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Business Process Re-engineering Manual

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Joint project of the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan, United Nations Development Programme in Uzbekistan "Improved public service delivery and enhanced governance in rural Uzbekistan" (IPSD project), funded by the European Union

Business Process Re-engineering Manual

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Research is developed within the framework of the joint project of the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan and the United Nations Development Program (UNDP) funded by the European Union (EU) "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan".

The Public Services Agency is a key responsible authority over the adoption and application of the BPR Manual. PSA facilitates the inter-institutional collaboration and coordination of the application of the BPR Manual. PSA upon request provides the necessary support to the service providers in the application and interpretation of the BPR Manual. PSA could request the service providers to inform about the application of the BPR Manual, as well as obstacles, if there are any.

PSA ensures continuous improvements of the BPR Manual. Review of the BPR Manual takes place annually on a regular basis considering improvements needed from its application, further development of re-engineering process, other reforms in provision of public services, etc. The service providers could propose amendments to the BPR Manual. Based on review outcome the BPR Manual is up-dated (or the existent version stays in force). PSA makes available for the service providers the up-dated version of the BPR Manual.

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ABBREVIATIONS

BPR	Business process re-engineering
BO	Back-office
EU	European Union
FO	Front-office
G2G	Government to Government
HR	Human resource
HRM	Human resource management
ICT	Information and Communication Technologies
IT	Information Technologies
KPI	Key Performance Indicator
PSA	Public Service Agency
PSC	Public Service Centre
SOP	Standard operational procedure
UNDP	United Nations Development Programme

1 | INTRODUCTION

Joint project of the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan, United Nations Development Programme in Uzbekistan "Improved public service delivery and enhanced governance in rural Uzbekistan" (IPSD project), funded by the European Union to develop a citizen-oriented public service delivery and strengthen the local governance system in addressing environmental, social, and economic concerns and interests of local citizens more effectively. The Manual on Effective and Efficient Usage of BPR in Public Service Delivery (BPR Manual) is developed as a tool supporting the service providers in transformation of the public services, encompassing the guidance on how to improve the public service delivery.

Business Process Reengineering is considered as one of principal methods applied in public services modernisation. BPR is understood as a management strategy, focusing on analysis and design of workflows and processes within an organization, aimed to help organisations fundamentally rethink how they do their work in order to improve customer service for public service delivery, cut operational costs, and avoid risks associated with the processes.

1.1. OBJECTIVE OF THE MANUAL

The primary objective of the BPR Manual is to serve as a reference guide for undertaking modernization of government services in a consistent and repeatable manner, thus ensuring the systemic aligned approach towards the business process re-engineering for public services among the government institutions across the Republic of Uzbekistan.

The BPR Manual serves the operational purposes:

- Guides the service provider through the steps to assess the status quo of the existing public service, identify the gaps, propose the improved model for service delivery and organize the implementation.
- Guides the service provider through the underlying principles in public service delivery and their operational level interpretation in business process re-engineering.

1.2. APPLICATION SCOPE

The key audience of this BPR Manual are public service providers undergoing or planning to re-engineer their services.

The BPR Manual to be applied for the whole process of public service delivery, incl. both FO and BO processes.

The BPR Manual could be used both for implementing the supreme decision on public service transformation via top-down approach and as routine exercise improving the service delivery based on the initiative of the service provider.

The important note is that all required steps of BPR should be implemented for the whole process of improvement of public service delivery.

1.3. STRUCTURE OF THE MANUAL

The BPR Manual is structured as follows:

- Introduction Chapter explaining the overall objective of the BPR Manual, scope and applicability, as well as definitions;
- Chapter on Re-engineering Principles describing the principles and their elements of effective and efficient public service;
- Chapter on BRP Practical Application describing phases and detailed steps for carrying out the transformation of the public service.

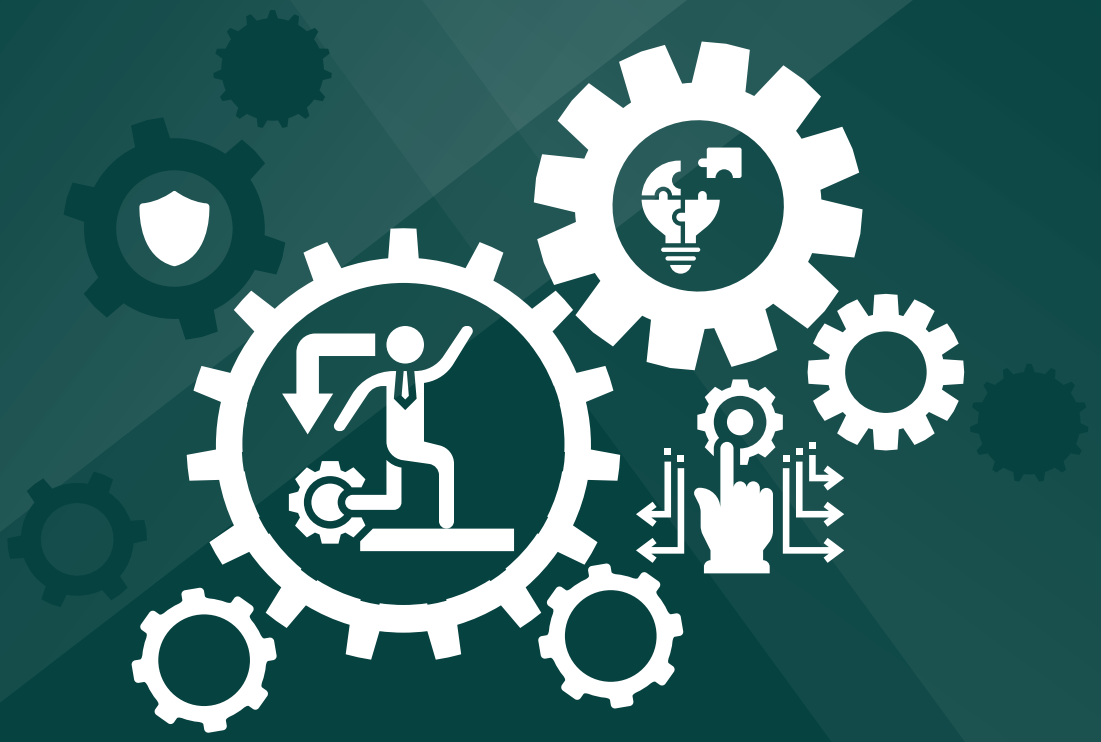
The Manual is supported by annexes for the purpose of analysis of AS-IS and TO-BE maps, inventory of the public services and the implementation of BPR.

