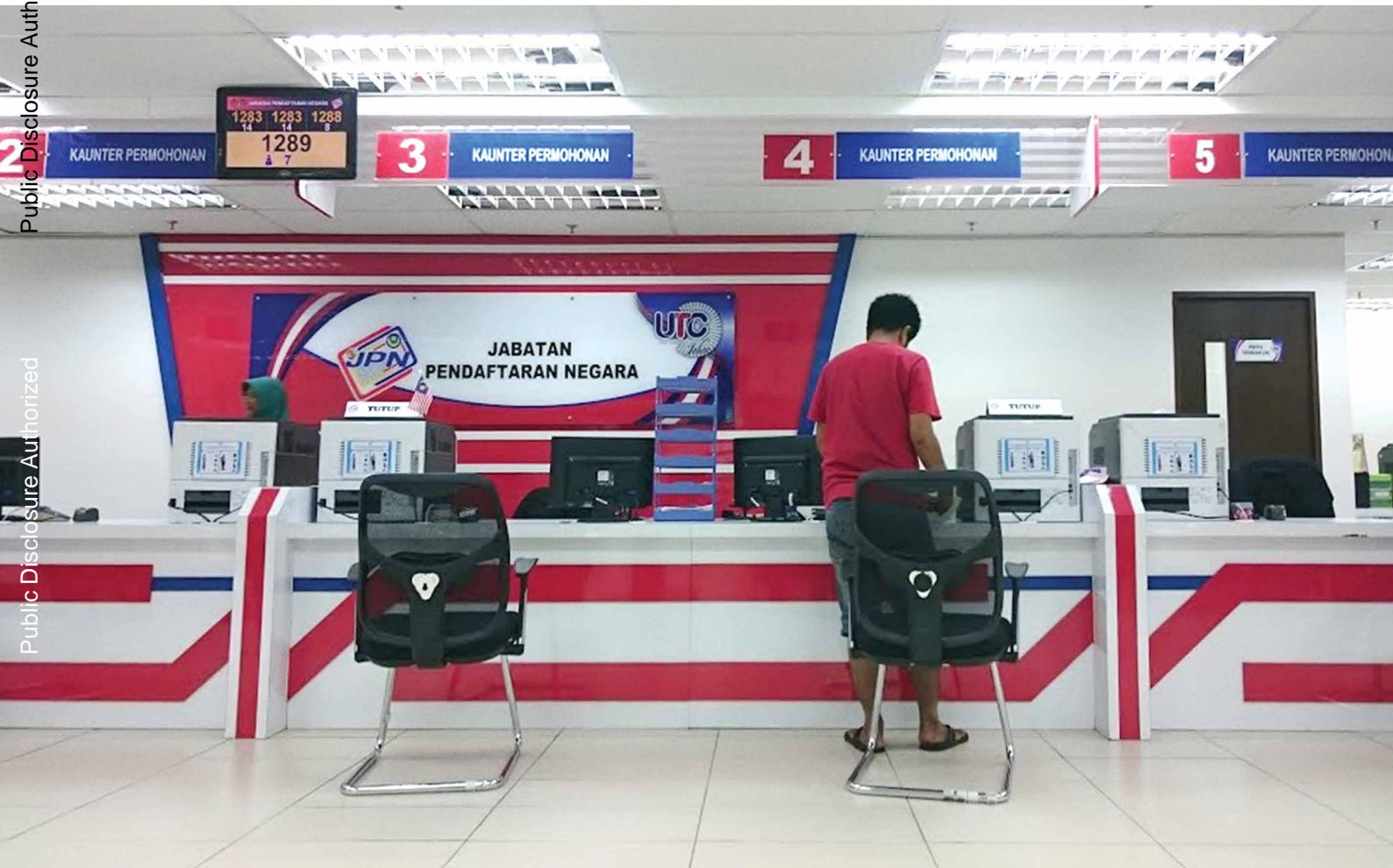


Re-inventing Service Delivery Through One-Stop Shops

Proceedings from an International Workshop
3-5 May 2017, Singapore-Johor Bahru, Malaysia



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List of Acronyms

ADISA	Agency for the Delivery of Integrated Services Albania
ASAN	State agency for government services to citizens in Azerbaijan
BI	Behavioral Insights
BPR	Business Process Re-engineering
BPS	Business Process Simplification
CARE	Courtesy, Accessibility, Responsiveness, Effectiveness
CTC	Community Transformation Centre
DT	Design Thinking
E-Service	Electronic Service
G2C	Government-to-citizen
GCPSE	Global Centre for Public Service Excellence
HRM	Human Resource Management
ICT	Information and Communications Technology
ID	Identity Document
ISDA	"Innovation Against Corruption: Building a Citizen Centric Delivery Model in Albania" program
IT	Information Technology
JISB	Joint Information Service Bureau
KPI	Key Performance Indicator
MDA	Ministries, Departments and Agencies
MIPA	Minister of State for Innovation and Public Administration
MCloud	Moldova's Government Cloud Platform
MConnect	Moldova's Interoperability Governmental Platform
MPass	Moldova's Governmental Authentication and Access Control Service
MPay	Moldova's Electronic Payment Gateway
NGO	Non-governmental Organization
OSS	One-Stop Shop
PAR	Public Administration Reform
PSC	Public Service Center
PSD	Public Service Division
PwC	PricewaterhouseCoopers
RCT	Randomized Controlled Trial
RM	Malaysian Ringgit
SMS	Short Messaging Service
SSO	Social Service Offices
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USD	United States Dollar
UTC	Urban Transformation Centre
WBG	World Bank Group

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Executive Summary

This report summarizes the discussions, deliberations, and conclusions of a three-day international workshop focused on service delivery through one-stop shops (OSS). The participants of the workshop were public officials and development professionals from 29 countries, hence the proceedings represent the practitioners' view rather than an academic approach. The sessions during the workshop were interactive and took various forms: presentations, panel discussions, pecha-kucha style rapid talks, peer exchanges during a "gallery walk" session, and learning visits to OSS in Singapore and Malaysia.

The workshop was co-organized by the UNDP, World Bank and Regional Hub of Civil Service in Astana, reflecting a growing global interest in OSS. The term OSS is used to denote service centers for citizens and firms that offer consolidated access to multiple public and/or private sector services at a single location through one or more service delivery channels. A recent World Bank study identified 82 countries that offer OSS for government-to-citizen (G2C) services. Development partners, such as UNDP, World Bank, and bilateral donors have been supporting governments in establishing and operating OSS. The most successful OSS initiatives have had measurable impact on the quality of service delivery. This includes such measures as citizens' satisfaction, lower corruption, and greater efficiency of service delivery.

The key highlights from the deliberations included the following:

- i. Although there are many different models of OSS adopted worldwide, global trends in OSS include four common features: access, personalization, speed, and interaction.** Increasing access means supplementing brick-and-mortar centers with electronic and mobile services. Personalization refers to providing targeted information based on citizen's interests and needs. Speed concerns reducing transaction times and involves re-engineering and simplifying processes and procedures. Finally, interaction refers to engaging citizens, from receiving feedback from citizens to engaging them as co-creators of OSS.
- ii. Innovation is often used synonymously with OSS: not only because of the link between OSS and e-government, but also due to new approaches such as design thinking. The most significant developments in the design and functioning of OSS are linked to technological advances.** The most state-of-the-art OSS utilize back-end integration. This requires interconnected and interoperable public registries and databases, exchanged across agencies through data exchange. In addition, countries are using technology for citizen engagement and outreach. For example, the OSS in Azerbaijan employs a proactive social media strategy. Various feedback mechanisms include video-chat, exit surveys, and complaint books and hotlines. In Singapore, the rapid pace of technological advancement enabled new thinking. The Singaporean public service is exploring ways to strengthen data analytics, introducing virtual reality, and new means of communication, such as intelligent chatbots for gathering feedback. Singapore's Innovation Lab for the OSS brings together various disciplines – data analytics, design thinking, behavioral insights, organization development – in order to re-design public service and transform user experience.

- iii. High-level leadership, strategy, and institutional reform are the key preconditions for a successful introduction of OSS.** There was a unanimous consensus that high-level political commitment is crucial for success of OSS, as well as that an OSS reform cannot succeed in isolation. Rather, it must be accompanied by legal and institutional reforms that support citizen-centric service delivery. In some countries, such as Kazakhstan, there is a medium-term strategy for the reform, endorsed by the country's top political leadership, providing the authorizing environment for the necessary regulatory changes. A long-term vision also leads to many supporting reforms in public administration, introducing ICT technologies, improving service culture, citizen feedback, as well as engaging youth.
- iv. Countries around the world have adopted different models of OSS that allow for learning from these differences.** In Eurasia, governments opted for fundamental administrative reform and back-end integration, offering services through operators. In contrast, countries in the South and East Asia tend to prefer OSS that co-locate service providers under one roof without back-office integration. One of the sessions in the workshop juxtaposed five different models with a wide range of OSS scope, level of services, and success. Both citizen OSS (Vietnam, Myanmar and Moldova) and business OSS (Canada and Malawi) were included. Despite the different models, there were several common threads across the presentations. The key themes included the lessons of ambition versus realism, the importance of sequencing and incentives, and the need to capitalize on a political window of opportunity. Each reflected the importance of context in the design and operation of the OSS.
- v. Front-office functions in OSS, such as physical spaces, customer service, and citizen feedback, are as important as the decision whether to integrate the back-end functions.** Some countries (e.g. Georgia, Azerbaijan) opted for a new flagship building constructed specifically as an OSS that symbolizes transformation and a new approach to public services. Others (e.g., Malaysia, Albania) are re-using and repurposing existing space to save time and money. Nature and level of citizen feedback also differs, from a national portal in Bangladesh to citizen-feedback via SMS in Albania. There are also different human resource management (HRM) aspects: in Kazakhstan and Georgia, front-office operators provide all services, while in Malaysia, Azerbaijan, and Singapore, front-officers are the seconded representatives of a specific agency and offer only of the services provided by that agency. Countries choose their own approaches based on many factors, such as the country context and available financing – but most importantly, according to the goals of establishing the OSS.

