

2. Government Employee Management System (GEMS)

As one of the Strategic Priorities of the e-Government Strategic Planning is to deliver integrated, accessible, and convenient e-services, the human resource management system (HRMS) is one of the identified e-Government

flagship projects. As the project developed, it was renamed as the Government Employee Management System (GEMS). It will help realize the aspirations of modernizing and transforming Brunei Darussalam's civil service human resource functions and operations involving all the Ministries, departments, and government agencies.

2.1. GEMS Implementation Approach

GEMS is spearheaded by the Public Service Department under the sponsorship of the Prime Minister's Office. It is aimed to improve the performance of human resources, organisation planning and management, as well as benefiting administration, succession planning, and human resource administration of the Public Service. Automation of a number of previously manual tasks and the employees' personnel data are kept in central repository that is easily accessible and shared by all the ministries and departments at all times. The applications of employees' benefits such as housing, loans, and training applications can be easily tracked, and therefore, making decision making faster.

As part of the organizational framework in the implementation of GEMS, a steering committee was established and chaired by one of the Permanent Secretaries of the Prime Minister's Office. To facilitate its development, working groups were also established, namely Implementation Working Group, Technical Working Group and Change Management Working Group. They were each tasked to facilitate the development in their specialized areas, highlight issues, and propose resolutions to the Steering Committee for endorsement or policy directives or reforms.

The approach to GEMS implementation was formulated in such a way that the affected civil servant would progressively understand about GEMS and know how to use it. The GEMS is enabled throughout the Ministries and departments via six systematic releases. The first two releases (Releases 1 & 2A) will be for the Prime Minister's Office and five of its departments as well as the Energy Division (as indicated in <Figure 3>).

Figure 3. **GEMS Releases**

For each release, all the civil servants will undergo a series of change activities, designed to meet the three main objectives:

- ➢ to create an **AWARENESS** and understanding about GEMS by:

  - • holding briefings and road show events

  - • providing educational materials about GEMS

- ➢ to **ALIGN** the current work processes with the new GEMS processes by:

  - • determining which administrative staff best fits the new roles defined in GEMS

- ➢ to **ENABLE** civil servants with the skills to use GEMS by:

  - • providing comprehensive training courses for specific GEMS roles that have been defined for an administrative staff

The local Change Network Agents and Trainers, appointed by a ministry or department, will drive the change activities for each release such as providing education materials about GEMS and training courses.

The GEMS Release 1 was successfully launched on 16th April 2009. The next release is targeted to be launched in 2010.

The implementation of GEMS, even though still in the early release, has helped to expedite the operational processes by reducing the repetitive administrative and manual tasks as well as sharing of a central repository database of employees' personal information.

2.2. GEMS Functionalities

GEMS is using the PeopleSoft HCM 9.0 and will be rolling out the ten (10) modules, of which 4 modules will be in the GEMS Release 1 and the remaining in the GEMS Release 2. Below are the modules:

- Organization Management
- Employee Data Management
- Employee Termination and Retirement
- Employee Deployment Management
- Benefits Management
- Performance Management
- Compensation Management
- Recruitment Management
- Absence Management
- Employee Development Management

2.3. Expected Outcomes of GEMS

- ✓ With the successful implementation of GEMS, the public service expects to see the following outcomes:
- ✓ Improved efficiency in personnel and HR administration, a reduced process time in the Client Charter (TPOR)
- ✓ Reduced consumption of paper and ink toners, a saving in government costs on paper and toners.
- ✓ Greater transparency in governance by putting important information related to government processes online.
- ✓ Greater interaction and outreach by the government to the civil service and the public in general

- ✓ Provide timely data for decision makers in important areas such as Recruiting, Compensation and Benefits, and HR Administration.

2.4. Challenges and Impacts

The challenges encountered during the implementation and rolling out of GEMS Release 1 are:

- ➢ Ineffective use of talented HR resources
- ➢ Changing of mindset
- ➢ Time taken to adopt the new policies
- ➢ Unavailability of the Network Infrastructure

The impacts of the roll-out of GEMS Release 1 are already experienced by the Prime Minister Office and its five departments on the people, process, and technology.

The civil servants undergo a series of change activities, as part of approach used for the GEMS Releases. From the moment of rolling out GEMS to having a first-hand experience on the use of the system, the civil servants, who are GEMS users or administrators, have been made aware of, aligned, and enabled with skills to get them ready. The database of the employees' personal data is centrally managed and easily shared and accessible. There is no duplication of data. The information is available online and the approval process can be made faster.

2.5. Barriers

Some of the barriers identified in the implementation and rolling out of GEMS Release 1 are:

- ➢ The change of mindset from a manual paper-based system to an online system learning new skill sets may create a fear for those who already got used to the old ways.
- ➢ Unavailability of network infrastructure in the participating government agency can cause a delay for GEMS to be rolled out to this agency.

> Lack of confidence on the users to use GEMS after being rolled-out.

> The users are not confident in the online form because they are worried that the applications may be tampered or may not originate from the applicants or the approvers.

2.6. Lessons Learned

The organization must have a strong leadership in order to successfully introduce the new policies and procedures as well to implement the new system.

The people who will be using the new system must be made to fully understand the new system and be prepared to use the new system before the new system is being rolled out so that they can make use of it to the fullest when it is going live. The change agents and trainers must be ready to prepare for the change in the mindset and be able to support the changes after the system is live.

Every stakeholder must be aware of the potentials and the impacts of the new system from the beginning so that any issues can be resolved sooner or to come up with policy directives if necessary to achieve a successful implementation of the new system.

3. Conclusion

The failure or successful rolled out of future releases of GEMS rely on overcoming the barriers encountered during the rolled-out of GEMS Release 1.

Every stakeholder from all the participating ministries and departments of GEMS must be fully committed and accountable to ensure a successful rolled out of future GEMS releases.

Once GEMS is fully implemented with all the releases rolled out to all the ministries and departments, the full potentials of this system's capabilities can be fully achieved and the impact on the Public Governance and e-Service delivery to the Public Service can be realized.

The successful complete implementation of GEMS, will mark the achievement of three of the strategic priorities of the e-Government Strategic Plan 2009-2012.

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Country Cases

CAMBODIA

Rectangular Strategy

Lyna Neang

1. Introduction

"Good Governance is the pillar of the government strategy to reduce poverty", **Samdech Akkak Moha Sena Padei Techo Hun Sen**, the Prime Minister of the Kingdom of Cambodia often repeats. The Royal Government has made the pursuit of good governance an essential component of the **Rectangular Strategy** for Growth, Employment, Equity, and Efficiency. Good governance has been continuously strengthened through a number of reforms in key sectors, including fighting corruption, legal and judicial reforms, armed forces reform, and public administrative reform. Both the **Rectangular Strategy and the National Strategic Development Plan** emphasize that strengthening institutions and improving governance are immediate and necessary conditions to sustainable development and poverty reduction.

In this fourth mandate of the National Assembly, the Royal Government has declared and fully committed to continue to implement core reform programs with an objective to serve the interests of the nation and to meet the needs of the people. In the words of Samdech Prime Minister, Cambodia has no better choice but to reform to be competitive on the world stage.

Private sector is the key to the development of Cambodia and is the main reason for the rapid economic growth experienced in recent years. In this sense, the Rectangular Strategy highlighted private sector development and employment generation as one among the four strategic "growth rectangles", which covers (1) strengthened private sector and attraction of investments; (2) promotion of Small and Medium Enterprises (SMEs); (3) creation of jobs and ensuring improved working conditions; and (4) establishment of social safety nets for civil servants, employees, and workers.

Promoting a healthy private sector, through the improvement of service delivery by making the processes of it provision simpler, faster, less bureaucratic, timely, and accessible, is the key to the promotion of economic development.

Improving the delivery of public services is an important priority strategy of the Administrative Reform Program, which is at the core of the Rectangular Strategy. Quality public service delivery is an important tool that cannot be taken for granted or overlooked and great attention is required to ensure the implementation of service delivery nationwide according to the needs of the citizens and to reach them in a timely manner.

The strategic objective of the Royal Government in public service delivery is to "Serve People Better". The Royal Government has adopted the Policy on Public Service Delivery on 5th May 2006 to serve as the common principle to improve public services.

2. Public Service Delivery Policy – Administrative Simplification Strategy

This important policy was published into booklets and distributed extensively. The implementation of this policy requires government officials to change their behaviors and the ways of providing public services. In this sense, public administration needs to conduct in-depth reforms to transform the Civil Service into an effective service provider and a trusted development partner.

The Policy on Public Service Delivery is at the core of the administrative reform. This policy provides ministries and institutions with methods and mechanisms to improve the quality and delivery of public services. It provides guidelines to ministries and institutions to better respond to citizens' needs in a timely manner, aiming to make public services more reliable, easier of access, more responsive to needs, and delivery process more transparent.

Public services being provided to citizens by ministries and institutions are classified into seven categories: (1) Services relating to the State Sovereignty, (2) Services relating to Security, Public Order, and Social Safety, (3) Services relating to Justice and Arbitration, (4) Services relating to Enhancing Trade Matters, Small and Medium Enterprises, the Investment Environment, and the Participation of the Private Sector in the Construction and Maintenance of Infrastructure, (5) Services of Social Affairs, Culture, and Women's Affair, (6) Services related to the Development of Physical Infrastructure, and (7) Services related to Revenue Collection, Expenditure Rationalization, and Disbursement.

The Council for Administrative Reform works in close cooperation with

individual ministries and institutions to prepare and publish a set of booklets providing information on services in each service category.

The policy identifies possible mechanisms for improving the provision of public services as follow:

1) Improvement in Public Service Delivery Processes;

2) One Window Office;

3) De-concentration of Public Services;

4) Decentralization of Public Service;

5) Public Establishments with Administrative Characteristics;

6) Public Enterprises;

7) Contracting;

8) Privatization;

9) Special Operating Agencies.

3. Mechanisms of Implementation

3.1. Improving the Process of Public Service Delivery

Improving service delivery processes is one basic mechanism to improve the public service delivery. This is to be implemented within all Ministries/institutions and state Agencies through eliminating overlapping functions or removing uncertainty about duties and procedures within service delivery. This work focuses on work procedures; processes; time taken; costs of the service; efficiency and effectiveness; trust and quality of public service.

3.2. Services relating to Enhancing Trade Matters, Small and Medium Enterprises, the Investment Environment, and the Participation of the Private Sector in the Construction and Maintenance of Infrastructure

The Royal Government of Cambodia clearly recognizes that the creation of an enabling environment for private sector development is a precondition for promoting economic growth, creating employment, reducing poverty, and sustaining economic development. Small and Medium Enterprises, an important part of the Rectangular Strategy of the Royal Government, are vital to Cambodia's employment, and will play a main role in the future of the country's innovation, economic diversification, and economic growth.

3.2.1. Enhancing Trade Affairs

A particular priority is the preparation of measures that establish an environment that is conducive to private sector development through various concrete steps:

• Strengthening both public and corporate governance;

• Reducing bureaucracy and red-tape within Ministries/institution concerned with import-export;

• Eliminating overlapping work of Ministries/institutions by effectively promoting the process of one-stop services; and

• Improving the implementation of One Window Offices mechanism.

3.2.2. Small and Medium Enterprises (SMEs)

The Royal Government continues to promote the development of SMEs through the following policies:

1) Encourage the development of SMEs, especially through the provision of medium and long term financing;

2) Suppress smuggling;

3) Reduce the registration procedures and the start-up processes for companies;

4) Facilitate the import-export activities by simplifying procedures such as licensing and other letters of permission;

5) Reduce times taken and the price of services for approval for SME's operations through the use of the one window offices mechanism;

6) Provide support for some enterprises within an appropriate period of time;

7) Promote the alliances between the SMEs and large enterprises, etc.

In order to achieve the above objectives, the Royal Government focuses on:

• Encouraging production for local supply so as to replace importation, and to respond to the strategy for the establishment of the local production bases, to conform to regionalization and globalization;

• Determining the incentive and support policies for SMEs;

• Developing a strategy to upgrade the competitive capacity of SMEs; and

• Developing action plans and regulations to support and control the work of SMEs.

3.2.3. Investment Environment and Private Participation in Construction and Maintenance of Infrastructure

Related to this task, the Royal Government implements necessary measures to improve the investment and business environment including an incentive policy, directive regulations, and promoting the private sector's participation in constructing and maintaining infrastructure.

4. The Improvement of Legal Frameworks

With the aim of improving public service delivery so as to operate successfully and effectively, the improvement of the existing legal frameworks or the establishment of the new legal frameworks that address real needs is necessary.

Therefore, the task of implementation focuses on the following points:

1) Examine the legal framework that defines the public service delivery, category, modality and procedure of service delivery mechanism, organization and functioning by expressing the legal validity and the necessity of sustainable continuity.

2) Modify existing regulations that are necessary for the further implementation to conform to real needs.

3) Keep reviewing overlapping function and contradictions that are constraints and lead to uncertainty in the process of providing public service and harmonizing the procedures to make the service delivery more streamlined.

4) Regulations that regulate through complicated modality and procedures are constraints on the processes of public service improvement and public service delivery and will be modified or changed.

5) Develop and promulgate new regulations into a category and an area of public service.

In the modification of existing legal frameworks or the creation of the new legal frameworks, the concerned Ministries/Institutions have to cooperate closely to ensure those legal frameworks interact smoothly with the policy on public service delivery.

5. Achievement to date

5.1. Strengthening Private Sector and Attracting Investment

The Royal Government has ensured the reduction of business transaction costs and improved travel safety by improving physical infrastructure, thus ensuring integration of rural and urban economies. The Royal Government has developed necessary legal frameworks for private sector development and strengthened the "Government-Private Sector Forum" to function as an effective dialogue and dispute settlement mechanism. Reduced requirements for documents have facilitated trade and businesses, particularly through the implementation of "Single Administrative Document- SAD" System and

"Single Window" service.

To sustain efforts to improve the investment climate and competitiveness, the government has adopted certain guiding principles for reform to ease the burden on business. Those reforms are:

1) Shifting from a culture of control to a culture of facilitation,

2) Empowering markets and enhancing competition,

3) Repositioning the State to provide effective governance and accountability to the public and focusing on the use of possible partnerships to deliver services rather than using limited public resources,

4) Focusing on reforms to improve competitiveness and productivity,

5) Using private institutions to integrate rural and informal sector,

6) Focusing on institutions to reduce risks and transaction costs, and

7) Focusing on institutional learning by exploring the role of business organization in order to scale up more success in private sector development

With strong commitment and full support by many governmental agencies and after conducting several consultations with the stakeholders, **eight reform initiatives** have been undertaken:

1) **Trade Facilitation** including the elimination of overlapping and obsolete roles and responsibilities, reducing the number of documentary requirements, and streamlining and automating the process by removing non-value adding steps, introducing comprehensive automation and flat fee for services, and utilizing risk management principles in inspection process,

2) **Removing impediments to diversification** including the facilitation of business registration process, licensing and inspection,

3) **Strengthening the rule of law** namely contract law, commercial code and other laws and regulations to honor WTO commitments as well as other related activities such as the establishment of commercial court,

4) **Leveraging private sector value chain** by encouraging both Foreign Direct Investment (FDI) and supplier development program to remove impediments, attract investment, and building capacity of suppliers,

5) **Review the role of Camcontrol** by strengthening its capacity and efficiency to ensure public safety,

6) **Strengthening governance** for increased Private Participation in Infrastructure,

7) **Strengthening institutional learning** through business association in order to increase market opportunity through sharing of market information; and,

8) **Accelerating leasing and access to finance** through the establishment of related laws such as Secured Transaction Law, Leasing Law, and Insolvency Law.

In order to respond to these initiatives, the government has committed and fulfilled several actions including the creation of a Special Inter-Ministerial Task Force (SITF) and agreed in principle with the World Bank to focus on (1) reducing product inspection burden, (2) implementing a single window, (3) developing a performance measurement system, and restructuring human resource management. To lead this effort, a cross agency reform team was identified including all agencies involved in investment climate and trade facilitation issues such as Ministry of Economy and Finance, Ministry of Commerce, Ministry of Agriculture, Forestry and Fishery, Ministry of Labor and Vocational Training, Ministry of Interior, Ministry of Industry, Mines and Energy, Council for the Development of Cambodia, and Sihanoukville Port (international Sea Port).

The government through SITF and after discussion with the World Bank has committed to implement the following **12- points plan of actions:**

1) Establish a cross-agency Trade Facilitation/Investment Climate Reform Team,

2) Establish a system of Transparent Performance Measurement including Private Sector Monitoring,

3) Implement trade facilitation process by removing overlapping and unnecessary approvals following by the reengineering of administrative documentation,

4) Introduce Risk management Strategy to consolidate and rationalize all examination requirements of the different control agencies,

5) Launch a strategic review of Camcontrol,

6) Implement a single window process to manage trade facilitation by using automation system,

7) Introduce a WTO compatible flat fee for service,

8) Streamline the cost of business registration/incorporating,

9) Streamline the process of notifying the Ministry of Labor and Vocational   Training on hiring employee,

10) Harmonize registration for VAT, income tax and company registration by using the same form and resulting in the same number,

11) Implement a national award to promote good corporate citizenship and governance in the private sector, and

12) Monitor and evaluate the progress of reform objectives and report these progress to the Government-Private Sector Forum.

5.2. Promotion of Small and Medium Enterprises

In the fight against poverty, the Government recognizes that small and medium enterprises play a significant role in promoting economic development and creating sustainable employment and incomes. Implementing governance reforms is a key element in creating a more conducive environment for SMEs. A key factor in strengthening the SME sector is to reduce cost of doing business. In particular, business registration needs to become simpler and less costly while the myriad of licenses need to be rationalized and justified. Furthermore, implementation of licenses needs to be formalized and provide a recourse mechanism for businesses that believe they have been unfairly treated.

In order to meet the challenges faced by SMEs, the Government has established an SME Sub-Committee and provided it with an agenda through the 'Rectangular Strategy'. The SME Development Framework provides the SME Sub-Committee with a detailed 'road map' for implementing and operationalizing the 'Rectangular Strategy'. The overall thrust of the SME Development Framework is to create a conducive business environment for enterprises. This requires reforming and strengthening institutional structures and encouraging business to enter into the formal sector.

In the 'Rectangular Strategy' the component for promoting SMEs is further amplified into the following thirteen 'policies':

1) **Encourage the development of SMEs, especially through the provision of medium and long-term finance;**

   • Establish effective collateral system and land titling

   • Develop leasing as a financial product and develop credit information sharing for banks to reduce risk

   • Develop a simplified accounting and taxation system for SMEs to improve financial information

2) **Suppress smuggling;**

   • Strengthen the capacity of the anti-smuggling task force headed by Custom and Excise Department.

   • Rationalize the number of agencies involved at border checkpoints.

   • Extend the Single Window concept to border checkpoints.

3) **Reduce registration procedures and start-up processes for companies;**

   • Reduce administrative and cost barriers in registration;

- Develop online registration system and decentralize company registration;

- Link Ministry of Commerce business registration with Ministry of Economy and Finance tax and VAT registration and merge into one procedure.

4) Facilitate export-import activities by simplifying procedures such as licensing and letters of permission;

- Review all related licenses and introduce a Single Administrative Document for customs.

- Replace current system with a Single Window process at the ports and introduce a risk management strategy.

- Enact the Law on Customs and develop implementing regulations.

5) Support to newly established industries for an appropriate period;

- Foster private sector led incubator systems for developing new industries and enterprises.

- Develop a comprehensive program for one-stop window for all relevant business licenses.

6) Promote linkages between SMEs and large enterprises;

- Encourage linkages between local clusters and international organizations.

- Assist SMEs in clusters to become integrated in global value chains.

7) Assist SMEs to enhance their productivity and reduce production costs;

- Training institutions and donors to develop toolkit packages for training and capacity building in SMEs.

- Develop an action plan to meet current technology and training needs.

8) Ensure the quality of domestic products to meet regional and international standards;

- Encourage quality standards in SMEs through ISO 9000 certification process.

- Encourage linkages between training and research institutions and SMEs.

9) Establish national laboratories to test the quality of products;

- Use existing public research institutions to enhance the capacity for applied research & product quality testing;

- Strengthen the capacity of research institutions;

- Foster linkages between the private sector and research institutions.

10) Strengthen mechanisms for the protection of industrial intellectual property rights;

- Implement the specific institutional arrangement for effective implementation of intellectual property rights.

- Promote the use of Industrial Property as a tool for the development of SMEs.

11) Promote vocational/skills training, both domestic and overseas;

- Promote learning networks, joint international marketing.

- Coordinate with providers of vocational training to identify needs and develop links with SMEs.

12) Expand and accelerate the "one village, one product" program;

- Carry out a stock take of clusters, including identifying number, size, product produced and location.

- In cooperation with donors and associations, develop common service provisions and support for clusters.

13) Strengthen the legal framework.

• Enact laws on commercial enterprises, insolvency, secured transactions and contracts.

• Enact legal framework necessary to create specialized court to resolve commercial disputes.

• Engage in extensive capacity-building program for the commercial court system.

The SME Development Framework takes the thirteen SME development policies mentioned in the 'Rectangular Strategy' as its starting point and provides details on how these can be implemented. The strategy outlined in the SME Development Framework focuses on implementation and operationalizing these 13 SME development policies of the 'Rectangular Strategy' and in doing so, provides a guide for the SME Sub-Committee.

6. The Way Forward

The Royal Government will make further efforts to expand international market access through concerted implementation of its obligations under the framework of WTO, ASEAN, and sub-regional and regional economic integration initiatives. In addition, the Royal Government will continue to strengthen the supportive legal framework for the private sector including laws, regulations, and administrative procedures and to improve productivity through training for employees, technicians, and skilled labor; ensure fair competition; promote trade facilitation; enforce the labor law; and strengthen the dispute settlement mechanism.

The Royal Government will continue to improve the business climate for small and medium enterprise development focusing on four main aspects:

1) Legal and regulatory framework – facilitating registration particularly via internet system, defining procedures and principles for inspection and certificate of origin for import and export, and adoption of a sub-degree on trade facilitation through risk management;

2) Financing – creation of financial leasing companies, and strengthening governance and financial reports;

3) Supportive actions for small and medium enterprises – promoting innovation and technology as well as financing for small and medium enterprises, and strengthening and widening other supportive services; and

4) Integrating small and medium enterprises into a global value chain and preventing all kinds of smuggling.

In addition, the Royal Government will promote implementation of new measures including: establishing of the National Productivity Center in order to improve productivity and reduce production costs; establishing a National Standards Institute to ensure product quality conforming with regional and international standards; establishing national testing laboratories for physics, chemistry, micro-biology, and mechanics in order to evaluate quality and set prerequisite criteria for products certification; strengthening industrial property rights protection mechanism in order to promote innovation, the adoption of new techniques and new technologies; promoting training to improve skills; and strengthening relevant legal frameworks.

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Country Cases

INDIA

e-JUSTICE & HOMES

Srinivasa Kumar

1. Introduction

India is a large country with cultural and linguistic diversity. It is also a country with wide disparities and divides. The Indian constitution which lays down the guiding principles for governance seeks reducing various disparities and divides, while nurturing its rich diversity.

India has been constituted as a democratic republic with a federal form of government. State's legislative powers and corresponding responsibilities have been distributed between the national and the state governments where each has exclusive jurisdiction in some areas and share the jurisdiction in other areas. There is further decentralization to local governments at the district level in rural areas and municipalities in urban areas. At all these levels, there are elected representatives who are assisted by the non-elected executives who share responsibility for governance and public administration.

For several decades, a key objective for administration was establishing a 'pattern of society' that offers equitable distribution of wealth among the citizens. The overriding concern with equitable distribution led to the government assuming control over entire spectrum of economic decision making, so much so that private enterprise was effectively stifled. On the other hand, the government's ability to deliver most services on its own, and efficiently at that, was limited by many factors; not the least, by widespread corruption generated by overwhelming government control. Along with the need to reform the broad structure of economic administration, there was always the felt need to reform the administrative processes to bring greater efficiency in service delivery.

The relaxation of excessive regulation in the economic sectors began in mid-80s with small steps toward deregulation. The economic crisis in the 1990s provided a major impetus for economic reform when India not only liberalized its economy within but also integrated it with global economy. Administrative reforms were also among the thrust areas as part of the 'Structural Adjustment Loan' taken from the World Bank.

The 2 case studies ('e-JUSTICE' & 'HOMES') presented in this paper deal with 2 initiatives undertaken by the Centre for Good Governance (CGG), Hyderabad in close association with the Government of Andhra Pradesh.

They demonstrate the continuing concern with improving service delivery, particularly to the disadvantaged sections of society. They also relate to some of the key aspects of administrative simplification identified in the literature emerging out of the work carried out under Public Governance Programme of OECD.

2. Case I: e-Justice

The e-Justice project pilot[2] was launched in Andhra Pradesh (AP) in mid-2004 and completed in June 2008. It had as its primary objective, promotion of legal awareness among the marginalized sections of the community (especially among the women in rural areas). The felt need was to address such issues in the justice delivery process as: ignorance about rights and of legal protection; failure to understand legal jargon; and exploitation of the "legal illiterates".

2.1. Vision and Key Objectives

The project's vision was to institutionalize *'a citizen-centric approach for access to justice through use of Information Communication Technologies'*.

Essentially, it aimed at disseminating key legislations and legal procedures in local language in simple words; and spreading awareness about remedies under Alternative Dispute Resolution (ADR) and reconciliation.

Key objectives of the project were:

- facilitating access to justice through legal awareness and greater interaction between the person having legal query or seeking legal remedy and the others involved in justice delivery system such as the lawyers and free legal services authority;

- coordinating with various stakeholders for their participation in creating a framework for integrating existing governmental and non-governmental actors in delivery of justice; and.

- providing appropriate feedback to improve local-level formal/informal justice delivery mechanisms.

2.2. Project Implementation Process

As a first step, Implementing Agency (IA) i.e. CGG had prepared simplified/translated versions of laws relevant to simple village folk such as those relating to protection from violation of civil rights, domestic violence, human trafficking, sexual harassment at workplace, land acquisition, right to information, public interest litigation, rural employment guarantee scheme, and others.