1.4. DEFINITIONS

AS-IS map	Mapping output of the service delivery before the re-engineering, representing the workflow of the production and offering of the particular public service
Back-office	Back-office for public service delivery is a combination of all processes and personnel responsible for providing a public service (taking a decision, delivering the service, etc.) other than interaction with the client (citizen or business). In a sense, back-office operations are the backbone of any form of public services, and they may require information exchange and knowledge sharing between various units, departments or organizations – in other words, back-office operations can be regarded as a Government-To-Government (G2G) or Government-To-Business interaction (in case some government functions are assigned to business entities)
BPR	BPR is a method applied in public services modernisation and it is understood as a management strategy, focusing on the analysis and design of workflows and processes within an organization, aimed to help organisations fundamentally rethink how they do their work in order to improve customer service for public service delivery, cut operational costs, and avoid risks associated with the processes
Business process	Set of related, structured activities or tasks in which a specific sequence produces a public service for customers. Business processes occur at all institutional levels and may or may not be visible to the customers
e-service	A service delivered electronically by use of information technologies. The three main components of e-services are- service provider, service client and the channels of service delivery (i.e., technology). The channel of service delivery is the third requirement of e-service. Internet is the main channel of e-service delivery

Front-office	Part of the organization that is specialized in interaction with customers (citizens, businesses) and that is responsible for managing and improving this interaction. The front-office forms the presentation layer of the organisation to the outer world; all interaction with the outer world is being performed by the front-office. Front-office for public service delivery is represented by public service centres, call-centres, on-line service platforms, mobile service stations, private sector as a PSA agents, etc.
Human resources	Personnel of the service provider institution involved in provision of services either in back-office or front-office
IT and ITC	Information Technologies and Information and Communication Technologies, including software and hardware for public and internal networks, customer-facing and institution's computers, info-kiosks and terminals, databases and servers, used in delivery and production of public services
Institutional capability	Coherent combination of appropriate structures, processes, human capital, skills and numbers of staff, systems and tools, enabling the institution to deliver the expected outcomes
Institutional capacity	Ability of the institution to perform the functions and achieve the objectives due to the usage of the appropriate competencies and skills of the employees
KPI	Key Performance Indicators: indicators proposed to structures and individual staff members of a public institution to assess their performance and to orientate them in prioritising their workflow and effort
Public service	Services to citizens and businesses offered or controlled by the public institutions, i.e. government agencies, public enterprises and municipalities. Public services have non-financial goals: serving the citizens and businesses needs and promotion of economic and social development are key results in this policy area

Service provider	Institution (i.e., Agency, State Owned Enterprise, etc.) that offers the public service on behalf of the Government or municipality
Structures	Organizational structures (i.e., departments, divisions, units) of the service provider institution involved in provision of service
TO-BE map	Proposal for the future organization of the public service, performed during the re-engineering and reflecting in form of flowchart all the changes that result from the re-engineering process
Tools and Systems	Management tools (i.e., standard operating procedures, manuals, guidelines) and Systems (including ICT solutions) of the service provider institution for the provision of service



2 | RE-ENGINEERING PRINCIPLES

This Chapter is summarizing the key principles that are important in implementation of BPR as well as providing the explanatory base on interpretation and correct application of the principles.

2.1. CITIZEN- AND BUSINESS-ORIENTED SERVICES

Customers – citizens and businesses – expect better quality of public services and they want more transparency and accountability from the public service delivery organisation. Meeting these expectations requires a client-first approach: an approach that focuses on clients' needs from strategy formulation to implementation, resulting in a fast, convenient, and comfortable client experience through public services.

The elements contributing to the implementation of the principle are summarized below.

Elements of principle	Explanation
Not requesting from the customer documentation that is already available from public institutions	It means to the service provider to request / obtain the necessary document / information from the institution that already has it based on its competency or responsibilities. All G2G cooperation should be carried out without involving the customer.
Not requesting to come in person	Evaluate if service provision could be offered remotely as e-service, as well as requirements and preconditions for that. This solution saves time of customers, makes the process more secure (especially during COVID-19 pandemic) and does not request the presence in person in FO. The introduction of element does not require closing of other channels for service delivery, however, strongly supports the ease of accessibility for services.
Not requesting repeated visits	The customer-oriented service experience in FO encompasses that the customer interrelation with institution takes place once, i.e., customer visits the FO once for receiving the particular public service. It means that via his/her physical presence the submission of application and / or other documents takes place. The decision, requested document or service should be directly delivered to the customer, not requesting additional visit to the FO.

Elements of principle	Explanation
Provide services easily and quickly	This element refers to the creating the positive user experience that originates from user-friendly service organisation mainly addressing the FO features. Create different channels to receive a service. Citizens or businesses then can choose to save their time and request a service via internet or mobile application or via call centre. Some still would like to go in person but receive a service on the same visit, so a possibility to register for the visit is necessary. In addition, if public services require payment, a possibility to easily and quickly make a payment is needed. Ease of use also mandates managing a queue by visitor registration machine / queue administrator. Queue administrator or an information officer can also orientate visitors on where to apply for a specific service and what documents are required.
Prevent long queues	It is about the time citizens / business representatives spend to receive a service. The tolerable timing for waiting in a queue could be different based on culture and individual considerations (EU experience tend to consider around 20 minutes as max limit for client waiting time in case of arrival without prior notice). It means that the FO resources should target specific time limit in order to cope with the standard. In order to aim for more efficient queue organisation and prevent long queues in FO, one needs to diversify service channels, make available pre-registration by phone or via internet allowing booking the specific timeslot. Also, the public dissemination of information regarding the attendance tendencies of FO during the day and / or week could orientate the customers on the possible queue in a given timing and allowing them to take more justified decision when to attend the FO.
Concentrate services and make them available at one place	Create PSCs as close to the citizens as possible (taking into account the rational considerations) so that "government goes to the citizen" instead of the other way round and concentrate the FO function to one-stop-shops for as many services as possible. Thus, the customers will not have to spend their time going to several institutions or going to other cities to receive services. Services from different service providers will be accessible at a single place – one-stop-shop.
Make information available in advance	Information on how to receive a particular service, what documents need to be submitted shall be made available in any possible channel: common public service webpage, on the webpage of the service provider, in leaflets, booklets in Public Service Centres. This allows the customer to be ready for submitting the complete application for particular public service, thus, improves the user experience and saves the resources of the institution (in not checking the admissibility of application several times, additional explaining the requirements to the customer, etc.).

2.2. MULTIPLE SERVICE CHANNELS

The approach means "anytime, anywhere service access to client". Public services shall be accessible anytime, anyplace and by whatever means of communication.

The most common channels for service delivery are one-stop-shops, service windows, e-services; however, in order to reach the target audience channels as mobile busses are used. The principle provides that almost all services can be obtained at the same level of quality on site at public service provider or at public service centres, at home using mobile application, or via internet at home or public internet access point, by phone calling to call-centre.

If the service is available with the same result on different ways:

- it helps to reduce queues in public service centre,
- it can be requested any time of the day and any place in the country,
- it reduces the time citizens and business spend to request a public service.

It is a great value of effectiveness. Access to information, transaction and feedback on services from the service provider, multiple channels of access to the public services and facilitation of transactions with maximum ease and time saving are preferred and increasingly demanding.

