



**United Nations**

Department of  
Economic and  
Social Affairs

# How to design and implement One-stop-Shops to promote better service delivery and implement the Sustainable Development Goals

A Handbook for Governments and Public Institutions



**Department of Economic and Social Affairs**  
**Division for Public Institutions and Digital Government**

# **How to design and implement One-stop-Shops to promote better service delivery and implement the Sustainable Development Goals**



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# Executive Summary

This Handbook provides local and national governments with a set of conceptual approaches, practical strategies and tools to improve the delivery of public services through citizen centric One-stop-Shops (OSS). It includes guidance on how to prepare an action plan to establish One-stop-Shops for public service delivery systems.

The first two chapters offer an overview of the rationale and different models of OSS. The third chapter refers to key building blocks needed to design and effectively implement OSSs. These building blocks are part of UN DESA's readiness assessment on institutional arrangements for policy coherence to implement the 2030 Agenda for Sustainable Development (UN DESA/DPIDG, 2020).

The building blocks needed to design and effectively implement OSSs include: 1) political commitment, 2) transformative leadership, human resources and changing mindsets, 3) system thinking and policy linkages, 4) organizational structures and processes, 5) financing, 6) digital technology and data governance, 7) coherence between national and local/ regional levels, 8) stakeholders' engagement, and 9) monitoring, reporting and evaluation processes. The fourth chapter provides a set of questionnaires based on each of the building blocks. These questionnaires can be applied to both system and organizational levels. System level refers to the national/ federal government level and/ or state/ provincial level of government. Local government bodies could be a system as well. Organization refers to a ministry, department, agency, and local government body. These questionnaires can be utilized as a self-assessment tool or assisted-assessment tool. They can be used by an individual or a group. Sample exercises are added to each building block to help identify priority areas for action.

Chapter five includes action planning tools for the establishment of OSSs. The first step in the action planning process is establishing the context. This refers to understanding the circumstances under which the OSS system would be established. The second step would entail identifying priority areas for action and their prospective key outcomes. The third step refers to developing the action plan per se. The fourth step involves monitoring and review of the system to be established, leading to the revision of the action plan. To facilitate exercises on action planning for the design and implementation of the OSS system, two sample templates have been added as part of the annexes.

# Abbreviations

ACSH	Astana Civil Service Hub
ASAN	Azerbaijan Service and Assessment Network
CBO	Community Based Organization
DPIDG	Division of Public Institutions and Digital Government
HKP	Huduma Kenya Programme
HKS	Huduma Kenya Secretariat
HKSDS	Huduma Kenya Service Delivery Summit
ICT	Information and Communication Technology
ILO	International Labour Office
IRA	Institutional Readiness Assessment
JISB	Joint Information and Services Bureau
MDA	Ministry/ Department/ Agency
MIS	Ministry of Interior and Safety (Korea)
NGO	Non-Governmental Organization
NPG	New Public Governance
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
OSS	One-stop-Shop
OWSO	One Window Service Office
PSH	Public Service Hall
PSO	Public Service Organizations
PwC	Price waterhouse Cooper
SAPSSI	State Agency for Public Service and Social Innovation
SDGs	Sustainable Development Goals
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNPSA	United Nations Public Service Award

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# Overview of the Handbook

股票代码	名称	涨跌幅	成交量	成交额
000001	平安银行	1.2%	123456	12345678
000002	万科A	0.5%	98765	9876543
000003	招商银行	0.8%	87654	8765432
000004	浦发银行	0.3%	76543	7654321
000005	民生银行	0.1%	65432	6543210
000006	中信银行	0.4%	54321	5432109
000007	光大银行	0.6%	43210	4321098
000008	华夏银行	0.2%	32109	3210987
000009	兴业银行	0.7%	21098	2109876
000010	交通银行	0.9%	10987	1098765



*One-stop-Shop Service Centre at City of Xi'an, China*

## Introduction

Turning sustainable development from concept into practice presents countries with new governance and institutional challenges. Without a dedicated effort to mobilize and build the capacities of public servants at all levels, progress on the SDGs may be undermined by ineffective bureaucracies.

The Division for Public Institutions and Digital Government (DPIDG) of the United Nations Department of Economic and Social Affairs (UN DESA) supports governments in strengthening their capacities to translate the SDGs and other internationally agreed goals into institutional arrangements, strategies and programmes for effective service delivery and participatory, accountable and inclusive decision-making processes. The Division's capacity development efforts are geared towards supporting developing countries, with a focus on Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs) and Small Island Developing States (SIDS). UN DESA/ DPIDG works closely with schools of public administration and governments to help countries around the world strengthen their public institutions and promote digital government, in line with Goal 16 of the 2030 Agenda for Sustainable Development (see Table 1).

This Handbook was prepared within the framework of the Development Account project on "Institutional Arrangements for Policy Integration, Coordination, and Stakeholder Engagement in Sustainable Development Goals (SDG) Implementation and Reviews in Asia and the Pacific". It focuses on how to make public service delivery more effective, accountable and inclusive, in line with SDG16 and the principles of effective governance for sustainable development.

**Table 1: SDG 16 - Peace, justice and strong institutions**




<b>16.1</b> Significantly reduce all forms of violence and related death rates everywhere
<b>16.2</b> End abuse, exploitation, trafficking and all forms of violence against and torture of children
<b>16.3</b> Promote the rule of law at the national and international levels and ensure equal access to justice for all
<b>16.4</b> By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime
<b>16.5</b> Substantially reduce corruption and bribery in all their forms
<b>16.6</b> Develop effective, accountable and transparent institutions at all levels
<b>16.7</b> Ensure responsive, inclusive, participatory and representative decision-making at all levels
<b>16.8</b> Broaden and strengthen the participation of developing countries in the institutions of global governance
<b>16.9</b> By 2030, provide legal identity for all, including birth registration
<b>16.10</b> Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
<b>16.A</b> Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime
<b>16.B</b> Promote and enforce non-discriminatory laws and policies for sustainable development

Source: <https://sdgs.un.org/goals/goal16>

The principles were developed by the United Nations Committee of Experts on Public Administration (CEPA) (see Table 2) and endorsed by the Economic and Social Council on 2 July 2018. They highlight the

need for pragmatic and ongoing improvements in national and local governance capabilities to reach the SDGs. The essential purpose of these voluntary principles is to provide practical, expert guidance to interested countries in a broad range of governance challenges associated with implementation of the 2030 Agenda.

**Table 2: Principles of Effective Governance for Sustainable Development**

Principles		Description
 <b>Effectiveness</b>	<b>Competence</b>	To perform their functions effectively, institutions are to have sufficient expertise, resources and tools to deal adequately with the mandates under their authority.
	<b>Sound policymaking</b>	To achieve their intended results, public policies are to be coherent with one another and founded on true or well-established grounds, in full accordance with fact, reason and good sense.
	<b>Collaboration</b>	To address problems of common interest, institutions at all levels of government and in all sectors should work together and jointly with non-State actors towards the same end, purpose and effect.
 <b>Accountability</b>	<b>Integrity</b>	To serve in the public interest, civil servants are to discharge their official duties honestly, fairly and in a manner consistent with soundness of moral principle.
	<b>Transparency</b>	To ensure accountability and enable public scrutiny, institutions are to be open and candid in the execution of their functions and promote access to information, subject only to the specific and limited exceptions as are provided by law.
	<b>Independent oversight</b>	To retain trust in government, oversight agencies are to act according to strictly professional considerations and apart from and unaffected by others.
 <b>Inclusiveness</b>	<b>Leaving no one behind</b>	To ensure that all human beings can fulfil their potential in dignity and equality, public policies are to take into account the needs and aspirations of all segments of society, including the poorest and most vulnerable and those subject to discrimination.
	<b>Non-discrimination</b>	To respect, protect and promote human rights and fundamental freedoms for all, access to public service is to be provided on general terms of equality, without distinction of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, disability or other status.
	<b>Participation</b>	To have an effective State, all significant political groups should be actively involved in matters that directly affect them and have a chance to influence policy.
	<b>Subsidiarity</b>	To promote government that is responsive to the needs and aspirations of all people, central authorities should perform only those tasks which cannot be performed effectively at a more intermediate or local level.
	<b>Intergenerational equity</b>	To promote prosperity and quality of life for all, institutions should construct administrative acts that balance the short-term needs of today's generation with the longer term needs of future generations.

Source: Adapted from <https://publicadministration.un.org/en/Intergovernmental-Support/CEPA/Principles-of-Effective-Governance>.

The Handbook also complements the Curriculum on Governance for the SDGs, which was developed by UNDESA/ DPIDG in collaboration with schools of public administration and other partners to respond to the need to equip public servants with the capacities to realize the 2030 Agenda. The Curriculum's

training-of-trainers toolkits (see Figure 1) are available at <https://unpan.un.org/capacity-development/curriculum-on-governance-for-the-SDGs>.

**Figure 1: Curriculum on Governance for the SDGs: Training of Trainers Capacity Development Toolkits**

United Nations Department of Economic and Social Affairs		Curriculum on Governance for the SDGs	
	<b>TRANSFORMING PUBLIC SERVANTS' MINDSETS TO IMPLEMENT THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT</b> UN DESA   DPIDG Training of Trainers   English		<b>GOVERNMENT INNOVATION FOR SOCIAL INCLUSION OF VULNERABLE GROUPS</b> UN DESA   DPIDG   UNPOG Training of Trainers   English
	<b>TRANSPARENCY, ACCOUNTABILITY AND ETHICS IN PUBLIC INSTITUTIONS</b> UN DESA   DPIDG Training of Trainers   English		<b>RISK-INFORMED GOVERNANCE AND INNOVATIVE TECHNOLOGY FOR DISASTER RISK REDUCTION AND RESILIENCE</b> UN DESA   DPIDG   UNPOG Training of Trainers   English
	<b>INSTITUTIONAL ARRANGEMENTS AND GOVERNANCE CAPACITIES FOR POLICY COHERENCE</b> UN DESA   DPIDG Training of Trainers   English		<b>INNOVATION AND DIGITAL GOVERNMENT FOR PUBLIC SERVICE DELIVERY</b> UN DESA   DPIDG Training of Trainers   English
	<b>EFFECTIVE NATIONAL TO LOCAL PUBLIC GOVERNANCE FOR SDG IMPLEMENTATION</b> UN DESA   DPIDG   UNPOG Training of Trainers   English		<b>DIGIT4SD: DIGITAL GOVERNMENT IMPLEMENTATION</b> UN DESA   DPIDG Training of Trainers   English
	<b>E-GOVERNMENT FOR WOMEN'S EMPOWERMENT</b> UN ESCAP & UN DESA   DPIDG   UNPOG Training of Trainers   English		<b>INTEGRATED POLICIES AND POLICY COHERENCE FOR THE SDGs</b> UNITAR, ECLAC & UN DESA   DPIDG   DSDG Training of Trainers   English

Source: unpan.un.org

## Why a Handbook on “One-stop-Shops for Public Service Delivery”?

Public institutions have a lead role in implementing the SDGs through the policies they make and public services they deliver. Yet, public institutions in many developing countries are not well equipped to address the SDG challenges as the 2030 Agenda calls for an ambitious integrated framework, which requires whole-of-government and whole-of-society approaches, including for public service delivery. Without effective, accountable, and inclusive public service delivery, there will be little progress in realizing the SDGs. Indeed, out of the 17 SDGs, all Goals have content related to public service delivery. Among 169 SDG targets there are 59 (35%) related to public service delivery. Among 230 indicators, 66 of them (29%) require some specific public service to be delivered by the public sector.

In a global Survey administered as part of the 75<sup>th</sup> Anniversary of the United Nations, people from all regions of the world were asked to indicate their top priority. “The immediate priority of most respondents everywhere is improved access to basic services.”

In an effort to provide effective, accountable, and inclusive public services, many countries around the world are delivering services through citizen centric One-stop-Shops (OSS). The OSS system is a mechanism, physical and/or digital, which may be a stationary or a mobile service point, where citizens and/or businesses can access all relevant information relating to all public services and conduct all transactions without the necessity of visiting multiple public offices multiple times. The OSS system is considered as an integral part of a digital government transformation strategy. This can also be a vehicle for providing inclusive public service delivery to vulnerable groups.

If properly designed and implemented, the advantages of the OSS system, include: a) greater citizen awareness, expectations and government responsiveness; b) better regulatory delivery; c) increased accountability; d) reduction in corruption; e) enhanced social inclusion; f) decreased fragmentation in public service delivery, thereby improving citizen satisfaction with public service delivery; g) increased citizen trust in government; h) enhanced national competitiveness; and i) increased capacity to deliver on the SDG.

However, the operationalization of the OSS system usually faces multiple challenges. These include resistance and non-cooperation from legacy bureaucracy, silo mentality of public organizations and officials, inadequate financing and human resources, lack of legal reforms, weak institutional arrangements, inadequate business-process reengineering/ simplification of administrative procedures, as well as weak ICT infrastructure, low inter-operability of data and systems, and ineffective monitoring and evaluation mechanisms. To overcome these challenges, countries around the world have adopted various strategies, which aim at ensuring: 1) High-level political support, 2) A whole-of-government approach, 3) Effective administrative reform programmes, 4) A medium to long-term investment plan, 5) Gradual roll out of the OSS system, 6) An effective horizontal coordination mechanism, 7) Back-office strengthening, 8) Training and motivation of employees, 9) Flexible and innovative state agencies 10) Leveraging technology for service delivery, 11) Collaborative partnerships, 12) Addressing vulnerable groups and ensuring accessibility, 13) Overcoming digital divides, 14) Innovation and branding, 15) Forming a coalition of change-makers within government, and 16) Modifying and adapting international experiences, rather than wholesale copying, 17) Multi-channel service delivery model, and 18) developing a civil complaints and affairs management system.

## **What is the purpose of the Handbook?**

This Handbook aims to provide readers with a comprehensive guidance on One-Stop-Shop public service delivery systems. Its objective is to impart both knowledge and know-how on One-Stop-Shops and promote innovation in public service delivery. The Handbook offers conceptual understanding as well practical guidance on how to plan for a One-Stop-Shop public service delivery system. It highlights the rationales for One-Stop-Shops, presents the challenges of establishing the OSS system, and recommends strategies to overcome those challenges. It also presents a step-by-step guide for developing an action matrix to establish an effective OSS system.

## Who are the Handbook's intended users?

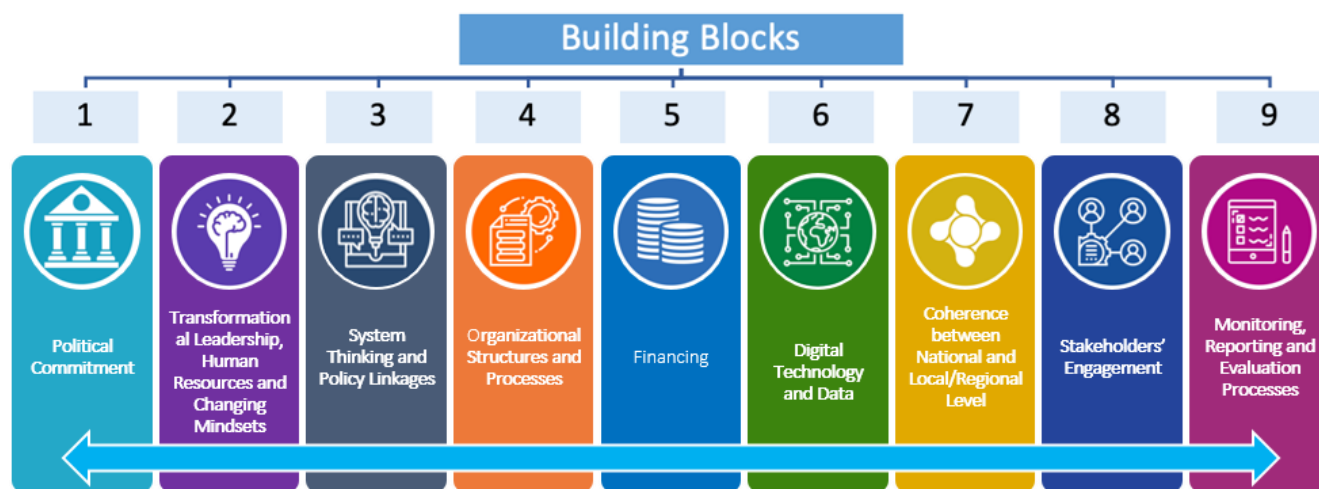
This Handbook is primarily intended for national and local governments, and public institutions at all levels. International organizations, business groups, private sector, civil society groups, NGOs, academics, students and the media may also find the Handbook useful.

## What methodology was used in developing the Handbook?

This Handbook is primarily based on desktop research. Most insights have been drawn from scholarly articles on One-stop-Shop public service delivery as well as case studies prepared by the Astana Civil Service Hub of UNDP, the World Bank, the European Commission, and OECD. The case studies that are included in the Handbook are representative of all the regions of the world. They were selected because they exemplify relevant building blocks of the assessment and detailed information was available through research and policy analysis. Some of the good practices were also selected because they won the United Nations Public Service Awards, which is the most prestigious recognition of excellence in public service. The cases included in the Handbook are by no means exhaustive of the multiplicity of One-stop-Shops implemented in countries across the world. Additional good practices will be included in annual revisions of the Handbook since it is to be considered a living document.

The assessment contained in the Handbook is an adaptation of the "Readiness Assessment Tool on Institutional Arrangements for Policy Coherence to Implement the 2030 Agenda for Sustainable Development" developed by UN DESA/DPIDG. This assessment tool is based on 9 building blocks: 1) political commitment, 2) transformative leadership, human resources and changing mindsets, 3) System Thinking and Policy Linkages, 4) organizational structures and processes, 5) financing, 6) digital technology and data governance, 7) coherence between national and local/ regional levels, 8) stakeholders' engagement, and 9) monitoring, reporting and evaluation processes (see Figure 3).

**Figure 2: Nine building blocks of "Readiness Assessment Tool on Institutional Arrangements for Policy Coherence to Implement the 2030 Agenda for Sustainable Development"**



Source: UN DESA/ DPIDG



The Handbook has also been informed by the Peer-to-Peer Learning International Workshop on One-Door-Service Centers (ODCSs) held back-to-back with a national workshop on lessons learned and next steps in implementing the One-Door-Service Centers in Lao PDR held on 04 August 2021. The workshops were organized by the UN DESA/ DPIDG, with the support of its project office on governance (UNPOG), and in collaboration with the Resident Coordinators Office in Lao PDR and UNDP. The main partner in the Government of Lao PDR for this event was the Ministry of Home Affairs (MOHA).

Preliminary findings of the study have been shared with the participants of the Peer-to-Peer Learning International Workshop on One-Door-Service Centers (ODCSs). Also, insights have been drawn from participating countries (Azerbaijan, Bangladesh, Republic of Korea, Singapore and Vietnam) in the Peer-to-Peer Learning International Workshop.

### **How can this Handbook be used?**

This Handbook can be used to enhance the conceptual understanding of One-stop-Shop public service delivery system. It can also be used to understand how various countries have operationalized OSSs around the world. As a practical guide to establishing OSSs, this Handbook can be used to develop a policy and planning framework in a country or organization. Particularly, users can follow the step-by-step guidance to develop action plans following the action planning matrices provided in the Handbook. Utilizing the exercises outlined in this Handbook, the users will be able to identify priority areas for action, key outcomes of priority actions, and actions needed to achieve the key outcomes along with agencies responsible for such actions.

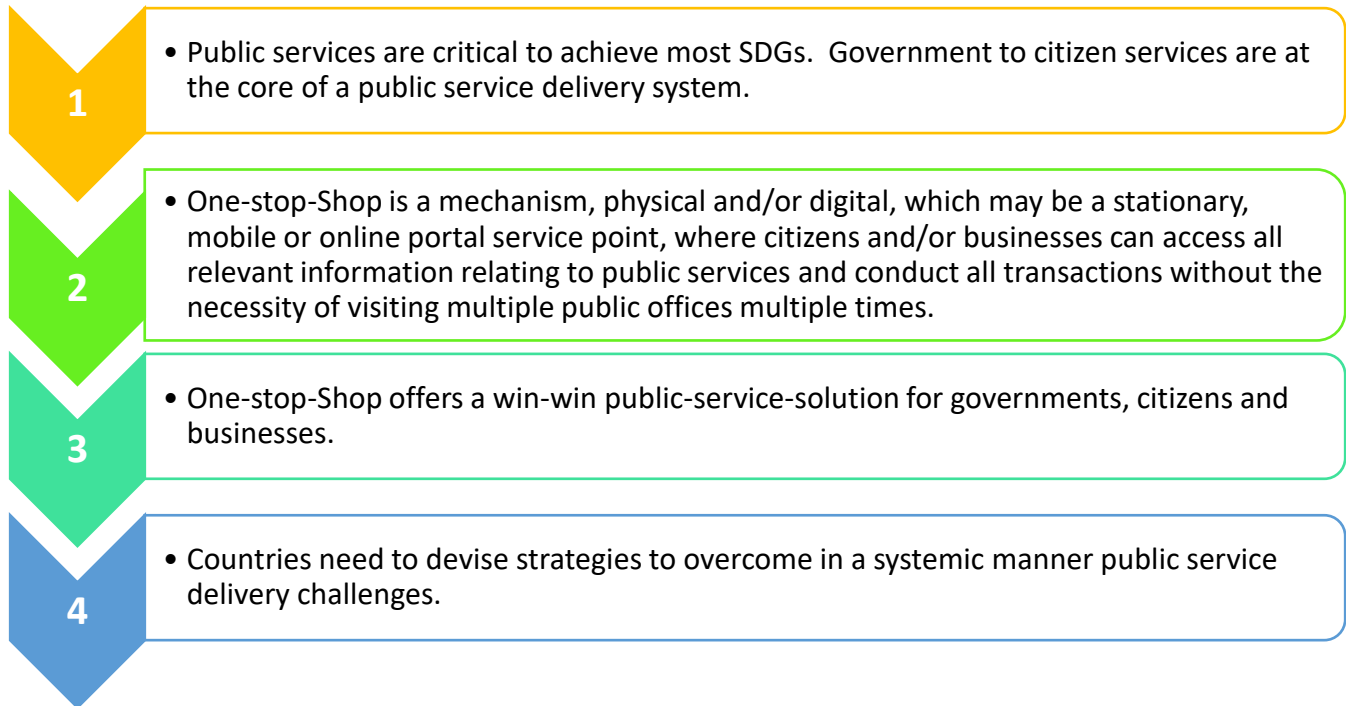
# Chapter 1

## The One-stop-Shop for Public Service Delivery



*Unknown person holding clear glass ball*  
*Credit: Margot Richard*  
*(Source: <https://unsplash.com/photos/NJJ7paSBO-c>)*

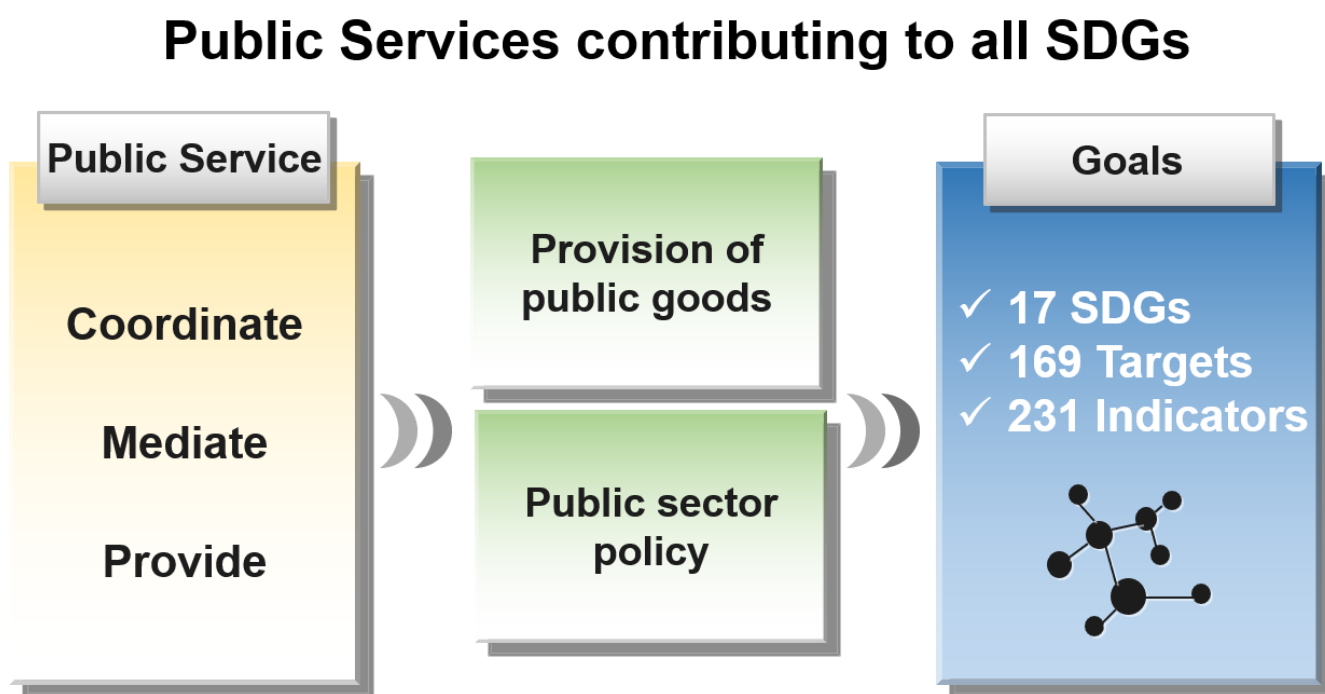
### Box 1: Key messages of Chapter 1



## 1.1 Why is better public service delivery critical to the implementation of the Sustainable Development Goals?

Public service is defined as a composite of activities, required by members of a community, which are not available in the market unless enabled by the Government (Jackson, 2020). Public services arise out of public policy; they should be citizen-centric and redistributive in nature; and embody a sense of trust (Spicker, 2009). Modern-day public services are rooted in networks of multiple actors who co-create and provide services as an ecosystem (Jaakkola et al., 2015). Jackson (2020) argues that public service is the mechanism of governance delivery enabled by structures of public administration. According to the Global Centre for Public Service Excellence (GCPSE) of UNDP (2016), “The 17 Sustainable Development Goals (SDGs) all, directly or indirectly, need an effective public service for successful implementation. This is because all of the Goals (17 SDGs, 169 targets and 231 indicators) require the provision of public goods or the implementation of a public sector policy and, therefore, depend on public service to coordinate, mediate or directly provide (*services*).” The relevance of the Government to citizen (G2C) public service delivery is observed across all the SDGs (Figure 1.1).