This comprehensive information, both in English and local language (Telugu), was hosted on a server at CGG and made available through web portal. Eight 'Information Kiosks' were set up at different locations in four districts. The kiosks, located in block offices of the Legal Services Authority (LSA) or offices of Women's Self Help Groups' Federations or common service centres, functioned like counseling centres for the citizens.

The website provided:

• Downloads of simplified versions of laws;

• Audio of the provisions of the Indian Penal Code, 1860 rendered in Telugu in FAQ format;

• A knowledge Bank consisting of important judgments, forms, pleadings and legal articles;

• Legal news & updates;

• Links to other relevant websites;

• List of Paralegal volunteers trained under the project; and

• Frequently Asked Questions;

District coordinators and kiosk operators were appointed under the project. The former coordinated the operations and functions of the kiosks in the entire district and acted as liaison between the citizen and District LSA. Kiosk operators provided personalized interface with the citizen seeking information.

More than 1,200 paralegal volunteers were trained on legal enactments, court procedures and processes, citizen rights, etc. They had also helped disseminate information about the project. Mobilization of beneficiaries for the workshops and training was carried out primarily through the Women's Self Help Groups. LSA too provided active assistance for conducting awareness workshops and training of paralegals. Feedback received during these events was used to make improvements to the delivery mechanisms.

Typically, a citizen faced with a problem would approach the kiosk operator with his/her problem. The Operator then would download the relevant information from the server from the web portal through the internet, if it was possible. If the problem was complex and the operator was not able to immediately suggest any particular legal measure, (s)he would forward the query to the resource person located in IA. After examining the query a suitable response would be conveyed to the Kiosk operator, who in turn passed it on to the concerned citizen. In addition to providing required information, the concerned citizen would also be directed to the Legal Services Authority for free legal advice and representation.

2.3. Problems Encountered

One of the main problems was that the citizens visited the kiosk with the expectation that their complaints/problems would get addressed by the operators and be resolved. They wanted not only the information but also solution to their problems, which more often than not had to do with livelihood issues rather than legal remedies. Notwithstanding the fact that the intended beneficiaries had more pressing problems, key findings of an UNDP-interim-evaluation revealed that:

• 88% users found high value in terms of speed of delivery of services;

• 91% users found high value in terms of saving in time and resources spent i.e. reduction of visits to law agencies/offices;

• 94% users were convinced that services provided by the project have led to reduced exploitation with improved access to justice;

• availability of the service at the block level reduced wage loss and saved lawyers' fees; and

• the project supported the ADR system

The project resulted in the development of a knowledge database of some critical legal provisions, procedures and case laws in a simple user friendly language. The project has enabled access to legal information through a query based e-Interface available through the Kiosks. The pilot demonstrated the usefulness of the model in empowering the marginalized and poor rural citizens by providing them with essential legal knowledge, facilitating access to legal aid and creating awareness about alternate dispute resolution measures.

3. Case II: Housing Online Monitoring & e-Governance System (HOMES)

The Government of Andhra Pradesh (GoAP) has launched 'Integrated Novel Development in Rural Areas and Model Municipal Areas' (INDIRAMMA) in 2006-07 to:

a) bridge the longstanding demand-supply gap in low-cost housing;

b) thereby do away with the consequent corruption in implementation of housing schemes; and

c) finally achieve a slum-free-hut-free State by constructing 6.5 million houses in 3 years for eligible Below Poverty Line (BPL) households.

To implement the programme effectively, 'HOMES', an online 'Project Management System' has been developed by CGG for the Andhra Pradesh State Housing Corporation Limited (APSHCL)], which manages and monitors the massive housing programme.

HOMES had started in 2006 as an offline module installed on the laptops of officials who collected beneficiary information. It was web-enabled in 2007 with the launch of a website. A centralized system was created by integrating distributed databases into a single database and deleting duplicate entries. This data was uploaded on a central server and frozen, disallowing any further editing or tampering.

The biggest challenge was to prepare data entry screens to be used by around 1500 staff members, who are not very computer savvy. The software

(HOMES) has been so designed that it provides extremely user-friendly graphic user interfaces (GUIs), which help users to complete their work with minimal effort and errors. Every user has been provided with data pertaining to her / his area of control. Users dealing with financial transactions have been provided with an additional security feature i.e. a randomly generated access code sent through SMS. Citizens have been provided with hassle-free interface to locate information from HOMES.

3.1. Online Payment Gateway

'HOMES' has been designed to disburse payments accurately, directly and speedily to specified beneficiary accounts through the use of online core banking system. Direct disbursements are made as per the progress on house construction and payment schedules placed on the website. At any point, individual beneficiary data can be verified through the beneficiary-id.

Field offices are access points to enter data. Payment is made after the official concerned promotes the beneficiary to the next stage, upon which a "Payment Release Order" is generated by the central server and sent to the bank. Release of payment by the Head Office is intimated to the official(s) concerned through 'Short Messaging Service' (SMS).

3.2. Real-time Management Information System (MIS)

The robust MIS provided by the software facilitates speedy decision making and helps in detecting any errors in disbursement. The actual physical and financial progress is made available to the decision-makers on a real-time basis, which enables them to compare stage of construction with the payment made and find out if there are any discrepancies between the two.

3.3. Transparency & Openness due to use of ICT

Online posting of data has helped to a great extent in solving the issue of corruption by making the process of sanction simpler and automated. Deployment of ICT applications has facilitated better control on project implementation. It has helped a great deal in fixing responsibility and accountability at each level.

All information (overall and particular) about the housing programme has been made available to the public through the Website. Comprehensive information can be viewed by anyone without having to follow any sign-in procedures. Village level physical progress and financial reports are also available on the home-page. Social audit is being done by third parties (NGOs) based on the said information, which helps in finding out the discrepancies at the ground level.

A Call Centre facility [with a toll-free phone number] has been established, which serves as a 24X7 helpdesk for providing the beneficiaries with information and the facility to register complaints. A unique ID is generated for any follow-up on the issue. Technical queries are resolved on the same day and policy related queries are forwarded to the official concerned. If it is not resolved within a set period of time, it gets automatically escalated to a higher official. One can know about the pendency and reasons for the same. This 'Complaint Redressal System' is directly monitored daily by APSHCL's top management.

3.4. User-friendliness

HOMES can be accessed using any telecom network like dial-up, broadband and mobile. 'User Manuals' have been made available online (on the website) as ready reference. User authentication, where required, has been provided by using proper encryption. All the release orders are generated in PDF formats with barcode and water mark embedded. Various instruments pertaining to release of payments like Pass Books, Pay Slips etc. have been provided to the beneficiaries in the local language (Telugu).

3.5. Key Challenges

Some of the key challenges faced were a) to provide simultaneous and instantaneous access to hundreds of users; b) fine-tuning of the application by incorporating policy changes as also other course corrections (while operating a data base with 6.5 million records); and c) giving a satisfactory response to the user even on dial-up internet connectivity. These have been successfully met.

3.6. Major achievements of the Project

From 1979 till 2006, APSHCL had constructed on an average 158,000 houses per annum. This was due to cumbersome, manual monitoring process, review and reconciliation using manual records. Since the launch of INDIRAMMA in the year 2006-07 and 'HOMES' in mid-2007, nearly 2,369,427 houses have been constructed by APSHCL with an average of 789,809 houses constructed per annum, which is an almost 500% increase in its productivity.

The transparency and openness that HOMES has made possible is unprecedented in the implementation of housing programme in AP. Social auditors are able to access information easily, even as opportunities for corruption have drastically reduced. Moreover, no beneficiary is required to make trips to any office for getting a sanction to construct her / his house or for payments. Control of management over project finances has strengthened, which has significantly reduced time and cost overruns.

4. Conclusion

HOMES illustrates a clear attempt to cut red tape, which is highly relevant to administrative simplification as identified in papers published by OECD on the subject. INDIRAMMA has set for itself quantitative targets (another aspect of infusing administrative effectiveness), which HOMES helps achieve.

All information about the implementation of both HOMES and of e-Justice has been in the public domain. Findings of the interim evaluation of e-Justice have been presented earlier. The fact, that information pertaining to HOMES has been used for carrying out social audits of INDIRAMMA projects has also been mentioned. The findings and suggestions emerging from these exercises have sought to be incorporated in further implementation of these initiatives. That effective stakeholder communication (another characteristic of administrative simplification efficiency) has been an essential element in both these initiatives is also clearly borne out. There has indeed been strong support for these initiatives from the bureaucracy which

is evident in the support received from the district administration in case of e-Justice and from the entire hierarchy of the Housing Department in case of HOMES.

UNDP has only recently begun the terminal evaluation of its 'ICT4Development' programme under which e-Justice was piloted. The organisation evaluating the programme would certainly be seeking CGG's inputs for reviving and replicating this initiative. It is in this regard, among others, that CGG values its participation in this Mission. Similarly, discussions and consultations in this forum would also help CGG to bring further value to HOMES. It is hoped that discussion on these case studies and sharing of similar experiences by representatives from other countries participating in this Mission would be of immense value to all participants.

Notes

1. In this context, poverty is not understood in terms only of income poverty, but also in terms of lack of availability of and / or access to basic services – food; clothing; shelter; health; hygiene; education and the like which are linked to living a life of dignity.

2. The 'e-Justice' project was conceived and executed by the 'Centre for Good Governance' (CGG), Hyderabad with support from United Nations Development Program, Department of Information Technology, GoI, Government of Andhra Pradesh (GoAP) and National Institute for Smart Government (NISG) as part of UNDP's nation-wide 'ICT for Development Programme' in India.

Country Cases

INDONESIA

Best Practices of Local Government

Purwastuti

1. The Background of Local Reform Policy: In Searching the Excellence

Indonesia embarked on its "Big Bang" decentralization in the context of significant economic and political transition. President Soeharto's centralist authoritarian, who is commonly referred to as the New Order regime (1966-98), came to an abrupt end with his resignation in May 1998. Indonesia decided to implement a policy of decentralization that became effective on January 1st, 2001 (Law No. 22/1999, then revised by the Law No 32/2004 on Local Autonomy and Law No. 25/1999 on Financial Balance between the Central and Local Governments). These new laws have given more autonomy to the local level to exercise their authority as they please.

Nearly a decade later, this policy has brought good results for some local governments; however, on the contrary failure stories in some can also be found. When the decentralization policy was adopted, indeed many people were pessimistic. This arose from rampant negative practices that characterized the conduct of local government officials. Nevertheless, as time went by, the excessive corruption in some areas emerged (Pramusinto 2005). In some cases, local government regulations did not take into account the interests of citizens (World Bank 2006).

Local authorities responded in different ways to the opportunities of new decentralization era. In shaping local policy, their challenges are to create innovative programs, design the proper government structure, create networks of supporters and stakeholders, and institutionalize the process. This study focuses on re-organization policies of government institutions: District **Jembrana** (Bali), District Bantul (Yogyakarta), District Sragen (Central Java), and Province of Gorontalo. We assume those local authorities are supposed as best practices on local government management.

In general, these local governments have begun the era of autonomy with all the limitations, i.e. natural resources that have not been optimally extracted, the socio-economic backwardness, and the stigma addressed to poverty and underdevelopment. Jembrana, for example, compared with other regions in the Province of Bali, Jembrana was in the back row, especially in terms of economic growth. Similarly, the District Sragen, when the decentralization era had begun, this district was also synonymous with backwardness and poverty, especially compared to other neighbor regions such as Surakarta, Karanganyar, or Kartasura. District Bantul also dealt with relatively similar problems to Jembrana and Sragen.

To overcome these various problems, each district identified the cause of the emergence of these crucial issues or the root of these problems. In other words, they identified various determinant aspects that influenced the factual circumstances at the time, then sorted and selected (clustering) based on the level of urgency and proximity (directness) to these problems. Then searched for nodes where the bureaucracy took a role. Another thing that also encourages them to innovate is the local autonomy that provides the opportunity for local government to manage affairs autonomously. At least four folds are expected to arise from the policy of local autonomy: those are achieving the better service to the community, increasing local autonomy, increasing local competitiveness, and improving social welfare.

From the actual condition compared to the ideal desire of local autonomy, it was found some wide gaps. To solve it, local government should take radical actions or fundamental changes, especially in the public organizations at the local level. In other words, local bureaucratic reform is a necessity that cannot be negotiable. Talking about bureaucratic reform that has been implemented in these local authorities, there are four aspects that can be drawn as a basic principle that is a philosophical basis for actions described in <Figure 4>.
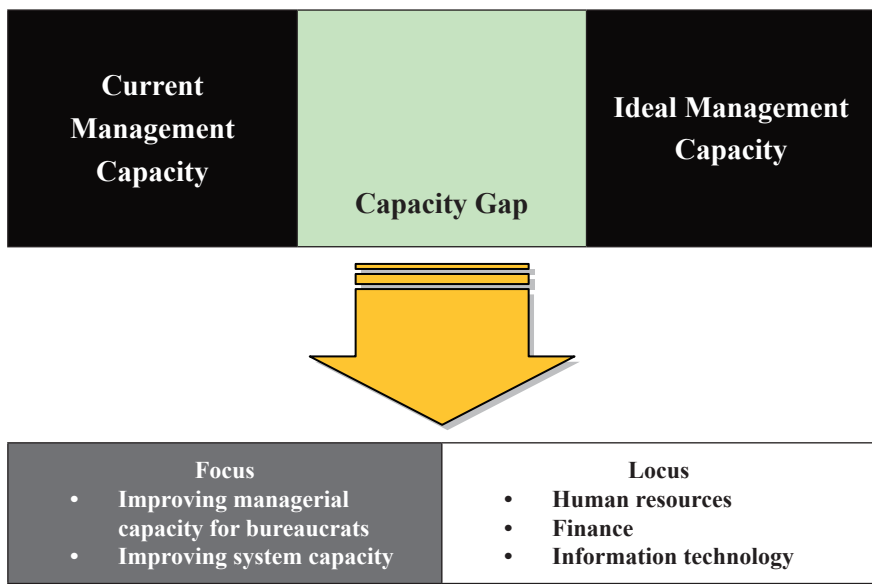
Figure 4. **Reinventing Local Government Strategy for Achieving Good Governance**

First, it is the spirit of changing the mind-set of the local bureaucrats to be more dynamic, creative, innovative, responsive, and proactive in developing programs and activities that were programmed. In the end, they become professional employees in the field. As an ideal bureaucracy (central), local bureaucracy is still suffering from a Parkinson's syndrome, characterized by: a large organization, slow thinking, and workings only for the personal interest. This is reflected in the attitude as *pangreh Projo*, which considers what they did solely for the interests of the bureaucracy. It is completely alien from the public interests. The role of the civil service so far has been merely a slogan, does not exist in the attitude, work, and everyday behavior.

Second, there must be policies that come out from a breakthrough. To make this action to be more effective, the breakthrough must be based on a sharp and clear vision; the vision must be based on the empirical conditions of each district. The district **Bantul** and **Sragen** are basically more based on rice farming communities, therefore the policy taken should be based on the needs and problems of farmers, including a drop in prices at the time

of harvest. Meanwhile Gorontalo has great potential in agricultural fields of maize, **Maize Based develop Agropolitan (MBA)**, the city of corn-based agriculture. Breakthroughs are proven to be a solution to improve the welfare of the majority. For example, under this traditional farming system, the result of the maize crop is only enough for their daily needs, often even less. But with product diversification and expansion of marketing network, corn has become highly competitive agricultural commodity and prospective investments.

Third, the passion and commitment in building a public trust had started to fade or even disappear. The trick is to provide services and excellent benefits to the community to accelerate the empowerment and welfare of the community. Creating such a trust needs a transparent, effective, efficient, and accountable (professional) bureaucracy. Consequently there must be re-engineering of public organizations, particularly through the injection of the values of private organizations that are professionally accustomed, it is sometimes called reinvention of public bureaucracy. In addition, optimizing the application of Information and Communication Technology (ICT) can create or reduce the current bureaucratic pathologies such as: slow service, convoluted, corrupt, and unfair treatment because of the influence of primordial, and others. From the four loci we can see that the ICT has been used with varying degrees, depending on the budget and needs.

Fourth, the ability to build networks with regional and international environment is very critical. Cooperation with regional environment (domestic) is a joint venture formed with organizations of local government in Indonesia or in cooperation with groups outside the public organization. The ability include the ability to maintain relationships with societal support groups. These communities groups are socially already existed and have a vital role in building inter cohesive citizens. These groups are comprised of religious leaders, traditional leaders, youth groups, women, and various other groups that are naturally bound As in the case of **Bantul**, the support from these groups proved to be effective in maintaining the effectiveness of policy implemented and political stability in **Bantul** (Wirawan, 2006). Indeed this group has no direct political role in the parliament, but they effectively become the anchor for the socialization of policies produced by the government. And as interest groups, they also continue to voice their

aspirations. The District **Bantul** nicely captures this potential, so it a forum for consultation and communication with their periodic meetings in the pavilion District or in its official home.

Meanwhile, the international network has an interest, especially in the context of local economic development. As for the purpose of local autonomy, one indicator of success is the increasing regional competitiveness. Regions are required to create various innovations such as creating interesting places and conveniences for investors, especially for those from abroad. Therefore, every local government is required to develop a network with overseas communities. Network with local government abroad can be built through the mechanism of cooperation sister-city or inter-regional cooperation. For example, District **Jembrana** has economic cooperation with some cities in Japan, especially in the context of sending Indonesian labors to Japanese industrial sectors. Thus **Gorontalo Province**, with its large corn production needs a large market as well. Domestic market in fact is still relatively open, but with less profitable prices for farmers. For that, Governor Fadel Muhammad (currently appointed as the Minister of Maritime and Fisheries) has developed its market to overseas mainly to Australia and America. It is time for corn to become the cream of agricultural commodities, especially since the energy crisis hit the world from the end of 2007 until the first half of 2008. To a smaller degree, district **Bantul** is also exploring cooperation with Malaysia and Korea, especially in the dispatch of teachers at vocational schools. They were sent to various factories or vocational schools to learn the techniques and also to build a work culture so that they become competitive in overseas markets.

These four aspects are the basis for reforms aimed at local bureaucracy in order to build the capacity of government management. Some strategic steps carried out in order to make corrections include:

• Structuring oriented institutional needs of the region;

• Repair system and working procedures (business process) of management;

• Increased local personnel capacity for human resources; and

• Improvement-oriented organizational culture to customers.

Fourth addition, there was another innovation of the notable reform program in selected areas of innovation in the field of financial management. However, these elements can be included in the institutional innovation.

2. Bureaucratic Reforms to Improve the Management Capacity of Government

2.1. Institutional/Organizational Arrangement

In terms of local government institutional arrangements, Indonesia local governments generally comply with Government Regulation number 41/2007 of the designing organization of the local governments. According to Government Regulation Number 8/2003, the previous regulation, the Government Regulation number 41/2007 region of the device organizations is limited. The difference is in calculating the organization's criteria for determining the number of local government structures. Government Regulation Number 8/ 2003 was based on set criteria that called for general factors and specific ones. The general factors consisted of the total area; the population; the ratio of personnel expenditure to the budget; characteristics of growth and regional development; and the number of sub-districts and villages located in the district/municipality. Meanwhile the specific factors consisted of some indicators such as the size of agriculture fields, Marine Affairs and Fisheries, and others.

The Government Regulation Number 41 year 2007 scoring only covers general factors, namely area, population, and the amount of revenue and expenditure budget area (budget). In addition, the distinction is also based on the Java-Madura areas outside Java and Madura. The size of local organization based on the Government Regulation Number 41/ 2007 is based on the maximum amount that the determination of the amount of the organization must be established through analysis of the actual workload. According to the mandate of Government Regulation Number 41/ 2007, determining the size of the local organization should be at least considering some of the following factors :

a) Finance;

b) Local needs;

c) Scope of the task: the target task to be realized, the type and number of tasks, spacious work areas and geographical conditions;

d) The number and density of population;

e) Potential areas related to matters that will be handled; and

f) Facilities and infrastructure tasks.

In addition, according to that Government Regulation compilation of regional organization development should be based on the consideration of government affairs that should be handled and the handling of these matters should not be formed into a separate organization. The device has been formed to accomplish a choice, which was formed based on the consideration of matters which have significance according to the condition, uniqueness and excellent regional potential.

By considering the potential traits of superior specificity and areas, there is discretion in each local authority to develop their own regional institutions in accordance with its vision. District **Bantul**, which has had problems of poverty and a low level of public education in farming communities, was above the national average. By referring to the Nation-vision as stated in the Preamble of the 1945 Constitution, the local government of **Bantul directly** translates to the context of the Government of district **Bantul** accordingly. For instance, to protect their farmers, the government of **Bantul** district has **established** a special unit directly under the Regent and coordinated by the Department of Agriculture. Particular institution is acting as a "warehouse logistics" in the region that acts as a buyer of grain from farmers at harvest time. This institutional innovation can be said relativism managed to help the farmers during highway failed savings.

Organization of other areas that is formed based on local needs in Bantul district is a Secondary Level Education and Foreign School. The establishment of this office is to anticipate the level of compulsory education attainment in the Bantul District above the average national compulsory

education of 9 years. In one of the district in the province of Yogyakarta (Daerah Istimewa Yogyakarta), the level of community education is higher compared to other regions; 12 years of education is a particularly urgent needs associated with labor market competition that requires more education than junior high school level.

For Sragen District case, innovations are distinctive from other regions, in term of the establishment of the marketing unit and quality standards. The formation of this team includes resting the actual circumstances including more rapid development of global trade coupled with increasing areas of superior products that is quite abundant in Sragen District. While the general trade of superior products to the region is urged to be professionally managed, in order to increase people's income, economic growth and enhancement of the Regional Revenue are necessary. This team was also formed as a container for other regions (outside of Sragen) who wanted to market the commodity through the Sragen. In order to control the handling, it also formed a special team called the "engineering services". This team is in charge of planning and quality control. Institutional creativity is also prompted by the poor quality of Indonesian products, including agricultural commodities.

Still related to institutional innovations, Sragen District also established several regional financial institutions such as Rural Banks, Regional Financial Institutions, Baitul Amal, and other Public Service Agencies. Establishment of financial institutions has aimed to support rural economic activity levels not reached by the national banking system. In addition, financial institutions micro (micro finance) provides requirements for a lightweight easily.

Still associated with institutional innovation and in order to garner support from the people of Sragen District, Government initiative creates networks supporting societal that form a Community Council comprised of various business / public service fields such as economics, education, health, arts, religion, and others.

For **Gorontalo Province**, innovative institutional arrangement that was created in order to respond to local needs and the effectiveness of coaching staff, conducted training courses which is combining management institutions and personnel management institutions. This step was in accordance with the

mandate of Government Regulation Number 41 in year 2007 which provided that the two fields is a family that can be combined in a single Regional Technical Institute.

To facilitate regional seed programs, the near Gorontalo province will establish a local technical institute of Maize Information Center Board, which according to the information already approved by Department of Home Affairs, to support the development of maize production as a superior product in agriculture in the province of Gorontalo. This institution is a working group originally formed by Local Development Agency (Bappeda), but due to in-adequate function, this non-permanent organization was changed to the Regional Technical Institute. This is in line with its ambition to develop the **Maize Based develop Agropolitan** (MBA) in Gorontalo on Eastern Indonesia region.

Looking at the Jembrana district case, in order to improve the health of their citizens, Jembrana has established the Jembrana Health Net. With this institution, the community will easily be able to get health services which are cheaper or even free. It is cheap as they are aided by the local fund. The Jembrana Health Net obtains funds through the budget, civil service insurance (Taspen), and communities. In order to get this facilitiy, the Jembrana District distributed the Jembrana Health Net card to their local district. The Jembrana Health Net has reflected the strategic partnership between government, private, and community. Various studies, including from the World Bank (2005) also noted this Health Net of Jembrana as creative institutional innovations to improve the health level of residents with an affordable cost.

Another innovation is associated with the institutional efficiency of public organizations, especially in the implementation of basic education. Along with the success of family planning programs, the number of primary school age children has diminished. Whereas the number of students at presidential primary schools which were founded during the reign of the New Order remains very high, there are some schools that have only a very small number of students and are operationally inefficient. For that, Jembrana regency governments have a policy to incorporate some of the presidential primary schools, particularly those in adjacent locations with this policy, so that high efficiency of education can be achieved, and the allocation of operational funds could be done for the purposes of improving the quality of education. In addition, a number of primary school rationalization policies were also implemented in Bantul Regency

2.2. Improving Working Procedures (business process)

Improved working procedures or the governance is intended to create a public organization which is efficient, effective, accountable, and quick in responding to the problems faced. In general, each of Jembrana regency, Bantul regency, Sragen regency, and Gorontalo Province, in order to improve governance, has applied information and communication technology in accordance with the needs and abilities of its budget. But specifically, these areas do some innovations to improve governance in accordance with their respective needs.

In Jembrana Regency, improving governance begins with the relocation of the entire Department, Office and Section, in a complex and even under a single roof. It is to facilitate communication between local governments as well as to facilitate the public when dealing with the government. Other improvements undertaken are:

a) utilization of assets to a maximum number of local governments;

b) pattern maintenance of government infrastructure and public through the project is not routine;

c) pattern maintenance facilities office building sustainable patterns through (enginering system); and

d) pattern with the provision of operational vehicles rent-car systems.

e) Some of these patterns were also conducted in the Province of Gorontalo. In order to efficiently budget procurement system for goods and services as well as through mechanisms leasing to third parties.

In addition, to increase the efficiency of the budget, also implemented were several breakthroughs, namely: improved management with warehousing procurement (purchasing system). With this mechanism

the procurement of goods and services will be controlled accurately in accordance with the needs and precision (just in time). In addition, in the budget planning, Jembrana was already planning to introduce systems based on performance, in accordance with the Minister oh Home Affair Decree Number 29/2002, in the use of the budget and Routine Budget Development Budget using dynamic unit price, the standard project management activities and standards of goods.

Bantul Regency improvements in governance in government organizations are conducted through the system "directly pick," in which its officials become foster parents for certain areas. By becoming a foster parent then they must understand the situation that occurred in each region related to basic public services such as health, education, security, and others.