Elements of principle	Explanation
Enable choice of channels	**e-services** The service is offered through the web platform. The service delivery does not require presence of the applicant in person in FO.
	One-stop-shop (PSC) The service delivery requires presence of applicant in person in FO in a one-stop shop (PSC) where different type of public services are available at one place. As a sub-option, a self-service corner in one-stop-shop (PSC) could be developed where customers could apply for the services and receive the services without the help of operators.
	Service window at service provider The service delivery is at service provider's premises at a service window available at concrete business hours. Service delivery requires presence of applicant.

Elements of principle	Explanation
	Mobile services Service delivery in properly equipped mobile bus / minibus that provides possibility for citizens of remote areas to receive public services in person. Provides regular and / or ad hoc access to services where no PSC is located.
	Call-centres The service is offered through the phone. The service delivery does not require presence of the applicant in person in FO.
Diversification of access channels to include a wider range of clients from different geographical areas and social and age background	Design the service using standard form, which can be completed the same way by: • client using internet or mobile application, • call centre employee by asking questions to client, • public service centre FO employee. Give an access to this form on a public service platform. Clients have their own habits: some are keen to use technologies to save their time and access the service faster; some still require direct "face-to-face" communication. Diversification of channels is a way to make client satisfied with a service delivery process.

2.3. STANDARDIZATION AND SIMPLIFICATION OF PROCESSES

In order to make services more client-oriented and improve quality of service provision, it is important to standardize all services and ensure that citizens have a common experience while using services. The introduction and compliance of specific service standards allows the smooth integration of different public service providers, ensuring a dynamic flow of information and processes. All services must comply with the same simple steps, and all channels for provision of a service must follow the same procedure in terms of required documents and decisions, but not necessarily the same speed or cost of service provision.

The benefits of standardization are as follows:

- Standardization makes processes and results more transparent.
- It promotes the application of specific regulation in each procedure carried out within the institution.

- As a result, organizations guarantee that all their activities comply with the regulations required for their type of services – policy of public services becomes manageable.

Elements of principle	Explanation
Standardisation of processes	Standardisation of public services includes two levels: • Cross-channel standardisation: use of identical requirements for all channels of one service, • Cross-service standardisation: use of identical requirements as much as possible for all public services. While cross-channel standardisation is mandatory, cross-service standardisation is only an indication of direction for BPR work. Some examples of cross-service standardisation include: • Using the same identifier for clients across all services (personal ID number, not a name as it can be easily misspelled by an operator or mis-formatted by various IT systems; it also has a benefit of anonymising a client to some degree), • Using the same timeframe for service delivery for same type of services (2 days for provision of information, 1 month for administrative act etc.), • Standardized workflow for same type of services. (Standardized workflow makes easier to determine the cost of the service.
Simplification of processes	Simplification means: • First eliminating all documents and data items requested from a customer that are not strictly necessary (or good to have) for taking a specific decision, • and secondly eliminating all the stages of information or document request from the customer if those can be obtained from other state registers, • Elimination of redundant responsibility levels in decision making. The four-eyes principle should be followed in decision making in BO that means that there is a responsible employee for initial review and preparation of decision, as well as employee for verification.

Of course, any such effort in simplification and standardisation must be followed by adequate codification of the new procedures, training of the FO and BO personnel, as well as publicity campaign to raise awareness of the new improved public services.

2.4. USE OF IT

One of the main strategies at both the institutional and national level is to maximize the electronic delivery of services. It shall be emphasized that the digitalisation of service provision is not the main goal. Each service provider shall determine the optimal strategy of service digitalisation by determining client readiness and preferences as well as considerate usefulness, including the availability of other channels.

IT in e-Service consists of:

- Digitalization of information, which means first convert information of state registers in electronic format.
- Providing access to this information and exchange with it.
- Building safe network and appropriate hardware infrastructure.
- E-readiness or developing skills and ability to use technologies.

The benefits from use of IT are as follows:

- The digitalisation of service provision or the development of e-services is essentially reducing administrative burdens and costs of providing services in person, which are about twice as low as providing services in person.
- Use of remote and electronic channels offers a huge potential for improving efficiency of the service delivery process, allowing both the reduction of management costs as well as reducing administrative burdens.

Service development and digitalization can also include radical changes in the service itself (including the phasing-out scenario) as well as in the internal processes of the service provider.

Elements of principle	Explanation
Digitization of data	Convert all data into electronic format based on common standards so that institutions and public service providers can exchange data in the same format and receive it correctly. Usually, IT personnel define the standard as they are highly technical and specific to selected types of database and data exchange solutions, at times even specific to hardware used currently.
E-services development	Convert the service that is usually received at service provider to service that can be requested via internet and / or via mobile application. The key preconditions for the e-services development are as follows: digitisation of data, establishment of e-services platform, ability to process and exchange the data, customer identification, transparency of data on availability of the service (scheduling, free slots, etc.).
	To collect request and deliver a service, procedure on how the e-services are delivered must be elaborated and implemented. This procedure shall state whether time stamp is important, meaning if the date and time of submission a request for the service is crucial for decision-making.
E-services portals	E-service portal is a web-based interface serving as an online FO for public services. E-service portals must be easy to access, easy to understand and easy to find the necessary service. While it might not be feasible to include all public services in the portal at once, it is important for the reputation of BPR and take-up of e-solutions to ensure that some critical mass of services is available through the e-services portal early on. Service request on E-service portal first needs identification of the client. It is important to consider which ways are secure and available for most of the clients. A lot of European Union countries use bank system to identify a client.
FO and BO data exchange	The smooth interaction between FO and BO ensures efficient service delivery. The FO provides for reliable interaction with clients, and the BO is responsible for execution of the services. The feedback on processes, standards, workflow and other aspects of service delivery from employees is important to improve service delivery process and if necessary, redesign or improve some parts of the service. For example, during the service execution BO can identify that some of the information requested is no longer needed and based on that correct the service description.

Data exchange with other institutions	Institutions who gather certain information related to citizens or performance of businesses must share this information for service provision purposes to other public service providers to eliminate administrative burdens to clients. It must be a guiding principle, not to request documents/information available in other state registers. The institutions should agree on critical elements in data exchange – mode of data exchange, regularity (real time, once in 24 hours, less frequent exchange is un-advisable), actual data fields to be exchanged, verification procedure, backup of the exchange, etc.
Virtual assistant	Once services are standardised and codified sufficiently, a virtual assistant can be introduced in a form of a chat-bot able to understand questions about services and provide responses with actionable links. Before such level of standardisation is achieved, there still needs to be a possibility to ask for assistance in dealing with e-services, not only a static Q&A page on the portal.

2.5. TRANSPARENCY

Transparency as a principle for the delivery of public services should be considered in a wider sense, including:

- Process transparency,
- Non-discrimination for accessibility of services,
- Minimisation of corruption risks,
- Clear objectives and targets the service providers are aiming to achieve in delivery of services.

Quality and key performance indicators of public services show the level of transparency. Whether clients understand the service and use it. Therefore, important role is in use of standards and client-oriented approach when designing the services.

Services and their volume, accessibility and quality indicators shall become part of a system of performance indicators that accurately describe the degree of performance of a function. This, in turn, is an important prerequisite for the introduction of result-oriented budget planning methods, when funding is allocated taking into account a certain number of services and quality indicators, allowing the head of the institution to find the most optimal solutions for achieving the outcome.

