



Single Window Services

Social Security and Youth Employability

Lessons Learnt and Ways Forward

10th to 13th February 2014 in Bengaluru, India

Documentation

I. Abstract

Single window service centres aim to improve the quality of public service delivery by bringing together government social security services. Thereby, they have the potential to tremendously reduce transaction costs for workers and to avoid duplication of efforts for the public administration. They are particularly relevant to India where social security provision is characterised by a lack of consistent policy and a fragmented delivery system. The Government of Karnataka and GIZ have successfully piloted a project and have shown that single window service centres do promote awareness and access to government social security schemes among informal workers. Experiences in improving access to skills and promotion of youth employment services through such centres are also available from other countries such as Germany.

The conference on *Single Window Services – Social Security and Youth Employability, Lessons Learnt and Ways Forward*, jointly organized by the Department of Labour, Government of Karnataka and GIZ was held from the 10th to the 13th of February at Bengaluru, India. It brought together government officials representing the state and central governments of India and other countries as well as practitioners and academics in the field of social security delivery. Participants came from Germany, Indonesia, Thailand, Vietnam, Tajikistan, USA and from several states in India. The total number of participants was 110.

The objective of the conference was to discuss the experiences of single window service centres in social security delivery and promotion of youth employability in developing, emerging and developed countries in order to learn lessons for a) information dissemination, b) better outreach, c) coordination



and good governance in improving access to social security benefits among informal workers and d) promotion of youth employability¹.

The main learnings can be summarized as follows:

To reach workers and assure easy accessibility, single window service centres need to be installed at the decentralized level. Ownership can be created by involving local self-governing bodies in the implementation process.

Instead of building new institutions, the existing institutions and infrastructure should be used for the instalment of single window service centres where feasible. Capacity building should be geared towards improving service mentality, gender mainstreaming and the inclusion of minorities. Specific terms of reference and standard procedures need to be defined to insure efficient and effective service delivery within single window service centres.

To reach the illiterate workers in rural areas, locally understood visual language should be used for information dissemination. Mobile technologies bear the potential to leverage information to workers and increase accountability of the bureaucracy. All efforts should be embodied in a communication strategy for the short and long term.

Coordination of different government departments across vertical and horizontal structures is crucial for improving access to social security schemes for workers. Coordinating boards at the policy level can insure the convergence of schemes and the integration of different databases. A management information system should be accessible by all involved departments. In India, there is considerable scope for simplification of application procedures for schemes.

Single window service centres have the potential to facilitate vocational training and job placement efforts to the youth. It is crucial to map the needs of employers towards skill building so as to ensure employability of those trained. For India, immediate action in skill building is required in order to make use of the demographic dividend. Career counselling and awareness about different occupations should be provided by schools.

¹ The concept note to the conference can be accessed in Annex A.

II. Daily recaps²

Day 1: 10th February

The inauguration was addressed by **Mr. Hans-Christoph Ammon**, Program Director GIZ, Social Security Benefits for Unorganized Workers in Karnataka, **Dr. Umesh, V. IAS**, Additional Chief Secretary, Government of Karnataka, **Mr. M.B. Dyaberi**, IAS, Secretary, Department of Labour, Government of Karnataka, **Mr. Joern Rohde**, Consul General, German Consulate General, Bangalore, **Mr. Jinkalappa J.T.**, Additional Labour Commissioner, Department of Labour, Government of Karnataka and **Mr. N. Prakash**, Labour Commissioner, Department of Labour, Government of Karnataka.



A market place was set up that showcased the work of:

- GIZ and Department of Labour, Government of Karnataka pilot project Social Security Benefits for Unorganized Workers in Karnataka
- Department of Labour, Government of Karnataka on RSBY (health insurance scheme) and CWWB (Construction Worker Welfare Board)
- GIZ and Department of Labour, Government of Karnataka Multiskill Development Centre
- Quest Alliance
- GIZ Tajikistan pilot project Single Window Service in Social Protection
- GIZ Vietnam project Support for Social Protection
- GIZ Germany Sector Program Social Security

² The programme of the conference can be accessed in Annex B.

Day 2: 11th February

Session 1: Single Window Services and Social Security Delivery

Both in developed and developing countries, different government departments have taken on the responsibility to provide social security schemes to workers. The resulting fragmentation of the public sector complicates access to schemes. Single window services centres aim to raise awareness on available schemes in a consolidated manner. They have the potential to significantly reduce transaction costs for the target group and install a user friendly delivery system. On the side of the public administration, they help to avoid duplication of efforts.