In Sragen Regency, as the implications of the principle of institutional settlement are: "poor but rich structure function, lean over the bloom beneath, and a small but management capacity", so many things have been devolved to district and village levels. There are 18 authorities that have been decentralized (Governance, Finance) to the District, and the Authority of the Village 8. Some of the authorities that have been handed over: the creation of ID cards, building permits, permits of business (small scale), and others. By giving authority to the lowest level of government, the effectiveness of the service will be better. The delivery of this authority is also followed by assisting resources through the placement of three civil servants at the village level.
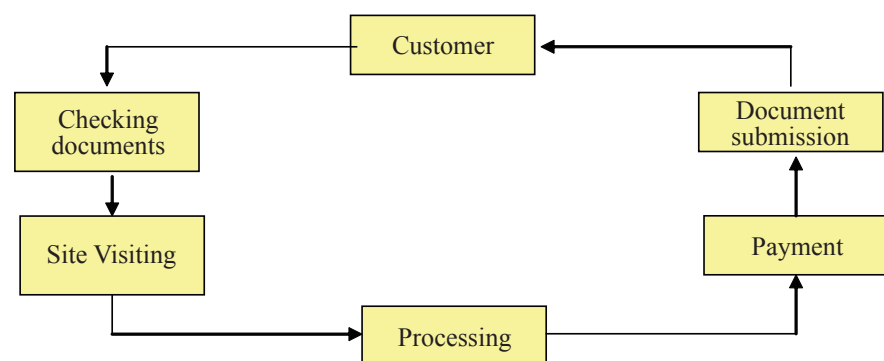

Figure 5. **Public Service Mechanism in Integrated Service Agency**

2.3. Developing Organizational Culture

In their view, we can not separate the economic life from the cultural life. In an era when the "social capital" is as important as the "physical capital", only people with the higher social trust that will be able to create flexibility, large-scale business organizations are required to compete in the global economy. At the same time, the high level of trust could reduce the transaction costs that make low-cost economy with the ability to build large-scale networks.

2.4. Some Obstacles and Solution

From some areas of best practices above, many things have been achieved in improving the performance of the region, but the success achieved was not clearly-cut separated from the constraints faced in each region, so there are some solutions that need to be taken to overcome the existing problems.

● Province of Gorontalo

The success achieved by Gorontalo province still related to the problems faced by the province, which among other things:

➢ Geographically, most of the area of Gorontalo province is agricultural land. With this condition actually Gorontalo province faced the problems of natural resources, and also limited amount of quantity and quality of the population.

➢ In addition, many claims to the needs of the community or to be able to follow the dynamics of regional development which is increasingly complex and heterogeneous.

➢ Agropolitan program run by the province of Gorontalo is sometimes has been disputed by the heads of districts because they do not have common understanding.

To deal with these problems requires some strategies which include:

a) Human Resource setup including quality improvement, officers placement in accordance with human resources expertise and

recruitment of government officers that have the entrepreneurial spirit, innovation, intelligence and high dedication.

b) Making the Province of Gorontalo as a province Agropolitan that has the value of competitiveness in the field of agriculture through the development of the concept agropolitan. The focus of this agricultural development is through the provision agroinput, well-pump provision, farming tools and agricultural machinery, agricultural product processing industry, and marketing of agricultural products. Although this is not smooth, the program is ultimately successful along with the replacement of the heads of districts.
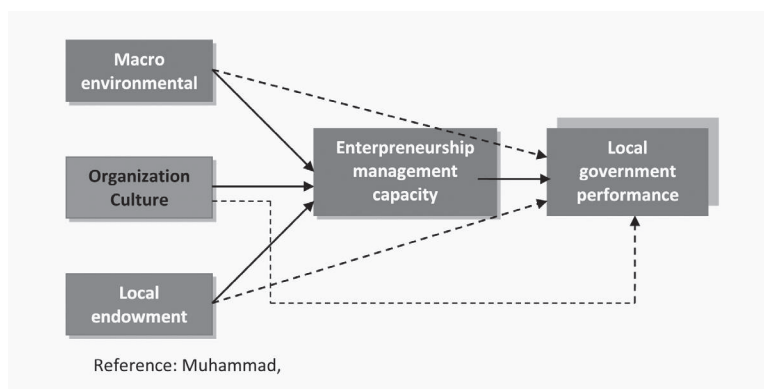

Figure 6. **Model for Capacity Building and Performance of Local Governments**

<Figure 6> describes the model developed by Fadel Muhammad (FM model) in improving the capacity and performance of local governments. There are three triggering or influential aspects that have a direct impact on entrepreneurship management capacity building, namely the macro environment, organizationcultural, and local heritage.

c) Institutional Strategy Gorontalo province is also one of the priorities in overcoming problems, therefore the device Organizational Structure of Gorontalo province was established by:

• Local Regulation No. 5 of 2007 on the Formation of the Organization and Administration of the Regional Secretariat and the

Secretariat of Provincial Parliament (DPRD) of Gorontalo.

• Local Regulation No. 6 year 2007 on Establishment and Administration of the Local Offices of Gorontalo Province.

• Provincial Government of Gorontalo, Regional Regulation No. 7 year 2007 on the establishment of the Organization and Administration of Technical Institutions Regional Gorontalo province, Gorontalo, 2008.

● **Sragen Regency**

Before becoming best practice, Sragen faced a lot of problems, namely:

a) Government performance is slow, unresponsive, lazy, and not innovative;

b) Lack of qualified and competence employees (technological illiterate);

c) Too bureaucratic, complicated, and inflexible service procedures or mechanisms;

d) Emergence of various pickings and unclear cost;

e) No specified time limit in providing services.

Therefore, to realize Smart regency, excellent service and society empowerment for the local government of Sragen regency, is not a sudden process of success. In fact to achieve these things certain strategies have been applied.

Solving strategies that have been done are:

a) Government of Sragen Regency conducted institutional innovations. One of the innovation is the establishment of the Integrated Services Office (ISO), in order to provide public services that meet people's (customers') satisfaction.

The public service mentioned above is the type of service which provides licensing provision and non licensing provision using excellent standard and one door policy based. This is intended to encourage the creation of favorable business climate for capital investment and investment in the framework of

economic empowerment of people, especially in Sragen Regency.

b) With the existing increasing demands, the status of the Integrated Services Office was then upgraded to Integrated Services Agency Sragen with its legal basis Sragen Regency Regulation No. 4 Year 2006 on amendments of the Local Regulation No. 15 of 2003 on the Composition of Regional Technical Organization Institutions in Sragen Regency.

The existence of this Integrated Service Agency, is expected to be sustainable and it can provide service in the field of licensing with the principles of being reliable, easy, cheap, fast and transparent through one door, so that all matters relating to licensing and non licensing permits, which was previously scattered in several units of work, can now be completed in this Integrated Service Agency.

● Bantul Regency

A policy to improve local conditions, sometimes even becomes an obstacle for the region. Some constraints to improve performance in Bantul region include:

➢ When the policy of 9 year- became 12 year-compulsory education, local government often considered this as a violation of national legislation. Even financial auditor thought it was a mistake in terms of financial report. So, the policy is to answer real situation but not followed by administration and normative rules.

➢ The second crucial issue faced by the people of Bantul was agricultural issue, especially related to the conditions of farmers who were often "ignored". This was indicated by the weakness of farmers and also direct consumers to an outside party in control of the food problem. Farmers would always be disadvantaged in this food regime. When crop prices decreased, they did not have other alternative than to sell it, because they need money to fulfill their needs.

Given these constraints Bantul region governments took measures as follows:

➢ As a consequence of the policy 12 year cumpulsory education in the district of Bantul, there should be an institutionally office that handles functionally related to secondary education. In addition, because in the Bantul region there are also many education conducted informally, mostly done by the community, then these matters are combined with secondary education.

➢ Still related to efforts to improve the quality of education, one of the efforts is to merge some so-called inefficient primary schools (PS) because of the consideration of the decreasing target students.

➢ To help the farmers, the Government of Bantul Regency forms a unit which has functions specifically as a buffer, especially in time of harvest. This unit is directly under the Regent with agriculture office as the sector leader.

In addition to the settlements that have been made, the Regent also concerned with health and community services by taking actions as follows:

➢ Innovation in the health sector was developed in Bantul by establishing health center services such as community health centers (Puskesmas) at the district level, the assistance centers (postu) at the village level, and health service post (Posyandu) at the sub-village level.

➢ In improving the quality of public services, the regency has established and operated UPTSA (Integrated One-Stop Services Unit) that acts as unit that serves different kinds of service under one roof so people who need permits are met more quickly, cheaply, and conveniently.

➢ Moreover in improving transparency, participation and accountability of government, the regency opened the chance for public to contribute in the formulation process, the establishment, implementation, and evaluation of policies, which then increasing transparency, accountability, and participation in accordance with the rules in the effort to create good governance in the region of Bantul. This one-door service is operationally under the authority of Licensing Office.

➢ The most interesting thing is the bottom up mechanism in composing a policy by building cohesiveness between government and society. To absorb people's aspiration and to get to know the actual problems directly from people that need to addressed instantly, the Regent of Bantul conducted communication with the society through open house, direct

hearing, visit to outstanding public figure in Bantul, dialog in the mass media etc.

• **Jembrana Regency**

Jembrana regency is one of the successful best practices in managing the performance, which is followed by many other regencies. However, to achieve best practice, the regency learned from the problems, among others are as follows:

➢ Previous experience in past where the quality of public services was still difficult to access, time consuming procedures to get a particular license/permit, and the practice of pickings. Besides, there was a tendency of unfairness (discrimination) in which the poor were sometimes difficult to get service, different form the rich who easily get everything they wanted.

➢ The reluctance of central government agencies to give greater authority to local governments created ineffective, inefficient, uneconomical public services, and service units tend to have low responsibility, responsiveness, and not representative in accordance with the demands of society.

➢ The old paradigm of bureaucracy that still has not changed significantly. This was indicated by the behavior of the employees who considered themselves to be served rather than to serve. Bureaucrats still acted as a "civil guard" ("pangreh praja") not as a "civil service" ("pamong praja").

➢ These conditions generated a less favorable potential for government, such as reduced public trust in every form of development activities run by the government.

The lesson to get from the experience was the fact that the most essential thing was how the government could place the public as the subject who must be served with ease, not as an object that could be rendered in difficulty by abusing their weaknesses and shortcomings.

Therefore, strategies taken to solve the problems are as follows:

➢ The step to reform the old paradigm is a very appropriate step, namely through increasing awareness of the bureaucratic apparatus manifested by strengthening values with excellent service oriented (to serve not to be served), to encourage rather than discourage, facilitate rather than complicate , make it simple rather than difficult, open to everyone, not just to certain people.

➢ The breakthrough and innovative measures undertaken by Jembrana regencial governments have enabled it to bring public services in an increasingly strategic position based on the basic principles of quality management ISO 9001:2000 / SNI 19-9001: 2001, namely:

• Achieving customer satisfaction by meeting customer requirements through system implementation, continuous improvement systems and prevention of any discrepancy;

• Establishing and maintaining public trust through transparency and accountability;

• Creating a good quality, cheap and consistent public services,

• Improving the economic prosperity and social justice.

➢ Furthermore, by the improvement of governance and human resources reform resulted in the fact that Jembrana regency becomes a region in Indonesia which can provide a variety of public services for free. In addition, Jembrana is also a region that organized the bureaucratic reform program with a staff rationalization through malpractice trimming program, especially in the procurement of goods and services.

➢ In the health field, which can be used as a pilot model that is implemented in the Jembrana district of Jembrana Health Insurance (JKJ). Through this program the society of Jembrana Regency will have a card that can be used to obtain health services. There are two kinds of cards for the beneficiaries of health programs, namely basic JKJ (which provides basic services), entirely covered by JKJ-budget and the premium JKJ (which provides advanced services such as hospitalization, medication, and surgery), funds paid by the government and sharing society.

➢ Innovation of management. Electronic government (e-gov) has become an icon in supporting Jembarana success in improving the welfare of society and supporting the efficiency and effectiveness of the program. Optimization e-gov in management information system of local government (SIMDA) Jembrana includes fields of service, administration and management, finance and employment.

Based on the description, there are 3 (three) keys to success that explain why in the Jembrana Regency can make an effort and those innovations:

1) Jembrana Regency is pro-poor's interests;

2) Jembrana Regency seriously eradicates corruption and keeps the wheels of government as well as possible with the existing budget; and

3) Jembrana Regency involves communities in development programs.

From the various conditions mentioned above, either problems, constraints or strategies to find a solution, almost all of these areas have already felt that their lives are more comfortable, and good local governance have been achieved. The things that need to be anticipated are the election of a new regional head, who is expected to have the same policies that have been done now. So the condition of good local governance could be maintained. It can be said that to be a best practice, regency head's (regent's) role is the key factor.

3. Learning Experience from Various Regions

After the notice of what has been done from the government of Sragen regency in performing the innovations in various fields, there are some things that might be learned (lesson learned) that can be applied to improve the image of the government performance, such as :

➢ In innovation, it should be preceded by the construction of a joint commitment not only by governments but also the public or stakeholders. This can be constructed by starting from the Government's commitment to build (Regent, regional secretary, to the Employee as a whole), which can then be followed by building commitment to the community or stakeholders with the government as a facilitator.

➢ Innovation should be done to prioritize specific areas, tailored to the conditions and characteristics of each region, so that innovation is not going to be a program that collapse in the middle of the implementation

➢ Develop a government institution that is simpler overall. Overall, simple means to build institutions that are not too convoluted (bureaucratic) considering the condition of society today, which tends to be more demanding systems, or procedures that are brief, quick and accurate, and affordable in cost. Simple institution as a whole, can follow the example of the innovations of **Sragen** regency government in setting up the integrated service bodies, in which all forms of services in regards to permit approval can be done under one roof, so people can more easily obtain service.

➢ The need to build transparency in the management as a whole, where the public can participate or play an active role in conducting oversight so that the confidence; and the government's image in the eyes of the public can become better. Supervision can be done not only internally but also externally by the people, by publishing in the mass media but also via the internet with the on line system which can be accessed at any time by the public or stakeholders.

Country Cases

KOREA

Government Information Sharing Service

Namkyo Seo

1. Introduction

The Korean Government has introduced this service to deal with work by sharing information between public organizations and financial institutions and government agencies in 2002. In Korea, several documents are needed to deal with one application.

With this service, people need only submit the application form. Submission of required documents is substituted by online confirmation by related officer in charge. Additional documents are not required any more, and they can be shared through this service. Personal information can be accessed only when a civil applicant agrees to access in advance.

2. Security and Personal Data Protection during Sharing Information

Anyone who tries to access the personal information of any applicant illegally will be tracked and punished under the corresponding law. Access logs are strictly managed and recorded with the information such that when, why and by whom the personal information is accessed for a civil application. The service prohibited accumulation of information and reinforces authorization system for users. And it established security and data protection system. In addition, it operated comprehensive monitoring for shared system.

3. Case

Mr. Lee has been working for a company for three years and needs to have a passport issued for his first overseas business trip. In the past, he needed to have Certified copy of resident identification registration, Certificate of Military Registration and Certificate of Entry/Departure Record. He had to ready three different kinds of documents spending a great deal of time, energy and money. But, with the introduction of this service, by filing out an application form accompanied by a couple of photos, he is now able to have his passport issued at a nearby district office because additional documents are shared between agencies.

4. Effect

71 different kinds of documents have been shared between 378 agencies in 2009. The agencies are consisted of 314 administrative agencies and 48 public institutions and 16 banking institutions. And 2,700 million certificate information was shared between the administrative, public and banking institutions through this system during 2008. It is no longer necessary to visit institutions. For anyone who has an ID(certificats of resident's registration, driver's license, passport, etc), the civil application can be processed by only an application form. Thanks to this service, administrative efficiency has much improved and convenience of people has greatly enhanced.

The saved social costs were estimated as about 8.5 hundred million US dollars in 2008.

Table 4. **71 kinds of documents that are currently being shared**

Area	Document
Resident	Certificate of Resident Registrated Household (individual)
	Certificate of Personal Seal Impression
	(Family Relation Register)
Patent	Design Registration Ledger
	Trademark Registration Ledger
	Utility Model Registration Ledger
	Patent Registration Ledger
Legal Affairs	Certificate of Domestic Residence Report
	Certificate of Foreigner Registration
	Certificate of Entry & Departure Record
Welfare/ Veterans Welfare	Confirmation of Person of Distinguished Services to the State
	Confirmation of Recipient of National Basic Living Assistance
	Identification of Person with Disabilities
	Certificate of Person on Employment Support

Area	Document
Automobile/Vessel	Certificate of Vessel Inspection
	Certificate of Vessel's Nationality (Commercial Ships)
	Certificate of Vessel's Nationality (Fishing Boats)
	Vessel Ledger
	Certificate of Vessel Registration
	Certificate of Fishing Vessel Registration
	Driver's License
	Certificate of Use Report of Two-wheeled Motor Vehicle
	Automobile Registration Ledger (*Gap/Eul*)
	Certificate of Automobile Registration
Tax	Tax Clearance Certificate
	Certificate of Tax Payment
	Certificate of Tax Imposition by Categories (Building/Residence/Land)
	Certificate of Income
	Certificate of Automobile Tax Payment
	Certificate of Local Tax Payment
Foreign Affairs	Passport
	Confirmation of Emigration Report
Military Affairs	Certificate of Military Service
Award	Certificate of Award Conferment
Labor	Certificate of National Technical Qualification (Issued by Human Resources Development Service of Korea)

Area	Document	
Corporation	Certificate of Construction Machinery Inspection	
	Construction Machinery Ledger (*Gap/Eul*)	
	Certificate of Construction Machinery Registration	
	Certificate of Construction Machinery Business	
	Certificate of Construction Business Registration	
	Certificate of Certified Architect Business Report	
	Certificate of Factory Registration	
	Certificate of Registered Matters of Corporation	
	Certificate of Business Registration	
	Certificate of Workplace Waste Discharger Report (Article 18.2.1 and 18.2.2)	
	Certificate of Workplace Waste Discharger Report (Article 18.2.3)	
	Certificate of Petroleum Sale Business Registration	
	Certificate of Import Declaration	
	Certificate of Export Declaration	
	Fishing License	
	Certificate of (Intermediate/Final/Comprehensive) Waste Treatment Business Permission	
	Certificate of Waste Collection & Transport Business Permission	
	Certificate of Waste Treatment Entrustment Report	
	Permission of Waste Treatment Facility Establishment	
	Certificate of Waste Treatment Facility Establishment Report	
	Wastewater Discharge Facility Establishment (Permission/Report)	
	Certificate of Close of Business	
	Certificate of Business Suspension	

Area	Document
Real Estate	Confirmation of Officially Notified Individual Land Price
	Certified Copy of Building Register
	Building Register
	Permission of Building Use
	Construction Permission
	Certificate of Number for Real Estate Registration
	Certificate for Foreigner Real Estate Registration
	Forest Land Cadastre
	Forest Land Map
	Certificate of Use Inspection of Residential Construction Business
	Land Registration Map
	Land Cadastre
	Certified Copy of Land Register
	Confirmation of the Land Utilization Plan

Table 5. **Public Organizations and Financial Institutions that Provide Information Sharing Service. (It does not include 314 government agencies.)**

Sector	Organizations
Public Organizations (48)	KIBO Technology Fund
	Korea Agro-Fisheries Trade Corporation
	Korea Legal Aid Corporation
	Korea Housing Guarantee Corporation
	Korea Cadastral Survey Corporation
	Korea Teachers Pension
	Korea Securities Depository
	Korea Rehabilitation Agency

Sector	Organizations
Public Organizations (48)	Korea Airports Corporation
	Korea Rural Community Corporation
	Human Resources Development Service of Korea
	Korea Export Insurance Corporation
	Korea Asset Management Corporation
	Korea Employment Promotion Agency for the Disabled
	Korea Electrical Safety Corporation
	Korea Land Corporation
	Korea Transportation Safety Authority
	Government Employees Pension Service
	National Health Insurance Corporation
	National Pension Service
	Korea Workers' Compensation & Welfare Service
	Korea National Housing Corporation
	Korea Credit Guarantee Fund
	Korea Small & Medium Business Corporation
	KEPCO
	Korea Housing Finance Corporation
	Busan Metropolitan City Facilities Management Authority
	Korea Electrical Contractors Association
	Korea Rail Network Authority
	Korea Environment & Resources Corporation
	National Institute for Lifelong Education
	Korea Industrial Complex Corporation
	SH Corporation
Public Organizations (48	Seoul City Credit
	Busan Credit Guarantee Foundation
	Daegu Credit Guarantee Foundation
	Incheon Credit Guarantee Foundation
	Kwangju Credit Guarantee Foundation

Sector	Organizations
Public Organizations (48)	Daejeon Credit Guarantee Foundation
	Ulsan Credit Guarantee Foundation
	Gyeonggi Credit Guarantee Foundation
	Gangwon Credit Guarantee Foundation
	Chungbuk Credit Guarantee Foundation
	Chungnam Credit Guarantee Foundation
	Jeonbuk Credit Guarantee Foundation
	Jeonnam Credit Guarantee Foundation
	Gyeongbuk Credit Guarantee Foundation
	Gyeongnam Credit Guarantee Foundation
	Jeju Credit Guarantee Foundation
	Seoul City Credit
	Busan Credit Guarantee Foundation
	Daegu Credit Guarantee Foundation
	Incheon Credit Guarantee Foundation
	Kwangju Credit Guarantee Foundation
	Daejeon Credit Guarantee Foundation
	Ulsan Credit Guarantee Foundation
	Gyeonggi Credit Guarantee Foundation
Financial Institutions (16)	Gangwon Credit Guarantee Foundation
	Chungbuk Credit Guarantee Foundation
	Chungnam Credit Guarantee Foundation
	Jeonbuk Credit Guarantee Foundation
	Jeonnam Credit Guarantee Foundation
	Gyeongbuk Credit Guarantee Foundation
	Gyeongnam Credit Guarantee Foundation
	Jeju Credit Guarantee Foundation

Sector	Organizations
Financial Institutions (16)	Woori Bank
	Industrial Bank of Korea
	Shinhan Bank
	Hana Bank
	Korea Exchange Bank
	Kookmin Bank
	Daegu Bank
	Busan Bank
	Kwangju Bank
	Jeju Bank
	Jeonbuk Bank
	Kyongnam Bank
	SC Korea First Bank
	Citibank Korea Inc.
	National Agricultural Cooperative Federation
	National Federation of Fisheries Cooperatives

Country Cases

Lao PDR

One-Door-Service

Vilaythone Sounthone Xaymongkhoun

1. Overview

The Lao People's Democratic Republic (PDR in short) is a landlocked country in South East Asia, and surrounded by Thailand, Myanmar, China, Vietnam, and Cambodia. The country is divided into sixteen provinces, and Vientiane is the Capital City. It has a land area of 236,800 square kilometres and a population of 5.62 million inhabitants – hence Lao PDR has one of the lowest population densities in the region (24 people per square kilometre). The population consisting of 2.82 million females and 2.80 million males grew at 2.1% per annum during the previous decade. The age-pyramid of Lao PDR reflects a young population; about 40 percent of the population was below the age of 14 in 2005. Urban areas take up less than one percent of the total land area. About 70% of the country is mountainous; the rest of the country consists of the Mekong floodplains and other river valleys. Forest covers over a third of the country, making it one of the most heavily forested countries in the region. The population is predominantly located in rural areas (over 70%). The country has a multi-ethnic population; the census classifies them into 49 main ethnic groups.

Developments Status: Lao PDR is also one of the least developed countries in South-East Asia. It is ranked 130th out of 177 countries in the global Human Development Index 2007-08; its rank is, however, higher than some of the other countries in the region such as Timor Leste, Myanmar, and Cambodia. Estimates suggest that poverty has declined from 46% in 1992-93 to about 33% by 2002, and further down to about 27% by 2008 (GoL and UN, 2009). However, malnutrition remains a significant concern with 37% of children below five years of age being underweight and chronic malnutrition affecting children in that age group (GoL and UN, 2008). Education achievement levels have seen significant improvement in recent years. About 16 percent of the population had completed primary school, 6 percent lower secondary, and 5 percent upper secondary. Among persons of ages 6 years and above, 26 percent were found to have no education, which is a major improvement from 43 percent without education in 1995. Around 78% of the population derives their livelihood from agriculture, fishing, and related occupations. There has been a significant increase in population employed in the service sector, which now accounts for about 17%.

2. Introduction

The Lao PDR civil service is implementing widespread reform against the backdrop of a demanding internal and external environment, while facing a number of significant challenges. Since 1975, governance reform has played an important role in reaching the country's goals to consolidate the nation-state, create national unity, and establish the basis for sustainable and equitable development. Achieving such goals is impossible without a transparent and accountable public service, which is dynamic and responsive enough to adjust over time to reflect the ever-changing realities.

Although we have been requested to share only one innovation in this area, there are many examples of how governance and public administration reform is gradually introducing a stronger culture and practice of transparency and accountability into the Lao PDR public service. These are wide-ranging, and include such critical initiatives as the National Accounting System and the Citizen's Report Card.

The recent introduction of the National Accounting System (NAS) has significantly changed the process of completing and reporting accounts at central and local levels, resulting in a significant increase in transparency and accountability, in addition to increasing the quality of service delivery in this area. The National Accounting System was initiated by the Department of Treasury in the Ministry of Finance in 1996, and has since been successfully implemented at Central and Provincial levels across Lao PDR. It has had a major impact in accounting, reporting and payment accuracy, transparency, and schedules. The tangible results have included monthly reports being produced more quickly, with greater accuracy, leading to quicker submission to the Ministry of Finance, Treasury, and Accounting Departments at Central level, and better control and quicker disbursement of funds. The introduction of accounting software, designed in the Lao language, has effectively utilized local expertise and promoted local ownership. A recent evaluation has revealed that this change in systems has directly resulted in clearer ownership, and that staff now feels more empowered to take full ownership of their jobs, as they can now be held more fully accountable for their successes and failures.

Another example of how the Lao Government is developing a more

transparent and accountable work culture and institutional framework is through the recent piloting of the Citizens' Report Card in a number of provinces throughout the country. The first Citizens' Report Card Survey in Lao PDR was conducted in 2007 in three provinces. This Report is a demand-side survey technique that will allow the Government of Lao PDR to monitor citizens' level of satisfaction on the services which are being delivered by the government. In this first pilot survey, a number of aspects of service delivery were benchmarked such as accessibility, affordability, transparency, and satisfaction in the agriculture, education, and health sectors, all of which are essential to increasing the livelihood and well-being of Lao citizens. In Luang Prabang, the survey also probed into issues relevant to small and medium enterprises such as banking, customs, cross-border trade, and taxation.

