ASSESSMENT REPORT ON PUBLIC SERVICE DELIVERY SYSTEMS IN ASEAN MEMBER STATES

Assessment Report on Public Service Delivery Systems in ASEAN Member States

The ASEAN Secretariat
Jakarta

ISBN 978-623-6945-38-4

9 786236 945384

ASEAN: A Community of Opportunities for All

FOREWORD

Leveraging public service delivery is considered one of the crucial mechanisms towards economic and social development. Through high standards and high-quality public service delivery, sustainable wellbeing of citizens and inclusive development will be achieved. However, with the complexity and uncertainty of today's world, individual countries alone will not be able to navigate through such challenges. It is particularly vital for ASEAN Member States (AMS) to push forward the improvement of public service delivery through regional collaboration and sharing of cutting-edge practices, unique expertise, and lesson learned.

The development of this report took place in 2019-2021 and was led by the Ministry of Civil Service of the Kingdom of Cambodia, under the ASEAN Plus Three Cooperation on Civil Service Matter (ACCSM+3) Work Plan 2016-2020 and received support from the ASEAN Plus Three Cooperation Fund (APTCF). The report focuses on aspects of service delivery principles, practices, policy development, coordination, and monitoring and evaluation. It identifies practices, policy development, and challenges of public service delivery across ten ASEAN Member States and presents best practices from the region and the Plus Three Countries (China, Japan and, Republic of Korea). The report also provides recommendations on policies and reform for better public service delivery in ASEAN.

In this regard, I would like to express my sincere appreciation to the ten ASEAN Member States and individuals who contributed to the development of this report. I hope that this report will help guide the future and continuous improvement of public service delivery.

M.L. Patcharapakorn Devakula
Secretary General
Office of the Civil Service Commission, Thailand
Chair of the 20th ASEAN Cooperation on Civil Service Matter

FOREWORD

ASEAN has witnessed rapid socio-economic development in the last decade, as shown by the constant increase of the Growth Domestic Product and the rise of Human Development Index (HDI) across the ten ASEAN Member States[1]. The increase of citizens' income has led to the rise of their expectations towards public services that respond to their individual needs and improve their quality of life. Hence, ASEAN Member States have been preparing themselves to build and sustain a high performing, dynamic, and citizen-centric civil service that is responsive to the challenges and opportunities afforded by new technologies and innovation while building resilience against potential disruptive effects, including the impact of the COVID-19 pandemic.

Against this background, the Assessment Report on Public Service Delivery Systems in ASEAN Member States was developed to foster knowledge sharing and inspire Member States in further improving the quality and effectiveness of public service delivery. The Assessment Report highlights the different public service delivery systems across ASEAN Member States which are influenced by, among others, country development, administrative traditions and governmental systems. The Assessment Report includes policy recommendations to improve public service delivery, including greater involvement of local governments, complaint-handling mechanism, and utilisation of advanced technology.

The Assessment Report is an initiative under the ASEAN Plus Three Cooperation on Civil Service Matters (ACCSM+3) Work Plan 2016-2020 led by the Ministry of Civil Service of the Kingdom of Cambodia with the support of the ASEAN Plus Three Cooperation Fund (APTCF) and ASEAN Secretariat. Started in 2019, the development of this Assessment Report involved extensive consultations and survey with civil service agencies of ASEAN Member States and the Plus Three Countries including two regional workshops conducted in Siem Reap, Cambodia on 29-31 July 2019 and 27-29 November 2019. This Assessment Report was then endorsed ad-referendum by ACCSM on 12 March 2021. The findings provided inputs to the development of the ASEAN Guidelines on Public Service Delivery last year.

I am confident that the findings and recommendations presented in this Assessment Report are useful to foster knowledge and experience sharing in enhancing the delivery of public service that is responsive, open and adaptive to the needs of our people.

KUNG PHOAK
Deputy Secretary-General of ASEAN
For ASEAN Socio-Cultural Community

---

[1] The ASEAN Secretariat, *ASEAN Statistical Yearbook 2020*, https://www.aseanstats.org/wpcontent/uploads/2020/12/ ASYB 2020.pdf

FOREWORD

After becoming a member of ASEAN in 1999, Cambodia has actively contributed to ASEAN community building efforts. With breakneck growth rate of population, the demands for swift and quality public service delivery significantly accelerate nationwide. By the amalgamation of the Council of Administrative Reform, the State Secretariat for Civil Service, and the Royal School of Administration, the Ministry of Civil Service was established in 2013. The Ministry of Civil Service has its function and mission to lead, manage, and develop civil service sector in Cambodia and achieves remarkable reforms including progressive quality of public services, human resource development, institutional capacity building, remuneration reform, and establishment of an administrative system keeping pace with the advances of modern technology in the world and in line with the current situation in Cambodia. Despite the current outbreak of Covid-19 pandemic, the public service delivery never seems to pace down. Civil servants learn to live in new normal and perform their tasks as usual; civil servants who provide direct public service must come to office by following strictly the measures of the Ministry of Health including wearing masks, checking body temperature, washing hand regularly, keeping social distance, improving personal hygiene, and getting Covid-19 vaccines. In the context of Cambodia, a robust and resilient system of governance under the leadership of **SamDech Akka Moha Sena Padei Techo Hun Sen**, Prime Minister of the Kingdom of Cambodia, has helped Cambodia resolve Covid-19 crisis in providing top-notch public services.

In willing to contribute to quality public service delivery, Ministry of Civil Service proposed the implementation of the project to develop a guidance document for ASEAN to improve the quality of public service delivery and an assessment report to inform the current system of public service delivery of the ASEAN Member States. With enormous thanks to all the ASEAN Member States for contribution and collaboration, the ASEAN Plus Three Cooperation Fund, the consultants and their team members, as well as ASEAN Secretariat for support and great coordination, the project has become part of the ACCSM work plan for the year 2016-2020 and has gone through various stages of regional workshops, countless surveys and research, and tirelessly discussion and analysis. All in all, it is our great pleasure that the ASEAN Guideline on Public Service Delivery and Assessment Report on Public Service Delivery System in ASEAN Member States are finally put in place.

I am optimistic that a well-written and comprehensive collection of principles, best practices, challenges, and recommendations encompassed in this assessment report offers useful and practical information to the public service delivery policy makers, practitioners of the ASEAN Member States, and researchers for their policy development and implementation in pursuing the goal to achieve quality public services, well-being, and prosperity of their citizens and nations at the present time and in the post covid-19 pandemic context.

PRUM SOKHA
Minister of Civil Service, Cambodia

ACKNOWLEDGMENTS

The Assessment Report on Public Service Delivery Systems in ASEAN Member States (AMS) was concluded as part of the project planned in the ASEAN Plus Three Cooperation on Civil Service Matters (ACCSM+3) Work Plan 2016-2020. The project is coordinated by the Ministry of Civil Service of the Kingdom of Cambodia with the support of the ASEAN Secretariat and ASEAN Plus Three Cooperation Fund (APTCF). The Assessment Report was finalised and endorsed after close consultations with the civil service agencies of ASEAN Member States and the Plus Three Countries in 2019-2021.

The Assessment Report provides an overview of public services of ASEAN Member States and challenges in the delivery, best practices of ASEAN and the Plus Three Countries (China, Japan and Republic of Korea), and recommendations for better public service delivery.

This Assessment Report complements the ASEAN Guidelines on Public Service Delivery[2] that was ad-referendum adopted by the ASEAN Heads of Civil Service on 30 October 2020.

Sincere appreciation goes to the following individuals for their technical contributions to this Assessment Report:

---

[2] https://asean.org/?static_post=asean-public-service-delivery-guidelines

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

SUMMARY OF THE ASSESSMENT REPORT

The report assesses public service delivery in ten ASEAN Member States (AMS), by focusing on aspects of service delivery principles/standards, practices, policy development, coordination, monitoring and evaluation. Specifically, the report has three objectives, inter alia, to identify practices, policy development, and challenges facing public service delivery along ten AMS through knowledge sharing, experiences, and cooperation in the area of public service delivery; identify best practices in public service delivery which can serve as a model for improving public service delivery in ten AMS and complemented with best practices in China, Japan, and South Korea (gleaned from desktop research); and identify challenges in improving the quality of public service delivery and recommendations on overcoming such for better public service delivery. Content of this report go as far as providing answers to objective one and two, while the outcome of the workshop in combination review of best practices on public service delivery in China, Japan, and South Korea which will be complemented by visits by AMS to the two countries in future, will help to find answers to the last objective of the project.

The ASEAN region is on high economic development trajectory, with most of AMS having transitioned from low to middle income countries. Consequently, the remarkable economic progress ASEAN has achieved, has led to improvement in living standards of most but all of its citizens. A small proportion of the population in ASEAN, albeit deceasing overtime, still affected by poverty. Rising income inequality is also a social problem that affects almost all AMS. This assessment report examines the selected critical indicators such as the legal and institutional framework, service standards or principles, policy development process, performance on governance indicators, human development, business climate, and electronic government development and deployment.

With respect to public service delivery, based on report results, AMS have made progress in improving public service delivery input, process, and performance by among other things, increasing public participation in the public delivery process, enhancing access to basic services through adopting and deploying e-government, decentralization of basic functions from national to sub national governments, increasing the adoption of good governance practices and raising competence of the bureaucracy.

Nonetheless, the adoption of measures to improve public service delivery among AMS, varies by AMS, with more developed nations in generally registering relatively better performance on most indicators used to gauge performance in this report than those that are less developed. This is indeed the main challenge, and is rationale for this project, which is to foster knowledge exchange and sharing which in turn is expected to enhance learning best practices in the realm of public service delivery among AMS. Consequently, AMS disparity in public service delivery across ten AMS will diminish, creating an equitable, inclusive, and sustainable wellbeing form all. Up skilling as reflected in performance on ASEAN still have significant

challenges of delivering better public services, achieving greater transparency in government and having more involvement in the public decision-making.

The report results highlight disparity and variation across ten AMS across all the dimensions that were used to gauge public service delivery. Make the region has the unique situation yet challenges to implement the effective public service delivery. The report recommends policies and reforms for improving governance, particularly in the area of participation and greater involvement of local governments in the region. In addition, the partnership and the use of information and communication technology (ICT) is another way that governments in ASEAN can take to improve the efficiency and effectiveness of public service delivery system.

CHAPTER I
PROJECT HISTORY, GOALS, AND IMPLEMENTATION PLAN

A. BACKGROUND

The Association of Southeast Asian Nations (ASEAN) comprises ten member states: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, and Viet Nam. The ASEAN Member States (AMS) share both commonalities and differences in term of various aspects, among others are socioeconomic development, nature, culture, history, and composition of political institutions. Today, ASEAN becomes one of the biggest regions in the world that posts rapid economic growths. With the total population as of 642.1 million people (ASEAN Secretariat 2018), the ten AMS contribute to the total of US$ 2.7 trillion (Statista, 2019) in the combined Gross Domestic Product (GDP). Despites of the various challenges that ASEAN faces (such as inequality for instance), ASEAN has registered significant improvement in social welfare as well. This is reflected in achievements ASEAN has made on various social indicators that include access to sanitation, education, health and other public services. Not to mention, the good performance of Human Development Index (HDI) that have been achieved by AMS. The three AMS have a very high HDI category, which includes Brunei Darussalam, Malaysia and Singapore. While Thailand has a high HDI rank, the rest of AMS are in the medium category (ASEAN Secretariat, 2018).

AMS governments face new challenges as the economies as which most of AMS have transitioned from low to middle income countries. Some challenges, among others include households and business sectors expect better public services, greater transparency in government and more involvement in the public decision-making. It is assumed that the economic performances of the economies go hand in hand with the government' performances in the region, as also reflected in Asia region (Deolalikar, Jha, Quising, 2015).

From the historical perspective, based on the wide range of diversity in ASEAN, if we take each AMS as a single entity, each AMS has a different colonial history. Malaysia, Myanmar, and Singapore were influenced by the British colonial government; while French colonial legacy left its mark on Cambodia, Lao PDR and Viet Nam. Indonesia had a fairly long Dutch colonial experience and briefly with Japan. The Philippines had more to do with the American and Spanish colonial governments. In terms of ideology, we can find different ideologies in in AMS ranging from communism in Lao PDR and Viet Nam, Islam in Brunei Darussalam and Malaysia, liberal democracy in the Philippines and state developmentalism in Singapore, to Pancasila in Indonesia. Doubtless, all the above factors have shaped and influenced the nature, direction, and in part, the form of social, economic, and political development in ASEAN, and its achievements in public service delivery.

B. OBJECTIVES

The ultimate goal of the Project is to contribute to the implementation of quality and effective public service delivery systems in ASEAN Member States. To achieve this goal, the Project has the following objectives:
  a. To strengthen networking in sharing knowledge, best practices, experiences to enhance cooperation on public service delivery among ASEAN Plus Three Countries through regional workshops and study visits;
  b. To develop an Assessment Report on Public Service Delivery Systems in ASEAN Member States; and
  c. To develop the ASEAN Guideline on Public Service Delivery.

C. SIGNIFICANCE

Public service delivery system can be one of the contributing factors on how to tackle the current various challenges in ASEAN region. It also can be a benchmark on how far the governments in achieving their goals and targets in the relevant development sectors, as well as the reflection of how efficient the performances of the governments in managing their tasks. In this regard, however, conducting standardized public service delivery systems among AMS is not an easy task. There are many factors that give significant influences to the proper public service delivery system in each AMS, let alone in the ASEAN region. Those factors are ranging from models and approaches adopted, as well as various factors such as cultural, political institution, values, and norms of the public service delivery. Aside from those factors, the level of economic development also contributes significantly to the availability of technical and financial resources to finance public service expenditure. In addition, other factors that influence the public service delivery system include national policy, reforms made and those underway in the realm of public service delivery system.

The performance of ASEAN governments with respect to some key indicators can be gauged from the quality of public service delivery that are available for its citizens in each member state. Some of the indicators of government performance include government effectiveness, transparency, ease of doing business and regulatory quality and framework. The performance of the ten AMS along the dimensions of the four indicators, falls into three broad categories, inter alia, highly advanced performance, represented by Singapore; advanced performance, such as Brunei Darussalam, Indonesia, Malaysia, the Philippines, Thailand, and Viet Nam; and less advanced performance consists of Cambodia, Lao PDR, and Myanmar (https://govdata360.worldbank.org/indicators).

To that end, considering the disparity in the dynamics of public service delivery systems in ASEAN region, it is deemed necessary and timely for the ASEAN to harness collaboration which is spearheaded by the Ministry of Civil Service (MCS) of the Kingdom of Cambodia with the support from the ASEAN Plus Three Cooperation Fund (APTCF), to implement the Project

called "ASEAN Guideline on Public Service Delivery" (hereinafter referred to as "the Project"). The project falls under the Work Plan 2016-2020 of ASEAN Plus Three Cooperation on Civil Service Matters (ACCSM+3). The project, based on the mandate, will produce two deliverables; inter alia, "Assessment Report on Public Service Delivery Systems in ASEAN Member States" and "ASEAN Guideline on Public Service Delivery". The project process is expected to receive guidance and inputs from MCS and ACCSM.

D. DATA COLLECTION

There were several activities in the project, namely primary and secondary data collection. The collected data and information were derived from various resources. The primary data on public service delivery systems and performance in the ASEAN were collected mainly from the policy makers through the focal points in each AMS. Besides policy makers, data and information were   experts on public service delivery.

The consultant team made consultations with resource persons from the organizations that are responsible for basic services, including, home affairs, public services/administrative, education, health, public works, and finance/investment. Nonetheless, given the trans-boundary nature of the assessment exercise, the consultancy team also had to obtain information and data from resource persons, who are not directly involved in the delivery of basic public services such ministry foreign affairs. Table 1 presents the list of departments/ministries and agencies the consultancy team sought and obtained data through Focused Group Discussions (FGDs), interviews, and secondary data and information concerning various aspects of public service delivery systems.

Table 1. List of the Resource Agencies

No	AMS	Resource Agencies
1.	Brunei Darussalam	Prime Ministry Office, Ministry of Education, Ministry of Finance, and Ministry of Health
2.	Cambodia	Council for Development of Cambodia, Ministry of Civil Service, Ministry of Education, Youth, and Sport, Ministry of Health, and Ministry of Public Works and Transport
3.	Indonesia	Ministry of Administrative and Bureaucratic Reform
4.	Lao PDR	Ministry of Home Affairs, Ministry of Education and Sport, Ministry of Public Health, Ministry of Finance, and Ministry of Planning and Investment
5.	Malaysia	Public Service Department (*Jabatan Perkhidmatan Awam*)
6.	Myanmar	ASEAN Resource Centre, Civil Service Selection and Training Department, Union Civil Service Board; Ministry of Education; Ministry of Health and Sports; Ministry of Investment and Foreign Economic Relations; Ministry of Planning and Finance; Union Attorney General Office, Union Civil Service Board

7.	Philippines	Civil Service Commission and Department of Public Works and Highways
8.	Singapore	Public Service Division, Prime Minister's Office
9.	Thailand	Public Service Delivery Commission
10.	Viet Nam	Ministry of Home Affairs

The techniques to gather the primary data was using face to face interviews and the focus group discussions. AMS that facilitated the consultant team with the focus group discussions were Brunei Darussalam, Cambodia, Malaysia, Myanmar and Thailand. Meanwhile, in the case of Singapore, the focal points provided the consultant team with consolidated written responses to the questionnaire for easy coordination on the data collection among the various focal points/government agencies.

The assessment also used secondary data that were drawn from published official and academic reports, official agencies of AMS, official websites of relevant agencies in AMS, other relevant organizations, and direct consultations with the AMS focal points. Various data collection methods were employed that included literature review of existing theoretical and empirical studies on public service delivery related issues, AMS documents and reports, laws and regulations on civil service in ten AMS, and other related publications from the World Bank and other multinational organizations such as United Nations (UN) groups, Asian Development Bank (ADB), and other credible sources. Besides, the consultant team obtained expert opinion and information through interviews with academia. Table 2 depicts the list of institutions where consultant team conducted interviews for additional information on aspects of public service delivery systems.

Table 2. Resources Agencies from Academia

No	AMS	Resource Agencies
1.	Brunei Darussalam	Universiti Brunei Darussalam
2.	Indonesia	Universitas Gadjah Mada
3.	Malaysia	Universiti Kebangsaan Malaysia and Tun Razak University
4.	Thailand	King Prajadhipok's Institute and National Institute of Development Administration

E. CONSTRAINTS AND LIMITATIONS OF THE CONSULTATION PROCESS

One of the obstacles the team faced during data collection was the unavailability of all the data required in English on websites of some of the agencies in some of the AMS visited. Consequently, the consultant team was unable to obtain sufficient data on all aspects of public delivery system in each AMS. The implication of that was that while the consultant team as able to get a comprehensive picture of various aspects of public service delivery systems where all necessary primary and secondary data were available that was not the case in other cases were that proved difficult.

Another obstacle was the limited number of departments and agencies that provided data to the team during visits to some AMS. Thus, the number of departments and agencies that provided the consultant team with data necessary to assess various aspects of public service delivery system varied. Consequently, there was disparity in the comprehensiveness of both primary and secondary data obtained by the consultant team, which influenced assessment report findings on the portrait of public service delivery system in each AMS that is presented in this assessment report.

CHAPTER II
ASSESSMENT FRAMEWORK

A. INSTRUMENT AND INDICATORS

Prior to data collection, the consultant team developed an instrument that served as guidance in obtaining primary and secondary data. The instrument was based on indicators or dimensions of public service system and public service performance. The indicators were compiled from a comprehensive review of literature on public service systems and performance from extant theoretical and empirical studies, as well as from Ministries or organizations that are charged with managing, administering and controlling the conduct of public service in ten AMS. Efforts were made to identify commonalities among such indicators for comparison purposes. The components and indicators are presented as follows:

Table 3. Components and Indicators

No	Components	Indicators
1.	Basic Data	▪ Government System (Unitary, Confederation, Federalism) ▪ Legal System (Civil Law versus Common Law) ▪ Bureaucracy System (vis-à-vis Legislature or Political Parties) ▪ Key Stakeholders (Private and civil society role) ▪ Geography
2.	Inputs	▪ Availability of budget (Based on the Indonesian Constitution, the education sector receives 20% of the total budget; health x %; infrastructure y%) ▪ Format of budget (value-based budgeting or conventional budgeting system) ▪ Accountability system (National budget or local budget) ▪ Resources (number of public servants, remuneration system, performance system) ▪ Legacy System (based on the colonial system or new system)
3.	Processes	▪ Law on Public Service Delivery System ▪ Institutional Arrangement on Public Service Delivery System (Who does what: Formulation, Coordination, Monitoring, Evaluation) ▪ Role of Government (Central, Province, Local, Non-gov, Partnership) ▪ Policies and Program on Public Service Delivery ▪ Reforms in Public Service Delivery (Innovations: ex. One Stop Services, e-Government) ▪ Centre In-charge of Reform Process (Minister of Administrative Reform or Vice President)
4.	Outputs/Performance	▪ Human Development Index ▪ Corruption Index ▪ Transparency Index ▪ Government Effectiveness

		▪ Ease of Doing Business Index
		▪ Global Competitiveness Index
		▪ ICT Development Index
		▪ E-Government Development Index
		▪ Regulatory Quality Index

B. LITERATURE REVIEW ON THE PUBLIC SERVICE DELIVERY

Previous literature on public service delivery reforms identifies five theoretical perspectives on determinants of public service delivery performance and improvement, inter alia, resources, regulation, organization, market structure, and management (Boyne, 2003). With regards the resources theory, it posits that an increase in public spending *per se* contributes to an increase in the quantity and quality of public services. The three has two versions. The strong version states that an increase in resources spent on public service delivery is sufficient to trigger an increase in public service quantity and quality, while the weaker version, considers an increase in spending on public service delivery as a necessity but not sufficient condition for improvement in the quality of public service delivery. The theory faced strong criticism who noted absence of a strong link between an increase in government expenditure, leading to budget deficits, and improvement in public services, pathologies in the bureaucracy that arise out of self-interest, meaning that increasing public expenditure as such does not guarantee improvement in public service quality. Indeed, based on extent empirical research, indications show that in general increase spending on public service delivery positively influences the quality of services. Increased spending influences public service delivery indirectly through the increased availability of real resources, rather than directly. However, increasing spending is not the only way to improve public service delivery (increasing public service expenditure is not a sufficient condition).

Public finance is the major source of finance for public organizations. Consequently, public service organizations operate under various regulations that regulate what is delivered, which party has the authority to deliver the services, details on acceptable practices, quality and quantity, cost, standard operating procedures, are subjected to various accountability measures that range from auditing, financial controls, performance indicators, disclosure of financial positions in periodic reports. Regulation is posited to have positive effect on the performance of public service delivery if regulators are more knowledgeable about ways to improve public service performance than local agencies. On the contrary, if local agencies have higher expertise, hence more knowledgeable, than regulators, a plethora of regulation that is aimed at ensuring accountability of public service providers may end up undermining public service delivery quality. A regime of a spate of regulations on a certain service from various agencies, creates a variety of expectations that the public service organization that is charged with delivering public services must meet; is a source of conflicting interests; 'demotivates and confuses public service providers', which undermines the quality of public services. Research on the relationship between regulatory regime (proxied by number of regulatory bodies) and

public sector performance is by and large inclusive, making it an area that requires further research D'Aunno, Hooijberg, Munson (1991) and Wolf (1993) as cited by Boyne (2003).

Creating conditions which have been associated with improvement in the quality of services and products in the private sector into the public sector, including in the realm of public service delivery: competition (Boyne, 1998; Hilke, 1993). The existence of competition in the provision of services among public organization as well as between public organizations and private organizations, is expected to promote efficiency, innovation and effectiveness, leading to public service quality. Critics of the model note that few suppliers, high information and asset specificity, and hence high transactions costs characterize public service delivery more often than not. To that end, large and monopolist-providers are often a more feasible option than many providers. Opening public service delivery to competition has also been decried for increasing the cost of access to services, thereby reducing access of underprivileged groups in society who are in great need of such services, as they have no alternative. Thus, introducing market concept into public service delivery has in many cases spiraled into higher social inequality (Le Grand & Bartlett, 1993; Udehn, 1996). The relationship between opening up public service delivery to many providers, given conditions that characterize public services (bureaucracies, high information and asset specificity, and high externalities) and performance of public services is not easy to predict beforehand, as it depends on institutional context on the ground society.

Nonetheless, as noted, large public sectors are a necessity in small, remote, sparsely populated, diverse polities (can be states or local governments), because political contexts obviate any possibility of rationalizing and consolidating the conduct of public service delivery in each polity. In fact, in such contexts, the public sector assumes so much role and importance in the survival and sustenance of communities (the case of many small, remote, balkanized states and decentralized developing nations) that what in other locations would be deemed large is insufficient, given the challenges facing public service delivery (Horscroft, 2014).

The theory perspective that management plays a positive role in public service delivery performance is another area while has not received as much attention as in the private sector, the advent in New Public Administration means that there is need for increased attention for the potential benefits to public service delivery. Strands of thought on the relationship between management and public service performance are along the following lines. Management style is posited to contribute to better organizational performance. This is especially so for charismatic and transformational leadership. If that is the case, then a change in management from transactional to transformational leadership should lead to an improvement in the public service delivery (Boyne, Day, & Walker, 2002); organizational culture impacts on organizational performance, with organizations that emphasize results over procedures expected to show higher performance; human resource approach (hard versus soft approach) and organizational performance (organizations that build a humanistic, caring culture for employees (soft culture) are expected to outperform those that treat employees as instruments that are there to exploit and manipulate for their labor; strategic planning has

been associated with improvements in performance in private firms; and strategic content (which refers to what public organizations do as reflected in their strategic stance in markets they operate, and steps they take to execute their strategic stance (dropping services, widening customer base, offering new services to old markets or into new markets, among others).

Drivers of the need for public service reform, include rapidly changing customer expectations, changing demographics, democratic wave and rising demand for public participation in public policy process, budgetary constraints that public service are facing hence the demand to deliver value for public resources spent, hence the adoption of outcome or results based budgeting approach, the re-engineering of public service delivery, global competition for investment, increasing importance of technology especially ICT, in public service delivery.

Consequently, the need for public sector reforms has been urgent, and for many governments, national priority. Today, given the above factors, the delivery of public services cannot be made based on solely perspectives and interests of the bureaucracy, but increasingly demand taking into consideration if not prioritizing interests and aspirations of the customers (individual and corporate users, communities, businesses, other state and non-state actors). Some of the public sector reform initiatives have included, government process re-engineering that incorporates the contribution of user inputs into policy design, formulation, implementation, monitoring and evaluation; combining capabilities and organizational cultures of public and private sector organizations; adoption of technology in product and service delivery; development and implementation of customer centric public service delivery models that among other factors require better understanding of public service users, especially their experience in using services, their diversity, cost, and attitudes.

C. THE NEEDS FOR PUBLIC SERVICE REFORM

Public service reform has indeed become a serious concern of academics (Barabashev & Straussman, 2007; Painter, 2010; McCourt, 2018a, 2018b), and experts working in international development institutions (Shah 2005, World Bank, 2018). The reform was carried out in order to improve delivery of services to meet citizen expectations (World Bank, 2018). It focused on efforts to improve public service delivery in order to be more efficient, effective, accessible, inexpensive, fast, fair and accountable.

Public service delivery is an activity that involves a complex bureaucracy (Mansoor & Williams, 2018) and unpredictable. The process is also inseparable from the socio-cultural and political conditions in which the bureaucracy works. Each country has a different colonial history so that it has a varied work culture, competency and institutional structure. Therefore, the performance of public service delivery in each country will vary, which in turn will have an impact on the development and welfare of the people.

D. VARIOUS MODELS OF PUBLIC ADMINISTRATION

The development of public service delivery is very closely related to developments that occur in the thinking of public administration. This thought can be traced at least since the 1950s, where the development of the theory of public administration has shifted in its focus and orientation. In practice, public service reform carried out in developing countries is a reflection of what has been done in developed countries. For a brief discussion, this section will discuss four main models, namely the Old Public Administration, the New Public Administration, the New Public Management and the New Public Service.

The Old Public Administration (OPA) view was strongly influenced by Max Weber's idea of a modern bureaucracy that emphasized hierarchy and meritocracy. Weber criticized the practice of previous bureaucracy that was very dominated by patronage and favoritism in decision-making and employee appointments. Through centralized control, clear rules and guidelines, a clear separation between policymaking and its implementation and a clear organizational structure, the bureaucracy is expected to work efficiently and effectively. Bureaucratic rules and compliance by executors to their organizations are the main elements of working public service delivery. The government's main role is 'rowing' in various public services through the government bureaucracy.

In the 1970s with the New Public Administration (NPA) paradigm, the idea of efficiency and effectiveness was questioned because it did not address issues related to social justice in the delivery of public services. Efficiency and effectiveness formulated by bureaucratic officials through budget and employees' cuts often cause injustice in public services that must be accepted by citizens. The orientation of the internal interests of the bureaucracy defeats values oriented to the public interest. For example, for the efficiency of public services, regions that are not easily accessible (remote areas) are not provided with sufficient education, health, transportation or clean water services. Therefore, the New Public Administration adds the issue of social justice as an important part of public service.

Fifteen years later, New Public Management (NPM) developed along with privatization in the United Kingdom (UK) where public service delivery had to put more emphasis on output with managerial models that mimicked the style of private companies and applied the principles of competition. They emphasize the importance of entrepreneurial leadership in every public organization rather than just obeying existing rules. In addition, control of inputs and outputs, performance management, monitoring and evaluation, and auditing are important elements that must be carried out by the organization (Christensen and Laegreid, 2007; Cheung, 2011). The government functions only as 'steering' organization because the execution of services is given to the private sector and non-governmental institutions that are arm's length bodies.

New Public Management began to be questioned because there was too much emphasis on technical and economic rationality and self-interest. This idea also tends to reduce the role of the government in public services, which in turn services that are received by citizens actually

decrease in quality. The New Public Service (NPS) shifted its previous view by focusing on strategic rationality and citizen interests. The new view places public service as a process involving various actors such as politicians, bureaucrats, citizens, and the private sector (Denhardt and Denhardt, 2000 & 2011). The existence of a citizen is not only seen as a customer but an agent for himself who has the right to be involved in policy making and public service (Holmes 2011, World Bank, 2018). The government plays its function as a 'serving organization' by building coalitions with various organizations.

E. PRINCIPLES OF PUBLIC SERVICE DELIVERY: TRANSPARENT, PARTICIPATORY AND ACCOUNTABLE

With the development of the NPS model both theoretically and practically, many countries have begun to apply the principles of public service delivery by emphasizing three aspects, namely transparency, participation and accountability. This is in line with the development of good governance practices that are echoed by the World Bank, UNDP, ADB and other international development institutions.

Transparency relates to the disclosure of information provided by government institutions in public services. In many developing countries, the issue of transparency is still a serious problem. Government budgets that have been discussed through parliament are often difficult for citizens to access. Even in various countries, bureaucrats still consider that the government budget is a confidential document that the public must not know. Transparency issues also relate to public services and policies run by the government. Licensing services often do not provide clear information about the time, costs, and procedures needed by residents.

Participation is related to the involvement of the public both in the process of policy formulation and policy implementation. In various developing countries, the policy formulation process is still state-centered, which then tends to ignore the interests of citizens who will be affected by policy. Many legal rules or regulations are made using only the perspective of the interests of the government, while the interests of citizens are not taken into account. Public participation will determine the quality of regulations and the implementation of various public services, respond to public needs and control the functioning of government institutions.

Accountability is related to how the actions of a public official must be accountable. According to Dwivedi and Jabbra (1995: 5), "accountability is the method by which a public agency has a duty and obligations," he said. Whereas Starling (1998) defines it as follows: "A good synonym for the term accountability is answerability. An organization must be answerable to someone or something outside itself. When things go wrong, someone must be held responsible. Unfortunately, often heard charge is that government is faceless and that, consequently, affixing blame is difficult (Starling, 1998: 164). Therefore, a public service delivery system requires a complaint handling mechanism that can be a channel for the public to oversee the operation of public services provided by the government.

F. FRAMEWORK OF PUBLIC SERVICE ASSESSMENT

Theoretically, good public service delivery has several aspects, namely: (1) input, (2) societal needs, (3) effectiveness, and (4) stability (Barabashev & Straussman, 2007). In this assessment, several aspects that will be discussed include several indicators:

a. Government Structure: is a government structure that describes vertical relations between central and regional governments and horizontal relations between various institutions at the national level.

b. Legal Basis: is a very necessary foundation in the implementation of public services. Constitution and primary or secondary legislation will provide immense direct power to public officials (McCourt, 2018). The higher the legal basis, the stronger the footing for public servants to carry out their duties.

c. Institutions: relating to organizations or agencies responsible for service implementation (Grindle, 1997). Institutions are responsible for the resources that must be provided such as finance, human resources, organizations and facilities. Institutions that are responsible for public services can be single or multiple, integrated or fragmented, have large or weak powers.

d. Government budget is a financial and human resource risk used to run public service delivery

e. Policy Process: a mechanism carried out by public officials and their officials in the context of organizing public services.
   - Determination of standards: available or not, who makes the standard, the level of ease to reach the standard
   - Policy and Regulatory Making: which level of government makes, how is citizen involvement
   - System of division of authority in implementation: how far is it decentralized to the units below it or is dominated dominantly by an institution in the Central Government
   - Monitoring and evaluation: related to how the monitoring and evaluation process is carried out, how to involve external parties, how the frequency of monitoring and evaluation is carried out.
   - Outcome assessment and citizen satisfaction: related to the assessment mechanism, how to use the assessment results for employee performance assessment and organizational performance assessment.
   - Handling complaints: concerning the existence of the unit, ease of channeling complaints, and response to complaints. In developed countries like Australia, the mechanism is regulated in such a way as to provide units ranging from Customer Service, head of office, Authority Review Officer, and Ombudsman. If someone is not satisfied with public services, then the person concerned can submit a complaint to Customer Service, if not satisfied in CS someone can meet the head of office and so on.

f. Output: is the final result of public service for each selected sector. In this case related to health, education, infrastructure and investment. In addition, output can also be seen

from the assessment of government performance related to government effectiveness, transparency, ease of doing business, quality of regulation and corruption perception index.

CHAPTER III
COUNTRY REPORTS

BRUNEI DARUSSALAM

A. BACKGROUND

Brunei Darussalam is a small country with a population of around 430,000, which is categorized as a developed country. With its superiority in the oil and natural gas export sector, Brunei Darussalam's economy has the fifth per capita gross domestic product in the world. With its prosperity, Brunei Darussalam is able to provide public services to its citizens with very high quality.

B. FINDINGS

Structure of Government

Brunei Darussalam is divided into three separate organs of state under the Constitution, namely: the Executive, Legislative and Judiciary. The Executive branch is headed by His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam who is constitutionally recognized as the Head of state and the Prime Minister. Assisting His Majesty in performing his role as head of state are advisory councils, which are founded under the constitution, namely – Council of Succession, Privy Council, Council of Ministers, Legislative Council and the Religious Council.

The Legislative branch falls within the purview of the Legislative Council where members are appointed by His Majesty, and some members are elected, with his approval. To a certain degree, they are responsible for the lawmaking process in Brunei Darussalam. The Judicial branch is responsible for maintaining law and order of the country.

Legal Basis and Regulatory Framework

Brunei Darussalam is a sovereign Islamic and fully independent country and, like all other independent countries, enforces its own rule of laws. Brunei Darussalam has always been practising a dual legal system, one that is based on the Syariah Law and the other on Common Law.

In fully implementing the Syariah Penal Code Order (SPCO) 2013 from 3rd April 2019, both systems will continue to run in parallel to maintain peace and order and preserve religion, life, family and individuals regardless of gender, nationality, race and faith.

The Syariah Law, apart from criminalizing and deterring acts that are against the teachings of Islam, it also aims to educate, respect and protect the legitimate rights of all individuals, society or nationality of any faiths and race.

The National Vision known as the *Wawasan* Brunei 2035 ensures that by the year 2035, Brunei Darussalam will be known worldwide as a country with:

- Educated, Highly Skilled and Accomplished people;
- High Quality of Life; and
- A Dynamic and Sustainable Economy.

Goal 1: Educated, Highly Skilled and Accomplished people

The aspiration to make Brunei Darussalam a developed nation depends on the existence of educated, highly skilled and competent workforce to meet the market and economic needs that have strong national values based on the Malay Islamic Monarchy (MIB) philosophy. To achieve the first goal, Brunei will ensure to provide a first-class education system that gives equal access and opportunity for every citizen and resident, as well as improving the Human Resource Development that meets the needs of Brunei economy. Additionally, Brunei also implements initiative and programs that promote life-long learning and re-skilling.

Goal 2: High Quality of Life

To provide a high quality of life for the people in line with the needs of a developed nation, aspects of quality of life such as healthcare, social, cultural, safety, environment and the provision of essential facilities required by all walks of life will be the main focus, including the implementation of important infrastructures, national security and not overlooking the environmental concerns. Brunei also aims to be one of the Top 10 countries in the United Nation's Human Development Index.

Goal 3: A Dynamic and Sustainable Economy

In order to provide a high quality of life and first-class education system, Brunei must ensure that Brunei country has a dynamic and sustainable economy that will be inherited by future generations. This is why the third goal of the Wawasan Brunei 2035 aspires to make Brunei Darussalam a high-income and developed nation by further strengthening the private sector involvement and continuous improvement of Brunei output and productivity, strategic investments and the diversification of Brunei economy.

Thirteen (13) strategies (Figure 1) that have been identified to ensure all aspects of development are implemented accordingly and effectively are: (i) education, (ii) economy, (iii) security, (iv) institutional development, (v) local business development, (vi) infrastructure development, (vii) social security, (viii) environment, (ix) health, (x) religion, (xi) land use, (xii) infrastructure and info-communication technology, and (xiii) manpower planning.

Figure 1. Brunei's Vision 2035 & 13 Strategic Directions

To achieve the three main goals of Vision 2035, Brunei will need to develop and implement an integrated and well-coordinated national strategy comprising as follows:

a. An education strategy that will prepare Brunei youth for employment and achievement in a world that is increasingly competitive and knowledge-based.

b. An economic strategy that will create new employment for Brunei people and expand business opportunities within Brunei Darussalam through the promotion of investment, foreign and domestic, both in downstream industries as well as in economic clusters beyond the oil and gas industry.

c. A security strategy that will safeguard Brunei political stability and Brunei sovereignty as a nation and that links Brunei defense and diplomatic capabilities and Brunei capacity to respond to threats from disease and natural catastrophe.

d. An institutional development strategy that will enhance good governance in both the public and private sectors, high quality public services, modern and pragmatic legal and regulatory frameworks and efficient government procedures that entail a minimum of bureaucratic "red tape".

e. A local business development strategy that will enhance opportunities for local small and medium sized enterprises (SMEs) as well as enable Brunei Malays to achieve leadership in business and industry by developing greater competitive strength.

f. An infrastructure development strategy that will ensure continued investment by government and through public-private sector partnerships in developing and maintaining world-class infrastructure with special emphasis placed on education, health and industry.

g. A social security strategy that ensures that, as the nation prospers, all citizens are properly cared for.

h. An environmental strategy that ensures the proper conservation of Brunei natural environment and cultural habitat. It will provide health and safety in line with the highest international practices.

Brunei introduces the Civil Service Framework (CSF). CSF is a tool that outlines the strategic linkages of the civil service in support of the Institutional Development Strategy of Brunei's Vision 2035. CSF adopts a Whole of Government Approach by ensuring that all civil service agencies are aligned in their strategies towards organizational development from various aspects, namely Human Resource Development, Human Resource Management, Human Resource Planning, E-services, Productivity and Civil Service Optimization. The aim of CSF is an excellent civil service towards facilitating economic growth for the well-being of the nation. The implementation of CSF by the Prime Minister's Office also coincides with the *titah* of His Majesty *Paduka Seri Baginda Sultan* and *Yang Di-Pertuan* of Brunei Darussalam in conjunction with the 24th Civil Service Day on 22 November 2017, among others:

> "... The Civil Service Framework is currently being implemented by the Prime Minister's Office as the leading agency of the Civil Service. ... All initiatives arranged under the framework would not be complete without taking into account spiritual factors, morals and ethics in members of the Civil Service."

Within these key areas, relevant key performance indicators have been identified along with various proposed programs and initiatives that will work in synergy towards achieving the desired outcome.

The main body that regulates and administers public service is Public Service Commission, amongst the agencies under the purview of the Prime Minister's Officer. The relevant legislation is as follows:

- The Brunei Constitution 1959
- Public Service Commission Act (Chapter 83) and its subsidiary legislation which are (1) Public Officers (Appointments and Promotions) Regulations (and its 2002 and 2008 amendments); (2) Public Officers (Conduct and Discipline) Regulations;
- General Order
- Constitution (Financial Procedure) Order and Financial Regulations.

In addition, from time to time, the Government also issues notification, circulars and directives regarding process and procedures to be followed for the conduct of government services.

Figure 2. Brunei Vision 2035
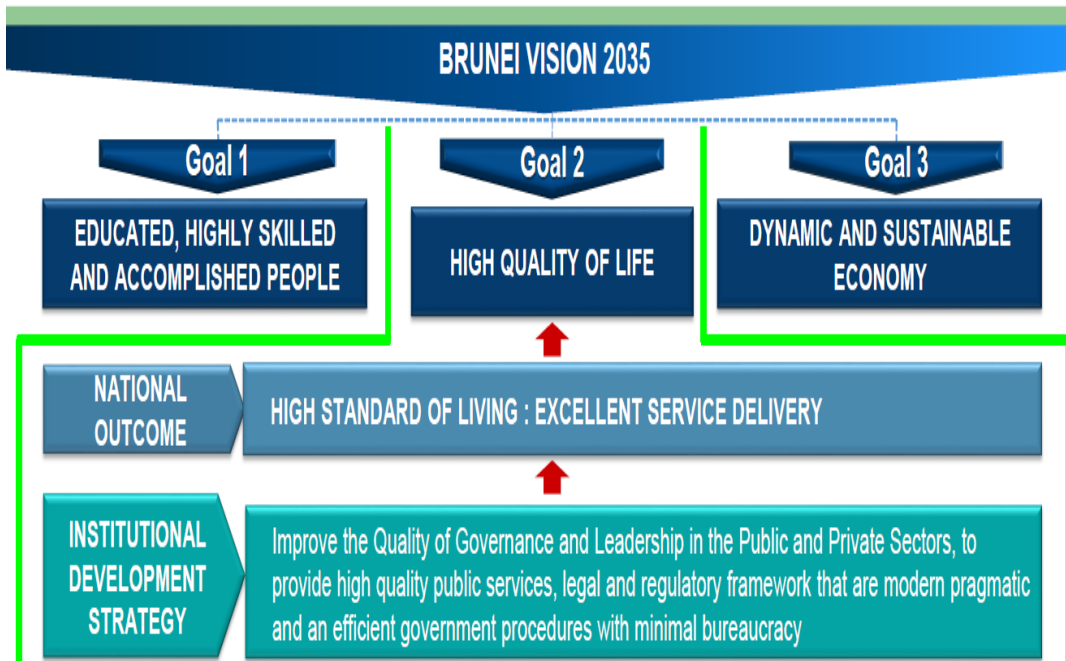
Institutions

This is the list of government ministries of Brunei. Ministries are the primary executive branches of the Government of Brunei. There are thirteen ministries, which include:

- Prime Minister's Office
- Ministry of Finance and Economy
- Ministry of Defense
- Ministry of Foreign Affairs
- Ministry of Home Affairs
- Ministry of Education
- Ministry of Energy (Energy and Manpower) and Industry
- Ministry of Primary Resources and Tourism
- Ministry of Development
- Ministry of Culture, Youth and Sports
- Ministry of Health
- Ministry of Religious Affairs
- Ministry of Transport and Info-communications

The Prime Minister's Office is the leading agency in the Government of His Majesty *the Sultan* and *Yang Di-Pertuan* of Brunei Darussalam which provides guidance in the planning, alignment and implementation of national policies towards the development and progress of the state, and in maintaining the well-being of the people in accordance with the principles and the values of Malay Islamic Monarchy (M.I.B.).

The Prime Minister's Office is the central coordinating body for all Government Ministries and Agencies as it relates to national policies and for the implementation of those policies; it is also

the central agency in the management and administration of the Government and the Civil Service.

The Prime Minister's Office under the purview of Governance Division is also responsible for managing and coordinating in the area of Effective and Quality Public Service Delivery. Four departments under Prime Minister's Office are identified to support in the area of public service delivery:

a. Public Service Commission (PSC)

According to Section 71 (1) of the Constitution of Brunei Darussalam 1959, PSC is responsible to provide quality, knowledgeable and qualified public service workforce in accordance with the needs of the country in a manner that is efficient, effective and fair consideration.

PSC is an independent body responsible for recruitment and selection of personnel in the Civil Service sector. PSC's recruitment process involves (1) advertisement of vacancies; (2) shortlisting of applicants; (3) assessments candidates and (4) selection of candidates. Shortlisting is a process of identifying applicants who fulfill the requirements of the Scheme of Service/Job Advertisements. Specific academic qualifications or and work experience as well as the duties and responsibilities are defined in the scheme/ advertisements. Applicants who meet those set of requirements will be shortlisted for the advertised positions. Shortlisted applicants proceed to the assessment process that comprised of examinations and interviews. The examination could be a computer-based examination, physical fitness evaluations or any other kind of assessments as prescribed by the scheme. The computer-based examinations consist of job-related, general knowledge and current national issues questions. Successful candidates will be further assessed through interviews or presentations and report writing to identify best-fit candidates based on sets of competencies needed by the position.

PSC is an independent body responsible for recruitment and selection of personnel in the Civil Service and takes on an advisory role for His Majesty *the Sultan* and *Yang Di-Pertuan* of Brunei Darussalam on the appointment, transfer, promotion and disciplinary control of public officers. The promotion of officers in the Civil Service is regulated by the Public Service Commission Act, Chapter 83 of the Brunei Laws, which is also known as the General Orders.

Under the PSC Act, there are two routes to promotion in the Civil Service; (1) application through Job Advertisements; (2) submissions of recommendations by Permanent Secretaries (PS). The first route involves applying for job vacancies advertised through Brunei Government's official newspaper, *Pelita Brunei* and *Surat Pemberitahuan Suruhanjaya Perkhidmatan Awam* (PSC). Then, applicants will go through PSC recruitment and selection process. Under the PSC Act, Chapter 83, there

are three types of job advertisements in the Civil Service that includes: (1) *Bab 7(A);* (2) *Bab 38(A);* and (3) *Bab 38(B)*. To explain further for *Bab 38(A)* and *Bab 38(B),* only those who have been serving Brunei's government that includes officers and staffs can apply for promotions. However, Brunei's government officers and staffs can also apply any job vacancy under *Bab 7(A)*, which open to both public and also government officers and staffs. The second route is more of an internal process where respective PS submits recommendations to PSC (through the Public Service Department), to promote their officers for PSC consideration without going through the standard PSC Recruitment process. The latter, however, is subject to other pre-requisite conditions such as available vacancies, eligibility, peer evaluation, evidence of leadership skills and innovative ideas and improvements at work.

b. Public Service Department, Prime Minister's Office

To achieve Brunei Vision 2035, The Public Service Department plays a significant role under the Institutional Development Strategy which will improve the quality of administration and leadership (governance) in the public and private sectors, high-quality public services, legal and regulatory framework that are modern and pragmatic, and an efficient government procedure with minimal bureaucracy. PSD's mission is to provide systematic **planning**, **managing** and **developing** competent human resources in the civil service.

c. Management Services Department, Prime Minister's Office

The Management Services Department helps the government to enhance the effectiveness, efficiency and performance of service delivery to the public by the civil service through provision of quality consultancy/advisory service, research and support services. The MSD's vision is to become "The First Choice of Civil Service Management Consultant" and its mission is to provide "High Quality Management Consulting Services to Stakeholders In order To Achieve Excellence in Public Services".

Four main focus areas towards continuous improvement of the civil service and service delivery in particular. Applying a whole systems approach towards service delivery.
- Provide consultation and facilitation services
- Public Sector Performance Grading Assessment
- Conduct research and development
- Introduce innovation and improvement

The three mandates of MSD are policy, organizational performance and service delivery, which are in line with its functions as a department that handles the public service delivery. The Figure 3 below illustrates on the area of service delivery and how MSD has identified the strategies in its programs and activities, towards achieving continuous improvements in the service delivery front.

Figure 3. The Role of MSD in supporting the Brunei Vision 2035 and CSF
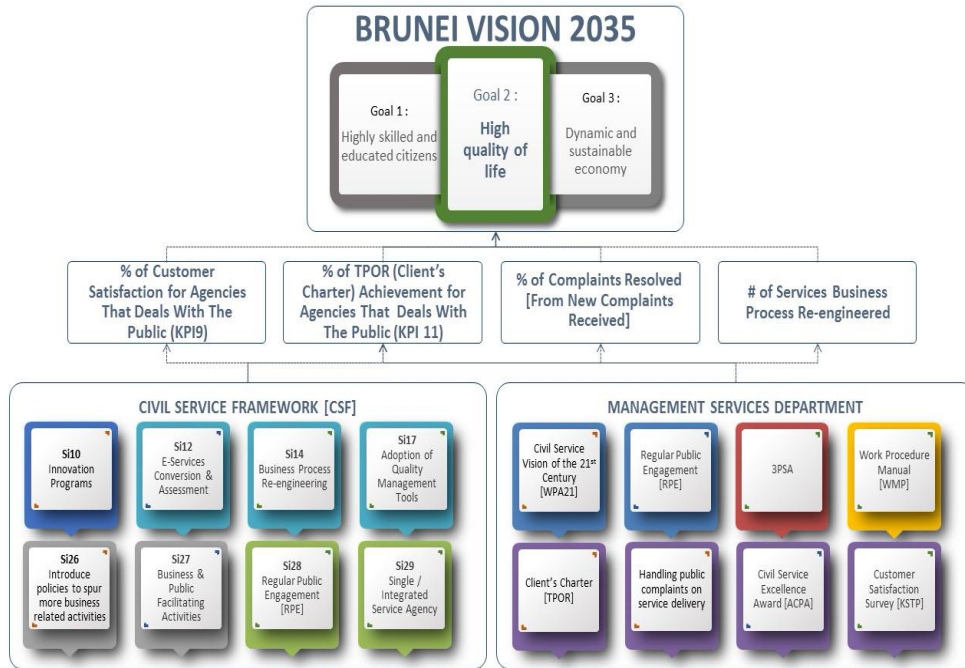
The MSD has been given the responsibility to disseminate the civil service vision of Brunei Darussalam known as Civil Service Vision of the 21st Century (CSV 21st Century), which was introduced in 2000. The CSV 21st Century is *'To make Brunei Darussalam's Civil Service which is continuously developing as well as to strive its own way in accordance with Islamic ways in a healthy and safe environment with the consent and guidance of Allah the Almighty'*. The CSV 21st Century focuses on 3 (three) main areas, namely policy, organizational structure and organizational behavior as in Figure 4.

Figure 4. Civil Service Vision Towards The 21st Century and Three Focuses
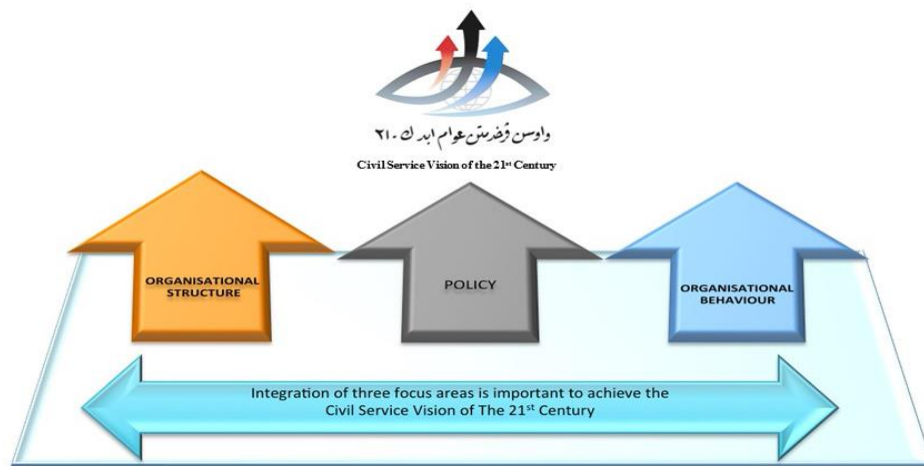
d. Civil Service Institute

It is responsible to formulate and implement various training programmes for the development of skills, knowledge and quality of the civil servants in the areas of

leadership, governance and policy, human resource, organizational development, communication and customer service.

The roles are as follows:
- provide continuously for dynamic learning and development opportunities tailored to the current requirements to enhance the competence and capability, efficiency and organizational performance.
- facilitate and assist human resource development in line with the agenda and aspirations of the National Vision through consultation and research activities as well as the development of competence.

Every civil servant has the equal opportunity in on the job training, which they are required to fulfill the 100 hours training. Achievement on minimum 100 hours training in the civil service stipulated in the Prime Minister's Office (PMO) Circulars: 3/2003, to HRD Ambassadors (HRDAs), with three objectives of the minimum training hours' policy:
- ensure the planning and implementation of systematic training programs according to departmental requirements;
- provide the opportunity to undergo training to improve self-esteem and continuous effectiveness; and
- produce a public service that is efficient, productive and effective, thus promoting highly skilled and motivated civil service.

Budget

For Financial Year 2019/2020, a budget amounting $5.86 billion has been allocated to fund government expenditures. The budget allocated for this year is an increase of $560 million, compared to $5.3 billion for Financial Years 2018/2019 and 2017/2018. Meanwhile, government revenues are estimated to be $4.36 billion for the Financial Year 2019/2020 bringing the deficit to $1.5 billion, compared to a deficit of $2.2 billion in Financial Year 2017/2018 while Financial Year 2018/2019 is also estimated to incur deficit. (Figures for Financial Year 2018/2019 is yet to be finalized).

The estimated government revenue for Financial Year 2019/2020 includes an amount of $3.18 billion from the oil and gas sector and $1.18 billion from the non-oil and gas sector.

Table 4. Key Allocation of Brunei Budget for the 2019/2020 Financial Year

Allocation	Budget	Purpose
Business and Investment Activities	$21.7 million, (Total project cost: $66.2 million)	For tourism products development and marketing, as well as maintenance of Brunei International Airport's assets.

	$91 million	For agriculture and fisheries development, including development of livestock industry and aquaculture.
	$91.4 million	Enhance government's ICT infrastructure.
Education	$49.2 million	For scholarships under Ministry of Education, Ministry of Defence and Ministry of Religious Affairs.
	$52.6 million	For student allowances under Ministry of Education and Ministry of Religious Affairs.
	$10.8 million	To bring in experts and skilled teachers for the Literacy and Numeracy Coaching Programme.
	$2.3 million	For additional 168 teaching staff under the Ministry of Religious Affairs.
	$16.7 million	For students' nutrition under the Ministry of Education and Ministry of Religious Affairs.
	$16.9 million (Total project cost: $66.9 million)	For the construction and upgrading of government school buildings.
Public Welfare and Infrastructure	$95.4 million	To enhance power and electricity generation.
	$61.5 million (Total project cost: $217.7 million)	For projects to strengthen and upgrade electricity network systems.
	$19.1 million (Total project cost: $99.5 million)	For road management projects.
	$10.5 million (Total project cost: $21 million)	For Public Transport System projects.
	$294.3 million (Total project cost: $1.04 billion)	For Temburong Bridge project.
	$18.7 million (Total project cost: $150 million)	To build 1,500 houses under the National Housing Scheme in Kampong Lugu.
	$27 million	Asset maintenance (health centres and medical equipment).
	$100 million	Medical supplies and services.
	$15.7 million	To address natural disasters and outbreak of diseases.
	$33.1 million (Total project cost: $113 million)	For water and sewerage management and coastal protection.
	$3.9 million	To upgrade Bukit Barun water treatment plant to improve water supply system.

	$9.5 million (Total project cost: $30 million)	For construction of mosques.

Policy Process

Service Standard

Policy and regulatory reforms are required to ensure government procedures and requirements are not an impediment to the growth of local businesses and are instead formulated or re-formulated towards a pro-business environment that is friendly, conducive and efficient.

The public policy development cycle in Brunei should follow the standards where it requires good planning, policy implementation/development, monitoring and evaluation from the government agencies.

To increase public involvement in policy making, Brunei also implements Regular Public Engagement [RPE]. It covers any process that involves the public in problem-solving or decision making and uses public input to help in making decisions, and effective public engagement allows the government to make decisions that are responsive to the needs of the people especially those who are directly affected by government policies. RPE is regulated by PMO circular ref: 6/2018 dated 30 April 2018 on (a) the mandatory requirement for government agencies to conduct public engagement activities in planning and implementing any policy, programs and projects towards realizing Brunei Vision 2035 and 21st Century Civil Service Vision (WPA21). The Guideline the on Regular Public Engagement drafted by MSD as reference.

The benefits of RPE include:
- Improve the quantity and quality of information available to the public and decision-makers.
- Increase communication, transparency and accountability to the public;
- Enhance understanding of public interests, concerns and priorities;
- Focus attention to more important and strategic issues;
- Allows government to access specialized knowledge from the public;
- Assist government in identifying strategies for effective policy implementation;
- Minimize adverse effects or unintended consequences of a decision;
- Provide positive platforms for working with public to build trust, resolve problems, make informed decisions and reach common goals.
- Increase cooperation with the public and generate mutual understanding.

Process of Regulation Making

Written laws in Brunei Darussalam can be affected by virtue of Article 83(3) of the Brunei Constitution which provides for the sole prerogative of His Majesty to make laws or Orders in

the interest of the public. The list of Article 83(3) Orders made throughout any particular year is laid out in the next annual meeting of the Legislative Council for resolution as a matter of constitutional requirement (Article 83(7) of the Constitution).

In the case of a Bill, it is to be introduced in the Legislative Council as provided under Parts VI and VII of the Constitution of Brunei Darussalam. Currently, only the Supply Bill is introduced and debated in the Legislative Council subjected to certain restrictions and limitations provided for under Article 40 of the Constitution. After the Bill is passed, His Majesty the Sultan and Yang Di-Pertuan assents to, signs and seals the Bill with the State Seal.