The emerging conclusions from the workshop concerned the OSS success factors, design considerations, as well as the future trends in OSS:

i. What factors contributed to the successful rollout and positive impact of OSS around the world?

Workshop discussions distilled the following success factors:

- ✓ clearly defining the underlying policy problem that OSS are expected to solve;
- ✓ visionary top leadership;
- ✓ link to an underlying public administration reform program or strategy;
- ✓ thought-out reform sequencing;
- ✓ high-level coordination across governments agencies;
- ✓ accessibility; and
- ✓ OSS branding.

ii. What can be learned about the OSS design from successful OSS experiences? The deliberations of the workshop produced a checklist for policy makers who embark on designing reforms of service provision through OSS:

- ✓ Develop a strategy to ensure a whole-of-government approach
- ✓ Assess the need for the institutional and administrative reform
- ✓ Define the required changes in the legislative and regulatory framework
- ✓ Determine the modality of service provision: will the OSS simply collocate the service providers or fully integrate service provision in a single window?
- ✓ Choose a financing model: free access, subsidized services, or cost recovery
- ✓ Determine the extent of the back-end integration and required data exchange
- ✓ Decide on the citizen interface features: new building versus using existing space, integration with community and lifestyle, training of front office staff, customer service standards
- ✓ Define the monitoring and evaluation framework, including KPIs: what does success mean? How will the user feedback be collected?

iii. What are the new trends in the evolution of OSS? Strategic shifts in public service delivery that are already underway in the most innovative OSS include: automating routine transactions; predicting service needs; focusing more on the citizen as a person; and providing personal relationship management for more complex services. Some of the new trends in the evolving OSS include:

- ✓ seamless customer-centric services, or breaking down intra-agency silos and instead acting as one;
- ✓ co-design and co-delivery of public services, or getting key stakeholders (e.g. customers, partners) to actively participate in development and design of public services;
- ✓ personalized services for complex issues; and
- ✓ predictive and anticipatory services, so that services are delivered to customers at the point of need and using the right mix of delivery channels.



CHAPTER 1

Introduction

On 3-5 May 2017, an international workshop Re-inventing Public Service Delivery took place in Singapore and Johor Bahru, Malaysia focusing on delivering services through OSS.

Attendees from 29 countries and three continents shared a wide range of perspectives, both conceptual and technical. The workshop focused on citizen-centric OSS, presenting examples from a wide range of contexts, including Albania, Azerbaijan, Bangladesh, Kazakhstan, Malaysia, Moldova, and Vietnam, to illustrate the diverse experiences and models. The UNDP Global Centre for Public Service Excellence in Singapore, World Bank Group Global Knowledge and Research Hub in Malaysia, and the Regional Hub of Civil Service in Astana, Kazakhstan co-organized the workshop.



The overarching objective of this workshop was to strengthen government capacity for the design and implementation of OSS for public services. Greater clarity over drivers of success and reasons for failures help pave the way to public service transformation. The workshop was structured around citizen-centric service delivery and used global examples to illustrate diverse approaches and experiences. The workshop built on previous research efforts on public service delivery.¹ The scope of services provided in the OSS encompasses largely administrative services (e.g., provision of permits, licenses, passports, bill payments, and similar). However, OSS in some countries (e.g. Malaysia) also provide basic health and dental services, pre-employment training, and even recreation.

Over the three days, participants were treated to a series of presentations and panel discussions and on-site visits to Singapore's and Malaysia's OSS. Discussions focused on the practical experiences and challenges facing the participants, in particular the enabling factors and overcoming challenges to implementing OSS. Participants shared their insights and experiences with designing, constructing, and implementing a new service delivery model, and ideas for the future of service delivery.

This report captures highlights from the deliberations of the workshop and offers takeaways for policy makers. The key high-level conclusion of the meeting was that high-level political leadership, phased approach, and whole-of-government coordination during implementation are critical preconditions for successful transformation of service delivery.

¹ See for example:

- i. Lenk, Klaus. 2002. "Electronic Service Delivery – A Driver of Public Sector Modernization." *Information Polity: The International Journal of Government and Democracy in the Information Age* 7 (2/3): 87-97.
- ii. Walker, Richard M., Gene A. Brewer, George A. Boyne, and Claudia N. Avellaneda. 2011. "Market Orientation and Public Service Performance: New Public Management Gone Mad?" *Public Administration Review* 71 (5): 707-717.
- iii. Scharff, M. (2013). "A Higher Standard of Service in Brazil: Bahia's One-Stop Shops 1994-2003" Princeton University.
- iv. Kettl, Donald F. 2000. *The Global Public Management Revolution: A Report on the Transformation of Governance*. Washington D.C., Brookings Institute Press.
- v. Kernaghan, Kenneth. 2005. "Moving Towards the Virtual State: Integrating Services and Service Channels for Citizen-Centered Delivery." *International Review of Administrative Sciences* 71(1): 119-131.
- vi. Post, David, and Sanjay Agarwal. 2011. *How-to Notes: Citizen Service Centers: Enhancing Access, Improving Service Delivery, and Reducing Corruption*. Social Development Department & Governance Anticorruption in Projects. Washington, D.C.: World Bank. <http://documents.worldbank.org/curated/en/147551468336028418/Citizen-Service-centers-enhancing-access-improving-service-delivery-and-reducing-corruption>
- vii. Turner, Mark. 2012. "Decentralization, Politics and Service Delivery: The Introduction of One-stop Shops in Mongolia." *Public Management Review* 14 (2): 197-215.
- viii. Reddick, Christopher G. and Michael Turner. 2011. "Channel Choice and Public Service Delivery in Canada: Comparing e-government to Traditional Service Delivery." *Government Information Quarterly* 29 (1): 1-11.



CHAPTER 2

Why is There a Global Interest in One-Stop Shops?

The public sector in any country fulfils multiple roles. It acts as a ‘policy maker’, ‘regulator,’ and ‘provider’ of public services.

Greater citizen expectations regarding service provision and tightening fiscal space are prompting the public sector to explore new sustainable models for service delivery. An OSS can significantly improve the customer experience through enhanced service levels at the same or reduced cost to government. In its latest report dedicated to this topic,² PricewaterhouseCoopers (PwC) defines key elements in the design and delivery of a customer-centric model, including speed, engagement, responsiveness, value, and integration. In the literature, the term “One Stop Shop” is used broadly to denote many types of OSS, including: one-door or single-window services, community service centers, citizen service centers, information centers, service kiosks, e-government web-portals, and others.

² PricewaterhouseCoopers. 2012. “Transforming the Citizen Experience: One Stop Shop for Public Services.” <http://www.pwc.com/gx/en/government-public-sector-research/pdf/one-stop-shop-2016.pdf>

There are various definitions of OSS, but they share common features. For the purposes of the workshop, the term OSS was used to denote service centers for citizens and firms that offer consolidated access to multiple public and/or private sector services at a single location through one or more service delivery channels. Some focus on citizens, some businesses. They may offer integrated or co-located services from multiple providers, others may be single-provider OSS offering services from one agency, such as tax or investment.

There are many typologies of OSS. One strand of the literature distinguishes three categories of OSS: *first-stop shops*, *convenience stores*, and *true OSS*.³ These three types are based on user experience. First-stop shops are simply information providers about selected services. In the convenience store, various transactional services are housed under “one roof” or on a single website. The true

OSS are more complex. The majority of OSS fall somewhere on the continuum between providing information only at one end of the spectrum and providing fully transactional services at the other. Some may provide information only for certain services, and complete transactions for others. The level of service provided can also be a function of integrated versus co-located services. Co-located services are those provided by different agencies under one roof, whereby representatives from the agencies may authorize transactions at the OSS. In other models, citizens may apply for a service, but they will still need to be authorized by service providers off-site or in the back-office. Figure 1 provides a simple typology of OSS with stylized examples of these models, although the majority of OSS falls somewhere on the continuum on the two dimensions of co-location-integration and informational-transactional services.

FIGURE 1. Stylized Typology of OSS

	Co-Located Services	Integrated Services
Informational Services	Moldova: Joint Information Service Bureaus (JISBs)	Digital Bangladesh
Transactional Services	Singapore: Public Service Centers (PSCs)	Georgia: Public Service Hall

3 Askim, Jostein, Anne Lise Fimreite, Alice Mosley and Lene Holm Pedersen. 2011. “One-Stop Shops for Public Welfare: The Adaptation of an Organisational Form in Three Countries.” *Public Administration* 89 (4): 1451-1468.

OSS are a global phenomenon. A global scoping study undertaken by the World Bank supported by the Nordic Trust Fund identified 82 countries that offer OSS for government-to-citizen (G2C) services (see Figure 2).⁴ International organizations, networks, bilateral and multilateral donors, including the World Bank, UNDP, and USAID, have been supporting governments around the world through development financing and technical assistance to establish OSS as part of a broader public sector modernization agenda. This has included support for the elaboration of national strategies, back-end change management, IT investments, and construction works.

FIGURE 2. Countries with OSS

Blue shading denotes some form of OSS established in the country.