Although the report is currently in the editing stage, the final document will compare the different provinces and services, differentiating on important aspects such as ethnicity and gender. It will highlight the most important opportunities and challenges the provinces and sectors have to deal with, providing initial suggestions. This participatory assessment of public service delivery can be seen as a baseline activity, providing insights into key areas where improvements are of high priority, giving an indication of how such services can further be improved.

As with the National Accounting System, it is envisaged that the Citizens' Report Card will contribute directly to the reforms in transparency and accountability, underway within the Lao civil service. As agencies are made more aware of citizens' level of satisfaction in their service delivery, organizations will be required to discuss the effectiveness and efficiency of service providers in more detail, and to openly identify the challenges and opportunities for improvement. It will also open up avenues for citizens and the private sector to have a greater voice in service delivery mechanisms.

Other examples of important reform activities underway include the development of a Civil Service Code of Conduct, the increasing use of technology such as the development of a Personnel Information Management System (PIMS), the progressive development of a sound legislative framework, and the establishment of "Kum Ban Phatthana" (Development Village Group). In addition, the Law on Anti-corruption was adopted by the National Assembly in May 2005, which the State Inspection Authority has disseminated at both central and local levels. The organizational structure of anti-corruption agencies has been improved, and the Department of Anti-Corruption Inspection has been established. The State Inspection Authority has also drafted an Instruction of the Prime Minister pertaining to Asset and Debt Declaration and Registration of civil servants at all levels. In addition, the State Inspection Agency has been further empowered through the recently enacted law on transparency, which will allow the agency to intensify its work to ensure effective and transparent performance of all government administrative bodies throughout the country.

However, perhaps one of the best examples of where the Lao PDR has clearly established effective results in driving transparency and accountability has been in creation and implementation of the One-Door-Service concept.

3. One-Door-Service Concept

3.1. Main Charateristics and Challenges which It Addresses

The creation of an effective, efficient, well-trained, honest, people-centered, and ethical public service, requires the achievement of a number of goals which include; decentralization from central to local levels, the rightsizing of the public workforce, better administrative regulations and clearer roles and responsibilities of government agencies, the strengthening of coordinating mechanisms, initiatives for improved service delivery through administrative innovation, and the introduction of measures to enhance transparency and accountability of government officials.

The Lao PDR has experienced some challenges in meeting these goals. Some citizens have found it difficult to access services partly due to the user-unfriendly process, limited capacity of staff, a shortage of well-defined operational guidelines and legal references, and inappropriate behaviors of some civil servants. While many public sector agencies are implementing individual reforms to meet these challenges, the Government has initiated the use of the One-Stop-Shop (OSS) or, as it is called in Lao PDR, the One-Door-Service (ODS) concept, as a direct, result-oriented approach to these challenges.

Beginning with a planning process in December 2005, the Government has utilized ODS to improve service delivery by simplifying the administrative process constraining the citizens' access to public services, inconsistency in the interpretation and implementation of laws and regulations, and to improve the organizational structure and staffing to ensure that it meets legal requirements and civil service standards. Improving accessibility and transparency has been a critical goal. As a result the Xaysetha district office in Vientiane Capital launched its One-Door Service unit (ODS) in March 2006, with the aim of providing an effective and transparent service delivery and customer-friendly environment for citizens and organizations.

3.2. Stakeholders Involved in Its Design, Implementation, and Assessment

The district of Xaysetha was chosen by the Government for the piloting of ODS in Lao PDR due to its infrastructure availability, and its location in an accessible and visible geographical position, with boundaries covering both city and outlying areas. In the concept design and implementation, the district was provided with technical support from the Public Administration and Civil Service Authority (PACSA) in the Prime Ministers Office. The Office of Vientiane Capital city (VCC) assisted with financial assistance and approving the legal instruments necessary for ODS implementation. The UNDP-supported Governance and Public Administration Reform (GPAR) Central Phase II project, and the Department of Public Administration Reform, Vietnam, provided support where necessary. In addition, there were a range of other key stakeholders involved in the pilot process at all levels, which may be summarized as follows;

Central Level

- The Department of Local Administration (PACSA)
- Department of Housing and Urban Planning (DHUP)
- GPAR II Project
- Department of Lands

Provincial Level

- The Office of Vientiane Capital city (VCC)
- The Office of Housing and Lands
- VUDAA (Vientiane Urban Development and Administration Authority)

District Level

- The Office of Xaysetha District and ODS Unit
- Citizens and organisations

In response to the district's request, the GPAR project also supported the completion of a short-term study in September 2006, to assess the impact of the ODS in Xaysetha, and to identify areas of constraints and recommendations for further development. The main objectives of this study were to:

- Identify and analyze areas of possible constraints in the delivery of these services;
- Conduct an initial assessment by looking specifically at the current performance in administrative practices in the delivery of selected services;
- Map out the processing steps taken in providing those piloting services; and
- Present findings with recommendations for future improvement of service delivery.

Data was collected during May/June 2006 using methods involving questionnaires and follow-up interviews with ODS personnel, the district leaders, ODS customers, and selected line ministries.

3.3. Tangible Results and Groups that Benefitted the Most

The ODS evaluation study concluded that;

a) The introduction and implementation of the ODS unit at the district of Xaysetha have contributed to the improved service delivery of the district to the community.

b) The processing times on selected services for piloting, in particular services under the governance sector, have significantly improved, most notably in the areas of governance and land (construction) sectors. For example, previously it could have taken up to 10 – 15 days to apply for a birth certificate and 30 days or longer for land registration and transfer. It now takes only 2 days for issuing a birth certificate and merely 5 – 10 days for the registration of acquisition and transfer of lands.

c) A list of required documents for each of the selected services, processing times, service charges, and stamp fees has been clearly defined and publicized to the citizens.

d) Clear application processing procedures guide the actual service delivery process, including the coordination mechanism between the Receiving and Returning (R&R) Unit and the agency making final approvals.

e) According to an assessment of customer opinions, the majority of clients interviewed confirmed their satisfaction.

f) The Xaysetha ODS unit has satisfactorily addressed and complied with key ODS principles.

Therefore, all stakeholders have in some way benefited from the introduction of the ODS concept.

3.4. Challenges in Design and Implementation Which Were Overcome and Factors Contributing to Success

a) The introduction of the ODS unit in Xaysetha was a difficult task. In addition to the complexity of processes involved, the large number of stakeholders involved in granting approvals could cause delays, potentially creating a negative impact on the clients, and uneven application of laws and regulations allowing some public servants to take some personal gains. The design and implementation process was therefore carefully considered in order to reduce inconsistency in the interpretation and implementation of laws and regulations and to improve organizational structure and staff to ensure meeting legal compliance and civil service standards. The planning process identified Preparation, Implementation and Evaluation as three crucial steps:

• Preparation: focused on three areas:

    (i) restructuring the organization and functions including roles and responsibilities, facilities and office preparedness,

    (ii) developing legal instruments such as the instructions on the role and function of the R&R Unit, application processing procedures, and defining required documents when applying for each of the piloting services; and

    (iii) developing/reviewing legal instruments and related forms.

• Implementation: in particular, a critical step in implementation was the clarification of front and back office duties so as to avoid overlap and confusion.

• Evaluation: after six months of operation, the district assessed the ODS implementation in order to identify areas of constraint and the remaining unresolved issues. The planning process also included the requirement for a more complete assessment after one year of operation and a full assessment to be carried out after three years of operation.

b) In addition, the relatively low level of capacity and awareness of local officials was an initial challenge. This was met with both formal and on-the-job capacity building exercises, which included skills development and awareness-raising. Earlier events in 2004 helped to develop an understanding of the potential role for One-Door-Service in Lao PDR, following which a series of workshops were held. These workshops were followed up by a study tour by key stakeholders to Vietnam. All of these events played a crucial role in raising awareness and increasing the understanding of public agencies on the One-Door-Service concept, and was the driving force toward the consideration for ODS piloting. In addition, the consensus at both the district and the VCC levels by senior members at the VCC conferences provided the necessary political support to move forward and prepare for the ODS creation. The VCC also issued a Regulation on ODS implementation, reference number 119 dated 14/3/2006 for the district to use as a point of reference for its pilot implementation period.

c) The potential challenge of resource availability for implementing and sustaining the ODS unit was met through the collaborative efforts of the Government and development partners.

d) Finally, the motivation and dedication of the concerned stakeholders should not be forgotten as an important success factor. All partners involved in the process were committed to change for the better.

3.5. Isolated Reform or Related to Long-Term Goals

As has been previously discussed, the ODS concept is part of a programme of public service reforms underway in Lao PDR. It therefore directly supports the goals as laid down in the National Socio-Economic Development Plan (2006-10), including the government's National Growth and Poverty Eradication Strategy, both directly in terms of improved service delivery to citizens, and also in terms of promoting sustainable economic development as a basis for eradicating poverty and gradually creating an industrial and modern state.

Following the success attained by Xaysetha district, the lessons learned are being documented and will be incorporated into a manual and a structured training course to aid replication of this successful endeavour throughout the Lao PDR. In particular the on-going establishment of new Municipalities in Vientiane and Luang Prabang will consider the establishment of ODSs as part of their customer service strategy.

3.6. Ways in which It Might Be Adaptable to Other Countries in the Region

The particular appeal of the One-Door-Service concept is its innate flexibility and adaptability to local circumstances. Each country will have specific services which have been highlighted as priorities for better service delivery, and these can be targeted as necessary.

Dependent upon local circumstances, technology can be introduced to even further speed up the service delivery through self-service mechanisms or information dissemination.

The main processes for planning, implementation, and evaluation remain similar, regardless of the location. In addition, the challenges which are faced in implementing a pilot ODS can be indicative of future challenges in replication, thereby allowing opportunities to explore the lessons learned in advance of nationwide implementation.

4. Conclusion

The purpose of this paper has been to highlight the experiences of the Lao PDR in developing transparent and accountable governance, focusing upon one particular innovation.

As has been demonstrated, there are many on-going activities which are clearly aligned under a national approach. These activities are wide-ranging and ambitious, building upon past achievements and supporting new initiatives that will strengthen public administration for the delivery of more effective, accountable, and transparent services. It is based on an understanding that such reform needs to be both long term and process driven if it is to be effective and sustainable. We look forward to successfully achieving these outcomes and continued progress for the benefit of the Lao people.

Country Cases

MONGOLIA

Civil Service Reform Strategy

Enkhtuya Chardag

1. Introduction

Since the early 1990s, Mongolia has witnessed a rapid transition from a command administrative system to a multiparty democratic system and from a centrally-planned economy to a market economy with numerous challenges being overcome in changing the country's social relations, consciousness and mentality. Currently, the transition period is nearly over and the country is entering into a stage of dynamic development. However, there has been no significant reduction in the number of poor people with unfair distribution of national income creating a trend toward increasing social inequality. The technological progress and the process of globalization have become a reality and major changes have occurred in the external environment of the country. New political and economic groupings as well as influential powers are emerging in the Eurasian region with their economies becoming increasingly interrelated. The rapid economic growth of neighboring countries brings both new opportunities and new challenges.

The aforementioned context and the need to rapidly develop the country's economy, address pressing social issues and duly meet Mongolia's international commitments toward achieving Millennium Development Goals that underlie the demand for defining medium and long-term state policy and strategic framework for national development. In order to meet these needs the Government of Mongolia has defined "National Development Comprehensive Policy Based on Millennium Development Goals of Mongolia" to be implemented by 2021 and the State Great Khural approved it by its Decree Number 12 of January 31, 2008. It shall be implemented in the framework of the following six priorities:

1) Achieve Millennium Development Goals and provide for an all-round development of Mongolian people.

2) Actively develop export-oriented, private sector-led, and high technology-driven manufacturing and services, and create a knowledge-based economy.

3) Exploit strategically important mineral deposits, build up savings, ensure high rate of economic growth, and develop modern processing industry.

4) Actively develop regions and infrastructure to reduce urban-rural disparities.

5) Halt imbalances in the ecosystem and implement protective measures to create an environment for sustainable development.

6) Furthermore, consolidate the system of political democracy in the country, foster an accountablility, and free the system from corruption and red tape.

2. Medium-Term Civil Service Reform Strategy

In 2004 State Great Khural by its Decree Number 24 approved the "Mongolia Medium-Term Civil Service Reform Strategy".

Civil Service reform mission is:

The mission of this reform strategy is to establish a Civil Service that is: oriented to meet the needs of citizens; flexible in responding to changing circumstances; proactive; lean; capable; and outcome-oriented.

The values that underpin Civil Service reform include:

- Effective delivery of public services. Civil Service reform will lead to improved service delivery and is a key part of the poverty reduction strategy.

- Performance and output-orientation. The reform strategy is based on the achievement of results or outputs, not inputs. Performance criteria include equitable access to government services, particularly for the poor and other disadvantaged groups.

- Efficiency and affordability. Mongolia needs a Civil Service that provides maximum services at the least cost and stays within tight Budget expenditure constraints. An efficient Civil Service is essential to encourage and leave room for private sector economic growth.

Principles of Civil Service Reform

The principles upon which civil service reform is based include:

- Public service – members of the Mongolian Civil Service recognize their primary duty as the government and people of Mongolia being above their personal interests.

- Merit – all appointments and career advancement of individuals should be based solely on qualifications and performance.

- Right people in the right job – the objective of the appointment process is to have the most appropriate qualified person in each position, regardless of organizational affiliation. This is supported by the merit principle.

- Equal opportunity – the government is the leader in establishing good employment practices. Public sector employment should be an open process that includes selection criteria that redresses any discrimination against disadvantaged groups.

- Letting the managers manage – managers need to take responsibility for achieving the outputs and outcomes of the organizations and activities they control. They will be given the authority and flexibility to undertake this role and be held accountable for results.

- Steering not rowing – separating policy from operational activities, and achieving the appropriate balance between them. It implies that the role of the government should be about establishing policies for the provision of public goods and services, within which the production of those goods and services is undertaken by the most appropriate mix of public/private/social sector resources.

- Structure follows strategy – organizational design should be determined by objectives and the best method of achieving goals, not the other way around.

- From inputs to outputs – the management of public resources is best served by encouraging achievement of results or outputs rather than by controlling inputs. This approach has been applied in the financial management and budgetary reforms over all the Mongolian public sector.

- The Mongolian civil service as a Learning Community – all organizations and individuals in the public sector should have the ability and desire to be receptive to new ideas and to learn from the past.

- Providing authority with responsibility – in order to make managers responsible for outcomes, it must be accompanied by suffix client control over inputs, including appropriate authority. Accountability can only be obtained, where there is a clear line of responsibility.

- Performance-related rewards – public sector employees should be rewarded for performance.

- Economy of size - to develop lean and capable Civil Service, which is effective for the development of Mongolia. These missions, values, and principles are the foundation for Mongolia Medium-Term Civil Service Reform policies.

Mongolia's Medium-Term Civil Service Reform Policies:

- Strengthen the strategic planning and performance capacities of state and budgetary organizations;

- Improve civil service human resource management;

- Ensure the optimal size of the civil service and modernize the remuneration system for civil servants.

In the framework of aforementioned three policies, six strategies have been set:

- Strategic planning and performance management strategy

- Leadership and selection of senior manager's strategy

- Organization and human resource development strategy

- Policy analysis and data strategy

- Optimum size and functions of the civil service strategy

- Remuneration and benefits strategy

Strategic Objective: to provide individual civil servants with essential skills, especially service-wide skills in policy analysis, risk management, use of information technology and human resource management, as well as performance management.

Within the Framework of the Policy Analysis and Data Strategy:

Strategic Objective: (1) to strengthen personnel management and control through the development of a civil service database and monitoring capacity; (2) to develop the analytical capacities of central agencies.

Within the Framework of the Optimum Size and Functions of the Civil Service Strategy:

Strategic Objective: to progressively "right-size" the Civil Service by reviewing the functions and services, the government wants the Civil Service to provide appropriate delivery mechanisms.

Within the Framework of the Remuneration and Benefits Strategy:

Strategic Objective: (1) to modernize the remuneration system for civil servants by making it more responsive to labor market conditions; more devolved in line with the PSMFL, more transparent, and more performance-based; (2) to ensure that the Civil Service wage bill is fiscally sustainable, and does not undermine the Government's capacity to deliver effective public services, especially those designed to reduce poverty. Long-term effects derived from the implementation of above medium-term Civil Service reform strategies and objectives set within their framework shall be measured in sustainable economic growth, poverty reduction to levels set in Millennium Development Goals, and increased reputation of the Civil Service.

The full implementation of the Mongolia Medium-Term Public Administration and Civil Service Reform Policies and Strategies is likely to have the following implications for the Civil Service:

- Fiscal discipline will be maintained through improved monitoring of Civil Service employment and enhanced resource management skills in all Civil Service organizations. This will be evident through minimal overspending on budgets and greater consistency between annual budgets and the wages policy established in the Medium-Term Budget Forecast, with deviations having to be justified in terms of the circumstances prevailing at the time.

- The work of the Civil Service will be more focused as a result of strategic functional reviews of whole sectors and particular functions. This will not necessarily mean a reduction in the size of the Civil Service per se, but it will lead to greater concentration on the appropriate role of the State in a market economy and greater usage of the most efficient delivery mechanisms. Budgetary savings will be important outcome measures.

- Improved management practices will be applied throughout the Civil Service in particular, effective strategic planning, performance assessment, and policy analysis – this will lead to greater efficiency and effectiveness in service delivery by Civil Service organizations. In turn, there will be greater flexibility in resource allocations, allowing the Government to devote a greater share of scarce resources to key priorities, including poverty reduction. The framework of gradual reform that process many state and budgetary organizations shall be classified as "best practice" organizations.

- Better human resource management techniques, including more transparent and performance-related remuneration procedures, will improve employment practices in the Civil Service, thereby help to minimize the loss of key trained staff and protecting the government's investment in skilled people. Salary compression for non-political civil servants will be reduced and specific salary anomalies will be addressed.

- More focused training for Civil Service General Managers will raise the competencies and skill levels of public employees, improve the professionalism of the Civil Service and enable Civil Service organizations to achieve high performance levels.

- A greater concentration on governance and risk management principles in Civil Service management will improve the structure of government and reduce the risk of wasting resources through poor decision-making and/or poor internal controls.

- The Government Service Council's role will shift from a largely

regulatory one to a more policy-driven, service-oriented one, assisting the Civil Service to improve management techniques and implement the requirements of the Law on Government Service 2002 and the Public Sector Management and Finance Law 2002. This will assist the Government to achieve its vision of a professional, flexible and customer-oriented Civil Service. Key outcome indicators will be the feedback from General Managers in budgetary organizations.

3. Administrative Simplification Tools: International Best Practice in Civil Service Reform

Civil Service reform has been a central feature of government policy in most countries over the last 25 years. Its purpose is to improve the efficiency and effectiveness of the Civil Service in a way that ensures both affordable and sustainable over time. The overall aim is to improve the quality of public services to citizens and to increase the capacity to deliver core government functions. Civil Service reform is essential for the promotion of sustained economic and social development. Most Civil Service reform programs also have the strengthening or establishment of a professional, merit-based, non-partisan Civil Service as one of their major goals. Such an arrangement is an essential part of any democratic system, not least by helping to ensure peaceful and orderly political succession.

3.1. International Best Practice

Although there are numerous examples of successful Civil Service reform programs in the public domain, there is no universal model as such. Both the content and conduct of Civil Service reform programs - and their success or failure - will depend largely on the institutional and political context. For example, the presence of an underdeveloped private sector in a less developed country will force the public sector to play a major role in the delivery of services that would have been privatized or contracted-out to the private sector in more developed countries.

3.2. Civil Service Reform Policies

Most successful Civil Service reform policies can demonstrate a number of common success factors, which serve to complement the UNDP's advice. These include:

• Strong and visible leadership, both at the political and administrative level;

• A strong central unit with sufficient authority and resources to act as the driver, catalyst and monitor of the change throughout the Civil Service;

• Securing ownership of the reforms in government organizations through good communication from the centre and by involving the staff of those organizations directly in the change process;

• Adopting a bias for action with the aim of getting things done as quickly and as pragmatically as possible;

• Taking an evolutionary and incremental approach - continuous improvement - that builds on earlier successes and not being afraid to admit and correct mistakes;

• Encouraging greater delegation of management responsibilities from the centre to individual Ministries, and, within Ministries, to managers at all appropriate levels; and

• Valuing public servants, but, at the same time, operating rigorous performance management systems that deal promptly with unsatisfactory performance.

A fairly typical approach to Civil Service reform will include some or even all the following initiatives over time:

• *Functional Reviews,* which examine current organizational functions and structures to provide advices:

• The functional implications of the Government's major national development and other policies;

• The structural implications of strategic decisions;

• Functions that are no longer required;

• Functions that require substantial re-engineering or alternative delivery

mechanisms; and

• The identification of innovative delivery mechanisms that may cut across traditional and institutional boundaries.

• Efficient Scrutinies, which examine a specific policy, activity or function with a view of identifying ways of achieving savings or increased effectiveness.

• The development of Financial Management or Management Accounting Systems, which gives managers a clear understanding of their objectives and of their performance in relation to them; well-defined responsibility for the value for money provided by their resources through increased budgetary responsibility; and the necessary information and advice to enable them to effectively exercise their responsibilities

• *Organizational restructuring*, often through the establishment of "agencies" to carry out the executive functions of government within a policy and resource framework set by a Portfolio Minister.

• A sharper focus on *service delivery* by raising standards of customer service, being more responsive to the needs of the users of government services, publishing principles of good practice and monitoring performance against them.

• *The privatization of government organizations or services*, with the result that the Government ceases to have any direct responsibility for them, or contracting out government services, usually through market testing and/or competitive tendering.

• A sharper focus on performance management both at an organizational level and at the level of the individual civil servant.

• *Greater delegation* of management responsibilities from the central units of government to line Ministries and other government organizations and, within line Ministries and other government organizations, to managers at lower levels.

• Strengthening or introducing *merit-based systems* for recruitment and promotion that are aimed at getting the best person for the job, often by using more sophisticated techniques such as pre-determined selection criteria, occupational testing and assessment centers.

• An increased focus on *ethical behavior* by Ministers and civil servants.

• *Pay reform* to provide for the payment of more competitive salaries to civil servants, particularly for certain groups of staff with skills that are in short supply nationally or are otherwise crucial to the efficient and effective operation of the public service.

• *New training and development programs* in key areas such as leadership, strategic management and policy development.

• *e-Government* (or electronic government), to increase the use by government of information technology to exchange information and services with citizens, businesses, and other arms of government. Taken together, these initiatives constitute a very ambitious agenda. Some developed countries have taken over 20 years to put them all in place and to ensure their effective operation. While it is often tempting for less well-developed countries to put comprehensive Civil Service reform programs in place, covering all or most of these initiatives, a more effective approach is to prioritize carefully, and working towards realistic and achievable short and medium-term targets that will provide a solid foundation for an extension of the reform program as capacity increases.

4. Conclusion

Mongolia has recognized that its Civil Service needs continuing adjustment and development to take account of the evolving role of the State, changes in socio-economic and service delivery needs, and fiscal realities. Specific steps have already been taken to strengthen Civil Service efficiency, accountability and capacity and this process continues. The overall Civil Service reform strategy continues to be underpinned by three sets of objectives to ensure that:

• The size, structure and remuneration of the Civil Service are consistent

with Mongolia's fiscal position, to maintain macro-economic stability and provide a sound basis for economic growth;

- Staffing resources are allocated in a way that is consistent with the government's strategic priorities, especially to reduce poverty;

- The Civil Service has the skills, motivation and institutional arrangements to deliver quality public services, including necessary regulation effectively and efficiently within the Government's policy framework. A great deal has already been achieved and further improvements, in the way in which the Civil Service is organized and managed, are currently being implemented or are in prospect. The Medium-Term Civil Service Reform Strategy will strengthen the strategic planning and performance management capacities of State and budgetary organizations; improve human resource management in the Civil Service; ensure the optimal size of the Civil Service; and modernize the remuneration system for civil servants. Much of this work is being supported by donor organizations. The Government believes that there should be improved co-ordination of donor support for Civil Service capacity building, particularly as regards the provision of technical assistance. In conjunction with major donors, therefore, the Government is reviewing project support arrangements and tasking the Government Service Council with the co-ordination of donor support for Civil Service capacity building.

Country Cases

NEPAL

Good Governance by e-Governance

Yam Nath Sharma

1. Introduction

After the early 1990s the Government of Nepal (GON) has been focusing on administration simplification (AS) as a part of administrative and governance reforms. The period coincided with the restoration of democracy and introduction of market-based economic policies. Several policy documents have highlighted on the need for AS in order to make the public governance efficient and ultimately to deliver public services to the citizens and business community in lesser cost. Recently, enacted Good Governance Act (GGA) followed by the Good Governance Regulations (GGR), and directives aim, inter alia, at efficient and intact government. Likewise, the Three Year Interim Plan also has accorded a high priority in efficient, transparent, and people-friendly administration. The government has formulated e-Government Master Plan (eGMP) that provides further impetus to its drive of administrative reform in general and administrative simplification in particular. Lately, the Administrative Restructuring Commission that is formed to suggest measures on restructuring of the admistrative apparatus in the light of the state's restructuring submitted its first report on public service delivery improvement.

The government's approach in AS has been largely whole-of-government. The GGA and its constituent are applicable to all government agencies and cut across all tiers. Not only that, they are to be followed by all public corporation and other public entities. EGMP is another case in point. case would be the one . None the less, the implementation of the measures as enunciated in the policy documents has been quite uneven. Some agencies are doing well in rendering the government procedures simple and efficient while others have lagged behind. Likewise, administrative process reengineering (APR) is not being systematically applied in administrative reform in both existing and new organizations. In creating new government agencies and introducing new administrative procedure sex ante method evaluation is not commonly carried out; neither organized ex post evaluation of regulatory impact has been carried out by the government.

