Civil Service Modernisation in ASEAN: Towards A Future-Ready Civil Service

Australian Government
Australian Public Service Commission

asean
one vision
one identity
one community

Civil Service Modernisation in ASEAN: Towards A Future-Ready Civil Service

The ASEAN Secretariat
Jakarta

The Association of Southeast Asian Nations (ASEAN) was established on 8 August 1967. The Member States are Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam. The ASEAN Secretariat is based in Jakarta, Indonesia.

For inquiries, contact:
The ASEAN Secretariat
Community Relations Division (CRD)
70A Jalan Sisingamangaraja
Jakarta 12110, Indonesia
Phone : (62 21) 724-3372, 726-2991
Fax : (62 21) 739-8234, 724-3504
E-mail : public@asean.org

Catalogue-in-Publication Data

Civil Service Modernisation in ASEAN: Towards A Future-Ready Civil Service
Jakarta: ASEAN Secretariat, October 2021

352.0601
1. ASEAN – Civil Service – ACCSM
2. Challenges – Priorities – Recommendations

ISBN 978-623-6945-55-1 (EPUB)

ASEAN: A Community of Opportunities for All

Photo credits: Businesswoman using digital tactile screen with charts/Freepik.com

The text of this publication may be freely quoted or reprinted, provided proper acknowledgement is given and a copy containing the reprinted material is sent to the Community Relations Division (CRD) of the ASEAN Secretariat, Jakarta.

General information on ASEAN appears online at the ASEAN Website: www.asean.org

Copyright Association of Southeast Asian Nations (ASEAN) 2021.
All rights reserved.

Australian Government
Australian Public Service Commission

Foreword by

M.L. Patcharapakorn Devakula

Chair of the 20th ASEAN Cooperation on
Civil Service Matters

ASEAN Cooperation on Civil Service Matters (ACCSM) has been a crucial platform that fosters a deep level of cooperation among ASEAN civil service agencies. Through this platform, ten ASEAN Member States have committed to work hands – in - hands to leverage our governments' capacities, our regional developments, and our citizens' well-being.

Presently, it is undeniable that ASEAN governments face inevitable challenges such as the accelerating pace of change, disruptive technologies, and the urgency to respond to citizens' concerns, etc. Accordingly, we are required to rethink human resource practices and aim at the faster and more agile approaches to public service management.

The study on "Civil Service Modernisation in ASEAN" begun in 2020 during the chairmanship of Thailand. It presents the challenges and priorities regarding the ASEAN civil service modernization, which aims to inspire the ASEAN Member States regarding the course of action to implement the ASEAN Declaration on Promotion of Good Governance and Acceleration of an Agile Civil Service in a Digital Economy. The report also provides detailed recommendations for civil service modernization to achieve future-ready ASEAN civil service.

This Study Report is part of the ASEAN Plus Three Cooperation on Civil Service Matters (ACCSM) Work Plan 2021-2025, which was initiated and coordinated by the ASEAN Secretariat, along with the support of the Australian Public Service Commission Australia and close consultations with the AMS' civil service agencies and selected ASEAN entities.

On behalf of the ASEAN Member States, I would like to convey my appreciation to entities and individuals who participated in this study of this report. I hope that this study report will provide inspiration and insight towards the "Future-Ready Civil Service".

M.L. Patcharapakorn Devakula

Foreword by

Dato Lim Jock Hoi

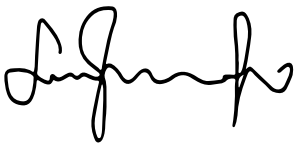
Secretary-General of ASEAN

Our region shares a common goal of promoting the development of a high-quality public service delivery system. A future-ready civil service that is agile, responsive, and people-centered is key in realising an inclusive and dynamic community. Over the last two decades, the overall increase in life expectancy rates and human development index, as well as reduced poverty incidence are among the many indicators that reflect ASEAN's progress in public service delivery. These gains are at risk of reversal due to the impacts of the COVID-19 pandemic. At the same time, the emergence of disruptive technology, which has ushered in Industry 4.0, has led ASEAN Member States (AMS) to identify an urgent need to enhance civil service capacities and capabilities in order to remain effective, efficient and accountable. Furthermore, ASEAN is projected to become among the top five digital economies in the world by 2025[1] and should therefore leverage technological advancement to improve service delivery, enabling governments to better accommodate to individual needs and increasing public expectations. However, AMS has demonstrated varying levels of readiness to embrace opportunities that are presented by the Industry 4.0.[2]

Against this backdrop, the study was conducted with the aim of presenting the challenges and priorities for modernising civil service in ASEAN as well as detailing recommendations to address identified priority areas. This report was developed in cognisance of the different systems and priorities of AMS, offers an analysis of the current state in ASEAN, provides a detailed literature review to consider supporting evidence and emerging practices, as well as highlights relevant case studies of modernisation from within and outside the region.

The study is one of the initiatives under the ASEAN Cooperation on Civil Service Matters (ACCSM) Work Plan 2021-2025 and coordinated by the ASEAN Secretariat with support from the Australian Public Service Commission. Developed by the consulting team from KPMG Australia, this publication is the result of extensive online consultations and survey with ACCSM focal points and selected ASEAN entities between October 2020 and March 2021. This report was ad-referendum endorsed by ACCSM in July 2021.

I hope that the findings and recommendations presented in this report are useful and inspires ACCSM in considering regional actions to support AMS' efforts in modernising their civil service. I also encourage relevant stakeholders in referencing this publication as we strive towards building a resilient and sustainable ASEAN community.



Dato Lim Jock Hoi

---

1 *ASEAN in the Digital Era: Opportunities and Challenges* from https://www.cariasean.org/publications/advancing-asean-in-the-digital-age/asean-in-the-digital-era-opportunities-and-challenges/#.YMBiHvkzbIV

2 *Assessment on ASEAN Readiness for Industry 4.0* from https://www.eria.org/uploads/media/ERIA-Books-2018-Industry4.0-Circular_Economy.pdf

Foreword by

Peter Woolcott AO

Australian Public Service Commissioner

It is nearly 50 years since Australia was welcomed as ASEAN's first dialogue partner. In that period Australia is proud to have developed deep and long-standing partnerships and friendships with ASEAN and its members.

Australia shares ASEAN's view of the civil service as the 'backbone' of good governance, development and cooperation. Furthermore, Australia recognises the important role of the civil service in supporting regional growth and a path to recovery from the significant health, social and economic impacts of COVID-19.

Like Australia, ASEAN faces increasing public expectations of civil service performance. ASEAN has demonstrated a commitment to confronting these challenges, including accelerating digital and technological transformation, by working with Australia to undertake the Civil Service Modernisation Study.

Through a truly collaborative approach, the study has researched and analysed the current state of civil service in ASEAN nations with a view to nurturing future-ready civil services that are effective, efficient, accountable and responsive to the needs of the public.

The study has several parallels with the recent Thodey Review of the Australian Public Service and the Australian Public Service Commission report Delivering for Tomorrow — the APS Workforce Strategy 2025, which sets the direction for the strategic management of Australia's civil service workforce.

These parallels are evident in the study recommendations, which include strengthening citizen-centric engagement, making more effective use of data, better representing the population by promoting civil services that are more diverse, developing an Employee Value Proposition, and strengthening leadership development and engagement.

The study builds on the knowledge already embedded in ASEAN civil services, having brought together ASEAN leaders to exchange their experience. I acknowledge that moving from analysis to implementation of these findings will be complex and challenging. Nevertheless, the path ahead will be made easier with ASEAN's commendable commitment and collaboration. Australia is committed to continuing this partnership as we confront similar challenges in progressing our shared interest in modernising our civil services.

It has been a pleasure for the Australian Public Service Commission to support the Civil Service Modernisation Study. I look forward to building on the study findings and working closely with ASEAN in achieving our shared objectives.

Peter Woolcott AO

ACKNOWLEDGEMENTS

The Study on Civil Service Modernisation in ASEAN: Towards a Future-Ready Civil Service is part of the ASEAN Plus Three Cooperation on Civil Service Matters (ACCSM) Work Plan 2021-2025. Initiated and coordinated by the ASEAN Secretariat, with the support of the Australian Public Service Commission Australia, the Study was a result of close consultations with the civil service agencies of ASEAN Member States and selected ASEAN entities from October 2020 - March 2021.

The Study presents the challenges and priorities for ASEAN civil service modernisation, and details recommendations to address the identified priority areas.

It aims to inspire ASEAN Member States in considering regional actions to implement the ASEAN Declaration on Promotion of Good Governance and Acceleration of an Agile Civil Service in a Digital Economy.

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

- To the ACCSM focal points, from the civil service agencies of AMS for your invaluable time and efforts to provide data and information, share insights, review and provide constructive feedback to the Study Report;

- To the Australian Public Service Commission under the leadership of H.E. Peter Woolcott, Australian Public Service Commissioner, together with his team, Mr. Mark Colwell, Director of International Department; and Dr. Jillian Prideaux, Director of Conditions Policy Workplace Relations Department, for their unwavering support through the development process and feedback to the draft Study Report;

- To the ASEAN Secretariat under the leadership of H.E. Kung Phoak, Deputy Secretary-General for ASEAN Socio-Cultural Community including Director Rodora T. Babaran of the Human Development Directorate, Labour and Civil Service Division led by Ms. Mega Irena (Head and Assistant Director) and her team members, in particular Mr. Carl Rookie O. Daquio, Ms. Madyah Rahmi Lukri, Mr. Alvin Pahlevi, and Ms. Felicia Clarissa for the coordination, facilitation of consultations, stakeholder participation, and substantive inputs to the draft Study Report; and

- Finally, to the regional consultants of KPMG Australia, Ms. Kathy Hilyard and Mr. Tony Hof, and their team members, Ms. Wendy Emerton, Ms. Sarah Newport, Ms. Ellie Bambrick, and Dr. Katherine Bassett. This Study Report would not have been possible without their expertise and support.

TABLE OF CONTENTS

Foreword by Chair of the 20th ASEAN Cooperation on Civil Service Matters ..... **iii**

Foreword by Secretary-General of ASEAN ..... **iv**

Foreword by Australian Public Service Commissioner ..... **v**

Acknowledgements ..... **vi**

Abbreviations & Glossary ..... **viii**

Executive Summary ..... **x**

Part 1: The Current State of the ASEAN Civil Service **1**

Chapter 1: Overview of the Study 3

Chapter 2: Challenges Faced by ASEAN Civil Service 8

Part 2: Towards a Future-Ready ASEAN Civil Service **29**

Chapter 3: Priorities and Recommendations for Modernisation 31

Part 3: ASEAN Member State Country Profiles: Current State of the Civil Service **41**

Brunei Darussalam 43

The Kingdom of Cambodia 48

The Republic of Indonesia 54

The Lao People's Democratic Republic 60

Malaysia 64

The Republic of the Union of Myanmar 68

The Republic of the Philippines 74

The Republic of Singapore 82

The Kingdom of Thailand 90

The Socialist Republic of Viet Nam 95

Appendix A: Civil Service Modernisation in ASEAN Literature Review **101**

Literature Review 103

Appendix B: Research Questions **145**

Research Questions 147

Appendix C: Contributors to the ASEAN Civil Service Modernisation Study **153**

Contributors to the ASEAN Civil Service Modernisation Study 155

ABBREVIATIONS & GLOSSARY

ACCSM	The ASEAN Cooperation on Civil Service Matters is a platform for exchange of information, innovations and best practices in public service management in ASEAN. The ACCSM also promotes effective cooperation and mutual assistance in, among others, capacity building, that supports the narrowing of development gaps among ASEAN Member States.
ASEAN	The Association of Southeast Asian Nations is a regional grouping that promotes economic, political, and security cooperation among its 10 members.
ASEAN Member States	The 10 Member States of ASEAN are: Brunei Darussalam, the Kingdom of Cambodia, the Republic of Indonesia, the Lao People's Democratic Republic, Malaysia, the Republic of the Union of Myanmar, the Republic of the Philippines, the Republic of Singapore, the Kingdom of Thailand, and the Socialist Republic of Viet Nam.
Australian Public Service Commission	The Australian Public Service Commission is the agency responsible for positioning the Australian Public Service workforce for the future to ensure it meets the demands and expectations of citizens and the government.
Citizen-centric	Designing government services and interactions around the citizen to ensure that they are user-friendly and align to the needs of the citizens.
Civil Service	The permanent professional branch of a state's administration, excluding military, judicial and political positions.
Decentralisation	The transfer of control of an activity or organisation to several local offices or authorities rather than one.
Deconcentration	See *decentralisation*.
Digital Government	The use of digital technologies, as an integrated part of governments' modernisation strategies, to create public value.
Digital Identity	An electronic representation of an entity which enables that entity to be sufficiently distinguished when interacting online. A Digital Identity may include attributes and assertions which are bound to a credential. A Digital Identity can be used by individuals to access online services.
Digital literacy	Having the skills to live, learn, and work in a society where communication and access to information is through digital technologies such as internet platforms, social media, and mobile devices.

Digital transformation	The adoption of digital technology to transform services or businesses through replacing non-digital or manual processes with digital processes or upgrading outdated technology with newer digital technology.
Digitalisation	The process of leveraging digitisation to improve business processes.
Digitisation	The conversion of text, pictures, or sound into a digital form that can be processed by a computer.
E-government	The use of Information Communication Technologies and the Internet to achieve better governance.
ICT	Information Communication Technology (or technologies) is the infrastructure and components that enable modern computing.
Industry 4.0	The Fourth Industrial Revolution, Industry 4.0, is the ongoing automation of traditional manufacturing and industrial practices, using modern smart technology.
Modernisation	The process of adapting to contemporary needs or habits.
Soft skills	Personal attributes that enable someone to interact effectively and harmoniously with other people.
Technology penetration	The rate at which technical and digital innovation becomes adopted into the everyday life of citizens within a country.

EXECUTIVE SUMMARY

INTRODUCTION

The ASEAN Cooperation on Civil Service Matters (ACCSM) invited the Australian Government to assist with the development of a study on civil service modernisation within and across ASEAN Member States (the Study). This is the Final Review Report (the Report) of the Study and presents the challenges and priorities for ASEAN civil service modernisation, and details recommendations to address the identified priority areas.

ACCSM has been transformative in its efforts to support a high performing, dynamic, and citizen-centric civil service for the people of ASEAN. The Report will contribute to ASEAN's strategic goal of achieving a future-ready civil service that is effective, efficient, accountable and responsive to their citizens through the ACCSM Forward Workplan.

The Report includes:

- the modernisation challenges that are evident across ASEAN civil service – see **Chapter 2**.
- the priority focus areas for modernisation to ensure the ability of ASEAN civil services to address current and emerging challenges – see **Chapter 3**.
- recommendations for civil service modernisation that will deliver effective results in achieving a future-ready ASEAN civil service – see **Chapter 3**.
- a current state summary, prepared with the assistance of each ASEAN Member States and nominated ASEAN regional bodies, of the civil service across ASEAN and the contemporary challenges faced by them – see **Part 3**.
- a detailed literature review to consider the evidence and emerging practice on modernisation to inform the recommendations – see **Appendix A**.

METHODOLOGY

This Study commenced in late July 2020 and was funded and undertaken by the Australian Government through the Department of Foreign Affairs and Trade and the APSC, and is supported by KPMG Australia. This Study was comprised of four phases of work effort to develop the findings and recommendations.

Phase 1 confirmed the scope and methodology of the Study. This was captured in the Inception Report, which was endorsed by the ACCSM on 6 November 2020.

Phase 2 focused on the development of a comprehensive Literature Review to provide an evidence-base of global civil service modernisation practices to support the recommendations of this Study. The Literature Review was reviewed by the APSC and ASEAN Secretariat prior to inclusion in the Final Review Report.

Phase 3 comprised of extensive engagement with ASEAN Member States through the ACCSM Focal Points and regional organisations in ASEAN. Consultation with the ACCSM Focal Points was conducted via a survey (October 2020 – February 2021) and through videoconference consultations (October 2020 – January 2021). The consultant team engaged with ASEAN regional organisations through both survey and videoconference consultations throughout February 2021.

Finally, **Phase 4** collated all the inputs of the Study into the Final Review Report (this document). This document maps out the current states of the civil service across ASEAN Member States and the main challenges faced by them, examines the priority areas for modernisation to ensure ability of ASEAN civil service in overcoming the challenges, and provides recommendations for civil service modernisation that will deliver effective results in achieving a future-ready ASEAN civil service. The draft Final Review Report was validated during a workshop with ACCSM Focal Points, ASEAN Secretariat, the APSC, and KPMG Australia on 9 April, and through subsequent email consultations.

FINDINGS AND RECOMMENDATIONS

The findings and recommendations of this Study have been developed from the insights provided by the ACCSM Focal Points through surveys and videoconference consultations, the Literature Review, and through desktop research that contributed to the Country Profiles.

CHALLENGES

This Study established that all ASEAN Member States were experiencing the challenges identified. The extent to which these challenges were evident depended on the progress of modernisation each civil service had made in the past 10 years. Notably, the impact of the COVID-19 pandemic and need to rapidly change the way the civil service operated meant the implementation of many modernisation strategies and activities was accelerated in each ASEAN Member States. Since all ASEAN Member States are experiencing the same challenges related to civil service modernisation, the priorities and recommendations put forward by this Study have been developed with this in mind.

PRIORITIES AND RECOMMENDATION

This Study identified seven priority areas for ASEAN civil service, based on the collective challenges faced by all ASEAN Member States. Each of these priority areas are cross-cutting through the challenges identified, and have been crafted so a focus on only a selection of priorities will still support modernisation initiatives across the range of challenge areas.

ASEAN civil service priorities
ASEAN civil service becomes the employer of choice for talented individuals by providing ongoing professional and personal development opportunities through formal and informal learning; motivating employees through clear purpose; competitive salaries and benefits where possible and clear pathways for career progression.
ASEAN civil service is representative of the diversity of the ASEAN population at all levels of the workforce, including executive leadership, and in their engagement with citizens.
ASEAN civil service is able to collect, manage, use and share data effectively and appropriately for the benefit of their citizens.
ASEAN citizens are able to trust that when they engage with the civil service on any matter, their input will be well-considered, handled through appropriate channels, and anonymous (if necessary).
ASEAN civil servants are appropriately skilled and empowered to engage with citizens to design policies, programmes, and services, including those delivered through digital platforms.
Early identification and tailored development of the civil service leadership pipeline creates a future-ready mindset within the civil service and embeds leadership skills at all levels.
ASEAN civil service is future-focused through having a talented and diverse leadership cadre that possess contemporary leadership skills, experience, and strengths.

The recommendations against each priority area, detailed in **Chapter 3**, have been developed with the understanding that each ASEAN Member States is progressing their modernisation journey in different ways. Accordingly, some ASEAN Member States may have already implemented some recommendations that are presented in this report as part of their civil service modernisation activities. If this is the case, it is intended that this Study will not only validate the steps taken to modernisation to date, but also provide implementable next steps to support further progression.

PART 1

The Current State of the ASEAN Civil Service

CHAPTER 1

Overview of the Study

ASEAN is made up of 10 Member States: Brunei Darussalam, the Kingdom of Cambodia, the Republic of Indonesia, the Lao People's Democratic Republic (PDR), Malaysia, the Republic of the Union of Myanmar, the Republic of the Philippines, the Republic of Singapore, the Kingdom of Thailand, and Socialist Republic of Viet Nam. The ASEAN Member States are recognised for their regional cooperation, shared aims and recent rapid economic growth. This group has been key in Asian economic integration and developing a forum of stability and neutrality to address shared challenges[1]. Addressing these challenges effectively and equally can be impacted by differences, such as socioeconomic development, geography, culture, history, and political and institutional architecture, within the ASEAN Member States and across the ASEAN region. Accordingly, each ASEAN Member States delivers public services to citizens differently and is coordinated through different government processes, depending on their respective capacities and level of development[2].

The significance of the civil service as the backbone of good governance, development, and cooperation in the region has been recognised by the ASEAN Member States through the *ASEAN Declaration on the Role of the Civil Service as a Catalyst for Achieving the ASEAN Community Vision 2025*[3]. Through this declaration, ASEAN Member States made a commitment to their civil services to develop and implement capacity-building programmes, share best practices, raise professional standards and capability, embrace citizen-centricity and innovation, and increase collaboration.

ACCSM is a platform for the ASEAN Member States to exchange information, innovations, and best practices in public service management across ASEAN and supports the narrowing of development gaps among ASEAN Member States[4]. The Fourth Industrial Revolution (Industry 4.0) is enhancing digital innovations, technologies and connections at an exponential pace, and is transforming systems of production, management, and governance globally[5]. The speed, depth and breadth of the changes brought about by Industry 4.0 has the potential to increase inequality between those who are able to keep pace with digitalisation and innovation and those who are unable to afford or access the digital world[6]. The Assessment on *ASEAN Readiness for Industry 4.0*, conducted by the ASEAN Secretariat in 2018, indicated that there were inconsistent levels of readiness among ASEAN Member States to embrace the opportunities that are presented by the Industry 4.0[7].

---

1 'What is ASEAN?', Council on Foreign Relations, https://www.cfr.org/backgrounder/what-asean
2 *ASEAN Public Service Delivery Guidelines*, October 2020
3 *ASEAN Declaration on the Role of the Civil Service as a Catalyst for Achieving the ASEAN Community Vision 2025*, Declaration on https://asean.org/wp-content/uploads/2017/04/img-429180922.pdf
4 Association of South East Asian Nations, https://asean.org/asean-socio-cultural/asean-cooperation-civil-service-matter-accsm/httpasean-orgstatic_postasean-cooperation-on-civil-service-matters-accsm-overview/
5 'The Fourth Industrial Revolution: what it means, how to respond', World Economic Forum, https://www.weforum.org/agenda/2016/01/the-fourth-industrial-revolution-what-it-means-and-how-to-respond/https://www.weforum.org/agenda/2016/01/the-fourth-industrial-revolution-what-it-means-and-how-to-respond/
6 Ibid.
7 *Assessment on ASEAN Readiness for Industry 4.0*, https://www.eria.org/uploads/media/ERIA-Books-2018-Industry4.0-Circular_Economy.pdf

BACKGROUND

Each ASEAN Member States delivers public services to citizens differently and is coordinated through different government processes, depending on their respective capacities and level of development[8]. The significance of the civil service as the backbone of good governance, development, and cooperation in the region has been recognised by the ASEAN Member States through the *ASEAN Declaration on the Role of the Civil Service as a Catalyst for Achieving the ASEAN Community Vision 2025*. Through this declaration, ASEAN Member States made a commitment to their civil services to develop and implement capacity-building programmes, share best practices, raise professional standards and capability, embrace citizen-centricity and innovation, and increase collaboration.

The ACCSM is a platform for the ASEAN Member States to exchange information, innovations, and best practices in public service management across ASEAN and supports the narrowing of development gaps among ASEAN Member States[9].

PURPOSE OF THE STUDY

The purpose of the Study is to understand the context of ASEAN civil service and to make recommendations on priorities for modernisation. This Study will contribute to ASEAN's strategic goal of achieving a future-ready civil service that is effective, efficient, accountable and responsive to the public through the ACCSM Workplan (2021-2025). By building on five key challenges that have been identified previously by the ACCSM, this study has considered civil service modernisation in ASEAN within five key challenge areas:

- **Capability and capacity** – human resource and talent management, inadequate capacity and capability, resource constraints, and efficient use of human and fiscal resources.
- **Citizen engagement** – transparency and openness, citizen-centric design of government services, and inclusiveness.
- **Digital service delivery** – provision of digital services to the public, digitalisation, and digital government.
- **Effectiveness and collaboration** – effective bureaucracy, cross-agency coordination, and collaboration and joined-up government.
- **Leadership** – leadership, transformative leadership, and civil service leadership and development.

These challenge areas have been investigated as part of this Study through a comprehensive list of Research Questions, which are detailed in **Appendix B**.

METHODOLOGY

This Study commenced in late July 2020 and is funded and undertaken by the Australian Government through the Department of Foreign Affairs and Trade and the APSC, and is supported by KPMG Australia. This Study was comprised of four phases of work effort to develop the findings and recommendations. The final product for this Study is the **Final**

---

8 *ASEAN Public Service Delivery Guidelines*, October 2020.

9 Association of South East Asian Nations, https://asean.org/asean-socio-cultural/asean-cooperation-civil-service-matter-accsm/httpasean-orgstatic_postasean-cooperation-on-civil-service-matters-accsm-overview/

Review Report (this document), which maps out the current states of the civil service across ASEAN Member States and the main challenges faced by them, examines the priority areas for modernisation to ensure ability of ASEAN civil service in overcoming the challenges, and provides recommendations for civil service modernisation that will deliver effective results in achieving a future-ready ASEAN civil service.

Phase 1: Initiation and Inception Report

In this phase, the Review Team worked closely to establish the approach to achieve success in this Study. Firstly, an **Initiation Meeting and Inception Workshop** was held to confirm the purpose of this Study and to agree the scope and methodology. In order to capture these agreements, an **Inception Report** was prepared for endorsement by the ACCSM. The Inception Report contained the following:

- Purpose and Scope of the Study;
- Approach and Methodology to the Study;
- Principles for the development of Study recommendations;
- Proposed Research Questions for the Study; and
- Preliminary Country Profiles.

The Inception Report was endorsed by the ACCSM on 6 November 2020, following comprehensive email consultation with each ACCSM Focal Point throughout September and October 2020.

Phase 2: Literature Review

Following endorsement of the Inception Report, a comprehensive **Literature Review** was developed on civil service modernisation, both within ASEAN Member States and globally. The Literature Review was reviewed by the ASEAN Secretariat and the APSC, and provides an evidence-base for developing the Study recommendations that are practical, pragmatic, and implementable.

Phase 3: Engagement with ASEAN Member States

Engagement and Consultation

While the Literature Review was under development during Phase 2, the consultant team commenced **engagement with the ACCSM Focal Points for each ASEAN Member States**. The ACCSM Focal Points were key to providing the necessary information and insights into this Study and were engaged in the following two ways:

1. ACCSM Focal Points were requested to complete a survey of the research questions for this Study and provide examples of successful civil service modernisation initiatives to be used as case studies for inclusion in this Report. The survey response period was from October 2020 to February 2021.
2. A videoconference consultation was requested of each ACCSM Focal Point to further contribute to the Study. These consultations occurred between October 2020 and January 2021 and allowed more in-depth questions to be asked of each Focal Point building on the research questions. The survey responses and key themes from the consultations were used to develop each Country Profile, which provide a current state view of the ASEAN civil service, the challenges, and the priorities for modernisation.

In order to validate the findings and recommendations, and to gather any additional information, ASEAN regional bodies were also consulted via videoconference and survey during February 2021. A full list of all parties that contributed to this Study is provided in **Appendix C**.

Phase 4: Final Report

This phase focused on collating all the inputs to this Study to detail the challenges faced by the ASEAN civil service, the priorities for modernisation in ASEAN civil service, and pragmatic, practical, and implementable recommendations.

Validation of Findings

In order to validate the findings and recommendations of this Study, this Report was tabled in brief at the ACCSM Senior Officials Meeting on 8 April 2021. Following this a workshop was held on 9 April 2021 with the ASEAN Secretariat, ACCSM Focal Points, the APSC, and KPMG Australia in attendance. This workshop was further supported by subsequent email consultations with each ACCSM Focal Point.

STUDY ON CIVIL SERVICE MODERNISATION IN ASEAN METHODOLOGY

Phase 1 Initiation and Inception Report	Phase 2 Literature Review	Phase 3 Engagement with ASEAN Member States	Phase 4 Final Report
This phase established the approach to achieve success in this Study through the following activities: • Initiation meeting with ASEC, APSC and the consultant team • Inception Workshop with ASEC, APSC and the consultant team • Development of the Draft Inception Report, including preliminary Country Profiles • ACCSM endorsement of the Inception Report	Following ACCSM endorsement of the Inception Report, the consultant team developed a comprehensive Literature Review, which investigated the five areas of this Study in academic and grey literature, and publicly available reports. The Literature Review has provided a strong evidence base for Study resommendations.	Following ACCSM endorsement of the Inception Report, the consultant team engaged with ASEAN Member States ACCSM Focal Points through videoconference consultations and a survey. The information provided supported development of comprehensive Country Profiles. The Country Profiles have provided a detailed understanding of the challenges of ASEAN civil service and priorities for modernisation.	This phase focused on developing the Final Report for this Study through the following activities: • Finalisation of Country Profiles • Consolidation of ASEAN civil service challenges • Identification of priorities for civil service modernisation • Development of practical and implementable recommendations • Presentation of the draft Final Report to ACCSM
Phase Output : ACCSM-endorsed Inception Report	**Phase Output : Literature Review on Civil Service Modernisation**	**Phase Output : Country Profiles for each ASEAN Member States civil service**	**Final Product : Final Report on ASEAN Civil Service Modernisation**
Ongoing engagement with ASEAN Secretariat, the Australian Public Service Commission and the consultant team			

PRINCIPLES

The principles for this Study have guided the gathering of evidence to support development of recommendations that are owned by the ACCSM and ASEAN Member States.

Study Principles	
Principle	**Explanation**
Contextual insights inform recommendations	It is important to acknowledge that each ASEAN Member States is unique. Best practice is only successful when it can be tailored to the individwaual contexts for each nation's civil service. The insights gained from targeted research and consultation will drive findings and will be supplemented with better practice, where required.
Collaboration supports ownership of Study outputs	Opportunities to design and develop key guiding inputs across all Study parties will be prioritised. Comprehensive communication between parties will support the delivery of key documents, including the Final Review Report.
Study momentum will be supported through evidence-informed decision making	Key decision points will be supported by Study findings to date, as well as advice and guidance from relevant stakeholders.
Recommendations are pragmatic, practical, and implementable	Recommendations are tailored to the context of the civil service in each ASEAN Member States.

CHAPTER 2

Challenges Faced by ASEAN Civil Service

This chapter looks at the five challenge areas faced by ASEAN civil service. These challenge areas have been developed from the Country Profiles (see Appendix B) and relevant information from the Literature Review. Although these challenge areas have been grouped by theme, it is important to consider them in the context of each ASEAN Member States and how they can best be addressed at the country-level, as well as at the regional-level.

Overall, this Study established that all ASEAN Member States are progressing their civil service modernisation agendas despite the realities of conducting civil service business during a pandemic. Indeed, the requirements for civil servants to work from home and for citizens to access public services from home have increased the uptake of many modernisation activities through necessity, such as updating decision-making processes to allow for digital signatures (for example, in the Republic of Indonesia), and delivering civil service training online.

> *"There will be improved options for the delivery of national level training and also be increased utilisation of online courses to enable rapid and cost-effective roll-out of training that can be managed locally and integrated into the working day."*
>
> **Civil Service Modernisation in ASEAN Study Survey Response, Myanmar, December 2020**

An overarching challenge for most ASEAN Member States to modernising their civil service in a pandemic has been overcoming the unavailability of digital infrastructure and the low digital literacy of their citizens, particularly in regional and remote areas. While these factors are not easily overcome, there are opportunities for investment in infrastructure and digital learning for citizens that are outside the scope of this Study. It was noted in consultations and in survey responses that it is also civil servants who lack the digital skills to keep up with civil service modernisation. In response to a similar challenge, the United Kingdom public service established a Government Digital Service Academy in 2014 to provide free, easily accessible courses and training sessions to public servants.

It was recognised by all ASEAN Member States that leadership and the promotion of modernisation agendas by leaders was a key element to the success of civil service modernisation. All ASEAN Member States indicated that they have well-established leadership cadres that have extensive civil service knowledge. It was noted that continued modernisation success is dependent on ensuring a leadership pipeline from a pool of promising junior and managerial civil servants. In order to address the concern, Brunei Darussalam, for example, has established a Civil Service Leadership Pipeline.

"Apart from cultivating the competencies and skills for modernization, The Civil Service Leadership Pipeline (CSLP) is also part of the talent management strategies to identify, support and retain talented civil servants. These pools of potential are nurtured and equipped with managing tools and will become acquainted with other potential leaders to enhance peer learning and promote leader's dialogue bridge whilst establishing a leader's performance driven culture across the Civil Service."

Civil Service Modernisation in ASEAN Study Survey Response, Brunei Darussalam, January 2021

For ASEAN Member States that are experiencing challenges in identifying the capability and capacity of their workforce and therefore challenges in identifying future leaders, there are strategies that can be implemented to understand the skills required of these future civil service leaders so that place training can be developed to addresses the identified skill gaps.

Through consultations and survey responses, it was clear ASEAN Member States understood that trust between government and its citizens was a critical factor for effective collaboration between civil service agencies. However, many ACCSM Focal Points acknowledged that their civil service does not have the right mechanisms to facilitate open and two-way communication, both between the civil service and citizens, and between civil service agencies. The literature indicates that these communication channels must be tailored to the intended outcome and to their users to achieve higher levels of engagement and collaboration. This is particularly true in times of crisis, such as the current pandemic, where trust in government is can easily be undermined governments must work harder to provide their citizens with opportunities to engage and communicate. In Singapore, for example, online COVID-19 resources were translated into multiple languages at the beginning of the pandemic to address language barriers that parts of Singapore's population face when they access digital services.

While most ASEAN Member States did not indicate current decision-making and bureaucratic processes were barriers to their civil service modernisation, the inputs received as part of this Study suggested that there are efficiencies to be gained in delegating certain types of decisions to more junior leaders and managers. Successful modernisation requires a breadth of decisions to be made, not all of which are high risk or strategic enough for leaders to focus their valuable time on. This means future-ready leaders are those that can delegate responsibility of decisions to well-trained, trusted civil servants.

"Modernisation… is transforming the bureaucracy into smart organizations operated by future-ready leaders and workforce. Future-ready leaders and workforce means that they are citizen-centric, techno-savvy, connected, collaborative, culturally intelligent, and creative and innovative."

Civil Service Modernisation in ASEAN Study Survey Response, the Philippines, December 2020

Reducing red tape through de-escalating decisions means citizens and businesses can experience shorter wait times when interacting with government, and it empowers civil servants to continue doing the work of government for citizens. Strong leadership that provides clear and actionable direction is still important and is a critical component of ensuring successful modernisation.

The challenges that have been identified as part of this Study were evident in all ASEAN Member States to differing degrees. Detail on these challenges has been provided below, grouped by the challenge areas investigated by this Study.

CAPABILITY AND CAPACITY

This challenge area discusses human resource and talent management, inadequate capacity and capability, resource constraints, and the efficient use of human and fiscal resources within ASEAN civil service.

Where there is limited or unavailable analysis on whole-of-civil service workforce requirements, it can be more challenging to search for, attract, and recruit critical capabilities at scale.

Attracting, onboarding, and retaining staff with the right mix of skills, experience and education for civil service roles is critical to drive modernisation. As many governments are also seeking to downsize their civil service, it can be challenging to ensure that the civil service is able to achieve the right balance of a skilled, but smaller, workforce that is capable of operating in an increasingly complex environment. A civil service lacking a strong baseline in ICT skills can expect that the advantages of digital government will take longer to be realised and limit the productivity and innovation present. ICT skills and general attributes that are required in the civil service to support modernisation are similarly desired in the private sector and, in many cases, the civil service is unable to compete with the remuneration, prestige and benefits that are available. In other cases, recruitment processes do not easily allow for mid- or later-career professionals to be hired into civil service management or leadership roles. This limits the breadth of experience and skills that the civil service can draw upon when designing and delivering services, particularly when these are needed on a long-term basis and so cannot be sourced from consultancies or short-term arrangements.

Case Study
National Civil Service Recruitment System, the Republic of Indonesia

In 2013, Indonesia's civil service introduced a new, computer-based civil service entrance exam to minimise the chance of cheating, collusion and nepotism in recruitment. After some initial resistance in the transition from paper-based to computer-based exams, in 2014, the Computer Assisted Test (CAT) was rolled out for the recruitment of all new civil servants. Candidates are now given a randomised set of questions to answer and immediately received their final grade, where previously they waited months for results. The new system uses 60-70 per cent less money to administer than the paper-based test, and it is hoped that it will lead to a better qualified civil service. While the government is yet to conduct an official evaluation of the CAT system, it received international recognition for being the ASEAN public sector organisation of the year in 2014 and was commended by the World Bank for the impact it had on improving transparency and accountability in the civil service.

Civil Service Modernisation in ASEAN Study Survey Response, Indonesia, January 2021

Literature Review Case Study
Public Service Commission Scholarship, the Republic of Singapore

The Singapore Government awards Public Service Commission (PSC) Scholarships to outstanding young men and women who are committed to serving Singapore through a career in the Public Service. To develop talent with diverse disciplines, different experiences and broader networks, PSC Scholarship holders study a wide range of courses at established local and overseas universities.

Upon graduation, scholarship holders who performed well during their studies are placed on the Public Service Leadership Programme (PSLP) and deployed to specific agencies based on the suitability of the individual for the position. The PSLP provides personal and professional developmental opportunities, and the opportunity to explore both generalist and specialist pathways through different postings.

Poocharoen, Ora-Orn & Lee, Celia. (2013). Talent Management in The Public Sector: A Comparative Study Of Singapore, Malaysia, and Thailand. Public Management Review. Vol 15. and 'Public Service Commission (PSC) Scholarship', https://www.psc.gov.sg/scholarships/public-sector-scholarships/browse-by-scholarship/public-service-commission-psc-scholarship-psc

There are currently funding challenges for the design and delivery of learning and development programmes to ensure that employees have the capabilities for a modern civil service.

Upskilling civil servants regularly and facilitating a culture of lifelong learning is necessary for maintaining a high performing and future-ready civil service. Recognising that learning and development carries a large financial investment by the government, it is necessary that it is assessed, evaluated and monitored to ensure it is delivering the desired outcomes. Some learning and development initiatives and training packages will be less effective or relevant than others, and being aware of this allows governments to target funding for best outcomes and efficiently use fiscal resources[10]. It is also challenging to assess where skill gaps exist within the civil service and prioritise certain areas of skill development. There may also be examples where civil servants cannot access the training that they require to perform their job successfully due to lack of funding or limited offerings, or they may feel unsupported by their superiors to take up opportunities to develop their skills. Having a senior leadership team that is committed and driven to improve the capability and capacity of civil servants is essential in producing a highly skilled civil service and driving a lifelong learning culture, as well as demonstrating to civil servants that learning is a critical part of their role.

[10] Civil Service Modernisation in ASEAN Survey Response, ASEAN Trade Union Council, 19 March 2021.

Literature Review Case Study
The Korean Government Training System, Republic of Korea

The Korean civil service has identified the skills that are required to support its role and mandates a certain amount of annual training and development for all its staff, from those in Grade 9 (the lowest level) all the way to those in Grade 1 (the highest ranked employees). The training requirements are split between workplace and personal development courses, in recognition of the diverse range of skills required to succeed in an increasingly complex public sector. This system was borne of reforms in 2004 that sought to innovate and upskill the civil service. The taskforce that led these reforms recognised the financial constraints and resistance to training by staff and managers and advocated for a substantial financial commitment from government and a prolonged and persistent engagement with staff to change perceptions around training.

Developing a learning culture in the civil service required support and commitment at all levels of government to implement. Capacity building was imbedded into individual, organisational and systemic practices through consultations with staff to highlight the importance of training, engagement with managers to recognise training as an investment rather than a cost, and changes to funding arrangements that improved accessibility of training. There is still a substantial discrepancy between the funding provided for training by the public and private sectors in Korea, with private sector employees often able to access more development opportunities than their public counterparts. This limits the capacity for the government to remain innovative and modern, and attract and retain talented employees.

Kim, P. S. (2016). Chapter 6: Innovating Training and Development in Government: The Case of South Korea in Sharpening the Sword of State

There are currently challenges in the ASEAN civil service to attract and retain a diverse range of employees. In particular, some methods of recruitment, such as examinations, can be barriers to minority groups, women, people with disabilities, and elderly citizens entering or re-entering the workforce.

While many countries are employing an increasing number of women in the civil service, there are delays in including those who are older, who have disabilities or who are from minority groups. In many cases, this stems from difficultly in attracting a diverse range of candidates, particularly where exam conditions and the workplace environment are not accessible to all[11]. The competitive and formal nature of entrance exams may mean that some skilled and capable individuals do not score high enough to secure a position in the civil service. Indeed, individuals who have strong public service motivation are less likely to pass competitive civil service entrance exams. Inflexibility in recruiting practices can filter out diverse candidates and thus does not allow for realisation of the benefits that diversity can bring. There are also challenges in providing the right support to people once they are within the civil service, including provision of assistive technologies for people with disabilities, and learning and development opportunities that are relevant and specific for each group. This can impact retention rates of staff and minimise the attractiveness of the civil service to future candidates who believe that they will not be supported in their role.

[11] Civil Service Modernisation in ASEAN Consultation Response, United Cities and Local Government Asia-Pacific Secretariat, 12 March 2021.

Where there is limited or unavailable analysis on whole-of-civil service workforce requirements, it can be more challenging to search for, attract, and recruit critical capabilities at scale.