Consequently, the implementation of service-oriented operating principles is essential for ensuring administrative transparency and promoting understanding between the state and society.

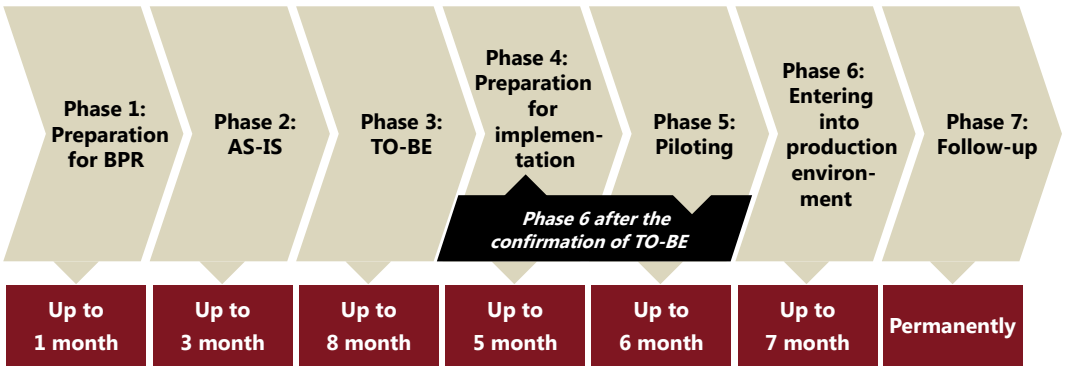
Elements of principle	Explanation
FO and BO separation	This means that the FO and BO functions are clearly identified at procedure level and attributed towards the different structures on institution (in case of the same service provider is ensuring both). Separation of FO and BO is a key underlying concept for ensuring the transparency in minimizing the corruption risks in service provision.
General information availability about the service	It is important to ensure that the information about public service is readily available in an easy to understand manner to all potential customers. In order to cover all customers target groups, different channels of information must be used: legislation, official publications, on-line, phone-centres, in the public service centres etc. Some important changes must be accompanied by special public awareness campaigns too.
	For efficiency of public services clients need to come well-informed, and this transfer of information is a responsibility of the public service provider not the client. Key items of information are as follows: • Who can submit the application / request, • Where and when can a service be ordered, • What underlying documents are necessary, • How long provision of a service takes, • What outcomes are possible, • What are the fees, etc.
General process clarity	For the sake of both customers and service providers, there must be general clarity of the service delivery process in order to inform all parties of the steps and timeframe as well as costs and requested inputs (order, documents, proofs etc) and avoid perception of corruption but also manage actual risk of conflict of interests. The key items on process clarity: • FO locations, • Other options for requesting the service (if not by FO), • BO institution, • Way of delivery of decision, • Timing for service provision, • Appeals institution and due dates.

Elements of principle	Explanation
Known fees	One of key features of any public service is the cost to customer. While the mechanisms for costing individual services and groups of services can be very complex, the client-facing fee must be clearly defined and easy to understand. It does not however mandate a flat fee or free-of-charge provision of all services. A service fee can be a communication tool. E.g. remote service can be made cheaper than an in-person service to motivate clients to switch to on-line services; expedited service must be more expensive than the one taking longer to indicate that time is money; in-person services in peak hours can be made more expensive than those same services in quieter times to motivate people to moderate their approach. Also certain discounts to special groups (youth, pensioners, women etc.) can be a tool to achieve objective complementary to public services: energising and empowering the specified target groups. Especially it is important to indelicate if a service is provided free of charge to avoid misunderstanding and corruption risks.
Unknown BO operator	In order to prevent risks of bribery and conflicts of interests, it is often advised to ensure that a customer is not informed about identity of the BO operator: not only a person is not identified before the decision is taken; oftentimes even a unit / structure dealing with application is not identified to the customer.
	In cases where service provision is well-standardised, FO can be fully equipped to receive all documents and perform the first completion check before routing the package to the BO. BO then does relevant in-depth analysis and takes a decision / performs a service. And the actual decision is communicated / delivered to a client (optional stage).
Whistle-blower's line	Transparency may not always be sufficient to avoid conflicts of interest and manage corruption risks. Whistle-blower arrangements with adequate protections to the originator of the alarm but also with necessary insulation from both FO and BO personnel might be necessary to ensure against all related risks. This solution is complementary to traditional phone-line for feedback on public services, as feedback is usually a more light-weight type of communication, even if the clients might be having as complicated and important news to share.

Elements of principle	Explanation
Diversity of feedback channels	Both traditional feedback and whistle-blowing specifically must be possible through a variety of channels: not only in-person or official letter options must be available. A possibility to leave feedback must be diverse serving all types of preferred interactions: • In-person, • Official letter, • Occasional exit-polls (especially after significant changes to services), • On-line feedback interface, • Phone for feedback, which is different from call-centre solution, etc. Implementation of regular client satisfaction surveys allows collecting more focused data on service quality and other aspects of service delivery, as well as analyse the data in dynamics. Introduction of a mystery shopper could help the service provided to collect the data directly from the FO and identify issues not normally picked up by regular clients
KPIs	KPIs encompass specific targets set at institution, structure and / or employee level to focus activities on specific measurable goal. KPIs provide clarity about any process, and provision of public services is no exception. Clarity here is addressed to employees of public service provider, not so much to the customers. A cascade of interrelated but relevantly-scaled KPIs needs to be defined for the policy area, for each institution, for every unit within institutions and for every employee. KPIs allow for meaningful monitoring, steering of processes, reallocation of resources, communicating to the employees, and all HRM aspects.

3 | BPR PRACTICAL APPLICATION

The step-by-step guide on practical application of BPR manual is structured into 7 main phases incorporating the steps to be carried out in transforming the public service through applying the BPR. The Phases and steps to be performed sequentially, however the Phase 5: Piloting could conclude that particular modifications still need to be introduced before putting TO-BE map into the production environment.



Altogether the BPR process could take up to 2.5 years period, however the duration strongly depends on the complexity of the changes proposed (e.g. introduction of IT systems, electronic services usually will require more time in comparison with less fundamental changes). The duration estimated for each phase and step is an approximate orientation for the BPR Manual users and could vary from service to service.

Annex 3 provides a check-list on the implementation of the phases and steps of BPR in transforming the public service.