In *Doing Business, 2010* (World Bank) Nepal ranks 123rd out of 181 countries. According to the report it takes 31 days for a business to start anew, which is comparable to the South Asian standard (28.1), but more than double of Organization for Economic Cooperation and Development (OECD) average (13). When it comes to the cost of starting business, the country does not compare favorably. A business has to spend almost 54 percent of per capita income in starting a new business which is double of South Asian (SA) average (27). Overall, in many indicators, Nepal's performance is not very poor by SA standard, but time to deal with construction permit is the highest in SA (424 days as against 241 days in the region). This shows that Nepal has not been able to implement the simplification strategies and policies, despite the government's policy pronouncement of simplifying the government's business.

There are a number of reasons that explain why. Despite the governmen's policy commitment, governance and administrative reform has not been a priority agenda of the government. For more than a decade, the national politics is marked by political instability and change in political regimes. A decade long Maoist insurgency complicated and derailed the reform agenda further. As a result, the government's commitment of creating business and citizen friendly environment in the country by offering simplified and efficient service has not been materialized.

2. Administrative Tools

The GON has been employing both electronically-based service delivery and APR tools for administrative simplifications. However, it has moved forward in electronic service delivery compared to the other, albeit in slower pace and in peace-meal basis. Many government agencies are increasingly making the use of ICT, but most part of it is being used for internal purpose only. Only a limited number of agencies have been using the technology for both internal and external purpose. The Department of Inland Revenue Department (IRD) has advanced to a great deal in providing service to taxpayers. It may be pointed out that tax service is the most frequently used public service by the private sector in the country (MOST, 2006.)

Currently, the Department offers different services namely, e-PAN (personal account number) e-filling (for value added tax-VAT), e-TDS (tax deduction at source) on line. New taxpayers are now not required to go to

the tax offices to get their PAN certificate. They can fill out the forms online and go to respective chambers of commerce and industries (CCIs) with a proof that they have applied for it. With initial scrutiny, the CCIs issue PAN certificate to the taxpayers subject to the final authorization by the Inland Revenue Offices (IROs) in the taxpayers' convenient time. Similarly, VAT payers and withholding agents of income tax can file their tax return electronically. The web site of Department is dynamic, meaning that after entering basic information, tax liability is automatically calculated. In fiscal year 2008/9, about 6 percent of taxpayers had used e-filling service (IRD, 2009). An important point to note is that the Government has introduced performance based incentive system in the offices under the Department and use of electronic services by the taxpayers is one of the indicators to measure the employees' performance. As a result, the employees have been very much supportive of the government's endeavor of promoting e-governance.

Impacts of the e-service delivery tools, introduced by the Department, is yet to be systematically evaluated. However, preliminary approximations suggest a number of positive results. Tax payers can now get the services without having been in the tax offices, which are not conveniently located for many taxpayers, resulting in significant saving of their resources, because of the new measures This could be a primary reason for the dramatic rise in the number of new taxpayers as well as e-service users of the Department. Indeed, given the low proportion of people using the internet and low internet infrastructure base of the country, the achievement should be termed as encouraging.

There are many barriers in making full use of the e-governance in the Department; some of them are technical, and some human related. Only one percent of the population has an access to the innernet, and many people are not internet literate. As a corrolary, only limited number of businesses use the internet. Moreover, the biggest barrier to fully operate the services by the Department has been the physical payment of tax. The banking sector has not yet come forward to run e-payment service, mainly because of their concern about security. Consequently, the taxpayers have to go to the banks to pay taxes after electronically filling their return! Also, the provision of digital signature as mentioned in the Electronic Transactions Act has not yet been materialized. Despite this, the IRD has been a champion in making use of ICT

in its functions and the other agencies of the government that are way behind the Department.

3. Institutional Frameworks

The Ministry of General Administration (MOGA) is mainly responsible for administrative simplifications. The Ministry facilitates the process by introducing policies and other measures in this regard. Since MOGA is in charge of administrative and governance reforms, it carries out research and studies, identifies problems, and bottlenecks in administration, and incorporates relevant measures in related legislations and other policies. It identifies the problems and issues through organization and management (O&M) survey, management audit, client surveys, and other studies. Similarly, it monitors the progress in regards to measures taken by the government, for which the Ministry has a different section.

Other government agencies, namely the Office of the Prime Minister, Council of Minister (OPMCM), and the Ministry of Finance (MOF) have assumed a new role in governance reform and administrative simplification. With the implementation of the GGA, a separate Governance Division has been created, and the Chief Secretary, who is the chief of the civil servant of the GON, heads the Central Monitoring Committee, whose role is to see how effectively the public service delivery system is working. The MOF, through budget, announces different policy measures and monitors them through its own mechanism.

Earlier referred to GGA is based on the premise that circumlocution and dilly dallying have both direct and indirect cost, and hence need to be reduced in order to ensure good governance in the country. The Act stipulates that public officials should uphold rule of law, transparency, objectivity, impartiality, access of the general public to decision making, and so forth. It also provides for time bound and simplified decision making, and recognizes emails and faxes as means of correspondence. The Act along with Good Governance Regulations and a number directives (prepared to complement the Act) collectively categorize government decisions by policy and procedural matters, and directs public officials to make decision with a

given time frame. Moreover, they also significantly cut short on the decision making chains. Accordingly, no more than three levels will be involved in any decision.

There are some other important provisions in the legislation in regards to the AS. Every government office is required to prepare citizen charter and place it within the office premise so that it could be easily seen by a client. The charter should include, among others, services to be delivered, procedures to be followed (by a client), time required to wait till the service is given, responsible officers to deliver service, charges or fees, (if any). Notably, an official not providing the service in a timely manner is to be liable to pay any compensation that is due to the service recipient. The Act mentions that government offices have to make use of the ICT for their internal purpose as well as for providing service to the public. Likewise, every ministry is required to establish a governance unit, a role of which is to help identify measures for reforming administrative procedures. Additionally, there is a provision for mechanisms for handling public complaints about service delivery and organizing regular public hearings by government agencies.

In line with the Act, the government has formulated e-Government Master Plan with vision, mission, goals, and strategies. It aims at improving public service delivery through e-Government and promoting competitiveness of the economy. In doing so, the strategy envisages providing G2B (government to business), G2C (government to customer), and G2G (government to government) services in a transparent and efficient way by, among others, standardization of government services. There is also a provision for one-stop shop for businesses and citizens.

The Foreign Investment and One Window Policy is worth mentioning here. The Policy being implemented since 1992, envisages providing one window service to the industries to be established under foreign investment. In this regard, an investor wanting to establish an industry should apply in the Department of Industries (DOI), which is responsible to contact, get clearance from concerned departments, and provide all the facilities relating to land, taxation, water, electricity, company registration, etc. The One Window committee headed by the chief of the DOI and represented by related departments has the power to decide on the matters. It has been made

mandatory for the Department to inform the applicant about the decision made by the Committee within 35 days on the receipt of application. This arrangement has not been effective for different reasons. It is rather argued that the system has been "one window with several doors" (Rana and Pradhan, 2005),

In recent times, in particular, after the citizen charter is introduced, there has been a move towards faster service delivery. The result has been mixed. In many places they are not duly respected by the service providers (MoGA, 2006) and citizens are not in a position to hold them to account. And, some offices have been trying to follow the standards as prescribed by the charters, resulting in faster service delivery. One problem is that the tool (citizen charter) is not supported by other administrative simplification measures like redefining work process, redesigning forms, and office layout. It is widely believed that quality of service is compromised because of this. Too many mistakes are found in passports, birth certificates, and citizenship certificates. Consequently, many people have been suffering. For instance, many Nepaleses, who go abroad and can't identify mistakes contained in passports, are undergoing a great amount of distress because of the mistakes made by the issuing officials.

4. Conclusion

Public service delivery in Nepal is found to be poor in different ways. Many people do not have access to the public service, mainly because of the low coverage. A large portion of the people specially living in rural areas only rarely uses the public services since the government has not yet been able to reach out to those populations. And, the overall quality of the service is in no way satisfactory to the general public. With the easy availability of private services (e.g. health and education), there is an increasing trend on the part of those who can afford to avoid public services. Whoever uses it—either because it is monopoly good or can't afford it—has to bear a significant cost in the form of time, money, and psychological fear. Lack of administrative simplification is one of the major reasons behind such poor state of public service delivery.

Nepali state is being restructured along federal line. This offers both challenges and opportunities. Presently, the central government's role in service delivery is all pervasive since local government's competence is very much limited. Yet, the state of public service delivery is surprisingly dismal. In a federal set up, multi levels of governments will be involved in the provision and delivery of services. It will be more so in the case of concurrent jurisdictions among different tiers. Therefore, it is likely that there will be more procedures to be followed, especially by the government officials, giving rise to slow delivery of services.

On the other hand, this moment can be utilized as a chance to improve public governance. Administrative simplifications can be thought through ex ante from the beginning (e.g. writing the constitution) to policy making afterwards. State restructuring is to be followed by administrative restructuring. Special caution can be taken during this process. One good thing about state and administrative restructuring is that the world is replete with knowledge in regards to how to make service delivery efficient and effective. In this respect, knowledge and experiences of the developed and developing countries that have been successful in improving public service delivery can be utilized. Likewise, newer technologies that were unthinkable a couple of decades ago can be used. Moreover, the country's own experience in regards to governance and administrative reform will give valuable insights.

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Country Cases

PAKISTAN

Administrative and e-Government Reforms

Rukhsana Rehman

1. Administrative Simplification

The basic purpose of any good administrative setup is to be responsive in delivering public services to the common person in an effective and efficient manner. Major factors adversely affecting the working of the public sector are the outdated, complex and cumbersome rules and procedures. This is further aggravated by the fact that the interface between the public and the administration is normally the low grade, under-qualified and un-trained officials who lack the requisite skills and the attitude to address the issues and concerns of the citizens. In many cases these complains extends to neutrality and integrity of the staff who enjoys discretionary and residual powers. Last but not the least is the centralization of the powers between the various tiers of the government (i.e. Federal, Provincial and District), and within the same government, when one Ministry tends to monopolize all the powers while most of the Ministries and Divisions who are actually dispensing public service are powerless and ineffective. In the following paragraphs, I shall discuss some important segments of administration where reforms have been carried out with a view to simplify procedures.

2. Reforms in Management and Procedures

As mentioned above, outdated rules and procedures and over centralization of authority leads to red-tapism. This also kills initiatives and perpetuates status quo. In recent years, several initiatives have been undertaken to streamline the procedures, to consolidate the rules and regulations and to decentralize the administrative powers.

2.1. Budgetary Reforms

Traditionally, process of budgeting and costing in Pakistan was one of incremental budgeting. This simply implies that the budget for the coming year is calculated on the basis of a projection towards all the revised estimates for the current year. While the traditional system has the advantage of familiarity, it also has several shortcomings - Its focus is only on the next immediate year. This leads to inadequate predictability of resources over the medium term with the result that Ministries are unable to undertake proper medium term planning for the delivery of services. The demands of the

Ministries do not essentially demonstrate any linkage between strategies and priorities of the Ministry and its budget. The process envisages a very limited role of the senior management of the Ministry in the budget preparation process and excises is undertaken in a mechanical fashion.

2.2. Medium Term Budgetary Framework (MTBF)

MTBF helps planner and managers to think through the logic of their intervention and how they related to the Ministry's overall objectives. It requires that each Ministry/Division specify how its activities, outputs and outcomes are linked. This approach involves identification of Ministry's goals, outcomes, outputs and activities. MTBF is being rolled out across the Federal government and all the Federal Ministries prepared budgets for 2009-12 based on this methodology. MTBF is, as its name implies, a system for making the budget process more strategic and responsive to the priorities of the government, by introducing a medium term (three years) horizon to the budgetary process. The principal objectives of MTBF are:

1) To further strengthen fiscal discipline in the management of the budget of the federal government

2) To strengthen the alignment of budgetary allocation and expenditures with the policies and priorities of the government, and

2) To strengthen the process of budgeting and budget resources management within the ministries so as to ensure efficiency and cost-effectiveness of the use of public sector resources by line ministries/divisions in the delivery of public services.

In order to achieve these objectives the MTBF is built on two main components:

1) a strategic or "top-down" component, which strengthens the overall management of resources in the federal budget and the alignment of the allocation of budgetary resources to ministries on the basis of government policies and priorities; and

2) a component of MTBF which aims to strengthen the budgetary management process within the line ministries/division. This is often

referred to as the 'bottom-up' component of the MTBF.

The MTBF reforms are one element of a package of reforms which together are intended to modernize budget management across the federal government. The vision for the modernization of the budgetary process, which will take several years to implement, is oriented towards the following key objectives:

1) making the budget a flexible and responsive mechanism for carrying forward the policies, strategies and priorities of the government;

2) introducing a progressive process of the empowerment of the line ministries, which are responsible for the delivery of public services, to manage their own budgetary cycles in an overall context which provides the maximum achievable level of predictability of resource flow;

3) shifting the role of the central agencies (Ministry of Finance and the Planning Commission) in budget management from micromanagement of transactions to strategic management of the application of resources to achieve results.

Decentralization of Powers

Traditionally, the role and the authority of Finance Division, over the budget and expenditure, have been all encompassing. No appropriation or re-appropriation could be made without their approval. Finance Division also enjoyed complete control through their Financial Advisors for various Ministries. However, in recent years some significant changes have been made and these include:

1) Though FA organizations still continues to exist. However, they are being replaced with Chief Accounts Officers to assist the Secretary of each Division. He works and reports to the Secretary of the Division in contrast to the Financial Advisors who were under the control of the Finance Division. There is a plan to gradually phase out the Financial Advisors, and in turn, the excessive authority of Finance Division.

2) Another issue has been the centralized authority of the Finance Division with respect to the re-appropriations within the approved budgetary allocation. However most of the powers regarding re-appropriation have been given to the Administrative Secretaries allowing them to deal with the financial matters in a quicker and effective manner.

3) Normally all powers within the Division rest with the Administrative Secretary and there used to be a perception that these powers cannot be further delegated. Under the present procedure, the Secretaries can further delegate financial powers to his subordinates. This arrangement works to inculcate greater confidence and responsibility among the members of the staff. It works for the benefit of the staff. It works for the benefit of the people by making procedures simple, faster and well-defined.

4) Likewise, a number of other financial procedures have been simplified and decentralized. These include authorization to approve installation and maintenance of telephone, fax, internet, purchase of vehicles, entertainment, hiring and repair of residential buildings, and payment of rents of office buildings etc.

2.3. Reforms in the Office of Auditor General of Pakistan (OAGP)

As one of the main stakeholders in GoP Financial Reform Agenda, OAGP remained strategically committed to the reform process and assumed a leadership role by implementing major reforms under Project to Improve Financial Reporting and Auditing (PIFRA) which includes; reorganizing the governance structure through separation of audit and accounts, harmonization of national accounting system replacing an archaic government accounting system, implementation of integrated financial information system based on SAP and development of risk based audit methodology complied with internationally accepted auditing standards.

2.4. Reforms in Federal Board of Revenue (FBR)

FBR has prepared a tax reform strategy, which was approved by Government of Pakistan in November, 2001. The reform strategy has

three main planks (a) policy reforms, (b) administrative reforms and (c) organizational reforms. The policy reforms include simple laws, universal self-assessment, elimination of exemptions, less dependence on withholding taxes and effective dispute resolution mechanism. The administrative reforms aims (i) to transform income tax organization on functional lines; (ii) re-engineering of manual processes of all taxes with the aim to reduce face to face contact between taxpayers and tax collectors, increasing effectiveness of FBR and (iii) to improve skills and integrity of the workforce. The organizational reforms include re-organization of FBR headquarter on functional lines, reduction in number of tiers and reduction in workforce.

The legacy taxation system was suffering from major weaknesses in the shape of complicated laws and procedures, high tax and tariff rates, wide range of exemptions, and many other distortions. Consequently, the taxation system was rendered inefficient and open to abuse. The main emphasis of the tax administration reform is on promoting voluntary tax compliance through an enhanced level of taxpayers' facilitation. In the long-run, these administrative reforms will also enable tax administrators to effectively tackle delinquent taxpayers through a system of audit and penalties. The future set up envisages clear segregation in the operations of domestic and international taxes. Whereas all domestic taxes will operate through Regional Tax Offices (RTOs), the international trade taxes will be handled by Model Custom Collectorates.

2.5. Reforms in Planning Commission (PC)

Vision 2030 is an important strategic planning tool formulated by the Planning Commission which is continuously updated, being a living document.

Critical factors for the success of the Vision are:

1) Changing the mind-set: objective and "informed Decision Making" to be institutionalized.

2) Building Institutions

3) Building capabilities

4) Premium on teamwork

5) Inspired, committed and Visionary Leadership (Federal, Provincial and Local Government levels)

6) Meritocracy and Professionalism

7) Shared visions and destiny

8) Social cohesion

9) Effective implementation and monitoring

Pakistan has joined the global community to achieve Millennium Development Goals (MDGs). For this purpose it has set forth following MDGs:

1) Eradication of extreme poverty and hunger

2) Achieving universal primary education

3) Promoting gender equality and empowerment

4) Reducing child mortality

5) Improving maternal health

6) Combating HIV/AIDS, malaria and other diseases

7) Ensuring environmental sustainability

To meet challenges of 21st century following planning strategy will be adopted:

1) PC must have expertise and best practices comparable to those of identical institutions elsewhere.

2) Traditional Model of "Establishment Controls" and "Micromanagement" of the Line Ministries is an out-dated model.

3) Institutional deficit of the Line Ministries should be made good.

4) Increased focus on economic growth, development effectiveness and performance outcomes.

5) Development has to be conceptualized by all, PC should be the enabler and facilitator, and should be steering and not rowing.

6) Development is not restricted to projects. It is economy and it has to be thematic and not linear.

2.6. Reforms in Human Resource Management

Another department which traditionally enjoyed centralized authority over other Administrative divisions in Establishment Division or the Human Resources Management Wing of the Federal Government. In the past, all major decisions used to be taken by the Establishment Division or, at least, in consultation with them. This resulted in complexities and delays. In recent years, several initiatives have been taken to simplify and make things easier. Some of the steps taken are:

1) For the initial recruitment, the condition of obtaining an NOC from the Establishment Division has been withdrawn in most cases.

2) The Administrative Divisions have now been empowered to recruit middle-management level officers through Departmental Selection Committees.

3) Likewise Administrative Divisions can now promote middle management officers through Departmental Promotion Committees.

4) The system of promotions has been standardized and simplified. The senior level promotions now follow a uniform and standardized procedure. These promotions are based mostly on the objective and measurable criteria, which includes service record, annual performance reports, in-service trainings and evaluation by a high power board.

5) The system of contract employments have also been standardized and decentralized. Contract employees can be hired by the Administrative Ministries through departmental committees.

3. e-Government Reforms

e-Government is recognized internationally as an enabler towards achievement of good governance. It enables the citizens and businesses to access public service in an effective accessible and cost efficient manner. The Federal Cabinet of Pakistan, therefore, approved National IT Policy in 2000. The objective of the introducing e-Government in Pakistan is to enhance the efficiency of the Government departments and facilitating ordinary citizens in accessing public services. e-Government encompasses several areas:

1) Govt. to Govt. (G2G) includes interaction within the Ministries/ Divisions or within a certain Govt. i.e. Federal Government or between the various tiers of the Government like the Federal, Provincial, Local, as well as Governments of other countries and international agencies.

2) Govt. to Business (G2B) includes all suppliers and service providers. E-Procurement is the single most important reform towards transparency, convenience and simplification.

3) Govt. to Citizen (G2C) includes interaction with citizens to provide easy to find and easy to use points of service. These include land revenue records, payments of various utilities, bills, obtaining passports, domicile, identity cards and host of other services.

4) Govt. to Employee (G2E) includes interaction with Govt. employees to provide easy access to and from them.

e-Services to citizens is especially important component of e-government, therefore, this will be discussed in further detail. Dispensation of e-Services may involve various stages:

1) **Informational:** This is the first stage and includes provisions of information. The most often used device is web portals. Presently Govt. of Pakistan and all the important Ministries as well as other governmental organizations have web-sites to facilitate the citizens and other users.

2) **Interactions:** In this phase, E-Govt. provides some degree of online interaction. For instance, citizens can enter complaints or apply for

jobs on line.

3) **Transactional:** Provides secure transactions with high level of authorizations. In Pakistan, citizens can now apply for passports and NICs, and make payments on line. Companies can also be registered on line with the Security and Exchange Commission of Pakistan. Federal Bureau of Revenues encourages on line submission of tax returns.

4) **Collaborative:** In this phase citizens and businessmen collaborate with the government on processes and projects. This is important for businesses working together with the government on projects for public-private partnerships, NGOs and citizens.

The strategy for implementation of e-government programme was approved by the National e-Government Council headed by the Prime Minister and the Federal Cabinet in 2005. Some of the salient features of the strategy are:

Basic Infrastructure: This includes deploying of basic infrastructure like PCs, intra-Ministry networks, office automation software and intra-ministerial communication. These facilities have been provided to a large number of Ministries and Divisions. To connect all government agencies with each other through a secure network, a Federal Government Data Center is being established.

Common Applications: A portfolio of applications that are common to all Divisions has been identified. These include Internal Communications, Human Resource Management, Finance and Budget Management system, Inventory and Procurement Management System and Project Management System. These modules have already been developed and some of them already tested. These will be replicated in all the Ministries and Divisions in a phased manner.

E-Services for Citizens: Efforts are underway to identify high impact processes for the agency and to provide services to citizens electronically. Some of projects developed to facilitate citizens include provision of E-services in the offices of Chief Commissioner, Islamabad, Capital Development Authority (CDA) and Islamabad Police. The project for the

Chief Commissioner Office includes development and deployment of twenty-one customized citizen services and seven office resource management systems. The project for CDA includes the automation of land records and other basic processes which will help citizens with records and services. The project for Islamabad police includes one window automated facility for issuance of driving licenses and interconnectivity of field offices with the headquarters. In addition, as already mentioned, machine readable passports and computerized National Identity Cards have also been introduced.

Agency-specific Applications: In addition to common applications which we have already discussed, certain departments require specific applications. Under the E-Govt. strategy a special directorate has been established to help Ministries and Divisions with specific application. Examples include Health Management Information System (HMIS) for leading hospitals of Pakistan like Pakistan Institute of Medical Sciences (PIMS), Islamabad, Sheikh Zayed Hospital, Lahore and Jinnah Postgraduate Medical College, and Karachi. Likewise MIS has been introduced in Federal Public Service Commission enabling candidates to apply for jobs on line and Securities and Exchange Commission of Pakistan to facilitate people for online registration of companies. Federal Board of Revenue has also introduced an interactive on line system to help the tax payers. Auditor General's office has developed a very specialized application PIFRA for efficient and effective management of the National Accounts.

Standards: National Standards are under development and will be made applicable to all e-government projects so that architecture, methodology and best practices are leveraged.

The Government of Pakistan encourages Ministries and organizations to use e-mail, internet, web-sites and other means of electronic media to conduct business of the government to communicate with other offices within the government and the general public. A Government web portal www.pakistan.gov.pk has been developed and launched in 2002 to create cyber space for the government of Pakistan. It is an official gateway to the Government of Pakistan and contains websites of all Federal Ministries. It provides basic information about the government, search capabilities, hosting of various forms, linkages with other sets, as well as e-mail addresses and phone

numbers of the various offices and officers. It disseminates information to the citizens without having to visit offices. On the average about three hundred thousand people visit this government portal everyday.

4. Devolution Reforms

Some of the factors that have adversely affected dispensation of public services to the people have been centralized authority and complexity of procedure. Traditionally, the Federal Government and Provincial governments have wielded most of the powers in Pakistan while people are having their issues at the gross root level i.e. villages, towns and tehsils. There have been several attempts to develop an affective local government system to address public issues at the local level. Without going to the history, I will focus the last of these devolution reforms.

The previous Provincial governments promulgated Local Government Ordinance, 2001 in their respective provinces to install a new integrated local government system with effect from 14th of August, 2001. The objective was to develop a service oriented governance structure for delivery of quality services in a timely fashion. The empowerment strategy was based on five fundamentals commonly know as five Ds – devolution of political power, decentralization of administrative authority, de-concentration of management functions, de-fusion of power – authority nexus and distribution of resources. The essence of this system is that local governments are accountable to citizens for all their decisions.

The new system provides three tier local government structures consisting of directly elected Union administration, tehsils/town administration and district governments. Each of the three tiers is headed by an elected Nazim and a quasi legislative arm in the form of Union Councils, Tehsil/Town Councils and Zila Councils.

At the top tier, the district, there is a single integrated local government called the district government. It consists of zila nazim and district administration comprising district officers. Under the system, the provincial governments have devolved several important departments upon the district administration. These include education, health, land revenue, works and

services, community development, labour, public health, finance and planning and a number of other activities. The administration is responsible to serve the people. The new system also addresses the specific needs and problems of large cities. Eight major cities including the four provincial headquarters have been declared as city districts. City districts are divided into towns for facilitation of the public.

The middle tier, the tehsil, Tehsil Municipal Administration is headed by a Tehsil Nazim. The responsibilities, powers and functions of Tehsil Administration have separately been defined in the Local Government Ordinance to avoid any overlap or misunderstanding. At the last tier, is the Union Administration which consists of Union Nazim and three Union Secretaries and other ancillary staff. The system envisages maximum autonomy for the Union Administration and the District Governments.

The new local government system envisages a formula based fiscal transfer to the Districts through provincial Finance Awards. In addition, local governments are allowed to levy local taxes/fees from a specified list which has been added to the Ordinance. To promote trade and commerce, all import/export taxes or levies on movement of goods through a district have been abolished. As a result of this arrangement, resource transfer to the local government has risen over time. The over all extent of fiscal decentralization has increased from 28% in 2000-2001 to over 36%. Likewise, the share of local government in public expenditure has increased from approximately 5%, prior to devolution, to about 13%.

5. Major Obstacles, Efforts to Overcome, Shortcomings and Recommendations

- Human resource capacity has been the main obstacle in reform implementation. Funds appropriation, instability and irregularity of fiscal discipline compounded the issue.

- Capacity issues translated to skill training requirements and are currently in transition to being resolved through training need assessments (TNAs) and aggressive workforce hiring.

- Periodical review of projects is undertaken, priorities are re-aligned and targets' achievement evaluated.

