Compendium of Best Practices and Innovations in Public Administration

Success Stories from the Winners and Finalists of the 2008 United Nations Public Service Awards

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Introduction: the 2008 United Nations Public Service Awards

The United Nations Public Service Awards Programme (UNPSA) is the most prestigious international recognition of excellence in public service. It was launched as a result of the deliberations of the 15th session of the Group of Experts on the United Nations Programme in Public Administration and Finance. During that session, the Expert Group recommended that UNDESA - through its Division for Public Economics and Public Administration (now Division for Public Administration and Development Management) organize an annual event to recognize and encourage excellence in public administration. In 2002, the General Assembly designated 23 June of each year as United Nations Public Service Day (A/RES/57/277).

The UNPSA Programme rewards the creative achievements and the contributions of public service institutions to a more effective and responsive public administration in countries worldwide. Through an annual competition, the UN Public Service Awards promotes the role, professionalism and visibility of public service. It recognizes institutional efforts to design, provide, and expand services to citizen in a cost effective manner while promoting people's participation in the design of services and the definition of their needs for poverty alleviation and as a step forward to achieving the Millennium Development Goals. Equally important, it serves to enhance the visibility and motivation of public servants around the world.

This publication provides an overview of the UNPSA initiatives recognized as winners and finalists in 2008. Its purpose is to disseminate, through descriptive case studies, information about innovative practices by looking at the problem that led to an innovation; the solution that was designed and implemented to respond to the specific challenge; the actors and steps involved in the innovation process, and lessons learned. The cases are based on the information provided by the winners and finalists themselves through the UNPSA application process. Learning more about how public institutions from around the world have solved difficult governance challenges can be a powerful inspirational tool for those engaged in improving public sector performance as it can provide information about innovative ideas and implementation strategies.

In 2008, the selection process for the Awards brought 183 nominations from 39 countries. A total of twelve winners and eight finalists were awarded with the most prestigious recognition of excellence in the public service on 23 June 2008, during the United Nations Public Service Day. The 2008 winners are public organizations from: Australia, Brazil, India, Jordan, Rwanda, Saudi Arabia, Singapore, South Africa, Spain, Sweden, Tunisia and the United States of America. The finalists are public organizations from: Botswana, Germany, India, Republic of Korea, Thailand, and the Commonwealth of Puerto Rico.

In 2008, the UN Public Service Awards were given in three different categories:

Category 1:   Improving transparency, accountability and responsiveness in the public
                     service
Category 2:   Improving the delivery of services, and
Category 3:   Fostering participation in policy-making decisions through
                     innovative mechanisms

Nominations for the awards were received from:
- Governments
- Government departments/agencies
- Universities/national schools/institutes of public administration
- Private-Public partnerships
- Professional associations

(1) Award for Improving Transparency, Accountability, and Responsiveness in the Public Service:

To qualify for an award in this category, a nominee had to demonstrate the capacity to promote:

- ➢ Equity
- ➢ Transparency and accountability
- ➢ Professionalism

In addition to these criteria, the initiative had to:

- ➢ Represent a "radical departure" in design
- ➢ Introduce a substantially new concept
- ➢ Produce qualitative and/or quantitative improvements

(2) Award for Improving the Delivery of Services:

The attributes that were likely to enhance the chances of nominees under this category included those indicating evidence that the nominees consistently took measures to:

- ➢ Provide high quality service delivery
- ➢ Achieve effectiveness
- ➢ Achieve efficiency

As in the first category, the initiative had to:

- ➢ Represent a "radical departure" in design
- ➢ Introduce a substantially new concept
- ➢ Produce qualitative and/or quantitative improvements

(3) Award for fostering participation in policy-making decisions through innovative mechanisms

Awards under this category targeted measures that enhance participation in policy-making by introducing new participatory mechanisms. Criteria used demonstrated that the innovation implemented by the institution:

- ➢ Promoted government responsiveness
- ➢ Enhanced participation through new institutional mechanisms
- ➢ Fostered e-Participation (i.e., promoted interaction between public officials and the public)

2008 UNPSA Winners and Finalists

Category 1
Improving Transparency, Accountability, and
Responsiveness in the Public Service

AFRICA   **Winner**

Rwanda   *"Ubudehe",* Common Development Fund

ASIA AND THE PACIFIC   **Winner**

Singapore   *Home Ownership Programme*, Housing and Development Board

ASIA AND THE PACIFIC   **Finalist**

India   *District Lokvani Society Sitapur,* Sitapur District of Uttar Pradesh
(UP)

EUROPE AND NORTH AMERICA   **Winner**

United States   *Juvenile Delinquency Domestic Violence and Family Violence   Court*, State of
California Superior Court for the County of Santa Clara, San Jose, California

LATIN AMERICA   **Winner**

Brazil   *Projeto Oficina-Escola de Artes e Ofícios de Santana de Parnaíba*, Prefeitura
Municipal de Santana de Parnaíba, Santana de Parnaíba, Sao Paulo

Category 2
Improving the delivery of services

AFRICA   **Winner**

South Africa   Transnet-Phelophepa Health Care Train, Johannesburg,
Transnet Foundation

AFRICA   **Finalist**

Botswana   Princess Marina Referral Hospital

ASIA AND THE PACIFIC   **Winner**

Australia   *JobAccess*, Department of Education, Employment and
Workplace Relations

ASIA AND THE PACIFIC   **Finalist**

Thailand   *Yasothon Hospital*

EUROPE AND NORTH AMERICA   Winner

Sweden   *Library 2007*, Umeå Region

EUROPE AND NORTH AMERICA   Finalist

Commonwealth   "*La llave para tu negocio*", Banco de Desarrollo Económico para Puerto
                        Rico

of Puerto Rico

WESTERN ASIA   Winner

Saudi Arabia   *SADAD Payment System*, Saudi Arabian Monetary Agency,
                         Riyadh

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Category 3
Fostering participation in policy-making decisions
through innovative mechanisms

</div>

AFRICA   Winner

Tunisia   *Orientation universitaire en ligne*, Direction générale des affaires
                 estudiantines, Tunis

ASIA AND THE PACIFIC   Winner

India   *Programme of Communitization of Public Institutions and Services*, Government
                 of Nagaland, India

ASIA AND THE PACIFIC   Finalist

ROK   Information System Planning Bureau, Seoul Metropolitan Government

EUROPE AND NORTH AMERICA   Winner

Spain   "Participation in Policy-making Decisions", General Directorate for
                 Citizen Participation, Government of Catalonia

EUROPE AND NORTH AMERICA   Finalist

Germany   *Stadt Köln*

WESTERN ASIA   Winner

Jordan   *Family Planning,* the Higher Population Council, Amman

Chapter One

Innovative Initiatives in Improving Transparency, Accountability, and Responsiveness in the Public Service

AFRICA   **Winner**

Rwanda   *"Ubudehe",* **Common Development Fund**

Putting people at the centre of decision-making about poverty alleviation through the Ubudehe initiative ("Voices of the Poor with Hope") in Rwanda

Summary:
'Ubudehe' is a socio-economic programme that empowers citizens at the community level in Rwanda to plan, use public resources, and implement poverty reduction projects like constructing houses and roads.

The problem:
The 1994 genocide had shattered Rwanda to its core. The new government inherited a country characterized by a high number of dislocated and traumatized citizens who had lost trust in each other. The infrastructure, basic services and property had been destroyed. Whole families and communities divided. Livestock killed and crops went to waste. Hospitals and schools ransacked or destroyed. Communal health centers ruined. Stock of health supplies and basic drugs had been looted. Water supply lines were non-operational. Qualified staff had been killed or fled the country including most teachers. An estimated 250,000 women widowed, at least 100,000 children orphaned, lost, abducted or abandoned and an estimated 300,000 children killed. Over 500,000 women were victims of rape and violence. Over 3 million people had fled Rwanda and over 1 million people were killed in the genocide. Poverty levels were at their highest. A public Administration destroyed and faced with the challenge of rebuilding a nation comprising of victims, survivors, returnees and perpetrators of genocide. Citizens apathetic and fearful of the State given their experience of the abusive powers the State had exercised in perpetuating genocide. This was the background to the Ubudehe initiative and indeed the whole country. Given such a context the Ubudehe initiative sought to address key challenges:

1. How could citizen apathy towards government and towards their own problems be reduced? How could citizens take charge of their own lives and participate in the definition of their own problems working hand in hand with others to solve these problems? How could citizenship be increased and local governance democratized even further? How do you introduce real participation that strengthens each citizen's power to act and therefore build active Rwandan citizens?

2. How could citizen trust amongst each other be increased to start the difficult process of healing and working together and building greater social capital and inclusion amongst different social groups? How could the preferences and needs of specific excluded groups be highlighted and acted upon by an active citizenry?

3. How could national policy making be influenced and informed by better, rigorous information and statistics generated by citizens themselves, so as to improve resource allocation and the accountability of government and donors in meeting the millennium development goals in Rwanda? It is these 3 core challenges that the Ubudehe initiative sought to address.

The Solution:
The Ubudehe initiative emerged thanks to the vision and active engagement of several key actors. During its inception, core drivers included innovators from the Rwandan Government, in particular Mr. Protais Musoni, the then Secretary General at the Ministry of Local Government (and currently the Minister of Local Government in the Government of Rwanda, the main driving force behind Ubudehe), Mr. Vincent Karega, then Director at the Strategic Planning Unit, Ministry of Finance, the social development advisor to DFID Rwanda, and the head of the EU delegation to Rwanda. Mr. Sam Joseph, coach and consultant from India, also played an important role in conceptualizing Ubudehe.

The initial ideas, theories, and vision to create a process that increases citizen's ability to self-govern and become proactive citizens in shaping the design of their poverty reduction strategies emerged during the period 1999-2001. At the same time, the Poverty Reduction Strategy Program (PRSP) process requirement for a Participatory Poverty Assessment (PPA) was also in place.
The idea of Ubudehe was conceived as an opportunity to demonstrate the power of citizen participation in its truest form. In order to accomplish this goal, the Ministry of Local Government, together with other government entities and relevant stakeholders decided to rely on and expand a form of traditional mutual assistance, called Ubudehe, which operated at the lowest administrative unit, the Cell or village. The revamped institution was to bring together all members of the community to assess their socio-economic conditions, define their priorities and decide on what to do in order to improve their well being. For example, they could decide, based on a limited budget, whether they preferred to build a school or a health care center in their village. "When we were looking for a development approach to fight poverty and enhance people's livelihoods from the grass roots, Ubudehe came into the picture. The fact is that it emanates from our culture and is people-centred, so we prioritised it and it has paid off ,"said Eugene Barikana, the Secretary General of the Ministry of Local Government (MINALOC). "The uniqueness of this programme that saw it outclass competitors from other countries was its nature of being people-centred, right from the grassroots, where people are empowered to play an active role in solving their socio-economic problems," he added (AllAfrica.com). In brief, the initiative enabled village residents to increase their own problem-solving capabilities.

Ubudehe was formally established in 2001 by the Government of Rwanda through the Ministries of Finance and Economic Planning and the current Ministry of Local Government, Good Governance, Community Development and Social Affairs, and it was funded by the European Commission. The ubudehe secretariat is made up of a small team of no more than 5 people nationally, and there are no intermediaries in ensuring resources flows between the central government and cellules. In 2002, the Government of Rwanda set up the Common Development Fund (CDF) to enhance the process of decentralization initiated in 2000, while contributing to the efforts of financial decentralization and decision making capacities. CDF is the government institution through which the Ubudehe programmes are funded. In fact, it is a Government owned fund set up to support the implementation of decentralization policy, a policy which the Government of Rwanda considers as the main strategy to achieve good governance and sustainable economic development and as a weapon of higher caliber to fight poverty. In order to ensure an effective implementation of this policy, availing resources to grassroots administrative entities was thought of as indispensable. Therefore, the CDF was established and assigned the mission to empower those administrative entities by financing development projects, with at least 10% of the annual national revenues allocated to the Fund and contributions from donors. In particular, the European Union committed 1 million euros for this pilot which went directly to the 681 pilot villages between 2002 and early 2003. These projects had to be approved by the CDF's Board of Directors while referring to CDF's priorities and distribution criteria. For the first time resources were disbursed directly from a donor to the Central Bank of a government to citizens in

the villages with no intermediary in between. So far a total of € 25 million has been contributed for fighting rural poverty and improving local governance in Rwanda.

An agreement was therefore reached to run a pilot process on condition that citizens would be in charge and in control of generating their own poverty information, and would be given the opportunity to act collectively in solving common problems. A pilot process therefore begun in Butare, the South Province, to demonstrate the possibilities and abilities of citizens to exercise their own power to analyze their poverty reduction needs and their ability to act together to solve specific problems.

In order to implement this initiative, the following steps had to be undertaken:

- Training of Trainers
- Training of facilitators at the village level
- Facilitation at the village level (Village residents come together to discuss poverty issues)

Members of the Ministry of Local Government in charge of implementing the Ubudehe initiative asked cell (village) residents in Butare to select two people as facilitators for each village. 12 Master Trainers attached to the Ministry of Local Government trained the selected village facilitators. Between February and June 2001, 1823 facilitators were trained to embark on the pilot process. The facilitators were assigned the task of helping local people to come together in a purposeful way and to engage in solving a single problem of their choosing. Citizens were encouraged to rely on their own ideas instead of always depending on government's support to find solutions to their problems. If necessary, however, residents at the village level could consult Government, NGOs, and Donors for technical and financial advice.

During the meetings at the local level, the facilitator together with the other citizens of the village had to engage in the following activities:

- Define Social categories and their characteristics
- Draw a Social Map of the village on the ground
- Reproduce the hand-drawn map of the village on a cloth with all the social categories
- Indicate the number of people for every category
- Define other categories according to their status, to what they do and own
- Prioritize local problems
- Define a concrete action to be taken to solve one problem of their own choosing
- One poor household is selected in every village so that it may be helped with some resources to pursue livelihood strategies
- Any other information that village residents need to provide is elaborated on a visual tool

During 2002, citizens in 681 Villages / Cellules in Butare completed detailed social maps (in large cloths making visual validation possible – from individual household names, social categories, infrastructure and service provision and other characteristics) analyzing their poverty characteristics.

Citizens get together to discuss their socio-economic needs and priorities by drawing social maps
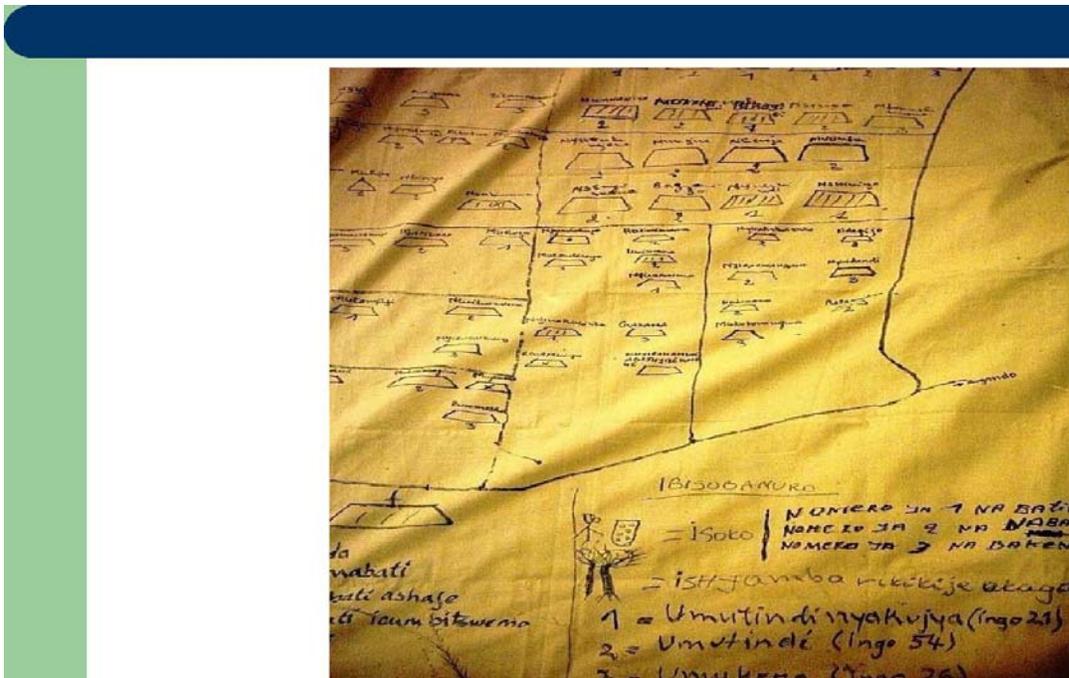
Villages' social map

Once the people have assessed together their problems, they meet in a village council meeting where they map out solutions for their problems. After coming to a common understanding, they work out a project that best suits their needs, and financial support is granted to them through the Ubudehe Unit at the Common Development Fund. A bank account has been created for every ubudehe initiative and this in turn has created a network of resources flows, which can be the backbone of a microfinance system.

how ubudehe funds flow: from central bank to village cellules

resources being transferred directly to 14,876 villages
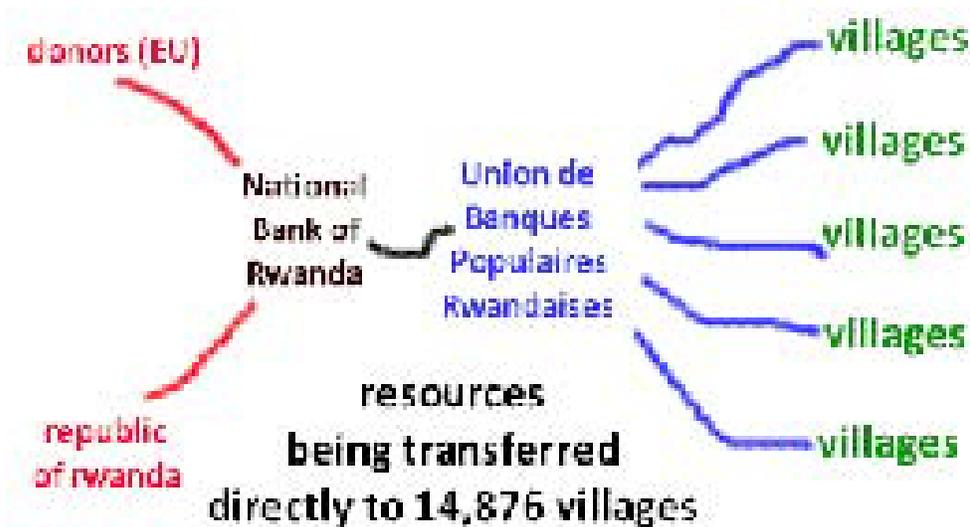
With the disbursed funds across all the 681 pilot villages, citizens acted collectively with technical support from relevant stakeholders to solve problems they had prioritized during social mapping, making this the first time that Participatory Poverty Assessment has led to concrete actions by citizens.

Ubudehe is embedded at the grass root levels, and implemented at the village levels precisely because this is where poverty lies. "One cannot tackle poverty from the top level, one has to solve it from its grass root levels," said Egide Rugamba, the acting Director of the Common Development Fund (AllAfrica.com). So the poor themselves at the cell level as well as those at the household level identify the causes of poverty and their consequences. "We provide Frw 600,000 to each household project for the poorest household in the community and Frw 600,000 to each community project. And since 2005 up to this year, we have financed 15,000 households," explained Jean Baptist Ngerejah. "Community members come up with village-based community projects and we finance them."

Results from the Butare pilot project demonstrated the power of citizen participation and collective action in reducing poverty. By the year 2004, the positive outcome of the pilot phase was enough to convince the Government to make Ubudehe a national policy and the EU to allocate 10 million euros for a nationwide rollout with the aim to reach over 9175 cellules (villages) covering the whole of Rwanda.

In brief, the Ubudehe approach seeks to promote self governance, participatory planning, problem solving, social capital building and entrepreneurship development. It is designed to increase the level of institutional problem-solving capacity at the local level by citizens and local government. It puts into operation the principle of citizen's participation through local collective action. With this initiative, all the households in the village are encouraged to take part in all discussions about their poverty reduction needs and solutions. This poverty analysis informs all poverty reduction efforts and forms a robust and rigorous baseline to assess future performance and social change. The programme has fostered citizens' participation in policymaking while having improved transparency, accountability and responsiveness in the public service. The strategies adopted to make this initiative successful included:

a. Working with citizens selected as facilitators to be based in the communities to facilitate participatory processes. Over 17,500 cascade facilitators were trained by the Master Trainers of the Ministry of Local Government.

b. Transforming the nature of Participatory Poverty Assessments (PPA) to move away from the conventional consultative approaches adopted by most countries preparing PRSP papers, to an approach that truly encouraged participation and ensured 100% nationwide involvement of all citizens in defining poverty profiles using social maps and other visual tools as a foundation. (Facilitated by community facilitators)

c. Providing more accurate statistics about poverty. The rich analysis that emerged from this process has begun to influence the production of national statistics and is beginning to demonstrate that is it possible to get more accurate poverty related data compared to survey based statistical systems. (Used by the Ministry of Local Government and Ministry of Finance)

d. Supporting citizens in each village with a maximum of EUR 1000 to act on problems identified during the PPA process. For the first time, PPA's moved from being extractive information gathering processes to something citizens felt they could act on themselves. Over 10,000 village actions emerged. (Resources provide by EU, process facilitated by community facilitators)(15,000 actions planned for 2007-2008)

e. Developing financial systems to transfer funds from the central Government directly to citizens' accounts at the local level without any intermediaries in between and with low transaction costs.

f. Repeating cycles of collective action at the local village level before scaling up to sectoral and district levels to provide public goods on a larger scale, driven, designed and owned by citizens.

g. Using information generated in social maps to hold various national government departments to account and use social maps as a basis for developing alternative citizen driven national statistical system (Ministry of Local Government).

Several independent audits and studies have consistently demonstrated that Ubudehe has achieved high value for money by ensuring resources go directly to citizens and contributed to increased citizenship and democratization in Rwanda. But most importantly, across all villages in Rwanda ubudehe is known, and citizens have actively engaged in one way or another in problem defining and solving processes. The Ubudehe programme has promoted: self-governance and poverty reduction; services that respond to citizens' needs; the development of a formal economy, and trust, tolerance and community spirit.