The session was chaired by Mr. Sanjiv Kumar, IAS, Principal Secretary, Department of Personnel and Administrative Reform, Government of Karnataka. Mr. Kumar expressed the dire need for India to use single window service points to overcome fragmentation in social security delivery. By coordinating the efforts of all the departments that run social security schemes for unorganized workers, the problem of oversubscription could be tackled. Moreover, the loss of daily wages for workers that occurs when they collect and submit all necessary documents for an application to a scheme could be avoided. Mr. Kumar recommended that existing structures be used for single window service centres instead of building new institutions. He stressed that schemes should be of a contributory nature as that increases ownership. Furthermore, efforts should be focused on core areas of social protection such as health, pension, unemployment as well as death and accident benefits.

Mr. Marx and Mr. Kehrbach from the German Federal Ministry of Labour and Social Affairs presented Germany's approach to social security delivery. The German single window service centres, the so called Jobcentres, were created in 2004 to unite the unemployment assistance scheme and the social assistance scheme for people capable to work and their households. A constitutional amendment was passed so that the unemployment assistance scheme, which lay in the hands of the Federal Employment Agency, and the Social Assistance Scheme, which was administered by the communal level, could be united under a single window service centre. The core objective of this initiative was



to strengthen efforts for integration into the labour market of persons formerly included in the social assistance scheme and capable to work. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/SGB and German Constitution.pdf>

Ms. Mukaddam Shohzodaeva, GIZ National Coordinator, Health Programme Tajikistan, introduced the setup of a pilot programme in health insurance delivery for Tajikistan that will be implemented with the help of GIZ. The single window service centres are still in a planning stage and their functioning will be tested in two districts. The main goal is to reorganize existing structures in a more efficient manner without hiring additional staff. The initiative will be supported by trainings for the single window service centre officers as well as through the development of a management information system. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/SWS in Social Protection Tajik pilot.pdf>

Ms. Jalajakshi C.K., GIZ Capacity Development Manager, Social Security Benefits for Unorganized Workers in Karnataka, India, gave an overview on the design and progress of the pilot project in social security delivery that is jointly implemented by the Department of Labour, Government of Karnataka, and GIZ. The project is legally based on the Unorganized Workers Social Security Act that was passed by the Central Government in 2008 and provides scope for the formation of single window service centres for social security delivery. GIZ and the Department of Labour have established 250 such centres in 5 pilot districts of Karnataka. An impact evaluation that was carried out in 2013 found that in pilot districts awareness and take-up of government social security schemes is 13% and 15% higher, respectively, than in control districts. The success of the pilot project has led the Government of Karnataka to decide the extension of single window service centres to all districts in Karnataka from April 2014 onwards. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/Worker Facilitation Centres Pilot Programme.pdf>

To summarize the key findings of the first session, the informal or unorganized sector workers are characterized by an absence of voice and unawareness of their entitlements to social protection. Convergence of efforts of different departments and improved targeting are needed to avoid inclusion as well as exclusion errors in social security delivery.

Session 2: Single Window Services and Information Dissemination

The first step when trying to increase protection for workers through social security lies in raising awareness of available schemes while the key to raising awareness is information. The topic of this session was how single window services can facilitate awareness building as well as which information tools and techniques prove effective in reaching the target group.

The chair for this session was held by Dr. Amita Prasad, IAS, Director General, Administrative Training Institute, Mysore. Dr. Prasad spoke about the preconditions necessary for information to actually reach its goal of improving access to social security benefits. Not only the target group but also government officials should be engaged in the process of service delivery. Dr. Prasad stressed the importance of an attitudinal change towards a service mentality within the public administration. She recognized that mobile technology has the potential to leverage information to the workers. Dr. Prasad also emphasized that networking efforts should be strengthened on the local as well as on the policy level.



Ms. Ratnawati Muyanto, National Programme Officer, ILO Indonesia, presented the challenges faced by Indonesia in building awareness about its health insurance through single window service centres. Since the start of its implementation on January 1st 2014, daily public announcements about the universal health insurance on national TV have been broadcasted. Despite this effort, none of the people questioned in an interview understand what it is. To overcome the gap in awareness, mobile technology is being used in an innovative way: the user can send his/her unique identification number per sms to a helpline and receive information on entitlements. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/SWS and Information Dissemination in Indonesia.pdf>

Mr. P. Balakiran, IAS, Director Kerala State IT Mission, Government of Karnataka gave an account of the development of the Keralan Akshaya system in providing information on a wide range of public services. In a first phase of implementation, starting in 2002, the Akshaya centres were part of a programme to extend e-literacy to rural areas. In later stages the system could build on the e-literacy of its users. Today, the 2300 Akshaya centres in Kerala provide all government certificates, UID enrolment, ration card services, utility bill payments as well as banking and insurance services in one facility. An effective incentive system for the employees who run the Akshaya centres ensures user-friendly office hours and timely service delivery. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/SWS Akshaya CSC Case Study.pdf>