**Figure 1. 1: Public services contributing to all SDGs**



Source: UN DESA on GCPSE/ UNDP, 2016

How the government-to-citizen public service delivery contributes to 17 SDGs is shown in Table 1.1. The table shows how a lead agency supported by other agencies contributes to achieving an indicator under each goal. For illustrative purposes, the case of Bangladesh is highlighted in Table 1.1. The agency names or responsible agencies may vary from country to country. In the same way, public services may contribute to achieving all the targets of the SDGs by providing, mediating or coordinating functions.

**Table 1. 1: Bangladesh: Public service delivery by various government agencies contributing to 17 SDGs**

Goals	Targets	Indicators	Service Delivery by Lead Ministry/ Agency	Service Delivery by Supporting Ministry/ Agency
<b>Goal 1.</b> End poverty in all its forms everywhere	<b>1.3</b> Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	<b>1.3.1</b> Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, new-borns, work injury victims and the poor and the vulnerable	Department of Social Welfare	Department of Women and Children Affairs  Department of Disaster Management  Department of Labour  Department of Local Government or equivalent
<b>Goal 2.</b> End hunger, achieve food security and improved nutrition and promote sustainable agriculture	<b>2.2</b> By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons	<b>2.2.1</b> Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age	Department of Family Planning	Department of Health Services  Department of Social Welfare  Department of Women and Children Affairs  Department of Mass Communication or equivalent
<b>Goal 3.</b> Ensure healthy lives and promote well-being for all at all ages	<b>3.2</b> By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births	<b>3.2.1</b> Under-five mortality rate	Department of family Planning	Department of Health Services  Department of Social Welfare  Department of Women and Children Affairs  Department of Mass Communication or equivalent
<b>Goal 4.</b> Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	<b>4.1</b> By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	<b>4.1.1</b> Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex	Department of Primary Education	Department of Secondary and Higher Secondary Education  Education Board  Department of Social Welfare
<b>Goal 5.</b> Achieve gender equality and empower all women and girls	<b>5.2</b> Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	<b>5.2.1</b> Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	Department of Women and Children Affairs	Attorney General's Office  The Police  Local Government Division or equivalent
<b>Goal 6.</b> Ensure availability and sustainable management of water and sanitation for all	<b>6.1</b> By 2030, achieve universal and equitable access to safe and affordable drinking water for all	<b>6.1.1</b> Proportion of population using safely managed drinking water services	Department of Public Health Engineering	Water Supply and Sewerage Authorities  Local Government Division  City Corporations  Municipalities

<b>Goal 7.</b> Ensure access to affordable, reliable, sustainable and modern energy for all	<b>7.1</b> By 2030, ensure universal access to affordable, reliable and modern energy services	<b>7.1.1</b> Proportion of population with access to electricity	Rural Electrification Board	Power Development Board Ministry of Power, Energy and Mineral Resources
<b>Goal 8.</b> Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	<b>8.6</b> By 2020, substantially reduce the proportion of youth not in employment, education or training	<b>8.6.1</b> Proportion of youth (aged 15-24 years) not in education, employment or training	Department of Youth Development	Rural Development Board National Skills Development Authority Ministry of Education
<b>Goal 9.</b> Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation	<b>9.1</b> Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all	<b>9.1.1</b> Proportion of the rural population who live within 2 km of an all-season road	Local Government Engineering Department	Roads and Highways Division Department of Disaster Management
<b>Goal 10.</b> Reduce inequality within and among countries	<b>10.2</b> By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status	<b>10.2.1</b> Proportion of people living below 50 per cent of median income, by age, sex and persons with disabilities	Department of Social Welfare	Department of Women and Children Affairs Department of Disaster Management Rural Development Board
<b>Goal 11.</b> Make cities and human settlements inclusive, safe, resilient and sustainable	<b>11.1</b> By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums	<b>11.1.1</b> Proportion of urban population living in slums, informal settlements or inadequate housing	National Housing Authority	City Corporations Municipalities Local Government Division Department of Social Welfare
<b>Goal 12.</b> Ensure sustainable consumption and production patterns	<b>12.5</b> By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse	<b>12.5.1</b> National recycling rate, tons of material recycled	Department of Environment	Department of Industries City Corporations Municipalities
<b>Goal 13.</b> Take urgent action to combat climate change and its impacts	<b>13.1</b> Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	<b>13.1.2</b> Number of deaths, missing persons and persons affected by disaster per 100,000 people	Department of Disaster Management	Cyclone Preparedness Programme National Fire Service Bangladesh Red Crescent Society Department of Health Services City Corporations City Development Authorities
<b>Goal 14.</b> Conserve and sustainably use the oceans, seas and marine resources for sustainable development	<b>14.4</b> By 2020, effectively regulate harvesting and end overfishing, illegal, unreported and unregulated fishing and destructive fishing practices and implement science-based management plans, in order to restore fish stocks in the shortest time	<b>14.4.1</b> Proportion of fish stocks within biologically sustainable levels	Department of Fisheries	Fisheries Research Institute Bangladesh Oceanographic Research Institute Bangladesh Marine Fisheries Academy Department of Environment

	feasible, at least to levels that can produce maximum sustainable yield as determined by their biological characteristics			
<b>Goal 15.</b> Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss	<b>15.3</b> By 2030, combat desertification, restore degraded land and soil, including land affected by desertification, drought and floods, and strive to achieve a land degradation-neutral world	<b>15.3.1</b> Proportion of land that is degraded over total land area	Land Reform Board	Department of Environment Department of Forest
<b>Goal 16.</b> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	<b>16.9</b> By 2030, provide legal identity for all, including birth registration	<b>16.9.1</b> Proportion of children under 5 years of age whose births have been registered with a civil authority, by age	Office of the Registrar General for Birth and Death	Local Government Division City Corporations Municipalities Union Councils
<b>Goal 17.</b> Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development	<b>17.1</b> Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection	<b>17.1.2</b> Proportion of domestic budget funded by domestic taxes	National Board of Revenue	Income Tax Commissionerate Customs, Excise and VAT Commissionerate Land Reform Board

In order to achieve the SDGs, Governments have to provide services not only to citizens but also to businesses, both domestic and international. In addition, Governments must provide services to other Governments and international organizations as part of international cooperation and partnerships. However, Government to citizen services are at the core of the public service delivery system within a country. In this context, Governments across the world are striving to establish effective, inclusive, and accountable public service delivery mechanisms, including through One-Stop-Shops (OSS).

## 1.2 What is a One-stop-Shop for Public Service Delivery

The 1970s experienced wide-spread Government failure when demand for services outstripped supply and resources. “The emergence of one-stop shops is synonymous with the spread of New Public Management (NPM) in the late 1970s” (Knox and Janenova, 2019, p. 3), which advocated wide-scale adoption of private sector techniques in managing public affairs (Hood, 1991). In the 1980s, OSSs were widely adopted in the OECD countries. The financial crisis, economic recession and public frustrations in the developed economies at the outset of the current millennium has resulted in yet another shift towards New Public Governance (NPG) where “public service organizations (PSOs) are now part of complex public service delivery systems where their mission-critical objectives require the successful negotiation of relationships within these systems - with policy makers, other PSOs, service users, citizens, and indeed a range of service system elements and stakeholders” (Osborne et al., 2015:425). Despite a

shift from NPM to NPG, OSSs remain in focus with a renewed emphasis on bringing citizens at the core of the public service delivery.

According to Knox and Janenova (2019, p. 2) “A one-stop shop is a single access point that provides citizens with information and allows them to conduct multiple public services’ transactions efficiently and speedily.” “The term one-stop shop is used to denote service centers for citizens and firms that offer consolidated access to multiple public and/or private sector services at a single location through one or more service delivery channels” (UNDP GCPSE, World Bank Group, and ACSH, 2017, p. 13). Price-waterhouse-Coopers (PwC, 2016, p. 5) conceptualizes OSS as a mechanism to enable citizens and customers a single access point to information and service transactions.

According to Fredriksson (2020, p. 1134), “One Stop Shops for public services were then advocated as a means to improve coordination between authorities, to organize the bureaucracy ‘outside-in’ rather than ‘inside-out,’ and to simplify service delivery.” A World Bank report argues that OSSs were first introduced to facilitate interaction between public and private sectors, and later citizen service centers were modeled after OSSs, which offer one central location where citizens can interact with the state and access a variety of services. (World Bank, 2017, p. 1). “The goal of one-stop shops is to create more customer-centric public services, offering a single contact point through which citizens can manage all kinds of interactions with the state – often at local and regional as well as national levels.” (O’Toole, 2018).

An OECD report maintains that “the phrase ‘one-stop shop’ has an immediate political attraction. It sounds like a way to sweep away unnecessary paperwork and create a streamlined and easy-to-use interface between government and citizens or business.” (OECD, 2019). Usually, the state of digital government in a country has a direct impact on the state of OSSs. For example, the European Commission prescribes a policy of “digital by default” for OSSs in the EU. This has been made possible due to advanced state of digital government in the EU countries. However, this may not be the case in developing countries. The growth trajectory of OSSs displays a similar pattern across the world (see Figure 1.2).

**Figure 1. 2: Physical to digital channels**



Source: Knox and Janenova, 2019 (Adapted from Kubicek and Hagen, 2000)



In a nutshell, One-Stop-Shop is a mechanism, physical and/or digital, which may be a stationary, mobile or online portal service point, where citizens and/or businesses can access all relevant information relating to all public services, and conduct all transactions without the necessity of visiting multiple public offices multiple times.

### **1.3 Why are One-Stop-Shops a valuable way to provide public services?**

The United Nations E-Government Survey 2020 finds that 71 countries maintain Government portals for providing OSS services (UN DESA, 2020). Also, a report published by UNDP's Global Centre for Public Service Excellence, the World Bank Group Global Knowledge and Research Hub, and the Astana Civil Service Hub (2017) reveals that 82 countries are providing OSS services to citizens through brick-n-mortar and digital portals.

If properly designed and implemented, the advantages of the OSS system, include: a) greater citizen awareness, expectations and government responsiveness; b) better regulatory delivery; c) increased accountability; d) reduction in corruption; e) enhanced social inclusion; f) decreased fragmentation in public service delivery, thereby improving citizen satisfaction with public service delivery; g) increased citizen trust in government; h) enhanced national competitiveness; and i) increased capacity to deliver on the SDGs.

#### **1.3.1 Greater citizen awareness, expectations and government responsiveness**

In every country, today's citizens are living in an information-saturated world. All sorts of information are available at their fingertips. Citizens are more aware of their rights to access governmental information today than any time before. Their expectations from the Government are also much higher than before. They expect service delivery from the Government in the manner they receive services from the private sector. Their sentiments are: "make it easy for me", "give me choice", "deliver me outcomes", etc. (PwC, 2016).

#### **1.3.2 Better regulatory delivery**

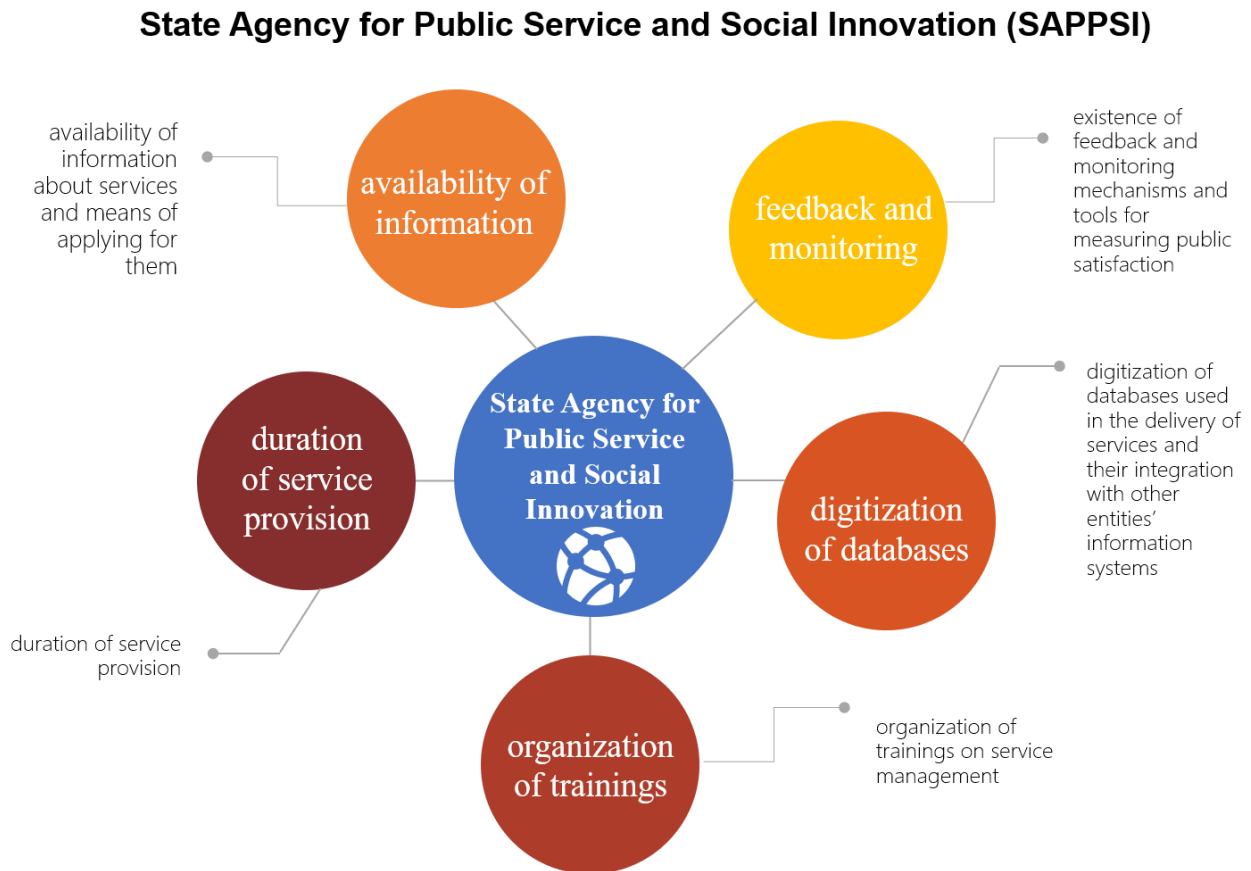
Service delivery is a critical component of a regulatory environment. The enactment of a law or a regulation is just the beginning of the regulatory process. The success of a law/ regulation depends on the implementation of the law/ regulation. OSSs are effective channels through which regulatory requirements can be easily communicated to citizens and businesses, and regulatory objectives can be achieved through effective service delivery. In this way, OSSs can play a critical role in reducing regulatory burden and increasing regulatory compliance (OECD, 2019).

#### **1.3.3 Increased accountability**

OSS can be a mechanism to establish accountability of a legacy bureaucracy. For example, Azerbaijan has created an entity, the State Agency for Public Service and Social Innovation (SAPPSI) to operate OSSs (ASAN Xidmet) where various Ministries, Departments and Agencies (MDAs) are co-located to deliver services to citizens and businesses. The SAPPSI has been tasked with preparing an annual ASAN Service

Index addressing “a number of parameters, such as availability of information about services and means of applying for them, duration of service provision, digitization of databases used in the delivery of services and their integration with other entities’ information systems, organization of trainings on service management, existence of feedback and monitoring mechanisms and tools for measuring public satisfaction.” (Huseynli, 2016) (see Figure 1.3.).

**Figure 1. 3: State Agency for Public Service and Social Innovation of Azerbaijan**



Source: UN DESA based on Huseynly (2016)

### 1.3.4 Reduction in corruption

OSS is a mechanism to reduce corruption in many countries. Citizens report 50 percent less chance of being asked for a bribe at OSSs in India. In Azerbaijan, ASAN centers were named the “main institutional achievement” in reducing petty corruption by Transparency International in 2014. (UNDP, World Bank and ACSH, 2017). In Georgia, the main purpose of the introduction of the One-Stop-Shop model, with a clearly separated Back Office and Front Office, was to eliminate the bad “practice of corrupt business dealings” (Vashakidze, 2016).

### 1.3.5 Enhanced social inclusion of vulnerable groups

OSSs are used as a mechanism of social inclusion of vulnerable groups. For example, many EU countries, such as Portugal and Ireland, have established OSS for immigrants, who are disadvantaged group in those countries. They have employed cultural mediators from immigrant populations to facilitate

service delivery. Portugal has ensured geographical accessibility by setting up OSSs at cities and areas with high density of immigrant population (Oliveira et al., 2009). Kenya has employed customer services staff to meet and greet customers and assist disadvantaged people particularly providing translation service from Swaheli to local languages (Firestone et al., 2017). In Mongolia, “mobile OSSs deliver services at the doorsteps of those who cannot travel to an OSS facility, such as older people or herders who cannot leave their livestock” (ILO, 2016).

### 1.3.6 Decreased fragmentation in public service delivery

Functional specialization of public bureaucracies has caused fragmentation of customer contacts and process duplication across the service delivery spectrum. The inability of the public bureaucracy to co-create and coordinate their activities at the horizontal level has only increased the regulatory burden on citizens and businesses. The OSS is an attempt to address this fragmentation by introducing a whole-of-government-approach.

### 1.3.7 Increased citizen satisfaction with public service delivery

OSS is a vehicle to increase citizen satisfaction of public service delivery. Wherever an OSS is established, citizens have expressed their satisfaction more than before. For example, citizen satisfaction has improved from 10 percent to 92 percent in Georgia. In Albania, citizen satisfaction has improved from 25 percent to 87 percent in the first 6 months of operation of OSS (UNDP, World Bank and ACSH, 2017). In Singapore, customer satisfaction at Integrated Public Service Centres (IPSCs) has increased from 80 percent in 2018 to 96 percent in 2020 (UN DESA 2021).



*One-stop-Shop satisfaction survey in Kazakhstan (Source: www.globalgovernmentforum.com)*

### **1.3.8 Enhanced affordability for public service delivery**

Having in place a OSS is a more affordable method of service delivery compared to traditional methods. Cost savings are achieved by reduced man-hour to provide services by each Ministry/ Department/ Agency (MDAS). Also, the OSS system allows to save on the establishment cost of setting up various service delivery mechanisms. According to Singapore, Integrated Public Service Centers have resulted in about 30% reduction in headcount manning operations (UN DESA, 2021).

### **1.3.9 Increased citizen trust in government**

Governments' commitment to citizens' needs can be reflected through effective and integrated service delivery through OSSs, which in turn increases trust in Government (UNDP, World Bank and ACSH, 2017). When citizens have better and easier experiences in receiving public services, they tend to have a favorable opinion of the Government. This might explain why so many countries are showing an interest in OSSs irrespective of the type of political regime or political party in power.

### **1.3.10 Enhanced national competitiveness**

In the era of globalization, there is high competition among countries for international trade and investment, which are means of economic growth. Investment decisions are greatly affected by public sector efficiency (PwC, 2016). The same is true for supply chain decisions. The OSS has emerged as a solution to long-experienced problems of delivering services in an effective way.

### **1.3.11 Increased capacity to deliver on the SDGs**

Since the adoption of the 2030 Agenda for Sustainable Development, public service delivery is receiving renewed scrutiny. It is widely recognized, as discussed in Section 1.1, that all goals and targets of the SDGs require some kind of public service delivery, be it Government to citizen or Government to business or Government to Government. Integrated service delivery through One-Stop-Shops can indeed help to accelerate the implementation of the SDGs whether they are stationary, mobile or provided through online portals. The latter have assumed high relevance during the COVID-19 pandemic since there has been an exponential growth in the use of digital technologies for service delivery.

## **1.4 What are the challenges in implementing a One-Stop-Shop for public service delivery?**

### **1.4.1 Resistance and non-cooperation from legacy bureaucracy**

On the one hand, some traditional bureaucracies consider OSS as a mechanism to reduce their influence. Hence, they become reluctant to cooperate. Lack of cooperation and horizontal coordination between OSSs and lines departments is prevalent among many countries. On the other hand, it is possible to demonstrate empirically that OSS implementation does improve efficiency and saves public administration costs.

### **1.4.2 Breaking down the silos**

Ministries, Departments and Agencies (MDAs) are hierarchical and siloed in nature. In many countries they do not cooperate and coordinate their activities with other related agencies. Also, they do not share information with each other. All agency requirements and procedures are different than their peers. Consequently, citizens must submit the same information to multiple agencies multiple times. If a citizen requires clearances from different agencies for a single service, the onus is on the citizen to procure clearances from every agency. Agencies themselves will not talk to each other. To make the matter worse, there are intra-agency silos. Different wings of an agency will not coordinate among themselves. Citizens will have to move from one office or door to another office/door to get a service from an agency. This siloed structure of MDAs increases transaction costs of citizens and businesses. Breaking down the silos is essential for effective operationalization of the OSSs. Transforming siloed governments into connected governments is a great challenge.

### **1.4.3 Financing**

Effective operationalization of the OSSs requires a significant amount of financing both in terms of capital investment and operating costs. “The upfront costs of the physical infrastructure (computer, buildings), software, and institutional features” can be very high (UNDP, World Bank and ACSH, 2017). Developing the ICT infrastructure, and interoperable systems and procedures is capital intensive, and it is a prerequisite for a connected government. Successful countries have invested heavily on digital technology and data governance. Creating a digital-oriented workforce also requires significant financial investment. Securing adequate funding from the national budget is a significant factor contributing to the effective operationalization OSSs.