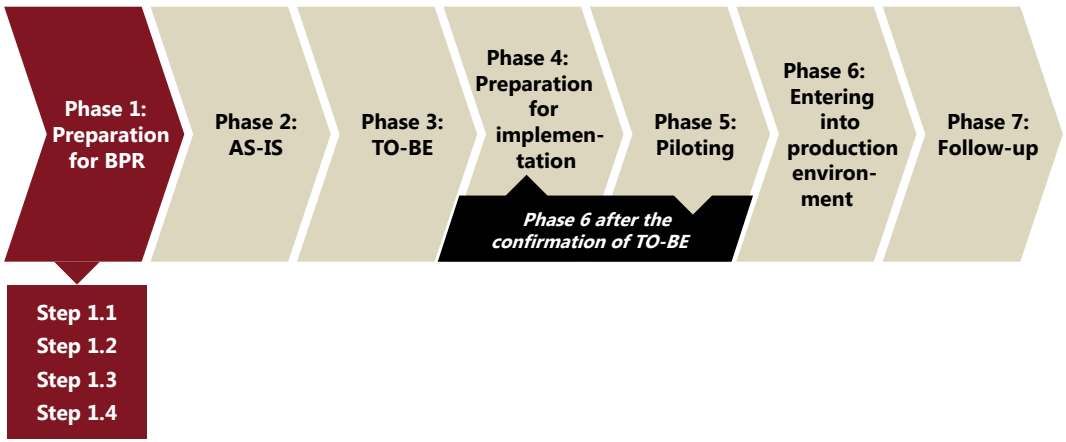
Prior to the start of application of BPR for the transformation of public service, it is advised to examine whether the public service could be considered for re-engineering. The algorithm (see Annex 2) targets the compliance of the public service towards the 3 parameters:

- **Question no.1** addresses the issue whether there exists a concrete applicant for the public service, thus distinguishing the public service from the function of institution targeting the common benefits (e.g. public roads, public television, etc.) or is a service provided by the government to the people in a specific jurisdiction.
- **Question no.2** addresses the issue to eliminate the services that exist only due to the missing exchange of data between the public institutions. Here we could temporarily indicate data for this specific public service. These services predominantly target different public references / certificates. Such type of services could be justified in case the reference / certificate is submitted to the private entity, not the public institution.
- **Question no.3** addresses the aspects whether the service is an independently existing service or it is always (or predominantly) requested in some interrelated sequence with some other services (e.g. registration of birth and birth benefit, registration of death and respective allowance, etc.). Such services require merging, thus identifying the crucial aspect for further BPR.

Only in case the result of algorithm suggest that the service should remain in the list of services the BPR should be performed.

PHASE 1: PREPARATION FOR BPR

Objective	Putting the strategic path for BPR of public service by defining its objective and targets, making the necessary organisational activities for carrying out the BPR, as well as estimating the scale of available resources that could be considered for implementation of re-engineered public service.



STEP 1.1: COLLECTING THE TEAM

Timing	1 week
Activities	a. Define the mandate, tasks, responsibilities, and deadlines for the Working Group and each member; b. Define the requirements for the members of the Working Group and form the Working Group; c. Establish the Working Group by enlisting members with relevant skills and experiences; d. Plan and organise training/induction seminar for the members of the Working Group, to ensure necessary level of understanding (optional)
Key considerations	Å Does the mandate of Working Group include complete set of tasks allowing to perform BPR? Å Is the time-line set for implementation of BPR realistic? Å Are the working arrangements for the Working Group established and clear? Å What are the needed competencies of Working Group to implement the BPR for the selected public service (considering the general competencies on BPR and focus in transforming of particular service)? Å Does the selection of working group members cover the relevant competencies that target the re-engineering of particular service? Å Is there a need to attract the external competency assisting in BRP? If yes, what are the competency areas not covered by institution itself? Å Is there a need for training of Working Group members to perform the BPR? If yes, where are the competency gaps?

Prior to the start of the BPR of the public service the management of the service provider (Director, Head of institution, etc.) should define the mandate, tasks, responsibilities and broad timeline for the Working Group to be dealing with the transformation of the public service.

Mandate	E.g. Re-engineering of a particular public service with a focus to review and decrease the service delivery time / launch an e-service / locate the FO at PSC / ensure reliable collaboration between BO bodies, etc.
Tasks	E.g. Carry out BPR for a particular public service: 1) analyse the AS-IS map, 2) develop a TO-BE map, 3) develop the required IT solutions for the TO-BE map, 4) pilot the TO-BE map of service delivery, 5) elaborate the legal framework for implementation of the TO-BE map, 6) roll-out the reform across entire service, 7) share gains of the reform with other service providers / introduce the reform to other services
Timeline	The proposal for the re-engineered public service and launch of its operation to be developed within particular time period. Estimate the necessary time for the work and add a margin or time for unexpected delays. Clearly communicate the deadline to the hierarchy, to the entire service provider, and to the Working Group. Explain why the deadline set as it is: justify both by external demands (needs) and by actual content of the work (abilities).

The BPR starts with a decision of managerial person of service provider (Director, Head of institution, etc.) to start re-engineering of public service and formally establish a Working Group that will perform re-engineering of public service and designate a Project Manager (head of the Working Group) – a person responsible for practical coordination of the implementation overall of the decision and reporting to the management on progress.

It is suggested that the Working Group could consist of persons representing the functions as follows:

- Business process analyst or auditor,
- Quality management of service provision,
- Operation of FO,
- Operation of BO,
- Human resource management,
- IT function,
- Legal function.

However, the composition of the Working Group for the carrying out re-engineering for particular public service should take into account the primarily mandate and re-engineering focus. It is also strongly advised that a specialist in BPR is included in the Working Group.

If there is a specialized structure (e.g. department, unit) in the institution whose functions are focused on BPR and service improvements, this structure could take a leading and coordinating role in operation of the Working Group.

If it is acknowledged that some particular competency for carrying out re-engineering is not available within the institution (e.g. business process analysis, quality management) it is advised to attract the respective expertise from outside in timely manner – at the very beginning of the BPR effort. In case of a large-scale BPR effort (e.g. cross-service BPR or cross-institutional BPR) it is advisable to attract an experienced project manager (often the best way to do it is by enlisting support of an international development partner).

While service providers and other institutions involved in the BPR can be expected to nominate the most experienced and most motivated personnel to the BPR Working Group, it is highly probable that not every member of the Working Group will be on the same level of knowledge and information about BPR in general and the specific tasks relevant for the work at hand. This requires as a minimum a seminar to identify the level of knowledge and information and to raise the level of all members of the WG to the necessary condition.

In many cases more significant training effort might be necessary. External experts coming in to cover for the deficit of skills and knowledge must not merely do the relevant part of the job, but also explain the content and approaches as well as provide training to the members of the Working Group. In some cases even more significant capacity building work could be necessary, e.g. when BPR concepts are new to most of the WG members, when new technologies and approaches are used, when members of the WG are lacking professional experience, etc.

STEP 1.2: DEFINING OBJECTIVE FOR BPR FOR SERVICE

Timing	1 week
Activities	a) Define the precise objective of BPR for the particular public service
Key considerations	Å Does the objective comply with strategic outline for BPR policy and the policy mandate? Å Is the objective defined in a SMART manner? • **Specific:** clearly defined in terms understandable to the target groups, • **Measurable:** can be measured in AS-IS and TO-BE states and in progress, • **Achievable:** can be achieved by the BPR work with resources available, • **Relevant:** objective defined actually describes what is needed as a result of the BPR, • **Time-Bound:** defined within specific time-period, e.g. start, finish, moment for assessment of the outcome.