Ms. Sabina von Kessel, Consultant to GIZ, Social Security Benefits for Unorganized Workers in Karnataka, presented results of her research on effective tools for disseminating information to unorganized workers in Karnataka. Mainly, since many unorganized workers are illiterate, all information material directed to them has to rely on visual language (i.e. signs, symbols and graphics) rather than text. However, since the understanding and interpretation of visual language depends greatly on the cultural context, it needs to be adapted to the local culture. Globally used signs have no meaning and are not understood, if participants have not learnt the meaning. Visuals created by design offices in cities are not necessarily understood by their target audience in rural environments. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/World without Words.pdf>

To put it in a nutshell, an environment that enables and encourages people to access information about their entitlements should be created. To successfully empower people and to increase ownership, the local knowledge base should be included.

Group work

Participants were divided into four groups to allow for more in depth and interactive discussion. Two groups worked on questions related to session 1 and two groups worked on questions related to session 2. The outcomes are summarized below:

Table 1: Output of group work related to session 1

<i>What minimum conditions should be in place to make single window social security services an operational reality?</i>	<i>For wider replication, what frame conditions need to be developed as preconditions?</i>	<i>What is the ideal role/ orientation of the service provider/s that is necessary and desirable to make a single window service a success?</i>
<p>Infrastructure – physical infrastructure (i.e. office space, computers and internet) have to be provided</p> <p>Human Resources – SWS staff needs specific ToR and standard procedures. Existing staff or additional support staff can be used. Incentives and capacity development trainings are important in ensuring service mentality and efficient service delivery</p> <p>Strong political will – political will is essential for effective service delivery and coordination between departments. There should be horizontal linkages with local governance bodies</p> <p>Communication – A strategic short and long term approach to communication and design should be in place to ensure effective information dissemination</p>	<p>Legal framework - a legal framework needs to be put in place to guarantee proper guidelines for coordination as well as measures to ensure accountability and transparency</p> <p>Steering committee – to ensure effective coordination and monitoring, a steering structure needs to be put in place</p> <p>Phased approach –to allow for testing of different models and incorporation of learnings from impact assessments, a phased approach is preferable</p> <p>Micro planning – to minimize exclusion of those who are eligible and inclusion of those who are not, planning at the decentralized level is necessary</p>	<p>Attitude – attitude of the service provider should be such that he/she is meant to serve the people, willing to work on flexible timings; unbiased towards minorities and vulnerable groups</p> <p>Community ownership – SWS centres should be set up in such a way to ensure community ownership through a participatory approach. It could be entrusted to the village assembly meetings at the local decentralized level</p> <p>Cooperation – civil society and public administration should cooperate and network in order to ensure acceptance and outreach</p>

Table 2: Output of group work related to session 2

<p><i>Which tools/ methodologies support/ enhance awareness of entitlements and make information available that has worked & can be up-scaled in the context of reaching the unorganised sector?</i></p>	<p><i>Which tools / methodologies need adaptation for upscaling?</i></p>	<p><i>Which specific techniques / technologies need further trials and exploration?</i></p>
<p>Communication strategy – awareness building should happen within the framework of a comprehensive communication strategy. Government bodies need to be sensitized on effective communication</p> <p>Visual language – as the majority of unorganized workers is illiterate, all communication tools directed to them should use visual language instead of text. Visual should also be adjusted to the local culture.</p> <p>Interpersonal communication – the value of interpersonal communication should be acknowledged and made use of wherever feasible.</p>	<p>Research – Communication tools should be tested and adapted to ensure that the target group can understand them correctly. Awareness material created by design offices in cities is not necessarily understood in rural regions.</p> <p>Social events – Find out which local social events bear the potential to leverage information to the target group</p> <p>Education entertainment – develop stories to be broadcasted in film and radio that are adapted to the local culture</p>	<p>Internet– the use of the internet through computers, tablets and smart phones bear the potential to leverage information to the target group. However, sufficient e-literacy as well as access to the internet has to be ensured before these tools can be used.</p> <p>SMS / voice messages – as large parts of the rural population have access to mobile phones, they can be used in innovative ways to disseminate information. Voice messages can be more useful than text where literacy rates are low</p> <p>Mobile vans / buses – could be used as mobile exhibition and information centres that drive around rural areas</p>

Day 3: 12th February

Session 3: Single Window Services and Coordination

The core idea of installing single window service centres is to consolidate the services of different departments with legal and operational division of authority. Consequently, the need for coordination within and across these different departments is what calls single window service centres into being.