It can be challenging to assess workforce requirements and identify current and emerging skill shortages across the civil service, particularly where there is limited workforce data. When assessing workforce requirements, there must be consideration of the capacity of the current workforce to deliver civil service objectives, understanding of the current characteristics, skills and knowledge present in the workforce, and collection and analysis of workforce data to project future needs. Addressing inadequate capacity and capability through recruiting and upskilling is only possible when there is clarity around the composition of the current workforce.

Literature Case Study
Success Profiles, United Kingdom

In 2013, the civil service in the United Kingdom used a competency framework to provide a consistent approach to recruiting employees with the skills required. The Competency Framework identifies the skills, knowledge, and behaviours that lead to successful performance and breaks down how these can be demonstrated at each grade. By doing this, the Competency Framework uses past behaviours to predict future behaviour, as they are relevant to particular job areas.

The limitation of the Competency Framework is the focus on 'snapshots' of behaviours in specific circumstances, rather than the whole person. To overcome this limitation, in 2018 the United Kingdom civil service introduced 'Success Profiles' to provide a more flexible approach to recruitment. This model builds on the Competency Framework but draws on a wider range of inputs to present a more inclusive and accurate approach to assessment and recruitment. Success Profiles capture five elements of an individual:

- **Behaviours** – the actions and activities that people do which result in effective performance in a job.
- **Strengths** – the things we do regularly, do well and that motivate us.
- **Ability** – the aptitude or potential to perform to the required standard.
- **Experience** – the knowledge or mastery of an activity or subject gained through involvement in or exposure to it.
- **Technical Skills** – the demonstration of specific professional skills, knowledge, or qualifications.

These five areas allow the candidate to demonstrate their suitability for a specific role, as well as allowing recruitment and resource managers to tailor the criteria for a particular job. This assessment process means all civil service applicants are assessed against the same criteria and that all government recruitment uses the same measures.

Mcneil, Rupert, 2018. 'A New Approach to Recruitment and Promotion in the Civil Service', https://quarterly.blog.gov.uk/2018/07/03/a-new-approach-to-recruitment-and-promotion-in-the-civil-service/

CITIZEN ENGAGEMENT

This challenge area discusses transparency and openness, citizen-centric design of government services, and inclusiveness within ASEAN civil service.

There are challenges in building trust with citizens where there has historically been low levels of trust in government and where there low awareness of the purpose of engaging with government.

Citizens may have numerous reservations about engaging with the government and it can be a long process to facilitate trust with citizens and encourage their participation. There may be fear of retribution for voicing their opinion, scepticism that their feedback and opinions will be actioned or incorporated, or a perceived inaccessibility of government, all of which present a barrier to engaging a diverse range of the population in the policy process. Finding ways of building trust with citizens and valuing their inputs and expertise requires a culture shift within the civil service and a prolonged commitment by the government. A positive civil service mindset towards citizen engagement is a critical element in fostering trust and encouraging participation, but there must also be civil servants possessing the soft skills that facilitate constructive citizen engagement.

Case Study
Public Perception of Government Services, the Republic of the Union of Myanmar

The Public Perception Survey of Government Services was commissioned by the UCSB in 2019 to discover how citizens view and experience government services. It is planned to take place every two years and survey a representative sample of the population to enable evidence-based policy making and assist the UCSB in assessing the effectiveness of civil service reforms. Utilising a Computer Assisted Personal Interviewing system analysed by the Central Statistical Organisation (CSO), the survey asks a wide range of questions on general experience with services and perceptions of corruption in the government, and also has questions relating to ethics, meritocracy and equal opportunities within the civil service. Initial data from the 2019 study has provided quantitative and qualitative findings on the obstacles faced by women in gaining equal access to leadership roles and provided an initial benchmark of citizen perceptions to measure against in future.

Civil Service Modernisation in ASEAN Study Survey Response, Myanmar, December 2020

Multiple methods to address the challenge of building civil service trust are available for adoption and/or adaptation by civil service, noting that a commitment to fairness is fundamental for broader social cohesion and is a characteristic of all successful methods. A summary of these methods, provided by the OECD and World Bank, is in the Literature Review. A key point is that civil services should also aim to engage with the population and address misinformation by proactively releasing timely information in disaggregated, user-friendly and open source formats when developing policies, strategies and key communications.

Case Study
Building Trust in Government through Improvements in Tax Systems

The World Bank's research on innovations in tax compliance has identified four key drivers of trust in tax systems to shape tax reforms as an enabler of trust in government:

- Tax systems are fairly and competently designed and administered;
- Burdens are equitably distributed, and everyone pays their share;
- Tax revenues are translated into reciprocal publicly provided goods and services; and
- Governments administering those tax systems are accountable to taxpayers.

These four drivers allow citizens to not only interact directly with government but to also see the outcomes of their engagement through everyday goods and services provided by the government.

Building Trust in Government Through Citizen Engagement, World Bank Group, 2005

A challenge for designing citizen-centric services is cultivating civil service mindsets and skillsets to effectively engage with citizens.

Many government services are designed with citizens in mind, but without involving them in the design process. Co-designing of public services allows the civil service to draw on the expertise and experiences of citizens and design a final product that fulfils the requirements of its users. It can also build trust and connectedness between citizens and the civil service and facilitate further occurrences of citizen engagement. Civil servants are not always aware of the benefits that collaboration with citizens can bring to policy and programme design; service delivery costs can be reduced by 15 to 25 per cent when a citizen-centric design approach is taken (see Literature Review for further detail). Despite this, many civil services only undertake piecemeal engagement with citizens because they lack the awareness or skills they require to successfully collaborate with citizens. Increased representation of women and culturally and linguistically diverse people within the civil service can also create greater willingness for collaboration with citizens, but there are also challenges associated with recruiting and retaining these groups.

There have been recent shifts towards developing more citizen-centric policies and programmes, there can be challenges associated with cultivating cultures in civil service agencies that facilitate meaningful engagement with the population to co-design public services.

Conducting citizen engagement in a meaningful and conducive way is a skill that can be developed with the right training and learning opportunities. Building rapport and creating a safe and inviting environment when engaging with citizens encourages their participation and comfort in the process and ensures best possible outcomes. Civil servants need to be effective listeners, empathetic, accountable and collaborative, and capable of leading and facilitating group discussions. There can be additional challenges in engaging with minority groups, particularly if the civil servants facilitating the citizen engagement lack diversity. Ensuring that civil servants have a diverse mix of skills and backgrounds can encourage participation from minority groups and drive more successful outcomes.

Literature Review Case Study
Future Melbourne 2026, Australia

Future Melbourne 2026 was an initiative co-designed by the Melbourne City Council and its citizens to create a vision and plan for the future of Melbourne. Community members and ambassadors were involved in each step of the design process, ensuring that citizens had their say on matters relating to urban planning and density, digital city, climate change, future economies, and citizens and governance. The community engagement process involved surveys, workshops at local parks, festivals and libraries, citizen juries and an interactive website where community members could submit their ideas. The final plan that was created based on these processes is regularly used to inform city planning and policy design by the Melbourne City Council.

An independent review commended the Future Melbourne 2026 programme for engaging a diverse cross-section of the community and inspiring participation and ownership over the public policy process. The final plan for Future Melbourne 2026 reflected the needs and wants of the Melbourne community, and enriched future policy and programmes to be more citizen centric.

While this process was considered to be an example of best-practice in community engagement, there were lessons learned along the way about the requirement for a longer preparation and planning phase before beginning community engagement, and the need for a strong leadership team to maintain momentum and commitment to the process for the duration of the project.

Designing Effective Public Engagement: The Case Study of Future Melbourne 2026

Engaging citizens in the policy process can be even more challenging for minority groups, those with limited digital access, people with a disability, and young and elderly people to engage with due to unequal national digital penetration and underdeveloped communication channels between civil servants and citizens.

Engaging with historically underrepresented groups may require additional effort and targeted strategies by the government. Finding ways to build trust with these groups and encourage meaningful and repeated engagement with the government is a challenge facing many countries, globally as well as within ASEAN Member States. Diverse representation within the civil service can make minority groups feel more comfortable and motivated to engage with the government and assist in breaking down historic distrust. Approaches to support increasing representation include using minority languages in government communications, where relevant, and having liaison officers for marginalised groups as a clear point of communication between the civil service and the citizen.

As governments shift to increasingly digital modes of operation and engagement, it may become easier to encourage participation and build trust with groups that tend to be less engaged with the government, such as young people, through the use of social media, online surveys and forums. However, the transition to digital government may also contribute to deepening of the digital divide and further isolation of elderly people and those with limited digital literacy or access. Creating the right balance between traditional and digital communication channels gives all citizens the access and opportunity to participate with government.

Case Study
Smart Village, Connected Commune, the Socialist Republic of Viet Nam

The Smart Village, Connected Commune initiative is a community of villages and communes in rural areas using scientific and technological solutions to connect, share, and implement socio-economic strategies in order to improve local socio-economic conditions using digital platforms. The development of digital agriculture strategies helps ethnic minorities and mountainous, remote and isolated areas to improve agricultural and labour productivity, competitiveness and community welfare compared to more favourable regions. It also aims to enhance agriculture and farming practices to be more sustainable and environmentally friendly, and ensure that communities can become more resilient to climate change.

People and co-cooperatives in ethnic minority and mountainous areas have been trained on how to sell their products online, improve their sales skills and how to close applications. They are also being trained on how to pack and preserve agricultural products before sending them to distributors. Best practice for sustainable agriculture and farming is being shared between communities to minimise impacts of droughts, soil erosion and sea-level rise. All levels of government have been working collaboratively with these communities to build, maintain and develop these solutions to improve agricultural efficiency and empower citizens to live a more prosperous life.

Civil Service Modernisation in ASEAN Study Survey Response, Viet Nam, December 2020

DIGITAL SERVICE DELIVERY

This challenge area discusses digitalisation within ASEAN civil service digital government, and provision of digital services to the public.

When transforming and digitalising service delivery, the ASEAN civil service can experience challenges in ensuring that all citizens, civil servants, and civil service leaders have digital access and the digital literacy to engage with digital formats.

When designing digital service delivery to citizens, it is important to ensure that citizens and businesses are involved in the design process from the beginning to ensure policy makers and service designers are aware of the needs of the population, as well as the constraints. These constraints can include the availability of digital and ICT infrastructure and the overall digital literacy of the population. The availability of infrastructure can be a particular challenge for ASEAN civil service to overcome, especially in rural areas of ASEAN Member States. Without appropriate infrastructure, citizen access to digital services is limited. Additionally, due to this lack of digital infrastructure, many citizens in ASEAN Member States may not have the digital literacy to take advantage of public services that commence digital delivery. A key consideration to digital service rollout is to ensure that any training or support to citizens is available to enable uptake of new and improved public services.

Literature Review Case Study
Digitalising the Republic of the Philippines Economy during and after COVID-19

When the COVID-19 pandemic began to restrict mobility of citizens and social distancing requirements came into effect, the Philippine Government had to act quickly to ensure their work and public service delivery continued to support their citizens (70).

Despite having 73 million internet users in 2020, the Republic of the Philippines generally trails behind many of their regional neighbours in internet penetration. This reality, combined with a lack of telecommunications infrastructure and competition, provided a significant challenge for Filipinos to overcome when the pandemic hit.

The Philippine Government recognised that digital technologies were key to addressing the impact of COVID-19 on their nation and facilitated a rapid growth in the use of these systems and processes throughout 2020. For example, digital payment services were required to take the place of the traditional, cash-based economy. The Republic of the Philippines' National Payments System (NPS) plays a key role in promoting financial stability and financial inclusion, and has rapidly evolved over the past year. New legal and regulatory frameworks, payment system infrastructures, payment service providers and products that have been introduced have digitalised the Philippine economy and have provided the momentum for the nation to continue their digital reform agenda.

Republic of the Philippines Digital Economy Report 2020: A Better Normal Under Covid-19 – Digitalising The Philippine Economy Now, The World Bank

When transforming and digitalising service delivery, there are challenges when civil servants do not have the required digital literacy and ICT skills to engage with citizens through digital platforms and leverage technology to perform their job more efficiently and effectively.

Digital literacy and ICT skills are essential capabilities for transforming towards a digital government and improving the outcomes of the civil service. Often, using technology can improve efficiency and productivity of civil servants and allow them to connect and engage with citizens in more effective and meaningful ways. However, ensuring that digital literacy and ICT skills are embedded across the entirety of the civil service can be challenging due to the significant resources required to provide ongoing training and learning for civil servants. There can also be difficulties in attracting, recruiting and retaining civil servants with more advanced digital skills due to strong competition from the private sector.

Literature Review Case Study
Government Digital Service Academy, United Kingdom

The United Kingdom's (UK) Government Digital Service (GDS) Academy launched a training school for public servants in 2014, recognising that the most efficient way to teach civil servants new digital skills is to offer free, easily accessible courses and training sessions.

This training school offers both introductory sessions for those who want to learn the fundamentals of new technologies, and more advanced courses for those civil servants who work with digital day-to-day. As at February 2019, the UK's GDS Academy has trained over 10,000 civil servants.

Government Digital Service Blog, United Kingdom

Literature Review Case Study
Shared Services, Canada

Shared Services Canada (SSC) was established in 2011 to deliver a government-wide modernisation of ICT systems and infrastructure, with a focus on improving reliability, security and accessibility for civil service professionals and citizens interacting with government. The digital transformation included hardware upgrades, transitions to cloud-based data storage, video conferencing capabilities, and more standardised business functions. After completion of the initial process of upgrading ICT infrastructure across the government, the focus of the SSC team, set out in the 2018-2022 Digital Operations Strategic Plan, pivoted to improving service delivery that is tailored to the needs of Canadian citizens and allows them to more readily self-service. Civil service professionals are also consistently receiving better technology that allows them to collaborate more easily across departments, work flexibly, and access consolidated data sets that improve decision making and policy design.

Legacy systems, funding shortfalls and administrative burdens have slowed the digital transformation. Many departments rely on outdated networks and data storage solutions that will require significant costs and effort to transition to the new government-wide enterprise network, and SSC has made limited progress in demonstrating the cost effectiveness of the ICT transformation to departments. According to the Canadian Auditor General, poorly defined expectations and inadequate collaboration with departments has meant that SSC is struggling to reach its transformation targets. Greater attention to building relationships with departments and a more targeted funding model would have improved SSC's capacity to digitally transform the government quickly and effectively.

Shared Services Canada, Canada

There are inconsistencies across the civil service in adopting and effectively using technology and digital services to deliver better programmes for citizens, particularly with respect to emerging cyber risks and the protection of data.

Embracing technology and new ways of working are essential in modernising the civil service, but many civil servants may find it challenging to embrace change or may lack the digital literacy they require to utilise new technologies. Civil servants who are unwilling to embrace technology can minimise the impact of investments made into digital services and halt or hinder the transition towards a digital government. Shifting the mindset around the benefits and applications that technology can offer can enable civil servants to embrace digital service delivery and provide more efficient and effective services for citizens. Taking a siloed approach to digital transformation, rather than a whole-of-government approach, can create redundancies and overlap in technology that makes it difficult for civil servants to effectively and consistently use technology. It is also evident that ASEAN Member States may find it challenging to achieve their digital transformation goals where a siloed approach has led to a mismatch between agencies around the adoption and utilisation of ICT.

Literature Review Case Study
Digital Academy, Canada

In 2018, the Minister of Digital Government of Canada announced the establishment of a new Digital Academy for federal government employees. The Digital Academy was supported by Dalhousie University, who conducted an initial analysis on the training needs within the federal public service. This program is aimed at giving public servants the skills, knowledge and mindset that they need to embrace technology and drive modernisation. The Digital Academy supports public servants to develop their capabilities at whatever level they are at, with a range of courses targeted from the foundation to advanced levels. The Digital Academy covers topics such as data, cyber-security, cloud technology, Agile working and trend analysis. A critical part of this initiative is about changing the mindset of public servants to be more open, agile and user-focused. Courses are delivered in a mix of 'bite-sized' learning modules, structured learning pathways and more formal training options.

Digital Academy, Government of Canada

Digital services are less likely to meet the requirements of citizens and be fit-for-purpose if there is inadequate engagement between the civil service and citizens during the design process.

Designing digital services that are accessible and user-friendly requires additional time and financial investment from the government, but ensures that all citizens, regardless of age or ability, can use government services. Poorly designed online services may be difficult to navigate, inaccessible for those with limited vision or other disabilities, and/or have other limitations that allow for only a small portion of the population to access services. Engaging with citizens during the design process can pre-empt these issues and result in a better final product that is more likely to be used by its target audience. Online services must be designed with consideration for the diversity within the population if the transition to digital government is to be successful and inclusive.

Case Study
Data Governance and Management Policy Framework, Australia

The Australian Capital Territory (ACT) Government has designed and implemented the ACT Data Governance and Management Framework (the Framework) to guide how data is captured, protected, used, and shared. The Framework is available on the ACT Government's website for all citizens to access and read.

The Framework presents 12 steps to improve how data is governed and managed as the ACT public service becomes more citizen-centred and digital:

1. Establish data vision and purpose
2. Understand the ACT policy, legislation and risk context
3. Know data governance and management principles
4. Establish data governance
5. Identify data roles and responsibilities
6. Build a culture that values data as an asset
7. Make data discoverable
8. Make data understood
9. Improve data sharing
10. Ensure quality data
11. Make data safe and secure
12. Measure data capabilities

These 12 steps have been developed to guide all directorates to improve data governance and management practice, and can be implemented in any order to suit the readiness and maturity of each directorate.

Data Governance and Management Policy Framework, Australian Capital Territory Government, August 2020

EFFECTIVENESS AND COLLABORATION

This challenge area discusses joined up government, and effective bureaucracy, cross-agency coordination, and collaboration within the ASEAN civil service.

Agencies have been effective at planning and implementing change activities. As the civil service faces more complex issues, a challenge for the ASEAN civil service is establishing and coordinating cross-agency forums to solve problems in an accountable, transparent, and collaborative manner.

Joined-up government can be an effective approach to solve complex societal problems but is hindered when there are inadequate mechanisms in place to ensure accountability, transparency, sufficient resource allocation, and clear timeframes and responsibilities of each involved party. There must be sustained commitment from senior civil servants to ensure that there is a positive and shared team culture and that staff are aware of their roles and responsibilities

during collaboration with other civil service agencies. Entrenched, siloed cultures and practices within civil service agencies create a barrier to effective cross-agency collaboration and can derail progress if not appropriately managed by the leadership team. While leadership plays the most essential role in facilitating a successful joined-up government approach, civil servants must also possess the right skills and mindset, including openness to collaboration, teamwork, flexibility, and the ability to see broader objectives.

Literature Review Case Study
Natural Resource Management Team, Australia

The Australian Government Natural Resource Management (NRM) Team was responsible for developing a whole-of-government strategy and approach to environmental protection and sustainable agriculture across the country, particularly focusing on preventing, stabilising and reversing dryland salinity and reduced water quality in key catchment areas. The NRM team was a joint initiative of the Department of Environment and Heritage (DEH) and the Department of Agriculture, Fisheries and Forestry (DAFF), in recognition of their shared objective of conservation and sustainable land use.

Taking a joint approach to natural resource management resulted in better strategic outcomes and greater buy-in to NRM programmes by State governments, interest groups and communities. The NRM team presented a single face of government to the community and balanced the requirements of the agriculture sector with the need for environmental protection, allowing both departments to achieve their objectives.

There were significant logistical challenges in administering programmes across two distinct government departments, and there was concern that taking a joint approach would risk neither department reaching their objectives. However, by joining programme delivery, but keeping some parts of policy design separate, both departments were able to retain some ownership of the process and bring their departmental strengths to the process. The shared goal of better resource management united the staff from both departments and broke down any cultural differences between the DEH and DAFF staff, allowing them to achieve a greater level of success than they would have been able to achieve acting as separate departments.

Connecting Government – Jug Responses to Australia's Priority Challenges

Decision-making delegations need to be at the right level to ensure efficient decision making and the removal of red tape.

Placing responsibility and accountability for all decision-making at the senior civil servant level can limit the efficiency of bureaucracy and create excessive red tape. There are many examples where a more junior civil servant could be delegated responsibility for lower risk decision making, freeing up senior civil servants to focus on other matters and reducing time spent waiting for approval and sign off for smaller matters. It can also cause citizens and businesses to endure excessive wait times when interacting with the government. Relinquishing decision-making responsibility to lower levels can be met with resistance from senior leaders who are uncomfortable with remaining accountable for decisions that they are no longer responsible for making. It may also be challenging for ASEAN Member States to reduce excessive or overly

prescriptive bureaucratic procedures within the civil service as government is inherently risk averse and these procedures are often created in response to other organisational problems. This is particularly evident during crises, such as the COVID-19 pandemic, where good intentions and recently introduced regulations to reduce unnecessary red tape may not be strong enough to stand up against a government that is rushing to support citizens[12].

Case Study
Anti-Red Tape Act, the Republic of the Philippines

The Anti-Red Tape Act (ARTA) was introduced in 2007 to improve frontline government services and reduce incidents of corruption. Prior to this, citizens were sometimes unable to receive efficient and timely services from the government and could wait months for service requests to be actioned. Numerous initiatives had been introduced before 2007 that had begun to improve service delivery in the country and laid a solid foundation for ARTA's success. The intention of ARTA was to improve transparency in government processes and reduce red tape to speed up service delivery. ARTA introduced a "maximum processing period of five days for simple transactions and ten days for complex transactions" along with a suite of other requirements that detailed performance expectations, maximum number of signatories on transactions and maximum waiting times for services. Surveys are administered annually to assess each agency's adherence to ARTA requirements and a report card is issued to each agency, with awards offered to agencies that obtained excellent public performance based on the results of the Report Card Survey (ARTA RCS) and passed the two-phase validation process. Results attributable to the RCS are physical improvements, reduced Red Tape and employees' behavioural change. In general, ARTA has promoted transparency and accountability through simplified procedures and streamlined transactions in government agencies. ARTA has been highly successful in improving service delivery efficiency and has continually gained more support from agencies, businesses and citizens as the Act is refined.

Over time, ARTA has evolved to minimise red tape in a broad range of areas and improved how citizens and businesses interact with the government. The impact of ARTA was further bolstered in 2018 when it was amended to include the Ease of Doing Business (EODB) Act of 2018. The new law featured explicit provision on a number of reforms aimed at minimising red tape for businesses, including the automation of the business registration process, faster processing of business permits and licenses, mandated turnaround times for government transactions, an anti-corruption policy, and the establishment of a one-stop shop that houses the government agencies involved in starting a business. Notably, the anti-corruption policy has meant that there is zero face-to-face or identifiable contact between the government and business applicants, and all processes are either automated or completely anonymised.

Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020; Centre for Public Impact, "The Anti-Red Tape Act in the Philippines", February 2018

[12] Civil Service Modernisation in ASEAN Survey Response, ASEAN Trade Union Council, 19 March 2021.

There are challenges in creating transparent processes and trust between civil servants within civil service agencies and ministries to enable government information to be publicly available.

Government data and information has traditionally been treated with the utmost privacy and sensitivity, even where there are no risks to releasing it. The shift towards open government, where data is released unless there is a good reason not to release it, has been slow and requires significant culture change within the civil service. Being open and transparent means that the civil service is more accountable and citizens are able to remain informed and aware of civil service operations. This facilitates trust between the government and citizens, and encourages citizens to engage with the government from a more informed and trusting position[13]. It is also a highly effective mechanism in exposing and minimising corruption within the civil service. However, becoming more open and transparent remains a low priority for many ASEAN Member States and it can be challenging for governments to see the benefits they might derive from becoming more open.

The ASEAN civil service can experience challenges in developing, implementing, managing, and using data appropriately due to the scale required of a consistent, whole-of-government data management strategy. This includes challenges with interoperability of data systems between different ministries in the civil service of a country.

Developing and implementing a standardised approach to data management across the civil service is an essential part of modernisation, but can be challenging to implement due to the sheer amount of data collected, held and used by each agency. Creating an interoperable standard of data amongst agencies must be established if agencies are to be able to collaborate and join up effectively. The transition to a whole-of-government data management strategy can be extremely costly, whether due to the human resources required for digitisation of paper-based data, or due to the costs of transitioning from a legacy data storage and management system to a new system.

LEADERSHIP

This challenge area discusses leadership within ASEAN civil service, particularly transformative leadership and civil service leadership development.

The ASEAN civil service can experience challenges in progressing women, people with disabilities, and minority groups through the leadership pipeline.

Women, people with disabilities and other minority groups may face barriers to career progression that limit their capacity to take on senior leadership roles in the civil service. Traditional ideas around the desired attributes and personality of a leader can exclude certain groups from being recruited into management and leadership roles[14]. These individuals may also avoid seeking

[13] Civil Service Modernisation in ASEAN Consultation Response, United Cities and Local Government Asia-Pacific Secretariat, 12 March 2021.

[14] Civil Service Modernisation in ASEAN Consultation Response, United Cities and Local Government Asia-Pacific Secretariat, 12 March 2021.

out leadership opportunities in the first place due to a perception that they are unfit for the role. It can be challenging to move women, people with disabilities and other minority groups through the leadership pipeline and into senior leadership roles without removing the barriers they face throughout their career.

The ASEAN civil service can experience challenges in securing a diverse and appropriately skilled leadership pipeline due to challenges in recruiting people into senior leadership positions and the professional development of civil servants as they progress through their career.

Developing a pipeline of future leaders with a diverse range of skills and experiences is essential in ensuring that the civil service can sustain a high-performance and modern culture. Early identification and development of staff and strategic recruiting can both contribute to a deep talent pool from which to select future leaders. It can be particularly challenging to select leaders with diversity of experience in civil services that are not open to external recruitment. Regardless of recruitment practices, focus on providing leadership development for early career individuals can give them opportunities to work in different roles and sectors to develop a range of skills. It can be challenging for ASEAN Member States to develop their leadership pipelines adequately if there is not a clearly defined leadership capability framework in place that creates future-proof leaders who have the right skills.

Case Study
Innovative Ways to Build Leadership, the Kingdom of Cambodia

There are different schemes to build leadership and other necessary capabilities for civil servants. MCS has led an initiative to coordinate cross-agency competition with the objective to reward the best performers and document their best practice experiences. The first competition led to successful outcomes working with high school and referral hospitals. MCS is in the process of scaling up the competition to other public service delivery agencies, including junior high schools, primary schools and health centres.

Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020

ASEAN civil service leaders can find it challenging to be an effective leader because they may not have the right mix of skills, strengths and experiences to keep pace with the changing nature and expectations of the role.

In an increasingly complex operating environment, civil service leaders need a broader mix of skills and experiences to be effective. Indeed, leadership teams are more likely to be effective in dynamic, decision-making environments, rather than individual leaders without a network of different perspectives. A group of leaders that have complementary strengths, leadership styles and experiences can accomplish greater things for the civil service and drive rapid modernisation. However, it can be challenging to select a leadership team that complement each other and bring diversity of thought and experience, particularly where there is a rigid traditional mindset around what constitutes a leader.

Literature Review Case Study
Interagency Performance Targets, New Zealand

In 2012, the New Zealand government introduced a list of interagency performance targets that would attempt to address 10 cross-cutting and persistent issues facing the community. Leaders of the relevant departments were held collectively responsible for achieving these performance targets within a five-year period. One of the aims of the programme was to ensure that "New Zealanders can complete their transactions with government easily in a digital environment", with a performance target that "by 2017, an average of 70 per cent of New Zealanders' most common transactions with government will be completed in a digital environment, up from 24 per cent in 2011." A key pain point for citizens was that they had to provide the same information to each government department with which they interacted and were frustrated that they were required to verify their identity each time. The eight departments responsible worked together to develop an identity verification platform that citizens could use to access numerous government services with a single login. Use of digital services to interact with the government is well on track to reach its target and was considered a success against its performance target.

The interagency performance targets programme demonstrated the value in setting a small number of clear, achievable targets that were individually championed by departmental leaders to address cross-cutting challenges. The executive leadership team were crucial in establishing a vision for the future of how the civil service addresses modern policy problems. The focus on collaboration and shared responsibility encouraged departments to forge ahead despite obstacles and created a shared goal for the civil service to work towards. However, at the conclusion of the programme, many of the public sector leaders noted the difficulty in collaborating and coordinating across departments, and that there is a high cost to cross-department projects that can easily lead to failure if not carefully managed.

Interagency Performance Targets: A Case Study of New Zealand's Results Programme

Developing leaders at all levels of the civil service can be challenging due to the current hierarchy of decision-making and the target cohort of leadership training and mentorship programmes.

Embedding leadership skills at all levels of the civil service can enable greater collaboration and more productive relationships and interactions with citizens and colleagues. Leaders at junior and middle management levels can drive adoption of civil service values and objectives amongst their peers and exhibit the skills that create a high-performance civil service. However, training, mentoring and development of leadership skills is often delivered exclusively to those already in senior civil service positions, or junior staff who exhibit exceptional leadership potential. This fails to recognise the critical role that leadership skills can play for other civil servants, but it can be challenging to provide the right opportunities and learning for these skills to be developed in the junior and middle management workforce.

Literature Review Case Study
Top Civil Service Excellence Centre, Estonia

Estonia developed an updated leadership competency framework in 2009 that identified each of the characteristics that a leader should aim to develop and possess. As part of this update, a Top Civil Service Excellence Centre was created to develop expertise on leadership capabilities in an Estonian context and to support the most senior executive staff of the civil service to develop their skills. After the initial success of the Excellence Centre, it was expanded to include competency building at all levels of the senior civil service, supporting a pipeline of future leaders, and playing a large role in recruiting and assessing potential staff.

The Top Civil Service Excellence Centre has been extremely successful in upskilling senior civil servants and in breaking down silos across the government. Coordinating learning and development for senior staff has instilled shared values across the government and established relationships that facilitate interagency cooperation. There has been concern that the focus on senior civil servants has meant that the development of the rest of the civil service has been under-resourced, but the importance of senior staff in creating an effective civil service warrants the investment.

The Establishment of the Estonian Top Civil Service Development System

PART 2

Towards a Future-Ready ASEAN Civil Service

CHAPTER 3

Priorities and Recommendations for Modernisation

This chapter outlines the seven priorities for modernisation that have been identified by this Study and the recommendations to support the ASEAN civil service address them. The ASEAN civil service priorities presented in this chapter have been developed based on the challenge areas detailed in Chapter 2, and direct engagement with each ASEAN Member States through video conference consultations and surveys. Each priority addresses multiple challenges, across the five challenge areas, and the focus on these priorities will depend on the modernisation needs within each ASEAN Member States. As such, the ASEAN civil service priorities are provided in this report without any endorsement of importance across the ASEAN civil service.

Using the priorities for modernisation as a framework, the recommendations have been developed from key case studies and information provided by each ASEAN Member States and insights gained from the Literature Review to ensure they are implementable, practical, and pragmatic. Due to the economic, social, political, and cultural differences between each ASEAN Member States, these recommendations should be considered within the context of each country and how implementation that is tailored to each country-context will facilitate ASEAN-wide success in addressing the challenges and priorities of civil service modernisation.

ASEAN Civil Service Priorities
ASEAN civil service becomes the employer of choice for talented individuals by providing ongoing professional and personal development opportunities through formal and informal learning; motivating employees through clear purpose; competitive salaries and benefits where possible and clear pathways for career progression.
ASEAN civil service is representative of the diversity of the ASEAN population at all levels of the workforce, including executive leadership, and in their engagement with citizens.
ASEAN civil service is able to collect, manage, use and share data effectively and appropriately for the benefit of their citizens.
ASEAN citizens are able to trust that when they engage with the civil service on any matter, their input will be well-considered, handled through appropriate channels, and anonymous (if necessary).
ASEAN civil servants are appropriately skilled and empowered to engage with citizens to design policies, programmes, and services, including those delivered through digital platforms.
Early identification and tailored development of the civil service leadership pipeline creates a future-ready mindset within the civil service and embeds leadership skills at all levels.
ASEAN civil service is future-focused through having a talented and diverse leadership cadre that possess contemporary leadership skills, experience, and strengths.

ASEAN Civil Service Priority

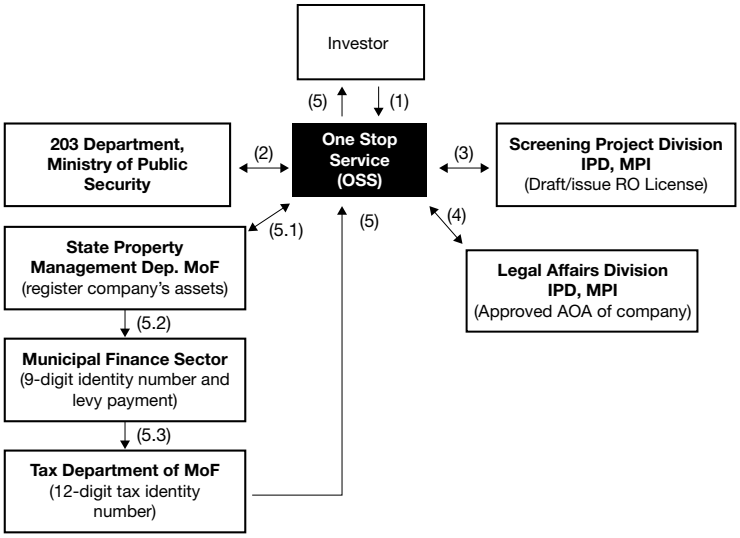
ASEAN citizens are able to trust that when they engage with the civil service on any matter, their input will be well-considered, handled through appropriate channels, and anonymous (if necessary).

RECOMMENDATIONS

Build a seamless citizen experience

- Develop a contextually appropriate citizen awareness campaign about the role of the civil service and how modernisation will benefit the citizen. The intention of this campaign should be to improve trust between citizens and the civil service and to translate civil service activities into tangible terms, in the same way that the private sector clearly articulates the benefits that customers get in exchange for the sharing of their private data or information.
- Focus efforts on the interactions that citizens have with the ASEAN civil service that impact their everyday lives, such as licensing, accessing information on government programmes or seeking access to employment or education opportunities. This includes:
  - Making it easy for citizens to engage through their preferred means of communication at their preferred time (e.g. easy to use mobile applications or after-hours phone services).
  - Ensuring citizens can access multiple services in one location for their convenience.
  - Entering into public and private sector partnerships to provide citizens with a whole-of-life view on accessing services, not just in component parts.
- Ensure that there are accelerated pathways, including for urgent cases and policies, which can be resolved within 24 hours. Keeping citizens informed of progress is critical, and civil servants need to be empowered to resolve customer issues end-to-end, rather than discrete complaints managed in silos.

Case Study
One Stop Service, the Lao People's Democratic Republic



In April 2018, Ministry of Planning and Investment established a One-Stop Service (OSS) to attract foreign investment. The OSS provides all-round services to investors and facilitates the approval processes of investment projects, including licenses and other investment notices through a variety of other national agencies. For example, if a foreign legal entity wishes to establish a representative office to assess the market in Lao PDR, the entity must submit the proposal to the Investment OSS who will coordinate the issuance of the representative office certificate.

- Investors prepare the request and submit to OSS of Investment Promotion Department (IPD);
- OSS request comments from 203 Department of Ministry of Public Security;
- A draft registration certificate is issued to support the regulations certification and tax identity number request;
- The Article of Association (AOA) form, with comments from Public Security, is attached to the draft of the representative office registration certificate; and
- Investment OSS prepares a referral letter to apply for the 12-digit tax identity number (Tax Department):
  - Investors must have registered the company's assets with State Property Management Department, Ministry of Finance (coordinated by OSS's technical officers);
  - In case the office is located in the municipal areas, the investors must submit the forms to the municipal Tax Section and receive a 9-digit tax identity number and pay levies; and
  - Investors submit all documents to the Tax Department, Ministry of Finance to request the 12-digit tax identity number.

IPD (Project Research and Analysis Section) issues the representative office registration and OSS hands over the representative office certificate to the investor.

Literature Review Case Study
Mobile Data Network, Australia

The Mobile Data Network (MDN) is a PPP between the Victorian State Government and Motorola Solutions Australia Pty Ltd that delivers a dedicated wireless communication network for Victoria Police, Ambulance Victoria and other emergency services. The MDN gives police and paramedics access to an in-built or handheld tablet in their vehicles that can display real-time data and information about emergencies; allow police to access databases for car registration and drivers licences; submit paperwork while in the field; and track vehicle location so that the closest vehicles can be assigned to an emergency.

The MDN has increased the responsiveness of emergency services to the community and has improved productivity of staff by reducing time spent on administrative and clerical work in the office. Over 40 million voice calls were facilitated by the MDN in 2017 alone, ensuring that emergency services are always connected to a secure and reliable network. The partnership between the Victorian Government and Motorola has been running since 2003 and has been extended until at least 2025, showcasing the success of PPPs in delivering the most up-to-date and high-quality technology for emergency services.

Mobile Data Network, Victoria State Government

ASEAN Civil Service Priority

ASEAN civil service is able to collect, manage, use and share data ethically, effectively and appropriately for the benefit of their citizens.

RECOMMENDATIONS

Ensure data is citizen-centric and is used to benefit citizens

- Build the data literacy skills in the ASEAN civil service to identify, locate, interpret and evaluate information and then communicate key insights effectively to support evidence-based and informed decision making.
- In consultation with key stakeholders, such as citizens, interest groups, and private enterprise, develop and implement a data management strategy that is designed to be used by all civil servants. This data management strategy should address three to five critical objectives of the civil service through collecting, storing, and analysing data in meaningful, transparent ways.
- In line with the civil service modernisation that is occurring in your country, design training for civil servants in the use of digital and ICT systems to ensure ethical, appropriate and meaningful collection, use, sharing, and securing of data. This can include training on the available and/or upcoming rollout of digital infrastructure as well as more specialised training in software engineering or coding and the appropriate use of individual and collective citizen data.

Invest in digital technologies progressively to enable staged digital upskilling of civil servants, leaders, and citizens, and to manage any budgetary limitations.

- Develop a digitisation strategy that will achieve the desired level of civil service transformation. Ensure that this strategy has clear and pragmatic milestones to track and measure digitisation progress.
- Design and deliver training in line with the rollout of new and/or upgraded digital infrastructure and software. For best effect, this training should commence shortly before the new and/or upgraded digital technology is made widely available. This will ensure basic level of competency prior to largescale use, with opportunity for further learning as the products and/or programs are used day-to-day.
- Launch citizen awareness campaigns in the lead up to and during the first stages of using new and/or upgraded digital infrastructure and technology. Provide citizens with opportunities to learn about new digital systems through information pamphlets or links to government websites with further information.

Literature Review Case Study
Data Governance Framework, European Commission

In 2020, the European Commission introduced data governance regulation for the European Union (EU) which ensures access to more data for the economy and to provide for more control for citizens and companies over the data they generate. This allows Europeans to control the use of data related to them for the benefit of society, while still ensuring their personal data protection.

Insights from data allow for more evidence-based decisions and policies to be developed, however it is important for governments to be aware of the implications of using personal data without the transparency, openness, and accountability measures expected by citizens. Gaining and maintaining public trust is key to government business and public service delivery. The goal of a robust data governance framework is to create the right conditions for individuals and companies to trust that the data they share will be handled by trusted organisations based on common values and principles.

In the EU, a common consent form has been developed for data altruism to allow for the collection of data across EU member states in a uniform format. It is formatted so it can be tailored to the needs of specific sectors and purposes. Entities that are agreeing to data altruism through this form must meet certain requirements to ensure the protection of the rights of citizens and other businesses. This provides maximum trust with minimum administrative burden.

European Commission, Data Governance and Data Policies Report 2020, https://ec.europa.eu/info/sites/info/files/summary-data-governance-data-policies_en.pdf

ASEAN Civil Service Priority

ASEAN civil servants are appropriately trained and empowered to engage with citizens to design policies, programmes, and services, including those delivered through digital platforms.

RECOMMENDATIONS

Create an environment that encourages civil servants to focus on the needs of citizens in the context of government policy

- Put citizens at the heart of business or investment cases for new technology through consistent focus on how the investment will bring value back to improve the lives of citizens.
- Ensure training and development of frontline staff focuses on consistency and accountability in service delivery. This includes citizen-centred and customer service focus that is responsive to the needs of citizens, resolving issues in a timely and efficient manner and using personal data responsibly.

ASEAN Civil Service Priority

ASEAN civil service is future-focused through having a talented and diverse leadership team that possess the right mix of skills, experience, and strengths.

RECOMMENDATIONS

Empower leaders to collectively lead modernisation and transformation efforts – leader led change is at the heart of contemporary civil service

- Bring leaders together at a range of levels to shape and collaborate around the modernisation agenda for the civil service. These for a should aim to encourage creative solutions to civil service modernisation challenges through sharing ideas, cultivating strong ties and active collaboration between leaders. This can be done through formal channels of communication, such as inter agency working groups, or informally through civil service leader networks. Both formal and informal mechanisms are important to facilitate the exchange of ideas and create compelling narratives for action and change.

Case Study
Collaborative Mechanism to Support Reform Agendas, the Kingdom of Cambodia

The four major reforms being implemented by the government of the Kingdom of Cambodia are each led by a reform secretariat. The meeting regime of the secretariats is trimesterly to create the joint annual work plan, and then to also regularly collaborate on implementation of the reforms to enhance efficiency and reduce any overlap. The mechanism enhances the effectiveness of the four reforms by reducing overlap between them and strengthening collaboration and support. This demonstrates collaboration at the highest levels of the civil service and creates shared goals and outcomes that embed teamwork into the civil service culture.

Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020

ASEAN Civil Service Priority

ASEAN civil service is representative of the diversity of the ASEAN population at all levels of the workforce, including executive leadership, and in their engagement with citizens.

RECOMMENDATIONS

Continue to evolve civil service workforce to ensure it is representative of the wider population

- Develop service-wide and agency specific diversity and inclusion strategies which set clear targets and inclusion goals in the short, medium and long term.
- Undertake an audit of current policies and procedures to ensure that they do not include gendered language or language that may be biased or not be inclusive.
- Consider offering alternative pathways into the civil service, such as targeted internships and scholarships.
- Develop a brand strategy and campaigns around the civil service that highlights the diversity of the workforce. This may also include consideration of targeted advertising in specific media or targeted through algorithms on social media.
- Embrace new ways of thinking, organising, and problem-solving through diverse and broad recruiting practices which actively seek out minority groups to recruit into the civil service, including lateral hires.
- Conduct exit interviews to learn why employees leave, particularly women, minority groups, and those who had been recruited from the private sector, and try to fix the issue whenever possible.

Case Study
SG Enable and the Singapore Public Service, the Republic of Singapore

The Singapore Public Service works closely with SG Enable, an agency dedicated to enabling persons with disabilities on various initiatives to support the employment of persons with disabilities in the public service.

- Under the Public Service Career Placement Programme, SG Enable provides job-matching services for persons with disabilities who are interested to pursue a career in the public service.
- Since 2019, lists of persons with disabilities who are actively looking for careers in the public service have been circulated to all public service agencies, to enable agencies interested in hiring persons with disabilities to reach out to potential candidates.
- Public agencies work closely with SG Enable by advertising suitable vacancies on SG Enable's job portal and participating in career fairs and programmes such as job shadowing, internship and mentorship organised by SG Enable.
- Persons with disabilities are employed in a diverse range of positions across the Public Service, ranging from policy roles to operational and administrative positions. In addition, some public agencies have also partnered Social Service Agencies to create job opportunities for persons with disabilities in work such as data entry, digitisation of documents and processing of claims.

Disability Employment, SG Enable, https://employment.sgenable.sg

ASEAN Civil Service Priority

ASEAN civil service becomes the employer of choice for talented individuals by providing ongoing professional and personal development opportunities through formal and informal learning; motivating employees through clear purpose, competitive salaries and benefits where possible and a clear pathway for career progression.

RECOMMENDATIONS

Understand your capability requirements and evolving employee expectations

- Undertake a regular market analysis on the key capabilities that are required, both now and in the future, to ensure that there is a clear understanding of the priority candidates that are being sought. This should be complemented by an understanding of the employment market and prospective employee expectations around salaries, employee benefits, including health insurance, paid holidays, time-off, maternity pay and other leave.

Develop an employee value proposition

- Consider the other benefits that can be offered by working in the civil service to attract prospective candidates. This may include opportunities for further learning and development, a collaborative workplace culture, purpose driven work via the contribution to a benevolent outcome for citizens, or identification with the mission of the work.

Create a bright future with employees

- To encourage employees to stay with your civil service, provide clear career paths to work towards from day one. This includes:
  - Providing clear opportunities for promotion using transparent processes.
  - Promoting a visible career ladder. Having a clearly communicated career path shows employees that there is something to work toward, giving them a sense of their future within the civil service.
  - Investing in employee capability and development. Provide opportunities for employees to develop new skills; this will help keep them engaged and satisfied.

Case Study
Public Service Motivation Survey, the Republic of the Union of Myanmar

The Public Perception Survey of Government Services was conducted by the UCSB in 2020 with the support of the UNDP. Data was collected civil servants at the level of Deputy Directors General, Directors and Deputy Directors in five government agencies in Myanmar to discover work attitudes, behaviours and perceptions of civil servants, as well as their work environment and practices. This study, an internationally used measure, is combined with the scale based on the psychological theory of self-determination. There was no opportunity to employ qualitative methods to inform the questionnaire design which would fit the local context better than the universal questionnaire measures.

Myanmar Union Civil Service Board, February 2021

ASEAN Civil Service Priority

Investment in contemporary leadership development at all levels of the civil service creates a future-ready leadership cadre that can design, shape and lead the civil service towards its future.

RECOMMENDATIONS

Develop 'Leader of the Future' role profiles

- Role profiles provide a blueprint for future civil service leaders to enable targeted recruitment, identification and development of leaders at all levels, including those with potential to progress to senior levels of leadership. Profiles provide guidance as to the emergent skills and traits that are important to shape and steer a modern civil service, for both existing civil service leaders and employees and their performance and development as well as to support recruitment processes. Profiles should be flexible and should be updated regularly to ensure future needs will be met by the leadership pipeline.
- Role profiles should include expectations on the top six leadership capabilities to ensure current leaders and future leaders are aware of how to be the most effective leader. These six leadership capabilities are: Strategic, Collaborative, Curious, Relational, Digitally savvy, and Outcome-focused.
- Encourage current civil servants to work towards achieving the expectations and demonstrating the values that are contained in the role profile. This can be done through performance management processes, internal selection channels, promotional activities and development programs such as short courses for civil servants, secondments working in a different civil service agency, or through regular and targeted communication about the modern civil service 'Leader of the Future' looks like.
- Engage senior leaders in actively promoting and cultivating future focused leadership capability among their direct and indirect reports.

Design a suite of leadership development options, both centrally for the whole of service and within agencies to cultivate contemporary collaborative capability and relationships within civil service organisations

- Work with junior leaders and key stakeholders to develop a leadership learning pathway which equips future leaders with the right skills throughout their career. This can include alternative training options, such as women-focused mentoring programmes, middle-management upskilling workshops, and opportunities to lead small, inter-agency working groups.
- Communicate the aspirations of the civil service through all layers of the civil service and use technology options to seek feedback from civil servants on these aspirations and associated modernisation practices and processes. Invest in fostering ownership throughout the civil service to embed a future-ready mindset as all civil servants understand their role modernisation.

Engage leaders of the future

- Ensure training and development of future leaders aligns with the values and principles of the civil service. This includes engaging future leaders to contribute to the design of future civil service initiatives that they will be able to take forward and implement throughout their leadership journey.

- Implement and regularly evaluate key performance indicators (KPIs) for diverse representation in leadership at all levels to ensure the civil service is representative of the citizens of the country.

Case Study
The Civil Service Leadership Pipeline, Brunei Darussalam

The Civil Service Leadership Pipeline (CSLP) is a strategy used to identify, support, develop and retain talented junior and mid-level civil servants with leadership potential in Brunei Darussalam. Those in the pipeline are given access to regular leadership development and training opportunities and meet with others in the pipeline to forge relationships and networking across the civil service. This pipeline is cultivating the values and skills required of leaders and creating a deeper talent pool from which to select senior civil servants. It is also embedding leadership and management skills at all levels of the civil service, a crucial step in Brunei Darussalam's modernisation agenda. Since its inception three years ago, the CSLP has taken on over 700 potential leaders and fostered a high-performance culture within the civil service.

Public Service Department, 2016. Civil Service Leadership Pipeline, S.L.: Prime Minister's Office of Brunei Darussalam

PART 3

ASEAN Member State Country Profiles: Current State of the Civil Service

BRUNEI DARUSSALAM

Considerations for Civil Service Modernisation in Brunei Darussalam

- Leadership has been identified as critical to implementing its national vision (Wawasan Brunei 2035). Leadership is key to developing high performance and effective civil service to deliver on future outcomes.
- The Civil Service Leadership Pipeline is considered a highly effective method in creating a talent pool for future leadership roles and embedding leadership qualities throughout the civil service.
- Citizens are engaged in the policy and public service design and delivery process through multiple approaches, including technology platforms.
- The development of the Digital Identity for individuals and businesses accessing online government services will allow for greater acceleration of the digital transformation and utilisation of digital services.
- Brunei Darussalam recognises there is opportunity to further foster trust with citizens through continuous engagement and collaboration with the citizens and private sectors through formal and informal platforms to ensure mutual understanding.

Brunei Darussalam is an independent and sovereign nation-state, which is governed based on a written Constitution. His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam is the supreme executive authority.

Brunei's administrative system is centered on the Prime Minister's Office, which has provided the thrust behind His Majesty's aim to introduce greater efficiency in the public sector. Brunei Darussalam has followed a combination of traditional and reforming policies, moving away from a structure of a Chief Minister and State Secretary, to a full ministerial system with specified portfolios.[15]

Employment in Brunei Darussalam's public sector represents 47 per cent of total employment. Women in the public sector workforce represent approximately 45 per cent of employees[16].

In 2008, Brunei Darussalam implemented *Wawasan Brunei 2035*, its national vision to be recognised for educated, highly skilled, and accomplished citizens with a high quality of life, and a dynamic, sustainable economy. *Wawasan Brunei 2035* guides the country's 13 development strategies and policies, incorporating relevant Sustainable Development Goals[17]. Champions of Strategies have been appointed to perform regular progress reporting against national KPIs and to identify innovative ways of achieving *Wawasan Brunei 2035* that are of high impact at a national level[18]. In particular, Brunei Darussalam's *Digital Government Strategy 2015-2020* recognises that information technology is a key enabler for the nation to achieve its national vision, as well as developing competent leaders through enhanced recruitment

15 Brunei Darussalam in Brief, Revised Edition 2018
16 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
17 Government of Brunei Darussalam, 2020. *Wawasan Brunei 2035*. [Online] Available at: https://www.gov.bn/SitePages/Wawasan%20Brunei%202035.aspx
18 Ibid.

and training processes[19]. Moving forward, the Digital Economy Masterplan 2025 will serve as a roadmap that charts and guides the implementation of digital transformation initiatives. This Masterplan represents a significant step forward in charting national digital agenda, in line with technological trends, industry development as well as the needs of consumers towards realizing the goals of *Wawasan Brunei 2035*[20].

CAPABILITY AND CAPACITY

Developing the capabilities and capacity of the civil service is essential to reaching the goals set out in *Wawasan Brunei 2035*[21]. The Civil Service Framework (CSF) utilises three strategic themes to achieve the goals of *Wawasan Brunei 2035*, these being 'Leadership Excellence', 'Organisational Performance & Productivity, and 'Pro business & Public Environment'[22]. The CSF recognises the importance of managing and developing the skills and capabilities of the civil service to achieve excellent service delivery and a more prosperous economy for the people of Brunei Darussalam, and has also developed a Civil Service Competency Framework to augment the strategic themes described in the CSF[23]. A New Performance Management System (NPMS) was implemented in 2018 to enhance the high-performance culture of the civil service through evaluation of staff against KPIs and role requirements[24]. It will assist the Civil Service to identify high performers and skills gaps across departments[25].

The Civil Service Competency Framework lists strategic thinking, leadership skills and values and ethics as key competencies for the civil service, however, it does not rank digital competency as a priority[26]. It should be noted that the Digital Government Strategy recognises digital literacy as a primary driver of an innovative and modern civil service and has implemented a capacity building programme to enhance public sector ICT expertise[27].

The CSF is also aiming to improve staff capabilities and increase retention rates of talented employees by creating learning and development opportunities through the 70:20:10 learning model, where 70 per cent of learning comes from on-the-job training, 20 per cent comes from coaching and mentoring, and 10 per cent comes from formal learning. Managing training and development of the civil service is shared across several central government agencies and is governed by a civil-service wide training strategy[28].

Human resource management, including renumeration, recruitment and performance management, is predominantly managed by a centralised government agency.

---

19 Government of Brunei Darussalam, n.d. *Digital Government Strategy 2015-2020*. [Online] Available at: http://www.digitalstrategy.gov.bn/Themed/index.aspx

20 Government of Brunei Darussalam, 2021, [Online] Available at: http://www.mtic.gov.bn/de2025/de2025.aspx

21 Public Service Department, 2016. *Civil Service Leadership Pipeline*, s.l.: Prime Minister's Office of Brunei Darussalam.

22 Abdullah, H. & Yussof, S., 2018. *Public Service Delivery Standards & Practice of Brunei Darussalam*, Siem Reap: Government of Brunei Darussalam.

23 Abdullah, H. & Yussof, S., 2018. Public Service Delivery Standards & Practice of Brunei Darussalam, Siem Reap: Government of Brunei Darussalam.

24 Brunei Darussalam Survey Response, Question 2.8, 21 December 2020.

25 Brunei Darussalam Survey Response, Question 2.8, 21 December 2020.

26 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

27 Government of Brunei Darussalam, n.d. *Digital Government Strategy 2015-2020*. [Online] Available at: http://www.digitalstrategy.gov.bn/Themed/index.aspx

28 OECD / ADB. (2019). *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.

CITIZEN ENGAGEMENT

Improving citizen-centricity of public services and creating opportunities for citizens to engage with government has been an instrumental part of the *Digital Government Strategy 2015-2020*. One of the projects outlined by the *Digital Government Strategy 2015-2020* was to create an identification mechanism for citizens to more easily access government services online[29]. Brunei Darussalam received a rating of 'High' in the United Nations E-participation Index, indicating that citizens are highly engaged in the policy and public service design and delivery process through ICT[30]. Citizens can engage with the government through various digital platforms, including government websites, surveys and polls, and social media. Traditional engagement methods are also used to encourage citizen participation, such as Brunei's *Sua Muka Program*, which is a face-to-face meeting between civil servants and citizens to gather views and recommendations from the community on various issues[31]. There is also a public hotline where citizens can provide feedback or make complaints on any government related service. Brunei Darussalam has partnered with a private organisation to manage the hotline and relay the complaint to the appropriate government agency[32]. One such example is the Talian Darussalam 123 service and online application. It is a 24 by 7 national call centre for non-emergency services provided by the Brunei Government for the citizen. Using this application, the public can snap the image of their complaint or queries, and send it directly to the contact centre, on-the-go. It also equips the public to track the history and latest status of their complaint and queries.[33]

DIGITAL SERVICE DELIVERY

The *Digital Government Strategy 2015-2020* has transformed service delivery, business processes and policy making in the civil service by improving ICT systems, data management and usage, and staff capabilities. It is a whole-of-government approach to digital transformation and has benefited from huge investment and commitment from senior leaders within the government[34]. The *Digital Government Strategy 2015-2020* identified six focus areas for the civil service that would enable realisation of the goals of *Wawasan Brunei 2035*:

- **Service Innovation** – Innovating the way that services are delivered to the public and improving transparency and accountability of government agencies.
- **Security** – Increased cyber security capabilities and maintaining awareness of digital assets.
- **Capability & Mindset** – Training the civil service to be capable and confident using current and emerging technology.
- **Enterprise Information Management** – Better data management practices across the civil service through adoption of clear guidelines for structuring, describing and governing data.
- **Optimisation** – Ensuring that ICT systems remain modern, effective and fit for purpose.
- **Collaboration & Integration** – Taking a whole-of-government approach to improving collaboration within and across government agencies.

---

29 Digital Economy Council, 2020. *Digital Economy Masterplan 2025*, s.l.: Digital Economy Council of Brunei Darussalam.
30 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
31 Civil Service Modernisation in ASEAN Study Survey Response, Brunei Darussalam, December 2020.
32 Civil Service Modernisation in ASEAN Consultation Response, Brunei Darussalam, 18 January 2021.
33 Government of Brunei Darussalam. Available [online] at: https://www.gov.bn/bm/Home.aspx
34 Government of Brunei Darussalam, n.d.. *Digital Government Strategy 2015-2020*. [Online] Available at: http://www.digitalstrategy.gov.bn/Themed/index.aspx

The *Digital Government Strategy 2015-2020* has been largely successful overall, resulting in Brunei Darussalam improving its global ranking on the United Nations E-Government Development Index from 86 in 2014 to 59 in 2018[35]. Brunei Darussalam was also ranked as 53 out of 176 countries in 2017 on the ICT Development Index[36]. The success of the strategy is largely driven by the commitment and enthusiasm for the transformation at all levels of government[37, 38].

Working off the success of the *Digital Government Strategy 2015-2020*, the government of Brunei Darussalam unveiled a *Digital Economy Masterplan 2025* in June 2020 that continues the digital transformation and aims to turn Brunei Darussalam into a Smart Nation[39]. Service delivery will continue to be improved for citizens with the introduction of the digital identity ecosystem, which will allow individuals and businesses to have a unique identifier that they can use to conduct all of their business with government, including paying bills[40]. There will be further development of the Digital Data Policy and Governance Framework and establishment of a national data office responsible for governing data usage within the civil service[41].

EFFECTIVENESS AND COLLABORATION

Greater collaboration amongst government agencies has been enabled by the ICT improvements made through the *Digital Government Strategy 2015-2020*[42]. Technology has allowed civil servants to work collaboratively and stay connected with colleagues without physical proximity, which has been solidified through the changes to work caused by COVID-19. Brunei Darussalam also reported that the small size of their country and civil service means that close collaboration is common[43].

Effective collaboration is also seen through the formation of many inter-ministerial taskforces with cross-functional activities spearheaded by the Senior Minister at the Prime Ministers' Office, such as the National Development Plan. Meanwhile, other national level committees are established, such as the National Disaster Management Council, Digital Economy Masterplan 2025, the National Council on Social Issues (MKIS). There are many more that are headed by multiple Ministers as a way to incorporate whole-of-government and whole-of-nation approaches when dealing with national interest.

Wawasan Brunei 2035 is the Nation's aspirations to ensure that the people of the country are educated, highly skilled and accomplished; enjoy high quality of life; and the nation has an economy that is dynamic and sustainable in 2035. All Government agencies have aligned their strategic plans towards the attainment of *Wawasan Brunei 2035*. The creation of Blueprints for economy, social, and manpower, as well as others, serves as guidance and strategic direction for all ministries, especially on issues that are cross-cutting.

---

35 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
36 Digital Economy Council, 2020. *Digital Economy Masterplan 2025*, s.l.: Digital Economy Council of Brunei Darussalam.
37 Government of Brunei Darussalam, n.d.. *Digital Government Strategy 2015-2020*. [Online] Available at: http://www.digitalstrategy.gov.bn/Themed/index.aspx
38 Digital Economy Council, 2020. *Digital Economy Masterplan 2025*, s.l.: Digital Economy Council of Brunei Darussalam.
39 Digital Economy Council, 2020. *Digital Economy Masterplan 2025*, s.l.: Digital Economy Council of Brunei Darussalam.
40 Civil Service Modernisation in ASEAN Consultation Response, Brunei Darussalam, 18 January 2021.
41 Digital Economy Council, 2020. *Digital Economy Masterplan 2025*, s.l.: Digital Economy Council of Brunei Darussalam.
42 Government of Brunei Darussalam, n.d.. *Digital Government Strategy 2015-2020*. [Online] Available at: http://www.digitalstrategy.gov.bn/Themed/index.aspx
43 Brunei Darussalam Consultation Response, 18 January 2021.

The government is also embracing the whole-of-government approach in implementing national interest policies. In many instances, the government also encourages active participation of the public through whole-of-nation approaches to ensure government policies can be implemented effectively and efficiently for the benefits of the country and people.

LEADERSHIP

As part of the 'Leadership Excellence' stream of the CSF, the Brunei Darussalam Prime Minister's Office implemented a Civil Service Leadership Pipeline that identified key leadership issues facing the civil service, and numerous initiatives to address these[44]. The issues raised were:

- Unstructured cultivation of younger staff as future leaders;
- Fragmented leadership development programmes;
- Outdated/No strategic planning;
- Leadership vacuum;
- No existing talent pool; and
- No proper succession planning.

The first initiative to address these issues is 'Managing Talent', through the development of a Centre of Leadership Excellence, enhanced Professional Experience Program for leaders, and improved recruiting, filtering and identification of potential leaders[45]. Policies and guidelines were revised to allow for highly competent staff to be identified and promoted more quickly using the Fast-Tracked Promotion Scheme[46]. This will create a pool of talented future leaders and allow them to be developed prior to taking on senior civil service roles.

Like most other ASEAN nations, Brunei Darussalam recognises its senior staff members as a distinct group and use targeted management practices, including encouraging greater career mobility and specific performance requirements[47]. Senior civil servants (SCS) are predominantly hired from within the civil service, and there is very limited opportunity for external candidates to receive an SCS role[48].

---

44 Public Service Department, 2016. *Civil Service Leadership Pipeline*, s.l.: Prime Minister's Office of Brunei Darussalam.
45 Public Service Department, 2016. *Civil Service Leadership Pipeline*, s.l.: Prime Minister's Office of Brunei Darussalam.
46 Civil Service Modernisation in ASEAN Study Survey Response, Brunei Darussalam, December 2020.
47 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
48 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

THE KINGDOM OF CAMBODIA

Considerations for Civil Service Modernisation in Cambodia

- Digitisation and ICT capability building of the civil service should be prioritised before the digitisation of Cambodia's full suite of government services. This will ensure that the civil service can support the implementation of a digital approach and its ongoing sustainment.
- Collaboration between agencies has been critical to achieving outcomes and has increased efficiencies through better targeting of government resources and the identification of collaborative approaches to address common challenges.
- Cambodia identified that strategies to reduce red tape are currently being hindered by slow decision-making processes. A collaborative approach through the establishment of an agreed joint workplan would assist in the speed of the decision-making process and enable quicker implementation of activities to reduce red tape.
- Cambodia has identified the critical capabilities its leaders require to deliver on its reform agenda. Continual investment in transformative leadership will be critical to achieving identified outcomes.
- Cambodia has introduced and funded initiatives to encourage innovative thinking in the development of leadership capabilities. The learnings from this initiative have been systematically captured so that they can be shared amongst agencies. Innovation has proven to be a successful approach to deliver outcomes in an environment where there are ongoing budget constraints.

The Ministry of Civil Service (MCS) is the lead organisation responsible for leading, managing and developing the civil service sector and public administration reform. A key priority for Cambodia, as outlined in *Civil Service: Heart of the ASEAN Community*, is rebuilding its public administration following decades of conflict. The Royal Government of Cambodia is implementing four cross cutting reforms:[49]

- **Decentralisation and deconcentration reform** – focuses on improving governance and improving relationships with different levels of government.
- **Public financial management reform** – focuses on improving budget prioritisation, resource management and accountability, and effective and efficient use of resources.
- **Public administration reform** – focuses on improving and strengthening the quality of public service delivery; strengthening the management and development of human resources and institutions within the civil service, and further reforming the compensation regime of civil servants.
- **Legal and judicial reform** – focuses on enhancing access for justice and quality of judicial service.

[49] The World Bank Group, 2018. *Cambodia's Cross-Cutting Reforms*, Washington, DC: The World Bank.

Guiding the modernisation of the civil service is the *Rectangular Strategy Phase IV (2018 2023)*, which aims to improve the standard of living and economic prosperity of Cambodia[50]. The government has recognised that improving the effectiveness of the civil service is imperative in achieving the goals of the *Rectangular Strategy Phase IV (2018-2023)*, particularly as demand for public services increases and delivery becomes increasingly complex to service the changing demography and economic makeup of the population[51].

Cambodia has identified its current challenges to civil service reform as the need for transformative leadership, technology skills, the coordination between agencies, ongoing budget constraints, the impacts of COVID-19 and capacity building[52].

As of 2016, civil servants made up only 2.9 per cent of the total population, and 41 per cent of these employees were women[53]. Despite the small ratio of civil servants to total population, the public sector wage bill as a percentage of GDP was 7.6 per cent in 2019, indicating the generous renumeration of civil servants in relation to living standards of average Cambodian people[54].

CAPABILITY AND CAPACITY

Entry into the civil service is highly competitive and candidates are subject to an examination to assess their capabilities before they can be considered for civil service positions. There is no opportunity for external candidates to apply directly to civil service posts, and renumeration is typically far greater in the private sector than in the civil service especially for middle and senior levels, which has resulted in significant difficulties in attracting professionals and technical experts into the civil service[55]. The Royal Government of Cambodia has introduced numerous reform packages to the civil service in the past decade to rectify this and to enhance the performance of the civil service overall[56]. One of the most instrumental parts of lifting the capability of the civil service was reforming staff salaries and introducing more formalised and data driven staff and performance management. To facilitate this, a human resource management information system (HRMIS) was piloted in the MCS and has been gradually expanded to other ministries[57]. The HRMIS gives HR staff access to centralised human resources data that they can harness for decision making and creates opportunities for automation of traditional HR functions which allow staff to focus elsewhere[58]. Staff salaries are now paid automatically and are at renumeration rates similar to the rates paid by the private sector. There is also a directive in the draft of National Program for Public Administrative Reform 2020-2030 (NPAR) for ministries and agencies to begin implementing talent management strategies that will create deeper talent pools for promotion[59].

---

50 The World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
51 Ibid.
52 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
53 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
54 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
55 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
56 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
57 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
58 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
59 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.

Human resource development in the public sector is a key priority for the government. The key challenge is lack of coordinated capacity building programmes across the whole of government as different ministries/institutions have their own training institutes and/or programmes. Some civil servants are able to undertake specialised learning and development opportunities at Cambodia's Royal School of Administration[60]. Cambodia's Royal School of Administration runs a range of courses for civil servants on improving their innovation, management, budgeting, preparation of legal documents and general administrative skills[61]. More general learning and development is planned and implemented by each individual government agency, which may cause unequal staff capabilities between agencies[62, 63].

CITIZEN ENGAGEMENT

Countries are increasingly using technology to engage citizens in policy design, decision-making, and service delivery and design, with a focus on including vulnerable groups in public discourse. Cambodia was ranked as having 'Low' citizen e-participation in 2018 by the United Nations E-Government survey, however targeted steps have been taken to create more opportunities for citizens to engage in democratic participation[64]. Notably, Cambodia released a mobile app (Public Service App) and website (www.service.gov.kh) that list the contact details of the public service providers and allowed citizens to ask for accessibility detail, provide feedback and make complaints about public services so they can be improved[65]. Before this mobile app and website were launched, citizens needed to go to different locations to get information.

The Social Accountability Framework is a highly successful, joint government-civil society initiative that has been in place since 2015 that facilitates communication between citizens and their local service providers. This process aims to improve the quality of government services in rural areas, including in schools and health centres, by empowering citizens to hold service providers accountable and actively engage with them to create a better and more tailored service for the community[66]. Over 62 per cent of rural districts in the country are involved in the initiative, each with the support of at least one Community Accountability Facilitator[67].

Other efforts have also been made on the progress to promote citizen engagement in public service delivery. The Secretariat of National Committee for Sub-National Democratic Development has introduced the Technical Document on Citizen Engagement to assist the local administrative council engage citizens in their decision making process. Secretariat of

---

60 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

61 Cambodia's Royal School of Administration, 2020. *Programs*. [Online]
Available at: http://era.gov.kh/program/

62 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.

63 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.

64 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.

65 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.

66 The World Bank Group, 2018. *Cambodia's Social Accountability Framework Helps Improve Basic Public Services in Rural Areas*. [Online]
Available at: https://www.worldbank.org/en/news/feature/2018/04/14/cambodias-social-accountability-framework-helps-improve-basic-public-services-in-rural-areas
[Accessed 21 December 2020].

67 The World Bank Group, 2018. *Cambodia's Social Accountability Framework Helps Improve Basic Public Services in Rural Areas*. [Online]
Available at: https://www.worldbank.org/en/news/feature/2018/04/14/cambodias-social-accountability-framework-helps-improve-basic-public-services-in-rural-areas
[Accessed 21 December 2020].

the National Committee on Public Administrative Reform is in the process of consultation and finalisation for putting in place the Government Guideline on Citizen Engagement in Public Service Delivery, with the objective to promote active and effective citizen engagement in the public service delivery process.

DIGITAL SERVICE DELIVERY

Access to technology and internet varies significantly across Cambodia, and the Government has had to manage the digital transition without deepening the digital divide that is present in the country[68]. However, citizens can increasingly access government services online and Cambodia continues to improve its United Nations overall e government ranking[69]. Cambodia has identified that success in its early stages of digitisation can be attributed to political will, strong leadership, committed teams and on going budget support.[70] The Royal Government of Cambodia has also identified the need to upgrade e-government services that are commonly used by businesses, such as business and property registration portals. Improving these services would allow the private sector to conduct business with ease and continue to drive the country's economic growth[71]. However, digitisation and ICT capability building of the civil service must occur before a full suite of government services can be delivered in an online format. The government anticipates that at least 20 public services per year offered by ministries/institutions are offered in an online format. Cambodia has 28 ministries and one institution, that is the State Secretariat for Civil Aviation[72]. The Royal Government of Cambodia has been actively striving to develop digital government, especially digital government to public services delivery such as CamDX and the online business registration platform, through various initiatives, policies, guidelines, laws and regulations[73]. A 2019 survey of civil servants showed that most staff are open and willing to embrace ICT reforms, which creates a solid foundation for the future as reforms are implemented[74]. One of the reforms prioritised in the Rectangular Strategy Phases III and IV is aiming to improve service delivery through e governance initiatives and institutional reform, which will in turn improve service delivery[75]. Providing modern technology to staff, developing data interoperability standards and coordinating data sharing and collection amongst ministries is an integral part of this reform, but progress of this reform has been hampered by budgetary constraints and a lack of buy-in from senior civil servants[76].

Running concurrently to the public sector reforms is a joint initiative launched in 2020 by the United Nations Development Programme (UNDP) and Cambodia's MCS that is focusing on innovating the civil service through empowering civil servants to use technology and re-designing public services to be citizen-centric through digitisation and human centred design[77]. In the initial stages, the two organisations are jointly exploring how to best capitalise on the change and momentum brought about by COVID-19, particularly as it relates to uptake of

---

68 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
69 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
70 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
71 Sovann, D. & Yang, M., 2020. Digital "Government-to-Business" Services in Cambodia: Overview and Challenges, Berlin: Konrad Adenauer Stiftung.
72 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
73 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
74 World Bank Group, 2020. *Cambodia: Toward a Performance-Based Civil Service*, Washington, DC: The World Bank.
75 The World Bank Group, 2018. *Cambodia's Cross-Cutting Reforms*, Washington, DC: The World Bank.
76 The World Bank Group, 2018. *Cambodia's Cross-Cutting Reforms*, Washington, DC: The World Bank.
77 Hussain, I. & Seat, V., 2020. *Inclusive Public Service Innovation in Cambodia: Taking a systems view*, Phnom Penh: United Nation Development Programme.

digital technologies that can more effectively deliver vital services to citizens. The initiative will continue to identify options and examples of civil service innovation that the government can adopt to achieve the strategic goals of the Rectangular Strategy[78].

EFFECTIVENESS AND COLLABORATION

Enabling effectiveness and collaboration within the civil service is a central focus of the UNDP/Cambodia joint initiative, largely achieved through a mix of institutional change and individual empowerment[79]. The MCS is championing innovation and collaboration within and across government agencies by embedding cultures and practices that allow staff and organisations to innovate and take risks. The MCS routinely organises workshops with regional and rural hospitals and schools across the country to exchange knowledge, best practice and experiences with more mature providers. This has led to significant improvements in the quality of service delivery and overall organisational structure within the Ministry of Health and Ministry of Education Youth and Sport, which is recognised through awards and monetary rewards that encourage innovation and improvement[80].

Red tape has been identified as limiting the effectiveness of service delivery, including budget funding. Cambodia identified that strategies to reduce red tape are currently being hindered by a lack of standard operating procedures and cross-agency coordination. For example, inter-agency collaboration is subject to significant internal reporting with respective agencies which is slowing down the process of reform[81].

LEADERSHIP

Career advancement and promotion to the senior civil service is mainly based on seniority and tenure. There is a proposal within the National Program for Public Administrative Reform to create a fast-tracked promotion pathway for talented junior civil servants to take up leadership roles earlier in their career than would traditionally be offered[82]. Cambodia has identified leadership capabilities it requires to drive reform, including: adaptability and agility; change management; innovation and communication[83].

Currently, senior leaders within the civil service are not subject to a specific selection process and are almost exclusively identified and promoted from within the civil service. Many of the performance requirements and learning and development opportunities are the same between senior civil servants (SCS) and more junior staff, and there is no performance requirement for SCS to focus on employee and workforce development[84].

---

78 Hussain, I. & Seat, V., 2020. *Inclusive Public Service Innovation in Cambodia: Taking a systems view*, Phnom Penh: United Nation Development Programme.
79 Hussain, I. & Seat, V., 2020. *Inclusive Public Service Innovation in Cambodia: Taking a systems view*, Phnom Penh: United Nation Development Programme.
80 Hussain, I. & Seat, V., 2020. *Inclusive Public Service Innovation in Cambodia: Taking a systems view*, Phnom Penh: United Nation Development Programme.
81 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
82 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
83 Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
84 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

Cambodia is in the process of reforming this approach through the drafting of the next 10 year plan for the National Program for Public Administrative Reform (NPAR). One component of the NPAR is "reform and strengthen capacity and capability of public institutions". In this component, there is a proposed activity to formulate criterion for potential civil servants, identify specific candidates and target them for leadership succession[85].

Women make up a small proportion of leadership roles, but there are efforts to improve female representation in the civil service and in leadership positions. The Gender Mainstreaming Action Plan for Civil Service Sector (GMAP) has been developed by the MCS with three goals set out for greater gender equality in the civil service:

1. Increase female representation for the whole of the civil service;
3. Increase the percentage of women with decision making power; and
4. Build capability for women by providing training.

Goals 1 and 2 are set with a target of one per cent increase every year, which have so far been successful[86].

While Cambodia has a clear target to increase the representation of women in the civil service, which includes the prioritisation of women in the civil service entrance exams, this policy has had limited effect due to the low levels of female applications and need for clear implementation guidelines to support the selection process[87]. Cambodia has identified 'collaborative behaviours' as being the key to success in increasing diversity and inclusion in the civil service[88].

[85] Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
[86] Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
[87] Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.
[88] Civil Service Modernisation in ASEAN Study Survey Response, Cambodia, December 2020.

THE REPUBLIC OF INDONESIA

Considerations for Civil Service Modernisation in Indonesia

- The Indonesian civil service is well-positioned to adopt structured methodologies to enhance digitalisation efforts. However, effective digitalisation is constrained by the amount of required training that must be provided to prevent misuse or misunderstanding of new digital processes. Digital literacy will also need to increase within the population through government efforts to ensure universal uptake of improved public services.
- Civil service leadership has a strong commitment in reform processes to foster innovation and support from the broader civil service and from Indonesian citizens, however they are facing culture clashes that are not easy to change. Indonesia notes that this is a particular challenge for them.
- Indonesia has policies and laws that ensure equal opportunity employment in the Indonesian civil service for people with disabilities. There is an opportunity to consistently adhere to the policies and laws by all government institutions. Equal opportunity employment in the civil service is important for modernisation as it promotes diversity of thought, greater acceptance of citizen engagement, and a deeper pool of capability and capacity to support reform initiatives.
- The Indonesian civil service attracts many highly qualified and skilled citizens into entry-level positions through entrance exams and generous working conditions, but there have been ongoing challenges attracting experienced professionals from external organisations, particularly those with digital and ICT skills, into the civil service. Hiring experienced professionals into mid-level and leadership positions within the civil service will enhance government performance through increased capability and capacity.

Indonesia has a large civil service, with approximately 4.1 million civil servants in December 2020[89]. These employees are spread across:

- Seven state secretary institutions;
- Thirty-four Ministries;
- Four ministerial-level institutions;
- Twenty-eight non-ministerial institutions;
- Eighty-eight non-structural government institutions;
- Local governments, consisting of thirty-four provinces and 509 districts/cities; and
- Two public broadcasting institutions.

The central agency responsible for these civil service organisations is the Ministry of Administrative and Bureaucratic Reform[90]. The political and social changes that have occurred in Indonesia over the past two decades, such as democratisation, decentralisation of governance, transparency, and openness of information, have required the Indonesian civil service to adapt to ensure services are delivered efficiently and appropriately to its citizens[91].

89 Civil Servant Statistics Book, December 2020, Indonesia National Service Agency (NCSA), 2020.
90 Ibid.
91 Ibid.

Pursuant to the issuance of Law Number 5 of 2014 of the Republic of Indonesia on Civil Service, the highest authority in managing civil service, comprising in terms of policy, profession guidance, and civil service management, is held by the President. For the implementation, the President delegates his authority to four institutions as follows:

- **Ministry of Administrative and Bureaucratic Reform / KemenPAN-RB** (ministry) has authority in policy formulation and stipulation, policy coordination and synchronisation, and policy implementation surveillance (Policy).
- **National Civil Service Agency / NCSA or BKN** (non ministerial institution) has authority to formulate civil service Norm, Standard, Procedure, and Criteria (NSPC). NCSA also is required to ensure the conduct of NSPC through its authority in civil service surveillance and monitoring, nation-wide (HR Management). Furthermore, NCSA also has a mandate to develop and manage the Civil Service Information System (SIASN) and retain civil servant information to become One Data civil service.
- **National Institute of Public Administration / LAN** (non ministerial institution) has authority in research, policy formulation, and implementation for training and education for civil service (Professional Development).
- **Civil Service Commission / KASN** (non structural government institution) has authority in monitoring and evaluation of merit system implementation and code of conduct, and code of ethics implementation (Monitoring and Evaluation).

Concerning non-ministerial institutions, the President of the Republic of Indonesia Decision Number 103 of 2001 on Governance of Non-ministerial Institutions defines it as a government institution established to conduct specific government duties outside ministerial coverage. The institution is organised and responsible under and to the President through coordination of a related ministry. In terms of civil service management, acting as coordinator is the Ministry of Administrative and Bureaucratic Reform.

CAPABILITY AND CAPACITY

The Indonesian civil service attracts many highly qualified and skilled citizens through entrance exams and generous working conditions, but there have been some challenges in attracting professionals, particularly those with technological skills, into the civil service. Enhancing competency and capacity of the civil service is a priority for Indonesia, particularly as the country aims to lift economic and social prosperity through more effective public service delivery[92]. The Computer Assisted Test (CAT) that is used as the entrance exam for civil servants has been commended by the World Bank as an example of best practice in improving transparency and accountability of recruitment[93].

The average educational attainment of civil servants greatly varies across departments, with those in the Audit Board of the Republic of Indonesia, the Ministry of Research, Technology and Higher Education and the Ministry of Home Affairs having the highest average level of education (undergraduate degree or above), and those in the Ministry of Defense, State Police and Ministry of Transportation having the lowest average level of education[94]. Increasing the average level of education across the civil service is part of the government's civil service

[92] OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.
[93] Civil Service Modernisation in ASEAN Study Survey Response, Indonesia, January 2021.
[94] The World Bank Office Jakarta, 2018. *Mapping Indonesia's Civil Service*, Jakarta: World Bank Group.

modernisation agenda, which was formalised in 2014 through introduction of Law No. 5/2014[95]. This civil service reform bill is a top national priority and aims to improve the capacity and accountability of the civil service through numerous initiatives, including the introduction of clear job performance requirements, greater capacity development and training of civil servants, an updated institutional framework covering new regulations, working procedures and management, and various anti-corruption measures[96]. Supporting these reforms, and more broadly managing staff development, is the assignment of Indonesian National Institute of Public Administration/LAN. The Indonesian National Institute of Public Administration/LAN is the central government body responsible for preparing the civil service competency framework, and promoting and administering training to civil servants[97]. Training is administered through a mix of formal training, mentoring and on the job training, and is tailored to the experience and requirements of individuals[98].

CITIZEN ENGAGEMENT

Citizen engagement and openness of the government are key elements of Indonesia's civil service regulatory frameworks, and significant progress has been made over the past decade in enhancing openness and engagement[99, 100].

Indonesia is one of only three South East Asian countries to have a Freedom of Information law (Indonesian Law number 14, year 2018) in place and have publicly committed to create an open and transparent government. Indonesia is a founding member of the Open Government Initiative, a joint commitment with the US, Brazil, the Republic of the Philippines, England, Mexico, Norway and South Africa that encourages transparency, citizen participation and accountability of the civil service and government[101]. Indonesia has made numerous commitments and laws that formalise citizen engagement in the decision-making process and have been supported and commended by the OECD for their commitment to openness and transparency[102]. As part of the Open Government Initiative, the Government of Indonesia introduced regular public consultations that created a platform for discussion and opinion exchange between civil servants and citizens on various issues of public concern[103]. This is complemented by an E-Legislation Portal that contains legislative programmes, drafts of the new regulation, discussion agendas, minutes of the meetings and online public consultation menu. This portal has been trialled in some regions and is being enhanced and expanded to five regions under the most recent iteration of the National Action Plan.

---

95 The World Bank Office Jakarta, 2018. *Mapping Indonesia's Civil Service*, Jakarta: World Bank Group.

96 Government of Indonesia, 2017. Strengthening the Reform of the Reformers/Inspire Project through Programmatic Consolidation - A Proposal to DFAT for Additional Funding, Canberra: Australian Government Department of Foreign Affairs & Trade.

97 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.