While the Ubudehe initiative is still ongoing, it has achieved several milestones. One of them is the fact that Ubudehe has transformed the nature of Participatory Poverty Assessments (PPAs), moving away from traditional approaches to ones where citizens are truly in control. The use of social maps has begun to transform and influence new thinking in Rwanda about how national statistical systems can shift away from survey based methodologies to ones that are controlled by citizens and thereby capture citizens' voice and preferences regularly. By 2007 citizens in all villages had actively participated in generating social maps and defining and stating their preferences and priority problems. The information generated from social maps is now being used to act as performance measures to hold national government and relevant ministries accountable against commitments made.

The second major achievement is the fact that citizens not only captured and stated their preferences and characteristics of poverty, but had the opportunity to come together through collective action to do something about priority problems they had stated. In 2006-2007, across 9000 villages, citizens came together to solve the problems they had highlighted (from restocking livestock lost during genocide, to provision of public goods such as primary health care or water in collaboration with government). In total, 25 million euros will be distributed directly to all the villages from the central bank demonstrating how resource transfers from central government directly to citizen groups can take place fluidly and without much administrative costs. This major experience has begun to influence the design and shape of the Common Development Fund (CDF) to ensure that citizens become active agents in planning, budgeting, use, implementation and monitoring of state and donor resources in the provisioning of public goods. The Ubudehe initiative now boasts several thousand examples of active citizen action demonstrating the power of a proactive citizenry if governments can play a more active enabling role for their citizens. The ability of citizens, emerging from the trauma of genocide, to come together and work together to solve common problems has contributed significantly to national healing and trust building crucial for long lasting peace.

As the initiative is still evolving there are aspects of Ubudehe that may not be replicated currently, but could be replicated in the near future. In particular, the ability to transform a national statistics system to capture nationwide citizens' voice is of huge significance as this provides developing countries with the opportunity to generate much more accurate poverty related data resulting in better conceived policy making, resource allocation and the development of performance measures designed and owned by citizens themselves.

Lessons Learned:
Because Ubudehe is founded on the core principle that citizens must be enabled to exercise the power to act, by its very nature the Ubudehe initiative is sustainable and transferable. Nationally, Ubudehe has grown from a small pilot project in Butare, South Province to achieve national coverage. By 2007, other ministerial departments were being introduced to the power of social maps in determining performance measures by which government departments and officials can be held to account. The fact that ubudehe scaled up from 600 cellules (the smallest administrative area in Rwanda) to more than 9154 cellules is testament to its transferability as is the fact that Ubudehe is recognized nationally and now being budgeted at the national level by the government of Rwanda.

The Ubudehe experience is also a tangible demonstration of the power of social capital. It has helped citizens move away from being dependant and helpless subjects into proactive actors of their own development. By default, as confidence in citizens' increases, sustainability increases since citizens realize that they can tackle communal problems collectively without always having to rely on the State or outsiders to solve their problems.

The Ubudehe process itself facilitated by local community volunteers enables citizens to design local problem solving institutions that can self-govern and self-manage. Only after a sustainability test for self-governance and self-management of capital, operational, maintenance, information and coordination costs is completed can citizens engage in a problem solving process. This sustainability test ensures that citizens craft local problem solving institutions that they truly own. This includes environmental concerns that can plague the management of common pool resources. There are several elements that have contributed to the evolving success of the Ubudehe initiative.

1. A firm belief in the principle of real participation and opportunities, and the demonstration of what this participation looks like in practice, have visually demonstrated and encouraged greater

support from others. **Starting small and scaling up was a core strategy.**

2. Recognizing that any **long term change process takes time**, and persisting with long term processes has ensured that Ubudehe makes small but gradual inroads into national acceptance.

3. **Keeping overheads low and ensuring over 80% of resources are controlled by citizens** themselves has been central in ensuring Ubudehe's success. The ubudehe secretariat comprises of a small team of no more than 5 people nationally, and there are no intermediaries in ensuring resources flows between the central government and cellules.

4. This initiative helped people to come together to develop a common understanding of a problem and experience problem solving through direct engagement. **Through this initiative, people learn that they are capable of governing themselves.** People have developed a sense of how to implement and manage their affairs. In the process, citizens debate, negotiate and reach an agreement which contains details about a commonly agreed purpose, budget and rules of association that will bind citizens. All of this increases local pools of knowledge. By default this initiative has increased the accountability and transparency in the management of their collective action leading to wider calls for accountability and transparency. And this approach now provides for the next phase of Ubudehe – a basis for planning longer term and larger scale support to citizens at the district level.

5. The ability of donors, such as the European Union, to take initial risks and experiment with the process has given much boost to this type of cooperation and has also demonstrated that donors need to move beyond traditional development strategies and try out new approaches that may be more relevant to specific contexts. Speaking at the award-giving ceremony in Rwanda, President Kagame said that Ubudehe is "a clear indication of how Rwandan people have managed to solve their own problems by listing their priorities, needs and making decisions by themselves". "Poverty is a mindset and getting out of it is by making just a simple decision. If we continue with this success record, the country will develop quickly," he noted.

Singapore   *Home Ownership Programme*, Housing and Development Board

Fulfilling the aspirations of Singaporeans for homes and communities through the Home Ownership Programme established by the Housing Development Board in Singapore

Summary:
To forge nation building and community development for a multi-racial society, the Government of Singapore decided to move away from rental housing to leasehold ownership flats by encouraging home ownership. Singapore's "Home Ownership for People Scheme", was introduced in 1964 through the Housing & Development Board to help Singaporean families own their apartments. With home ownership, each Singaporean family has an asset to hedge against inflation and an investment that can be monetized in times of need.

The problem:
When Singapore obtained its independence from Britain in 1959, it faced serious problems of a rapidly growing post-war population (4.3% per year or 60,000 citizens), high unemployment rate (about 13.5%) and a critical shortage of sanitary housing. Public housing provided by the colonial government was grossly insufficient to meet a booming population. Basic housing was out of reach to large majority of Singaporeans. Only 9% of 1.6 million people were living in public housing.

The city was mostly occupied by dilapidated and overcrowded shop houses. Due to postwar rent control, landlords had no incentives to maintain their properties and allowed them to sink into disrepair, while their chief tenants benefited by endlessly sub-dividing cubicles to maximize large number of sub-tenants to collect rent. At the city periphery, racketeers made quick profits on unauthorized shelters in squatter settlements and in vacant land that were not properly controlled, to ignorant citizens. Such overcrowded slums and squatter colonies with no sanitation, water or basic facilities were homes to more than half a million people. They became breeding grounds for disease, crime and fire hazards. Social disharmony and frustration among the different communities of ethnic groups were strong; riots and strikes were common.

In many countries and for many people the concept of public housing is mostly used as a housing programme of low quality and insecure place to stay in. But in Singapore, the Housing Development Board (HDB) flats offer their residents "quality lifestyles in quality buildings". Before the programme started, most people lived in squatter colonies and city slums. In 1960, a housing programme was launched to build low-cost public housing. Basic self-contained units with piped water, electricity and sewer discharge, was initially let at low rents to low-income families. However, In many countries and for many people the concept of public housing is mostly used as a housing programme of low quality and insecure place to stay in. But in Singapore, the Housing Development Board (HDB) flats offer their residents "quality lifestyles in quality buildings". Before the programme started, most people lived in squatter colonies and city slums. In 1960, a housing programme was launched to build low-cost public housing. Basic self-contained units with piped water, electricity and sewer discharge, was initially let at low rents to low-income families. However,

The Solution:
It was estimated then that about 14,000 new housing units annually were needed to cater to the rapid increase in population, relieve overcrowding in the city and to re-house poor families affected by slum clearance. Responding to the crisis, a new housing authority, the Housing &

Development Board (HDB) was set up in February 1960 to spearhead provision of sanitary and affordable housing to the population. Public housing took top priority under the newly-elected government, and HDB was given full financial and legislative support to carry out its tasks.

An immediate task of HDB was to provide as many low-cost housing units as possible, within the shortest time. The apartments, known as HDB flats, were designed to be self-contained units, with piped water, electricity, sewer discharge and adequate living space for families. In the first five years of its existence, the HDB built 50,000 flats, a remarkable feat, considering that the colonial Government took 30 years to provide only 23,000 flats. Within 10 years, the severe housing shortage was largely resolved.

Initially, the flats were let at low rents to low-income families. However, to forge nation building and community development for a multi-racial society, the government decided to move away from rental housing to leasehold ownership flats by encouraging Home Ownership. Owning a home would instill pride and rootedness among the people which also would enable them to have a stake in nation-building.

The "Home Ownership for People Scheme" was introduced in 1964 to help Singaporean families own their HDB flats. Today, there are more than 800,000 HDB flats in Singapore, housing over 80% of Singapore's resident population of about 4 million. Almost all (95%) HDB households own their homes. An equally high proportion (94%) of HDB residents are satisfied with their flats (based on HDB's 5-yearly Sample Household Survey). Home ownership has become an indistinguishable norm from Singapore's public housing programme. Beyond providing physical shelter, the home ownership scheme, buttressed by community-focused housing policies, has played an important part in Singapore's nation-building and contributed to the overall economic, social and political stability of Singapore.

First, owning a home meant that Singaporeans were more committed to the country's long-term survival and interests. Since each family has an asset to defend and benefit from enhancement in value of their home, homeownership contributed to both social well-being and stability.

Second, home ownership helped to build strong work ethics. Homeowners were more likely to work hard to finance the purchase of their home, thereby contributing to greater productivity and economic growth for Singapore.

Third, home ownership helped to root the people physically and emotionally, as there would be a greater sense of belonging and identity with the nation.

Fourth, home ownership helped to instill a sense of pride among homeowners for their living environment. Problems of poor maintenance and upkeep of the housing estates would be less likely to occur. This prevented public housing estates from degenerating into urban slums.

Finally, home ownership reduced the need for heavy government financing to provide public rental housing. This ensured the sustainability of Singapore's public housing to the benefits of Singaporeans. HDB estates have become a common point of emotional reference for most Singaporeans. This "HDB Experience" bonds Singaporeans, in the same way that National Service and the education system have created a common experience among Singaporeans of all races and from all walks of life. Singaporeans of different races and socio-economic groups could have the opportunities to mix and interact with one another, thereby fostering ethnic integration and social cohesion.

At its inception, HDB was responsible for the entire process of public housing provision, from

planning and design to the removal of squatters, land assembly, construction (with building works by private building contractors) and equitable housing allocation. Upon completion of the flats, HDB followed through with the flat allocation, management and maintenance of the housing estates. In 1989, Town Councils were formed to takeover the management and maintenance of the common areas in HDB estates. In 2003, with the corporatisation of the Building & Development Division of HDB (comprising architectural, engineering and project management expertise), the design and development of HDB flats, implementation of upgrading programmes, procurement of construction services and resources, project management, etc. were outsourced to private consultants, including Surbana, the corporatised body. In 2005, the Government launched the "Design, Build and Sell Scheme" which allowed private developers to develop and sell a proportion of new public housing on same eligibility conditions as HDB to provide more options to meet growing housing aspirations.

An important partner of HDB in the home ownership is the Central Provident Fund (CPF) Board, the statutory body that administers Singapore's mandatory pension contributions. In 1968, CPF Board allowed its members to pay for their HDB flats using the savings in their CPF accounts. This provided a low-cost home financing solution to bring home ownership within the reach of most Singaporeans. It is a major factor underlying the success of the home ownership scheme.

As public housing is in fully integrated and self-contained towns with a full range of commercial, educational, recreational, transport and other communal facilities, HDB also works closely with various public agencies e.g. Urban Redevelopment Authority, National Parks Board, Land Transport Authority, Ministry of the Environment and Water Resources, Ministry of Education, Singapore Land Authority, and Ministry of Community Development, Youth and Sports, on comprehensive planning for township development. Singapore's achievements in public housing and home ownership can be attributed to an interaction of several policies as briefly described below.

Land Acquisition Policy: In the early years, to assemble sufficient land at a reasonable cost, the Government had to acquire private land for the development of new public housing. Landowners, given fair compensation for land acquisition, were initially aggrieved but accepted it for national interests, as demonstrated by the Government's massive and successful execution of the public housing programme.

Central Provident Fund Policy: The CPF, a compulsory savings scheme whereby up to 34.5% of a worker's salary is set aside by the employer and employee, has enabled Singaporeans to fund the purchase of their homes. Today, over 70% of Singaporean HDB flat owners service their housing loans from their CPF account without the need for outright cash payments. There is an element of housing subsidy built in the scheme. All HDB flats are sold on a 99-year lease at subsidized prices. Every flat is sold by HDB at below their market value to ensure that HDB flats are affordable to citizen families. First-time citizen buyer have a choice of buying a flat at a subsidized price from HDB, or an HDB flat at market value in the secondary market with a housing grant of SGD$30,000 to SGD$40,000 from the Government. Lower-income families (with monthly household income not exceeding S$4,000) are assisted with more subsidies in the form of Additional Housing Grants of up to S$30,000, at graduated scale so that the lower the household income the higher the subsidy they would enjoy. This is on top of existing housing subsidies given to first-time buyers.

Affordable Pricing: To ensure that the large majority of Singaporeans have access to quality housing, HDB is guided by the Government's commitment that 90% of Singaporean households will be able to own at least a basic flat. HDB closely monitors the Debt-Service Ratio of the target segments, comparing the monthly mortgage payments of the flats they buy with their

income levels. Today, the Debt-Service Ratios of its flat buyers are generally below 25% of their monthly household income, well within international benchmarks on affordable housing expenditure.

To keep public housing affordable, development cost is carefully managed through land use optimization, cost-effective building design (high-rise, high-density) and enhanced construction efficiency. Latest innovations in building technology, such as prefabrication and pre-casting, are adopted to raise construction productivity and quality, while lowering construction cost. The concept of a sole agency in charge of public housing enables more effective resource planning and allocation. HDB is able to secure land, raw materials and manpower for large-scale construction to optimize results and achieve economies of scale.

Home Financing: Besides the availability of CPF savings for flat purchase, HDB also provides housing loans at concessionary interest rates to eligible home buyers. HDB flats can also be mortgaged to approved banks and financial institutions for competitive home loans.

Eligibility conditions: As public housing is heavily subsidized, appropriate eligibility rules and policies are necessary to allocate limited housing resources and subsidies to deserving applicants. Since home ownership was implemented in 1964, HDB flat buyers need to meet the eligibility conditions of family nucleus, citizenship, household income ceiling and non-ownership of private property. To deter speculation of public housing, HDB flats are sold for owner-occupation. Each eligible household can own only one HDB flat at any one time. Flat owners need to occupy their flats to satisfy a minimum occupation period before they can sell them in the open market or sublet their entire flats. Each family can buy subsidized flats twice. Those who buy a second new flat from HDB must have occupied their first flat for 5 years and pay a levy to reduce the subsidy of the second flat.

Planning Concept and Ethnic Integration Policy: Being a multi-ethnic and religious society, Singapore recognizes the importance of racial and religious harmony. HDB public housing estates are physically designed to promote interaction among residents of different income levels, races and religions. HDB estates are developed with facilities such as places of worship, eating and marketing facilities that cater to the needs of all ethnic groups. Flats of varying types and sizes are provided within each precinct and block, so that households of different income and social profiles can live together and interact with each other. Common spaces and shared facilities e.g. open spaces and children's playground, are provided for residents to mingle. The Ethnic Integration Policy, implemented in 1989, seeks to prevent the formation of racial enclaves by setting the maximum allowable proportion for each ethnic group in every HDB neighbourhood and block. Today, every public housing estate is a microcosm of multi-racial Singapore.

Physical Design: To build an inclusive society, public housing accommodates various groups of people. Flats built in the early years were utilitarian, comprising uniform blocks of mainly 1-room, 2-room, and 3-room flats (from 35 to 60 sqm). Progressively, in response to changing lifestyles and growing affluence, bigger flat types, 4-room, 5-room and Executive flats (90 sqm to 145 sqm) were introduced in the 1970s and 1980s, and Premium flats with better quality finishes in the 1990s. To encourage private sector participation in public housing and to inject greater variety for flat buyers, the Design, Build & Sell Scheme (DBSS) was introduced in 2005 whereby private developers undertake the entire public housing development process - from tendering for the land, design and construction, to the pricing and sale of the units to eligible buyers. The Government continued to provide housing grants to eligible flat buyers of DBSS flats.

With an ageing population and a widening income disparity in Singapore, greater attention is now paid to elderly and low-income flat buyers, through the provision of Studio Apartments, a special

form of public housing customized for elderly living and sold on shorter 30-year leases for affordability); and the construction of more smaller flat types.

As home purchase requires long-term financial commitment, it is important that flat buyers are credit worthy and purchase flats within their means, so that they can sustain long term ownership of their homes. HDB carries out credit assessment on home buyers, taking into account the buyers' age, income and other financial commitments. Flat buyers are also required to make full use of their CPF savings first before HDB grants them an HDB mortgage loan. For borderline cases, HDB conducts financial counseling sessions so that flat buyers are aware of their financial commitments before the flat purchase. Home buyers are also required to take up Home Protection Insurance to help family members pay off the mortgage loan in the event of demise of the flat buyers. Those who face temporary financial difficulties in repaying their mortgage loan due to a reduction or loss of income, retrenchment or business failure etc., are assisted through various financial assistance measures.

With 95% of flat dwellers owning their flats, it is important that the asset value of public housing is sustained and enhanced where possible. Since the 1990s, HDB has implemented an Estate Renewal Strategy to bring older HDB estates to the standards of newer ones. This programme improves and upgrades the physical conditions and facilities of ageing estates and flats. The programme is heavily subsidized by the Government, with citizen flat owners co-paying only a small amount of the cost.

Lessons learned:
There are at least a few key lessons to be drawn from Singapore's home ownership scheme.

Importance of Home Ownership: When HDB was formed in 1960, the original intention was to build flats for low-cost rental housing. However, soon after, the Government decided to help the people to own homes. By owning their flats, HDB residents are committed to take care of their property and housing environment. This in turn helps to preserve their property asset value. More importantly, owning a home has given the vast majority of Singaporeans a tangible stake in the country, something to protect and defend. The home ownership scheme has therefore contributed significantly to our nation-building efforts.

Focus on Building Communities: There are many examples around the world today of racial tensions and conflicts between different ethnic groups and religions. These usually originate from socially or racially segregated ghettos and slums of their cities. Once racial enclaves are formed, people of different races do not have opportunities to interact with each other, resulting in mistrust with one another and misunderstandings flaring up into altercations easily.

In a multi-racial society like Singapore, the Government implemented a policy to integrate different races and income groups in our HDB estates. Through the design of public housing and policies e.g. Ethnic Integration Policy, HDB has been able to maintain racial harmony and social cohesion, despite the diversity of the population. This has been critical to Singapore's national development.

Forward-looking & Responsive Housing Policies: Public housing policies should be forward-looking to meet the ever changing needs of the population. In planning HDB towns, HDB takes a long-term and comprehensive planning approach, working closely with other public agencies to ensure that all necessary infrastructure and facilities are in place. The housing policies and programmes are formulated and regularly reviewed and refined to ensure that they move with the times even as the population and its expectations change, and that both immediate and long-term

housing objectives, and the needs and aspirations of Singaporeans are met.

Talking about future plans and the provision of quality services, Mr Tay, the HDB CEO summarizes : "*Our plans going ahead are to be an outstanding organization fulfilling the aspirations of Singaporeans for homes and communities that all are proud of.*"

The HDB is also looking to contribute to the social well-being of Singapore and help build cohesive communities in HDB estates. Extensive consultations were carried out for estate upgrading and redevelopment programmes to engage the residents. Other community outreach programmes such as welcome parties for residents in newly completed housing precincts, public talks and exhibitions were also implemented. In other words, the housing projects are planned in a way that they include a full range of facilities so that they help build communities and they provide spaces and facilities for all ethnic groups.

Talking about future plans and the provision of quality services, Mr Tay, the HDB CEO summarizes : "*Our plans going ahead are to be an outstanding organization fulfilling the aspirations of Singaporeans for homes and communities that all are proud of.*" The UNPSA has also drawn more attention to HDB from other national organizations and from public housing programmes in other countries as well. Through workshops and visits, HDB has shared its experience with countries like China, Thailand, and South Africa. The HDB initiative has also been featured in newspapers in China such as "The 21st Century Business Herald; Guangzhou, China. On 7th October 2008, the HDB was awarded the Singapore Quality Award (SQA) which recognizes exemplary organizations that have demonstrated outstanding management capabilities and delivered superior performance on the business excellence framework. The first public organization to win the SQA, HDB was recognized for scaling greater Regarding the national and international recognition, the HDB management declares: "In HDB's Innovation Excellence journey, we are always on the lookout for new opportunities to do things more effectively and efficiently. Internally, we have an Innovation Promotion programme that steers innovation under the 5 paradigms of innovation which focus on product, service, process, policy and business models. In addition, HDB also submits innovative projects/ programmes for external affirmation and recognition".

ASIA AND THE PACIFIC   Finalist

India   *District Lokvani Society Sitapur,* Sitapur District of Uttar Pradesh (UP)

Providing on-line government services and channels for redressing citizens' grievances in rural areas through an on-line portal made accessible by internet kiosks and public-private partnerships

Summary
The District Lokvani Society of Sitapur in Uttar Pradesh (UP) was selected as a Finalist for providing information about government services in rural areas and for opening a channel for redressing citizens' grievances through an on-line portal.

The Problem
Before Lokvani was established, there was no formal system of providing information to citizens about government services. Being a backward district with only 38% literacy, extremely poor and unaware citizens, the Government Officers acted as rulers rather than public servants. Citizens had no option other than personally visit the District headquarter/ Tehsil for government related services/information and/or getting their grievances addressed. In Sitapur, citizens had only two

hours a day to interact with the District Magistrate (DM) (administrative head). This caused a great strain on the system and resulted in very few grievances being addressed satisfactorily. Moreover, once a person had met the DM and provided him with his grievance in writing, he received no receipt or number to track the status of his grievance. Also, the absence of checks on public servants' performance encouraged a lackadaisical approach and delays in solving citizens' problems.