### **1.4.4 Human resources**

Experiences from around the world have highlighted several key challenges OSSs confront regarding human resources, including understaffing, untrained staff, staff lacking customer-orientation skills, inadequate incentives, low staff retention, among others (UNDP, World Bank and ACSH, 2017). Understaffing and lack of skilled staff hinder the effectiveness of OSSs (Firestone, et al., 2017).

### **1.4.5 Legal reform**

Creating a legal framework for OSS is an important pre-requisite for the successful operationalization of OSS system. Lack of a legal framework encourages non-cooperation from legacy bureaucracy. A law can help over-ride siloed structures of the Government and facilitate service process simplification. It also reflects political commitment of the Government. Bangladesh launched its OSS for businesses in 2008 and encountering numerous challenges and realizing the necessity of a law, the OSS Act was formulated 10 years later in 2018. However, having an OSS law is not enough for the successful operationalization of OSSs. Other laws governing service provisions by MDAs which conflict with the OSS law, also need to be revised. Thus, creating and refining the legal framework for OSS is a significant challenge to ensure their effectiveness.

#### 1.4.6 Institutional reform

Successful operationalization of OSSs requires effective institutional arrangements, which may call for a comprehensive institutional reform. For example, the OSS movement in Kazakhstan took off under the Ministry of Justice, which was a service provider as well as a service coordinator. Upon request of other MDAs, the Government of Kazakhstan transferred the OSS management to local executive bodies (Akimats). However, due to continued non-cooperation from relevant MDAs, the Akimats failed to run the OSSs effectively. Then OSS management responsibility was transferred to the Ministry of Communications and Information of Kazakhstan. In the structure of the Ministry, the Committee on Control of Automation of state services and coordination of OSSs was established. Also, a Situational Centre was established, which acted as a command-and-control centre to monitor and coordinate OSS operations on a real-time basis. Another institutional reform saw the transfer of OSSs to the Ministry of Transport and Communications of Kazakhstan. Finally, the Government created the State Corporation “Government for Citizens” under the Ministry for Information and Communications of the Republic of Kazakhstan.

#### 1.4.7 Business-process reengineering

A fundamental design-rethinking of how systems and processes are organized to deliver a service is at the core of business-process reengineering, which is also known as simplification of administrative procedures. “At the heart of reengineering is the notion of discontinuous thinking—of recognizing and breaking away from the outdated rules and fundamental assumptions that underlie operations. Unless we change these rules, we are merely rearranging the deck chairs on the Titanic. We cannot achieve breakthroughs in performance by cutting fat or automating existing processes. Rather, we must challenge old assumptions and shed the old rules that made the business underperform in the first place” (Hammer, 1990). In the context of public service delivery, the objectives should be to reduce time, cost and visit, and to increase service quality and citizen satisfaction. This reengineering process calls for an overhauling of administrative organizations and processes, and challenges traditional bureaucratic institutions. For example, Egypt operationalized its first OSS for investors in 2001, and it turned into a “one more stop” by 2004. Quickly realizing the need for reforms, the government engaged into business process reengineering, and by 2006, the General Authority for Investment and Free Zones (GAFI) was able to do away with 40 start-up procedures (Stone, 2006).

#### 1.4.8 ICT infrastructure

The ICT infrastructure is needed for establishing seamless communication channels between the OSS front-offices and the back-office. It is essential for providing mobile services, be it mobile app-based or bus/truck/van-based services. It may be noted that mobile services are required for reaching out to vulnerable groups and more distant areas within a country. Infrastructure is also important for web-based services. ICT infrastructure contributes to the establishment of a connected government. Empirical global experience suggests that only a “connected government”, as opposed to “siloeled government”, can deliver best outcomes out of an OSS system. Having an e-Government strategy and developing appropriate ICT infrastructure are pre-requisites for a connected Government. Creation of a nation-wide ICT infrastructure requires substantive capital investment and an ICT-oriented workforce, which in turn requires political decision-making and commitment.

### **1.4.9 Inter-operability and sharing of data and systems**

ICT infrastructure can also reinforce “siloed government”, unless systems and databases are made interoperable, and public service organizations (PSOs) are willing to share their data with each other. Countries, such as Azerbaijan, Georgia and Kenya, have ensured inter-operability and sharing of data and systems. In the United Arab Emirates (UAE), the Abu Dhabi Government Contact Centre “acts as a one-stop-shop and whole of government citizen interface based on technical and semantic interoperability. The management team, supported by a CRM database, coordinates contact persons from each entity ensuring organizational interoperability and knowledge sharing across entities” (UNESCWA, 2017).

Lack of a digital governance strategy contributes to the challenges of interoperability and data sharing. Digital governance usually requires the following strategies: a) Digital Government Strategy, b) Digital Security Strategy, and c) National Data Strategy. Also essential is a regulatory framework supporting the following: a) digital signature, b) digital identity, c) personal data protection, and d) data interoperability.

### **1.4.10 Effective monitoring and evaluation mechanism**

Developing an effective monitoring and evaluation mechanism is also crucial for the effectiveness of the OSS system. For example, Azerbaijan has created an institution with multiple responsibilities, called SAPPPI, which develops and operates OSSs, where MDAs provide services. The SAPPPI is tasked with monitoring and evaluating service delivery of MDAs. In Kenya, while the top-down vertical oversight responsibility lies with the Huduma Secretariat at the Ministry of Public Service, horizontal oversight and coordination responsibilities lie with the Ministry of Interior and Coordination. Less performing countries do not have such mechanisms in place. It is generally observed that legacy bureaucracies resist independent oversight of their activities.

The Case Study 1 examines the One-stop-Shop public service delivery system in Azerbaijan against the nine building blocks of the institutional readiness. In order to understand the socio-economic context of Azerbaijan, some basic facts are also included.

## Case Study 1: One-stop-Shop (OSS) Public Service Delivery System in Azerbaijan

Azerbaijan at a Glance						
Government Type	Area (Sq. Km) and Population (Million)	Urbanization (%)	GDP (PPP) in Billion \$ (2017)	GNI Per Capita (PPP) (\$) (2020)	HDI Rank (2020)	E-Gov Dev Index Rank (2020)
Presidential Republic	86.600; 10.20	56.4	172.2	13.784	88	70
One-stop-Shop (OSS) Public Service Delivery System						
<b>Political Commitment</b>	A new agency, SAPSSI, has been created to establish and supervise the ASAN Xidmet OSS system. The head of SAPSSI reports directly to the President. The President has personally inaugurated many ASAN Xidmet centres.					
<b>Transformational Leadership, Human Resources and Changing Mindsets</b>	The President himself and SAPSSI officials are providing transformational leadership. The SAPSSI officials are specially recruited and trained. Deputed departmental officials are screened and trained for mindsets.					
<b>System Thinking and Policy Linkages</b>	A service delivery ecosystem has been created through real-time data and information sharing through horizontal and vertical integration. The whole-of-government approach has been established. All services of the government and associated private services are available under one roof.					
<b>Organizational Structures and Processes</b>	The specialized agency, SAPSSI, is responsible for the coordination, monitoring and supervision at both national and local levels. The SAPSSI determines service delivery process and guides departments on simplified administrative procedures.					
<b>Financing</b>	The OSS system is well funded by the government. The ASAN Xidmet centres are established in purpose-built buildings with amenities for the customers, and well equipped.					
<b>Digital Technology and Data</b>	The OSS system is leveraging the ICT infrastructure and data sharing mechanism developed prior to the launching of the OSS system. Digital technology has enabled seamless service delivery at the ASAN Xidmet centres and also at the countryside. It has also strengthened the monitoring, feedback and grievance redress mechanism.					
<b>Coherence between National and Local/ Regional Levels</b>	Leveraging digital technology, the OSS system has been able to provide similar services at the regional and local levels. Mobile ASAN Xidmet on a bus provides the services at remote areas.					
<b>Stakeholders' Engagement</b>	The SAPSSI has created a multi-channel stakeholders' engagement mechanism, which include call centres; the ASAN website; social media networks; banks of ideas; complaints journals, feedback tablets, and exit polls; surveys; and ASAN Radio 100 FM.					
<b>Monitoring, Reporting and Evaluation Processes</b>	The SAPSSI officials monitor operations and performances of departments at the ASAN Xidmet centres. Departments also monitor their own departmental activities at the centres. The SAPSSI also annually evaluates performances of departments and publishes the ASAN service index.					

Sources: Basic facts (Central Intelligence Agency, 2021); HDI Rank and GNI Per Capita (UNDP, 2020); E-Gov Dev Index Rank (UN DESA 2020); and information on OSS system in Azerbaijan (Huseynly, 2016)





## Chapter 2 Models, Types and Characteristics of One-Stop-Shops (OSSs) for Public Service Delivery

*Service Canada in Vernon, BC*  
(Source: [www.wikiwand.com](http://www.wikiwand.com))

*Customers queuing up at a Service Canada Centre*  
(Source: [www.vmcdn.ca](http://www.vmcdn.ca))



## Box 2: Key messages of Chapter 2

- 1 • One-Stop-Shops may be stationary, mobile or web-based.
- 2 • One-Stop-Shops may serve everyone or a specific target group.
- 3 • Various agencies may co-locate at One-Stop-Shop or a single agency may offer OSS services.
- 4 • One-Stop-Shops are mostly owned by governments or public bodies, but OSSs may be established under public-private partnerships.
- 5 • The Front-offices of One-Stop-Shop systems may be fully or partially integrated with back-offices, or may not be integrated.
- 6 • One-Stop-Shops can be providers of informational services or providers of both informational and transactional services.
- 7 • One-Stop-Shops may differ in terms of accessibility issues, such as spatial, temporal, structural and informational accessibility.
- 8 • An advanced One-Stop-Shop System may offer life event-based services.

## 2.0 Introduction

Many models and types of One-Stop-Shops having varied characteristics are observed across the world. OSSs can be classified according to their characteristics. However, these classifications are not mutually exclusive. In most cases, the OSS system of a country contains many types of OSSs. Still, it is worthwhile to understand the various types of OSSs and their characteristics. This will help countries in planning for the introduction or expansion of their OSSs.

### 2.1 By Mode of Delivery

#### 2.1.1 Brick-and-Mortar One-stop-Shop

Brick-and-Mortar OSS is, as the name suggests, basically a physical centre fixed at a certain location. Vietnam is operating one of the largest networks of brick-and-mortar OSSs. Vietnam has a four-tier administrative system, including national, provincial, districts and communes. Vietnam has attained a complete coverage of OSSs across the country. “By May 2015, there were 12,638 one-stop shops operating. Of the possible 13,164 one-stop shops, 526 (4 percent) were not yet operating, primarily due to remoteness (communes, wards, and townships) or lack of customer demand (provincial departments)” (Blunt, et al., 2017). Vietnam has created this vast network of brick-and-mortar OSSs over two decades starting from 1995 to 2015. Vietnam’s OSS facilities are not purpose-built, rather they are re-purposed existing facilities. Recently, they are experimenting with e-service delivery. Another example is that of Azerbaijan which is also maintaining a network of brick-and-mortar OSS at the major population centres of the country. Azerbaijan’s OSS centres are purpose-built state-of-the-art facilities (Huseynli, 2016).



Customers waiting in Huduma Kenya centre (Source: [www.wavetec.com](http://www.wavetec.com))

## 2.1.2 Web-based One-Stop-Shop

The United Nations E-Government Survey 2020 finds that about 71 countries are maintaining web portals to provide OSS services. Advanced countries are providing all services through web portals. Other countries are also in the process of setting up web-based One-Stop-Shops. In Korea, the National Information Resources Service (Government's Integrated Data Center) is responsible for providing Government-to-citizen (G2C), Government-to-business (G2B) and Government-to-Government (G2G) services. For the G2C services, the Gov24 (GOV.KR) portal is the single channel for Government services in Korea. It provides tailored information for each citizen based on their life-cycle events. It is mobile phone based and built on the G-Cloud. It provides about 90,000 services, both informational and transactional. It is capable of conducting 1500 transactional services. Additionally, it guides 5000 transactional services (MIS, 2020). It may be noted here that despite having fully functional web OSSs, most countries prefer to maintain brick-and-mortar OSS as well. For example, the EU prescribes a "digital by default" public service delivery for its member states but keeps the option of provision of non-digital outlets open. This is mainly to benefit people who are disconnected "by choice or necessity" (Knox and Janenova, 2019, p.17). This phenomenon has a cultural context too. For example, Azeri people take the occasion of visiting an ASAN centre as an opportunity to meet friends, and near and dear ones, which results in social gatherings.

GOVERNMENT OF RWANDA

Ubufasha Tuvugishe Kinyarwanda

IBYEREKEYE IREMBO SERIVISI KU IREMBO

KWIYANDIKISHA

irembo

Gushakisha serivisi...

Serivisi zikunze gusabwa

- Icyemezo cy'amavuko (Attestation)/Inyandiko y'ivuka (Acte)
- Icyangombwa cyerekana ko umuntu yakatiwe cyangwa atakatiwe n'inkiko
- Kwiyandikisha gukora ikizamini cy'uruhushya rw'agateganyo rwo gutwara ibinyabiziga
- Kwiyandikisha gukora ikizamini cy'uruhushya rwa burundu rwo gutwara ibinyabiziga
- Kwiyandikisha gukora ikizamini cy'uruhushya rwa burundu rwo gutwara ibinyabiziga (Icyiciro kisumbuye)
- Imenyeshya ry'umusoro w'ipatanti

Reba Serivisi Zose

One-stop-Shop online service portal Irembo of Rwanda (Source: irembo.gov.rw)

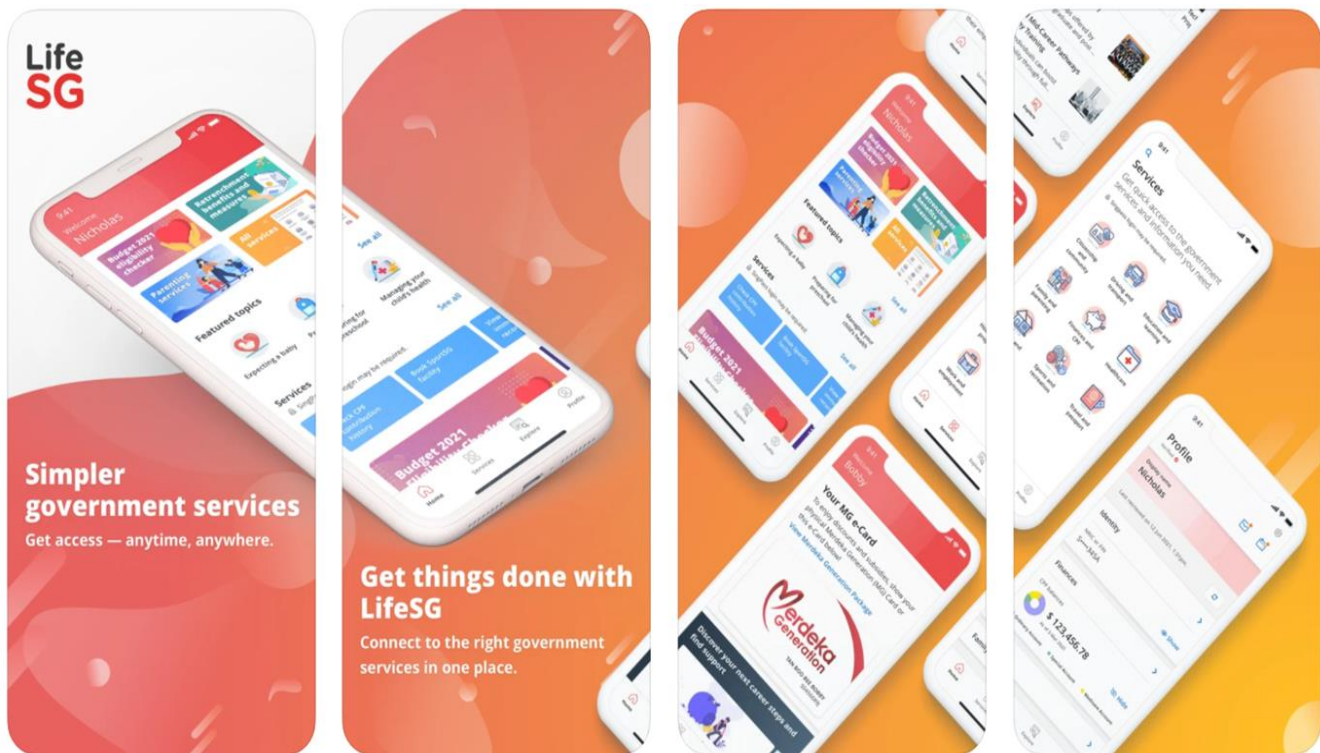
### 2.1.3 Mobile One-stop-Shop

People living in sparsely populated and/or far-flung areas usually belong to disadvantaged groups, who cannot avail services offered by the brick-and-mortar or web-based OSSs. Mobile OSS is an innovative solution to reach out to such disadvantaged groups. Azerbaijan maintains a fleet of 10 Bus-based OSSs. These buses are “equipped with IP telephones, internet and electric grid, satellite connection, solar batteries, 12 KW power generator, 140x80 cm LED monitor, safe boxes for document storage, surveillance cameras, microphone and an audio system for announcements” (Huseynli, 2016). Other countries, such as Kazakhstan and Mongolia are providing van-based mobile OSS services for rural communities. Brazil was one of the first countries to offer mobile OSS services and won the United Nations Public Service Awards (UNPSA) for this initiative in 2004. Likewise, South Africa has re-purposed trains to deliver medical services and won the UNPSA in 2008 for the initiative Transnet-Phelophepa Health Care Train.



*ASAN XIDMET mobile service bus* (Source: [asan.gov.az](http://asan.gov.az))

Also, mobile OSS can be in the form of mobile transportation or the use of digital technology through mobile applications. One of the examples is from Singapore where all public services are provided through the Life Singapore mobile app. In Kenya, the Huduma Kenya Program has launched mHuduma, which is an app-based mobile OSS platform.



Singapore's One-stop-Shop Mobile App, LifeSG (Source: [www.tnp.sg/news/Singapore](http://www.tnp.sg/news/Singapore))

### 2.1.4 Omni-channel model of service delivery

Whatever way a country starts providing OSS service delivery, ultimately it turns into omni-channel model, which means providing services through all types of channels. For example, Singapore started its Integrated Public Service Centre in 2016 with a co-location model of various agencies' officers providing individual agencies' services. All the services provided by participating agencies were integrated in 2019. More services from other agencies were progressively added later to assist citizens more holistically. Currently, Singapore is heading towards an omni-channel model comprising digital platform, a unified call centre and physical OSS centres (UN DESA, 2021).

## 2.2 By Target Group

OSSs can be categorized on the basis of target groups they serve. Some OSSs serve citizens; some serve businesses; some serve both businesses and citizens; and some serve specific groups of the population. For example, OSSs in Georgia are called Public Service Halls (PSHs). PSHs in Georgia serve everyone. Every PSH has a separate area designated for corporate clients. Bangladesh's One-stop-Shop Services Act 2018 authorizes four statutory bodies to operate OSSs for investors only. These four bodies are Bangladesh Investment Development Authority, Bangladesh Export Processing Zone Authority, Bangladesh Economic Zone Authority and Bangladesh Hi-tech Park Authority. Egypt established its first OSS for investors in Cairo in 2001 (Stone, 2006). Some European Union countries operate OSSs for immigrants. For example, Portugal operates OSSs at immigrant-populated areas. These OSSs are equipped with cultural mediators.



*One-stop-Shop for immigrants in Portugal*  
(Source: ec.europa.eu. Copyright: Alto Comissariado para as Migrações)



*One-stop-Shop for investors by Bangladesh Economic Zones Authority (BEZA)*  
(Source: <http://www.beza.gov.bd>)

## 2.3 By Number of Agencies

There are OSSs where multiple MDAs are collocated under one umbrella. There are OSSs which are operated by a single agency to provide their own services. OSSs in Azerbaijan and Kenya are examples of co-located OSSs. In such cases, all participating MDAs maintain a booth at the OSS centre and depute staff to run the booth. Conversely, OSSs at the provincial level in Vietnam are mostly departmental OSSs. They provide services of their own agencies. In India, large city corporations provide their services through their own OSSs. The latter OSSs aim to overcome intra-agency silos.

## 2.4 By Ownership

Most OSSs around the world are owned and operated by states or public bodies. However, there are cases of public-private-partnerships. For example, Rwanda operating OSS through public-private-partnership. The Rwanda Development Board, on behalf of the Government of Rwanda entered into a public-private -partnership agreement with Rwanda Online Platform Ltd (ROPL), which has launched “Irembo” (meaning “*main entrance*”) portal in 2015, and by 2017, it is providing 44 services including driving permit, land and civil registration services, ID services, etc. (Bakunzibake, 2019).

## 2.5 By Level of Integration

On the basis of back-office integration, OSSs can be classified into three groups: back offices fully integrated, back offices partially integrated and back offices not integrated. OSSs in Georgia are examples of fully integrated back offices. In Georgian Public Service Halls, a single customer service officer can deliver any service relating to any MDAs. It has been possible due to full integration of back offices to the front offices. On the other hand, Azerbaijan’s “ASAN Xidmet” Centres are examples of partially integrated back offices. In this model, MDAs are not integrated with each other, but they do have a data sharing mechanism. Respective MDA representatives deputed at the front offices can deliver services relating to their MDAs. Whereas in Vietnam, OSSs are not integrated at all. In reality, back-office integration is an outcome of digital government transformation and administrative reform programs in a country.

## 2.6 By Nature of Services

OSSs can be providers of informational services or providers of both informational and transactional services. For example, Joint Information and Services Bureaus (JISBs) in Moldova are brick-and-mortar OSSs, which provide only informational and advisory services (UN Women, 2013). In Bangladesh, the government portal “Bangladesh.gov.bd”, branded as the national information window, is an informational OSS. However, most OSSs around the world provide both informational and transactional services, although the scope and breadth of transactional services may differ.



## 2.7 By Nature of Accessibility

Accessibility can be an important criterion in establishing the OSS system. Accessibility can have various dimensions: spatial accessibility, temporal accessibility, structural accessibility, and informational accessibility. Spatial accessibility is related to the locations of the OSS centres. For example, Portugal's National Immigrant Support Centres network, which is a One-stop-Shop for immigrants in Portugal, comprises two large centres in Lisbon and Porto with a branch in Faro, and a network of 83 local centres located throughout the country. These centres have been located on the basis of concentration of immigrants in various parts of Portugal. Additionally, the centres have been located in places which are accessible by public transports. Temporal accessibility refers to timing of business hours of OSSs. Early and/or late opening hours on weekdays, and availability of services on weekends is considered helpful for working population, such as immigrants (Oliveira et al., 2009). Structural accessibility refers to the features of the building where the OSS is located, and whether the building is accessible by people with disabilities. Informational accessibility refers to availability of information related to One-stop-Shop services. Good practices suggest the information should be available through multiple channels.

## 2.8 By Nature of Life Events

The life event-based service provisions are indicators of mature stage of the One-stop-Shop system. This type of services may be predictive and anticipatory based on life events of citizens. In this case, the highly integrated and artificial intelligence-driven system is capable of offering all services following the "tell me once" principle. Customized services are based on life events, such as graduation, marriage, childbirth, unemployment, retirement, etc. For example, Singapore's Life SG is a mobile app-based OSS system, which aims to provide services from "cradle to grave". If someone applies to register a birth, s(he) will be automatically served with a baby bonus and a library card (UN DESA 2021).

The Case Study 2 examines the One-stop-Shop public service delivery system in Vietnam against the nine building blocks of the institutional readiness. In order to understand the socio-economic context of Vietnam, some basic facts are also included.