Source: Pfeil et. al. (2017)

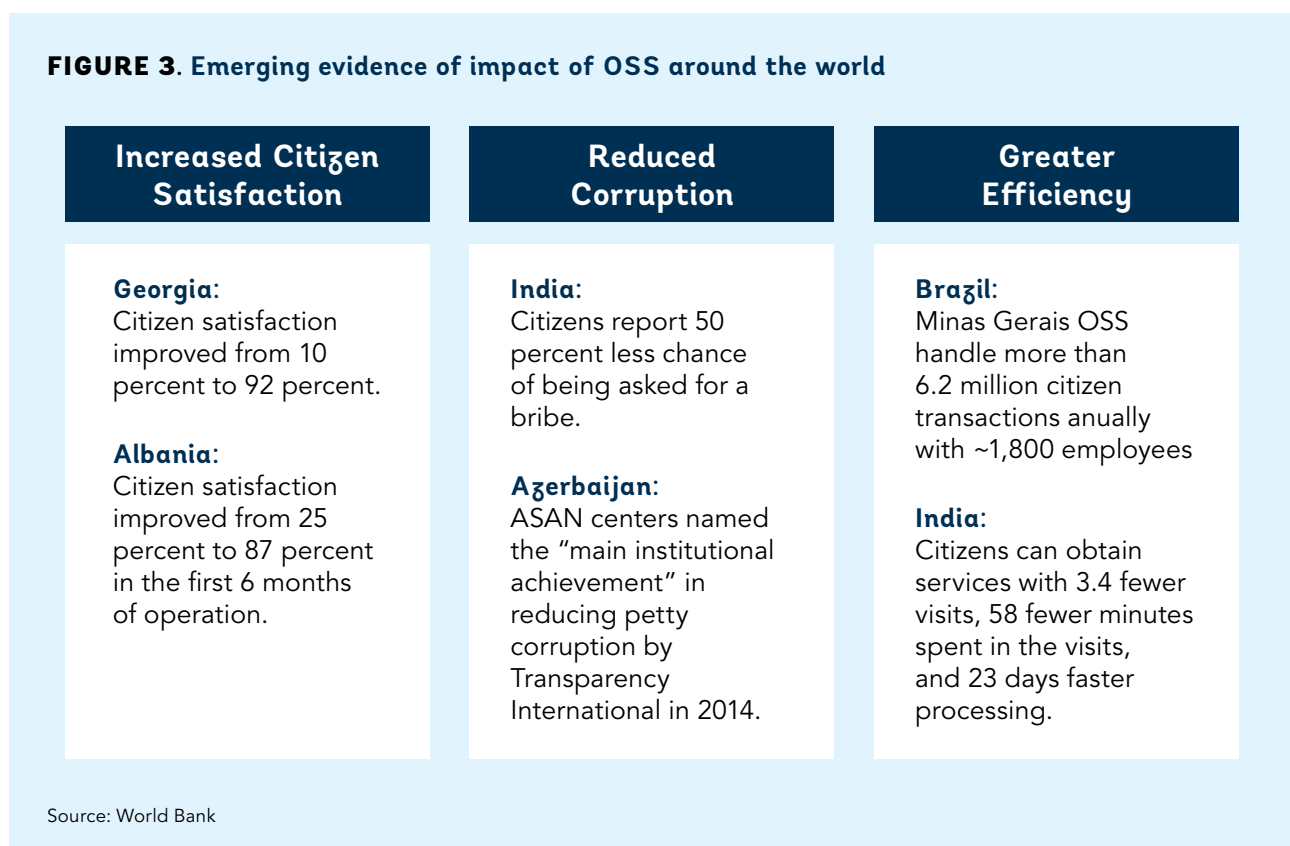
Countries introduce OSS for a variety of reasons. Citizens have higher expectations of service levels and service experience, as they increasingly demand the same levels of service delivery as experienced in the private sector. Furthermore, OSS can be beneficial especially to groups of citizens who reside in remote places, who are disabled or otherwise vulnerable. Finally, OSS can represent a visible commitment of government to improve service delivery, increase accountability, and reduce petty corruption.

Countries around the world have adopted different models of OSS. In Eurasia, governments opted for fundamental administrative reform and back-end integration. This involved digitizing registries, introducing mandatory interoperability requirements to enable data exchange across agencies, and offering services through third party operators. In contrast, countries in the South and East Asia tend to prefer OSS that co-locate service providers under one roof without back-office integration. This model of OSS is often built as part of popular attractions, such as shopping malls or community hubs.

⁴ Pfeil, Helene, Berenike Schott and Sanjay Agarwal. 2017. Recent Developments and Key Considerations Impacting the Operations of One-Stop Shops for Citizens: A Summary of Major Trends and a Design Guide for Citizen Service Centers. Citizen Service Centers. Washington, D.C.: World Bank. <https://openknowledge.worldbank.org/handle/10986/27485>

Although the empirical evidence on the impact of OSS is limited, the most successful OSS initiatives begin to show measurable effects on the quality of service delivery. This includes such measures as citizens' satisfaction, lower corruption, and greater efficiency of service delivery. For example, after introducing Albania's OSS named ADISA, citizen satisfaction with government services improved from 25 percent to 87 percent in the first 6 months of operation. There are important caveats: these are still early days of implementation and the figures come from ADISA, i.e. not an independent source. However, the government is systematically collecting citizen feedback, which will eventually provide an unbiased measure of impact. OSS can also reduce petty corruption. In the Indian state of Karnataka, citizens report 50 percent less chance of being asked for a bribe in OSS than other government offices; other states report more modest results.⁵ On balance, governments often see OSS as a quick win and a politically important reform. Figure 3 lists some of the examples of such initiatives around the globe.

FIGURE 3. Emerging evidence of impact of OSS around the world



⁵ Bussell, Jennifer. 2012. *Corruption and Reform in India: Public Services in the Digital Age*. New York: Cambridge University Press.



CHAPTER 3

Highlights from Workshop Discussions

This section presents the key takeaways from the five thematic areas covered at the workshop:

- i. discussion of the global trends in OSS;
- ii. the role of innovations and e-government;
- iii. a panel discussion of the role of leadership and institutional reform;
- iv. many faces of “citizen-centricity” in OSS around the world; and
- v. panel discussion of front-office reforms, including creating a service culture, that must accompany the introduction of OSS.

This section also captures selected lessons from the visits to the OSS in Singapore (Tampines Hub) and Malaysia (the Urban Transformation Centre in Johor Bahru and Mobile Community Transformation Center in hosted at Pasir Gudang). Annex 1 includes the detailed agenda of the workshop, while Annex 2 lists the workshop participants.

Global trends in OSS

An opening presentation on global trends in OSS based on the recent World Bank study⁶ focused on four trends in OSS: access, personalization, speed, and interaction. These trends were reflected in the country examples shared by participants and panelists.

Access. Improving access often means supplementing brick and mortar centers with e- and m- services. Increasingly, governments are focusing on digital OSS or portals to enable citizens to access services through websites and digital applications. Many are blending channels to provide both physical access and virtual access to provide citizens with choice. For example, Singapore's public service is striving for "digital by default, physical where necessary."

Personalization refers to providing targeted information based on citizen's interests and needs.

Speed concerns re-engineering and simplifying processes and procedures. Citizens value ease and speed in accessing information and services. To reduce transaction times, front office and back office processes need to be made more efficient. Business Process Re-engineering (BPR) or Business Process Simplification (BPS) can streamline services and improve efficiency by removing document requirements, approvals, and unnecessary steps. In Moldova, significant efforts were made to simplify regulations, e.g. assessing 400 permits for business. Out of these, 100 were "guillotined", including on cadaster. Similarly, Albania aims to re-engineer all services and prepare for online delivery. The focus for the current phase is on services provided by central government institutions that meet defined primary criteria, such as high number of transactions and level of priority assigned by citizens, the need for intervention, and reference to international best practices in service delivery.

Interaction refers to receiving feedback from

citizens and engaging them as co-creators of OSS. Singapore is seeking co-creation opportunities with citizens where possible (e.g., on National Health Coverage). To ensure inclusion, Singapore uses community volunteers to engage older (65+) citizens to get their input, as there are not enough public officers to go door-to-door. Moldova is also working on co-creation with citizens to identify pain points and redesign services to make them more user-friendly.

DISCUSSION POINTS

OSS can represent the governments' commitment to citizens. They respond to citizens' changing needs, preferences, and expectations. In many countries, citizens' expectations of service quality, timeliness, and customer service have increased due to their experiences with the private sector. Governments have responded to these changing expectations. OSS have been shown to increase efficiency and quality of public service delivery, enhance citizen satisfaction and trust.⁷

Discussions at the workshop revealed that achieving these desired outcomes is reflected in the philosophy and principles underpinning the OSS. For example, Azerbaijan's OSS, known as ASAN, is based on five principles: accessibility, accountability, efficiency, transparency, and innovation. Accessibility has two prongs: social inclusion and geographical inclusion, i.e. reaching remote areas. Similarly, in Singapore, the key principle for Public Service Centres is CARE, standing for Courtesy, Accessibility, Responsiveness, Effectiveness. CARE is complemented by people-centricity (empathy), shared responsibility for the public good, and mutual courtesy and respect. These definitions of the underlying principles prompted the governments of Azerbaijan and Singapore to invest in soft skills for service delivery to achieve the overarching goal of meeting citizens' expectations.

⁶ Summary of the study is in Pfeil et. al. (2017). Op. cit.

⁷ See for example:

- i. Global Communities. 2014. "Improving Local Governance in the West Bank: Citizen Service Centers." USAID and Global Communities (formerly CHF International) – West Bank & Gaza. <http://www.globalcommunities.org/publications/2014-WBG-CSC-English.pdf>
- ii. Walker, Richard M., Gene A. Brewer, George A. Boyne, and Claudia N. Avellaneda. 2011. "Market Orientation and Public Service Performance: New Public Management Gone Mad?" *Public Administration Review* 71 (5): 707-717.

Harnessing innovation for better service delivery

The most significant developments in the design and functioning of OSS are linked to technological advances. The availability and spread of new technologies are opening new channels for governments to provide information and services to their citizens, expanding the possibilities for service access and interactions. These include online solutions and digital platforms, facilitating data exchange between government entities and citizens, and creation of national ID systems as unique identifiers that can be used to catalog services, documents, and target citizens for specific services.