- Some of the major shortcomings are lack of process definition and subsequent assigning of key roles in the process flow.

- There are many areas where a gap analysis is required while there are other areas where an overlapping of functions and roles needs to be addressed.

- There is dire need for detailed budgetary planning and time-specified releases and allocation of funds as per the projects' activity schedules.

Country Cases

PHILIPPINES

The Rationalization Program

Amelita Castillo

1. Introduction

The Philippine Government embarked on a Rationalization Program (RP) through the issuance of Executive Order (EO) No. 366 on October 4, 2004.

The RP is a move to transform the Philippine Executive Branch into a more effective and efficient government. It aims to focus government efforts on its vital functions and channel government resources to these core public services. It also intends to improve the efficiency of government services within affordable levels and in the most accountable manner.

Through the RP, the followings are expected to be achieved:

• Strengthened vital government functions;

• More resources to fund priority programs and projects of the government;

• Improved and faster service delivery;

• More satisfied clients of government services; and

• Increased morale among government employees.

2. Rationale of the Program

The Program was conceptualized in order to put government operations in order. Over the years, the government had the tendency to over-expand and self-perpetuate in almost every area of need of society. These areas have become regular government priorities and responsibilities. This situation results in a thin spread of government resources to a variety of concerns, especially in areas where government support is highly desirable, such as peace and order, national security and social services, among others.

Government also has to keep pace with changing demands and technologies. What may have been a relevant undertaking for the government a number of years ago may no longer be necessary at the present time.

Considering that we are already in the Information and Communications Technology age, agencies should assess whether or not their existing skills mix could still respond to their present requirements. Moreover, an organization which needs to change its systems of work would correspondingly need modification in its organizational structure and staffing pattern. For example, certain administrative functions done in the past require a number of clerks. With the advent of computers, these same tasks may need a lesser number of personnel.

Global and private sector developments may now require different regulatory frameworks. Some areas may need new regulations while other existing regulations have become counterproductive to sector growth.

In addition, the people are demanding better public services and more value for their money.

Moreover, the Personal Services budget is around sixty percent (60%) of the total budget, leaving a very small amount for productive activities.

Hence, the government has to review its operations and organization. The rationalization effort is an opportunity to improve the quality of government service delivery. The abolition, merger or scaling down of overlapping/duplicating functions/programs/projects within an agency and with other agencies could be resorted. Structures that have outlived their usefulness could be abolished, and current resources devoted for these structures could be rechanneled to priority undertakings.

3. Coverage of the Program

The Program covers all Departments of the Executive Branch and their units/bureaus, including all corporations, boards, councils, commissions, task forces and all other agencies attached to or under their administrative supervision.

Police, military, teachers and health workers in public health facilities, or the population-related positions, are generally not covered by the rationalization efforts since these positions are, at present, deemed not adequate to service the requirements of their respective clients.

The Program is, however, not mandatory for Constitutional Offices, the

Legislature, the Judiciary, and State Universities and Colleges. But they may voluntarily apply the parameters of the Program, if they opt to review their respective operations and organization.

Agencies which have recently undergone or are undergoing reorganization, which is more massive, are exempted from the Program and should instead adopt the provisions of the law mandating their reorganization.

4. Creation of a Change Management Team

EO 366 became effective on May 11, 2005 with the issuance of its Implementing Rules and Regulations (IRR). Under the IRR, all Departments and Agencies have to organize a Change Management Team (CMT) that would conduct strategic review of their respective operations and organization.

The composition of the CMT was left to the discretion of the agency, except for the participation of at least one (1) representative of the Department's accredited union sitting in as a member. This is to ensure the transparency of the process.

In the absence of an accredited union in the Department, a rank and file employee from the mother agency should be represented in the CMT who should be elected through a general assembly organized for the purpose.

Sub-CMTs for different organizational levels or areas of concern may be created by the Departments/Agencies. Each sub-CMT should likewise have at least one (1) union or rank and file representative sitting in as a member.

The CMT/sub-CMTs are tasked to perform the following functions:

- Conduct a strategic review of the operations and organization of all component units of the Department;

- Identify the core functions, programs, activities and projects of the Department and its Agencies;

- Identify the functions, programs, activities and projects which (1) can either be scaled down, phased out or abolished; or (2) can be strengthened and where more resources need to be channeled;

- Prepare a Rationalization Plan for the whole Department, including the Agencies and Government-Owned and/or -Controlled Corporations (GOCCs)/Government Financial Institutions (GFIs) attached to or under its administrative supervision;

- Conduct consultation meetings with the affected personnel and other stakeholders on the effort being undertaken;

- Oversee the actual implementation of the Rationalization Plan; and

- Mitigate the impact of the rationalization effort.

The CMT is also responsible for the coordination and consolidation of the processes and outputs of the sub-CMTs.

5. Preparation of the Rationalization Plan

The Rationalization Plan is the result of the strategic review of the operations, organization of the Department and its Agencies. It shall contain the intended shifts in the functions, programs, projects, activities, agencies/organizational units, staffing and personnel of the Department.

The Department Head is made responsible for taking the lead in the preparation of the Plan for the whole Department, including the Agencies and GOCCs/GFIs under or attached to it. He/She or his/her equivalent may task the Agency Heads under his/her supervision to prepare their respective Plan in accordance with the strategic direction of the Department.

Specifically, the Plan shall include the following:

- The core functions, programs, activities and services of the Department and its units/agencies;

- The specific shift in policy directions, functions, programs, and strategies, indicating the phasing of these intended shifts, targeted improvements in operations and achievement of sector/sub-sector/organizational outcomes, and the broad organizational strengthening strategies that need to be implemented;

- The functions, programs and projects which would be scaled down, phased out or abolished;

- The functions, programs, activities and projects where more resources need to be channelled;

- The actions on units/agencies/GOCCs/GFIs under/attached to the Department;

- The staffing shift, particularly the changes that are proposed to be made in the staffing pattern and personnel of the Department and its Agencies, as well as the broad human resource development strategies that have to be implemented;

- The effects of the streamlined set-up on the budgetary allocations of the Department and its Agencies and the reallocation of expenditure items in broad terms over the next three (3) years, to maintenance and other operating expenditures and capital outlays;

- The dispositive action for the physical assets, specifying which ones will be transferred to other agencies, with or without cost, sold by public bidding or donated, as applicable; and

- The internal and external communication plan employed/being undertaken by the Department in conveying the rationalization process to the personnel who may be affected and to other stakeholders.

The DBM, in close coordination with the Civil Service Commission (CSC), would review the Plan of the Department/Agency, to ensure consistency with the objectives of this effort.

The Rationalization Plans that would be submitted by the Departments/Agencies of the Executive Branch would be approved by the Secretary of Budget and Management pursuant to a delegated authority by the President.

In case the Legislature, the Judiciary and the Constitutional Offices would opt to pursue rationalization efforts, their Plans would also be reviewed by the DBM to ensure consistency with the parameters of the Program.

In case of non-submission of a Plan by a Department Secretary or Agency Head, the DBM would prepare the areas for rationalization and improvement in the Department/Agency.

6. Possible Effect on Personnel

In the process of reviewing agency operations and organizations, some functions may be found redundant, overlapping or duplicating with others. Employees in these functions are deemed affected and they would have to be notified at the earliest possible time, but not later than ten (10) days before submission of the Plan to the DBM, of the action to be taken regarding their employment.

Personnel in redundant functions may be retained in their mother agencies if their skills are still needed and there are positions where they can be accommodated. If not, these personnel would be given two (2) months from the approval of the Plan within which to decide on any of the following options:

Option 1 – Remain in government service, if with permanent appointment, and be placed in frontline agencies needing additional personnel; or

Option 2 – Avail of the retirement/separation benefits, if qualified, plus the applicable incentive.

The retirement/separation package would be available up to two (2) months after the approval of the Plan of the Department/Agency.

Option 1 – Placement Mechanism

Affected employees opting for placement in other agencies would be asked to submit three (3) priority agencies for reassignment to his/her Agency Personnel Officer. The DBM and the CSC have prepared a list of agencies where affected personnel could be transferred. Said list, which was earlier given to the heads of public sector unions for information and validation, has been disseminated. The personnel requirements of recipient agencies of the placement mechanism have been uploaded in the DBM website.

Within a two (2)-month period, the CSC would then match, among others, the position, qualifications, and skills of the affected personnel with the needs of the priority agencies for possible reassignment that the affected

personnel had identified. In case no match can be found in the priority agencies for reassignment, the CSC would then look for a match in other priority agencies where additional personnel are required.

After satisfying the requirements of national government agencies, the CSC may explore the possibility of reassigning affected personnel to schools and hospitals that are administered by local government units (LGUs).

The compensation of the redeployed personnel would be transferred by the DBM to the recipient agency, except for those to be reassigned to LGUs, in which case their compensation shall remain with the CSC.

There would be no diminution in the salary of the affected employees who would be placed in other agencies since they would have full rights to all the benefits which may be available to other government employees, except for certain allowances that are used to be given corresponding to the performance of specific functions which would no longer form part of their new functions.

The position of the transferred personnel in the recipient agency would be coterminous with the incumbent, meaning, it would be abolished once the incumbent retires or resigns, transfers to another agency or LGU, or is appointed or promoted to another position in the recipient agency.

Beneficiary Agencies of the Placement Mechanism

Beneficiary agencies in the placement mechanism of employees that would be affected by the rationalization efforts were identified.

In the Department of Education alone, 28,339 complete elementary schools in the country need one (1) Clerk each. On the other hand, our 4,729 secondary schools need one (1) Clerk position for every 400 students, one (1) Senior Bookkeeper or Accountant and one (1) Cashier or Disbursing Officer.

Hence, the redeployment effort would eventually relieve teachers from doing administrative functions.

The followings are other placement options:

• Department of Health – administrative positions are needed to relieve

medical and allied medical personnel from doing administrative work;

• Bureau of Jail Management and Penology – it would need personnel to fill up administrative positions for its National Headquarters, Regional Offices, and Jail Offices;

• Philippine National Police – administrative positions are needed nationwide to free Policemen from non-police work;

• Land Transportation Office – Data Encoders, Driving Skills Raters, Traffic/Law Enforcers are necessary in all its District Offices nationwide;

• National Statistics Office – positions are required for civil registration activities; and

• National Bureau of Investigation – positions are needed for processing of clearances.

Option 2 – Voluntary Retirement/Separation

For employees who would opt to leave government, they could avail of any of the following:

• Retirement gratuity provided under Republic Act (RA) No. 1616 plus the refund of retirement premiums, without incentive;

• Retirement benefit provided under RA 660 plus the applicable incentive; or

• Applicable retirement, separation or unemployment benefit provided under RA 8291 plus the applicable incentive.

Except for those who would choose to retire under RA 1616 which is a lump sum benefit, affected personnel who would opt to retire/be separated from government service shall be given incentive benefits as follows:

• ½ of the present monthly basic salary for every year of government service, for those who have rendered less than 21 years of service;

• ¾ of the present monthly basic salary for every year of government

service, computed starting from the first year, for those who have rendered 21 to less than 31 years of service; and

- the present monthly basic salary for every year of government service, computed starting from the first year, for those who have rendered 31 years of service and above.

For the purpose of computing the total amount of incentive that an affected personnel would receive, only his/her government service up to age 59 and a fraction thereof would be counted. Thus, government service starting at the age of 60 would no longer be subject to the incentive to be provided under the Program.

Contractual/casual personnel, with appointments attested by the CSC and whose functions would be affected, would be allowed to avail of the benefit package provided under the Program.

The effectivity date of the retirement/separation of an affected personnel would be any day within two (2) months from the approval of the Plan. In case an affected personnel reaches his compulsory retirement before the Plan is approved, he must retire on the date of his compulsory retirement without any incentive benefit.

Government personnel who opted to retire/be separated from the service as a result of the rationalization efforts of their Department/Agency shall not be appointed nor hired in any agency of the Executive Branch, including in GOCCs/GFIs, within a period of five (5) years, except in teaching positions in educational institutions and in medical and allied medical items in hospitals. Reemployment in any Branch of Government shall be considered as a new entry to the civil service.

Administrative Mechanism on Grievance and Appeal

The CMT in every Department/Agency was required to set up an internal mechanism that would hear and settle the issues and concerns that may be raised by personnel who may be affected by the effort.

The Department CMT may also include in the internal mechanism the specific process that employees of attached agencies would follow in filing complaints, i.e., whether they would initially file their complaints to their sub-CMT or to the Department CMT.

The following actions may be the subject of complaints and appeals:

- No union or rank and file representative in the CMT/sub-CMTs;

- Non-notification of affected personnel;

- Deviations from relevant sections of RA 6656 on the order of placement;

- Actions implemented which are not in the approved Rationalization Plan; or

- Violations of the provisions of the IRR.

Issues and concerns may be submitted to the CMT within five (5) working days from notification that a position is affected. The CMT would resolve the issue(s)/concern(s) within five (5) working days. Unsettled issues would be documented and noted in the Plan.

An appeal may be filed by an affected personnel with the Department/Agency Head within ten (10) working days from the submission of the Rationalization Plan to the DBM. The Department/Agency Head would render a decision within fifteen (15) working days from filing of the complaint.

Affected personnel may further appeal the decision of the Department/Agency Head with the CSC within ten (10) working days from approval of their Plan. The decision of the Department/Agency Head shall be executory pending decision on the appeal. The CSC would render a decision within thirty (30) working days from filing of the appeal.

Actions which are not appealable to the CSC are (1) the declaration of what functions are to be abolished or merged, and (2) for those who opted to remain in the service, their placement in another agency.

7. Support to Implementation

As part of the implementation of the Program, the DBM and the CSC have undertaken various activities to aid Departments and personnel in pursuing the effort.

Communication and External Relations

All Departments have been briefed on the features of the Program. Consultation meetings/dialogues have also been conducted with various stakeholders (e.g., legislators, employee groups and unions, private sector organizations) for their understanding of the effort.

The Program Primer and the brochure on EO 366 and its IRR have also been distributed to Departments/Agencies. The IRR had been formulated with inputs from the major confederation of union of employees.

A guide to managing the change process had also been given to the CMTs.

Provision of Technical Assistance

Five (5) Rationalization Teams were organized by the DBM to provide technical assistance to Departments/Agencies to ensure that they are guided by the parameters of the Program, particularly in the preparation of their Rationalization Plan.

The Program's Executive Committee, composed of the DBM and the CSC, has formulated and distributed the Program's Organizational and Staffing Standards and Guidelines to help Departments/Agencies in defining the appropriate structure and staffing that would support their respective core functions, as well as the DBM Rationalization Teams in the review of submitted Plans of Departments/Agencies.

Resolutions and other policies were also issued to help Departments/Agencies in the implementation of the Program.

Resource Mobilization and Employee Benefits

The DBM and the CSC forged agreements with the Government Service Insurance System (GSIS) and the Home Development Mutual Fund to facilitate the release of benefits to personnel affected under the Program.

A Circular Letter had been issued by the DBM enjoining Departments/Agencies to reconcile with the GSIS the records of personnel who may be affected, as well as inform them on the procedures on the processing of retirement/separation benefits.

Employees who opted to retire/be separated would continue to receive their present monthly salary, including allowances common to all government employees, until such time that the GSIS pays them their benefits, provided that they have submitted the complete documents to the GSIS at least one (1) month before the date of their retirement/separation.

8. Impact Mitigation Strategies

Aside from the monetary benefits, safety nets and impact mitigation measures for personnel who may be affected by the effort have been put in place.

Skills and Livelihood Investment Program

The CMT, through the Head of the Agency, could work out on the requirements of affected personnel who may want to avail of skills development, livelihood/entrepreneurial, credit and investment management, job facilitation and counseling programs with the agencies concerned.

For functions which are to be outsourced, the retiring personnel could form themselves into associations, cooperatives, service corporations or the like in the pursuit of livelihood/business opportunities in government agencies. The government agencies concerned could provide them assistance to enable them to compete in the award of contracts for services that are outsourced by any agency of government.

To enable affected personnel to make better use of the benefits/incentives that they would receive under the Rationalization Program, the DBM and the CSC have tapped various government agencies to be a part of the Skills and Livelihood Investment Program (SLIP) Team for the provision of skills/livelihood, investment, and job facilitation and counseling for affected personnel. The DBM/CSC, in partnership with public sector unions, may also

be tapped to facilitate the conduct of said programs.

The Team has been grouped into three (3), namely, Job Generation, Job Facilitation and Investment Services.

The Jobs Generation Group shall provide trainings and financial assistance for affected employees who intend to start a business of their own.

The Job Facilitation Group shall assist affected personnel seeking employment opportunities in the private sector, whether local or overseas.

The Investment Services Group shall provide information and guidance regarding investment/financial products, as well as trust services.

A Skills/Livelihood and Investment Program Brochure, which contains, among others, the services that are being provided by the Skills and Livelihood Investment partner-agencies, have been distributed to all Departments.

Status of the Program

In the implementation of the Program, there are 106 entities, i.e., 21 Departments/Department-level entities, 26 Other Executive Offices (OEOs) and 59 GOCCs, which are expected to submit their Plan to the DBM, as shown in the following table:

Table 6. **Overall Status of the Implementation of the Rationalization Program (Net of Entities Exempted)**

STATUS	DEPARTMENTS/ DEPARTMENT-LEVEL ENTITIES	OEOs	GOCCs	TOTAL	
				NO.	%
Plans submitted to the DBM	20	23	34	77	73%
Approved	7	16	16	39	51%
Agencies Under/Attached	22*			22*	
Under Evaluation					
Complete Submission	8	7	18	33	43%
Partial Submission	5	-	-	5	6%

STATUS	DEPARTMENTS/ DEPARTMENT-LEVEL ENTITIES	OEOs	GOCCs	TOTAL	
				NO.	%
Plans for submission to the DBM, including those returned for revision	1	3	25	29	27%
TOTAL	21	26	59	106	100%

* Rationalization Plan not counted individually; part of mother Department/Department-level entity's overall Plan

As of November 10, 2009, 77 entities, or 20 Departments/Department-level entities, 23 OEOs and 34 GOCCs have already submitted their Plan to the DBM.

The Plan of 39 entities (i.e., 7 Departments/Department-level entities, 16 OEOs and 16 GOCCs) have already been approved. The Plan of 22 agencies under or attached to a Department, which are considered to be a part of it, have likewise been approved.

The Plan of 38 entities (13 Departments, 7 OEOs and 18 GOCCs) are being evaluated by the DBM, while those of the remaining 29 entities (1 Department, 3 OEOs and 25 GOCCs) are yet to be submitted to the DBM, which include those that have been returned to or withdrawn by the agency for revision.

Impact of the Program

As a result of the approval of the Plan of 61 agencies, 11,542 positions (10,273 regular/permanent and 1,269 casual/contractual) were abolished. This generated Personal Services savings amounting to P 1.280 billion. This amount was retained by the different agencies to be used for their core functions.

4,929 personnel opted to avail of the Program's incentives. Benefits paid so far amounted to P280 million. On the other hand, 119 personnel opted to be transferred to other agencies needing additional personnel.

But more than the savings in Personal Services which were rechaneled to priority activities, the Departments/Agencies which have pursued the Rationalization Program were able to do away with unnecessary activities. And their resources have been refocused to their priorities.

Country Cases

SRI LANKA

Electronic Human Resource Management System

B.P.P.S Abeygunarathne

1. Ministry of Public Administration and Home Affairs

Roles

The Ministry of Public Administration and Home Affairs plays an important role in the performance of Public Administration activities and rural development programs. In the implementation of national policies introduce by the government and the Ministry always shoulders huge responsibility. The Ministry has made a remarkable contribution as planned in the administrative process of the country while it is playing special weight age to restore and strengthen the civil administration in each province. Further,, a system study from the Ministry level to Grama Niladhari Administrative Level has been performed since last year.

Vision

- An excellent public service for the nation.

Mission

- To ensure an excellent public service through sound national and regional administrative system with competence human resources.

Objectives

- To formulate efficiency policies on recruitment, remuneration and other service conditions in Human Resource Management (HRM) of public service.

- To develop strategies to reorient mindset of existing public servants and to respond to people's needs

- To formulate and implement new management structures and systems to enhance productivity and quality in the public service

- To establish and share a system of values (result oriented attitudes, Accountability, Resource prudence, impartiality, transparency etc.).

- To identify training requirements of public sector personnel, facilitate and conduct training programs

- To formulate and execute policies and programs with regard to

pensions of public officers.

- To improve existing internal and financial assets management system.

- To enhance an efficient and effective regional administrative system.

- To provide efficient service delivery to satisfy the needs of the public.

- To implement of an institutional framework within the public service, capable of achieving development objectives identified by the government.

- To provide the necessary services for maintaining the normal administration properly.

- To promote utilization of modern IT to improve productivity and quality.

- To provide better staff to deliver effective public service.

- To enhance practices to meet the needs of the public and public servants.

- To upgrade, develop and execute guidelines for simplifying and making the various operational processes in the public service to cater public needs.

- To coordinate and guide the activities of district Secretaries and divisional Secretaries

- To improve the performance of district and divisional administration

- To coordinate the functions of the district, divisional and grass root level

- Functions delegated by law through officers and organizations at village and divisional levels and the Registrar General's Department

- To Official Languages policy

- To coordinate and monitor foreign and local funded projects / programmes of the Ministry of Public Administration and Home Affairs

- To coordinate National Independence Day ceremony and other state ceremonies.

Strategies

- Implementation of an efficient and human resource management system in the public service by formulating and managing human resource policies and regulations.

- Enhancement of efficiency and productivity in the public service management system through a planned Administrative Reforms Programme.

- Recruitment and management of staff in combined services and other management services in public service.

- Improvement of sensibility through training of public offices.

- Maintenance of a divisional administrative system that is sensitive to the aspiration of the public.

- Proper management of the civil and document registration system in Sri Lanka.

2. Current Administrative Simplification strategies and Implementation

The Ministry of Public Administration and Home Affairs has made a significant step towards citizen centric service delivery by introducing various simplification strategies. The success of strategies was clearly proved that capabilities of the Ministry achieved its set targets for the betterment of the citizen of these strategies by this Ministry action taken to avoid delays in the service delivery process which has been a long lasting grievance of the client. Efficient and productive implementation of these strategies has added new value and meaning to good governance concept. Following administrative simplification strategies are currently used.

2.1. Administrative Simplification Strategies

2.1.1. Citizen Charter

People are awarded and also corruption could be reduced. When people empowered about government process,, they normally not try to get something to do, using unauthorized way this is why corruptions could be eradicated using citizen Charter. Not only that, but employees also have some guide to do their job in a proper way.

2.1.2. Front Office

Using this system, it could reduce delays and the client could be offered quicker response

2.1.3. e-HRM

Electronic Human Resource Management System.

Using Information Technology Manual file system has been changed to computerized data base system, E-mail and web based communication has been used. Consequently birth, marriage, and death certificates could be issued within five minutes at Divisional Secretariats officers.

2.1.4. Process Re-engineering

Existing bottle necks are identified and avoided to simplify the work. Unnecessary layers in the office could be reduced and introduced to two points or three points system, Therefore time is also saved

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Box1 **Background**

Combined Services Division is a pillar of the ministry of Public Administration and Home Affairs.
The mission of the division is, the provision of Human Resources to carry out national development activities.
The Combined Services Division formulates and implements all policies governing the officers of the following services in recruitment, placement and management of such carders in terms of respective service minutes.

- Sri lanka Administrative Service
- Government Translator Service
- Government Shroffs Service

- Government Typists Service
- Government Stenographers Service
- Government store Keepers Service
- Government Book keepers Service
- Librarians Service
- Office Employees Service
- Management Assistant service

The Combined Services are listed as below:
- Recruitment;
- Confirmation;
- Exam details;
- Promotions;
- Transfers;
- Leave;
- Disciplinary Matters; and
- Extension of service and Retirements

Annual transfers of officers is the worst problem which has to be faced by the Division of Combined Services annually. To overcome this problem and to achieve the mission of the division correct and quick information is needed. System of record keeping and the DBMS is the easier solution for it than keeping manual filling system. Some factors leading to the implementation of e-HRM are as follows:

- To provide more responsive service to recipients;
- To have attitudinal change of staff;
- To have a fair and equal service for all;
- To have high efficiency service;
- To have a quicker communication;
- To have a better resource sharing;
- To have total infrastructure improvement;
- To improve motivation factor with the new environment;
- To reduce redundant work;
- To avoid reinventing the wheel;
- To reduce training time for new employees;
- To adapt changing environment;
- To make forecasting easier (e.g. age analysis for retirement will lead to find vacancies); and
- To reduce unnecessary delays.

2.1.5. Productivity Improvement Team

Ministry has taken necessary steps to introduce the citizen charter with the assistance of team work concept such as each division being divided into teams,. for an example,, Combined Services Division of the Ministry has divided into Nine Teams as follows:

• Sri Lanka Administrative Service

• Public Management Assistant's Service (Supra)
• Public Management Assistant's Service I
• Public Management Assistant's Service II
• Public Management Assistant's Service III
• Office Employees Service
• Drivers & Librarians Service
• Disciplinary Unit
• Recruitment

2.1.6. Mobile Service

Expectation is the delivery of quick service to the general public. Further it is expected to go to the grassroots level and provide service on the spot.

2.1.7. Preparing Work Manual

It guides to clients as well as employees how to fulfill the requirements to get some necessary service through work simplifications. These systems are used in the Ministry as well as Divisional Secretariat Offices where more people come for their needs and wants.

2.1.8. Staff Discussions

Using team culture, employees discuss their barriers to work and find some solutions. This is the way to use collective division systems in Sri Lanka. Then, employees bound to implement those divisions as they have made contribution.

2.1.9. Contribution

Simplify the existing forms & improve them according to the current requirements.

2.1.10. Arranging subjects, works according to the 5s productivity concept.

2.1.11. One stop shop – 325 Divisional Secretariat offices deliver service like this way**.**

2.2. Existing Burdens and Evaluations

Rules and Regulations

Code of Establishment, Financial Regulation, and Administration Rules.

Code of Establishment creates complexity by impede innovation, and unnecessary barriers. Therefore these rules should be updated from time to time accordingly with the current environment.