At the start of re-engineering process the Working Group should define a specific objective in service organisation or delivery to be achieved by BPR. The specific objective is a statement highlighting the aspect what is the most important area that the BPR will be tackling and what specific changes focusing on the achievement of a given objective are expected to happen. The specific objective provides guidance and direction for the whole BPR, facilitates planning, motivates personnel, and helps institutions evaluate and control outcomes of BPR.

When defining the specific objectives and distinguishing them from the overall strategic outline / mandate for BPR remember that:

- The strategic outline is broad; the specific objectives are narrow;
- The strategic outline are of general intentions; the specific objectives are precise;
- The strategic outline is mainly abstract and intangible; the specific objectives are concrete and tangible.

For defining and testing of the proposed definition of the specific objectives, it is recommended to use the widely used criteria/indicators òSMARTó.

S	Specific and clear Avoid ambiguity, to ensure the objectives is meaningful
M	Measurable Knowing when you have òreached your destinationó
A	Achievable and attainable Objectives should be realistic, not speculative
R	Relevant Another way to saying òevidence-basedó, addressing the real problem
T	Timely To convert objectives into concrete plans, objectives, cannot be entirely open-ended, and hence it makes sense to set some time limits

Thus, the objective to be achieved by BPR should derive from the mandate of the Working Group putting it into clearly operational conditions. For example:

- Increase compliance with existing deadlines to 95%,
- Reduce loss of service-file documents to 1%,
- Reduce service delivery time by 25%;
- Improve public service access by establishing an e-service;
- Improve public service access by transferring the FO function to PSCs, thus being available it in all PSCs in the Country;
- Increase efficiency, transparency and accountability in public service delivery by separating FO and BO.

Depending on the complexity and magnitude of change expected of the specific BPR effort, the objective must be verified by a relevant leadership level: head of service, head of institution, minister. Or in the case of cross-institutional and cross-service BPR work, the objective might even need to be verified by the Government, or even by the President.

Definition of objective is not only setting a goal for the work. It is also a communication tool for the Working Group and all relevant stakeholders: it informs participants of the ambition and creates legitimacy for the BPR work and resources expended in this work (both in stages of BPR planning and implementation).

STEP 1.3: IDENTIFICATION OF SCALE OF AVAILABLE RESOURCES

Timing	1 – 2 weeks
Activities	**a. Identify the resources available to be used:** - for the BPR work, - and for operation of service after applying the BPR **b. Develop the resource attraction plan:** - Sources, - Amount of resources available, - Comparison against the needed levels
Key considerations	• Is the main cost category identified correctly with respect to particular BPR work? • Is the main cost category identified correctly with respect to post-BPR implementation? • What are the relevant sources of financing for respective cost categories (national budget, loans, donor grant financing)? • Is the approximated amount of financing already earmarked or need to be requested? • What is reliability of the identified sources / what is the risk that the recourses will not be available? • What is the minimum level assured resources where BPR makes sense to start?

Identification of the scale of available resources is crucial in order to tailor the re-engineering / service delivery towards the realistic access towards the resources available.

Identification of the costs must be the first step in resource planning. It could be a case that some specific element strongly dominates the cost structure, therefore special attention should be paid when developing the re-engineering proposal. E.g. development of IT system could require up to 90% of the costs for implementation of TO-BE status, therefore realistic estimation of the resources for such elements need to be known beforehand.

Costs related to actual delivery of services post-BPR are also an important component of planning and need to be assessed before the BPR is launched, even if BPR is not targeting financial savings as one of its objectives.

Based on BPR specifics, the most consuming cost categories could differ from service to service. However, the for the resource scale identification the following categories of resources could be considered:

Necessity for new or improved IT systems	Identify the costs in case BPR plans to tackle the IT systems: software and hardware
Required increase in fixed assets (premises, equipment, etc.)	Identify the costs in case BPR plans to open new / relocate existing FO or BO, change the technologies used, change interface between FO and BO
Necessity of communication infrastructure and running costs	Identify the costs in case BPR plans to switch to more ICT-based work
Need for increased number of human resources	Identify the costs in case BPR plans to attract higher numbers of personnel / more qualified personnel
Redundancies of existing personnel (lay-off compensations)	Identify the costs in case BPR plans to close / concentrate existing FO or BO operations

In the analysis of potential sources of funding, reliability or stability of the source of funding must be assessed immediately after the potential sources and earmarked amounts are identified. While state budget as a source of funding is justifiably considered highly reliable when an annual budget law is approved by the parliament and pronounced by the president, at earlier stages of the budget process it is less than 100% reliable. And even the law on annual budget can be subject to change in case of large-scale economic crises, sudden falls in price of major exports, or some other external impacts.

Private sources of funding, e.g. fees for services also are not perfectly reliable as market preferences might change, needs of population might shift in other directions, as well as there is a possibility of some fee to be waived by a political decision.

International development financing, which are essentially donations of foreign countries, organisations and charities, can also be fluid in economically more challenging times since these may put a squeeze on the availability of funding and may require reorientation of financial flows to other needs and causes.

This is to say that earmarked sources and amounts need to be perceived with caution.

And ultimately BPR as any other project-based work might need to be postponed or down-sized in cases when sufficient amounts are not earmarked from reliable sources. This is a difficult decision to take for any change manager, but a successful project in two years might be better than a guaranteed failure next year.

STEP 1.4: DEFINING THE TIME SCHEDULE AND WORK ORGANISATION

Timing	1-2 weeks
Activities	Develop the Plan of tasks to carry out the BPR, by indicating: - activities, - key roles and responsibilities - and timetable required to Å prepare, Å pilot and Å launch the transformed public service
Key considerations	Å Does the plan include all the tasks necessary? Å Is the key responsible Working Group member assigned for each task? Å Are the involved stakeholders identified? Å Are the resources (financial, human and technical) identified? Å Is the due date assigned to each of task? Å Do the due dates for tasks comply with the time-line of the overall strategic outline for carrying out the BPR? Å Is the operational model of Working Group established?

The plan for carrying out the BPR with concrete milestones needs to be created for all phases of the process. The plan must lay out the steps necessary to achieve the objectives of the BPR process and include schedules for key activities.

The resources needed to achieve the objectives should also be detailed. The plan needs to quantify the financial, personnel, operational, time and technological resources, which will be required. After the completion of the design and planning phase of the reorganisation process, the plan should be updated accordingly. Similarly if any significant delays or changes are identified along the way, the plan also needs to be updated.

To prepare the plan, the Working Group should first agree on basic activities within each step of the concrete phase necessary to implement during the BPR, by answering the following questions:

- What are the essential activities within each step of the concrete phase for implementing the BPR?
- Which of these activities triggers the performance of the rest, and how are they interdependent?

The answers and the template should help the Working Group to make the list of key activities within concrete steps of BPR process, their interdependence, and the sequence for carrying them out.

When the key activities within concrete steps have been determined, it is important to discuss within the Working Group the objectives, rationale, standards, requirements, data and information needed, organisations (and their units) responsible for implementation of the planned activities.