Ministers or statutory bodies are also conferred powers to make laws, albeit subsidiary legislation, i.e. Regulations, rules, orders, etc., which supplements any particular form of principal legislation. The power to make subsidiary legislation needs to be clearly stipulated within the principal legislation, and requires the approval of His Majesty before it can be exercised.

National versus Local Missions

There are no formal regulations regarding local government bodies. The territory of Brunei is administratively divided into districts and municipalities (*daerah*), sub districts (*mukim*), and villages (*kampong*) or long house communities, which is the traditional form of settlement of several of Brunei's indigenous groups. The district governments and municipalities are subordinate to the Ministry of Home Affairs and the Prime Minister's Office. Village elders and district heads are elected by the local population after the candidates—often former bureaucrats or military officers—are cleared by the government (Croissant & Lorenz, 2018).

Monitoring and Evaluation

Brunei launched a new performance appraisal system which was regulated by The Prime Ministers' Circular 3/2019. It aims at creating a performance-based culture in the civil service. It uses key performance indicator to assess work results of a particular year. It measured general and specific competences. The general competencies include discipline, integrity, commitment, and management of works while the specialized competencies evaluate leadership, decision-making, knowledge and the application of that knowledge, communication, and human resource development as well as knowledge and completions of tasks.

The monitoring and evaluation are also done through various programmes besides performance appraisal, which are CSF, Ease of Doing Business and Programme and Performance Budgeting (PPB). Key Performance Indicators (KPI) has been identified to monitor the service delivery excellence for each programme.

In addition, *Organizational Performance Grading Assessment Program Through Star Rating (3PSA)* is introduced in 2015, which is a grading system that assesses and measures the performance of the Public Service, comprising of core management/services of an

organization. It is intended to provide recognition/appreciation to the ministries and government agencies that have put efforts towards increasing the efficiency, effectiveness, performance, productivity and quality of their service delivery. This recognition/appreciation is one of the most important elements in encouraging government agencies to initiate continuous improvements and innovations. This program is also aimed to generate motivation to the government agencies and the civil servants in attaining goals of the Civil Service Vision of the 21st Century and the Brunei Vision 2035.

Citizen Satisfaction

The Government of His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam has always put on great efforts in fulfilling the public's needs in line with its policies and development objectives. Introduced in 1995, the Clients' Charter is one of the main strategies intended to facilitate ministries and departments to improve the quality of the service delivery. In July 1998, the MSD has been entrusted with monitoring the implementation of TPOR in all government ministries and departments.

The MSD acts as the focal point in monitoring the implementation of the client's charter for all government agencies. The purpose of the client's charter is as an effort to change the mindset of government agencies to be more customers focused on service delivery and to create transparency.

Since Financial Year 2016/2017, the implementation of the client's charter has become one of the key measurements in the CSF (Streamline Government Procedures and Regulation to Enable Prompt Decision Making and Provision of High-Quality Services) under the responsibility of the Director of the MSD. The aims of the client's charter implementation are:

- To facilitate ministries and departments to improve the quality of service delivery.
- To measure and increase the productivity of service delivery
- To Encourage transparency to the public

The implementation of Customer Satisfaction Survey (KSTP) has become one of the key measurements in CSF under the objective 3a (implement policies and regulatory reforms that encourage economic activities). This objective is under the responsibility of the Director of the Management Services Department (MSD). The CSF has set a target for the percentage of customer satisfaction that needs to be reached by the targeted government agencies. The objectives of this initiative are to identify the level of customer satisfaction, to know the customers' perception towards the quality of service delivery in the government agencies; and to gather feedback and solution on how to improve the quality and productivity in the service delivery.

There are three focus areas:

- The public: responsibility to fulfill the public's needs through efficient, accurate, productive and with high quality.
- Standard: ongoing review to maintain and enhance the standard of the services/products.
- Attitude/ethic: monitoring mechanism in guiding/nurturing civil servants to become more responsible, fully committed and attentive.

Complaint Handling Mechanism

In Brunei, the MSD is a central agency for the public to express any dissatisfaction about government agencies and services in meeting the Client's Charter in terms of unmet service delivery within the scheduled time frame, quality of service or service received as expected. Furthermore, the types of complaints are (a) policy/rules/regulation; (b) system/process/ procedures; (c) service delivery; (d) organization/Human Resource Management; and (e) Infrastructure/facilities incentives. It is regulated under the PMO's memorandum to all Permanent Secretaries and Head of Departments: which states (a) MSD's role as the focal point public complaints on government agencies and its services ([(10) JPM/J/MSD/16] dated 21 July 1998) and (b) Document and on-site accessibility to conduct investigations on/discussions with government agencies (dated 06 August 1998).

The objectives include (a) enabling public to channel complaints on government services; (b) enabling public to evaluate the effectiveness of service recovery system and public complaints handling by respective government agencies; and (c) Ensuring accountability of public services contribution towards enhancement of integrity, credibility and Government's image.

After receiving the complaint from the public, the MSD will then follow up by conducting bilateral meetings, further improvement in handling mechanism such as report and monitoring complaints handling, and study on the root-cause of common issues.

C. BEST PRACTICES AND INNOVATION IN PUBLIC SERVICES

- Bru-HIMS: Brunei Darussalam Healthcare Information and Management System
  Bru-HIMS is basically an e-Health initiative by the Ministry of Health to implement an efficient, effective and modern healthcare information and management system, which is in line with international best practices (Sidek & Martins, 2017). It integrates & manages patient's information and stores patient's information electronically and replaces the traditional manual system by updating all the patients' medical records into the system. A comprehensive and centralized system where patient's records and information can be retrieved by their UNIQUE BN number from any health facilities is another feature of this system. Every individual will therefore have one electronic record (One Patient, One Record).
- Government portal (www.gov.bn) is a 'one-stop' for citizens, businesses and visitors in Brunei Darussalam. The portal facilitates the public to access government information

and online services whenever and wherever as well as to modernize the public service administration machinery in line with the present development and increasing customer expectations.

- The provision of ICT infrastructure services such as One Government Private Cloud (OGPC) to government agencies. This is to enable government agencies to place system applications to be centrally located and indirectly facilitates applications that can increase government revenue.

- Talian Darussalam 123 is the national call centre for non-emergency government services in Brunei Darussalam, operating 24 hours daily. The service enables the public to lodge complaints, get information and raise enquiries related to the respective services through an easy-to-remember hotline "123" and other options of its convenience communication channels which are all provided under one platform. The service also promotes the agencies to deliver reliable announcement on matters pertaining to their services efficiently.

- Brunei Darussalam's National Single Window (BDNSW) is another development that Government of Brunei Darussalam has committed to ASEAN to develop and implement its National Single Window for the establishment of the ASEAN Single Window. BDNSW is a Common Online platform for electronic exchange and submission of trade information and documents by business and public to the controlling agencies. Multiple trade applications are consolidated into single application and submitted electronically to multiple agencies for approval and decision-making automatically.

D. SERVICE DELIVERY/POLICY OUTPUT

One of the easiest ways to assess the performance of public service delivery is by analyzing data released by international organizations. This international view can be good indicators of how a government can improve the quality of public service. In this report, we employed several indicators such as Human Development Index (HDI), Ease of Doing Business Index, Government Effectiveness, Regulatory Quality and Corruption Perception Index.

Brunei demonstrated some progress in the quality of public service. In the past ten years, the Human Development Index raised somewhat from 0.84 in 2007 to 0.853 in 2017. There has been similar progress in ease of doing business index. The score in 2010, at 59,34 then reached 72,03 in 2017. For the corruption perception, the score rose slightly from 55 in 2012 to 62 in 2017.

Figure 5. Human Development Index
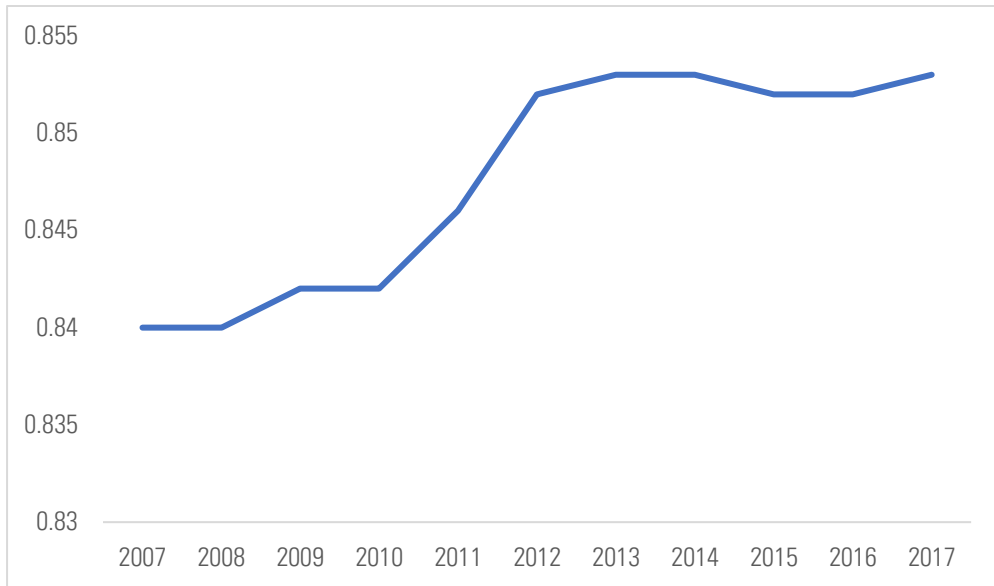
Figure 6. Ease of Doing Business Index
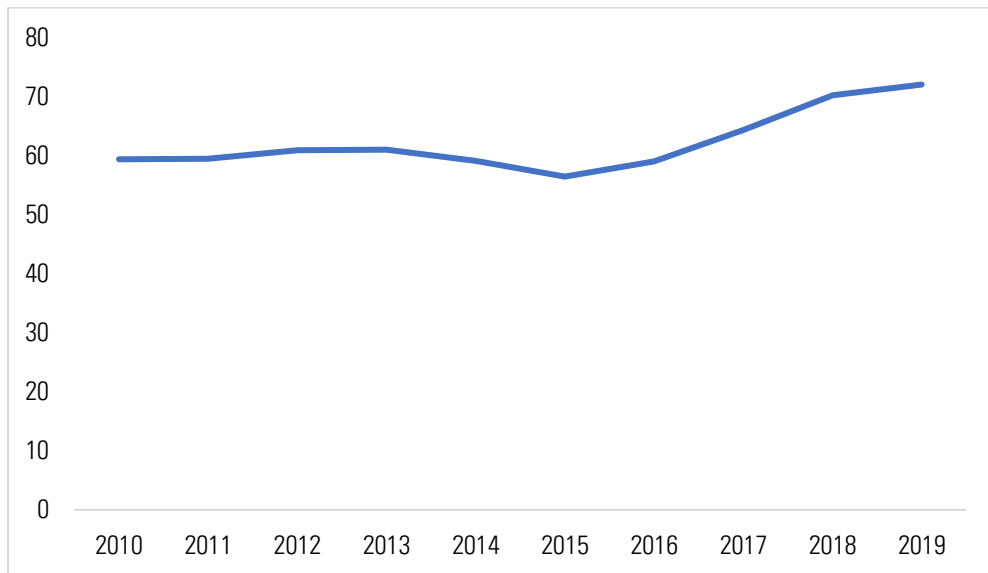
Figure 7. Corruption Perception Index
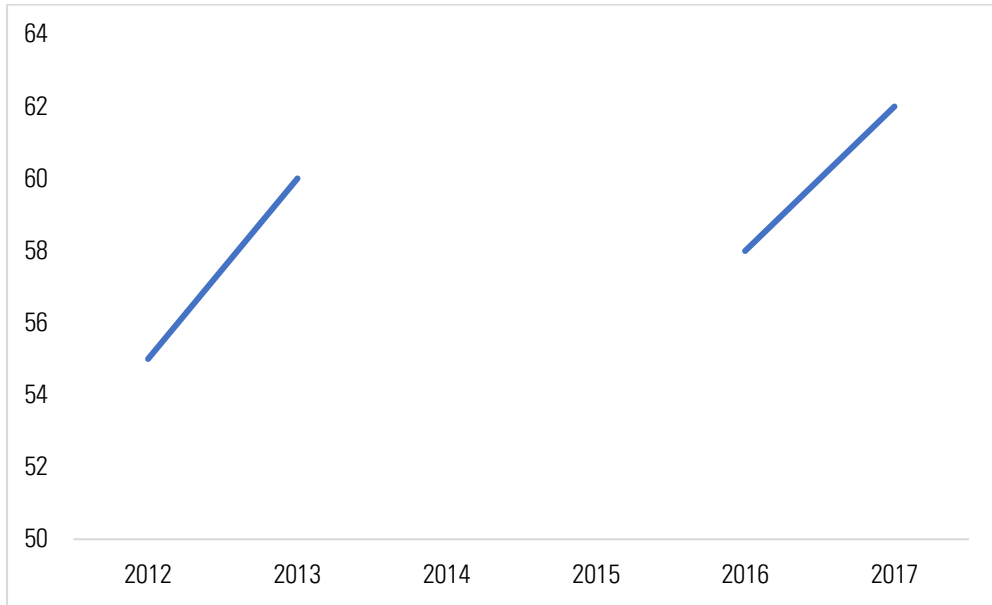
With regard to government efficiency, progress made from 0,92 in 2007 to 1,14 in 2017 was quite good. However, the Regulatory Quality slightly fell from 0,98 in 2007 to 0,715 in 2017.

Figure 8. Government Effectiveness
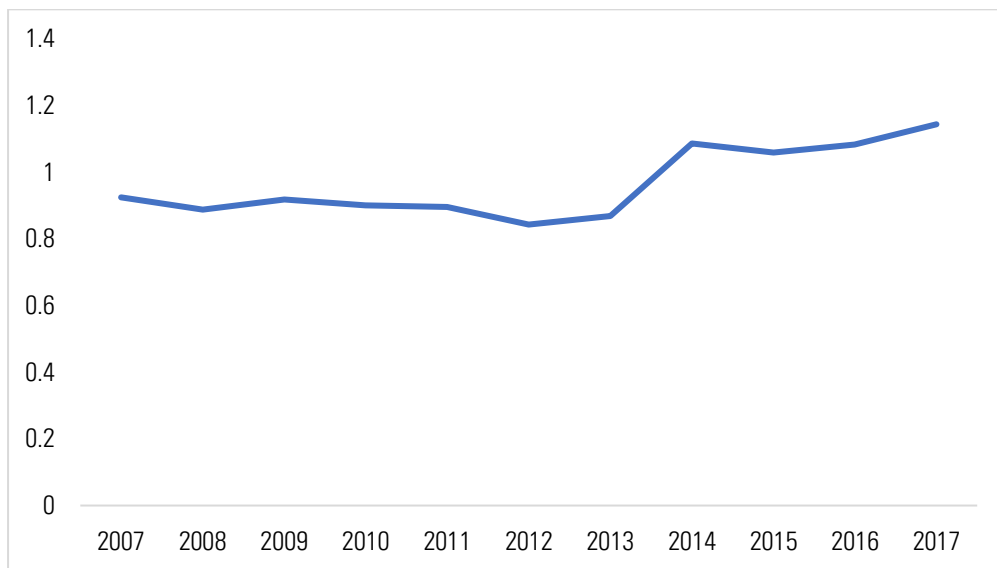
Figure 9. Regulatory Quality
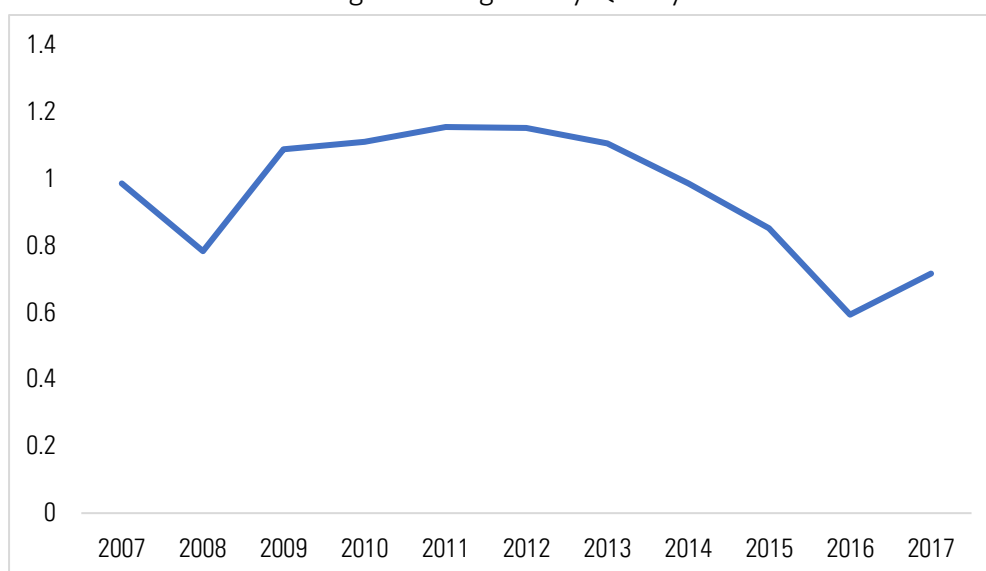
E. THE CHALLENGES IN DELIVERING PUBLIC SERVICE IN BRUNEI

The Government of His Majesty the Sultan and Yang Di-Pertuan Brunei Darussalam tried to implement bureaucratic reforms, and this has an effect on the improvement of its ministries and departments performance. A variety of programs to improve the quality of public service delivery were developed and implemented. Unfortunately, bureaucratic reform in Brunei found several challenges to achieve the expected results.

The first issue is the challenge regarding human resource development especially in ensuring that the right participants (to avoid any mismatch in the selection of trainees), right training program at the right time and gaining continuous support from top management so that learning organization can take place.

The next challenge is related to recruitment and selection. Since 2016, PSC has implemented competency-based Interviews, which are specifically tailored for junior to middle-level management positions. Despite providing an added value to the assessment process, Competency-base interview may not fully capture the best-fit candidate that meets the desired criteria of the positions, hence the need to explore other potential mechanisms to improve the selection process.

Other challenges are related to PSC's organizational capabilities such as lack of expertise to conduct behavioral assessments and difficulties in changing the mindsets of government ministries and departments to adapt CBI in recruitment and selection of best-fit candidates.

Similarly, organizational capabilities pose a challenge where promotion is subject to the availability of vacancies within the civil service that may restrict promotion opportunities. On the other hand, Brunei Darussalam Civil Service is currently facing challenges of unfilled vacancies in the senior management positions (deputy directors and above) due to the

unavailability of suitable candidates who meet the requirements of the Scheme of Service. Most middle managers either lack the minimum period of service or competencies to fill the senior positions.

F. RECOMMENDATIONS

a. The efficient and effective use of funds, as well as the provision of facilities, should be held responsible by civil servants. Given this challenge, the public service must be responsive and be prepared to anticipate requirements in a more innovative and creative way, as well as satisfy the requirements and expectations of customers.

b. The Prime Minister's Office should engage its stakeholders for the growth of the Brunei Darussalam "vision oriented and outcome focused" leaders and organization with the aim of delivering "global excellence" in management, and organizational learning expertise and knowledge.

c. Public officials must also be very disciplined in the performance of their public duties. Good work ethic generates an excellent service in general. In projecting the picture of the whole civil service, they are without doubt vital. Therefore, strategic actions have been stepped up through training, and seminars by public officials to instill favorable attitudes and progressive values among public servants.

d. In order to upgrade and enhance obsolete systems and processes, laws and regulations, as well as to enhance the overlapping tasks of ministries and departments, a comprehensive review of the state administrative structure is required.

e. The government should promote greater involvement by private industries in developing and revitalizing the Brunei economy. On the other side, the functions of government will then become a facilitator, regulator and catalyst for economic growth.

f. This study suggests the importance of engaging dominant actors with power, such as leaders, in the implementation of bureaucratic reform, not only at the governmental level, but also at the organizational level as they were important in determining the extent to which bureaucratic reform was institutionalized.

CAMBODIA

A. BACKGROUND

Cambodia, which has a population of 16 million people, is currently growing and developing from a condition of poverty to prosperity. Cambodia experiences economic ups and downs due to prolonged internal conflicts. Its agriculture-based economy is now driven by tourism and the textile industry. In 2005, the oil found off the coast of Cambodia has brought optimism to the people of Cambodia to grow and prosper.

B. FINDINGS

Structure of Government

Cambodia is a constitutional monarchy with a parliamentary system. As a unitary state, administratively, the government is divided into four levels: (i) central (national); (ii) provincial (including municipality); (iii) district (including cities and Khans); and (iv) commune level (including Sangkats). Currently, there are one capital city and 24 provincial governments; 27 cities, 14 Khans, 162 districts; 241 Sangkats and 1,405 communes; and 14,383 villages (interview with the Ministry of Civil Service).

There are legislative, judicial and executive powers. The Royal Government of Cambodia is an executive institution that is responsible for implementing the law. The Council of Ministers is the main body in the Royal Government of Cambodia. The prime minister and the council of ministers are collectively responsible for general policy and government performance before the National Assembly. Prime Minister provides work direction to the council of ministers, manages and gives orders to the council of ministers in various sectors.

Figure 10. The Structure of Government of Cambodia
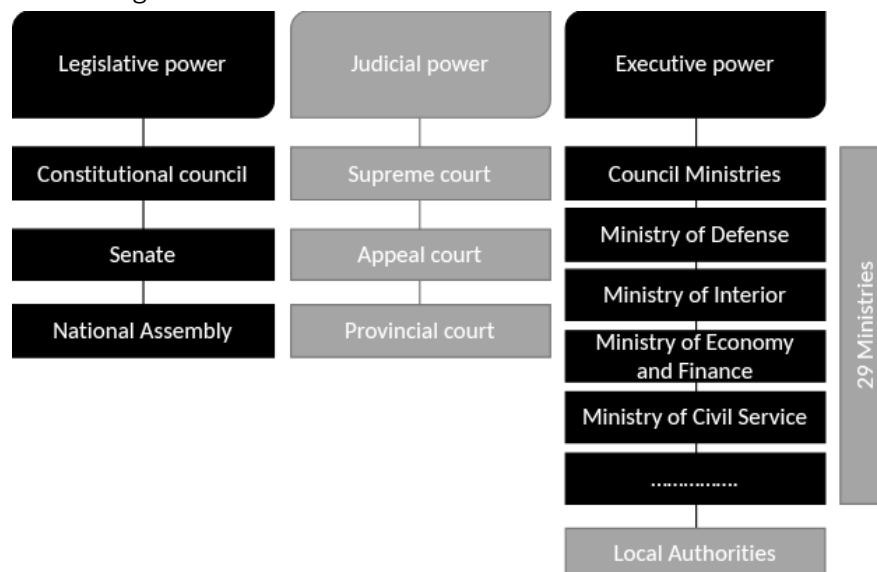
Legal Basis and Regulatory Framework

A synthesis of various historical, legal, and ideological concepts and several interventions is the current legal system in Cambodia. Cambodia followed a customary system, affected by Buddhist and Khmer tradition and rituals, prior to the French colonization (1863). The present system, derived from the Paris Peace Agreements and the UNTAC (1991–1993), consists of a merger of Cambodian customs, French legal systems and the common law system and legacies that were heavily influenced by Viet Namese law (Kong, 2012). The constitution, a French criminal law, an influential civilian law system, Royal decrees and proclamations, together with ministerial decrees that provide the core of current legislation are all different sources of law (Peng et al., 2012).

The legal basis of a public service delivery system is an important part of a government. The legal basis regulates the principles of good governance, the obligation of the state in providing public services, the involvement of non-government institutions in public services, the rights and obligations of citizens in obtaining public services, and protection of citizens for abuse of authority by public officials. In Cambodia, so far there have been many regulations issued to become the basis for the implementation of the public service delivery system. However, the regulations issued are still fragmented in each sector and are not yet in a strong umbrella law. Some rules relating to public services include the following:

a. Law on General Statute of Public Enterprise (1996)
b. Royal Decree on Legal Statute of Public Establishments with Administrative Characteristics (1997-2015)
c. Policy on Public Service Delivery (2006)
d. Royal Decree on the General Principle of the Establishment and Operation of Special Operating Agency (2008)
e. Decision of Royal Government on the Establishment of One-Window Office and Citizen's Office (Ombudsman) at Khans and District Level (2008)
f. Sub-decree on the Administrative Service Delivery at the Sub-national Administration (2013)
g. Compendium of Information on Public Service (2008 to present) –Mobile App
h. Sub-decree on the Establishment of One Window Mechanism for Administrative Service Delivery at the Sub-national Administration (2017)
i. Sub-decree on the Establishment of Citizen's Office (Ombudsman) at the Sub-national Administration (2017)
j. Sub-decree on the Establishment and Operation of Public Service Evaluation Committee –Guide on Public Service Standard (2019)

Institutions

The Council of Ministers consists of 29 ministries, namely Ministry of Defense, Ministry of Interior, Economy and Finance Ministry, Ministry of Civil Service, and various Line Ministries

such as the Minister of Education, Youth and Sport, Ministry of Health, and Ministry of Public Works and Transport. Ministry of Civil Service is an integrated managing institution both involving recruitment, training, promotion, performance, remuneration and monitoring and evaluation.

Government ministries and secretariats in Cambodia are as follows:
1. Office of the Council of Ministers
2. Ministry of the Royal Palace
3. Ministry of Agriculture, Forestry and Fisheries
4. Ministry of Civil Service
5. Ministry of Commerce
6. Ministry of Cult and Religion
7. Ministry of Culture and Fine Arts
8. Ministry of Economy and Finance
9. Ministry of Education, Youth and Sport
10. Ministry of Environment
11. Ministry of Foreign Affairs and International Cooperation
12. Ministry of Health
13. Ministry of Industry and Handicrafts
14. Ministry of Information
15. Ministry of Interior
16. Ministry of Justice
17. Ministry of Labour and Vocational Training
18. Ministry of Land Management, Urban Planning and Construction
19. Ministry of Mines and Energy
20. Ministry of National Defense
21. Ministry of Parliamentary Affairs
22. Ministry of Planning
23. Ministry of Posts and Telecommunication
24. Ministry of Public Works and Transport
25. Ministry of Social Affairs, Veterans and Youth Rehabilitation
26. Ministry of Tourism
27. Ministry of Water Resources and Meteorology
28. Ministry of Women's Affairs
29. Ministry of Rural Development
30. State Secretariat of Civil Aviation

Some selected national bodies are as follows:
1. National Bank of Cambodia (NBC)
2. Council for Development of Cambodia (CDC)
3. Supreme National Economic Council (SNEC)
4. Constitutional Council (CC)
5. National Election Committee (NEC)

6. National Institute of Statistics (NIS)
7. Tonle Sap Authority (TSBA)
8. National Authority for Land Dispute Resolution (NALDR)
9. APSARA Authority
10. Cambodian Mine Action and Victim Assistance Authority (CMAA)
11. National AIDS Authority (NAA)
12. National Authority for Combating Drugs
13. National Information Communication Technology Development Authority (NiDA)
14. Electricity Authority of Cambodia
15. Anti-Corruption Unit (ACU)
16. Supreme Council of National Defense
17. National Supreme Council of Education

The Ministry of Civil Service was established in December 2013 and monitored the effectiveness of public functions, management and planning, and strategic planning. The Ministry of Civil Service consists of: (1) General Department of Administration and Finance; (2) General Department of Civil Service Management; (3) General Department of Civil Service Policy; (4) General Inspectorate; (5) Royal School of Administration. In general, the task of the Ministry of Civil Service is to make general policies related to public services. For example, the number of new employees who will be recruited to become civil servants will be regulated by the MCS. Education for the Civil Service will be provided by the Royal School of Administration.

Figure 11. The Structure of the Ministry of Civil Service
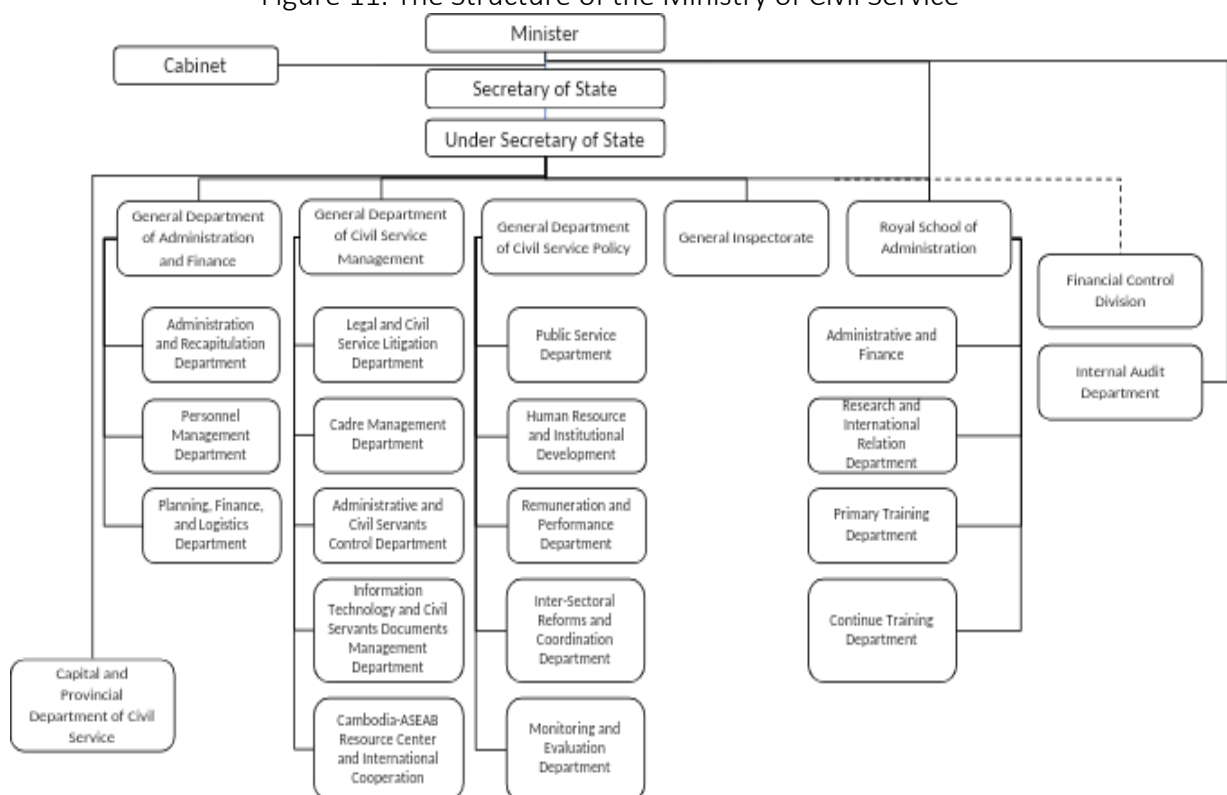
Budget and Personnel

In 2018, the budget approved by the Cambodian parliament was $6,018,543,704. The biggest budget allocation is for education ($848 million), transport ($ 610 million), defence ($542 million), and health (485 million). Agriculture and rural receive $105 million and $161 million, respectively.

In terms of personnel, the number of civil servants consists of 41,620 (20%) national civil servants and 171,392 (80%) sub-national civil servants. The number of civil servants by sectors comprises: 121,619 (57%) in education; 68,144 (32%) in administration; and 23,249 (11%) in health. Police, army, member of the council, and contracting staff are excluded.

Figure 12. Government Budget
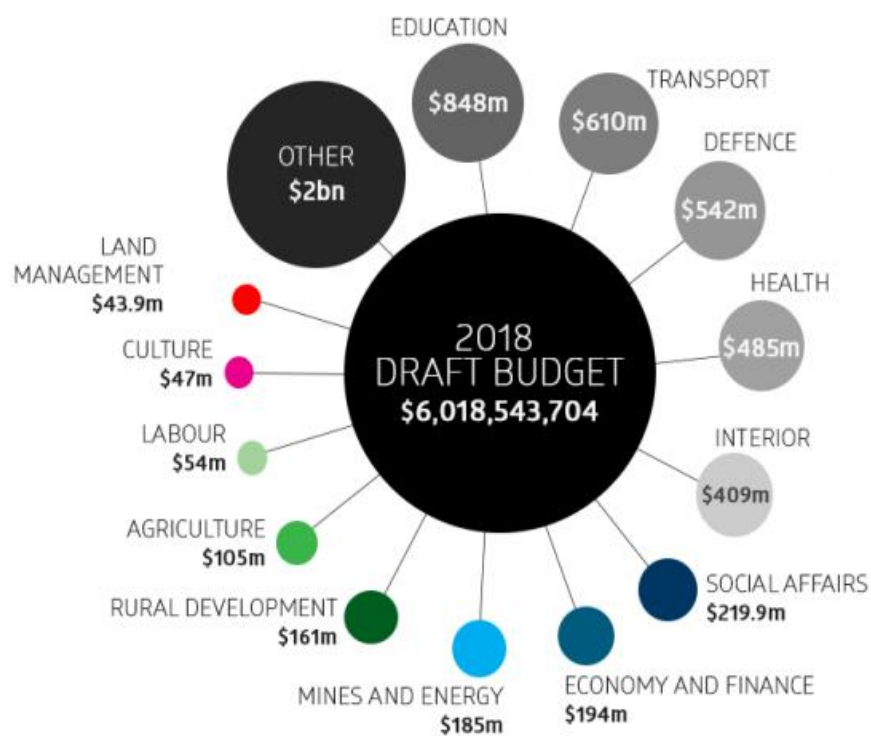
Policy Process

Service Standard

The Royal Government of Cambodia has established the National Program for Public Administrative Reform 2015-2018 which aims to make public service delivery to be high quality, simple, effective, reliable, prompt and responsive to needs, easy to access with active participation from service users. Public Service Standard (PSS) is a concern of the Government of Cambodia in order to improve the quality of public services. PSS consists of the following components: Quality of information; Accessibility; Taking care of service users (responsiveness); Good governance and identified principle; Feedback and complaint mechanism (Lyna, 2018).

In more detail, PSS is as follows: Quality of information (clear, reliable, updated, and accessible): information on legal frameworks, basic information to widely disseminated, means of dissemination. Accessibility: location and infrastructure, procedures and timeline. Taking care of service users: courtesy, coordination mechanism, improving measures, problem-solving mechanism. Good governance and identified principle: Delivering public service with identified principles, delivering public service with good governance principles. Each line ministry is obliged to make the standard of service needed. For example, for the Ministry of Public Works, they will develop service standards relating to the provision of road infrastructure needed by citizens. For the Ministry of Education, Youth and Sport is responsible for developing service standards related to Pre-school education to higher education.

Process of Regulation Making

Community engagement in the public policy making process in Cambodia is mandatory. The public policy-making process in Cambodia has involved stakeholders according to their needs. If this is related to education, the policy process involves teachers, parents and school committees as for the improvement of investment services, they will invite business associations. For example, related to this, the Government of Cambodia has discussed investment policies with Japanese business associations in Cambodia. The input from citizen involvement in public discussions or public consultations became the basis for improving the investment policy of the Government of Cambodia.

National versus Local Mission

The Government of Cambodia has a decentralization program and strategy under the National Program for Democratic Development at the Sub-national Level 2010-2019. Efforts made in the program are to develop the operational capacity of districts and municipalities within a framework of oversight by national authorities. Key government functions will be transferred to sub-national authorities dissertated with financial resources, personnel, property and management capacity. In this case, the Central Government has allocated substantial funds for sub-national administration both for the province, city/district and commune/Sangkat.

Monitoring and Evaluation

Monitoring and evaluation is an important part of the public service delivery system. Based on the National Public Administrative Reform 2015-2018, the Ministry of Civil Service and the Committee for Public Administrative Reform are responsible for developing monitoring and evaluation systems to monitor and evaluate the implementation of reform. Things that are assessed include achievements, challenges and solutions to the problems faced. Monitoring is carried out quarterly, while evaluations are carried out every year.

For activities that have been carried out routinely, the Ministry of Civil Service is responsible for monitoring and evaluating every public service carried out by various ministries and institutions. Technical monitoring and evaluation are carried out in each technical ministry.

Education, health, poverty alleviation and investment service services are regularly evaluated by relevant ministries. Thus, each technical ministry will report to the Ministry of Civil Service relating to the performance of public services that have been achieved.

In addition, various international institutions are involved in conducting monitoring and evaluation based on the projects they carry out. Projects for improving health services, improving education projects, decentralizing projects and deconcentration are some examples of activities involving international institutions in monitoring and evaluation activities.

Customer Satisfaction

The Royal Government of Cambodia has some difficulties in conducting a satisfaction survey on public service delivery. There have been some surveys conducted by several international agencies. However, they do not relate to public services. Some international agencies conducted some surveys on citizens' perception of democracy but did not cover the citizens' satisfaction on public service delivery. As observed in some public services, we have not found any instrument of the survey such as touch screen in the airport.

Complaint Handling Mechanism

The Government of Cambodia is aware of the importance of the complaint handling mechanism as part of the democratization of public services. The 1993 Cambodia Constitution gives all citizens the right to complain in full about mistakes by the government in providing public services. Until now, complaints have been submitted to the government either individually or collectively. However, there are still many citizens who are not satisfied with resolving their complaints (Khlok, 2014). Public service in Cambodia involves many things such as education, health, electricity, water and welfare services. If they feel dissatisfied with these services, they have the right to complain to each department or ministry that provides the service.

Administrative complaints can be grouped into five types. Overall administrative complaints must be accounted for by the government by responding to complaints and resolving problems faced by citizens.
- a. Administrative decisions
- b. Service provision
- c. Corruption and abuse of power
- d. Administration behavior
- e. Administrative regulations (Kai 2013)

For example, the complaint handling mechanism in the Ministry of Education, Youth, and Sport, as mentioned in the Education Law in Article 40 relates to:

"Right to request, right to protest, right to complain, right to a solution: Parents or guardians, learners and educational personnel, whose rights specified in this law, are

violated, have the right to request or protest to the competent educational authority at different levels as well as to the court. The Ministry in charge of education shall issue regulations on procedures for requests, protests and solutions".

Example of complaint handling mechanism of electricity services:
"Under Electricity Law of the Kingdom of Cambodia, the duties of Electricity Authority of Cambodia (EAC) include evaluation and resolution of consumer complaints and contract disputes involving licensees to the extent the complaints and contract disputes related to violation of the conditions of license."

Instruments for accommodating complaints are carried out in various ways. The government provides feedback boxes, phone lines, and ombudsmen. However, the mechanism is less effective because of the culture of the people who have not grown to express their dissatisfaction with the government. With the presence of social media such as Facebook and Twitter, residents now dare to express their complaints. However, on the other hand, not all bureaucrats are aware of information technology and use social media as a means of communication. In general, the person responsible for the complaint handling mechanism is located within the service administration office and follows ordinary administrative procedures for handling complaints. However, there was some overlapping in the complaint handling mechanism among departments under the sectoral ministry. For example, there is overlapping between the Department of Legal Affairs, the Cabinet of Ministers and the General Inspectorate Department.

C. BEST PRACTICES IN CAMBODIAN PUBLIC SERVICES

The Royal Government of Cambodia has conducted public sector reform involving various ministries to improve the quality of public service delivery. The Ministry of Civil Service is responsible for making the general direction of the needs of public service delivery improvement, while the line ministries are responsible for making detailed directions for each sector.

One Window Service Offices (OWSOs) and One Window Service Units (OWSUs)

This program is aimed at improving public services to be "easy, quick, effective, full of quality, transparent, corruption-free, accountable, simple, cheap, and responsive for citizens" (Korn et al., 2019). In 2005, the RGC introduced a new mechanism called OWSOs in Siem Reap and Battambang cities to become a medium to help achieve more efficient public services, be more transparent and freer from corruption. OWSOs and OWSUs is a single office or unit on a local level that provides certain delegated administrative services that are generally needed by local residents and small entrepreneurs. The OWSOs operates under the supervision of the district governor and is headed by a Head of OWSOs; the OWSUs operates under the supervision of the province governor and is headed by a Head of OWSUs. Services, delivery times and fees for services are clearly posted on the front office. Until 2019, the Government of Cambodia

through the Ministry of Interior has established 83 OWSOs and 32 other offices that will be operational soon; and 25 OWSUs (interview with the Ministry of Civil Service).

School-Based Management

The Constitution of the Kingdom of Cambodia provides their citizens for nine years of basic education. Cambodia still faces serious problems in terms of school enrollment at junior high school level compared to other ASEAN countries. There are still many students who drop out before graduating from primary school (Shoraku & Tonegawa, no year). Decentralization of education in Cambodia is one of the three objectives of education policy to achieve education for all (EFA). To promote more autonomous school management, the government began providing school operational funds since 2000. Each school was given autonomy on how to use the budget according to their needs, such as building maintenance and purchasing educational equipment. The school receives funding together with the submission of annual school development documents and monthly expenditure plans to the District Government and the Provincial Education Office. In this school-based management, the school, together with parents of students who are members of the school committee collaborate in developing the school. In its implementation, there is disagreement between the Ministry of Education, Youth and Sport and Ministry of Home Affairs in terms of the autonomy position of authority. Ministry of Education, Youth and Sport views the need for school-based autonomy, while the Ministry of Home Affairs wants to put autonomy on local government (interview with the Ministry of Education, Youth and Sport).

Infrastructure Complaint

One of the interesting innovations carried out by the Ministry of Public Works and Transport is the application of an application that allows citizens to participate in monitoring road damage. Residents are actively given the opportunity to convey information to the Ministry of Public Works and Transport by photographing and uploading the photo along with information on the location of the damage. With quick information from the public, the Ministry of Public Works and Transport can immediately respond to the report by making improvements quickly. This application can work well when people have the willingness and ability to do it (interview with the Ministry of Public Works and Transport).

Public Private Partnership

The Ministry of Public Works and Transport innovates by implementing public-private partnerships in providing public services. In some public services, the ministry does not need to run it alone. The private sector is involved in public services such as e-registration, vehicle inspection center, driving school and driving license test. The function of the ministry is to oversee the implementation carried out by these private institutions. With the partnership, e-registration services make it easier for people to register their vehicles (interview with Ministry of Public Works and Transport).

Salary Reform

Ministry of Civil Service and Ministry of Economic and Finance have worked together to design the salary reform by focusing on the standard of living of public servant. The reform also focuses on the national budget and inflation rate, size and number of the cadre of the civil servant and other government officials. This is expected to increase productivity and attract public servants who have professional talent. The salary reform provides the minimum and maximum salary for various agencies or profession such as ministry of education, ministry of health, the police and the army.

D. POLICY OUTPUT

The easiest way to evaluate the quality of public service can use data released by international organizations. This international perception can be good indicators how a government has achievement in improving the quality of public service. Some indicators such as Human Development Index (HDI), Ease of Doing Business Index, Government Effectiveness, Regulatory Quality and Corruption Perception Index can be found easily[3].

Using some indicators, we can see some good progress that has been achieved by the Government of Cambodia. Human Development Index had increased significantly in the last ten years, from 0.521 in 2007 to 0.582 in 2017. The Cambodian HDI is even below Lao PDR (0.601), but is still better than Myanmar (0.578). The best position of HDI is still dominated by Singapore (0.932).

Figure 13. Human Development Index
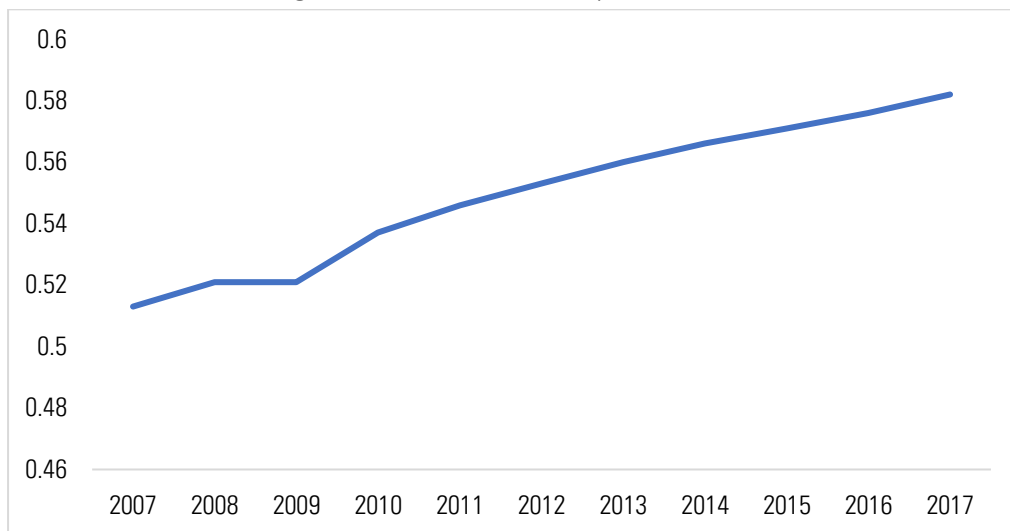
Similar progress has been achieved in the indicator of ease of doing business. In 2010, the score was only 50.11, while in 2017 it reached to 54.80. Among ASEAN member countries, ease of doing business of Cambodia is ranked the same as Philippine, and still ranks better than

---

[3] These following graphic data source from: OECD (2018), Economic Outlook for Southeast Asia, China and India 2018: Fostering Growth through Digitalisation, OECD Publishing, Paris. http://dx.doi.org/10.1787/9789264286184-en

Lao PDR and Myanmar. Countries that have well in ease of doing business are Singapore and Malaysia, followed by Thailand, Brunei, Viet Nam and Indonesia.

Figure 14. Ease of Doing Business Index
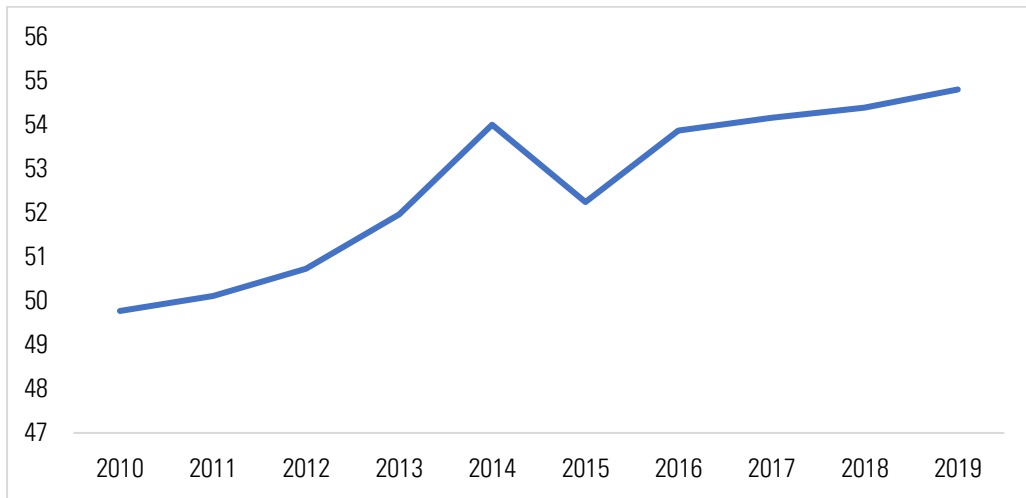
For the corruption perception, the score dropped from 22 in 2012 to only 20 in 2013. From 2013 to 2014, the score increased from 20 to 21. In the last four years, the score was constant at 21. This CPI score of Cambodia (20) is still below most ASEAN countries, even below the Lao PDR score (29). The highest score is still in Singapore (85), followed by Brunei Darussalam (67) and Malaysia (47).

Figure 15. Corruption Perception Index
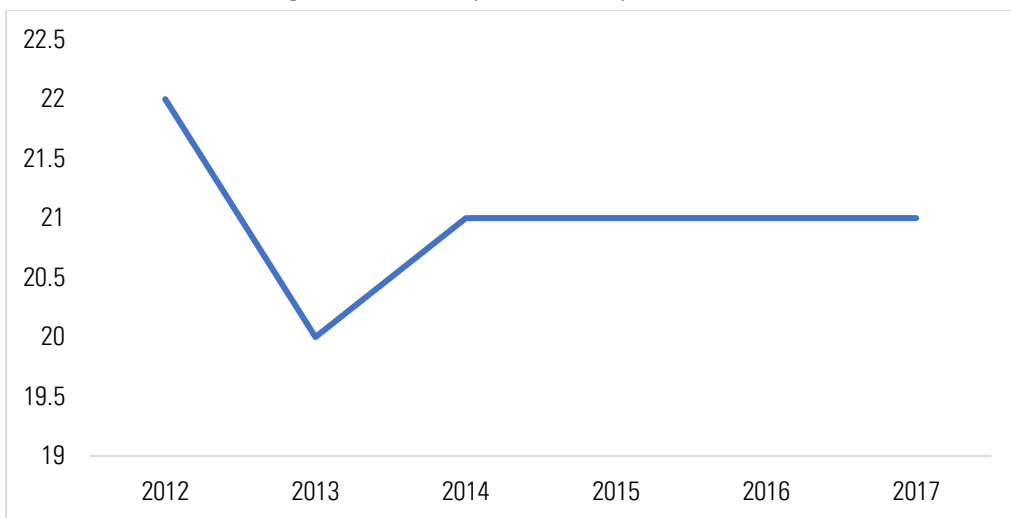
For government effectiveness, the condition was very poor, where they were under zero point. There was a fluctuation between 2007 to 2017. However, there was little progress from 2013 to 2017. Compared with other ASEAN countries, Singapore is the best while Cambodia is still below Lao in terms of government effectiveness.

Figure 16. Government Effectiveness
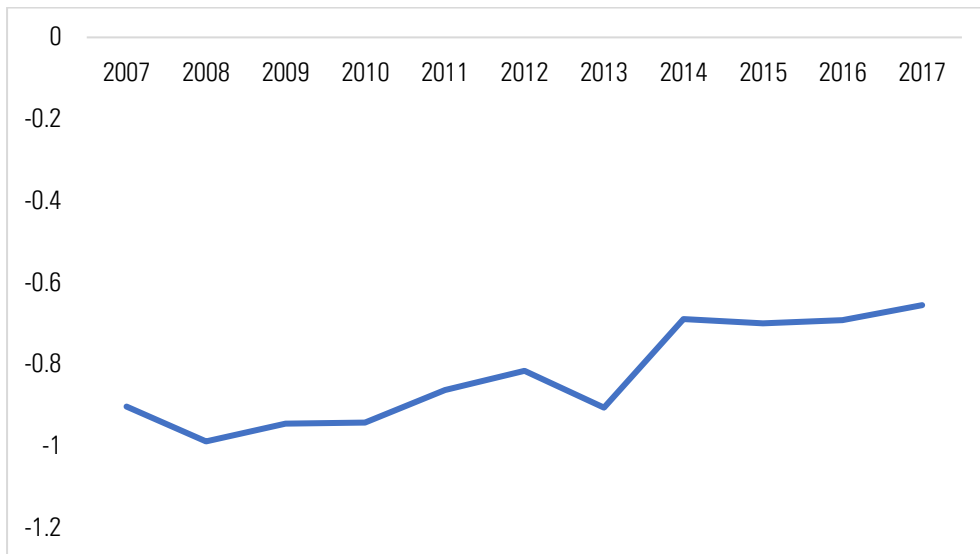
Meanwhile, the regulatory quality was also very low and in turbulence, leading to poor condition 2017. Singapore is still the best among ASEAN member states. Singapore is ranked no. 2 in the world with the score of 2.2, while Cambodia is only -0.50 (world rank: 130) which is better that its neighboring country Lao PDR which is only -0.72 (world rank: 143).

Figure 17. Regulatory Quality
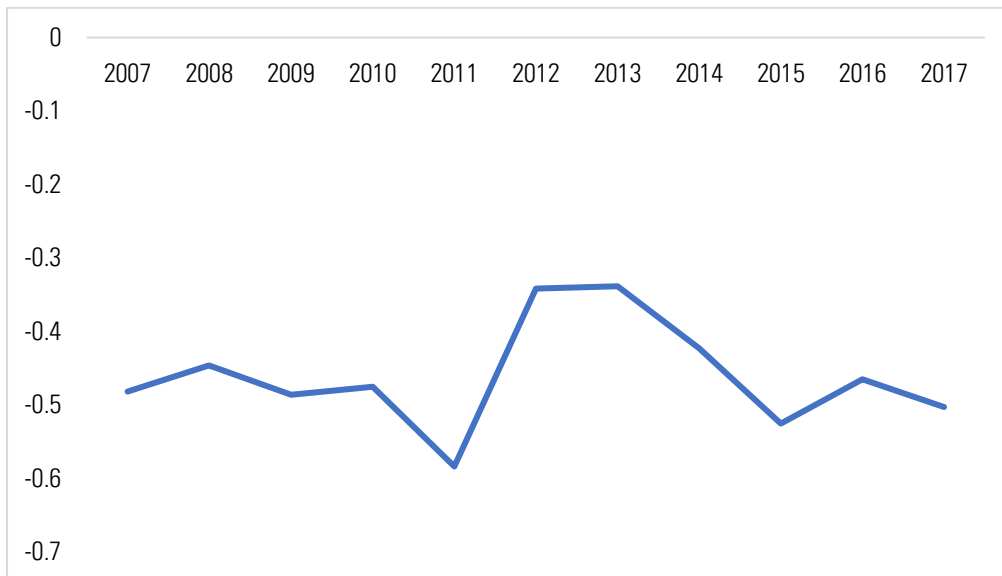
E. ANALYSIS OF PUBLIC SERVICE DELIVERY SYSTEM

Cambodia has made efforts to improve the public service delivery system. These improvements occur in various aspects such as improving service standards, regulation making processes, relations between the center and the regions, monitoring and evaluation, and complaint handling mechanisms. However, the changes made are still in the initial stages. When compared with public administration practices in developed countries, Cambodia has just started the New Public Service in just a few aspects.

In terms of transparency, the condition of the public service delivery system has shown an openness in terms of budget. However, a more detailed budget related to the financing of each program and activity cannot be easily accessed. Matters relating to public service information have not been seen in various institutions. For example, relating to service procedures, service time, and costs to be paid by citizens to obtain services.

With regard to public participation, the regulation-making process has begun to invite various stakeholders. However, the power of civil society itself has not developed to be able to encourage citizens to be involved in the process of making regulations. Encouragement is mostly done by international institutions and the international business community such as business associations from Japan. Without strong participation from the community, the formulated public services will tend to be biased towards the interests of the bureaucracy. Whereas with regard to accountability, the government has actually opened up public opportunities to criticize public policies and services. However, the community itself has not actively used it due to the constraints of Asian culture. For Asian people, criticizing the government is still considered taboo. With the development of social media, wide opportunities to criticize the government are increasingly open. Public dissatisfaction can be channeled through various means such as Twitter, Facebook and e-mail. It's just that the government itself still needs staff who are quickly able to respond to these complaints.

F. THE CHALLENGES IN DELIVERING PUBLIC SERVICE IN CAMBODIA

Administrative reform aimed at improving public service delivery has been carried out massively in various sectors. Reform is not only aimed at improving the internal performance of the bureaucracy but also to improve the quality of services that citizens will receive, such as education, health, licensing, infrastructure and business activities. There are a number of challenges that must be faced so that the reform can achieve the desired goals.

First, there is no legal basis in the form of a strong Law regarding public services that regulate the rights and obligations of the government and citizens. In terms of supply, public service providers need to submit to rules that bind them in serving citizens so that arbitrary use of power does not occur. On the demand side, citizens must have the rights guaranteed by the state in obtaining good public services.

Secondly, the Ministry of Civil Service as an institution that integrates all matters of recruitment, training, promotion and bureaucratic reform is a very important and needed institution. However, this large workload becomes ineffective when it is not supported by an adequate number of staff. For example, related to training for new employees, they were handed over technically to each sectoral ministry. The problem is whether the sectoral ministry is able to provide good training to new employees related to one's mental attitude as a public servant or as a policy maker.

Third, the capacity of bureaucrats who do not all has the ability to carry out their functions as public servants properly. Very rapid technological developments often influence how the bureaucracy must change in making policies and in using information technology in public services. This often cannot be followed by senior bureaucrats who are not responsive to the development of information technology.

Fourth, a bureaucratic culture that is less serving. As in many developing countries, bureaucrats who work in government institutions often place themselves as power holders who tend to ask for service. Mental attitude as a serving person has not been well developed. Technical capabilities in certain fields need to be supported by a culture of serving citizens well.

Fifth, related to policy-making process. Stakeholder involvement has been done well and is mandatory. However, this involvement does not seem to have arrived at making more technical regulations, which often cause many problems. In the big ideas contained in the Law, input from stakeholders is general. As for technical regulations, the government also needs technical input from the community.

Sixth, relating to complaint handling mechanism is a number of issues. There is overlap in handling complaints, namely by the Department of Legal Affairs or the General Inspectorate Department or the Cabinet of the Minister. In addition, there are no clear rules or instructions for complaint handling. If there are citizens who are dissatisfied with complaints, what follow-up should be done next (Khlok, 2014).

G. RECOMMENDATIONS

From the various problems faced by the Ministry of Civil Service and other sectoral ministries, there are several recommendations that can be proposed for the improvement of the bureaucracy going forward.

First, it is necessary to make a law, which becomes an umbrella for public services that encourages the creation of good governance. This law is expected to be a guideline for public servants and citizens to ensure their respective rights and obligations are met. The law is expected to guarantee the protection of citizens from abuse of the power of bureaucrats in providing public services.

Second, the mechanism of regulation must involve broad stakeholders. Regulatory Impact Analysis and Regulatory Impact Assessment must be carried out not only as a formal mechanism but must be substantive. The formalistic consultative mechanism must be improved to be a mechanism for public policy simulation so that each stakeholder understands the implications of each rule that will be implemented by the government.

Third, in relation to the complaint handling mechanism, a mechanism that is more friendly to citizens needs to be built. The use of social media as a complaint mechanism must be accommodated properly. Bureaucrats must be empowered in using social media and how to respond to citizen complaints. There must be a hierarchical mechanism that allows citizens to appeal when their complaints are not satisfactorily responded.

Fourth, improving bureaucratic mindset from administrators to being service providers with an excellent service culture. For this reason, training for new employees is not enough to only be submitted to the technical ministry, but it is the responsibility of the Ministry of Civil Service who designs and runs the education curriculum as governmental apparatus who delivery service to the citizens.

Fifth, assessment conducted by international institutions related to government effectiveness, regulatory quality, corruption must be followed up immediately with improvements in various sectors. These negative perceptions will have an impact on the inhibition of investors to come, public distrust and the decrease in the motivation of the government apparatus itself. The regional and international competition requires the performance of more efficient and effective government bureaucracy and more friendly and fast service.