## Case Study 2: One-stop-Shop (OSS) Public Service Delivery System in Vietnam

Vietnam at a Glance						
Government Type	Area (Sq. Km) and Population (Million)	Urbanization (%)	GDP (PPP) in Billion \$ (2017)	GNI Per Capita (PPP) (\$) (2020)	HDI Rank (2020)	E-Gov Dev Index Rank (2020)
Communist state	331,210; 98.7	37.3	648.7	7,433	117	86
One-stop-Shop (OSS) Public Service Delivery System						
<b>Political Commitment</b>	The OSS system in Vietnam has its origin in “Doi Moi” movement of the 1980s, which was a program of political, economic and social change. It is a part of an overall administrative reform programme with a strong political backing. The prime ministerial decrees are the basis of OSS service delivery in Vietnam. Ho Chi Min City first piloted an OSS centre in 1995. The nation-wide implementation started in 2003 with strong backing of the prime minister.					
<b>Transformational Leadership, Human Resources and Changing Mindsets</b>	Ministry of Home Affairs and the Public Administration Reform (PAR) Government Steering Committee provided the crucial leadership in the country-wide roll-out of the OSS system. The OSS workforce consists of about 31,500 persons at all levels. They are mostly public employees deputed from their line departments to work at the OSSs.					
<b>System Thinking and Policy Linkages</b>	Vietnam pursues a whole-of-government approach in establishing and managing the OSS system. The PAR Steering Committee ensures system thinking and policy linkages. Leveraging technology may facilitate further integration of back offices and front offices.					
<b>Organizational Structures and Processes</b>	The PAR Steering Committee determined the initial responsibilities for implementation. The minister of MOHA and the ministers who would be responsible for the provision of mandatory services were charged with overseeing the overall policy, coordination, and monitoring of the One-stop-Shops. The people’s committees at the provincial, district, and commune level and agency heads were tasked with the practical implementation and management of local variations in line with overall national standards.					
<b>Financing</b>	Costs for setting up the One-stop-Shops, including equipment, technical assistance, and staff training, were covered by a combination of government and development partner funds and staffing. The operational costs from 2006 onward was and continues to be borne by each national and local government entity.					
<b>Digital Technology and Data</b>	Computerization of the service process started during early years, although e-Services has been introduced from 2015. The One-stop-Shops have been linked to the developing e-government strategy. The number of online public services at the district and commune levels is increasing.					
<b>Coherence between National and Local/ Regional Levels</b>	The OSSs, about 13,000 in total, operate all levels of government, from provinces and districts to commune, ward and township level ensuring that an OSS is available within a few kilometres range of a citizen’s home.					
<b>Stakeholders’ Engagement</b>	There is a dedicated One-stop-Shop help line in each locality. Every One-stop-Shop operates a comments/complaints system, which allows citizens and businesses to voice their opinions about the level of service received and to seek administrative recourse when necessary.					
<b>Monitoring, Reporting and Evaluation Processes</b>	Each national and local government authority is required to submit an annual statistical report to MOHA. People’s Councils and people’s committees at each level of Government are mandated to monitor and review performance of the OSSs within their jurisdiction. The MOHA time to time conducts public surveys to evaluate the OSS service delivery.					

Sources: Basic facts (Central Intelligence Agency, 2021); HDI Rank and GNI Per Capita (UNDP, 2020); E-Gov Dev Index Rank (UN DESA 2020); and information on OSS system in Vietnam (Blunt et al., 2017)



## Chapter 3

# Building Blocks for the Design and Implementation of the One-stop-Shop (OSS) System



*Singapore's integrated public service centre*  
(Source: UN DESA, 2021)

### Box 3: Key messages of Chapter 3

- 1 • One-Stop-Shops require political commitment, which is reflected by the institutionalization of government-commitment towards One-Stop-Shop public service delivery at the highest political level in terms of vision, regulatory and normative frameworks.
- 2 • One-Stop-Shop requires transformational leadership, and appropriate human resources with the right mindsets.
- 3 • One-Stop-Shop policy directly affects service delivery policies of all participating agencies, and hence requires system-thinking.
- 4 • Appropriate organizational structures and processes for inter-ministerial coordination/ integration are needed for effective operationalization of One-Stop-Shops.
- 5 • Financing of a One-Stop-Shop system, which involves significant capital investment and operational costs, is a critical factor to effective OSS.
- 6 • Leveraging digital technologies and data governance are key to providing seamless and fast services to everyone anywhere in the country.
- 7 • The building block of coherence between national and local/ regional emphasizes that voices of the countryside should be heard, and the same policies should be applicable for all.
- 8 • Stakeholders' engagement is critical to making One-Stop-Shops effective, inclusive and accountable.
- 9 • Continuous monitoring, reporting and evaluation is the backbone of upgrading and adapting a One-Stop-Shop service system.

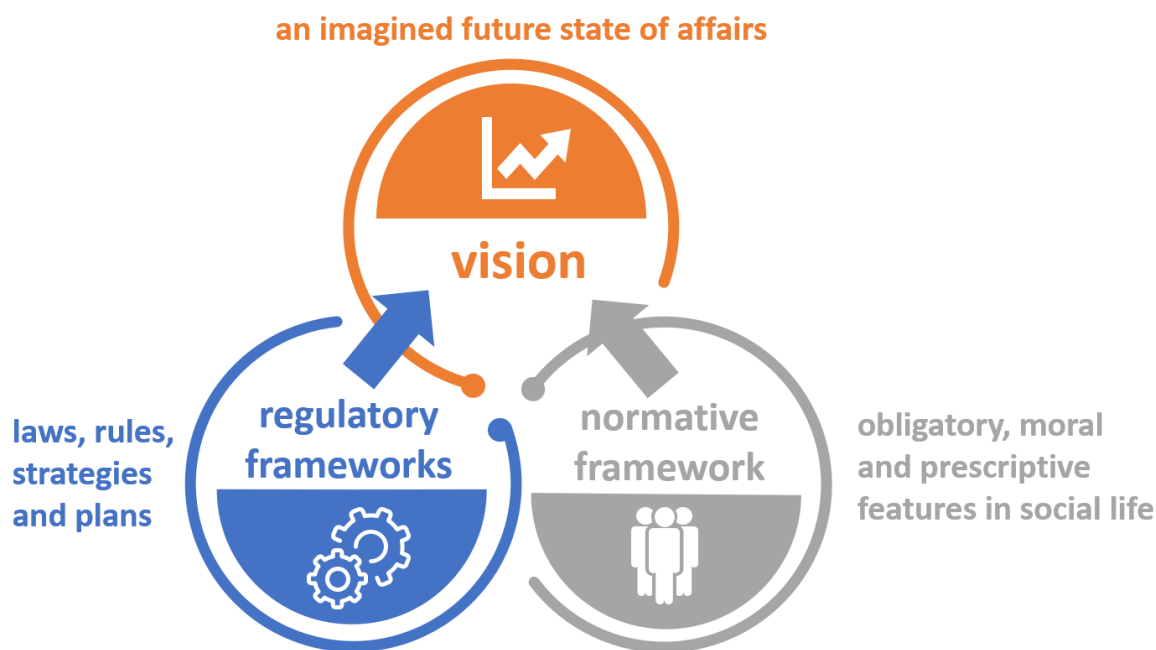
### 3.0 Introduction

UN DESA developed nine building blocks for the readiness assessment of institutional arrangements for policy coherence to implement the 2030 Agenda for Sustainable Development (UN DESA/DPIDG, 2020). These building blocks can be utilized for the design and implementation of the One-stop-Shop system. They include 1) political commitment, 2) transformative leadership, human resources and changing mindsets, 3) System Thinking and Policy Linkages, 4) organizational structures and processes, 5) financing, 6) digital technology and data, 7) coherence between national and local/ regional levels, 8) stakeholders' engagement, and 9) monitoring, reporting and evaluation processes.

### 3.1 Political Commitment

**3.1.1** Political commitment is reflected by the institutionalization of government-commitment towards OSS public service delivery at the highest political level in terms of vision, regulatory and normative frameworks.

**Figure 3. 1: Government commitment towards OSS public service delivery at the highest political level**



Source: UN DESA

**3.1.2** The vision refers to the government's commitment to reach an imagined future state of affairs that would greatly improve public service delivery, which would be very different from what is prevalent in the present. For example, "bringing public services at the doorstep of citizens' home by a certain time" might be a vision statement. In this case, attempts would be made to establish a system, such as mobile and/or web/app-based OSS, through which citizens would be able to avail themselves of public services without leaving their home. For example, the "Digital Bangladesh Vision embodies the government's

efforts to provide efficient, citizen-centric public services to all, bridge the digital divide and uphold the principle of leaving no one behind” (UN DESA, 2021).

**3.1.3** Regulatory frameworks refer to the body of laws, rules, strategies and plans required to achieve the vision concerning public service delivery. An act of parliament and a national strategy and action plan for OSS public service delivery approved at the highest political level are examples of a regulatory framework reflective of political commitment. For example, the One-stop-Shop Services Act 2018, which is a regulatory instrument enacted by the national parliament of Bangladesh, is reflective of political commitment. Also, “Azerbaijan 2020”, declared in 2012 at the time of launching OSS system in Azerbaijan, is a national strategy document articulating its vision and ways to achieve it. It reflects the political commitment of the Government of Azerbaijan. In Korea, the Administrative Procedure Act 1996 (revised 16 times), the Civil Petitions Treatment Act 1997 (14 revisions), and the E-Government Act 2001 (33 revisions) provides the regulatory framework for public service delivery in Korea (UN DESA, 2021).

**3.1.4** Normative frameworks refer to prescribed or implied norms or standards set by the highest political authority in a country. According to Scott (1995), this is comprised of norms and values. Whereas values define what is desirable, norms define the ways to pursue them. They also define the role or what is expected from an actor. Actors oblige, because it is expected of them. In this sense, it is a morally governed social regime (Scott 1995: 37-41). Thus, a normative framework emphasizes obligatory, moral and prescriptive features in social life. For example, when the President of Azerbaijan personally inaugurates “ASAN Xidmet” Centre, an OSS outlet, he promotes values defining the kind of desirable services, and he also sets up a norm defining how to achieve desirable services. Also, the President implicitly sends a message to MDAs clarifying what kinds of services are expected from them. ASAN volunteers and ASAN Radio reinforce these norms and values of public service delivery in Azerbaijan.



*Political commitment at highest level: President Ilham Aliyev of Azerbaijan inspecting ASAN Xidmet Gabala (OSS facility) after inauguration (Source: www.trendz.az)*

## 3.2 Transformational Leadership, Human Resources and Changing Mindsets

**3.2.1.** The type of leadership plays a critical role in the successful implementation of One-Stop-Shops. On the one hand, under the transactional approach, the leader gets things done by way of exchanging with the follower rewards for good performance and punishment for bad performance. This exchange is construed as a transaction between the leader and the follower or the manager and the employee.

On the other hand, transformational leadership “occurs when leaders broaden and elevate the interests of their employees, when they generate awareness and acceptance of the purposes and mission of the group, and when they stir their employees to look beyond their own self-interest for the good of the group.” (Bass, 1990: 21). Challenges associated with OSSs are mostly adaptive in nature, although technical problems do exist. Williams (2015) argues that technical problems can be resolved with technical expertise or accumulated knowledge of the organization. “In contrast, adaptive challenges do not fall neatly into current structures. They fall across boundaries and require diverse perspectives. They demand questioning of each group’s assumptions; experimenting with novel strategies; and adjusting people’s values, habits, and priorities in order to make progress on the challenge” (Williams, 2015).

In order to resolve adaptive challenges, transformative leaders will have to bust silos in their own organization (internal silo) to open up and build bridges across external silos to resolve conflict; to heal wounds; and to lead change. In Kazakhstan, during the early years of OSS movement, the Justice Minister Ms. Zagipa Baliyeva played this role to overcome all resistances to OSS public service delivery. In later years when the OSS responsibility was transferred to the Ministry of Communications and Information, the innovator- Minister Askar Zhumagaliyev, who is considered the architect of eGovernment in Kazakhstan, took over the role of the transformational leader. He was able to groom another transformational leader, Mr. Bagdad Musin, who headed the Committee on control of automation of state services and coordination of OSSs (Janenova, 2017). In the real world, OSS challenges are both adaptive and technical. To address these challenges, a combination of both transactional and transformational approaches will be required.

**3.2.2** Human resources are critical for successful operationalization of OSSs. Both quantitative and qualitative aspects of human resources are important. The staffing issue is a significant decision area at the planning stage. Decisions must be made about the size of the staff for each OSS as well as for the headquarters; where they would come from; what would be their compensation package; what would be their status; and how they would be trained. There is also financial implication of the staffing decisions. For example, Azerbaijan has created a new entity, SAPSSI, to establish and manage the OSS system. The SAPSSI does not provide any service by itself but it facilitates the provision of services by MDAs at the OSSs. MDAs depute their own staff to provide services at the OSSs. However, SAPSSI screens and trains deputed staff working at the OSSs. The SAPSSI also evaluates performances of MDA staff. The case of Vietnam is different as it has not created a new entity or recruited staff for operationalizing OSSs. All staff are deputed public officials. Undoubtedly, this is a least-cost method of OSS operation, but it raises the risk of quality and coordination. When back-offices and front-offices are integrated, as it is in Georgia, staff of front-offices will require higher level of skills. In the case of Egypt, which took up the OSS initiative for businesses in 2001, authorities realized within a couple of years that

they needed restaffing, reskilling and remotivating their human resources to make the OSS project successful (Stone, 2006).

**3.2.3** Mindsets of public officials working at both OSS front-offices and back-offices at MDAs are critical factors in making OSS effective, inclusive and accountable. Generally, a mindset consists of beliefs and attitudes that a person has assimilated throughout a lifetime about themselves and the world around them (worldview). Mindsets affect the way we think, see (frame reality) and act. Particularly, public officials should develop an innovation mindset to adapt to new challenges (UN DESA, 2021a).

Well-motivated, competent and effective public officials can play a significant role in the successful operationalization of OSSs and in achieving the SDGs. Mindsets are equally important at the individual, organizational and governmental levels. Even if the higher-level political authority decides in favor of OSSs, the change project can be derailed by a reluctant and ineffective bureaucracy.

Changing mindsets will require concerted efforts by Governments at the individual (micro-level), organizational (meso-level) and system (macro) level. The change projects should aim to instill collaborative mindsets, learning mindsets and leadership mindsets. It should also encourage experimental ways of doing things to address adaptive challenges. Training is one tool to change mindsets at the individual level. For example, Azerbaijan provides training on codes of ethics, business practices, stress management, time management, conflict resolution, principles and rules of citizens' satisfaction, the role of communication, mass psychology, and social awareness in public service. These trainings are mandatory for all staff working at the front-offices. Deputed staff from MDAs are specially screened for mindsets, and if found not appropriate, they are not retained for this purpose.



*Training on "Ethical behavior rules and service culture" for the employees of "ASAN service" of Azerbaijan (Source: <https://asan.gov.az>)*



### 3.3 System Thinking and Policy Linkages

Policies having cross-sectoral linkages require coherent policies on the part of participating MDAs. Incoherent policies will surely jeopardize the achievement of the policy outcome. This is particularly true when one policy significantly affects other related policies. The OSS policy is such a policy, which directly affects service delivery policies of participating MDAs. System thinking requires that the ultimate objective of the OSS policy should be to build a service delivery ecosystem, where all MDAs operate as a single system. This requires harmonization of all policies relating to service delivery.

Standardization and simplification of administrative procedures is also a requirement. Moreover, it would require data and information sharing on a real-time basis. Both horizontal and vertical integration is warranted. Horizontal integration refers to integration of data and information systems of organizations operating at the same level, such as national or federal level.

Vertical integration refers to integration between national/ federal level and administrative levels down the line, such as state/ provincial level, district/ secondary city level, and community levels. System thinking and efforts to establish policy linkages will contribute to building a whole-of-government service delivery ecosystem. Many countries have already been successful in establishing such service delivery ecosystem. Service Canada is an example. Any public service can be availed by a Canadian anywhere at a brick-and-mortar service centre or over the Service Canada portal or by mail. “Service Canada is based on the following set of key principles: a) Ensuring that services are designed and delivered in a way that puts clients’ needs first; b) Making the online service experience so easy that users choose the digital path; and c) Ensuring that services are connected to each other so that Service Canada can offer a ‘tell us once’ experience, in partnership with other jurisdictions, to minimize how often Canadians are asked to provide the same information.” (Knox and Janenova, 2019).

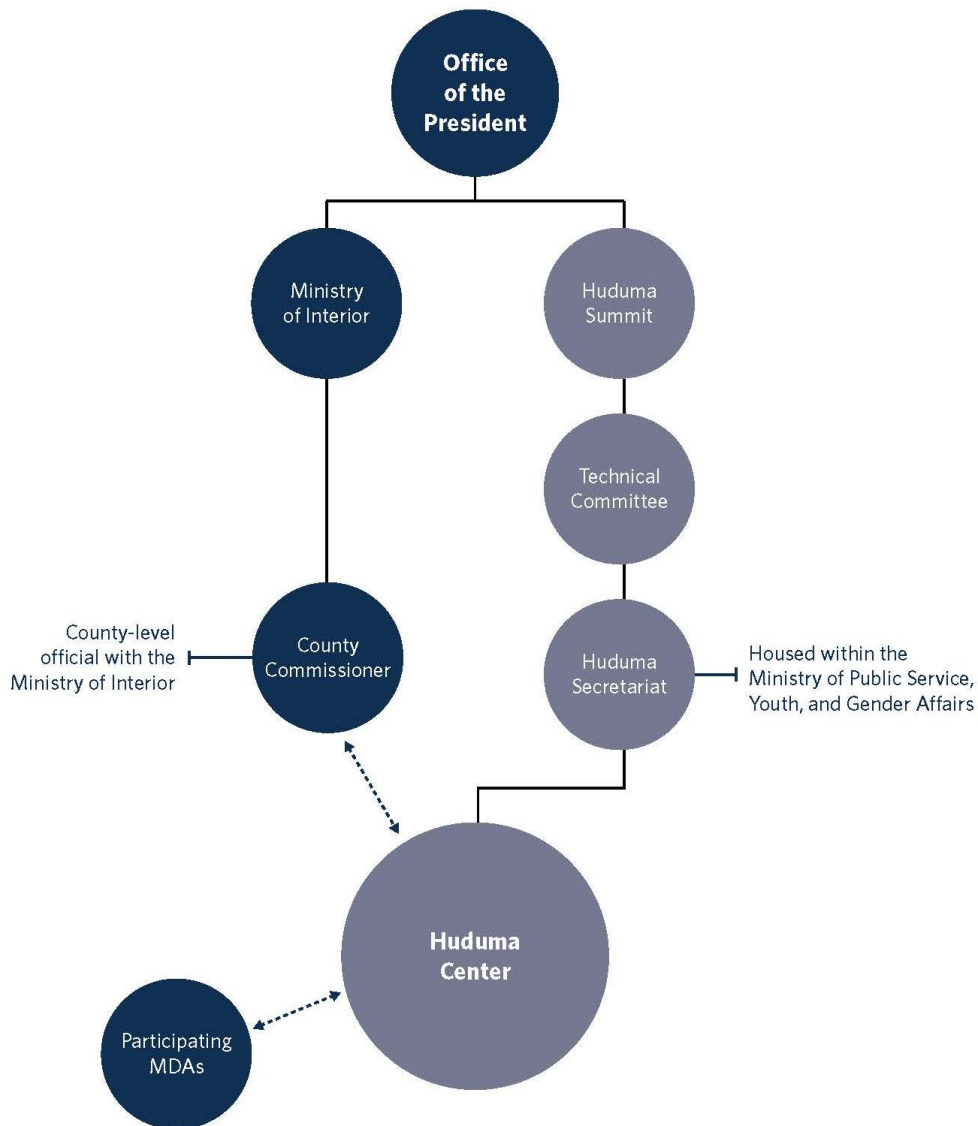
### 3.4 Organizational Structures and Processes

**3.4.1** This building block is related to organizational structures and processes for inter-ministerial coordination/ integration for effective operationalization of OSSs. This building block has two dimensions: firstly, institutional arrangements for inter-ministerial coordination/ integration facilitating back-office operations, and secondly, the institutional arrangements for front-office operations both at the national and local levels through effective national to local coordination.

**3.4.2** The success of the OSS system heavily relies upon cooperation and facilitation by participating MDAs. For this reason, an effective inter-ministerial coordination mechanism is required for the successful operationalization of OSSs. This is even more critical if a government wishes to integrate back-office operations with the front-offices. The case of the UNPSA Award winning OSS service of Kenya, the Huduma Kenya Program (HKP), is examined here. At the initial stage, the HKP was implemented by the Ministry of Devolution and Planning, which was under the direct supervision of the President of Kenya. Later, the responsibility was transferred to the Ministry of Public Service, Youth, and Gender Affairs (MoPSYGA). A unit called “Huduma Secretariat” was created inside the MoPSYGA. This secretariat is responsible for the overall implementation and oversight of HKP. A high-powered forum called “Huduma

Kenya Service Delivery Summit” (HKSDS) has been created for inter-ministerial coordination and integration. This HKSDS is chaired by the President of Kenya. The cabinet secretary for MoPSYGA is the secretary of the HKSDS. Cabinet secretaries of all important ministries are members of the HKSDS. A technical committee chaired by the cabinet secretary for MoPSYGA is responsible for carrying out the decisions of the HKSDS. All principal secretaries of participating ministries and the Attorney General of Kenya are members of this technical committee. In addition to national level coordination mechanism, the Ministry of Interior and Coordination (MoIC) has been tasked with county and municipal level coordination. The overall coordination of all governmental activities at the county level lies with the County Commissioner who works under the MoIC. The county commissioner ensures coordination between HKP and all MDAs operating at the county level. An Assistant County Commissioner is deputed to work as the Huduma Centre Manager. In this way, Kenya has ensured a whole-of-government approach in operationalizing OSSs (Firestone, et al., 2017).

**Figure 3. 2: Institutional framework of the Huduma Kenya Program**



Source: Firestone et al., 2017

**3.4.3** Diverse practices are observed in the matter of institutional arrangements for front-office operation and management. The UNPSA Award winning “ASAN Xidmet” system of Azerbaijan has been implemented and managed by a newly created specialized entity called the State Agency for Public Service and Social Inclusion (SAPSSI) under the President of Azerbaijan. The SAPSSI establishes and manages “ASAN Xidmet” centres, where all participating MDAs depute staff to provide agency-specific services. The SAPSSI has been empowered and responsible for inter-ministerial coordination/integration, monitoring and evaluation of services provided at OSSs. The SAPSSI determines the physical layout of OSS centres, establishes workflows, and ensures service processes. On the other hand, Kenya follows a whole-of-government approach in establishing and managing OSSs. No separate entities have been created, but a unit under the MoPSYGA has been established. No staff is recruited for the Huduma centres, rather local level staff are deputed to operate the centres. Vietnam follows a further decentralized model of OSSs. Local level peoples’ committees are responsible for establishing, managing and oversight of OSSs under their jurisdiction. At the provincial level, OSSs are established and maintained by respective departments, which are basically departmental OSSs.

## 3.5 Financing

**3.5.1** Financing of OSSs is a critical factor which should not be underestimated (UNDP, World Bank and ACSH, 2017). The level of available funding sometimes determines the level of success of OSS operations. It is an important decision on the part of the Government to decide whether OSSs will be nationally funded or externally funded. Successful cases, such as those in Azerbaijan and Kenya, are fully funded by national treasuries. Nationally funded programs can claim national ownership and buy-ins from all stakeholders. The HKP of Kenya is entirely funded by the Government of Kenya. The average annual allocation for the HKP in 2016 was about USD 23 Million, out of which USD 14.5 million is used for the development of new centres, and the rest of the amount (USD 900 Million) is spent for recurring expenditure of operational OSSs. Centre-specific budgets vary according to the size of the centre and number of services provided. Staff salaries are outside this budget allocation. OSS staff are paid from their own departmental budget (Firestone, et al., 2017).

**3.5.2** Whereas Kenya and Azerbaijan finance their OSSs from national exchequers, Vietnam and Cambodia rely on local level funding. The central government has directed the local governments at the district and commune levels to establish and operate OSSs from their own budget. Provincial level OSSs are also funded by the respective departments. There is no dedicated staff for OSSs either. All staff are deputed public officials. Under this model, Vietnam is operating about 12,638 OSSs across the country.