BOX 1

OSS and E-Government

The most state-of-the-art OSS utilized back-end integration. This requires interconnected and interoperable public registries and databases, exchanged across agencies through data exchange. Key databases for the most popular services include civil registry, property registry, vehicle and movable property registries and others.

One key piece of data that can facilitate online service delivery of many types of services is a national ID number and data exchange across agencies. ID as a unique

identifier can be used to connect all services and data for one person within multiple registries. In some cases, civil registries and other databases need to be updated with this information, yet the benefits are immense. Kazakhstan and Georgia are examples of fully interconnected back offices. In countries such as Albania and Greece, citizens can access their transaction history and e-documents from an online repository. This “all in one place” approach can save time for the citizen as well as for the service providers who can access forms and information directly.

Source: Authors

Azerbaijan is using technology for citizen engagement and outreach. ASAN Service employs a proactive social media strategy. Various feedback mechanisms include video-chat, exit surveys, and complaint books and hotlines. Staff meet every Monday to review complaints and understand why they happened, with an easy escalation to higher management levels. They found there was not enough information among the public on the services that do exist; consequently, the ASAN Radio was created, blending information about services and reforms along with live chats and entertainment.

In Singapore, the rapid pace of technological advancement enabled new thinking. The Singaporean public service is exploring ways to strengthen data analytics, introducing virtual reality, and new means of communication, such as intelligent chatbots for gathering feedback. New opportunities for public sector also include crowdsourcing of solutions (e.g. for the design of new bus routes), immediate feedback on social media, and developing predictive algorithms that can enable contact with citizens before they need a service, such as reminders that their passports are set to expire.

In Moldova, the efforts have focused on digital delivery. Investing in enabling technology such as MPass, MPay, MCloud, or MConnect provides IT backbone of e-service delivery.

BOX 2

Promoting design thinking⁸ through Innovation Lab: Public Service Division, Singapore

Singapore's Innovation Lab under Public Service Division (PSD) brings together various disciplines – data analytics, design thinking, behavioral insights, organization development – in order to re-design public service and transform user experience.

Innovation Lab has multiple roles in relation to other public service providers:

- **Player-Coach:** Works with public agencies on Whole-of-Government projects to frame, experiment, and evaluate transactional services that are offered across several agencies
- **Convener:** Lead a Practitioner Network and deploy practitioners to support projects; connect agencies with problem statements to relevant resources/expertise
- **Developer:** Develop and implement strategy for Design Thinking (DT) and Behavioral Insights / Randomized Controlled Trials (BI/RCT) capabilities; partner training college to grow a base of basic and advanced practitioners that enables learning through doing and testing
- **Thought-leader:** Develop resources to mainstream use of DT and BI/RCT capabilities in Public Service across agencies and levels

Source: Authors

⁸ Design thinking is defined as “a human-centered approach to innovation that draws from the designer’s toolkit to integrate the needs of people, the possibilities of technology, and the requirements for business success.” The method focuses on three main elements of a product or solution: people, technology, and business. All of these aspects evolve around the customer. (<https://www.forbes.com/sites/sap/2015/05/10/what-is-design-thinking/#21f28057471f>)

Panel discussion: Leadership, strategy, and institutional reform

Senior officials from Azerbaijan, Bangladesh, Kazakhstan and Moldova shared their views on the role of political leadership, long-term strategy for improving service delivery, and the concurrent institutional reform. This session revealed a unanimous consensus that high-level political commitment is key for success of OSS, as well as that OSS cannot succeed in isolation. Rather, they must be accompanied by legal and institutional reforms that support citizen-centric service delivery. Given that the panel included leaders of the OSS reforms in their countries, the discussion was wide-ranging and touched upon a number of strategic issues.

For example, Kazakhstan's experience exemplifies how high-level leadership and institutional reform led to the evolution from a single-sector OSS to a full-scale multi-sector operation with national coverage. The OSS in Kazakhstan started in 2007 at the Ministry of Justice and then progressed to the establishment of a State Corporation "Government for Citizens" that oversees Public Service Centers (PSCs). Today, Kazakhstan has 349 PSCs and 70 mobile teams, as well as 2,183 post offices offering 548 services (75 percent of all services), with 22,000 employees (see Box 6 for further details). The development strategy of the state corporation "Government for Citizens" until 2020 was endorsed by the President. The legal framework to enable operationalization of OSS includes series of primary and secondary legislation, including the Law of the Republic of Kazakhstan "On Public Services"; standards of public service provision through OSS; rules for integration of the back office and front office, including organization of the PSC; list of state services provided in OSS; procedure for application to OSS; delivery of documents; procedure for issuing documents in PSCs; data exchange between the PSCs and authorized bodies.

Azerbaijan's ASAN Service has a long-term strategy to take the OSS experience further. ASAN is working on creating several "applications", including the ASAN School (to train volunteers and deliver certificates) and ASAN Pay (digital payment mechanism for services). Aside from the physical ASAN center, a mobile ASAN – a specialized bus – offers targeted, cost efficient way to service provision, covering over 1 million people so far. ASAN stresses the importance of the transparency of the process of service provision as well as the transparency of fees to be paid. Further, it uses feedback from citizens and staff to improve its services and design of new centers.

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DISCUSSION POINTS

What are the basic requirements before creating OSS? All panelists concurred that a solid legal and regulatory framework is required to clarify timeframes and to result in reducing petty corruption. Establishing public registries and databases is an important prerequisite for creating integrated OSS.

How to attract service providers from the private sector? The panelists noted that location of the OSS is usually in a popular and highly frequented location, such as near shopping, transportation, and other municipal buildings. The high footprint of citizens thanks to co-location makes it attractive to private sector representatives. Another factor is the importance of having a recognized brand name and image, and being “the place where people want to be.” This includes attracting both citizens and high-talent employees. It also helps attract service providers from the private sector.

How do you cover the last mile? It is difficult and costly to build ASAN centers around the country, so Azerbaijan relies on mobile units to target both inclusion and remote areas – offering door to door service for disabled, and mobile units for remote areas. Bangladesh has set up the National Portal system a system where there is one digital center within 2 km of most citizens.

How do you ensure the citizens’ voice is heard? In Bangladesh, a call center service based on the information and services available in the national portal has been introduced. Citizens can report, comment or complain to the call center on any service or issue, which the call center forwards onto concerned office and the concerned office registers its progress about the action taken. The electronic file management system known as ‘Nothi’ allows officials at different tiers to monitor the progress of service delivery including grievances. The service seekers also get information through SMS and follow the progress of their submission through a tracking number.

How do you set prices for services without discriminating against the poor and vulnerable? This is an important challenge for all countries with OSS: ensuring access to services while also considering financial sustainability. Each country needs to decide on a model: subsidized services, partial cost recovery, or full cost recovery, depending on the service and population segment.

How do you engage youth? Azerbaijan has taken a proactive approach to engaging youth as part of the ASAN reform. They have developed the ASAN Academy where students can participate in a two to four-month internship program working as an ASAN Volunteer. Those completing the program are awarded a work certificate. This leads to increased activity at the ASAN Service centers and growing support for ASAN. It also provides an opportunity for volunteers to develop skills and be introduced to public service. Further, the list of successful volunteers (currently over 10,000) are now being requested by private companies interested in hiring graduates.

Pecha-kucha presentations:⁹ Many faces of OSS

To learn from different models of citizen-centric OSS, the pecha-kucha session brought together five presenters with stories of five countries across four regions. The examples of these countries reflected a wide range of OSS scope, level of services, and success. Both citizen OSS (Vietnam, Myanmar and Moldova) and business OSS (Canada and Malawi) were included. With under seven minutes allocated for each story, the presentations were focused and fostered much discussion and cross-pollination.

Despite the different models, there were several common threads across the presentations. The key themes included the lessons of ambition versus realism, the importance of sequencing and incentives, and the need to capitalize on a political window of opportunity. Each reflected the importance of context in the design and operation of the OSS.

Key enablers across the examples were the importance of establishing the legal status of the OSS and devolution of authority. These were present in Malawi and Moldova: without administrative reform and legal status, the OSS could not provide end-to-end service, but only information. Another was the visionary leaders who made it work, using their power to convene the actors and stakeholders. One suggestion was to find high-level backing for the reform, such as from the Office of the Prime Ministers.

Regarding the experiences of the OSS for businesses, a key lesson was the role of competitive federalism: sub-national governments like to compete and outperform each other. In Canada, the online OSS called BizPal spurred such competition at the province level. Nationally, Canada was ranked 2nd on the Doing Business Index, and this provided incentives and inspiration for other countries to adopt similar approaches. Similar competitive spirits are seen in citizen OSS and e-service indices.

DISCUSSION POINTS

How much does it cost to be successful? The answer to this question hinges on the type of OSS and the level of digitization and IT infrastructure. For example, the Canadian Bizpal did not require hard infrastructure investments; as an online platform in a country with developed IT infrastructure, it was able to succeed on the budget of USD 600,000 a year. The examples presented showed that a frugal effort can still have positive impact. For example, Moldova's cost to establish each Joint Information Service Bureau (JISB) was very small, about USD 2,500, but did not have computers or special buildings. The JISBs were housed in the existing buildings of District Councils. These buildings are the "go to" points for citizens, making them most accessible for beneficiaries. Further, the operation of the JISBs are primarily funded by the district, which promotes financial sustainability. Establishing Vietnam's OSS required USD 50,000 per district, although cost recovery and financial sustainability is an issue. Myanmar, Malawi and Moldova show that initial pilot OSS can be frugal and low-technology efforts, but can provide significant value to beneficiaries seeking services and information.