98 Civil Service Modernisation in ASEAN Study Survey Response, Indonesia, January 2021.

99 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

100 The World Bank Office Jakarta, 2018. *Mapping Indonesia's Civil Service*, Jakarta: World Bank.

101 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

102 OECD, 2014. *Strengthening Public Consultation in Regulatory Decision Making in Indonesia*. [Online] Available at: https://www.oecd.org/gov/regulatory-policy/indonesia-strenghtening-public-consultation.htm

103 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

Indonesia's commitment to increasing citizen participation is reflected in their high E participation Index ranking, particularly due to their efforts in providing an increasing amount of information and data to the public on health and education, and in encouraging more participation from regional and rural citizens in government planning[104].

DIGITAL SERVICE DELIVERY

Indonesia has been mildly successful in their digital transformation and have recently accelerated the implementation of digital service platforms for citizens[105, 106]. There have been challenges in adopting a whole-of-government approach to digitisation, and limited uptake by civil servants has hindered the transformation further[107]. The majority of government departments have implemented digital technologies, particularly for internal work, but there is considerable variance in digital maturity between departments. Introduction of e-government guidelines and implementation standards in 2018 has begun the move to a more focused and integrated digital transformation[108]. This is a crucial step in ensuring that government services are delivered appropriately to vulnerable groups and regional/rural citizens[109]. Many of the improvements to digital service delivery and implementation of an open, e-government in Indonesia is driven by the Open Government Initiative that sets priority agendas for two year periods[110]. For the 2018-2020 Open Government Action Plan, there is a focus on increasing citizen engagement with government through digital platforms, improving data management across the civil service, and publishing more data and information to the public[111]. Open government initiatives align with the Presidential Decree number 39 of 2019 concerning One Data Indonesia. The implementation of One Data in both central and local government in Indonesia could be combined in their data portal for citizens to benefit from an open data government.

These efforts have been recognised in the United Nations E-government Development Index, where Indonesia moved from a 'Medium' ranking in 2016 to 'High' in 2018. This improvement was marked by a significant increase in the provision of government services delivered online[112].

EFFECTIVENESS AND COLLABORATION

One of the goals of civil service reform in Indonesia is to become an agile and adaptive organisation that can work collaboratively and across jurisdictions to provide better services for citizens. The civil service has been streamlined and 10 agencies have recently been dissolved to reduce role overlaps and improve efficiency. Strengthening transparency and accountability measures is also a focus of reforms and will be instrumental in creating a more effective

---

104 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

105 Kelleher, J., 2017. *Implementation of e-Government to be accelerated in Indonesia*. [Online] Available at: https://opengovasia.com/implementation-of-e-government-to-be-accelerated-in-indonesia/

106 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.

107 Rohman, H., 2020. *Indonesia's vision for digital government in 2025*. [Online] Available at: https://govinsider.asia/inclusive-gov/indonesia-digital-government-bappenas-joko-widodo/

108 Rohman, H., 2020. *Indonesia's vision for digital government in 2025*. [Online] Available at: https://govinsider.asia/inclusive-gov/indonesia-digital-government-bappenas-joko-widodo/

109 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.

110 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

111 Government of Indonesia, 2018. Indonesia Open Government Partnership: National Action Plan 2018-2020, Jakarta: Open Government Indonesia.

112 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.

and trustworthy civil service. The Strengthening the Performance Accountability System of Government Agencies (SAKIP) is an initiative run in Indonesia that consists of indicators and measures of accountability in key government processes. Over 270 district governments are assessed under this programme[113]. Indonesia have also implemented monitoring and evaluation mechanisms at each stage of the reform roadmap to further support effectiveness and accountability[114].

Effectiveness and collaboration in the civil service in Indonesia can be seen on the selection for SLS (Senior Leader Service) in the central and local institutions. It is facilitated by several assessment centres, one of which is NCSA's Assessment Centre as the implementing department for assessment. NCSA collaborate with KASN, which is the institution that supervises the result of the selection to ensure that the result is based on the law and regulations. Collaboration also involves KemenPAN-RB, particularly with enactment of KemenPAN RB regulations No. 5, year 2019 concerning the selection of SES which is open and competitive in government institutions. According to this regulation, the selection process is supported by the information system, named SIJAPTI. The enactment of this app would make the process easier.

Another example is in regard to the National Talent Management Civil Service that is determined and implemented by the National Talent Management Civil Service Team which consists of elements from the KemenPAN-RB, the Ministry of National Development Planning / Bappenas, the Ministry of Home Affairs/Kemendagri, LAN, NCSA/BKN, and the KASN.

LEADERSHIP

Law No. 5/2014 introduced a separate management strategy for senior civil servants, called the Senior Leader Service (SLS)[115]. Those in the SLS are encouraged to have more career mobility, have shorter appointment terms than regular civil service staff, and are subject to more stringent performance standards. SLS are assessed by their managerial, socio-cultural and technical competence and receive additional opportunities for training and development compared to more junior civil servants[116]. SLS positions are open to external candidates but are largely sourced through the civil service. However, there has been a concerted effort to increase the number of SLS positions held by external staff to improve innovation, diversity and capability of the civil service[117].

One of many capabilities that is critical for leadership to drive reform and modernisation of the civil service, especially in Indonesia, is being responsive by having adaptable work programmes which fulfil the needs in the society.

Furthermore, the performance and potential are also critical for leadership. There are nine talent management boxes in Indonesia according to the KemenPAN-RB Regulation No. 3, year 2020 concerning Talent Management of ASN.

---

113 Triyulianto, T., 2018. An Evaluation of a Government Performance Accountability System Indonesian District Governments 2010. *Transparency of Administrative Science Journal*, 1(1), pp. 85-100.
114 Civil Service Modernisation in ASEAN Study Survey Response, Indonesia, January 2021.
115 Effendi, S., 2014. Finally, a new Civil Service Law. *The Jakarta Post*, 3 February.
116 Civil Service Modernisation in ASEAN Study Survey Response, Indonesia, January 2021.
117 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

Performance				
	Exceeds Expectation	**4**	**7**	**9**
		Exceeds expectations performance and low potential	Exceeds expectations performance and moderate potential	Exceeds expectations performance and high potential
	Meets Expectations	**2**	**5**	**8**
		Meets expectations performance and low potential	Meets expectations performance and moderate potential	Meets expectations performance and high potential
	Below Expectations	**1**	**3**	**6**
		Below expectations performance and low potential	Below expectations and moderate potential	Below expectations and high potential
		Low	**Moderate**	**High**
		Competency		

The expected future leaders are those in the 7th, 8th and 9th box. These people would likely drive reform and modernisation of the civil service.

THE LAO PEOPLE'S DEMOCRATIC REPUBLIC

Considerations for Civil Service Modernisation in Lao PDR

- Citizen engagement is a key priority for Lao PDR, and there has been a push to increase participation in civil service organisations This will improve the relevance of policies and services for all citizens.
- Lao PDR's civil service provides a stable and long-term career opportunity for citizens. While this facilitates a predictable pipeline of talent to commence their career in entry-level positions, learning and development is a focus to improve innovation and appetite for reform.
- While Lao PDR does not have a national portal for government services, steps have been taken to improve access to online services, such as a one-stop service portal recently developed by the Ministry of Investment. Full digital delivery is, however, currently constrained due to the low level of technology penetration and digital literacy among citizens.

Lao PDR has a strong career-based civil service system, ensuring the stability of its workforce. The civil service in Lao PDR is overseen by the Ministry of Home Affairs, which promotes resilient governance, organisational stability, and a competent and professional civil service characterised by effectiveness and responsiveness to citizens of Lao PDR[118].

Civil service reform has been a key activity within the Lao PDR civil service since the early 1990s and governance improvements are an underlying focus of the 8th Five-year National Socio-economic Development Plan[119] which aims to promote economic development, focusing on quality rather than quantity by increasing productivity, investment and efficient use of resources while promoting the use of innovation and modern science and technology while reducing environmental and social impacts[120]. The next iteration of the National Socio-economic Development Plan is likely to place further emphasis on promoting strong and modern internal, regional and international cooperation, and increasing the effectiveness of public administration through the rule of law and public unity[121].

CAPABILITY AND CAPACITY

Civil service reform in Lao PDR has focused on streamlining the civil service, improving capacity and effectiveness of staff, and implementing modernised workforce management processes[122]. Much of the reform agenda is guided by the *National Socio-Economic Development Plan*, which is renewed every five years. In its current form, it emphasises the need for preparation

118 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019: Country Fact Sheet, Lao PDR, Paris: OECD Publishing.
119 Civil Service Modernisation in ASEAN Study Survey Response, Lao PDR, January 2021.
120 Lao PDR, 2016, 8th Five-year National Socio-economic Development Plan. Available at http://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/lao_8th_nsedp_2016-2020.pdf
121 Xlinuanet, 18 Jan 2020, Lao gov't drafts 9th 5-year socio-economic development plan. Available at http://www.xinhuanet.com/english/2020-02/14/c_138783876.htm
122 Onxayvieng, C. & Tan, S., 2015. Public Personnel Administration Reform: Effect on Civil Service Management and Innovation in Lao People Democratic Republic. *Public Policy and Administration Research*, 5(6).

of a whole-of-government approach to capacity building and development of civil servants, and greater transparency and regulation in the recruitment and promotion of staff[123]. Currently, training and development of staff is delegated to individual departments to organise, administer and promote, leading to significant inconsistencies in staff capacities across the civil service[124]. The *National Socio-Economic Development Plan* provides more generalised guidance and direction for civil service reform and is accompanied by the Civil Service Management Strategic Framework, a comprehensive framework focused on developing the capacity and capabilities of civil servants[125]. The development and implementation of the Civil Service Management Strategic Framework (the Framework) provides senior staff and human resources staff with guidance around six key areas:

- Staff management practices;
- Pay and conditions;
- Performance management;
- Human resource development;
- Leadership and communication; and
- Personal planning.

Recruitment into the civil service occurs through a competitive examination process targeting recent university graduates, and is strongly career-based. Civil service employees make up 18 per cent of Lao PDR's total employment, and 35.8 per cent of this proportion are female[126].

The roll out of the Framework is intended to elevate the leadership capabilities of senior staff, and enable them to create an efficient, effective and high performing culture for their staff[127]. The Framework has already spurred the development of numerous other civil service improvement initiatives, including the development of a civil service code of conduct and a mandate that all job roles have an attached job description[128]. These civil service capacity building reforms have strong support and momentum from government but are hindered by difficulties in attracting highly skilled staff, particularly those with tech skills. This is due to low renumeration of staff, minimal use of performance assessments, and infrequent use of performance related pay[129].

CITIZEN ENGAGEMENT

Engaging with citizens has been a priority of members of the National Assembly, who visited over 8,950 electoral regions between 2011 and 2015 to meet with citizens, local government, police and minority groups[130]. At these meetings, comments and issues raised by citizens were recorded and reported to the relevant ministers, departments and sectors for them to improve upon or rectify[131]. The National Socio-Economic Development Plan also notes citizen

[123] Onxayvieng, C. & Tan, S., 2015. Public Personnel Administration Reform: Effect on Civil Service Management and Innovation in Lao People Democratic Republic. *Public Policy and Administration Research*, 5(6).
[124] OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
[125] Onxayvieng, C. & Tan, S., 2015. Public Personnel Administration Reform: Effect on Civil Service Management and Innovation in Lao People Democratic Republic. *Public Policy and Administration Research*, 5(6).
[126] OECD, 2019. *Lao PDR fact sheet*, s.l.: OECD Publishing.
[127] Onxayvieng, C. & Tan, S., 2015. Public Personnel Administration Reform: Effect on Civil Service Management and Innovation in Lao People Democratic Republic. *Public Policy and Administration Research*, 5(6).
[128] Onxayvieng, C. & Tan, S., 2015. Public Personnel Administration Reform: Effect on Civil Service Management and Innovation in Lao People Democratic Republic. *Public Policy and Administration Research*, 5(6).
[129] OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
[130] Ministry of Planning and Investment, 2016. *8th Five-Year National Socio-Economic Development Plan (2016-2020)*, Vientiane: Government of Lao People's Democratic Republic.

engagement as an important step in the civil service reform agenda, with various targets and policies in place to improve the operating environment and capacity of civil society organisations to engage with government. This is complemented by a commitment by the Prime Minister to engage with civil society organisations on matters around development and innovation more regularly and to strengthen transparency and accountability of government operations to allow greater citizen involvement[132]. Civil service organisations must still operate in line with government policy and are under the control or supervision of government agencies[133].

Lao PDR's ranking in the United Nations E participation Index, which measures the level of citizen engagement with government through technology, dropped from 'Medium' to 'Low' between 2016 and 2018[134]. This might be partially attributed to the fact that citizens often avoid providing negative feedback to the government[135]. However, in some sectors, there is strong government support for community participation, such as Village Education Development Committees. These types of community participation initiatives are spearheaded by the Ministry of Education, and their role is envisaged to cover a very active citizenship and involvement in increasing the quality of education and community support for educating children[136]. The role of the National Assembly as a representative body is also growing, enabling it to assume a more pro active policy oversight role[137].

DIGITAL SERVICE DELIVERY

The E-Government Centre within the Ministry of Post and Telecommunications has been integral in driving the digital transformation in Lao PDR. Their core functions have been to provide greater ICT infrastructure to administrative civil servants, create public-facing government websites and manage a data sharing platform containing official data from each department[138].

The government has openly recognised the challenges in providing digital services due to the low level of technology penetration and digital literacy among citizens[139]. Use of technology and internet accessibility varies widely across the country, and government services are still largely delivered in person to cater to the requirements of the population[140]. As of 2019, only 39 per cent of the population of Lao PDR had access to the internet. Because of this, the digital transformation plan has predominantly focused on increasing ICT infrastructure capacity within the civil service, rather than delivery of online government services to the public[141]. The Ministry of Homes Affairs has implemented the Personnel Information Management System (PIMS) which tracks civil servants from recruitment to retirement, and they have recently developed the Civil Servant Smart Card which includes work, personal and salary details[142].

---

131 Ibid.

132 German Federal Ministry for Economic Cooperation and Development, 2020. *Citizen Engagement for Good Governance, Accountability and the Rule of Law*. [Online] Available at: https://www.giz.de/en/worldwide/73603.html

133 R. Delnoye. 2010. Survey on Civil Society Development in the Lao PDR: Current Practices and Potential for Future Growth. Vientiane. SDC Mekong Region Working Paper Series. No. 2.

134 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.

135 Lao PDR Consultation Response, 12 January 2021.

136 ADB, 2011, Civil Society Briefs: Lao People's Democratic Republic. Available at https://www.adb.org/sites/default/files/publication/28968/csb-lao.pdf

137 Slater, R. & Keoka, K., 2012, *Trends in the Governance Sector of Lao PDR*, Swiss Agency for Development and Cooperation.

138 Sengsourinha, D. S., 2019. Lao Government Digital Transformation, Vientiene : Ministry of Post and Telecommunications.

139 Inthara, K., 2017. E-Government Status of Laos, Vientiane: Ministry of Post and Telecommunications.

140 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris : OECD Publishing.

141 Sengsourinha, D. S., 2019. Lao Government Digital Transformation, Vientiene : Ministry of Post and Telecommunications.

142 Civil Service Modernisation in ASEAN Study Survey Response, Lao PDR, January 2021.

Lao PDR ranks in the middle of the E government Development Index category but dropped to 'Low' when measured in the Online Services Index and E-participation Index[143]. Despite these rankings, considerable progress has been made in the past five years in increasing government presence online and expanding the availability of online services[144]. This has been enabled through expansion of fibre cables, expanding the wireless data network, and installation of national data centres in 2018[145]. While Lao PDR also does not have a national portal for government services, steps have been taken to improve access to E-services such as a one-stop service portal recently developed by the Ministry of Investment[146].

EFFECTIVENESS AND COLLABORATION

The 8th Five-year National Socio-economic Development Plan supports improved efficacy of the civil service in Lao PDR. The Plan is accompanied by implementation guidelines that support the successful achievement of outcomes from central to grass roots levels. The Ministry of Planning and Investment, in collaboration with all sectors at the central and local levels, monitors and evaluates the implementation of the long-term plan and five-year plan in each period. The Ministry is also the focal point for coordinating and reporting the results of the plan[147]. However, it is noted that data availability, quality and management for indicators and targets at all levels need to be improved. Collaboration is a context dependent across agencies, however there is targeted inter-agency coordination to achieve cross-sector outputs against the plan which is supported by coordinating ministries and other central government coordinating bodies. This coordination was found to be a shortcoming in the previous 7th five-year plan[148].

LEADERSHIP

Leadership was found to be a critical skill in the implementation of the National Socio economic Development Plan[149]. The policy framework for strengthening the civil service is contained within Decree 82/PM of 2003, which defines the framework for selection, recruitment, deployment, grade and step determination, training, and disciplinary action[150]. The government has expanded the availability of training on English language proficiency, basic management skills, service orientation, and gender and ethnicity sensitivity for senior and mid-level civil servants[151].

While the single-party system generates a high degree of uniformity, the system of governance is gradually changing to accommodate a greater plurality of views and stronger checks and balances[152]. The current plan has a target of 20 per cent or above for women's participation in leadership and decision-making level positions in the party, government and mass organisations[153].

---

143 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
144 Sengsourinha, D. S., 2019. *Lao Government Digital Transformation*, Vientiene : Ministry of Post and Telecommunications.
145 Kim, S., 2018. *Transition to E-Governance in Laos*, New York: Cornell University.
146 Lao PDR Consultation Response, 12 January 2021.
147 Civil Service Modernisation in ASEAN Study Survey Response, Lao PDR, January 2021.
148 Ministry of Planning and Investment, 2016. *8th Five-Year National Socio-Economic Development Plan (2016-2020)*, Vientiane: Government of Lao People's Democratic Republic.
149 Ministry of Planning and Investment, 2016. *8th Five-Year National Socio-Economic Development Plan (2016-2020)*, Vientiane: Government of Lao People's Democratic Republic.
150 Slater, R. & Keoka, K., 2012, *Trends in the Governance Sector of Lao PDR*, Swiss Agency for Development and Cooperation.
151 Asian Development Bank, 2014. Lao People's Democratic Republic: Governance and Capacity Development in Public Sector Management Project, Vientiane: Asian Development Bank.
152 Slater, R. & Keoka, K., 2012, *Trends in the Governance Sector of Lao PDR*, Swiss Agency for Development and Cooperation.
153 Ministry of Planning and Investment, 2016. *8th Five-Year National Socio-Economic Development Plan (2016-2020)*, Vientiane: Government of Lao People's Democratic Republic.

MALAYSIA

Considerations for Civil Service Modernisation in Malaysia

- Civil service employee training and development is regularly updated to reflect the skills required by the Malaysian civil service, including targeted training opportunities in emerging fields. This fosters a skilled workforce that is ready and able to implement civil service reform activities.
- Malaysia has been successful in implementing a digital government, with over 80 per cent of government services provided online. The civil service is proactive in ensuring those with low digital literacy and/or those who are part of a vulnerable cohort can access these services.
- There is an understanding in civil service recruitment of the competition for skilled employees with the private sector and recognition that the civil service will need to proactively incentivise potential employees to encourage applications.
- There is an opportunity for Malaysia to improve collaboration across and within its civil service ministries and agencies. While leadership input is critical to successful reform agenda and policies, there is additional value gained through establishing cross-ministry working groups that meet at lower levels and provide advice to leaders.

The Malaysian civil service is the responsibility of the Public Service Department, and plays a critical role in supporting and enabling the nation's development by developing and implementing human resource and organisational development policies into best practice civil service programmes.[154]

The *11th Malaysia Plan (2016-2020)* articulates the key role Malaysia's public service plays in achieving the social, economic, and political goals of the plan. The public service will become more citizen-centric, and will enhance the productivity, efficiency and effectiveness of service delivery by decreasing bureaucracy, decentralising, and embracing a flatter organisational structure[155].

The Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) is the central agency for the modernisation and transformation of Public Service Administration. MAMPU is responsible for:[156]

- Catalysing change in administrative and management services in the public service sector;
- Leading ICT development for the public service sector;
- Working with the public service to establish proper management and ICT structures;
- Guiding the implementation of modernisation and transformation programmes in the public service sector;

[154] ASEAN / ACCSM, 2017. Civil Service: Heart of the ASEAN Community, s.l.: ASEAN50.
[155] Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
[156] MAMPU, 2016. *Malaysian Administrative Modernisation and Management Planning Unit*. [Online] Available at: https://www.mampu.gov.my/en/corporate-information/role-of-mampu-department [Accessed 2020].

- Researching administrative modernisation and management planning for the public service sector; and
- Promoting government services to the public.

These responsibilities support the coordination and production of the Public Sector Reform Blueprint for the Malaysian Government.

CAPABILITY AND CAPACITY

The *11th Malaysia Plan (2016-2020)* outlined numerous strategies they would implement to better manage staff, enhance their competencies, and downsize the civil service[157]. Training and development policies were revised and upgraded to ensure that staff receive the most relevant and effective training for their needs, as well as provision of targeted training opportunities for some staff in emerging fields such as data science[158]. The number of training providers was also streamlined to guarantee that training across the civil service is consistent and high quality. The focus on staff development through training and career development opportunities is a competency requirement of senior civil servants, which is intended to embed learning and development into the civil service culture[159].

Talent management and performance evaluation processes have been delegated to individual ministries so they can be customised based on job requirements but are still required to fit within national mandated guidelines on performance appraisal and national training priorities[160]. Several federal ministries have been dissolved in the past five years to address the ballooning wage bill and overlap of positions within the civil service.

The Malaysian Government has also recognised that, to achieve their vision of a modern and future-proof civil service, they must address the lack of civil servants with appropriate ICT skills. The DGCCR programme is an initiative designed to prepare civil servants for the transition to digital government, and focuses on developing technical digital skills and changing mindsets and behaviours to be more flexible and open-minded about technology[161]. Upskilling current staff is one part of the plan to address this, but there is also a focus on attracting highly skilled staff using shorter contract-based positions, better renumeration and greater career and performance development options for high performers[162, 163].

CITIZEN ENGAGEMENT

Improving citizen participation in policy making is a key national objective in Malaysia[164]. Citizens are also encouraged to share their opinions, concerns and needs with the government through a variety of channels, including digital platforms, the Residents Representative Committee and face-to-face meetings[165]. The *11th Malaysia Plan (2016-2020)* focused on improving

157 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
158 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
159 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
160 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
161 Malaysia Consultation Response, 16 October 2020.
162 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
163 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
164 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
165 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.

citizen engagement and government responsiveness through decentralisation measures that would empower local governments to provide bespoke services to the community. Improving accountability of all levels of government ran concurrently to this, ensuring that citizens had visibility over the performance of the government against KPIs developed in conjunction with the community[166].

The Malaysian government introduced a suite of programmes under the *Digital Government Transformation Action Plan* to bridge the digital divide in the country to ensure that vulnerable groups can actively engage with the government. This includes provision of ICT literacy training for vulnerable groups, working with non government organisations (NGOs) to distribute information and initiatives to isolated and vulnerable groups, and to work with the private sector to expand WiFi coverage and create more affordable broadband packages for vulnerable groups[167, 168]. These all focused on using digital technologies to enhance service delivery and empower citizens to give timely feedback on programmes, with the intention of improving the country's E-participation Index ranking (which they achieved in 2018)[169, 170].

DIGITAL SERVICE DELIVERY

Planning and coordinating the digital transformation of the civil service and government services is responsibility of the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU)[171]. It has three sections, each focused on a unique aspect of the digital transformation: online service and recognition ICT initiatives section, big data and open data section, and information sharing service section[172]. The *Digital Government Transformation Action Plan 2017-2020* is MAMPU's whole-of-government strategy to transformation, and outlines 25 programmes and 68 activities to be implemented to improve civil service effectiveness, productivity and service delivery[173]. This transformation plan is one of the most comprehensive digital transformation strategies in the region and is coordinated by a central ministry, which has enabled the transformation to be cohesive, consistent and adequately funded thus far. Malaysia also measures the direct financial benefits for the government, businesses and citizens of all public ICT projects and programmes, ensuring that government investments in ICT are transparent and efficient[174].

Malaysia has made considerable investments to ensure that online government services are accessible and available to the whole population, including those with low digital literacy and limited ICT access[175]. Over 80 per cent of government services are now provided online and the government has turned their focus towards enhancing online service functionality to be more accessible to vulnerable groups[176]. One such initiative is using data to personalise government

166 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
167 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
168 Malaysia Consultation Response, 16 October 2020.
169 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
170 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
171 MAMPU, 2016. *Malaysian Administrative Modernisation and Management Planning Unit*. [Online] Available at: https://www.mampu.gov.my/en/corporate-information/role-of-mampu-department [Accessed 2020].
172 MAMPU, 2016. *Malaysian Administrative Modernisation and Management Planning Unit*. [Online] Available at: https://www.mampu.gov.my/en/corporate-information/role-of-mampu-department [Accessed 2020].
173 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
174 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.
175 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
176 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.

services to the user[177]. Malaysia introduced a nation-wide initiative to educate women and girls on using ICT safely and effectively so they can better engage with the online community and utilise online government services[178]. The success of this programme and other initiatives has given Malaysia a 'High' Online Services Index ranking and a 'Very High' E-participation Index ranking, largely due to the commitment they have made in providing equitable access to government services and the user-friendly and citizen-centric design of their e-services and government portals[179, 180].

EFFECTIVENESS AND COLLABORATION

Malaysia's PSD and Agency for Modernising the Public Service handles reform in a centralised way[181]. Additionally, top tier and second tier leaders across the civil service meet regularly to share and provide feedback on reform agendas[182]. It has been acknowledged that there are challenges in communicating the reform agenda to lower levels, and to then receive feedback.

LEADERSHIP

Leadership is a skill that all civil servants are encouraged to develop throughout their careers and training and career opportunities are provided to facilitate this. There has been even greater focus on leadership skills in the civil service since the release of the 11th Malaysia Plan, which articulated a strategy specifically for enhancing leadership development in the civil service[183]. The National Institute of Public Administration (INTAN) and Razak School of Government (RSOG) deliver leadership training for civil servants and have been improved and their curriculums redesigned to produce better outcomes for participants[184]. Malaysia also uses competitive examinations and performance reviews to identify those with exceptional leadership qualities early in their career. Once someone is promoted to a senior civil service role, their performance is assessed against outcome, output and organisational management indicators[185].

177 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
178 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
179 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
180 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.
181 Civil Service Modernisation in ASEAN Study Consultation Response, Malaysia, October 2020.
182 Civil Service Modernisation in ASEAN Study Consultation Response, Malaysia, October 2020.
183 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
184 Prime Minister's Department, 2015. Eleventh Malaysia Plan 2016-2020: Anchoring Growth on People, s.l.: s.n.
185 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.

THE REPUBLIC OF THE UNION OF MYANMAR

Considerations for Civil Service Modernisation in Myanmar

- Myanmar has committed to reforming its civil service through working collaboratively ASEAN member countries and International Organisations. This approach has enables Myanmar to provide a clear strategy for its future civil service and what the outcomes will be for its citizens.
- Citizen engagement and people-centred service delivery is a central pillar of civil service reform in Myanmar, with a focus on transparency and accountability.
- A new civil service framework is being developed on the people-centred approach that will be taken to service design and delivery, priority setting and decision making. This will include a clear directive on the importance of citizens being given multiple platforms and opportunities to engage with the government from the beginning to the end of policy and service design and implementation.
- Public perception data has contributed to the redesign of the public complaint's framework and more generally to the way that public services will be designed and delivered in future.
- Public perception data has created a baseline metric of citizens' trust in the government which progress will be measured against at regular intervals.
- Civil servants at lower levels are being upskilled in technical and operational capabilities, mid-level employees are primarily being trained on developing ICT skills to be aligned with the e-government system, management, and senior staff are receiving training to develop their leadership, resilience, decision making, policy design and implementation, collaboration and their skill in working with diversity
- Myanmar is in the early stages of its digital transformation; the focus of these strategies is providing ICT to the civil service so they can perform their jobs more efficiently and making further upgrades to their new online citizens' portal.
- Leaders are expected to play an important role in embedding the culture change needed to create a modern and high performing civil service, and thus new leadership development programs will focus on empowering current leaders and nurturing leaders of the future.
- The rights and protections of women are stipulated in the laws governing Myanmar and their participation becomes gradually higher and higher at the level of senior leadership in the civil service organisations.

The civil service in Myanmar is a key component in facilitating democratisation and general nation-building efforts. The Union Civil Service Board (UCSB), renamed in 2010 in accordance with the UCSB Law and Union Civil Services Board Rules, is responsible for recruiting the entry level officials, training civil service personnel up to deputy director general level, preparing the regulations for all civil service matters that ensure the nation is equipped with the skills and expertise to achieve the Myanmar Sustainable Development Plan (MSDP).[186] To support civil service's capacity development, Myanmar is working with development partners, such as the

UNDP, Hanns Seidel Foundation (HSF), EU (GOPA), World Bank and UN-APCICT, and has established a civil service reform portfolio within the public sector[187].

The *Myanmar Civil Service Reform Strategic Action Plan 2017-2020*, led by the UCSB and supported by UNDP, articulates the path to develop a civil service that is ethical, merit based, inclusive, responsive, accountable and transparent. This Strategic Action Plan aims to introduce a new ethos and culture to the Myanmar civil service to support the overall transformation of the country in a more effective manner, it is based on the premise that the civil service should become a 'better place to in order to be able to harness motivation and efficiency, but it should become a 'better partner to the people' through more people-centred culture and engagement, more transparent and accountable mechanisms and practices"[188] This plan has four focus areas, with associated target outcomes:

1. **New civil service governance**
   - New directions for the Myanmar civil service are determined, reflecting the aspirations of the Government of Myanmar to instate a federal democratic union
   - Role and mandate of the UCSB strengthened and clarified
2. **Merit-based and performance-driven culture and systems**
   - Meritocracy and equality mainstreamed across all regulatory and procedural frameworks
   - Modern human resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection, recruitment, promotion, and transfer systems
3. **People-centred civil service leadership and capacity development**
   - Results-oriented and people-centred culture instigated through motivation
   - Leadership for mindset change and reform is strengthened
   - Learning and training methods and techniques are improved
4. **Transparency and accountability in the civil service**
   - Integrity and accountability enhanced across the civil service
   - Openness and transparency toward the public.

The UCSB's primary contributions seek to advance progress within the focus area 2: Merit-based and Performance-driven culture and systems; focus area 3: People-centred Civil Service Leadership and Capacity Development, while simultaneously reinforcing the other focus areas and primary outcomes. The UCSB develops a number of policy tools to support the whole process of human resource management, including a competency-based job description for senior officials of the civil service, the senior executive leadership development scheme, and a results-based performance evaluation system for those who will be promoted to the gazette officer level (equivalent with the staff officer level) and ethical values for civil service personnel.

As part of this support, and necessary to provide share and structure to the entire civil service reform agenda, the integrated approach to policy tool and guideline adoption, rollout and implementation are being undertaken. In addition, the UCSB contributes the capacity development programmes or projects under ASEAN Cooperation on Civil Service Matters Work Plan, Myanmar ARC's theme "Public Service Motivation" and ASEAN Network of Public Service Training Institutes (PSTIs).

---

186 ASEAN / ACCSM, 2017. Civil Service: Heart of the ASEAN Community, s.l.: ASEAN50.

187 Ibid.

188 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

In order to increase the ASEAN awareness on the importance of Public Service Motivation, knowledge products on public service motivation-related materials arising from the Regional Workshop on Public Service Motivation and the Inter-sectoral Dialogue Forum on Public Service Motivation to Support the Realisation of ASEAN Community Vision and Sustainable Development Goals are compiled and published for dissemination to wider stakeholders. The Compendium allows sharing of knowledge to wider stakeholders and the public by uploading it to websites of the ASEAN Secretariat and ASEAN Member States, and dissemination to ASEAN Sectoral bodies, Australia, and other relevant organisations.

Subject to the outcomes of the Inter-sectoral dialogue forum, the UCSB considers a follow-up activity or a continuation of the Forum as a regular activity which could be part of the action plan to implement the ASEAN Declaration on the Role of Civil Service as a Catalyst for Achieving the ASEAN Community Vision 2025 to be developed by ACCSM as called for by the ASEAN Leaders in the Declaration.

CAPABILITY AND CAPACITY

The UNDP has worked closely with the Union Civil Service Board on a programme called LEAP since 2018 to create a people-centred, ethical, responsive and merit-based civil service, and are using a modern Human Resources Management System (HRMS) to achieve these goals. The HRMS has five functional areas: recruitment and selection; posting and transfer; performance evaluation; human resource planning; and a competency framework and toolkit[189]. Presently, recruitment of gazette officers for the entry level into the civil service is handled by the UCSB and ministries can send through requests about their staffing requirements for the UCSB to action[190].

Capacity development is a focus area of the *Civil Service Reform Strategic Action Plan* (2017-2020) and will be achieved in part through upgrades and refinement of the training options and methods currently used by the Central Institutes of Civil Service[191]. There are nine key capabilities required by civil servants to support Myanmar's modernisation agenda[192, 193]:

- Digital Literacy
- Innovation
- Leading Change
- Adaptability and Resilience
- Communication, Cooperation and Collaboration
- Negotiation
- Self-learning and Self-discipline
- Responsiveness
- Growth Mindset

[189] United Nations Development Programme, 2020. Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service (LEAP). [Online]
[190] Republic of the Union of Myanmar Consultation Response, 16 October 2020.
[191] Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.
[192] Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Union of Myanmar, December 2020
[193] Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

To facilitate the development of these capabilities in the civil service, the Action Plan outlined a new integrated and whole-of-government approach to training in the civil service[194]. The UCSB now leads the coordination of training in all agencies and creates a tailored portfolio of training and development for civil servants at different levels of responsibility and seniority[195]. They are responsible for quality control of training and have introduced online training packages to reduce costs and provide flexible and frequent training for staff. Civil servants at lower levels are being upskilled in technical and operational capabilities, mid-level employees are primarily being trained on developing their ICT skills to be aligned with the e-government system, and senior staff are receiving training to develop their leadership, resilience, decision making, policy design and implementation, collaboration and their skill in working with diversity[196].

CITIZEN ENGAGEMENT

Citizen engagement and person-centred service delivery is a central pillar of civil service reform in Myanmar and is complemented by the focus on transparency and accountability in the Action Plan[197]. A new Civil Service Framework is being developed on the people-centred approach that will be taken to service design and delivery, priority setting and decision making. This will include a clear directive on the importance of citizens being given multiple platforms and opportunities to engage with the government from the beginning to the end of policy and service design and implementation[198]. The Action Plan also committed the Government of Myanmar to enhancing the framework for receiving and addressing public complaints. The data and responses drawn from the Public Perception Survey of Government Services conducted in 2019 are contributing to the redesign of the public complaints framework and more generally to the way that public services will be designed and delivered in future[199]. This has created a baseline metric of citizens' trust in the government which progress will be measured against at regular intervals[200]. This is augmented by individual complaint boxes in each government department that seek feedback on the perception of quality, access and responsiveness from users of public services[201].

---

194 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

195 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

196 United Nations Development Programme, 2020. *Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service (LEAP)*. [Online]
Available at: https://www.mm.undp.org/content/myanmar/en/home/projects/LEAP.html
[Accessed 11 January 2021].

197 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

198 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

199 United Nations Development Programme, 2020. Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service (LEAP). [Online]
Available at: https://www.mm.undp.org/content/myanmar/en/home/projects/LEAP.html
[Accessed 11 January 2021].

200 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

201 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Union of Myanmar, December 2020.

DIGITAL SERVICE DELIVERY

The digital transformation in Myanmar is guided by the *Myanmar e-Governance Master Plan (2016-2020) and Myanmar Digital Economy Roadmap (2018-2025)*. As Myanmar is in the early stages of their digital transformation, the focus of these strategies is providing ICT to the civil service so they can perform their jobs more efficiently and is making further upgrades to their new online citizens' portal, which has been highly successful and covers a broad range of government services for citizens to access[202]. There is no digital identification functionality built into the portal as yet, but other functions of the portal are advanced and user-friendly[203]. Digital service delivery will be applied to a greater suite of government services in future, with the intention that most government services will be delivered in an online format once the initial focus areas of education, economy and general public services have been addressed[204]. ICT penetration across the country has rapidly increased since 2012, and the government is leveraging the widespread access to internet and digital devices to increase the number of online government services, whilst also maintaining traditional delivery of services so that those without access to technology or with low digital literacy are not left behind[205]. The roll out of ICT to agencies and departments has taken a siloed approach, and there are some issues of limited interoperability across the government, but the e-Governance Master Plan articulated a plan to integrate digital platforms[206]. The lack of civil servants with tech skills presents a barrier to implementation and uptake of technology, but there are initiatives in place to enhance the capacity of current civil servants and attract skilled employees.

EFFECTIVENESS AND COLLABORATION

Collaboration across the government is recognised as an important part of civil service modernisation in the Civil Service Reform Strategic Action Plan. ICT will play an integral role in facilitating inter-ministerial cooperation in Myanmar and allow for greater knowledge sharing across the government and more effective and quality service delivery for citizens[207].

Myanmar civil service has been implementing 'one stop shop' (OSS) and complaint boxes for public service users to provide feedback on service delivery and create a more effective system. In relation to the matters of ASEAN, 15 government agencies take the role of sectoral bodies under ASEAN Socio-Cultural Community (ASCC) at the national level in accordance with one of the priority areas under the post 2020 ACCSM Work Plan *Building institutional capacities and inter-agency coordination* in order to have a sense of ownership through collaborative effort for good governance practices. In other words, collaborative governance is present under the ASCC in Myanmar, as well as among the six sectoral bodies such as ACDM, ACW, ASOEN, SLOM, SOM-ED, SOMHD and development partners, such as Australia.[208]

---

202 Union Civil Service Board, 2015. *Myanmar e-Governance Master Plan*, Bangalore: Asian Development Bank and Republic of the Union of Myanmar.

203 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

204 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

205 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris : OECD Publishing.

206 World Bank, 2018. Myanmar: Economic and Financial Analysis for Potential Investments in Digital Government, Washington, DC: World Bank.

207 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.

208 Republic of the Union of Myanmar Union Civil Service Board, February 2021.

Another means of collaborative governance in Myanmar's civil service is through uploading a compendium to the websites of the respective government agencies to allow sharing of knowledge to wider stakeholders and the public. This can also support achieving the outcomes of the activities of the action plan to implement the National Development agenda. The projects and activities that are part of the implementation of the ASEAN Declaration/Statement are contributed to by all ASEAN Member States, and other related materials are usually disseminated to all stakeholders[209].

LEADERSHIP

People-centred civil service leadership is one of the four focus areas of the Civil Service Reform Strategic Action Plan and will be driven by better training, development and selection of senior civil servants[210]. Leaders are expected to play an important role in embedding the culture change needed to create a modern and high performing civil service, and thus new leadership development programmes will focus on empowering current leaders and nurturing leaders of the future[211, 212].

Myanmar cooperated and collaborated with the UNDP to develop a Senior Executive Leadership Development Scheme in 2018 to further improve the development of their leaders. This project falls under the LEAP programme currently in progress, and when completed will set out a system for leaders that includes special training, coaching and mentoring, and a more rigorous merit selection and performance evaluation[213, 214]. Junior staff with leadership potential will be more readily identified and offered support and development opportunities, which may include the option to attend leadership development training in other countries[215].

The capabilities required for leaders in the Myanmar civil service are spilt into core values, core competencies and functional competencies. Core values apply to all staff in the civil service but are expected to be championed by senior staff, which are fairness, integrity and service commitment. Core competencies include strategic focus, people focus and delivery focus, and functional competencies are problem solving, political awareness, negotiation, analysing complexity, risk assessment and management, team leadership and communication[216]. Training courses are offered for development of core competencies and functional competencies and will be further refined even as the LEAP programme finishes[217].

---

209 Republic of the Union of Myanmar Union Civil Service Board, February 2021.
210 Republic of the Union of Myanmar Consultation Response, 16 October 2020.
211 Union Civil Service Board, 2017. *Myanmar Civil Service Reform Action Plan 2017-2020*, s.l.: The Republic of the Union of Myanmar.
212 Republic of the Union of Myanmar Consultation Response, 16 October 2020.
213 United Nations Development Programme, 2020. *Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service (LEAP)*. [Online] Available at: https://www.mm.undp.org/content/myanmar/en/home/projects/LEAP.html
[Accessed 11 January 2021].
214 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Union of Myanmar, December 2020
215 Union Civil Service Board, n.d.. *The UCSB's Cooperation with International Organisations*. [Online]
Available at: https://www.ucsb.gov.mm/en/?page_id=198
[Accessed 11 January 2021].
216 Union Civil Service Board, n.d.. *The UCSB's Cooperation with International Organisations*. [Online]
Available at: https://www.ucsb.gov.mm/en/?page_id=198
[Accessed 11 January 2021].
217 United Nations Development Programme, 2020. *Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service (LEAP)*. [Online] Available at: https://www.mm.undp.org/content/myanmar/en/home/projects/LEAP.html
[Accessed 11 January 2021].