Both the officers and citizens were used to this system– repeated physical visits, long queues to meet officers, paper applications and affidavits, files, and babus (clerks). The entire back-end functioning of the system was shrouded in secrecy, and lacked transparency. The system was, generally, not accessible to a common citizen, who typically had to seek the support of either a local political leader, or influential people to represent his case/ grievance. This system led to the exploitation of illiterate and uninitiated (to the government's way of functioning) citizens by touts at various stages. This was no doubt a source of corruption. Officers were also over-burdened by excessive paperwork without proper filing systems (including file tracking systems) and red-tape (bureaucratic hassles). Generally district administration officials in India have a very large population base under their purview. But the infrastructure was abysmally inadequate due to a negligible number of computer systems and the lack of computer networks. There was not even basic awareness amongst officers about basic usage of computers and internet. Even the letters in the DMs office were getting typed on manual typewriters. This was the situation not only in Sitapur, but in most of the districts of Uttar Pradesh.

The Solution
When Mr. Amod Kumar took over as the District Magistrate (DM) of Sitapur in July 2004, he sought to initiate a system that would ensure transparency in the administration. He had heard of two "Government to Citizen" (G2C) initiatives, Gyandoot (http://gyandoot.nic.in/) at Dhar District of Madhya Pradesh, and Janmitra (http://jhalawar.nic.in/janmitra.htm) at the Jhalawar District of Rajasthan. So he decided to establish a team of 3 people, including the Sub-Divisional Magistrate, Sitapur (from the revenue department), the District Information Officer (from the technical department), and the Block Development Officer (from the development stream), who were sent to study these 2 initiatives in September 2004.

After completing the study, a number of brain storming sessions were organized in order to translate the ideas on paper into an actual service and to make it suitable for Sitapur. Finally, the team decided to establish an Internet kiosk based G2C interface (on-line portal) to provide relevant information to citizens, as well as a channel to effectively redress people's grievances in a transparent, accountable and time-bound manner, and to furnish information about the performance of civil servants in real time to ensure accountability.

To overcome the resistance of the employees, while designing the Lokvani system, the District Magistrate worked closely with his team of officers. The Lokvani on-line portal was designed by a team of 3 officers from NIC (National Informatics Center), namely Mr.A.P.Singh, Mr. AjaiGopal and Mr.Rajeev Lakhera. Due to the inadequate electricity supply in the district (leading to frequent and long power cuts), it was decided to host the site at the NIC's Delhi server, rather than at the district headquarters. Therefore, Lokvani would be based on the Internet rather than the Intranet (like Gyandoot and Janmitra) to enable 24/7 access and 100% transparency. The site design was customized to the local needs. The entire site was in Hindi, the official language (which also happens to be the local language). They conceptualized a user-friendly site with large jumbo-sized lists, rather than small bullet points. The site therefore contained no graphics, large Hindi fonts, and is easy to navigate. The text was written in the language of the commoners (like the link for viewing complaint status was titled as "status of your complaints", rather than "complaint status")

Self-sustainability and change management were the key strategies for the successful implementation and execution of the Lokvani Project. No additional government resources were needed to implement this project. In fact, the Lokvani Society was built with existing resources and through a public-private-partnership between internet kiosks operators and the government.

The Software was developed by the National Informatics Centre (NIC) as part of its duty to technically assist the District Magistrate. The NIC provided the necessary infrastructure for hosting the Lokvani application at the remote server. To reduce some of the bureaucratic pressures and to effectively implement this initiative a company by the name of Lokvani was constituted under the chairmanship of the DM of Sitapur. The company has district level officers and eminent citizens as its members.

Introducing G2C services was not easy. The officers were not well versed with computers; rather they were used to files and paperwork. Electricity supply was erratic, and the tehsils were not connected to the internet. The infrastructure was not adequate. To overcome this drawback the public-private partnership (PPP) model of kiosk was introduced. The system is based on an innovative operational model wherein existing cyber cafes are being leveraged to act as franchisees of the system. Such a strategy avoids upfront investments from the government to set up such kiosks and avoids any operational support from the government. This is possible as the system generates its own funds received from the registration fees of kiosks' operators, revenue sharing per grievance, short term and lifetime membership fees. Eminent citizens also contributed to its implementation.

Change management was identified as the toughest task for this project. Officers were not exceedingly eager to learn how to use new technologies. Therefore, it was necessary to have a programmatic approach to change management in order to ensure an effective implementation of the system. Each officer was given a fixed period of 15 days within which he had to redress each grievance. This strict schedule has dramatically increased the efficiency and accountability of officers. Moreover, the District Magistrate and citizens can access the progress report of the work undertaken by any officer. Transparency brought about by the easy availability of information on land records has reduced the possibility of land scams.

A 3 pronged approach was adopted to introduce the new system. Firstly, 4-5 officers were identified based on their interest in IT and commitment to enhancing the quality of people's lives. They formed a core group which looked after its day to day functioning. Secondly, no decision regarding the Lokvani initiative was taken by the leader himself. It was strictly ensured that all the decisions were taken openly in meetings which were chaired by the DM or any member of the core group. This ensured the participation, interest and enthusiasm of most of the government officers in the project. Thirdly, a system of positive and negative incentives was developed to monitor the performance of all the officers (about 300 in number) on a weekly basis. This system was publicized extensively to achieve the desired results.

The deadline for the test launch of the site was set to 15th November 2004. Pilot testing began with public grievances on 9th November 2004, and the site was fully operational by 10th December 2004. Initially, there were only 13 Lokvani kiosks (with roughly 2 in each tehsil). In the first 20 days since the site was activated, they received complaints in single digits (number of complaints received per day); by the first month, they began receiving complaints in double digits (per day); and by the end of the third month, they started getting triple-digit numbers of complaints. As of 15th January 2008, Lokvani had received 109,086 grievances, of which 104,519 have been resolved (http://sitapur.nic.in/lokvani/stp/exsmry1.asp). Later on with time other information/ services were added/are being added upon request of the citizen/kiosk owners.

To reach the rural illiterate and poor people through internet, the kiosks model was copied from the Gyandoot project of MP. An intensive public campaign was launched to break the initial barrier of fear of computers. Radio publicity using FM channels was used to reach the illiterate people who could not read. The aim was to bring a few initial users to the kiosks. Once their problems were solved effectively using Lokvani, word of mouth publicity was enough to keep it moving.

The Lokvani system was also widely promoted through press conferences. Likewise, the kiosk owners were also encouraged to organize awareness campaigns and to take local level measures to publicize the initiative. The main objective was to gain the trust of the people in the system by giving excellent solutions to initial problems. It started with 13 kiosks and presently there are about 110 kiosks spread throughout the district. About 150,000 people have directly benefited from this system in the last 3 years. (The site can be viewed at http://sitapur.nic.in/lokvani using "guest" as user id as well as password). The system has registered more than 100,000 complaints and disposed of over 90% complaints successfully. In the former system, ordinary citizens had to forego wages to stand in a queue to merely file in a petition. They would then have to follow it up with countless visits to various government offices to find out the status and outcome of the petition that was filed. Clearly, with the Lokvani system, citizens are able to put their time to a more productive use which definitely adds up to the local GDP. It has created employment in rural areas and has ushered in a new era of enthusiastic kiosk operators whose incomes are rising steadily. An unexpected positive outcome of the system has been a perceptible shift towards gender equality as women are more computer literate and some of the most efficient kiosks are being run by women.

The Lokvani model was established keeping in mind the three key stakeholders, that is to say the government, the IT entrepreneurs/Kiosk operators, and, at the heart of the system, the 'citizen'.

1.   Government: The systems' success depends upon officers' response to people's grievances and on the information they provide on Lokvani's website. All the government employees are major stakeholders in this system.

2.   IT entrepreneurs / Kiosk owners: The key achievement of the solution is its self-sustainability and long-term financial viability. The conversion of existing cyber cafes/computer training institutes into Lokvani Centers was a key factor driving the financial success. This step ensured that extraneous capital was not a vital requirement for the solution. The kiosks are run by IT entrepreneurs. The society signed contracts with existing kiosk owners for the purpose of registering them as Lokvani franchisees with only a nominal fee of INR 1,000 paid annually by Kiosk owner. A typical kiosk has an internet enabled PC, printer, webcam and power backup device (UPS/inverter/generator). Kiosks earn profits through the   income generated from various Lokvani services provided to the citizens. In addition, the kiosks can also generate some extra revenue by providing disparate facilities like computer education, computer typing, digital photography, internet access resulting in cross sales. Some of the kiosks are earning as much as Rs. 20,000 per month.

3.   Citizens: The citizens are the reason as well the force behind the solution. They greatly benefit from the system. In an economy riddled with poverty, it is an enormous burden on the citizens to forego daily wages to obtain government services.

Apart from the above, volunteers of Asha (an NGO led by Mr.Sandeep Pandey, a Magsaysay awardee) mobilized civil society to pressure the government to keep the initiative on track. Media

played an important role not only in publicizing the initiative (so that people can use it effectively), but also criticizing the non performing officers by bringing out newspaper reports and stories on news channel by picking up their performance directly from the website.

The Lokvani system is the first example in India of pure PPP in establishing the internet kiosks in rural areas. It is an example of ICT being used on a large scale for the masses instead of upper classes. In India, after Bhoomi in Karnataka (land records computerization), perhaps it is the biggest example of ICT use for the rural poor.

After its overwhelming success and people's support in Sitapur, UP Govt. issued a Government Order (G.O.) on 16th June 2005 to replicate it in the whole state. The project Lokvani, which has been replicated in about 35 districits, can be completely adapted with ease. A translated Telugu version of Lokvani is being used in Andrha Pradesh. The wide network of NIC, as well as coordination between employees and a standardized central data structure has made the transferability of the project exceptionally smooth and fast. It takes only a few hours to install the system in a new district, but strategically it takes time to implement. This system can be made operational by conducting a Lokvani meeting once a week under the chairmanship of the District Magistrate.

Lessons Learned

The Lokvani initiative has proved that a low literacy rate, financial constraints, and power shortages are not a barrier for implementing a successful e-Governance project. Sitapur has a 38.6% literacy and negligible computer literacy rate. However, this did not prove to be a deterrent to the project since the existing kiosks were used as an interface between the system and the citizens.

A key learning point from this solution is that word of mouth is the most effective and efficient mechanism for generating awareness among rural and semi-urban citizens that have low literacy rates. Rural people have lost trust in advertisement due to false promises made to them. Hence, trust can be built only by offering services that satisfy their needs over a period of time.

By charging the kiosk operator an annual fee for hosting Government services instead of subsidizing kiosks, the Lokvani initiative has proved that e-Governance projects can be a source of revenue for Governments even in a district where 88% population is rural and the average per capita income is very low. The project has succeeded despite several odds such as extremely poor literacy, only 6-7 hours availability of power in rural areas, minimal computer literacy, poor connectivity and an inert socio-political atmosphere. It has demonstrated that e-Governance/ICT can succeed without electricity also in rural areas, provided a good business model is built around it. Kiosks are managed using generators/invertors/solar devices. This shows that profit motive and competition can overcome many infrastructural inadequacies. The large success of the project has created an e-Governance friendly atmosphere in the state.

Another important lesson learned is that widespread awareness, as well as a more informed public opinion can go a long way in the fight against corruption. People were unaware of their rights as well as of the various services offered by the government. Lokvani has brought about a well appreciated transparency by displaying the performance of officers on the web (http://sitapur.nic.in/lokvani/stp/officerwise_detail.asp). This kind of openness cannot be found yet in any other Government Organization in the country.

United States   *Juvenile Delinquency Domestic Violence and Family Violence Court*, State of California Superior Court for the County of Santa Clara, San Jose, California

Providing a comprehensive "youth-specific" criminal justice intervention uniting different divisions in a common effort to combat youth violence, rehabilitate abusive youth and deliver specialized services to victims through the Juvenile Delinquency Domestic Violence and Family Violence Court.

Summary:
The Juvenile and Domestic Violence and Family Violence Court, the first program in the nation to specifically intervene in issues of juvenile domestic and family violence, was created in 1999, under the leadership of Superior Court Judge Eugene M. Hyman, to provide a comprehensive, "youth-specific" criminal justice intervention that focused on uniting different divisions in a common effort to combat youth violence. The new program represented a broad collaboration between the court, law enforcement, the District Attorney, the Public Defender, Probation, and community service providers. This unique, court-based program focuses on reducing the number of juvenile domestic and family violence cases in Santa Clara County; providing rehabilitation services to abusive youth; and delivering specialized services to victims.

The problem:
Domestic violence and child maltreatment have devastating effects on children who are exposed either as direct victims or as witnesses to the abuse of their parent. The "cycle of violence" can be a generational phenomenon, where violent behavior is passed down from parent to child and learned as a way of interacting with others. Many studies have shown children who come from abusive homes are at greater risk of becoming adults unable to have healthy relationships. Like the parent whose abuse they endured or witnessed, these adults now perpetrate violence on intimates or family members.

The criminal justice system's response has historically focused on these adult perpetrators of domestic violence, from arrest and prosecution to probation and batterer's intervention programs. But justice systems were not specifically addressing the unique problems of juvenile domestic violence, when youth are violent towards their dating partners, and juvenile family violence, when youth are violent towards parents or siblings.

Juvenile domestic violence and juvenile family violence are distinct phenomena. But there is growing knowledge of their prevalence in the society. Sobering statistics indicate that abuse committed by juveniles is a "hidden epidemic". A 2001 study indicated that one in five female high school students reported physical or sexual abuse by a dating partner. The Santa Clara County Domestic Violence Council's Death Review Committee, which has reviewed all domestic violence-related homicides in the county since 1993, has found that many of the total domestic violence-related deaths (from 11.7 to 41.6 percent per period) occurred in relationships that began when the victim was underage. Youth exposed to violent relationships are at risk for more serious or even deadly violence as adults.

Criminal justice interventions for violent youth were inadequate. Police merely referred incidents of youth violence to probation officers who informally counseled offenders before referring a matter for prosecution. Even if charges were filed against a violent youth, the criminal disposition

may still result in an "informal" probation-based response. As a result, teen dating violence and family violence incidents were not being recognized as the serious crimes that they are. Parents and juveniles were not receiving necessary assistance to rehabilitate the young offenders. Victims also did not receive restitution to compensate them for their economic losses, information regarding disposition of their cases and the important community program referrals they needed in order to heal.

The Solution:

The "hidden epidemic" of youth violence was addressed in 1999, when Santa Clara County established the first program in the nation to specifically intervene in issues of juvenile domestic and family violence. In 1999, under the leadership of Superior Court Judge Eugene M. Hyman, the Santa Clara County established the Juvenile Domestic and Family Violence Court— the first of its kind in the nation.

The new program represented a broad collaboration between the court, law enforcement, the District Attorney, the Public Defender, Probation, and community service providers. The program provided a comprehensive, "youth-specific" criminal justice intervention that focused on uniting different divisions in a common effort to combat youth violence. Although the concept of the Juvenile Domestic and Family Violence Court was conceived by the Honorable Eugene M. Hyman, its success has depended on the active participation and involvement of many other players and stakeholders. The government agencies participating were: Santa Clara County Probation Department, Office of the District Attorney, Office of the Public Defender, Each of the 13 police departments in the county. The non-government agencies involved were: Victim services agencies (e.g. Victim-Witness), Legal services agencies (e.g. Legal Advocates for Children and Youth and Support Network for Battered Women), Domestic Violence Intervention Programs.

To make the Juvenile Domestic and Family Violence Court succeed, four key steps in its development and implementation were identified.

i) Idea conception

Juvenile domestic and family violence was not receiving the same analysis or attention it was given in the adult system. Thus offenders were not being held accountable or provided adequate rehabilitative services and victims were likewise not receiving referrals and service. With this new model, the importance of interceding in juvenile domestic and family violence cases as early as possible was identified in order to provide the supervision and intervention necessary to reduce the likelihood of youth becoming adult offenders. To address this concern, three key priorities were identified: (1) reduce the number of juvenile domestic and family violence cases in Santa Clara County; (2) provide rehabilitation services to abusive youth; and (3) deliver specialized services to victims, whether they were the dating partner or the parent/sibling of the offender.

ii) Stakeholder identification

Stakeholders were identified amongst existing mandatory services within the juvenile system including; law enforcement, Probation services, the Office of the District Attorney and the Office of the Public Defender. Specialized domestic violence service providers including Victims services and Legal services agencies who previously had no formal role or communication with other stakeholders were identified and brought to the table. Domestic Violence Intervention Programs who were providing services to adult offenders were enlisted to develop and deliver programs specific to juvenile offenders.

The development of a committee which held monthly meetings formalized the roles of all stakeholders. An important indirect benefit of the program is the increased communication and cooperation across different agencies.

iii) Role identification

Roles, procedures and practices needed to be modified in order to achieve the programs key priorities. Traditional roles and interaction amongst stakeholders were reviewed and areas where roles needed to be revised, expanded or formalized were identified. For example, law enforcement adopted a mandatory arrest policy which was necessary to increase victim safety and to communicate to the offender and the community the seriousness of the offence. In addition, building on the strength of an existing dedicated juvenile domestic violence caseload, Probation was able to shift from a primarily informal process, to one which required that any domestic violence related act/case must be referred to the District Attorney for prosecution.

iv) Protocol development

Protocols specific to each function were developed by the individual stakeholder agencies and brought to the larger committee meetings for input and recommendations and to determine areas of referral and intersection. Protocol development was essential to the long term success of the program ensuring continuity that survives changes in personnel amongst the stakeholders. Protocols also identify responsibility areas amongst stakeholders and require ownership and accountability. An annual protocol review process was recommended.

The creation of the specialized court involved creating and implementing new ways of thinking about cases of youth violence through the following strategies:

 "Cast a bigger net" through the creation of new intake and referral protocols: Law enforcement agencies in the county collaborated on creating new response protocols which required police to arrest where appropriate and to refer cases to juvenile probation for intake. By using more sophisticated models, cases involving violent youth were specifically screened by Juvenile Probation and referred to the District Attorney if Probation believed the offense fit the criteria for abuse. If a criminal case could be proven, the District attorney issued a petition. Initial risk assessment was crucial for evaluating victim risk and for issuing appropriate interim orders of protection where applicable.

Establish "zero tolerance" through training: Attorneys were re-trained to view juvenile violence consistent with the county's "zero tolerance" approach to adult cases. The county prosecution and public defender received introductory training about domestic violence and its various forms that are likely to be presented in court. As result, both sides were able to resolve cases earlier. Training enabled prosecutors to properly charge cases and to request proper conditions of probation to supplement those requested by the probation department. The prosecution, in addition to probation and the police, were able to assist victims with more community-based referrals., These referrals increased the likelihood that not only would victims obtain the services they needed, but in addition, increased the odds that victims would appear in court and testify appropriately as a result of being less dependent on the defendant for financial and emotional support. Defense attorneys were better able to defend their clients as a result of increased trial skills and knowledge of probation conditions and probation violations. Attorneys could thus identify those clients needing specialized services in addition to intervention programs for domestic and family violence.

Keep "eyes" on the offender:

- Frequent Judicial review: Judge Hyman deemed frequent judicial reviews critical, not only for assessing abuser and stakeholder accountability but also victim safety. Frequent reviews kept the focus on the young offender completing their 26-week program and complying with all conditions of probation, including staying in school, avoiding drugs or alcohol, and following any protective orders in place relating to the victim.

- Intensive Probation supervision: The probation officers supervised domestic and family violence delinquents more intensely, providing victims greater protection while maximizing efforts at rehabilitation. Protocols also required that Probation provide referral sources for victims in every case.

Ensure accountability with tailored Intervention programs: the court intervention focused on sending the youthful offender to a 26-week intervention program for domestic and family violence. This program was developed to specifically address these forms of violence which are based upon models of power and control, tailored with a "youth-specific" message. The programs were delivered by 3 to 4 local providers, using a gender-specific curriculum.

Ensure victim safety through services and referrals: The program referred victims to non-governmental agencies that provided specialized services, including paternity testing, child support and visitation determination, and appropriate restraining orders. The program also gave victims access to restitution or their losses and access to counseling services through Victim-Witness.

The programme's aim was threefold: (1) reduce the number of juvenile domestic and family violence cases in Santa Clara County; (2) provide rehabilitation services to abusive youth; and (3) deliver specialized services to victims, whether they were the dating partner or the parent/sibling of the offender. This unique, court-based program includes the following key components:

- Assessment. Domestic and family violence cases are identified at the intake process by specially trained probation officers who conduct a detailed risk assessment.
- Specialized Prosecution and Defense. Both the District Attorney's Office and the Public Defender's Office specially train attorneys to handle juvenile domestic and family violence cases.
- Dedicated Docket: One afternoon a week is set aside exclusively for juvenile domestic and family violence cases.
- Intensive Supervision. Abusive youth are subject to periodic reviews by the judge, as well as intensive probation supervision. Probation's specialized domestic violence/family violence unit stresses accountability and competency skills for healthy relationships.
- Offender Programs. A major component of the court-based intervention is a "teen-specific" 26-week batterer's intervention program, supplemented by substance abuse programs, mental health programs, or other counseling as needed.
- Victim Services. The Program offers victims direct and confidential advocacy, support groups, legal assistance, court accompaniment, assistance with Victim/Witness claims, and resource referrals.

Instead of "informally" treating youth cases through Probation, under the new court system the vast majority (93%) of domestic/family violence cases in Santa Clara put offenders on formal probation. A formal probation model treats juvenile violence as a serious crime and focuses on early intervention to stop the violence and rehabilitate the offender. A 2003 study that tracked the specialized court three years after its inception showed that most youth who completed the 26-

week intervention program were deterred from recidivism.