The session was chaired by Ms. Valerie Schmitt, Social Security Specialist, ILO Bangkok. Ms. Schmitt introduced the ILO's concept of a social protection floor that offers a minimum level of social security to all people in a country as part of their basic human rights. The social protection floor should consist of universal health care including maternity care, basic income security to all children, to all those who are unable to earn a sufficient income and to all elderly. Through the effect of basic social security on economic growth, it is expected that people would be able to graduate from social assistance to

contributory social protection programs. Ms. Schmitt emphasized that in order to reach universal coverage, coordination on the vertical and horizontal governance levels as well as with employers and beneficiaries is crucial. However, coordination is not only fruitful within but also across countries and international organizations. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/SWS and Coordination.pdf>



Dr. McGovern, KreisJobCentre Marburg-Biedenkopf, introduced the functioning of the jobcentre in his district. Jobcentres are the German single window service centres that provide citizens with a wide range of social security benefits and labour market placement efforts. With an unemployment rate of 4.4% in Marburg-Biedenkopf, as opposed to 7.3% in Germany as a whole, Dr McGovern gave insights into the success factors of the jobcentre in his district. He particularly stressed the importance of a decentralized administration and the need to strengthen the self-responsibility of beneficiaries. Moreover, clear guidelines for staff and a common understanding of the organizational objectives as well as incentives to perform are further success factors. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/Social Inclusion in Labour Markets.pdf>

Dr. Hikmat Harry, Head of Research and Education Board on Social Welfare, Ministry of Social Affairs, Indonesia introduced Indonesia's efforts to set up single window service centres in 5 pilot districts from 2013 onwards. The so called Pandu Gempita provides unorganized workers with more than 20 programs from health services to social and education services as well as community development assistance. The presentation can be accessed under this link:

<http://www.nesst.in/files/Conference SWS 2014/Experiences in Implementing Pandu Gempita as One Stop Services Programme.pdf>

Prof. Rajasekhar, Institute for Social and Economic Change, Bangalore, introduced his research regarding the convergence of application procedures across various social security schemes in Karnataka. He found that considerable hardship is imposed on workers to collect and submit documents for an application while these documents are not even relevant for a decision of eligibility. A particularly striking example is the application procedure for housing loans. People are asked to collect certificates of no outstanding debts from all banks in their residential area (which can be a substantial number in urban areas) although only about 5% of all applications are sanctioned and sanctioning happens largely to reward political supporters. His recommendation to policy makers and bureaucrats is to close the gap between what is relevant to their decision of sanctioning and what is asked of people. The presentation can be accessed under this link:

http://www.nesst.in/files/Conference_SWS_2014/Improving_Coordination_in_the_Delivery_of_Social_Security_Benefits.pdf

In brief, viewing social protection as a basic human right underlines the importance of providing universal access. Coordination is of utmost importance to close the gap between the level of social protection in the formal and informal sector.

Session 4: Single Window Services and Youth Employability

Single window service centres have the potential to provide integrated services in the area of vocational training. In India, unorganized workers are not aware of job and career opportunities and may not even aspire to give vocational education to their children. By promoting youth employability, single window service centres can facilitate the utilization of the demographic dividend.



This session was chaired by Mr. S.V. Ranganath, IAS, (Retd.) Former Chief Secretary, Government of Karnataka. Mr. Ranganath called for immediate action to extend vocational training and skill building so as not to miss out on the potential of India's demographic dividend. With 50% of the Indian population presently below the age of 25, of which half require skill training, efforts need to be on a

large scale. Nevertheless, Mr. Ranganath emphasized that all efforts in skill training for youth must be of high quality and coordinated with employers so as to provide training that actually increases the employability of those trained. He also stressed the importance of on the job training and of including the informal sector.

Dr. Wanchat Suwankitti, Head of Social Policy Evaluation Unit, Office of the National Economic and Social Development Board, Thailand, presented the Thai initiative of one stop crises centres that provide assistance in four core areas, namely in cases of teenage pregnancy, child labour, human trafficking and violence against children and women. The presentation can be accessed under this link: <http://www.nesst.in/files/Conference SWS 2014/OSCC Purpose and Design in Thailand.pdf>

Mr. Akash Sethi, Quest Alliance, India, gave account of the considerable efforts and successes that Quest Alliance has achieved in providing vocational training to youth in India. He raised the issue of whether the skill set of young people who exit a broken schooling system should be repaired or whether it would not be better to prepare the schooling system itself to provide quality education. To achieve this, Mr. Sethi proposed that the learning environment in schools should be changed towards developing confidence in the students, exposing them to the world of work and giving assistance in individual career planning. The presentation can be accessed under this link: <http://www.nesst.in/files/Conference SWS 2014/SWS and Youth Employability.pdf>

The main learning from this session is that in order to build a globally competitive workforce, all efforts in skill building need to be coordinated with employer's expectations towards potential employees. Career counselling and soft skills trainings should be provided in a holistic manner through schools.