⁹ "Pecha-kucha" is a presentation format whereby a speaker gives a presentation consisting of 20 slides that auto-advance after being shown for 20 seconds each. This ensures that each story is told in under 7 minutes and creates room for interaction and discussion. For more on pecha-kucha style presentations, see: <http://www.pechakucha.org/watchn>

How to boost home-grown initiatives? Due to the proliferation of OSS around the globe, there are many examples to learn from. In many cases, countries mimic each other instead of developing their own model. Adopting such “best practice” rather than a “best fit” approach is risky, as sometimes a model that was successful in one country cannot be replicated in another context due to political, economic, technical or cultural factors. Developing their own model or using an adaptive approach to modifying an existing one allows governments to reflect the country context, use existing systems, and foster innovative solutions. Table 1 below provides a summary list of what to do and what to avoid for the countries developing their own OSS model.

TABLE 1. Do’s and Don’ts when introducing OSS

DO	DON’T
<ul style="list-style-type: none"> • Develop a Roadmap or Action Plan • Be realistic in costing • Streamline first: cut and simplify procedures and re-engineer business processes • Link OSS to e-governance efforts • Build capacity for OSS frontline staff • Institute a feedback loop with citizens • Have a communication strategy • Be flexible and adaptive: be prepared to iterate 	<ul style="list-style-type: none"> • Do not underestimate the complexities of the OSS reform process, including the technical elements and change management • In the efforts to modernize and digitize, do not forget the needs of social inclusion to reach the most vulnerable (elderly, rural, poor) • Do not attempt the OSS reform in isolation from other reforms in public administration and service delivery

Source: Authors

What are the risks of OSS? Table 1 points to what should be avoided, but does not dwell on the risks of the OSS reform. What can go wrong? First, the rigidity of civil service rules may not allow outsourcing the front office service outside civil service (e.g., Minas Gerais, Brazil), which may create problems with working extended hours, or offer limited incentives for being open to new organizational cultures. In Minas Gerais, only the second generation of OSS found a way to rely on private contractors to bypass the rigidity of the civil service rules.¹⁰ Second, the diagnosis of the problem must drive the type of the OSS model. If the bulk of the processing delays is in the inefficient back-end processes, then the OSS model that foregoes the back-office integration will only deliver limited results. Finally the resistance from vested interests should not be under-estimated. This is especially the case when the OSS are introduced to fight petty corruption and disturb a steady stream of rents for service providers. Finding a way to neutralize those vested interests and similar political economy considerations are often the key to success of OSS initiatives.

¹⁰ See Majeed, Rushda. 2014. “A Second Life for One-Stop Shops: Citizen Services in Minas Gerais Brazil, 2003-2013.” Innovations for Successful Societies. Princeton University. https://successfulsocieties.princeton.edu/sites/successfulsocieties/files/Policy_Note_ID237.pdf

BOX 3

OSS in Action: Tampines Hub (Singapore)

The Tampines Hub is Singapore's first ever integrated community and lifestyle center that ties together different facilities for convenient living, including residential, recreational, retail, and public service.

The Hub offers seamless interface between government and citizens, offering services and other aspects of residential life. Spanning across 12,000 square feet, it includes a Child Care Centre, Community Club, Regional Library, Theatre, Medical Clinic, Eco-Community Garden, Town Square, Retail, Sport facilities, and entertainment. The approach supports cost recovery: co-located businesses pay rent and sport facilities generate revenue.

The Public Service Centre (PSC) brings together multiple agencies to offer a diverse range of services to citizens. PSC offers services of seven government agencies under one roof. It was developed using a whole-of-government approach guided by three principles: resident-centricity, optimization of resources, and encouraging community ownership through resident engagement.

Residents were engaged from the beginning. Tampines Hub used low-cost prototyping before launching the full-scale public service center. In partnership with a global design company IDEO, PSD

used cardboard and excel mock-ups of user experience in OSS. Multiple tests and pilots with citizens and volunteers lead to more polished outcomes. Currently the PSC provides 750 transactions daily. Outside of office hours, the Centre offers 24-hour access to e-service kiosks.

The workshop participants had an opportunity to visit the Tampines Hub.

During their visit, they got a closer look at the Social Service Offices (SSO), an extension of the Ministry of Social Affairs and Family Development. The SSOs were expanded from five to 20+ locations to ensure that 95 percent of citizens would be within 2 km of an SSO.

A key lesson from the SSO experience was the inter-connectedness of cases. It is rare for problems to emerge individually. The SSO staff discussed how divorce, financial problems, and health issues often go together and affect the same citizens or families. To approach the problems and the need for services in a holistic way required greater inter-agency cooperation and coordination, greater dialogue and sharing of information for better outcomes.

Source: Public Service Division, Singapore

BOX 4

OSS in Action: UTC Johor (Johor Bahru, Malaysia)



Malaysia has launched their Urban Transformation Centres (UTCs) throughout the country with the support of the Prime Minister. At present, 18 physical centers are operating, of which ten UTCs are at state level and eight at town level. UTCs house up to 50 different agencies. To broaden access, working hours are from 8.30am to 10pm every day, including weekends. This is possible thanks to two to three shifts for employees.

The UTCs utilize existing buildings that have been empty or underutilized; they are all refurbished. These include former bus terminals, shopping malls, and business arcades. In Malaysia, federal and state governments collaborate in establishing UTCs, while the services in UTCs are provided by both federal and state governments.

Citizens engagement is used to identify appropriate locations as well as what services are to be offered at a particular UTC.

In addition, Mobile Community Transformation Centres (Mobile CTCs) provide key services from various government agencies at different times and locations through the deployment of buses and other mobile assets in rural or remote areas nationwide. Additional components under the Mobile CTC program include opportunities for local businesses to promote their products, community activities within the vicinity of a Mobile CTC, awareness campaigns of government policies and programs, and as a government aid distribution platform.

Source: National Strategy Unit, Ministry of Finance, Malaysia

Panel discussion: Approaches to front-office functions of OSS

Reforming the front-office functions, such as service culture and performance management, are as important for success of OSS as deciding whether to integrate the back-office. Presenters from Bangladesh, Malaysia and Albania shared their experiences and lessons learned from improving customer service, performance management and introducing citizen feedback. Each country uses multiple channels, both analog and digital, for citizen feedback. Participants discussed using various methods that included: SMS-based proactive feedback, Facebook, emails, open door days, video conferencing with the Prime Minister, and others. These mechanisms often complement the existing grievance redress mechanisms to collect and respond to complaints.

All three presenters discussed how their countries monitor performance using key performance indicators (KPIs) and utilize a digital dashboard or reporting system to track performance. KPIs are often based on waiting time, time to transact, number of complaints, and others. Additional accountability measures include quality audits and mystery shoppers to ensure adherence to standards.

DISCUSSION POINTS

Flagship OSS center in a capital vs. smaller OSS centers located closer to citizens. Digital Bangladesh launched 13,000 digital centers across the country so that no one needs to go further than 2 km to access one. Flagship OSS centers can be useful and convenient in urban areas with high traffic, but other approaches such as mobile units used by Azerbaijan, Malaysia, Cape Verde, Moldova and others can be utilized to reach those in rural and remote areas. A common thread was to research the potential locations for OSS to ensure they are convenient and easy to reach for maximum impact.

New vs. existing buildings for OSS. Some countries (e.g. Georgia, Azerbaijan) opted for a new flagship building constructed specifically as an OSS that symbolizes transformation and a new approach to public services; others are re-using and repurposing existing space to save time and money. For example, Malaysia is using public property and repurposing abandoned buildings such as bus terminals and shopping malls for their UTCs. Albania is also housing their OSS centers, known as ADISA, in existing municipal buildings. Malaysia chose this approach as UTCs could be refurbished in a short time (6-12 weeks) at a lesser cost than conventional method of building a new facility. Albania had considered a flagship center in Tirana, but after a careful costing exercise, the government chose to take over existing front offices and refurbish smaller regional centers instead.

Nature and level of citizen feedback. The Bangladeshi model introduced a national portal and “dashboards” at different government administration levels. The National Portal has a feedback system for citizens. Any view, opinion or complaint submitted by citizens goes directly to the concerned office, among the 25,000 offices’ websites that the national portal houses, for necessary action. In Albania, ‘measuring silence’ or the timeline to at least some response from government is considered one of the KPIs. Albania also instituted a pro-active citizen feedback mechanism through SMS, contacting citizens who have received services to ask about their experience.

HR aspects. The Bangladeshi model of Digital Centers is a public-private partnership that fosters entrepreneurship. Each center is located in the local Union Parishads (government divisions) and is staffed by a male and a female facilitator at each center. This is critical to enable inclusion of different users. In Kazakhstan and Georgia, front-office operators provide all services. In contrast,

in Malaysia, Azerbaijan, and Singapore, front-officers are seconded representatives of a specific agency and offer only of the services provided by that agency. For example, immigration officers offer services regarding passports, visas, work permits, and other services. To enhance employee motivation, the Azerbaijani ASAN uses a cost-

sharing model to fund bonuses for staff, whereby 20 percent of service fees collected are retained by ASAN Service to pay employee performance bonuses. Bonuses are based on monthly performance (e.g. complaints lead to decrease in salary).

BOX 5

Rising to the Challenge: Developing a Service Culture

Empirical evidence shows several key challenges that OSS in different countries confront, including understaffing, lack of mentoring, coaching, or low IT awareness. Below are some measures that emerged during the peer-to-peer exchanges during the workshop and may inform future policy making when rolling out an OSS.

- Shortage of staff can be supplemented by the deployment of staff to sub-national levels, rotation of staff, using a multiple shift system (Malaysia) and volunteers (Azerbaijan).
- Service culture: instill in OSS staff that their role is to serve the citizens who claim their entitlements.
- Retention of capacity within OSS is crucial so that people's mindsets are changed; hence it is important to institute an incentive scheme to work and remain at OSS.
- Incentives to work in the OSS: to be supported by bonuses, prestige, attractive buildings, cost sharing arrangements, whereby part of the service fee is awarded to employees based on performance.
- Behavioral aspects can be addressed through training. In Azerbaijan, staff development includes soft skills trainings for all ASAN employees: stress management, time management, psychology, understanding the customer.
- Communication outreach: explaining how government will empathize with citizens' needs; "government cares" is part of a larger political agenda.
- Awareness-raising through mass media, social media, NGOs can help change citizens' perception of the state and service provision, but needs to be tied to the concrete successes of OSS.