**3.5.3** There is an instance of another model of financing: public-private-partnerships. For example, the Government of Rwanda has contracted a private company on a build-operate-transfer (BOT) basis for a period of 25 years. Under this partnership, the contracted company will bear the cost of establishing and operating front-offices, and it will operate the OSSs with their own staff. MDAs will remain responsible for Back-office processing. (Bakunzibake, et al., 2019)

**3.5.4** The finance issue is also related to the issue of service charge. Governments have to decide on how much to charge for services provided at the OSSs. Alternative models may include no service fees, subsidized service fees, partially subsidized service fees, cost-recovery service fees and cost-plus service

fees. In the case of public-private-partnerships, the service has to be on a cost-plus basis. Not for profit organizations may provide services on a cost recovery basis. In Singapore, services are provided through cost recovery funds. In other cases, governments have to subsidize the establishment and operation of OSSs. Countries, such as Azerbaijan, Vietnam and Kenya, are charging service fees at a subsidized rate. In Georgia, community service centres are following a cost-recovery model. In Rwanda, it is a cost-plus model, where a profit margin for the private entrepreneur is added to the cost of operations.

**Figure 3. 3: Financing models of OSSs**



Source: Author's elaboration

### 3.6 Digital Technology and Data

This building block is related to the use of digital technology, and digital data governance for effective OSS operations. Leveraging digital technologies is a key to providing seamless and fast services to everyone anywhere in the country. It can contribute to social inclusion by bringing public services at the doorstep of disadvantaged groups in a society, if coupled with digital literacy programmes and low connectivity costs.

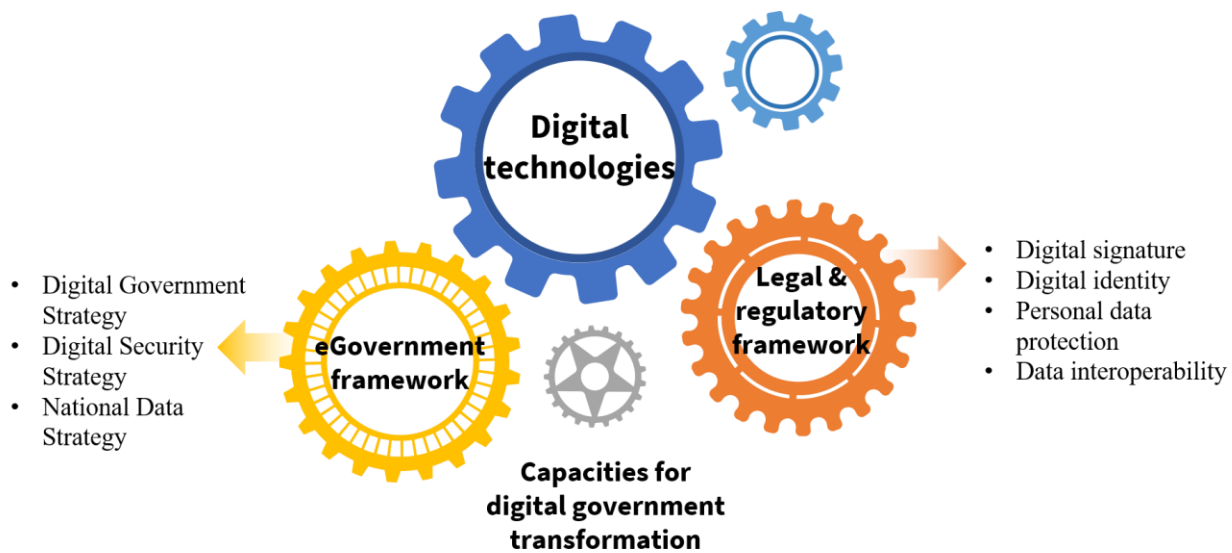
Technology can replace the interface between public officials and citizens, and thereby remove any chance of rent seeking behavior or red-tape. However, it requires an eGovernment framework comprising of a) a Digital Government Strategy, b) Digital Security Strategy, and c) National Data Strategy. Also required is a legal and regulatory framework supporting the following: a) digital signature, b) digital identity, c) personal data protection, and d) data interoperability.

Capacities for digital government transformation are essential for effective and seamless service delivery<sup>1</sup>. While developing the ICT infrastructure in a country, care must be taken to ensure interoperability of data and systems of various departments. Digitization of all public registries requires

<sup>1</sup> See Chapter 7, UN E-Government Survey 2020.

the capacity to establish and manage big data. Real-time data sharing is a pre-requisite for a fast and efficient service delivery system. This is also crucial for inclusive service delivery including services to vulnerable groups. Successful countries have invested heavily to create this building block. For example, the Government of Kenya has adopted a staggered approach of establishing brick-and-mortar OSSs, “Huduma” Centres, in the first-phase, and then web-based “eHuduma” and mobile app-based “mHuduma” in the second-phase. In fact, this is a continuation of the eGovernment program of Kenya. The process usually starts with digitalizing various public registries and establishing eGovernment at the MDAs. Kenya’s Information and Communication Technology Authority (ICTA) has connected MDAs with each other through a common core network connection, which is a middle-mile multi-protocol label switching (MPLS)-based network. The ICTA has established two redundant data centres for MDAs and connected the Huduma centres to these data centres and MDAs through wide area network links. The ICTA has connected county level MDAs through the common core network, and this network is supporting wide area network as a back-up. The ICTA is collaborating with the Huduma Secretariat to fully roll-out eHuduma Program by integrating back-offices with the front offices run by Huduma Secretariat. (Firestone, et al., 2017). The Government of Korea has leveraged digital technology through the Master Plan of National E-Government Promotion; computerization of public administration to increase work efficiency and productivity; introducing electronic documentation and e-approval / e-reporting work flow system; and establishing a paperless and re-engineering process through developing EDI (electronic data interchange) system and computerizing service application forms and integrating One-stop-Shop application (UN DESA, 2021).

**Figure 3. 4: Digital technology and data governance framework**



Source: UN DESA

### 3.7 Coherence between National and Local/ Regional Levels

This building block emphasizes parity between national and regional/ local. It is about making services available not only at the national level, but also at regional and local levels. Consultation mechanisms should include the voices of the countryside. Policies should address issues relating to regional and local levels. The same principles should be applied to all levels. For example, Vietnam has established brick-

and-mortar OSSs at all levels starting from national, provincial, and district levels to the commune level. In Georgia, the Government has established community centres at the local level in partnership with local councils to provide OSS services. In Azerbaijan, brick-and-mortar OSS centres are operating at major population centres. However, the Government has introduced mobile-OSS centres, which are based on buses to cater to the needs of the countryside. In Kenya, the HKP regularly conducts outreach campaigns (called 'Barazas' meaning information dissemination bazaars) at the village level utilizing town halls, door-to-door pitches, and meetings held by village elders to reach vulnerable and isolated populations. (Firestone, et al., 2017).



*Huduma Kenya mobile outreach campaign (Source: www.unpan.org)*

### **3.8 Stakeholders' Engagement**

This building block aims to strengthen stakeholders' engagement to make OSSs effective, inclusive and accountable. The core objectives of the OSS public service delivery model include increasing citizen satisfaction and trust in government and eliminating corruption and red tape. Without stakeholders' engagement, it is not possible to understand whether the OSSs are making progress towards achieving their desired objectives. Various mechanisms and tools can be utilized to achieve these objectives. In Azerbaijan, the Government has created multiple channels to reach out to stakeholders, such as call centers; the ASAN website; social media networks; banks of ideas; complaints journals, feedback tablets, and exit polls; surveys; and ASAN Radio 100 FM (Huseynli, 2016). In Kenya too, the Government interacts

with citizens through multiple channels. “Rate my service” is a required step to complete any transaction at a Huduma centre. A rating device is installed in each counter at the OSSs. The HKP aims at a satisfaction rate of 95 percent. Citizens can complain directly to the centre manager, whose office room is open-door, glass-walled and easily visible. Call centres are also available for stakeholders to reach out to authorities. Most centres have a booth for the Office of the Ombudsman and the Ethics and Accountability Commission. Citizens can submit their corruption allegation confidentially at this booth. Stakeholders can reach out to the authorities via Facebook and Tweeter. Because of the public nature of complaints or advises, the HKP attends them very quickly. Before the launch of the HKP, the Government carried out a two-year long communication campaign over television, radio, newspapers and social media to make stakeholders aware of the OSS public service delivery model. Similar communication campaigns are also carried out starting from two-months before and up to two-months after the launch of each Huduma centres. The Centre Managers also attend “Barazas” at the village level. (Firestone, et al., 2017).

### 3.9 Monitoring, Reporting and Evaluation Processes

**3.9.1** This building block refers to the monitoring, reporting and evaluation frameworks that support the OSS system. Continuous monitoring, reporting and evaluation is the backbone of upgrading and adapting a service system. UNDP (2000, p.3) defines monitoring as “a continuing function that aims primarily to provide the main stakeholders of an ongoing programme or project with early indications of progress or lack thereof in the achievement of programme or project objectives”. Reporting is defined as “the systematic and timely provision of essential information used as a basis for decision-making at appropriate management levels. It is an integral part of the monitoring function” (UNDP, 2000, p.3). Evaluation is defined as “a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects” (UNDP, 2000, p.4).

**3.9.2** In Kenya, the HKM deploys closed-circuit television camaras at each Huduma Centre, which is monitored by a full-time police detail in a separate room in the centre. The footage from camaras is visible at the Huduma Secretariat in Nairobi on real-time basis. The HKP has also established a real-time automated data collection infrastructure through IBM’s WebSphere technology, which can capture transaction data of each staff computer of each centre. Captured transaction data includes hourly transaction numbers of each service desk, waiting time of customers, transaction completion time, staff log-in duration of each service computer, etc. Moreover, the online queue management system automatically sends reports to the Huduma Secretariat about number of customers served and average waiting time of each customer. The “Rate My Service” app installed at each counter is also connected to the secretariat, and automatically sends reports to the Secretariat on customer satisfaction. The Huduma Secretariat in Nairobi is capable of real-time monitoring of each centre and gets automated reports instantly. The secretariat is connected with the centre management via a CISCO collaboration system architecture enabling group and individual conferencing through which the secretariat can intervene and order corrective measures on a real time basis. Through this monitoring and reporting mechanism, the HKP has established itself as an antithesis of corruption and inefficiency (Firestone, et al., 2017).

**3.9.3** In Azerbaijan, through a Presidential Decree, the SAPSSI has been authorized to carry out independent evaluation of services provided by MDAs of Azerbaijan. Accordingly, the SAPSSI, in partnership with ADA University, carries out the survey and publishes ASAN Service Index each year. This is an annual evaluation concluded by September of each year. The objective of the evaluation is to significantly improve public services and to positively affect people’s lives and the business environment. The index is based on “a number of parameters, such as availability of information about services and means of applying for them, duration of service provision, digitalization of databases used in the delivery of services and their integration with other entities’ information systems, organization of trainings on service management, existence of feedback and monitoring mechanisms and tools for measuring public satisfaction” (Huseynli, 2016). The results of the evaluation for 2018-2019 were published on November 26, 2019. The evaluation covered 617 services– 353 services rendered by 25 central executive authorities, 234 services rendered by 13 local executive authorities in Baku, and 47 utility services rendered by four legal entities. (ASAN, 2019).

The Case Study 3 examines the One-Stop-Shop public service delivery system in Kenya against the nine building blocks of the institutional readiness. In order to understand the socio-economic context of Kenya, some basic facts are also included.



### Case Study 3: One-stop-Shop (OSS) Public Service Delivery System in Kenya

Kenya at a Glance						
Government Type	Area (Sq. Km) and Population (Million)	Urbanization (%)	GDP (PPP) in Billion \$ (2017)	GNI Per Capita (PPP) (\$) (2020)	HDI Rank (2020)	E-Gov Dev Index Rank (2020)
Presidential Republic	580,367; 48.4	27	163.7	4,244	143	116*

One-stop-Shop (OSS) Public Service Delivery System	
<b>Political Commitment</b>	At the initial stage, the Huduma Kenya Program (HKP), was under the stewardship of the Ministry of Devolution and Planning, which was under direct control of the President of Kenya. Also, the strategic decision-making body, Huduma Kenya Service Delivery Summit (HKSDS), is chaired by the President.
<b>Transformational Leadership, Human Resources and Changing Mindsets</b>	The President himself and Huduma Secretariat officials have embraced transformational leadership. The HKP officials are especially selected and trained. Deputed departmental officials are also trained for customer orientation.
<b>System Thinking and Policy Linkages</b>	A service delivery ecosystem has been created through real-time data and information sharing through horizontal and vertical integration. The whole-of-government approach has been established. Most services of the government are available under one roof.
<b>Organizational Structures and Processes</b>	The Huduma Secretariat is responsible for the coordination, monitoring and supervision at both national and local levels. In addition to the HKSDS, an inter-ministerial coordination mechanism has been established. Both offline and online services, including mobile phone-based services are offered.
<b>Financing</b>	The OSS system is entirely funded by the government. A budgetary mechanism has been developed for both capital expenditure and operational costs.
<b>Digital Technology and Data</b>	The OSS system is leveraging the ICT infrastructure and data sharing mechanism. Digital technology has enabled seamless service delivery at the Huduma centres and also via mobile phones. It has also strengthened the real-time monitoring, feedback via rate-my-service, and grievance redress mechanism over social media.
<b>Coherence between National and Local/ Regional Levels</b>	The HKP has been operating at the national and county level since its inception. The HKP is aiming to extend their reach by expanding mHuduma, the mobile app-based services.
<b>Stakeholders' Engagement</b>	The HKP has created a multi-channel stakeholders' engagement mechanism, which include call centres, Facebook and Tweeter, 'rate-my-service' app at the service booths, counter for the office of ombudsman at each centres, etc. The HKP also conducts outreach campaign called 'Barazas' at the village level.
<b>Monitoring, Reporting and Evaluation Processes</b>	The Huduma Secretariat officials directly monitor operations and performances of departments at the Huduma centres on a real-time basis. Departments also monitor their own departmental activities at the centres. Additionally, the county commissioners monitors the Huduma centres and reports to the Huduma Secretariat.

Sources: Basic facts (Central Intelligence Agency, 2021); HDI Rank and GNI Per Capita (UNDP, 2020); E-Gov Dev Index Rank (UN DESA 2020); and information on OSS system in Kenya (Firestone et al., 2017)

# Chapter 4

## Institutional Readiness Assessment for One-Stop-Shop (OSS)



*ASAN Hayat Complex at Imishli, Azerbaijan  
(Source: www.azernews.az)*

## Box 4: Key messages of Chapter 4

- 1 • The questionnaire on Political Commitment, building block 1, outlined below, requires answers based on facts attesting to the extent to which political commitment for a One-Stop-Shop has been institutionalized through legal and normative frameworks.
- 2 • The questionnaire on Transformational Leadership, Human Resources and Changing Mindsets, building block 2, requires answers based on facts regarding transformational leadership, changing mindsets and developing capacities for One-Stop-Shops.
- 3 • The questionnaire on System Thinking and Policy linkages, building block 3, requires answers based on facts attesting to the system thinking and policy linkages ensuring that all entities involved in One-Stop-Shop services operate as a system and there is no incoherence between sectoral policies.
- 4 • The questionnaire on Organizational Structures and Processes, building block 4, requires answers based on facts related to organizational structures and processes for inter-ministerial coordination/ integration for effective operationalization of One-stop-Shops.
- 5 • The questionnaire on Financing, building block 5, requires answers about financing for One-Stop-Shops.
- 6 • The questionnaire on Digital Technology and Data Governance, building block 6, requires answers about digital technology and data governance.
- 7 • The questionnaire on Coherence Between National and Local/ Regional Levels, building block 7, requires answers based on facts regarding the coherence between national and local/regional level.
- 8 • The questionnaire on Stakeholders' Engagement, building block 8, requires answers based on facts regarding stakeholders' engagement in strengthening One-Stop-Shops.
- 9 • The questionnaire on Monitoring, Reporting and Evaluation Processes, building block 9, lists questions related to the monitoring, reporting and evaluation processes that support One-stop-Shops.
- 10 • Individual or group exercises on these questionnaires will help in identifying priority areas for action.

## 4.0 Introduction

Chapter 4 presents an institutional readiness assessment for the successful operation of One-Stop-Shop public service delivery model. This assessment, which is composed of a sub-set of questionnaires, can be applied to both system level and organizational level. System level refers to national/ federal government level and/ or state/ provincial level governments. Local government bodies as a whole can also be considered as a system. Organization refers to a ministry, department, agency and local government body. These questionnaires can be utilized as a self-assessment tool or assisted-assessment tool, which can be used by an individual or a group.

### 4.1 Political Commitment: questionnaire

Building block 1 requires answers based on facts attesting the extent to which political commitment for OSS has been institutionalized through legal and normative frameworks (Please see Table 4.1).

**Table 4. 1: Suggested questionnaire on Political Commitment**

Suggested questionnaire on Political Commitment (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.1.1	Is there an agreed upon vision of how to deliver services through ODSSs? Is the vision translated into a law approved by the highest political authority (the Parliament or equivalent body) regulating public service delivery or One-stop-Shop (OSS) service delivery?		
4.1.2	Do you have any national strategy for public service delivery/ OSS?		
4.1.3	Do you have any planning document (Action plan/ operational plan) for public service delivery/ OSS?		
4.1.4	Is there any policy/ strategy forum for OSS convened at the highest political level (President/ Prime Minister)?		
4.1.5	Is it common knowledge that the Head of the State/ Government is the chief patron of the OSS initiative?		
4.1.6	Is the OSS initiative a part of the overall public administration reform programme in your country?		
4.1.7	Do you have a committee chaired by provincial mayor/ governor to coordinate and oversee the performance and operations of OSSs at the provincial level?		
4.1.8	Do you have a committee chaired by district-level/ local-level highest authority to coordinate and oversee the performance and operations of OSSs at the district/ local-level?		

Based on the responses provided, it is possible to identify the priority areas for further developing legal and normative frameworks for OSSs (Please see Exercise 4.1).

**Exercise 4. 1: Identify priority areas for developing legal and normative framework for OSSs**

Priority Areas for developing legal and normative framework for OSSs	Prospective Host Agencies/ Wings
For example- legal framework	Name of ministry/ department

**4.2 Transformational Leadership, Human Resources and Changing Mindsets: questionnaire**

Building block 2 requires answers based on facts regarding transformational leadership, changing mindsets and developing capacities for OSSs (Please see Table 4.2).

**Table 4. 2: Suggested questionnaire on Transformational Leadership, Human Resources and Changing Mindsets**

Suggested questionnaire on Transformational Leadership, Human Resources and Changing Mindsets (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.2.1	Is there a commitment and engagement from the leadership at all levels of government for OSS service delivery?		
4.2.2	Has the government developed a competency framework to identify and strengthen the appropriate knowledge, skills and attitudes required for OSS service delivery?		
4.2.3	Has the Government allocated adequate personnel for smooth running of the OSSs?		

<b>4.2.4</b>	In order to change public servants' mindsets, are there mechanisms in place to ensure the internalization of principles and values related to OSS service delivery?		
<b>4.2.5</b>	Is there an increased awareness among public servants of the need to collaborate and work in OSSs?		
<b>4.2.6</b>	Do training programs exist to support capacity development in the field of: codes of ethics, business practices; stress management; time management; conflict resolution; principles and rules of citizens' satisfaction, the role of communication, mass psychology, and social awareness in public service?		
<b>4.2.7</b>	Is there a requirement in place for monthly or quarterly performance appraisal for individuals and organizations involved in OSS operation?		
<b>4.2.8</b>	Has the Government established a performance-based incentive system for OSS officials?		

Based on the responses provided, it is possible to identify priority areas for action on transformational leadership, human resources and changing mindsets (Please see Exercise 4.2).

***Exercise 4. 2: Identify priority areas for transformative leadership, human resources and changing mindsets for OSSs***

<b>Priority Areas for transformative leadership, human resources and changing mindsets for OSSs</b>	<b>Prospective Host Agencies/ Wings</b>
For example- Capacity building	Name of ministry/ agency

### 4.3 System Thinking and Policy linkages: questionnaire

Building block 3 requires answers based on facts attesting the system thinking and policy linkages: ensuring that all entities involved in OSS services operate as a system and there is no incoherence between sectoral policies (Please see Table 4.3).

**Table 4. 3: Suggested questionnaire on System Thinking and Policy Linkages**

Suggested questionnaire on System Thinking and Policy linkages (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.3.1	Has the Government issued any operational regulation for the OSSs to provide various services?		
4.3.2	Has the Government carried out any study/ survey identifying sectoral regulations that contradict with OSS principles, values and procedures?		
4.3.3	Is there a requirement in place to standardize and simplify business processes before they are offered at the OSSs?		
4.3.4	Are there any consequences if a business process is not standardized and simplified?		
4.3.5	Are the back-office service providing agencies operating as an integrated service ecosystem?		
4.3.6	Is there any plan to integrate services provided by all public institutions?		

Based on responses to the above questions, priority areas for action on system thinking and policy linkages can be identified (Please see Exercise 4.3).

**Exercise 4. 3: Identify priority areas for developing system thinking and policy linkage framework for OSSs**

Priority areas for developing system thinking and policy linkage framework for OSSs	Prospective Host Agencies/ Wings
Coherent service delivery regulation	Name of ministry/ agency

## 4.4 Organizational Structures and Processes: questionnaire

Building block 4 requires answers based on facts related to organizational structures and processes for inter-ministerial coordination/ integration for effective operationalization of OSS (Please see Table 4.4).

**Table 4. 4: Suggested questionnaire on Organizational Structures and Processes**

Suggested questionnaire on Organizational Structures and Processes (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.4.1	Is there a central government unit/ ministry/ inter-ministerial committee in charge of promoting coherent and integrated planning, policy making, implementation and M&E of the OSS initiative, including facilitating information sharing and coordination among different ministries/sectors?		
4.4.2	If yes, does it have a charter of duties and is its mandate provided by Acts of Parliament or Presidential/ Prime Ministerial Decree?		
4.4.3	Has the organizational structure of the central unit/ ministry in charge of inter-ministerial coordination defined roles and responsibilities among the different ministries in relation to OSS operation?		
4.4.4	Does this organizational structure have the mandate to make decisions and arbitrate to resolve trade-offs between policies, or reconcile sectoral policies that are competing or conflicting to OSS operation?		
4.4.5	Has the organizational structure been adequately equipped with financial and non-financial resources?		
4.4.6	Have horizontal and vertical workflows been established?		
4.4.7	Has the government a programme in place for devolution of authority to regional and local levels?		
4.4.8	Do you have a guideline on priorities and quality standards for processing documentation and services at an OSS?		
4.4.9	Does your OSS have a list of services available in your OSS with applicable fees, and are they available at the notification board for citizens to refer to?		
4.4.10	Does your OSS have a designated staff/ reception desk to provide information to citizens who enquire about services at your OSS?		
4.4.11	Does your OSS have an electronic que/line management system?		
4.4.12	Do you have a traffic management plan for an OSS?		
4.4.13	Do you avail of services of community volunteers to guide and assist service-seekers at an OSS?		
4.4.14	Do you have a standard lay out plan for OSSs across the country? Does the lay out plan provide for reception, self-service area, waiting area, quick service area, complex (time-consuming) service area, etc.?		



Based on the above responses, priority areas for action on organizational structures and processes for OSSs can be identified (Please see Exercise 4.4).

***Exercise 4. 4: Identify priority areas for action on organizational structures and processes for OSSs***

<b>Priority Areas for developing organizational structures and processes for OSSs</b>	<b>Prospective Host Agencies/ Wings</b>
National policy and coordination framework	Name of ministry/ agency

## 4.5 Financing: questionnaire

Building block 5 requires answers about financing for OSSs (Please see Table 4.5).