Lessons learned:
The model is clearly sustainable since it is still in operation almost 9 years later, under the leadership of two subsequent juvenile delinquency judges. It has not required specific funding of any kind. Santa Clara's specialized court has been the subject of scholarly research on the Effects of Court-Based Programs on Recidivism (Sagatun-Edwards et. al., 2003 and Ueket, Sagatun-Edwards et. al., 2006), and has received national attention on television programs like Nightline, Good Morning America, 60 Minutes and Montel Williams.

Within two years of the court's 1999 launch of the Juvenile and Family Domestic Violence Court, nearby San Francisco County replicated a similar model with few adjustments. Under a grant from the National Center for State Courts, researchers studied the effects of Santa Clara County's specialized Juvenile and Family Violence Court in 2003 and 2006. The study found the specialized program had a deterrent effect on first-time offenders. However, youth who already had a criminal record were more at risk to recidivate. One year after the arresting incident, about thirty percent of offenders with prior delinquency had recidivated, regardless of any specialized intervention. Lessons learned included:

1. The importance of fostering interagency collaboration: It took months to develop smooth collaboration. Frequent meetings kept the players working toward the same goals.

2. Ensure completion of the 26-week program: the key to achieving recidivism goals, especially with first-time offenders, included completing the 26-week program. Thus it was necessary to deal with alcohol or substance abuse issues as early as possible, and employ review strategies that encourage probation compliance. The ability and willingness of juveniles to successfully complete a probation program varies significantly between first-time offenders and repeat offenders. Juveniles with prior records were least likely to successfully complete probation. Further studies will be conducted on how juveniles respond to each facet of an intervention program so that strategies can be taken to improve successful completion rates.

3. Graduate sanctions: while a zero tolerance sends a strong message to abusers that abuse is unlawful, many arrested youth are first-time offenders, who get "stuck" in the juvenile system because they cannot complete conditions of probation. Programs that treat all offenders with the same intensity of sanctions may be counterproductive. Graduated sanctions that take into account the severity of the incident and extenuating circumstances may offer a more balanced approach to the experiences of the juvenile population.

4. Complement the specialized program with more mental health services: a sizeable proportion of juvenile domestic/family violence offenders have been diagnosed with mental health issues. At a minimum, a mental health component should complement justice system remedies. In some cases, mental health programs can offer additional services that may be more suitable than court-based intervention programs. Recognizing the intersection of mental health and juvenile delinquency, including teen domestic and family violence, has had an impact on the design and effectiveness of the intervention programs.

Brazil   *Arts and Crafts School Project of Santana de Parnaíba*, **Prefeitura Municipal de Santana de Parnaíba, Santana de Parnaíba, Sao Paulo**

Reducing juvenile delinquency and poverty by teaching the socially disadvantaged youth restoration skills, therefore applying them to restore and revitalize the historic centre of the city of Santana de Parnaiba, Brazil and opening up greater employment opportunities.

Summary:
This initiative, which took place in the 427-year-old Historic Center of Santana de Parnaiba in Brazil, has promoted the restoration and revitalization of the Historic Center of the city and its surroundings, by training young people with psycho-social difficulties at the Arts and Crafts School Project of Santana de Parnaiba. By providing young people with psycho-social difficulties training and on the job experience in restoration and related arts, the Arts and Crafts School Project of Santana de Paraniba has promoted the city's restoration of cultural assets while generating new jobs (86% of the graduates of the school went on to find a job), labor qualification, cultural sophistication, greater access to and appreciation of cultural assets, in addition to the development of related areas such as education, environment, social inclusion, etc. The project has also built in an element of sustainability in that the same young people who were responsible for damaging the buildings of the city with graffiti were trained to restore them. Thus, once the restoration was completed, these young students felt a sense of accomplishment, as well as ownership of the city's historical centre, therefore not engaging any longer in vandalistic behavior.

The problem:
Before the implementation of the Projeto Oficina Escola de Artes e Ofícios de Santana de Parnaíba (POEAO-SP - Arts and Crafts School Project), the city of Santana de Parnaiba had lost all cultural identity and lived the conflict of having to preserve this "Historic Center", all damaged and covered with graffiti. Among the problems there was lack of tourism and leisure equipment such as restaurants, bars and galleries; regardless of their economic power, the population (most of whom from the northeast of the country) had little interest in this old complex. It was considered as just a "dormitory" for out-of-town workers and business people due to the lack of specialized labor for the restoration of the buildings and the small offer of cultural activities and work for the impoverished youths.

Santana do Parnaíba is a town of 85 thousand inhabitants with twenty five slums and 14 luxury condominiums. It is located within Great Sao Paulo, 40 km from Congonhas Airport. It is a 427-year-old Historic Center with 209 listed buildings and protected surroundings with over 200 buildings, in addition to alleys, streets and squares. The governmental body responsible for listing the whole complex is CONDEPHAAT-SP (Council for the Defense of the Historic, Artistic, Archeological and Tourist Heritage of the State of Sao Paulo), but some listings are also provided by IPHAN (Institute of National Historic and Artistic Heritage).

The Solution:
A group of citizens residing in the Historic Center, together with members of the Town Council and the Town Hall were responsible for proposing and contributing to the establishment of the POEAO in Santana do Parnaiba. Their main fear was total loss of the town's memory and identity. At the same time, they were aware of the fact that, without an identity between the people and the city, there would never be a sense of shared ownership and responsibility in dealing with local

problems, and thus with development issues at the local level. To solve the problem, this group of dedicated citizens brainstormed on the major steps to be taken. First, it was necessary to find ways of including the youth affected by psycho-social difficulties into the town and society's fabric. Second, it was necessary to recover the Historic Center and its importance for the general population, as well to strengthen the "parnaibano" pride. So the idea of establishing courses of Restoration and Conservation of Furniture and Properties for the aforementioned youths was promoted by the Arts and Crafts School Project and the Heritage Maintenance.

The main strategy was to make the population trust the socially disadvantaged youth so as to integrate them in the life of the city and to employ them to restore the beauty of the old mansions of the Historic Center. To do that, a regional and national media campaign was launched to highlight the positive role of this school in social and conservationist projects. At first, the school's focus was to elaborate a quality project to be approved by the listing organs and the Council of Culture. Some difficulties were to be expected in the approval of a project of this kind: the restoration of cultural assets by youth with psycho-social difficulties.

Once this step was over, the school had to select the youth who would be part of this initiative, and this was not an easy task given the large numbers of impoverished people. The criteria were based on the views of the town's Social Assistance Service, the Tutelage Council, the Public Ministry, the judicial system, Neighborhood Associations and Service Clubs.

The following step was to 'get to know' the young people selected for the project, a particularly difficult task as many of them had suffered severe traumas and bad experiences, in addition to being often times from rival gangs. The Arts and Crafts School Project had to learn about their individual history, concepts, health and hygiene conditions and how much sexual education they had in order to re-socialize them and involve them in the restoration of the town's cultural heritage. This was also a way to make the restoration craft less elitist. And the youth could channel their energies in outdoing themselves and reaching their goals, trying to be the best 'professionals' ever.

Not only these young people received theoretical instruction in the art of restoration, and psycho-social assistance, but they also received compliments from the community and the press for the results they achieved in restoring the city's historical sites.

All the activities at the Arts and Crafts School Project approached transversely themes like citizenship, rights, quality, ethics, environmental education, hygiene, etc. These once outcast youths became the tools for the integration of the whole community, and instead of depredating the Cultural Heritage, they became essential preservation agents. Thus, the community, the political leaders and the private sector took over this initiative and helped it flourish.

For the following 12 months, a budget of R$373.000,00 (three hundred and seventy three thousand reais) was distributed as follows: R$ 113.000,00 for aid-scholarships for the apprentices, R$ 82.000,00 for daily transport fares for the project's youth, R$ 14.000,00 for life insurance for the apprentices, R$ 22.000,00 for their uniforms/EPIs, R$ 49.000,00 for teaching and related material and R$ 93.000,00 for the technical teaching team. Three masters and one pedagogical coordinator are full-time dedicated to the School, and the other 5 professionals are Town Hall employees who are involved with this initiative and with other activities of the town's historical heritage preservation (engineer, secretaries and teachers).

One of the biggest obstacles in implementing this initiative was that the property owners of the historical buildings did not believe in the capacity of the youth, who came from the outskirts of

the city, many of whom were ex-offenders, to restore the town's cultural heritage –degraded by its own population, including many of the same young people who were called upon to restore the buildings and who had themselves been responsible for using graffiti on the walls of the city's buildings. Another difficulty was the approval of this innovative project by the body that oversees the historical heritage of the city. In order to overcome this obstacle, it was necessary to provide results with quality and speed. For that to happen, the public organs gave their support by submitting their buildings as the first labs/work sites for the youth. As for the acceptance by the organs responsible for protecting the historic heritage, it was necessary to show unquestionable technical quality, to undertake some meetings and to obtain the approval of the State Cultural Council. The major benefits of this project can be hereby summarized as follows:

- Restoration and Revitalization of the Historic Center and its surroundings;
- Inclusion of 86% of the youth who graduated from the School in the job market, thus reducing poverty and criminality (60% of the youth was already completing socio-educational sentences or beginning criminal lives);
- 3% of these ex-students entered universities in the region;
- Minimization of social and cultural barriers as the Historic Center is nowadays a point of convergence for all the population, rich or poor, northeastern or otherwise;
- Cultural emancipation of the youth who, through a differentiated educational proposal, take part in the evaluation of their peers and of all the School's team, learning how to think and question their own learning.

As for sustainability, this initiative is efficient and non-expensive. The cost of restoration is reduced in at least 35% through the site-school system in which, after the theoretical teaching, the students go to the work sites to learn by doing. As they get aid-scholarships (not salaries) besides meals, transportation tickets, health insurance and equipment for individual protection, the gains for them are many and the costs for the Oficina-Escola are few. This innovative practice is fully transferable. It has even been replicated by many Brazilian towns through partnerships, thus assisting over 5,000 youth all over the country. The states and towns who have benefited from this initiative are the following: State of Ceará - Sobral, Fortaleza, Aquiraz, Maranguape, Fortim and Aracatiaçú; Bahia – Porto Seguro and Trancoso; Minas Gerais – Belo Horizonte, Ouro Preto, Mariana, Lavras Novas and Cachoeira do Campo; Espírito Santo – Marataizes, Venda Nova do Imigrante, Fundão, Santa Leopoldina, Vitória, Vila Velha, Itapemirim, Castelo, Cachoeiro do Itapemirim and São Pedro de Itapuama; São Paulo – São Luiz do Paraitinga, Jacareí, Guarulhos, Jundiaí, Jandira, Itapevi, Pirapora do Bom Jesus, São Paulo-capital, São Sebastião, Iporanga, Rio Grande da Serra, Paranapiacaba, Barueri, Rio Grande da Serra, Iperó, Iguape, Osasco and Itu.

The more the population benefits, the more it feels motivated to protect its cultural heritage and support the proposed activities for social development. Each segment of society feels involved and motivated, and a specific part of the population becomes responsible for the preservation of its identity – the youth who used to be looked down on.

Nowadays, Santana de Parnaíba has become a reference center and, therefore, an exporting market of professionals qualified in restoration. So there has been and there still is constant learning and qualification of student-apprentices, once outcasts, enabling them to be productive member of society. It is necessary to minimize the social barriers and inequalities, to respect not only the cultural heritage but everyone who is involved on a daily basis in building and preserving culture. There are many people who only need a chance to become qualified, to be educated and take part in the construction of better places to live.

Chapter Two

Innovative Initiatives in Improving the
Delivery of Public Services

South Africa   **Transnet-Phelophepa Health Care Train, Johannesburg,**
                    Transnet Foundation

Bringing health services in remote rural areas: The Transnet-Phelophepa Health Care Train of South Africa

Summary:
The Phelopepa Health Care Train is a 16-coach train that travels to 36 remote rural areas each year, for a period of one week each, to provide affordable and accessible primary healthcare services and health education to the rural poor. Founded in 1994, this initiative, which is based on a public-private partnership, is unique in the world. It reaches tens of thousands of patients throughout South Africa and provides basic dental health, and eye care as well as health education and counseling. Graduates of this programme become volunteers in the community who disseminate the information they received from Phelopepa. Following the train's departure, the Order of St John gives these 16 people a week of instruction in home-based care, with a focus on HIV/AIDS. Thanks to this programme, that was established as a reaction to the fragmented and discriminatory health system legacy of the Apartheid, there has been an increased access to health care services in deep rural areas reaching over 4.500.000 people since its inception in 1994. Since then more than 8,000 community members have been trained in basic health care and 1,443 people have received home-based care training. In addition, Phelopepa has created temporary employment for 50-60 local community members at each stop.

The Problem:
Although the South African Constitution now recognizes the universal right of access to health care services, inadequate access to these services still plagues the lives of the majority of South Africans. It has been recorded that since 1994, doctors and nurses have been leaving the country in droves. The increasing spread of HIV/AIDS throughout the country (917 deaths per day in 2006) and its associated epidemic Tuberculosis (529 320 cases in 2004, 66.4% HIV+) along with the chronic under-servicing and under-resourcing of the rural sector all have devastating consequences on infant mortality (48 deaths per 1000 live births), maternal health (3406 deaths between 2002 and 2004), and life expectancy (50.8 years). The result has been a decline in South Africa's ranking on the Human Development Index. Whereas South Africa was rated 67th according to the Human Development Index in 1995, the most recent HDI ranked South Africa 121st.

The Solution:
The Phelopepa Health Care Train was conceived in 1993 as a 3-coach optometric clinic by the Rand Afrikaans University Department of Optometry and Transnet's (a parastatal transport corporation) corporate social investment department. The Transnet Foundation, who took over ownership of the project, provided all of the funding for the initial stages of the project and currently funds about half of the train's expenses. The Transnet Foundation is the implementing agency. The Transnet Foundation, the corporate social investment arm of Transnet, South

Africa's state-owned transport and logistics enterprise, believes that whilst many other organizations may view social investment as a means to attaining goodwill within the community, Transnet has an additional mission. The Transnet Foundation is based on empowerment towards the future and acquiring selected initiatives that will provide long-term sustainability not only to the organization, but to the country as a whole. Dr. Lynette Coetzee, the Transnet Portfolio manager, is one of the key people in creating and implementing the idea of the train.

Private sector partners include Roche Products, the Colgate-Palmolive Foundation, and the Canon Collins Education Trust for Southern Africa (CCETSA). These partners offer some funding support; provide technical, provisional and logistical support; and share their expertise in subjects such as diabetic care, medicine, cancer treatment, oral hygiene, and education/curriculum development. St. John's Red Cross Society (NGO) provides the week-long training courses in home-based care offered to graduates of Phelopepa's 5-day basic health care training.

For Phelopepa to secure credibility and function most effectively, it must establish community support, gather input and ensure community participation. A week ahead of the train's arrival, a Phelopepa team arrives in the area that the train will be visiting and finalizes arrangements with the community. They engage in discussion with all local medical personnel in the area, and set up referral mechanisms. The team consults with local community leaders and authorities and selects 16 persons to participate in a week of health instruction on the train; and identifies individuals to be recruited for translation, clerical, cleaning and other services. They also identify the schools to be visited by outreach programmes and the village in which to hold Health Day activities.

Building the train was one of the most difficult design and engineering projects ever tackled by Transnet Rail Engineering. Old coaches had to be refurbished and fitted with special healthcare equipment. One of the coaches was converted into a power car and installed with enough equipment to provide electricity for 14 to 21 days. A state-of-the-art kitchen was installed to prepare almost 400 meals per day and a satellite communications network. The setting up of the project involved practices which were directly related to the mobile character of the service. In the case of the Dental and Optometry clinics, early decision making, involving electronic equipment, had to take into account the weekly vibrations and jolts involved with a train journey i.e. packing away of sensitive equipment and securing what cannot be moved or packed away. The Health clinic quickly realized the importance of education as a means of prevention and then set up the Edu clinic which gives 5 days of primary healthcare lectures to a volunteer group of 16 at each station i.e. every week.

The Pharmacy on the train was also very innovative as it developed a set of pictures which depict the prescribed regimens to solve the language problems. Because there are nine different languages encountered, the medical staff found great difficulty in explaining the necessary regimens to follow when taking medicines. Phelophepa comes from the seSotho and seTswana languages and it means "good, clean health". The "well-oiled machine with a heart", as the train has been dubbed, is the only train in South Africa that brings affordable and professional health care to rural communities. Besides providing direct medical care, Phelophepa's key focus is health education and awareness. Transnet and Phelophepa produce literature in all the major South African languages which is distributed to teachers in the community to pass on knowledge and awareness of pertinent health issues like teenage pregnancy. The volunteers that work on Phelophepa are also armed with knowledge which they use to educate and empower themselves and their communities.

Rural (African) schoolchildren generally walk miles to and from school through grasslands, the husks and pollens of which cause sever Allergic reactions and inflammatory complications (Vernal). Once the steroid/moist cell inhibiting eye drops have cleared the condition and therefore, the Eye clinic dispenses funded spectacles to these children to prevent a recurrence.

Services rendered on the train include: health screening, cancer screening, diabetes screening, eye testing and provision of spectacles, dental restorative processes and extractions, oral health education, individual counselling therapy and community counselling workshops. Patient fees are no more than R30, e.g. a health clinic consultation costs R2.50, dispensing a prescription costs R2.50, spectacles cost R30, and extracting a tooth costs R10. All of the train's clinics and offices are equipped with computers and connected to the internet via satellite which enables its staff to transmit data, consult with other medical professionals and establish referrals and appointment times for individual patients. In its classroom, Phelopepa gives a full-time 5-day training course to 16 community members in basic healthcare measures. Graduates of this programme become volunteers in the community who disseminate the information they received from Phelopepa. Following the train's departure, the Order of St John gives these 16 people a week of instruction in home-based care, with a focus on HIV/AIDS.

Phelopepa also runs several community outreach programmes throughout the course of its stay. These include: a school outreach programme through which it offers screenings and examinations as well as oral health education to children at community schools and pre-schools in the surrounding villages; and a counselling outreach programme wherein staff visit local schools to conduct sessions with teachers, children and parents on a topic of their choice.

The Phelopepa Health Care Train has increased access to health care services in deep rural areas. Since its inception in 1994, the Phelopepa Health Care Train has reached over 4 500 000 people. The health clinic sees between 20-25 thousand patients each year. The eye and dental clinics see 120-150 patients per day. Phelopepa dispenses about 80 pairs of spectacles daily. Since 1994, counselling programmes have reached 263,570 people. More than 8,000 community members have been trained in basic health care and 1,443 people have received home-based care training.

In addition, Phelopepa creates temporary employment for 50-60 local community members at each stop who provide translation services, record patients' basic personal information, or work as cleaners, security staff and assistant cashiers. Such individuals earn between R30-60 for the week. Phelopepa is the only health care train in the world. Phelopepa works with several government departments. The Department of Safety and Security provides security services to the train during its stays. The Department of Public Enterprises (DPE) regards Phelopepa as a flagship programme within Transnet, of which DPE is the major shareholder. The Departments of Social Welfare and Education support some of Phelopepa's services by, for example, registering orphans for social grants at school outreach programmes. The Department of Health recognizes Phelopepa as a legitimate source of health care support and strives to inform as many people as possible about the train's arrival.

Transnet business units carry out much of the technical work required for the train's operation. Spoornet and Transwerk conduct infrastructure maintenance, stock upgrading and technical assistance to the train. Transtel and Arivia.kom supply and maintain the communications equipment and services to the train including a satellite dish, telephones, and computer equipment.

Phelopepa's primary objective is to deliver efficient, credible and cost-effective mobile healthcare services to poor rural communities where health care facilities are either inadequate or non-existent. In addition, the project seeks to enhance basic health care awareness in rural South Africa and to empower people to enhance their physiological and psychological health. The train makes visits to 36 locations in 4 provinces in one year and the remaining 4 provinces in the following year. Gauteng is excluded as the network and spread of its health services is considered to be superior to that of the remaining 8 provinces.

Reaching as many people as possible is the aim and object of Phelopepa's outreach programmes. Not everyone is able or willing to come down to the train, so the train's staff make visits in the community to conduct outreach activities. At each stop, Phelopepa staff also conduct 2 'Health Days' in one of the local villages. This comprises of a full day of health-related activities in order to raise awareness about health and health care issues. Phelopepa hopes that health education and awareness will help community members to avoid contracting some preventable illnesses.

Lessons learned:
Mobility is a key feature of Phelopepa's operations. The Phelopepa Health Care Train can reach much larger numbers of people, being mobile, than it could if it were permanently stationed in one location. Since Phelopepa only visits each location for a week, it became clear to its implementers that something had to be done to ensure that their visit left a lasting impression and lasting benefits for patients. So, Phelopepa launched a health education programme to achieve maximum impact on the health of the communities they visit. This programme allows them to teach 16 people in each community basic health care procedures so that they can continue to treat and educate patients once the train has left.

This initiative has managed to bring aboard private sector operators as well as public ones. This approach is key to its sustainability. It receives 49% of its funding from Transnet who, as the implementing agency, will continue to fund this initiative indefinitely. The rest of the project's funding comes from a range of corporations including a few large companies like Roche Products and Colgate-Palmolive. Because of its successes, and its national and international exposure, Phelopepa is unlikely to see funding dry up in the near future. Phelopepa is also socially and culturally sustainable as a result of having achieved significant community buy-in and participation in each of the locations that it visits. Having been in operation for over 10 years, Phelopepa's organizational structure, policies and procedures are well-entrenched.

As result of past success, this initiative is being replicated and expanded. The Minister of Public Enterprises has requested that a second train be built, to be operational in 2008. While initially quite an expensive venture, Phelopepa is a cost-effective method of healthcare service delivery. The key aspect to replicate here is mobility, and not necessarily a train per se. In South Africa, a train works well because of the existing railway infrastructure that had previously served the mines and transported conscripted workers during the apartheid era to and from the mines. Also, a train can hold a lot of people and equipment and is able to expand simply by adding another coach. In another region, however, another mode of transport may be more feasible. The major requirements for implementing a similar initiative elsewhere are funding and access to medical supplies and human resources.