Source: Authors

BOX 6

Kazakhstan's experience with OSS

Kazakhstan offers more than 700 services online, 548 services through OSS under the state corporation “Government to Citizens,” and more than 80 services through mobile government applications. “Government for Citizens” was set up to become the sole agency to administer all public services under one roof, or Public Service Centers (PSCs), based on the models of the Canada Service and Australia’s Centrelink.

Today, Kazakhstan has 349 PSCs and 70 mobile teams, as well as 2,183 post offices offering 548 services (75 percent of all services), with 22,000 employees. To date, they have completed 37 million services. Kazakhstan has specialized PSCs for driving and vehicle registration. In addition to PSCs, there are additional access channels, including call centers and an e-government online portal. Citizen feedback is collected through electronic monitors and SMS-based feedback mechanisms. Surveillance cameras are also utilized for monitoring at PSCs. This allows the government to monitor who are the visitors, their ID numbers, see type of government services they utilize, and how many services one employee rendered

The development strategy of “Government for Citizens” was endorsed by the President until 2020. The next stage is to launch a single application policy, which allows citizens to file one application for services that cover a number of agencies. Once this is in place, the State Corporation aims to adopt an anticipatory approach by introducing a “life-cycle”, so that people will receive public services according to their social and personal needs. Citizen needs will be determined by analyzing a number of factors, including their age, occupation, and social demographic.

Importantly, Kazakhstan has an integrated back-office for service provision, with 47 interoperable information systems and registries “talking to each other” and exchanging data. IT integration strengthens horizontal and vertical co-ordination and enables streamlining of service provision, cutting red tape and continuous automation of the business processes.

Source: Regional Hub of Civil Service in Astana, Kazakhstan

BOX 7

Albania's Experience with OSS

The Government of Albania is determined to fundamentally change the way public services are provided. To this end, the Government introduced a program called "Innovation Against Corruption: Building a Citizen Centric Service Delivery Model in Albania" (ISDA). The Government aims to adopt a citizen-centric approach to service delivery to combat corruption, foster a customer-care culture, enhance access to services, as well as increase efficiency in the Albanian public administration.

The ISDA Program was launched in April of 2014 and is led by the Minister of State of Innovation and Public Administration (MIPA). It is a multilayered reform that focuses on key administrative central government public services to reduce the time and burden for citizens and businesses and improve service delivery quality, transparency and efficiency by using innovative solutions and ICT.

While digitization has been an important contributor to reform impact, it is only one facet of the reform which encompasses business process re-engineering (BPR) to simplify services and prepare for digitization. Sequencing the reform process properly has been a key to achieving tangible results quickly.

One example was the reform of the compulsory health card, which citizens would need to renew every three months. By simplifying the processes and procedures, and providing supplementary technology to interact with other ICT systems such as the civil register, social assistance, labor and tax registers, citizens can now apply and generate the health card through the e-Albania portal for free.

Driving the reform, the Government devised a policy document and costed action plan to

guide the reform process. The reform focuses on four pillars:

- Re-engineering the processes of service delivery for citizens and businesses, including reforms in the legal framework, institutions and ICT;
- Functional division and integration of public services at the service counter and the development of their delivery channels;
- Digitalization of archives and records, interoperability among ICT systems and online services;
- Obtaining the citizen's feedback and monitoring the performance of public administration in service delivery.

To achieve these reform goals, the Government of Albania anticipates a cost of USD 53 million over five years. The Government is receiving support from the World Bank and other donors to offset the costs. The results are impressive: in only two years the Government has opened four OSS ADISA centers, connected 25 additional government databases to the Government Gateway, launched over 400 e-services, and created to-be maps of over 100 services to be re-engineered.

Standardized service information passports and application forms based on inventoried, classified and codified administrative central government services ensure that citizens can obtain full information when applying for a service (documents, fee, deadlines) and can do so in a well-structured and predictable fashion. They have also contributed in streamlining the application process for front office service clerks, capturing all key data that enable interoperability among state databases to support automation, and in making back office processing more efficient.

Source: Authors



CHAPTER 4

Key Conclusions

The workshop discussions showed the value of peer learning and synergies in bringing practitioners from around the globe together.

The three key areas where conclusions emerged include:

- i. OSS success factors;
- ii. OSS design considerations; and
- iii. future directions of OSS.

OSS success factors

Workshop discussions distilled the following factors that contributed to the successful rollout and positive outcomes of OSS around the world:

- ✓ **Defining the underlying policy problem that OSS are expected to solve.** Does the underlying problem require making service provision more effective and efficient, or is it more about bringing government services closer to remote areas? In Georgia, Azerbaijan and Kazakhstan, OSS focused on efficiency in service provision, which defined a particular type of OSS and sequence of reforms. On the other hand, in Bangladesh, getting information about services out to the rural areas was the main driver for the OSS. The government used participatory action research to understand what citizens needed. This also led to a particular model of OSS that differed radically from the Eurasian models.
- ✓ **Visionary leadership.** Introducing institutions that underpin effective governance often puts politicians at odds with stakeholders that benefit from the status quo. As a reformer, it is the leader's responsibility to take unpopular decisions, bridge the gap between players, engaging stakeholders in the process of the reform. In Cambodia, leadership was key as the Minister of Interior guided the development of OSS operations. In Algeria, leadership was needed for coordination, data integration, and harmonization of information. In Myanmar, the establishment of OSS was an important political objective, but establishing shared incentives and shared vision at all levels proved challenging. It is also important to overcome resistance to reform at various levels and get incentives right.
- ✓ **Link to an underlying public administration reform program or strategy.** An overarching strategy should guide larger objectives, such as better business environment or greater government effectiveness that OSS will contribute to. Moldova launched a cross-cutting PAR strategy in 2016, which underpins a number of reforms, including OSS. Common reform goals include: reduced time and administrative burden for citizens and businesses; improved service access and delivery quality; increased number of satisfied citizens from government services; and reduced corruption, increased efficiency, transparency and accountability in service delivery. Performance management reforms can also utilize the data from OSS to improve the accountability of service providers. For example, OSS KPIs can be used to determine staff bonuses (e.g., ASAN Service, Azerbaijan).
- ✓ **High-level coordination** at the center of government was critical in Azerbaijan, Algeria, and Cape Verde. In Azerbaijan, ASAN Service used a centralized approach where a presidential decree was an enabler. ASAN reports to the presidential administration, which facilitates coordination with MDAs. In Cape Verde, the Prime Minister coordinated the OSS reform, while regulations and administrative rules supported ongoing coordination at the technical levels.

- ✓ **Reform sequencing.** Administrative reforms that support streamlining service delivery should precede introducing OSS. This includes establishing the legislative framework, defining discretionary authority in offering public service, levels of decision making, BPR, and HR reforms enabling incentives. On the IT side, interoperability of databases is one of the key pre-conditions. Political will to share data by ministries, departments, and agencies (MDAs) is as important as the cost.
- ✓ **Accessibility.** OSS must be located at convenient places to ensure high footprint. A good example is the model adopted in Southeast Asia (Malaysia, Singapore) where OSS are part of shopping malls, community centers or hubs, or are deliberately located in central areas (e.g., former Pudu bus terminal in Kuala Lumpur).
- ✓ **Branding** can be a critical success factor for OSS. In Azerbaijan, ASAN Service is a brand name with a social trust. ASAN's brand is key for retention of staff and private sector participation: people want to be a part of it. This is similar for the Albanian ADISA brand. Strategic communication of the reform is part and parcel of branding.

OSS design considerations

What can be learned about OSS design from successful OSS experiences? Workshop discussions revealed that successful OSS models usually involved commissioning a full-scale feasibility study, resulting in a detailed roadmap and a phased approach. The OSS feasibility study helped define objectives, demand, budgeting, financing model, and a prioritized list of services to be included in the OSS. Feasibility study usually entailed the terms of reference for BPR, as well as a realistic assessment of the need for policy and legal framework re-adjustment and administrative simplification.

The rollout of OSS was successful when the implementation details were well-thought out at the outset. This includes clarity on the available IT systems integration, among various levels of government as well as horizontally across agencies. Key considerations include: the presence of broadband connectivity to enable data exchange across agencies; interoperability (i.e., ability to use the databases across different MDA services); adaptive technical design; and ability to work in both offline and online modes.

Crucially, figuring out the financial sustainability of the OSS model is critical before embarking on the reform. There are various operating models to choose from: free access to services; subsidized services; or service fees for partial or full cost recovery. Here, the upfront costs of the physical infrastructure (computer, buildings), software, and institutional features should be considered.

The deliberations of the workshop produced a checklist for policy makers designing reforms of service provision through OSS. The following steps are vital for the success of OSS:

- ✓ Develop a strategy to ensure a whole-of-government approach
- ✓ Assess the need for the institutional and administrative reform
- ✓ Define the required changes in the legislative and regulatory framework
- ✓ Determine the modality of service provision: will the OSS simply collocate the service providers or fully integrate service provision in a single window?
- ✓ Choose a financing model: free access, subsidized services, or cost recovery
- ✓ Determine the extent of the back-end integration and required data exchange
- ✓ Decide on the citizen interface features: new building versus using existing space, integration with community and lifestyle, training of front office staff, customer service standards
- ✓ Define the monitoring and evaluation framework, including KPIs: what does success mean? How will user feedback be collected?