THE REPUBLIC OF THE PHILIPPINES

Considerations for Civil Service Modernisation in the Philippines

- Provision of online government services and citizen engagement tools have been highly successful. However, there is an increasing risk that vulnerable and isolated groups will be left behind if they are not enabled to access and use digital technology.
- The digital transformation and COVID-19 have enabled more flexible working arrangements and provided civil servants with greater work-life balance, particularly for women.
- The Anti-Red Tape Act streamlined government processes and significantly reduced waiting times for government services.
- The rapid uptake of technology and new modes of working due to COVID-19 has accelerated the digital transition in the civil service and has been of particular benefit to women.

Modernisation in the Philippines is focused on creating a responsive and future-ready civil service with a workforce that have a citizen-centric focus, are digitally literate, collaborative, creative, innovative and culturally intelligent. Driving modernisation efforts are numerous national strategies that focus on improving workforce capabilities and leveraging emerging technologies to improve service delivery, including the Philippine Development Plan 2017-2022 and the E-Government Masterplan 2022. The implementation and management of civil service reform is conducted by the Civil Service Commission (CSC), which is the central human resource agency mandated to manage the entire public sector workforce and to promote morale, efficiency, integrity, responsiveness, progressiveness, and courtesy in the civil service[218].

One of the most important and visible functions of the CSC is the conduct of examinations, the first step in the process of selecting prospective civil servants. Examinations are conducted based on the constitutional mandate that appointments in the civil service, except to certain positions defined by law, shall be made according to merit and fitness, to be determined as far as practicable by competitive examinations[219]. The early modernisation efforts of the CSC began in the field of examination.

Following are the two examinations most commonly taken by the public:

- **Career Service Examination (Professional)**

  The resulting civil service eligibility from passing this examination is called the Career Service Professional Eligibility, which is a second level eligibility appropriate for both first level (clerical) and second level (technical) positions in the government that do not involve the practice of a profession and are not covered by special/other laws.
- **Career Service Examination (Subprofessional)**

  The resulting civil service eligibility from passing this examination is called the Career Service Subprofessional Eligibility, which is a first level eligibility appropriate only for first level (clerical) positions in the government that do not involve the practice of a profession and are not covered by special/other laws[220].

[220] Civil Service Commission - Republic of the Philippines, 2019. *Career Service Examination Announcement No.08, 2019*, Manila: Civil Service Commission.

One can also acquire a civil service eligibility even without taking the Career Service Examination. The CSC grants eleven (11) different eligibilities under special laws and CSC issuances to qualified individuals, namely:

1. Bar/Board Eligibility (RA 1080)
2. Barangay Health Worker Eligibility (RA 7883)
3. Barangay Nutrition Scholar Eligibility (PD 1569)
4. Barangay Official Eligibility (RA 7160)
5. Electronic Data Processing Specialist Eligibility (CSC Res. 90-083)
6. Foreign School Honor Graduate Eligibility (CSC Res. 1302714)
7. Honor Graduate Eligibility (PD 907)
8. Sanggunian Member Eligibility (RA 10156)
9. Scientific and Technological Specialist Eligibility (PD 997)
10. Skills Eligibility - Category II (CSC MC 11, s. 1996, as Amended)
11. Veteran Preference Rating (EO 132/790)

The CSC also has a Performance Governance System for the Republic of the Philippines' civil service which translates the transformation vision into actionable strategies and commitments[221].

CAPABILITY AND CAPACITY

The CSC is responsible for lifting the competencies of the civil service through learning and development of existing civil servants and better recruitment practices for incoming employees. CSC administers the whole-of-government competency development strategy with the vision of being globally recognised as leaders in organisational development and HR. One aspect of this is the Competency-Based Learning and Development Program (CBLDP) which delivers training to staff with learning outcomes directly linked to competency requirements of their roles[222]. It also allows for identification of gaps in the skills and competencies of civil servants more broadly so that these may be filled by upskilling current staff or through recruitment[223]. Learning and development is offered through formal training, on-the-job training and self-development through mentoring and coaching.

The Philippines noted in their survey response that austerity measures in recent years have meant that budgets for learning and development have been reduced and that this impacts the retention rate of staff[224]. The reduction in budget is partially offset by the lower cost of delivering online training which has been increasingly utilised since 2018 and particularly during COVID-19[225, 226]. Issues with staff retention are being addressed through the introduction of

---

220 Civil Service Commission - Republic of the Philippines, 2019. *Career Service Examination Announcement No.08, 2019*, Manila: Civil Service Commission.

221 Civil Service Commission - Republic of the Philippines, 2014. *Our Transformation Process*. [Online] Available at: http://www.csc.gov.ph/2014-02-20-02-22-48/2014-02-20-02-26-15/progress-of-pgs/our-transformation-process.html

222 Civil Service Commission, 2020. *Competency-Based Learning and Development Program*. [Online] Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-37-45.html [Accessed 19 January 2021].

223 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.

224 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.

225 Edralin, D., Habaradas, R., Sarmiento, F. & Fumar, L., 2018. Business Model Innovation: How Do Government Training Institutes in the Philippines Create, Deliver, and Capture Value?. *Asia-Pacific Social Science Review*, 18(1), pp. 78-90.

226 Republic of the Philippines Consultation Response, November 2020.

Revised Guidelines on CSC Program on Awards and Incentives for Service Excellence (CSC Praise) which will allow for greater recognition and reward of those who embody and excel at the required competencies of their role[227]. The Philippine Talent Management Strategy will also seek to retain talented employees and strengthen the civil service to address future needs. The opportunities for professional development and greater remuneration through CSC Praise and the Philippine Talent Management Strategy will ensure that the civil service is as attractive to prospective employees as is the private sector[228].

Supporting the CBLDP is the Competency-based Recruitment and Qualification Standards which lists the minimum competencies, education, experience and eligibility requirements for applicants of civil service positions[229]. This has standardised selection processes across the civil service and ensures that incoming civil servants have the appropriate qualifications for a future-ready civil service[230]. Due to the position-based recruitment system in place in the Philippines, the civil service is able to recruit from a broad talent pool that includes external applicants, thereby ensuring that the workforce has the right mix of skills, experience and education to be effective and efficient[231].

Creating a more competent civil service is also enabled by improvements made to human resource management systems through the Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM)[232]. The CSC assesses human resource management in each civil service agency against four criteria:

1. Recruitment, selection and placement;
2. Learning and development;
3. Performance management; and
4. Rewards and recognition.

The CSC also supports agencies to lift their capabilities in each area and offer rewards for agencies that demonstrate human resource excellence[233]. The CSC also recognizes government officials and employees who have displayed outstanding work performance through the Honor Awards Program. The conferment of honor awards aims to motivate or inspire government employees to improve the quality of their performance and instil deeper involvement in public service.

---

227 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
228 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
229 Civil Service Commission, n.d. *Competency-Based Recruitment and Qualifications Standards*. [Online]
Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-37-10.html
[Accessed 19 January 2021]
230 Civil Service Commission, n.d. *Competency-Based Recruitment and Qualifications Standards*. [Online]
Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-37-10.html
[Accessed 19 January 2021]
231 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
232 Civil Service Commission, 2012. *Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM)*. [Online]
Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-36-08.html
[Accessed 19 January 2021].
233 Civil Service Commission, 2012. *Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM)*. [Online]
Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-36-08.html
[Accessed 19 January 2021].

CITIZEN ENGAGEMENT

Many services and programmes in the Philippines do not yet have a citizen-centric design and largely focus on ease of doing business from the service provider's perspective[234]. However, there is a genuine commitment from the government to strengthen citizen participation in government processes and improve outcomes for citizens[235, 236]. As a member of the Open Government Partnership, the Philippines have released their 5th National Action Plan (2019-2022) which details their strategies to increase citizen engagement with government, improve transparency and accountability of the civil service and establish digital reporting and evaluation mechanisms for government programmes[237]. These strategies will target citizen engagement at the local and national levels of government and will utilise a mix of town hall style meetings and surveys for local government matters and a technology-based citizen feedback tool for national government programmes[238]. It was noted by the ASEAN Trade Union Council that there are currently "cumbersome requirements" to access documents that are understood to be publicly available[239].

There are also numerous consultation processes that seek to engage stakeholders at different stages of the planning and implementation process. Each agency has their own policy/programme design framework that mandates citizen engagement in the process, with each agency including a mix of stakeholder consultation, pilot testing and publication of finalised documentation to ensure that citizens are informed and engaged[240]. Another mechanism that is aiming to bring citizens to the centre of policy making, design and service delivery is the adoption of the CSC Stakeholders Consultative Network (CSC SCN), a network of stakeholders who are convened occasionally intentionally to serve a positive role in the discussion of strategies, programmes, projects, and its successful execution[241]. The CSC SCN shall provide input in the form of advice, suggestions, and feedback on the Commission's strategies, programmes and/or projects, when necessary[242].

The Philippine Development Plan 2017-2022 also has a strong focus on increasing citizen engagement with government and outlined numerous campaigns and initiatives to accelerate the trend of increased citizen feedback[243]. As an example, there were 63,281 complaints provided on city and municipal government services in 2015, up from only 2,685 in 2010[244]. This is an indication of the increasing level of engagement from citizens and their comfort with providing feedback and participating in government. There are also numerous hotlines, social media accounts and government websites that citizens can use to communicate with government[245]. The CSC institutionalized the ''Contact Center ng Bayan" (CCB) as a feedback facility that the public could use to express their appreciation, complaints, suggestions, queries and requests for assistance on the services of the government. Feedback gathered from the CCB are utilized by government offices for continual improvement of their respective services. The Office of the

234 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
235 The Philippine Open Government Partnership, 2020. *5th National Action Plan*, Manila: Open Government Partnership.
236 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
237 The Philippine Open Government Partnership, 2020. *5th National Action Plan*, Manila: Open Government Partnership.
238 The Philippine Open Government Partnership, 2020. *5th National Action Plan*, Manila: Open Government Partnership.
239 Civil Service Modernisation in ASEAN Survey Response, ASEAN Trade Union Council, 19 March 2021.
240 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
241 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
242 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
243 National Economic and Development Authority, 2017. *Philippine Development Plan 2017-2022*, Manila: Government of the Philippines.
244 National Economic and Development Authority, 2017. *Philippine Development Plan 2017-2022*, Manila: Government of the Philippines.
245 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.

President established hotline, the 8888 Citizen's Complaint Hotline providing additional contact channels for people to lodge their complaints on government service delivery.

The Philippines' commitment to citizen engagement is also reflected by its position in the top category of the United Nations E-participation Index and Online Services Index, which are indications of the degree to which citizens are able to engage with government through ICT and the proportion of government services that are available in an online format, respectively[246]. The very high ranking in the E-Participation Index is of particular note, as it demonstrates that citizens are highly engaged with the government, are informed and aware of government actions, and that vulnerable, isolated and minority groups are involved and included in civil service processes.

DIGITAL SERVICE DELIVERY

The Department of Information Communication Technology (DICT) is the central government agency responsible for development and implementation of the digital transformation of the entire government. The E-Government Masterplan 2022 details how the Philippines will move beyond the early stages of digitisation and build a civil service that is connected and collaborative to improve service delivery[247]. The four key objectives of the E-Government Masterplan 2022 are to optimise government operations, engage citizens, transform services, and empower government employees. These are underpinned by a shift towards a more citizen focused civil service and the recognition that people, and particularly leaders, play the most significant role in a successful transition to e-governance[248]. Empowering staff to embrace technology in their everyday work will create a civil service culture that is open to new ways of working and utilises the ICT available to them for the benefit of citizens. The government is also aware of the necessity of having digital champions at the highest levels of the civil service who can drive initiatives and put adequate resources in place to support digitisation[249].

The survey response provided by the Philippines identified some of the country-specific barriers to digitisation[250]:

1. Limited internet connection for a large portion of the population and slow internet speeds compared to other ASEAN nations;
2. Limited digital literacy of civil servants and the general public;
3. Inadequate infrastructure in place to support digitisation; and
4. Outdated laws and policies that hinder uptake and utilisation of ICT.

The E-Government Masterplan 2022 and the Republic of the Philippines Development Plan 2017-2022 will address some of these challenges through improvements to digital infrastructure and access across the country, roll out of education and e-learning to increase digital literacy and updates to legislation[251, 252].

---

246 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
247 Philippines Department of Information and Communication Technology, 2019. *E-Government Masterplan 2022*, Quezon City: Republic of the Philippines.
248 Philippines Department of Information and Communication Technology, 2019. *E-Government Masterplan 2022*, Quezon City: Republic of the Philippines.
249 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
250 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
251 Philippines Department of Information and Communication Technology, 2019. *E-Government Masterplan 2022*, Quezon City: Republic of the Philippines.
252 National Economic and Development Authority, 2017. *Philippine Development Plan 2017-2022*, Manila: Government of the Philippines.

The rapid uptake of technology and new modes of working due to COVID-19 has accelerated the digital transition in the civil service and has been of particular benefit to women. The flexibility that working from home and flexi-time offers has enabled women to work and also fulfil other responsibilities at home. The survey response noted that "some would go as far to say that digitisation offers work-life integration that allows a more fluid approach to meeting responsibilities at work while at the same time enjoying a home life"[253].

EFFECTIVENESS AND COLLABORATION

Enabling collaboration across government through technology is a central focus of the E-Government Masterplan 2022, and the whole-of-government approach to digital transformation will eventually allow for seamless interaction and information sharing across the civil service[254]. However, many agencies are still very siloed and the progress towards true collaboration has been slow[255]. Identifying and adopting examples of best practice across the bureaucracy is a strategy that the civil service will utilise to inform future collaboration, particularly drawing on examples where digital solutions have allowed for greater connectedness between civil servants, efficient resource usage and better outcomes[256]. As part of their goals for improving collaboration and effectiveness in the civil service, focus has been placed on lifting capabilities of civil servants and leaders to work collaboratively[257]. Learning and development initiatives will attempt to foster the skills necessary for greater collaboration, including creativity, innovation, cultural intelligence and flexibility[258]. For leaders who are involved in the Leadership and Management Certification Program (CPro), these competencies are developed through the programme and then applied within their agencies as they complete their Action Learning Project[259].

Government agencies have also worked together to streamline delivery of services to the public through the establishment of a National Business OSS, which provides multiple government services in a single location. Another success of collaboration in the Philippines is exemplified through the Inter-agency Task Force for the Management of Emerging Infectious Diseases which is composed of multiple government agencies implementing the response against COVID 19, requiring them to coordinate and share fiscal and human resources[260].

---

253 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
254 Republic of the Philippines Department of Information and Communication Technology, 2019. *E-Government Masterplan 2022*, Quezon City: Republic of the Philippines.
255 Republic of the Philippines Consultation Response, November 2020.
256 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
257 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
258 Civil Service Commission, 2020. *Competency-Based Learning and Development Program*. [Online] Available at: http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-37-45.html [Accessed 19 January 2021].
259 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
260 Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.

Case Study
Anti-Red Tape Act

The Anti-Red Tape Act (ARTA) was introduced in 2007 to improve frontline government services and reduce incidents of corruption. Prior to this, citizens were sometimes unable to receive efficient and timely services from the government and could wait months for service requests to be actioned. Numerous initiatives had been introduced before 2007 that had begun to improve service delivery in the country and laid a solid foundation for ARTA's success. The intention of ARTA was to improve transparency in government processes and reduce red tape to speed up service delivery. ARTA introduced a "maximum processing period of five days for simple transactions and ten days for complex transactions" along with a suite of other requirements that detailed performance expectations, maximum number of signatories on transactions and maximum waiting times for services. Surveys were administered annually to assess each agency's adherence to ARTA requirements and a report card is issued to each agency, with awards offered to agencies that obtained excellent public performance based on the results of the Report Card Survey (ARTA RCS) and passed the two-phase validation process. Results attributable to the RCS are physical improvements, reduced Red Tape and employees' behavioural change. In general, ARTA has promoted transparency and accountability through simplified procedures and streamlined transactions in government agencies". ARTA has been highly successful in improving service delivery efficiency and has continually gained more support from agencies, businesses and citizens as the Act is refined. Over time, ARTA has evolved to minimise red tape in a broad range of areas and improved how citizens and businesses interact with the government. The impact of ARTA was further bolstered in 2018 when it was amended to the Ease of Doing Business and Efficient Government Service Delivery (EODB EGSD) Act of 2018. The new law featured explicit provision on a number of reforms aimed at minimising red tape for businesses, including the automation of the business registration process, faster processing of business permits and licenses, mandated turnaround times for government transactions, an anti-corruption policy, and the establishment of a one-stop shop that houses the government agencies involved in starting a business. The EODB Act introduced a number of reforms aimed at minimising red tape for businesses, including the automation of the business registration process, faster processing of business permits and licenses, mandated turnaround times for government transactions, an anti-corruption policy, and the establishment of a one-stop shop that houses the government agencies involved in starting a business. Notably, the anti-corruption policy has meant that there is zero face-to-face or identifiable contact between the government and business applicants, and all processes are either automated or completely anonymised.

Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020; Centre For Public Impact, "The Anti-Red Tape Act in the Philippines", February 2018

LEADERSHIP

There are five leadership competencies specified in the Leadership Competency Framework developed by the CSC:

- Thinking Strategically and Creatively;
- Leading Change;
- Building Collaborative Inclusive Working Relationships;
- Managing Performance and Coaching for Results; and
- Creating and Nurturing a High Performing Organisation.

These skills are developed through seminars, quarterly learning events and the Leadership and Management Certification Program delivered by the Civil Service Institute[261]. These are offered to emerging and current civil service leaders in all agencies, but some agencies utilise the training offered by the Civil Service Institute more regularly than others. There is also considerable flexibility for agencies to develop a tailored learning and development programme for their leaders with the support of the Civil Service Institute[262].

External recruitment also plays an important role in selecting the right leaders for the civil service. Unlike any other Southeast Asian nation, a large proportion of senior civil service positions are open to external applicants, which can attract candidates with different experiences, skills and capabilities than career civil servants[263].

[261] Edralin, D., Habaradas, R., Sarmiento, F. & Fumar, L., 2018. Business Model Innovation: How Do Government Training Institutes in the Philippines Create, Deliver, and Capture Value?. *Asia-Pacific Social Science Review*, 18(1), pp. 78-90.
[262] Civil Service Modernisation in ASEAN Study Survey Response, Republic of the Philippines, December 2020.
[263] OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.

THE REPUBLIC OF SINGAPORE

Civil Service Modernisation Challenges in Singapore

- The Singapore Public Service is responding to rising citizen expectations, technological disruption, a shrinking workforce, and an aging population, which requires changes to both the public service delivery approach as well as how the public service builds up its human resources capability.
- The Singapore Public Service has several strategies to encourage inter-agency collaboration, from programs targeting development of public officers to delivering public services to citizens.
- Singapore has been able to leverage and build off strong past efforts in digitalising the public services and are well-positioned to focus transformation efforts to build their Digital Government.

The Singapore public service employs around 153,000 officers in 16 Ministries and more than 50 Statutory Boards. The mission of the Public Service Division (PSD) is to steward One Trusted Public Service by developing strong leadership and engaged officers; building future-ready organisations; and promoting good governance to deliver excellent public services and enable effective government. PSD works centrally to coordinate the Singapore public service's transformation with a focus on the following three "Ws" over the next few years:

1. **Work**
   - Organise the public service to deliver services in new and more integrated ways, with citizens and businesses at the centre.
   - Press on with digital transformation, especially for core work processes.
   - Strengthen citizen engagement and partnership.
2. **Workforce**
   - Help the workforce to grow and deepen skills and capabilities.
   - Develop career development opportunities for civil servants, building on the public service's core competencies framework. This includes structured job rotation across agencies, talent attachment opportunities to people and private sectors and opportunities for officers to take on gig projects, etc.
3. **Workplace**
   - Creating a digital, people-centred and caring workplace.
   - Developing policies, programmes and infrastructure to build a safe and more resilient future workplace, that balances tele-commuting and work in the office; and stepping up efforts to look after officers' physical and mental well-being.
   - Leveraging on digital tools to improve productivity and employee experience at work.

The Singapore Public Service, like many other organisations in the world, is seeing the acceleration of change in their operating environment, with increasing volatility and complexity. The disruptiveness of technology, rising citizen expectations and greater polarisation, interconnectedness of the physical and digital realms are all drivers that serve to make the

future far less predictable. As a small nation state with an aging population and shrinking workforce, Singapore faces the additional issue of increasing scarcity that will challenge the existing status quo.

Case Study
Integrated Public Service Centre

Singapore has enabled a more integrated and seamless delivery of public services to citizens through the establishment of an Integrated Public Service Centre. As at September 2020, more than 260 services from 17 public agencies are being delivered through this Centre. These services include e-application for passports and citizen identification cards, support with tax e-filings, and the completion of Central Provident Fund nomination as part of legacy planning.

Additionally, citizens are able to access consultation-based services directly from other public agencies through video conferencing facilities. These services include housing finance advice from the Housing Development Board, receiving advice on the Silver Housing Bonus from the Central Provident Fund Board, and advice on tax filing matters from the Inland Revenue Authority of Singapore.

The Integrated Public Service Centre is staffed with cross-trained personnel and has already shown that the integration of services can lead to shorter wait times, higher citizen satisfaction, and increased civil service effectiveness. These positive outcomes have reinforced the transformative potential of integrating multiple agencies' services and delivering them via a single shopfront.

Civil Service Modernisation in ASEAN Study Survey Response, Singapore, December 2020

CAPABILITY AND CAPACITY

The Public Service Core Competency Framework sets out the competencies required by the public service officers in Singapore[264]. Core competencies are those which all public services officers are expected to possess, regardless of job and specialisation. They include: Thinking Clearly and Making Sound Judgements; Serving with Heart, Commitment and Purpose; Working as One Public Service; Working Effectively with Citizens and Stakeholders; Improving and Innovating Continuously; and Keep Learning and Putting Skills into Action. Functional competencies are those which are job specific and require specialist knowledge and skill[265].

Civil servants can develop these competencies through a variety of ways, including through formal training programmes as well as informal processes. The 70-20-10 model is used by the public service to develop the required competencies where 70 per cent of training is on-the-job, 20 per cent is through social learning, such as mentoring, and 10 per cent is through formal training programmes[266]. Public agencies are encouraged to rotate their officers across different areas of work to allow them to build expertise and be "tested" across different functions[267].

[264] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
[265] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
[266] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
[267] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.

There are several ways that talent is identified and managed through the Singapore public service. The Singapore public service believes in paying competitive salaries to attract and retain a fair share of talent. To achieve this, salaries are regularly benchmarked to comparable markets in the private sector and adjusted where appropriate. This ensures that their compensation packages continue to keep pace with the private sector.

Performance is reinforced through appropriate reward and recognition systems. Good performers are paid higher performance bonuses. Conversely, under-performers are given help and coaching to improve, failing which they would be exited from the service. For officers who have not only performed well, but also displayed the abilities to take on higher jobs, they would also be considered for promotion. Promotions are not simply a reward for past performance but also an expectation of competent performance and contribution at a higher level.

Officers who have been identified as having high potential are placed on talent programmes which provide additional development opportunities, such as placing them on inter-agency project teams, seconding them to different agencies to develop broader perspectives or deeper expertise, or to participate in leadership milestone programmes[268].

Case Study
SG Enable and the Singapore Public Service

The Singapore Public Service works closely with SG Enable, an agency dedicated to enabling persons with disabilities on various initiatives to support the employment of persons with disabilities in the public service.

- Under the Public Service Career Placement Programme, SG Enable provides job-matching services for persons with disabilities who are interested to pursue a career in the public service.
- Since 2019, lists of persons with disabilities who are actively looking for careers in the public service have been circulated to all public service agencies, to enable agencies interested in hiring persons with disabilities to reach out to potential candidates.
- Public agencies work closely with SG Enable by advertising suitable vacancies on SG Enable's job portal and participating in career fairs and programmes such as job shadowing, internship and mentorship organised by SG Enable.
- Persons with disabilities are employed in a diverse range of positions across the Public Service, ranging from policy roles to operational and administrative positions. In addition, some public agencies have also partnered Social Service Agencies to create job opportunities for persons with disabilities in work such as data entry, digitisation of documents and processing of claims.

Disability Employment, SG Enable, https://employment.sgenable.sg

[268] Public Service Division- Singapore Government, 2020. *Public Service Leadership Programme*. [Online] Available at: https://www.psd.gov.sg/what-we-do/developing-leadership-in-the-service/public-service-leadership-programme [Accessed 22 January 2021].

CITIZEN ENGAGEMENT

Engaging citizens to formulate better policies, deliver better services, and achieve better outcomes for society has been a priority of the Singapore government for many years. The Committee for Citizen Engagement, set up under the broader Public Service Transformation movement, spearheads and encourages citizen engagement and partnership work. This is an inter-ministry, whole-of-government committee that drives efforts to engage the public and form partnerships with non-government stakeholders. The Committee's terms of reference are as follows:

1. Transforming the partnership and engagement workforce to collaborate with citizens more effectively;
2. Fostering culture and building capability in partnership and engagement; and
3. Harnessing technology to transform engagement processes.

Over the years, the Singapore Public Service has explored new processes, reached out to new stakeholders, and opened up more policy areas for the government to work more closely with citizens and partners. For example:

a. Participatory planning is being extensively deployed across major community infrastructure projects, such as the development of public parks, communal spaces in housing estates and heritage districts.
b. Deliberative engagement models such as Citizens' Workgroups are being deployed to co create and co-deliver solutions with citizens and partners to address complex challenges. Societal challenges tackled through deliberative engagement include reducing the risk and prevalence of diabetes in the population, promoting work-life harmony, promoting recycling, and reducing single-use disposables.
c. Digital engagement platforms have also lowered barriers to participation for certain segments of the population, and enabled large-scale engagements to continue taking place during the COVID-19 pandemic, where in-person engagements were not possible.

These initiatives and methods of engagement, as detailed in the Singapore survey response, "have allowed participants to forge stronger relationships and trust with each other, enabled agencies to unlock the potential that is the collective expertise of stakeholders, and provided a platform for consensus building and collective action among diverse groups of stakeholders"[269].

The next stage in the citizen engagement journey of the Singapore Public Service is to partner citizens to translate their aspirations to reality. Public service agencies are forming action-oriented partnerships with citizens, businesses and community groups to tackle challenges in myriad areas such as jobs and economy, digitalisation and technology, social support, and health and well-being. To that end, working effectively with stakeholders and citizens has been instituted as a core competency required of all public officers. Officers receive training and learning opportunities to develop critical skills such as facilitation, empathy, and stakeholder engagement.

[269] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.

DIGITAL SERVICE DELIVERY

Singapore's Smart Nation Strategy, comprising 3 mutually reinforcing blueprints including the Digital Government Blueprint, the Digital Economy Framework for Action, and the Digital Readiness Blueprint is the guiding strategy for digitalisation in Singapore. The Digital Government Blueprint (DGB), which is a 5-year blueprint from 2018 to 2023, sets the vision for the government to become "Digital to the Core, and Serves with Heart"; this will form a strong foundation for Singapore to become a Smart Nation, ensure that government digital services are delivered in a seamless manner that brings convenience to citizens and businesses, and make sure that our public officers are well equipped to deal with the digital age.

Singapore is fortunate to build upon 30 years of sustained investment in digital infrastructure and digital literacy and has taken a centralised and whole-of-nation approach to digitalisation.[270] To support the implementation of the DGB, the Smart Nation and Digital Government Group (SNDGG) was formed in 2017 to work with agencies to ensure that digital transformation is incorporated into agencies' annual workplans and policies[271]. SNDGG is housed under the Prime Minister's Office and is led by an Inter-Ministerial Committee which signals strong leadership support and commitment to digitalisation at the highest level[272].

Considerable investment has been made in leveraging emerging technologies and data to become a Smart Nation[273]. Key performance indicators and mechanisms for monitoring and evaluation are built into the DGB, and the current strategy is on track to achieve the key performance indicators by 2023[274]. Since its inception, SNDGG worked closely with many agencies to embark on Strategic National Projects that would transform digital service delivery for citizens and businesses. This includes LifeSG, which was launched in August 2020 to provide all citizens with a one-stop, personalised access to a broad range of government services, designed around key milestones in a citizen's life. Through this project, citizens can explore and easily access more than 40 government services, which are grouped according to topics of interest to citizens, such as housing, family and parenting, work and employment and so on. Another notable project is GoBusiness, which consists 3 sub-portals that represents the Government's effort to provide easy to use, seamless and relevant services for businesses, and a more pro-enterprise environment for businesses to grow in.

While Singapore is highly technologically advanced, it recognises that resistance to technology is one of the biggest barriers to successfully transitioning to a Smart Nation and Digital Government[275]. Singapore has utilised design thinking and behavioural approaches in the design of their services and Singapore is mindful in ensuring that digital services are accessible to all, and in particular to socially disadvantaged groups. Some of these efforts include:

- Translating key digital services which are more relevant for vernacular users. This will address language barriers that parts of the Singapore population face when they access the digital services, which are mostly in English.

---

[270] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
[271] Smart Nation and Digital Government Office Singapore, 2020. Smart Nation and Digital Government Group (SNDGG). [Online]
[272] Smart Nation and Digital Government Office Singapore, 2020. Smart Nation and Digital Government Group (SNDGG). [Online]
[273] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
[274] GovTech Singapore, 2021. *Digital Government Blueprint*. [Online]
Available at: https://www.tech.gov.sg/digital-government-blueprint/
[Accessed 23 January 2021].
[275] Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.

- Institutionalising processes to ensure that digital services are designed accessibly. The government is improving the design of digital government services to enhance their user-friendliness and accessibility. Government agencies adopt the Digital Service Standards, which comply with the Web Content Accessibility Guidelines, an internationally adopted standard ensuring digital accessibility for persons with disabilities.

EFFECTIVENESS AND COLLABORATION

Collaboration in the civil service is a central part of modernisation efforts in Singapore. Technology has enabled many agencies to work across jurisdictional boundaries and share information and resources to create better outcomes[276]. One such example is the Integrated Public Service Centre, which delivers over 260 services from 17 agencies in a single shopfront. This has led to shorter wait times for citizens, more effective and productive use of staff and greater citizen satisfaction[277].

There are also 19 shared Whole-Of-Government Strategic Outcomes that are owned or co-owned by different agencies but are contributed to by all agencies in the civil service[278]. Leadership plays an integral role in achieving these Strategic Outcomes. Beyond the ability to effectively lead their staff, leaders also need to be able to build strong relationships across agencies and stakeholders. The competencies required to effectively collaborate across the service is articulated in the competency frameworks for both senior leaders and general civil servants[279]. Agencies are encouraged to share learning and best practice in Learning Circles and Town Hall style meetings[280].

During the COVID-19 pandemic, Singapore had to address complex and multi-faceted challenges that spanned across different ministries. The Singapore public service worked across organisation silos to better solve challenges that confront the citizenry. Teams were formed around various missions, such as: safe distancing task force, swabbing and testing facilities, and implementation of travel advisories at border controls. Civil servants have been redeployed across different agencies into these teams to resource the agencies that are at the frontline of fighting COVID-19. Public officers across different ministries work together as one team to deliver missions in their respective areas.

LEADERSHIP

At the Public Service level, leadership development is managed through two central leadership programmes, the Public Service Leadership Programme (PSLP) and the Administrative Service[281]. These programmes allow agencies to identify officers who have demonstrated leadership potential for more focused development.

---

276 Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
277 Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
278 Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
279 Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.
280 Republic of Singapore Consultation Response, 14 October 2020.
281 Public Service Division- Singapore Government, 2020. *Public Service Leadership Programme*. [Online] Available at: https://www.psd.gov.sg/what-we-do/developing-leadership-in-the-service/public-service-leadership-programme [Accessed 22 January 2021].

- Junior officers are placed on the general phase of PSLP to support their foundational development through experiential learning (e.g. postings across job roles), formal learning (e.g. training programmes) and relational learning (e.g. learning from peers and mentors).
- Over time, more senior officers could be placed on the sectoral phase of the PSLP where their leadership development will be focused within a sector. Officers will strengthen their competencies, expertise and networks[282] in areas that are critical to their effectiveness as a sectoral leader. Others could be placed onto the Administrative Service where their leadership development will balance between building domain depth and networks with strengthening their ability to integrate and synergise work across sectors. This approach of leadership development allows the Singapore Public Service to establish a stronger leadership collective with the appropriate mix of sector expertise, leadership capabilities and broader understanding of whole-of-government requirements and priorities[283].

The Singapore Public Service's approach to leadership development is anchored on a set of Leadership Competency Frameworks (LCFs). The LCFs detail the effective leadership behaviours and were developed through extensive consultation with leaders. The LCFs come with a 360-degree survey feedback instrument to support leaders in being more aware of their strengths and growth areas, and to measure their development progress over time[285]. Through the use of competencies, the Singapore Public Service systematically identifies and develops officers with the leadership potential for senior leadership positions.

- This includes centrally facilitated structured job postings for Administrative Service and PSLP officers that expose them to the critical job experiences that support their competency development. Talent development committees comprising senior public service leaders also regularly review the officers' career developmental plans to ensure that they are given appropriate talent development opportunities to develop the requisite competencies for the leadership roles that are being groomed for.
- The Public Service regularly reviews the competencies required for key senior leadership jobs and conducts regular succession planning exercises for these positions. The service regularly review the operating context of these jobs to identify emerging/new demands and leadership skills that may be required for the job. These requirements served as inputs to refine succession planning efforts and leadership development approaches to better prepare future leaders[286].

The Singapore Public Service is also an open system where it welcomes both fresh graduates as well as mid-career talent from the private and people sectors to be considered for appointment into the Administrative Service as well as PSLP, so that its leadership can collectively draw on passionate and capable individuals with a diversity of experiences and competencies. PSD partners ministries and statutory boards to actively identify officers with leadership potential

---

282 Ibid.
283 Ibid.
284 Yip, L., 2020. Speech by Mr Leo Yip, Head, Civil Service at the 2020 Annual Public Service Leadership Dinner. [Online] Available at: https://www.psd.gov.sg/press-room/speeches/speech-by-mr-leo-yip--head--civil-service-at-the-2020-annual-public-service-leadership-dinner [Accessed 23 January 2021].
285 Yip, L., 2020. Speech by Mr Leo Yip, Head, Civil Service at the 2020 Annual Public Service Leadership Dinner. [Online] Available at: https://www.psd.gov.sg/press-room/speeches/speech-by-mr-leo-yip--head--civil-service-at-the-2020-annual-public-service-leadership-dinner [Accessed 23 January 2021].
286 Civil Service Modernisation in ASEAN Study Survey Response, Republic of Singapore, December 2020.

for development. It also reaches out to the different schools and community groups to raise awareness of a public sector leadership career and to attract leadership talent to join the Service. This will enable the Singapore Public Service to harness the benefits of diversity within and across agencies to support more rigorous analysis of key issues and approaches, to further strengthen public service delivery and drive the public sector's transformation.

THE KINGDOM OF THAILAND

Civil Service Modernisation Challenges in Thailand

- Effective collaboration across government is enabled through shared departmental outcomes, leaders and civil servants who are empowered and skilled to work collaboratively, and organisational structures and processes that allow for seamless interaction.
- Thailand's civil service has implemented policies to enable diversity in civil service recruitment and the workforce, particularly in relation to people with a disability and older generations. There is recognition that better assistive technologies and procedures could further support them in their roles.
- Thailand's civil service is 65 per cent women, however only 21 per cent of senior executive positions are held by women. Citizens and business can be better represented when there is diversity in leadership.

The Office of Civil Service Commission (OCSC) is responsible for Thailand's civil service and oversees the civil service employees of 19 Ministries and 147 departments.[287] As part of Thailand's 20 year *National Strategy (2018-2037)*, the National Strategy on Public Sector Rebalancing and Development aims to reform Thailand's public service to enhance collaboration, use of digital technologies, citizen engagement, governance, and openness.[288] This strategic goal is planned to be achieved through:[289]

- Enhancing recruitment and selection of civil servants to make government the employer of choice through electronic examination, flexible recruitment and career management, and assessment centres;
- Improving flexibility and efficiency of human resources management;
- Encouraging and supporting government agencies to develop talent and ensure integrity in civil service; and
- Improving systems and platforms for efficient human resources policy.

CAPABILITY AND CAPACITY

Recruitment into the civil service occurs through competitive examinations or through appointment of specifically qualified individuals to specialist roles, and is usually conducted by OCSC[290, 291]. Part of the reform agenda has focused on lifting capabilities of civil servants and reducing role overlaps and under utilised human resources. The size of the civil service is being reduced to minimise excessive bureaucracy, increase productivity and retain only the most skilled employees, and in doing so will become more adaptable to the needs of society[292].

---

287 ASEAN/ACCSM (2017), Civil Service: Heart of the ASEAN Community, ASEAN50.
288 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
289 ASEAN/ACCSM (2017), Civil Service: Heart of the ASEAN Community, ASEAN50.
290 Office of the Civil Service Commission, 2020. *Roles and Responsibilities of OCSC's Internal Units*. [Online] Available at: https://www.ocsc.go.th/english/ocsc-structure [Accessed 18 January 2021].
291 Kingdom of Thailand Consultation Response, 27 November 2020.
292 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.

Enhancing the competencies of the civil service is detailed in the National Strategy (2018-2037) and is enabled by upgrades to the structure of the civil service, training and development delivered to staff and recruitment methods used[293]. Civil servants need to be equipped with future-ready skills, including:

- Ability to work collaboratively;
- Agility/flexibility;
- Future oriented and responsive;
- Learning oriented;
- Capable of integrating soft skills, ethics and talent management; and
- Digital competencies.

The National Strategy recognises the need to deliver age group and experience-specific skills development and clear expectations of morality and ethics within the workplace to improve the overall performance and integrity of the civil service[294]. The competency framework that governs performance and expectations of civil servants was developed by OCSC with input from senior civil servants and HR, and prioritises digital and political competencies, leadership skills and strategic thinking. Embedding a culture of continual learning and development is championed by senior civil servants, whose performance is assessed against their competency in developing their employees[295].

The OCSC utilises four strategies to cultivate competency in the civil service, including a Human Resource Development Strategy, a Talent Management Scheme, Leadership Development and Digital Transformation of Work Processes and Government Strategies[296].

Within the Talent Management Scheme are various scholarships offered for studying and training, a High Performance and Potential System to identify, develop and retain talented civil servants, and the New Wave Leader Development programme run for ASEAN nations[297]. Thailand have sent many of their civil servants to undertake short, intensive courses at Australian universities on leadership development, management skills, digital transformation, strategic thinking and public administration[298, 299]. Performance-related pay is highly utilised in Thailand and is offered to high performing civil servants at a similar frequency to the Philippines and Singapore[300]. There are policies in place to ensure that people with a disability and older Thai people are included in the civil service and are supported in their work. For every 100 employees, both public and private organisations are required to hire one person with a disability[301, 302].

---

293 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
294 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
295 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
296 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
297 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
298 The University of Melbourne, 2019. *Leadership Development Program for Thai Office of the Civil Service Commission*. [Online]
Available at: https://government.unimelb.edu.au/executive-education/executive-education/leadership-development-program-for-thai-office-of-the-civil-service-commission
[Accessed 11 January 2021].
299 The University of Queensland Australia, 2020. *Leadership and Strategist Program for talented Thai Civil Servants*. [Online]
Available at: https://icte.uq.edu.au/project/leadership-and-strategist-program-talented-thai-civil-servants
[Accessed 12 January 2021].
300 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
301 MAMPU, 2017. Digital Government Transformation Action Plan, Kuala Lumpur: MAMPU.
302 Ministry of Labour Regulation, 2011. Ministerial Regulation Prescribing the Number of Persons with Disabilities Required to be Employed, Bangkok: Kingdom of Thailand.

CITIZEN ENGAGEMENT

Improving the citizen-centricity of service delivery is a key objective of the National Strategy (2018-2037) and engaging citizens in the policy cycle is recognised as crucial in modernising the civil service[303]. Thailand is one of only two Southeast Asian states to have a national strategy focused on citizen participation in the policy cycle and have clearly established objectives in creating an open and transparent government[304]. There is a requirement that all civil service organisations must regularly conduct consultations with the public about their plans and progress in releasing open data[305]. To incentivise government agencies to adhere to open government guidelines and involve citizens in their processes, there are annual Public Sector Excellence Awards given out in three categories: Open Governance, Effective Change and Engaged Citizen[306, 307].

Thailand was ranked as having a high E-participation index in 2018, and citizens are encouraged to engage with the government through a mix of traditional face-to-face methods and online platforms, including call centres, social media and government websites[308]. Many people in Thailand are unable to access the online platforms, but Thailand is actively working to close the digital divide with disadvantaged groups through a pilot programme that offers a digital package of electricity, internet and e-learning to 20 of the most marginalised schools in the country[309].