Field visit to Worker Facilitation Centre

A field visit was organized to allow conference participants insights into the functioning of Worker Facilitation Centers, the single window service centers that were established in the pilot jointly run by the Department of Labour, Government of Karnataka, and GIZ. The field staff, community facilitators, explained the functioning and the decentralized structure of Worker Facilitation Centers. Discussions on the problems in the facilitation process highlighted the bottlenecks which the supply side has to address to make the single window service a success. Since some self-help group members also participated in the meeting, many participants were keen to know about the necessity of the group formation as well as its process and role in accessing social security benefits.





Day 4: 13th February

Group work

Participants were divided into two groups that worked on the same set of assignments regarding lessons learnt and ways forward for single window services; the outcome is summarized below:

Table 3: Output of group work on lessons learnt

<i>List one major take-away in service delivery, coordination, IEC for effective single window services to become a robust reality</i>	<i>List up to three issues which have opened for further work related to policy and practice in implementing the single window service approach to social security services</i>	<i>Up to two insights to further incorporate youth (men and women) and employability in the single window service approach</i>	<i>Name two key strategies to mainstream gender and ensure inclusion of socially vulnerable groups in single window services</i>
<p>Coordination – coordination between departments and convergence of schemes is crucial to enhance awareness building and to simplify application procedures</p> <p>Decentralization - locally self-governing bodies need to be integrated and take ownership of the SWS</p> <p>Communication strategy - strategic approach to communication design is needed for short and long term</p>	<p>IEC – all awareness materials need to be adapted to local circumstances so that they can be understood by the target population</p> <p>MIS – an effective Management Information System that ensures integration of databases and accessibility by all departments</p> <p>Social security floor – a social security floor should be defined and understood as a basic human rights</p>	<p>Employability – In order to enhance employability of the youth, the needs of employers need to be incorporated into all vocational training efforts</p> <p>Awareness - Create awareness about different occupations and respect for different types of jobs</p> <p>Career counselling – career counselling should happen in schools and take the talents and aspirations of each person into account</p>	<p>Inclusion – women and members from vulnerable groups should be encouraged to become facilitators. This can happen through quotas</p> <p>Gender sensitive IEC – women should recognize themselves as the target group in the awareness material that is used</p>

Valedictory Session: Lessons Learnt and Ways Forward



The valedictory session was addressed by **Mr. H K Patil**, Minister, Rural Development and Panchayat Raj, Government of Karnataka, **Mr. Parameshwara Naik**, Labour Minister, Government of Karnataka, **Mr. N. Prakash**, Commissioner Labour, Department of Labour, Government of Karnataka, **Mr. T. M. Vijaya Bhaskar**, Additional Chief Secretary, Department of Rural Development and Panchayat Raj, Government of Karnataka, **Mr. M.B. Dyaberi**, Secretary, Department of Labour, Government of Karnataka, **Mr. T.K. Anil Kumar**, Secretary, Urban Development, Government of Karnataka, **Mr. Joern Rohde**, Consul General, German Consulate General, Bangalore, **Mr. Hans-Christoph Ammon**, Programme Director GIZ, Social Security Benefits for Unorganized Workers in Karnataka.

The key speakers of this day, Honorable Ministers **H K Patil** and **Parameshwara Naik**, commented on the success of the Department of Labour and GIZ project Social Security Benefits for Unorganized Workers in Karnataka. Both confirmed the will to up-scale the initiative of implementing single window service centres for social security delivery to all districts of Karnataka.

The Programme Management Unit of GIZ would like to express their gratitude for the presence and contribution to the conference of **Mr. H K Patil** and **Mr. Parameshwara Naik**. We are thankful for the good collaboration during the duration of the project and look forward to being part of the extension of the initiative.

Overall, the conference resulted in many fruitful discussions and encounters. The case studies on single window service centres in social security delivery and youth employability from several countries made apparent that the challenges faced are largely similar. This emphasizes the great scope for mutual learning.



Annex A: Programme



Single Window Services

Social Security and Youth Employability

Lessons Learnt and Ways Forward

10th to 13th February 2014 in Bengaluru, India

Venue: Hotel Mövenpick

Programme

Moderator: Mr. Gagan Sethi

Monday, 10th February 2014

16:00 – 17:15	REGISTRATION
16:00 – 17:00	Visit to Market Place by Guests
17:30 - 19:00	INAUGURAL SESSION
	Chair: Honorable Mr. Parameshwara Naik, Labour Minister, Government of Karnataka
17:30 – 17:40	Welcome: Mr. Hans-Christoph Ammon, Programme Director, GIZ-SSP (K)
17:40 – 17:45	Lighting the Lamp and Prayer
17:45 – 18:05	Keynote Address: Mr. Umesh, V. IAS, Additional Chief Secretary, GoK
18:05 – 18:20	Address: Mr M. B. Dyaberi, IAS, Secretary, Department of Labour, GoK
18:20 – 18:35	Address: Mr. Joern Rohde, Consul General, German Consulate General, Bangalore
18:35 – 18:55	Remarks by the Chair: Honorable Mr. Parameshwara Naik, Labour Minister, GoK
18:55 – 19:00	Vote of thanks: Mr. N. Prakash, Commissioner Labour, GoK
19:00 – 19:20	Group Photo
19:30 – 19:35	Welcome to Reception
19:40 – 20:00	Cultural Event
20:00 – 22:00	Buffet Dinner