Finally, one of the key elements to the success of the initiative is preparation. The project management is involved in extensive planning of almost every aspect of the train's operations. Planning is thorough and Phelopepa staff have long checklists. They repeat the same routine each week, which has helped to ensure that the train runs smoothly and that there are no surprises. The selection of stopover locations and negotiations with community leadership including hiring of temporary staff, and logistics planning for community outreach activities are all finalized well in advance of each stopover. The commitment of the Phelopepa staff cannot be overlooked. They work long hours and live on the train away from their families for 36 weeks per year. It is an extremely demanding job that not everybody can do. Much of Phelopepa's success rides on the competence and dedication of its staff members.

The Foundation renewed its commitment to build a second Phelophepa Health Train. A business plan that will ensure the successful rolling out of a second "miracle train" in 2010 is already under way. By bringing together all the stakeholders such as Transnet Rail Engineering, that

contribute to the construction of Phelophepa I, the Foundation will ensure that the construction of the Phelophepa II is a project that belongs to the whole of Transnet.

AFRICA   **Finalist**

Botswana   **Princess Marina Referral Hospital**

Reducing "patient waiting time" by providing integrated medical services through a one-stop shop in the Princess Marina Referral Hospital in Botswana

Summary
Through the Project entitled "Long patient waiting time" at Princess Marina Referral Hospital Out patient Dispensary, the dispensary managed to integrate all medical services while reducing the long patient waiting time for health examinations and drugs.

The Problem
One of the biggest problems at the Princess Marina Hospital Outpatient Dispensary was that patients waited for too long before getting their medications. Data collected during the month of October 2006 before the initiative was implemented showed that 95% of sampled patients waited for an average of 2 hours and 21 minutes instead of the expected 1 hour (target the team decided on) due to the flow of work such as frequency of meetings and rotational schedules; inadequate allocation of Pharmacy staff within departments, and the high volume of patients. The above resulted in some patients going away without their medication, staff fatigue and strain due to over-time.

The Solution
A team within the Hospital made up of doctors, pharmacists and other relevant stakeholders was formed in order to tackle the above problems. The Pharmacy Total quality management team took various steps in trying to redress the problem, i.e. brainstorming of the problems; clarification of objectives; multivoting; theme selection matrix, Fishbone diagram, Pareto Chart, Countermeasure Matrix and Standardization. The brainstorming aimed at highlighting all the problems the department encountered. The Theme Matrix Selection was undertaken to select the process to be adopted based on the impact on the external customers (patients) and the need to improve.

The Fishbone Diagram was used to analyze and identify the root causes of the problem. This was followed by a Pareto Chart to prioritize the actions to be taken in relation to the root causes. The Countermeasure matrix was developed in order to help the team compare the different countermeasures for each objective and decide which strategies to choose by considering their effectiveness and feasibility. The Aids and Barrier analysis was also undertaken to identify and evaluate the factors that may resist or assist the proposed change.

 The team identified three objectives. The first objective was to review the allocation of staff and frequency of rotation. To achieve this, the team came up with the following strategy.

- Introduction of relief schedule: The team put in place a relief schedule to increase staff within the first two hours of the morning.

The second objective was to review long winding dispensing system and processes in place. This was achieved by the following strategies.

- Opening a card collection and enquiries window. This was done to reduce the crowding of patients at the dispensing points. A data entry officer was appointed to register new patients and to help at the enquiries window.
- Frequency of departmental meetings was reduced. The number of meetings used to be four in a week and was reduced to three.
- The Issuing of two months supply to selected prescriptions: e.g from urology and eye clinic was introduced, where applicable.
- The number of prepacks packed in a day was increased from three to four items per day. New items were also included in to prepack list. This helped reduce the time taken to count items during the process of dispensing.

The last objective was to advise patients to get medication from the nearest clinic / health facility. This was achieved by

- Educating patients: to get medications from their nearest clinics by conducting educational talks and providing educational pamphlets created by the pharmacy's TQM team. The dispensary supervisor was tasked to ensure that all these strategies were implemented.

The following main obstacles were encountered and they were overcome by adopting appropriate strategies.

- The shortage of staff at the out patient dispensary: This was overcome by introducing morning relief where selected staff members from other units were engaged to help patients at the dispensary.
- Resistance of staff to change: The staff members were involved in the implementation of the strategies and the Pharmacy Management played a key role in support of the change.
- Limited time for TQM team meetings: The team had to meet after hours and during weekends to complete the project.
- Breakdown of Prepacking Machinery: To repair this machine a Technical service team was outsourced and is now in operation.
- Patient crowding at dispensing window: The opening of an enquiries window helped to decongest dispensing window.

This project was carried out at no cost and by using limited available resources. The team motto was "Do what you can with what you have where you are". This initiative can be replicated or transferred any where in the world to increase productivity and improve service delivery. The project was presented at the Ministry of Health mini convention and at the Botswana National Pharmacy workshop. The project was also presented at the Botswana National Public Service Convention and was awarded trophies, medals and a certificate of recognition. A letter of appreciation was received from the head of department as well.

The *Princess Marina Referral Hospital initiative* included reducing the waiting time to 60 minutes by February 2007, which improved customer satisfaction and reduced staff fatigue. The knock time was also reduced by 2 hours. The number of departmental meetings was rescheduled from 4 meetings to 3 per week. Furthermore the general meeting duration was also reduced from one and half hours to about an hour. This allowed more time for staff to serve at the dispensary. In addition, the frequency of staff rotation within the department was reduced from 12 rotations per year to 4 times, thus allowing for a better understanding of their work stations and reduced re-orientation for more effectiveness and productivity. Some selective prescriptions were issued in full where applicable instead of monthly refills. This reduced the number of visits by patients and

therefore reduced patient load.

Lessons Learned:
The most important ingredients of a successful innovative initiative are:

- **Team Spirit**: Through oneness and support the team achieved the desired goal and focus on the project.
- **Commitment and Dedication**: The team with their full commitment and dedication was able to overcome obstacles to achieve the desired target.
- **Winning Strategy**: Do what you can with what you have where you are! With a positive attitude there is always room for improvement.

ASIA AND THE PACIFIC **Winner**

Australia   *JobAccess*, **Department of Education, Employment and Workplace Relations**

Providing people with disabilities improved access to the job market by creating a special on-line portal and telephone services.

Summary:
JobAccess has provided people with disability and/or mental illness with greater access to the job market through a one-stop information shop, including online application forms, a unique database of workplace adjustments and solutions and free expert telephone services.

The problem:
Recruitment in Australia is changing. Labour shortages of around 195 000 people are forecast to hit all major industries in Australia over the next five years. Despite this trend, people with disability, who represent 16.6 per cent of Australia's working age population, still find it difficult to find and maintain employment. In 2005, the Australian Human Rights and Equal Opportunity Commission conducted a National Inquiry into Employment and Disability. The objective of the Inquiry was to identify the reasons for low participation and employment rates among people with disability and to work toward practical, achievable solutions. The results of the Inquiry indicated that people with disability face higher barriers to participation and employment than many other groups in Australian society. Three sets of obstacles affecting the employment of people with disability in the open labour market were identified:

1. Information—the absence of easily accessible and comprehensive information to assist in decision making and to support ongoing needs, including information about the full range of supports and services offered by the Australian Government;

2. Cost—concern about the cost of participation for people with disability and the possible cost to their employers;

3. Risk—concern about possible financial and personal impacts of disability on employment.

The lack of clear information appears to have added impetus to several myths about the cost and risk of employing people with disability including that they cost more than other employees to recruit and that the risks to the employer are higher for this group than for other employees.

As a result, employers in Australia did not have a great awareness of the business benefits of

employing people with disability including that the cost of hiring people with disability can be up to 13 per cent lower than the cost associated with hiring other employees. Employers were also discouraged from accessing and using some of the free services and support available to them because of lengthy application processes and government red tape.

The Solution:

As part of the Inquiry into Employment and Disability, the Australian Human Rights and Equal Opportunity Commission recommended that the Department of Education, Employment and Workplace Relations (from now the "Department") develop and implement a one-stop information shop and expert advice service for the employment of people with disability. The Commission also recommended that the Department improve access to the Workplace Modifications Scheme. The Commission's recommendations were based on intensive consultation with people within the disability community, employment service industry, the private sector and government.

The Department commissioned a scoping study to examine the feasibility of developing such a service in Australia. Associate Professor Nicholas Buys (Griffith University) completed the study, consulting with key stakeholders in Australia and seeking input from the United States Department of Labor (who fund the Job Accommodation Network in the United States). The Job Accommodation Network project team, who provides advice about workplace adjustments and solutions to employers in the United States, was available to discuss its experience in detail.

Following completion of the scoping study, the Department conducted further targeted consultations in Australia with employers and potential employers of people with disability, job seekers and employees with disability, their co-workers, employment service providers, disability peak bodies, consumer organisations and other government departments and agencies. Employers, industry and peak body representatives also provided advice to the Department on increasing labour force participation and employment opportunities for people with disability in Australia. These stakeholders recommended how to best engage with business, how to target web site content to meet employer needs and also participated in user testing of the site before its release.

The Final Report of the National Inquiry into Employment and Disability recommended that the Department of Education, Employment and Workplace Relations (previously the Department of Employment and Workplace Relations) develop and promote a service for employers and people with disability, offering them all the information they need in one place, including a map of the full range of services and supports across all levels of government. The Report also called for easier access to employer incentives such as the Workplace Modifications Scheme which pays for the costs involved in modifying the workplace for eligible employees with disability. JobAccess responds to the Report's recommendations, providing a comprehensive and coordinated resource dedicated to improving the employment of people with disability and providing easier access to employer incentives.

The project team within the Department included staff from five branches including staff with IT, legal, communications, programme and policy expertise. An internal steering committee, including a project owner and sponsor from senior management, tracked the project's success. To ensure that the web site covered the full range of services and support available, three Commonwealth departments and two Commonwealth agencies were invited to submit content relevant to the site. Commonwealth departments were also encouraged to seek input from their relevant state and territory counterparts. As a result, JobAccess contains information about services and support regardless of which department or level of government is providing the service or support.

The Department used a phased implementation strategy to progressively release JobAccess. Given that JobAccess was the first service of its kind in Australia, the objective of a phased implementation strategy was to gauge stakeholder satisfaction with the service and to respond to demand for the service as it became known. It allowed the Department to manage the risk that the service would greatly exceed anticipated demand and available funding.

The first release of JobAccess included a fully functional web site with approximately 700 pages of content and another 1000 pages of content in the online database of workplace adjustments and solutions (the Workplace Adjustment Tool). The JobAccess Advisers, a team of approximately eight staff, were also fully operational upon the release date. A pre launch took place initially to ensure that the web site and service were ready to cope with further demand. The official publicity launch took place a month later when the Department was confident that the service was operating as planned.

Four subsequent releases of JobAccess in 2006-07 responded to feedback received through post-implementation user testing and accessibility testing which was carried out among members of each of the target audiences. These four releases also allowed additional online forms and content to be added to the site once the demand for JobAccess became fully apparent.

Complementing each release of the web site was a phased and targeted communication strategy which was designed to respond to over or under demand for the service as required. This strategy was developed and implemented by the Department's communications team.

The first two phases of the communication strategy targeted disability peak bodies and government-funded employment service providers who work with both employers and job seekers/employees with disability. These phases were designed to prepare the way for the new service and promote its use among employment service providers.

The final phase of the communication strategy was targeted directly at the employers themselves. This phase included direct mail outs to employers, online marketing and print media advertising. It focused on the business benefits of employing people. Promotion and advertising highlighted the free practical advice and financial assistance available to employers, either online or by telephone through JobAccess.

A 'Need Staff?' kit was distributed to employers in the industries most likely to be affected by skills shortages. The kit contained a DVD of employer experiences. Employers discussed the tangible benefits that employing people with disability had on their organisation and encouraged other employers to look beyond their traditional recruitment channels and give people with disability an opportunity.

After a year of consultation, planning and development, the Department released JobAccess on 3 July 2006. The site and service was officially launched by the Minister for Workforce Participation in Melbourne in August 2006 and continues to be enhanced.

JobAccess is a comprehensive resource for employers, people with disability, their co-workers and employment service providers. It is a one-stop information shop with a very user-friendly website. Content on the web site has been authored specifically for each target audience. The 'Employers' section of the site focuses on the business benefits of employing people with disability, dispelling common misunderstandings and myths. Employers can find statistics demonstrating that people with disability can have fewer accidents, lower absenteeism and lower recruitment costs than other employees. Employers can also find practical guides enabling them

to become 'disability confident' organisations, including access to free copies of a Mental Health First Aid in the Workplace e-learning CD.

The information-rich web site (www.jobaccess.gov.au) includes online application forms, a unique database of workplace adjustments and solutions and free expert telephone advice. The key benefit of JobAccess is that it removes the information barrier that prevents many people with disability from getting a job.

The JobAccess Advice service is contracted to WorkFocus Australia, an organisation with 17 years experience in the sector. The JobAccess Advisers organise free workplace assessments and modifications as part of the Workplace Modifications Scheme and facilitate access to Australian Sign Language (Auslan) interpreting and training through the Auslan For Employment Programme. Applications for assistance, including applications for productivity-based wage assessments, are made online. The benefits of JobAccess have been measured both qualitatively through user satisfaction surveys and quantitatively through data analysis.

The number of pages viewed on the web site for July 2007 has increased by one third since the site was released. The number of enquiries to JobAccess at the start of 2007 doubled compared to averages for previous years. JobAccess currently receives more than 1000 enquiries per month. To date, nearly 70 000 copies of the Mental Health First Aid in the Workplace CD have been distributed.

Perhaps the most notable achievement of JobAccess has been encouraging access to employer incentives. Previously the Workplace Modifications Scheme required three paper-based forms with an average turnaround time of 11 calendar days. The JobAccess model ensures that applications for assistance for less than $AU 10 000 are answered within four business hours. For applications over $AU 10 000, a workplace assessment is organised within two business days. JobAccess has met these requirements for 100 per cent of applications. Once a workplace assessment report is lodged, in 94 per cent of cases, the JobAccess Advisers review and approve the report within two business days.

The number of people who have received reimbursement under the Scheme has increased from 408 in 2005-06 to 684 in 2006-07 and indications are that this will increase even more significantly in the future. From July to October 2007, 421 people have already been granted reimbursement under the Scheme.

Lessons learned:
JobAccess is highly replicable. A scoping study is currently being undertaken by Australia's National Vocational Education and Training Disability Taskforce to see how the concept of JobAccess might be used in educational settings to assist students with disability and their teachers. The Taskforce will liaise closely with the JobAccess Advisers, the Department of Employment and Workplace Relations, the Department of Education, Science and Training (now the Department of Education, Employment and Workplace Relations), disability liaison officers in universities and colleges, training authorities in each state and territory, students with disability and their teachers to complete the study in early 2008.

Options include expanding the current service to embrace the needs of students with disability and their teachers; adding new content to the web site and sharing the site with a separate team of education experts; or modelling an entire new site and service on JobAccess. Whatever the outcome, the lessons learned from the JobAccess experience will be invaluable for the Taskforce.

The Global Applied Research and Information Network (GLADNET) has been granted

permission to use the concept and content on JobAccess to help other countries and non-government organisations implement the new United Nations Convention of the Rights of Persons with Disabilities. Information about JobAccess has been sent to other countries. In the United States, the Job Accommodation Network team received it with the intention that the innovations developed from the Australian experience can be used in their own programs.

The success of JobAccess can be attributed to the overwhelming input and support provided by Australia's disability employment sector; state, territory and federal government departments and agencies; and the end users of the service: job seekers and employees with disability, their co-workers and employers. Ongoing consultation allowed the project team to tailor JobAccess to meet the needs of the target audience and to respond in a very specific and practical way to the barriers identified in the Report into Employment and Disability.

Thanks to the input from employers and industry groups, JobAccess speaks the language of business. Employers will not find acronyms or government jargon on the web site. Instead, they will find statistics, facts and case studies that demonstrate that the employment of people with disability makes good business sense. JobAccess provides compelling evidence to bust the myths around employing people with disability.

Consumer organisations and job seekers and employers with disability have provided input to ensure that the service provides all the resources people with disability need to find and maintain a job in one place. JobAccess provides resume templates, information about disability confident employers, disclosure of disability and step by step guides for all stages of the employment journey. A phone call to the JobAccess Advisers can connect job seekers and employees to the service that best meets their individual needs.

The contribution of co-workers of people with disability has allowed the service to encourage all Australian workers to become disability confident. JobAccess provides practical guides on how to communicate with people with disability, disability awareness training, mental health first aid in the workplace and advice on how to support a colleague with disability.

The input of employment service providers has allowed JobAccess to respond to the needs of professionals assisting people with disability and employers looking for staff. JobAccess Advisers are professionals and understand the issues from the perspective of the employer, the employee and the service provider. They comprise occupational therapists, a registered psychologist, exercise physiologist and customer service officers. JobAccess provides a range of tools, publications, checklists and other resources to help employment service providers bring job seekers with disability and employers together. Ongoing feedback from each of these groups will ensure the continuing success of this Australian first.

ASIA AND THE PACIFIC   Finalist

Thailand   *Yasothon Hospital*

Providing more holistic and speedier medical care by integrating services and reshaping the work flow at the Yasothon Hospital in Thailand

Summary
By improving the efficiency of each unit and better integrating services, as well as by reshaping the work flow, only 56 minutes, as compared to 6-7 hours, are now required for a patient to receive proper medical care. In 2004, the hospital was awarded the first regional prize for good

quality of public service.

The Problem

Like other public hospitals, Yasothon Hospital has faced the problem of heavy workloads because of the growing number of patients. The 350-bed hospital provides health care each day to more than 800 people seeking its Out-Patient Department services. Even so, it has continually developed the front-office services and has shortened the procedure for medical services, in line with the guidelines worked out by the Public Sector Development Commission. For example, it has arranged a one-stop service center, extended service hours, and expanded the health care program to various communities. Neighboring countries, such as Cambodia and Vietnam, have also sent medical teams to the hospital to learn from Thailand's experience in improving the delivery of services.

Yasothon General Hospital was established in 1965 initially as a 30 bed hospital. There are currently 370 beds (with an average of 800 outpatient cases per day). Patient satisfaction levels were beginning to decline. The service had too many steps, each taking a long time, for example, 6-7 hours for some clients until the conclusion of the medical visit. The medical service process depended on the patient's condition. For example, the patient needed to complete a new registration card and OPD card during their first visit. Their vital signs were then recorded along with their chief complaint and other information at the screening unit before seeing a physician. If the physician needed more information about the patient's illness, the patient needed to go to a laboratory unit or X-ray unit and then come back to the physician's unit after he or she received the X-ray or lab results. After the physician wrote his prescription, the patient handed in the prescription to the Pharmacy Unit before the pharmacist dispensed the drug and provided drug counseling. Then the patient could go back home. Survey studies found that the total waiting time was 5 hours 58 minutes per case. Patient satisfaction was 72.3 percent in 2004.

There were 2-3 complaint letters per day saying that "The hospital was a slaughter house.", "The nurse should perform better service.", "Poor service", "Wishing the nurse would smile more.", "The hospital has only a few doctors and they come rather late, making the patient spend a long time in the hospital", "Patients need a quicker service. ", "There is an untidy and dirty environment and especially the toilets - smell bad.", "The hospital should take better care at this stage." and "The hospital should cooperate with other care providers and not rely on patient self-help alone".

Increasingly, when people became ill, they preferred to buy medicine or see a doctor at a private hospital or private clinic. This increased patients' expense unnecessarily and resulted in patients sometimes taking unnecessary drugs. People who take too much medicine have higher risks of getting sick from adverse drug reactions which can be life threatening.

The Solution

A team composed of doctors, pharmacists, lab and X-ray staff, technicians, nurses, ward officials, psychologists, physical therapists and other professionals was set up and through brainstorming, teamwork, and cooperation the Hospital developed a good front liner system with multi-disciplinary care teams that later received several awards. It took a long time to brainstorm with all of the concerned units and team work was given priority. That has meant holding frequent meetings to evaluate all problems from patients who entered the medical cycle. Continuous Quality Improvement (CQI) standards were introduced to guarantee high quality service standards leading to an improved system that reduces steps and waiting time for the patient's well-being and ease. Building a positive environment with Thai music, karaoke, and a meditation room, along with having a health club promotion has also contributed to the Hospital's success. An equally important part of its success can be attributed to the clear policies set by the higher

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executives as well as the increase in budgets and continuous evaluation and monitoring. Most importantly, however, is the service providers' continuous dedication and concern for patients, as well as the efforts they made networking among communities and private sectors. Every month there is a meeting to monitor the quality of services, and to identify any problems.

Using the assessment of patient satisfaction by Dusit poll and Thailand Hospital accreditation questionnaires, the Hospitals' team collected data by randomly sampling 20 patients per day every morning for 30 days. Every day the data was summarized and analyzed. The key performance indicators included patient satisfaction, patient complaints, and service timing. After one month each patient from the analyzed results found that the waiting time was only 56 minutes. In 2004, the hospital received the regional first prize for good quality public service.

The strategies employed to solve the problem included:

1. Integrating services through one stop services in every unit, where possible.
2. Reducing overcrowded services by changing the service hours from 8:00 am to 16:00 pm to 7:00 am to 16:00 pm every day. Increased service times from 16:00 to 21:00 pm on weekdays. On Saturday, Sunday and holidays service hours are from 9:00 am to 13:00 pm.
3. Reshaping the flow of work by creating two primary care units. (A health care team from the hospital goes to the care unit outside the hospital. This team is responsible for medication refill and check ups for patients with chronic diseases.). The primary care unit cooperates with health centers and community hospitals by a coordinated referral system. Since patients with chronic illnesses such as DM and HT have frequent medication refills and check ups, they come to the primary care unit rather than to the hospital. Therefore, the number of patients in the hospital is reduced.
4. Improving the quality of time spent in the hospital while waiting for specific services by providing entertainment similar to an entertainment complex, with volunteers playing Thai music and overall improvement to the hospital areas. The hospital now looks like a good hotel. There are reading corners, herbal drinking counters, and peaceful areas for worshiping Buddha images, Hindu Gods, etc.
5. Providing a holistic health care approach by providing Thai massage, herbal saunas, karaoke, and a meditation room. Fitness clubs for health promotion for officials and others. The Thai traditional medicine unit and health educators are responsible for this section.
6. Improving sanitation conditions. The public toilets situation has changed from having not enough toilets and unclean toilets with a bad smell. From our survey, we found toilets in Yasothon Hospital were used by 822 persons per day. We improved the toilets by using HAS (Health Accessibility and Safety) standards until we received the national first prize for the most excellent toilets from the Department of Health.
7. Improving human resources qualifications by providing training. Personnel developed excellent behavior through team training by customer service experts from Thai Airlines to work with hospital personnel.