INDONESIA

A. BACKGROUND

Indonesia is one of the biggest countries in the world, especially in terms of population, diversity, and economy. Situated in the archipelago, Indonesia enjoys its vast areas with at least 300 ethnic groups (the World Bank estimation in 2018, but some cultural experts argue that Indonesia has more than one thousand ethnic groups) within it. Indonesia country' GDP per capita relatively increased consistently from period 2000 to 2018, ranging from $807 to the $3,877. Indonesia is also classified as the 10th largest economy in terms of purchasing power parity and a member of the G-20; as well as included in the emerging middle-income country groups (the World Bank, 2018).

Citing further from the World Bank publication (2018), "Indonesia's economic planning follows a 20-year development plan, spanning from 2005 to 2025. It is segmented into 5-year medium-term plans, called the RPJMN (*Rencana Pembangunan Jangka Menengah Nasional*) each with different development priorities. The current medium-term development plan – the third phase of the long-term plan – runs from 2015 to 2020. It focuses on, among others, infrastructure development and social assistance programs related to education and health-care".

Referring to the medium and long-term development plans, the government development priorities are mostly focusing on the public sector related issues. Indeed, Indonesia is putting efforts to improve the basic public services, especially in the leading and priority sectors. The leading and priorities sectors include, among others: education, health, infrastructure, social protection, energy subsidiary, non-energy subsidiary, as well as the district transfer and rural fund.

The government expenditure/spending is referring to the Constitution No. 17 Year 2003, as well as the Constitution No. 25 Year 2004, about the State Finance. Based on the government spending, those sectors receive the biggest slice on the national budget as reflected in the figure below. For example, education sector receives 20.45% of the approved 2019 national budget spending. This condition is in line with the Constitution statement saying that the education sector should at least receive 20% out of the national budget. Infrastructure and social protection also receive the significant percentages, amounted 18.90% and 13.70% of the spending. While the health sector receives 5.11% of the national spending. These situations are in line with the President' national development agenda, well known as *Nawa Cita*, that were translated into the 2015-2019 National Mid-Term Development Plan or RPJMN (*Rencana Pembangunan Jangka Menengah*).

In the case of Indonesia, the format of budget to manage the public service delivery is still using the conventional mechanism in which with the dependency on the government

spending. Suppose there is any involvement from the other parties such as private sector or else, it would be through the partnership mechanism.

Figure 18. The Indonesian Government Spending based on the Priority Sectors, 2018
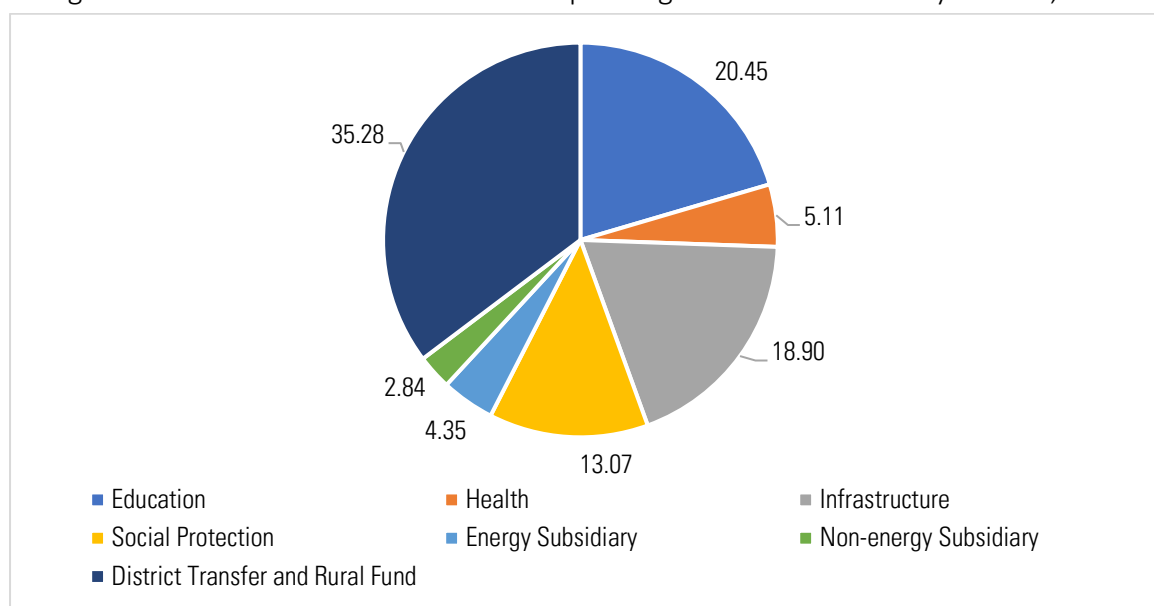
Source: Ministry of Finance (https://www.kemenkeu.go.id/apbn2018), analysed by the authors

Indonesia has a long history that is rooted in a long ideology, contentious and political debates. The historical evidences show us that Indonesia is indeed a very diverse country, comprising a plethora of ethnic groups. The diversity Indonesia has however faced challenges since the Dutch colonial government, which used indirect rule to govern the archipelago. The policy was later on challenged by Indonesia's founding fathers in the 1930s to 1945 through several movements, which among others included *Sumpah Pemuda* and *Indonesia Merdeka*. These movements constituted counter movements against the plural society policy trap engineered by the Dutch colonial regime. The movements instead advocated for the creation of a new meaning of "Indonesia" with *Pancasila* as the foundation of the country. Through *Pancasila*, the founding fathers of Indonesia established a central form of government or unitary state in order to unify the people of many ethnics, religious, and cultural backgrounds spread across thousands of islands.

There were several dynamics since the Indonesia received its independence on 17 August 1945 up to now. During 1949-1950, Indonesia followed a system of federal government under the "United Republic of Indonesia". In 17 August 1950, however, the system changed to the "Unitary State of the Republic of Indonesia", following the 1945 Constitution. In 2000, the era of the decentralization came into being, in which as a result from the long overhaul of the New Order Era for 32 years. The concept of regional autonomy has now been applied as a way of decentralizing power.

B. FINDINGS: PUBLIC SERVICE DELIVERY SYSTEM

The Legal System

Being the democratic country, Indonesia applies a presidential system, as *Pancasila* is a foundation of its democracy. The application of the *Trias Politica* guides the implementation of democracy that is divided by the three interlinked aspects of the Legislative, the Executive, and the Judicial.

The Executive consists of the President, the Vice President and the Cabinet. The Indonesian electorate through presidential elections chooses both the president and vice president with five years term that can be elected for another term by the people. To support the works of the President and the Vice President, the cabinet was chosen by the President consists of ministries.

The Legislative is the People's Consultative Assembly or *Majelis Permusyawaratan Rakyat* (MPR) as a highest institution. It consists of the People's Representative Council or *Dewan Perwakilan Rakyat* (DPR) and State Audit Board.

The Judicial is managing all related matters to the law implementation and enforcement. The highest court in Indonesia is the Independent Supreme Court or *Mahkamah Agung* that serves as the final court of appeal. In 2003, a relatively new court named Constitutional Court or *Mahkamah Konstitusi* (MK) was set up to monitor the decisions made by the cabinet and parliament. However, the public courts, administrative courts, religious courts and military courts handle most of legal cases in Indonesia. There is another important body named the Judicial Commission or *Komisi Yudisial* that the main role is to oversee of the Indonesian judges.

Figure 19. The Composition of *Trias Politica* in Indonesia
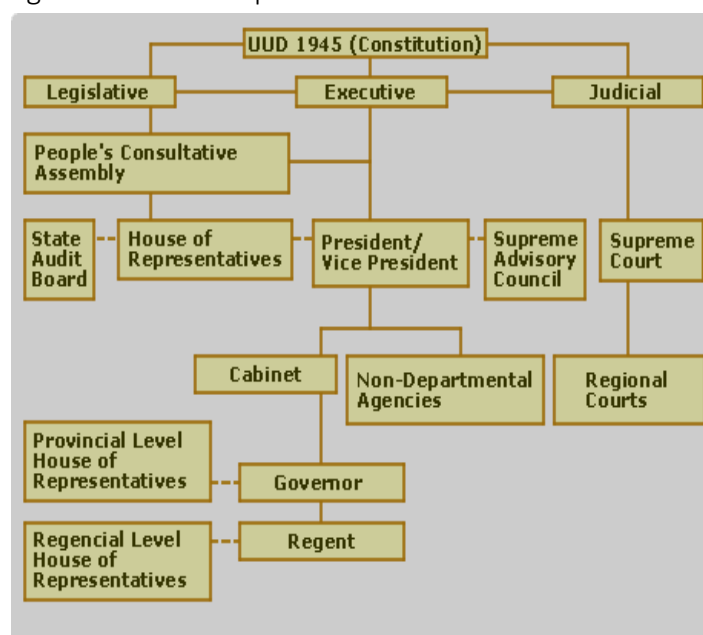
The three bodies have their offices not only in central level but also in the regional (local) level. In short, the composition of *Trias Politica* in Indonesia can be reflected in the diagram above.

Indonesia has many types and hierarchy of the laws and regulations. However, all of the laws and regulations refer to the main legal foundation of the country, which is the 1945 Constitution or *Undang-undang Dasar 1945*. These laws and regulations are arranged under the law of *Undang-undang No. 12 Tahun 2011* as the umbrela for all laws and regulations in Indonesia. This law was amending the previous law of *Undang-undang No. 10 Year 2004*. Based on the *Undang-undang No. 12 Tahun 2011*, types and hierarchy of laws in Indonesia are as follows:

a. The highest is the *Undang-undang Dasar Negara Republik Indonesia* 1945 or the 1945 Constitution
b. Provision of People's Consultative Assembly or *Ketetapan Majelis Permusyawaratan Rakyat*
c. Laws or government regulations to replace the constitution
d. Government regulations
e. Presidential decrees
f. Provincial regulations
g. District/city regulations

Indonesia has several laws and regulations to regulate public service delivery system. These regulations/laws do not only include the provision of public services, but also to handle disputes related to public services. The regulations and laws are strictly regulating to the implementation of public service standards, however in many cases in practical level there are still some violation of the laws/regulations.

The laws and regulations include:
- Law No. 25 of 2009 concerning Public Services
- Government Regulation No. 2 of 2018 concerning Minimum Service Standards
- Government Regulation No. 38 of 2017 concerning Regional Innovation
- Law No. 30 of 2014 concerning Government Administration, which regulates that if there are proposals/permits that submitted to the Government Agencies/Officials, a decision must be made within 14 days

Institutions

The division of the Government of Indonesia (GOI) has the three main functions as: absolute functions, concurrent functions and general functions. The details of the functions can be seen in the diagram below.

Figure 20. Divisions of Government Functions
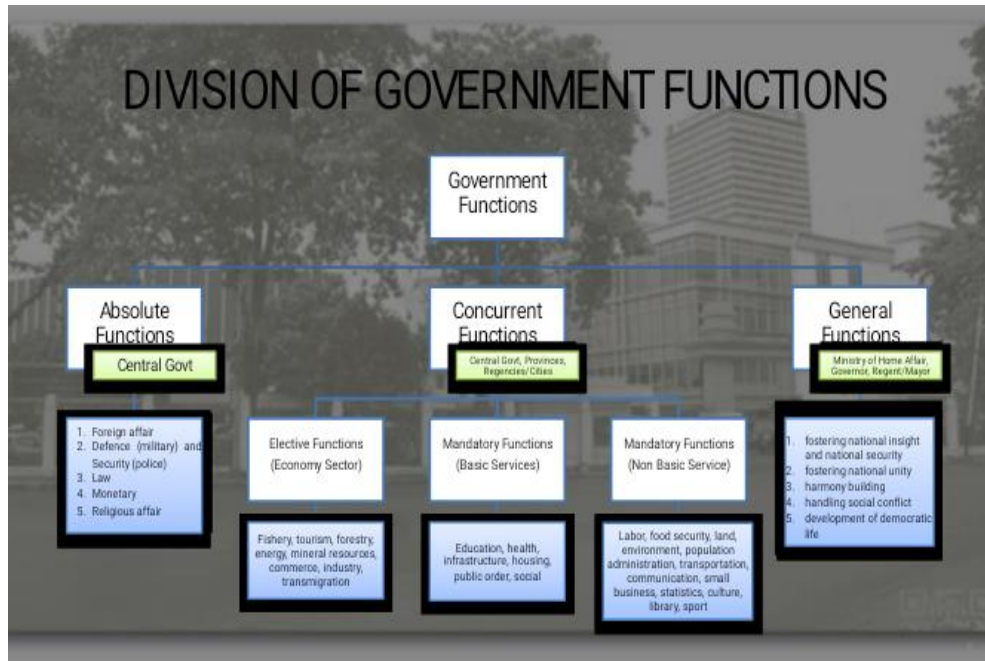
The government institution follows the structure as reflected in the diagram below. The President is the highest position in the government structure. In the central level, she/he is assisted by the Vice President as well as the line ministries and special agencies. There are at least 33-line ministries and 29 special agencies that have the mandates to assist and support the works of the President. Under the President and the Vice President, there are two institutions that assist and support the Presidential works, namely public broadcasting institutions and independent supervisory bodies. Aside the line ministries and special agencies, President also receive the services from the national armed forced, national policy, state intelligence agency, and attorney general. In the lower levels of provincial and district levels, the Governors and Regents/Mayors are responsible to work and report to the President.

Figure 21. Structure Government Institution in Indonesia
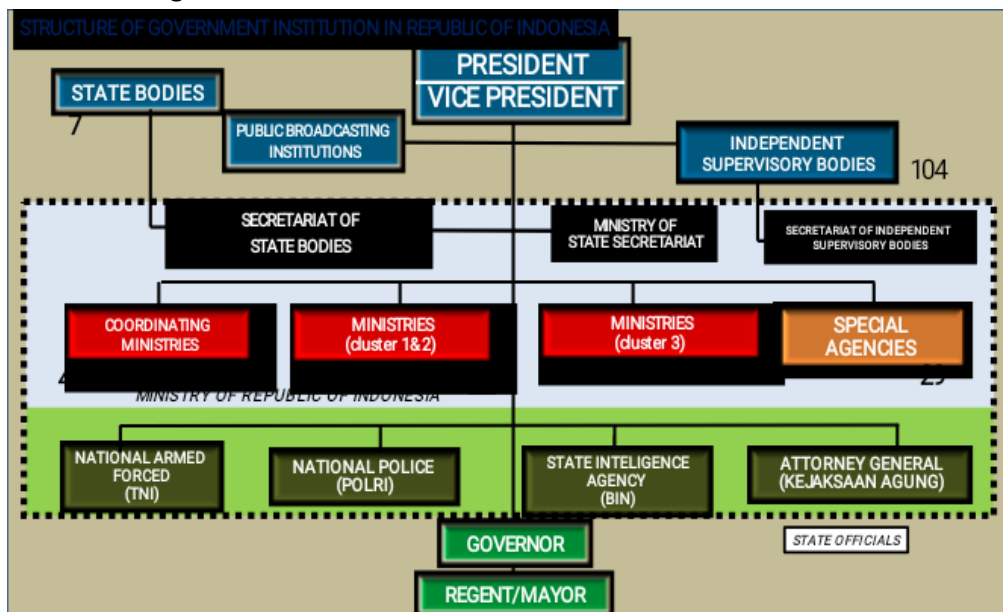
In term of the public service delivery in Indonesia, there several ministries and institutions those are in charge for the service:

a. Ministry of Administrative and Bureaucratic Reform
The main functions of the ministry include developing the policies, coordination on the policies making and institutionalization management, coordination for the implementation of the administrative and bureaucratic reform, as well as supervision and monitoring on the government administrative matters.

b. National Institute of Public Administration
The main functions are drafting the national policies in state administration, drafting the policies on the administrative and bureaucratic reform, developing innovation on the public service delivery, facilitating and guiding the quality control of the public service delivery system.

c. National Civil Service Agency
The main function is to provide the guidance of the civil servant management in Indonesia.

d. Financial and Development Supervisory Body
The main function is to monitor the accountability of financial management and national development to support the more clean and effective governance and corporation.

e. State Civil Service Commission
The main function is to ensure the merit-based system in the recruitment process and promotion of the civil servants.

The local governments have a unique role to deliver of public service. According to the Law No. 23 of 2014, regional/local governments have a similar role with the central government in term of budgeting, regulation, initiation and implementation. Having said that, both central and local government have an equal position on the power sharing. Ministry of Administrative and Bureaucratic Reform has the responsibility to monitor and evaluate the implementation of public service delivery. The monitoring and evaluation to implement pubic service delivery have been done regularly in annual basis.

Bureaucracy System

In term of bureaucracy system, there are two components that can be reflected in the case of Indonesia, namely the number of civil servants to support the system as well as the status of the civil servant in the country. The National Civil Service Agency (NCSA) is the agency who responsible to manage the civil servant management in Indonesia. According the latest data

from the NCSA in December 2018, there are at least 4,185,503 numbers of civil servant in the country, in which the total of 22.44% is located in the central government while the remaining 77.56% is spread out in provincial and district levels (NCSA, December 2018). The status of the civil servant in the country is following the Law No. 5 of 2014 on State Civil Apparatus or *Aparatur Sipil Negara* (ASN), stated that there are two kind of ASN namely civil servant and non-permanent government official or *pegawai pemerintah dengan perjanjian kerja*.

NCSA has a specific standard mechanism used in term of resources of recruiting and selecting candidates of ASN. The filling of vacant positions in the state agencies in Indonesia is based on competence. For instance, the recruitment of prospective civil servants consists of two stages of competency selection, namely basic competencies and specific competencies. Furthermore, competency system in apparatus career development is based on three types of competencies: managerial competencies, technical competencies and socio-cultural competencies. These three competencies are used in filling senior executive fulfillment positions (Government Regulation 11/2017 and NCSA Regulation Number 1 of 2019). While promotion mechanism is based on the several aspects, namely qualifications, competencies, and performance. Promotion is no longer based on seniority and regardless the ages of the prospectus candidates.

In addition, once the candidates of ASN have successfully filled up certain positions, there would be wide range of opportunities to participate in the competency development or capacity building in form of study and training. Indonesia government has set up the minimum requirement of 20 hours per year for each ASN to receive the competency development. The biggest obstacle so far in term of competency development is budget constraint from each agency to provide the capacity building for each staff.

To increase the performance of the ASN, the mechanism used to evaluate the performance is using performance evaluation. The rewards would be given to ASN who has good working performance in term of performance benefits, aside the salaries that ASN have received. Asides from several efforts in term of capacity building and work performance evaluation, another possibility of newly engaged ASN to increase higher performance is by conducting internship at the other agencies besides their own. The internship is conducted both in state-owned enterprise and private sectors.

It is widely understood that the nepotism was big issue for Indonesia bureaucracy, especially in term of recruitment. However, currently Indonesia uses the computer based assistant test to eliminate the possible nepotism, favoritism, and affirmative action in the selection and recruitment process. In the practical level, however, there are several challenges that still hamper the fair and open recruitment and promotion. The challenge includes the leadership aspect that in some cases in some agencies still depends on the political sentiment and affiliation. This is especially true in the regional or local level. Another challenge is that the wide range cultural diversity background of each agency in Indonesia, both in national and local levels.

C. OUTPUTS OF PUBLIC SERVICE DELIVERY IN INDONESIA

OECD (2018) evaluated the quality of public services delivery output in Indonesia, which classified by following indicators as Human Development Index, Ease of Doing Business Index, Global Competitiveness Index, and ICT Development Index.

As the government has increased the allocation of education fund for basic education development programs, the Human Development Index of Indonesia shows stable development over past 10 years from 2007 to 2017 and reaches its peak on 0.694 point by 2017.

Figure 22. Human Development Index
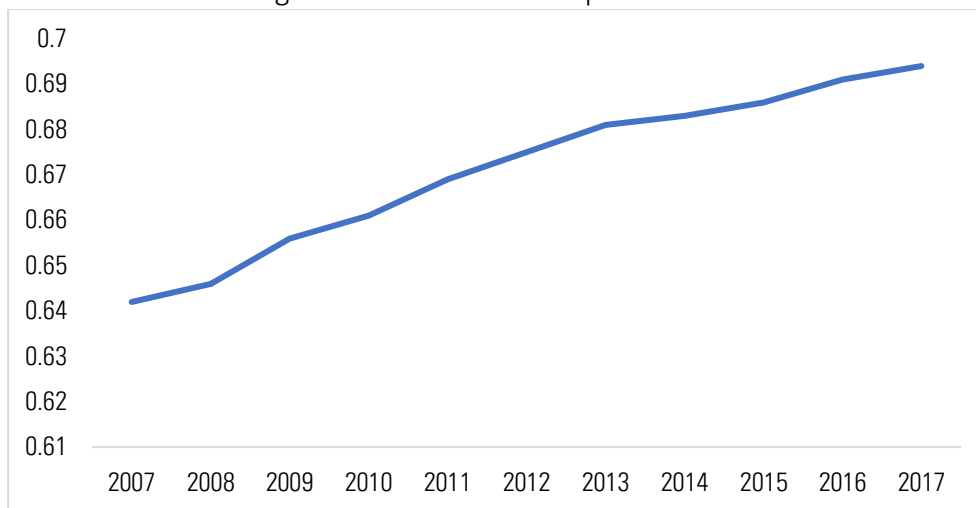
In term of the Ease of Doing Business Index, Indonesia still needs efforts to improve this aspect. In the period of 2010 to 2019, the Ease of Doing Business Index in Indonesia shows some fluctuation.

Figure 23. Ease of Doing Business Index
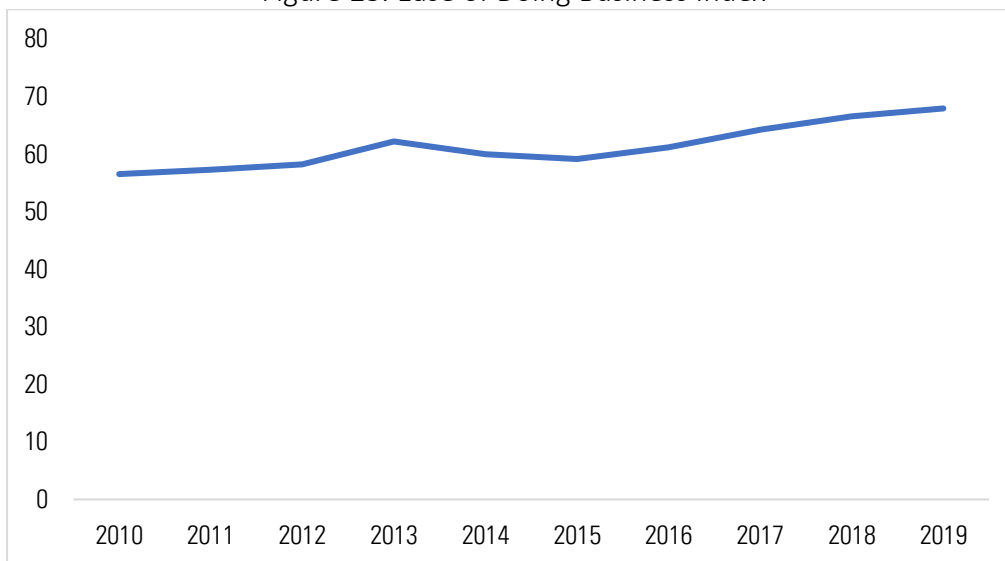
The Global Competitiveness Index of Indonesia shows fluctuate rate over past 10 years from 2008 to 2017. Meanwhile, the ICT Development in Indonesia has increased significantly since 2007 to 2017 by 2.18 points. This leads the ICTDI to the peak on 2017 by 4.33 point.

Figure 24. Global Competitiveness Index
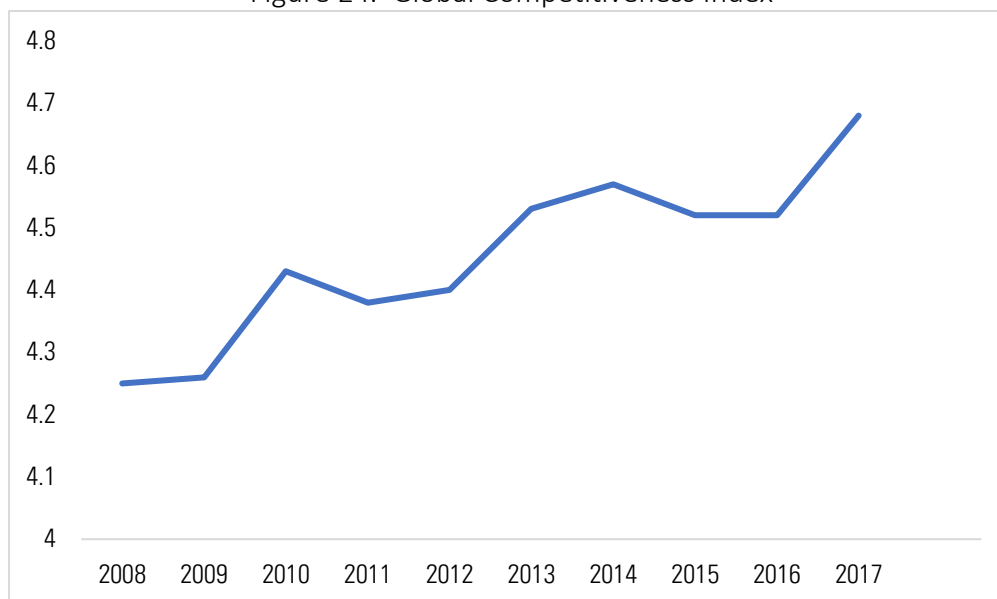
Figure 25. Development Index
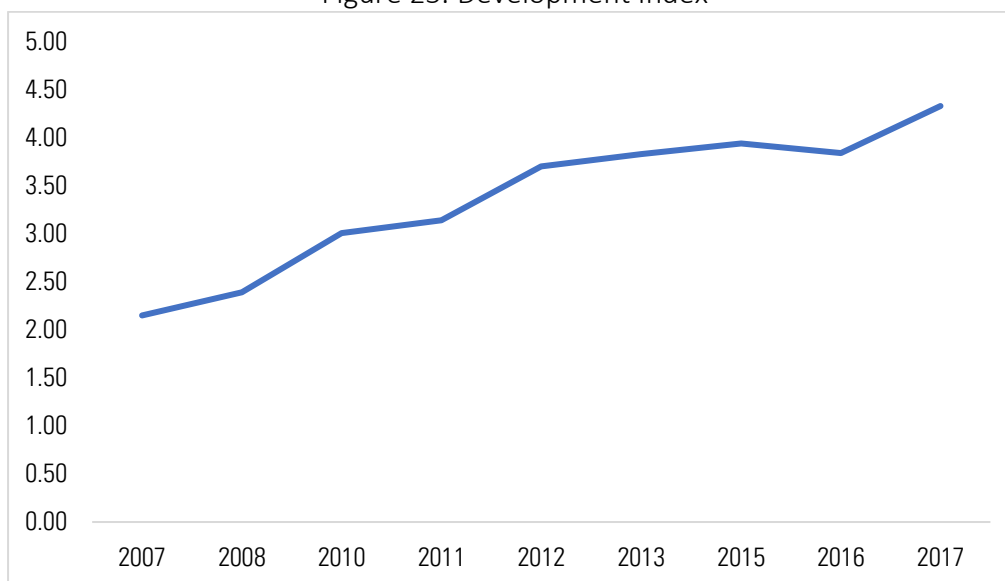
D. ANALYSIS OF MODEL, PRINCIPLE, POLICY DEVELOPMENT PROCESS, CHALLENGES

In the era of decentralization, the regional autonomy principles apply in Indonesia. There are three main principles, namely:

a. Decentralization: delegation of the government functions by the Central Government to autonomous regions based on the Principle of Autonomy.

b. Deconcentration: partial delegation of government functions which is under the authority of the Central Government to (i) the governor as the representative of the

Central Government, (ii) vertical agencies in certain regions, (iii) governors and regents/mayors as officers in charge of general government functions.

c. Co-administration:

- Assignment from the Central Government to autonomous regions to carry out part of government functions which is under the authority of the Central Government; or
- Assignment from the Provincial Government to the Regency/City Region to carry out part of government functions, which is the authority of the Provincial Region. In term of policy development processes, there are several aspects that can be included to the analysis based on the Indonesia' case. Among others are the services standard, process of the regulation making, monitoring and evaluation, customer satisfactory, complaint handling mechanism, regulatory framework, reform, and innovation.

Service Standard and Regulation Making

In term of public service delivery, the central government has the tasks to set up the norms, standards, procedures, and criteria to be applied in the services to public. For the implementation both in central and local levels, the government creates the Standard Minimum Services or *Standar Pelayanan Minimal* (SPM). The overall guidelines of the SPM were made by the Ministry of Home Affairs, but the specific guidelines were created by the line sectoral ministries. The main challenge of the SPM is the implementation in the local level considering that the different standards apply in national and local level. Those in the local level argue that the standards set up by the national level were not easy implemented and, in many cases, difficult to be implemented in the local level. For example, in the education sector there is a standard to fulfill the minimum standard of students up to 32 students per teacher in one classroom. The facts show in many urbanized areas, the numbers were much higher than 32, some can reach up to 45 students in one classroom per one teacher. Another example, the standard minimum for requirement for the teacher to have at least bachelor degree is difficult to achieve especially in the rural areas with the low education level due to the limited budget of the local government. The most important on the process of the regulation making is about the participatory of the citizens on the public service policies making. From the government perspective itself, there are certain steps to develop the policies, starting from developing academic draft policies up to public consultation before finalizing the policies.

Monitoring and Evaluation

There are several tools for monitoring and evaluation that have been developed by the central government, namely:

a. Standard Performance of the Employees or *Sasaran Kinerja Pegawai* (SKP)

This is about planning and performance targets that should be achieved by the civil servants in the certain period of time based on their actual work performance. The measurements were done by the direct supervisors.

b. Standard Reporting System or *Laporan Kinerja Pegawai* (LKP)

LKP is civil servants' achievement of the targets/goals that have been setting up in each institution.

c. Accountability System of the Government Institutions Performances or *Sistem Akuntabilitas Kinerja Instansi Pemerintahan* (SAKIP)

SAKIP is integrated systems of planning, budgeting, and reporting that have to be in line with the implementation and fulfilling the accountability standard.

According to the Law No. 25 of 2009, the Ministry of Administrative and Bureaucratic Reform is the responsible agency to conduct monitoring and evaluation of the performance public service delivery. The monitoring and evaluation are conducted using the weighted score. The components to be included in the scoring are:

Table 5. Monitoring and Evaluation Component

Component	Weighted score (in percentage)
Public service	30%
Professionalism of human resources	18%
Facilities and infrastructure	15%
Public service information system	15%
Consultation and complaint mechanism	15%
Public service innovation	7%

One example of using technology to accommodate the assessment of public services is ASIK. ASIK is an appraisal application that involves the public in assessing public service standards that is provided by public service institution at central and regional levels.

Customer Satisfactory

To ensure the proper public service delivery, it is mandatory for the service units to conduct satisfactory surveys regularly, both using manual or digital methods. Some public services that have used the customary satisfactory system are permit management and birth certification arrangement.

Complaint Handling Mechanism

Complaint handling mechanism is one of the important instruments to get the citizens' aspirations. In Indonesia some of public services have provided the complaint handling mechanism through customer services, both in central and local levels, in each institution. Indonesia also has the Ombudsman that was set up based on the Constitution No. 37 Year 2008. In addition, the National Civil Service Agency has a complaints mechanism to handling dissatisfaction from the citizens regarding public service delivery. The complaints can be

submitted through social media (Facebook, Twitter), SMS, application lapor.go.id and http://www.bkn.go.id/homepage/lapor-bkn.

Regulatory Frameworks

Public Services Delivery system in Indonesia refers to Laws no. 25 of 2009 about Public Services. This law managed the effective principals of governance operation, which parallel to public services, which provided by government and/or private corporation on public services. This law aims to strengthen democracy and human rights, promote prosperity to citizens, social cohesions, reducing the poverty level, increasing environment protection, sustainability on natural resources, as well as increasing public's accountability to government and public administration units.

Reform

The reforms that have been carried out cover the areas of change management, structuring legislation, structuring and strengthening organizations, structuring governance, structuring human resource management systems, strengthening accountability, strengthening oversight, improving the quality of public services. It can be said that the reform efforts that have been conducted so far have some progress and improvements, especially in term of efficiency. However, in the practical level, some obstacles that can hamper the reform efforts include the cultural constraint, leadership and self-motivation.

Innovation

Aside of reforms, Indonesia also has innovations to deliver public service. Some of the examples are:

ICT Based Recruitment System
a. State Civil Apparatus Selection - Online Registration System (Sistem Seleksi Calon Aparatur Sipil Negara) https://sscasn.bkn.go.id
The National Civil Service Agency develops registration system for the prospective of Civil Servant, Non-Permanent Government Official and Civil Service School. The selection is held simultaneously and integrated with citizenship data through an online registration system. ASN online registration system is intended for prospective applicants who will fill vacant position at central and regional agencies.

b. Computer Assisted Test (CAT BKN) https://cat.bkn.go.id
In order to answer the demands of society in the fair recruitment of civil servants, as well as a means to select professional staff, NCSA develops a computerized competency-based recruitment and selection system called the Computer Assisted Test (CAT). CAT consists of the Basic Competency Test (Tes Kompetensi Dasar) and Specific Competency Test (Tes Kompetensi Bidang).

MySAPK

MySAPK is Mobile based National Civil Service Information System of the National Civil Service Agency that serves to facilitate civil servants in all government institution to have access on staffing data, including Profiles, Virtual Official Identity Card, Notification for Promotion and Pension Services, Citizenship Data, Indonesian National Health Insurance data, Savings and Pension Insurance data and others.

Public Service Assessment: ASIK https://asik.ombudsman.go.id
Compliance Information System Application of Ombudsman RI (ASIK - Aplikasi Sistem Informasi Kepatuhan) is an appraisal application that involves the public in assessing public service standards that is provided by public service institution at central and regional levels.

BREXIT (Braille E-Ticket And Extraordinary Access For Visual Disabilities) – City Government of Malang
BREXIT is a supporting tool that bridges the limitations of people with visual impairment to see the rules of taking drugs that are attempted to minimize the risk of medication failure for patients. Implementation of BREXIT innovations through stages including strong commitment from all employees, fulfillment of facilities to support disability friendly services, provision of BREXIT facilities in the form of etiquette printing and room signage in braille, Transfer of braille-based pharmaceutical service knowledge through the Trainee of Trainer (ToT) method, disseminating information from persons with visual impairments who are able to read and understand braille drug etiquette as well as developing the habit of reading drug etiquette before taking drugs to persons with visual impairments. This is one of the top 99 Public Services Innovations in 2019 in Indonesia

Lapor
(Online Public's Aspirations and Complaints Service) is a social media-based aspiration and complaints facility that is easily accessible and integrated with Ministries/Institutions, Local Governments in Indonesia. LAPOR! has been developed by the Office of the President's Staff in order to increase public participation in government oversight and performance programs in the implementation of development and public services.

The public can send reports on LAPOR! through various media including the site https://www.lapor.go.id/, SMS 1708 and also mobile applications. The report was then completed earlier by the LAPOR! administrator for clarity and completeness and then forwarded to the related agencies no later than 3 working days after it is done.

E. LESSONS LEARNED

NCSA considers that there are opportunities to encourage the quality of public services, especially in the areas of:
   a. ICT master plan implementation
   b. Mastery in the field of civil service regulation
   c. Capable leadership that selected through a competency-based and objective selection process
   d. NCSA is conducting organizational development to adjust to future challenges

Besides some opportunities, NCSA considers that there are aspects that need to be improved, especially in the aspects of integration and simplification of business process, as well as in term of data driven in the policy making.

Regarding policy development, NCSA plays important role to regulate the assessment of institutions by providing standard, criteria, and assessment code of conduct, to maintain the quality of selection process. The process of developing policy involves the assessment agencies and institutions to set up standards and test the assessment instruments. One of the challenges of developing policy is the limitation of the number of assessors that is not proportional yet, compared to the number of apparatus assessed.

F. RECOMMENDATIONS

There are some improvements on the public service delivery services in Indonesia, in important and leading sectors. The biggest challenge is placed in the regulatory level, in which there are many overlapping of the laws and regulations in both central and local levels. Moreover, in term of participatory of the policies making processes. Many times, the processes and steps are not followed properly and only to fulfill the formal requirements. For example, the public consultations are only to fulfill the conditions without any significant inputs and feedback from the citizens. There are some good examples of leading areas in Indonesia that have the best practices for the participatory policies making. Among others are Yogyakarta City and Blitar City (in East Java Province) that have implemented Citizens' Charter for public services in birth certificate and health services in the local hospitals. Indonesia so far does not have the Authority Review Officer yet, that is in charge to do the monitoring and evaluation for complaint handling mechanism.

LAO PDR

A. BACKGROUND

Lao PDR is a country that gained independence on December 2nd, 1975 after being colonized by France and America respectively. At present the population of Lao PDR is 7,062,368 (based on the latest United Nations estimates). As a country surrounded by Cambodia, China, Myanmar, Thailand and Viet Nam; Lao PDR is situated in the main land without seas and beaches. Some of the areas are in the form of mountains covered by very thick forests. Besides agriculture and plantations that produce rice, coffee and tobacco, Lao PDR has natural wealth in the form of mines such as tin, copper, gold and silver as well as handicraft and textiles. However, with GDP growth of 7.1%, nominal GDP of US $ 15.77 billion and current account balance is -10.9%, Lao PDR is still categorized as a developing country.

B. FINDINGS

Structure of Government

Lao PDR is a country that is in the form of a republic and adheres to a parliamentary system. When Lao PDR gained independence from France, Lao PDR was a kingdom. On December 2, 1975, Lao PDR turned into a republic and democratic country. With a government center in Vientiane, led by a President who is assisted by the Prime Minister. Horizontally, the national government consists of 18 ministries and three equivalent ministries.

1. Bank of the Lao PDR
2. Government Inspection Authority
3. Prime Minister's Office
4. Ministry of Agriculture and Forestry
5. Ministry of Education and Sports
6. Ministry of Energy and Mine
7. Ministry of Finance
8. Ministry of Foreign Affairs
9. Ministry of Home Affairs
10. Ministry of Industry and Commerce
11. Ministry of Justice
12. Ministry of Labour and Social Welfare
13. Ministry of National Defence
14. Ministry of Natural Resources and Environment
15. Ministry of Planning and Investment
16. Ministry of Post, Telecom and Communication
17. Ministry of Public Health

18. Ministry of Public Security
19. Ministry of Public Works and Transport
20. Ministry of Science and Technology

Administratively, the Lao government consists of Central Government, 18 provincial governments (*khaeng*) and one prefecture (*kampheng nakhon*), 148 district governments (*meuang*), and 8448 villages (*ban*). Subdistrict government (*tasseng*) has ceased to exist since it was abolished in 1991. In carrying out its government, Lao is a country with a centralized government structure. Although there is a growing idea about decentralization, its implementation has not been taken seriously. Ideologically, since 1975, the Lao adopted a system of socialism as widely adopted by many other countries.

Legal Basis and Regulatory Framework

The Secretariat of Successful National Governance and Public Administration Reform (NGPARs) is established to improve administrative rules and regulations, the organizational machinery, management personnel, and center-local relations, while effectiveness of the management of state and society. The government formulated the NGPAR, 2011-2015 to strengthen capacity at the central and subnational levels, with an estimated budget of $ 44 million, including government commitment of $ 8 million.

Various efforts to improve services carried out by the government are sought to be built on the basis of legal and regulatory frameworks. However, some changes were also made even though there was no legal basis. For example, according to an official from Ministry of Home Affairs (MoHA), for promotion to date there are no rules that become guidelines.

Institutions

The Ministry responsible for the management of public service in Lao PDR is Ministry of Home Affairs (MoHA), which the department of civil service management is in charge of this matter regulated by Law on civil servants No.74/NA adopted in 2015. The main role and function of MoHA is based on the Decree of the Prime Minister No. 253/PM year 2011 since the MoHA has established, however; to respond a wide range of responsibilities and align with the current affairs, the Prime Minister Decree No. 97/PM has been replaced the old one since 2017. This decree is a foundation of formulating the guidance and ordinance to serve and manage public administration at both in the central and local levels. It is divided by two, namely state administration and administration of the public servant. As for administration of the public servants, the main tasks are related to state development work, local administration work, and civil servant management. In addition, the tasks also include map work, demographic work, archive work, competitive and practical work, civil work as well as ethnic and religious affairs. In order to run its tasks, the MoHA has produced various decrees under the Law on Civil Servants and the other guidance under the Prime Minister Decree to align with the needs of social development and public service delivery in the technological era. The Law, decree and toolkits formulated by MoHA are intended to provide appropriate guidelines

for implementing the policy guidelines for activities, especially related to domestic sectors across the country.

The MoHA has 15 departments to support its activities. The structure of the Minister of Home Affairs is very large because it has three vice ministers and 16 director generals, 36 deputy director generals, 50 directors of division, and 67 deputy directors of division. The ministry regulates organization and personnel affairs, citizen engagement, training institutes to survey and mapping. Here are the names of departments under MoHA.

1. Permanent Secretary Office
2. Organizational and Personnel Department
3. Inspection Department
4. Planning and Cooperation Department
5. Public Administration Development Department
6. Local Administration Department
7. Department of Civil Service Management
8. National Geography Department
9. National Archive Department
10. Competition and Awards Department
11. Civil Service Performance Appraisal and Development
12. Citizen Management Department
13. Ethics and Religion Department
14. Public Administration Science Research and Training Institute
15. Survey and Mapping Centre

Government Budget and Personnel

The budget allocation for education is 18% of GDP, but it is decreasing in practice. The implementation is only around 14% out of GDP. The budget allocation for the health sector in 2018: 9% from the GDP.

Table 6. Budget Allocation in Lao PDR

Ministry of Education and Sport	18%, but the budget realization is only 13.16%
Ministry of Public Health	9%
Ministry of Finance	1.75%
Other ministries	Depend on the work plan in each ministry

Based on the Government report, the Lao PDR Government currently has approximately 183,000 staff. This amount is equivalent to 2.8 percent of Lao PDR's total population. Their distribution is as follows: 26,000 workforces in the Central Government, 36,000 in the Provincial Government and 120,000 in the District Government. In term of labor absorption, Lao PDR PDR is in the best three among ASEAN countries. Until now in some sectors in particular, the education and healthcare or heal service, however, the number of public servants is not adequate yet to serve the population spread in a wide and difficult to reach location.

The largest number of these officials works in the Ministry of Education and Sport, which are 86,865 (2019). The number of teachers is 77.754, while the rest are administrative staffs. Ministry of Public Health has personnel of 20,472 people, among 3,650 are located in central (national) level. According to WHO standards, ideally it is 2.5 personnel/ 1,000 populations, while Lao is only able to provide 1.61-personnel/1,000 population.

Policy Process

Public Service Standard

Public service standards are the responsibility of MoHA and other line ministries. MoHA provides general policy directions, which will guide the line ministries and provincial and district regional governments. In addition to making policies based on MoHA policy guidelines, Line Ministries must also make policy guidelines that guide policy implementers in provinces and districts.

In Lao, the Ministry of Education and sport makes a policy that regulates national education curricula for government schools. For private schools established by religious institutions, the government also applies curriculum standards that must be followed by 70%, while the remaining 30% is given to these religious institutions to fill according to their needs. For teacher competencies and numbers, the Ministry of Education and sport also applies standards that must be followed by educational service units in the provinces and districts.

Public service standards are also applied by the Ministry of Public Health and Ministry of Planning and Investment. Ministry of Health determines policies that will apply to the provincial government and district governments. Policy standards relate to the number of health professionals, health facilities, and coverage served. The provincial government and district government carry out policies that have been standardized by the ministry.

Policy Making Process

Law on Making Legislation issued by the National Assembly No. 19 / NA 2012 regulates the principles, regulations and procedure for making regulations to ensure that the development and amendments to legislation run effectively, transparently and uniformly throughout the Lao region. In addition, this law is expected to ensure the contents of legislation have quality, completeness, is easy to understand, implementable and reflects the realities of the country. This law applies to all ministries when they draft laws. In Ministry of Health, they involve various stakeholders both related ministries, CSOs, the public and international institutions.

Article 29 (NA No. 19/2012) regulates law making process in Lao. In making a draft law, the authority that is in charge of making the law shall implement the following:

1. Establishment policies on law making;

2. Appoint a law drafting committee;
3. Collect and analyze information;
4. Write the contents of the draft law;
5. Conduct public consultations;
6. Make an explanatory note and impact assessment of the draft law

National versus Local Mission

One of the serious debates in Lao PDR is related to public administration reform policies with an emphasis on decentralization and sharing responsibilities. These issues are no longer just whether to decentralize authority to the region or not, but rather how to find the best way to decentralize and how to design the right way to build inter-governmental relations to achieve effective decentralization.

In the early 1990s UNDP and the Lao Government began discussing about public administration reform, which later became the first Public Administration Reform Project (PARP). After 2000, UNDP and the Lao Government re-created the Governance and Public Administration Reform (GPAR) Project managed by the Public Administration and Civil Service Authority (PACSA) under the Prime Minister Office. Decentralized buildings are intended for at least 3 things: (1) Improving service delivery processes; (2) Engaging citizens in public affairs; (3) Developing a cooperative relationship between administration and citizens for local development and poverty reduction (Khammoune, 2019).

The ministry's response to the decentralization program varies. A finance ministry official said that it is not suitable to implement decentralization in the financial sector. They prefer to use the term power sharing, for example in gathering regional taxes to increase district government financial capacity. Meanwhile, the Ministry of Education considers that decentralization is very important to answer the problems of service in the education sector. For example, the Ministry of Education is given the authority to regulate the number of students and the recruitment of teachers in remote areas. Ministry of Health also applies a decentralized health policy to address the problem of service shortages of facilities and doctors in rural areas.

Monitoring and Evaluation

The Program will be regularly monitored under the Program Monitoring Framework (PMF). The National GPAR Programme Secretariat, headed by the Programme Manager, will play a key role in the monitoring function. It will encourage all stakeholders to participate in this process. The M&E framework for GPAR will provide advancement data on allocated outputs and operations. All ministries have the mechanism to monitor and evaluate their activities in order to have information about the implementation of their programs or projects. These monitoring and evaluation activities are important to improve the performance of their programs. Ministry of Health conducts monitoring and evaluation to measure the level of

achievement of the mortality rate, whereas the Ministry of Education uses it to evaluate the level of participation of education and literacy rates.

Customer Satisfaction

Public service units in various ministries in Lao PDR have not conducted surveys to see customer satisfaction. There are many survey methods that can be done: direct surveys by interviewing residents of service users; fill out answers or respond to service questions through the touchscreen, or fill out an online survey.

Complaint Handling Mechanism

In accordance with the 8th National Socio-Economic Development Plan (NSEDP), Lao PDR while making serious efforts to improve the rule of law and public administration to be more effective, transparent and fair. It is hoped that this improvement will create an investment climate that invites foreign investors and enhances inclusive economic growth. One thing that is considered important is the improvement of the complaint handling mechanism to reduce corrupt practices in various government institutions.

Government institutions that have provided hotlines and complaint boxes include the State Inspection and Anti-Corruption Authority (SIAA), the Ministry of Public Finances, the Ministry of Planning and Investment, and the Prime Minister's Office. Since hotlines and complaint boxes have been provided, the number of complaints has increased significantly. Between 2017 and 2018, there are 3,000 complaints. In addition, there were 200 complaints received by the SIAA relating to suspicions about the misconduct of public officials.

In the education sector, they have a 1520 hotline for educational matters. They also provide boxes for those who conventionally want to send letters to the service unit. In addition, along with the development of information technology, they began to use facebook and email as a medium for faster complaints. The issues that were complained varied between one ministry and another. For the education sector, complaints submitted are related to salaries that are late or demand increases. In addition, there are issues related to teacher scarcity, especially in remote areas.

C. BEST PRACTICES IN PUBLIC SERVICE DELIVERY IN LAO

There are some pilot projects that are ongoing to improve the innovation of the public service delivery system.

Driving License Process Improvement

One of the innovations made by the Ministry of Public Works is the service of driving licenses. With innovation, the process of obtaining a driving license only takes 1 day. Previously, the

process for managing it took weeks and used conventional test kits. At present, the exam is done using a computer so that someone can immediately find out the results whether they pass or fail. This fast service is not only carried out by the Central Government, but also by the Provincial and District Governments.   With the system that uses the computer, citizens do not feel there do officials who carry out the test commit fraud. This innovation increases public trust in government institutions in providing public services.

Health Service Reform

One of the many reforms carried out is in the field of health services. There are eight priorities programs focusing on improvement of health quality, human resources, quality of staff, and improving the quality of mother and children (increasing numbers of midwives in rural areas). So far, there is a significant decreasing mortality rate, especially for mothers and children. Health financing/insurance with nationwide coverage are provided by the government (at least 74% population are covered by insurance). Policies for poor families are expected to serve as follows: free treatment, free delivery for mothers, and community insurance for rural communities

Efforts to improve the quality of services have been conducted by using the slogan:
1. Good comfort
2. Good examination
3. Good diagnosis
4. Good treatment
5. Good satisfaction

Investment License Reform

Ministry of Planning and Investment carried out reform in 2011. Reform in the field of investment services is one of the important priorities to invite investors from both domestic and overseas. Lao PDR forms a one-stop service by integrating permits, which have so far spread across various departments and ministries. With a one-stop service, people only need to take care of it in a department at the Ministry of Planning and Investment. Service improvements in the investment sector have changed significantly, which initially took months to wait for only 25 days for small-scale investments. Applications sent by investors will get feedback from the Ministry of Planning and Investment no later than eight days. Documents and decisions are made by the Ministry of Planning and Investment. As for big projects and concession schemes, the total time needed is only 65 days, and feedback from the line ministries only takes 30 days. However, big projects still need to be consulted with online ministries because MPI can arrange and issue the permit by themselves

D. POLICY OUTPUT

From various indicators issued by international institutions, Lao shows progress. The Human Development Index (HDI) has progressed in the past ten years. In 2007, HDI was only 0.529, but in 2012 it has increased to 0.569. In 2017, HDI has reached 0.601. For the order of the whole world, the best HDI of ASEAN countries is Singapore (0.932, world rank: 9); Lao (0.601, world rank: 139), Cambodia (0.582, world rank: 146), and Myanmar (0.578, world rank: 148).

Figure 26. Human Development Index
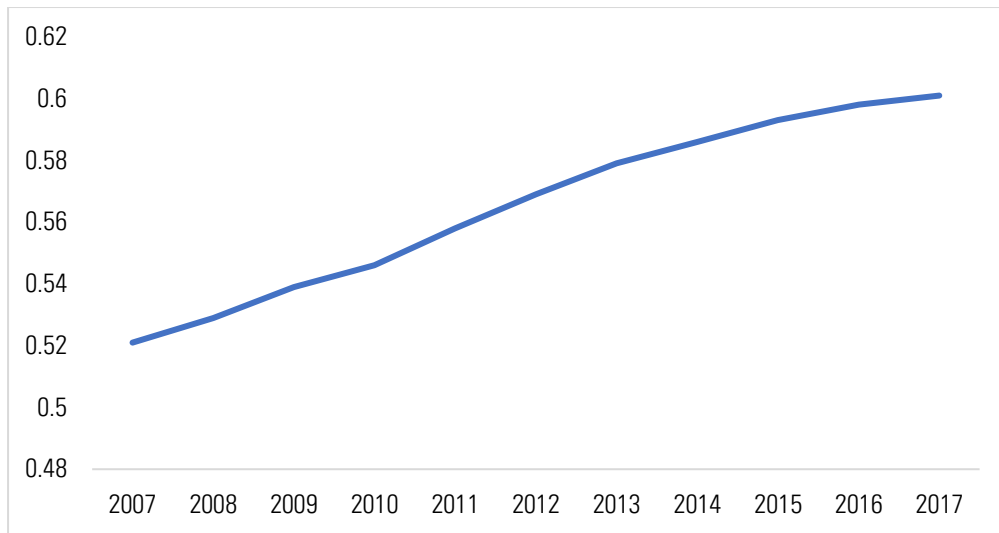
The Corruption Perception Index fluctuated from a score of 26 in 2013 to 25 in 2014 and 2015. In 2016, the CPI score increased to 30 but declined again to 29 in 2017. At the world level, the best score in ASEAN is Singapore, which is 85 (world rank: 3), and Lao scores are 29 (world rank: 132).

Figure 27. Corruption Perception Index
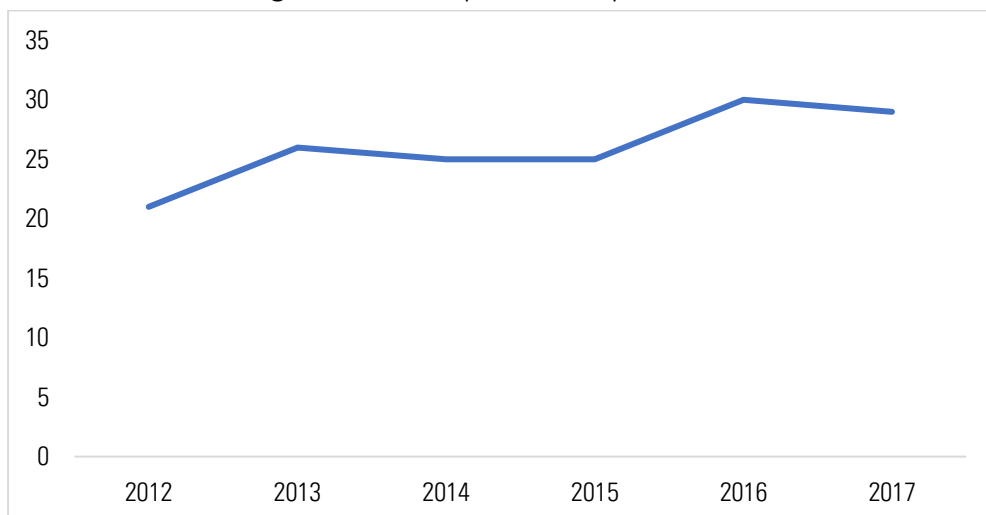
Regarding government effectiveness, Lao's position is still below number one. Normally, the lowest number is -2.5 and the highest number is 2.5. The achievements for Lao's current government effectiveness are -0,358 in 2017. This is a significant increase from -0,875 in 2007.

At the world level, Lao's government effectiveness is number 143 out of 193 countries with a score of -0.66. Whereas Singapore is the first place with a score of 2.21.

Figure 28. Government Effectiveness
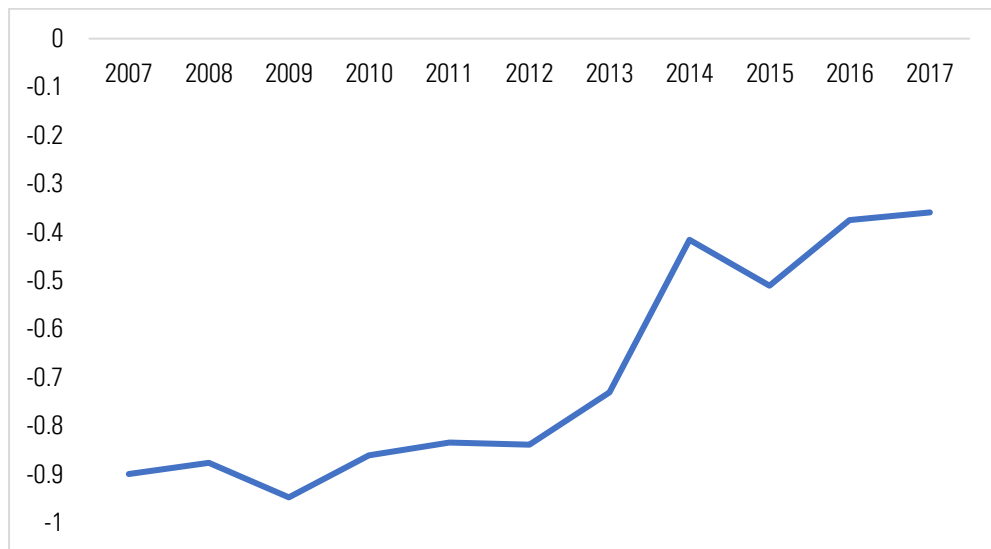
Ease of doing business index has increased significantly in the last ten years from 45.22 in 2010 to 51.25 in 2019. However, compared to other AMS, the position of Lao is ranked no. 154. The best rank for ease of doing business in ASEAN is Singapore (ranked no. 2) followed by Malaysia (15), Thailand (27), Brunei (55), Viet Nam (69), Indonesia (79), Philippine (124), Cambodia (124). While Myanmar is ranked no. 171.

Figure 29. Ease of Doing Business Index
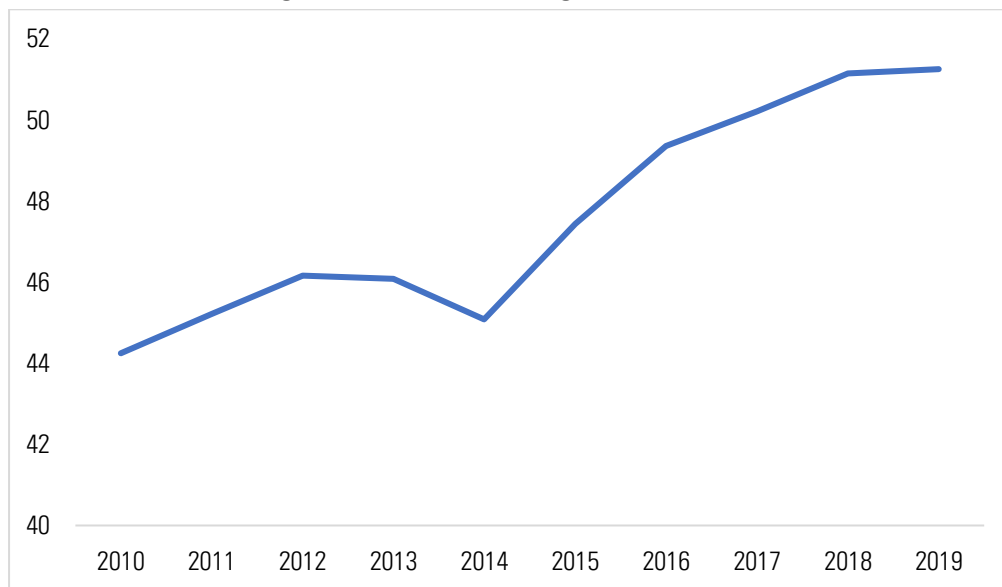
For the regulatory quality index, the Lao Government has shown some increases in scores has gone well from -1.14 in 2007 to -0,721 in 2017.