Tuesday, 11th February 2014

08:30 – 09:00 **Registration**
Welcome Tea and Coffee

09:00 – 09:30 Introduction of Participants by the Moderator

09:30 – 13:00	SESSION I: SINGLE WINDOW SERVICES AND SOCIAL SECURITY DELIVERY
----------------------	-----------------------------------------------------------------------

Chair: Mr. Sanjiv Kumar, IAS, Principal Secretary, Department Personnel and Administrative Reform, Government of Karnataka

09:30 – 09:45 **Address by the Chair:** Mr. Sanjeev Kumar

09:45 – 10:00 **Presentation:** Mr. Marx and Mr. Kehrbach, BMAS, Germany - Delivery of Services through Single Window: German Perspective

10:00 – 10:15 **Presentation:** Mr. Cormac Ebken Planning Officer, Social Protection Section, GIZ, and Ms. Mukaddam Shohzodaeva, National Coordinator, Health Programme Tajikistan

10:15 – 10:30 **Presentation:** Mrs. Jalajakshi, C.K, Capacity Development Manager, GIZ/DoL: Social Security Programme, Karnataka, India

10:30 – 10:45 Summary of the presentations by the Moderator

10:45 – 11:00 **Discussion, Questions and Clarifications**

11:00 – 11:15 Tea and Coffee Break

11:15 – 12:30 **Market Place**

12:30 – 13:30 Lunch Break

13:30 – 17:30	SESSION II: SINGLE WINDOW SERVICES AND INFORMATION DISSEMINATION
----------------------	-------------------------------------------------------------------------

Chair: Dr. Amita Prasad, IAS, Director General, Administrative Training Institute, Mysore

13:30 – 13:50 **Address by the Chair:** Dr. Amita Prasad

13:50 – 14:05 **Presentation:** Ms. Ratnawati Muyanto, National Programme Officer, ILO Indonesia

14:05 – 14:20 **Presentation:** Mr. P. Balakiran, IAS, Director Kerala State IT Mission, Govt. of Kerala, India

14:20 – 14:35 **Presentation:** Mrs. Sabina von Kessel, Consultant to Social Security Programme, Karnataka, India

14:35 – 14:50 Summary of the Presentations by the Moderator

14:50 – 15:20 **Discussion, Questions and Clarifications**



- 15:20 – 16:20** Group Work (Session 1 and 2) (Tea and Coffee in Break-up Rooms)
- 16:20 – 17:15** Plenary Session: Group Work Presentation, Questions and Clarifications
- 17:15 – 17:30** Consolidation, Wrap up and Feedback

Wednesday, 12th February 2014

09:00 – 11:00 **SESSION III: SINGLE WINDOW SERVICES AND COORDINATION**

Chair: Mrs. Valerie Schmitt, Social Security Specialist, ILO Bangkok

- 09:00 – 09:20** **Address by the Chair:** Mrs. Valerie Schmitt
- 09:20 – 09:35** **Presentation:** Dr. McGovern, KreisJobCentre Marburg-Biedenkopf
- 09:35 – 09:50** **Presentation:** Dr. Hikmat Harry, Head of Research and Education Board on Social Welfare, Ministry of Social Affairs, Indonesia
- 09:50 – 10:05** **Presentation:** Mr. Manjunath, K.S, IAS (Retd) and Prof. D. Rajasekhar, Institute for Social and Economic Change, Karnataka, India
- 10:05 – 10:20** Summary of the Presentations by the Moderator
- 10:20 – 10:45** **Discussion, Questions and Clarifications**
- 10:45 – 11:15** Tea and Coffee Break

11:15 – 13:00 **SESSION IV: SINGLE WINDOW SERVICES AND YOUTH EMPLOYABILITY**

Chair: Mr. S. V Ranganath, IAS, (Retd.) Former Chief Secretary, GoK (tbc)

- 11:15 – 11:45** **Address by the Chair:** Mr. S. V. Ranganath
- 11:45 – 12:00** **Presentation:** Dr. Wanchat Suwankitti, Head of Social Policy Evaluation Unit, Office of the National Economic and Social Development Board Thailand
- 12:00 – 12:15** **Presentation:** Mr. Akash Sethi, Quest Alliance, Karnataka, India
- 12:15 - 12:30** Summary of the Presentations by the Moderator
- 12:30 – 13:00** **Discussion, Questions and Clarifications**
- 13:00 – 14:00** Lunch Break
- 14:00 - 14:15** Assembly at Reception to Depart for Field Site
- 14:15 – 20:00** **Optional Visit to Worker Facilitation Centre**