Looking to the future: New trends in OSS

The examples shared by Malaysia and Singapore showed the evolution of OSS as community centers or hubs. This involves integrating the public sector into the lives of citizens in new ways in partnership with NGOs and the private sector. (See Box 3 and 4 on the Tampines Hub in Singapore and UTCs in Malaysia, respectively).

The future will bring opportunities for strategic shifts in public service delivery. This includes automating routine transactions, predicting service needs, and focusing more on the citizen as a person: providing personal relationship management for more complex services.

TABLE 2. Future service delivery model: a continuum

< Low-touch Transactional services	<Intermediate> Intelligent services	High-touch > Relational services
Automated routine transactions (e.g. paying fines)	Predicts need for services based on customer knowledge (e.g. passport will expire, renew now!)	Personal relationship management (e.g. social services, requiring physical meeting and 360 degree assessment of the needs)

Source: Authors

Some of the new trends in the evolving OSS include:

- ✓ **Seamless customer-centric services:** breaking down intra-agency silos and instead-acting as one. In Singapore, the “No Wrong Door” policy and First Responder Protocol was introduced to deal with misdirected feedback or cross-agency issues from the public effectively. Life cycle in service provision takes it to a new level, introducing understanding of the key needs of citizens at different stages of their lives, and applying a customer-centric point of view to guide the design of services.
- ✓ **Co-design and co-delivery of public services:** getting key stakeholders (e.g. customers, partners) to actively participate in development and design of public services. Collected evidence shows use of co-design and co-delivery to create a health system driven by the people within it, e.g. care planning, pathway planning and wellbeing planning enable patients to identify their own goals and aspirations, and to navigate the services that will help to achieve them.¹¹
- ✓ **Personalized services for complex issues:** building flexibility into processes so that differing customer circumstances and needs can be catered to, rather than adopting an inflexible rules-based approach.
- ✓ **Predictive and anticipatory services:** delivering services to customers at the point of need and using the right mix of delivery channels. This includes considering small changes to evoke change in citizen behavior.¹² In Singapore, the government changed the formulation of the letters addressed to soon-to-be retirees about their appointments. The letters now include more personalized information and the wording was changed from “Please contact us” to “Please confirm your meeting.” As a result, the citizens’ attendance of these appointments increased from 15 percent to 31 percent.

11 Hampson, Marta, Peter Baeck and Katharine Langford 2013. “People Powered Health: By Us, For Us: The Power of Co-Design and Co-Delivery.” Nesta Innovation Unit. http://www.nesta.org.uk/sites/default/files/the_power_of_co-design_and_co-delivery.pdf

12 This approach is inspired by behavioral economics and “nudge theory.” See, for example, Sunstein, Cass R., and Richard H. Thaler. 2009. *Nudge: Improving Decisions About Health, Wealth and Happiness*. New York: Penguin Books.

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Annex

ANNEX 1. Workshop Agenda

Wednesday May 3, 2017

Time	Topic	Details	Participants
Bus leaves the hotel at 8:00 [boarding starts at 7:45]			
8:15 onwards	Coffee/ breakfast served		
09:00-09:50 (Plenary room) Speeches - 40 min Walk-through agenda-5 min	Opening Remarks	Welcome remarks Workshop agenda (Aziza Umarova, UNDP GCPSE)	Arndt Husar Deputy Director, UNDP GCPSE Fatouma Toure Ibrahima Acting Director, WB Singapore Usen Suleimen Ambassador Extraordinary and Plenipotentiary of the Republic of Kazakhstan Alikhan Baimenov Chairman of the Steering Committee of the Regional Hub of Civil Service in Astana Choon Hong Tay Director, PS-21, Public Service Division, Government of Singapore
09:50-10:40 (Plenary room)	Stocktaking: global patterns, trends	World Bank Global Stocktaking Study on Community Service Centers	Presentation (30 min): Kimberly D. Johns (WB) Q&A (20 min)
10:40-11:00	Group photo/ Coffee		
11:00-13:00 (Plenary room)	New paradigm in Government Service: Leadership, Strategy and Institutional Reform for Seamless Service Delivery	<ul style="list-style-type: none"> • Vision, whole of government approach • Alignment with policy objectives • Integrating service delivery across government, working as collaborative, networked government [cutting across a traditional, vertical hierarchy] • Leveraging new technologies for greater public value • Funding and resources • Lessons learned 	Panel discussion (75 min): Examples from the governments of Kazakhstan, Georgia, Azerbaijan, Moldova Ablaikhan Ospanov Chairman of the Managing Board/ State corporation Government for Citizens (Kazakhstan) Catherine Kardava Director of Civil Service Bureau (Georgia) Lilia Palii Government Secretary General (Moldova) Kamran Agasi Director of the Innovations Centre/ State Agency for Public Service and Social Innovations (Azerbaijan) Q&A (45 min) Moderator: Robert Bernardo, UNDP

Annex 1: Workshop Agenda

13:00-13:30 (Hall)	Lunch		
13:30-14:30 (Plenary room)	Networking/Gallery Walk: What is unique? (in the hall)	Countries put on display posters, leaflets, promo materials about OSS	All
14:30-17:00 (Plenary room)	Pecha Kucha session “Putting citizens at the centre”	<ul style="list-style-type: none"> Organizational and coordination/ institutional framework Administrative streamlining/ Back end integration Digitalization, info comm infrastructure / data exchange and interoperability/public registries Differentiated speed and payment Cost recovery, outsourcing 	Soren Davidsen , WB (Vietnam) Shomikho Raha , WB (Malawi) Zubair Bhatti , WB (Myanmar) Helene Pfeil , WB (Moldova) Lars Grava , WB (Canada) Q&A Moderator: Jana Kunicova , World Bank
17:00-17:30 (Plenary room)	Wrap-up Day 1 + preview of Day 2		Aziza Umarova
18:15-19:45 (Hall)	Evening reception		Alikhan Baimenov , ACSH Arndt Husar , GCPSE Representative, World Bank
Bus leaves the GCPSE to the hotel at 20:00			

Thursday May 4, 2017

Time	Topic	Details	Participants
Bus leaves the hotel at 8:00 [boarding starts at 7:45]			
8:10 onwards	Coffee/ breakfast served		
09:00-10:00 (Plenary room)	Future ready service delivery: sharing from Singapore	Presentation: PS21 is the change movement of the Singapore Public Service. At the heart of it lies the ambition to improve organisations, and public officers' capacity to deliver citizen-centric policies and services. Range of government programmes were implemented focusing on recognizing public service innovation, improving policy and service delivery, and encouraging cross-agency collaboration. <ul style="list-style-type: none"> Changing trends Performance management Coordination: No wrong door policy, first responder protocol Innovation in service provision Transforming user experience Anticipatory service delivery, life cycle approach 	Tang Liheng , Deputy Director, Public Service Division under Prime Minister's Office Singapore (50 min) Q&A (10 min)

10:10 Bus departure to the Tampines Hub 51 Tampines Ave 4 Singapore 529684			
10.45-12:30	Site visit to the Public Service Centre/ Tampines Hub	Tampines Hub is Singapore's first-ever integrated community and lifestyle hub that brings together multiple agencies to offer a comprehensive and diverse range of services, programmes and facilities [detailed brief on the visit will be shared as part of Reading package]	Gail Tan
12:35 Bus departure to the GCPSE			
13:20-14:40	Luncheon Talk by Performance Management and Delivery Unit of Malaysia "Driving performance from the centre"	Delivery units as the tool to drive public sector performance: its design features, innovative tools, as well as collaborative capacity. Malaysia introduced the Performance Management and Delivery Unit (PEMANDU) in 2009. Since its inception, PEMANDU helped design and then facilitated the implementation of the National Transformation Program (NTP), a set of high-level strategic priorities of the government broken down into concrete interventions. NTP has been implemented by ministries, departments, and agencies (MDAs), while PEMANDU helped track, monitor, and de-bottleneck the process. PEMANDU became the largest and one of the most prominent DUs in the world, with many countries looking to learn from its experience.	WB + PEMANDU Reports
14:40-16:00 (Plenary room)	Approaches to Front Office Functions of OSS	Panel discussion: <ul style="list-style-type: none"> • Centralization (OSS in a capital) vs Access (many OSS around the country/mobile units) • Specialized Customer Service vs MDA staffed OSS • New vs Refurbished Buildings • Citizen experience: reactive vs proactive feedback 	Milena Harito , Minister of Innovation and Public Administration, Albania Kaneyasen Perumal , Deputy Director, NSU MoF, Malaysia Dr. Md. Abdul Mannan , Director (e-Service), Access to Information (a2i) Programme, PMO, Bangladesh Moderator: Jana Kunicova , World Bank

Annex 1: Workshop Agenda

<p>16:00-17:40 (coffee served on the side)</p> <p>Group 1: Board room, 8th floor</p> <p>Group 2: PECC, meeting room 7th floor</p> <p>Group 3: ESI, meeting room 10th floor</p>	<p>Breakout sessions on critical capacity gaps and institutional challenges</p>	<p>Tentative questions as follows</p> <p>Group 1: Vision/ Strategy/ Leadership</p> <ul style="list-style-type: none"> • What are the top features of your service delivery system that had to be in place BEFORE you embarked on the OSS? • Why would the OSS model not work unless you had those features in place? <p>Please zoom in:</p> <ol style="list-style-type: none"> 1. Strategy, whole of government approach 2. Institutional reform/ administrative reform in place 3. Legislation/ normative framework 4. What were the enablers <p>Group 2: Implementation/ Capacity/ Performance</p> <ul style="list-style-type: none"> • What are the top features that had to be in place when you embarked on the OSS? • Why would the OSS model not work unless you had those features in place? • What were the top three capacity challenges and how did you solve them? <p>Please zoom in:</p> <ol style="list-style-type: none"> 1. Modality of service provision [public, private, hybrid] 1. Financing models 2. Back end integration, data exchange, link to egov reform 3. Interface/user feedback 4. Performance management/ Evaluation/ KPI for OSS 5. What were the enablers <p>Group 3: Challenges/ lessons learned</p> <ul style="list-style-type: none"> • What were the top three technical challenges you encountered and how did you solve them? • What were the top three capacity challenges and how did you solve them? • What were the top three institutional/ leadership/political economy challenges and how did you solve them? <p>Group 4: Russian speaking (optional)</p>	<p>Each group has two facilitators (UNDP and WB) and appoints 1 rapporteur</p> <ul style="list-style-type: none"> • UNDP facilitators: • Robert Bernardo (IRH) • Aziza Umarova -for Russian speaking group (GCPSE) • Peter Vandepol (GCPSE) • Arndt Husar (GCPSE)
<p>17:45-18:40 (Plenary room)</p>	<p>Reporting back to the plenary, wrap up of Day 2</p>		<p>Jana Kunicova Arndt Husar</p>
<p>Bus leaves the GCPSE to the hotel at 7 pm</p>			
<p>FREE EVENING</p>			