3. Administrative Simplification Tools Good Practice from Electronically based Delivery Mechanism

Currently computer technology is used at Divisional Secretariats to strengthen the delivery of services to general public. For this purpose Kobin Technologies Ltd., Neat Lanka Ltd., and PC House Ltd extend special assistance by offering highly attractive package with concessionary loan facilities of the National Savings Bank and Bank of Ceylon.

This program was launched concurrently with Janatha Sat karaka Sevaya Program, held in Nuwara-Eliya in September 2007. As a result of this program the government is now in position to strengthen the co-ordination and monitoring of its development programs. At present, Grama Niladharies are applying computer technology for the preparation of "House Holders list" in their Divisions and to forward them to Divisional Secretaries.

3.1. Information Communication Technology for Human Resource Management

With the financial and Technical Assistance of Information and Communication Technology Agency (ICTA), e-Human Resource Management (e-hrm) Project has been implemented to attend all the management activities of services belonging to the Combined Services through computerized system. Management activities such as recruitment, confirmation, leave, disciplinary activities, service extensions, retirements and maintaining particulars of staff with the necessary updating of Combined Services are handledd with the application of necessary software.

Particulars of 35,000 officers, belonging to the Combined Services,

and serving in various Ministries, Departments and Institutions have been received by the Ministry 90% this information has been computerized.

Annual transfer scheme for 2010 is completely computerized and functions are done by the e-hrm project. It was a great success to spend less paper work, less time and less manpower. Trade Union also did not object with this system as the transparency in the clear.

Issuing Efficiency Bar Results, confirmation process in going on work manual has been prepared. It is very easy to handle establishment matters issuing these work manual.

3.2. Barriers and Lessons

Policy changes from time to time, some circulars are issued.

• The extraordinary gazette of the Democratic Socialist Republic of Sri Lanka No. 1589/30 dated 2009.02.20 mentioned procedural rules for appointment, promotion and transfer of public officers. These procedural rules came into force with the effect from 02nd April 2009. It has been included exercise of delegated powers.

• Loss of valuable information is common, due to the innate problems to paper based systems.

3.3. Institutional Frame Work

Citizen Charter

We consumes through this charter delivering our services with Integrity, Judiciomners, courtesy, understanding, objectivity, impartiality, transparency, accountability, prompters, efficiency, and effectiveness.

With the Public Administration Circular no. 05/2008 dated 2008 February 06, Citizen's /Client's charter has been introduced the secretary ministry of Public Administration and Home Affairs as a methodology to strengthen the present administrative mechanism.

Our ministry coordinates the implementing of Citizen's /Client's charter by all government organization. However each ministry should coordinate

the implementation of Citizen's Charter in the departments and other Organizations. Guidelines for preparing a Citizen's charter, supervision and Monitoring system, and Training provisions are included in the Charter.

Each division, belonging to the ministry, has declared their charter for the combined services section, and has citizen charter. It exactly shows the time observations spent to deliver services. It may take 3 days, 2 days, 4 days, etc.., (Combine Services) It will minimize the time spent for the provision of services.

The Sri Lanka Institute of Development Administration (SLIDA) will provide the required training and skill to officers in how to prepare a Citizen's Charter. For the close supervision, a special unit named "Administrative Reforms Division" headed by an additional secretary has been established.

4. Conclusion

Administrative simplification tools and strategies can often represent a feasible and pragmatic approach. Integrating administrative simplification into government regulatory reform policies can bring important benefits.

Administrative simplification is, therefore, often used as an important lever for other regulatory reforms. Services can be delivered within short time lines. Especially, information Technology, putting governments under increasing pressure to cut red tape with less paper work layout, could have been arranged in a proper way.

Country Cases

THAILAND

Rules and Procedures for Good Public Administration

Supannee Pairuchvet

Strategies, Tools and Capacities for Administrative Efficiency and Simplification

1. Introduction

Public sector reform in administrative efficiency and simplification of business processes began in earnest in 1997 as a consequence of the economic crisis. Multilateral agencies, like the IMF and the World Bank, made public sector reform a part of the condition for the loan programs offered. The Thai government also seized the opportunity to implement many reform principles that were previously academic exercises, to address some of the apparent shortcomings in the bureaucratic system. Collectively, these efforts were geared toward attracting lost foreign investment by making the flow of goods and services more efficient and environment more conducive to doing business. It also aimed to serve the public better through becoming more responsive and effective, and raise confidence in the public sector as a whole.

Later in 2002 the Public Administration Act B.E. 2545 (A.D. 2002) was promulgated and this was the legal basis for public sector reform. Article 3/1 of the law stated that: 1) public administration must be for the highest benefits to the people; 2) effectiveness and efficiency must be emphasized; 3) business processes are to be streamlined and simplified; 4) redundant and antiquated functions or agencies are to be abolished; 5) resources and functions are to be decentralized (to local administrative organizations); 6) decision on making authority is to be devolved; 7) public service must be responsive and cater to citizenry's needs; and 8) clear accountability for achievement must be identified.

The Article further required that the operation of government agencies must be in accordance with the principles of good governance; especially important ones are accountability, citizen participation, transparency and availability of public information, and monitoring, and evaluation.

The law also stipulated the creation of the Public Sector Development Commission (PDC) to advise the cabinet on the overseeing of public sector reform efforts. It was also to be responsible for recommending a Royal Decree and developing relevant regulations to ensure that the intent of the law was effectively implemented. To this end, the Office of the Public Sector Development Commission (OPDC) was to be established to perform the secretariat functions of the Public Sector Development Commission.

A 'Royal Decree on Rules and Procedures for Good Public Administration, B.E. 2546' (A.D. 2003) was passed to translate the principles of the law into practice, and is applicable to 20 ministries, 155 departments, 75 provinces, and 76 public universities. The primary objective of the reform is to achieve:

- Responsiveness
- Results Based Management
- Efficiency and Value for Money
- Streamlining of Business Processes
- Reviewing Mission to Meet the Changing Situation
- Providing Convenient and Favorable Services
- Robust Monitoring and Evaluation

These principles are clearly encapsulated in the law and royal decree and must be implemented by line agencies, with the OPDC as the central agency responsible for coordinating and promoting reform efforts.

2. Strategies on Administrative Efficiency and Simplification

The 'Royal Decree on Rules and Procedures for Good Public Administration, B.E. 2546' (A.D. 2003) has several provisions related to administrative efficiency and simplification. This can be divided into three parts: 1) efficiency and value for money; 2) streamlining business processes; and 3) providing convenient and favorable services. Each could be summarized as follows:

1) Efficiency and Value for Money

- Government agencies must identify operating targets, publish implementation plan and complete with timeframe and budget, to promote accountability and public scrutiny.
- Government agencies must implement a proper costing system and develop unit costs, and these are to be used for making value for money decisions – input costs versus outcome.

- Office of the National Economic and Social Development Board and the Bureau of the Budget must periodically conduct a Public Expenditures Review to evaluate value for money in government operations, and report findings to the cabinet.

- Procurement is to be based on value for money and whole of life cost rather than minimum initial cost, and must be conducted openly and fairly.

2) Streamlining Business Processes

- Government agencies must devolve decision-making authority to those directly responsible for the function to reduce unnecessary activities in the business process, and to respond better to the needs of the people.

- Agencies working in a multi-agency collaborative effort or those serving the people must develop and publish a chart with key activities and timeframe for scrutiny by the public or other stakeholders.

- Ministries, provinces and districts must establish a 'Service Link or Government Counter Service' so that citizens have access to the information on government services in an efficient manner.

3) Providing Convenient and Favorable Services

- Government agencies must provide an efficient information technology system to provide citizens with easy and readily available access to public services provided.

- Ministry of Information and Communication Technology must establish a central ICT system to link the data bases of all ministries, and assist other ministries in setting up their ICT systems.

- Government agencies must provide for communication channels with the public and answer public inquiries promptly. The time taken to respond to such inquiries must be published and adhered.

- In instances where government agencies receive complaints, suggestions, or other comments from the public, such agencies must take into consideration and communicate the result back to the originating person.

To help drive public sector reform in a tangible and coherent manner, the PDC, with cabinet approval, develops the Public Sector Development Strategic Plan, with the first spanning 2003 – 2007, and the current one covering 2008 – 2012. The first Plan had four primary objectives: 1) improving service quality; 2) rightsizing; 3) high performance; and 4) democratic governance. The current Plan stresses excellence, ethicality, citizen participation, and ability to adapt quickly to the changing environment so that the public sector can effectively respond to citizenry needs and maintain relevance in a fast moving world. Administrative efficiency and simplification are an integral part of both Plans.

The strategies leading to administrative efficiency and simplification being presented here are part of the 'Royal Decree on Rules and Procedures for Good Public Administration, B.E. 2546' (A.D. 2003). The emphasis area is administrative simplification, applied in a top-down fashion for the whole of government. There are six strategies.

1) Reduce the Steps and Time Taken to Provide Public Services

The cabinet passed a resolution in 2003 to systematically reduce the time taken to provide public services. To this end, all departments were required to compile the services they were providing to the public and the time taken to provide each service. The OPDC then used this information to establish the baseline from which agencies had to improve upon. The target was to reduce the time taken to provide a service by 30% to 50%, starting with 3 – 5 services, beginning in 2003. This continued from 2004 - 2007 and no less than 25% of all services must be subjected to this streamlining. By 2007 every public service was subjected to this requirement, and all were required to reduce service time by 30% - 50%. In 2008 the OPDC announced that every department must maintain this reduced service time, and must also publish the procedures and time required for each public service.

This target is difficult to reach when applied to a service that required the cooperation of various departments across many ministries. The OPDC had to participate and identify the leader or champion of each program and

overhaul many procedures so that cooperation could be expedited. Examples included services related to rice policy, energy management, AIDS, youth development, and 'Doing Business.'

2) Establish Service Link & Government Counter Service

Since 2006 every ministry and province had to establish a Service Link or Government Counter Service to improve public service. This involved setting up a single service point where information was disseminated, requests/petitions were accepted and forwarded, and, more importantly, where customers received complete service. Officials from various departments did not have to congregate at the service point, but delegated their responsibility to others and thereby empowering them to perform their functions on their behalf. In 2008 a service standard was established to certify qualified service point. In 2009 the OPDC initiated and piloted the 'Single Window' concept so that the Service Link & Government Counter Service could further evolve into a 'Single Window' service in the future.

3) Provide Incentive Through Awarding Agencies with Outstanding Achievement of Strategies 1 and 2 (as outlined above)

Since the cabinet initiated steps to reduce time taken to provide public services at the request of the OPDC in 2003, an award scheme was also implemented to provide an incentive to change. This has proven effective and continues to this day. The awards are divided into four categories:

- Individual process Award
- Overall business processes Award
- Multi-agency processes Award
- Innovations Award

In 2007 an award scheme for Service Link and Government Counter Service was initiated, and continues to this day. There are five categories:

- Overall operation Award
- Management Award
- Cooperation Award

- Image Strengthening Award
- Innovations Award

Furthermore, after having received these awards agencies can progress to an international level and submit their application to be considered for the United Nations Public Service Awards

4) Legal Reform

Government agencies were assigned in 2003 to initiate a legal review to ascertain what laws and regulations were antiquated, irrelevant, or blocking the improvement of better services to citizens; particularly to facilitate areas such as devolution and assignment of responsibility and accountability, and Service Link or Government Counter Service. This has been a serious undertaking, and continues to the present.

5) Public Sector Management Quality Award (PMQA)

Government agencies and provinces were asked to improve their management systems in accordance with guidelines developed from the 'Malcolm Baldrige National Quality Award' in the United States, also called 'PMQA.' This involved self assessing and instituting improvement in six categories: 1) Leadership; 2) Strategic Planning; 3) Customer & Stakeholders Focus; 4) Information, Analysis and Knowledge Management; 5) Human Resource Focus; and 6) Process Management.

PMQA has been implemented since 2006, and by 2007 every government agency must participate in the PMQA self improvement scheme. The OPDC is highly supportive of this initiative to drive self improvement, including Process Management to ensure achievement of desired outcome. Once substantial progress has been made, the agency or province is eligible to receive the PMQA award. There are two categories: 1) the overall PMQA award; and 2) the six by category awards.

6) Ranking Government Agencies by Good Governance

Starting in 2009, agencies are evaluated based on their Good Governance. There are 10 components to Good Governance: 1) Participation; 2) Transparency; 3) Responsiveness; 4) Accountability; 5) Efficiency; 6) Effectiveness; 7)

Devolution of Authority; 8) Rule of Law; 9) Equity; and 10) Consensus Building. When applied to administrative efficiency and simplification, the evaluation would be classified under responsiveness and efficiency.

Under responsiveness the evaluation criterions are:

• Awareness of customers and stakeholders needs and expectations.

• Response to services and the management of complaints.

• Knowledge, competency, and service mindedness of officials.

• For efficiency the evaluation criterions could include:

• Agency management to improve efficiency and value for money.

• Strengthened potential of officials to increase efficiency and value for money in a sustainable manner over the long term.

3. Strategies on Administrative Efficiency and Simplification Implementation

The OPDC utilizes many tools to drive effective implementation of reform strategies by line agencies. These are:

1) Identify desirable traits of a government official. These are represented in the acronym 'I AM READY' and are deemed critical in making sure that the principles inherent in the 'Royal Decree on Rules and Procedures for Good Public Administration, B.E. 2546' (A.D. 2003) are effectively and efficiency implemented. It stands for:

> I = Integrity
> A = Accountability
> M = Morality
> R = Relevancy
> E = Efficiency
> A = Activeness
> D = Democracy
> Y = Yield

2) Re-organize the organization structure of government agencies and provinces so that each has a Public Sector Development Group. This group is tasked with driving reform and implementing reform strategies and measures in each agency and province.

3) Reform strategies are translated into targets, which form part of performance agreements agencies signed with the OPDC, and hence affect the annual bonus.

4) Educate line agencies on Change Management, especially what it is and how to manage the change so that transition is smooth and sustainable. This is done through organizing seminars and providing handbooks, as well as requiring that every agency and province assigned a Chief Change Officer (CCO) to lead the reform effort.

5) Communicate the details of each strategy through a circular letter; the purpose of which is to inform agencies of what actions to follow, and promote awareness and understanding of those actions.

6) Conduct seminars and distant seminars for line agencies on relevant subjects.

7) Develop and distribute Toolkits, Brochures, Videos, etc.

8) Organize advisory clinics.

9) Provide a hotline advisory service.

10) Organize all relevant information for easy access at the OPDC website – www.opdc.go.th

11) Provide readily available e-learning courses for all interested parties. Courses include mini Modern Public Management, mini Modern Business Management, Change Management, Balanced Scorecard, and Public Sector Management Quality Award. All interested individuals can take part by visiting www.podcacademy.com

12) Regularly organize venues for exchange of ideas and experiences between interested agencies and best practice agencies on all relevant issues.

4. Monitoring and Evaluation of Implementation

Monitoring and evaluation of implementation is done on an annual basis, and progress of implementation forms a part of Key Performance Indicators for each department, province, and university. These indicators are evaluated annually and are tied into the bonus scheme so that there is a proper incentive to motivate the timely implementation of the reform program. (Refer to Attachment for an example)

Also, according to the Public Administration Act B.E. 2545 (A.D. 2002), the PDC must report the progress of reform to Parliament. In doing so the PDC evaluates actual progress against planned action and this is summarized and submitted annually, including the progress on administrative efficiency and simplification reform.

The progress of the implementation of measures aimed to improve administrative efficiency and simplification is continuously monitored and evaluated. When shortcomings are uncovered, steps are taken to rectify the situation; such as organizing advisory clinics, sending speakers to share knowledge on problematic areas, sending consultants to provide advisory services, and providing more relevant information through the internet.

At this juncture there are several areas where improvements can be made, an exhaustive list of which is provided below.

4.1. Challenges

There are many public services that authorized officials have not delegated or authorized the prerogatives to provide the service to others within the same organization or across organizations, and this prevents further simplification and reduction in service delivery time.

Use of electronic or other time saving technologies is still quite limited, most likely stemming from technical complications and insufficient funding.

Citizens are reluctant to complain for fear of upsetting the officials, which in turn might attract reprisal, such as by intentionally slowing down the provision of the service in question.

The understanding of 'work process' differs across provinces. The lack of standardized work process identification causes confusion when action plans are circulated by line Departments to their provincial offices.

4.2. Solutions

1) A Royal Decree on Empowerment/Devolution has been effective since 2007. Efforts have been expended to promote more vigorous and comprehensive devolution or transfer of authority to front line officers and across Departments, especially to the 'Service Link' or 'Government Counter Service'.

2) In the fiscal year 2009, the Office of the Public Sector Development Commission piloted the 'Single Window Service' program to provide services at provincial, district, and local levels. At each level, five services were tested, and all three levels of government had to pilot work synchronization in service delivery. This model is expected to be transferred to provinces, districts and local administration in the fiscal year 2010.

3) Educate the general public to change their paradigm to one where everyone knows and is willing to preserve individual's rights, and how to demand it when faced with poor service or inappropriate treatment.

4) Develop standardized work processes to ensure that different provincial offices understand and deal with them in a unified manner. Responsible departments are to develop a common name for every major work process, and standardize the number of steps required to deliver the major work process. This must be disseminated to provincial offices through the internet, kept relevant with continuous updates, and made available to the public.

5. Conclusion

Public sector reform relating to administrative efficiency and simplification described thus far appears detached from local administrative organizations (Provincial Administrative Organization, Municipality, and

Tambon Administration Organization[1]), but in reality these organizations have adopted the 'Royal Decree on Rules and Procedures for Good Public Administration, B.E. 2546' (A.D. 2003) and are in the process of implementation.

Thailand has spent many years reforming its public sector, and this commitment and perseverance have resulted in a public sector that is markedly different than a decade ago. Registering a company, for example, used to take months, but now takes only a day. Getting a national identification card now takes less than half an hour, substantially faster than the all day affair of 10 years ago. Customs reform means international trade can be conducted faster and cheaper than ever, with the customs procedures reduced to just one paperless step. The benefits to individuals and businesses, in terms of faster and cheaper services, help to improve the quality of life and Thailand's competitiveness.

- These efforts are also recognized on the international level, a summary of which is listed here.

- Yasothorn Hospital was a finalist in the United Nations Public Service Awards in 2008.

- Mahanakorn Chiang Mai Hospital was the winner of the United Nations Public Service Awards in 2009.

- The World Bank has continuously improved Thailand's ranking in ease of doing business. In 2005 Thailand ranked 20th out of 145 countries, and this has risen to 12th out of 183 countries in 2010.

- Political and Economic Risk Consultancy (PERC) places the Thai public sector 3rd out of 12 Asian countries.

- International Institute for Management Development (IMD) raises Thailand's competitiveness ranking from 22 to 17.

The awards and the recognitions serve to provide an incentive to work even harder. It is this commitment and the comprehensiveness of the reform effort, administrative efficiency and simplification included, that have

contributed to the overall improvement in competitiveness and public service. Reform is a permanent business since the public sector must evolve and adapt to the changing world to remain relevant and better serve the public, and this public service mindedness is a vow that every Thai civil servant takes seriously.

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1   A 'Tambon' is a sub-district.

Table 7. **Framework for Evaluation of Government Agency (Fiscal Year 2009)**

Assessment Area	Indicators	Weight (%)
Perspective 1. – Effectiveness • Achievement against implementation plan		**45**
	1. Achievement in weighted average against ministry targets as specified in Strategic Plan	20
	1.1 Achievement in weighted average against ministry targets as specified in Strategic Plan	(13)
	1.2 Achievement in weighted average against multi-ministry targets where cross ministry cooperation is necessary for operation	(5)
	(Note: In circumstances where 1.2 is not applicable then the weighting is transferred to 1.1)	
	1.3 Achievement of establishing Service Link or Government Counter Service	(2)
	2. Achievement in weighted average against cluster targets as specified Cluster Strategic Plan	10
	(Note: In circumstances where 2 is not applicable then half the weighting is transferred to each of 1.1 and 3.1)	
	3. Achievement in weighted average against targets specified in departmental strategic plan/primary functions/budget documents for departments or equivalence	15
	(Note: Not applicable to agencies reporting directly to the Prime Minister and Minister, and those that are not part of the Office of the Prime Minister and ministry, who are not required to be evaluated against Ministry and Cluster Strategic Plan. In such as case the weight of the 3rd indicator is 45%.)	
	3.1 Achievement in weighted average against targets specified in implementation plan/primary functions.	(10)
	3.2 Achievement in weighted average against output targets specified in budget documents	(5)
	(Note: In case that indicators for agency implementation plan already reflect output targets then this is not required and the weight transferred to 3.1)	
Perspective 2. – Service Quality • Customer satisfaction • People participation • Openness and transparency		**15**
	4. Percentage of customer satisfaction level	5
	5. Achievement in allowing people participation in providing feedback and getting involved in monitoring and evaluation of government agencies.	4
	6. Achievement in following anti-corruption measures.	3
	7. Achievement in providing public access to government agency information.	3

Assessment Area	Indicators	Weight (%)
Perspective 3. – Operational Efficiency • Budget execution efficiency • Energy utilization efficiency • Adherence to service time standard • Improvements of laws, rules, and regulations		**20**
	8. The macro view of percentage of budget disbursement for capital and recurrent expenditures.	4
	9. Level of achievement in internal auditing.	3
	10. Level of achievement in developing unit cost for agency outputs.	3
	11. Level of achievement in implementing energy conservation measures.	3
	12. Achievement in weighted average in maintaining service time standard.	4
	13. Achievement in following the Legal Development Plan for government agencies.	3
	(Note: Those agencies with no Legal Development Plan to implement in fiscal year 2009 are to increase weight of indicators 9, 10, and 11 to 4%.)	
Perspective 4. – Organizational Development • Organizational management		**20**
	14. Achievement in PMQA	20
Total		**100**

Country Cases

TIMOR-LESTE

Single Point Service Centers

Carlito Martins

1. Introduction

Timor-Leste (TL) is a post conflict and fledgling democratic nation, attaining independent statehood in 2002. The country is a small island state accounting for an area of around 15 thousand sq.KM, with a population of a little over 1 million. After over 400 years of Portuguese colonization and 24 years of Indonesian occupation, TL obtained independence through UN intervention and a popular referendum in 1999, TL suffered an orchestrated battle of violence carried out by the retreating Indonesian militia groups. The violence displaced an estimated 75 percent of the population and destroyed nearly 70 percent of basic infrastructures such as roads, public utilities, buildings, homes, and schools.

Timor-Leste is endowed with petroleum reserves, the savings amounting to US$5.3 billion[1] on September 30, 2009, with approximately US$100 million in new revenues accruing each month. However, Timor-Leste is still the poorest in Asia where 41 percent of the people still live under the income less than US$0.5/day. High unemployment, extremely high population growth (3.2 per cent/year), wide urban-rural disparity, lack of access to running water, electricity, motor-able roads, education, poor civil service capacities, weak administrative, judiciary, internal security systems, and women and child welfare issues are the greater challenges the administration is faced with on a day-to-day basis.

Since the independence, the country has been making progress in setting up and strengthening state institutions and administrative processes with the help of multilateral development agencies such as World Bank, ADB, UNDP, AusAid, NZAID, USAID, JICA, KOIKA, GTZ, and many more. Amidst the flurry of activities for solving the socio- economic problems, healing the wounds caused by the societal fractiousness and political divisions, setting up governance institutions, and coordinating the multi agency donor support, the government institutions have inadvertently created problems administrative inefficiencies, duplication of efforts, poor service delivery orientation, corruption, bureaucracy and red tape.

Reducing poverty, generating employment opportunities, setting up democratic governance institutions, stabilizing internal security and catalyzing economic development have been and will be the major thrust areas for the government owing to the country's fragile social, economic and political situation. However, the need for administrative simplification has been well recognized by the government and donor actors and efforts have been initiated for improving the administrative efficiencies. This paper highlights the broad contours of the good governance and administrative simplification initiatives and efforts of the government of Timor-Leste.

Timor-Leste will get much benefitted from this conference, by learning the experiences of the participating countries so as to utilize these experiences while implementing administrative simplification initiatives in the country.

2. The Institutional Strengthening Processes – Early Achievements

"Promote good governance through popular participation; a responsible and responsive government including a lean, efficient, effective, accountable and transparent civil service and effective, professional, non-political defense and police forces; a decentralized administration with simple and transparent norms, so that governance and public administration is closer to the people; a socially responsible private sector, transparent and accountable civil society organizations; and a responsible, independent and effective media."

2.1. National Development Plan of Timor-Leste, 2002

As evidenced from the lead statement of the National Development Plan, the Government of Timor-Leste (GoTL) has recognized the need for good governance initiatives even in the very initial stages of its setting up of the institutions of governance.

Vision 2020

The first guiding document of the new nation has identified key service delivery indicators for the government to develop programs for providing simple and accessible services in the areas of Education, Health, Agriculture, Economy, Infrastructure, poverty alleviation, women and youth empowerment, and promoting good governance.

State Institutions

As envisaged in the constitution, essential institutions have been set up and they exercise essential checks and balances to safeguard the citizen rights, ensuring the functioning of the democratic principles, and also catapulting the economic development of the country.

- **Office of the President** – Directly elected through universal franchise

- **Parliament** – Members elected through universal franchise on the country being a single constituency, every fifth member is a women representative.

- **Government** – Headed by a Prime Minister, Council of Ministers take policy decisions and programmes implemented through executive ministries. The parliament and the government from separate constituencies exercising the principle of separation of power. The legislators do not hold any executive positions in the government.

- **Courts and Judiciary** – Established

- **Offices of Inspectors General in all ministries established** – for auditing and oversight on public spending

National Development Plan

The planning commission has prepared detailed strategies and action plans for the national and sectoral development. NDP has become the guiding document for the country's annual plans and for identifying planning priorities and shifts in the budgetary allocations. The NDP builds on the results of poverty diagnosis and a participatory planning process, laying out a poverty reduction strategy which recognizes the multiple dimensions of poverty. The poverty reduction strategy is translated into development goals, guiding principles, outlines of sector strategies and a macro-economic and medium-term expenditure framework for the first five years after independence. The NDP is a living plan which has guided policy development and implementation since 2002.