Figure 30. Regulatory Quality Index
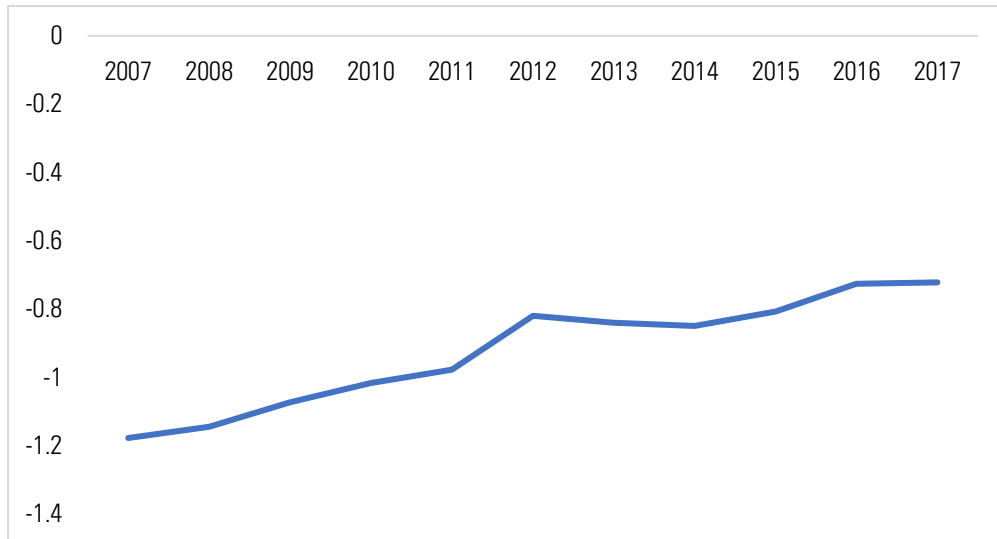
E. ANALYSIS OF PUBLIC SERVICE DELIVERY SYSTEM IN LAO PDR

Observed from ongoing developments, Lao shows changes in the public service delivery system. First, there is policy development in an effort to answer the problems faced by its citizens. Both MoHA and line ministries, have put a lot of efforts to reform both institutionally and mindset in order to improve public services. Second, the legal framework that will be the basis for the implementation of public services is organized, both at the Center and in the provinces and districts. Third, capacity building for human resources in various sectors such as education and health is carried out continuously.

There are needs to improve on the models of public administration in the future based on the current established values such as transparency, participation and accountability. There is some public information that is not open to public from each ministry. Regarding participation, Lao PDR already has regulations that regulate citizen involvement in policymaking, but has not been implemented in all ministries. The form of participation on the policy making should be improved as well.

F. CHALLENGES

Regarding public services delivery, the challenges faced by each ministry are different. First, related to budget and personnel. The government has limited budgets to serve all citizens' needs. In addition to increasing needs, the range of services that must be provided is also very broad. For remote areas that are difficult to reach, budget constraints have caused limited facilities and personnel to be provided. This is evident in health and education services.

Second, lack of capacity in terms of using the new technology. The use of computers as a means of providing fast service is an absolute necessity. However, the development and use of information technology cannot always be followed by senior bureaucrats. This is compounded when they tend to have a traditional mindset. Most of the staff is still

conservative and unreliable to use new technologies and new approaches. Such problems stand out in the Ministry of Planning and Investment relating to the use of technology in serving licensing and in accommodating citizen complaints.

Third, related to consistency between policy and its implementation. The emergence of many new policies to improve public services is not always followed by good implementation capabilities. Various obstacles related to human resources, finance, organizational structure and culture of the community are often a barrier for the government to achieve planned goals. This can be seen in various ministries in the fields of education, health, and investment.

G. RECOMMENDATIONS

To improve public service delivery in Lao, there are a number of policy recommendations that can be done. First, strengthening transparency in the field of public services both concerning the public budget and information regarding service costs, time needed, and procedures that must be followed. For this reason, a legal umbrella is needed that can force public officials to understand more about the importance of transparency, thereby increasing the legitimacy of the government's presence in providing public services.

Second, a more substantial increase in public participation. It is common practice that public consultation has been carried out, but the extent to which it has made a substantive contribution to improving the rules that have been made. In addition, public participation should involve not only macro rules such as laws, but detailed rules that will be practiced in serving the public. Designing public services related to the details of procedures, costs, and time should involve users so that the perspective of the rules drawn up reflects the interests of citizens.

Third, strengthening accountability. In general, the Lao Government has developed a system of accountability by creating a complaint handling mechanism. As a preliminary idea, a system that is better able to work well is needed so that citizens could use to channel their complaints and public officials are able to responsively answer complaints and resolve problems faced by citizens.

MALAYSIA

A. BACKGROUND

Kuala Lumpur is a national capital of Malaysia. Malaysia shares land and maritime borders with other countries, such as Singapore, Vietnam, Thailand, Brunei, Indonesia, and the Philippines. Malaysia ranked as the World's 44th most populous country with the population reaches over 30 million people. Half of the population is ethnically Malay, and minorities consist of Malaysian Chinese, Malaysian Indians, and indigenous people. In the 18th century, Malaysian kingdoms became the subject to the British Empire. Malaysia achieved its independence on August 31 1957. Previously, the national economy relied on natural resources, but in the last decades, the economy has been expanding in the sectors of tourism including medical tourism, science, and commerce.

B. FINDINGS

Structure of Government

Malaysia, with its parliamentary federal system of government, is a constitutionally elected monarchy (Croissant & Lorenz, 2018). The parliament and parliamentary assemblies of the constituent states are the legislative authority, while the head of state and cabinet, chaired by the prime minister, are the executive authority. Malaysia has a government system of heavy executives that concentrates power in the Prime Minister's Office, which, with its parliamentary majority, dominates the legislative process.

Figure 31. Structure of government
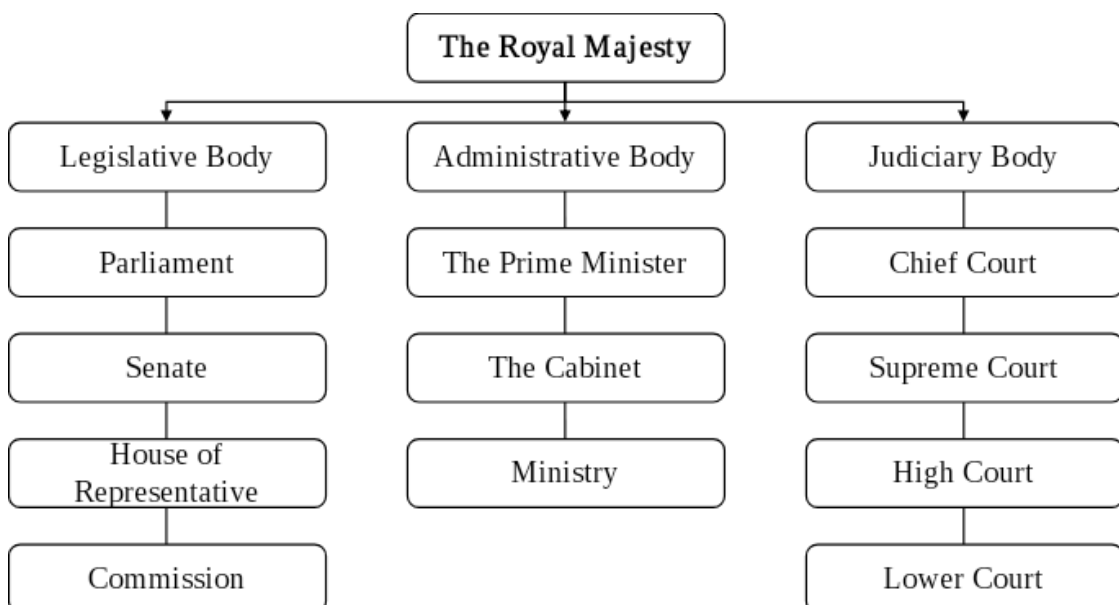
While the Head of State remains the actual executive authority, he has a Prime Minister's cabinet as Head of State; according to the Malaysia constitution, the Prime Minister must be a Lower Chamber Member who commands a majority in parliament, in the view of the Yang di-Pertuan Agong (YDPA). The government's branch of government comprises of the Prime Minister as the Head of Government, following the multiple Cabinet ministers, and it is the government minister's head that acts as the Head of Government. The bicameral parliament in Malaysia comprises the lower house, the House of Representatives or *Dewan Rakyat*, and the upper house, the Senate or *Dewan Negara*. All seventy Senate representatives shall be elected for three years (up to a two-year term); 23 national assemblies shall be elected, and 44 shall be nominated by the King on the recommendation of the Prime Minister. The 222 *Dewan Rakyat* representatives are elected by universal adult vote from single-member districts. The House is a multi-party system, and a first-time postal system elects the governing body. Parliament's mandate by law shall be no more than five years. The king may, at the recommendation of the Prime Minister, dissolve Parliament at any moment.

The Federal Court, followed by the Court of Appeal, is the largest tribunal in the judicial scheme; the High Court is two for Peninsular Malaysia and the first for Eastern Malaysia. In each of these jurisdictions, there are subordinate courts including sessions courts, courts for judges and courts for children. Malaysia also has the Special Court to hear cases brought by all royalties or against them.

Legal Basis and Regulatory Framework

The organisation of the judicial branch is part IX of the Malaysian constitution. The judiciary is strongly centralized and is based, to a smaller extent, on the English common law scheme and Islamic law (Croissant & Lorenz, 2018). Two types of trials usually take place, namely civil and criminal. Customary legislation (*adat*) is applicable in civil proceedings, while in these instances; only Muslims are subject to Islamic legislation (*syariah*). Criminal trials obey the principle of due process, which is to ensure that an autonomous judge has a fair and public trial.

Previously, Malaysia has insufficient guidelines that led to poor public administration performance (Yeoh, 2017). In the early 1990s, the government ordered the revision in procedural matters of the public service delivery system (Yeoh, 2017). Government institutions were instructed to review procedures for their duties to reduce the red tape, speed the delivery of services and to take an action in favour of their customers to ease regulations and procedures. These measures were considered inadequate as problems continued to exist during the late 1990s. In a speech, Prime Minister Dato ' Seri Abdullah Badawi recognized in which he recognized the requirement for a public-private sector initiative that was necessary for increased public education and equivalent demands to promote businesses (PEMUDAH) (Yeoh, 2017). The task force was tasked with reviewing and coordination of changes in the delivery system for public services in the areas of processes, procedures, legislation and human resources.

In addition, the Federal Constitution (Article 132) defines 'Public Service' as consisting of:

(i) General Public Service of the Federation; (ii) Public Service of the States; (iii) Joint public Service; (iv) Education Service; (v) Judicial and Legal Service; (vi) Police Force; and (vii) Armed Forces. The Chief Secretary to the Government leads the Public Service and is directly answerable to the Prime Minister. Services Commissions, Central Agencies and Ministries/Departments all come directly under the Chief Secretary to the Government. A number of Service Commissions were established under the Constitution as part of the structure to ensure the impartiality of the public service and to protect it from political interference. The Commission or in some cases called the Council presently existing are the Public Service Commission, Judicial and Legal Services Commission, Education Service Commission, Public Service Commission, Armed Forces Council, Communication and Multimedia Commission and the respective State Public Service Commission.

Institutions

Public services in Malaysia are regulated by several ministries and institutions:

a. Public Service Department (PSD) or *Jabatan Perkhidmatan Awam* (JPA)

The Public Service Department, Malaysia is the leading personnel agency. All aspects of human resource management policy come within the authority of the Public Service Department (PSD) or *Jabatan Perkhidmatan Awam* (JPA). The functions of the PSD or JPA are as follows: (a) formulation of policies and implement policies on recruitment, appointment, promotion, discipline and termination of service; (b) determining manpower requirements and organizational structure for all government agencies; (c) formulation of policies on remuneration and other facilities for public sector personnel, such as, determine the salary, allowance, and pension schemes of civil servants; (d) provide a forum to discuss the remuneration schemes with representative of the civil service; (e) have discussions with the treasury to solve issues on salary increment, bonuses, and incentives; and negotiation with aggrieved parties on claims made by workers and representing the government in all proceedings of the Public Service Tribunal; (f) providing adequate trained manpower to all government agencies; and (g) administering and implementing all laws and regulations pertaining to pension and other retirement benefits; (h) Administrative the National Administration Institute (INTAN) and provide training for civil servants.

b. Public Service Commission (PSC)

The Public Service Commission (PSC) an independent body, is responsible for the recruitment of personnel in the Civil Service. Under Article 144(1) of the Federal Constitution, the main functions of the Commission are to appoint, confirm, emplace on the permanent or pensionable establishment, promote transfer and

exercise disciplinary action over members of the service or services to which its jurisdiction extends.

In 2019, there are 1,589,300 civil servants in Malaysia, which is inclusive of federal government, state government and local government across 239 scheme of services including Armed Forces, Police Force, Doctors, Teachers, Administrators etc. The civil service is categorized into the common-user and non-common-user groups under 276 schemes of services. While PSD or JPA is responsible for the management of recruitment, placement, transfer, and training of the common-user group, PSC oversees the policies of appointment, confirmation of service, conferment into pension status, promotion, transfer, and exercise of disciplinary control.

c. MAMPU

The Malaysian Administrative Modernisation and Management Planning Unit (MAMPU; Malay: *Unit Pemodenan Tadbiran dan Perancangan Pengurusan Malaysia*) is one of the prominent government agencies in Malaysia, that is responsible for 'modernising and reforming' the public sector.

MAMPU is the central agency established specifically to improve the system of management and administration of government bodies. The main functions of MAMPU are to:

i.   Improve the efficiency of management of government offices and staff;

ii.   Improve public administration, such as, through the use of information and communication technology; and

iii. Provide advice and consulting services to improve the capability to administrate government agencies.

MAMPU also establishes guidelines that show steps, work-process, and the performance target needs to be achieved by the ministry/agency. MAMPU provides key performance indicator (KPI) of ministry and agency in which represents the vision, mission, and target performance of ministry/agency. As the long term vision of Malaysian government is to become the best service provider, therefore the KPIs are used to assess the efficacy of the services given by the government including measure the level of user/customer satisfaction after accessing the services of government. As a consequence of carrying out this task, MAMPU regularly conducts a customer satisfaction survey to measure citizens' views on issues that indicate how well or how badly services are delivered.

d. National Institute of Public Administration

The National Institute of Public Administration (Malay: *Institut Tadbiran Awam Negara*) or popularly known as INTAN is a Malaysian government agency responsible for the training of civil servants in management and administration.

INTAN was established in 1959 as the 'Training Centre for Civil Servants', and the objective of INTAN is to train civil servants with the necessary knowledge and expertise to face the development challenges. INTAN with the cooperation of the Public Services Department (PSD), have played pivotal roles in not only providing civil servants with the necessary facilities and training, but also scholarships, allowances, grants, and so on, for further education and career advancement.

Other public services are also under 24 ministries. The list of Ministries are as follows:
1) Ministry of Women, Family and Community Development
2) Ministry of Home Affairs
3) Ministry of Finance
4) Ministry of Defense
5) Ministry of Education
6) Ministry of Rural Development
7) Ministry of Economic Affairs
8) Ministry of Housing and Local Government
9) Ministry of Transport
10) Ministry of Communication and Multimedia
11) Ministry of Human Resources
12) Ministry of Agriculture and Agro-based Industry
13) Ministry of Health
14) Ministry of Youth and Sports
15) Ministry of Entrepreneurship Development
16) Ministry of Water, Land and Natural Resources
17) Ministry of Domestic Trade and Consumer Affairs
18) Ministry of Works
19) Ministry of Foreign Affairs
20) Ministry of Primary Industry
21) Ministry of Energy, Science, Technology, Environment and Climate Change
22) Ministry of Federal Territories
23) Ministry of International Trade and Industry
24) Ministry of Tourism, Arts and Culture

Budget

In 2019 the economic sector received RM29.2 billion and remained the largest recipient, representing 53.4% of the total DE. In addition, the trade and business subsection will receive an amount of RM5.7 billion or 10.5 percent of the complete DE. The energy and public utilities will earn 4.6 billion RM or 8.4% of DE. The social sector will earn RM 15.2 trillion, the second biggest DE recipient. This will be divided into the education and training industry with a total amount of RM 8,3 trillion (15,2%). In 2019, RM 2.3 billion will be assigned to the health subsector primarily for the construction, maintenance and upgrade of hospitals and health centre, as well as for medical equipment acquisition.

Figure 32. Malaysia Government Development Expenditure by Sector in 2019
Source: Federal Government (2018)
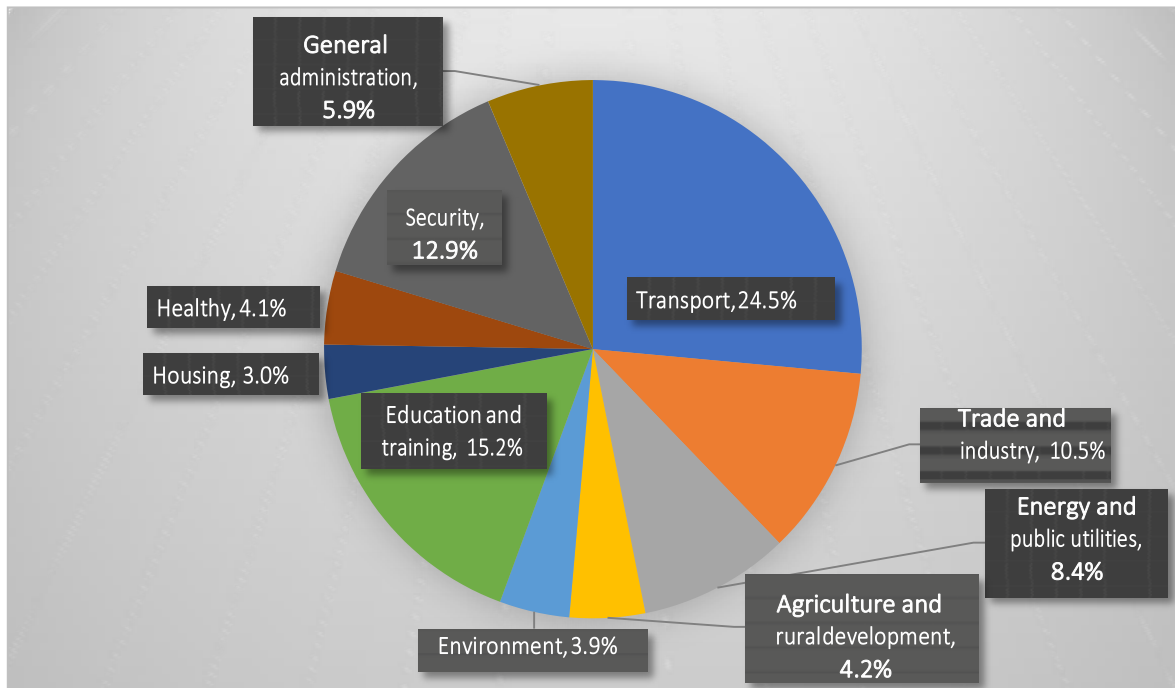
Meanwhile, the residential subsector will receive a total of RM 1,7 billion. In order to reinforce and improve the protection and internal security of safety, the safety industry will receive RM 7.1 billion. Finally, an amount of RM3.2 billion will be assigned to the general administrator industry in 2019.

Policy Process

a. Service Standard

MAMPU reengineered the public service by advancing reforms in the Malaysian public service. The reform includes: (a) Providing customer-oriented services; (b) Improving systems and work procedures to strengthen administrative support mechanisms; (c) Streamlining organizational structures and strengthening human resource development; (d) Enhancing accountability and discipline; (e) Inculcating values of excellence and best practices; and (f) Strengthening public-private sector cooperation.

b. Process of Regulation Making

The Malaysia Parliament House is a symbol of democracy for Malaysia which practices parliamentary democracy with a constitutional monarch as the paramount ruler. This is where the laws are made and amended. The Malaysia Parliament House consists of a 3-storey rectangular main building which houses two national assembly halls. They are the Dewan Rakyat or the Lower House of Representatives, and the Dewan Negara or the Senate. Atop this main building is the majestic looking triangular concrete structures.

c. National versus Local Missions

Malaysia is the only federal state in Southeast Asia. The origins of federalism in Malaysia date back to the colonial era, but the constitutional principle of the vertical separation of powers between the federal government and the states has been contested in practice. The Federation comprises 13 states, 11 states in West Malaysia, and two states in East Malaysia. In addition, the federal government directly governs the Federal Territories, consisting of Kuala Lumpur, Putrajaya, and Labuan. In contrast to the 13 states, the federal territories lack an elected state legislature. Among the 154 districts, there are 12 city councils, 39 municipal councils, 96 district councils, and seven special local governments.

Local authorities are the smallest levels of Malaysia's public system — after the federal government and the state. It has the right, in relation to the provision of fundamental services and recycling, waste and waste collection and waste management, to obtain taxation (including evaluation taxation), to establish legislation and norms (as by-laws) and to grant permits and licenses for all trade within its region of jurisdiction. In Malaysia, local authorities are normally under state governments ' exclusive jurisdiction and are led by a public officer titled Yang Di-Pertua (President). Local administrative regions and borders are generally compatible with geographical bounds, but some locations do not have coherent borders and can overlap with neighboring counties, notably in urban fields. In contrast to the federal and state governments of Malaysia, after the federal government suspended local municipal elections in 1965, the local governments are not elected but nominated by the state.

d. Monitoring and Evaluation

MAMPU also initiated the program to monitor and evaluate public service, namely quality control circles (QCC). The QCC program was one of the early reform programs introduced in the Civil Service. The adoption of total quality management (TQM) breathed new fire into the QCC program. Premised on the concept of participative management, the program is geared towards greater teamwork and empowerment of employees where every employee is given the opportunity to make meaningful contributions towards attaining organizational goals. As a reinforcement measure, annual QCC Conventions have been organized since 1995. The QCC Convention brings together QCCs from different agencies to share their experiences while participating in a competitive environment. Awards are presented to those evaluated to be the best QCCs in the different categories. A recent introduction is the Best QCC Facilitator Award that seeks to encourage the development of a pool of effective QCC facilitators across agencies that will further boost the QCC movement in the public sector. Both the Innovation Award and QCC Award initiatives have helped strengthen the learning and sharing of best practices among public sector agencies. In addition to QCC, Malaysia has also adapted the Outcome Based Budgeting which focuses on the monitoring of outcome rather than

output of Government programs and activities. Programmes that involve more than one ministry or agency can be strategically linked through the OBB process. Therefore, shared outcomes are common in public sector programmes. Outcomes will be measured against key performance indicators to evaluate the effectiveness of programmes and projects implemented by ministries and agencies. The implementation of OBB will help to realise the deliverables within set time frames and measurable performance targets.

e. Customer Satisfaction

The Government of Malaysia issued Guidelines on the Client's Charter in 1993 to assist government agencies in preparing and implementing Client's Charter, which is "a written commitment by an agency to deliver outputs or services according to specified standards of quality" (Government of Malaysia, 1998). The Malaysian system of Client's Charter closely follows the UK Model. A distinction is made between agency-wide and unit charters. The concept of 'service recovery' advises taking steps to restore the trust and confidence of the client in a proactive manner when things go wrong.

To ensure the public satisfaction, MAMPU implements citizen's charter. The implementation of the Client's Charter is a major step towards greater transparency in public service. The Charter serves two purposes. Firstly, customers can evaluate the performance of an agency and seek redress where appropriate. At the same time, agencies themselves can assess the standards set out in the Charter and together with feedback from customers can affect measures to improve on weaknesses and set higher performance standards. A salient feature of the Charter is the incorporation of the provision for a service recovery mechanism.

The formulation of their Client Charter is now compulsory for all public organizations (Karim, 1997). This innovation represents the government's dedication to ensuring that organizations focus on customers. On the basis of the agency-level customers ' charter, individual officers are obliged to write their own customer charter explicitly indicating their customers ' quality of service or performance. This makes the process to customers more transparent (Karim, 1997). Agencies must continue to evaluate their job procedures and systems to guarantee that the services supplied comply with the norms set out in the Client Charter. In the event that an organization can not comply with its standards, action must be taken to guarantee that such failures do not recur. In order to help government agencies, undertake these activities, the public released "Implementation Guidelines for the Service Recovery (Karim, 1997).

f. Complaint Handling Mechanism.

Malaysia Government established the Public Complaint Bureau (PCB). The Public Complaints Bureau is known and function as Ombudsman Malaysia. PCB emphasize on a customer-oriented organization, committed to providing effective and quality services to the public at no cost.

Malaysia does not have an Ombudsman, but Malaysia has a government agency called the Public Complaints Bureau (PCB) who is responsible for playing as a conduit between the government and the citizens in handling various of complaints by the citizens against the ministries or other government agencies. Not only does the PCB receive and handle the complaints, but it also oversees the public service, particularly in the local level. The PCB also identifies the inefficiencies of services and forward the information to the respective agencies and let the agencies handle the complaints. PCB also ensure the complaints that are published in media are being followed up by the ministry/agency and that the ministry/agency takes action to handle or resolve the complaints. In 2009 the Development Administration Circular No 1/2009 was issued which specified the need to appoint a senior officer at the level of Deputy Secretary-General/Deputy Director General/or Deputy State Secretary to monitor public complaints in their respective agencies. The PCB also has been working on setting up an online/web-based complaint mechanism to allow citizens to send their complaint anytime and anywhere.

C. BEST PRACTICES IN PUBLIC SERVICES

The Malaysian government has been reforming its public service and has a long record of introducing innovations to improve the performance of its ministries/agencies. There has been much effort to adopt e-government modes to deliver public service within government organizations. The e-government reform has affected the way government provide services to citizens in the national and local level; it also affected the activities and business processes of government itself. In this reform, the citizens are allowed and given the platform to provide feedback to ministries and government agencies. This scheme helps the government to create more efficient, effective, and user-friendly services to the citizens. Below, we briefly explain the e-government reforms that have been developed by the Malaysian government:

a. The Urban Transformation Centre (UTC)

Urban Transformation Centre (UTC) is one of the initiatives of the Malaysian government in delivering various main government and private sector services to urban communities at a one-stop centre or in one building. This initiative was implemented by the government in order to ensure that the urban community can receive services and perform transactions under one roof. One stop service enables the citizen to save their time without obliging them to go to other government buildings when accessing the services provided by the government and non-government agencies. UTC is a platform where government agencies and private

sector collaborate to provide services to citizens, such as the counter for National Registration Department, Department of Road Transport, Inland Revenue Board of Malaysia, e-Perolehan, Immigration, as well as the Kuala Lumpur City Hall. The UTC opens from 8 am to 10 pm during weekdays, and it even opens on weekends. In addition, Specific NGOs that are available at UTC including All Bikers Club, Bulan Sabit Merah Malaysia (PBSM), and Majlis Belia Negeri Pahang which are located at UTC Pahang.

b. E-services in Malaysia

E-Services is one of the pilot projects under the Electronic Government Flagship within the Multimedia Super Corridor (MSC) initiative. With E-Services, a citizen is able to conduct transactions with Government agencies, such as the Road Transport Department (RTD) and private utility companies such as Tenaga Nasional Berhad (TNB) and Telekom Malaysia Berhad (TM) through several convenient channels such as the eServices kiosks and internet. By accessing services through E-services, a citizen does not have to go directly to ministry/agency, queue, and experience bureaucratic red tape to access the services. The Malaysian government also sets up an Electronic Labour Exchange or known as JobsMalaysia. A JobsMalaysia is one-stop-centre for labour market information, as supervised by the Ministry of Human Resource (MOHR), to enable employers and job seekers to communicate on the same platform. In addition to that, E-services have now expanded to school registration (https://public.moe.gov.my), filling taxes (https://ez.hasil.gov.my/CI/), local government matter (http://www.epbtonline.gov.my/v2/c/1366075571122), and land administrative matter (http://www.mpc.gov.my/pemudah/wp-content/uploads/sites/21/2017/09/Attachment-II-E-Tanah-JKPTG-English-Final.pdf & https://www.ptgwp.gov.my/etanah-awam/AwamLoginForm.xhtml)

c. MyGov Mobile

Launched in 2010, several government agencies have quickly taken advantage of the myGov Mobile gateway to provide users access to useful information via mobile devices such as myHealth app by the Ministry of Health, myJakim by JAKIM (Department of Islamic Development Malaysia), and myTour by the Ministry of Tourism.

d. MalaysiaBiz

MalaysiaBiz is an online platform that can be used by citizens to attain information about what documents needed to register their business or to get their business license depending on their type of business and the location of business.

e. MyIdentity

MyIdentity is an online platform that stores the identity of a citizen. MyIdentity allows citizens and permanent residents to access personal information and to update contact information when dealing online with government agencies. The

implementation of this initiative will make easier for citizens to access various government online services because they are not required to provide their personal information (name, identity card number, date of birth, gender, permanent address, correspondence address, email address and mobile phone number) repetitively when dealing with government agencies. For government, MyIdentity will transform the delivery of government services to a more strategic, effective and efficient system. Government agencies also can access, update and share customer's personal information via a centralized repository.

f. No Wrong Door Policy

No wrong door policy is an eponymous title that reflects the bureaucratic hassle that a citizen experiences when going from one department to other departments to secure a government service. Malaysian government adopts no wrong door policy with a consequence that any ministry/agency or municipal council is required to accept all forms of complaints from citizens regardless whether the complaint is related to other ministries/agencies or councils. When the complaint did not fall under their designated committees, the ministry/agency or council is responsible to not turn a blind eye to the needs of the citizen and provide necessary assistance to find a solution to the citizen's complaint.

The idea of no wrong door policy is also adopted in online government services. MyGovernment Online Services Portal (www.malaysia.gov.my) is the official portal of the Government of Malaysia. The MyGovernment Online Services Portal initiative is implemented by the Malaysian Administrative Modernization and Management Planning Unit (MAMPU). MyGovernment Online Services Portal provides a central gateway for a local centre based on the concept of 'no wrong door', comprehensive, safe and easy for users/citizens to access information as well as get online government services. MyGovernment Online Services Portal provides links to over 1,200 government agency portals and easy search of information and services.

g. Malaysia User Satisfaction Evaluation (MUSE)

The Malaysia User Satisfaction Evaluation (MUSE) is an initiative led by the Malaysia Digital Economy Corporation (MDEC) to assess the level of satisfaction and the use of online government services. Hence, with MUSE, a survey and short questionnaire are being delivered to attain comprehensive views and feedback from the citizens on their experience in using government services. A survey is based on eight (8) variables that are experienced by a citizen when accessing government online service: (1) accessibility; (b) privacy/Security, (c) web Design, (d) ease of Use, (e) information; (f) personalization; (g) reliability, and (h) responsive. In 2015, MDEC launched the survey for the first time, and 22,000 respondents participated in the MUSE Survey covering 14 ministries/agencies. The government encourage the participation of citizens to survey by providing prizes. In 2016, the number of participating ministries/agencies had expanded to 24 agencies. In 2016, the overall

agencies scored at 77% satisfaction with an increase of 2% from 2015 survey result. List of participating ministries/agencies for MUSE 2016 are as follows:

1. Ministry of Finance (MOF)
2. Ministry of Education (MOE)
3. Ministry of Health (MOH)
4. Ministry of Human Resource (MOHR)
5. Ministry of Natural Resources & Environment (NRE)
6. Ministry of Women, Family & Community Development *(KPWKM)*
7. Accountant General's Department of Malaysia *(JANM)*
8. National Registration Department *(JPN)*
9. Immigration Department of Malaysia (JIM)
10. Royal Malaysian Customs Department (JKDM)
11. Road Transport Department (JPJ)
12. Valuation and Property Services Department (JPPH)
13. Department of Skills Development (JPK)
14. Social Welfare Department (JKM)
15. Department of Occupational Safety and Health (DOSH)
16. Department of Wildlife and National Parks (PERHILITAN)
17. Department of Irrigation & Drainage Malaysia (JPS)
18. Survey And Mapping Malaysia (JUPEM)
19. National Population & Family Development Board (LPPKN)
20. Inland Revenue Board (LHDN)
21. Employees Provident Fund (EPF)
22. Social Security Organisation (SOCSO)
23. myGovernment Portal
24. JobsMalaysia

The second platform that is used by the government to measure citizen satisfaction is GOS E-Rating. GOS E-Rating is a pop-up questionnaire that appears when a citizen has completed a online government transaction. In 2016, satisfaction at the overall level stood at 80%, out of which 31% claimed to be "Satisfied" with the service and an even larger component 45% claimed to be "Very Satisfied". This suggests that users experience with individual online service is more positive than that of the overall website experience.

The objective of the MUSE survey and GOS E-Rating is to gauge the level of user satisfaction and usage of government services. The insights attained from the survey enables the government agencies to improve their service delivery while also developing the experience and satisfaction of the users.

h. Survey conducted by *Suruhanjaya Komunikasi* dan Multimedia Malaysia

The Malaysian Communications and Multimedia Commission regularly conducts independent assessments to gauge consumers' perceptions of the quality of communications and multimedia services. Consumers are requested to rate the various services offered according to their perceptions and based on their experience in using the services, according to the criteria set by the Malaysian Communications and Multimedia Commission.

i. MyMesyuarat

In 2007, the Malaysian government established MyMesyuarat as an online platform toacilitate the monitoring of decisions of government meeting. An in-house meeting management system called JITIK Meeting Decision Management System using Open Source Software (OSS) was developed by the OSCC team from MAMPU. The users of this online monitoring system mainly consist of General Secretary of Ministries and Heads of Department. The system was then upgraded, and it was known as MyMeeting, and it has won the Innovation Award for Public Service (AIPA) in 2008. As of 2010, almost 80 government agencies have implemented MyMeeting. In 2012, it was agreed to widely implement MyMeeting system to all agencies in the public sector. MyMeeting was further improved and rebranded as MyMesyuarat, and by the year 2014, more than 200 agencies implemented the MyMesyuarat system. In 2016, MyMesyuarat was implemented in 724 agencies including Ministries, State Governments, Agencies, local authorities, and statutory bodies. Some of the advantages of using MyMesyuarat is to provide a comprehensive and effective solution for the management of meeting such as committee management, meeting invitation, attendance verification, minutes preparation, feedback and report management as well as monitoring of meeting decisions. MyMesyuarat is an innovative product by MAMPU where users can access information easily, reduce paper usage and increase savings to the government in terms of time and cost in managing and conducting meetings.

j. Digitalization of Data and Accessible Data

Digital Document Management System 2.0 (DDMS) is a government electronic records management system that was introduced in 2014. This project is one of the initiatives under the National Key Economics Area (NKEA), Communications, Content and Infrastructure (CCI), Entry Point Project (EPP) 6, eGovernment-Paperless Government. DDMS development involves MAMPU as a system developer and National Archives of Malaysia as a referral expert in the field of record management. This system allows all government records to be captured and accessed via the internet, anywhere 24 hours a day. Started to be used at MAMPU on March 3, 2014, DDMS has been extended to 24 Ministries and six departments/agencies with a total number of users reaching 20,000. DDMS transforms the government information into a single, standardized open data set (unified data platform). The unification of data is manifested through the use of

Public Sector Data Dictionary (DDSA). DDSA is defined as a description of a standard data that includes the name of the data element, alias (another name of a data element), brief description of data, data element size, field type and rationale for data elements. It also sets the data code standard for specific elements to be adopted by all public sector agencies. Government data also can be freely used, shared and reused by citizens, government agencies and private sector for various purposes. Implementation of Government open data can enhance the transparency of government service delivery through accurate, fast and relevant data sharing as well as enhance national productivity of the country through new industry or innovation with the involvement of the people and business communities.

k. Big Data Analysis

Big Data is an explosion of information along with the growth of mobile use and Internet data ecosystem. Various types of structured and unstructured data from social media such as blog, facebook, twitter have supported large, diverse, unlimited and value-added data. The development of the big data phenomenon and the availability of technology has led to the growth of new innovations and opening up Government and Private agency space to improve service quality to the people. The Ministry of Multimedia Communications Malaysia (KKMM) with MAMPU and Malaysia Digital Economy Corporation (MDEC) initiated a collaboration to use big data in improving the delivery of government services through data analytics. In addition to that, big data also utilized to optimize the use and sharing of data to cultivate the innovation of government services.

i. Malaysian Public Sector Digital Information Security Management System (MyISMS App)
The Malaysian Public Sector Digital Information Security Management System (MyISMS App) web application was developed under the Cyber Security Development Project for Public Sector (CSDeP). The Information Security Management System (ISMS) refers to compliance with the ISO/IEC 27001:2013 standard requirements that are systematic approaches to protect the information. ISO/IEC 27001:2013 ISMS is a well-known and globally accepted standard in providing requirements for information security management systems. Organizations that implement the ISMS will provide an assurance to stakeholders and users that the information is stored, processed or provided is protected against threats and misuse.

j. Innovation in Immigration
Previously passport renewal was a hassle. However, under the initiative of the Immigration Department the waiting time was reduce from months to works then to a day and now citizens can get their passport renewed within an hour. It has reduced the cost as well as waiting time of citizen in getting service from the government.

k. Digital Government Competency and Capability Readiness (DGCCR)

This initiative is to transform the public services so that it is more people-centric and to the upgrading service delivery system to improve the customer's satisfaction level, efficiency level and cost reduction. This DGCCR Initiative will assist in identifying the following matters:

i.   The capability that is needed by civil servants to cut across multi-disciplines in providing the best services to the people;

ii. New work path and competency development programme that is needed for supporting digital services;

iii. Change management programme that is required to support the cultivation of digital service; and;

iv. The competency and capability readiness of civil servants at the Ministry/Agency and National level in the era of Digital Government (https://www.malaysia.gov.my/portal/content/30073).

D. POLICY OUTPUT

To assess the quality of public service, this report presents several data obtained from international organization report. The indicators used are Human Development Index (HDI), Ease of Doing Business Index, Government Effectiveness, Regulatory Quality and Corruption Perception Index can be found easily. These indicators can assess how the government improved the quality of public service delivery.

Using the aforementioned indicators, it can be seen some good progress that has been achieved by the Government of Malaysia. Human Development Index had increased significantly in the last ten years, from 0.75 in 2007 to 0.802 in 2017. Similar progress has been shown in the indicator of ease of doing business. The score for 2010, at 74.76, reached 80.6 in 2017.

Figure 33. Human Development Index
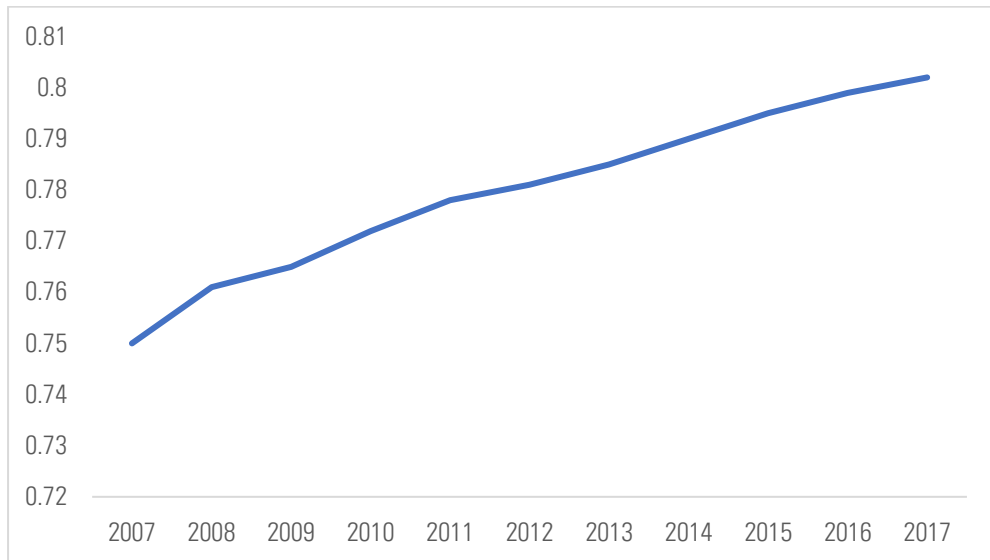
Figure 34. Ease of Doing Business Index
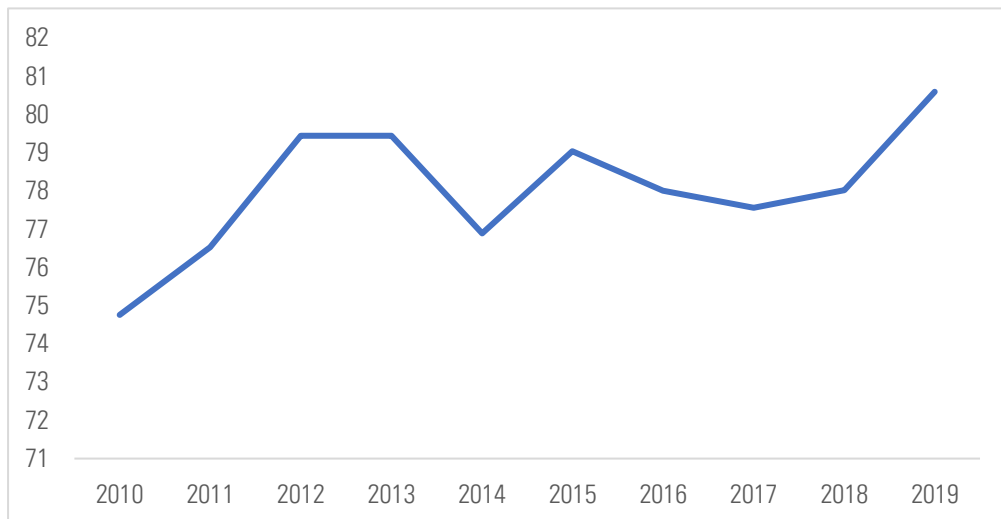
Figure 35. Corruption Perception Index
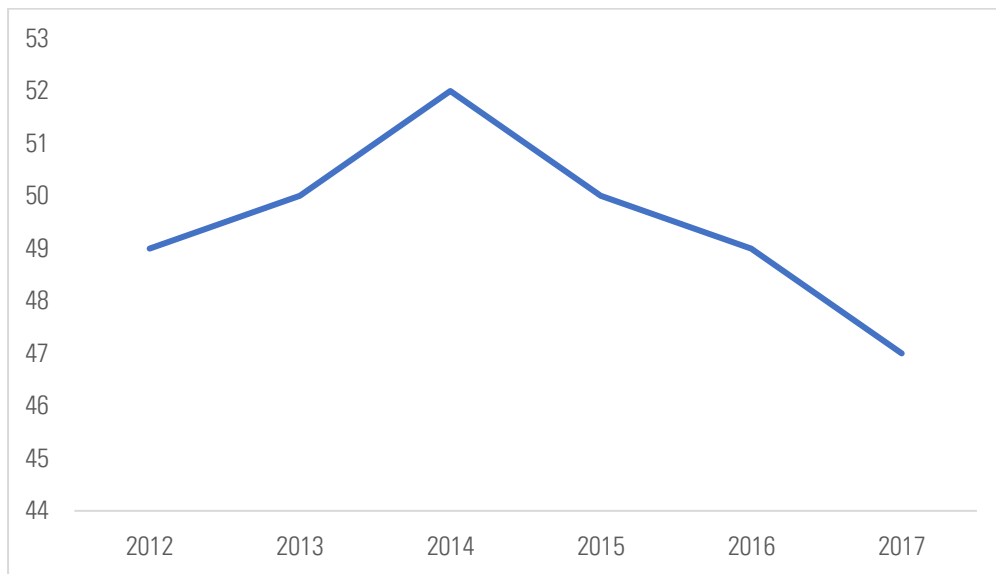
For the corruption perception, score slightly fell from 49 in 2012 to 47 in 2017. From 2013 to 2014, the score increased from 49 to 52. There have been fluctuations in government efficiency from 2007 to 2017. In 2007 the score was 1,23, and in 2017 it dropped to slightly 0,83. Meanwhile, there has been considerable progress in regulatory quality. In 2007, it scored 0.50 and in 2017 rose to 0.83.

Figure 36. Government Effectiveness
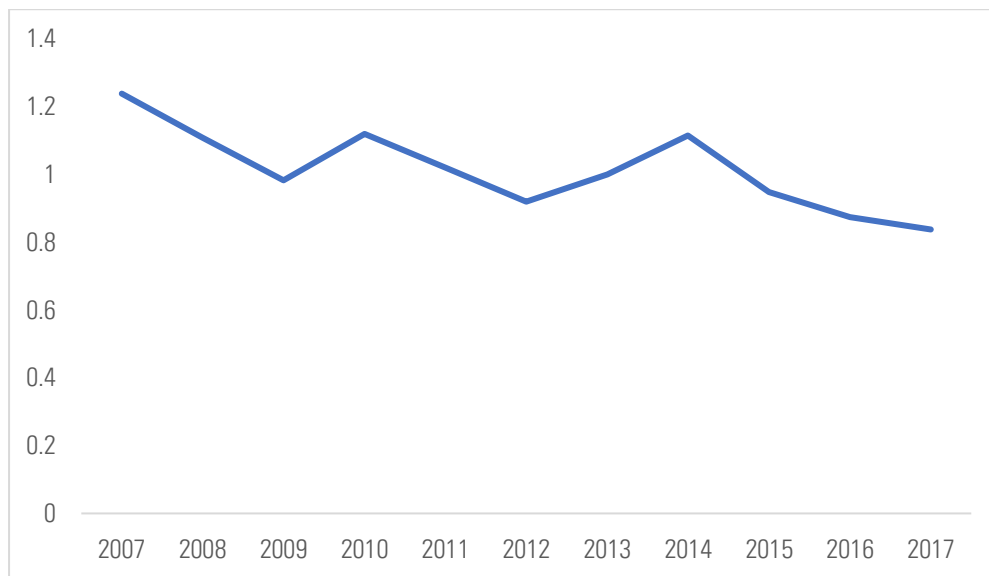
Figure 37. Regulatory Quality
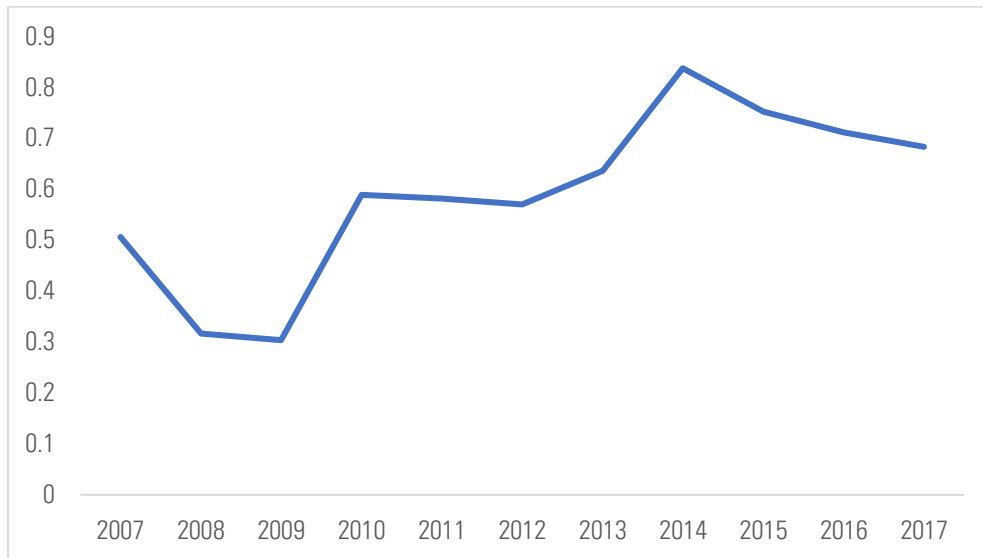
E. THE CHALLENGES IN DELIVERING PUBLIC SERVICE IN MALAYSIA

Malaysia faces the challenges of delivering a wide range of services essential for development, from public services to the functioning of the legal system. The New Public Service (NPS) approach is the paradigm for public sector reform. The NPS perspective, rooted in democratic theory, emphasizes the accountability of government officials to citizens rather than steering the citizens. This paradigm assumes that government officials will be motivated to serve citizens if holding to a value of commitment to public interests which drives them to be more responsive in addressing the needs and expectations of citizens. Therefore, in NPS paradigm, the role of government officials or civil servants to help citizens to articulate their needs.

What we found during our data collection process; Malaysian government has been attempting to apply the NPS approach in their public management. For example, we notice the government's attempt to increase accountability by allowing the citizens to send complaints through various platforms (letter, hotline, social media, and website). Regarding participation, previous administration provided the room for academia to be involved in the decision-making and planning of administrative reform. This is called "*Majelis Professor Negara*" or "State Professor Assembly" where the government undertook consultations to find out the views and opinions of professors from top universities in Malaysia. *Majelis Profesor Negara* or National Professor Council is a Company limited by Guarantee that is enacted under the Malaysian Company Act 1965. In the area of e-government reform, although there has been a considerable amount of efforts to reform public services and introduce e-government, although there has been a considerable amount of efforts to reform public services and introduce e-government, however Malaysia has not achieved the target as it expected. In 2016, Malaysia still ranked 47th in the world on the United Nations e-government annual survey; the rank was much lower than in 2012 when Malaysia sat 40th in the world. There have been some challenges faced by the Malaysian government in implementing effective reform. One of the current challenges after the change of administration is the lack of long-term vision

about bureaucracy reform. In addition to that, the initiative of public service reform did not target the fundamental change in the mode of governance. The reform has failed to go beyond than changing the rules and procedures of services. The attempts to reform are not followed by the reform of the political and governmental system, while a piece of public management reform only brought limited impacts.

From the government itself, there is a resistance of government officials to use e-government as the main form of service delivery. Many government officials particularly coming from old generation are hesitant to learn new technology; while other government officials are getting used to traditional business processes to deliver service, therefore they find difficulty in adjusting to the new way in service delivery and show resistance to adapt with new working methods and e-government services. Many government officials also view IT as an additional responsibility rather than as an aspect of their work. Yet, many of them view e- government services as complementary rather than a substitute for traditional practices. The difficulty in changing the mindset of government officials is one of the major challenges that our interviewees have often said in our discussion.

The trainings are also limited, which constrain the possibilities to improve the skills of government officials despite a mounting volume of expenditure that has been spent in the investment of infrastructure and software. There is also a problem of the digital divide in the implementation of e-government. All e-government modes need the operator (government official) and user (citizens) basic IT knowledge, access, and infrastructure. However, the skills of government officials are not equally similar, particularly in local areas. The limited number of skillful government officials in operating IT is among the main challenges in implementing online services. Budget constraints limit the ability of government to hire competent IT trainers to deliver skill to government officials so they can get updated with IT developments. Furthermore, not all citizens have similar access and knowledge in utilizing online services. There are still many citizens that prefer to go to the government agency or municipal council, taking queue, and deal with the bureaucratic hassle rather than accessing the services online.

The problem of coordination amongst ministries/government agencies also occurs during the discussion we held with government officials. The complications of work, as well as the problems in managing the integration of various government agencies at all level of government administration, contribute to the limitation of e-government implementation. From secondary data, we also found that other issues, such as lack of funding and legislative barriers (Washida, 2018), limit the effectiveness of e-government implementation (Ramli, 2017).

While MAMPU has established various innovative online services, but MAMPU does not have the power to move the implementation of e-government forward unless the ministries or agencies collaborate with them in providing online services. The responsibility of MAMPU to reform public sector by establishing guidelines of new business processes and providing advice and consulting services can only contribute to the modernization of public services if the

ministry or government agency adopts the e-government reform.

F. RECOMMENDATIONS

First, it is important for the current administration to have well-defined and long-term objectives of the reform. The well-defines goals of reform will provide a clear sense of direction to ministry/government agency at all level in delivering public services. There is also a need for political commitment for reform and to develop political consensus in favour of reform. Different forms of decentralization (the responsibility between national and local government) and the ability of the local government in implementing e-government also need to be considered when deciding the appropriate method of reform.

Second, we recommend more training for government officials so they can gain new skills and knowledge to increase their capability in operating IT. The ministry or government agency need to organize IT training to equip their government officials with appropriate IT knowledge and enable them to operate e-government systems.

Third, the government needs to continuously identify skills and competencies needed to implement the reform and attract or retain government officials with the required skills and competence. The government also needs to enable the flexibility of workforce mobility and to ensure that there is a match between skills and functions of the position.

Fourth, the government needs to mobilize all public sector organizations to work together in implementing the reform. Incentive mechanisms can be used to help to mobilize the effort. This may include the presence of performance incentives or individual/group recognition for innovative ideas.

Fifth, the government reform must be comprehensive with each agency and ministry work and contribute to the overall effort. We recommend the government organizations to effectively communicate so they can create better methodology and work processes to implement new policies and reforms. There is also the need to create more clear boundaries of work scope and responsibility of each government organizations that work or collaborate in delivering services.

Sixth, the government needs to build a learning culture and environment in the public service. The government can assess, recognize, and reward performance, talent, and initiative. The government should ensure that government officials have opportunities to contribute to the improvement of public service delivery and encourage the government officials to engage in finding the solution for public issues or problems.

Seventh, the government needs to manage their data system which records the feedback and complaint from citizens through their website or other channels aiming that this can help the government to create a better decision or policy that fits with the needs and interests of citizens.

MYANMAR

A. BACKGROUND

Myanmar is one of the ASEAN member states (AMS), having joined the regional grouping in July 1996. Myanmar has population of 54 million (2017), which comprises 68% Bamar, 9% Shan, 7% Karen, 4% Rakhine, 2% Mon, and 10% others. Based on World Bank sources (World Bank, 2018), Myanmar is a low middle-income country with Gross National Income (GNI) per capita of US$1,210 (2017). Since late 2011, the Republic of Union of Myanmar, has a democratically elected government after nearly five decades of military rule. The country faced international economic sanctions during 1990-2010 period for suppressing democracy, which adversely affected the country's social and economic wellbeing. Myanmar is extremely vulnerable to natural disasters[4], has high poverty incidence (32 percent in 2015), and has high disparity in access to social and economic resources among its ethnic groups (World Bank, 2018). Since 2011, Myanmar has been making economic and political reforms that are aimed at winning back international recognition as a country that adheres to international norms, including the enactment of foreign investment law that is aimed at increasing economic through attracting foreign capital into energy, garment, and beverages sectors; foreign finance by allowing the establishment of branches of foreign banks; and culminating in the election of the first democratically elected government that took office in late 2016[5], the first in more than five decades. Public service is one of the key sectors of the economy, employs around 1,000,000 people, has influence at all tiers of administration, and pivotal to the economic, social and political performance of the country.

B. FINDINGS

Structure of Government

Since late 2016, Myanmar adheres to a multiparty democratic system, which is headed by the President, as the Executive Head of the Union. Myanmar system of government is based on the separation of powers among the executive, judiciary, and legislature. The head of the executive arm is the President who has been chosen by an electoral college that comprises three committees, two committees drawn from members of the 440-seat lower house and 224-seat Upper House, Pyithu Hluttaw and Amyotha Hluttaw, respectively. The legislature, consists of two houses, the 440-seat Lower House or people's assembly (Pyithu Hluttaw) and 224-seat state/regional representatives assembly (Amyotha Hluttaw). Of the 440 and 225 members in the lower and upper houses, 25 percent are reserved for the military, which gives substantial power over constitutional and legislative measures (EIU, December 2017). Myanmar administrative structure broadly comprises the administrative capital city Nay Pyi Taw Union territory, and 14 Regions and states. While below Nay Pyi Taw region, are two (2)

---

[4] Nargis cyclone in 2008 caused a death toll of nearly 138,000 people, thousands displaced and injured (CIA FactBook)
[5] The World Factbook. https://www.cia.gov/library/publications/resources/the-world-factbook/geos/bm.html

districts, 8 townships, and 241 wards and villages. Meanwhile, below the 14 Regions and States, are 5 self-administered zones, and one self-administered division (Figure 38).

Figure 38. Structure of Union and State/Regional Governments in Myanmar
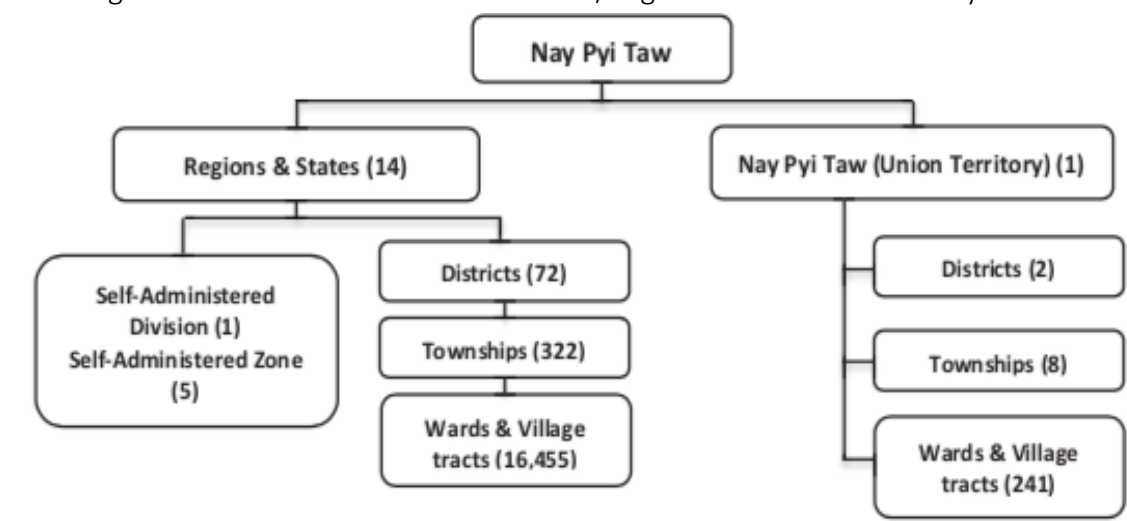
Source: Hook, Than, & Ninh(2015).