DIGITAL SERVICE DELIVERY

Thailand's digital transformation is guided by the E-Government 4.0 policy, the National Strategy (2018-2037) and the Digital Economy and Society Development Plan. Transforming into a digital government is in the early stages, and initial steps of the Digital Economy and Society Development Plan have focused on improving access to the internet and technology in rural and under privileged areas so that everyone can enjoy the benefits of the digital transformation in future[310]. Thailand has taken a whole-of-government approach to digitalisation which has reduced gaps and duplications in technology between agencies and allows them to seamlessly interact[311]. The direct financial benefits of all large-scale, central government ICT projects are measured in Thailand, which ensures that ICT expenditure is more carefully considered and that ICT across the entirety of government is consistent, coherent and interoperable[312]. Considerable progress has been made against the digital transformation strategies in the past five years, and Thailand ranked as having a high Online Services Index and overall E-Government Development Index in 2018[313]. The digital government strategies are applied at the national, sub-national and local level of government, thereby facilitating greater efficiency of interaction and service delivery[314]. The Revenue Department introduced an online tax system that allows

303 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
304 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
305 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
306 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
307 Office of the Public Sector Development Commission, 2019. *Public Service Category: Excellence*. [Online] Available at: https://www.opdc.go.th/content/Mjc4Mw/?lang=en [Accessed 18 January 2021].
308 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.
309 Digital Thailand, 2016. *Thailand Digital Economy and Society Development Plan*, Bangkok: Kingdom of Thailand.
310 Digital Thailand, 2016. *Thailand Digital Economy and Society Development Plan*, Bangkok: Kingdom of Thailand.
311 Digital Thailand, 2016. *Thailand Digital Economy and Society Development Plan*, Bangkok: Kingdom of Thailand.
312 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
313 Department of Economic and Social Affairs, 2018. United Nations E-Government Survey 2018, New York: United Nations.
314 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.

businesses and individuals to register, file their tax return, pay any additional tax owed and be refunded for any overpaid tax through a secure payment system[315].

The National Strategy detailed the importance of the private sector in driving innovation and a greater economy and recognised that inefficient government processes were hindering the potential of businesses[316]. To rectify this, the government streamlined approval processes for doing business, adopted digital systems for government services and updated regulations and laws relating to the changing operating environment of businesses. These initiatives moved Thailand to 21st out of 190 countries in the World Bank's 2020 Ease of Doing Business ranking[317]. They had particular success in dealing with construction permits and protecting minority investors[318].

EFFECTIVENESS AND COLLABORATION

The government of Thailand recognises that effective implementation of cross-agency collaboration is enabled through people and processes. The people aspect of collaboration is facilitated through managers and senior leaders building effective, professional relationships with other staff and being willing to work across jurisdictional boundaries[319]. This requires that they exhibit fairness, active listening, negotiation and respect[320]. These skills are highly valued as staff seek to move into positions of increasing seniority and are embedded in the civil service culture through senior leaders[321]. The capability building initiatives within the civil service are also equipping staff at all levels with the skills required to work effectively together. While people, and particularly leaders, are crucial in successful collaboration, there must be processes in place that "demand an organizational skill set that emphasizes rigor and clarity in setting goals, designing systems, building in milestones, attracting resources, and framing an organization that lies across agency boundaries"[322]. Civil service processes are continually being reformed to create a more agile, collaborative and flexible government, as per the objectives of the *National Strategy (2018-2037)*[323]. Collaboration is further encouraged through setting of shared outcomes between civil service departments and an integrated budgeting system which links functions and operations of departments together so that resources are allocated most efficiently in order that shared objectives can be reached[324]. The CSC has also established a network for civil servants to collaborate and solve issues together[325].

---

315 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
316 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
317 World Bank Group, 2020. *Doing Business 2020*, Washington, DC: World Bank Group.
318 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
319 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
320 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
321 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
322 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
323 Kingdom of Thailand, 2018. *National Strategy (2018-2037)*, Bangkok: Kingdom of Thailand.
324 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.
325 Kingdom of Thailand Consultation Response, 27 November 2020.
326 Civil Service Modernisation in ASEAN Study Survey Response, Kingdom of Thailand, December 2020.

LEADERSHIP

The skillset and qualities required of successful civil service leaders in Thailand are[326]:

- Digital Skill;
- Communicating and Influencing;
- Systematic and Creative Thinking Skill;
- Analytical and Critical Thinking Skill;
- Demonstrating Integrity;
- Developing Vision and Strategy;
- Developing Self and Others, and Engaging Others;
- Facilitating Hyper-collaboration;
- Driving Innovation and Change; and
- Driving Execution and Results.

These skills are part of the Learning and Development Guidelines approved by Cabinet that apply to all civil servants and encourages all staff to develop these core skills. Leadership development is predominantly organised by the OCSC, but individual agencies can offer specialised training for unique needs[327].

Senior civil servants in Thailand have some of the most rigorous performance requirements of any Southeast Asian nation and are required to possess digital competencies as part of their role[328]. Women fill 21 per cent of senior executive positions and 30 per cent of middle management positions, and there are currently no specific policies in place to encourage greater female representation in leadership. These statistics may imply that there remains the glass ceiling against women's career advancement in the civil service. However, as shown in Figure 2, the number of female executives in Thailand's civil service has gradually increased over the past 10 years as it has grown from 17.26 per cent in 2010 to 20.93 per cent in 2019, with a high in 2018 of 21.92 per cent. Further, female appointment to head key ministries and departments has become a common practice.

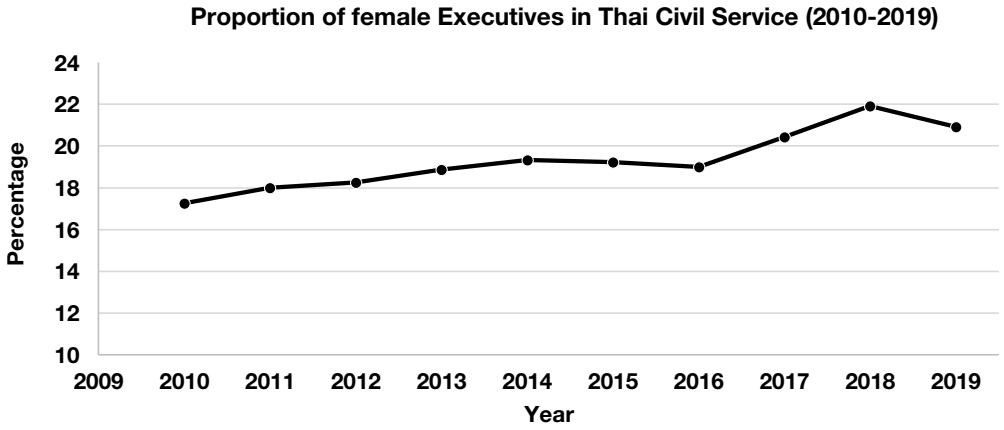


Figure 2. Proportion of female executives in the Thailand civil service (2010-2019)

[327] Office of the Civil Service Commission, 2020. *Roles and Responsibilities of OCSC's Internal Units*. [Online] Available at: https://www.ocsc.go.th/english/ocsc-structure [Accessed 18 January 2021].

[328] OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.

THE SOCIALIST REPUBLIC OF VIET NAM

Civil Service Modernisation Challenges in Viet Nam

- The implementation of policies designed to facilitate recruitment and retention of talent have been slow to eventuate. These policies are still in the early stages of implementation and have not been evaluated for their effectiveness.
- There is an opportunity for Viet Nam to expand its targeted civil service training beyond foreign language training.
- Viet Nam is making progress in limiting red tape within their civil service bureaucracy; however, the efficiency of this consolidation is constrained by procedures to encourage citizen engagement with government in the process to reduce red tape.
- Sharing of data between central ministries and local communities is limited due to differences in available and compatible technology, digital infrastructure, and digital literacy.
- Digital training for civil servants is a priority area for Viet Nam's civil service to ensure adequate understanding of online security, appropriate data usage, and skills to engage effectively with citizens online.

Vietnamese civil service is characterised by a central planning and cadre system and is comprised of 22 Ministries, four ministry-equivalent agencies, and eight agencies directly under government purview[329]. The Ministry of Home Affairs is responsible for overseeing the civil service, and provides the framework for the competitive recruitment and performance management that supports the career-based system in Viet Nam[330]. The Ministry of Information and Communication is the focal point for the administrative modernisation work that is occurring in Viet Nam, with a particular focus on the application of information technology, e government, and online public service delivery[331].

The modernisation of the civil services began with the Public Administration Reform Strategy in 1995, however the understanding of 'modernisation' at the time meant that much of the reform effort was focused on upgrading the physical and technological infrastructure of the civil service[332]. This misdirection of resources has recently resulted in challenges in creating a more efficient and effective civil service in Viet Nam[333]. It is important to Viet Nam to support renewal of thinking in their civil service to develop a modern and effective national administration as the foundation for a democratic and progressive society[334].

329 Ibid.
330 Ibid.
331 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
332 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
333 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
334 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020

CAPABILITY AND CAPACITY

Viet Nam is in the early stages of establishing a comprehensive competency development strategy. The Prime Minister has approved the development of a scheme that will focus on upskilling current civil servants with the capabilities necessary for the future. These include foreign language, IT, communication, teamwork and creative thinking skills, and also more traditional competencies such as leadership, values and ethics and political competency[335, 336]. The government is still devising the best ways to deliver learning in each of these key competencies, but currently management and delivery of training is delegated to each individual agency. There are a number of regulations that guide the capability and capacity development of the Vietnamese civil service through[337]:

- Developing programmes and documents for training, re training, and improving the capabilities of civil servants;
- Determining the proportion of civil servants and public employees required to undertake staggered training modules to improve their skillsets;
- Supporting civil servants to undertake learning to meet standards on political theory, knowledge of state management, knowledge of national defence, information technology skills, and foreign language skills;
- Expanding the network of foreign language training and retraining institutions for cadres, civil servants and public employees; and
- Stipulating the necessary skills for the rank promotion exam.

Some junior civil servants report feeling unsupported by their superiors and have difficulty accessing the guidance and learning that they require to do their job, however this varies across the civil service[338]. There is an effort to shift the culture and mindset in the civil service, particularly at the leadership level, towards greater professionalism, high performance and workforce development[339, 340]. This is hindered as each Ministry has its own approach to developing job descriptions and role requirements, leading to different competency requirements for civils servants working in a similar role in different ministries[341].

Recruitment into the civil service is predominantly career based, and many civil servants remain in the civil service for most of their working life[342]. There is no option for external applicants to apply to specific posts, and this has created difficulties in attracting staff with governance, technological and management expertise[343]. Individual ministries are responsible for attracting talented employees to their ministry so many have implemented policies targeting university graduates and valedictorians by offering salaries higher than the usual base salary, thus creating unbalanced concentration of competencies across the civil service[344]. Viet Nam does not use performance related pay, but promotion is increasingly related to competency and skill,

335 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.
336 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
337 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
338 Dao, T., 2019. Developing Competency Frameworks In The Civil Service System-Taking The Ministry Of Home Affairs Of Vietnam As A Case Study. *Advances in Social Sciences Research Journal*, 6(1), pp. 576-587.
339 The National Assembly of the Socialist Republic of Viet Nam, 2016. *Resolution on Five-Year Economic Development Plan From 2016-2020*, Hanoi : Socialist Republic of Viet Nam.
340 Dao, T., 2019. Developing Competency Frameworks In The Civil Service System-Taking The Ministry Of Home Affairs Of Vietnam As A Case Study. *Advances in Social Sciences Research Journal*, 6(1), pp. 576-587.
341 Dao, T., 2019. Developing Competency Frameworks In The Civil Service System-Taking The Ministry Of Home Affairs Of Vietnam As A Case Study. *Advances in Social Sciences Research Journal*, 6(1), pp. 576-587.
342 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
343 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.
344 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

rather than tenure[345]. Article 76 of the *Law on Cadres and Civil Servants 2008* stipulates that "civil servants who are commended for excellent achievements or merits are entitled to salary raises ahead of time and priority appointment to higher posts if so needed…", and further refinements were made under the Five-Year Economic Development Plan from 2016-2020 to allow for more targeted promotions, greater clarity of role descriptions and requirements, and clearer guidelines for when staff should be dismissed[346]. Additionally, many ministries, branches, and localities have a policy to pay talented entry-level employees (those who have been high scoring students, valedictorians, and/or have advanced degrees) a base salary that is higher than the standard[347]. Despite attracting talented employees through salary incentives, it has been noted that many ministries, branches, and localities need to tailor the placement and treatment of their employee once recruited into the civil service[348].

There are policies in place to increase the number of women in the civil service and ensure they have equal access to promotion, training and career development opportunities. There is an increasing proportion of women employed in the civil service, but there is still significant disparity between the number of men and women in leadership and decision-making positions[349, 350]. These policies that attract, treat and place talents in important positions are still in the early stages of implementation and have not yet been evaluated for effectiveness[351].

CITIZEN ENGAGEMENT

Viet Nam is one of only two countries in Southeast Asia that have a national priority for including citizens in policy making[352]. In Viet Nam, the legal making process is required to consult the citizens' opinions and comments prior to adoption[353]. The introduction of whistle-blower protection laws and more transparency and accountability measures for government are intended to build trust with citizens to encourage their engagement[354]. The Law No.104/2016/QH13 on Access to Information has formalised the right of citizens to request and access data and information from the civil service and has begun the move to a more transparent and open government[355]. However, in practice, there is minimal public access to government data, which limits citizens' capacity to be well informed on government activities and to participate in design and implementation of public services[356]. Viet Nam had an E-participation Index of 'High' in 2018 and has leveraged the high technology penetration across the country to create many opportunities for citizens to engage with the government through digital methods[357, 358]. Even with these new platforms, many citizens do not engage with the government[359].

---

345 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

346 The National Assembly of the Socialist Republic of Viet Nam, 2016. *Resolution on Five-Year Economic Development Plan From 2016-2020*, Hanoi : Socialist Republic of Viet Nam.

347 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

348 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020

349 OECD / ADB, 2019. *Government at a Glance Southeast Asia 2019*, Paris: OECD Publishing.

350 World Economic Forum, 2020. *Global Gender Gap Report 2020*, Geneva: World Economic Forum.

351 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

352 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

353 Law 63/2020/QH14 dated 18th June 2020 amending and supplementing a number articles of the law on promulgation of legal documents.

354 The National Assembly of the Socialist Republic of Viet Nam, 2016. Resolution on Five-Year Economic Development Plan From 2016-2020, Hanoi : Socialist Republic of Viet Nam.

355 Kwak, S., 2019. Deconstructing the multi-layered nature of citizen participation in Viet Nam: conceptual connotations, discourses of international development, and the country's institutional context. Asian Journal of Political Science, 27(3), pp. 257-271.

356 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

357 OECD / ADB, 2019. Government at a Glance Southeast Asia 2019, Paris: OECD Publishing.

358 Department of Economic and Social Affairs, 2018. *United Nations E-Government Survey 2018*, New York: United Nations.

359 Kwak, S., 2019. Deconstructing the multi-layered nature of citizen participation in Viet Nam: conceptual connotations, discourses of international development, and the country's institutional context. *Asian Journal of Political Science*, 27(3), pp. 257-271.

DIGITAL SERVICE DELIVERY

The Vietnamese government has adopted its first long-term, National Digital Government Strategy[360]. Accordingly, the Ministry of Information and Communication has promulgated Decision No.1726-QD-BTTT dated 12th October 2020 approving the Proposal "identify set of evaluation index of digital transformation of the ministries, ministerial-level agencies, governmental agencies, provinces, centrally-run cities". As a result, all ministries and localities will promulgate their own strategy to carry out the digital service delivery. The focus of the strategy will be on developing more online government services, greater use of data in the civil service, and enhanced digital competencies of civil servants and citizens. This is underpinned by a broader digital transformation strategy that incorporates a vision for a digital society, digital economy and digital government by 2025[361, 362]. There have been delays in transforming to an e government due to a siloed approach to implementation of technology in some agencies, but generally civil servants have readily taken up technology into their work, and the high level of digital literacy in the country has meant that citizens are embracing online public services[363, 364]. Viet Nam is ranked as having a 'High' Online Services Index and provides a broad range of government services in an online format, in addition to the fact that all central government agencies have a website/portal for citizens[365, 366].

EFFECTIVENESS AND COLLABORATION

The central Government has worked closely with local governments to reduce complex bureaucratic procedures over the past 10 years, in an effort to promote greater socio-economic development through a more efficient civil service[367]. The initial focus of these reforms has been on reducing administrative procedures for services that are directly related to citizens and businesses and simplifying those processes that remain[368]. For the period from 2016 to 2020, the number of administrative procedures tended to decrease, but there was a small fluctuation in the number of streamlined administrative procedures over the years (for example, the number of administrative procedures decreased from 6,807 in 2016 to 6,528 in 2020)[369]. Other initiatives to improve the effectiveness of the civil service include decentralisation of government, streamlining staff numbers and organisational restructures, all of which are hoped to further reduce red tape and delegate more responsibility and authority to local governments[370].

The implementation of e-government initiatives has created opportunities for collaboration and improved the efficiency of the civil service. The introduction of electronic document sharing and signing capabilities speeds up processes, and digital identifiers for each agency has allowed for data to be shared more rapidly and safely[371].

---

360 Decision 749/QD-TTg dated 3rd June 2020 approving " National Digital Transformation Programme to 2025 with an orientation to 2030.
361 Dharmaraj, S., 2020. Viet Nam to Unveil National Strategy on Digital Transformation 2020. *OpenGov*, 8 January.
362 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
363 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
364 Hien, L. T., 2016. E-Government in Viet Nam: Current Status, Challenges and Ways Forward, s.l.: Ho Chi Minh National Academy of Politics.
365 Department of Economic and Social Affairs, 2018. United Nations E-Government Survey 2018, New York: United Nations.
366 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
367 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.
368 Pham, H. N., 2018. Leadership and Public Sector Reform in Viet Nam. *Public Policy and Governance*, pp. 127-149.
369 Report on reviewing of PAR Master Program of Viet Nam for the period 2011-2020.
370 Pham, H. N., 2018. Leadership and Public Sector Reform in Viet Nam. *Public Policy and Governance*, pp. 127-149.
371 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

LEADERSHIP

Viet Nam has adopted the Strategy to build up the contingent of civil servants and cadres at all levels, especially at the strategic level to be qualified and capable of meeting the work requirements[372]. Accordingly, the contingent of the strategic-level civil servants and cadres has strengthened capacity in the following directions:

- Being identified and selected from the succession planning sources of high-performing and well-trained civil servants and cadres;
- Being upgraded with the knowledge and skills in a comprehensive manner in line with specific target groups;
- Formulating the specific scheme on rotation to assume the head positions in the difficulty stricken and important areas; and
- Organising the short-term training courses for high-ranking officials to well prepare for the human resources at strategic levels[373].

In addition, Viet Nam carries out succession planning with a five-year term for potential junior staff to leadership and management positions at all levels. This succession planning is evaluated annually in order to identify the appropriate persons meeting the set criteria[374]. Some Ministries and provinces are piloting the organisation of promotion examinations for a number of leadership and management positions[375].

Civil servants holding leadership or management positions can be rotated across agencies to build capabilities and experience and share new ways of working to different agencies. Viet Nam recognises that this rotation policy needs to be upgraded to be more proactive, rather than reactive, to gaps in leadership that urgently need to be filled[376]. Rotating leaders is effective in growing the experiences and expertise of staff, but also decreases continuity and stability of the civil service and can potentially hinder implementation of reforms[377]. There are three groups of competencies that the government expects of its leaders: strategic and creative thinking; organisational management and planning; and employee development and motivation. It is also critical that leaders are open to utilising technology and are committed to implementing e-government initiatives[378]. These competencies are developed throughout their career through training and development and the rotation programme, and supported through active and supportive organisations that provide leadership opportunities at key stages of civil servants' careers[379].

---

372 Resolution No.26/NQ-TW dated 19th May 2018 at the 7th Congress of the Central Committee of the Communist Party of Vietnam.

373 Guidance No. 15 of the Central Organizing Committee on succession planning for the management and leadership positions; Decree No.140/2017/ND-CP dated 5th December 2017 on policies to attract and create human resources from excellent graduates and young scientific staff.

374 Guidance No. 15 of the Central Organizing Committee on succession planning for the management and leadership positions.

375 Proposal on Piloting the renovated recruitment of civil servants and cadres holding departmental and divisional leadership and management positions provided in the Resolution No.26/NQ-TW dated 19th May 2018 at the 7th Congress of the Central Committee of the Communist Party of Vietnam,

376 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

377 Pham, H. N., 2018. Leadership and Public Sector Reform in Viet Nam. *Public Policy and Governance*, pp. 127-149.

378 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

379 Civil Service Modernisation in ASEAN Study Survey Response, Socialist Republic of Viet Nam, December 2020.

APPENDIX A

Civil Service Modernisation in ASEAN Literature Review

LITERATURE REVIEW

ASEAN Member States have recognised the significance of the civil service as the backbone of good governance in the region through the ASEAN Declaration on the Role of the Civil Service as a Catalyst for Achieving the ASEAN Community Vision 2025. Through this declaration, the AMS made a commitment to their civil services to develop and implement capacity-building programmes, share best practices, raise professional standards and capability, embrace citizen-centricity and innovation, and increase collaboration.

> *"Change is sparked by charismatic leaders, but actualized and completed by the men and women who work behind the scenes – the government's workforce, the civil service."*
>
> **Civil Service: Heart of the ASEAN Community**

The socio-cultural, economic and technological developments that have occurred in recent decades have encouraged governments globally to revisit the functions and services carried out by their civil services. The changing requirements of citizens require civil services to professionalise and adopt processes that are adaptable, flexible, digitally enhanced, and are supported by skilled, well-resourced, and innovative civil servants. Through these changes, citizens are serviced by a civil service that they can trust and engage with (OECD, 2017; KPMG Australia, 2018; Department of Prime Minister and Cabinet, 2019; National Audit Office (UK), 2017; Department of the Prime Minister and Cabinet, 2019).

The fourth industrial revolution is disrupting almost every industry in every country. The breadth and depth of these changes herald the transformation of entire systems of production, management, and governance. This new cycle of iteration and improvement in the fourth industrial revolution has increased the pace of modernisation. Modernisation can also be understood through terms like 'reform' and 'transformation'. Modernisation has the potential to raise income levels and improve the quality of life for populations across ASEAN and around the world. Modernisation promises long-term gains in efficiency and productivity. Civil services will need to keep pace with innovation to ensure that the delivery of services and regulation remains relevant and that they can continue to protect their citizens and provide public goods. To do so, governments and regulatory agencies will need to collaborate closely with business and civil society.

The ASEAN Cooperation on Civil Service Matters (ACCSM) identified the following five key challenges to modernisation that will require a renewed focus as they work towards the ASEAN Community Vision 2025: digitalisation; cross-agency coordination; inadequate capacity and capability; resource constraints; and transformative leadership. These challenges have been included in five themes that will guide the outcomes and approach to the ASEAN Research Project, noting that aspects of these themes are interlinked.

- **Capability and capacity** – human resource and talent management, inadequate capacity and capability, resource constraints, and efficient use of human and fiscal resources.
- **Citizen engagement** – transparency and openness, citizen-centric design of government services, and inclusiveness.

- **Digital service delivery** – provision of digital services to the public, digitalisation, and digital government.
- **Effectiveness and collaboration** – effective bureaucracy, cross-agency coordination, and collaboration and joined-up government.
- **Leadership** – leadership, transformative leadership, and civil service leadership and development.

These five themes have been explored across the available literature to provide some key considerations for the AMS for overcoming these challenges to modernisation.

In October 2020, the Heads of Civil Service adopted the ASEAN Guidelines on Public Service Delivery. This important document contains five principles which should be represented in a public service delivery system (ASEAN Committee on Civil Service Matters, 2020).

- **Accessibility** – citizens must be informed in a complete, timely and easily accessible manner of any activities of government relevant to the exercise of their rights, and this must include opportunity for the public to scrutinize government decision-making.
- **Participation** – the right of citizens to have their views and relevant information considered before a decision is made by the government, at all levels.
- **Accountability** – the obligation of government to meet adequate standards of transparency, participation and legality by providing effective review of the rules and decisions it makes.
- **Non-discrimination and inclusiveness** – the equal right of every citizen to access or receive public service delivery and to have equal opportunity to participate in government activities.
- **Responsiveness** – the capacity of government to satisfy the needs of citizens and ensure that citizens are served responsibly by government activities.

These principles have been addressed throughout the literature review and will provide the framework for developing the findings and recommendations of this Study.

For the purposes of this literature review, the term 'modernisation' not only covers the process of adapting civil service to the needs of today's world, but also transformation and reform processes that are occurring globally to enable civil servants and services to keep pace with the evolving needs of citizens.

CAPABILITY AND CAPACITY

The civil service has traditionally focused on capabilities to support outcomes delivered through linear[380] and predictable processes, which often require multiple 'gateways' of approval. Rapid changes in technology means that the civil service needs skills and capabilities, like the private sector, to deliver successful technological reform through more flexible processes that allow for innovation.

[380] In the context of this finding, linear is referring to an approach which assumes there is only one way to achieve outcomes. A contemporary public service needs to be flexible and outcomes-focused in reaching its end state.

The capabilities—the collective skills, ability, and expertise—of an organisation, including the civil service, are critical to how it is able to innovate and respond to changing customer and constituent needs (Smallwood & Ulrich, 2004). The efficacy of an organisation's capabilities is the outcome of investment in resourcing, learning and development, communication, and leadership. A focus on building and embedding organisational capabilities will support the operational and business models of the civil service and will keep the civil service competitive in the market as an employer and service provider (Abadesco Jr., 2015). Organisational capabilities are evident when the competencies and abilities of employees and leaders are combined and are best supported by strong, human resource management practices and strategic organisational goals (Smallwood & Ulrich, 2004).

Linear processes, such as those required to approve a government initiative for public service delivery, are often reliably thorough and structured to lead to a pre-determined output or outcome. This type of methodology, and the capabilities required to enable it, allow for accurate resourcing, costs, and deadlines to be determined (Project Manager, 2020). This, in turn, supports progress tracking. The ability to accurately resource and fund public service delivery and to easily track progress is important to governments from an efficiency and effectiveness perspective. These approaches do not take into account the importance of delivering outcomes in an environment that must accommodate rapid changes in technology. As technology becomes an important competitive part of modern economies, it means delivery projects are getting larger, more complex and cross-cutting within the civil service, which poses a bigger risk if something goes wrong. The technology components that government must deliver are challenging the traditional delivery approach, similar to challenges in the private sector.

Private sector delivery approaches include in-built flexibility, agility, alignment with values and a more focused approach on delivering outcomes for the end-user from conceptualisation to utilisation (Project Manager, 2020). This methodology promotes engagement with the citizen by prioritising elements or activities and actively asking for input and feedback to reach a shared outcome. For governments, using these approaches can be beneficial to deliver citizen-centred services and increase citizen engagement and collaboration. However, for AMS civil service countries to gain the full benefits of a citizen-centred approach, it will require high-performing project teams that are focused on improving the management of stakeholders, both internal and external, including citizens, industry, technology specialists, vendors, strategic partners and other government agencies, to deliver strategic objectives.

In the private sector, there are several capabilities to develop that are common in organisations that are inherently flexible in their service delivery and engagement that require appropriate strategy and investment (PwC United States, n.d.). Attracting, motivating, and retaining skilled and committed employees is a critical capability for any organisation to have for today and the future. Possessing this capability will enable civil services to recognise and respond to change opportunities, such as digitisation of public service delivery (PwC United States, n.d.; OECD, 2016). Other key capabilities include accountability, both to the customer (citizen) and within the organisation, and collaboration through sharing resources, leveraging technology, and pooling skills and knowledge (Department of Prime Minister and Cabinet, 2018).

A digitally transformed organisation has a very different concept about where power and authority are distributed in an organisation that challenges the public sector's traditional management practices. Public sector organisations that have been successful in transformation have ensured that the accountabilities remain with leadership, with a clear devolution of decision

making to those with the capabilities and technical understanding to make decisions. At the heart of these capabilities is a strong and effective leadership capability. Leadership should be representative at all levels, with a clear executive team to drive strategic goals and promote positive organisational culture (Smallwood & Ulrich, 2004). In order for civil services to deliver the most impact and provide citizens with the information and services that are needed, it is important to be clear in understanding which capabilities will provide the most impact and align training and communications accordingly (McKinsey & Company, 2010). Importantly, when setting the agenda and goals for capability development, a co-design process should be employed through all levels of the civil service as many senior leaders may prioritise performance of individuals and the organisation over less tangible, but still critical, capabilities (McKinsey & Company, 2010).

Key consideration for AMS: The pivot to non-linear delivery approaches requires particular skills. The civil service generally does not have the same resources as the private sector to compete for these skilled resources.

Recruitment processes are most successful when designed in partnership with key agencies and universities to secure a pipeline of talent that meets current and future needs of the civil service.

Civil services must compete with the private sector for skilled employees and can be challenged in successfully recruiting the desired talent. Where there is competition for skilled employees, it can be challenging for the civil service to overcome public sector barriers, such as lower wages or a perception that public sector jobs are less prestigious (Peters & Pierre, 2012). However, individuals may also seek out employment based on what is most important to them (Lewis & Frank, 2002; Saputra, 2018). Research has shown that individuals who have strong public service motivation[381] (PSM) and those who value factors such as job security are more likely to choose employment within the civil service (Chen, Chen, Liao, & Kuo, 2020; Lewis & Frank, 2002).

Where barriers to recruiting talent into the public sector are present, there are methods that are being utilised by several countries, such as the United Kingdom, United States, and Sweden, to secure talented human resources for their public sector[382]. For example, government recruiters work directly with agencies and universities to identify recruitment needs, design a recruitment plan which promotes the government as the employer of choice, and secure a pipeline of talented resources for employment (Peters & Pierre, 2012; NG, Gossett, & Winter, 2016). In Australia, this has seen public service agencies fund programmes down to early education in order to promote skills in key areas such as science technology and mathematics, in addition to work experience placements for university students prior to entry into graduate intakes (Department of Education, Skills and Employment, 2020; Services Australia, 2020).

[381] Public Service Motivation is used in government and non-government employment to explain why individuals want to service the public and links their actions with the overall public interest.

[382] It should be noted however that while higher income countries will have to compete with the private sector for employees, in countries or regional areas that have lower socio-economic outcomes, the government can be one of the biggest employers. Additionally, government salaries can often be higher than those at private companies and are often 'jobs for life'.

Case Study
Public Service Commission Scholarship, the Republic of Singapore

The Singapore Government awards Public Service Commission (PSC) Scholarships to outstanding young men and women who are committed to serving Singapore through a career in the Public Service. To develop talent with diverse disciplines, different experiences and broader networks, PSC Scholarship holders study a wide range of courses at established local and overseas universities.

Upon graduation, scholarship holders who performed well during their studies are placed on the Public Service Leadership Programme (PSLP) and deployed to specific agencies based on the suitability of the individual for the position. The PSLP provides personal and professional developmental opportunities, and the opportunity to explore both generalist and specialist pathways through different postings.

Themes: Capability and Capacity

Poocharoen, Ora-Orn & Lee, Celia. (2013). Talent Management in The Public Sector: A Comparative Study of Singapore, Malaysia, and Thailand. Public Management Review. Vol 15. and 'Public Service Commission (PSC) Scholarship', https://www.psc.gov.sg/scholarships/public-sector-scholarships/browse-by-scholarship/public-service-commission-psc-scholarship-psc

Recruiting the right people for the right role in the civil service can be enabled through a merit based recruitment process. Most of the AMS civil services require prospective employees to sit an entrance exam, generally for entry-level positions. There are several benefits to assessing applicants with a formal, properly developed examination, including:

- Efficiently identify individuals who are the best candidate for the role;
- Predict likely job performance;
- Assign the best job level for their demonstrated knowledge and skillset; and
- Determine their knowledge and ability to apply technical and/or specialist skills (Employment and Training Administration, U.S. Department of Labor, 2000).

However, the competitive and formal nature of these exams may mean that some skilled and capable individuals do not score high enough to secure a position in the civil service. Indeed, individuals who have strong PSM are less likely to pass competitive civil service entrance exams (Chen, Chen, Liao, & Kuo, 2020). Individuals with high PSM generally experience high levels of job satisfaction, organisational and job commitment, organisational citizenship behaviour, and individual and organisational performance (Ritz, Brewer, & Neumann, 2016). In instances where competition is unavoidable, there may be benefit to supplementing this aspect with a more informal assessment, such as a face-to-face interview, where skills and traits that cannot be assessed by a written exam can be properly evaluated (Chen, Chen, Liao, & Kuo, 2020). Additionally, by adding in an element of human interaction to the recruitment process, potential employees are able to more easily demonstrate something that differentiates them from the crowd and may make them an invaluable civil servant (PwC United States, n.d.).

The entrance of Millennials, with the generally high level of education and technological savvy that characterises this generation, has positioned the workforce of today (in both public and private sectors) as a more competitive and efficient environment (Mallory, 2015; NG, Gossett, & Winter, 2016). In order to continue with modernisation efforts, it is critical for the incoming generation of employees to possess the skills, knowledge, and behaviours to strengthen the civil service. In particular, the common career requirements held by Millennials of work-life balance and contributing to society are synonymous with work in the civil service (NG, Gossett, & Winter, 2016). Although there do not seem to be differences between the PSM levels of Generation X and Millennials, the Millennial generation are more likely to feel dissatisfied and unmotivated in their employment if their expectations are not met (NG, Gossett, & Winter, 2016). Indeed, research indicates that the way most employers are structured does not provide the processes to offer Millennials the flexibility, innovation, and positive motivation from superiors and peers that they desire in the workplace (Mallory, 2015).

The attitudes and skills held by a majority of Millennials means the traditional methods of recruiting and retaining employees will no longer be as successful (Bagai, 2020). Recruitment processes have evolved over the past decade to target those potential employees who can bring their individual skills and knowledge to contribute to overall organisational capability. To acquire the skills necessary for this, contemporary approaches involve leveraging social media channels, such as LinkedIn, outsourcing their talent identification processes, and using various tools and technology to filter information of applicants to find one that is the 'best fit' for the required role (Cappelli, May-June 2019).

Key consideration for AMS: Ensuring a pipeline of talent for the future requires collaboration with education institutions to secure the right skills for a modern civil service. Evidence demonstrates that the civil service can attract skilled employees by focusing on purpose as its value proposition to highly skilled individuals who will be motivated by integrity, public benefit and impartiality.

In a rapidly changing world, it is important to ensure that the civil service continues to assess whether the current skills meet the role requirements. This can then enable an evidence-based approach to recruitment and upskilling.

As civil service bureaucracy becomes more automated and public services move online, civil servants are increasingly required to possess more higher-order cognitive and soft or socio emotional skills in order to contribute to the capability of the civil service, in addition to the required technical skills (OECD, 2017). Higher order cognitive skills include problem solving and critical thinking, while soft skills include skills such as communication and interpersonal interaction, role modelling and team building (OECD, 2017; Linkedin Learning, 2019; Lewis & Smith, 1993). The development of these types of skills within the civil service will enable citizen-centric capabilities, as well as promote a positive work environment within the civil service. Additionally, as part of these non-technical skills, civil servants will require a level of digital literacy that allows them to perform their role in a digitalised government, particularly to carry out general bureaucratic functions and to interact with the public through online government portals (OECD, 2020; Lowry, Molloy, & McGlennon, 2008).

A key challenge for civil service is ensuring that skills are being utilised once they have been recruited and developed (OECD, 2017). A method to assess the match between skills use and the role within the civil service is through employee surveys (Morrel-Samuels, 2002; Hogarth,

2016). These surveys can ask questions related to the everyday utilisation of skills by the individual employee and can be collated up to enterprise level within an agency to provide insight on when and how skills are used. This can be particularly valuable to determine if a training investment has been worthwhile. Employee surveys can also be used to gather information on other aspects of civil service employment, such as engagement and collaboration and to contribute to training needs analysis.

The identification of training needs should be evidence based and linked to a business strategy to help employees understand the reason behind why they are undertaking the training and to validate the time and financial investment in the learning. This should be supported with an evaluation of outcomes to establish the benefits of the training (Smith, Oczkowski, Noble, & Macklin, 2002). Robust evaluation begins with the identification of the variables of interest and investigates the relationship between the interventions undertaken and the desired outcomes of the training (Punch, 2014). Building a theory of change during training development enables the identification of key variables which would then be measured separately to maximise the content validity of the training.

Key consideration for AMS: The shift to soft skills means developing new ways of assessing talent at recruitment and the approach to training throughout a civil servant's career.

Case Study
Success Profiles, United Kingdom

In 2013, the civil service in the United Kingdom used a competency framework to provide a consistent approach to recruiting employees with the skills required. The Competency Framework identifies the skills, knowledge, and behaviours that lead to successful performance and breaks down how these can be demonstrated at each grade. By doing this, the Competency Framework uses past behaviours to predict future behaviour, as they are relevant to particular job areas.

The limitation of the Competency Framework is the focus on 'snapshots' of behaviours in specific circumstances, rather than the whole person. To overcome this limitation, in 2018 the United Kingdom civil service introduced 'Success Profiles' to provide a more flexible approach to recruitment. This model builds on the Competency Framework but draws on a wider range of inputs to present a more inclusive and accurate approach to assessment and recruitment. Success Profiles capture five elements of an individual:

- **Behaviours** – the actions and activities that people do which result in effective performance in a job;
- **Strengths** – the things we do regularly, do well and that motivate us;
- **Ability** – the aptitude or potential to perform to the required standard;
- **Experience** – the knowledge or mastery of an activity or subject gained through involvement in or exposure to it; and
- **Technical Skills** – the demonstration of specific professional skills, knowledge, or qualifications.

These five areas allow the candidate to demonstrate their suitability for a specific role, as well as allowing recruitment and resource managers to tailor the criteria for a particular job. This assessment process means all civil service applicants are assessed against the same criteria and that all government recruitment uses the same measures.

Themes: Capability and Capacity

Mcneil, Rupert, 2018. 'A New Approach to Recruitment and Promotion in The Civil Service', https://quarterly.blog.gov.uk/2018/07/03/a-new-approach-to-recruitment-and-promotion-in-the-civil-service/

The digital transformation has firmly linked government policy with large, interlinked data sets leading to more opportunities to engage the public and crowdsource insights. This requires an increased focus on skill sets related to data science, network analysis, social networking and social media, crowdsourcing and foresight techniques.

In this information-driven age, the volume of data for the civil service to collect, analyse, and leverage requires specialised skill sets to manage and apply it appropriately and effectively. Targeted measures are required to address capability gaps in the data and digital services sector. As noted, it can be difficult to compete with the private sector in cutting edge technologies, but the civil service can still be an attractive place to work for digital and data specialists.

Data and digital specialists in the civil service have access to, and responsibility of, the data that is collected by the government[383]. The relevant skills required to appropriately and effectively use this data cannot be held by a small group of civil servants as it is important for all civil servants to hold a certain basic level of data and digital related skills. Without this, there is a risk that senior or specialist civil servants are consumed with minor tasks that could be accomplished by another user with basic training, data-informed decisions are difficult to communicate to those who do not understand the fundamentals, or data requests take too long to fulfil and can fail to answer the original question (Cornelissen, 2018). As policy development, public service delivery and data-driven decision-making becomes increasingly intertwined, a data literate civil service will become critical to ensure specialists are able to focus their efforts on developing enabling tools and facilitating data-related activities of the broader civil service (Cornelissen, 2018).

Key consideration for AMS: Agencies needs to invest in data literacy and basic digital skillsets, such as digital information handling, digital communication, and data security, within their workforce.

Ongoing professional development opportunities are critical to maintaining a skilled workforce. A challenge for the civil service is how to assess the effectiveness of the learning methods used to build public sector leadership capability and how to build capacity among those responsible for providing education and training services.

[383] It is noted that to ensure recruitment and retaining of specialist skills is addressed under Finding 2.

Learning and development in all forms is integral to professional development. Employees who are satisfied with their learning and development opportunities are more positive about engagement, job satisfaction and career opportunities. They are also more likely to stay at their current organisation for the next two years (Deloitte Insights, 2019). There are differing models of learning and development across the ASEAN Member States, with some delivering centralised training facilities while in others, this is largely devolved to line ministries. A common challenge is not in the availability of training and professional development but in a system-wide understanding of what development is needed and what works (Department of Industry, 2017). Establishing a framework of what makes a good civil servant is a first step in developing a strategy to improve learning and development (Department of the Prime Minister and Cabinet, 2019; Employment and Training Administration, U.S. Department of Labor, 2000). Training can then be assessed against this framework to measure effectiveness. Approaches to assessing the effectiveness of these services can include a variety of tools, including questionnaires, surveys, learner and manager interviews, and analysis of pre- and post-training business metrics data.

Key consideration for ASEAN: Ensuring employees see benefit from their learning and development is a cornerstone for increasing capability in the civil service.

Case Study
The Korean Government Training System, Republic of Korea

The Korean civil service has identified the skills that are required to support its role and mandates a certain amount of annual training and development for all its staff, from those in Grade 9 (the lowest level) all the way to those in Grade 1 (the highest ranked employees). The training requirements are split between workplace and personal development courses, in recognition of the diverse range of skills required to succeed in an increasingly complex public sector. This system was borne of reforms in 2004 that sought to innovate and upskill the civil service. The taskforce that led these reforms recognised the financial constraints and resistance to training by staff and managers and advocated for a substantial financial commitment from government and a prolonged and persistent engagement with staff to change perceptions around training.