**Table 4. 5: Suggested questionnaire on Financing**

Suggested questionnaire on Financing (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.5.1	What is the role of Ministry of Finance in the OSS programme? Is it a proactive actor in the policy formulation and implementation process of the OSS programme?		
4.5.2	Is there a capital investment plan for OSS addressing immediate, medium-term and long-term needs?		
4.5.3	Has the Ministry of Finance created a budget code for OSS operations for all levels of the Government?		
4.5.4	Is there a central guideline for service fee collection (including standardized fee structure) and utilization?		
4.5.5	Has the Government carried out any study on the problems and prospects of self-financed OSS?		
4.5.6	What is the ratio of external finance and domestic finance for OSS?		
4.5.7	Is there a mechanism for joint or cross-organizational budget for OSS from which participating organizations can get financing?		
4.5.8	Do you have a system in place for budgetary planning and control of the OSSs?		
4.5.9	Do you have a system in place for internal and external audit of the OSS operations?		

Based on responses to the above questions, it is possible to identify priority areas for action on developing a financing framework for OSSs (Please see Exercise 4.5).

### **Exercise 4. 5: Identify priority areas for developing financing framework for OSSs**

Priority Areas for developing financing framework for OSSs	Supporting Agencies/ Wings
Funding mechanism	Name of ministry/ agency

## 4.6 Digital Technology and Data Governance: questionnaire

Building block 6 requires answers about digital technology and data governance (Please see Table 4.6).

**Table 4. 6: Suggested questionnaire on Digital Technology and Data Governance**

Suggested questionnaire on Digital Technology and Data Governance (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.6.1	Do you have in place the following strategies: a) Digital Government Strategy, b) Digital Security Strategy, and c) National Data Strategy?		
4.6.2	Have the above strategies been adjusted/ aligned with the OSS service delivery mechanism?		
4.6.3	Do you have in place a legal and regulatory framework supporting the following: a) digital signature, b) digital identity, c) personal data protection, and d) data interoperability?		
4.6.4	Are there any training programmes to develop public servants' data mindsets and skills?		
4.6.5	Do you have a system in place for electronic transmission of service requests along with necessary documents, if required, from an OSS to concerned ministries/ departments/ agencies?		
4.6.6	Does the Government have in place an integrated digital decision-making system? If yes, has the Government integrated the OSSs into the system?		
4.6.7	Considering a significant electricity shortage in developing countries, does the Government have in place a back-up power supply mechanism for ICT equipment used at the OSSs?		
4.6.8	Is there a mechanism in place to provide OSSs across the country with dedicated broadband connectivity?		
4.6.9	Are there mechanisms for citizens to track their service requests submitted at the OSSs?		
4.6.10	Do you have any self-service kiosks set up at the OSSs or any other convenient places?		
4.6.11	Do you have an OSS web portal for information dissemination about all OSS services?		
4.6.12	Do you have an OSS web portal providing or linking all OSS services online?		
4.6.13	(See Exercise 4.6)		
4.6.14	Do you have programmes in place to build the digital skills of vulnerable groups?		
4.6.15	Is Internet connectivity low in cost and high in speed?		

Based on the responses to the above questions, it is possible to identify priority areas for leveraging digital technology and data for OSS (Please see Exercise 4.6).

**Exercise 4. 6: Identify priority areas for leveraging digital technology and data for OSSs**

Priority Areas for leveraging digital technology and data for OSSs	Prospective Host Agencies/ Wings
E-Government framework	Name of ministry/ agency

**4.7 Coherence Between National and Local/ Regional Levels: questionnaire**

Building block 7 requires answers based on facts regarding the coherence between national and local/regional level (Please see Table 4.7).

**Table 4. 7: Suggested questionnaire on Coherence Between National and Local/ Regional Levels**

Suggested questionnaire on Coherence Between National and Local/ Regional Levels (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
<b>4.7.1</b>	Are there legal or other institutional arrangements between central government and other jurisdictions (provinces, districts, communes, etc.) for systematic consultation, collaboration and alignment of policies, strategies and plans for OSS?		
<b>4.7.2</b>	Are there endorsed coordination and consultation mechanisms in place so that the priorities of sub-national government entities operating OSSs are systematically integrated into national policy/ strategy formulation and planning processes?		
<b>4.7.3</b>	Is there a mechanism in place to provide services, which are usually available at the national level, at regional and local levels as well?		
<b>4.7.4</b>	Is there a mechanism in place for horizontal coordination at the regional and local levels?		

Based on the responses to the above questions, it is possible to identify priority areas for national to local level coherence for OSSs (Please see Exercise 4.7).

**Exercise 4. 7: Identify priority areas for national2local level coherence for OSSs**

Priority Areas for national2local level coherence for OSSs	Prospective Host Agencies/ Wings
Local level service delivery	Name of ministry/ agency

## 4.8 Stakeholders' Engagement: questionnaire

Building block 8 requires answers based on facts regarding stakeholders' engagement in strengthening OSSs (Please see Table 4.8).

**Table 4. 8: Suggested questionnaire on Stakeholders' Engagement**

Suggested questionnaire on Stakeholders' Engagement (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.8.1	Are there mandatory/legal frameworks (e.g., Constitutions, laws, regulation, etc.) to promote participatory processes at various stages of development (policy planning, design, decision making, evaluation/revision) of policies, plans, programs?		
4.8.2	If yes, have the stakeholders of OSS been informed, consulted and engaged in planning, design, decision making and evaluation of OSS policies, plans and programmes?		
4.8.3	Do you have a mechanism in place to collect feedback/ grievances from citizens online and/or offline?		
4.8.4	Do OSSs take action and follow-up on the feedback they receive from users? If yes, how is this documented and shared with the public?		
4.8.5	Do you have mechanisms in place that disclose the rationale for taking or not taking into account the inputs from stakeholders?		
4.8.6	Is there an accountability mechanism in place that allows public intervention such as petitioning and subsequent review regarding OSS policies and programmes?		
4.8.7	Are there any mechanisms to engage older persons, youth, persons with disabilities, people living in poverty, indigenous people and other vulnerable groups in the planning, organizing and implementing OSSs?		
4.8.8	Are initiatives for stakeholders' engagement in support of effective functioning of OSSs encouraged and/or rewarded?		
4.8.9	Do you have a public awareness programme to promote the existence and services of OSSs at national, regional and local levels?		

Based on the responses to the above questions, it is possible to identify priority areas for developing framework for stakeholders' engagement for OSSs (Please see Exercise 4.8).

**Exercise 4. 8: Identify priority areas for developing framework for stakeholders' engagement for OSSs**

Priority Areas for developing framework for stakeholders' engagement for OSSs	Prospective Host Agencies/ Wings
Reach out to citizens/ businesses	Name of ministry/ agency

## 4.9 Monitoring, Reporting and Evaluation Processes: questionnaire

Building block 9 lists questions related to the monitoring, reporting and evaluation processes that support OSSs (Please see Table 4.9).

**Table 4. 9: Suggested questionnaire on Monitoring, Reporting and Evaluation Processes**

Suggested questionnaire on Monitoring, Reporting and Evaluation Processes (Answer to the questions will be Yes or No)			
Questions		Answers	
		Yes	No
4.9.1	Is there a coherent national monitoring and evaluation framework for OSS that provides a basis for all the participating ministries?		
4.9.2	Are there any institutional arrangements for the evaluation of intended, ongoing or completed OSS policies?		
4.9.3	Is there a legal provision for monitoring and evaluation of the policies and programmes for the implementation of the OSS?		
4.9.4	Does the monitoring and evaluation framework consist of: a) cost/ benefit analysis, b) impact assessment, c) performance assessment, and d) citizen satisfaction?		
4.9.5	Has your government identified benchmarks that will be used as parameters to evaluate achievement of the OSSs?		
4.9.6	Do stakeholders participate or have a role in the monitoring and evaluation of OSS policies and programmes?		
4.9.7	Do the participating Ministries take remedial actions to address concerns raised by the monitoring and evaluation reports?		
4.9.8	Is there any consequence for not taking any remedial actions?		
4.9.9	Do you have a set of key performance indicators (KPI) for OSS staff to follow at the centre-level?		
4.9.10	Does the monitoring and evaluation framework disaggregate data according to any of the following criteria when analysing performance of OSS service delivery: a) Gender, b) Ethnicity, c) People with disability, d) Elderly, e) Rural population f) Other disadvantaged groups.		

Based on the responses to the above questions, it is possible to identify priority areas for monitoring, reporting and evaluation framework for OSSs (Please see Exercise 4.9).

**Exercise 4. 9: Identify priority areas for monitoring, reporting and evaluation framework for OSSs**

Priority Areas for monitoring, reporting and evaluation framework for OSSs	Prospective Host Agencies/ Wings
Monitoring mechanism	Name of ministry/ agency

The Case Study 4 examines the One-stop-Shop public service delivery system in Kazakhstan against nine building blocks of the institutional readiness. In order to understand the socio-economic context of Kazakhstan, some basic facts are also included.

## Case Study 4: One-stop-Shop (OSS) Public Service Delivery System in Kazakhstan

Kazakhstan at a Glance						
Government Type	Area (Sq. Km) and Population (Million)	Urbanization (%)	GDP (PPP) in Billion \$ (2017)	GNI Per Capita (PPP) (\$) (2020)	HDI Rank (2020)	E-Gov Dev Index Rank (2020)
Presidential Republic	2,724,900; 19.1	57.7	478.6	22,857	51	29
One-stop-Shop (OSS) Public Service Delivery System						
<b>Political Commitment</b>	The first directive for an OSS system came from the President in 2005. Later, the Presidential Vision of Kazakhstan in 2050, emphasising 'serving the people and state are above all else' laid the foundation for the OSS system. In 2016, the President declared that all government services must be provided under one roof.					
<b>Transformational Leadership, Human Resources and Changing Mindsets</b>	Justice Minister Zagipa Baliyeva played the role of OSS Champion and overcame all resistance to OSSs during the crucial first stage of implementation. The system suffered from inadequate staffing and mindsets problems until 2016 when the State Corporation <Government for Citizens> came into being. The Corporation has a training and centre of excellence for professional development of its 21,000 staff.					
<b>System Thinking and Policy Linkages</b>	Following the whole-of-government approach, the OSS system was merged with the e-Government system in 2011. In 2016, the State Corporation, Government for Citizens, was established to provide all government services under one roof. One application for all services and life event-based services has been planned for.					
<b>Organizational Structures and Processes</b>	After many experimentations, Kazakhstan created the State Corporation in 2016. It is run by a Board of Directors, and day-to-day business is managed by an executive committee. The Corporation is under the Ministry of Information and Communications. The state corporation provides services in collaboration with a joint stock company <national information technologies> which operates e-Government Portal and call centres. Administrative procedures are developed by the concerned departments.					
<b>Financing</b>	The OSS system is fully funded by the central government.					
<b>Digital Technology and Data</b>	Kazakhstan has made tremendous progress in leveraging digital technology for public service delivery between 2005 and 2016. In the UN e-Government Survey of 2005, Kazakhstan's position was 65 <sup>th</sup> and it improved to 33 <sup>rd</sup> in 2016. For secure transactions, electronic signatures were introduced in the ID card for use in OSS centres.					
<b>Coherence between National and Local/ Regional Levels</b>	Similar services are offered at the national, regional and local levels. As Kazakhstan is a vast country with a small population, the state corporation maintains a fleet of 70 fully equipped vehicles to bring services at the doorstep of people living in far-flung areas.					
<b>Stakeholders' Engagement</b>	Special care has been taken to engage the stakeholders. Each OSS centre has a video room where citizens can leave video messages for the chief executive of the organization. The state corporation maintains accounts with Facebook, Tweeter and Instagram to engage with citizens.					
<b>Monitoring, Reporting and Evaluation Processes</b>	Since 2011, Kazakhstan has been using real-time video monitoring of the front offices. Officials at the situational centres can monitor activities of all 353 OSS centres throughout the country. Customers can rate the performance of their service providers at the OSS centres.					

Sources: Basic facts (Central Intelligence Agency, 2021); HDI Rank and GNI Per Capita (UNDP, 2020); E-Gov Dev Index Rank (UN DESA 2020); and information on OSS system in Kazakhstan (Janenova, 2017)

# Chapter 5

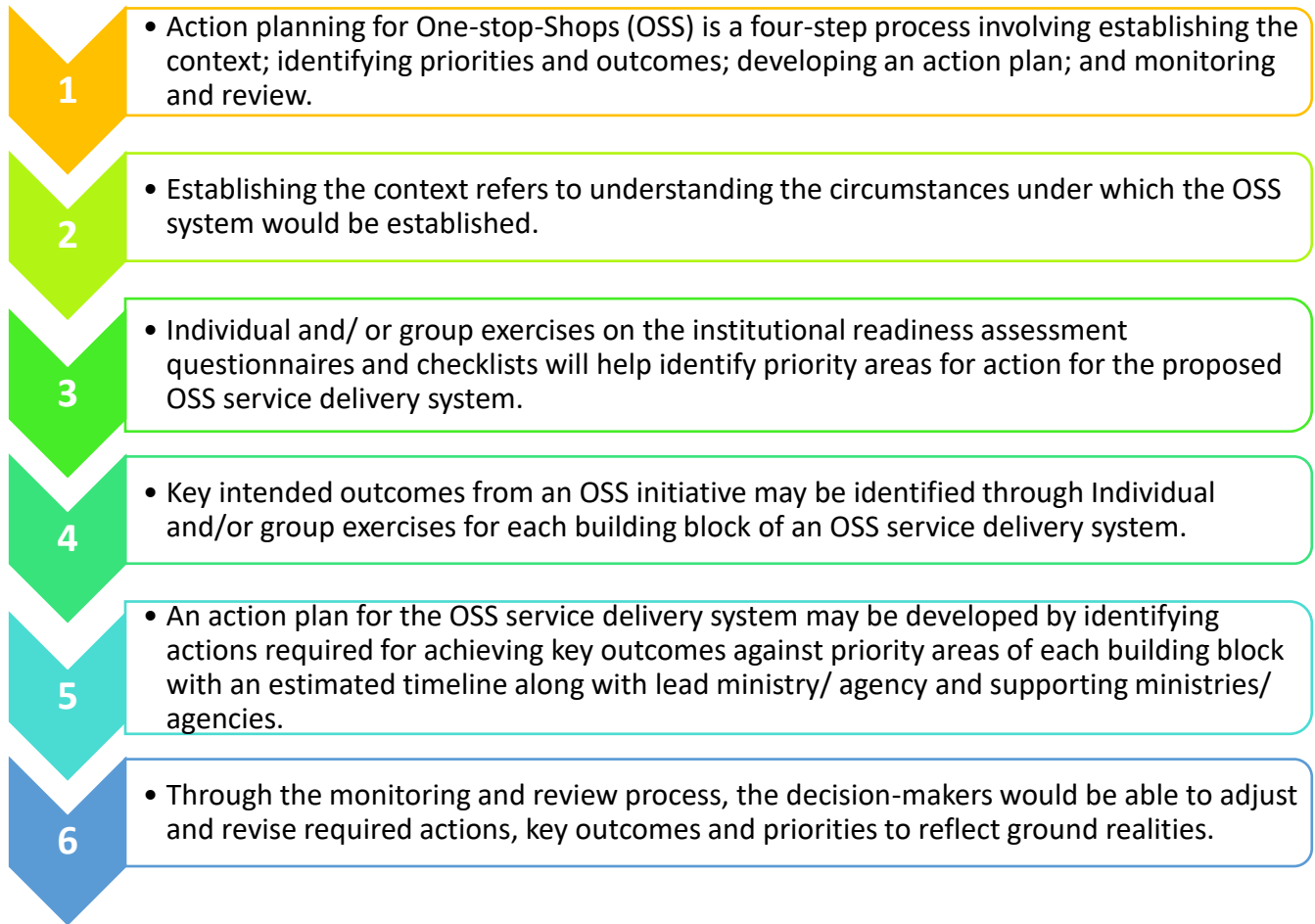
## Action Planning for One-Stop-Shop (OSS) for Public Service Delivery



*Phelophepa-Mobile Health Care Service on Train in South Africa*  
(Source: [www.railway-technology.com](http://www.railway-technology.com))



### Box 5: Key messages of Chapter 5

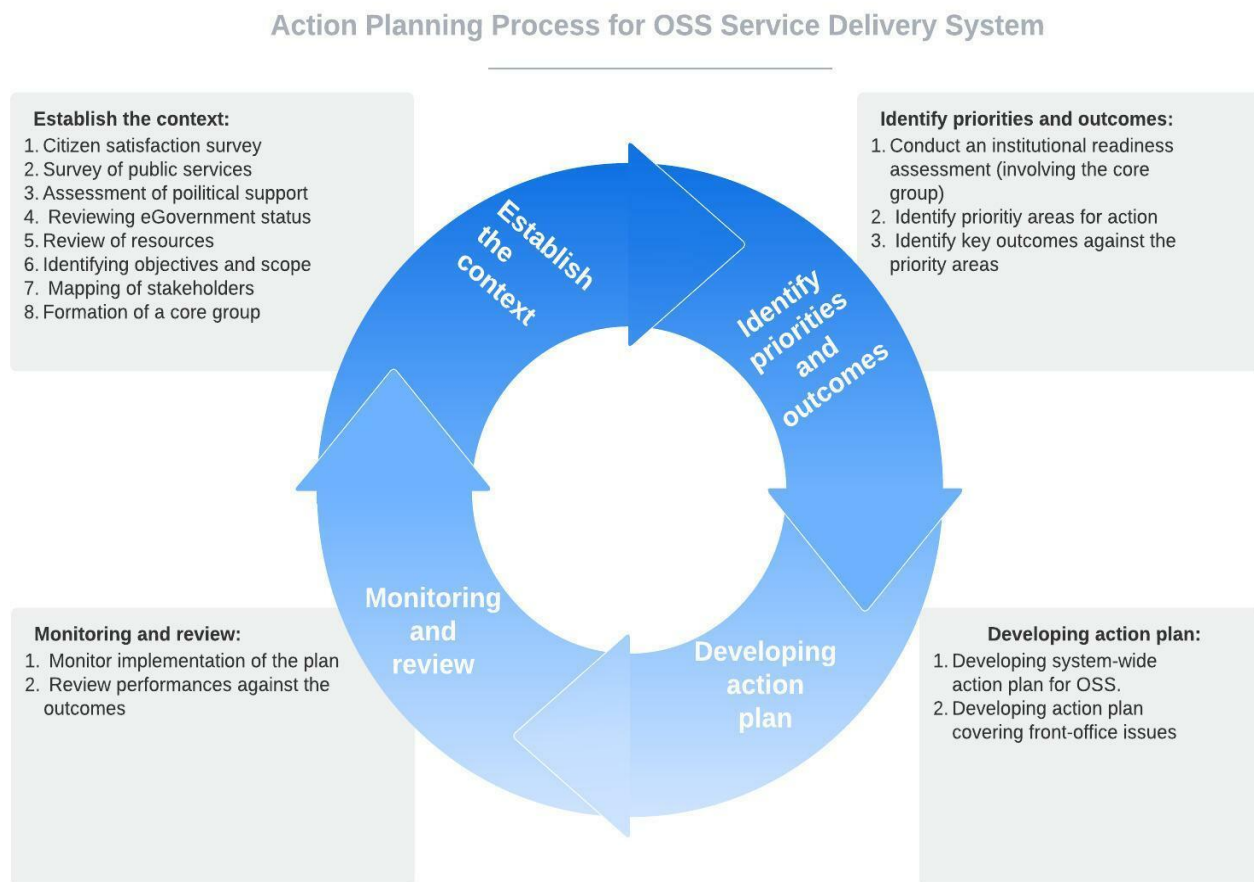


## 5.1 Action planning process

### 5.1.0 Introduction

Chapter 5 provides an overview of how to prepare an action plan to establish a One-Stop-Shop (OSS) public service delivery system. The following figure explains the action planning process. The first step is establishing the context. This refers to understanding the circumstances under which the OSS system would be established. The second step would entail, following the institutional readiness assessment, identifying priority areas for action and their prospective key outcomes. The third step refers to developing the action plan. The fourth step involves monitoring and review leading to the revision of the action plan.

**Figure 5. 1: Action Planning Process for OSS Service Delivery System**



Source: Author's elaboration

### **5.1.1 Step 1- Establishing the context**

Typically, this step will require a few studies and assessments, such as 1) satisfaction survey among citizens and businesses to utilize the findings as rationales for establishing the OSS system; 2) survey of public services to understand what and how services might be delivered under the OSS model; 3) assessment of political support, which would be crucial for securing funding and overcoming resistance from the legacy bureaucracy; 4) review of e-Government status, which would be critical for fast and efficient delivery of services; 5) review of availability of resources to understand how much additional resources would be required for the OSS system; 6) identifying objectives and scopes to guide the design and implementation of the OSS system; 7) mapping of stakeholders to identify critical stakeholders whose support would be essential for the successful operationalization of the OSS system; 8) formation of an OSS core group involving critical stakeholders to recommend strategic decision-making; and deciding key elements of the OSS system, such as a) Mode of delivery, b) Operation and management, c) New building or repurposed building, d) Co-located or integrated, e) Human resources (Front-office and back-office), and f) Technology and data. It may be noted here that the OSS core group typically includes representatives of Prime Minister/ President's Office, Ministry of Finance/ Economy, Ministry of Planning/ investment, Ministry of Justice, Ministry of Public Administration/ Civil Service and Ministry of Interior/ Home.

### **5.1.2 Step 2- Identifying priority areas and key outcomes**

The second step refers to identifying priority areas for action and intended key outcomes. Both of these could be derived from an institutional readiness assessment for OSS service delivery system. Utilizing the nine building blocks of UN DESA's institutional readiness assessment framework, a questionnaire (Section 4) and checklist (Section 5.3) has been prepared. Based on this framework, the OSS core group may engage in exercises to identify priority areas for action and intended key outcomes under each priority areas.

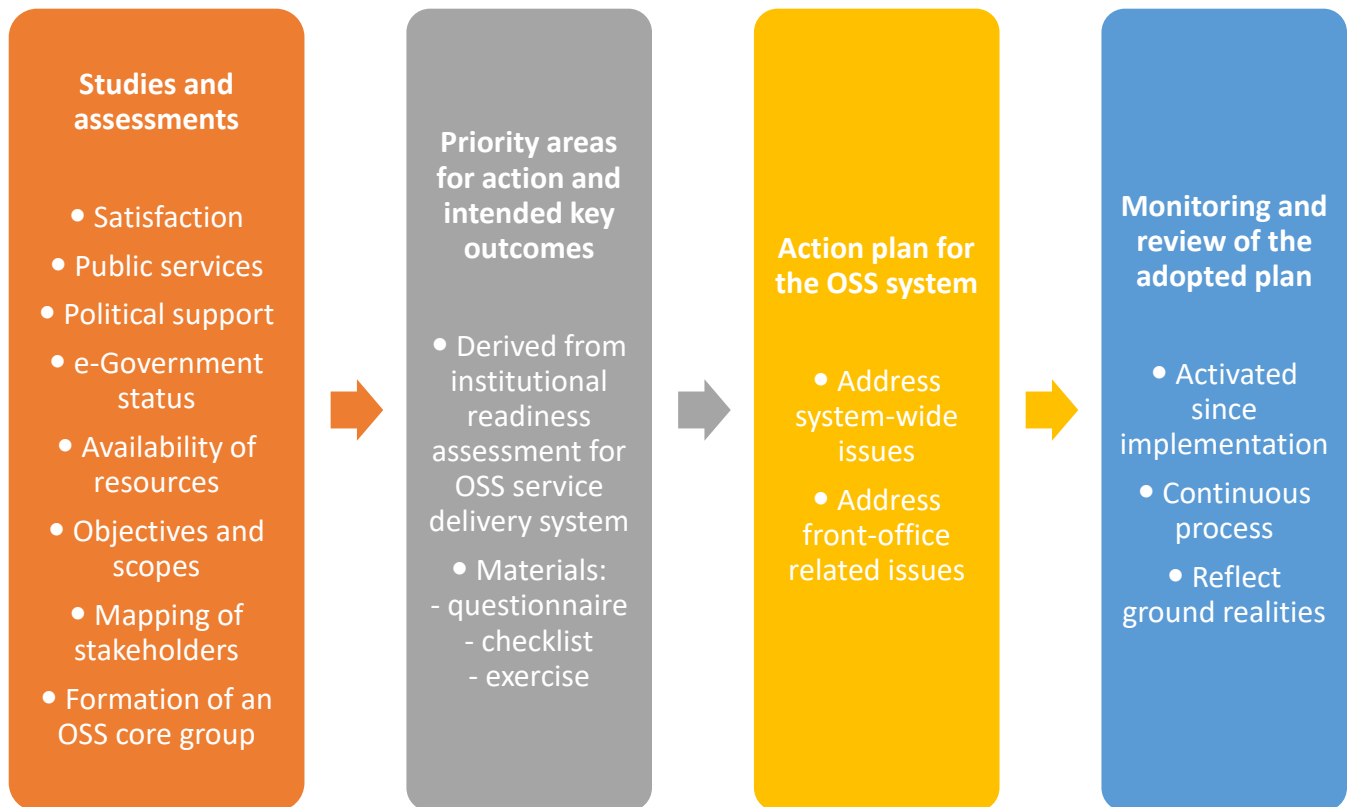
### **5.1.3 Step 3- Developing the action plan**

The third step refers to developing the action plan for the OSS system. This would be a continuation of the first two steps. The action plan may be divided into two parts. The first part may address the system-wide issues including issues relating to back-office operations, and the second part may address front-office related issues. Two templates for action planning have been provided in the latter section. The OSS core group may draft the action plan in consultation with stakeholders.