All of the service units work on innovative ideas to increase patient satisfaction. They are setting strategies for improved performance as follows.
1. Improving services.
2. Defining service behavior to meet clients' need.
3. Identifying problems and obstacles.
4. Seeking feed-back from patients.
5. Knowledge management and competency of personnel promoting continuous quality improvement.
6. Admiring and giving rewards to the personnel who do the best.

The key development and implementation steps are Continuous Quality Improvement (CQI).
     - Use of the PDCA cycle (Plan, Do, Check, Act) to develop a high quality service system.
     - Improving the service by reducing steps, therefore, saves time at each service point.

Reducing steps are done as listed below.

1. The patient care team OPD paid attention to making all patient care most satisfactory. Client care was emphasized through the multidisciplinary participation of every one at every level. These included doctors, dentists, pharmacists, nurses, technicians, physical therapists, health educators, psychologists, and social medicine practitioners.

2. The work flow was reshaped by reducing seven steps to one stop service in the dental unit and specialization clinic. Clear steps are aimed at covering every dimension of patient care, including timing of service to ease the patient as needed. The clients are very happy. We monitor all data and take them to consult monthly with the other PCT teams, including Med PCT, Surg PCT, Ped PCT and ENV team.

3. Participation of local organizations, private sectors and other clubs can help us with activities such as campaigns for dengue fever, blood donations, and Heartfelt volunteers (Jit-asa).

Computer used by Hos-XP program was adapted for use in the hospital by having cards record the time in queue automatically at both the card room and pharmaceutical room. The cost for this program was over 300,000 baht and was subsidized by local organizations and the public health ministry.

4.   Human Resources: Volunteers come from the general population and retired persons who wish to help the patients without any wages. Heartfelt volunteers (Jit-ASA) is a group of retired people and patients with chronic disease who volunteer to help patients and service providers understand about the service system and even respond in some parts of service delivery. It seems that they enjoy helping the patients and the personnel.

The collection data OPD service timing is fixed by form. Each unit writes down the time. The forms are included with the patient's history file. After one month each patient from the analyzed results found that the waiting time was only 56 minutes. (Standard waiting time is less than 1 hr 30 min.) Patient comments included: "The hospital area environment is clean", "The service is impressive", "quick", "excellent, "the providers are giving service by smiling heartily.", "Nice talk", "Good service indeed". In 2004, the hospital received the first regional prize for good quality public service. The hospital lets the winning team attend seminars focusing on good organization, gives special bonuses and rewards the team by declaring a job well done.
There is a budget for cleaning, tidiness, and improving the environment. The hospital won the first prize for the cleanest toilets in the Public Health region. The Patient Satisfaction results after developing and implementing turnaround strategies were as follows:

Jan 2005 87.45%
Jan 2006 88.3%
Jan 2007 89.4%
July 2007 92.3%

Lessons Learned
One of the main lessons learned is that in order to achieve good results, it is necessary to work in a team. That has meant holding frequent meetings to evaluate all the problems from patients who entered the medical cycle. Building a positive environment with Thai music, karaoke, and a

meditation room, along with having a health club, has also contributed to the success of the initiative. An equally important part of its success is related to the fact that clear policies were set by the management of the hospital; that provides were committed and dedicated to improving services and to the extensive networking with communities and the private sector.

EUROPE AND NORTH AMERICA   Winner

Sweden   Public Library 2007, Umeå Region

Increasing access to public library services, especially for the disabled, through a new Library system set up in Umea, Sweden.

Summary:
Library 2007 is the story of how borrowers in the smallest municipality in Sweden got access to one of the largest book stocks in the country. It is also the story about how accessibility increased for borrowers in general, and the disabled in particular. Library 2007 is a unique joint action in many ways. AudioIndex - The Talking Library- provides the visually impaired with opportunities to benefit from library services and a range of talking books. The new joint website "mylibraries.se" is regarded by many as an answer to the Library 2.0 concept model.

The Problem:
The Umeå Region has a population of 140 000 inhabitants with an average age of 37 years, 29, 000 students at two universities and 5,000 college students. The increasing strain on the economic situation for the municipalities has led most of them to cut the budget of many services. The library services in many municipalities were among the casualties. The strained budget of the municipalities and the call for keeping the municipal budget balanced resulted in the closing-down of the bookmobile in three of the municipalities in 1997. The libraries in the Umea region are very popular. The public library in Umeå has more visitors than the national Vasa Museum in Stockholm. Besides borrowing books, the role of the library as a meeting place becomes increasingly important. Printed books have become only one of the library's many functions. New technology stimulates the demand for new services. In the context of budget cut and increased demand in library services, the Umea region had to find an appropriate solution.

The Solution:
One of the underlying policies for Umeå region is that cooperation must be beneficial for each municipality. As early as 1993, politicians made the first declaration of intent about cooperation that would contribute to development that benefits everyone and lead to the renewal of municipal services by streamlining municipal departments. The climate of cooperation should be characterized by mutual trust and continuous exchanges of experience and knowledge between local government officers and politicians.

It is in that spirit that in 1999 the libraries were assigned a forward-looking task of conducting a pilot study which would include the following:
• Describe and make a survey of the prerequisites for development through cooperation
• Make use to technological developments
• Cope with volume increases
• Reduce costs and/or improve quality
• Offer greater freedom of choice
• Increase accessibility
• Strengthen all the libraries (accessibility, quality, diversity)

The heads of the public libraries in the Umeå region formed a steering group. A winning strategy to do the task was that all the municipalities were each given the same vote in the working sessions, regardless of size. Different working groups were set up with a representative from each of the six municipalities.

The innovative technological solutions are the result of leading-edge research at the Institute of Design at Umeå University. One example is AudioIndex where intended users have been involved throughout the entire development process, from the defining of their needs to the design of the product and services that address those needs.

The aim of *Library 2007*, a EU-funded project, has been to adapt the services provided to the needs of the citizens. *Library 2007* has allowed for a greater wealth of books than before and has integrated the services provided by various libraries in the region. Today, the inhabitants of the Umeå region can borrow from a total stock of 1 million books with a single library card. Accessibility, including for the disabled, has been increased thanks to the newly designed website. Because there is a lot of movement in the Umeå region, people move across municipalities when, for example, they work at one place but live in another. The libraries have worked for a closer cooperation. They have developed only one server for all the libraries in the region. In addition, they have a common library register, and users only need one library card to have access to all the libraries, and can borrow and return books in any one of them. Their web page, www.minabibliotek.se includes a discussion forum or "Living Room" where users can discuss books, music and films. The Swedish Association of Local Authorities and Regions has called it "Sweden's first municipal community". An audio library allows visually-impaired users to enjoy the library independently. Umeå library has already been praised for its development work in the past, when it received the European Public Sector Award and the Union of Baltic Cities Innovative Cultural Activity prize.

Thanks to the single library card, a visitor can borrow and return items at any of the libraries in the region. Thus, cooperation in the Umeå region has given the participating municipalities a considerable increase in book stock without having to purchase a single book. There is one million books in the system. With this new approach there is a higher level of service. The total book stock makes it easy to make reservations, borrow and return books. A total of 94% of the inhabitants of the region respond being satisfied with the new system. A higher level of service has been achieved at very little cost.

Accessibility has been increased. The web site has been designed so that the disabled have increased accessibility to the libraries. All citizens have been given the opportunity to reserve and borrow books, as well as to download e-books, music and films from the Web. Borrowers can manage a great deal without even leaving their home. In cooperation with the Umeå Institute of Design, the Umeå University, the Umea Library System developed prototypes for navigation with a handheld computer, as well as with other electronic gadgets. AudioIndex, the talking library has become a commercial product, launched 2007.

Putting the resources together and acting as one agency, The Library System of Umea was able to lower the cost of acquisition of new computer system and software. The Umea Library System practiced streamlining and large scale benefits. In order to administer and operate a system with great demands for reliability and accessibility many measures were required such as shell protection, fire-protection, and protection against unauthorized access to computer systems, such as physical data security, as well as security breaches to the website.

This cooperation in Umea Library system has achieved savings in many other aspects. Costs are divided among more parties, the possibility of an improved bargaining position increases thereby

providing leverage for better terms, and information about new books only needs to be entered into the catalogue one time instead of six. The System has improved the level of protection. To achieve an adequate level of protection for classified information three municipalities would have had to improve their alarm, fire-protection, code locks, for an estimated cost of EUR 10 500 each if there had not been a joint action.

The innovative technological solutions are the result of leading-edge research at the Institute of Design at Umeå University. One example is AudioIndex where intended users have been involved throughout the entire development process, with everything from specifications to the design of the product and services.

One objective for the Umeå Region is "renewal of municipal services". The libraries have responded with new products and services that create renewal of public library services and increase the accessibility for the borrowers in general and the disabled in particular so that everyone can use the libraries on equal terms.

One initiative is AudioIndex – the talking library. AudioIndex provides the visually impaired with opportunities to benefit from library services and the range of talking books. When a library user indicates a book using a pointing device, information about it is read out via the user's headset. The system can also provide services such as help with orientation, information about events and book tips. AudioIndex is based on RFID technology by which an electronic "tags" equipped with chips is placed on the spines of the book. They are read using a pointing device from a distance of a few centimetres. Information about a particular book is retrieved from a database and converted to speech that is read out via the headset.

The new joint library web site, www.minabibliotek.se, was launched in 2007 and is regarded by many as an answer to the Library 2.0 concept model. The objectives were:
• The library is an accessible virtual meeting place that is in harmony with the library's basic tasks of supplying culture and providing information. These tasks are predicated on the idea that everyone is equally entitled to cultural experiences and information.
• The web site makes the facilities and services of the library visible and makes them more accessible.
• The web site produces added value for the visitors.
• The web site meets the needs of children and young people as regards library services.

Approved level of protection is one example of how the libraries contribute to the objective improved quality. Three municipalities improved alarms, fire protection, code locks. Another example is the smallest municipality with only 2 500 inhabitants who increased the book stock from 50 000 to 1 million books. The System has regular transports between all the libraries and can provide greater opportunities for in-service training even in smaller municipalities.

At the beginning, the six libraries started by developing a common infrastructure that would be the prerequisite and foundation for long-term and sustainable future cooperation:

- Joint regional server
- Joint library data system
- Conversion and matching of four different catalogues into one
- Joint library catalogus
- Single library card
- Joint rules and routines
- Training of staff and Joint agreements

The libraries formed working groups from all the municipalities and types of libraries. Some of the tasks have been to identify the rules and routines that should be common for all. The work has included making a survey and compiling the data; making suggestions and circulating them for comment; making evaluations and new suggestions; and making decisions in the steering group.

The joint borrowers' register caused some problems. In Sweden, the municipalities cannot link and match computer files. Therefore before the system could become operational, it had to be determined if the staff in one municipality handle information regarding borrowing in another municipality without breaking the law? After consulting with lawyers, the decision was made that if the information on the library card, borrowing rules and regulations, etc. is sufficiently clear it means that the signer of the library card agrees with the condition that the information will be used in the joint borrowers' register. It is important that the staff members are aware of the confidentiality of data. All staff members must sign a declaration that they are bound by professional secrecy.

The joint library catalogue is the hub of the cooperation. With few exceptions there is a free flow of media among all the libraries in the Umea region. There are regular bi-weekly transports with the main library. During the year 2005, 1.5 % of the book collection was borrowed from another municipality than the owning one (in total 20,000 books). The smaller libraries had an even higher percentage, which was up to 10 %. The Umeå Public Library, which is the public library with the largest book stock, had 0.4 %.

As a subproject in Library 2007 and in collaboration with the Institute of Design, Umeå University, we have developed a unique and revolutionary aid for the visually impaired. The idea was chosen by the Royal Swedish Academy of Engineering Sciences (IVA) to be presented to Her Majesty, the Queen of Sweden at a seminar in 2004. Now the idea has become a commercial product that every library can purchase.

Lessons learned:
It has taken a great deal of time to make joint rules since the different municipalities have had different working cultures and customs. Umea region believes that it is important for consensus, understanding and acceptance of the rules that we each have in order to foster broader participation in the process. If there is a willingness to cooperate, then most of the problems will be resolved. Look for cooperation and involve people with different skills in order to gain a broader perspective. The library cooperation in the Umeåregion is unique, no where else have municipal libraries worked together in such a firmly established and stable network. Cooperation continues. Some of the key elements that made our initiative a success are: a clear and future-oriented political mandate, a strong connection to overall goals, a desire to cooperate that focused on opportunities, a balance between the workday and visions. We involved other skills and used innovations, a professional project management; unified, supporting and efficient work groups; Umeå's respect for smaller municipalities and the other municipalities' confidence in Umeå; and last but not least a gradual transfer of responsibility to normal operation.

EUROPE AND NORTH AMERICA **Finalist**

Commonwealth **"*La llave para tu negocio*", Banco de Desarrollo** **Económico para Puerto Rico**

Giving citizens a "key" to their own business: the Economic Development Bank of Puerto Rico's "La llave para tu negocio" of Puerto Rico

Summary

"La Llave para Tu Negocio" is a public policy program created by the Governor of the Commonwealth of Puerto Rico, Hon. Aníbal Acevedo Vila, on March 10, 2005 through an Executive Order. It is an intra agency program between the Puerto Rico Trade and the Economic Development Bank for Puerto Rico. Its purpose is to promote entrepreneurship and the economic development of the Island, through the creation of new businesses and the expansion of existing ones, based on a three phase scenario: technical support, financing and mentoring. The goal was to finance 1000 entrepreneurs by December 31, 2008. By June 9, 2008, more than 1,050 cases, exceeded the expectations.

The Problem

Puerto Rico has faced a sharp economic slowdown from a decade ago. The current economic growth rate is of 1.3%. This is due to several factors, among them the lack of an entrepreneurial culture which encourages the creation of new businesses. This has prompted the Government to find ways to move from a socio-political culture of looking for jobs in the public sector or foreign companies to a culture of entrepreneurship, and job creation by the private sector through training and other means. Currently, Puerto Rico has more than 100,000 small and medium enterprises; however, only about 42% of the population is employed.

The Solution

With "La llave para tu negocio", the Economic Development Bank (EDB) of Puerto Rico has presented new entrepreneurs with a "key to realize their dreams" by providing up to 100% of funding for their projects for a maximum of $50 M, without any initial deposit or guarantee, with a 10 years fixed interest rate. By 30 June 2008, the EDB has managed to approve funding for more than 1,000 "keys" (going beyond its 100% target). Over 82% of that funding has already been disbursed and more than 45% of those who have received funding for their own business are women. These new activities have created approximately 9,000 new jobs. For companies that were already doing well at the local level but wanted to export their goods, the EDB has provided them with additional funding to become more competitive internationally.

As a result of being one of the finalists of the 2008 UN Public Service Awards Programme, the EDB has become more prone to innovation and has registered an increase in the morale of its staff. In fact, it has recently launched a new programme, which goes beyond the mission of the Bank, entitled: "The Other Side of Our Bank". It is seeking, among other things, to collaborate with other government agencies, including the Puerto Rican Industrial Development Company (PRIDCO), to promote companies based on technology, and as such it has widened the spectrum of industries it serves.

In addition, "La llave para tu negocio" has opened up new ways of doing business, and the Bank is presently trying to promote community development through entrepreneurship. In this respect, the EDB is creating new programs to promote corporate responsibility. It is establishing the first Microfinance Institution in Puerto Rico, a public – private capital investment program to finance micro entrepreneurs who are not able to access traditional banks or even the programs of the EDB. This new programme is aimed at financing products and services of the disadvantaged, an economic sector of the Island which needs to have a particular approach in order to prosper. In other words, the programme aims at enabling the poor to become positive agents of change. This initiative is supported by "**Puerto Rico Emprende"**, an EDB program which promotes collaboration among NGOs, the public and private sectors working together with one mission and vision: to amplify and link the distribution channels of the private sector by supporting entrepreneurship through programs that offer technical support (NGOs), mentorship (Private and Public) and financing (Microfinance Institution) to new entrepreneurs. This Programme aims at transforming the community where entrepreneurs work, but at the same time, it intends to

guarantee that the products and services that companies receive are of high quality. The case studies EDB is working on currently are in the following economic sectors: agriculture, tourism, manufacturing and services.

After being recognized by the UN Public Service Awards Programme, the President of the Economic Development Bank of Puerto Rico, CPA Annette Montoto, received the Public Servant of the Year Award for the program "*La Llave para tu Negocio*" by a private business and entrepreneurs association. Until now, Puerto Rico is one of a few nations that have provided high risk financing to promote entrepreneurship and create jobs, contributing directly to the economic growth of the Island, and is more than willing to share its knowledge on how to implement this initiative to other countries of the region. As a result of being one of the finalists of the 2008 UN Public Service Awards Programme, the BDE received significant national media coverage and had the opportunity to present its initiative in local newspapers such as El Nuevo Día (the main newspaper on the Island), El Vocero, Primera Hora, Caribbean Business and San Juan Star, as well as on television networks, including Telemundo Channel 2, Wapa América Channel 4, the Public Broadcast System on Channel 6 and Univisión, Channel 11.

Lessons Learned
There are several lessons learned through this journey towards the creation of new companies that encourage economic activity in the country and that in turn create new spaces for employment. One lesson learned is that to achieve success in a project of this magnitude it is necessary to create alliances to get the message through.

Partnerships with Professional Associations (to carry the message that anyone can be an entrepreneur), Institutes and Universities (helping in the area of training and development of the business plan), Cooperatives and Local Banks (working as additional distribution centers for products and services) and other agencies that are willing to guide people who wish to have their own business. Another important lesson is that education is essential in any project and even more when working to produce a mentality shift in the population. Monitoring and support are crucial to the sustainability of the program.

WESTERN ASIA   Winner

Saudi Arabia   *SADAD Payment System*, **Saudi Arabian Monetary Agency, Riyadh**

Promoting greater efficiency and transparency, minimizing fraud and increasing women's access to employment through a single shared national platform payment system for bills through banks 24/7, and other means

Summary:
The "*SADAD Payment System*" is a single shared national platform payment system for bills through banks 24 hours a day and seven days a week (24/7) and other means, which has promoted greater efficiency, transparency since all transactions are electronically completed; minimized fraud thanks to audit trail and data reporting for each transaction; reduced costs by eliminating government subsidies; and last, but not least, boosted the role of women in the job market by employing women to run and operate SADAD as they constitute more than 60% of its workforce and 100% of SADAD's operational team.

The Challenge:
In the early 1980s, the Saudi Arabian Monetary Agency (SAMA) -The Central Bank of Saudi Arabia- mandated that all Saudi Banks (Banks) accept utilities bill payments from customers on

behalf of utility companies (electricity, telecom, and water) at no charge to customers and without distinction whether the payer was a customer of the bank where the bill is being paid or not.

The SAMA mandate placed an unduly large burden on Banks, and resulted in high costs for Banks in many areas, which led Banks to resist providing collection services.
The fact that in order to benefit from the bank service for payment of various utilities including cellular phones, the consumer needed to have a bank account, SAMA's instruction was hard to enforce. With the increased use of cellphones and the requirement of a bank account in order for a customer to pay their bills, a black market rapidly ensured where those with an account buy many phones cards at bank counter and resell them with a profit.

In a survey conducted by SAMA it was concluded that the top consumer issues concerning bill payment were that the process is very time consuming, with postage delays and loss of bills, disconnection of service due to delays in bill processing, overlooking payment dates, and handling large cash amounts.

The Solution:
In response to consumers needs and government and nongovernment collection requirements; SAMA introduced SADAD Payment System (SADAD) initiative, which managed to create a unique concept to fix the bill collection market issues, through a customized solution that provides all Billers with access to Banks channels without discrimination, through a single shared national platform that provided capital efficiency to the national economy, and increased efficiency of bill payments by streamlining the presentment and collection process of all major Billers, allowing their customers to use any of these channels, without creating duplicated investments due to the proliferation of non standard multiple interfaces. It also minimized fraud in manual transaction, and provided an audit trail and data reporting for each transaction. This enabled SADAD to reduce the overall cost of bill payment (estimated at SAR 1,250M annually) by 20-25%, through addressing the structural drivers, by eliminating all direct links between Banks and Billers, and replacing it with a central Electronic Bill Presentment and Payment (EBPP) system. SADAD has increase transparency of government collection process, and took over accountability of sustaining the growth of this market.
Consumers benefited from significantly reducing the time spent in paying bills, by reducing dependency on physical channels, where an estimated 12-15 million man-hours were spent annually by consumers paying bills at Banks branches (branches usage went down from 66% in 2003 to 10% in 2007). All Consumers in Saudi Arabia can now pay electronically for the services of 27 Billers (mostly government agencies, and expected to reach 60 Billers by end of 2008) 24/7 through all the banking channels in Saudi Arabia (Automated Teller Machines, Phone Banking, Online Banking, and Bank Branches), instead of only 3 utilities before SADAD, providing real-time payment services (currently processes 3.5 million transactions monthly and expected to reach 5.6 million in 2008, with every transaction is processed under two seconds), proactive reminder service through electronic bill presentment, flexibility in payments, reduction in service cuts, less cash handling, and eliminating all paperwork related to payment.