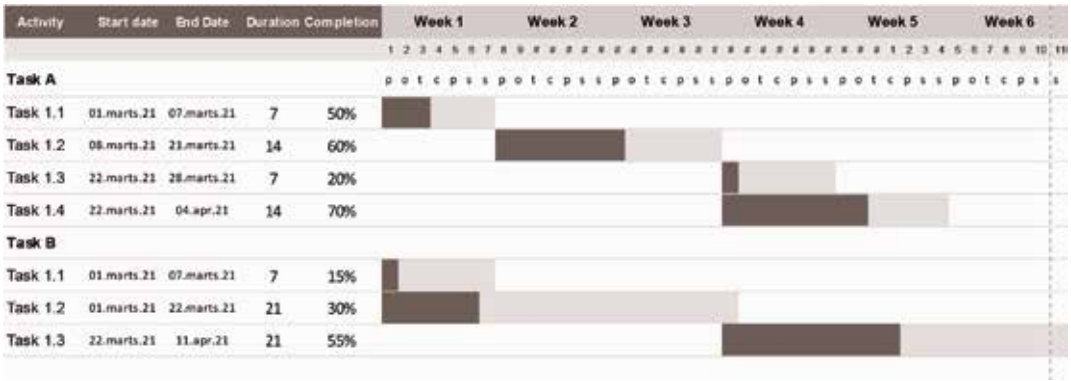
After the detailed discussion on planned activities, the Working Group shall prepare the detailed plan, as well as define the expected results for the planned activities, the required resources (budget and personnel, etc.), the indicators of success, the timing for the implementation and who will be the key responsible from Working Group for the leading the implementation of concrete activities within concrete steps.

Open, honest communication and cooperation keeps processes and activities transparent and helps generate new ideas.

Computer programs such as Microsoft Project can be used to create the plan. One can use a special Gantt chart tool or more simply MS Excel worksheet to create a plan.

Example:

BPR Ganntt Chart

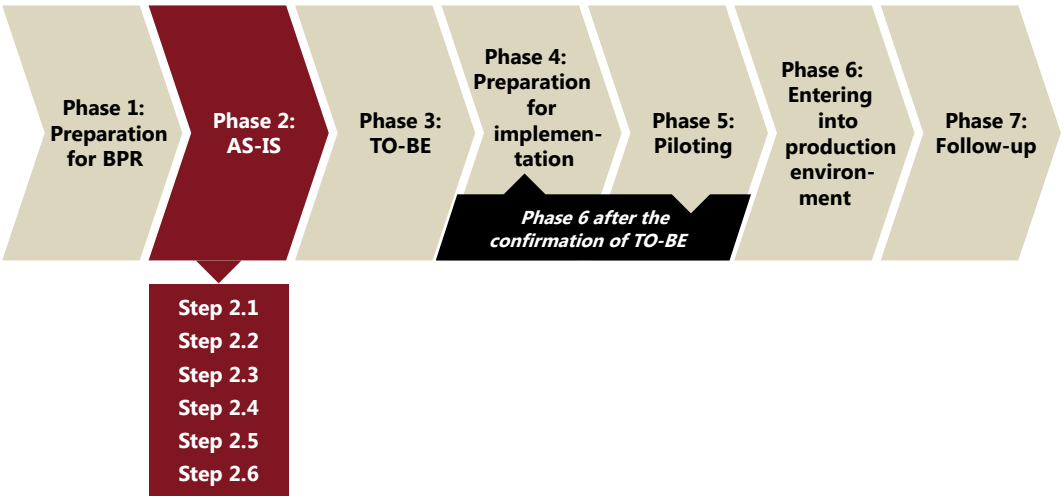


The Working Group and the management of the institution will later use plan to monitor the implementation of the BPR process and update it accordingly upon need.

The Working Group should also discuss the privacy and confidentiality features and considerations of the software tools, processes, or information, as well as security issues and how to handle sensitive information (personal data, etc.) during the implementation of the BPR process.

PHASE 2: ANALYSIS OF THE CURRENT SITUATION: AS-IS

Objective	To map the current service delivery, identify the actual workflow for the service delivery and collect the data on areas to be improved that will further feed into the analytical background for the service transformation



STEP 2.1: IDENTIFICATION OF FRAMEWORK FOR SERVICE PROVISION

Timing	2 days
Activities	Identify the formal lay-out of the service: legal framework for service delivery, internal documents for service delivery, Map out the formal lay-out of the service.
Key considerations	How well is provision of the service codified? Are the normative at appropriate level for specific provisions? What elements are lacking? And what level of normative would be appropriate to fill those gaps?

The analysis of the current situation in service delivery starts from identification of the overall framework for the service provision. The provisions guiding the organization of the service provision could be found in documents as follows:

- **Law on public services, or speci ic service provision.** Oftentimes laws are used to set out the general framework of the public services, this is done to enable the Parliament to be involved in establishing the policy, and also to ensure that the underlying framework is clearly defined and binding for all stakeholders: institutions, businesses and citizens.
- **Government Regulation of organization of particular public service.** The Government Regulations in respect to the individual services could significantly vary. Most commonly the provisions describe the FO competency and process from the customer perspective. However, in some cases the FO workflow is described at detail process level (more of SOP type document rather than legal act), while in some cases it is described from the minimum binding requirements to the customer (as a legal type document). Since Government Regulation is an external legal act, usually it does not provide the guidance on process organization inside the institution.
- **Ministerial decrees.** In many countries ministers have authorisation to sign decrees binding for their subordinated agencies or even for the entire population. This is the level of document (if exists in the specific country) that can be detailed enough to include internal organisation, but still needs to be client-facing: describing the services from the perspective of the client, not the service provider – it is especially so in case there is no Government regulation in the system.
- **Internal documents for service delivery.** As the Government Regulation primarily should regulate the customer interface and cover the rules binding for the customer, for complete identification of the service provision it is important to map the missing BO processes in service provision that are often outside the scope of external legal acts. Those could be documents defining the work of institution e.g. SOPs, or inter-institutional agreements in case more than one body is involved in provision of the service.

STEP 2.2: IDENTIFICATION OF DATA ON CURRENT SERVICE DELIVERY

Timing	2 weeks
Activities	a. Identify data describing existing service provision: - administrative requirements, - service channels, - FO organisation, - BO organisation, - IT usage, - transparency, b. Use the data to determine efficiencies and main resource sink-holes
Key considerations	• Are the data available on all service provision aspects? • Are the data clear? • Are there areas uncovered by the regulatory framework (uncovered at all, uncovered in appropriate detail)?

This step sets the main analytical background for actual service delivery or AS-IS to understand how the service is provided at present, what activities are conducted, who participates in the service provision processes, what systems are in use, what resources are deployed, etc.

NB: Where possible, it is advisable to map the processes more widely, not only within the scope of a single service, as the possibilities and needs for unification may become evident as an outcome of wider mapping.