Developing a learning culture in the civil service required support and commitment at all levels of government to implement. Capacity building was imbedded into individual, organisational and systemic practices through consultations with staff to highlight the importance of training, engagement with managers to recognise training as an investment rather than a cost, and changes to funding arrangements that improved accessibility of training. There is still a substantial discrepancy between the funding provided for training by the public and private sectors in Korea, with private sector employees often able to access more development opportunities than their public counterparts. This limits the capacity for the government to remain innovative and modern, and attract and retain talented employees.

Themes: Capability and Capacity

KIM, P. S. (2016). Chapter 6: Innovating Training and Development Iin Government: The Case of South Korea in Sharpening the Sword of State

Better practice indicates that spending should be aligned to outcomes, rather than outputs.

Government spending that occurs through a value-for-money approach should lead to better quality of public services for citizens and businesses with the potential for government savings (OECD, 2015; Hodge, Greve, & Boardman, 2017). However, in seeking to achieve value for money, the literature suggests it is better practice to avoid financing agencies based on achieved outputs (OECD, 2015). This method of managing government spending has been shown to lead to a loss of service quality through a focus on the 'quick wins' to contribute to short-term goals, rather than sustained effort to achieve longer-term outcomes. Further, a focus on outputs may dilute the overall intended outcome of public services. Many different outputs (the services that are delivered) can work to achieve the same outcome and outputs are able to be altered depending on the policy direction of the government (OECD, 2015). Inconsistent delivery of programmes, which are funded by the government and often delivered by civil servants, can stall progress towards an outcome and, ultimately, cost the government more even if government judges the outputs as achieved.

Collaboration mechanisms, such as partnering agreements and public-private partnerships (PPPs), can be used by governments to deliver products and services that would have otherwise depended on public finance (World Bank, 2018; Bice & Lauderes, 2018; Cankar & Petkovsek, 2013). In the context of the civil service, PPPs are a mechanism for governments to work with the private sector to (Hodge, Greve, & Boardman, 2017; World Bank, 2018; Asian Development Bank, 2017):

- **Deliver cost-effective public services** where the upfront cost is carried by the private companies and payment is received from government on delivery of pre-determined milestone outcomes. These outcomes can take decades to eventuate and so the use of public funds can be budgeted out over years, rather than over a short-term period.
- **Leverage innovative digital technologies** to enhance service delivery and bureaucratic processes. Much of the digital innovation that is occurring globally can be found in the private sector, and PPPs are an avenue for government to have access to these advances before it could otherwise expect to and to use them to improve citizen engagement and outcomes.
- **Provide additional skilled employees and capabilities** that may not be available in the civil service. Through a PPP, the civil service may be able to draw on the extra skills and capability brought in by the private sector. This may include the potential for shared training to occur between civil servants and the private sector employees.

Table 1 provides an overview of examples for how PPPs can be used in different ways to support the civil service to deliver the required services to both citizens and employees.

Table 1. Possible types of PPP. Adapted from Asian Development Bank, 2016, p. 24

Policy, Strategy, and Support Initiatives	Demand-Side Financing Programmes	Education Service Delivery Initiatives	Infrastructure Partnerships
• Private involvement in curriculum and programme development • Private involvement in policy and strategy development • Private sector quality assurance • Private information, testing, and certification • Private sector standard setting	• Publicly and privately financed scholarship programmes • Payment of subsidies to students • Tax credits and tax exemptions	• Contracting with the private sector for delivery of specialist curricula • Public sector affiliation and franchising of programme delivery to the private sector	• Equipment maintenance of information technology systems and infrastructure

When considering PPPs, it is important to consider the potential risks associated with entering into a PPP. In particular, there may be tension between the public sector workforce and their private sector counterparts if there is a perception or actual transference of project responsibility and capability from the civil servants to privately-employed persons (World Bank, 2016). Additionally, PPPs are generally long-term partnerships, which means there are likely to be contingencies that cannot be planned for. As citizens will continue to hold the government accountable, any unforeseen, poor outcomes must be accepted as a risk for the civil service to manage should they eventuate (World Bank, 2016; Asian Development Bank, 2017).

Less formal mechanisms, such as partnering agreements, can be made between the civil service or line agencies within the civil service and the private sector to deliver what is needed (Cankar & Petkovsek, 2013). These agreements can drive innovation, cut costs, improve services, and create more channels for communication with citizens and businesses (Cankar & Petkovsek, 2013; World Bank, 2014).

Key consideration for AMS: Strategies to leverage skills in the private sector can be achieved through collaboration mechanisms such as partnering agreements or PPPs.

Case Study
Mobile Data Network, Victoria, Australia

The Mobile Data Network (MDN) is a PPP between the Victorian State Government and Motorola Solutions Australia Pty Ltd that delivers a dedicated wireless communication network for Victoria Police, Ambulance Victoria and other emergency services. The MDN gives police and paramedics access to an in-built or handheld tablet in their vehicles that can display real-time data and information about emergencies; allow police to access databases for car registration and drivers licences; submit paperwork while in the field; and track vehicle location so that the closest vehicles can be assigned to an emergency.

The MDN has increased the responsiveness of emergency services to the community and has improved productivity of staff by reducing time spent on administrative and clerical work in the office. Over 40 million voice calls were facilitated by the MDN in 2017 alone, ensuring that emergency services are always connected to a secure and reliable network. The partnership between the Victorian Government and Motorola has been running since 2003 and has been extended until at least 2025, showcasing the success of PPPs in delivering the most up-to-date and high-quality technology for emergency services.

Themes: Capability and Capacity

Mobile Data Network, Victoria State Government

CITIZEN ENGAGEMENT

Growing evidence confirms that, under the right conditions, citizen engagement can help governments improve public service delivery, public financial management, and governance.

Effective delivery of public policies, programmes and services requires policymakers to collaborate with citizens, rather than simply consult, and place the citizen at the centre of development (Holmes, 2011). Research has shown that service-delivery costs can be reduced by 15 to 25 per cent when a citizen-centric approach is taken to service delivery (McKinsey & Company, 2017). For example, a patient centred care model in the Netherlands has helped patients regain their independence 25 per cent faster and has achieved patient satisfaction scores 30 per cent above the national average (Cirkovic, 2018).

In the early 2000s, the Organisation for Economic Cooperation's (OECD) assessment of citizen engagement practices identified large differences between OECD countries in their approaches to, and maturity of, citizen engagement activities (European Institute for Public Participation, 2009). Most countries were identified as undertaking piecemeal engagement activities largely through pilot or experimental processes and less through embedded, formalised routine (European Institute for Public Participation, 2009). Since then, several OECD countries have genuinely sought to strengthen their engagement practices and have made meaningful efforts to include citizens in participatory policy development and service delivery activities (Holmes, 2011).

Evidence indicates that increased representation of women in government agencies leads to an increased willingness for co-design and co-production among women and delivers benefits generally for society (Schafer, 2019). Similarly, a lack in diverse representation was identified to be a significant barrier for engaging with culturally and linguistically diverse populations (Schafer, 2019). For policymakers, when designing effective strategies for citizen engagement, care must be taken to ensure both the facilitators and participants are made up of a diverse mix of representatives, including those from minority groups and those from regional areas in local and central government leadership (e.g. women, people from minority cultural backgrounds).

Key consideration for AMS: Citizen-centrism is one of the leading principles in service delivery critical to successful outcomes and shared accountability between citizens and government.

Genuine engagement in the 'co-production' of policy and services requires major shifts in the culture and operations of government agencies. To be effective in delivering a successful citizen engagement, the civil service needs to enable, negotiate and collaborate with citizens.

The attitudes and behaviours of civil service professionals are a key influencing factor for effective citizen engagement (Schafer, 2019; OECD, 2020). Public officials and government entities who impose their own beliefs, values, languages, processes and cultures are likely to discourage citizens from engaging (Schafer, 2019). Additionally, responsiveness of civil service professionals is critical for citizen engagement. Citizens who feel ignored by public officials will often disengage from future citizen-centric processes (Schafer, 2019). The process of "closing the loop" with citizens by sharing clear outcomes of their engagement is also important for citizen engagement (Schafer, 2019). The World Bank defines citizen engagement as the two-way interaction between citizens and governments or the private sector, which need not be down to the level of co-design. Citizen engagement can also involve private individuals in informal, unplanned exchanges; those who convene for public purposes but do so outside the normal processes of government operations (for example, in such places as libraries, schools, homes, churches, and community centres); and those who are brought together in settings such as town hall meetings of political representatives and their constituents. However, where there are formal processes for engagement, they must be clear from the outset that the engagement is genuine to promote trust in the civil service.

Key consideration for AMS: Engagement with citizens has to be targeted and facilitate a two-way exchange of information, and ownership over the outcomes.

The success of citizen engagement is highly context specific and sensitive to government and citizen capacity and willingness to engage. Clear communication between the civil service and the citizens on the cost to the individual (time, money, effort) and the expected outcomes and benefits of the engagement process supports transparent and accountable citizen engagement.

True partnerships with citizens and the community require accountability and regular, meaningful and timely engagement. The Independent Review of the Australian Public Service (APS) found that the APS is often perceived as engaging on its own terms with stakeholders — how it wants, when it wants. Looking in, not looking out and not working with. Ministers, academia, businesses, community groups and the public raised concerns that the APS engages in

a tokenistic manner, often too late in the process with misplaced intentions — looking for endorsement of decisions already made (Department of Prime Minister and Cabinet, 2018). Research undertaken in Australia showed there was significant expertise available in the community and that more effective engagement can lead to improved government decision-making, with greater confidence and trust in those decisions (Department of Industry, 2017).

There are a number of resources that identify better practice communication with citizens (International Association for Public Participation Australasia, 2015; NSW Information and Privacy Commission, 2018). These acknowledge that differing levels of engagement (referred to as 'participation' but including: inform, consult, involve, collaborate, empower) are warranted and legitimate, depending on the goals, time frames, resources and levels of concern in the decision to be made. However, it should be made clear to the community their role in the participation process (International Association for Public Participation Australasia, 2015; NSW Information and Privacy Commission, 2018). Engagement professionals require professional agility and intellectual flexibility to adapt to the specific (and often specialist) nature of varying projects, and recognise that community and stakeholder roles will also alter depending on the required level of engagement.

Key consideration for AMS: Citizen engagement must be tailored to the intended outcomes and the citizens who are targeted for their input.

Greater levels of social inclusion, including women and those with disabilities, is key to ensuring that services support the entire population. Representative participation in citizen engagement ensures that policies truly benefit the broader population.

A range of strategies exist to recruit citizens for engagement processes (random selection, purposive, self-selection), and best practice would suggest aligning the recruitment strategy to the rationale for engagement (Schafer, 2019). Recruitment strategies vary significantly if the intent of engagement is to gain a broad and inclusive understanding compared to a narrower, specific view (Schafer, 2019). A personalised recruitment approach, which is tailored, includes clear information about the purpose, goals and outcomes of the engagement activity, is targeted at the citizen population, and increases the effectiveness of the engagement (Schafer, 2019). Conversely, there is a need for recruitment strategies that are representative and truly reflect a microcosm of the diverse general public (OECD, 2020). A representative focus means every citizen has an equal opportunity of being selected for participation and having their views heard (OECD, 2020). This approach, realised through a random-sampling method stratified by demographic population data, safeguards against a citizen-participation process which only represents the views of those with a vested interest (Irvin & Stansbury, 2004). Clearly, a balance needs to be struck between recruiting for maximum engagement, which can be done through tailored recruitment approaches, and recruiting for representativeness, which occurs through random sampling.

Key consideration for AMS: Care must be taken to ensure representative participation in engagement processes.

Case Study
Future Melbourne 2026, Australia

Future Melbourne 2026 was an initiative co-designed by the Melbourne City Council and its citizens to create a vision and plan for the future of Melbourne. Community members and ambassadors were involved in each step of the design process, ensuring that citizens had their say on matters relating to urban planning and density, digital city, climate change, future economies, and citizens and governance. The community engagement process involved surveys, workshops at local parks, festivals and libraries, citizen juries and an interactive website where community members could submit their ideas. The final plan that was created based on these processes is regularly used to inform city planning and policy design by the Melbourne City Council.

An independent review commended the Future Melbourne 2026 programme for engaging a diverse cross-section of the community and inspiring participation and ownership over the public policy process. The final plan for Future Melbourne 2026 reflected the needs and wants of the Melbourne community, and enriched future policy and programmes to be more citizen centric.

While this process was considered to be an example of best-practice in community engagement, there were lessons learned along the way about the requirement for a longer preparation and planning phase before beginning community engagement, and the need for a strong leadership team to maintain momentum and commitment to the process for the duration of the project (54).

Themes: Citizen Engagement

Designing Effective Public Engagement: The Case Study of Future Melbourne 2026

Engaging citizens has proven especially important during times of crisis, as effectiveness of response efforts are reliant on behavioural change at the individual level. Informing and receiving feedback from citizens in real time can provide insight into how the service or policy response is affecting communities and enable real-time course correction in fast evolving situations, as well as post-crisis.

Citizen engagement is critical to governments understanding the priorities and concerns of their populace (European Institute for Public Participation, 2009). Feedback from citizens and the government can build civil services capability to serve governments and the community with professionalism and expertise. Modernising feedback mechanisms should take a data-driven approach, including building fast feedback loops enabled by analytics (European Commission, 2020). Newer methodologies and approaches, for example Bayesian analysis, behavioural economics and citizen-centred design, can also support evidence-based policy and programme design. Measuring citizen satisfaction with public service delivery is important to determine if their needs are being met and evaluating, over time, the level of trust that the public has for government capability (Kierczak, 2021). Surveys are one of the most effective methods to continually collect and measure citizen satisfaction, particularly if the areas being measured remain consistent (Kierczak, 2021). However, customer satisfaction measured through citizen feedback should not be confused with true citizen engagement (Solomon, 2018). The key difference is that someone who is truly engaged is one who is an advocate

for the product or service and will not be easily swayed by alternatives (Solomon, 2018). This is important in government business, in particular to ensure public services are meeting the needs of the population and, where there is overlap in service delivery with the private sector, government is able to remain competitive.

True citizen engagement builds trust in the government. It is especially important in crises where trust in governments is often lost, particularly among citizens who have been hardest hit (European Foundation for the Improvement of Living and Working Conditions, 2013). It is important for governments to give their citizens the opportunities to remain engaged during these periods of unpredictability to not only regain trust, but to deliver better outcomes (European Foundation for the Improvement of Living and Working Conditions, 2013; Chen, et al., 2020). As technological advances gather pace, it is critical to remain agile and flexible in service delivery to adapt with innovation and speed to citizen needs and technological disruption.

It should be noted that current literature is not suggesting that the 'polling' of citizens is an effective means of community engagement, nor is it considered co-design for the purposes of developing policies. The value in community engagement is working in collaboration with the community. Public opinion polling is a one-way form of communication and does not educate individuals as part of the process. It also does not develop shared accountability between citizens and government.

Key consideration for AMS: Real time feedback is crucial to keeping up with the pace of change.

The level of citizen engagement is linked closely to levels of trust in the civil service. Investing to achieve advances in one domain may provide benefits in the other. It is challenging to measure levels of citizen engagement and trust in the civil service with precision. Any measurement is likely to be dependent on subjective assessment and risks capture by narrow personal experience.

An example of the link between citizen engagement and trust in the civil service is in mitigating the ongoing impact of COVID-19. In particular, higher levels of trust will strengthen citizen engagement, community and economic resilience and hasten the recovery process. Higher levels of trust in Government have also been found to increase compliance with public health measures (Goldfinch, Taplin and Gauld, 2021; Han et al 2021). Demonstrating this interlinkage, data transparency with citizens in South Korea during the pandemic has been linked to higher trust in Government in the longer term, and participation in the COVID-19 public health response (Moon, 2020).

Ensuring that civil services are representative of the diversity of the population they serve, and who are properly trained and empowered to engage with citizens, will ultimately deliver enduring dividends beyond the pandemic. These short and long-term dividends are enhanced by advancing trust in civil service digital platforms and ensuring data is collected, managed, used and shared in ways that offer multiple benefits to citizens.

OECD advice on enhancing public trust in COVID-19 vaccinations offers one approach (OECD, 2021). Presented through the lens of the role of the civil service, key factors may include:

- the extent to which the civil service can instil and maintain public confidence in vaccine effectiveness and safety;

- developing and sustaining belief in the competence and reliability of civil service institutions;
- the quality of the principles and processes that guide advice and actions in vaccine procurement, distribution, prioritisation, and administration;
- carefully managing public expectations; and
- the performance of regulatory agencies in retaining public confidence in their review processes, which contribute to justifying why it is fair that particular population groups are prioritised to receive scarce goods and services.

In parallel to this approach, civil services should aim to engage with the population by proactively releasing timely information in disaggregated, user-friendly and open source formats, enhance transparent and coherent public communication to address misinformation, and engage the public when developing policy approaches strategies, and in the form and content of key communications (OECD, 2021).

Another approach espoused by the OECD suggests that public institutions, including the civil service, can be graded on their performance on five dimensions (OECD, n.d.). These dimensions encompass:

- providing or regulating public services;
- anticipating change and protecting citizens;
- using power and public resources ethically;
- listening, consulting, engaging and explaining to citizens; and
- improving living conditions for all.

A third OECD approach incorporated into a recent trust survey includes measures of trust drawn from four question modules (OECD, 2017). These are depicted as:

- *perceptions* (e.g. “How much do you trust your government (or police, parliament, civil service, local government?”);
- *evaluations* (e.g. if a decision affecting your community were to be taken by the local or regional government, how likely is it that you and others in the community would have an opportunity to voice your concerns?”);
- *expectations* (e.g. if you were to complain about bad quality of a public service, how likely is that the problem would be easily resolved?”); and
- *experiences* (e.g. how satisfied are you with the quality of the health system?”).

In contrast, the World Bank recently proposed that trust can be measured in three ways (Kumagai, 2020). In acknowledging that that these measures are open to dispute, the World Bank posits that these three measures are:

- subjective and direct through perception surveys, the most popular approach albeit one that is highly contested on the reliability of conclusions;
- objective and indirect through objective data used as proxies, which resolves some methodological concerns but introduces others, such as subjective opinions on what behaviour is in respondent’s best interests; and
- through experimental measures of trust using behavioural games, conceding that this measure is often more applicable to measures of general or social trust.

Key consideration for AMS: Efforts to foster trust in the civil service and enhance citizen engagement can overlap and enhance both measures.

DIGITAL SERVICE DELIVERY

Digitalisation is increasingly the way citizens interact with government, creating increased volumes of data. While governments and public institutions recognise the value of data, they still grapple with its implications for governance. Data is a strategic resource that can be leveraged by governments to provide improved efficiency and effectiveness of public services. However, it needs to be appropriately regulated and governed.

The implementation of digital technologies across government and to deliver services to the public requires an associated increase in data requirements. Optimised digital service delivery is enabled by appropriate data usage where data from citizens and businesses can be turned into tangible and measurable outcomes (OECD, 2019). A well-designed data governance and regulatory framework supports the overarching data management strategy of the government, and provides a holistic approach to collecting, managing, securing, and storing data from citizens and businesses. Proper data governance establishes systematic, formal control over data related processes and responsibilities (CIO Australia, 2020).

A truly data-driven public sector (OECD, 2019; OECD, 2020):

- Has the leadership and vision from within the civil service to ensure strategic direction and purpose;
- Recognises data as a key strategic asset with its value defined and its impact measured;
- Reflects active efforts to remove barriers to managing, sharing and re-using data;
- Implements and continuously evaluates the regulation of public data to ensure it is secure and appropriately used;
- Applies data to transform the design, delivery and monitoring of public policies and services; and
- Values efforts to publish data openly as much as the use of data between, and within, public sector organisations.

However, it is important to understand the changes to policy and data required for simplicity, consistency and new technologies, such as robotic process automation and artificial intelligence, to work. An integrated view of policy is needed to set the standards for digitalisation and allow processes and data environments to be set up from the beginning for multiple-use cases, not simply one-off applications. Countries, such as Australia and Germany, are developing government Digital Service Standards to improve the quality of and governance over service delivery (OECD, 2020). The ASEAN Guideline to Public Service Delivery (October 2020) suggests that, for those citizens who are not yet technologically literate, governments still provide alternatives for engagements and receiving services. These governance approaches support joined-up government to facilitate efficient and seamless experiences for the users, as well as openness and transparency of processes and decision making.

Key consideration for AMS: A well-designed data governance framework is crucial to supporting digital service delivery. A data governance framework will also facilitate management of the risks and digital security requirements, including privacy, that are associated with increased digitisation.

Case Study
E-Government National Centre: e-Darussalam Portal, Brunei Darussalam

The e-Darussalam portal, managed by the EGNC, is a 'one-stop-shop' government portal for citizens, businesses and visitors. An e-Darussalam account is a single authentication point to allow users to access multiple, online government services and initiatives, including a government directory, information on the country's COVID-19 response, and communication channels directly to the government.

Themes: Digital Service Delivery

E-Government National Centre, Minstry of Transport and Infocommunications, Brunei Darussalam

Case Study
Data Governance Framework, European Commission

In 2020, the European Commission introduced data governance regulation for the European Union (EU) which ensures access to more data for the economy and to provide for more control for citizens and companies over the data they generate. This allows Europeans to control the use of data related to them for the benefit of society, while still ensuring their personal data protection.

Insights from data allow for more evidence-based decisions and policies to be developed, however it is important for governments to be aware of the implications of using personal data without the transparency, openness, and accountability measures expected by citizens. Gaining and maintaining public trust is key to government business and public service delivery. The goal of a robust data governance framework is to create the right conditions for individuals and companies to trust that the data they share will be handled by trusted organisations based on common values and principles.

In the EU, a common consent form has been developed for data altruism to allow for the collection of data across EU Member States in a uniform format. It is formatted so it can be tailored to the needs of specific sectors and purposes. Entities that are agreeing to data altruism through this form must meet certain requirements to ensure the protection of the rights of citizens and other businesses. This provides maximum trust with minimum administrative burden.

Themes: Digital Service Delivery

European Commission, Data Governance and Data Policies Report 2020, https://ec.europa.eu/info/sites/info/files/summary-data-governance-data-policies_en.pdf

Government transparency and accountability is enhanced by the digitalisation processes undertaken by the civil service. Digital service delivery requires creating a process and system optimised to understand the citizens' needs and context, to address them efficiently and effectively, in a way that builds trust between the state and the citizens. Adapting delivery of services to the most commonly used modes of digital interface, such as mobile phones, improves accessibility and allows the government to reach more people.

21st Century governments have embraced e-government[384] to reflect the expectations of their citizens, address budgetary and economic challenges, and to have a system of decision-making and services that is able to flexibly react to the policy issues this new century brings (OECD, 2019). Effective e-government can provide a range of benefits to governmental organisations, such as increasing the efficiency and effectiveness of government, increasing access to public services, and encouraging citizen engagement (European Commission, 2020; Schnoll, 2010). Accordingly, citizen expectations of public service provision reflect the potential for e-government to transform governments around the globe into efficient and collaborative organisations that deliver public services that have been requested and designed by citizens and businesses (Public Governance and Territorial Development Directorate, 2014; Gustafsson, 2017). The spectrum of e-government capability is characterised by four stages of interaction between government and the public:

- **Stage one** is where the national government is focused on having a digital presence through simple, information-providing websites that have digitised government information;
- **Stage two** builds on the availability of government websites and introduces additional functionality to allow citizens, businesses, and other government agencies to interact with government through email and interactive forms with 'autofill' capability;
- **Stage three** provides citizens and businesses with the ability to complete transactions with government online, such as permit applications and tax payments; and
- **Stage four** is where the national government transforms the way it has previously operated through a shared governance model, promoting seamless information flow and collaborative decision making (Chun, Shulman, Sandoval, & Hovy, 2010).

The outcome of successfully moving through the first three stages of e-government capability are accessible, efficient and effective government services that are available whenever they are required. The information flow during these stages is only one-directional, that is, *from* the government to citizens and businesses, with limited opportunity for feedback from the public (Chun, Shulman, Sandoval, & Hovy, 2010). The critical activity that moves a government from 'modernisation' of public service delivery to 'transformation' of digitally delivered public services is the establishment and embedding of communication channels that enable meaningful dialogue between the government and the public (Chun, Shulman, Sandoval, & Hovy, 2010). In order to support the flow of information, both between the government and the citizen and from citizens to the government, digital technologies are crucial.

[384] Most commonly defined as 'the use of information and technology to support and improve public policies and government operations, engage citizens, and provide comprehensive and timely government services'.

As governments build towards being fully e-government, there are challenges and considerations that must be taken into account at all stages. Firstly, if digital regulation does not keep pace with the reform then the transformation may take longer than expected as well as absorb more resources. In particular, budget and capability constraints can effectively block governments from making the desired changes and investing in the right digital solutions for their citizens (Deloitte, 2015). Secondly, as governments embrace digitisation, the accountability and transparency requirements for managing the information required by government to function can prove challenging. New legal instruments and training for people who interact with this information must be developed and successfully implemented (Going Digital: OECD, 2019).

When governments begin to digitalise and transition into e-government, public expectations of service delivery also evolve to expect more streamlined provision and are influenced by the rapidly changing, global technological landscape. The customised, user-driven service delivery models of the private sector, such as Google or Uber, influences citizens' expectations of their digital experience with public services with respect to usability, accessibility, friendliness, convenience, and effectiveness (Going Digital: OECD, 2019).

As governments digitalise and as their respective e-government capabilities mature, mobile devices, including tablets, have become the new norm for citizens and businesses to stay connected with each other and with the government. Both the OECD (OECD, 2020) and the European Commission (2020) have identified key elements to be addressed by governments when digitally delivering services to the public. Firstly, citizens and businesses should be involved in the design process from the beginning to ensure policy makers and service designers are aware of, and able to reflect, their needs (OECD, 2020). This early engagement supports accessibility and inclusion of digital service delivery and allows citizens to provide feedback through established communication channels (European Commission, 2020; OECD, 2020). Secondly, mobile friendliness can be critical to effectively engaging with, and delivery of services to, citizens (European Commission, 2020). This means webpages should be easily navigated on a mobile phone, and many governments are developing mobile phone applications that provide government information and public services. Indeed, many AMS are more easily able to connect with their citizens at different levels of digital service maturity because of the affordability and accessibility of mobile phones (Australian Government, 2017).

Key consideration for AMS: Device-enabled digital interfaces are the first step to mature digital service delivery that enables meaningful dialogue between the government and public. A model that promotes collaboration will enable public trust.

Case Study
Digitalising the Philippine Economy during and after COVID-19

When the COVID-19 pandemic began to restrict mobility of citizens and social distancing requirements came into effect, the Philippine Government had to act quickly to ensure their work and public service delivery continued to support their citizens (70).

Despite having 73 million internet users in 2020, the Philippines generally trails behind many of their regional neighbours in internet penetration. This reality, combined with a lack of telecommunications infrastructure and competition, provided a significant challenge for Filipinos to overcome when the pandemic hit.

The Philippine Government recognised that digital technologies were key to addressing the impact of COVID-19 on their nation and facilitated a rapid growth in the use of these systems and processes throughout 2020. For example, digital payment services were required to take the place of the traditional, cash-based economy. The Philippines' National Payments System (NPS) plays a key role in promoting financial stability and financial inclusion, and has rapidly evolved over the past year.

New legal and regulatory frameworks, payment system infrastructures, payment service providers and products that have been introduced have digitalised the Philippine economy and have provided the momentum for the nation to continue their digital reform agenda.

Themes: Digital Service Delivery

Philippines Digital Economy Report 2020: A Better Normal Under Covid-19 – Digitalising The Philippine Economy Now, The World Bank

Case Study
Shared Services Canada

Shared Services Canada (SSC) was established in 2011 to deliver a government-wide modernisation of ICT systems and infrastructure, with a focus on improving reliability, security and accessibility for civil service professionals and citizens interacting with government. The digital transformation included hardware upgrades, transitions to cloud-based data storage, video conferencing capabilities, and more standardised business functions. After completion of the initial process of upgrading ICT infrastructure across the government, the focus of the SSC team, set out in the 2018-2022 Digital Operations Strategic Plan, pivoted to improving service delivery that is tailored to the needs of Canadian citizens and allows them to more readily self-service. Civil service professionals are also consistently receiving better technology that allows them to collaborate more easily across departments, work flexibly, and access consolidated data sets that improve decision making and policy design.

Legacy systems, funding shortfalls and administrative burdens have slowed the digital transformation. Many departments rely on outdated networks and data storage solutions that will require significant costs and effort to transition to the new government-wide enterprise network, and SSC has made limited progress in demonstrating the cost effectiveness of the ICT transformation to departments. According to the Canadian Auditor General, poorly defined expectations and inadequate collaboration with departments has meant that SSC is struggling to reach its transformation targets. Greater attention to building relationships with departments and a more targeted funding model would have improved SSC's capacity to digitally transform the government quickly and effectively (71; 72).

Themes: Digital Service Delivery

Shared Services Canada, Canada

Back office modernisation of civil services goes hand in hand with public expectations of deeper digital service delivery. Leveraging private sector digital infrastructure and knowledge enables the civil service to deliver digital services and products that are innovative and current. However, digitisation of poor processes or resistance to digitisation can derail any potential gains.

One of the key challenges in delivering public services digitally is building an understanding among civil and public servants of the benefits of digitalising government processes and subsequent citizen engagement and an increase in efficiency and effectiveness (Brown, Fishenden, & Thompson, 2014). Systems of government have been around for much longer than digital technologies, and so the transition to new ways of operating and servicing the citizenry will take time. Although private companies can provide insights into engaging with the end-user, it is important to note that many of these organisations were established during the recent and ongoing period of technological innovation. As such, the capacity to digitally deliver services is much greater for private corporations than it is for governments to design and deliver digital services to their citizens and businesses (Going Digital: OECD, 2019).

Digital transformation strategies should be developed within the context of the organisation, which in this case is a national government, to address challenges holistically and ensure there are appropriate levels of engagement, buy-in, infrastructure, and capability to support government digitalisation (Going Digital: OECD, 2019; Jonathan, 2020). To support the development and implementation of digital government strategies, the OECD has developed a Digital Government Toolkit[385] which outlines 12 principles to bring governments closer to citizens and businesses (OECD, 2020). Additionally, the ASEAN ICT Master Plan 2020 has five key themes to create a digitally enabled region that is secure, sustainable and transformative (Australian Government, 2017):

- An accessible, inclusive and affordable digital economy where ICT will be used to support digital inclusion of communities across the region;
- Deployment of next-generation ICT as an enabler of growth;
- Sustainable development through smart city technologies;
- ICT supporting a single regional market to facilitate integration and lower business costs; and
- Secure digital marketplaces and safe online communities to facilitate and promote regional digital trade.

[385] http://www.oecd.org/governance/digital-government/toolkit/home/

Digitalisation, which is also commonly referred to as 'digital transformation', encompasses the process of digitisation and the utilisation of more recent digital innovations, such as artificial intelligence or blockchain technology. The digitalisation process, regardless of maturity, is key for governments to streamline their public services, and administration and is one which enables enhanced institutional transparency and accountability (65;75). The application of information and communication technology (ICT) solutions improves the accessibility and efficiency of organisations that interact with individuals and businesses, including the civil and public services (74). Successful digitalisation provides opportunities for governments to distribute knowledge and information to their citizens and businesses while also enabling more sustainable engagement (75).

True digital modernisation in civil service organisations is accompanied by transformation of business processes and procedures. This requires considered change management to ensure that civil servants are comfortable with, and resilient to, constant change. It also requires streamlining of processes to capitalise on the benefits of automation. The opportunities that accompany digitalisation also present a number of challenges for the government to address as they progress e-government maturity and transform their digital capability. These challenges include organisational and managerial challenges, information technology challenges, and environmental challenges (74):

- **Organisational and managerial challenges** are those associated with the strategic, structural, cultural and implementation contexts within an organisation;
- **Information technology challenges** can be experienced when there is inadequate capability and/or ICT infrastructure available within an organisation; and
- **Environmental challenges** acknowledge the role of external elements on government, such as legal and regulatory frameworks, and industry, and how their influence may be a barrier to a digitally transformed government.

Organisational and managerial challenges can be mitigated through the executive leadership and leaders in mid-level roles championing the desired digital change (Jonathan, 2020; OECD, 2020). This championing can be best enabled through a strong digital strategy which aligns ICT effort and resourcing to the overall goal of government.

The capability of employees to use new ICT systems, as discussed above, can be achieved through appropriate and proactive upskilling and training. This includes awareness of security and compliance requirements to support interoperability between government agencies, the public, and the private sector (Jonathan, 2020).

Environmental challenges can be more difficult for governments to address as they are often out of their sphere of control. Efficient bureaucratic processes that allow efficient policy and funding decision-making are one method of decreasing the influence these external factors have on government's digitalisation journey.

Key consideration for AMS: Digitalisation needs to be supported by change management strategies which enable civil servants to see the benefit of modernisation and provide the civil service with the tools to overcome challenges.

Case Study
Government Digital Service Academy, United Kingdom

The United Kingdom's (UK) Government Digital Service (GDS) Academy launched a training school for public servants in 2014, recognising that the most efficient way to teach civil servants new digital skills is to offer free, easily accessible courses and training sessions.

This training school offers both introductory sessions for those who want to learn the fundamentals of new technologies, and more advanced courses for those civil servants who work with digital day-to-day. As at February 2019, the UK's GDS Academy has trained over 10,000 civil servants.

Government Digital Service Blog, United Kingdom

EFFECTIVENESS AND COLLABORATION

Citizens expect government to deliver seamless and contemporary services, enabled by technology and two-way communication. The experience of commercial data gathering and its use in service delivery has clear implications for Government. Citizens expect the private sector to utilise technology and data to provide more responsive and linked up services. They will have similar expectations as citizens when it comes to government services.

Citizens' expectations are changing, moving towards demanding that governments deliver modern, seamless, citizen-centric services which utilise contemporary service delivery models and are integrated with advanced technological capabilities (55; 56). Unlike in the private sector, citizens cannot shop around for the best services; they are singularly reliant on the government to provide multiple quality services that meet their needs.

A joined-up government approach is one that aims to link different parts of the government together to improve the efficiency and effectiveness of government functions (Carey & Crammond, 2015). It may involve joining up within departments, between different government departments, between different levels of government, or between the government and the private or not-for-profit sector (State Government of Victoria State Services Authority, 2007). Joined-up government can be an effective tool to deal with contemporary policy issues that relate to multiple government agencies, such as social disadvantage and climate change, or to enhance the delivery of government services to the public (State Government of Victoria State Services Authority, 2007). It is seen as a key step in modernisation of civil services, particularly as joined-up initiatives begin utilising the power of data to break down departmental siloes and improve policy and programme design (Carey & Crammond, 2015). The terminology describing joined-up government approaches differs significantly amongst global jurisdictions, and the term is used interchangeably with others, such as whole-of-government, horizontal management/government, collaborative governance and integrated government (55; 59).

Digital public service delivery allows citizens to engage in two-way communication with the government and access services when they need, at a far faster rate than traditional face-to-face services. To enable effective digital service delivery, government departments must be willing to collaborate and cooperate with each other by sharing expertise, resources and

data to create a digital service delivery platform that drives greater citizen outcomes and more personalised services that respond to citizen needs. A key driver of modern and responsive government services is the exchange of data securely and appropriately within the government. This serves a dual purpose of enhancing government operations and improving citizen-centricity of service delivery, through increases in operational efficiency, prediction of future requirements of citizens, prioritisation of funding and resource allocation, and improving the productivity of interactions between citizens and government. Limited interoperability, coupled with public anxiety regarding security, privacy and data-sharing arrangements, inhibits information sharing between departments, creating barriers for seamless horizontal work (63). To overcome this and create trust with the public, the government must implement rigorous data protection and privacy standards that safeguard against privacy breaches (Office of the National Data Commissioner, 2019).

While enabled by technology and data sharing, collaboration need not be technology dependent. Where face-to-face services are necessary or preferred, taking a joined-up government approach to service delivery through service centres can improve efficiency and citizen satisfaction (McKinsey & Company, 2017; Katsonis, 2019). This creates a single point of contact with the government, so citizens can conduct their business with multiple government departments in one place.

Key consideration for AMS: Collaboration and trust, both within government and with the private sector, is necessary to drive efficiency in service delivery and to meet evolving citizen expectations.

Joined-up government approaches reduce fragmentation through collaborative and coordinated public service delivery. Siloed practices that are generally embedded in civil service processes are a barrier to joined-up government. Organisational cultural norms and values of the institutions create significant barriers to joined-up government.

Broadly, the rationale for adopting joined-up government approaches is to reduce siloed work of departments and optimise the impact of governments through drawing on the strengths and knowledge across the government to achieve a shared goal (13; 16). However, taking a joined up approach must be carefully considered before implementation, as poor planning and insufficient resourcing can create more problems than it was designed to fix (Carey & Crammond, 2015).

Many functions of government remain better suited to the traditional vertical structures that currently exist, as they allow for concentration of specialist knowledge, clear lines of accountability and greater efficiency. Managing priorities and capabilities of multiple stakeholders, as is the case in joined-up government approaches, can be challenging and counter-productive in achieving some government goals. Where a joined-up approach is agreed to be the best option, overcoming embedded cultures and practices can pose the greatest barrier to success. Entrenched siloed practices are often reinforced through the organisational cultural norms and values of the institutions, creating significant barriers to joined-up government (Crammond & Carey, 2015). For joined-up government reform to be accepted (both in principle and through implementation), it needs to be agreed to by siloed departments (Crammond & Carey, 2015; Carey & Crammond, 2015).

Many of the barriers to joined-up government can be overcome by clearly defining goals and outcomes, sharing responsibility for the outcomes across the involved parties, and having adequate resources to achieve the goals of the project (State Government of Victoria State Services Authority, 2007; Carey & Crammond, 2015). Not all government functions are suited to a joined-up approach, but for those that are, leadership is a crucial part in ensuring success. An effective leader must facilitate coordination and collaboration between people working within distinct organisational cultures and structures, who may have differing capabilities and goals (13; 16). Having a strong leadership team can keep the team focused and motivated to reach the desired outcomes, and nurture staff to develop the right skills and attitudes to address and overcome structural barriers (19). Leaders must also be skilled in managing the complex institutional arrangements unique to joined-up government work, and be able to develop and maintain partnerships with leaders from across the project (13; 16).

A common instrument used in pursuit of a joined-up government approach is the formation of inter-departmental groups or taskforces to break down organisational silos, remove contradictions and dysfunctions in existing structures, and promote holistic and innovative thinking (Ling, 2002). Such groups have been demonstrated to limit, rather than facilitate, collaboration leading to serious dysfunction (Crammond & Carey, 2015). Creating new organisational enclaves, or silos, in the pursuit of integration may be detrimental as they create new teams and administrative structures that are not integrated with existing departments (Crammond & Carey, 2015). Additionally, inter departmental teams generate the ideas but do not have implementation capacity or sufficient accountability – the burden of failures and inefficiencies of inter-departmental teams is worn by public facing departments (Crammond & Carey, 2015). To prevent against these types of resource drains, if utilising inter-departmental groups, departments must support these groups through strong structural links and accountability mechanisms, e.g. through shared outcome targets.

However, where taskforces can be successful and improve cooperation, collaboration, and efficiencies across government is when the respective agencies have the 'buy-in' to support decision making, and where the members of the taskforce have the required experience, expertise, and preparedness (Senate Standing Commitees on Foreign Affairs, Defence and Trade, 2011; Ellinger, Keller, & Ellinger, 2008). Indeed, successful inter departmental integration is associated with increased and superior performance (Ellinger, Keller, & Ellinger, 2008). A key component of this is having effective collaboration processes, both between individuals and administratively, to facilitate ongoing interaction and performance between groups (Ellinger, Keller, & Ellinger, 2008).

Key consideration for AMS: Clear goals and strong leadership are key factors to enable effectiveness and collaboration through joined-up government approaches.

Case Study
Natural Resource Management Team, Australia

The Australian Government Natural Resource Management (NRM) Team was responsible for developing a whole-of-government strategy and approach to environmental protection and sustainable agriculture across the country, particularly focusing on preventing, stabilising and reversing dryland salinity and reduced water quality in key catchment areas. The NRM team was a joint initiative of the Department of Environment and Heritage (DEH) and the Department of Agriculture, Fisheries and Forestry (DAFF), in recognition of their shared objective of conservation and sustainable land use.

Taking a joint approach to natural resource management resulted in better strategic outcomes and greater buy-in to NRM programmes by State governments, interest groups and communities. The NRM team presented a single face of government to the community and balanced the requirements of the agriculture sector with the need for environmental protection, allowing both departments to achieve their objectives.

There were significant logistical challenges in administering programmes across two distinct government departments, and there was concern that taking a joint approach would risk neither department reaching their objectives. However, by joining programme delivery, but keeping some parts of policy design separate, both departments were able to retain some ownership of the process and bring their departmental strengths to the process. The shared goal of better resource management united the staff from both departments and broke down any cultural differences between the DEH and DAFF staff, allowing them to achieve a greater level of success than they would have been able to achieve acting as separate departments (Commonwealth Government of Australia, 2004).