SADAD was a major shift in service delivery, which achieved a more equitable sharing of costs and benefits between stakeholders, by eliminating subsidies and changing the business model, SADAD doesn't charge consumers directly for the service provided; instead Billers pay a transaction fee per bill and a significant proportion of the revenue generated is passed on to Banks to compensate them for the usage of their channels. In return SADAD will facilitate the availability of funds in Billers' accounts within 1 business day (instead of 14-60 days), reduce complexity of Interfaces by maintaining a single interface with SADAD instead of separate interfaces with 14 different Banks, reduce reconciliation cost by 80-90%, and lower cost of service disruption due to customers wrongly disconnected due to delays in bill payment by

providing real-time payment notification. SADAD also benefited Banks by reducing complexity of Interfaces, reducing reconciliation cost by 50-60%, encouraging better banking transaction practices, and providing a stable growing revenue stream.

Lessons learned:

Building and operating SADAD was full of meaningful lessons and experiences, one of the most important lessons was that an organization responsible for creating a complex national infrastructure, that does not have proven internal capabilities to do so, should always seek outside help. In the case of SADAD, even though SAMA has developed major financial infrastructure before, this project was different as it goes beyond the financial industry and it involves billers from all types of industries. So SAMA had to prepare detailed market studies that clearly identify market needs and issues, develop a business case, and create financial and business models. SAMA has to obtain the services of a top management consulting firm to help define the objectives and perform the above tasks.

SAMA has learned that for any new system to be successful, sustainable, and efficient, it has to be managed as a semi-autonomous or an independent agency, with the ability to hire talented professionals and keep them, ability to approve spending for developing its business initiatives with minimal bureaucracy and clear governance structure.

Meaningful change does not come easily, the promoter needs to be patient yet consistent and convincing for all the parties to abandon their old way of doing business and invest in a new system. SADAD team had to develop a business plan and strategy that ensure the cooperation of different parties. SADAD has to develop a tight business case for every major participant, that clearly list all benefits and costs involved, quantify each one of them in numbers that can be logically defended. Another lesson is the use of a top-bottom approach, especially if the concept is a major shift in how organizations do business. SADAD team met with the top management of each major organization, presented the current issues in the billing market, introduced the new concept, benefits, business case, and timeline. The team was always prepared for each meeting, which means that it did all the required research, conducted all needed studies and calculations, and customize its presentation to fit the mindset of that organization.

Another lesson is that large complex projects like SADAD with many different participants require a more structure project management approach, while in operation an outsourcing arrangement with the right control and management would provide access to a larger pool of talent from all over the world, (SADAD employees represent 16 different nationalities with heavy dependency on Saudi nationals), and reduce the risks of failure in building and operating such projects.

Abandon traditional reliance on male employees and heavily relaying on female employees was another lesson, where women proved that they are as professional as men counterparts, and can do a great job without compromising traditional values.

Chapter Four
Fostering Participation in Policy-Making Decisions through Innovative Mechanisms

AFRICA   **Winner**

Tunisia   *Orientation universitaire en ligne*, **Direction générale des affaires estudiantines, Tunis**

Providing university students with an interactive and participative on-line system through *Orientation universitaire en ligne*, Direction générale des affaires estudiantines, Tunisia

Summary:
Through the project entitled "On-line Academic Orientation", the Ministry of Education has set up an-online portal that allows Tunisian university students to interact on-line with academic staff, to receive advice and guidance regarding their studies, and to apply for the study areas of their choice. This process, which was once long and painstaking, is nowadays mastered thanks to information and communication technologies (ICT).

The Problem:

The Tunisian Ministry of Higher Education, Scientific Research and Technology (MESRST) was faced with the problem of managing, in a record time, a significant flux of new high school graduates who sought information about the courses offered by public universities during the two hottest months of the year (July and August). Prior to implementing the On-line Academic Orientation initiative, the Ministry had to send to all high school diploma candidates (around 150, 000 per year) a guide including an exhaustive table of all undergraduate programs available in Tunisia as well as information on the eligibility requirements. It also had to make necessary calculations and classifications once the grades were made public by the Ministry of Education (MEF). These operations involved a lengthy and costly process. Since its inception, this initiative has allowed high school graduates in Tunisia and their families to take advantage of ICT applications at low cost. Thanks to this national initiative, the Tunisian public administration can avoid costly and time consuming traditional operations linked to college orientation. This initiative has also eliminated possible errors while filling out forms as well as allowed students to access their personal page through the usage of a user name and password and make any necessary corrections to their personal information.

The major problem that the Ministry of Higher Education, Scientific Research and Technology (MESRST) in Tunisia faced in previous years was the management of an impressive stream of new high school graduates who needed orientation to enroll in Universities and colleges in record time. This exercise had to be completed over July and August, the warmest months of the year.

Previously, the Ministry had sent a guide for academic counseling to all the candidates of the baccalaureate exam (around 150,000 per year) which provides a comprehensive menu of training proposed by the State together with capacity available at each higher education institution. The purpose of the guide was to allow candidates to choose their future study area, depending on their motives, their results, and their intended future career.

Immediately after the announcement of the final results of the baccalaureate exam (by the Ministry of Education and Training - MEF), the Ministry of Higher her Education, Scientific research and Technology received these results in order to make the necessary calculations and

rankings and edit the applications indicating the college preferences (three choices with three different colors) of those who passed the exam. The applications were then sent to the twenty four regional directorates of Education of Tunisia to be handed over to the candidates.

Once the candidates had expressed their choice and returned their applications to the Department of Students' Affairs (DGES), the latter began the process of transferring data from a paper format to a server processing with the support of a hundred of data entry clerks specially recruited for the task. A specific computer application handled the choices of candidates and assigned them to the institutions of higher education. Students who were not satisfied with the university assigned to them had to apply for the reorientation at DGES and possibly had to return to the Department to obtain information about their complaints.

The Solution

The online orientation for higher education was finalized for the 2007 session (in that it encompassed all stages of the academic orientation: on-line choice forms, data entry of the graduates' choices, publication of results for each round, and the publication of the reorientation decisions, etc.). This on-line process familiarizes the new high school graduate and their family with the use of new information technologies and is much more efficient compared to the old system.

This new on-line process has allowed the government to provide a better service in a very cost-effective manner. The government has minimized costs related to paper, ink, data entry payment, transport, overtime, catering, which it incurred in the old system while the new graduates and their parents have been spared long trips and waits to the Ministry.

It is important to note that mistakes made by candidates in the past, which were a source of inconvenience for both the administration and for the candidates, have now disappeared thanks to the fact that applications are made on-line and if any information is missing or wrong, the system alerts them to that effect. With a login and a password candidates are allowed to go back to their personal information form and correct mistakes, change their choices, and update their information. Finally, when the MESRT is ready to public the final results, the latter are instantaneously communicated to all institutions of higher education as well as to the candidates. This allows each institution to download the list of its new students and open up an on-line registration form for new freshmen.

Lessons learned:
As already noted above, one of the objectives of this initiative was to lay the foundations for a lasting experience that breaks with conventional management (slow, cumbersome in terms of human and financial resources) and which provided more accurate and readily information about possible transfers within the same department (higher education) or in other public institutions.

Through this initiative, the MESRT has acquired enough experience and know-how to further improve and consolidate the process and to make it more efficient. The MESRT stands ready to help other government institutions reproduce the model for similar services. One of the primary keys that led to the success of the initiative was the decision makers' will to tackle a difficult challenge with major risks.

Another factor that contributed significantly to the success of this initiative was a certain maturity in attitudes, especially after the successful organization of the second phase of the World Summit on information society in Tunis in November 2005 and the relevance of its recommendations. Finally, the set up and improvement of the infrastructure and other logistics, have helped carry

out such an undertaking despite the sensitivity and complexity of its implementation.

ASIA AND THE PACIFIC   Winner

India   ***Programme of Communitization of Public Institutions and Services*, Government of Nagaland, India**

Empowering local communities to manage essential public social services through the Programme of Communitization of Public Institutions and Services established by the Government of Nagaland in India

Summary:
This programme has significantly improved public service delivery in essential services, such as health, education and electricity, through an imaginative empowerment of the user community by adopting an innovative legislative framework. It is also playing a key role in achieving the UN Millennium Development Goals.

The Problem:
Prior to the implementation of the Communitisation Scheme in Nagaland (the initiative), public social and utility services including health services, education, and electricity were scarce and very badly managed. The public institutions responsible for those services were ineffective and dysfunctional. A strongly felt and unmet need was how to revitalize the service delivery network and bring about systemic improvement.

The Solution:
In order to improve the management of public services so that they would be responsive to the needs of the population, the government of Nagaland introduced a new concept of service delivery. The citizens themselves were to be responsible for the delivery of public services and directly involved in the collection of the fees and payments necessary to keep them running.

The then Chief Secretary of the Government of Nagaland, Mr. R.S. Pandey conceptualized the initiative and coined the term "communitization" as a more effective means of conveying the concept underlying this initiative rather than using "decentralization". Various discussions at the local level were initiated and a concept note was issued and discussed by the government that decided to institutionalize the communitazion of services in the state of Nagaland. After the government's decision, rules for the communitisation of different sectors – namely, education, health and power supply - were finalized by different committees constituted for this purpose.

The active involvement of the political leadership, bureaucracy, civil society and the church in implementing this innovative and novel approach was a distinguishing feature of this initiative. The Village Councils and the Development Boards played a supportive role in the new provision of services. The villagers too started making voluntary contributions in cash, kind and/or labor (social work) for developmental activities as well as for the creation of productive and long-lasting physical assets. Members of the village communities were so enthused by the Initiative and its success that they voluntarily participated in: (a) enhancing awareness about the benefits of the communitization programme; (b) cleaning the school premises and fencing the compound in their free time and on holidays; (c) conducting tuition classes in the evenings for the poorly performing children; (d) cooking mid-day meals by taking turns; (e) contributing to vocational activities like carpentry, basket making, etc; (f) preparing educational kits and teaching aids; (g) growing fruits and vegetables in the kitchen gardens attached to the health centers; (h) conducting competitions for the students of all nearby schools; and (i) building awareness about important

issues of common concern like HIV/AIDS, environmental protection, etc.

As a result of the communitisation Scheme, covering the areas of health, education and utilities (electricity), there was marked improvement in the attendance of teachers and students (greater than 90%), in enrolment of students (by 50%-500%), in dropout rates (falling to near 0%) and in performance in examination results (with near 100% pass rate). There was also better availability of textbooks, of the required type and in required quantity. With the growing popularity of the communitized schools, many private schools closed down, with a significant percentage of their students shifting to the former.

In Health Centers, the attendance and availability of doctors and health staff improved significantly (in the range of 90%-100%), unauthorized absence came down drastically (to near 0%) and medicines of the required type and in the required quantity became available. The number of patients willing to visit, and be treated at the communitized village dispensaries, increased by 50%-100%.

As far as the electric power supply was concerned, the Village Electricity Management Boards (VEMB) undertook repairs and replacement of faulty electricity meters and took care of the small-time requirements of infrastructure through the 20% rebate that the Electricity Department was providing them, on billed amounts. This resulted in a greater drive to collect dues from consumers, ensuring fewer defaults. The VEMBs were authorized to disconnect the power supply to the erring households too, with the result that revenues improved by about 250%, with the billing rate rising to cover 85%-100% of what was due). Power thefts got effectively controlled. There was increased electrification of villages, with more funds becoming available.

These changes led to desirable qualitative outcomes like greater transparency, accountability, responsiveness, improved service levels and quality, enhanced citizen's role, active involvement and participation of stakeholders, facilitation of democratic processes and improved functioning of public institutions.

The leveraging of social capital and reduced corruption were one of the major results of this initiative. Villagers started debating among themselves and then decided on what was good for them collectively, which resulted in a feeling of empowerment and a sense of greater satisfaction.

Village Committees that received funds (both one time and recurring) from the Government for Health and Education were responsible for disbursing the same to schools and teachers as well as to health centres, doctors and medical staff. The Committees followed the principle of "No Work - No Pay". Hence, greater transparency (on the actual sums received), accountability and answerability (as regards work output and performance) resulted. As the complete status of fund utilization was displayed on public notice boards by the respective Committees, citizens knew how much money was actually sanctioned and utilized for various activities. This increased the faith of the citizens in the working of public institutions, resulting in better service delivery in quality and quantity, such as in improved enrolment, attendance and performance of students in exams, timely vaccinations for children, etc.

Ownership of the assets of the Government Schools, Hospitals etc. was transferred to the communities under the guidance and superintendence of the Committees. Resources too were transferred from the Government to the communities, both for Capital and Revenue expenditure.

Training of the communities and the employees of the Government was taken up in a big way by the Government, leading to their capacity building. The three 'T's namely, Trusting the user community, Training them and Transferring the Governmental powers and resources to them in

respect of management of assets and resources were the key strategies that transformed the administration, enhancing the citizen's role, involvement and participation, and revitalizing the service delivery.

Lessons learned:
The idea was innovative in as much as it recognized and leveraged the rich social capital of the local tribes and communities. The principle of three 'T's, viz. Trusting the village communities, Training them and Transferring powers to them proved right and worked very well. It became evident that the empowered user communities, when bestowed with powers as well as funds (through an enabling legislation) are capable of taking decisions and managing the service-delivery institutions well. The service-delivery Committees duly recognized their roles, responsibilities, powers and obligations, functioned in an inclusive and effective manner, fulfilling the faith and trust the Government reposed in them. The Church also played an enabling and facilitating role in the task of awareness building and successful implementation of the Initiative.

The priorities and purposes of the Initiative were to bring in democratic decentralization of power, the sharing of responsibilities of governance with people and improving the institutional service delivery at the grass roots level. The strategy adopted was based on the tenet that when the empowered (e.g the governmental machinery) are not adequately motivated to perform, it would make sense to empower those who have the motivation!

Accordingly, a unique partnership between the Government and the communities was mooted. Village- and Town-ward level Committees were formed for the three chosen sectors. It was ensured that the Committees were broad-based in accordance with the guidelines and rules put in place, with judicious stakeholder representation, with at least one woman-member inducted into each Committee.

ASIA AND THE PACIFIC   Finalist

ROK   Information System Planning Bureau, Seoul Metropolitan Government

Boosting online citizen involvement in public affairs and bringing cyber innovation into the city administration through the establishment of the Cyber Policy Forum by the Seoul Metropolitan Government of the Republic of Korea.

Summary
Seoul Metropolitan Government's initiative *Cyber Policy Forum* has served as an innovative means to boost communication between the government and its citizen by providing the people with an online discussion ground where they can participate in a heated discussion on wide-ranged policy issues.

The Problem
The Seoul Metropolitan Government (SMG) has made continuous efforts to reflect citizens' opinions in its policy-making process by collecting various data. However, it has never been an easy task to elaborate and integrate the data. Although each bureau/division of the government sought to collect opinions on various public matters from its people by conducting different polls, their results were not always adequately elaborated and did not meet the SMG or citizens' expectations.

To top it off, surveys that did not require disclosure of identity, i.e. were conducted on an

anonymous basis, were replete of either unsound critiques or politically-biased opinions. Since people tend to respond to the survey questions more positively when it is anonymous, a significant number of the polls were conducted in this way. As a result, most of the collected data contained rather prejudiced ideas which did not quite achieve the city's objective of gathering public suggestions through data collected from surveys.

There was therefore a need to develop a virtual space where citizens could express their thoughts and views in order to gather more accurate suggestions from the people. Apart from such need, as society has become more diversified, there has been an increase in demands and expectations for better policies without a corresponding channel where citizens can discuss these issues freely.

The Solution

In October 2002, in order to address the above mentioned problems, the Information System Planning Bureau (ISPB), which is responsible for the official website of the SMG, made a proposal to the city mayor to launch a program to enable people to discuss various ideas online. The program was named 'Cyber Policy Forum,' and after its pilot program was successfully completed, the Bureau commenced a full-scale operation of the Forum in 2003. The ISPB is in charge of the overall operation of the Cyber Policy Forum, while directors of each bureau of the SMG propose subject issues for the Forum. Moreover, each bureau has also actively made contributions to the Forum by reflecting citizens' ideas, and this kind of interaction has triggered more participation from the people. Last but not least, the other stakeholders of this initiative are Seoul's citizens as they have played a very important role since their voices and thoughts are potential policy issues of the SMG. Therefore, the city government has selected excellent ideas that came from the Forum, and awarded winning ideas with appropriate prizes.

In order to produce the website, the SMG worked with technical advisors from an existing service provider of the Information System Planning Bureau (ISPB). The staff from the ISPB completed a plan for creating a relevant menu of the Cyber Policy Forum, while the technicians from the service provider were responsible for producing necessary programs and designs. Next step included tests into each menu, fixing problems which had occurred during the testing period. Once the problems were sorted out, a final check-up on the operation of the whole content of the website was conducted in collaboration with the technicians and the Bureau, which was followed by a test-operation. It took approximately two months to open the website officially to the public as the website was operated initially on a pilot basis so as to prepare for potential shortcomings that it might have and a number of initiatives were undertaken to make the system operational:

- Preparatory processes for the Cyber Policy Forum commenced in 2003.
- The Forum was officially launched in 7 Feb., 2003
- The SMG commissioned a survey on participation level of the Forum from 24 Sep. through 6 Oct. 2003
- The SMG's new online service 'Seoul Oasis-pour your imagination!' with the purpose of encouraging people to express their thoughts and ideas freely on the website of the city so that the government can reflect diverse views from the citizens into its policy-making process since October 2006
- An online service '○mSeoul702' which has enabled the people to access the internet via their mobile phones, suggesting varied ideas and opinions about the city policies was launched in May 2007

In terms of a strategic operation of the Cyber Policy Forum, the ISPB has focused on making sure that the topics selected for discussion are relevant, and on reflecting citizens' opinions as much as possible so as to draw more civil participation. Three main strategies have been developed.

First, topics of the Forum are selected among citizens and experts' suggestions every month to ensure that the Cyber Policy Forum is on the right track with relevant social issues. Those topics have to be hot issues that directly affect citizens' lives. To this end, the ISPB posts experts' opinions on the website of the Forum to guide the citizens about topics and to highlight pros and cons on issues. Anyone can put their own opinions and comments on the website. Every month, the SMG posts different topics for the Cyber Policy Forum along with experts' opinions on the selected topics on the website of the Forum so that citizens can have in-depth discussions with other members of the society with varied viewpoints. In doing so, citizens could feel that they are not just mere recipients of government services. This recognition has resulted in increasing citizens' active participation and interest in city affairs. Moreover, the Forum has amplified the level of publicity regarding the city's policies since these were discussed through the Forum leading to a more concerted action between the SMG and citizens.

As for the second strategy, the SMG actively promotes and advertises the Forum to draw more citizens' participation by using diverse means, including press releases. In addition to this, the city government also emails 90,000 registered members of its website notifying them each month's topic.

The third strategy for encouraging the people's participation consists of rewards (small gifts) that the SMG gives to eight best discussants every month. Among them, three best discussants are selected through online voting cast by the citizens, whilst the rest of the discussants are selected by public officials of the SMG.

Since the inception of the Cyber Policy Forum in 2003, the Forum has been a marketplace where Seoul's citizens can freely discuss various policy issues. In doing so, citizens have proven that ordinary people have the capacity to understand sophisticated issues and to come up with brilliant ideas.

However, despite of the SMG's endeavour in promoting the Forum, it didn't appear to be an easy task when it comes to make its people active users of this program. Therefore, the most urgent matter that the SMG had to deal with was to find ways to encourage the people to login the website as often as possible. Indeed, the low rate of the citizens' participation was rather problematic at the beginning stage of the Forum.

In sum, the Forum has not only shifted the paradigm of the city governance by easing the SMG's burden on planning policies but it has also raised its public awareness and understanding about the municipal issues as well. In addition, this online arena of communication has also provided a cyber space for the youth where they can become panels of the Youth Forum, deepening their insights on governmental policies. From the perspective of the SMG, the biggest benefit is to gain fresh and extraordinary suggestions and ideas from the citizens. In other words, with active participation from the people, public officials have been able to have a look at policy issues from different perspectives.

In addition, the SMG has introduced another cyber space where citizens can suggest their ideas and thoughts freely since October 2006. This innovative online meeting room is named 'Seoul Oasis-pour your imagination!' Since the space has opened, about 27 brand new ideas were suggested by participating citizens, and some of them have been adopted as a part of the city policies. On top of that, the government has been reflecting the people's ideas via another new mechanism titled ○mSeoul702, which is the SMG's online service that anyone can access on their mobile phones.

The Information System Planning Bureau (ISPB) of the Seoul Metropolitan Government has made an effort in narrowing the digital-divide by distributing secondhand desktop computers to the poor. But this measure has not been very effective. Thus, more detailed measures were required in collaboration with diverse private companies concerned so that recipients of those computers could get not only computers per se but repair services and relevant training. This is the point where the SMG begun its brand new initiative named 'IT Seoul, we share hope.'

The first step the ISPB took was to open a bank account, an official account for those who wish to donate money for distributing computers or for the internet access fees for the poor. The next action was to organize an after-distribution service team in charge of checking and repairing the computers distributed. Moreover, the ISPB has also made use of Seoul administrative supporters, and volunteer college students recruited by the SMG. Under the initiative, the ISPB has also provided free IT training for the citizens. Active promotion is another activity that the ISPB has undertaking to maximize the effect of the initiative. Apart from the official charity account for the initiative, the ISPB launched an online charity that enables Seoul citizens to donate points they have accumulated by participating in various activities through the SMG website.

By the year of 2008, a total of 3,000 computers will be distributed to the disadvantaged in partnership with private companies, including Samsung SDS, LG CNS and Woori Bank. The membership of the SMG web-site has grown larger from 35,000 in Jan. 2004 to 93,000 as of Jan. 2005. Therefore, people's participation in the Forum is expected to grow more along with the growing membership.

Lessons Learned

Despite SMG's endeavours in promoting the Forum, however, it did not appear to be an easy task to make people active users of this program. Therefore, the most urgent matter that the SMG had to deal with was to find ways to encourage the people to login to the website as often as possible. Indeed, the low rate of citizens' participation was rather problematic at the beginning stage of the Forum.