### **5.1.4 Step 4- Monitoring and reviewing the adopted plan**

The fourth step refers to monitoring and review of the adopted plan. This step would be activated when implementation of the action plan starts. This could be a continuous process including periodic reviews. This would facilitate adjustment of planned activities as well revision of the action plan to reflect ground realities.

**Figure 5. 2: Stages of the action planning process**



Source: Author's elaboration

The following section provides a suggested roadmap and checklist of action points related to the establishment of an OSS.

## **5.2 Roadmap and checklist to identify priority areas and key outcomes related to the establishment of One-stop-Shops for Service Delivery System**

### **5.2.0 Introduction**

The roadmap and checklist presented below determines the status of institutional readiness to establish a One-stop-Shop public service delivery system in a country. Exercises presented in the earlier chapter shows how to identify key priority areas, and exercises in the next section will lead to identifying key outcomes against each priority areas.

### 5.2.1 Political commitment

Building block 1 reflects facts attesting the extent to which political commitment for One-stop-Shop (OSS) has been institutionalized through legal and normative frameworks. (Please put a tick mark on the relevant box). The checklist identifies action points on political commitment (Please see Exercise 5.1).

#### **Exercise 5. 1: Action points on building block 1 - political commitment**

Action Point	No	Yes
1.1 Law approved by the highest political authority (the Parliament or equivalent body) regulating public service delivery or One Door service delivery is in place.	<input type="checkbox"/>	<input type="checkbox"/>
1.2 National strategy for public service delivery/ OSS is in place.	<input type="checkbox"/>	<input type="checkbox"/>
1.3 Planning document (Action plan/ operational plan) for public service delivery/ OSS in place.	<input type="checkbox"/>	<input type="checkbox"/>
1.4 Policy/ strategy forum for OSS convened at the highest political level (President/ Prime Minister) exists.	<input type="checkbox"/>	<input type="checkbox"/>
1.5 It is a common knowledge that the Head of the State/ Government is the chief patron of the OSS initiative.	<input type="checkbox"/>	<input type="checkbox"/>
1.6 The OSS initiative is a part of the overall public administration reform programme in the country.	<input type="checkbox"/>	<input type="checkbox"/>
1.7 There is a committee chaired by provincial mayor/ governor to coordinate and oversee the performance and operations of OSSs at the provincial level.	<input type="checkbox"/>	<input type="checkbox"/>
1.8 There is a committee chaired by district-level/ local-level highest authority to coordinate and oversee the performance and operations of OSSs at the district/ local level.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

## 5.2.2 Transformational leadership, human resources and changing mindsets

Building block 2 reflects facts regarding transformational leadership, changing mindsets and developing capacities for OSSs. The checklist identifies action points on transformational leadership, human resources and changing mindsets (Please see Exercise 5.2).

### ***Exercise 5. 2: Action points on building block 2 - Transformational leadership, human resources and changing mindsets***

Action Point	No	Yes
<b>2.1</b> There is a commitment and engagement from the leadership at all levels of government for OSS service delivery.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.2</b> The government has developed a competency framework to identify and strengthen the appropriate knowledge, skills and attitudes required for OSS service delivery.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.3</b> The Government has arranged adequate personnel for smooth running of the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.4</b> In order to change public servants' mindsets, there are mechanisms in place to ensure the internalization of principles and values related to OSS service delivery.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.5</b> There is increased awareness among public servants to collaborate and work in OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.6</b> Training programs exist to support capacity development in the field of: codes of ethics, business practices; stress management; time management; conflict resolution; principles and rules of citizens' satisfaction, the role of communication, mass psychology, and social awareness in public service.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.7</b> There is a requirement in place for monthly or quarterly performance appraisal for individuals and organizations involved in OSS operation.	<input type="checkbox"/>	<input type="checkbox"/>
<b>2.8</b> The Government has established a performance-based incentive system for OSS officials.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

### 5.2.3 System thinking and policy linkages

Building block 3 reflects facts attesting the existence of system thinking and policy linkages: ensuring that all entities involved in OSS services operate as a system and there is no incoherence between sectoral policies. The checklist includes action points on system thinking and policy linkages (Please see Exercise 5.3).

#### ***Exercise 5. 3: Action points on building block 3 - system thinking and policy linkages***

Action Point	No	Yes
<b>3.1</b> The Government has issued operational regulations applicable for all participating ministries, departments and agencies for the successful operation of OSS.	<input type="checkbox"/>	<input type="checkbox"/>
<b>3.2</b> The Government has carried out studies/ surveys identifying sectoral regulations that contradict with OSS principles, values and procedures.	<input type="checkbox"/>	<input type="checkbox"/>
<b>3.3</b> There is a requirement in place to standardize and simplify business processes before they are offered at the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>3.4</b> There are consequences if a business process is not standardized and simplified.	<input type="checkbox"/>	<input type="checkbox"/>
<b>3.5</b> The back-office service providing agencies operating as an integrated service ecosystem.	<input type="checkbox"/>	<input type="checkbox"/>
<b>3.6</b> There is a plan to integrate services provided by all public institutions.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

### 5.2.4 Organizational structures and processes

Building block 4 reflects facts related to organizational structures and processes for inter-ministerial coordination/ integration for the effective operationalization of OSS. The checklist contains action points on organizational structures and processes (Please see Exercise 5.4).

#### **Exercise 5. 4: Action points on building block 4 - organizational structures and processes**

Action Point	No	Yes
4.1 There is a central government unit/ ministry/ inter-ministerial committee in charge of promoting coherent and integrated planning, policy making, implementation and M&E of the OSS initiative, including facilitating information sharing and coordination among different ministries/sectors.	<input type="checkbox"/>	<input type="checkbox"/>
4.2 The charter of duties and mandates of the above-mentioned mechanism are provided by Acts of Parliament or Presidential/ Prime Ministerial Decree.	<input type="checkbox"/>	<input type="checkbox"/>
4.3 The organizational structure of the central unit/ ministry in charge of inter-ministerial coordination has defined roles and responsibilities of different ministries in relation to OSS operation.	<input type="checkbox"/>	<input type="checkbox"/>
4.4 This organizational structure has the mandate to make decisions and arbitrate to resolve trade-offs between policies, or reconcile sectoral policies that are competing or conflicting to OSS operation.	<input type="checkbox"/>	<input type="checkbox"/>
4.5 This organizational structure has been adequately equipped with financial and non-financial resources.	<input type="checkbox"/>	<input type="checkbox"/>
4.6 Horizontal and vertical workflows have been established.	<input type="checkbox"/>	<input type="checkbox"/>
4.7 The government has a programme in place for devolution of authority to regional and local levels.	<input type="checkbox"/>	<input type="checkbox"/>
4.8 The Government has a guideline on priorities for processing documentation and services at an OSS.	<input type="checkbox"/>	<input type="checkbox"/>
4.9 The OSSs have a list of services available at an OSS with applicable fees, and put them up at the notification board/ website for citizens to refer to.	<input type="checkbox"/>	<input type="checkbox"/>
4.10 The OSS has a designated staff/ reception desk to provide information to citizens who enquire about services at an OSS.	<input type="checkbox"/>	<input type="checkbox"/>
4.11 The OSS has an electronic queue management system.	<input type="checkbox"/>	<input type="checkbox"/>
4.12 The OSS has a traffic management plan for an OSS.	<input type="checkbox"/>	<input type="checkbox"/>
4.13 There are community volunteers to guide and assist service-seekers at an OSS.	<input type="checkbox"/>	<input type="checkbox"/>
4.14 All OSSs have a standard lay out plan across the country. The lay out plan provides for reception, self-service area, waiting area, quick service area, complex (time-consuming) service area, etc.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA



## 5.2.5 Financing

Building block 5 is related to financing of OSSs. The checklist includes prospective action points (Please see Exercise 5.5).

### *Exercise 5. 5: Action points on building block 5 - financing*

Action Point	No	Yes
<b>5.1</b> The Ministry of Finance is a proactive actor in the policy formulation and implementation process of the OSS programme.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.2</b> There is a capital investment plan for OSS addressing immediate, medium-term and long-term needs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.3</b> The Ministry of Finance has created a budget code for OSS operations for all levels of the Government.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.4</b> There is a central guideline for service fee collection (including standardized fee structure) and utilization.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.5</b> The Government has carried out studies on the problems and prospects of self-financed OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.6</b> The ratio of domestic finance for OSSs is higher than external finance.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.7</b> There is a mechanism for joint or cross-organizational budget for OSS from which participating organizations can get financing.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.8</b> There is a system in place for budgetary planning and control of the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>5.9</b> There is a system in place for internal and external audit of the OSS operations.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

## 5.2.6 Digital technology and data

Building block 6 is about digital technology and data. The checklist includes action points on digital technology and data (Please see Exercise 5.6).

### **Exercise 5. 6: Action points on building block 6 - digital technology and data**

Action Points	No	Yes
<b>6.1</b> The Government has the following strategies: a) Digital Government Strategy, b) Digital Security Strategy, and c) National Data Strategy.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.2</b> The above-mentioned strategies have been adjusted/aligned with the OSS service delivery mechanism.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.3</b> There is a legal and regulatory framework supporting the following: a) digital signature, b) digital identity, c) personal data protection, and d) data interoperability.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.4</b> There are training programmes to develop public servants' data mindsets and skills.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.5</b> There is a system in place for electronic transmission of service requests along with necessary documents, if required, from an OSS to concerned ministries/ departments/ agencies.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.6</b> The Government has in place an integrated digital decision-making system. The Government has integrated the OSSs into the system.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.7</b> Considering a significant electricity shortage, the Government has in place a back-up power supply mechanism for ICT equipment used at the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.8</b> There is a mechanism in place to provide OSSs across the country with dedicated broadband connectivity.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.9</b> There are mechanisms for citizens to track their service requests submitted at the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.10</b> There are self-service kiosks set up at the OSSs or any other convenient places.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.11</b> There is an OSS web portal for information dissemination about all OSS services.	<input type="checkbox"/>	<input type="checkbox"/>
<b>6.12</b> There is an OSS web portal providing or linking all OSS services online.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

### 5.2.7 Coherence between national and regional/ local level

Building block 7 reflects facts regarding the coherence between national and regional/ local level. The checklist includes proposed action points on coherence between national and regional/ local level (Please see Exercise 5.7).

#### ***Exercise 5. 7: Action points on building block 7 - coherence between national and regional/ local level***

Action Point	No	Yes
<b>7.1</b> There are legal or other institutional arrangements between central government and other jurisdictions (provinces, districts, communes, etc.) for systematic consultation, collaboration and alignment of policies, strategies and plans for OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>7.2</b> There are endorsed coordination and consultation mechanisms in place so that the priorities of sub-national government entities operating OSSs are systematically integrated into national policy/ strategy formulation and planning processes.	<input type="checkbox"/>	<input type="checkbox"/>
<b>7.3</b> There is a mechanism in place to provide services, which are usually available at the national level, at regional and local levels as well.	<input type="checkbox"/>	<input type="checkbox"/>
<b>7.4</b> There is a mechanism in place for horizontal coordination at the regional and local levels.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

## 5.2.8 Stakeholders' engagement

Building block 8 is about facts regarding stakeholders' engagement in strengthening OSSs. The checklist includes proposed action points on stakeholders' engagement (Please see Exercise 5.8).

### Exercise 5. 8: Action points on building block 8 - stakeholders' engagement

Action Point	No	Yes
<b>8.1</b> There are mandatory/legal frameworks (e.g., Constitutions, laws, regulation, etc.) to promote participatory processes at various stages of development (policy planning, design, decision making, evaluation/ revision) of policies, plans, programs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.2</b> The stakeholders of OSS have been informed, consulted and engaged in planning, design, decision making and evaluation of OSS policies, plans and programmes.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.3</b> There is a mechanism in place to collect feedback/ grievances from citizens online and/or offline.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.4</b> OSSs take action and follow-up on the feedback they receive from users. These remedial actions are documented and shared with the public.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.5</b> There are mechanisms in place that disclose the rationale for taking or not taking into account the inputs from stakeholders.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.6</b> There is an accountability mechanism in place that allows public intervention such as petitioning and subsequent review regarding OSS policies and programmes.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.7</b> There are mechanisms to engage older persons, youth, persons with disabilities, people living in poverty, indigenous people and other vulnerable groups in the planning, organizing and implementing OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.8</b> Initiatives for stakeholders' engagement in support of effective functioning of OSSs encouraged and/or rewarded.	<input type="checkbox"/>	<input type="checkbox"/>
<b>8.9</b> There are public awareness programmes to promote the existence and services of OSSs at national, regional and local levels.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

### 5.2.9 Monitoring, reporting and evaluation processes

Building block 9 is about monitoring, reporting and evaluation processes that support OSSs. The checklist includes proposed action points on monitoring, reporting and evaluation processes (Please see Exercise 5.9).

#### **Exercise 5. 9: Action points on building block 9 - monitoring, reporting and evaluation processes**

Action Point	No	Yes
<b>9.1</b> There is a coherent national monitoring and evaluation framework for OSS that provides a basis for all the participating ministries.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.2</b> There is institutional arrangements for the evaluation of intended, ongoing or completed OSS policies.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.3</b> There is a legal provision for monitoring and evaluation of the policies and programmes for the implementation of the OSS.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.4</b> The monitoring and evaluation framework consists of: a) cost/ benefit analysis, b) impact assessment, c) performance assessment, and d) citizen satisfaction.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.5</b> The government has identified benchmarks that will be used as parameters to evaluate achievement of the OSSs.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.6</b> Stakeholders participate or have a role in the monitoring and evaluation of OSS policies and programmes.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.7</b> The participating Ministries take remedial actions to address concerns raised by the monitoring and evaluation reports.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.8</b> There are consequences for not taking any remedial actions.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.9</b> There are key performance indicators (KPI) for OSS staff to follow at the centre-level.	<input type="checkbox"/>	<input type="checkbox"/>
<b>9.10</b> The monitoring and evaluation framework disaggregate data according to following criteria when analysing performance of OSS service delivery: a) Gender, b) Ethnicity, c) People with disability, d) Elderly, e) Rural population f) Other disadvantaged groups.	<input type="checkbox"/>	<input type="checkbox"/>

Source: UN DESA

## 5.3 Exercise: Identifying key outcomes needed for effective One-stop-Shop (OSS) based on the Institutional Readiness Assessment (IRA)

### 5.3.0 Introduction

As discussed before, exercises in Chapter 4 will lead to identifying key priority areas in developing a framework for the OSS system. Similarly, exercises presented in this section will lead to identifying key outcome areas, which will be instrumental in developing an action plan for the OSS system. This exercise will identify lead agencies and supporting agencies whose initiative and supports will be essential to achieve the intended outcome. In each exercise below, an example of an outcome and its associated lead agency and supporting agencies has been identified. It may be noted here that the names of agencies are specific to the government of Bangladesh. The names of agencies and their associated responsibilities may differ from country to country.

### 5.3.1 Building Block 1: Political Commitment

Exercise 5.10 presents one key outcome area in relation to legal and regulatory framework for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

#### *Exercise 5. 10: Identify key outcomes for developing legal and normative framework for OSSs*

Key outcomes for developing legal and normative framework for OSSs	Lead Agency/ Wing	Supporting Agencies/ Wings
Law approved by the highest political authority (the Parliament or equivalent body) regulating OSS public service delivery is in place.	Ministry in charge of public service delivery in a country	Ministries and entities whose support will be needed to enact a law

### 5.3.2 Building Block 2: Transformational Leadership, Human Resources and Changing Mindsets

Exercise 5.11 presents one key outcome area in relation to building block 2 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 11: Identify key outcomes for transformative leadership, human resources and changing mindsets for OSSs**

Key outcomes for transformative leadership, human resources and changing mindsets for OSSs	Lead Agency/ Wing	Supporting Agencies/ Wings
A competency framework to identify and strengthen the appropriate knowledge, skills and attitudes required for OSS service delivery in place	Ministry responsible for capacity building of the OSS system	Entities whose support will be needed to build the capacity

### 5.3.3 Building Block 3: System Thinking and Policy linkages

Exercise 5.12 presents one key outcome area in relation to building block 3 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 12: Identify key outcomes for developing system thinking and policy linkage framework for OSSs**

Key outcomes for developing system thinking and policy linkage framework for OSSs	Lead Agency/ Wing	Supporting Agencies/ Wings
Sectoral regulations that contradict with OSS service principles, values, and procedures have been harmonized	Ministry/ entity responsible for the OSS system	Ministries/ entities whose support will be needed to achieve this outcome

### 5.3.4 Building Block 4: Organizational Structures and Processes

Exercise 5.13 presents one key outcome area in relation to building block 4 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 13: Identify key outcomes for developing organizational structures and processes for OSSs**

Key outcomes for developing organizational structures and processes for OSSs	Lead Agency/ Wing	Supporting Agencies/ Wings
An inter-ministerial committee in charge of promoting coherent and integrated planning, policy making, implementation and M&E of the OSS initiative, including facilitating information sharing and co-ordination among different ministries/sectors is established.	Ministry/ entity responsible for the OSS system	Ministries/ entities whose support will be needed to achieve this outcome

### 5.3.5 Building Block 5: Financing

Exercise 5.14 presents one key outcome area in relation to building block 5 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 14: Identify key outcomes for developing financing framework for OSSs**

Key outcomes for developing financing framework for OSSs	Responsible Lead Agency/ Wing	Supporting Agencies/ Wings
Funding mechanism approved	Ministry/ entity responsible for allocation of public funds	Ministries/ entities whose support will be needed to achieve this outcome



### 5.3.6 Building Block 6: Digital Technology and Data Governance

Exercise 5.15 presents one key outcome area in relation to building block 6 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

***Exercise 5. 15: Identify key outcomes for leveraging digital technology and data for OSSs***

Key outcomes for leveraging digital technology and data for OSSs	Responsible Lead Agency/ Wing	Supporting Agencies/ Wings
ICT infrastructure created for the OSSs	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.

### 5.3.7 Building Block 7: Coherence Between National and Local/ Regional Levels

Exercise 5.16 presents one key outcome area in relation to building block 7 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

***Exercise 5. 16: Identify key outcomes for national2local level coherence for OSSs***

Key outcomes for national2local level coherence for OSSs	Responsible Lead Agency/ Wing	Supporting Agencies/ Wings
Established a mechanism to deliver services at local levels	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.

### 5.3.8 Building Block 8: Stakeholders' Engagement

Exercise 5.17 presents one key outcome area in relation to building block 8 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 17: Identify key outcomes for developing framework for stakeholders' engagement for OSSs**

Key outcomes for developing framework for stakeholders' engagement for OSSs	Responsible Lead Agency/ Wing	Supporting Agencies/ Wings
Established a mechanism to reach out to citizens and businesses	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.

### 5.3.9 Building Block 9: Monitoring, Reporting and Evaluation Processes

Exercise 5.18 presents one key outcome area in relation to building block 9 for OSSs. The lead agency and its supporting agencies are also identified. Participant(s) in individual or group exercise will be required to identify other key outcome areas and related agencies responsible for the outcome.

**Exercise 5. 18: Identify key outcomes for monitoring, reporting and evaluation framework for OSSs**

Key outcomes for monitoring, reporting and evaluation framework for OSSs	Responsible Lead Agency/ Wing	Supporting Agencies/ Wings
Established a monitoring mechanism	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.

## **5.4 Developing action plans for One-stop-Shop (OSS) public service delivery system**

At this stage, the OSS core group should be ready to draft the action plan, which can be divided into two parts. The first part may focus on OSS system-wide issues and the second part may specifically address front-office issues.

### **5.4.1 Action Matrix for One-stop-Shop Public Service Delivery (System-wide)**

A template for system-wide action matrix is presented at the Annex 1. This matrix is built around the nine building blocks of the readiness assessment, covering macro level issues with implications for micro level issues as well. It is recommended that the institutional readiness assessment be conducted prior to this exercise. This action matrix should outline actions required for achieving key outcomes against priority areas of each building block with an estimated timeline along with lead ministry/ agency and supporting ministries/ agencies. A few indicative actions against each key outcomes have been presented as examples. The OSS core group should detail out all necessary actions. It may be noted here that the priority areas and key outcomes mentioned in Annex 1 are indicative only. The OSS core group should detail out through exercises during the institutional readiness assessment.

### **5.4.2 Action Matrix for One-stop-Shop Public Service Delivery (Front-office issues)**

Another template for front-office specific action matrix is presented at the Annex 2, which requires actions to achieve key outcomes against each priority area. Priority areas and key outcomes are indicative only. The OSS core group should assess their relevance in the context of the country, and detail out key outcomes and required actions with timeline and assigned responsibilities. A brief description of the priority areas has been included in the comment section of the matrix.

## **5.5 Monitoring and Review of the Plan**

It is expected that the draft action plan will go through regular consultations and approval processes of a country/ institutions. In order to ensure buy-in and compliance of all concerned, these plans should be approved at the highest political level of a country/ institutions. The monitoring and review process should start as soon as the implementation of the plan starts.

Various technology-based solutions may be utilized for monitoring and reporting purposes. A CCTV camera system connected with a central command and control centre can be a useful monitoring tool. A centrally connected automated data capture system, which will be capable of recording and reporting every transaction detail of each computer in a workstation of an OSS centre can be another useful tool for automated monitoring and reporting. A customer satisfaction survey can be made a mandatory part of each transaction at an OSS centre, and the results of such survey can be transmitted to the command-and-control centre on a real-time basis. Besides the technology-based solutions, various non-digital methods and tools may be utilized for monitoring and reporting purposes.

The data and information gathered through the monitoring, reporting and evaluation mechanisms outlined in the action plans could be the basis for monitoring and review of the plans. Through the monitoring and review process, the decision-makers would be able to adjust and revise required actions, key outcomes and priorities to reflect ground realities.

The Case Study 5 examines the One-stop-Shop public service delivery system in Georgia against nine building blocks. In order to understand the socio-economic context of Georgia, some basic facts are also included.