Legal Framework

The 2008 Constitution lays out the authority that vested in the central government as well as that that in States and Regions. In general, 2008 constitution, stipulates the establishment of states and regional governments, which is part of the decentralization process, but still vests most of the power and authority with the Union government. Thus, there still contestation between what the constitution stipulations and the roles and regulations that apply to the relations between central government and states/regions. States and regions have powers to formulate and enact regulations, through respective parliaments 2008 constitution, section 188). Each state/regional government, the demarcation of which is based on ethnic nationalities or ethnic groups (14 of them), is administered by a chief minister, who is overseen by a unicameral parliament. While state and region governments have the power to issue local regulations, they are prohibited from signing memorandum of understanding (MOU), memorandum of collaboration (MOC), and memorandum of engagement. Such regulations, however, must be in line with regulations issued by the central government and the constitution. The central government has powers to rescind that are issued by state and regions which it deems deviates from central government regulations and the constitution. The state of relations between the central government (Union government) and state /regional governments, is in a state of flux, especially since the election of a democratic government. States/regional government would like changes introduced in the relations between states/regions and the Union government, because the former consider the current 2008 Constitution is lopsidedly centralizes power and authority in contravention of the previous Constitution.

Public Service Delivery in Myanmar

The legal framework that underpins civil service in Myanmar comprises the Constitution of the Republic of the Union of Myanmar (2008), the Union Civil Service Board Law (2010), the Union Civil Service Board Rules (2011), the Civil Service Personnel Law (2013) and the Civil Service Personnel Rules (2014) (JICA, 2017). Myanmar civil service has 1000,000 personnel at the Union, State and Region government levels. Public service practices in Myanmar still follow the regulatory framework and procedures set out in Civil Service Personnel Law 2013. Public service delivery is underpinned by the current Constitution that was promulgated in 2008. The Union Civil Service Board, is the agency that is charged with managing public service recruitment, selection, promotion, career development through training and further education, and to a certain extent, performance evaluation. Ministries/Organizations have reprehensive agencies at both union level, state, regional to the village administrative unit in Myanmar. Civil service law (2013), section 10 (1) concerning public service delivery, as amended in 2016, the 2008 Constitution (section 246), gives Union Civil Service Board, the authority to select and recruit entry level/gazetted level officials and train up to the post of Deputy Director General level. The UCSB evaluates document verification to ensure that the potential candidate fulfils the requirements that are stipulated in the regulations on gazetted civil servants. UCSB is also entrusted with preparing rules and regulations on public service. With respect to laws, rules and regulations as well as amendments to Civil Service Personnel Laws and Union Civil Service Board Laws and Rules, the UCSB submits its proposals to the Union Attorney General Office for recommendation, after which the proposals are sent to the Union parliament for approval. Nonetheless, ministries and organizations have the authority to recruit and promote six groups of non-gazetted civil servants based on Civil Service Personnel Rules, Chapter 2.

Code of Conduct

Civil service in Myanmar has code of conduct which applies to the entire civil service. UCSB is charged with the task of assisting the Union Government Office in formulating civil service "…ethics, regulations, procedures, standards…" (UCSB[6]). The code of conduct stipulates conduct and behavior expected of civil servants, and punishment in the event of noncompliance. Nonetheless, every ministry /public organization, has its own code of ethics, which being function and profession specific are more detailed and relevant to the ministry/organization and profession. Myanmar has an anticorruption law, and anticorruption agency that enforces the law.

Practices, Service Standards and Policy Development

The policy process in Myanmar differs considerably from that in many countries, which is a reflection of both the socialist regime that ruled Myanmar from 1974 to 1978 and the military

---

[6] http://www.ucsb.gov.mm/en/?page_id=67

regime from 1988 to 2011. For many years a tiny group of senior generals and ministers, were vested with authority and power to implement policies without seeking advice from the bureaucracy (senior civil servants), hence were not based on principles and tenets of sound policy development. Consequently, policy development and capacity in many ministries deteriorated (Croissant & Lorenz, 2018).

Staff Manuals serve as guidelines for civil servants in Myanmar in doing their work. There is a code of conduct for the entire civil service that lays out guidelines on expected conduct and behavior. Meanwhile, every ministry and organization, has code of ethics that serves as guidelines on conduct and behavior that all employees must comply with in carrying out their duties. Service standards are contained in the Civil Service Act 2013. The Civil Service Act, stipulates service standards that providers of public service are expected to comply with, among others, integrity, meritocracy, inclusiveness, and equality.

Public policy in Myanmar is enshrined in development plan, which contains strategies, targets and priority areas. Due to the size of the country and available resources (financial resources, manpower), implementation of development programs is done gradually starting with some areas, and processing to others. For projects that involve several ministries, implementation decisions are based on joint ministerial meetings that establish measures that protect against duplicity of activities.   Line ministries and public agencies formulate policies, which they submit to parliament for approval. Specifically, with respect to regulations, Union government formulates regulations, which its submits to the Union parliament (Huttlaw) for approval. State and Region governments, also have the power to issue regulations, but such regulations need the approval of the both subnational government parliaments and the Union government. State and Region governments are not allowed to enter into agreements or memorandum of understanding with other parties. Coordination of public service delivery in crucial for efficient and effective, quality services to all the citizenry throughout Myanmar. Such a function is vested in the offices of the Union Attorney General Office. The Union Attorney General Office gives advice and comments relating the performance of line ministries and other government organizations.

Human Resource Capacity in Public Service Delivery

Union Civil Service Board Laws (2010) 8(a), Union Civil Service Board Rules 7(a), Civil Service Personnel Law 7(a), and Civil Service Personnel Rules 14(b), the UCSB is responsible for selecting and training civil servants; assist the State Peace and Development Council in "to promulgate rules , regulations and policies concerning civil service personnel; conduct research on matters that concern civil service affairs[7]"; and promotion of nurturing civil servants (Table 1, for UCSB duties and responsibilities). There are six echelons of public service officer posts right from the entry level gazetted officers for example (Staff Officer, Assistant Engineer, Assistant Manager) to Director General or Managing Director (head of department or state-owned enterprise). The UCSB is also responsible for verifying and vetting promotions from echelon 5 to echelon 6 positions. Otherwise, for echelon 1 to echelon 5

---

[7] http://www.ucsb.gov.mm/en/?page_id=37

positions, line ministries and agencies are vested with the authority to conduct the promotion exercise. Meanwhile, ministries and agencies recruit and promote six categories of ungazetted civil servants, including i) Administrative Staff (Administration, Social) grade 1 and 2; ii) Administrative Staff (Economics) grade 1 and 3; iii) Intellectual Staff grade 1, 2 and 3; iv) Clerical Staff grade – 1; v) Technician grade - 1 to 8 and; iv) Office helper grade – 1. Line ministries, institutions, and state-owned enterprises, appoint and promote individuals to posts of Deputy Director General and General Manager. Meanwhile, the President appoints heads of Departments or state-owned enterprises.

Table 7. UCSB duties and Responsibilities

Duties of UCSB	UCSB responsibilities concerning the appointment and promotion of civil servants	UCSB responsibilities concerning the nurturing (human resource development) of civil servants
Selecting and training civil service personnel	Determine the rank of services personnel who are selected by the Board, with the approval of the Union Government Office	Establishing institutes and schools of services personnel to enable training and nurturing of the services personnel in an effective manner
Assisting Union government in developing principles, ethics, regulations, procedures, and standards and laying down policy guidelines relating to civil service personnel	Determine the selection of the remaining ranks of the services personnel by relevant Civil Services Organizations (other than those selected by UCSB) in accordance with the directives of the Board	Conduct training, discussions and seminars that assist in the competence and skill development of civil service personnel
Conduct research on issues relating to civil service personnel	Delegating the Civil Services Organizations to select service personnel for the prescribed ranks under sub-section (b) of section 9 of UCSB law by forming a body by the head of the relevant Civil Services Organizations	Formulate policies on civil service personnel training, and subsequently submit them to the Union Government for approval prior to implementing them
Communicating with the United Nations Agencies, Regional Organizations and International Organizations, with the approval of the Union Government, on matters that concern civil service personnel	Helping heads of Civil Services Personnel Organization at the Region or State conduct recruitment and selection of civil service personnel in accordance with the directive of the Board relating to matters where the civil services personnel are to be appointed in sub-section (i) of	Coordinate training policies on service personnel training courses on departmental proficiency training courses offered by Civil Services Organizations

	section 8, subject to the provisions contained in sub-section (h) of section 8 of UCSB law	
Scrutinize and provide information on services personnel issues upon requests from Civil Service Organizations and replying in accordance with the existing regulations and procedures	Make recommendations to the Union Government Office, if deemed necessary, on matters that concern the appointment of any rank of services personnel in any Civil Service Organizations in the event of unusual circumstances.	
Keep records on cases of action taken against civil service personnel	Scrutinize matters that relate to recommendations by relevant Civil Service Organizations with respect to the promotion to the rank of gazetted officer, in accordance with the stipulations concerning the promotion of a gazetted officer.	
Scrutinize and coordinate matters relating a to the selection, nurturing and maintenance of discipline of the Civil Service Organizations, regions and states.		
Coordinate the functions of Civil Services Personnel Organizations in administering Regional or State Government by appointing necessary civil services personnel, in accordance with Union law on services personnel or by coordinating with the Union Government in advance		
Submit annual performance reports to the President and submitting interim report if necessary		
Perform duties that are assigned by the Union Government, from time to time		

Source: http://www.ucsb.gov.mm/en/?page_id=67

Nonetheless, the UCSB is charged specifically with selecting the gazette officers' post and training civil servants of all levels in order to fill the human resource gap between available (supply) human resources and demand. JICA (2017), identifies key obstacles of the UCSB faces in fulfilling that crucial function. There is a mismatch between teaching curriculum and teaching materials the staff provides to trainees and the needs of the trainees that are based

on needs of their tasks and obligations on the ground; the UCSB provides trainings to the civil service personnel, to fulfil human resource gaps, especially lecturers with the capacity to deliver advanced courses. Accordingly, it continues to depend heavily on foreign manpower to fill the capacity gaps, which means spending scarce foreign exchange and depending on international development technical assistance.

Budget

The Ministry of Education is one of the largest budget recipients and the Ministry of Health and Sports is the second largest budget recipients. However, the Ministry of Defense receives the largest budget allocation overall. Based on Budget allocations for 2018/2019 fiscal year, government expenditure on education and health sectors were 8.08 percent and 4.58 percent, of GDP, respectively. The budgetary process begins with line ministries and organizations filing budget requirements to the Ministry of Planning, Finance and Industry, which after reviewing the assessment subsequently submits the budget to parliament for approval. Programs that are implemented by line ministries and organizations of the Union governments are operating based on the Union budget, while the local and regional government budget finance programs at the local and regional government levels. One of the areas where high budget allocation is needed include financing programs on quality of education, inclusive education, and lifelong learning.

Figure 39. Public Expenditure on Health as % of GDP and Government Expenditure, 1995-2014
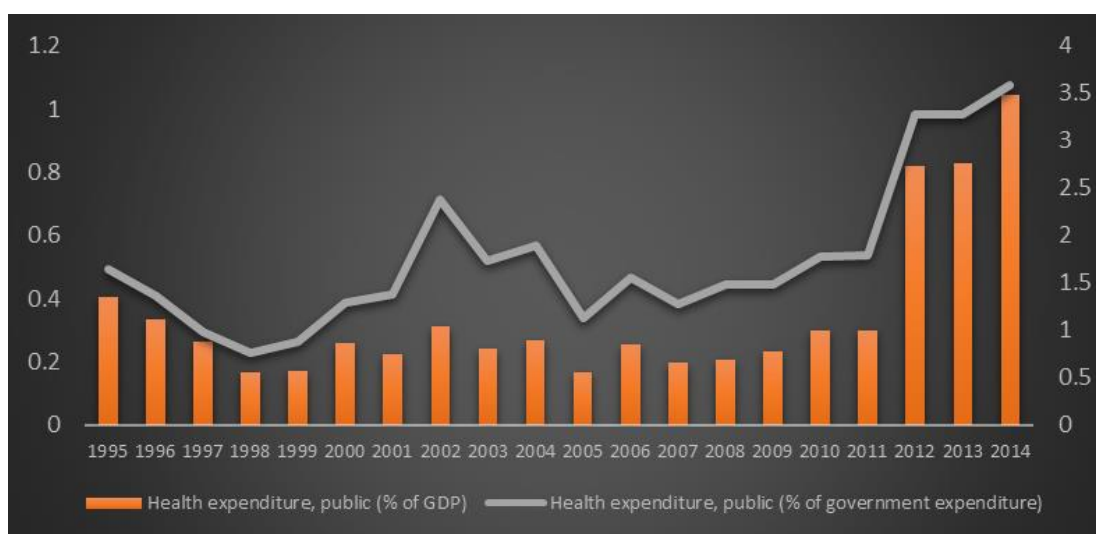
Source: World development indicators, World Bank, 2019

Based world development indicators (WDI, 2017), since 2011, public expenditure on health as percentage of total government expenditure shows an upward trend from 1.79 percent (2011) to 3.59 percent (2014). A similar trend, to a certain extent is discernible with respect to government expenditure as percentage of GDP, which increases from 0.82 percent (2012) to 1.45 percent (2014). Meanwhile, based on the latest data available (WDI, 2019), government expenditure on education as % of GDP, which was 0.78 percent (2011), increased significantly to 2.17 percent (2016). However, government spending on education as percentage of total government expenditure has shown a significant increase from 5.4 percent of GDP (2011),

10.15 percent (2017) and 9.41 percent of GDP (2018). Thus, there is ample evidence that the government shows commitment to enhancing the quantity and quality of human resource capacity in the Public Sector as well as the public through increased access to training and education, which is possible through investment in education infrastructure using domestic and foreign resources (Figure 39). The increase in spending in education is part of current government efforts to achieve quality labor force through training and education as well as offer opportunities for retraining, upskilling, and lifelong learning.

Figure 40. Oil Rent as % of GDP, 2012-2017
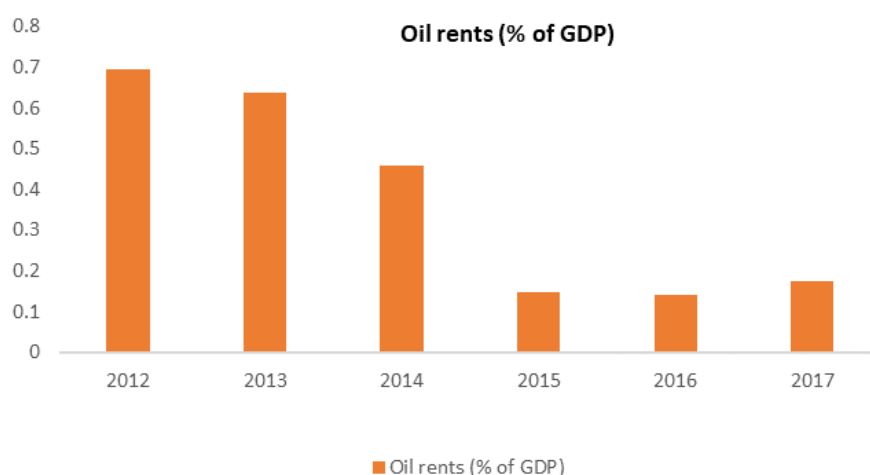
Source: World Development Indicators, 2019

One of the challenges Myanmar government faces is that Oil rents, which is an important source of government revenue, shows a downward trend (Figure 40). Nonetheless, it is worth noting that the decline by itself may not indicate falling revenues from oil production, rather an increase in growth of GDP over time. Whatever the case, even if that were to be the case, it would mean that an oil rents which is vital part of government revenues, and a vital source of government expenditure, remains relatively stagnant during 2015-2017 period.

Human Resource Management in Public Service Delivery

The civil service in Myanmar employs 1,000,000 personnel at the Union, State and Regional government levels. There is dichotomy in the management of human resources in Myanmar civil service. For senior civil servants above echelon 6 and above, the UCSB is responsible for all aspects of human resource management that ranges from selection, recruitment, training, transfers and promotions. Meanwhile for civil servants who are of lower ranks, or entry level into the civil service, every ministry, department or public agency, has the responsibility to select, recruit, train, transfer and promote. One of the major obstacles UCSB faces in managing civil servants, is the limited mandate and authority it has over human resource management of all civil servants. The UCSB only has authority to select, recruit, and train high level officers, while ministries and agencies are responsible for managing civil servants below the gazzetted level. Such a dichotomy creates uncertainty, generates opportunities for mismanagement human resource management to suit individual or group interests, and becomes fertile ground for corruption. This is corroborated by findings by JICA (2017) which conducted a survey of civil service system in Myanmar. JICA (2017) established that the absence of clarity of the mandate

and authority of UCSB has led to maladministration in ministries, departments and agencies which use their powers to manage civil servants in their organizations in ways that serve their interests, leading to patronage, corruption, and inefficiency. Based on the Civil Service Reform Strategic Action Plan (2017-2020), efforts to decentralize the conduct of civil service in Myanmar is underway. The overarching goal is to transfer the conduct of public services to the level that is best knowledgeable about local capabilities, circumstances, and needs. While the implementation of the program will be sequential, and envisages commencing with a pilot project that involves transferring some of the activities such as civil servant recruitment, selection, and training to designated states and regions, it is difficult to imagine how partial decentralization can work effectively especially as other functions of government remain centralized. Moreover, considering the paucity of human resources at all levels, which is compounded by the limited capacity of UCSB to provide the training and education necessary to fill up unmet need (JICA, 2017), the challenge of achieving successful decentralization of public service delivery is an extremely formidable and daunting task.

Reforms in Public Service Delivery

1) Establishment of State and Regional Governments

Myanmar launched its most audacious public sector reforms, which were aimed at changing the hitherto highly centralized administrative structure to a decentralized one, albeit still with the framework of the State Union. The reforms, were underpinned by the 2008 Constitution. During the transitional government, Myanmar government embarked on reforms in what was referred to as Myanmar government introduced The Framework for Economic and Social Reforms 2012-2015 (FESR), which stresses the importance of 'Effective and Efficient Government.' The FESR, among others, stressed the need to restructure core institutions; streamline administrative functions; control corruption; ensure participation and consultation; and improve transparency and access to information.

2) Creating Decentralized, Transparent, Accountable and Responsive Public Service

Civil service reforms in Myanmar are considered part and parcel of the democratizing process currently underway in the country. To that end, the civil service reform strategy laid out in the strategic action plan 2017-2020 , is underpinned by among other goals, building public trust and confidence with local communities and general public by strengthening integrity, transparency, accountability, and responsiveness of public service in delivering public services that are essential for their wellbeing; designing people centered public service delivery that is informed by community engagement , people's context, needs, and capabilities; improving communities through designing public service delivery based on consultations, participation in an accountable and transparent manner; serving as a voice for the general public to convey their opinions and aspirations to the policy reform process; and ensuring that reforms in regulations and rules on civil service delivery help to sustain social, economic and political gains achieved in the democratization process. The program involved 250 stakeholders who were drawn from Union government, state and regional governments, parliament, civil society, and international development organizations. A series of workshops, which were convened at the Union, State and

Regional level government served as forums to identify priority areas, developing and conducting consultations on the strategic action plan, while the final document was made available to the general public for consultations about results and activities of the program.

Government reforms in public service delivery are aimed at reducing the size of bureaucracy, improve quality of public service delivery, and enhance users' satisfaction (responsiveness), reduce inefficiency and increase effectiveness. Reforms have encompassed moving general administration from Ministry of Home Affairs to the Office of the State Administration Council (Former name Union Government Office); development and deployment of e-government, reducing the size of bureaucracy; creating new civil service governance by setting the direction of Myanmar civil service which are in line and informed by public aspirations and expectations of reinstating Federal Democratic Union of Myanmar and strengthening and clarifying the role of the UCSB; instituting merit based and performance driven culture and systems in the civil service achieved through mainstreaming meritocracy and equality in all regulatory and procedural framework and creation of a modern human resource systems through upholding meritocracy, performance, gender mainstreaming in civil service, selection, recruitment, promotion and transfer; creating a people centered civil service leadership and capacity development by using motivation to create results and people oriented culture, strengthening leadership mindset toward supporting change and reforms, and improving learning and training methods and techniques; enhance transparency and accountability in the civil service through strengthening integrity and accountability in the civil service and uphold openness and transparency in interactions with the public by increasing the use of meritocracy in civil service employment, reinstatement of a Federal Democratic Union.

Another important, thrust of the strategic action plan 2017-2020 is to decentralize the delivery of public services from an over-centralized system to one that is more responsive and reflective of local realities, needs and circumstances. The decentralization of civil service delivery plan envisages a three phase process that comprises first conducting an exploration and identification of the extent to which the existing regulatory and procedural framework can adjust to decentralized federal public service delivery system, developing a document that lays out necessary decentralized management structures and amendments to regulatory and procedural framework, conducting pilot study of decentralizing recruitment, promotion, and transfer of civil servants at the State/Region level to determine the outcome which will serve as feedback on the possibility of further decentralization of civil service delivery in future. Moreover, under the Civil Service Reform Strategic Action Plan (2017-2020), the UCSB is empowered to monitor, review, and support the reform activities, which is in addition to the current responsibilities the board has

selected, trained, assessed qualification sheets and scrutinize the promotion for gazetted level.

3) **E-government Initiative**

Myanmar like other countries, has developed and deployed e-government services in the delivery of public services. E-government services are not only aimed at increasing efficiency and effectiveness but have become an embodiment of government compliance with good governance principles of open, transparent, responsive and accountable government. The most notable developments were in the health service delivery.

4) **Electronic Health Management Information System**

Myanmar is implementing Nation-wide electronic Public Health Reporting System by using DHIS2 opens source software which was adopted as National Platform in Myanmar since 2014. This dashboard explored Real-time data reported by Basic Health Staff from township level.

5) **One Map Myanmar**

One Map Myanmar, a project to compile national spatial data analysis on an online map, was initiated in August 2015 with the assistance of the Swiss Agency for Development Cooperation, the Swiss Embassy in Myanmar, the Centre for Development and Environment, the University of Bern (Switzerland), and Myanmar-based Land Core Group. Effective decision-making and planning for sustainable, national development requires accurate data and information. In Myanmar, accessing this type of information is often difficult. OneMap is a government initiative that is working to solve this problem, by providing access to accurate, consolidated and user-friendly data related to people, land and natural resources.

6) **Myanmar Government Budget Dashboard**

With the support of Asia Foundation's program that supports an open budget process in Myanmar, the Open Myanmar Initiative (OMI), launched the country's first online budget dashboard to provide an accessible tool for exploring Myanmar's published budget data in the interest of enhancing transparency and encouraging discussion and analysis of the country's budget process and allocations. The interactive portal organizes and presents the budget data of Union and state/region governments in user-friendly visual formats. The idea for the dashboard originated with a research report on State and Region Public Finances in Myanmar, which was jointly produced by The Asia Foundation and the Centre for Economic and Social Development in September 2015. The dashboard was based on analyzed budget data for 2013/2014 fiscal year for all 14 State/Region governments. The dissemination of the report to stakeholders inside and outside of the government revealed the need for such budget information to also be made available to the wider public, members of Parliament, and government officials.

7) **Yangon Education Management Training School**

In 2015, the Department of Basic Education, Ministry of education, established the Education Management Training School (Yangon). The Management training school conducts training of head teachers and education administrative officers.

8) **Web-based system for all**

The Ministry of Education is currently in the process of rolling out a web-based system for all schools, institutions, and departments slated to be completed by late 2019. It is part of Education Management information System-EMIS, which is expected to enhance Human Capacity development management in all States and Regions in Myanmar.

Citizen Engagement

Complaints handling mechanisms are in place in many areas at the ministry level and organizational level. Social media is increasingly being used as feedback media from non-government stakeholders about the perception of public service quality, input in policy formation, as well as source of performance evaluation. A good example of public engagement was in the development of the strategic action plan 2017-2020 by the Union Civil Service Board (UCSB) with the collaboration of UNDP. The Civil Service Reform Strategic Action Plan aims at improving quality of public service delivery in Myanmar. Public engagement involved the use of social media, website, and traditional media to solicit opinions and views on reforms results and activities of the strategic action plan. Cross section of stakeholders involved include government at the Union and State/Regional level, including self-administered zones; and non-government organizations that ranged from civil society, academia to international organizations. Meanwhile, the implementation of the programs, also manifests inclusivity as it involves central government (ministries and public organizations, state/regional governments), civil society and the public (the latter involved actively in monitoring and evaluation of program progress and performance).

Public engagement is also highlighted in the implementation of the Civil Service Reform Strategic Action Plan (2017-2020). The strategic action, which envisages a redefinition and strengthening the roe of in the country both in improving public service delivery quality, inclusiveness, and equality as well as an integral part of strengthening the democratization process at both the Union and State and Region level, the UCSB is charged with increasing awareness of the civil service reform process, code of conduct, regulations, rules, procedures and processes. The implementation and evaluation structures and mechanisms involve Union and state/regional governments, civil society, and the private sector. Union Government Office is the Chairman of the steering committee, while the Chairman of the Union Civil Service Board serves as co-chair, and deputy ministers, permanent Secretaries and Directors of key agencies are members. Tasks of the steering committee include reviewing and monitoring the progress of the action plan; hold agencies accountable for action plan delivery; intervene when and if needed in case the implementation process encounters obstacles; ensure transparent and open reporting of action progress to the public. The work of the steering committee is complemented and supplemented by the regional representative subcommittee

that comprises consists of Ministers from all 14 States and Regions, Nay Pyi Taw council, the Nay Pyi Taw, Yangon and Mandalay Municipal committees. The role of the committee is to ensure that the design and implementation of the strategic action plan of civil service delivery considers perspectives of sub national governments, is informed by sub national government priorities, provides feedbacks on the design and implementation progress of civil service decentralization.

It is through an intensive communication process, that Myanmar population at both the national and subnational government will gain trust in the reform proposals, that are essentially tailored toward the participation of subnational governments and local communities in decision making in civil service affairs that affect their wellbeing, which is a fundamental departure from the top-down approach, centralistic approach that was adopted by the pre-democracy regime. Myanmar civil service has implemented innovations in the delivery of public services, which include implementing one stop shop (OSS), where various services are delivered at one service point; complaint boxes in each department unit to seek feedbacks on the perception of quality, access, and responsiveness from users of public services.

Monitoring, Evaluation of Public Service Delivery

The Union Civil Service Board (UCSB) is responsible for managing the performance of civil servants, especially senior leaders, but does not have the authority to meet out punishments in case minimum performance standards are not met. Such authority rests with the agency where the individual works. UCSB, also conducts employee performance evaluation by holding seminars periodically in various ministries and organizations. Moreover, junior officers, below the gazetted ranks, do not fall under the purview of the UCSB as their selection, recruitment, promotion, training rests with the respective ministries and public organizations where they work.

In addition, the UCSB, conducts performance evaluation by making onsite visits that are announced weeks before they occur (institutions that receive visits have time to prepare for the visits).   In addition, ministries/organizations conduct performance evaluation of civil servants in under their jurisdiction.

Civil Service Personnel Law (2013)/Civil Service Personnel Rules (2014) and instruction No. (3/2017) empower UCSB with the authority to conduct performance evaluation for individual civil servants based on the following criteria: An employee must receive 10 points Assistant Director and below based Rule 35(f), and 5 points Deputy Director and above in accordance with rule 47. Thus, performance evaluation of civil service in Myanmar is multipronged approach that entails the UCSB conducting onsite visits to institutions; senior officials who are overseeing the respective section under which the employee works and colleagues of the employee (in what is called 360 evaluation); rule-based criteria that sets minimum points in accordance with Rule 35(f) and rule 47 that an employee is required to attain to be declared as performing in line with expectations. In addition, the UCSB also conducts seminars that

serve as socialization and awareness exercises of performance expectations and code of conduct.

Transparency and Accountability in Public Service Delivery

Despite being considered as a calling that provides job security, source of pride due to the high social status of civil servants enjoy in Myanmar, associates with high job satisfaction arising from the feeling of accomplishment to serve others, public service delivery in Myanmar continues to receive poor public perception especially with regards to its integrity, transparency, and performance. Public service users and providers alike consider corruption to be endemic, which is a key factor that undermines public perception. Factors that are attributable to endemic corruption, among others, include the legacy of bad governance bequeathed by the pre democracy government; regulatory and procedural framework that was aimed at buttressing an over-centralized public policy development; culture of secrecy that characterize interaction between civil servants and users of public services; small salaries that do not suffice to meet living expenses; deep seated hierarchical bureaucracy thwart efforts to report abuse of power.

To enhance public service delivery quality, transparency is needed in all agencies. Enhancing transparency contributes much to improving quality of public services, Myanmar has an anticorruption law and Anti-Corruption Commission to ensure that the conduct of public service activities complies with good governance principles of transparency, accountability, and responsiveness. Constraints that hamper transparency include insufficient logistics support, financial resources, bureaucratic red tape, and bad leadership. One example of efforts to enhance transparency is the provision of mobile clinic services to cater for children in poor areas. The program is implemented on a gradual manner beginning with some regions, and subsequently expanding to other areas. The program is constrained by lack of sufficient financial support.

Public Service Performance

The ultimate goal of public service delivery is to contribute to enhancing the wellbeing of society. To that end, indicators of wellbeing of a country can serve as a gauge, albeit an indirect one, of the effectiveness or otherwise of the role those public servants play in the economy and society.

Table 8. Performance on Several Macroeconomic Indicators, 2013-2017

CPIA performance indicator (1=low to 6=high)	2013	2014	2015	2016	2017
Building human resources rating	3	3.5	3.5	3.5	3
Business regulatory environment rating	2.5	2.5	2.5	2.5	2.5
Debt policy rating	4	4	4	4	4
Economic management cluster average	3.7	3.7	3.7	3.7	3.7
Efficiency of revenue mobilization rating	3	3	3.5	3.5	3.5

CPIA performance indicator (1=low to 6=high)	2013	2014	2015	2016	2017
Equity of public resource use rating	2.5	2.5	2.5	2.5	2.5
Financial sector rating	2.5	2.5	2.5	2.5	2.5
Fiscal policy rating	3.5	3.5	3.5	3.5	3.5
Gender equality rating	3	3	3	3	3
Macroeconomic management rating	3.5	3.5	3.5	3.5	3.5
Policies for social inclusion/equity cluster average	2.6	2.8	2.8	2.8	2.6
Policy and institutions for environmental sustainability rating	2.5	2.5	2.5	2.5	2.5
Property rights and rule-based governance rating	2.5	2.5	2.5	2.5	2.5
Public sector management and institutions cluster average	2.7	2.9	3	3	2.9
Quality of budgetary and financial management rating	3	3.5	3.5	3.5	3.5
Quality of public administration rating	2.5	3	2.5	2.5	2.5
Social protection rating	2	2.5	2.5	2.5	2
Structural policies cluster average	2.8	2.8	2.8	2.8	2.8
Trade rating	3.5	3.5	3.5	3.5	3.5
Transparency, accountability, and corruption in the public sector rating	2.5	3	3	3	2.5

Source: World Development Indicators, 2019

Based on several performance indicators (Table 8), Myanmar performs relatively better on economic policy management, which has the highest score of 3.7 during 2013-2017 period, compared with scores registered on other indicators. The same applies to fiscal policy, macroeconomic management, and efficiency revenue mobilization rating, all of which register scores of at least 3.5 out of a maximum of 6. Nonetheless, even the best performing indicators still fall under the modest category. Based on data available, the country performs modestly on indicators that include building human resources capacity building (score of 3 in 2013, rises to 3.5 (2014-2016), but declines again to 3); business regulatory performance(score of 2.5 during 2013-2017 period); macroeconomic management (score of 3.5 during 2013-2017); social inclusiveness (shows variability from 2.6 (2013), rises to 2.8 during 2014-2016) and declines again to 2.6(2017); policy and institutions on environmental sustainability (stable score of 2.5 during 2013-2017 period); public sector management and institutions(shows an increase from 2.7, 2.9, 3.0, 3.0, 2.9, in 2013, 2014, 2015, 2016, and 2017, respectively); budgetary quality and financial management (rises from 3.0 to 3.5 during 2013-2017 period); public administration quality (stable score of 2.5 during 2013-2017 period); transparency and corruption in public sector (fluctuates from 2.5 (2013),rises to 3 (2014-2016); equity in public resource use(stable score of 2.5 during 2013-2017 period); trade (modest score of 3.5 that remains unchanged during 2013-2017 period).

Nonetheless, what underlines the performance of several macroeconomic indicators in figure 40 is that fact that policy change faces structural stagnation   that can only be overcome through fundamental change in key drivers of policy formation, especially legal and institutional framework, that lays out and delimits practices, powers and scope, procedures

and service standards. Remedying such a process is only possible in simultaneity with rebuilding the frayed trust between the Union government and State/Region governments (UCSB, 2017).

Other indicators that can shed light on performance include ranking on government effectiveness, e-government development and deployment, ease of doing business, human development index, and controlling corruption.

Figure 41. Government Effectiveness, 2007-2017
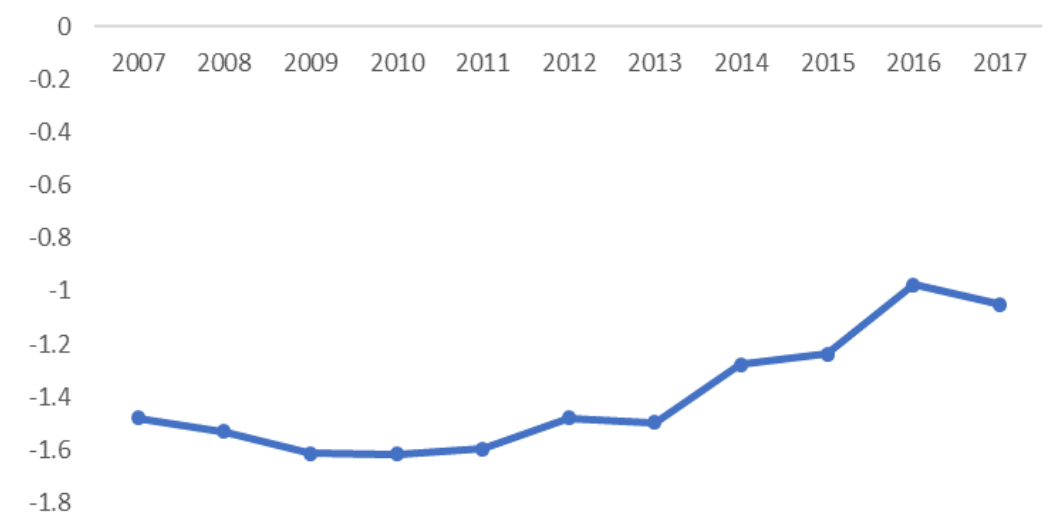
Source: Worldwide Governance Indicators, World Bank

Meanwhile, with respect to government effectiveness, Myanmar shows an upward trend 2011-2016, but registers a decline in 2017 (Figure 41).

Improving public service delivery is increasingly being gauged by the extent to which e-government is developed and deployed to enhance participatory policy making by providing opportunities for inputs and feedbacks in policy design, implementation, and monitoring and evaluation; ensuring 24/7 access as well as ensuring a two-way interaction between users and providers. The performance of Myanmar in that regard, developments in e-government in Myanmar (Figure 42), show slight improvement during 2004-2012 period, experiences a drastic decline since 2016, but has since 2016 shown an upward trend. That said, the level of e-government development can still be categorized as low and varies widely from year to year, as reflected in the low values and large range of 0.18-0.33.

Figure 42. E-government Development and Deployment in Myanmar
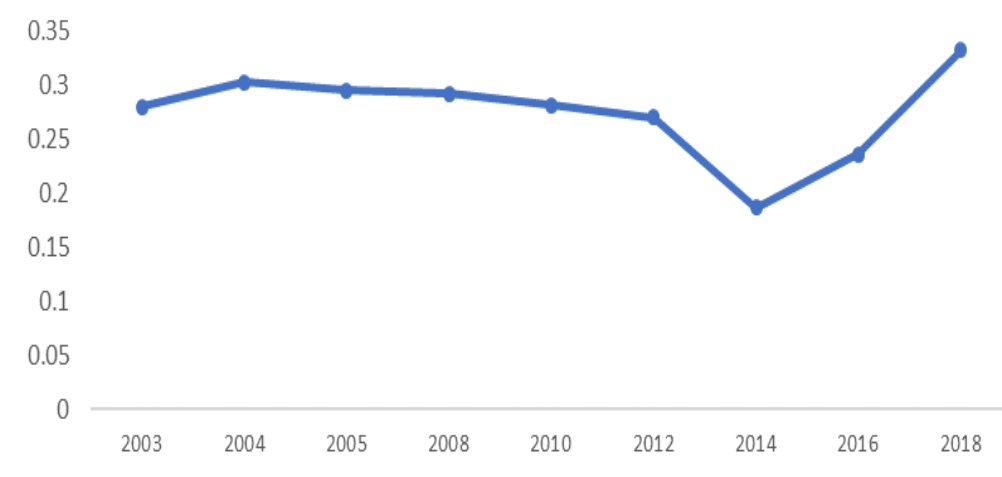
Source: United Nations

As regards Ease of doing business (2019), Myanmar was ranked 171 out of 190 countries, putting the country into low performers on the index. In comparison, Singapore was ranked number 2 after New Zealand, which attests to the enormity of efforts that Myanmar has to do to improve various aspects of business environment (Table 9).

Table 9. Doing Business Ranking, 2019

Economy	Global Rank	Rank within group	Starting a Business	Dealing with Construction Permits	Getting Electricity	Registering Property	Getting Credit	Protecting Minority Investors	Paying Taxes	Trading across Borders	Enforcing Contracts	Resolving Insolvency
Singapore	2	1	1	4	6	2	4	2	2	2	1	3
Malaysia	15	4	14	3	2	4	4	1	9	3	5	5
Thailand	27	5	6	10	3	11	9	4	6	5	6	2
Brunei Darussalam	55	7	3	9	9	19	1	7	11	22	9	9
Vietnam	69	8	13	6	7	9	4	11	22	12	7	14
Indonesia	73	9	17	18	10	14	9	8	19	16	17	4
Philippines	124	17	22	14	8	15	25	19	12	13	18	8
Cambodia	138	19	25	25	20	17	2	15	23	15	22	10
Lao PDR	154	21	24	16	24	13	13	21	25	9	20	23
Myanmar	171	24	20	12	21	18	24	24	21	25	24	20

Source: World Bank (https://www.doingbusiness.org/en/rankings?region=east-asia-and-pacific)

Human development index, which is a measure of the overall social and economic dimensions of a country, as its components comprise life expectancy at birth (health), adult literacy rate and   educational enrollment rates(education), gross domestic product per capita (income),

shows an upward during 2007-2017 period. However, but is still categorized among low performers on the index (Figure 43).

Figure 43. Human Development Index (Myanmar)
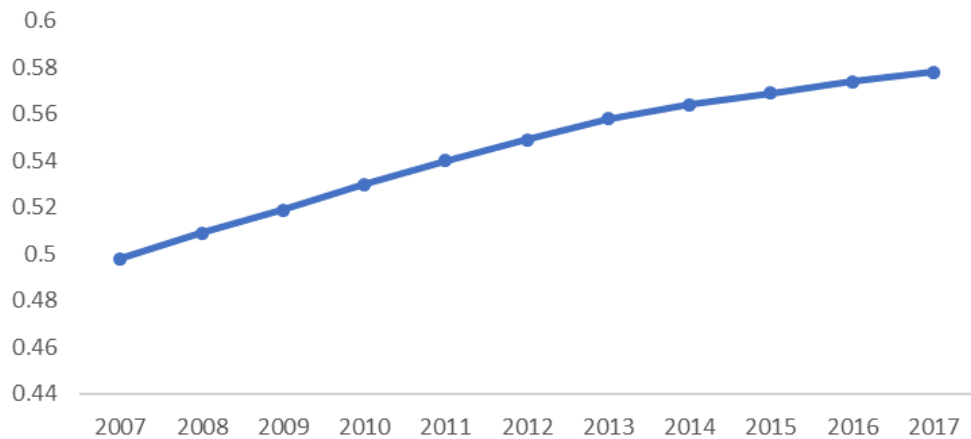
As regards corruption control, Myanmar has since 2011 made serious strides in its efforts to combat the scourge (Figure 44). That said, its highest rank 32.21 still puts into the category of countries with pervasive corruption incidence.

Figure 44. Controlling corruption
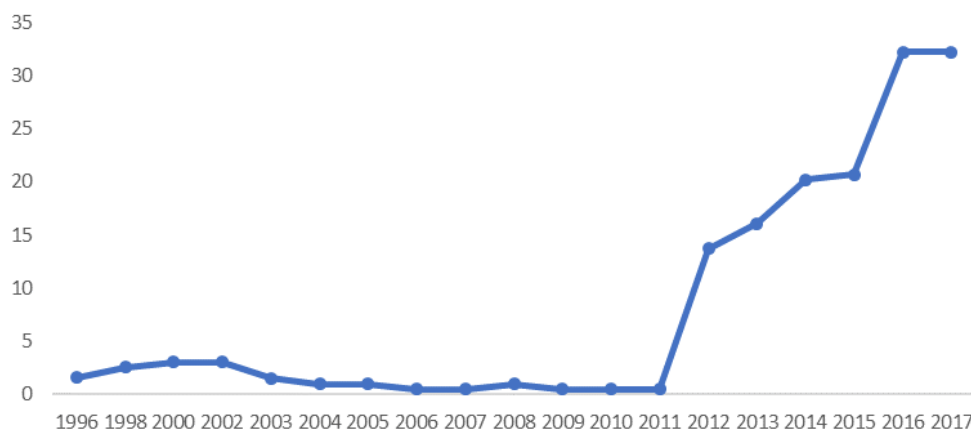
C. BEST PRACTICES

1. Since 2011, Myanmar has implemented decentralization of public service delivery system and is still ongoing;
2. Innovations that involve adoption of e-government in the delivery of public services are currently underway in education, health service and procurement;
3. Transparency of budget information has been enhanced by implementing budget dashboard

4. Various efforts have been made to enhance public engagement by using traditional media and novel approaches including using social media, website to solicit opinions and views on public delivery system and reform results

D. CHALLENGES OF IMPROVING PUBLIC SERVICE DELIVERY

- The uniqueness of civil service reform in Myanmar is that it is not just aimed at improving public service delivery by increasing responsiveness, accountability, quality, transparency, equality, and inclusiveness of the delivery process, but also serves as an entry point to rescind excesses that were the legacy of the pre democracy government. In other words, the reform process of the civil service is leveraging on the vital role that UCSB and civil service personnel from all Ministries and Organizations play in social, economic and political lives of Myanmar population. Civil servants occupy esteemed positions at Union and state/regional governments, have influence right from the Union to village level, enjoy esteemed social status in society, hence considered an important force that help to cement the consolidation of democratic reforms in the country. The reforms are likely to be achieved because the Civil Service Reform Strategic Action Plan (2017-2020), is being supported by the United Nations Development Program (UNDP), World Bank and OECD countries, among others, which lends the plan more credence especially as Myanmar strives to win international recognition as it re-joins the international community from years of isolation during the pre-democracy regime (UCSB, 2017; JICA, 2017).

- To improve public service delivery, Myanmar embarked on decentralization manifested in the establishment of   lower tiers administrative units in the form of states and regions, which were in turn divided into smaller administrative units down to village level and ward for rural and urban areas, respectively. However, to this day, while state and regional administrations are in place, still need to enhance the administrative, legal and institutional capacity to manage devolved functions from the Union government effectively and efficiently (Hook, Than, & Ninh, 2015).

- Coordination of public service delivery is important for the effective and efficient services. Myanmar vested such authority in the Union Attorney General Office. Thus, in addition to the authority entrusted to the UCSB which encompasses selecting, recruiting, transfer and promoting entry level gazzeted civil service offices (1-5), and securitizing the promotion of echelon 6 civil service offices, which powers affords it implicit coordination function, the Union Attorney General Office serves a complementing element to that vital function. That said, there is need for regulation or Act that establishes a single institution (can comprise of individuals with sufficient expertise in public policy management drawn from line ministries and organizations) to serve as advisors to heads of departments, state organizations, local governments and region governments on key matters of policy such as resource planning, budgeting, performance appraisal among others.

- The establishment of States/Region governments, which decentralizes public service delivery functions from Union to State/Region governments, is largely administrative in nature as is not accompanied by the sufficient fiscal powers to collect taxes that are needed to finance the delivery services. Consequently, State/Region government continues to depend heavily on Union government as source of financial support they need to finance services.

- Myanmar faces structural challenges which it must address to improve public service delivery. These include the need to enhance macroeconomic management, public financial management and institutions, regulatory framework that relates to conducting business, human capacity development, inequality of access to public resources, relatively low social inclusiveness of public policies, and rampant corruption.

- One of the key challenges is that the worst performing indicators are those that are pivotal for laying a sound, inclusive, sustainable public service policy framework, that include, among others the quality of legal and institutional framework, inter alia, property rights and rule-based governance, business regulatory environment, policy and institutions for the environmental sustainability, financial sector, quality of public administration, and social protection performance.

- One key area that remains a work in progress is improving accountability and transparency of civil service.

- Limited human resource capacity at both the national and sub-national levels. Based on human capital index indicator, which measures available human resource capacity on a scale of (0-1), Myanmar recorded a core of 0.473 (WDI, 2019), which puts the country performance among modest performers.

- Dichotomy in managing civil service is a serious problem that creates inefficiency, nepotism, and patronage, and underscores lack of clarity. Strengthening the role and mandate of the UCSB over all civil servants, at both the entry level and those in senior positions should go a long way to streamline human resource management in the civil service, reduce inefficiency in the use of the scarce human resource and financial resources.

- Systematic procurement and resources management at operational, management and leadership levels are needed in strategic planning to enhance efficiency and effectiveness of projects and programs.

- Insufficient salary and remuneration of civil servants, which is in part responsible for rampant corruption plagues the delivery of public service.

- 2008 Constitution imposes on any future reform in the civil service, including implementing the Myanmar Civil Service Reform Strategic Action Plan (2017-2020), which requires amending the power structure and relations between the Union government on one hand, and States and Region governments, including self-administering areas, on the other. Doing that requires amending the 2008 Constitution, which was drafted and approved by the military, and intended to guarantee their influence on Myanmar politics for years to come. The 2008

Constitution imposes on any future reforms that demand changing relations between Union government on one hand, and States/Regions, on the other, which Civil Service Reform Strategic Action Plan (2017-2020) is trying to do.

E. CONCLUSION

Public service delivery system is Myanmar is undergoing fundamental reform from highly centralized to a decentralized one. Progress has been made adopting and deployment of e-government in among other areas, education, health, and budgeting. However, major challenges include public procurement and resource management problems, human resource capacity, limited fiscal authority to deliver public services in decentralized state and regions, endemic corruption, insufficient salary and remuneration of public servants, and dichotomy in public service personnel management.

THE PHILIPPINES

A. BACKGROUND

The Philippines is one of the most dynamic economies in the East Asia and the Pacific regions, based on its increasing urbanization, a growing middle-income class, and potential of the large labour force from all over the world that produces robust remittances to the country (the World Bank, 2019). In terms of economic performance, the country has shown a significant leap from being a lower-middle income country to an upper-middle income nation given its sustained annual growth from 2010 to 2017. In 2017 alone, the Philippines posted an economic growth of 6.7%, slightly lower than the previous year's 6.9% (the ASEAN Secretariat Database, 2018). The downturn is attributed to the lower growth of the global trade and domestic high inflation. In 2019, however, the country is projected to have a relatively stable growth with the downturn of the inflation rate and the conduct of the midterm election that can boost private consumption growth (the World Bank, 2018).

B. FINDINGS

Structure of Government

Legal Framework

From over 300 years of Spanish colonial rule, the Philippines gained its independence from another colonizer, the United States of America, in 1945. The Philippines is a republic with a presidential form of government wherein power is equally divided among its three branches: executive, legislative, and judicial. The legal foundation was based on the Malolos Constitution which has been the first important document produced by the people's representatives in 1899. It was the basic law of the First Philippine Republic. Later on, the law was updated into three constitutions, namely the 1935 Commonwealth Constitution, the 1973 Constitution, and the 1986 Freedom Constitution. The present constitution was ratified by a national plebiscite in 1987.

Institutional Framework

One basic corollary in a presidential system of government is the principle of separation of powers. The Legislative branch, which is divided into the Senate and House of Representatives, makes laws, alters, and repeals them through the power vested in the Philippine Congress. The Judicial branch, made up of the Supreme Court and the lower courts, evaluates laws and holds the power to settle controversies involving rights that are legally demandable and enforceable. The Executive branch carries out laws and is composed of the President and the Vice President elected by direct popular vote with a term of six years. The Constitution grants the President authority to appoint his Cabinet. These departments form a large portion of the country's bureaucracy. (Philippine Information Agency. Three Branches of Government. https://pia.gov.ph/branches-of-govt). These are:

- Office of the President
- Office of the Vice President
- Presidential Communications Operations Office
- Other Executive Offices
- Department of Agrarian Reform
- Department of Agriculture
- Department of Budget and Management
- Department of Education
- Department of Energy
- Department of Environment and Natural Resources
- Department of Finance
- Department of Foreign Affairs
- Department of Health
- Department of Information and Communications Technology
- Department of the Interior and Local Government
- Department of Justice
- Department of Labor and Employment
- Department of National Defense
- Department of Public Works and Highways
- Department of Science and Technology
- Department of Social Welfare and Development
- Department of Tourism
- Department of Trade and Industry
- Department of Transportation
- National Economic and Development Authority

Government instrumentalities support and adhere to priorities spelled out in *Ambisyon Natin 2040*. *Ambisyon Natin 2040* represents the collective long-term vision and aspirations of the Filipino people for themselves and for the country in the next 25 years. (*AmBisyon* is a word play that combines two meanings, namely *ambition* and *vision*.) Supplementing the Ambisyon 2040 is a medium-term plan, the Philippine Development Plan 2017-2022 which reflects the country's socio-economic agenda and which features three pillars: Enhancing the Social Fabric; Inequality-reducing Transformation; and Increasing Growth Potential.

Seamless service delivery is one of the priorities of the Philippine Development Plan under the Enhancing the Social Fabric Pillar. Part of the strategies to seamless service delivery is to reduce corruption, enhance administrative governance, strengthen the civil service, and fully engage and empower citizens. Specific strategies in reducing corruption are the promotion of anti-corruption drives, implementation of prevention measures, and strengthening of deterrent mechanisms.

To achieve seamless service delivery, a *whole-of-government* approach shall be adopted in the provision of key services, regulatory reforms will be implemented and productivity of the public sector will be improved. Enhancing administrative governance would include measures to right-size the bureaucracy, and strengthen results-based performance management, public financial management, and accountability. Measures to fully engage and empower citizenry entail measures to promote participatory governance, ensure public access to information, institutionalize response and feedback mechanism, and implement electoral reforms. To strengthen civil service, shared public service values shall be promoted, human resource management systems improve, processes streamlined and investments made in human resource (Abridged Philippine Development Plan 2017-2022).

Government Budget and Personnel

National Government Agencies (NGAs) are the primary institutions involved in public service delivery. At the local government level (provincial, city and municipality), local government units and barangay units assume a critical role in delivery of public services. Based on the budget dimension, there are five sectors prioritized by the Philippine government. The sectors include social services, economic services, general public services, debt burden and defense. Over time, the top recipients include Department of Education, Department of Public Works and Highways, Department of the Interior and Local Government, Department of Health, Department of National Defense and Department of Social Welfare and Development. These institutions deliver public and social services and account for the biggest slice of the 2019 budget of P3.662 trillion.

Policy Process

Setting Standards in Public Service Delivery
Generally, each government agency is responsible for drawing up rules and procedures in rendering their respective services to the citizens. Agencies are guided by laws and regulations and are held accountable for every expenditure.

The Philippines has long been enacting public service delivery laws and regulations. In 1953, President Ramon Magsaysay created the Presidential Complaints and Action Committee (PCAC). The PCAC became the mechanism through which President Magsaysay kept himself informed of the public pulse, of the implementation of government measures to improve public service and of efficiency of government personnel. It boosted the people's morale, made them confident of their government, thus making good the President promise that 'those who have less in life should have more in law' (ARTA: A Decade of Improving Public Service Delivery, 2018, in print).

All public officials and employees should observe the Code of Conduct and Ethical Standards which requires them to serve the public without delay. The Code directs government offices

to simplify rules and procedures to avoid red tape and to identify systems and procedures that lead or contribute to negative bureaucracy behaviour.

Through the years, reforms in public service delivery assumed various hues and forms. In most recent times, focus has been on improving frontline services since service quality is judged or determined at the frontlines.

Assuming a pivotal role in service delivery reform is the Civil Service Commission (CSC). As the central human resource agency of the Philippine government, CSC draws up programs and policies that influence or determine the course of public service delivery. A constitutional commission vested with quasi-judicial powers, the CSC is mandated "to adopt measures to promote morale, efficient, integrity, responsiveness and courtesy in the civil service".

In 1994, the *Mamamayan Muna, Hindi Mamaya Na* (literally translated as "People First Now, Not Later") was implemented by the CSC in all government agencies nationwide. The MMHMN had three components, namely: (a) a mechanism which incorporates into the daily work standard responses in dealing with the public, (b) immediate grant of incentives and rewards to government employees for courteous and efficient service, and c) the quick process of resolving grievances against government employees for discourtesy, red tape, failure to attend to client/s act promptly on public transactions and other similar acts (ibid). In 2003, another program on service delivery was instituted, the Public Service Delivery Audit (PASADA). Under this program, unannounced visits were made by incognito validators to check the quality of frontline services of government agencies using a standard checklist. Agencies are informed of the results of the audit to determine areas for improvement. Results of the service audit are announced over mass media.

The passage of Republic Act No. 9485 or the Anti-Red Tape Act of 2008 heralded significant breakthroughs in frontline service delivery improvement. The law was the first legislation in the Philippines to establish a minimum standard in accessing government frontline services, providing definitive measures which all public offices must adopt. These include the crafting and posting of a Citizen's Charter which lists down the frontline services of the agency, the documents needed, fees to be paid and transaction time. Any deviation from the Citizen's Charter can be ground for citizens to file complaints against the agency.

In 2018, Congress passed a new law to improve public service delivery system - Republic Act No. 11032 or An Act Promoting Ease of Doing Business and Efficient Government Service Delivery, amending for the Purpose Republic Act No. 9485 otherwise known as the Anti-Red Tape Act of 2007, and for Other Purposes. While Republic Act No. 9485 covers frontline services, the new law requires government offices to facilitate prompt resolution on all transactions. The Act explicitly states the responsibilities of heads of all government instrumentalities and sets heavier penalties for violation or non-compliance with the law. The Act also provides for rules, tools, and mechanism designed to improve frontline service efficiency and ensure customer satisfaction. For instance, assigned officers or employees

should follow specific processing time for client transactions: three days for days for simple transaction, seven days for complex transaction and 20 days for highly technical application.

All other government agencies shall post their respective Citizen's Charter, which contain their frontline services. The posted information (in the Citizens Charter) should have a comprehensive and uniform checklist of requirements; procedure to avail of the service; person/s responsible for each step; maximum time to complete the process; document/s to be presented by the customer, if necessary; amount of fees to be paid, if necessary; and procedure for filing complaints.

Under the law, "Any person who performs or causes the performance of the following acts shall be liable:

    a) Refusal to accept request and/or application with complete requirements without due cause;

    b) Imposition of additional requirements other than those listed in the Citizen's Charter;

    c) Imposition of additional costs not reflected in the Citizen's Charter;

    d) Failure to give the applicant or requesting party a written notice on the disapproval of an application/request;

    e) Failure to render government services within the prescribed processing time on any application without due cause;

    f) Failure to attend to applicants who are within the premises of the office or agency concerned prior to the end of official working hours and during lunch break;

    g) Failure or refusal to issue official receipts; and h. Fixing and/or collusion with fixers in consideration of economic and/or other gain or advantage."

C. BEST PRACTICES IN PUBLIC SERVICE DELIVERY

In as much as there had been several programs instituted to improve public service delivery, it was essential that these be integrated into one cohesive program. Thus, through the Civil Service Commission, an Integrated Anti-Red Tape (iARTA) Program evolved. iARTA became the springboard for several best practices in service delivery improvement. These are:

a. Crafting of the Citizen's Charter

All government agencies nationwide reviewed their respective services to come up with their Citizen's Charter, a listing of the services offered, requirements and fees to be paid to avail of the services. The Citizen's Charter is an accountability tool that tells the public what to expect in transacting with a government office. It also serves as an agency's covenant to observe the "No Noon Break policy" and to set up a Public Assistance and Complaints Desk.

b. Setting up of a National Contact Center

A National Contact Center (known as Contact Center ng Bayan or CCB) has been set up to receive and attend to comments, complaints, suggestions and recommendation from the public through different modes of communication: via text, e-mail, telephone, regular mail or walk-in. Through CCB, the public began to assume an active role and be a partner in improving government services. Moreover, through the feedback generated from the public through CCB, government agencies are informed of the need to improve and/or sustain the delivery of quality service. Agency heads are provided with updated data on the number of reports elevated, nature of the reports, resolution rate and recommended courses of action.

c. Conduct of a Report Card Survey

Government offices were subjected to a Report Card Survey, an evaluation tool that provides a quantitative measure of actual public service user perceptions on the quality, efficiency and adequacy of frontline services, as well as a critical evaluation of the agency's personnel. Survey results are used to revise or improve the Citizen's Charter and to recommend facility improvements. Agencies which receive high marks in the RCS are recognized while those with failing marks are assisted through a Service Delivery Improvement Program. Steady improvements of agency service delivery have been observed in the year to year conduct of the survey. More importantly, RCS paved the way for the review of agency frontline service delivery, streamlining of documentary requirements, and shortening of processing time.

d. Conduct of Service Delivery Excellence Program

The SDEP assists government offices which rated low in the Report Card Survey in articulating its own vision and effectively navigate their own action plan suitable to the challenges and opportunities present in its office. It agencies in capacity building, employee behavioural change and policies and system reforms to improve public service.