Themes: Effectiveness and collaboration

Connecting Government – JUG Responses to Australia's Priority Challenges

Simple modernisation of the civil service can be driven through individual organisations, while complex, government-wide transformation is best driven by a central coordination team.

While the strategy for modernisation can be developed either centrally or across the civil service, strategic policy teams can often lose sight of implementation. An implementation or delivery team can ensure that measured steps are taken towards achieving success in transformation. This team can act as the nervous system of transformation, supporting an integrated and effective service-wide approach to change (Keenan, 2012). Evidence from over 80 transformations in 50 countries shows that existence of such a coordination point doubles the likelihood of success in public sector transformations (Allas & al., 2018). This delivery unit needs to be small, well led and excellent at building relationships (Barber, 2015). Critically, the leader needs the confidence of the government and the authority and ability to drive change in a challenging environment (Kotter, 1995).

When developing measures of success in a large transformation process, it is important to recognise the need for agility and adaptability to changing circumstances. Complex transformation takes time and experimentation to ensure success, and this should be accepted in designing and rolling out the change (Faeste & al., 2019).

Key consideration for AMS: The sophistication of implementation structures and strategies should be aligned with the complexity of the transformation.

LEADERSHIP

Effective leadership at all levels enables organisational transformation of the civil service. Executive leadership establishes the strategic vision and culture while middle management drive delivery. Professionalisation of leadership capabilities contributes to increased productivity and effectiveness of service delivery by setting values and promoting collaboration.

As governments work to foster modern and professional civil services in their nations, leaders are the frontline for transformation work to be communicated and carried out. The traditional view on leadership is that it is a trait that is honed through leadership development programmes which target specific skills and capabilities and focus on dissemination of best practice (McCleskey, 2014). The realities of the modern day and the future expectations for leaders mean modern leadership should be learnt from experience and exposure to situations on-the-job that require utilisation of leadership skills (McCall Jr., 2010; Avolio, 2010), with supplemental formal training when required.

While leadership style may differ depending on the context a leader is working within, there are several elements that characterise critical leadership capabilities of executive staff. There is also a distinct requirement that civil service leaders are capable of identifying and promoting the public good and acting with integrity while managing the vast resources of the government. In seeking the public good, leaders within the civil service are aiming to make an impact rather than a profit, and therefore the required leadership capabilities are different than they would be in the private sector (McDonald, Conant, & Marshall, n.d.).

While each civil service may promote a different leadership capability framework, generally, they fall into one of the following four capabilities: values-based leadership; open inclusion; organisational stewardship; and networked collaboration (Gerson, 2020). A values-based leader is one who promotes common public values in their work and their organisation, and may include championing accountability, transparency, equality and integrity in the civil service. As part of this capability, they must successfully balance the tensions between competing political and administrative values and recognise longer-term departmental priorities (Gerson, 2020). Open inclusion is the idea that a civil service leader promotes and nurtures a diverse and inclusive workplace environment. To do so effectively, a leader must have and utilise compassion, respect, flexibility, self-awareness and responsibility (Gerson, 2020).

Both open inclusion and values-based leadership focuses on the individual traits and behaviours of a leader and their capacity to make decisions. Alternatively, organisational stewardship and networked collaboration emphasise the importance of delegating responsibility to others and recognising the strengths, weaknesses and position of their organisation as a whole (Gerson, 2020). Being a talented organisational steward requires that a leader can delegate responsibility and accountability to the right people who can complement their own skill set. This extends to their capacity to recognise talents and shortfalls within their department, and can adequately plan how to structure and assign work to ensure that their employees are engaged and productive (Gerson, 2020). This capability is difficult to execute effectively due to the low risk tolerance in the public sector but, when done successfully, allows staff to experiment and develop new capabilities (Hehir, 2018). Networked collaboration recognises three different types of relationships and networks that a leader must form to be an effective leader. These are relationships developed down into their organisations, up towards their own managers and leaders, and out to stakeholders beyond their own organisation (Gerson, 2020). Managing their relationships upwards is often to a political authority with whom they must work collaboratively, whilst still being aware of political complexities and retaining independence and objectivity. They must also be capable and comfortable with working across departments with other civil service leaders without a defined hierarchy, particularly when addressing 'wicked' problems that require multi-departmental solutions (Karre, Alford, van der Steen, & van Twist, 2012). Without a network that spans up, out and down, a leader will struggle to reach the goals and priorities of their organisation, and will be ineffective in influencing public policy development and implementation (Gerson, 2020).

Committed and capable leaders, aligned around common objectives and targets, are critical to successful organisational transformation (Kotter, 1995). Leaders are the key drivers in the establishment of the vision for modernisation and setting a culture of transformation.

Key consideration for AMS: Leadership must be responsive to where the organisation is on their modernisation pathway.

Case Study
Interagency Performance Targets, New Zealand

In 2012, the New Zealand government introduced a list of interagency performance targets that would attempt to address 10 cross-cutting and persistent issues facing the community. Leaders of the relevant departments were held collectively responsible for achieving these performance targets within a five-year period. One of the aims of the programme was to ensure that "New Zealanders can complete their transactions with government easily in a digital environment", with a performance target that "by 2017, an average of 70 per cent of New Zealanders' most common transactions with government will be completed in a digital environment, up from 24 per cent in 2011." A key pain point for citizens was that they had to provide the same information to each government department with which they interacted and were frustrated that they were required to verify their identity each time. The eight departments responsible worked together to develop an identity verification platform that citizens could use to access numerous government services with a single login. Use of digital services to interact with the government is well on track to reach its target and was considered a success against its performance target (96).

The interagency performance targets programme demonstrated the value in setting a small number of clear, achievable targets that were individually championed by departmental leaders to address cross-cutting challenges. The executive leadership team were crucial in establishing a vision for the future of how the civil service addresses modern policy problems. The focus on collaboration and shared responsibility encouraged departments to forge ahead despite obstacles and created a shared goal for the civil service to work towards. However, at the conclusion of the programme, many of the public sector leaders noted the difficulty in collaborating and coordinating across departments, and that there is a high cost to cross-department projects that can easily lead to failure if not carefully managed (96).

Themes: Leadership, Digital Service Delivery, Effectiveness and Collaboration

Interagency Performance Targets: A Case Study of New Zealand's Results Programme

Senior leadership development establishes a strategic view of government priorities, while leadership development at more junior levels sets the pipeline and can drive innovation. Leadership development is supported by an allocated budget for formal training, the opportunities for future leaders to take on leadership responsibilities, and a culture that supports the desired leadership capabilities.

Change-leadership skills are important. Successful transformations are three times more likely to train programme leaders in change-leadership skills than those which fail (Allas & al., 2018). Leadership development approaches typically focus on leadership at the individual, team and organisational levels, creating standard frameworks and expectations across the civil service for all staff in management positions. Many civil services have created a clear and defined leadership capability framework as a tool to set performance expectations for leaders, and to give current and prospective leaders the ability to self-assess and seek out opportunities for improvement (OECD, 2019). Leadership frameworks set the requirements for individuals to be an effective leader, for teams to expect of their leaders, and to establish an organisational culture that rewards leadership traits and behaviours (Gerson, 2020; OECD, 2017).

Much of the focus of leadership development approaches are on managing and developing the senior civil service. Human resource management strategies that are designed specifically for leaders in the civil service are often an effective way of developing leadership capabilities that translate to a more innovative and productive public sector (Gerson, 2020). Taking a standardised, whole-of-government approach to selecting, developing and managing senior civil servants is common practice among OECD countries, and recognises the importance of capable leaders in achieving government objectives (OECD, 2016). Such strategies often begin with recognition of the senior civil service as a separate group with unique performance expectations and giving them access to tailored training and development opportunities (OECD, 2017). In conjunction with this, identification and acceleration of early career individuals who show leadership potential can assist in retaining future leaders and preparing them for management roles. There is great value added to the civil service when career civil servants are promoted through the ranks to leadership positions, bringing with them institutional knowledge and experience that complements the capabilities of other senior civil servants who have come from a private sector background (Gerson, 2020).

Developing leadership capabilities must be delivered through a mix of formal training, peer support and mentoring, and on-the-job experience. The complexity of the operational environment of the civil service warrants regular and timely training to senior staff so they are responsive to the challenges of the day. However, aligning formal training to demands of senior civil servants' jobs can be difficult given the variance in their role requirements (Kim, 2016). This can lead to reluctance from leaders to engage with training and is why a greater emphasis on networks and mentoring can be a more effective method in developing leadership capabilities. Mentoring can take the form of small support groups or more individualised coaching, depending on the interest and requirements of staff (Gerson, 2020; OECD, 2017). The ability to reflect on experiences in a group setting and share insights with others in similar positions can help staff identify areas for change or improvement in their own skills (Gerson, 2020). Bringing senior civil servants together regularly can also help them take a broader view of government priorities and identify innovations that they can take back to their own organisations to be more effective leaders. For development of some skills, individual coaching can be a more preferable learning tool. Individual coaching offers a greater degree of flexibility in scheduling and can focus on the specific development needs of the person, resulting in more rapid improvement of skills (Gerson, 2020; Going Digital: OECD, 2019). Digital leadership is one such area where an individualised coaching approach can be more effective than formal learning or group mentoring, as the coaching can be tailored to the person's level of knowledge and the requirements of their role (Gerson, 2020).

While the importance of developing leaders in the senior civil service is often treated as a priority, extending leadership development opportunities to middle managers and junior staff is critical in creating a pipeline of future leaders and fostering an engaged and high-performing civil service culture (OECD, 2016). Leadership skills are necessary at all levels of the civil service and support staff to work collaboratively, manage their relationships and workflow, and empower individuals to embed public service values into their work (Gerson, 2020; OECD, 2016). To develop these capabilities in staff, there must be an allocated budget for formal training and a culture that allows civil servants to take on responsibility and opportunities for leadership throughout their career. This requires a commitment from senior leadership to create an organisational culture that rewards those who take on responsibility and show initiative (OECD, 2017; OECD, 2017).

Key consideration for AMS: Leadership development at the lower levels of management is important to facilitate ongoing transformation within the civil service. This includes entrusting leadership roles and responsibilities among more recent entrants to the workforce, such as the millennial generation.

Case Study
Natural Resource Management Team, Australia

Estonia developed an updated leadership competency framework in 2009 that identified each of the characteristics that a leader should aim to develop and possess. As part of this update, a Top Civil Service Excellence Centre was created to develop expertise on leadership capabilities in an Estonian context and to support the most senior executive staff of the civil service to develop their skills. After the initial success of the Excellence Centre, it was expanded to include competency building at all levels of the senior civil service, supporting a pipeline of future leaders, and playing a large role in recruiting and assessing potential staff (Gerson, 2020; Lemmik, 2019).

The Top Civil Service Excellence Centre has been extremely successful in upskilling senior civil servants and in breaking down silos across the government. Coordinating learning and development for senior staff has instilled shared values across the government and established relationships that facilitate interagency cooperation. There has been concern that the focus on senior civil servants has meant that the development of the rest of the civil service has been under-resourced, but the importance of senior staff in creating an effective civil service warrants the investment (Gerson, 2020; Lemmik, 2019).

Themes: Leadership, Capability and Capacity

The Establishment of the Estonian Top Civil Service Development System

Diversity in leadership is important as a way for the civil service to reflect the diversity present in their community. Representative diversity in leadership leads to more informed decision-making and policies that are aligned to the needs of citizens and businesses.

Encouraging diversity in senior leadership within the civil service is a business imperative. A civil service exists to serve citizens and hence should be reflective of the diversity within the community, and with this diversity comes a wider range of experiences and opinions which can result in genuine improvement in civil service policies and programmes (Gerson, 2020; OECD, 2016). Increasing the presence of women in leadership roles is a complex task that requires a concerted and sustained effort, and the diversity and inclusion strategies of the past are no longer seen as best practice in increasing minority group representation in leadership. Previously, gender and diversity targets were set that aimed for a specific proportion of minority groups to be in leadership roles through affirmative action and hiring practices (Nolan-Flecha, 2018). However, these failed to recognise the intersection of race, gender, sexual orientation, gender identity and ability on an individual's experience at work and how they progress through their career.

Modern diversity and inclusion policies are now focusing on shifting organisational cultures to recognise and celebrate the differences in their staff, without reducing staff down to their minority identifying traits (Gerson, 2020; Nolan-Flecha, 2018). This kind of policy requires buy-in from all levels of the civil service, and slowly dismantles traditionally held views about the traits that are necessary for a leader. Through this, women and other minority groups can take on leadership roles without having to conform to stereotypical masculine leadership traits and career pathways (Nolan-Flecha, 2018).

The underlying concepts of inclusive leadership can easily be reconciled into existing leadership frameworks. Indeed, inclusiveness as a public sector value is particularly well aligned with existing leadership models focused on values-based leadership and the notion that public managers can lead by instilling and promoting a series of fundamental values (Crosby & Bryson, 2018).

Key consideration for AMS: Modern diversity and inclusion policies should focus on recognising differences in their staff without reducing staff down to their minority identifiers. This includes specific areas that relate to ensuring equal opportunity progression to leadership roles.

LITERATURE REVIEW REFERENCES

Abadesco Jr., E. V. (2015). Strategic HRM: Building organisational capabilities. *Philippine Daily Inquirer*. Retrieved from https://business.inquirer.net/202970/strategic-hrm-building-organizational-capabilities

Allas, T., & al., e. (2018). *Delivering for Citizens*. London: McKinsey Center for Government.

Antikainen, M., Uusitalo, T., & Kivikyto-Reponen, P. (2018). Digitilisation as an Enabler of Circular Economy. *Procedia CIRP*, 73, 45-59.

ASEAN Committee on Civil Service Matters. (2020). *ASEAN Public Service Delivery Guidelines*.

Asian Development Bank. (2017). *Innovative Strategies for Accelerated Human Resource Development in South Asia: Public Private Partnerships for Education and Training*. Manila, Philippines: Asian Development Bank.

Auditor General of Canada. (2016). *Information Technology Shared Services*. Ottawa: Office of the Auditor General of Canada.

Australian Government. (2017). *ASEAN NOW Insights for Australian Business: A report on Australia's trade and investment relationship with ASEAN*. Commonwealth of Australia.

Avolio, B. J. (2010). *Full Range Leadership Development*. SAGE Publications.

Bagai, S. (2020). *Rise of the Millennials and Social Recruiting*. Retrieved from Crowdstaffing: https://www.crowdstaffing.com/blog/rise-of-the-millennials-and-social-recruiting

Barber, M. (2015). *How to Run A Government*. London: Allen Lane.

Bice, S., & Lauderes, L. (2018). *The Belt and Road Initiative: The Chinese Acquisition of Port Pireaus, Greece*.

Brown, A. W., Fishenden, J., & Thompson, M. (2014). Reinventing Public Service Delivery: A UK Government Perspective. *Digitizing government understanding and implementing new digital business models*, 1-13.

Cankar, S., & Petkovsek, V. (2013). Private and Public Sector Innovation and the Importance of Cross-Sector Collaboration. *Journal of Applied Business Research*, 29(6), 1597-1606.

Cappelli, P. (May-June 2019). *Your Approach to Hiring Is All Wrong*. Harvard Business Review.

Carey, G., & Crammond, B. (2015). What works in joined-up government? An evidence synthesis. 38(13-14).

Chen, C.-a., Chen, D.-Y., Liao, Z.-P., & Kuo, M.-F. (2020). Winnowing Out High-PSM Candidates: The Adverse Selection Effect of Competitve Public Service Exams. *International Public Management Journal*, 23(4), 443-464.

Chen, Q., Min, C., Zhang, W., Wang, G., Ma, X., & Evans, R. (2020). Unpacking the black box: How to promote citizen engagement through government social media during the COVID-19 crisis. *Computers in Human Behaviour*, 110.

Chun, S. A., Shulman, S., Sandoval, R., & Hovy, E. (2010). Government 2.0: Making connections between citizens, data and government. Information Polity, 15, 1-9.

CIO Australia. (2020, February 11). *What is data governance? A best practices framework for managing data assets*. Retrieved from CIO Australia: https://www.cio.com/article/3521011/what-is-data-governance-a-best-practices-framework-for-managing-data-assets.html

Cirkovic, S. (2018). *Buurtzorg: revolutionising home care in the Netherlands*. Amsterdam: Centre for Public Impact.

Commonwealth Government of Australia. (2004). Connecting Government: *Whole of Government Responses to Australia's Priority Challanges*. Canberra. Retrieved from https://www.apsc.gov.au/sites/default/files/connectinggovernment.pdf

Cornelissen, J. (2018). The Democratization of Data Science. Harvard Business Review.

Crammond, J., & Carey, G. (2015). What Works in Joined-Up Government? An Evidence Synthesis. *International Journal of Public Administration*. doi:10.1080/01900692.2014.982292

Crosby, B., & Bryson, J. (2018). Why leadership of public leadership research matters: and what to do about it. *Public Management Review*, 20(9).

Deloitte. (2015). *Digital government transformation*. 2015.

Deloitte Insights. (2019). *Deloitte Global Human Capital Trends 2019*. Online: Deloitte.

Department of Education, Skills and Employment. (2020). *Support for Science, Technology, Engineering and Mathematics (STEM)*. Retrieved November 11, 2020, from Australian Government Department of Education, Skills and Employment: https://www.education.gov.au/support-science-technology-engineering-and-mathematics

Department of Industry, I. a. (2017). *Hidden in Plain Sight: Building and understanding of how the Australian Public Service can unlock community expertise to improve policy, programmes and service delivery*. Canberra: Australian Government.

Department of Prime Minister and Cabinet. (2018). *Independent Review of the Australian Public Service*. Canberra: Australian Government.

Department of Prime Minister and Cabinet. (2019). *Our Public Service, Our Future. Independent Review of the Australian Public Service*. Canberra: Commonwealth of Australia.

Department of the Prime Minister and Cabinet. (2019). *Delivering for Australians. A world-class Australian Public Service: The Government's APS reform agenda*. Canberra: Commonwealth of Australia.

Ellinger, A. E., Keller, S. B., & Ellinger, A. D. (2008). Developing Interdepartmental Integration: An Evaluation of Three Strategic Approaches for Performance Improvement. *Performance Improvemet Quarterly, 13*(3), 41-59.

Employment and Training Administration, U.S. Department of Labor. (2000). Testing and assessment: an employer's guide to good practices.

European Commission. (2020). *Digital Economy and Society Index 2020: Digital Public Services*. European Commission.

European Foundation for the Improvement of Living and Working Conditions. (2013). *Political trust and civic engagement during the crisis*. Dublin: European Foundation for the Improvement of Living and Working Conditions.

European Institute for Public Participation. (2009). *Participation & Sustainable Development in Europe*. Retrieved from https://www.partizipation.at/eipp_public_participation0.html

Faeste, L., & al., e. (2019). *The Science of Organizational Change: Winning the '20s*. BCG Henderson Institute.

Gerson, D. (2020). *Leadership for a high performing civil service: Towards senior civil service systems in OECD countries*. Online: OECD. doi:10.1787/19934351.

Going Digital: OECD. (2019). *Strengthening Digital Government*.

Goldfinch, S, Taplin, R and Gauld R. (2021). Trust in government increased during the Covid-19 pandemic in Australia and New Zealand. *Australian Journal of Public Administration*. 80(1). 3-11.

Gustafsson, M. S. (2017). *Reassembling Local E-Government: A study of actors' translations of digitalisation in public administration*. Sweden: Linkoping University.

Han, Q., Zheng, B., Cristea, M., Agostini, M., Bélanger, J., Gützkow, B., . . . Leander, N. (2021). Trust in government regarding COVID-19 and its associations with preventive health behaviour and prosocial behaviour during the pandemic: A cross-sectional and longitudinal study. *Psychological Medicine*,1-11. doi:10.1017/S0033291721001306.

Hehir, G. (2018). *Strategic governance of risk: Lessons learnt from public sector audit*. Online: Australian National Audit Office.

Hodge, G., Greve, C., & Boardman, A. (2017). Public-Private Partnerships: They Way They Were and What They Can Become. *Australian Journal of Public Administration*, 76(3), 273-282.

Hogarth, T. (2016). Designing an Employer Skills Survey: Notes on How to Develop a Survey to Meet a Range of Policy Issues Relating to the Demand for, and the Supply of, Skills.

Holmes, B. (2011). *Citizens' engagement in policymaking and the design of public services*. Parliament of Australia, Department of Parliamentary Service. Canberra: Parliamentary Library. Retrieved from https://www.aph.gov.au/about_parliament/parliamentary_departments/parliamentary_library/pubs/rp/rp1112/12rp01#_Toc299099879

International Association for Public Participation Australasia. (2015). *Quality Assurance Standard for Community and Stakeholder Engagement*. Online: IAP2.

Irvin, R., & Stansbury, J. (2004). Citizen Participation in Decision Making: Is it Worth the Effort? *Public Administration Review, 64*(1), 55. doi:10.1111/j.1540-6210.2004.00346.x.

Jonathan, G. M. (2020). Digital Transformation in the Public Sector: Identifying Critical Success Factors. In M. Themistocleous, & M. Papadaki (Ed.), *Information Systems. EMCIS 2019. Lecture Notes in Business Information Processing. 381*. Springer.

Karre, P., Alford, J., van der Steen, M., & van Twist, M. (2012). Whole of Government in Theory and Practice: an Exploratory Account of how Australian and Dutch Governments Deal with Wicked Problems in an Integrated Way. In M. Fenger, & V. Bekkers, *Beyond Fragmentation and Interconnectivity. Public Governance and the Search for Connective Capacity* (pp. 97-113). Amsterdam. doi:10.3233/978-1-60750-998-1-97.

Katsonis, M. (2019). Designing effective public engagement: the case study of Future Melbourne 2026. *Policy Design and Practice*, 215-228. Retrieved from https://www.tandfonline.com/doi/full/10.1080/25741292.2019.1621032

Keenan, P. e. (2012). *Changing Change Management: A Blueprint That Takes Hold*. Boston: Boston Consulting Group.

Kierczak, L. (2021). *Customer Satisfaction: That's Why it's Still Important in 2021*. Retrieved from Survicate: https://survicate.com/customer-satisfaction/importance-customer-satisfaction/

Kim, P. S. (2016). Innovating training and development in government: The case of South Korea. In A. Podger, & J. Wanna (Eds.), *Sharpening the Sword of State*. ANU Press.

Kotter, J. (1995). Leading Change: Why Transformation Efforts Fail. *Harvard Business Review* (May-June 1995).

KPMG Australia. (2018). *Future of HR 2019: Embracing bold change*. Melbourne: KPMG Australia.

Kumagai, Saki; Iorio, Federica. 2020. *Building Trust in Government through Citizen Engagement*. World Bank, Washington, DC. Retrieved June 2020 from https://openknowledge.worldbank.org/handle/10986/33346

Lemmik, J. (2019). *Top Civil Service development programme*. Brussels: European Commission.

Lewis, A., & Smith, D. (1993). Defining higher order thinking. *Theory Into Practice*, 32(3), 131-137.

Lewis, G. B., & Frank, S. A. (2002). Who Wants to Work for the Government? *Public Administration Review, 62*(4), 395-404.

Ling, T. (2002). Delivering joined–up government in the UK: dimensions, issues and problems. *Public Administration*, 615-642. doi:10.1111/1467-9299.00321.

Linkedin Learning. (2019). *2019 Workplace Learning Report*. Linkedin.

Lowry, D., Molloy, S., & McGlennon, S. (2008). *Future skill needs: Projections and employers' views*. Adelaide: National Centre for Vocational Education and Training Research (NCVER).

Mallory, L. (2015). *Factors That Motivate Millennial Public Servants in the Workplace*. Walden University. Walden Dissertations and Doctoral Studies.

McCall Jr., M. W. (2010). Recasting Leadership Development. *Industrial and Organisational Psychology, 3*, 3-19.

McCleskey, J. A. (2014). Situational, Transformational, and Transactional Leadership and Leadership Development. *Journal of Business Studies Quarterly, 5*(4), 117-130.

McDonald, R., Conant, D., & Marshall, A. (n.d.). *Public Service Leadership Model*. Retrieved October 26, 2020, from Our Public Service: https://ourpublicservice.org/our-work/public-service-leadership-model/

McKinsey & Company. (2010, March). *Building organizational capabilities*: McKinsey Global Survey results. Retrieved from McKinsey & Company: https://www.mckinsey.com/business-functions/organization/our-insights/building-organizational-capabilities-mckinsey-global-survey-results

McKinsey & Company. (2017). *Customer experience: New capabilities, new audiences, new opportunities*.

Moon, J. (2017) Fighting COVID-19 with Agility, Transparency, and Participation: Wicked Policy Problems and New Governance Challenges, *Public Administration Review*. Retrieved June 2020 from https://doi.org/10.1111/puar.13214

Morrel-Samuels, P. (2002). Getting the Truth into Workplace Surveys. *Harvard Business Review*. Retrieved from https://hbr.org/2002/02/getting-the-truth-into-workplace-surveys

National Audit Office (UK). (2017). *Capability in the civil service*. London: National Audit Office.

NG, E. S., Gossett, C. W., & Winter, R. (2016). Millennials and Public Service Renewal: Introduction on Millennials and Public Service Motivation (PSM). *Public Administration Quarterly, 40*(3), 412-428.

Nolan-Flecha, N. (2018). *Next generation diversity and inclusion policies in the public service: Ensuring public services reflect the societies they serve*. Paris: OECD Publishing. doi:10.1787/51691451.

NSW Information and Privacy Commission. (2018). *Charter for Public Participation - a guide to assist agencies and promote citizen engagement* . Sydney: Australian Government.

OECD / ADB. (2019). *Government at a Glance Southeast Asia 2019*. Paris : OECD Publishing.

OECD. (2015). *Building on Basics*. Paris: OECD Publishing.

OECD. (2016). *Engaging Public Employees for a High-Performing Civil Service*. Paris: OECD Publishing.

OECD. (2017). *Government at a Glance 2017*. Paris: OECD Publishing.

OECD. (2017). *Skills for a High Performing Civil Service*. Paris: OECD Publishing.

OECD (2017), OECD Guidelines on Measuring Trust, OECD Publishing, Paris. http://dx.doi.org/10.1787/9789264278219-e Retrieved June 2021 from https://www.oecd-ilibrary.org/governance/oecd-guidelines-on-measuring-trust_9789264278219-en

OECD. (2019). *Recommendation of the Council on Public Service Leadership and Capability*. OECD Publishing.

OECD. (2019). *The Path to Becoming a Data-Driven Public Sector*. OECD Digital Government Studies. Paris: OECD Publishing.

OECD. (2020). *Innovative Citizen Participation and New Democratic Institutions : Catching the Deliberative Wave*. Paris: OECD Publishing. doi: https://doi.org/10.1787/339306da-en.

OECD. (2020). OECD Digital Government Toolkit. Retrieved from http://www.oecd.org/governance/digital-government/toolkit/home/

OECD. (2020). *The OECD Digital Government Policy Framework: Six dimensions of a Digital Government*. OECD Publishing.

OECD. (2021). *Enhancing public trust in COVID-19 vaccination: The role of governments*. Retrieved June 2021 from https://www.oecd.org/coronavirus/policy-responses/enhancing-public-trust-in-covid-19-vaccination-the-role-of-governments-eae0ec5a/#biblio-d1e2071

OECD. (n.d.). *Trust in Government*, Retrieved June 2021 from https://www.oecd.org/gov/trust-in-government.htm

Office of the National Data Commissioner. (2019). *Better Services, Better Decisions, Better Government*. Canberra: Australian Government.

Peters, B. G., & Pierre, J. (Eds.). (2012). *Handbook of Public Administration* (2nd ed.). SAGE Publications.

Prime Minister's Office - Brunei Darussalam. (2016, November 19). *Civil Service Leadership Pipeline*. Public Service Department. Retrieved from Prime Minister's Office - Brunei Darussalam: http://jpa.gov.bn/Shared%20Documents/Berita/Pemberigaan%20CSLP%2019%20Nov%20Shared.pdf

Project Manager. (2020). *Waterfall Methodology*. Retrieved from Project Manager: https://www.projectmanager.com/waterfall-methodology

Public Governance and Territorial Development Directorate. (2014). *Recommendation of the Council on Digital Government Strategies*. OECD.

Punch, K. F. (2014). *Introduction to Social Research: Quantitative and Qualitative Methods*. London: SAGE Publications Ltd.

PwC United States. (n.d.). *The future of recruiting*. Retrieved October 2020, from PwC: https://www.pwc.com/us/en/library/workforce-of-the-future/hr-recruiting.html

Ritz, A., Brewer, G. A., & Neumann, O. (2016). Public Service Motivation: A Systematic Literature Review and Outlook. *Public Administration Review*, 76(3), 414-426.

Saputra, M. B. (2018). Who Wants to Be an Indonesian Civil Servant? Almost Everyone. *The Diplomat*. Retrieved from https://thediplomat.com/2018/10/who-wants-to-be-an-indonesian-civil-servant-almost-everyone/

Schafer, J. (2019). A systematic review of the public administration literature to identify how to increase public engagement and participation with local governance. *Wiley*. Retrieved from https://onlinelibrary.wiley.com/doi/abs/10.1002/pa.1873

Schnoll, H. J. (2010). *E-Government: Information, Technology, and Transformation*. New York: Routledge.

Scott, R., & Boyd, R. (2017). *Interagency Performance Targets - A Case Study of New Zealand's Results Programme*. IBM Center for The Business of Government.

Senate Standing Commitees on Foreign Affairs, Defence and Trade. (2011). *Held Hostage: Government's response to kidnapping of Australian citizens overseas*. Canberra: Commonwealth of Australia.

Services Australia. (2020). *Work Experience Pathways*. Retrieved November 11, 2020, from Australian Government - Services Australia: https://www.servicesaustralia.gov.au/organisations/about-us/careers/employment-options/work-experience-pathways

Shared Services Canada. (2019). *Shared Services Canada 3.0: An Enterprise Approach*. Online: Shared Services Canada.

Smallwood, N., & Ulrich, D. (2004). Capitalising on Capabilities. *Harvard Business Review*. Retrieved from https://hbr.org/2004/06/capitalizing-on-capabilities

Smith, A., Oczkowski, E., Noble, C., & Macklin, R. (2002). *New Management Practices and Enterprise Training*. Adelaide: NCVER.

Solomon, M. (2018). The Four Secrets of Achieving Customer Satisfaction. *Forbes*. Retrieved from https://www.forbes.com/sites/micahsolomon/2018/06/10/the-four-elements-of-customer-satisfaction-how-to-achieve-it-over-and-over-again/?sh=2237325728c2

State Government of Victoria State Services Authority. (2007). *Joined up government: A review of national and international experiences*. Melbourne: State Government of Victoria.

The World Bank. (2020). *Philippines Digital Economy Report*. World Bank Group.

World Bank. (2014). *Strategic Framework For Mainstreaming Citizen Engagement in World Bank Group Operations*.

World Bank. (2016). *Government Objectives: Benefits and Risks of PPPs*. Retrieved January 2021, from https://ppp.worldbank.org/public-private-partnership/overview/ppp-objectives

World Bank. (2018). *What are Public Private Partnerships?* Retrieved 2020, from Public-Private-Partnership Legal Resource Center: https://ppp.worldbank.org/public-private-partnership/overview/what-are-public-private-partnerships

APPENDIX B

Research Questions

RESEARCH QUESTIONS

	Research Questions	Target Outcome
1.	***Modernisation in context***	
1.1.	What does successful modernisation look like for each ASEAN Member States? What is the interpretation of modernisation in each member states?	Understanding what success looks like for each ASEAN Member States to ensure recommendations are targeted at the ASEAN Member States aspirations for their public service.
1.2.	What modernisation successes and lessons can be leveraged to inform the future of the civil service?	Gaining an understanding of what has been successful and why and leveraging this insight to inform future recommendations.
1.3.	What are the current challenges and key barriers to achieving modernisation in the member states/ASEAN context?	Understanding the barriers and challenges enables the recommendations for the future to be practical and aimed at overcoming existing barriers and challenges to achieve results.
1.4.	Is there a mechanism to measure alignment between outcomes of modernisation and resource allocation?	Understanding whether the investment that is being made is achieving the intended outcomes or whether resources are better targeted in other areas.
2.	***Capability and capacity –*** *human resource and talent management, inadequate capacity and capability, resource constraints, and efficient use of human and fiscal resources*	
2.1.	What are considered to be the emerging skills and capabilities required to support modernisation of the civil service?	Understanding if there are any modernisation priority areas as identified by each ASEAN Member States that require new skills to be provided to civil service employees, i.e. digital delivery of government services
2.2.	Is there a strategy for cultivating the identified competencies and skills for modernisation? What is included in that strategy?	Understanding if the identified skills have a pathway to support ongoing learning and specialisation within the civil service of each ASEAN Member States.
2.3.	Are there talent management strategies in place to identify, support, and retain talented civil servants? Are these strategies successful?	Understanding if ASEAN Member States have talent identification and management strategies within their civil service, and if these strategies achieve their intended outcomes.

	Research Questions	Target Outcome
2.4.	Are there human resource policies to support deployment and posting of workforce on improving workforce mobility to develop talent and strengthen employee value proposition? Are these initiatives successful?	Understanding ASEAN Member States' human resource policies to support workforce movement and development within their civil service. Also understanding how the public service maintains its status as an attractive employer in the job market.
2.5.	Are there initiatives to facilitate the inclusion of women in the civil service? What are these initiatives, and what have they achieved? Have any barriers to the success of these initiatives been identified?	Understanding if gender diversity is a priority in each ASEAN Member States and the level of success any strategies have achieved.
2.6.	Are there initiatives to facilitate the inclusion of older civil servants, persons with disabilities? What are these initiatives, and what have they achieved? Have any barriers to the success of these initiatives been identified?	Understanding the human resource practices that ensures inclusivity and diversity in each ASEAN Member States.
2.7.	Has the civil service experienced or is it currently experiencing challenges in appropriate resource (human and fiscal) levels? What strategies helped overcome this? Or are there strategies in place to mitigate this challenge?	Understanding where resource challenges eventuate and the strategies that can be implemented to mitigate their impact.
2.8.	Are there structures, policies, or programmes that improve the employee experience to build a flexible, and productive work environment; and one that supports the physical mental and social well-being of public service officers?	Understand if ASEAN Member States have service wide employee experience policies to improve health and wellness.
2.9.	What are the efficiency priorities and challenges within each member states? How progressed are these strategies in achieving outcomes?	Understanding how red tape reduction is contributing to the modernisation of the civil service.
2.10.	How is red tape limiting respective ASEAN Member States in modernising the delivery of public services to citizens and businesses, including the provision of high-quality services that make interacting with government effective and efficient?	Understanding how red tape is hindering the ability of the civil service to modernise.

	Research Questions	Target Outcome
3.	***Citizen engagement*** *– transparency and openness, citizen-centric design of government services, and inclusiveness*	
3.1.	Where has citizen-centred design worked to achieve better outcomes for citizens? What approaches were successful?	Understanding the different approaches to citizen-centric design and how effective they have been. This will provide an evidence base to support recommendations.
3.2.	Is there a strategy for bringing citizens to the centre of policy making, design and service delivery? How has citizen-centred design contributed to achieving outcomes for ASEAN members?	Understanding whether citizen-centric design is undertaken, what is considered citizen-centric design and where it is effective.
3.3	Is there a strategy to build up civic servants' skills and capabilities on citizen engagement and communication?	Understand whether there is a strategy to build capabilities for civil servants.
3.4.	How are current government policies and services designed? Are the wide range of stakeholder interests considered in shaping policy and service delivery? What processes are used to engage with stakeholders?	Understanding whether the ultimate beneficiary of citizen centric design is the citizen or government.
3.5.	Does the approach to citizen-centric design take a socially inclusive approach?	Understanding whether citizen-centric design is undertaken, what is considered citizen-centric design and how effective it is.
3.6.	Are outcomes visible and made publicly available?	Understanding to what extent government commitments and priorities are transparent and visible to the public.
4.	***Digital service delivery*** *– provision of digital services to the public, digitalisation, and digital government*	
4.1.	Is there a digitisation/digital strategy (or a document that articulates priorities) in ASEAN Member States? What is included in the country's digital strategy (or related documents)? What is the focus for modernising via digitisation?	Understanding the direction of digitisation and digitalisation within government and for delivery of public services.
4.2.	How far along are the ASEAN members in progressing digitisation/digital strategies? What are the key aspects that are attributed to the success? What have been some of the challenges?	Understanding the strategies and programs have been successful in modernising the civil service within each ASEAN Member States to develop recommendations for the future and to consider the barriers and how to overcome them.

	Research Questions	Target Outcome
4.3.	How have digitisation/digital strategies contributed to the modernisation agenda of the respective ASEAN country? What is the impact of digitalisation to public service delivery to citizens and businesses?	Understanding whether there is a link to the modernisation agenda.
4.4.	What are the key aspects of a successful digitisation/digital strategy and implementation (not limited to ASEAN Member States?	Developing a framework for considering better practice in digitisation.
4.5.	How has the implementation of digitisation/digital strategies and programs contributed specifically to the outcomes of women?	This enables consideration of whether the strategies and programs have been successful.
4.6.	How has the implementation of digitisation/digital strategies and programs contributed specifically to the outcomes of minorities or socially disadvantaged cohorts?	This enables consideration of whether the strategies and programs have been successful.
5.	***Effectiveness and collaboration*** *– effective bureaucracy, cross-agency coordination, and collaboration and joined-up government*	
5.1.	Are there examples of successful collaborative efforts (both at local and national levels)? What are the lessons to inform future engagement in collaborative, whole-of-government initiatives?	Developing a framework for considering better practice in collaboration in the ASEAN Member States context.
5.2.	What strategies are being implemented to support modernisation efforts (capability development, leadership, change management initiatives)?	
5.3.	Are there clear and demonstrable examples of where collaboration has been used to progress modernisation of the civil service?	Providing evidence that collaboration supports a modernised public service and enables practical and evidence-based recommendations for the future.
5.4	Are there shared outcomes between civil service departments and ministries?	Understanding the current level of collaboration within each ASEAN Member States' civil service to achieve a shared outcome.

	Research Questions	Target Outcome
5.5.	Are there shared outcomes across agencies within ASEAN Member States? Are there shared outcomes between ASEAN Member States? How has collaboration contributed to achieving these outcomes? How could collaborative approaches assist in the future to achieve outcomes?	Understanding where there are priority areas (where shared outcomes have been identified) to look at specific recommendations for the future.
6.	***Leadership*** *– leadership, transformative leadership, and civil service leadership and development*	
6.1.	What are the critical leadership capabilities to drive reform and modernisation of the civil service in ASEAN Member States? How are these capabilities developed in ASEAN Member States?	Clearly identifying the capabilities for leadership in the ASEAN context and considering the approach to how these capabilities are being developed.
6.2.	What are the leadership challenges facing the civil service leaders?	Understanding the context for leaders and how they assess challenges.
6.3.	Are there explicit processes to identify new leadership skills that may be required to support leaders in modernising their organisations and the civil service is a whole?	Understanding how leaders assess and respond to challenges of modernisation with regard to human resources.
6.4.	What are the leadership development approaches being used in ASEAN Member States? Is the approach to leadership development coordinated centrally or managed by individual agencies?	Understanding the current approach to leadership in ASEAN Member States and whether this varies within government agencies.
6.5.	What is the effort and investment being made in current and future leaders for a modern civil service, including talent management?	Understanding whether there is adequate and targeted investment in leadership that will support the modernisation of the civil service.
6.6	Are there policies in place to support Leadership Succession and Career Transition for Senior Leaders? Are these strategies successful?	Understand ASEAN Member States' talent management strategies within their civil service that support leadership movement for Director-level and above.
6.7.	Are there specific programs to support women's leadership in the civil service? Have these programs been effective in achieving their intended outcomes?	Understanding whether there is adequate and targeted investment in women's leadership that will support the modernisation of the civil service.
6.8.	Are there any strategies or programs that articulate member state focus on greater leadership diversity as part of their modernisation agenda?	Understanding leadership diversity and how respective countries are utilising diversity to modernise.

APPENDIX C

Contributors to the ASEAN Civil Service Modernisation Study

CONTRIBUTORS TO THE ASEAN CIVIL SERVICE MODERNISATION STUDY

- ASEAN Secretariat
- Australian Public Service Commission
- ACCSM Focal Points for Brunei Darussalam
- ACCSM Focal Points for the Kingdom of Cambodia
- ACCSM Focal Points for the Republic of Indonesia
- ACCSM Focal Points for the Lao People's Democratic Republic
- ACCSM Focal Points for Malaysia
- ACCSM Focal Points for the Republic of the Union of Myanmar
- ACCSM Focal Points for the Republic of the Philippines
- ACCSM Focal Points for the Republic of Singapore
- ACCSM Focal Points for the Kingdom of Thailand
- ACCSM Focal Points for the Socialist Republic of Viet Nam
- Secretary General of United Cities and Local Government Asia-Pacific Secretariat (videoconference consultation)
- ASEAN Trade Union Council (completed survey)

ASEAN: A Community of Opportunities for All

ASEAN

@ASEAN

@asean

www.asean.org