## Case Study 5: One-stop-Shop (OSS) Public Service Delivery System in Georgia

Georgia at a Glance						
Government Type	Area (Sq. Km) and Population (Million)	Urbanization (%)	GDP (PPP) in Billion \$ (2017)	GNI Per Capita (PPP) (\$) (2020)	HDI Rank (2020)	E-Gov Dev Index Rank (2020)
Semi-Presidential Republic	69,700; 4.0	59.5	39.85	14,429	61	65
One-stop-Shop (OSS) Public Service Delivery System						
Political Commitment	Poor public service delivery was one of the factors contributing to political crisis and rose revolution in Georgia in 2003. The subsequent governments committed themselves to extensive administrative reform and improvement of public service delivery. The OSS system emerged out of this commitment in 2004. Associated regulatory reform was carried out gradually.					
Transformational Leadership, Human Resources and Changing Mindsets	Ministry of Justice has been spearheading the OSS movement in Georgia. Through various legislative, administrative and technological reforms, OSSs in the form of Public Service Halls (PSHs) has been established in 2012. All personnel are specially recruited and highly trained to provide services at the PSHs and Community Centres. The PSH provide rigorous theoretical and on the job training to its employees, who have to pass an exam before they can be posted in a PSH counter.					
System Thinking and Policy Linkages	Georgia has been able to develop a service delivery ecosystem capable of providing most services at one counter of any PSHs or Community Centres.					
Organizational Structures and Processes	After few experimentations, the Public Service Halls came into being in 2012 to provide services at the central and regional levels, and community centres have been established to provide services at the local levels. Ministry of Justice is in charge of both PSHs and community centres.					
Financing	Most financing for OSSs in Georgia has come from the Government. However, USAID, DFID and UNDP also funded OSSs at the initial years. Community centres at the local level are partly funded by SDA and partly by municipalities.					
Digital Technology and Data	Georgia has extensively used Information and Communication Technology. Both front offices and back offices are fully integrated. Consequently, any operator at any counter of PSAs and community centres can provide any service.					
Coherence between National and Local/ Regional Levels	Similar services are available at the central and regional PSHs and community centres at the local levels.					
Stakeholders' Engagement	There is a strong engagement between PSHs, which deliver services and service producing departments. The PSA has an extensive community awareness programme. The PSH also offers trainings and seminars for citizens. Community centres are partnerships between municipalities and Service Development Agency (SDA)					
Monitoring, Reporting and Evaluation Processes	PSH and SDA monitors activities at all centres on a real-time basis.					

Sources: Basic facts (Central Intelligence Agency, 2021); HDI Rank and GNI Per Capita (UNDP, 2020); E-Gov Dev Index Rank (UN DESA 2020); and information on OSS system in Georgia (Vashakidze, 2016)

# Chapter 6 Conclusions and Key Takeaways

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SPACE



*Gldani Community Center, Georgia*  
(Source: <http://centri.gov.ge>)

## Box 6: Key takeaways of the Handbook

### Key rationales for the One-Stop-Shop system

- Greater citizen awareness, expectations and government responsiveness
- Better regulatory delivery
- Increased accountability
- Reduction in corruption
- Enhanced social inclusion
- Decreased fragmentation in public service delivery
- Improved citizen satisfaction
- Increased citizen trust in government
- Enhanced national competitiveness
- Increased capacity to deliver on the SDGs

### Key challenges

- Resistance and non-cooperation from legacy bureaucracy
- Breaking down the silos
- Financing in terms of capital investment and operational cost
- Insufficient and/or inappropriate human resources
- Creating a legal framework
- Effective institutional arrangements
- Business process reengineering/ simplification of administrative procedures
- Creating the ICT infrastructure
- Inter-operability and sharing of data and systems
- Effective monitoring and evaluation system

### Key strategies to overcome the challenges

- Securing high-level political support for the One-stop-Shop (OSS) public service delivery system
- Pursuing a whole-of-government approach
- Planning for and implementation of an effective administrative reform programme
- Devising a medium to long term investment plan
- Planning a gradual roll-out of the OSS system
- Developing the horizontal coordination mechanism
- Back-office strengthening
- Training and motivation of employees
- Flexible and adjustable state agency
- Leveraging technology for service delivery
- Collaborative partnerships with government agencies, NGOs, corporate groups, and citizen groups
- Addressing needs of vulnerable groups and ensuring accessibility

### Key strategies to overcome the challenges (Cont.)

- Measures to overcoming the digital divide
- Pursuing innovation and branding
- Forming a coalition of change makers within the government
- Modification and adaptation of international experiences
- Multi-channel service delivery model
- Management of civil complaints and affairs

### Tools recommended

- The questionnaires for assessment of the institutional readiness for One-stop-Shop service delivery system (Chapter 4)
- The checklist for institutional readiness (Chapter 5.3)
- Exercises to determine priorities and key outcomes (Chapter 5.4)
- Action planning template for the OSS system (Annex 1)
- Action planning template for the OSS front-offices (Annex 2)

### Innovative practices

- Creating a new state agency to establish and operate the OSS system, where all participating agencies are co-located to provide services (Azerbaijan, Kazakhstan)
- Highest service delivery policy and coordination mechanism headed by the highest political authority (Huduma Kenya Service Delivery Summit is headed by the President of Kenya)
- Operating talk-back community radio for OSS services (Azerbaijan)
- Establishing a volunteer corps to assist citizens at the OSS centres (Azerbaijan)
- Establishing and operating the OSS system under a public-private partnership. (Rwanda)
- Providing mobile OSS services for the population living in the countryside (Azerbaijan, Australia, Mongolia)
- Publishing an annual index on performances of participating agencies. (Azerbaijan)
- Amenities provided at the OSSs: children's playground, baby-care room, café, coffee machines, free wi-fi access, computers with free internet connection, landline phones, small library and wheelchairs, and Braille text for the visually impaired people. (Azerbaijan)
- Layout: Self-service area to reception/ waiting area to quick service area to long-service area to management; also corporate service area (Georgia)
- The OSS staff are trained on courtesy, innovation, integrity, efficiency and transparency (Kenya)



**6.0 Introduction:** Effective, inclusive and accountable public service delivery is the key to achieving the SDGs, and One-stop-Shop (OSS) public service delivery system has a proven advantage over other models of service delivery. However, the operationalization of the OSS system usually faces multiple challenges, such as resistance and non-cooperation from legacy bureaucracy, silo mentality of public organizations and officials, financing, human resources, legal reform, institutional reform, business-process reengineering/ simplification of administrative procedures, ICT infrastructure, inter-operability of data and systems, and effective monitoring and evaluation mechanism. To overcome challenges, countries around the world have adopted various strategies, which include:

**6.1 High-level political support** has been found to be crucial in the successful operationalization of OSS system. This is particularly effective to overcome bureaucratic resistance and the siloed nature of public institutions. This is also crucial to secure adequate funding for OSS system. For example, the Abu Dhabi Government Contact Centre, the OSS of the UAE, is “driven by strong political mandate to break up government silos and facilitate cooperation, coupled with very high ambition to excel and create ‘world-class’ services” (UNESCWA, 2017).

**6.2 A whole-of-government approach** is essential for the success of OSS system. It is not possible for a single ministry or an agency to establish an effective OSS system. Governments and public institutions require a sound strategy to ensure a whole-of-government approach.

**6.3 An effective administrative reform programme** is seen as a cure to many administrative ills. The OSS system is more likely to be successful if accompanied with broader administrative reform initiatives, absence of which might frustrate the very objectives of the OSS system. These reforms may facilitate legal and institutional reform, breaking-up silo-governments, administrative simplification, ensuring business-process re-engineering and strengthening horizontal and vertical coordination among government levels.

**6.4 A medium to long-term investment plan** is considered essential as the OSS system would require a substantial amount of investment. This is especially true for an ICT-enabled OSS system. The construction of purpose-built facilities would require a significant investment as well.

**6.5 Gradual roll out** of the OSS system appears to be a standard practice. Usually, the system is piloted with one or two centres, then gradually rolled out across the country. Also, the OSS system may start with a few services, and then gradually expand their offered services. Additionally, non-integrated services may gradually become integrated over time. Multiple channels of service delivery may be introduced over time. For example, rather than pursuing a “big bang” launch of a One-stop-Shop, Singapore staged the process and started with smaller scale pilots first to prove the concept, and then worked towards scaling-up the model after the successful pilots (UN DESA, 2021). Also, the Bangladesh experience suggests that “at the preliminary stages, the initiative needs to focus on securing existential factors – things that are critical to the long-term sustainability of the gains made. So, it needs to prioritize, make progress in phases but always remain opportunistic and ready to embrace serendipity” (UN DESA, 2021).

**6.6 An effective horizontal coordination mechanism** can significantly enhance the effectiveness of the OSS system. This coordination function is critical at both national and regional/local levels.

**6.7** While the front-office in an OSS system gets the lion's share of attention, **back-office strengthening** is considered equally important. Under-staffed, untrained, under-equipped and less motivated workers at the back-offices may frustrate the objectives of the OSS system.

**6.8 Training and motivation of employees** working at both front-offices and back-offices is a critical factor for success. Countries having good track-records have extensive training and motivational programmes. For example, Singapore emphasizes recruiting of people with the right mindset and service DNA, and training and compensating employees based on the new integrated service model (UN DESA 2021). Azerbaijan considers employee satisfaction and smiles on their faces as a key to effective public service delivery (UN DESA, 2021).

**6.9 Flexible and adjustable state agency** in charge of OSS operations appears to be more receptive to innovative practices and tend to be more effective than traditional bureaucratic organizations.

**6.10 Leveraging technology** for service delivery is a game-changer in the OSS system. Technology can help overcome many challenges, ensure fast and integrated services, effective monitoring and reporting. Successful countries have, in fact, invested heavily on technology and data governance.

**6.11 Collaborative partnerships** with government agencies, NGOs, CBOs, corporate groups, and citizen groups may lead to much better outcome in the provision of public services through the OSS system.

**6.12 Addressing vulnerable groups** and ensuring accessibility should be planned from the very beginning. For example, Azerbaijan is serving internally displaced (due to war) population through bus-based mobile services. It also provides services at the homes of people with disability without charging any extra fees. Brail texts are available at all centres for visually impaired population (UN DESA, 2021).

**6.13** Many countries have taken elaborate measures to **overcoming the digital divide**. For example, the Digital Bangladesh Vision 2021 embodies the government's efforts to provide efficient, citizen-centric public services to all, bridge the digital divide and upholding the principle of leaving no one behind. To materialize the vision, Bangladesh has established digital centres all over the country especially at the countryside (UN DESA, 2021). In Singapore, the government has launched a "Seniors Go Digital" movement, under which staff and volunteers have been recruited to reach out to seniors in community centres and public libraries to raise the digital skills of seniors. The government is also implementing a scheme that provides subsidized smartphone and mobile plan to lower-income seniors who want to go digital, but cannot afford them. Additionally, the digital access programme equips low-income households, students, and persons with disabilities, with digital tools so that they can get connected and be empowered by technology (UNDESA, 2021).



*A Union Digital Centre in Dhaka district, Bangladesh (Source: www.a2i.gov.bd)*

**6.14 Innovation and branding** could turn out as a hallmark of the OSS system. Through innovative practices and branding them appropriately, the OSS system can stand apart from other service delivery organizations as practiced in Azerbaijan (UN DESA, 2021).

**6.15 Forming a coalition of change makers within the Government** could be a very effective strategy. Bangladesh case suggests that “If the right government stakeholders can be appropriately mobilized, then it is possible to bring about positive changes within government” (UN DESA, 2021).

**6.16 Modification and adaptation of international experiences**, rather than wholesale copying, has been proved to be a successful strategy as it was in the Republic of Korea (UN DESA, 2021).

**6.17 Multi-channel service delivery model** is practiced around the world to cater to the needs of all citizens in a country. For example, the ChileAtiende, the One-stop-Shop public service delivery system in Chile, comprises four channels of service delivery. Firstly, the physical channel under which 209 Offices geographically distributed across the country to cover most of the population; Secondly, digital channel maintains a website that provides information on more than 2,500 benefits and services in simple citizen language; Thirdly, call center provides information and orientation on public services and benefits; and fourthly, ChileAtiende Vehicles that reach remote and rural areas to provide public services (OECD, 2021).

**6.18 Management of civil complaints and affairs** is a critical factor for achievement of citizen satisfaction as well as for continuous improvement of the OSS system. Box 7 explains various components of the civil complaints and affairs management system.

## Box 7: Management of One-stop-Shop Civil Complaints and Affairs

<p><b>Types of civil complaints and affairs</b></p>	<p>General civil complaints: request for permission, registration of the ledger, application for certification, confirmation of legal relations, and request for improvement of policies and systems.</p> <p>Grievance complaints: Request for correction of infringement of rights, inconvenience, burden, and correction of unfair treatment.</p> <p>Simple civil complaints: handled by one administrative agency.</p> <p>Complex civil complaint: It is related to multiple laws and needs to be handled by multiple administrative agencies.</p>
<p><b>Need to master the civil affairs handling function</b></p>	<p>It is necessary to conduct education and training to the civil servants to master the civil affairs handling function, by providing a handbook, gathering opinions of high-ranking officials, and convene a forum for mutual dialogue among front-line civil servants.</p> <p>It is necessary to identify and relieve the work burden and stress of front-line civil servants through institutional, technological and environmental improvements in work area.</p> <p>In the event of an influx of complaints, it is necessary to prepare solutions such as system improvement, regulatory reform, which is the root cause of complaints.</p> <p>Introduction of a method to delegate work to private experts, and technical measures such as advanced digitalization of processing methods could alleviate the hindrance.</p>
<p><b>Two resource pillars should be separated and given special attention</b></p>	<p>Complaint Counsellor: Counselling and providing guidance for complaints and inquiries from complainants, and immediate handling of simple complaints.</p> <p>When providing consultation for civil complaints, the person in charge of civil affairs on the front line may suffer emotional damage such as verbal abuse, assault, and sexual harassment from the complainant. Protection of emotional laborers and support for psychological counselling is imperative.</p> <p>Complaint intermediary/handler: Matters that require back-office cooperation, such as complex civil complaints, are to be transferred to the relevant department after receiving complaints.</p> <p>In case of frequent civil complaints, it is necessary to examine whether there are too many administrative regulations that require civil petitioners to obtain frequent licenses and whether the regulations are unclear. In this case, if the “positive list” of regulatory affairs is converted to a “negative list”, permitted range is wider in principle as long as it does not go against the out-lined negative exceptions. As a result, it can reduce the number of complaints. In addition, if the civil petitioner's</p>

	<p>licensing process is made lightweight through simple reporting and registration, the number of documents to be submitted will be reduced and the number of civil complaints will be reduced.</p>
<p><b>Keeping records of the civil complaint processing</b></p>	<p>It is necessary to prepare a ledger to record the process from receipt of civil complaints to its processing. It will help to answer and provide information in case of inquiries on its progress and where it stands.</p> <p>It can also be used as a reference for handling similar complaints.</p> <p>Complex complaint handling status management.</p> <p>Receipt of civil complaints, transfer to the handling department, checking the response status of each processing department, follow up the processing status with the relevant department in case of delay in responding to complaints, and inform the complainant of the handling status in case of complaints that have been delayed for more than 2 weeks, etc.</p>
<p><b>Institutional Arrangement and Legal Framework</b></p>	<p>Civil complaints tend to be handled passively, such as avoiding cooperation on addressing complaints, delaying time, attributed to fear of post-mortem problems such as data sharing of sensitive information, disciplinary action due to information sharing, and trouble. On this note, it is necessary to establish a “legal basis” for sharing data and information. In addition, it is necessary to have a “legal mechanism” that allows front-line civil servants to actively share information without worrying about after-the-fact problems after handling civil complaints, and to protect front-line civil servants in case of trouble when dealing with civil servants.</p> <p>A legal basis is also required for data sharing and co-operation. Digital technical support is required for personal information or confidential processing (e.g., pseudonymization) and manpower reinforcement may also be required.</p>
<p><b>Coordination mechanism</b></p>	<p>To handle complex civil complaints involving multiple departments, public officials, reception desk should not wait for the departments to respond but invite and call upon the persons in charge. In case of relevant departments and ministries, the prime minister, minister, and vice-minister should be called in and in the case of local governments, the mayor and deputy mayor should be involved to formulate a “Civil Affairs Mediation Committee”. It is necessary to review the plan to operate a mediation body on a weekly or periodic basis so that the heads of departments and high-ranking officials can resolve them all at once through a mediation meeting.</p> <p>Utilization of deliberative democracy methods such as citizen jury system and public opinion surveys of local governments.</p>
<p><b>Civil Complaints Counselling</b></p>	<p><b>Necessity to provide various access to complaint consultation</b></p> <p>One-stop civil complaint handling cannot be handled only by physically visiting the civil service office. One should be able to inquire by phone or the Internet. In this</p>

	<p>case, it is necessary to establish a call centre, chat-bot, etc. for addressing simple complaints. The channels should also be diversified with various windows such as, stationary CSC, KIOSK, Mobile CSC, etc.</p> <p>When dealing with civil complaints, it is necessary to operate a mobile civil complaint room where civil servants are dispatched on business trips to receive and process results in places where similar complaints are collectively repeated, or when it is difficult for residents to visit, such as in remote areas or remote areas.</p> <p><b>Necessity to consider clerical matters for one-stop counselling service</b></p> <p>It is necessary to thoroughly investigate the types and contents of civil affairs such as licensing and stock taking to understand the handling of civil affairs through OSS in a holistic manner.</p> <p>Based on this, the civil affairs that should be handled as one-stop civil petitions are classified, and the one-stop civil petition process is carried out step by step.</p>
<p><b>Introducing a deadline system for handling civil affairs</b></p>	<p>In addition, it is necessary to review the case of introducing a method of automatically accepting civil petitions if the civil petitions are not notified within the deadline even after a certain period of time has passed after applying for a civil petition to the frontline civil servants.</p>

Source: Mr Bokyun Shim, Head, United Nations Project Office on Governance

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## Annex 1: Action Matrix for One-stop-Shop (OSS) Public Service Delivery (System-wide)

Building Blocks	Priority Areas	Key Outcomes	Actions	Timeline (example)	Lead MDA	Supporting MDAs	Comments
Political Commitment	Example: Legal framework	Example: Law approved by the highest political authority (the Parliament or equivalent body) regulating OSS public service delivery is in place	# Prepare a draft law  # Organize stakeholder consultation on the draft law  # Get government approval for the law  # Get parliamentary approval for the law	3 months  3 months  3 months  3 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
Transformational Leadership, human resources and changing mindsets	Capacity Building	A competency framework to identify and strengthen the appropriate knowledge, skills and attitudes required for OSS service delivery is in place	# Prepare the draft competency framework  # Organize stakeholders' consultation  # Get the competency framework approved by the government	3 months  3 months  3 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	

System Thinking and Policy linkages	Coherent service delivery regulation	Sectoral regulations that contradict with OSS service principles, values, and procedures have been harmonized	# Review service delivery regulations of various MDAs	3 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
			# Identify contradictory regulations	1 month			
			# Get government approval to harmonize all regulations	3 months			

Building Blocks	Priority Areas	Key Outcomes	Actions	Timeline (example)	Lead MDA	Supporting MDAs	Comments
Organizational Structures and Processes	Example: National policy and coordination framework	Example: An inter-ministerial committee in charge of promoting coherent and integrated planning, policy making, implementation and M&E of the OSS initiative, including facilitating information sharing and co-ordination among different ministries/sectors is established	# Getting the inter-ministerial committee with a clear term of references approved at the highest political level.	1 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
			# Establishing a secretariat for the committee with financial and non-financial resources	2 months			
			# Forming sub-committees/ task groups as necessary	1 months			
Financing	Funding mechanism	Funding mechanism approved	# Preparation and approval of a medium-term budget framework for OSS.	3 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
			# Getting a budget code approved by the Ministry of Finance	3 months			

Digital technology and data governance	E-Government framework	ICT infrastructure created for the OSSs	# Redundant data centre with back-up created for OSSs # OSSs connected with data centres and MDA database and systems through wide area network	24 months 24 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	

Building Blocks	Priority Areas	Key Outcomes	Actions	Timeline (example)	Lead MDA	Supporting MDAs	Comments
Coherence between national and local	Local level service delivery	Example: Established a mechanism to deliver services at local level	# Sign an MOU with MoLGRDC to establish OSS at the commune level  # Develop a cost and revenue sharing mechanism  # Arrange connectivity for the OSSs	6 months 6 months 24 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
Stakeholders' engagement	Reach out to citizens/ businesses	Established a mechanism to reach out to citizens/ businesses	#Develop a mechanism to get instant feedback from service recipients  # Setup drop-box at the OSS centres/ websites to receive suggestions for improvement	3 months 3 months	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	

Monitoring, reporting and evaluation	Monitoring mechanism	Established a monitoring mechanism	<p># Setup CCTV system at the OSS centres with real-time connectivity with headquarters</p> <p># Empowering local administrative authorities to monitor and report on OSSs</p>	<p>3 months</p> <p>3 months</p>	Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	
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## Annex 2: Action Matrix for One-stop-Shop (OSS) Public Service Delivery (Front-office)

Priority Areas	Key Outcomes	Actions	Time-line	Lead MDA	Supporting MDAs	Comments
Operation and management	A mechanism to operate and manage OSS centres is established	Please identify, in consultation with the OSS core group, actions required for each outcome along with timeline and responsibilities Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	This priority area (PA) refers to organizational structure, workflow, job-description, etc. needed for running an OSS centre Also included how the positions will be filled up, such as through recruitment or secondment
Spatial arrangement	An arrangement to host brick-and-mortar OSS centres is established	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome	In case of physical centres, whether a new building will be constructed, and if yes, where and how it will be constructed. In case of repurposed building, identifying, negotiating and taking possession of the premise.
Financial management	A system of financial management is in place	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This PE is about managing grants received and revenues generated



Service fees	Service fee structure, and collection and disbursement method developed and implemented	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	If the local authority is given authority, then deciding service charges, and their collection and disbursement methods
Human resources	Adequate human resources deployed at OSSs	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This is about recruitment of staff or screening of seconded staff
Training	Human resources are trained	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This is about building competencies and creating positive mindsets among newly recruited or seconded staff through training
Information services	Mechanism of information dissemination about OSSs developed and implemented	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This PE is about dissemination of information regarding existence of an OSS centre, types of services provided, service fees and documentation required for various services. Multiple channels may be used, such as call centre, website, FM Radio, information kiosk, information desk, outreach campaign, etc.

Service types	Types of services to be provided at OSSs decided	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	OSSs may provide nationally or locally determined or a combination of both types of services.
Traffic management	A customer traffic management system developed and implemented	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	In a digital environment, this may include an online queue management system. In non-digital environment, this may include signs showing directions, and/ or guides/ volunteers assisting citizens to service counters.
Document Exchange mechanism	A mechanism to transfer/ transmit documents to MDAs developed and implemented	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	In a digital environment, this might include an electronic file transfer protocol. In a non-digital environment, this is about deciding how documents will be exchanged between front-office and back-office, and establishing the system
Physical layout	A physical layout plan for the OSS is developed	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	In an advanced environment, this may include a self-service area immediately after entering the premise; then information desk and waiting area; then quick service area followed by complex service area; and management area at the backside.
Equipment and furniture	A list of furniture and equipment prepared, procured and set up	Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This is about types of furniture and fixtures to be used; and hardware and software needed for workstations, connectivity and CCTV monitoring.

Customer feedback and grievances		Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This refers to utilizing various tools, such as special tablets or exit poll monitors, or handwritten complaint journal; and Computerized "Rate My Service" App; Ombudsman Counter, Facebook and Twitter, Call centre, etc.
Accessibility and inclusiveness		Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This may include locating centres as per convenience of most people; Centres-on-wheels for the countryside; staff/ volunteers providing special assistance to people in need; establishing centres at the community level; provisions for people with disability, etc.
Amenities		Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	Amenities may include parking lots, children's playground, baby-care room, café, coffee machines, free wi-fi access, computers with free internet connection, landline phones, small library and wheelchairs, trails and Braille text for the handicapped, etc.
Monitoring and reporting		Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	This might include surveillance cameras; onsite presence of supervising officials; Surveys (oral/ paper-based/ online) among citizens; real-time data capture technology; daily, weekly and monthly reporting requirements, etc.

Evaluation		Action 1 Action 2 Action 3		Ministry/ entity who has direct jurisdiction on over these matter(s)	Ministries/ entities whose support will be needed to achieve this outcome.	Parameters to evaluate services rendered by MDAs may include Availability of information about services, Means of applying for them, Duration of service provision, Electronization of database used in the delivery of services and their integration with other entities' information systems, Organization of trainings on service management, Existence of feedback and monitoring mechanisms, and Tools for measuring public satisfaction.
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