D. OUTPUTS OF PUBLIC SERVICE

It can be said that the public service delivery in the Philippines has shown improvement given the solid legal foundations and the commitments of the government. The improvement is also reflected by quality of public service delivery outputs from the indicators of the Human Development Index (HDI), Corruption Perception Index, Ease of Doing Business Index, and ICT Development Index.

a. Human Development Index
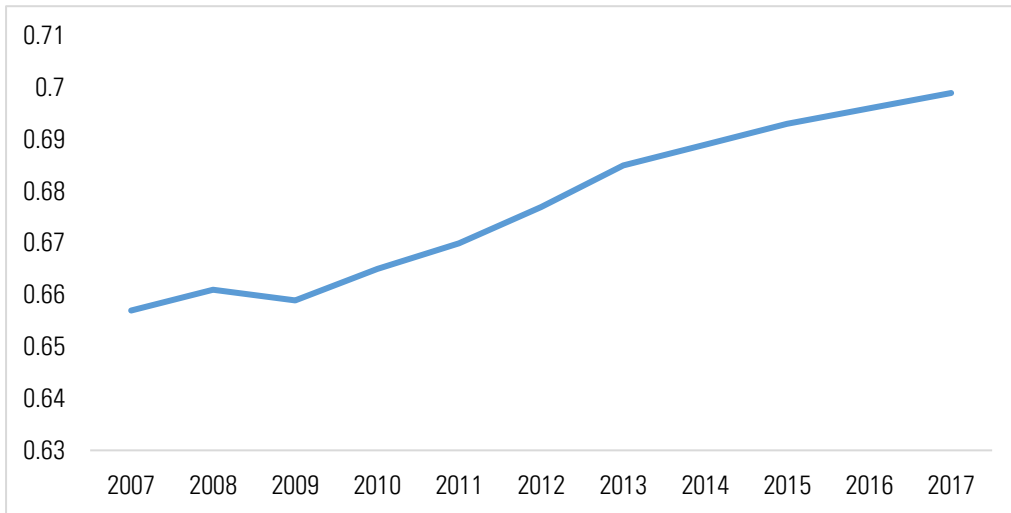
In terms of HDI, the Philippines consistently improved for the period covering 2007 to 2017. The same applies to the ICT Development Index. The Ease of Doing Business, which has become one of the focus of the public service delivery commitment, reflected a significant trend with some minor fluctuations at the same period. The biggest challenge is on corruption because based on the Corruption Perception Index, the Philippines still has to improve its performance in corruption prevention.

b. Corruption Perception Index
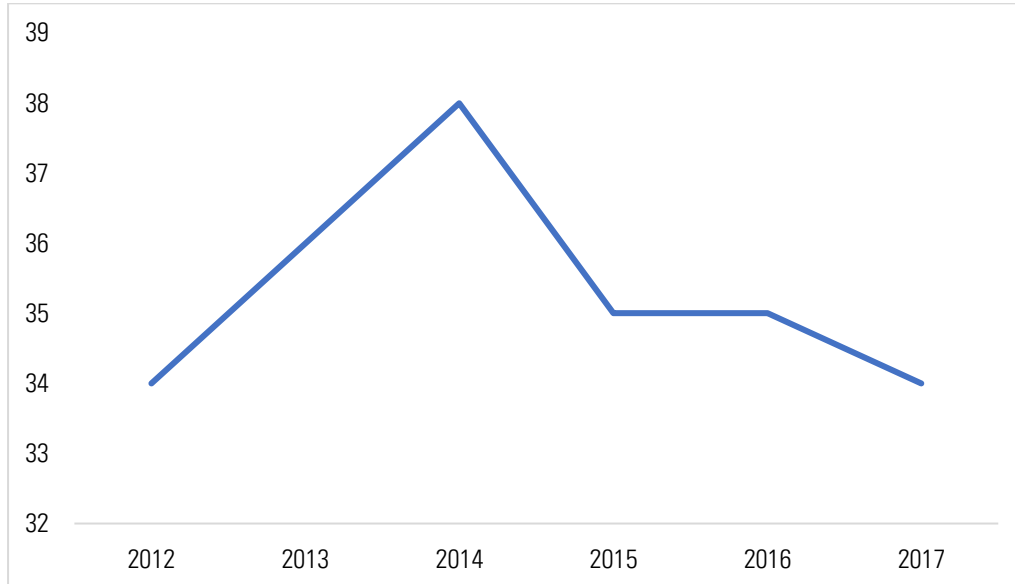
c. Ease of Doing Business Index
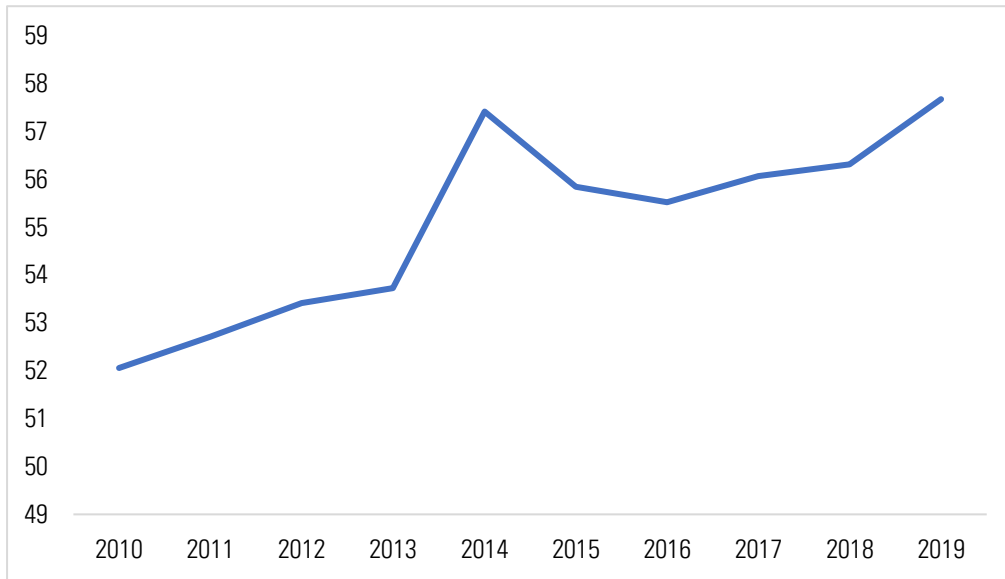
d. ICT Development Index
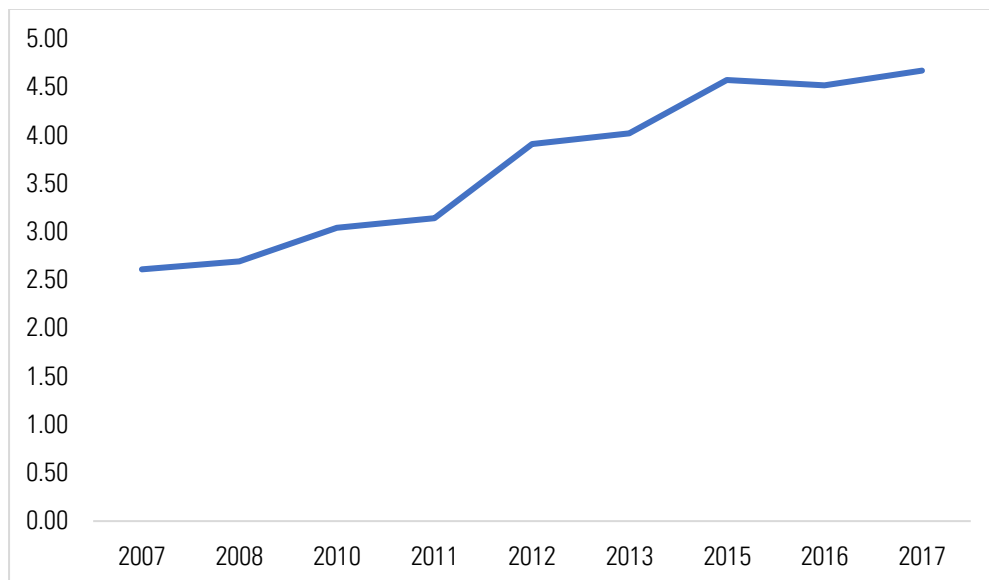
E. ANALYSIS OF MODEL, PRINCIPLE, POLICY DEVELOPMENT PROCESS, CHALLENGES

Achievements logged by the Philippines in service delivery improvements can be attributed to many significant factors. However, it is worth noting that one of major influencers lie on the input's component, especially micro level implementation of reform measures by the CSC. Human resource development has also been key to improvements instituted, among other factors that include solid legal foundation and political will of the government.

F. LESSONS LEARNED: CHALLENGES ON THE PHILIPPINE EXPERIENCE IN SERVICE DELIVERY IMPROVEMENT

Harnessing Human Resources

Service delivery improvement cannot be achieved overnight. It requires clear-cut directions, purposive mechanisms and reliable monitoring and evaluation procedures. To carry these out, a competent workforce is essential, men and women capable and committed to realizing the goals of service delivery improvement. This has been one of the challenges faced by government agencies in instituting service delivery reforms. Thus, the human resource aspect is carefully managed from the recruitment process up to capacity building of the people. Recruitment, selection and placement are based on merit and fitness. The Philippine Civil Service Commission prescribes general policies on recruitment and selection, and sets minimum qualification standards in terms of education, experience, eligibility and training. However, agencies may prescribe higher qualification standards.

Initiatives in building and maintaining a competent civil service should be complemented by a rewards and incentives system. Career progression and security of tenure may be major motivations in working with government. Higher salaries and additional benefits may also be possible motivations. Other motivations are excellent working environment, conducive or pleasant relationship with co-workers and the nearness of the work station to the place of residence.

Obstacles in capacity building are also present. These obstacles include providing training programs especially for highly technical positions, determining training needs, assessing effective training interventions, monitoring and evaluation of employee development programs. Study visits and benchmarking with top performing agencies (private and public) have been done; learnings were cascaded to the rank-and-file. Other HR interventions are coaching and mentoring, job rotation, job enrichment and shadowing.

Performance monitoring and evaluation present another challenge. The diversity of positions in the civil service requires an equally diverse set of performance indicators.

To address these challenges, the Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM) has been instituted in the Philippine civil service. PRIME-HRM focuses on four human resource systems: Recruitment, Selection and Placement System; Learning and Development System; Rewards and Incentives System; and Performance Management System. The program assesses the maturity level of an agency's HR systems in terms of good people management standards.

G. RECOMMENDATION

In the era of One ASEAN, there is great opportunity to have a framework for public service delivery system that is applicable to the whole region. This is because ASEAN is transformed into a global village. An example is the DPWH's Asian Highway 26, which connects the Philippines to its neighbouring countries through the roll on-roll off transport mode. There are also Civil Engineers in the Department recognised as ASEAN Engineers. The development of a framework is possible because ASEAN countries have common denominators. These common denominators may be utilized as basis in the development of the ASEAN public service delivery framework.

SINGAPORE

A. BACKGROUND

Singapore is a small country with a population of about 5.69 million. Singapore is the most developed nation in ASEAN, enjoys the highest GNI per capita of US$81,222 (2018), has the highest human capital development (0.88), corruption-free, and one of the most competitive economies in the world, in part thanks to its business-friendly regulatory environment.[8][9] The Singapore Public Service ranks well on various indicators of performance, including government effectiveness, rule of law, regulatory quality, and e-government development.

Singapore Public Service

The Singapore Public Service is made up of Ministries and Statutory Boards. Ministries are responsible for setting policy directions, while Statutory Boards focus on service delivery to achieve the policy outcomes. The Public Service employs around 146,000 officers in 16 Ministries and more than 60 Statutory Boards. The work of the Public Service can be broadly categorised into five sectors: (i) Central Administration, (ii) Economy Building, (iii) Infrastructure & Environment, (iv) Security, and (v) Social. Ministries and Statutory Boards partner public and private agencies to offer integrated services to citizens and use technology to enhance service delivery.

B. FINDINGS

Roles and Structure

Role of Public Service Division (PSD)

The Public Service Division (PSD) stewards One Trusted Public Service by: developing strong leadership and engaged officers; building future-ready organisations; and promoting good governance to deliver excellent public services.

PSD supports the public sector's *Service Delivery Committee* in its work to transform Whole-of-Government service delivery. The Committee comprises ministries and statutory boards that oversee key public service delivery functions.

The Terms of Reference of the Committee are:
- Drive and implement breakthrough transformation of service delivery especially in terms of policies, delivery model, service capabilities, service standards and use of technology;

- Strengthen a One Public Service mind-set to support the transformation, by systemically changing Whole-of-Government service values and culture, and convening a community of service leaders to implement concrete projects;
- Identify opportunities to develop and implement cross-agency service delivery models and processes, in order to enhance service delivery and standards to the public, and strengthen the Whole-of-Government approach to service; and
- Develop a service delivery workforce that can support the transformation by ensuring the right workforce size, structure and capabilities, and building a strong talent pipeline.

The Committee convenes project teams to implement concrete Whole-of-Government transformation projects. An example is the building of a Whole-of-Government Feedback Management System that will cover the end-to-end cycle of feedback across agencies.

Role of Agencies

Agencies collaborate with PSD to drive service transformation. Every agency has a Quality Service Manager (QSM), a Director-level (and above) officer who is responsible for the service performance of their agencies and participate in Whole-of-Government transformation projects.

The QSM's roles include but are not limited to the following:

Table 10. Roles of Quality Service Manager (QSM)

Key Areas	Roles
Lead transformation of service delivery so that it is seamless within and across agencies	• Lead service delivery transformation through service redesign at the Whole-of Public Service level • Lead service innovation through leveraging on new digital tools and knowledge (e.g. behavioural science, data analytics) • Develop and manage an omni-channel delivery system for the agency's services
Provide anticipatory and citizen centric services that is digital to the core	• Work across agencies to link data, systems and processes to anticipate the needs of citizen and to provide a seamless experience for them
Co-design services together with citizens	• Develop and execute strategies on co-delivery of services with the people and private sectors, including by creating, engaging with and nurturing purposeful long term organisational and social networks to deliver services to customers
Build a culture of service excellence in the agency	• Develop and build up a professional and service-oriented workforce • Build a service excellence workplace culture which achieves high standards of empathy, service efficiency and effectiveness

Administer feedback and provide guidance for the management of sensitive complaints, appeals or highly complex customer cases	• Establish protocols to manage and ensure that feedback is adequately and properly reviewed within the agency • Develop and foster collaborative relationships with other agencies to enable joint case management of complex cases • Oversee handling of exceptions and escalated cases in collaboration with service operations teams, and review actions taken for highly sensitive complaints

To support these QSMs, PSD convenes a quarterly forum to discuss policy issues (e.g. service recovery guidelines) or new delivery models (e.g. use of chat bots) and disseminate new guidelines and practices. PSD also works with the Civil Service College to convene a quarterly Service Community of Practice on important topics, and work on joint service delivery projects.

Governance of Service Delivery Standards: Instruction Manual Section 7 (IM7) on Public Communications and Quality Service

The Instruction Manuals (IM) are management tools that inform and instruct public officers on rules and regulations relevant to their duties. The Instruction Manuals on Public Communications and Quality Service ("IM7") are issued by the Permanent Secretary (Head of Ministry) in PSD.

IM7 provides an overview of:

- Agencies' roles, service delivery standards and guidelines for citizen centric and quality service delivery to citizens and customers; and
- Standards and approaches to effective public communications.

Service Principles and Conduct

The Singapore Public Service introduced the 'CARE' service principles as an internal framework to:

- Engender a consistent mindset of service excellence across the Public Service
- Provide clarity on the expectations of citizen-centric service delivery
- Guide officers' actions in delivering consistent service experiences for customers

CARE stands for (i) Collaborate, (ii) Anticipate, (iii) Reach Out and (iv) Empathise. CARE embodies how and what customer-centricity means to the Public Service, with heightened emphasis on future orientation and action-bias.

All officers should strive to show the highest standard of CARE in their daily work. Officers are also expected to maintain a high level of basic professional and personal conduct, to uphold the reputation of the Public Service in all interactions with the public.

Table 11: More information on CARE principles

Service Principles	Definition	Examples of supporting behaviours
Collaborate	To work together with stakeholders to address citizens' needs and work towards shared outcomes	• I will work closely within my agency to resolve your issue • I will think and act as "One Public Service" by working across agencies and boundaries to address your needs • I will partner relevant stakeholders to resolve and co-create solutions
Anticipate	To have deep understanding of citizens' needs and address them before they ask for it and in a timely manner	• I will proactively suggest options/advice at the point of need • I will use data to understand your current and future needs
Reach Out	To go the extra mile, engage citizens and be resourceful to address current and evolving needs effectively	• I will engage and involve relevant key stakeholders to understand your needs • I will escalate deserving cases for help even if they do not fall neatly within current rules • I will actively seek new and improved ways to manage and address your needs better
Empathise	To understand citizens' needs and have their best interests at heart	• I will listen attentively to understand and consider your needs from your perspective • I will explain why or seek an alternative solution where possible, if I am unable to meet your requests/needs • I will be sensitive towards your feelings and concerns and adopt my behaviors accordingly when engaging you

Service Standards

Service standards ensure that every public agency delivers timely and consistent service experiences. Public Service agencies adhere to the following service standards:

- Response time for simple cases: 3 working days
- Response time for complex cases: 3 calendar weeks

In calculating the working days, Day 0 would be the date/day of receipt of a feedback, regardless of weekends or Public Holidays and Day 1 would be the next working day.

Agencies should inform customers of their service standards, including call waiting times, time taken to reply, time taken to process case-specific queries, and the possibility of delay. In the event of delay, the customer should be informed of the reason, and the expected length of the delay. Agencies can publish their service standards on their websites or inform customers of standards in other appropriate ways.

Service Protocol – No Wrong Door Policy

The No Wrong Door Policy was implemented to facilitate the timely referral, coordination and resolution of public feedback at the Whole-of-Government level. The objective is to help members of public who do not know which agency to approach and avoid situations where members of public feel that they are being pushed from one agency to another.

Under the No Wrong Door Policy, if an agency receives a public feedback not under its purview, the agency will act on behalf of the feedback provider to identify the agency responsible, ensure that the agency will take up that case before referring the feedback provider to the correct agency.

Responding to suggestions

In line with the CARE Service Principles, public officers should actively and genuinely gather and act on suggestions from citizens. Agencies' role is to assess whether suggestions provided are in line with its objectives and will improve service quality.

Where citizens offer suggestions, agencies should acknowledge receipt of these suggestions and let the citizens know what next steps are being taken, so that citizens know that their suggestions are appreciated and being considered.

Digitalisation and Service Delivery Transformation

The Singapore Public Service started the Moments of Life (MoL) initiative in 2017 and integrated services for young parents on a single digital platform called the MoL application in 2018. The Birth Registration service enabled parents to apply for their child's Baby Bonus, set up a Child Development Account and apply for library membership in one place instead of interacting individually with different government agencies. This has been well-received, as 80% of births in public hospitals are registered digitally using this feature as at April 2020.

Singapore has since scaled up this approach. LifeSG (rebranded from the Moments of Life application), was launched in August 2020 to provide all citizens with a one-stop, personalised access to a broad range of government services, designed around key milestones in a citizen's life. Citizens can explore and easily access more than 40 government services, which are grouped according to topics of interest to citizens, such as housing, family and parenting, work and employment and so on.

One-stop Integrated Public Service Centre

However, digitalisation alone is not enough. It is also important to ensure that citizens who will not be able to transact online in the next decade, are not left behind.

To make public services more integrated and seamless to citizens, the Singapore Government has set up an *Integrated Public Service Centre* at Our Tampines Hub[10]. As at September 2020, more than 260 services from 17 public agencies are being delivered by a cohort of cross-trained personnel from People's Association (PA[11]). Examples of services include the e-application of passports and citizen identification card, support with tax e-filings, and the completion of Central Provident Fund nomination as part of legacy planning. Citizens are also able to access consultation-based services directly from other public agencies through video conferencing amenities. They include obtaining housing finance-related advice from the Housing Development Board, receiving a comprehensive advisory on the Silver Housing Bonus from the Central Provident Fund Board, as well as consultation services on tax filing matters by the Inland Revenue Authority of Singapore.

The Integrated Public Service Centre shows that integration of services can lead to shorter wait times, higher citizen satisfaction and higher manpower effectiveness. Such positive outcomes have reinforced the transformative potential of integrating multiple agencies' services and delivering them via a single "shopfront". Hence, this model will be scaled by setting up similar Centres in more locations.

Workforce Development

To deliver on service transformation goals, a strong service delivery workforce and talent pipeline are needed.

Service Competency Framework

One key area of work is articulating the critical competencies of service delivery officers across the Public Service and implementing it to form the foundation upon which agencies select, assess, train and develop. The current Service Competency Framework reflects the future of service delivery, the importance of technical mastery, and the blurring lines between planning/policy and operational functions.

---

[10] Our Tampines Hub is Singapore's largest integrated community and lifestyle hub, containing a range of facilities including sports facilities (e.g. public swimming pool, public badminton courts), a regional library, a hawker centre and a community club.
[11] The People's Association is a statutory board in Singapore established on 1 July 1960 to promote racial harmony and social cohesion in Singapore. PA offers a wide range of programmes to cater to Singapore from all walks of life, connecting people to people and people to government.

The current Service Competency Framework reflects the future of service delivery, the importance of technical mastery, and the blurring lines between planning/policy and operational functions.

The framework contains three key areas:

- Important service areas: personalised, digital and empathetic service, described by the behavioural statements provided,
- Foundational competencies: These are adapted from the Public Service Core Competency Framework[12], which all officers are expected to demonstrate, regardless of job and specialization. The behavioural indicators have been contextualised to service delivery.
- Functional competencies: These are function and job specific knowledge and ability areas. Service delivery officers are expected to develop and demonstrate these competencies based on their areas of work or tasks.

Capability Development

One important way which Singapore develops the capabilities of the workforce is the Service Delivery Talent Attachment Programme (SDTAP), an initiative to send high potential officers on an attachment to leading service-centric private sector companies to grow their skills in important focus areas.

Table 12. Focus Areas for Service Delivery Talent Attachment Programme

Focus Areas	Description
Customer Experience and Service Design	Design thinking, customer journey mapping, behavioural insights, interactive digital elements, and visual communication tools to provide a seamless experience at multi-channel physical and digital touchpoints
Service Data Management and Analytics	Data analytics to draw deep insights into customer needs and behaviours to better anticipate demand for goods and services, test feasibility of new service models, and identify opportunities for innovation
Service Tech Innovation and Application	Use technologies to automate and deliver day-to-day service operations to improve work efficiency and provide easy-to-use services conveniently, while ensuring a smooth escalation experience

---

[12] The Core Competency Framework sets out behaviours all public officers in Singapore need to have to serve the public of tomorrow. Launched in May 2020, it replaces the AIM model (Analytical and Intellectual Capacity, Influence and Collaboration, and Motivation for Excellence). It is based on a picture of a person running and carrying a torch:
- Torch: Public Service Values- Integrity, Service, Excellence
- Head: Makes the call-Thinking clearly and making sound judgements
- Heart: Purpose and passion- Serving with Heart, Commitment and Purpose
- Hands: Gets things done- working as One Public Service, and working effectively with citizens and stakeholders
- Legs: Propel us forward- improving and innovating continuously, and keep learning and putting skills into action

Digital Design and Management	Develop, design and manage digital platforms and services that are user-friendly, personalized and reliable

Monitoring Progress toward Outcomes

The Singapore Public Service uses quantitative and qualitative studies to measure performance, and track progress toward outcomes.

PSD conducts surveys of citizens to benchmark its services against organizations in the private sector and in other cities.

Another important source of information is Whole-of-Government Application Analytics (WOGAA) data which provides real-time data on agencies' websites and applications to understand performance and enhance user experience. Data available on WOGAA include (a) operational data (e.g. volume of transactions, completion rates), (b) webpage performance (e.g. speed index), and (c) citizens feedback (e.g. satisfaction ratings and verbatim feedback). PSD is working with Government Technology Agency to make translate this data into a quarterly Digital Service Scorecard that provides agencies with an overview of performance, and insights to support improvement planning.

Finally, feedback from agency QSMs are an important source of qualitative insights. PSD regularly asks QSMs for feedback on operational guidelines (e.g. safe distancing guidelines' impact on service operations), new policies (e.g. shortening agency response times to public queries) or important systemic issues that the Service Delivery Committee is reviewing (e.g. which services can be delivered via an integrated public service centre, and which are best delivered by agency staff).

Public Service Performance

This sub section presents a snapshot of government performance on several indicators, including government effectiveness, e-government development and deployment, ease of doing business, human development index, and control of corruption.

With regards to government effectiveness, apart from a dip in performance in 2002, the performance of Singapore puts her into the highest decile (Figure below).

Figure 45. Government Effectiveness, Singapore
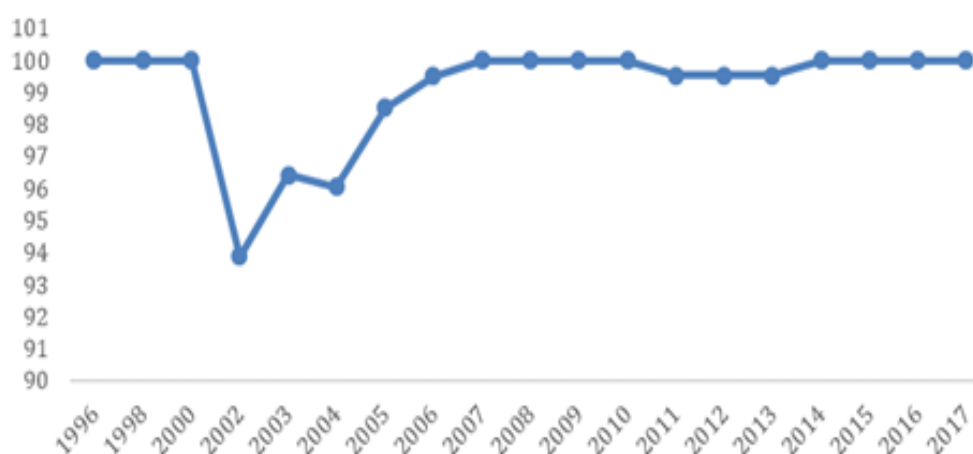
Source: World-Wide Governance Indicators, The World Bank

With regards to providing an enabling environment for business, Singapore is ranked Number 2 on doing business survey out of 190 countries.

Table 13. Ease of Doing Business, Singapore

Economy	Global Rank	Rank within group	Starting a Business	Dealing with Construction Permits	Getting Electricity	Registering Property	Getting Credit	Protecting Minority Investors	Paying Taxes	Trading across Borders	Enforcing Contracts	Resolving Insolvency
Singapore	2	1	1	3	6	2	5	2	2	2	1	3
Malaysia	15	4	14	3	2	4	4	1	9	3	5	5
Thailand	27	5	6	10	3	11	9	4	6	5	6	2
Brunei Darussalam	55	7	3	9	9	19	1	7	11	22	9	9
Viet Nam	69	8	13	6	7	9	4	11	22	12	7	14
Indonesia	73	9	17	18	10	14	9	8	19	16	17	4
Philippines	124	17	22	14	8	15	25	19	12	13	18	8
Cambodia	138	19	25	25	20	17	2	15	23	15	22	10
Lao PDR	154	21	24	16	24	13	13	21	25	9	20	23
Myanmar	171	24	20	12	21	18	24	24	21	25	24	20

Source: World Bank 2019 Economy rankings
(https://www.doingbusiness.org/en/rankings?region=east-asia-and-pacific)

Since 2007 Singapore has registered an upward trend in human development index from 0.878, which was already high (2007) to 0.932(2017). This makes the city-state among the top performers on social and economic dimensions, in the world (Figure below).

Figure 46. Human Development Index, Singapore

Source: UNDP

As regards controlling corruption, Singapore is ranked among the high performers. Not only does the country have one of the most highly remunerated public service, but the country has an effective anticorruption deterrent and punitive programs not only in ASEAN but in the World. Doubtless, despite apparent variation in the country's rank on controlling corruption dimension of good governance, the country falls in the category of the top performers, with the rank ranging between 96.15 and 98.98 out of total score of 100 (Figure below).

Figure 47. Controlling Corruption, Singapore
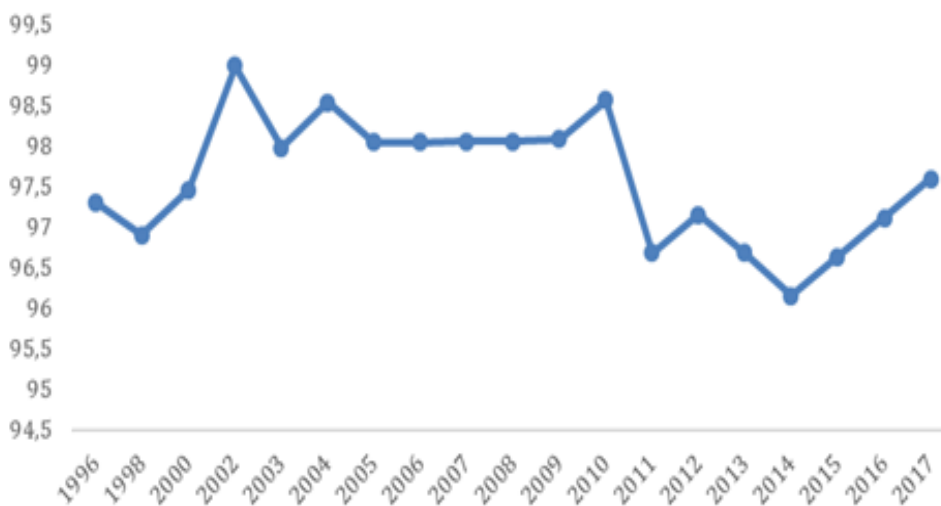
Source: Worldwide Governance Indicators, The World Bank

C. BEST PRACTICES AND CHALLENGES

1. Ability to maintain a balance between the authority vested in Ministries that are responsible for policy direction, and the duties of independent statutory boards that implement such policies;

2. A multi-pronged public engagement system that includes direct physical exchanges between public officers and public service users and e-government applications;

3. A big data-based Whole-of-Government Application Analytics (WOGAA) to provide real-time data on agencies' websites and applications to understand performance and enhance user experience;

4. Collaboration between public sector and private sector in delivering non-core public services where the latter has the capacity to do so;

5. Clear articulation of competencies required for strong public service delivery to inform the training and development plans of service delivery officers; and

6. Cognizance of the need to prepare the public sector for changes in drivers of public service delivery that include cross functional collaboration, information and data sharing, continuous skilling up of workforce to meet changes in job tasks and demands.

One major challenge that Singapore faces, like other advanced countries, is to continuously enhance human resource capacity and skillsets of public officers, provide public service infrastructure and institutional framework, and foster socially inclusive quality public services for an increasingly demanding, high income, agile, connected, and aging population.

THAILAND

A. BACKGROUND

Thailand is the only country in Southeast Asia that has not experienced colonialism. Economically, Thailand relies on exports of agricultural products and tourism. With a population of around 70 million, Thailand is growing above the average of other ASEAN countries.

B. FINDINGS

Structure of Government

Thailand is a constitutional monarchy, under which form of government the King serves the People of Thailand as "Head of State", under the terms of the Constitution of Thailand. The Prime Minister is the "Head of Government." He/she is responsible for the administration of all government agencies except the courts and the legislative bodies.

The executive branch of the Government is headed up by the Prime Minister. It consists of the Prime Minister, the ministers of the various ministries, deputy ministers, and the permanent officials of the various ministries of the government. The Legislative Branch of Government: (The Parliament, also called the National Assembly) The Legislative Branch of the government is the law-making arm of the government, charged with primary responsibility for the adoption of laws to govern Thai society. The legislative branch of government (National Assembly) consists of the House of Representatives and the Senate. The Judicial Branch of the Government ruled by The Courts and consisted of all the courts of Thailand. The courts are independent bodies, intended to serve as a "check and balance" on both the Executive and Legislative branches of government.

Legal Basis and Regulatory Framework

The system of public service delivery in Thailand is guided by State Administration Act (No.5) B.E 2545 (2002), Royal Decree on Criteria and Procedures for Good Governance, B.E. 2546 (2003) and Thai Public Sector Development Plan. State Administration Act (No.5) B.E 2545 (2002) contributes to achieving the objective of improvement in the public sector. The objectives include: the efficiency of government functions and reduction of the work process; the elimination of redundant agencies, the transfer of authority, decision-making and resources to local communities, as well as the provision of effective and responsive public service. Subsequently, Royal Decree on Criteria and Procedures for Good Governance, B.E. 2546 (2003) establishes criteria and procedures to achieve good governance in the performance of governmental tasks. The details of the criteria are presented at the Figure 1. Within this law, the government can build the most efficient PSD. Within this legislation, the

government can create the most effective PSD. It mandates the government agency to empower a public service representative to make a work flow chart that shows all steps of the work convenient and fast. Meanwhile, the Thai public sector development plan sets out a series of strategies for developing government agencies ' public service support services, easy access to efficiency and innovation and participation by the private industry.

Figure 45. Royal Decree on Criteria and Procedures for Good Governance, B.E. 2546 (2003)
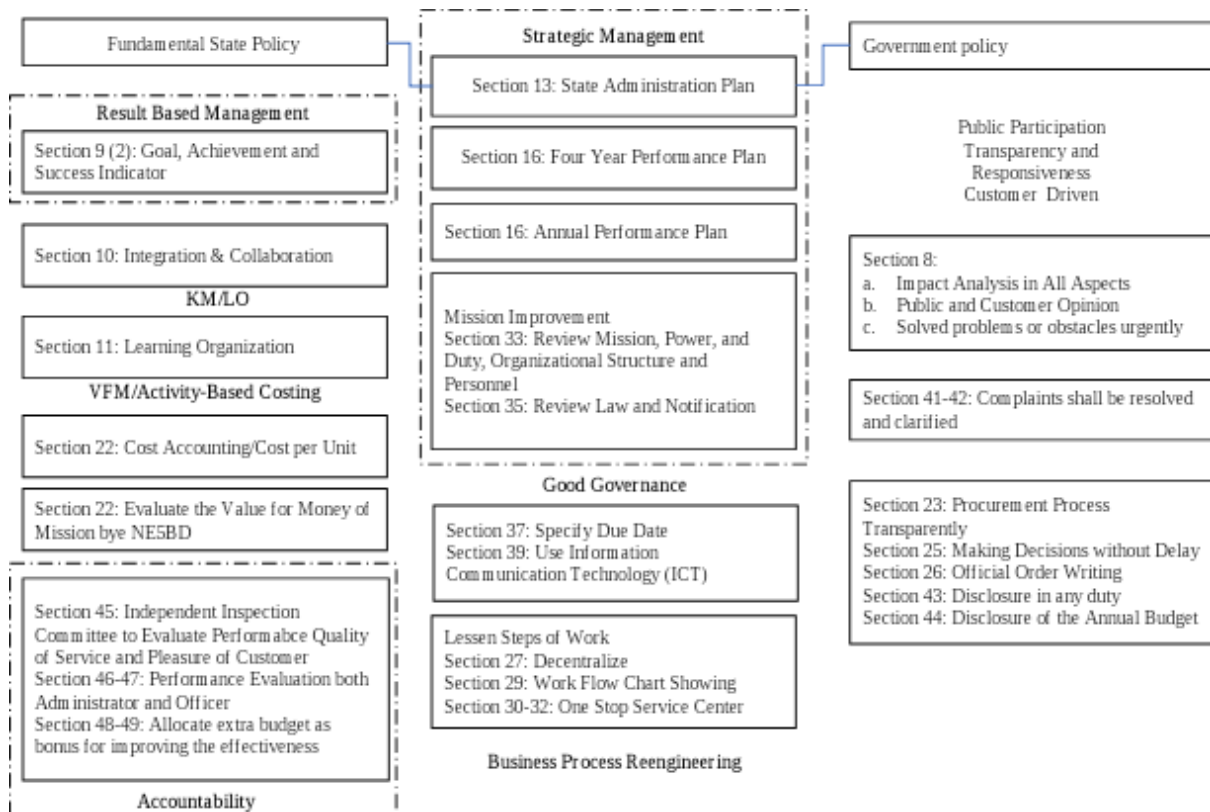
Institutions

Under the constitution and laws, public administration services in Thailand are managed by the following ministries and institutions:

1. **Public Sector Development Commission and Office of the Public Sector Development Commission**

   Public Sector Development Commission (PDC) plays an important role as a mechanism to achieve reform of public administration in Thailand. The Office of the Public Sector Development (OPDC) was developed to support the commission as the principal body for the development of public administration. The OPDC supports the PDC in making recommendations and recommendations to the cabinet of Ministers responsible for developing bureaucracy and other public sector duties including bureaucratic, fiscal, personal and moral virtues, ethics standards, compensation practices and other public sector practices. The OPDC is also responsible for the development of the public sector committee in compliance with the National

Government Organization Act and Royal Decree 2003 on Good Governance Principles and Practices. PDC is appointed by the cabinet. A Premier or Deputy Premier authorized as a President by the Prime Minister. A minister designated as vice president by the Prime Minister. A commissioner is chosen by the local government organization committee for the decentralization. No more than 10 further cabinet commissioners nominated. Three out of ten Commissioners are responsible for undertaking studies, monitoring, making proposals and consulting with the cabinet on broader issues, as full-time commissioners. The organizational structure of PDC and OPDC as follows:

Figure 46. Organizational structure of PDC and OPDC
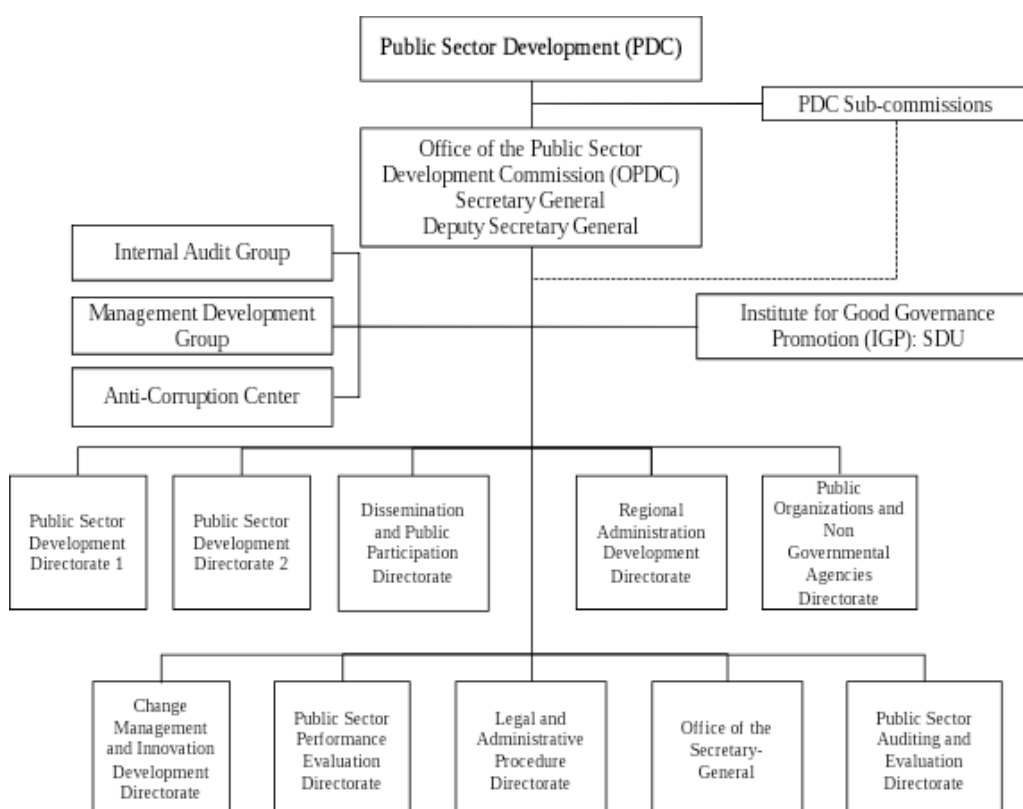
2. Ministry of Interior (MoI)

The MoI is the government of Thailand's cabinet-level department. The ministry has a broad spectrum of functions. The ministry is responsible for local government, national security, nationality, disaster management, road safety, land management, national card issuance, and public works. The ministry is responsible for the appointment of the 76 Thailand Provincial Governors.

3. Civil Service Training Institute

The Civil Service Training Institute (CSTI) is one of the 'bureaus' (positioned above 'division' level) of the Office of the Civil Service Commission (OCSC). It is responsible for developing human resources in the public service through its training and curricula and by providing training and development consultancies to various agencies of the

government. In order to bring the Thai civil service in the same direction as government policy, CSTI aims to develop civil servants who are moral and competent.

There are three levels of government in Thailand, which are central, provincial, and local (See Figure 3). At the central administration, The Office of the Prime Minister as the Central Executive Agency is responsible for coordinating and managing Thailand's executive branch. It helps Prime Ministers carry out their duties and assists them in the administration and formulation of policies. It also acts as the bureau, records and supports the cabinet as a key government agency. There are several agencies under the Prime Minister such as:

1. National Intelligence Agency
2. Budget Bureau
3. Office of the National Security Council
4. Office of the Council of State
5. Office of the Civil Service Commission
6. Office of the National Economic and Social Development Council
7. Office of Public Sector Development Commission
8. Internal Security Operations Command (ISOC)
9. Office of the Board of Investment (BOI)
10. Office of National Water Resources (ONWR)

List of government ministries in Thailand:
1. Ministry of Defence
2. Ministry of Finance
3. Ministry of Foreign Affairs
4. Ministry of Tourism and Sports
5. Ministry of Social Development and Human Security
6. Ministry of Higher Education, Science, Research and Innovation
7. Ministry of Agriculture and Cooperatives
8. Ministry of Transport
9. Ministry of Natural Resources and Environment
10. Ministry of Digital Economy and Society
11. Ministry of Energy
12. Ministry of Commerce
13. Ministry of Interior
14. Ministry of Justice
15. Ministry of Labour
16. Ministry of Culture
17. Ministry of Education
18. Ministry of Public Health
19. Ministry of Industry

Figure 47. State Administration in Thailand
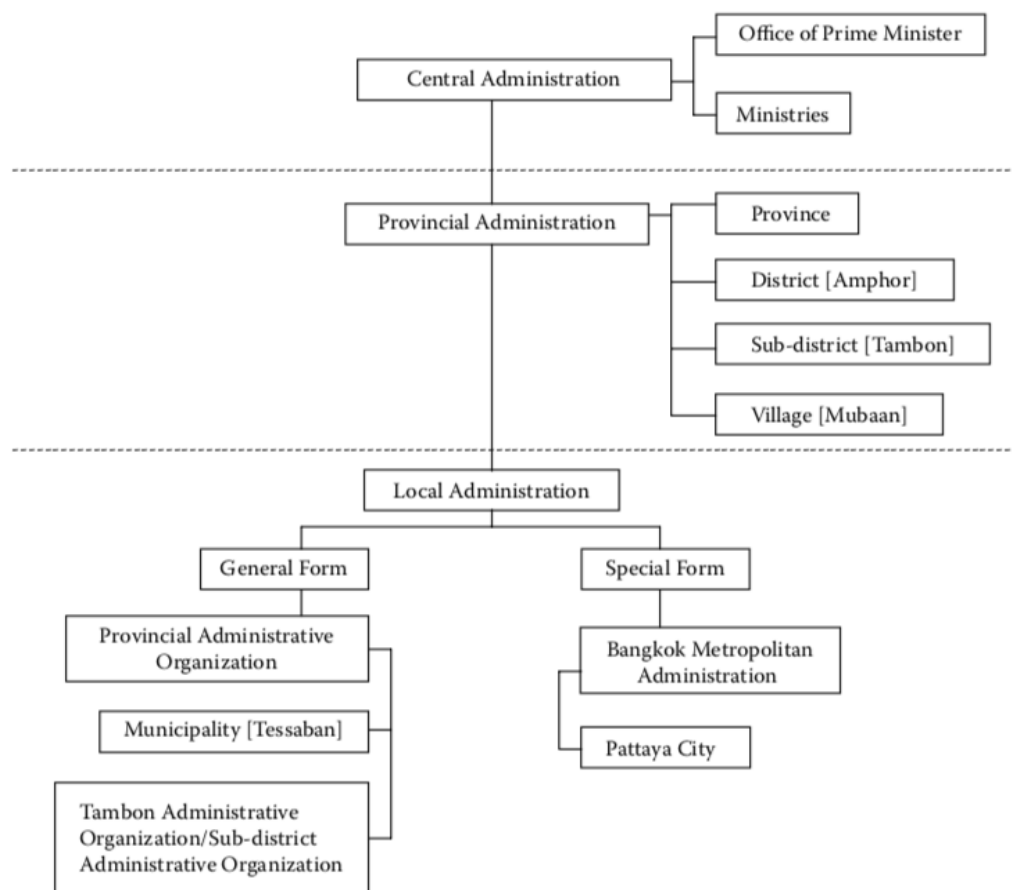
Budget

The National Legislative Assembly (NLA) of Thailand has passed into law the 2.9-trillion-baht for the budget expenditures for the fiscal year 2018. Those budget were divided into several ministries and allocated into few strategies as 1) National Security and foreign affairs; 2) Development of the country's competitiveness; 3) Development and strengthening potentials of human; 4) Rectifying problems on poverty, lessening inequality and creating growth form the inside; 5) Management of water and creation of growth of life-friendly environment with sustainability; 6) Realignment for balance and development of administration system of public sector and 7) Expenditures on general administration. By strategy, the largest portion, 784.2 billion or 27% of the budget, goes to the "realignment for a balance and development of administrative system of public sector", which aims to reduce corruption and improve efficiencies in law enforcement, justice, public services and provincial development. While the least allocation, 4.3% of the budget goes to "Management of water and creation of growth of life-friendly environment with sustainability". Please see figure below for the breakdown of total expenditure by Ministries for Fiscal Year 2018. Prior that is the breakdown of total expenditure by Appropriation Strategies for Fiscal Year 2018[13].

---

[13] These following data are from: Bureau of the Budget the Kingdom of Thailand. (2019). Thailand's Budget in Brief Fiscal Year 2018. Bangkok: Bureau of The Budget Thailand
http://www.bb.go.th/en/topic-detail.php?id=7262&mid=456&catID=0

Table 10. Budget Expenditure by Ministries of Kingdom of Thailand

Ministry	FY 2017		FY 2018		Changes over the FY 2017	
	Amount	%	Amount	%	Amount	%
1. Central Fund	448,880.5	15.4	394,326.1	13.6	-54,554.4	-12.2
2. Office of the Prime Minister	35,507.2	1.2	34,104.4	1.2	-1,402.8	-4.0
3. Ministry of Defence	213,544.0	7.3	222,436.6	7.7	8,892.6	4.2
4. Ministry of Finance	217,713.6	7.5	238,356.1	8.2	20,642.5	9.5
5. Ministry of Foreign Affairs	8,709.6	0.3	8,780.4	0.3	70.8	0.8
6. Ministry of Tourism and Sports	6,695.2	0.2	6,794.8	0.2	99.6	1.5
7. Ministry of Social Development and Human Security	11,692.5	0.4	13,905.9	0.5	2,213.4	18.9
8. Ministry of Agriculture and Cooperatives	94,417.9	3.2	102,559.7	3.5	8,141.8	8.6
9. Ministry of Transport	157,389.9	5.4	172,876.3	6.0	15,486.4	9.8
10. Ministry of Digital Economy and Society	7,703.7	0.3	6,700.5	0.2	-1,003.2	-13.0
11. Ministry of Natural Resources and Environment	34,180.0	1.2	34,706.5	1.2	526.5	1.5
12. Ministry of Energy	2,053.0	0.1	2,273.7	0.1	220.7	10.8
13. Ministry of Commerce	7,092.4	0.2	7,151.8	0.2	59.4	0.8
14. Ministry of Interior	335,145.5	11.5	355,995.3	12.3	20,849.8	6.2
15. Ministry of Justice	23,550.9	0.8	24,818.2	0.9	1,267.3	5.4
16. Ministry of Labour	47,190.9	1.6	49,636.8	1.7	2,445.9	5.2
17. Ministry of Culture	7,891.4	0.3	8,179.0	0.3	287.6	3.6
18. Ministry of Science and Technology	11,515.2	0.4	14,623.1	0.5	3,107.9	27.0
19. Ministry of Education	513,961.6	17.6	510,961.8	17.6	-2,999.8	-0.6
20. Ministry of Public Health	131,101.6	4.5	136,168.8	4.7	5,067.2	3.9
21. Ministry of Industry	5,782.9	0.2	5,332.8	0.2	-450.1	-7.8
22. Independent Public Agencies	120,574.9	4.1	126,543.8	4.4	5,968.9	5.0
23. Parliamentary Agencies	4,153.9	0.1	5,791.5	0.2	1,637.6	39.4
24. Judicial Agencies	20,715.3	0.7	21,735.1	0.7	1,019.8	4.9
25. Independent Public Bodies	14,815.3	0.5	15,805.7	0.5	990.4	6.7
26. Provinces and Clusters of Provinces	82,671.4	2.8	32,653.5	1.1	-50,017.9	-60.5
27. State Enterprises	140,263.1	4.8	152,787.5	5.3	12,524.4	8.9
28. Funds and Revolving Funds	183,985.3	6.3	181,346.7	6.3	-2,638.6	-1.4
29. The Thai Red Cross Society	7,023.0	0.2	8,451.3	0.3	1,428.3	20.3
30. Ministry of the Royal Households	-	-	4,196.3	0.1	4,196.3	100.0
31. Replenishment of Treasury Account Balance	27,078.3	0.9	-	-	-27,078.3	-100.0
Total	**2,923,000.0**	**100.0**	**2,900,000.0**	**100.0**	**-23,000.0**	**-0.8**

Figure 48. Budget Expenditure by Strategies of Kingdom of Thailand
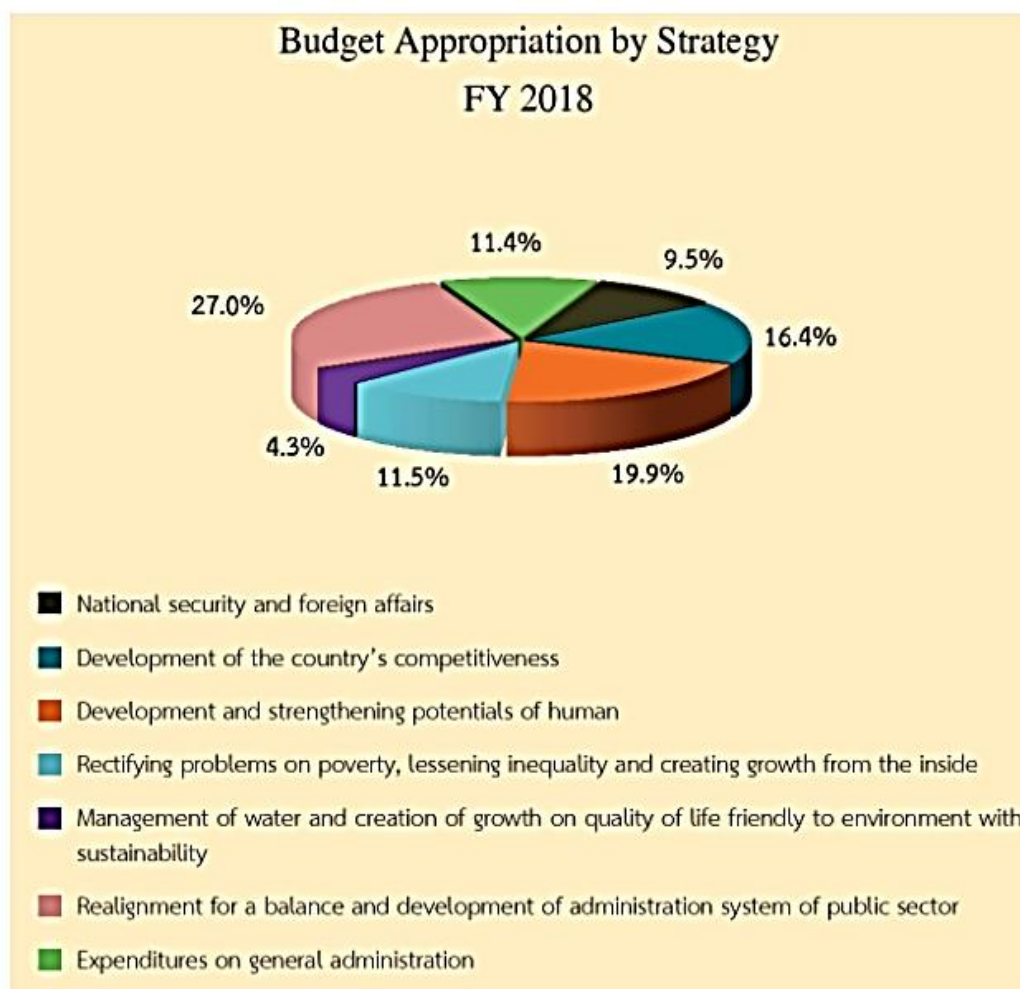
Source: Budget Bureau

Policy process

Services Standard

The standard of public service delivery in Thailand is regulated in the Royal Decree on Criteria and Procedures for Good Governance, 2003 (B.E. 2546). This regulation set about performance agreement, which is an evaluation tool for government agencies. The objective is to support the Thai Government's policies and strategies as well as to achieve the desired levels of public service accomplishment. Since 2004, all government sector organisations, including government agencies, colleges, and provinces, have had the compulsory implementation of the PA. As result-based management, the Thai Government is required to create performance reports for all heads of government departments, universities and governors of provinces. In addition, the government agencies should furthermore complete an assessment of their workability by means of the Self-Evaluation Report (SAR) and an annual Performance Agreement report. The reports provide indicators that must be met including:

1. Effectiveness: working plan and mission achievement of government agencies
2. Efficiency: budget administration, enhancement of work process and energy saving

3. Quality of services: satisfactory of customers, participatory level of citizens and transparency of procedures
4. Organizational development: improvement of managerial systems, law and regulation

Process of Regulation Making

The primary legislation of Thailand is enshrined in Parliamentary Acts. The Acts, produced by Parliament, shall be supported by the Thai cabinet, ministers and the general manager of the department by various administrative laws and regulations. This includes royal decrees, ministerial rules, director-general notices and less formal policies and procedures taken by Thai government departments or departmental regulation. The policies did not go through formal legal processes, but could be equally important to one business in Thailand as an act of Parliament.

Figure 49. Regulation in Thailand
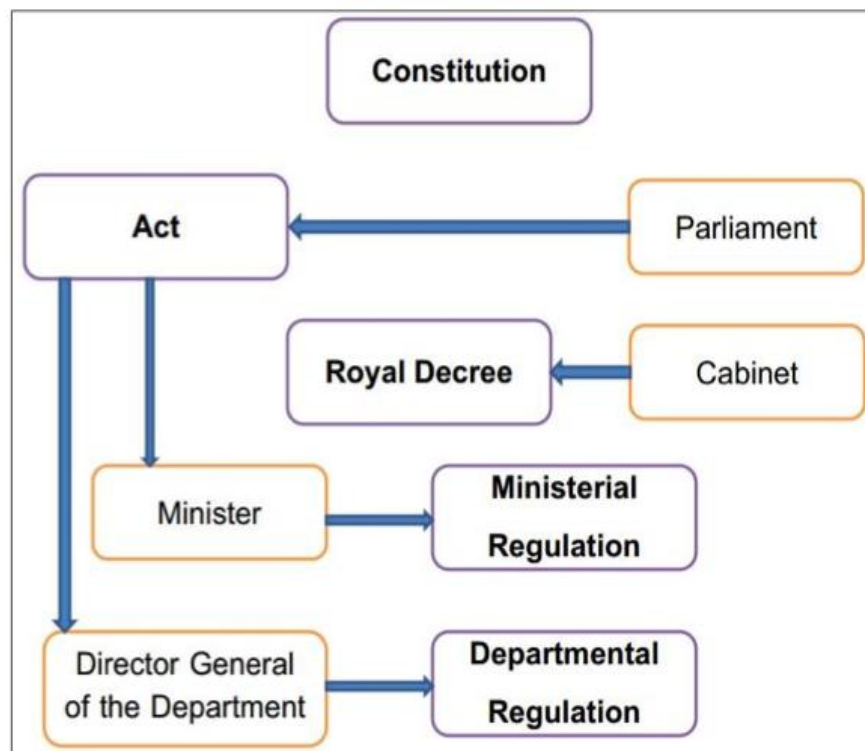
Under the Constitution of 2007, the following channels can be used to put forward a bill, legislation or legislation: The Council of Ministers consisting of a mere twenty members, courts or statutory agencies of the House of Representatives, and eligible voters. However, only those laws which are linked to the establishment of such agencies and laws which have to do with these representations may be involved in the proposal process of the courts or statutory agencies. The eligible electors who sign the petition with a minimum of 10,000 may propose new legislation in accordance with Part 3 of the Constitution (the individual's right and property) and Part 5 (the property right). In addition, the Prime Minister is obliged to support a bill relating to money not proposed by the Council of Ministers.

National versus Local Missions

Decentralization in Thailand was mandated by the 1997 Constitution, Decentralization to Local Government Organization Act (1999), and the Decentralization Plan (2000). Thailand's decentralization was re-entered as the Local Government Organization (LGO) Act (1999) called for 35% of the revenues of the local governments by 2006. The Act also requires LGO revenues to have an annual share of not less than 20 per cent in central government revenues and an increase. LGOs accounted for approximately 23% of central public revenues by 2006, while decentralization of functions and staff remained limited. While the 35% requirement is no longer applicable after the enactment of the 2007 Constitution, the requirement that LGOs continue to have to increase annually as a share of central government revenue. Consequently, there are limited incentives for LGOs to collect their own taxes. By 2007, LGOs had only 10 percent of total revenues collected by LGOs.

An efficient monitoring and evaluation system for the use of funds in both centric and LGO governments needs to be in place with the 8,000 LGOs receiving one-quarter of the nation's revenues. Information about the use of LGO funds is now 2 years behind schedule. The Ministry of Interior has created such a database system for LGOs, which is anticipated to be operational in FY2009, by the Department of Local Government Promotion Organization (DLGP).

Provincial Central Government agencies recently received autonomy in their October 2009 budget management system. Until now, the provincial offices (PO) are primarily responsible for executing the budgets of the line agencies allocated to provincial operations. The aim is to provide the PO with a direct budget to better meet the needs of local citizens. This budget will be used by POs to recruit staff and buy services from the line agencies. As it is a new office in the province, its capacity must be strengthened. These include its ability to evaluate local needs by advisory processes, staff recruitment and accounting.

Monitoring and Evaluation

Since 2003, ministers and permanent secretaries have signed Service Delivery Agreements (SDAs), which outline what the ministry's output is required to achieve its objectives. Permanent Secretaries would hold the SDAs responsible for the outputs at the agreed cost, quantities, quality and time. The Permanent Secretary signs the SDAs with and so forth.

At the level of agency there are key KPIs used for monitoring the achievement of agreed outputs. Furthermore, there are customer surveys undertaken for service delivery units such as hospitals by the Office of the Public Sector Development Committee (OPDC). The central government agencies, public universities, public health centres, independent organisations, army, police and provincial administration (including the Central Government) are governmental entities whose performance is measured. Cash bonuses are granted to employees of the units who meet their KPI output targets and pass OPDC evaluations.