Thursday, 13th February 2014

09:00 – 11:30 KEY LEARNINGS

- 09:00 – 10:00** Group Work on Key Learnings and Ways Forward for Single Window Services
- 10:00 – 11:00** Plenary Session: Group Work Presentation, Questions and Clarifications
- 11:00 – 11:30** Tea and Coffee Break

11:30 – 12:35 VALEDICTORY SESSION: LESSONS LEARNT AND WAYS FORWARD

Chair: Honorable Mr. H K Patil, Minister, Rural Development and Panchayat Raj, Government of Karnataka, India

- 11:30 – 11:35** Welcome: Mr. N. Prakash, Commissioner Labour, GoK
- 11:35 – 11:50** Summary of Key Learnings by the Moderator
- 11:50 – 12:05** Views: Mr. T. M. Vijaya Bhaskar, Additional Chief Secretary and Principal Secretary, Department of Rural Development and Panchayat Raj, GoK, Mr. M.B. Dyaberi, Secretary, Department of Labour, GoK, Mr. T.K. Anil Kumar, Secretary, Urban Development, GoK
- 12:05 – 12:15** Comment by Honorable Mr. Parameshwara Naik, Labour Minister, GoK
- 12:15 – 12:30** Remarks by the Chair
- 12:30 – 12:35** Vote of Thanks: Mr Christoph Ammon, Programme Director, GIZ- SSP (K)
- 12:35 onwards** Press Conference followed by Lunch

Annex B: Concept Note

Background

Single Window Services seek to address an important problem of governments, namely, fragmented social security delivery system. Over a period of time, the state, in both developed and developing countries, has taken on itself several and wide-ranging responsibilities that include provision of social security to workers. A number of programmes or schemes on the above have been formulated, and the administration and operation of the same has been entrusted to different functionally delineated government departments. Typically, there is also legal and operational division of authority between national, regional and local government. In some cases, the responsibility of public service delivery is entrusted to private or semi-government agencies.

The result of the above, which unfolded over a long period of time, is the fragmented public sector. Such a fragmentation is particularly visible in the case of delivery of social security benefits (consisting of health insurance, pensions, unemployment allowance, disability and death benefits and so on) to workers (especially those in the unorganized/informal sector³). In countries such as India, the central and state governments have formulated several programmes and schemes on social security benefits for unorganized workers and their households, and these are administered and operated by a number of government departments and semi-government agencies such as banks. As a result, the unorganized workers, who typically are illiterate, isolated, powerless and socially excluded, are not even aware of their entitlements. Even if aware, they do not know which department is responsible for what social security benefit. Because of fragmented social security delivery system, unorganized workers face the problems of (a) having to make frustrating contacts with government departments, (b) experiencing delay in the access (spending long time in queues), (c) depending on rent-seeking middlemen, and (d) incurring high transaction costs.

Single Window Services

Under these circumstances, the emerging policy visions are 'joined-up government' and 'seamlessness', implying that there is willingness to think about the welfare state from the viewpoint of people for whom these services are meant, and good governance. One organizational form that is being promoted to achieve these policy visions is Single Window Service (also known as 'one-stop shop', 'one-stop service centre', 'one stop government').

Bent *et.al*⁴ (1999; 2) note that "the essence of the single-window approach is the bringing together of government services, or information about them, in order to reduce the amount of time and effort citizens must expend to find and obtain the services they need". Bellamy⁵ defines one-stop service as a "service which permits customers to transact all their business through one point, without the need to deal directly with other parts of the bureaucracy".

³ The terms unorganised or informal sector workers are used synonymously in this note. Unorganised workers are those working without formal employment contract and not having access to formal social security benefits.

⁴ Bent, S., K Kernaghan and B D Marson (1999). *Innovations and Good Practices in Single-Window Service*. Canadian Centre for Management Development, Ottawa.

⁵ Bellamy, Christine (1996). Transforming Social Security Benefits Administration for the Twenty-First Century: Towards One-Stop Services and the Client Group Principle? *Public Administration*, Vol. 74, p. 174.

Jostein Askim *et.al*⁶ note that single window services aim to provide seamless services to workers, by providing a single entry point into the policy domain, and thereby presenting a mechanism to achieve joined-up policy implementation. Such services also aim to ensure quality in the delivery of social security services – responsiveness (timeliness, courtesy and appropriateness), accessibility (convenient hours, proximity, physical access, coordination and information) and reliability (availability, accuracy and meeting service standards)⁷. These features will, in turn, enhance the bottom-up accountability.