Friday May, 5 2017. A Learning Journey to Malaysia

Time	Topic	Details	Participants
7:30 Departure of buses from the hotel to Johor, Malaysia [those living outside-please arrive before 7:20 at the hotel]			
9:00 – 9:15	Arrival of workshop delegates	UTC Johor, Jalan Trus Bandar Johor Bahru, 80000 Johor Bahru, Johor, Malaysia	All
9:15 – 9:30	Welcoming remarks & briefing 9 am onwards refreshments will be served	YBhg. Datuk Dr. Aminuddin Hassim, Director of National Strategy Unit, Ministry of Finance, Malaysia	NSU/MOF Malaysia
9:30 – 9:45	Presentation	Kaneyasen Perumal Deputy Director of National Strategy Unit, Ministry of Finance, Malaysia	NSU/MOF Malaysia
9:45 – 10:00	Q&A session		NSU/ MOF Malaysia, All
10:00 – 10:30	UTC Johor Bahru tour		NSU/ MOF Malaysia, All
10:30 – 10:45	Group photo & Drinks/ Coffee/ tea (optional)		NSU/ MOF Malaysia, All
10:45 – 11:15	Departure of delegates from UTC	Atrium, Pusat Bandar Pasir Gudang, Johor	All
11:15 – 12:15	Arrival of delegates at Mobile CTC, Pasir Gudang, Johor Bahru	<ul style="list-style-type: none"> Witness Opening Ceremony of Mobile CTC Program Mobile CTC service counter tour 	NSU/ MOF
12:15 – 1:15	Lunch at Mobile CTC Program venue	<ul style="list-style-type: none"> Lunch hosted by Pasir Gudang Member of State Legislative Assembly Friday prayer for muslim male delegates 	NSU/ MOF, All
14:15 onwards	Departure of delegates		All
Mid-afternoon	Back to Hotel & Rest	Park Alexandra Hotel, 323 Alexandra Road, Singapore 159972	All
19:00	Closing Reception Dinner	The Carvery at Park Alexandra Hotel , 323 Alexandra Road, Singapore 159972	All

ANNEX 2. List of Workshop Participants

	Name	Country	Designation/Organisation
1	Ms. Milena Harito	Albania	Minister/ Ministry of Innovation and Public Administration
2	Mr. Florion Serjani	Albania	Adviser to MIPA
3	Mr. Elvis Dako	Albania	Media
4	Mr. Merouane Arim	Algeria	Programme Analyst/UNDP Algeria
5	Ms. Belabass Yasmine	Algeria	Head of Project on Modernization of the Administration/ Ministry of the Interior
6	Mr. Merzak Belhimuer	Algeria	General Director/ Ministry of Foreign Affairs
7	Mr. Kamran Agasi	Azerbaijan	Director /Innovations Center of the State Agency for Public Service and Social Innovations
8	Dr. Md Abdul Mannan	Bangladesh	Director, e-Services, Access to Information, Prime Minister's Office
9	Mr. Mazedul Islam	Bangladesh	Coordinator/ Access to Justice programme/ UNDP
10	Mr. Saadi Assoumani	Burundi	Tehncial Advisor for Administrative Reform/ UNDP
11	Mr. Soy Reasey	Cambodia	Deputy Director of General Department/Civil Service Policy
12	Mr. Seat Vichet	Cambodia	Director of Department/ Public Service
13	Mrs. Dra. Mayra Suely Santos Silva	Cape Verde	Director/ "Casa do Cidadão"(the one stop shop unity)
14	Mr. Usen Suleimen	Kazakhstan	Ambassador Extraordinary and Plenipotentiary of the Republic of Kazakhstan
15	Mr. Ablaihan Ospanov	Kazakhstan	Chairman of the Managing Board/ Noncommercial joint-stock company "State corporation "Government for Citizens"
16	Ms. Sabina Tauan	Kazakhstan	Head of Department, Public Service Center of Medeu district, Almaty City
17	Ms. Nazgul Bazhayeva	Kazakhstan	Head of Public Services Optimization Department / Ministry of Information and Communication of the Republic of Kazakhstan
18	Mr. Arman Baissuanov	Kazakhstan	Deputy Director of Multilateral Cooperation Department / Ministry of Foreign Affairs
19	Mr. Dilzhan Yergaliyev	Kazakhstan	Project Expert of the ACSH
20	Mr. Kaneyasen Perumal	Malaysia	Deputy Director, National Strategy Unit
21	Mr. Kamaruzaman Mahmood	Malaysia	Deputy Director, National Strategy Unit

	Name	Country	Designation/Organisation
22	Ms. Rabiahtuluuduyah Binti Nordin	Malaysia	Deputy Director, National Strategy Unit
23	Ms. Zaisiyani binti Zainol Abidin	Malaysia	Chief Assistant Director, National Strategy Unit
24	Ms. Nur Azalila Binti Shufa'at	Malaysia	Chief Assistant Director, National Strategy Unit
25	Mr. Ku Kok Peng	Malaysia	Executive Vice President & Partner, PEMANDU
26	Mrs. Lilia Palii	Moldova	Government Secretary General
27	Ms. Dafina Gercheva	Moldova	UNDP Moldova/ RR
28	Ms. Swe Swe Naing	Myanmar	Deputy Director General/ General Administration Department, Joint Secretary, OSS Implementation Working Committee
29	Mr. Ye Min Myat	Myanmar	Assistant Director/General Administration Department
30	Mr. Myo Oo	Myanmar	Director/Land Management and Statistics Department
31	Mr. Thet Tin	Myanmar	Director/ Vice President Office
32	Ms. Leona Ann Christine Dellnaes	Myanmar	Output Lead and Programme Specialist/ UNDP
33	Ms. Jessica Price	Myanmar	Programme Analyst/ UNDP
34	Ms. Mon Mon Thein	Myanmar	Programme Analyst/ UNDP
35	Mr. Mohan Krishna Sapkota	Nepal	Secretary/ Ministry of General Administration
36	Ms. Nita Pokhrel	Nepal	Joint Secretary/MOGA
37	Mr. Ram Kumar Acharya	Nepal	Secretary/ Office of the Prime Minister and Council of Ministers
38	Dr. Hari Paudel	Nepal	Joint Secretary/ Ministry of Federal Affairs and Local Development
39	Mr. Resham Kandel	Nepal	Under Secretary/ Ministry of Federal Affairs and Local Development
40	Ms. Sophie Kemkhadze	Nepal	Deputy Country Director for Program/ UNDP Nepal
41	Mr. Yam Nath Sharma	Nepal	Assistant Country Director/ UNDP
42	Mr. Kayathiri Kumaran	Sri Lanka	UN Field Coordination Officer
43	Mr. Rajendrakumar Ganesarajah	Sri Lanka	Assistant Country Director, Governance for Empowerment and Social Inclusion/ UNDP
44	Ms. Veronica Motalane	South Africa	Chief Director/ Service Delivery Improvement and Initiatives (Service Delivery)

Annex 2: List of Workshop Participants

	Name	Country	Designation/Organisation
45	Ms. Marie Van Blerk	South Africa	Chief Director/Public Service Access Mechanism (Research and Policy Analysis)
46	Ms Lynette Sing	South Africa	Chief Director/ Integrated Public Sector Reform (Research and Policy Analysis)
47	Mr Metsantika Seopela	South Africa	Director/ Frontline and Service Centres (Service Delivery)
48	Mr. Anthony Cameron	Tajikistan	UNDP (UNLP)
49	Ms Shahlo Shoeva	Tajikistan	UN Women
50	Mr. Masud Khalifaev	Tajikistan	MFA
51	Mr. Arndt Husar	Germany	UNDP GCPSE
52	Mr. Robert Bernado	Philippines	UNDP IRH
53	Ms. Aziza Umarova	Uzbekistan	UNDP GCPSE
54	Ms. Nurina Widagdo	Indonesia	UNDP GCPSE
55	Mr. Petrus Vanderpol	Netherlands	UNDP GCPSE
56	Mr. Nigel Goh	Singapore	UNDP GCPSE
57	Mr. Matthew Coghlan	Australia	UNDP GCPSE
58	Ms. Aida Arutyunova	Armenia	UNDP
59	Mr. Anga Timilsina	Nepal/	UNDP
60	Ms. Jana Kunicova	Malaysia	WB
61	Mr. Lars Grava	USA	WB
62	Ms. Kimberly D. Johns	USA	WB
63	Mr. Shomikho Raha	USA	WB
64	Mr. Zubair Khurshid Bhatti	Myanmar	WB
65	Mr. Soren Peder Davidsen	Denmark	WB
66	Mr. Ramesh Siva	USA	WB
67	Mr. Siou Chew Kuek	Singapore	WB
68	Ms. Natasha Beschorner	Singapore	WB
69	Ms. Chancey Lee Pacheco	Malaysia	WB
70	Ms. Helene Pfeil	Slovakia	WB