The performance-based management is in its early stages and has given public officials incentives for better performance while recognizing their goals. The goals are self-identified and the KPIs are self-assessed by government units in this first step. However, independent evaluators hired from the OPDC are checking the targets and KPIs to ensure that they are realistic. The OPDC wishes to see the agencies raise their objectives beyond their previous achievements and to be aligned with global standards.

Citizens' Satisfaction

The Consumer Protection Act (CPA) of 1979 and its 1998 revision (2nd edition) establish the rights of consumers in five respects including Citizen's satisfaction is secured through (a) the right to correct and adequate information on the quality of the goods or services and description of the quality ; (b) the free selection of goods or services ; (c) the right to expect safety in the usage of goods or services ; (d) the right to be taken into consideration and compensated for injury under law in such matters or this Act ; and (e) the right to receive the information on the quality and quality of services.

Complaint Handling Mechanism

Thailand has developed a comprehensive Consumer Complaints Management system as a single window. A citizen can complain about the government's public service via public service application and feedback box. The concern will be then transferred to the responsible agency. In addition, the Thai government introduces a government-private sector forum which aims at providing a reliable dialogue mechanism for consultation between the government and the private sector. The forum topics range from long-term policies to private companies ' day-to-day operation.

In order to investigate the complaints of maladministration and unfair public official practices, the Thai Ombudsman has first established an independent constitutional institution under the Thai Constitution of 1997. The Ombudsman's main tasks in the past are therefore only based on factual findings regarding the fighting of maladministration, wrongdoing and unfair practices of the government.

In accordance with the current Constitution of 2007, however, the Ombudsman has other important roles, i.e. conducting the process in relation to the ethics of individuals holding political positions and State officials and investigating any failures or illegal fulfillment of the duties of constitutional or judicial agencies except trials. Thus, the Thai Ombudsman may conduct an investigation irrespective of the plaint (or whatever we call "own motion") when such actions by the public authorities are infringing on the public or are necessary to protect the public interest.

C. BEST PRACTICES AND INNOVATIONS IN PUBLIC SERVICE

The following are the examples of best practices and innovations in public service in Thailand:

1. **E-Auction**

   The recent effort to improve the process of public procurement has begun with the preparation of the Public Procures Act (the first in Thailand) and the implementation of a public procurement e-auction system. Since 2007 the Act on Public Procurement has been drafted and forwarded to the State Council, but the Council of State has not passed it. In parallel, systems and indicators have been developed for procurement monitoring and benchmarking. They are in their early formulation phases and are currently not widely used E-auction has several issues that line agencies have expressed currently and need improvement. The RTG will move to a broader e-government procurement system in future.

2. **Biz Portal**

   Thai Government introduced Biz Portal, which aims at providing information and online services. With the spirit of "one single point, all included" the portal has two main functions including information and online service provision. It launched on February 28th. The key capabilities of the portal are smart quiz, smart form and doc, smart pay, smart track and smart license. The business process of Biz Portal presented at the Figure below:

Figure 50. Business model of Biz Portal
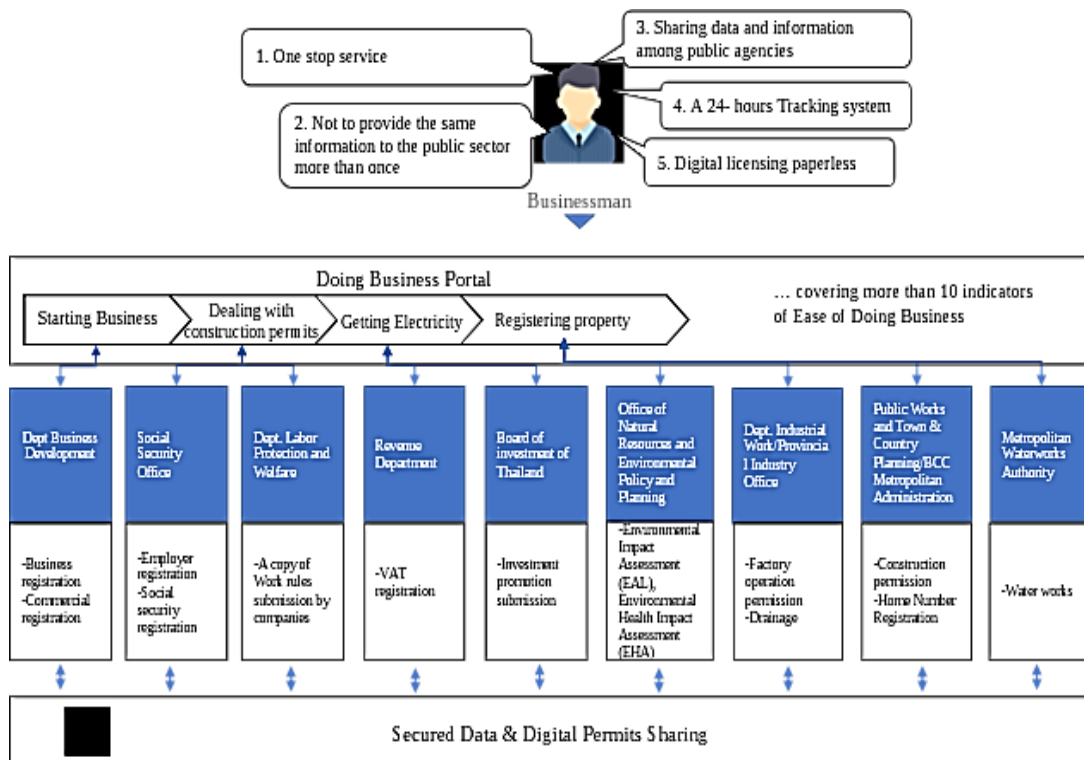
3. Thailand National Single Window

In 2005, the Thai Cabinet had a decision to set up the National Single Window with the Customs Department as its principal agency. On 4 May 2017, the National Logistics Development Board agreed that the National Single Window Administration and Development Subcommittee and the Customs Bureau should administer and monitor the development of the National Single-Window. The objective of a single national window is to (a) reduce procedures that are not necessary or inutile; (b) reduce the use of hard-copying for the application form and for the document supported by it; (c) reduce import/export time, and (d) reduce import/export costs.

D. SERVICES DELIVERY/POLICY OUTPUT

As public services delivery improved by Kingdom of Thailand authorities, some international institutions evaluate the quality of public services delivery output which classified by several indicators as follow: Human Development Index, Corruption Perception Index, Ease of Doing Business Index, Global Competitiveness Index, and Regulatory Quality Index.
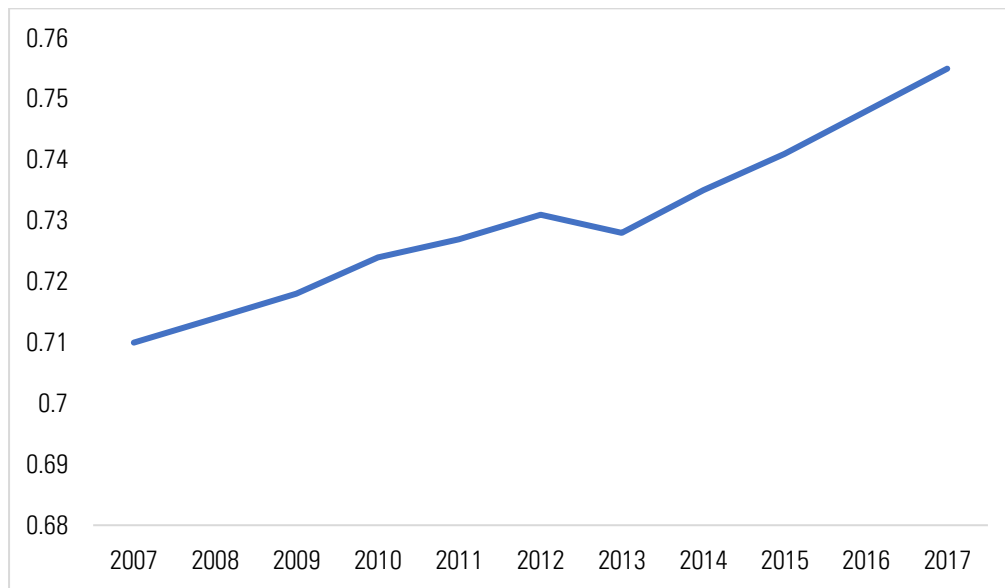
Figure 51. Human Development Index
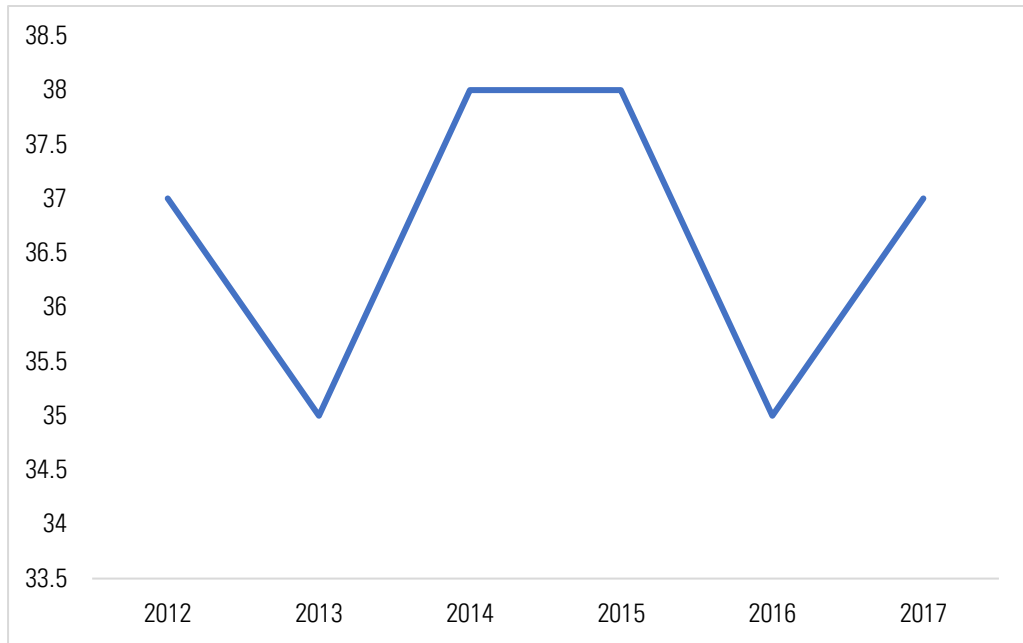
Figure 52. Corruption Perception Index

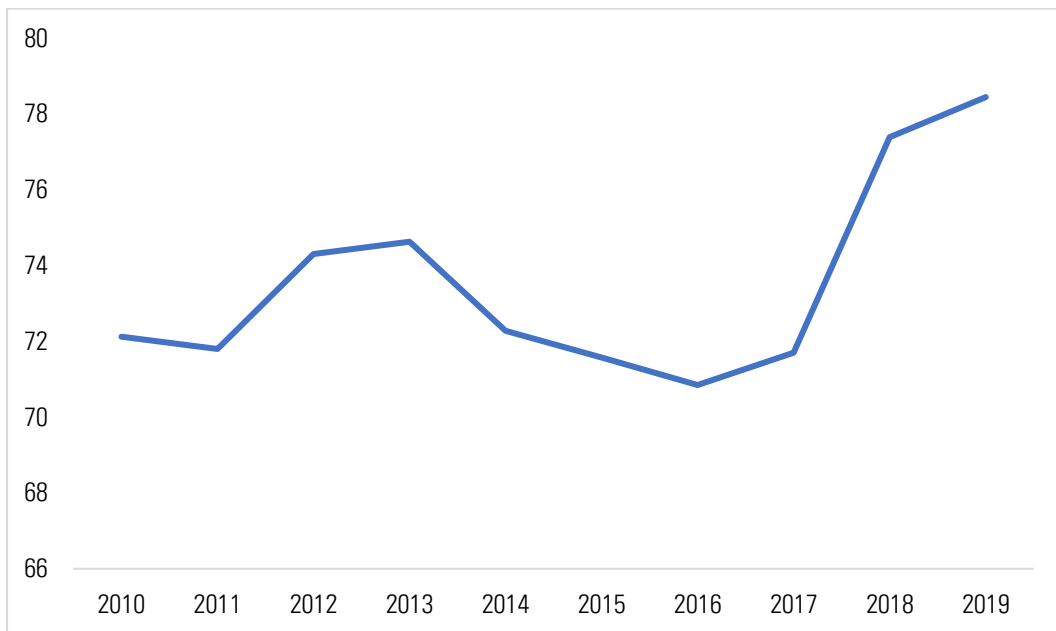## Figure 53. Ease of Doing Business Index
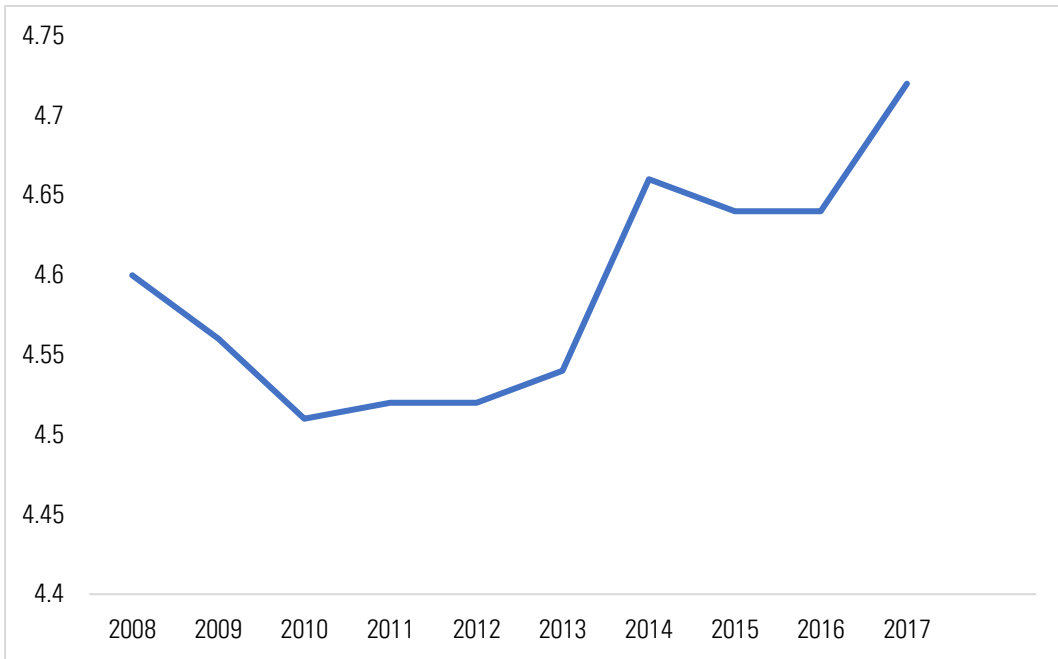
Figure 54. Global Competitiveness Index

Figure 55. Regulatory Quality Index
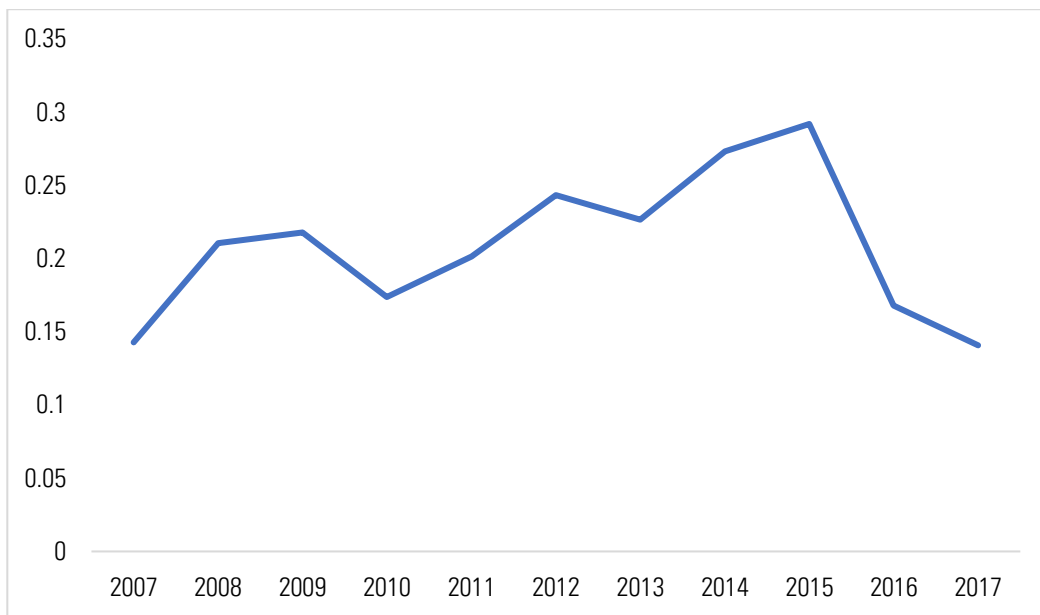
Good progress was shown by Human Development Index of Thailand, which gradually increase over ten years from 2007 to 2017 and only declined slightly from 2012 to 2013 by 0.003 points. And in the past 5 years from 2015 to 2019, the Index of Ease of Doing Business in Thailand showing significant inclination, especially from 2017 to 2018 by 5.69 points. In the other hand, the graphic of Corruption Perception Index, and the Global Competitiveness Index were showing unstable indicator. Meanwhile, the instability in the Regulatory Quality Index leads declination to a poorest condition in 2017 by 0.1407.

E. THE CHALLENGES IN DELIVERING PUBLIC SERVICE IN THAILAND

The New Public Service has championed a vision for organization to help citizens articulate and meet their interests. In this case, government must contribute to building a collective, shared notion of the public interest in which the aim is not to find quick solutions driven by individual choices but it should be shared interests and responsibility. In particular, the Thai government has been a leader in implementing ICT-enabled government transformation; many initiatives have been created, including the latest concept of' e-government 4.0.' Strong centralized political support is a main characteristic of these initiatives, including assistance from the Prime Minister for an announcement of Thailand's Digital Government Plan 2017-2022. The implementation of e-government in Thailand public service has supporting the New Public Service in several aspects such as accountability, transparency, and participation. Firstly, is accountability through government integration and driven transformation. It involves the integration of information and operations across different agencies, towards a goal of establishing a single governmental perspective of citizens, leading to efficiency from shared services. It also focuses on organizational change such as human resources, work processes, technology, and regulation. Secondly it is smart operations. The utilization of ICT has been supported the work of public employees to deliver transparent and accountable public services. Thirdly is Citizen-Centric Services. It aims to provide services based on the needs of individual citizens participation.

However, there are several challenges for Thailand to deliver public services:

1. Coordination among Ministries and Agencies

   The success of any reform effort depends on institutional capacity. However, a number of ministries and agencies competing in similar policy areas in Thailand often lead to conflicting policy agendas. Furthermore, issues of coordination between ministries and agencies and institutional rigour in adapting policies to changing economic and social conditions present a challenge. This inefficiency can undermine competitiveness, together with poorly allocated government spending.

2. Division of responsibilities of the central and local governments

   Efforts to reduce the presence of central agencies in the regions have been underway since the end of the 1990s. This decentralization allows local government to focus on basic public services whilst broader policies and guidelines are being established at the central and regional level. In practice, however, central and local administration responsibilities in terms of the services provided remain unclear and central officials are frequently subject to de facto management control (Marks and Lebel, 2016).

3. Participatory Policy Making

   In terms of cooperation between local stakeholders and of administrative efficiency, Thailand lies behind the most comparative countries in development and improved public policies. In addition to government efforts to strengthen the overall coherence

of public policy through the above plans and strategies, increased involvement by stakeholders is needed during the policy formulation.

4. Corruption

Public-sector corruption is ranked by research in Thailand as the third most serious national problem, following the poor economy and costs, and closely monitored by drugs. Corruption, both in the private and public sectors, is an important issue in Thailand, but is mostly the intersection between enterprise and the government with widespread demand for easier payment. Politicians are more corrupt than bureaucrats in public view. They think corruption, particularly among politicians, is getting worse.

F. RECOMMENDATIONS

1. The government should establish a range of reform committees to build managerial capacity and promote collaboration between planning and implementing agencies to help address the institutional capacity issues in Thailand. In pursuing further decentralisation Thailand needs to sufficiently equip local authorities in terms of both technical capacity and resourcing to deliver on their increased responsibility.

2. Governments undertake reforms, even though in different contexts, face shared challenges and indicate factors that increase the likelihood of success. Therefore, reform in Thailand requires strong leadership and institutions that are authoritative, nonpartisan, and trustworthy across the political spectrum. It is also important to ensure that the policy areas are consistently reformed. Moreover, involvement in inclusive and consultative policy procedures with opponents of the reform generates a more long-term dividend, creating greater confidence among the parties, including those most affected, which then are more ready to accept commitments on measures to reduce the personnel cost of the changes.

3. Governments must strike a balance between expectations of fast, ongoing adaptation and calls for a more inclusive form of policy, information and broader access for stakeholders in early stages. Thailand can further enhance the convenience, speed and accuracy of government services through the use of e-government; enhance access to Government information, promote transparency and civic participation; and integrate government back office infrastructure and data.

4. Corruption must be addressed in a holistic way in Thailand. The key elements to successfully fighting corruption and pre-emption are good legislation, the good, strong and fair judicial system, a good and active administrative apparatus, a committed and firm political will, participation and commitment of civil society, and especially the citizens ' value structure and faith system, which have a zero-tolerance to corruption and public interest. In addition, public ethics is, in short, indispensable

and essential to good administrative practices without which the ever-trying and persistent threats to corruption cannot be prevented or protected.

VIET NAM

A. BACKGROUND

Socialist Republic of Viet Nam is located in the eastern of the Indochina Peninsula. Viet Nam has estimated 94.6 million of population and it is ranked as the World's most populous country. Viet Nam shares the land borders with China, Lao, and Cambodia, while it shares maritime borders with Thailand, the Philippines, Indonesia, and Malaysia. Hanoi is the national capital of Viet Nam. In 1976, Northern and Southern part of Viet Nam was reunified under a unitary socialist government. Until 1986, Viet Nam had been economically and politically isolated, but afterward the Communist Party undertook a series of economic and political reforms that encouraged and facilitated Viet Nam to integrate with global economy and politics. Viet Nam has been marked as one of the most fast-growing countries in the world, although it has still faced various problems, such as, corruption and poverty.

B. FINDINGS

Structure of the Government

According to Public Authority report of Viet Nam Embassy (2019), Viet Nam is a socialist country under the leadership of the Viet Nam Communist Party. The Party holds a national congress every five years to outline the country's overall direction and future course as well as to formalize policies.

The President as the "Head of State" has the right to nominate candidates for several key positions including the Chief Justice of the Supreme People's Court and the Procurator-General of the People's Office of Supervision and Control. Nominees are then approved by the National Assembly.

The Legislative Branch of Government is The National Assembly, which includes 498 members and is open to non-Party members, are the supreme organ of state and the only body with constitutional and legislative power. The President of the State and the Prime Minister are elected by the National Assembly.

The Executive branch of the Government is headed by The Prime Minister, who is charged with the day-to-day handling of the Government, has the right to nominate and dismiss the members of his cabinet, though only with the approval of the National Assembly. He also has at his disposal the power to cancel or suspend decisions or directives issued by the ministries.

Legal Basis and Regulatory Frameworks.

The Socialist Republic of Viet Nam has a series of constitutions since 1946, 1959, 1980, and finally 2013 due to political upheaval from external and internal factors of its own country. In

keeping with socialist constitutional practice, socialist Viet Nam has had five Constitutions since its declaration of independence in 1945. Viet Nam's first Constitution was enacted in 1946, the second in 1960, the third in 1980, the fourth in 1992 (Bach and Hoe, 1984), and the fifth in 2013. Each Constitution was ratified to mark the attainment of a new stage in the Vietnamese revolution, and each was enacted by Viet Nam's supreme legislative body, the National Assembly, without referenda or referral to regional or local governments.

Legal basis that specifically related to public service is written in article 22, the Law on Governmental Organizations (2001) which states: "Ministries, governmental and ministerial-levelled agencies are to carry out functions of state management of industries or professions in the whole nation; state management of public services belonging to industries and sectors; etc". Thus, the conception of "public services" according to Viet Nam Government is to emphasize the subjective role of the state on public service supply to the community. This does not mean that the country is of monopoly to supply services to the community. On the contrary, the state entirely can socialize some public services, thereby sharing the workload of supplying the services, including health care, education, water supply and drainage, etc., with the private sector. Also, The State has effectuated public service supplying mechanism towards encouraging all economic sectors and social subjects to take part in public service supply (socializing public service supply, in other words).

Viet Nam has a vision to construct a government service that is democratic, clean, powerful and modernized. Several initiatives to enhance the legal framework in the civil service have been adopted since the beginning of Doi Moi (Poon, 2009). The main milestones in the legal framework development are:
1. The Ordinance of Cadre and Civil Servants in 1998;
2. The revision of the Ordinance on Cadre and Civil Servants in 2000 and 2003
3. The Law on Public Officials and Civil Servants which will come into effect in January 2010.

However, a more efficient legislative framework needs to be developed that better promotes the creation of a more competent, professional, driven and ethical civil service. The new Public Officials and Civil Servants Act have been in progress since early 2007, and it was adopted in the November 2008 National Assembly, which will come into force in January 2010. In the next 10-15 years, the new law will provide the principles and guidelines for reform in the civil service.

Institutions

Under the constitution and laws, public administration services in Viet Nam are managed by the following ministries and institutions:

1. **Ministry of Home Affairs (MOHA)**. MOHA is responsible for governing administrative affairs which include the structure of the state administration organization including organizations at the local government level and public affairs. MOHA also has responsibility to promote, rotate and assess of civil servants in national and local level (Decree no. 34/2017/ND/CP concerning Functions, Tasks, Authority, and Organizational Structure of the Ministry of Home Affairs of Viet Nam). Board for Government's Administrative Reform is placed under the MOHA, it is responsible for designing the reform on public administration and public services delivery system.

2. **Government Inspectorate** is a ministerial-level agency of the Government, whose responsibilities are exercising the function of state management of inspection, citizen reception, complaint and denunciation settlement and anti-corruption all over the country; conducting an inspection, settling complaints and denunciations and combating corruption in accordance with laws.

Few among many responsibilities of the Government Inspectorate's are 1) make inspection on the development and implementation of plans in ministerial and ministerial level inspectorates, government-attached agencies, and inspectorates of provinces and cities; 2) It also has authority to decide re-inspection of the case that was concluded by a Minister, Chairman of the provincial People's committee, ministerial chief or provincial chief inspector upon the detection of signs of law violation as assigned by the Prime Minister; 3) It also can propose competent state agencies to revise and issue new regulations in accordance with regulatory requirements, or to propose to suspend or annul unlawful regulations detected through inspection; 4) It also functions to organize citizen reception, to receive and handle complaints and denunciations, as well as to settle complaints and denunciations in accordance with laws.

The list of ministries in Viet Nam:
1. Ministry of Agriculture and Rural Development
2. Committee on Ethnic Minority Affairs
3. Ministry of Construction
4. Ministry of Culture, Sports, and Tourism
5. Ministry of Defense
6. Ministry of Education and Training
7. Ministry of Finance
8. Ministry of Foreign Affairs
9. Government Inspectorate
10. Government Office
11. Ministry of Health
12. Ministry of Home Affairs
13. Ministry of Justice
14. Ministry of Labor, Invalids, and Social Affairs
15. Ministry of Natural Resources and Environment

16. Ministry of Planning and Investment
17. Ministry of Public Security
18. Ministry of Science and Technology
19. Ministry of Transport
20. Ministry of Information and Communication
21. Ministry of Industry and Trade
22. State Bank

Budget

According to annual government budget report of Socialist Republic of Viet Nam over the year from the fiscal year 2010 to 2017, the government spending increases significantly by average 1.08 million United State Dollar as presented in Figure 1 (Ministry of Finance Viet Nam, 2019).

Figure 56. Viet Nam Government Spending in million USD, 2010-2017
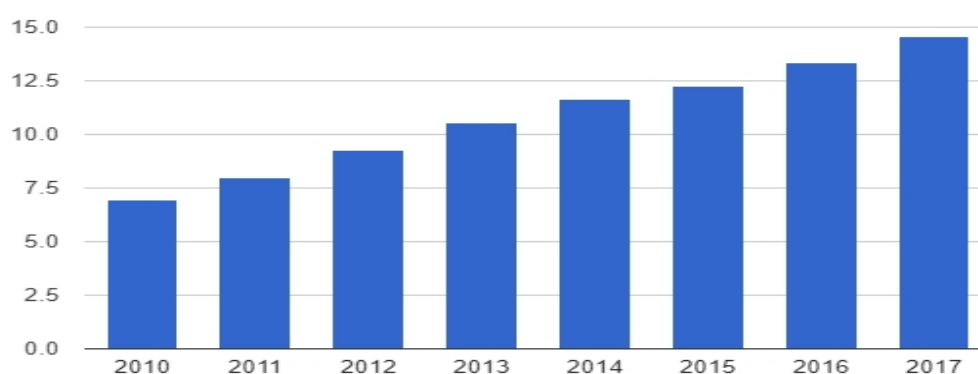
Source: TheGlobalEconomy.com. The World Bank

Table 11. 2017 State budget expenditure by Indicators

Sector	Value (Bill. Dongs)	%
Expenditure on development investment	365526	24,99
Expenditure on social and economic services	907111	62
Expenditure on health care, population and family	217057	14,84
Expenditure on health care	85230	5,83
Expenditure on science and technology(*)	11263	0,77
Expenditure on culture, information; broadcasting, television and sports	14911	1,02
Expenditure on social relief	131104	8,96
Expenditure on economic activities and environment protection (**)	109297	7,47
Expenditure on activities of state management agencies, the Communist party and unions	128080	8,75
Addition to financial reserve fund	100	0,01
TOTAL EXPENDITURE	1462965	100

Source: General Statistics Office of Viet Nam 2018

In 2017, the most significant government expenditure was in the social and economic services sector amounting to 62%. A total of 24.99% of Viet Nam's government budget is allocated for development investment, which is the second largest expense. The next highest expenditure was on health care, population and family, which accounted for 14.84%.

Policy process

Service standard

In Viet Nam, the service standard is implemented first with the PAR programme. In its early stages, the PAR program consisted of four subprograms: (1) institutional and administrative procedure reform, (2) organizational reform, (3) human resource reform, and (4) public finance reform. In more detail, the introduction of public service standard was to (a) serve as a clear, accessible, and recognizable entry point for people who need administrative services; (b) increase transparency and clarity of service regulations, procedures, and fees; (c) improve the quality and effectiveness of administrative services; and (d) increase efficiency by streamlining the administrative procedures around service delivery, thereby saving time and money (World Bank, 2018).

A different program required different service standard. For instance, a guide has been drawn up which includes all the appropriate domestic law tools and templates to local legislation to promote the execution of one-stop stores locally. It gave instructions on preparing and setting up the "Request Received and Returning Office," organizing and working schedules, the size of employees, the staffing training, the strategy and methodologies for public communication, the procedural forms, time frames, applicable fees and necessary equipment schedules. It was updated with Decision No. 9 (2015) of the First Minister, containing local one-stop shop requirements and incorporated one-stop services. In terms of service counter placements, standard spaces and facilities and professional and ethical norms for employees it sets the criteria and standards for single-stop shops at provincial, city and communal levels (World Bank, 2018).

Process of Regulation Making

The general procedure for legal papers in Viet Nam is illustrated in figure 71. In order to increase consultations Legislative Proposals, including their pre-regulatory impact analysis (RIA), are required to be made available on government websites for public comments for 30 days and posted on the Internet once the legislative agenda is finalized and submitted for consideration by the National Assembly (Vo Tri & Van Nguyen, 2016).

Figure 57. General Process for Legal Documents in Viet Nam
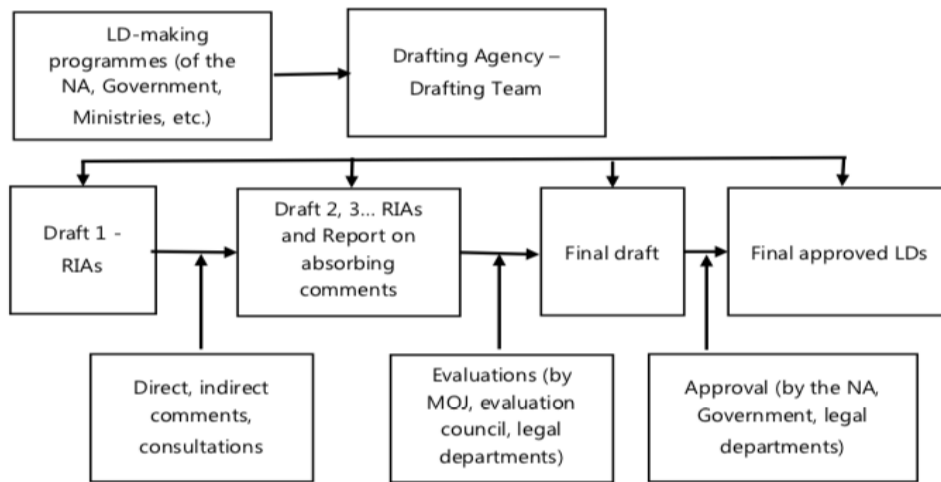
LD = legal document; MOJ = Ministry of Justice; NA = National Assembly; RIA = regulatory impact analysis.

Source: Vo Tri & Van Nguyen (2016)

A draft legal document is to be published in parallel with consultation by the relevant authorities, from both the private and government sectors, for comment on-line for a minimum of 60 days by the drafting agency. Any modifications to this draft and associated remarks and reports will also be published on the incorporation of comments. Depending on the level of legal papers, the final draft will then be assessed by the Ministry of Justice or the Legal Department in charge. The agency responsible must produce an RIA in the drafting phase to evaluate the probable effects of the legal documents proposed and any proposals for compliance. The lead agency may use research institutes, academics, professionals, researchers and other experts for its development and preparation.

National versus Local Missions

Viet Nam is administratively split into 63 provinces, as well as Hanoi, Haiphong, Ho Chi Minh City, Da Nang, and Can Tho cities (also known as municipalities), which fall under the Central Government authority (Croissant & Lorenz, 2018). Provinces consist of provincial city, town and rural district. Districts are sub-divide into district towns and communes. For development reasons, provinces and cities are regularly divided into regions.

The Viet Namese public administration system is decentralized authoritarianism. There can be substantial autonomy in provincial governments, as provincial party chiefs also are central committee members. The leading critical representatives of the parties are not their superiors, but primus inter pares. In matters of economic development and particularly in the promotion of (foreign) investment, the provinces are given comparatively broad decision-making power, which is the leading cause of horizontal rivalry between the provinces (Jandl, 2013). Financially, through a centralized fiscal and budget system, the central administration has excellent control over the provincial budgets. This helped to enhance centralized authorities across the

provinces, but has not been enough to control high waste expenses or socio-economic disparities between rich and remote provinces in many of the provinces (Malesky et al., 2011).

Figure 58. Administrative Divisions in Viet Nam
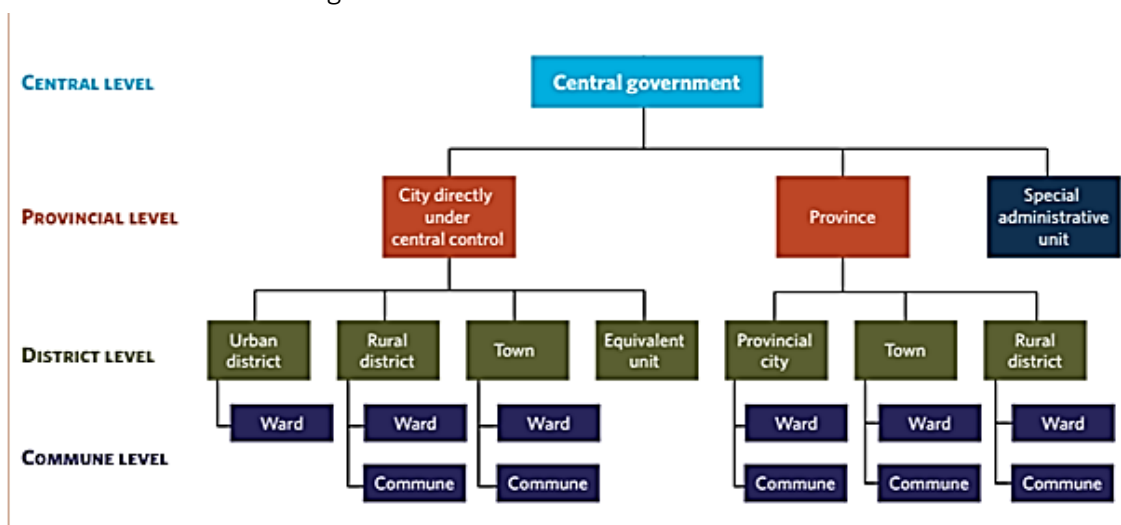
Monitoring and Evaluation

Through the Viet Nam Government and Public Administration Performance Index (PAPI), the performance of public services delivery and civil servants in Viet Nam is evaluated. Not only the performance of the public service in the provincial government, but also the performance of the public service in the central government. There is also a general evaluation of the ministries that is conducted once in a year. In addition to that, the central government is obliged to report their performance, and the report is submitted to the National Assembly within two times in a year. Meanwhile, the People's committee (the executive arm at the provincial level, and is responsible for formulating and implementing policy) is compelled to report their performance to the People's Council periodically.

Citizens' Satisfaction

Once in a year, local government conducts citizen's satisfaction survey following the guidelines from the Ministry of Home Affairs (MOHA). The result of survey then submitted to the MOHA and later to the Prime Minister's office. The delivery method of survey uses the post mail to reach out citizens who live in remote areas. Due to limited budget, the survey that is conducted in 63 provinces only gathers the opinion from 33,000 people or only 2.8 percent of the total population in Viet Nam. The report of citizen's satisfaction survey is analyzed to compose the index of citizen's satisfaction and published publicly. In 2012, the first citizen's satisfaction survey was supported by the UNDP and later the survey is conducted independently without the support from international donor.

Complaint Handling Mechanism

The Vietnamese government began to concern about complaints by the public in administrative activities since 2008 by publishing Laws on Complaint in 2008 to provide the right of the citizen to send his/her complaint to the government. The citizens can lodge their complaint through mailbox and email, as well as over the telephone (hotline call).

Figure 59. Process of Complaint in Viet Nam.
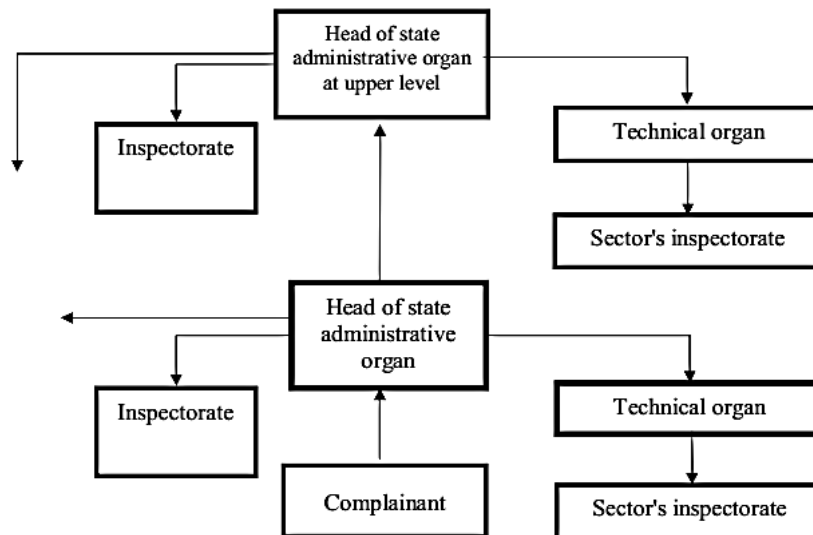
Although the Vietnamese Government has Government Inspectorate (ministerial agency) in central level that is responsible for organizing citizen reception, to receive and handle complaints and denunciations, as well as to settle complaints and denunciations in accordance with laws, but every ministry and local government has its own inspection unit that deals with the complaint of citizens. The Government Inspectorate also runs responsibility to evaluate whether the ministry or local government has responded to the complaint sent by citizens. As seen in figure 2 below, the complaints of the citizens are sent to the head of the state administrative organs in the district and then disposed to the inspectorate and related technical sections.

C. BEST PRACTICES AND INNOVATIONS IN PUBLIC SERVICE

Since 2000, reform programs in the Vietnamese government have been conducted under the title of the Master Program for public administration reform (PAR). The first PAR was running from 2001 to 2010 (Simon, 2016), and later was continued from 2011 to 2020. The PAR program consists of four main components of reform: 1) Institutional reforms; 2) Streamlining organizational structures; 3) Civil service reforms; 4) Strengthening public finances and fiscal reforms. The following are the examples of best practices and innovations in public service:

1. *One Stop Shop (OSS)*

Since 2003, the One-Stop Shops (OSS) in Viet Nam have been implemented and developed as an effort to create integrated services delivery across the country. Implementing OSS can reduce the bureaucratic hierarchy and speed up the process, improve transparency, and improve the quality of services delivery (World Bank, 2014).

OSS is available at all levels of government and has complementary duties and functions. Provincial-level departments implement services that are not present at the district or commune level due to their specialty or province-wide nature or priority (e.g., major capital investment operations). Districts implement various public services through one-stop shops. Communes, wards, and townships implement simpler, lower-level services and have a role as advisory, as well as collect, transfer and act as referral points for some services which carried out at the district level. Provincial-level one-stop shops are usually associated with the work of a single department, but people's committees have implemented multipurpose interagency one-stop shops at the district and commune level.

By May 2015, 12,638 one-stop shops were operating. Actually, there are 13,164 one-stop shops. However, 526 (4 percent) were not yet operating, primarily due to the remoteness of area (communes, wards, and townships) or lack of customer demand. A few one-stop shops are experimenting with e-service delivery, but, currently, all services are provided in person through dedicated offices, which are usually located at or near the provincial, district, or commune-level people's committee headquarters. All one-stop shop offices host websites that provide information about services provided, costs, timeframes of the service, and instructions for application and application forms for the various administrative procedures. In addition, there is a dedicated one-stop shop telephone in each locality.

Some services provided by one-stop shops at various levels are determined nationally; other services are optional and determined locally. National services are: (a) Notary—notarized copies of deeds and official papers; (b) Social affairs—social insurance, welfare services, senior citizens and invalids, and civil status registration; (c) Land administration—exchange and transfer of land use rights and designation of land use; (d) Business licensing—issuance and changes in business licenses; (e) Construction permits—licenses for an inspection of different forms of construction; and (f) Local tax collection and fees. Optional services encompass a wide range of specialty and supplementary services, including (a) Issuing medical/pharmaceutical practice certificates; (b) Issuing karaoke business licenses; (c) Issuing travel business licenses; (d) Issuing veterinarian licenses; and (e) Culture and information services.

2. *Administrative simplification in Viet Nam: Project 30*

In 2007, Viet Nam started to cut down the red tape in its public sector. Viet Nam had rapidly simplified its administrative procedure by 30 percent as part of ambitious reforms to modernize the public service and simplify the regulatory environment for businesses. The Vietnamese government has created a single, national database of its public administration procedures and then measured the procedures with three criteria: 1) the necessity of the procedures; 2) the user-friendliness of the procedures or the quality of being simple for people to use; 3) the legality of the procedures. If the procedures that are measured do not follow these three criteria, then the procedures will be eliminated. Project 30 supports the development of infrastructure, boosts productivity, attracts greater foreign direct investment (FDI), and later, as a consequence impacts the high rate of growth. The efforts to simplify the administrative procedures enhances the quality of regulatory in Viet Nam hence stimulate its competitiveness.

The key factors that contribute to the success of Project 30 are, a strong coordinating unit at the centre of government with the backing from senior politicians. The idea of this program was initiated by the minister who led the reforms which later was appointed to be the deputy prime minister; therefore, the implementation of reforms was fully supported by the political willingness of the elite at the very top of the government. There is also a presence of taskforce in the government unit that carries out the reform plan in each department that accelerates the implementation of the reform (Simon, 2016).

According to Can (2013), the project 30 that was carried out in 2007 to 2010 consists of three phases. The first phase of the effort of administrative simplification was implemented by identifying the administrative procedures and legal regulations. In the second phase, the ministries and local government were obliged to finish doing the self-review and compelled to simplify the rules and procedures by at least 30 percent. The third phase of this reform were more than 5,500 administrative procedures have been checked, 453 administrative procedures were requested to be eliminated, and 3,749 administrative procedures were proposed to amend, and 288 administrative procedures were proposed to replace.

3. *Talent Management*

The Vietnamese Government has implemented a pilot project that conducts a selection test (written test and interview) to the applicants that want to fill in a higher position in the government. This selection test is only implemented as the initial try-out in several ministries and local government units. Previous practices of the internal promotion do not implement the selection test, and rather the government directly appoint an individual who meets the requirement.

D. SERVICES DELIVERY/POLICY OUTPUT

According to OECD (2018), the records of public service delivery in Viet Nam were influenced to several aspects of country's development and compiled into several following indexes as Human Development Index, Corruption Perception Index, Ease of Doing Business Index, and ICT Development Index (Digital Infrastructure).

As the following 10 years from 2007 to 2017, the Human Development Index was inclining from 0.632 in 2007 to 0.694 in 2017. It is declined 0.002 points by 2010 and gradually decline afterwards. For the Corruption Perception Index, Viet Nam has stagnant years from 2012 to 2015 in 31 points and significantly get better by 2 points to 33 points in 2016 and 35 point in 2017. For the Ease of Doing Business Index, Viet Nam reaches a peak in 2017 by 68.32 point.

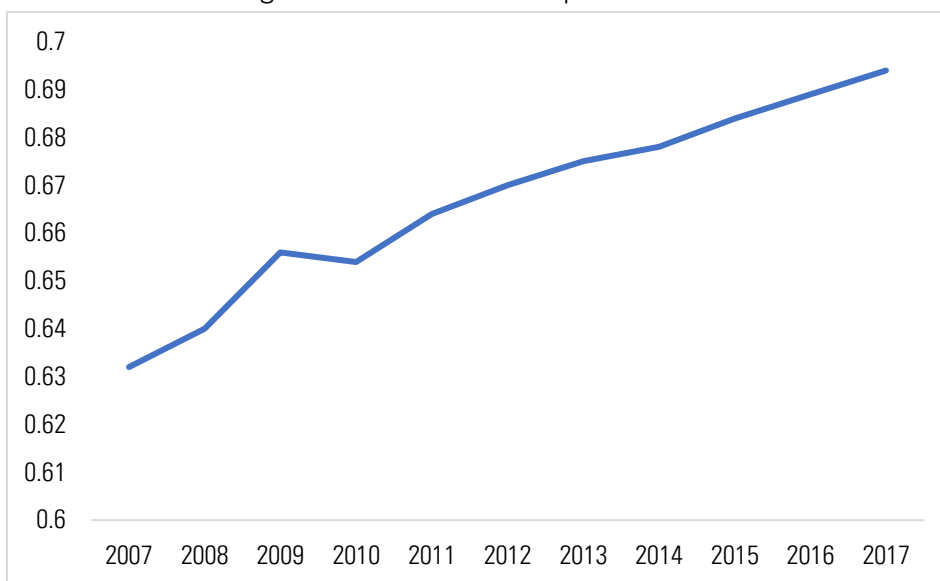Figure 60. Human Development Index

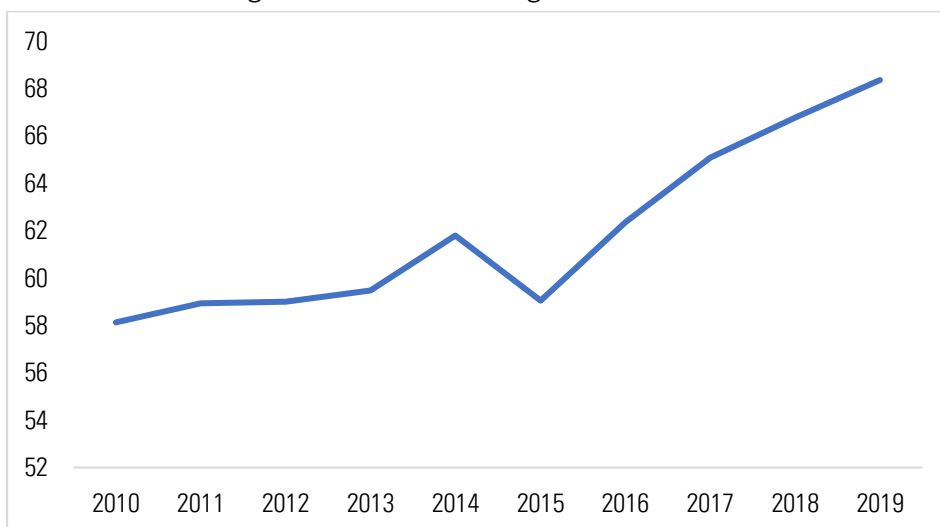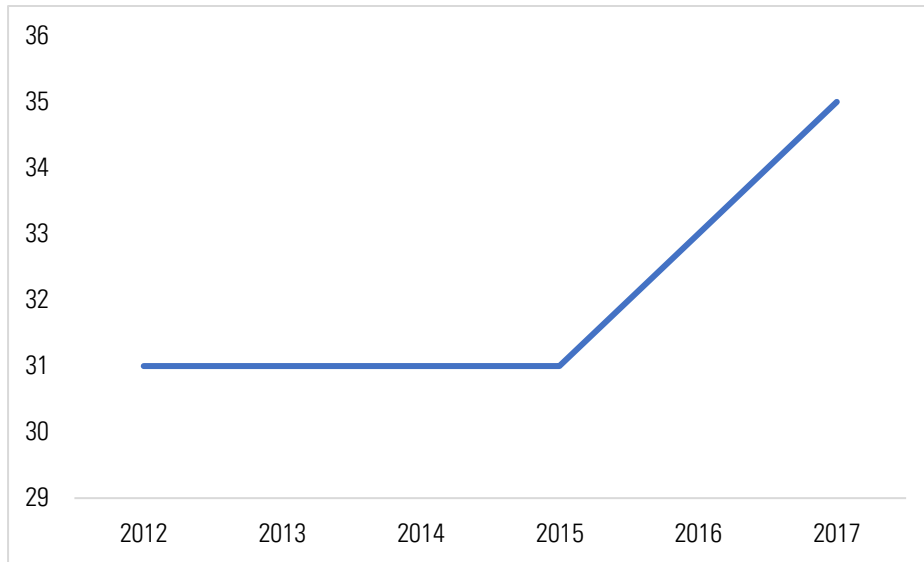Figure 61. Ease of Doing Business Index

Figure 62. Corruption Perception Index

Viet Nam has made important progress in terms of government efficiency in the 2007-2017 period. From -0,25, the efficiency of the state increased considerably to 0,02 in 2017. In the period 2007-2017, however, the legislative performance was poor. Although some progress had been made, there was still a low quality of regulation.
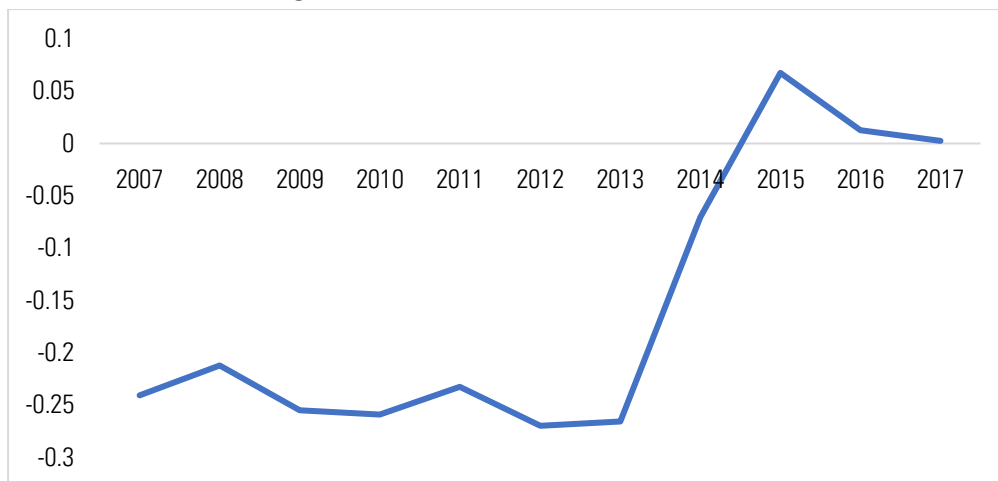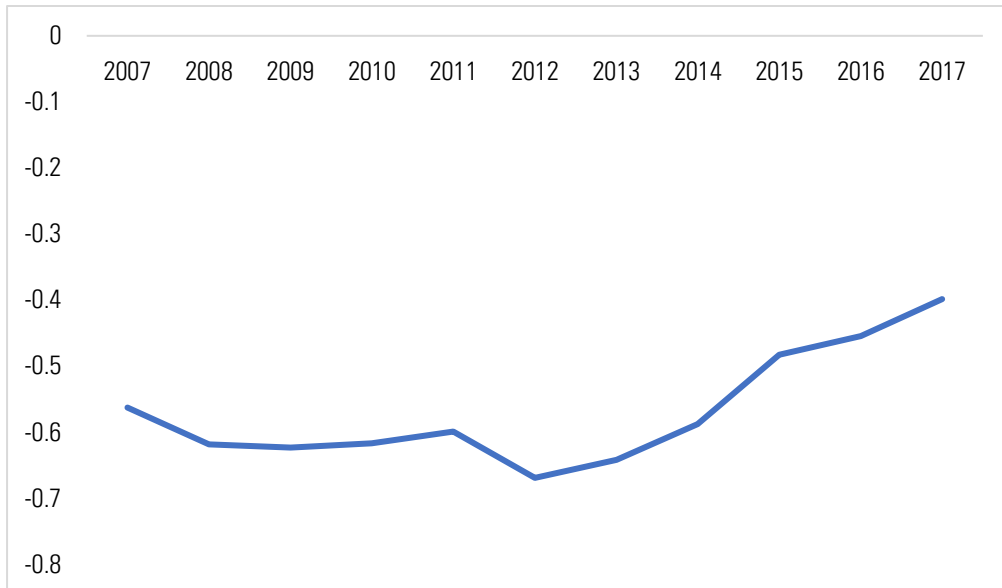
Figure 63. Government Effectiveness

Figure 64. Regulatory Quality

E. THE CHALLENGES IN DELIVERING PUBLIC SERVICE IN VIET NAM

The New Public Services (NPS) approach is the most coherent approach in public management system. The NPS starts with the notion of the importance of involved citizenship in finding solutions to societal problems. Government needs to acquire skills that go beyond capacity for controlling or steering citizens in creating decision or policy where government needs to focus on more resolving problems in partnership with citizens. In order to be an open government, government is required to be more accessible, accountable, responsive, and operate to serve citizens. However, although we can see the result of the administrative reform from Vietnamese government, the NPS approach is not comprehensively implemented in this country. During data collection process, we notice the government's attempt to increase accountability by allowing the citizens to send complaints through various platform (letter, hotline, social media, and website). The government also put their effort on transparency by publishing the customer satisfaction survey annually to examine citizens' perception over the quality of public service. However, the government still has to deal with various problems, such as, low quality of legal system and regulatory, low productivity and inefficiency of civil servants, excessive regulation, and the problem of transparency and accountability. From the interview we had conducted, we also did not register from the government officials about their attempt to involve other parties, such as non-governmental organization or community group and academia, in decision or policy making.

1. Low Quality of Legal System and Regulatory

According to Simon (2014), the increase of the citizens' complaints is caused by the inadequate legal system in Viet Nam. The contents of regulations are overlapping or contradict to one another. Some laws are issued by the government unit that does not have power on the matter. There is also the inadequacy of compatibility and consistency of the content between the laws, sub-laws, and administrative documents. As a

consequence, there are contradictions of the implementation of laws and administrative orders that affect the rights and interests of citizens, which causes the complaints.

Article 2, Law on Complaints and Denunciations dated 2 December 2008 regulates the actions of "complaint" and "denunciation" as follows: To complain means: that citizens, agencies, organizations or public employees, according to the procedures prescribed by this law, propose competent agencies, organizations and/or individuals to review administrative decisions, administrative acts or disciplinary decisions against public employees when having grounds to believe that such decisions or acts contravene laws and infringe upon their legitimate rights and interests. To denounce: means that citizens, according to the procedures prescribed by this law, report to competent agencies, organizations and/or individuals on illegal acts of any agencies, organizations and/or individuals, which cause damage or threaten to cause damage to the interests of the State and/or the legitimate rights and interests of citizens, agencies and/or organizations. The citizens' complaint and denunciation are put under in the same legal framework in the 1992 Constitution of Viet Nam (amended in 2001). As well as in other related laws, the rights of the citizen to complain and denounce are placed in the same normative legal documents. The presence of two actions (complaining and denouncing) in the same legal framework has generated confusion and dilemma in providing legal procedures to handle each action (Simon, 2014).

The Asia Foundation (2009) argues that there is an unclear division of power, task, and responsibilities among state administrative agencies that create confusion of work. In addition to that, there is also the problem of limited transparency and low public participation of citizens in the implementation of policies that contribute to the increase in citizens' complaint. The influence of informal institutions upon the legal and administrative system affects the legal outcomes that might affect the rights and wellbeing of the citizens.

2. *Transparency and Accountability*

The implementation of public services in Viet Nam was disrupted by the high level of corruption in the bureaucracy and government in Viet Nam in both central and local governments. The red tape of bureaucracy that is often solved by the corruption is possible amid the low of openness and transparency of the administration (Associate Professor, Dr. Tran Thi Minh Ngọc, Public Administration Reform in Viet Nam – Situation and Solutions, State Management Review, https://www.quanlynhanuoc.vn/2020/04/23/cai-cach-hanh-chinh-cong-o-viet-nam-thuc-trang-va-giai-phap/). The perception index of corruption in Viet Nam from 2015 to 2017 has increased significantly to reach 35 in 2017 (see Viet Nam Corruption Perception Index for the details).