Single Window Services and information

Low take-up of social security benefits is linked to information costs. Social security benefits are delivered through a large number of schemes in India. In Karnataka state, for instance, there are over 50 schemes relating to different types of social security – health insurance, accident and death benefits, old age pension and so on. A large proportion of unorganized workers, being illiterate, isolated and preoccupied with livelihood concerns, are unaware of the existence of many social security schemes. Even if they are aware of existence of a scheme, they lack awareness on whether a scheme is applicable to them or not. In order to provide information on social security schemes, Worker Facilitation Centres (WFCs) have been formed by GIZ and Karnataka government, on experimental basis, in Karnataka. Here, individual approach has been used; in other words, WFC staff would visit the households to provide the information rather than expecting the unorganized households to come to WFCs to seek the information. Such an approach has had considerable impact on improving awareness among unorganised worker households.

Against this background, the following questions arise. What is the role of single window services in the provision of information on social security and youth employability? What approaches have been followed? What has been impact of single window services on the provision of awareness among unorganized workers households? Given poverty and widespread deprivation among unorganized worker households, what should be instruments (mobile phone, print and electronic media) and how could they improve effectiveness of information dissemination?

Single Window Services and social security delivery

In the context of existence of a large number of programmes and schemes to provide social security and consequent fragmentation, single window services become important to enable the workers to gain access to one or more government social security services in one *convenient* location. These centres aim to improve accessibility to or actual delivery of government services to citizens or both. Improving convenience is usually a major driving force behind bringing government social security services together in one location. This is why it is referred to as one-stop *shopping*.

Against this background, the following questions can be raised for further deliberation. What lessons can be learnt from single window service centres from other countries (e.g. job centres in Germany) in providing social security to unorganised worker households? Can these centres

⁶ Jostein Askim, A L Fimreite, A Mosley and L H Pedersen (2011). One-Stop Shops for Social Welfare: The Adaptation of an Organisational form in three countries. *Public Administration*, Vol. 89, No. 4, pp. 1451-1468.

⁷ Seidle, F. Leslie (1995). *Rethinking the Delivery of Public Services to Citizens*. Montreal, Institute for Research on Public Policy (IRPP).

be used to provide comprehensive social security? What approaches (e.g. case managers in German job centres) and best practices have been adopted to achieve social inclusion? How can one ensure inclusion of women and those suffering from multiple deprivations (such as depressed castes in India) in gaining access to social security?

Single window service centres can also play a vital role in transforming the social security provision from social assistance to social insurance. WFCs in Karnataka, though seek to facilitate access to both social assistance and social insurance, they are particularly successful in improving access to contributory social security schemes among unorganised workers by mobilising premiums and membership fees. Are there any experiences in other countries in the promotion of social insurance through single window services? What lessons can be learnt from these experiments? Can they be replicated? How can single window service centres promote the need based and contributory micro insurance schemes? Can single window service centres gradually provide social protection (e.g. financial inclusion) to workers?

Single Window Services and youth employability

Several Asian countries including India have an opportunity to utilize demographic dividend provided that need based skills are provided to youth to promote employability among them. Unorganised worker households, particularly in India, are not aware of job and career opportunities for their children, and may not even aspire to get vocational education to their children. In this context single window service centres have potential to provide “seamless” and integrated services of skill provision and promotion of employability.

What is the experience of developed and developing countries on promotion of youth employment? What lessons can be learnt from these experiences? Can these be replicated in countries such as India? How to facilitate youth transition (from the school to work)? How to forge effective links between the youth and the private sector to promote internship and employability? What strategies and approaches are best suited in this regard? In the case of adolescent labour suffering from economic exploitation on account of lack of skills, what approach is to be adopted? How to promote gainful employment among them through single window services?

Single Window Services and coordination

Social security schemes in countries such as India are different in terms of objectives, eligibility criteria, application procedures, documentation that is required and where (to whom) the application is to be submitted. Coordination within and across different government departments/ministries, therefore, becomes an important issue.

What are experiences of developed and developing countries in bringing coordination in the provision of information, delivery of social security and promotion of youth employment for achieving convergence (e.g. standardisation of application forms across schemes, required certificates)? What lessons can be learnt? What improvements are to be made for better coordination?

The conference

In order to discuss issues under these themes, a conference is jointly organized by GIZ and the Department of Labour, Government of Karnataka, at Bangalore, India, during February 10-13, 2014. Contributions addressing questions raised in the concept note are expected from both



developed countries such as Germany and developing countries in Asia, Africa and Latin America. The participants will be those representing academic institutions, multi-bilateral aid agencies and civil society. Policy makers and implementers representing different Indian provinces will also be invited to the conference.