Constitutional Government Programme

The current ruling government has developed a common minimum programme for the years 2007-12, highlighting its priorities. Economic Growth, Reforming the management of the State, Developing the skills of youth and national human resources, Solidarity, health and social protection, Infrastructures and improving living conditions, Promoting equality and tolerance, internal security and strengthening democracy, National defense and foreign policy are the priorities before the ruling government.

- The government has committed to prioritize the following focus areas in   public administration reform.

- Cutting Red Tape, Improving the functional efficiency of the systems and processes.

- Taking the service deliveries closer, easier and accessible to the citizens.

- Participation and involvement of the stake holders in the administrative decisions.

- Decentralizing administrative structures and decision making processes.

Territorial and Administrative Decentralization

The GoTL is implementing a large administrative decentralization programme. It is creating autonomous municipalities with elected local governments and administrative structures to decentralize the functioning of the government. Other than the central functions of defense, internal security, finance, external affairs and natural resources, all administrative functions are planned to be divested to the local governments in a gradual manner.

3. Administrative Reform and Simplification

Though the GoTL is currently grappling with the challenges of economic stabilization of the country and setting up democratic governance institutions, mainly with the help of international donor and development agencies, the need for administrative simplification has been well recognized.

Within the state Administration Ministry, an office of the Secretary of State for Administrative Reforms   (SERA) has been created for bringing structural and process interventions for simplifying the administrative processes. SERA had identified that in the country context of Timor-Leste (TL) the case for Administrative Simplification (AS) is guided by the needs for:

a) Improving service delivery and providing better, integrated and accessible services to the citizens

b) Avoiding duplication of efforts(increased costs of service delivery) and optimizing limited available resources by different administrative /government agencies

c) Improving efficiency of the government and public agencies

d) Improving business / investment friendliness by removing cumbersome procedures and high transaction costs   (Timor-Leste ranks 170 out 181 on the World Bank's Doing Business Index, making it a difficult location for start-ups and new enterprises. The need for simplifying the administrative procedures and regulatory norms to attract foreign investment, has been well recognized)

SERA is currently building its resource base in terms of technology, capacities and infrastructure to initiate administrative simplification initiatives. The broad strategies are:

a) Developing a statutory framework for SERA to become the centre for administrative simplification efforts in the GoTL;

b) Mobilizing donor's technical, financial and professional resource base for continuing efforts in AS;

c) Designing a broad and long term strategy for administrative simplification;

d) Mobilizing the top political executive support for the interventions

e) Establishing a resource centre for continual assessment of citizen and administration satisfaction levels and identification of bottle necks in the service delivery and efficient administrative processes and feeding

back the data to the government institutions with cost and effort duplication estimates (quantification of costs)

f) Collecting international benchmark information and building a knowledge Management data base

g) Developing technology interfaced interventions and collaboratively implementing the simplification processes, SERA being the facilitator and service departments / agencies driving the simplification, IT integration and e-gov processes

e) Incorporating Citizen Centricity, Good Governance and Civil Society Oversight processes as the main drivers for the administrative efficiency, and simplification efforts.

3.1. Overcoming the Difficulties Encountered during the Reform Processes

As the country's administrative structures (ministries, their administrative and financial powers, government, semi government and quasi government bodies, their decision making powers, methods for creating such structures) are still evolving, the reform processes have encountered the following difficulties

a) Lack of administrative capacities of civil servants and political representatives

b) Overlap in the administrative and financial, decision making powers of the government structures

c) Delay in taking decisions and bringing legal enactments

d) Lack of administrative infrastructural facilities (buildings, office furniture, communication equipment, transportation, IT infrastructure – hardware and software)

These limitation and difficulties are overcome, in a gradual manner through capacity building initiatives, conducting surveys and studies to understand the magnitude and different dimensions of the problems. Prime Minister's office and the Council of Ministers are facilitating inter ministerial

meetings to sort out the differences between the ministries and educating them to usher in cohesiveness in working.

3.2. Projects for Administrative Simplification

3.2.1. Integrated National Registry and Assessment System (INRAS)

Currently, the ministries of social solidarity, justice, agriculture, education, health and statistics are developing their own data bases to fulfill their individual ministry requirements duplicating the efforts and resources. SERA plans to create through a collaborative process with the related ministries for creating a common data base which can be combined and utilized by any ministry for their population and development statistics. The project also will involve continuous updating of the database through citizen satisfaction and development assessment. The country is signatory to the Millennium Development Goals project (MDG) and Human Development Report (HDR) assessment process. The database also will help in fulfilling the requirements of these projects so that the country is able to make an accurate assessment of the development indicators.

The database will cover detailed aspects of the following subject areas

a) Birth and Death Registration

b) Citizenship and Voter Identity (multipurpose identification)

c) Family and Marriage Details

d) Education (Academic, Technical and Professional)

e) Employment Profile Assessment

f) Land –Land tenure and land administration

g) Moveable and Immoveable Properties

h) Health Profile and Assessment

i) Poverty Profile and Assessment

j) Social Protection

k) Veteran Information

l) Natural Resources profile

3.2.2. Administrative Instruments Simplification

Currently, all the administrative ministries are preparing broad policies and legislations through public consultations and complex legal processes of drafting the legislations. However, since preparing the legislations are lengthy and time consuming, the ministries are not able to clearly launch their service delivery programmes and bring efficiency improvement. Since most of the ministries are still developing the scope of their activities, there are quite a few overlaps in the subject areas and responsibilities. SERA is planning to bring the following interventions of administrative simplification for enabling the ministries to clearly define their administrative processes.

SERA will facilitate a process of reengineering the current administrative processes with the objectives of simplification, streamlining and standardization. All the process steps that could be IT automated will be taken up for IT enablement.

Procedural Rules – The steps officials are expected to follow in carrying out specified administrative processes

Practice Rules - practices that need to be invariably adopted as best practices / good governance principles to make the government programmes yield citizen friendly results

Instructions - Standard Operating Procedures (SOPs) that will lay down step-by-step action pointes with clear specifications of what is to be done by who, why, when, where and how. The instructions manual also will have the formats of records and logs to be kept. This intervention will bring uniformity of administration among the government departments and will ease the processes of decision making inter departmental communication, personnel transfers, and skill and knowledge transfers. This also will make the processes more system driven than person oriented.

Code of Conduct – Prescribing guidelines or standards for action or behavior in specified contexts

3.2.3. Single Point Service Centers

Currently citizens approach different points of contacts for availing services from the government agencies. SERA is planning a concept of setting up single point citizen service centers where services belonging to different departments will be given. To begin with, it is envisaged to set up one service centre in each of the sub district. Timor-Leste is currently having 65 sub districts and each sub district will cater to the service requirements of 6-8 village clusters. The service centers will offer the services pertaining to the departments of Justice (land and property registry), Social Solidarity (veteran, women and child welfare, registration of internally displaced persons, food distribution, social food security, social cash transfers for disabled, elders, pensions for veterans), State Administration (birth, death, citizenship and voter registration), and providing basic services such as house construction permissions, hose water connections, electricity connection etc.

The Service centers will later get converted into integrated government complexes where all the public service such as hospitals, schools and government departments can be located making it easier for the citizens to approach one single physical point for availing the services.[2]

3.2.4. Potential Service Projects for Administrative Simplification Linking Service Ministries

PROJECT	CURRENT PRACTICE	PROPOSED PRACTICE
24/7 helpline	Not existent	Introduce 24/7 district call centers to help citizens approach to find out about whom to approach for what service and to provide emergency, ambulance, fire and disaster relief services.
Electronic Service Centers in major towns	Not existent	IT enabled and networked service centers where citizen can electronically submit his service requests for different departments. The service centre will electronically coordinate with different departments and provide services to the citizen. These services can be in the form of providing certificates, registrations, licenses, administrative sanctions etc.

PROJECT	CURRENT PRACTICE	PROPOSED PRACTICE
Disbursement of Pensions to widows, Elderly and freedom fighters	**Current Problems** inaccurate database - delayed pensions - missing names - ineligible getting benefits - abrupt discontinuation - no complaint handling mechanism	District and sub-district level Citizen Service Centre - integrated database of all beneficiary groups - Data verification mechanism - Biometrics based ID system - ATMs at Suco[2] level - Complaints handling mechanism
Common Complaints and Grievances Handling Mechanism	Not existent	Electronically enabled Common Complaints and Grievances Handling Mechanism for the citizen and the government employees to lodge their complaints pertaining to any government departments. This centre will process these complaints to the concerned departments and get the replies and provide these to the complainant. The systems will facilitate speedier redress and citizen can avoid unnecessary follow up with the departments.

3.2.5. Challenges to be Overcome for Administrative Simplification

a) The country and the government departments do not have vast experience of using IT enabled administrative systems. The current infrastructure is also limited. Government spending is required in this aspect.

b) Currently the administrative procedures are developed by the respective service ministries as suitable to meet their delivery requirements. In the process, multiple, duplicating and overlapping processes and procedures will emerge. SERA is planning to set up certain demonstration simplification projects through which interdepartmental / ministerial cohesiveness and unification at the service delivery end can be achieved.

c) SERA will organize large scale workshops and capacity building activities to bring awareness on the need for administrative simplification among the ministries /government departments. The staff also will be exposed to other country experiences, by taking part in collaborative conferences, seminars such as OCED seminars.

Country Cases

VIETNAM

Project 30

Mai Hoang

1. Introduction

In the context of international economic integration, Vietnam is one of the economies that entered the world economy quite late. Therefore, to quickly catch up with the market economy norms, the Vietnamese Government always pays high attention to administration reform.

With the objective to develop a public administration, which is democratic, transparent, sustainable, and modern, the Prime Minister requested the development of a strategic and long-term Public Administration Reform (PAR) programme of the Government. Following a long period of preparation, on September 17th, 2001, Decision No. 136/2001/QD-TTg on promulgating the PAR Master Programme for the 2001-2010 period was signed by the Prime Minister for issuance.

With the PAR 2001-2010 Master Programme, the Government has, for the first time, formulated a sustainable long-term reform programme, clearly identifying four key reform areas including institutional reform, organizational reform, development of the contingent of civil servants, and public finance reform. The Master Programme also clearly defines reform objectives and goals, as well as measures to successfully implement the reform process. The Master Programme is an important Government tool for steering PAR implementation carried out by central Ministries and local governments at all levels.

The overall goal of the PAR Master Programme for the period from 2001 to 2010 will be to successfully build a democratic, clean, strong, professional, modern, effective and efficient public administration system which operates in line with the principle of the socialist State ruled-by-law under the leadership of the Party; public cadres and civil servants will have appropriate skills and ethical qualities to respond to the requirements of the cause of national building and development. Up to 2010 the public administration system will be fundamentally reformed to satisfy the requirement of managing a market economy with socialist orientation.

Administration reform in general and administrative procedure simplification in particular are becoming increasingly crucial when the global economy is sliding into a deep and wide economic crisis which hurts all countries. With many strong and effective economic and financial policies, Vietnam is seen as one of the few countries in the world to moderate negative impacts of this crisis and recession. Apart from economic solutions, the Government of Vietnam has advanced administrative procedure simplification to quickly bring the Vietnamese economy into the growth path and embrace opportunities in the global economic crisis.

Administrative Procedure simplification is considered one of the top priorities in public administration reform in Vietnam. Since the Government issued Resolution No. 38 on reforming administrative procedures in handling requests of citizens and organizations in 1994 in which administrative procedure reform is regarded as a breakthrough and one-step reform, the Government and the Prime Minister have now promulgated many directive documents relevant to this issue (Directive No 09/2005/CT-TTg on accelerating PAR, Decision No 23/2005/QD-TTg on the establishment of the interdisciplinary working group to address obtacles and complaints of enterperises relevant to administrative procedures, Decision No 22/2006/QD-TTg on the assignment of tasks to address obtacles and complaints of individuals, organizations and enterprises relevant to administrative procedures).

In the period from 2001 to 2005, administrative procedures in most fields have been reviewed, revised, abolished and newly issued towards simplicity and convenience for the people. Especially, administrative procedures in hot and pressing issues such as land, construction, civil status, household registration, customs, tax, treasury, imports and exports, etc., have been reviewed several times. Complicated and troublesome procedures have been abolished, which creates and builds up confidence of the people in service delivery of public agencies. Government's effort in administrative procedure creates many possitive effect but there are some remaining red tapes which have been aborted to meet the need of citizens and organisations.

To create a breakthrough in administration reform, the Government of Vietnam has composed a programme to gather innovations of simplifying administrative procedures from the public, individuals and organisations in the society. With the target of quickly driving the Vietnamese economy

out of the global financial crisis and economic recession, the programme has drastically evolved from central to local levels and from State-funded agencies and enterprises to individuals, etc.

On January 10, 2007, the Prime Minister issued Decision 30/QD-TTg approving the Master Plan for Administrative Procedure Simplification in the Fields of State Management for the Period 2007 – 2010 (commonly known as "Project 30"), which presents a comprehensive, transparent system of solutions to inventory, review and simplify administrative procedures. From the view point of objectives, processes and application methods, this project has many new points and breakthroughs from previous programmes and projects on administrative procedure reform.

2. Objectives and Mission of Project 30

In daily life, citizens and enterprises have to obey many administrative procedures. Administrative procedures in some fields of state management is becoming the obstacles to business operation and people's lives as well as competative capacities of economy in globalisation.
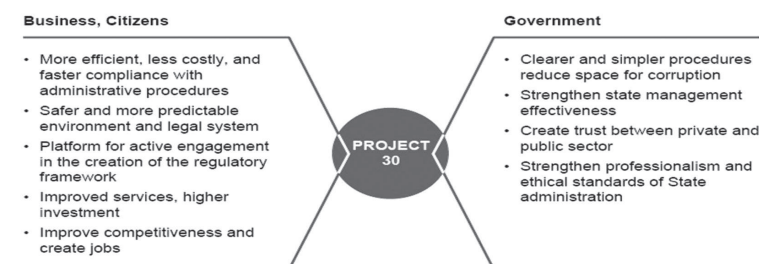
To overcome those obstacles, Project 30 provides systematic, transparent and open solutions to inventory, review and simplify administrative procedures that are creating obstacles for people and organisations. Project 30 promotes and supports to successfully implement 5 year socio-economy plan (period 2006-2010); build a democratic, professional, effective, and efficient public administration; fight corruption and especially cut the compliance cost for citizens and enterprises in conducting administrative procedures sharply.

To approach these objectives, there are a lot of missions for governments at all levels such as:

• Inventory all administrative procedures, forms, requirements or conditions for implementing administrative procedures used at all government levels (national, city, provincial, district and commune levels). The inventory will be published on the website of the Prime Minister's Special Task Force (STF).

• Publish all administrative procedures, forms; requirements or conditions for implementing administrative procedures on the Prime Minister's Special Task Force (STF) website.

• Review every administrative procedure, form, requirement or condition for implementing administrative procedures and also review groups of closely related administrative procedures against clear and standardized criteria to determine its legality, necessity and reasonableness of administrative procedures, forms, requirements or conditions for implementing administrative procedures.

• Develop concrete recommendations needed to simplify or eliminate, amend illegal, unnecessary, unreasonable administrative procedures, forms, requirements or conditions for implementing administrative procedures and submit to competent authorities for their consideration and decision. Ministries, ministerial level agencies, and provincial People's Committees shall execute recommendations adopted by the Government and the Prime Minister.

• Establish, publish and maintain a national database of administrative procedures, forms, requirements or conditions for implementing administrative procedures being applied at all government levels (central, provincial, district and commune) on the STF website.

With the objectives and missions above, Project 30 will benefit clearly not only bussiness as well as citizens but also Government.
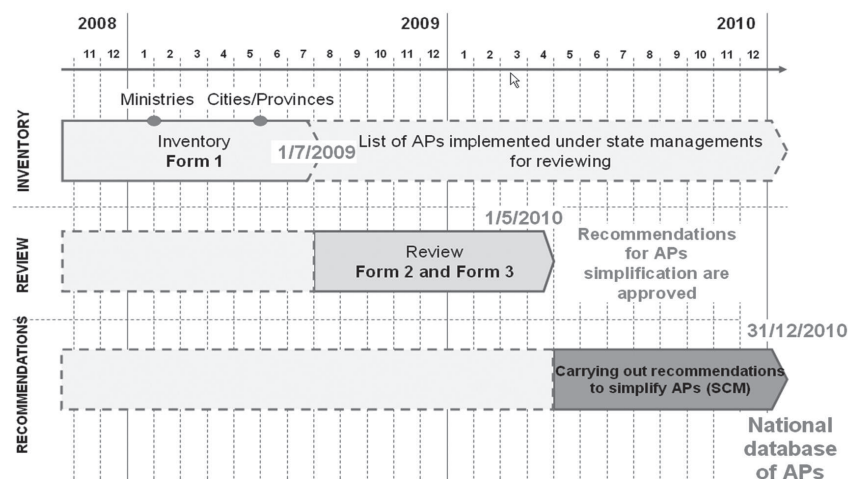

Sourse: http://thutuchanhchinh.vn/

Figure 7. **Benefits of the Reform**

3. Process to Implement Project 30

According to many reliable specialists and institutions in the world, through the implementation of the Project 30 and its initial successes, Vietnam is an icon in administration reform activities. The project includes three major phases: statistic and examination of reduced items, administrative procedure simplification, and execution of reform recommendations.

Sourse: http://thutuchanhchinh.vn/

Figure 8. **Process to Implement Project 30**

Phase 1: Inventory- From 2007 to July 2009.

In this phase, Vietnam Government inventory and publish all administrative procedures, forms, requirements or conditions for implementing administrative procedures, which are used at all government levels (national, city, provincial, district and commune levels), therefore at Ministerial level.

Phase 2: Review and Recommend Administrative Procedure Simplifications – From July 2009 to May 2010.

After inventoring, the administrative authorities have to review every administrative procedure, form, requirement or condition for implementing administrative procedures and review groups of closely related administrative procedures against clear and standardized criteria.

Based on review results, administrative organs develop concrete recommendations needed to simplify or eliminate, amend illegal, unnecessary, unreasonable administrative procedures, forms, requirements or conditions for implementing administrative procedures and submit to competent authorities for their consideration and decision.

Phase 3: Carry out Recomendations to Simplify APs – From May 2010 to December 2010

Ministries, ministerial level agencies, and provincial People's Committees shall execute recommendations adopted by the Government and the Prime Minister.

Complete and publish a national centralized database of APs, forms, requirements or conditions for implementing APs and all related legal documents which have been simplified by the basic criteria of legality, necessity and reasonableness on the internet.

4. Achievements

4.1. Achievements in Phase 1 – Inventory APs

Inventory APs: As of 31 July 2009, Vietnam Government appropriately inventoried 5,000 APs with more 7,400 regulation documents and 81,194 AP inventory forms in all state management fields at central level as well as locality.

Local Task Forces conducted pilot inventories at 3-5 districts and 5 communes; develop an initial set of APs for district and commune level and send to remaining districts and communes for making comparisons or additional inventories. Afterwards, provincial TFs will develop an unified set of district and commune-level APs to publicize for the people.

On July 2009, 52/63 provincial TFs developed an unified set of district and commune-level APs to publicize for the people.

As of August 31, 2009, the entire administrative procedures being implemented in 63 provinces, cities and 24 ministries and branches in Vietnam were officially publicised on the internet. Vietnam is one of the first countries to publicise its total administrative procedures on the internet for all people and organisations to contribute their opinions to simplify. All individuals and organisations can visit the website and raise their constructive opinions to administrative procedure simplification. Launched on October 26, 2009, the national database, with over 5,700 procedures, 9,000 documents and 100,000 forms, provides the informations of administrative procedures and legal documents currently applied by all 24 ministries and 63 localities in Vietnam at central, provincial, district and communal levels.

In the first phase, the publicity of administrative procedures has helped cut out more than 1,000 duplicated and overlapped administrative procedures. Thus, the policy of administrative procedures is basically a success.

4.2. Achievements in Phase 2 – Review APs

In the second phase of the Project 30, under the guideline of the Prime Minister, all ministries, branches and localities must reduce at least 30 % of administrative procedures. Under this direct and concrete instruction, the execution of this guideline is believed to be very serious. In fact, most ministries, branches and localities have expressed their determination and concrete plans to reduce 30 % of administrative procedures as instructed by the Prime Minister. The resolve to have a consistent, simple and easy-to-apply set of administrative procedures of the Government and the Prime Minister has received strong support and positive responses from the people and businesses. When a new system of simply AP applied, the compliance cost to implement AP will reduce considerably.

4.3. A Consultative Process Organized by an Implementation Advisory Council for Administrative Procedure Reform (ACAPR)

To ensure the objectiveness of administrative procedure reviewing processes, the reviewing processes of the Project 30 are pre-eminent. The people and enterprises – major subjects affected by administrative procedures

– can directly contribute their opinions and review administrative procedures, which they will work with afterwards. At the same time, the Government has set up a special task force for administrative procedure reform of the Prime Minister and an advisory council for administrative procedure reform of the Prime Minister. The Advisory Council for Administrative Procedure Reform receives feedbacks and opinions of citizens, domestic and foreign business community; comments of representatives of associations, industries, scientists, research institutes and gives recommendations to the task force. Activities of the task force and council are completely independent and free of any pressure from administrative procedure issuing and executing organs.

5. Obstacles in Implementing the Project

Vietnam Government, Ministries and local governments face some obstacles in implementing Project 30 as follows:

First, the massive workload must be done in a very short time. The number of administrative procedures needed reviewing and calculating is very large (about 5,700 administrative procedures, more than 9,000 regulations and over 100,000 forms of administrative procedures). Therefore, two years is too short for a careful and efficient fulfilment.

Second, the implementation of Project 30 is systematic work, which requires consistency in direction and implementation. However, there still exists an inadequate relationship between the local task force and the Prime Minister's Special Task Force, namely:

- The work of the local taskforce depends much on the documentation of central database at ministries and agencies.

- The work of the local taskforce always requires monitoring, professional guidance, information exchange, and documentation from the Prime Minister's Special Task Force.

Third, with respect to awareness, attitude and motivation in the implementation of project 30:

- Some units are not fully aware of the contents, tasks, objectives and

requirements of the project in the simplification of administrative procedures. They still confuse statistics of administrative procedures with the settlement of administrative procedures and review of legal documents in general, thus causing slow or incorrect implementation of the project.

- Many localities and agencies have not been involved properly. Plans for administrative procedures simplification sent to the Prime Minister's Special Task Force are somewhat formalist, mainly legal improvement without boldly eliminating locally lucrative procedures or reducing compliance cost of administrative procedures.

- Evasion and avoidance of responsibility: Work is offloaded on the PM's working group. Some ministries and local authorities, despite their fulfilment of simplifying 90% of administrative procedures, have cut down less than 10% of the costs of procedure enforcement.

- A number of officials and employees demonstrate red tape manifestations. They consider it extraordinary work of their units. They, therefore, get involved in the spirit of fear of collision without seeing people's interests as the top priority.

6. Recommendation to Efficiently Implement Project 30 in The Future

6.1. General suggestion for a successful PAR in Vietnam

General principles and suggestions for a successful administrative reform program includes some basic elements for the success. These are:

Streamlined Laws: All laws and regulations should be as fully "self-implementing" as possible. This means that the number of government approvals should be reduced and possible wherever. Requirements for approvals for all businesses should be replaced with a system of penalties for the minority who do not comply with the law. Where licenses and permits are required, they should be centralized to the greatest extent possible to eliminate duplicative procedures.

Professionalisation of Bureaucracy: Officials who are responsible for administering State management of the economy should be well trained and paid a commensurate wage to what they would be paid for the same skills and responsibilities in the business sector. The current compensation for the public sector is not fair and a source of many bad practices.

Enforcement of Law: Bureaucratic obstructionism, corruption, and bribery laws should be more evenly enforced.

Transparency: All new laws and regulations must be notified to the concerned enterprises before they come into effect, and with enough time to prepare for implementation.

Right of Appeal: Those who are in the position of having to seek approvals, licenses and permits must be given an effective right of appeal to protect them against the arbitrary abuse of the authorities who can damage their businesses. Such appeals should be not only to the higher level of the authority that issues a decision, but also to an independent organ of the State, such as a court.

Independent Enforcement: Regional experience indicates that the existance of an independent agency with real power to fight corruption is a necessary condition to an effective administrative reform program. There are Steering anti-corruption commitee at central and provincial level.

6.2. Specific recommendation for implementation of Project 30

To implement successfully and maintain the sustainability of the Project 30, Vietnam government should do following solutions systematically and synchronously:

- Promoting communications to the people and officials to enhance the proper and comprehensive awareness of the Project.

- Ministries, agencies and localities should continue disclose and improve the national database on administrative procedures of their localities and sectors on the e-portal to facilitate people's assess to information, implementation and supervision.

• To enhance the direction and guidance of the Government and the working group over ministries, sectors and localities to ensure the program is carried out throughout the whole system smoothly.

• Building and appointing qualified and capable staff with good sense of responsibility in the implementation of administrative procedures, especially those who directly deal with citizens and organizations.

• There should be adequate preferential treatment policies to public officials in general and officials who directly handling the administrative procedures for citizens in particular so that they can feel more secured to work better.

• Strictly handling such negative manifestations of public officials and state administrative agencies in the settlement of administrative procedures as arrogance, slothfulness and lack of responsibility.

• To maintain the sustainability of Project 30 outcomes, upon project accomplishment by the end of 2010, the Government should issue a decree on the control of administrative procedures. Then, the review of procedures is not only limited to already-issued procedures but also includes all the documents and procedures in the draft stage, in accordance with three criteria: necessary, reasonable and lawful. In addition, it is required to calculate the costs for administrative procedure enforcement before the procedure is enacted. Based on that, we can determine whether the procedure should be enacted or not. The Decree to control administrative procedures should also provide for allowed and prohibited acts as applied to public officials, while create mechanisms for people to lodge feedback and complaints to the agencies in charge about improper or harassment acts of public officials...

7. Conclusion

The Master Plan of Administrative Procedure Simplification in the fields of state management for the period 2007 - 2010 (hereinafter called Project 30) is being carried out comprehensively at all levels, engaging all state administrative agencies, citizens and businesses. The Government of Vietnam has been affording inventorying; reviewing and reducing red tapes to make citizens satisfied and reduce compliance cost of AP.

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Report on Implementation PAR Master Programme for the 2001-2005 Period

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