3. *Overregulated Country*

    Although the Vietnamese Government both in ministries and localities has target to reduce 30 percent of the administrative procedures, but in 2010, the Vietnamese Government sent more than 100 drafts of laws to the National Assembly (the Constitution of Viet Nam recognizes the assembly as "the highest organ of state power), and every year the Vietnamese government issued approximately 200 decrees on the average, and many laws are issued have low quality (Can, 2013).

4. *The Bloated and Low Quality of Civil Servants*

    UNDP (2009) state that the qualification of civil servants in Viet Nam, professionally and administratively, is low, and this has created the difficulty of the civil servants to meet the requirement of the modernized administration. This problem is due to several shortcomings, such as bribe and fraud in the recruitment process, and poor human resources planning.

    UNDP (2009) argue that the Vietnamese government has inadequate systematic personnel planning in the organization development plan. There is no planning on the quantity and quality of civil servants that is based on the analysis of the current situation, and the foresight of the future. Therefore, the existing human resources planning only relies on the proposal made by individual government agencies which result to the unnecessary budget expenditure or the occurrence of shortage or the surplus of civil servants at the same time. The absence of proper human resources planning contributes to the inability of the organization to pursue its goals. For example, competency levels among public employees at one-stop shops remain insufficient, and additional training is needed in areas such as information technology skills, the policy framework, and internal coordination. The proper human resources development plan is only implemented in some local governments, such as, in Ho Chi Ming City, Haiphong, and Dong Nai, with the support of donor agencies. The human resources development plan in these localities is created with the basis of the analysis of the development of the social and economic situation and also the target of the development.

    With the growing number of administrative units that is responsible for planning, policy-making and implementation, the coordination activities between government agencies also become more complex and disordered (UNDP, 2009). One of the impacts of the administrative units that are growing constantly is the bloated number of civil servants at the national and local level. In 2011, the civil servants reached 5.3 million; this number is so significant when compared with the total population in Viet Nam (Simon, 2016). However, in 2019, from the focus group discussion (FGD) we conducted with the MOHA officials, we were given the information that the number of civil servants is 300,000 personnel, and the number of public employees is 2 million although the number of public officials is rapidly decreasing, however, the MOHA officials acknowledge the unequal distribution of civil servants and public employees particularly in remote areas that creates gap of public service quality between urban and remote areas.

5. *Paperwork of Report, Attendance of Meeting and Workshop*

The growing number of administrative units that affect the complexity of organizational structure, reporting mechanism, and planning procedures create additional work for government officials which manifested in various reports and planning documents that have to be made, including the number of meetings and workshops that should be attended by them. According to Simon (2016), senior government staff is heavily burdened by the obligations to attend meetings and workshops that comprise 70 to 80 percent of their weekly working hours.

F. RECOMMENDATIONS

Public administration reform (PAR) program should be planned and defined clearly and should be supported by the strong capacity of government officials, strict law enforcement, and consistent legal framework that closes the ability of informal institution to weaken the reform process. Therefore, it is vital to strengthen formal institutions (legal framework and system) and increase capacity building of government.

1. Human Resources Planning

There is a need to create adequate human resources planning in government at all levels. Vacant positions in government should be announced publicly and recruitment should be carried out professionally and transparent. The promotion and recruitment system should be based not only on performance assessment, but also integrity of the applicant. Merit based system should be the key feature of recruitment and promotion in government, and civil servants are obliged to show their professional competence, expertise, integrity and qualification by passing the selection test for recruitment and promotion. It is crucial to recruit government officials holding necessary competence, work ethics, and motivation to meet the target of the PAR.

There should be identification what professional skills and competence needed in a position to identify who should be assigned on the position. The Viet Nam government should create national framework to provide a consistent set of competencies needed for various categories of grades, post and job types. Professional skills and competence define the range of knowledge, skills, integrity, and attitudes needed to deliver the task and job requirement of a particular position. The clear job descriptions provide the basis for recruitment, training and setting salary scales.

In order to increase accountability, it is also important to have key performance indicator (KPI) of government officials from different position level, and from different unit and different department of government agencies as each position and unit carries out different complexity of task and level of responsibility. Performance appraisal is needed not only to evaluate the performance of individual government official, but also to identify the training, rewards/punishments and promotion to government officials.

Training and development is significant to increase the capacity of government officials and modernize government agencies. The curriculum of the training and development is provided by MOHA, however each ministry and local government carries out their training, in fact all 63 provinces have their own training school. However, according Simon (2016), the existing training and development is mostly focused on general theoretical and legal information of the job task rather than on developing task related skills and competences. We also recommend the importance of implementing continuous learning, by conducting the continuous professional development and post-training follow up, such as, mentoring and coaching, in training and development scheme.

The growing number of administrative agencies needs to be reviewed. As Viet Nam's administration have been largely fragmented and disconnected, therefore there should be a review process to evaluate allocation of responsibilities, mandates, and ministerial fractionism and departmentalism among government agencies. This review can play as the basis to reduce the overlapping mandates, poor distribution of responsibilities, and increase the harmony among government agencies.

Downsizing the number of civil servants is crucial in making the Vietnamese bureaucracy more efficient. However, the government also needs to facilitate cross-sectoral workflows at national and local levels, as well as remove overlapping mandates and optimize the administrative procedure within government agencies.

Regarding the attempt to increase the participation in policy making, we recommend the government to manage their data system which records the feedback and complaint from citizens through their website or other channels aiming that this can help the government to create a better decision or policy that fits with the needs and interests of citizens.

2. Reduce the Number of Regulations

The central government has to review its enormous fuzzy and vague laws. The central government need to eliminate overlap regulations and fuzzy regulations that contradict with the target of PAR. Meanwhile, existing regulations that are needed to increase the implementation of PAR need to be implemented promptly by increasing the coordination among government agencies.

CHAPTER IV
ANALYSIS OF AMS'S PUBLIC SERVICE DELIVERY SYSTEMS AND PRACTICES

A. ECONOMIC DEVELOPMENT AND PUBLIC SERVICES IN ASEAN

ASEAN has shown a dynamics economic progress in the last past decades. With the total population around 642.1 million people, ASEAN has booked the gross domestic product (GDP), based at the current prices, around US$ 2,766 billion in 2017. This achievement put ASEAN as one of the biggest economies in the world, reaches the 5th position in the world and number three (3) in the Asian (the ASEAN Secretariat, 2018).

Figure 65. Growth of the Gross Domestic Product (GDP) in ASEAN, year on year, As October 2018
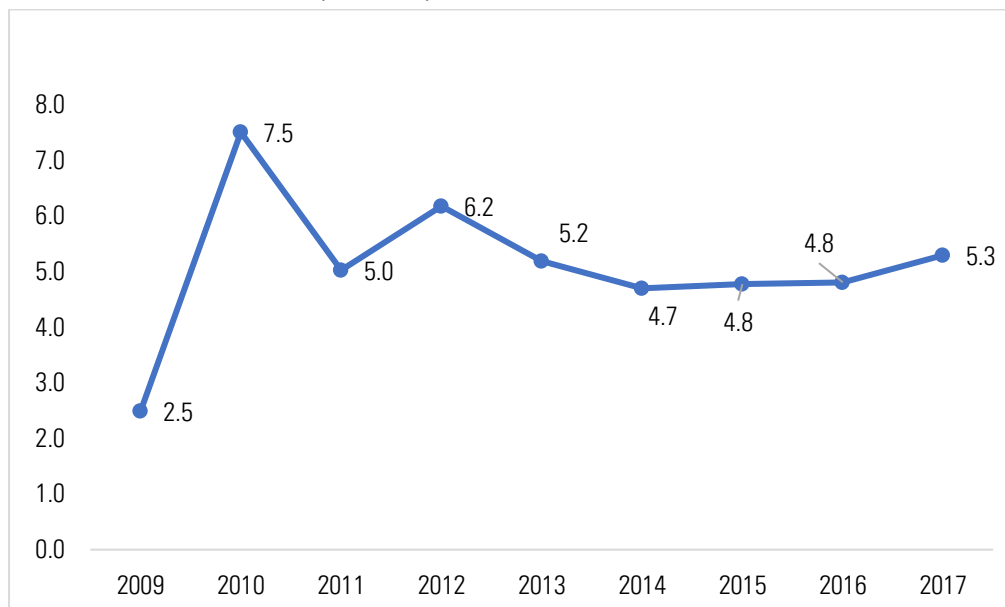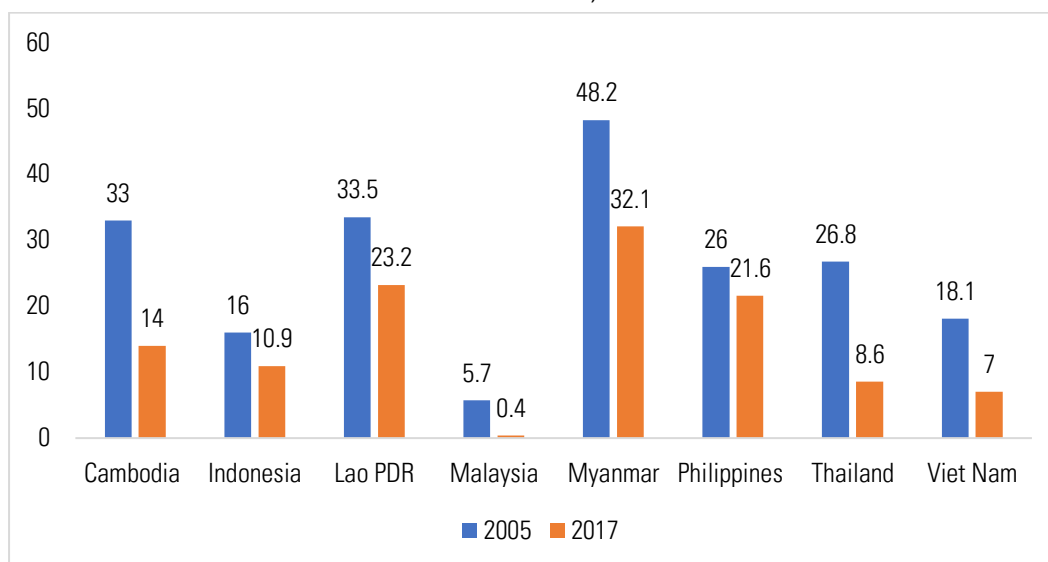

Source: ASEAN Secretariat, ASEANstats database, 2018, analyzed by authors

As reflected by the graph above, the growth of GDP in ASEAN shows relatively positive trend over time. The economy was bounced back significantly in 2010 after having a downtrend in 2009. Since 2014, ASEAN consistently shows the relatively positive growth. In 2017, ASEAN booked 5.3% of growth.

Despites the significant achievement in economy, ASEAN still faces the pertinent challenge of poverty. Some countries such as Cambodia, Indonesia, Lao PDR, Myanmar and the Philippines still have significant number of populations living below the national poverty lines. Using the comparison data on 2005 and 2017, however, overall AMS including the said above countries have been successfully reduced the number of populations living below the national poverty lines significantly. For example, during 12 years; Cambodia managed to reduced 19%, Indonesia reduced 5.1%, Lao PDR reduced 10.3%, Myanmar reduced 16.1%, the Philippines

reduced 4.4%, Thailand reduced 18.2%, and Viet Nam reduced 11.1% of its populations living below the national poverty lines. Cambodia, Lao PDR, Myanmar, Thailand and Viet Nam are countries with the highest level of success in reducing poverty during the said period in the ASEAN region.

Figure 66. Population Living below the National Poverty Lines (%), ASEAN Member States, 2005 & 2017

Source: ASEAN Secretariat, ASEANstats database, 2018, analyzed by authors

In other social indicators, ASEAN also has shown significant progress. In education sector for example, overall AMS have achieved relatively high adult literacy rate at 95% or above, using the latest available data in 2015-2016. Another indicator is based on the access to improved sanitation as one of the key contributors to improve health status of the population. Overall AMS generally have significant achievement to the improved sanitation in a steady progress in the period of 2005-2017 (the ASEAN Secretariat, 2018).

Figure 67. Population with Access to Improved Sanitation (%), ASEAN Member States, 2005 and 2017
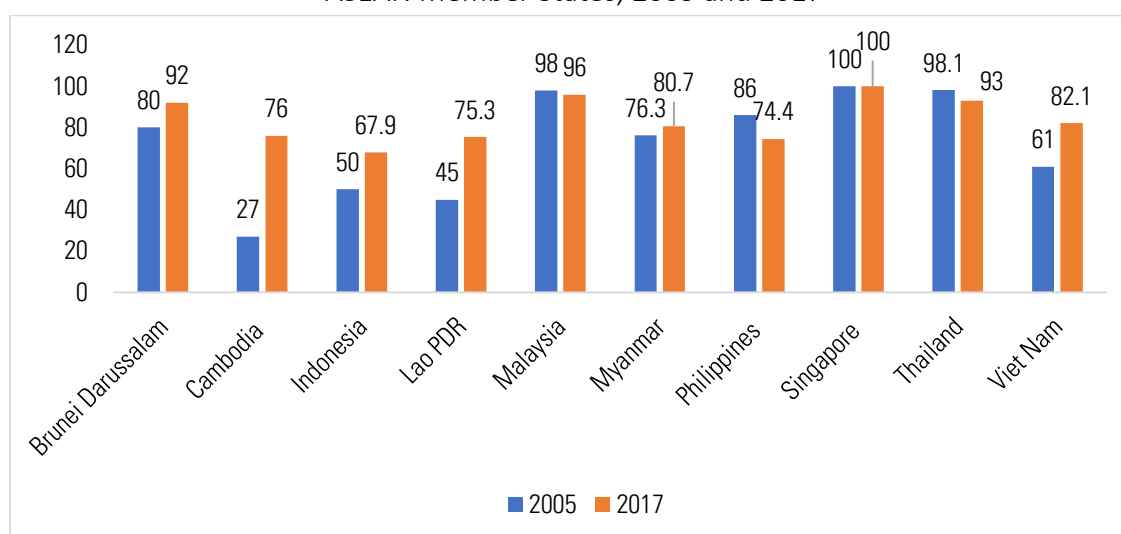
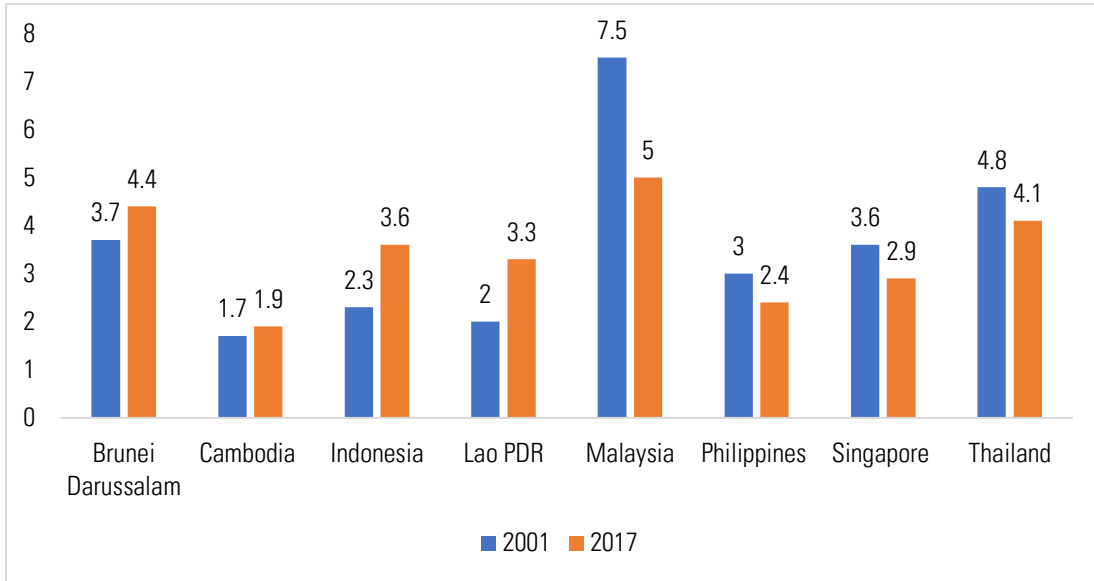Source: ASEAN Secretariat, ASEANstats database, 2018, analyzed by authors

The improvement in several major social indicators of ASEAN is closely linked to the commitment of ASEAN governments in providing essential public services to its citizens. According to Deolalikar and Jha, "the notion of the governance is closely related to the concept of institutions, which brings together the state, citizens and other players" (in Deolalikar, Jha and Quising, 2015: 2). Public services are one of basic and fundamental human rights entitlement, and the state/government is expected to guarantee the provisions to all citizens regardless their situations (ibid). Public services delivery in this sense, indicates how good of the performance of the government in serving its people.

The AMS governments are showing their commitments to serve a better public service to their citizens. As mentioned in the Section Three (III), the empirical studies show that the government spending is one of contributing factors to influence the quality of public services. There are many complex grouping and broad categories of public services. According to Deolalikar and Jha (2015), at least there are three main grouping of the public services, namely (i) the essential (such as electricity, gas, water, sanitation, telecommunication and roads), (ii) social services (such as health care, schooling, public housing and social welfare programme), and (iii) regulatory services (such as land registry systems, property rights, land titles, licenses/permits issuance, law enforcement, etc). From these complex and broader grouping of the public services, the analytical lens can be gauged from more regional perspectives, while the country by country analysis have been shown in more details achievement that is provided in the previous section (Section IV).

The two essential sectors in public services in ASEAN are in education and health sectors. These two sectors are directly connected to the people well-being to have the basic human rights access to improve their quality of lives. Due to its importance, the AMS governments invest the significant capital on these sectors.

Spending on education sector is considered as a good investment in human capital since it will provide return to the improvement of the skill of the human resources. The good quality of human capital will contribute significantly to the production process that can increase the economic growth. As reflected in the graph below, the share of education spending to total GDP has been increased significantly for some AMS during the period 2001 to 2017. Based on the latest available data in 2017, Brunei Darussalam, Malaysia and Thailand are the top three in ASEAN region that have spent significant spending on the education sector (the ASEAN Secretariat, 2018).

Figure 68. Share of Education Expenditure to GDP (%)
by ASEAN Member States, 2001 & 2017

Source: ASEAN Secretariat, ASEANstats database, 2018, analyzed by authors

Another important sector is health. The share of health spending to GDP in among AMS has consistently increased between 2005 and 2017. The top four spenders based on the latest available data in 2017 are: Viet Nam, (7.1%), Cambodia (5.7%), Singapore (4.9%) and the Philippines (4.7%). While AMS such as Brunei Darussalam, Indonesia, Lao PDR and Myanmar spent below 3% in 2017 (figure below).

Figure 69. Health expenditure to GDP (%), ASEAN Member States, 2005 & 2017
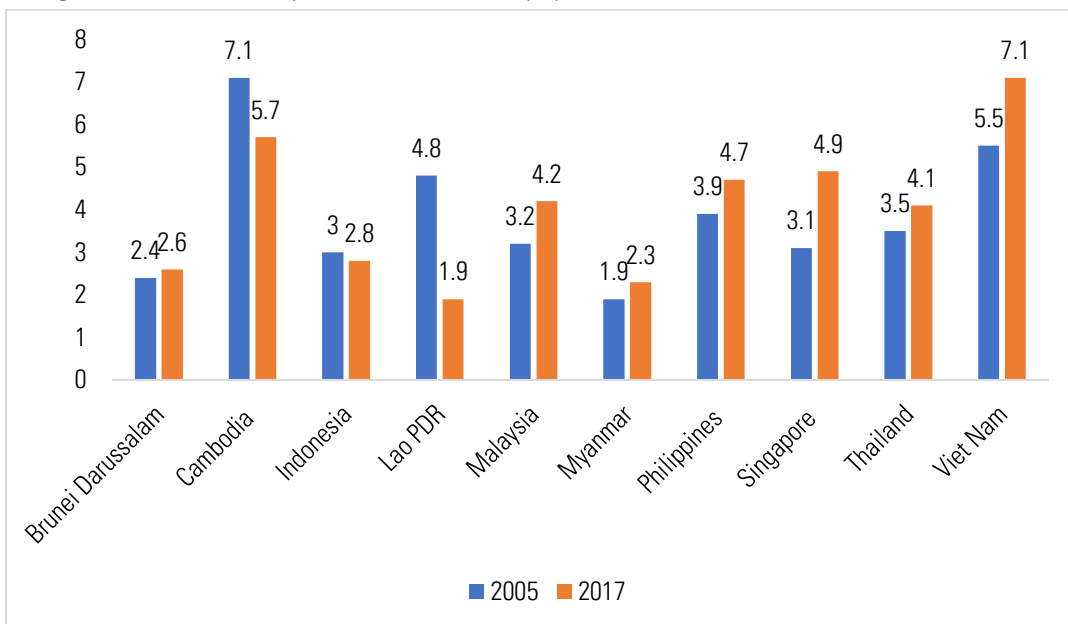
Source: ASEAN Secretariat, ASEANstats database, 2018, analyzed by authors

B. OUTPUTS OF THE PUBLIC SERVICES DELIVERY IN ASEAN

In the regional level, the outputs of the public service delivery in ASEAN can be gauged by the trend's performance based on several indicators stated in the framework. Taking from the current available data provided, the regional analysis is based on the combined published data on several outputs.

As one of important indicators to measure the social well-being, Human Development Index (HDI) shows significant progress in ASEAN level. Using the 2017 data, ASEAN region is showing the progressive work in term of developing the human development, with three countries namely Brunei Darussalam, Malaysia and Singapore are the top three countries with the HDI value as of up to 0.800 and above. Thailand has a high HDI category, with the value of 0.755; while the rest of the AMS are categorized as medium HDI category with the value between 0.578 to 0.699.
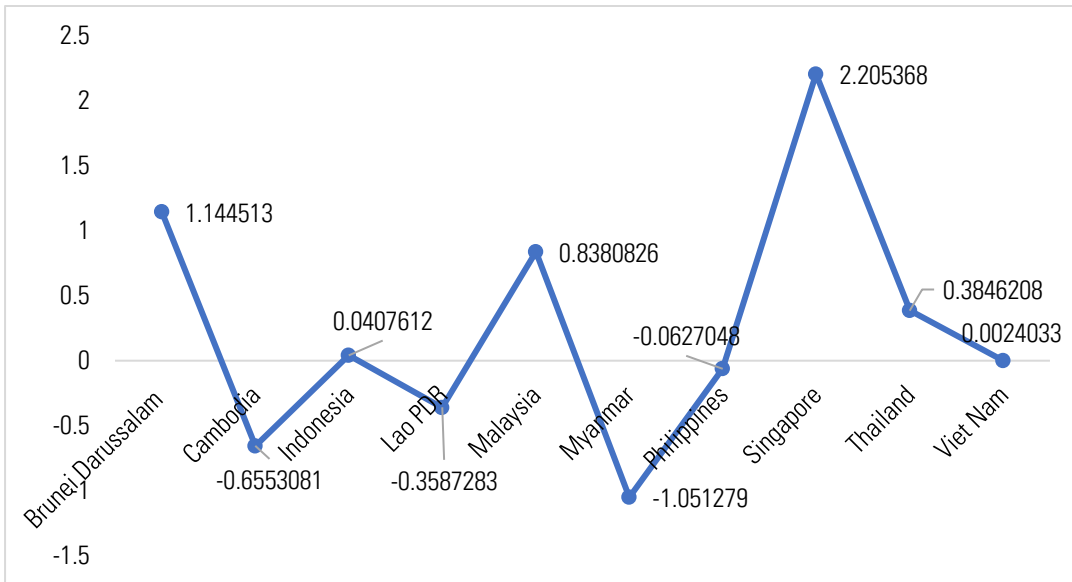
Figure 70. Human Development Index, 2017
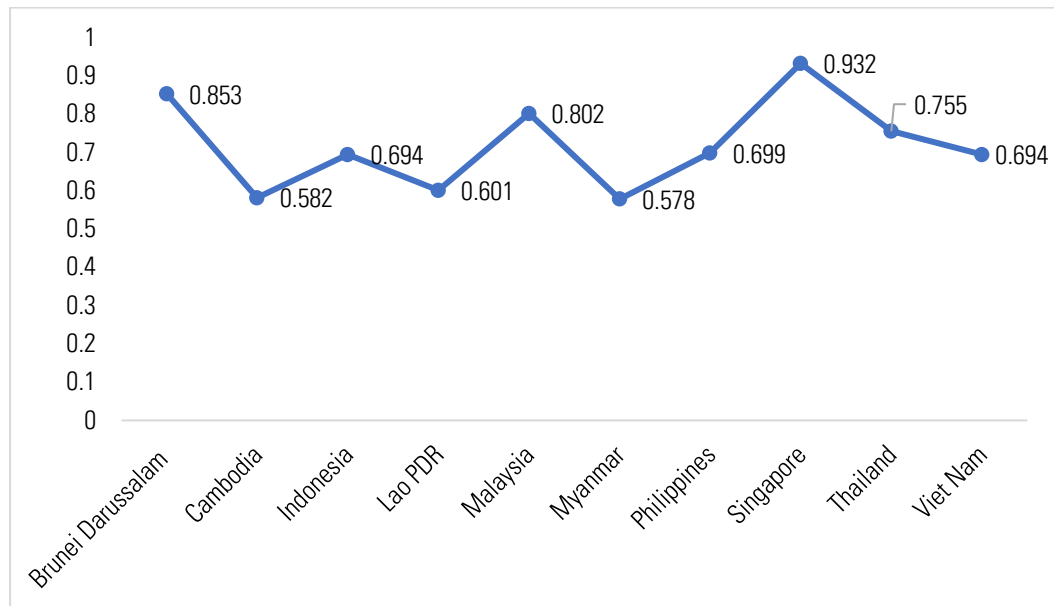
Source: Asian Development Bank (2017), analyzed by authors

In term of government effectiveness, countries such as Brunei Darussalam, Malaysia and Singapore posted the most government effectiveness level in 2017; while other countries need more improvements.

Figure 71. Government Effectiveness, 2017

Source: The World Bank (2019b), analyzed by authors

The figure on Ease of Doing Business is varied among the AMS. With the fluctuation ranging from 44.75 up to 85.24, respectively.

Figure 72. Ease of Doing Business, 2019
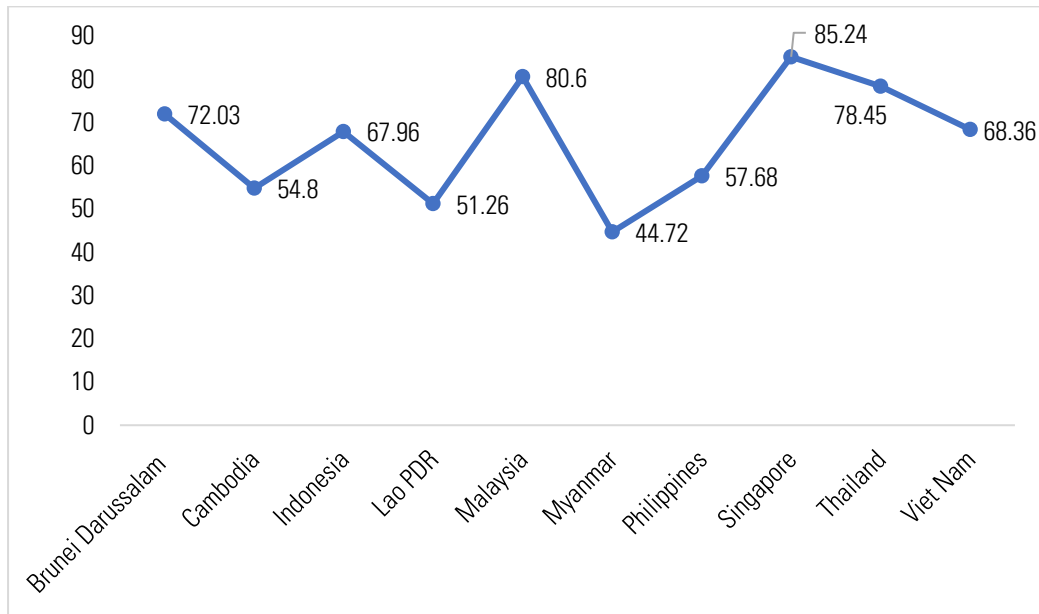
Source: The World Bank (2019), analyzed by authors

The same applies for the Corruption Perception Index. Using the latest available data in 2017, the variation among AMS ranging from 21 up to 84, respectively.

Figure 73. Corruption Perception Index, 2017

Source: Transparency International (2019), analyzed by authors

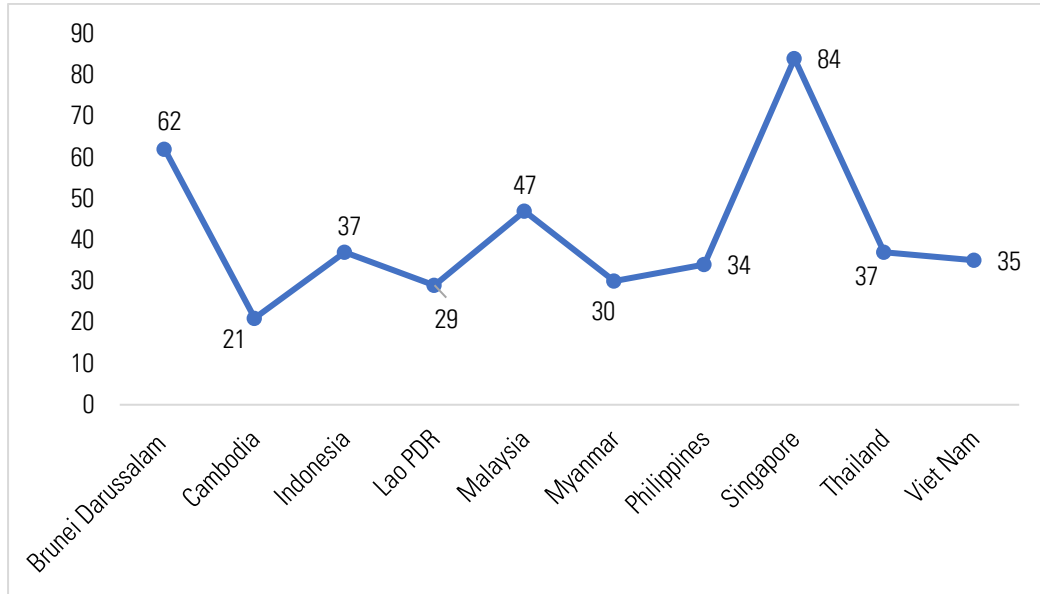Some AMS have been able to work on using Information and Communication Technology (ICT) progressively, that is showing from the ICT Development Index from the latest available data in 2017. Brunei Darussalam, Malaysia and Singapore still posted in the top three of using the ICT standard tool for its governments, operators, and other stakeholders.

Figure 74. ICT Development Index, 2017
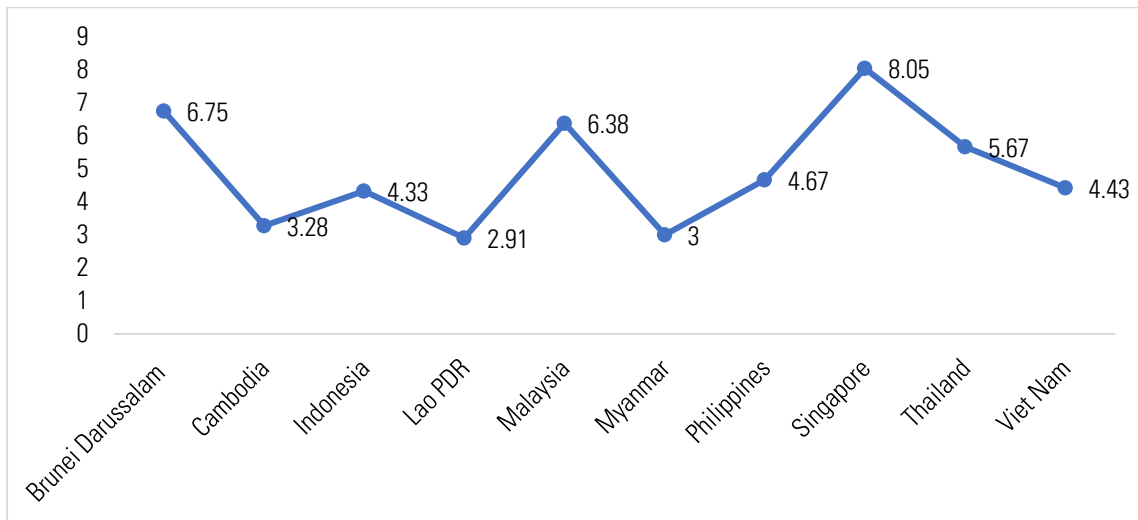
Source: International Telecommunication Union (2017), analyzed by authors

C. LESSONS LEARNED FROM THE ASEAN

The results of the country reports analysis in then AMS show the degree of variation on the public delivery systems. There are several lessons learned that can be drawn from the assessment, such as:

1. In term of government structures, the ten AMS have diversity, that can be separated from the history of the formation of the country, as well as the socio-political dynamics condition. Different colonial histories provide a legacy of different government systems. Some AMS adopted the republic system and several other AMS in the form of kingdoms. Meanwhile, the system of government implemented is in the form of parliamentary or presidential.

2. Institutions that manage public service delivery vary between countries. In some AMS, public service delivery is regulated by several institutions (Indonesia, Malaysia, Singapore, the Philippines), while in some AMS, the public service delivery system is regulated by a ministry (in the case of Cambodia and Lao PDR).

3. Each AMS has different priority and allocation in term of government spending on the public service delivery. However, the two leading sectors are education and health that have the biggest slice of the government spending.

4. In terms of the policy process, each AMS has several similarities and differences. For example, in determining service standards, almost all have in common the importance of service standards regulated by the Central Government. The responsible ministry (such as in Cambodia, Indonesia, Lao PDR, and Viet Nam) develops the policy guidelines that have been implemented by the line ministries, as well as in the regional level.

5. The participation and involvement of other sectors and non-governmental agencies in developing the regulation making process are still limited in the overall ASEAN region that is reflected by the individual country experiences. In addition, the practice of engagement has not been implemented significantly for all sectors and all levels of government. In some AMS, the role of the regional government is only the implementing policy made by the ministry. While in other AMS, local governments have extensive autonomy in the policy making process.

6. The relations between the central government and local governments vary between countries. There are those who apply a very centralistic system and a very decentralized tone. Even if there is a decentralized system, the degree of regional autonomy varies. There are those who apply devolution with extensive autonomy for the regions, and there is a deconcentration system that only places central government apparatus to be employed in the regions.

7. The application of monitoring and evaluation is carried out by each country at different levels. The implementation of monitoring and evaluation is generally only carried out on projects carried out together with the assistance of foreign parties.

8. In relation to the complaint handling mechanism, there are variations in institutions and the effectiveness of their implementation between countries. In some countries, complaint handling mechanisms are provided through several institutions such as customer service, complaint units, and ombudsmen, while in some other countries, the number of institutions managing complaints is very limited.

9. The effectiveness of complaint handling mechanism varies greatly. In general, citizens are still reluctant to submit their complaints to the government. In addition

to the taboo factor in the community, the government itself does not provide broad public awareness to the public in using the complaint handling mechanism.

10. With the development of social media, the space for complaints is increasing. Facebook, twitter and other platforms are widely used by residents to complain about government services more freely. However, the response from government officials varies with complaints channeled through social media. This is related to the capacity and mindset of public officials who are still low in understanding their role in public services.

11. The development of information technology has become an important part in the development of public service delivery systems in 10 countries. However, the readiness of each country is different because of differences in the quality of the resources they have. Donor countries have helped public sector reform, but this assistance is only in the initial stages.

CHAPTER V
CONCLUSIONS AND RECOMMENDATIONS

In general, it can be said that there are some similarities and differences in the public service delivery system in ASEAN. The variation occurs due to the diverse background on the socio-economic and political conditions of each AMS. While in the similarities arise because of the transfer of experience processes in ASEAN.

The degree of variation on the outputs level based on governance indicators also shows that ASEAN has dynamic variation of achievements. However, the data shows there is consistency in trend in each AMS. AMS that has high HDI, also showing the high degree of the other indexes. The grouping of AMS with high indices are Singapore, Malaysia, Brunei, and Thailand. While the other AMS show the degree of variation in the outputs of governance indicators.

With respect to public service delivery, based on report results, AMS have made progress in improving public service delivery input, process, and performance by among other things, increasing public participation in the public delivery process, enhancing access to basic services through adopting and deploying e-government, decentralization of basic functions from national to sub national governments, increasing the adoption of good governance practices and raising competence of the bureaucracy.

Nonetheless, the adoption of measures to improve public service delivery among AMS, varies by AMS, with more developed nations in generally registering relatively better performance on most indicators used to gauge performance in this report than those that are less developed. This is indeed the main challenge, and is rationale for this project, which is to foster knowledge exchange and sharing which in turn is expected to enhance learning best practices in the realm of public service delivery among AMS. Consequently, AMS disparity in public service delivery across ten AMS will diminish, creating an equitable, inclusive, and sustainable wellbeing form all. Up skilling as reflected in performance on ASEAN still have significant challenges of delivering better public services, achieving greater transparency in government and having more involvement in the public decision-making.

The report results highlight disparity and variation across ten AMS across all the dimensions that were used to gauge public service delivery. Make the region has the unique situation yet challenges to implement the effective public service delivery.

Associated with models of public administration, based on the analysis there is no AMS that has implemented the New Public Service. AMS still engage in the Old Public Administration by emphasizing the role of a hierarchical bureaucracy. Some AMS such as Singapore and Malaysia are still dominantly using the New Public Management and slightly move to the New Public

Service. In addition, AMS also have not been fully implemented the indicators of transparency, participation and accountability in the public service process.

There are several improvements that can be drawn from the lessons learned. For example, as regard of service standard. The public service delivery system should not only have service standards, which serve as guidelines and parameters to measure and evaluate performance, but also ensure that public service delivery process incorporates such service standards to influence the behavior of providers. There is a need to widen and deepen the development, adoption and deployment of e-government in public service delivery to increase efficiency, effectiveness, responsiveness and transparency. Another important aspect is to adopt an easily accessible online employee training and education approaches by collaborating with domestic and foreign institutions of higher learning.

The report recommends policies and reforms for improving governance, particularly in the area of participation and greater involvement of local governments in the region. In addition, the partnership and the use of information and communication technology (ICT) is another way that governments in ASEAN can take to improve the efficiency and effectiveness of public service delivery system.

More specific recommendations can be drawn based on the lesson learned in the individuals' country report as follows.

1. Related to public service institutions, each AMS needs to review its effectiveness. To what extent the institutions currently available are able to carry out their role in regulating various policies and their implementation. AMS with the utilization of one ministry in managing public service delivery, it is necessary to look at the workload in managing many things such as recruitment, promotion, design of public services, monitoring and evaluation, and others. For AMS that use several ministries and institutions, it is necessary to examine how far the coordination between these institutions can work well.

2. Regarding the relationship between the central government and regional governments, it is necessary to see how these relations shall be built. Is it necessary to practice a broad model of autonomy for the region through a devolution system or in a limited way with a deconcentration system. The division of functions between the Central and Regional Governments needs to be reformulated whether the division is absolute or concurrent.

3. The process of formulating public policies and services needs to be carried out transparently and easily accessed by the public. Information that is the right of citizens must be easily accessible.

4. In terms of recruitment and promotion, some countries need to improve the process so that it is more transparent and accountable. Open and competitive selection based on competencies needs to be strengthened.

5. Related to complaint handling mechanism, a complete mechanism needs to be developed as done in many developed countries. In Australia, a gradual complaint

handling mechanism from customer service, head of office, authority review officer, ombudsman, administrative tribunal.

6. Each institution that is responsible for handling complaints above, needs to develop a system that manages complaints, responds to complaints to citizens, channel complaints to institutions that are responsible, and solve problems that are complained of. With many people using social media such as Facebook, Twitter or others, it needs to be used to use it as a means of channeling complaints by citizens.

7. No wrong door policy is needed which can be an answer to bureaucratic fragmentation. The practical experience in Malaysia related to this policy has made it easier for citizens to obtain services. In this case, there are officials who are obliged to bridge citizens with the required service units.

8. The need for public involvement in policy formulation and derivative detailed rules. The practice of citizens' charter arrangement in the preparation of service procedures for birth certificates in Indonesia involves citizens, NGOs, media, bureaucrats. They together formulate the rights and obligations of service providers and citizens, the consequences when each does not follow the existing rules, procedures for obtaining services, service fees, and others.

9. Need to implement ICT in various monitoring and evaluation and performance management of various program activities in the bureaucracy. In measuring a person's performance, clear indicators are needed so that they can distinguish for the improvement of the efficiency.

10. The consequence of performance management is the implementation of incentives for those who work hard and disincentives for those with low performance.

REFERENCES

Alshehri, M. and Drew, S. (2010). Implementation of e-Government: Advantages and Challenges. *IASK E-ALT2010 CONFERENCE PROCEEDINGS*, 79-86

ASEAN Secretariat. (2018). *ASEAN Key Figures 2018.* Jakarta: ASEAN Secretariat

Asia Foundation. (2009). *Summary Report: The mechanism to settle administrative complaints in Viet Nam*.

Asian Development Bank. (2017). *Key Indicators for Asia and the Pacific 2017*. Mandaluyong City: Asian Development Bank. Retrieved from https://www.adb.org/publications/key-indicators-asia-and-pacific-2017

Bandial, A., Hamit, R., & Wasil, W. (2019). *Gov't proposes $5.86 billion budget, focus on stimulating biz, improving public infrastructure - The Scoop*. Retrieved June 15, 2019, from https://thescoop.co/2019/03/10/govt-proposes-5-86-budget-focus-on-stimulating-biz-improving-public-infrastructure/

Benedikter, Simon. (2016). Bureaucratisation and the state revisited: critical reflections on administrative reforms in post-renovation Viet Nam. *The International Journal of Asia Pacific Studies*, 12(1), 1–40.

Blaustein, A. P., and Lanz, G. H. F., (1992). *Constitutions of the Countries of the World (New York*: Oceana Publications Inc., 1992), Supplemental Volume.

Boyne, G. A. (2003). Sources of Public Service Improvement: A Critical Review and Research Agenda. *Journal of Public Administration Research and Theory*: J-PART, 13(3): 367-394

Boyne, G. A., P. Day, and R. Walker. (2002). The evaluation of public service inspection: A theoretical framework. *Urban Studies* 39:1197-1212

BusinessWorld. (May 30, 2019). *Back to square one for Public Service Act amendment*. Retrieved June 20th, 2019 from BusinessWorld: https://www.bworldonline.com/back-to-square-one-for-public-service-act-amendment/

BusinessWorld. (May 30, 2019). *Back to square one for Public Service Act amendment*. Retrieved June 20th, 2019 from BusinessWorld: https://www.bworldonline.com/back-to-square-one-for-public-service-act-amendment/

Can, Ngo., Thanh. (2013). Public administration reform in Viet Nam: Current situations and solutions. *Journal of Business Administration*. 3(5): 110-116. Available online http://www.scholarly-journals.com/SJBA

Chow, M. D. (2018). *Two-thirds of civil servants earn less than RM5,000* | Free Malaysia Today. Retrieved June 26, 2019, from https://www.freemalaysiatoday.com/category/nation/2018/10/22/two-thirds-of-civil-servants-earn-less-than-rm5000/

CIA. Burma, *The World Factbook*. https://www.cia.gov/library/publications/resources/the-world-factbook/geos/bm.html

Civil Service Commission. (2018). *ARTA: A Decade of Improving Public Service Delivery.* In print

Civil Service Statutory Board. https://data.gov.sg/dataset/public-service-staff-strength-civil-service-statutory-board?resource_id=d2c87566-0672-4721-90c2-ef8db8d5649d

Croissant, A., & Lorenz, P. (2018). Brunei Darussalam: Malay Islamic Monarchy and Rentier State. In *Comparative Politics of Southeast Asia* (pp. 15–33). Cham: Springer International Publishing. http://doi.org/10.1007/978-3-319-68182-5_2

Croissant, A., & Lorenz, P. (2018). Malaysia: Competitive Authoritarianism in a Plural Society. In *Comparative Politics of Southeast Asia* (pp. 141–176). Cham: Springer International Publishing. http://doi.org/10.1007/978-3-319-68182-5_6

Croissant, A., & Lorenz, P. (2018a). Lao PDR: The Transformation of Periphery Socialism. In *Comparative Politics of Southeast Asia* (pp. 113–139). Cham: Springer International Publishing. http://doi.org/10.1007/978-3-319-68182-5_5

Croissant, A., & Lorenz, P. (Lecturer). (2018). Comparative politics of Southeast Asia: an introduction to governments and political regimes. Cham: Springer International Publishing. http://doi.org/10.1007/978-3-319-68182-5_5

Curristine, T., Zsuzsana, L. & Isabele, J. (2007). Improving Public Sector Efficiency: Challenges and Opportunities, *OECD Journal on Budgeting*, Volume 7 Issue 1 DOI: https://dx.doi.org/10.1787/budget-v7-art6-en

EIU. (December 2017). Myanmar: Summary. http://country.eiu.com/article.aspx?articleid=1276185711&Country=Myanmar&topic=Summary&subtopic=Political+structure

Embassy of The Socialist Republic of Viet Nam in the United State of America. (n.a.). *Government Structure*. Retrieved June 11th, 2019 from http://VietNamembassy-usa.org/Viet Nam/politics/government-structure

Federal Government. (2018). Federal Government Expenditure. Federal Government. Kuala Lumpur.

Guzman, Luchi de., (Aug 24, 2018). *The struggle for the 2019 national budget*. Retrieved June 20th, 2019 from CNN Philippines: https://cnnphilippines.com/business/2018/08/24/2019-national-budget-explainer-cash-obligations-dbm-house.html

Guzman, Luchi de., (Aug 24, 2018). *The struggle for the 2019 national budget*. Retrieved June 20th, 2019 from CNN Philippines: https://cnnphilippines.com/business/2018/08/24/2019-national-budget-explainer-cash-obligations-dbm-house.html

Hilke, J. (1993). *Competition in government-Financed services*. New York: Quorum Books.

Holliday, 1. (2002). Building e-government in East and Southeast Asia: Regional rhetoric and national (in)action. *Public Administration and Development*, 22(4):323-335

Hook, D., Than, T. M., & Ninh, K. N. B. (2015). *Conceptualizing Public Sector Reform in Myanmar*. Washington.

Horscroft , V.(2014). Public Sectors in the Pacific Islands: Are They 'Too Big' and Do They 'Crowd Out' the Private Sector? *Policy Research Working Paper 7102*, World Bank, Washington, DC.

https://www.asiafoundation.org/resources/pdfs/VNAdminComplaintSettleReportEnglish.pdf

https://www.undp.org/content/dam/VietNam/docs/Publications/25525_3_CivilServiceReform.pdf

International Telecommunication Union. (2017). Measuring the information society Report 2017 Volume 2. ICT country profiles. International Communication Union (Vol. 1). Geneva. Retrieved from https://www.itu.int/en/ITU-D/Statistics/Documents/publications/misr2017/MISR2017_Volume1.pdf

Jandl, Thomas. (2013), *Viet Nam in the Global Economy – The Dynamics of Integration, Decentralization and Contested Politics. Plymouth*: Lexington Books

JICA. (2017). *Data Collection Survey on Civil Service System in Myanmar*. Final Report. Japan International Cooperation Agency and the Republic of the Union of Myanmar Union Civil Service Board

Karim, M. R. B. A. (1997). Reengineering the Malaysian Public Service and the Use of Information Techonology in Promoting Efficiency and Quality. *Asian Review of Public Administration*, VIX(January-June), 57–69. Retrieved from http://unpan1.un.org/intradoc/groups/public/documents/EROPA/UNPAN001414.pdf

Kementerian Keuangan RI. (2018). *APBN 2018.* Retrieved June 20th, 2019 from Ministry of Finance Republic of Indonesia: https://www.kemenkeu.go.id/apbn2018

Khammoune, V., 2019. "*Public Administration Reform in Lao PDR: Policy Review", in Public Administration Reform and National Development in Indonesia, Korea and Southeast Asia*, International Reform Symposium & Regional Workshop Proceeding, Denpasar, March 14-15.

Khlok, Dara, 2014. *Administrative Complaint Mechanisms in Cambodia, the Current Situation and its Challenges, Cambodian Administrative Law*.

Kong, P. (2012). Overview of the Cambodian legal and judicial system. In H. Peng, K. Phallack, & J. Menzel (Eds.), *Introduction to Cambodian law* (pp. 5–23). Phnom Penh: Konrad Adenauer Foundation.

Lathrop, D. and Ruma, L. (2010). O*pen Government, Collaboration, Transparency and Participation in Practice,* O'Reilly Media https://github.com/oreillymedia/ open government

Le Grand, J., and Bartlett, W. (1993). *Quasi-markets and social policy*. London: MacMillan

Lyna, Neang, *Public Service Improvement, Public Service Standard, Cambodian Experience*, presented in the First Regional Workshop for Developing ASEAN Guideline for Public Service Delivery, Empress Angkor Hotel, Siem Reap, April 9-11, 2018, Ministry of Civil Service.

Malesky, Edmund & London, Jonathan. (2014). The Political Economy of Development in China and Viet Nam. Annual Review of Political Science. 17. 395-419. 10.1146/annurev-polisci-041811-150032

Ministry of Finance of the Socialist Republic of Viet Nam. (2019). *Estimation State Budget 2018*. Retrieved June 11th, 2019 from https://www.mof.gov.vn/webcenter/portal/mof/r/lvtc/nsnn/exstaticis?_afrLoop=36450780940955164#!%40%40%3F_afrLoop%3D36450780940955164%26centerWidth%3D670px%26leftWidth%3D286px%26rightWidth%3D0%26showFooter%3Dfalse%26showHeader%3Dfalse%26_adf.ctrl-state%3Dxyqy41xfi_68

Ministry of Finance website: https://data.gov.sg/dataset/public-service-staff-strength-civil-service-statutory-board?resource_id=d2c87566-0672-4721-90c2-ef8db8d5649d

Ong. (2018). Systems in place to allow public servants to speak up: Minister. Speech by Minister of Higher Education and Skills on 2 Mar 2018. Straits Times, Singapore. https://www.straitstimes.com/politics/systems-in-place-to-allow-public-servants-to-speak-up-ministers

OECD (2018), *Economic Outlook for Southeast Asia, China and India 2018: Fostering Growth through Digitalisation*, OECD Publishing, Paris. Retrieved April 20th, 2019 from http://dx.doi.org/10.1787/9789264286184-en

OECD. (2018). *Economic Outlook for Southeast Asia, China and India 2018: Towards Smart Urban Transportation,* OECD Publishing, Paris.

Office of the Ombudsman. (n.a.), *Filling of New Complaint*. Retrieved April 20, 2019 from https://www.ombudsman.gov.ph/key-services/filing-of-complaint/

Open Data Philippines (ODPH). (n.a.). About Open Data Philippines. Retrieved June 20th, 2019 from Open Data Philippines: https://data.gov.ph/about

Open Government Partnership (OGP). (2017). *Open Government for Improving Public Services in Asia*. Retrieved April 20th, 2019 from https://www.opengovpartnership.org/stories/open-government-improving-public-services-asia

Othman, A. (2018). *B$5.3B budget proposed | Borneo Bulletin Online*. Retrieved June 12, 2019, from https://borneobulletin.com.bn/b5-3b-budget-proposed/

Peng, H. (2012). In K. Phallack & J. Menzel (Eds.), *Introduction to Cambodian law*. Phnom Penh: Konrad Adenauer Foundation.

Pham Van Bach and Vu Dinh Hoe, (1984) "The Three Successive Constitutions of Viet Nam". *International Review of Contemporary* Law 105.

Philippine Information Agency (PIA). (n.a.). *Three Branches of Government*. Retrieved June 20th, 2019 from Philippine Information Agency (PIA): https://pia.gov.ph/branches-of-govt

Philippine Information Agency (PIA). (n.a.). *Three Branches of Government*. Retrieved June 20th, 2019 from Philippine Information Agency (PIA): https://pia.gov.ph/branches-of-govt

Poon, Y. (2009). *The United Nations Development Programme Viet Nam Public Administration Reform and Anti-Corruption, A Series of Policy Discussion Papers the Reform of the Civil Service System as Viet Nam moves into the Middle-Income Country Category*. Retrieved from www.undp.org.vn

Pramsinto, A. et al. (2012). *Penerapan Standar Pelayanan Minimum: Kerancuan Konsep dan Kendala Implementasinya*. Policy Paper, Badan Penelitian dan Pengembangan Kementerian Dalam Negeri Bersama dengan Magister Administrasi Publik (MAP),Universitas Gadjah Mada

PriceWaterHouseCoopers.(2007). *The road ahead for Public service delivery*:Delivering on the customer promise. Public Sector Research Centre

Ramli, R. M. (2017). E-government implementation challenges in malaysia and south korea: A comparative study. *EJISDC*, 80, 1–26. Retrieved from www.ejisdc.org

Reza, K. M. and Nojedeh, S. H. (2016). Investigating the Effectiveness of E-government Establishment in Government Organizations. *Procedia - Social and Behavioral Sciences* 230 (2016) 136 – 141

Sagarik, D., Chansukree, P., Cho, W., and Berman, E. (2018). E-Government 4.0 in Thailand: The Role of Central Agencies. *Information Polity* 23, pp.343-353. DOI 10.3233/IP-180006

Salikha, A. (2018). E-Government Development Index 2018: Top 10 Countries & The Southeast Asian List. https://seasia.co/2018/09/22/e-government-development-index-2018-top-10-countries-the-southeast-asian-list

Sidek, Y. H., & Martins, J. T. (2017). Perceived critical success factors of electronic health record system implementation in a dental clinic context: An organisational management perspective. *International Journal of Medical Informatics*, 107(August), 88–100. http://doi.org/10.1016/j.ijmedinf.2017.08.007

The Viet Nam Governance and Public Administration Performance Index (PAPI*): A Tool to Measure SDG 16 Progress*. Retrieved April 20, 2019 from https://www.sdg16hub.org/node/169

The World Bank. (2019a). *Doing Business 2019. World Bank. Washington DC*. Retrieved from http://www.doingbusiness.org/en/reports/global-reports/doing-business-2019

The World Bank. (2019b). *Worldwide Governance Indicators*. Retrieved July 7, 2019, from
https://info.worldbank.org/governance/wgi/#home

Transparency International. (2019). *Corruption Perceptions Index*. Retrieved July 7, 2019, from
https://www.transparency.org/research/cpi/overview

UCSB. (2017). *Civil service board reform Strategic Action Plan for Myanmar 2017-2020*.
www.mm.undp.org%2Fcontent%2Fdam%2Fmyanmar%2Fdocs%2FPublications%2FDem
oGov%2FUNDP_MM_Myanmar%2520_Civil_Service_Reform_Strategic_Action_Plan.pd
f&usg=AOvVaw3LJiV1J8Nfok-ncDvL9Tyd

Udehn, L. (1996). *The limits of public choice*. London

UN. E-government Survey, 2018. https://publicadministration.un.org/egovkb/en-us   /
Reports/UN-E-Government-Survey-2018

UNDP. (2009). The reform of the civil service system as Viet Nam moves into middle-income
country category.

UNDP. *Human Development Index*, several editions

United Nations Office on Drugs and Crime (UNODC). (2013). *Country Review Report of the
Philippines*. Switzerland: UNODC Publishing

United Nations, (2004). *THE SOCIALIST REPUBLIC OF VIET NAM: Public Administration Country
Profile*. Retrieved June 12th, 2019 from: unpan1.un.org/intradoc/groups/   public/
documents/un/unpan023247.pdf

United Nations. (2018). UN E-Government Survey 2018. https://publicadministration. un.org/
egovkb/en-us/Reports/UN-E-Government-Survey-2018

Vishanth, W., Ramzi, E., Sabol, T., Ghoneim, A. and Dzupk, P. (2012). E-government
implementation strategies in developed and transition economies: A comparative study.
International Journal of Information Management, 32:66-74

Vo Tri, T., & Van Nguyen, C. (2016). The Development of Regulatory Management Systems in
East Asia: Country Studies. ERIA. Retrieved from http://www.eria.org/RPR_
FY2015_No.4_Chapter_8.pdf

Warf, B. (2014). Asian geographies of e-government. *Eurasian Geography and Economics,*
55:1, 94-110, DOI:10.1080/15387216.2014.94137

Washida, H. (2018). *Distributive politics in Malaysia: maintaining authoritarian party
dominance*. Routledge. Retrieved from https://www.routledge.com/Distributive-Politics
-in-Malaysia-Maintaining-Authoritarian-Party-Dominance/Washida/p/book/978113863
4510

Wescott, C.G. (2001). *E-Government in the Asia-Pacific Region*. ADB

World Bank Group. (2018). *Citizen Service Centers; One-Stop Shops in Viet Nam, Changing the Face of Public Administration for Citizens and Businesses through a Single Door to Multiple Services.* Retrieved April 20, 2019 from http://documents.worldbank.org/curated/en/509861498753741062/pdf/117081-BRI-P157228-PUBLIC-03-Viet_Nam-OSS-Final.pdf

World Bank. (1999). *Senior Public Service: High Performing Managers of Government*. The World Bank. www1.worldbank.org/publicsector/civilservice/.../SPS%20note%201216.Pdf.

World Bank. (2004). *World Development Report 2004: Making Services Work for Poor People*, Washington D.C.: World Bank

World Bank. (2018). The World Bank in Myanmar.
https://www.worldbank.org/en/country/myanmar/overview

World Bank. (2018). The World Bank in the Philippines.
https://www.worldbank.org/en/country/philippines/overview

World Bank. (2018). Worldwide Governance Indicators.
https://info.worldbank.org/governance/wgi/#home

World Bank. (2018). Worldwide Governance Indicators.
https://info.worldbank.org/governance/wgi/#home

World Bank. (2018). Worldwide Governance Indicators.
https://info.worldbank.org/governance/wgi/#home

World Bank. (2018). Worldwide Governance Indicators.
https://info.worldbank.org/governance/wgi/#home

World Bank. (2019). The World Bank In Singapore.
https://www.worldbank.org/en/country/singapore/overview

Yap. T. (2008). *Performance Management in Singapore's Public Service. Asia-Pacific Economic Cooperation*. 2008/EC/WKSP/011, Session 3. Workshop on Government Performance and Results Management, Taipei, Chinese Taipei 26-28 March 2008

Yeoh, T. (2017). Performance Management Reforms in Malaysia. In *Public Administration in Southeast Asia* (pp. 193–209). Routledge. http://doi.org/10.4324/9781315089287-10