In this respect, the SMG has come up with different solutions to tackle the problem by:

- Having different discussion topics for every single month in order to draw attention from varied people from all walks of life
- Offering experts/specialists opinions on the given topics so that participants can have smoother and in-depth debate
- Conducting a live poll along with the Forum so that anyone can express their views on the topic
- Renewing the programs of the Forum, and creating more detailed menu of the web site to let the participants know as to whether or not their suggestions/proposals have been taken into consideration in a policy-making process
- Having a partnership with a private portal provider to let the citizens participate the Forum via more diversified channel.

As a result of such hard work, the Cyber Policy Forum also won the Government Technology Awards 2007; the Award recognizes outstanding public sector technology programmes throughout the Asia Pacific and Gulf States, as a municipal government that practiced best technology leadership. The initiative has proved its excellence by winning two prestigious international awards in two consecutive years in 2007 and 2008.

The Cyber Policy Forum and its sustainability are positive since it is opened to everyone working

as an efficient tool that encourages citizens' participation in the municipality. Plus, the operation of the website does not cost much, and policymakers can easily know what the public opinion thinks prior to executing policies, which in turn reduces possible errors and improves efficiency. That is why other cities and district offices in Korea are now benchmarking the Cyber Policy Forum of the SMG for possible replication.

EUROPE AND NORTH AMERICA   Winner

Spain   **"Participation in Policy-making Decisions**", **General Directorate for Citizen Participation, Government of Catalonia**

Promoting citizen participation in public affairs, through the establishment of a General Directorate for Citizen Participation at the local level; Catalonia – Spain

Summary:

Through the General Directorate for Citizen Participation, the Government of Catalonia has increased participation of citizens in all public policy areas by providing new participatory mechanisms across Catalonia. The General Directorate for Citizen Participation (DGPC) of the Generalitat of Catalonia (Government of the Autonomous Community of Catalonia, Spain) was established in January 2004 to encourage dialogue and citizen participation to better incorporate people's ideas, views and multiple perspectives in the design and implementation of public policies related to complex social problems.

The Problem:

Local governments have been the precursors of a multitude of innovative practices in citizen participation and democratic initiatives in Spain. But transferring models of participation from the local sphere to the regional level, i.e. to the regional government (the Comunidad autónoma) constituted a challenge given that no previous experience existed in all of Spain or at the European level.

The Solution:

A team of people within the regional government of Catalonia, with both technical and political experience, and a strong willingness to innovate and committment to public service, decided to search for ways to expand the opportunities for citizen participation. Above all, this team of officials believed in the capacity of bureaucrats to innovate.

The idea was to elaborate a policy that promotes deliberation and dialogue as a way of incorporating complexity into the formulation and implementation of public policies. The team was searching for new participation models which transcend boundaries, and worked together with other departments of the Government of Catalonia, as well as other levels of government and the administration to establish a Directorate for Citizen Participation (DGPC). The Mission of this new institution was to promote citizen participation in monitoring, formulating and implementing policies of the regional government and of Catalonia's local authorities.

By fostering, studying and spreading values and practices related to political and social participation, the new institution would enrich the quality of Catalonia's democratic life. The new Directorate was established in December 2003 by a legislative act endorsed by a coalition of three parties who formed the government in Catalonia after 23 years of a single party government.

The strategies adopted to promote greater citizen participation at the local level included the

following:

(1) Institutional strategy

- Setting up an **institutional structure** (Promoters of participation: the different departments of the Catalan Government and Public Administration)

- Bringing "users-clients" on board by affirming that, through citizen participation, the Directorate can add value to other departments' projects; and by eliminating part of the costs associated with the introduction of participation in public policies.

- Demonstrating through pilot projects the positive effects of new participatory methods.

(2) Civil society strategy

- Using and combining multiple criteria to identify who should participate: extension, inclusion, intensity, representativenness and diversity.

- Paying particular attention to the territorial dimension: meeting participants in the places where they live.

- Adapting the participatory procedures and processes offered to the diverse needs of social groups.

The stages of development and implementation included:

- Design, 2004: Deciding what constituted participation and what did not. Differentiating this concept from others that are related to it, but are different from it
- Experimentation stage. Efforts to convince other Public Administration bodies of the value of participation. A number of pilot projects were introduced to help overcome initial doubts.
- Implementation
- Consolidation: Since 2006 Many Government departments have come to DGPC to request its services.
- Excellence: In order to judge of the excellence of DGPC's services, evaluations and audits of its services have been ordered from independents bodies in cooperation with other governments departments and international think tanks, etc.)

The new Directorate has achieved the following results:

- Increased participatory processes: The Directorate has promoted cooperation with numerous bodies within the regional Government in the formulation and implementation of participatory processes (reform of the Statute of Autonomy of Catalonia, the Prison Reform Plan, the Research and Development Plan 2005-2008, laws related to social services, children, young people and immigration, etc.).

- Streamlined channels of participation: The Directorate has worked with hundreds of councils, committees or commissions, which serve as vehicles for the participation of citizens and representatives of civil society, to rationalize and modernize their operations.

- Promoted and supported participatory processes at the local level: Since 2005, the

Directorate has channeled € 7 million to provide support for over 700 types of citizen participation processes at the local level.

- Fostered studies and promoted methodologies for innovative citizen participation: The Directorate has undertaken studies of local political participation patterns and political disaffection; it has developed a methodology to promote social dialogue regarding government initiatives that have an impact on the region; and it has helped modify the Law of Popular Legislative Initiative.

The obstacles encountered in the implementation include the following:

- A specialized and fragmented Government, in which any project that transcends department or ministry boundaries, is very difficult to implement.
- A weak participatory culture both within the government and civil society.
- Difficulty in clearly conveying to mass media in simple language the complex participatory methodologies, tools, and procedures, as well as the concepts behind citizen participation practices.

Lessons Learned:
Participation cannot be improvised. Participation is fragile, delicate and sensitive. It requires planning and professionalism, and high-quality implementation. This initiative has transformed Government as we know it, i.e. a Government still dominated by the idea of "every man for himself". Yet, this initiative has shown that collaboration, conviction, patience and mutual trust can bring about positive results.

EUROPE AND NORTH AMERICA   Finalist

Germany   *Stadt Köln*

Introducing participatory budgeting to ensure citizen participation in decision-making processes regarding the allocation of public funds

Summary
The participatory budget introduced in Cologne's municipal administration is a new "service for citizen participation" with the goal of effectively supporting decision making processes in various fields affecting the community with the help of online media, while putting the citizen at the center of governance. By providing an electronic platform for the participation of citizens, useful ideas of the citizens can be tapped and additional knowledge generated via the Internet.

The Problem
Citizens were not given the opportunity to decide how public funds were going to be spent.

The Solution
In December 2005, the administration was asked to work out a concept note for preparing future budgets in the form of a participatory budget, the Cologne City Council voted with a great majority to ask the municipal administration to carry out a public symposium called "Participatory Municipal Budget for Cologne". Even before the symposium, the Council asked the administration in December of 2005 "to work out a concept to adopt future budgets in the form of a participatory budget". Upon decision of the finance committee, a steering committee (6 persons) consisting of representatives of the political parties and an advisory council (7 persons)

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with representatives of organizations / institutions interested in the participatory budget were established. The symposium "Participatory Budget Cologne" was carried out in September 2006 with the help of Hamburger Ramboll Management GmbH. The subsequent preparations for the Cologne participatory budget were expedited by the finance department and the e-government and online services of the City of Cologne – accompanied by monthly meetings of the advisory council. To inform and activate the citizens and encourage them to participate, the use of the Internet and the potential of online media were discussed in depth at the third meeting of the advisory council on 25.01.2007. This meeting brought a consensus to develop a specific approach for the City of Cologne. On 19.06.2007, the City Council asked for the introduction of an electronic participation platform (e-participation) to "implement the participatory budget and introduce an e-participation platform".

This process was to be supported by the renowned Fraunhofer Institute IAIS. Together with this Institute, the online editorial department developed a basic guideline for action (study) to make the electronically supported participation of citizens a standard procedure in the municipal administration of Cologne. In addition to a number of channels (letters, public hearing, call center), it is the Internet that represents the main channel for participation. The platform was successfully used in October 2007 during the first participatory budget discussion that included debates on:

- Roads, lanes and public squares
- Public green spaces
- Sports

The four-week online participation phase for 2007 participatory budget was concluded on November 19, 2007. For four weeks the citizens of Cologne had the opportunity to participate in planning the budget by submitting proposals, comments and assessments in the fields of "roads, lanes and public squares", "public green spaces" and "sports", which they did with great interest and enthusiasm. These figures of the Cologne participatory budget clearly surpass comparable online procedures in Germany and throughout Europe. 10,231 participants registered on the Internet platform. 4,973 submitted proposals and received 9,184 comments from other citizen and a total of 52,746 assessments (votes for or against) were entered. The proposals were called up on-line about 464,000 times and the web pages of the participation platform were visited exactly 873,476 times. About 120,000 unique visitors were counted.

These figures of the Cologne participatory budget clearly surpass comparable online procedures in Germany and throughout Europe. The media also covered the project extensively. The participatory budget became the "talk of the town" during these four weeks – which was due to the city's public relations work on the one hand, but also because of the very constructive and extensive media coverage about the procedure. The great majority of the proposals were submitted online via the Internet (85%). This shows the high degree of acceptance of this medium during this exercise. But the 448 written proposals and the 184 proposals received via the call-center also show that it was right to make the project accessible for citizens who do not have access to the Internet or would rather communicate in other ways.

One essential aspect for a successful participation of citizens during the entire phase of the participatory budget is to represent the complex, and often non-transparent for many citizens, material of a municipal budget in an understandable and transparent form. Aside from public hearings and the possibility of sending letters, submissions via the award-winning call center of the City of Cologne were made possible for the first time and pooled in the Internet platform to be put up for discussion. This platform is of special significance, because it can also be used to include the respective evaluations at the conclusion of the online phase. Internet-based discussion

forums allowing for time-independent communication on the basis of written messages allow citizens to participate from various locations at any time. Citizens are therefore no longer reliant on participating in a single event, but instead have enough time to write and make contributions to the forum discussion from their home or workplace. Furthermore, electronically supported participation procedures make it easier for newcomers to enter the discussion, since the entire course of the discussion up to that point has been documented in writing. For citizens, who otherwise have difficulties speaking in front of a great number of people or speaking up in the heat of the debate, it is also easier to participate in discussions via the Internet.

The use of the Internet also holds advantages for politicians and administrators on many fronts. The quality of the discussion and the results is evidenced by the fact that Internet-based discussions are documented in writing which makes it easier for them to use and process the material for further planning processes.

Here the interactive software had to offer more than the usual range of functions for newsgroups or discussion forums. Requirements were carefully developed in order to make sure that the online consultation would go beyond a "flood of contributions" in a targeted and result-driven way. Discussion forums or newsgroups merely offer simple threads of answers. The representation of the content and documentation of the discussion therefore consists of discussion threads grown over time that more often than not do not follow the line of arguments inherent in the discussion. Interactive software should therefore offer functions that allow incoming contributions to be enhanced with further information, for example by means of labeling the contributions, providing key words or links.

The interactive software not only allowed for the enhancement of contributions, but also for the processing of the discussion documents. The moderators had to be able to relocate, edit, remove, retract and re-label contributions or link them to each other in new ways that make it possible to document the discussion, and to edit its documents in a targeted and result-oriented way. Furthermore, there had to be functions to control the discussion to be able to establish and adjust any number of forums and sub-forums (access rights, visibility of functions, special contribution labels, activation of modules etc.)
Interactive software should also allow for the integration of further communication channels and tools: one should therefore not only be able to submit contributions via the WWW, but also via e-mail, fax or telephone. One should also make sure if the asynchronous discussion can be expanded through integrated 22 modules, like chat or survey and voting tools, for the different phases of the discussion (e.g. collection of ideas, assessment of options –see process planning,). It should also be possible to embed notes in the topics of discussion in order to annotate documents or maps, for example. Electronic discussion platforms should also support public hearings, so that local discussions can be watched by means of special user interfaces and later continued in Web forums. The main challenge of the participatory budget project was to reach and activate as much of the public as possible with the resources at hand. The key strategies included:

- Reaching the public - citizens – activating the target groups
- Generating public attention
- Activating different social groups
- Addressing the target groups in the best possible way
- Designing interactive web pages to be user-friendly
- Guaranteeing transparent processes
- Generating lots of contributions – selecting good proposals
- Securing the future
- Long-term embedding in politics and administration

- Establishing a new culture of participation

It is important to note that the Cologne budget allows for expenditures of about 3 billion EUR. The participatory budget 2008 is the pilot project for a comprehensive initiative to introduce e-participation in the City of Cologne. In this respect, the city's finance department has taken over control of the participatory budget in accordance with the aim of the project. The office for e-government and online services is responsible for the development of e-participation in the City of Cologne. On behalf of the office, the Fraunhofer Institute AIS assisted in the implementation of the project in cooperation with Binary-Objects by providing conceptual and technical support. Further partners included the city's press and information office as well as the office for information processing.

In addition to the high-profile public phase (long-running ads in the print media, radio and TV as well as letters to all Cologne households), the implementation of the participation platform itself was of special importance. One important result of the project is the fact that the citizens now have the opportunity to participate in the preparation of the municipal budget: the citizens have a great need for information about the budget and there is a great willingness to participate in its preparation.

One important result of the project is the fact that the citizens now have the opportunity to participate in the preparation of the municipal budget: the citizens have a great need for information about the budget and there is a great willingness to participate in its preparation.

The 2008 participatory budget was the pilot project for a comprehensive approach to introduce e-participation in the City of Cologne. The success of the project so far has shown that a repeat effort makes a lot of sense. But this will also make the overall subject of "e-participation" an ever greater priority for communities and institutions.

The success of the participatory budget has shown that the public has a great need for information about the city's administration and that there is a great willingness to participate in the political process.

Lessons Learned
The procedure was well received by the citizens of Cologne, as is evidenced by the access rate, which so far has not been reached in Germany, and maybe even in Europe, with this form of citizen participation. It turned out that the participatory budget has found its place in the city and that the citizens want to participate, as shown by their great interest and active participation. If there was any criticism at all, it was mainly constructive proposals for improving the procedure.

The success is surely due to the extensive PR work in mobilizing the public and the structure of the procedure. Access barriers were set very low, allowing citizens to submit contributions not only via the Internet, but also by mail and via the call center. In addition, the participation platform was designed to be easy and user-friendly and access criteria were set quite low. Another success feature was the politicians' engagement and promise to deal intensively with the proposals of the citizens.

It soon turned out that the discussion took place on a very constructive level concerning everyday problems. The subject areas drawing the most attention, such as traffic lights, street lighting, bicycle lanes and networks, a bike-friendly city, dogs, dog droppings, dogging, teenagers and children, garbage, cleanliness, public pools, safety, playgrounds, road repair, traffic and traffic safety, in other words subjects that everyone encounters every day, were evidence of this. These subjects were a recurrent theme throughout the entire procedure, and it turned out that 4 weeks of

active participation is sufficient.

It also turned out that the kind and scope of the Internet service was very well received by the citizens. An attempt was made to promptly clear up questions and react to suggestions, and the users were not given much "rein". Whenever discussions were on the verge of getting out of hand or there were problems with the behavior of some, a reaction followed immediately. This was helpful in preventing discussions from running out of control and politically incorrect opinions being disseminated.

WESTERN ASIA   Winner

Jordan   *Family Planning,* the Higher Population Council, Amman

Summary:
The *"Family Planning"* initiative has promoted a balance between population growth and economic resources necessary to achieve comprehensive and sustainable development by adopting policies that promote rational reproductive behaviors, family planning, rational use of resources, women's empowerment, equity and productivity in order to increase per capita income.

The Problem:
During the last decade, Jordan has experienced a set of development challenges related to an increase in population growth, fertility, unemployment, poverty pockets, and growing pressure on the State to deliver basic social services. This situation has adversely affected Jordan's economic, social, and sustainable development. The creation of the National Population Commission (NPC) was supposed to address the problem of very high population growth and its consequences. However, the NPC was an empty body with virtually no concrete activities.

The Solution:

The NPC, which was established in 1988, was not operational until late 1990s. HRH Princess Basma Bint Talal envisioned establishing an executive body for the National Population Commission (NPC) in order to start implementing Jordan's national population programs. During 1999-2002, the NPC was restructured into the Higher Population Council (HPC) with a clear mandate to implement and follow up on the National Population Strategy (NPS) and budget.

The HPC, established on 3/12/2002 according to the Cabinet's decision no. 3071, was given the responsibility to act as the reference body entrusted with suggesting, formulating, monitoring, evaluating and updating the national population policies, as well as creating a supportive environment to achieve its objectives within the framework of the national economic and social development plans and reform programs. A number of committees were established within the Secretariat of the HPC including reproductive health, population and development, advocacy and gender empowerment.

The vision of the HPC was to achieve a balance between population growth and economic resources necessary to promote comprehensive and sustainable development. In order to achieve its missions, the HPC implemented good governance mechanisms to its own internal operation, including:

- Restructuring the Higher Population Council to be composed of the three pillars of society, namely government, private sector and NGO institutions;
- Integrated team work and actual partnership, cooperation and accountability.

- Upholding the principles of transparency, accountability and efficiency.

By adopting policies to enhance rational reproductive behavior, family planning, rational use of resources, women's empowerment, equity and productivity in order to increase per capita income, the HPC is on the path to achieve its mission.

The strategic goals of the HPC are as follows:

- Rationalize population growth through reproductive health and family planning to achieve balance between population, economic resources on one hand and the development requirements on the other.
- Reduce the negative impact of unchecked reproductive behavior on the family, society, mother and children's health.
- Address the unbalanced geographic distribution of population to achieve better interaction between human, financial resources and land, through a balanced regional development and effective relationship between "population and development"
- Improve the living standards and quality of life of families by enhancing women's empowerment and their social role.
- Strengthen HPC Arab and international relations by developing effective relations with donor countries and agencies.

The HPC launched a Reproductive Health Action Plan for 2004-2007 "to contribute to the national efforts of achieving sustainable development by balancing economic resources and population growth through a reduction of the total fertility rate from 3.7 in the year 2002 to 2.1 in the year 2020".

In order to succeed a number of stakeholders are closely involved.

1. Governmental ministries such as (Ministries of Health, education, planning, labour, Awqaf and Islamic affairs, social development, finance). Government institutions (Department of Statistics, Housing and Urban Development Cooperation, Civil Status Department, Industrial Cities Corporation, Vocational Training Corporation, higher council for youth, higher council for information, Radio and Television Cooperation)
2. Private sector (vocational unions, private hospitals, Amman Chamber of Commerce and Industry, the Performing Arts center)
3. NGOs (Jordanian Hashimite Fund for Human Development, Queesn Zein Al-Sharaf Institute for Development, Noor Al-Hussein Foundation, the Jordanian Commission for Family Planning and Protection, the National Council for Family Affairs، Arab Women's Organization of Jordan).

A national team composed of all concerned national institutes, ministries, private sector and NGOs was established, in cooperation with a Consultants Support Team CST-UNFPA and was assigned the following goals.

1. Decrease population growth rate to 2.1% by 2010, 1.5% by 2020
2. Decrease total fertility rate to 2.9% by 2010, 2.1 by 2020
3. Increase contraceptive prevalence rate to 65% by 2010, 70+ by 2020
4. Decrease maternal mortality ratio to 33.5% by 2010, <30 by 2020
5. Decrease infant mortality rate to 17% by 2010, <15 by 2020
6. Decrease illiteracy rate among females to 10 by 2010, <6
7. Decrease primary school dropout rate to 0.5% in 2010, 0% by 2020.

Since January 2003 and in addition to a number of high level fora, the HPC conducted several seminars, workshops and meetings across the Kingdom focusing on issues related to poverty and youth. This resulted in raising awareness in over 104,000 families on the importance of reproductive health and family planning in development by 300 certified trainers. Recognizing the importance of religion and its influence on the society, the HPC trained 1710 male and female preachers in reproductive health and family planning.

Moreover, the HPC in coordination with the Ministry of Education, introduced population issues, reproductive health, family planning, and gender issues in primary and secondary curricula. The same effort has also taken place at the University level with the introduction of population and development concepts within the national university curricula in coordination with the Ministry of Higher Education.

In a span of five years, remarkable progress has been achieved as attested by the following figures expressed in percentage:

Table 1: Some population indicators

Indicators	2002	2007
Total fertility rate	3.7	3.2
Population growth rate	2.8	2.1
Contraceptive prevalence rate	55.8	60

Source: Higher Population Council of Jordan

Lessons learned:
- Leadership commitment: The prime minister is the chairman of the HPC. This gives the latter more power to execute and implement its activities.
- The cooperation with other national institutions was key to a smooth implementation:
    o   Religious leaders, female and male preachers at the Ministry of Awqaf and Islamic Affairs;
    o   Social facilitators such as the Ministry of Social Development and NGOs
    o   Ministry of Health, the liaison officers from the ministry who work with the HPC in the fields of reproductive health in addition to professional health institutions in the private sector.
- The involvement of beneficiaries through community networks was essential for outreach activities:
    o   Meetings in the governorates, districts, camps and Bedouin areas
    o   Building awareness of local communities to family planning programs and supporting them through various means.
- The support from external partners was helpful:
    The HPC established strong relationships with the following:
    - USAID by extending the POLICY project to support the General Secretariat in implementing the second phase of the National Work Plan for Reproductive Health.
    - UNFPA: participating as a main partner in formulating the UNFPA work plan for the years 2008-2012.
    - JICA: "Integrating Health and Empowerment of Women in the South Region Project" in cooperation with the Ministry of Health and the Jordanian Hashimite Fund for Human Development (JOHUD)
    - National organizations: Ministries of Health, Planning, Social Development , Education (by including curriculum on population and reproductive health starting in year 2005), Higher Education (including the subjects of population, development and reproductive health in the compulsory national education curriculum which was started during the academic years 2005-2006), Awqaf and Islamic Affairs, and JOHUD .

In fact, involving all stakeholders in this national issue, through various partnerships, was highly valuable in achieving the goals of this initiative in a transparent and accountable manner.