The mapping to be carried out in respect to the six main elements in service provision:

- **Administrative requirements:** eligibility criteria for the applicants to apply/ request the service, documents required for the decision taking and way of obtaining them,
- **Service channels:** channels used to receive requests from clients and provide response (e.g. decision, appointment, document, etc.). Traditional channels are in-person visits, mobile service centres, call-centres, e-service portals, e-service applications, chat-bots in popular messengers, etc.
- **FO organisation on processes:** role of FO, structures / units involved, its functions and competencies, degree of involvement in substance of the service as opposed to postal-type functions.

- **BO organisation and processes:** structures involved, split of process between the structures, cooperation with other institutions, use of ICT in service provision.
- **IT usage:** how widely is ICT used, is fully paperless service possible, use of in-house IT systems and use of IT systems and databases of other institutions.
- **Transparency:** what arrangements are in place to ensure transparency and prevent conflicts of interests and corruption.

For carrying out mapping see template in Annex 1.

Administrative requirements in mapping the service provide the evidence on initial starting point in service transformation in respect to the requirements for applicant (overall eligibility for receiving the service), documents needed for decision making, templates used, overall timing for the service delivery.

Requirements for applicant	Indicate who could be the applicant (physical person, legal person); whether there are some specific requirements with respect to applicant (based on service specifics)
Documents required for the decision taking and ways of obtaining them	Indicate all documents required to receive a service and the way of obtaining each document, i.e.: - requesting the applicant to submit the document, - verifying the data from the data base of the institution, - requesting the information from other institutions, etc.).
Templates	Identify if there are templates of documents and how the required information corresponds to the requirements for applicant and documents required.
Timing	Identify the max timing for the service delivery (starting from the submission of application till decision making). Provide a note in case there is no total allowed timing set for service delivery.

Channels to apply for public service constitute the way how the service could be requested from the applicants perspective. During the AS-IS mapping it would be needed to identify all the existing channels for requesting the service, as well as whether the synchronization of the service delivery process takes place, at a certain stage routing the applications coming from various channels into a single flow despite the channel used.

Current channels	Identify all the available channels for service delivery (provided by the regulatory framework and de facto operational): • Public service centre, • One-stop-shop (apart from PSC), • Mobile busses, • Call-centres, • Unified e-services portal; • Internet or mobile application, • Chat-bots.
Synchronisation of workflow	Identify whether in entering the BO phase the applications are synchronized into a single workflow (single flow of applications in BO process despite the channel used for applying)
Synchronisation of conditions	Identify whether requirements and processes are identical across all channels or some channels are preferred in terms of: • speed of service, • number of documents required, • ease of use, • service fees

Front-office organisation relate to the operation of the customer interface structure. The AS-IS need to identify the organisational structure of FO, processes defined, HR and equipment employed, as well as workload related data in respect to the particular public service.

FO structure	Indicate the institution and its structure performing FO functions in terms of selected public service at different levels
Number of FOs	Indicate the total number of FOs for service delivery and the principles of their location
Number of applications	Indicate the historical volumes for service requests (e.g. number of applications annually, geographical differences, seasonality, etc.)

HR	Indicate the historical amount of total FTEs in FO for service delivery. This to be calculated taking into account actual time spent on types of services or even individual services, if such data is available or can be calculated during AS-IS monitoring. 1FTE = 8h a day or 160h in a month or 1760h in a year
Processes	Indicate all processes / actions the FO could theoretically perform: • consulting, • verification of application, • filling the application, • scanning documentation, • sending to the BO structure, • sending / circulating decision for customer, • etc. Indicate the max allocated timing for each of process / action.
Client facing FO features	Indicate the availability of: • Information on service (posters on walls, flyers, in-centre advisors), • Electronic queue organizer in service centres, • Queue organizing options (booking a time slot on-line, via call-centre), • Service assessment options (exit polls, automatic exit assessment, post-service calls, etc.)
Equipment	Describe availability and actual use of: • Computers, • Scanners, • Own on-line IT systems and databases, • On-line IT systems and databases from other bodies.

Back-office organisation relate to the operation of the decision making structure. Usually the FO in service providers are set as a single organisation structure (thus emphasizing the client interfacing element), however the BO functions could be performed by several organisational structures of service providers or even several institutions each being responsible for particular process or action in service delivery. The AS-IS need to identify the organisational structures of BO, processes defined, HR and equipment employed, cooperation with other institutions.

BO structure	Indicate the institution and its structure(-s) performing BO functions at different levels
Number of BOs	Indicate the total number of BOs for service delivery
HR	Indicate the historical amount of total FTEs in BO for service delivery
Processes	Indicate all processes / actions the BO could theoretically perform, e.g.: • Review of application; • Review of submitted documents; • Data requesting from IT systems; • Data verifications; • Making a decision; • Drafting the decision; • Verification of decision; • Signing the decision. Structure in charge in respect to each process / action Max allocated timing for each of process / action.
Cooperation with other institutions	Indicate other institutions involved in decision making (e.g. institutions from whom the information is requested, verified, permits received, etc.), Way of exchange the information (electronic, paper based, looking it up in real-time on-line IT system, direct link between various IT systems, etc.) Frequency of exchange of information (real time, daily, weekly, etc.) Protocols for interaction (Government regulations, inter-institutional agreement, informal access)
Decision taking	Indicate the signing person Indicate structures / staff positions ensuring the 4-eyes principle in preparation and adoption of the decision
Equipment	Describe availability and actual use of: • Computers, • Scanners, • Own on-line IT systems and databases, • On-line IT systems and databases from other bodies.

Transparency aspects mapping for AS-IS helps to understand the existing situation in relation to general process clarity from the applicants' perspective, as well as aspects directly related to the corruption risks.

General process clarity	Indicate the observations regarding the aspects for the general process clarity treating it from the outside customer perspective in respect to: • Requirements for applicant and documentation needed, • FO locations, • Other options for requesting the service (if not by FO), • BO institution, • Way of delivery of decision, • Timing for service provision, • Appeals institution and due dates
FO and BO separation	Assure that the FO and BO functions in service provision are performed by different organisational structures of service provider
Fees	Indicate the existing fees and the principles they are based on: • Are the fees known and communicated to applicants; • Are the fees calculated using the common principles; • Are discounts clearly communicated and justified by social or other policies?
Unknown BO operator	Indicate whether the customer could be able to identify the employee in BO of service provider who is dealing with review of his/her application.
KPIs	Indicate if KPIs are set for the process of providing a service. The main service process indictors could relate to: • Process characteristics, • Process flow compliance, • Compliance of the process steps with predefined parameters, • Satisfaction and assessment of cooperation of employees involved in service delivery, • Service quality indicators, • Service accessibility indicators.

It would be needed to collect the data on customer complaints and feedbacks in respect to the parameters identified above.

Usually two types of complaints are received most often: complaints claiming that the negative decision on provision of the public service is unjustified and complaints about manner of provision of the public service. While all complaints must be taken seriously, the first type may ultimately be a manipulation by a client to obtain desired service and therefore must be seen with a more critical perspective.

The complaints must to be structured in groups based on each parameter and key aspects criticized by the customers must be summarized. The most attention needs to be paid to the complaints of the systemic nature – e.g. those complaints which lead to the systemic level conclusions on the organisation or operation of particular aspect in relation to the public service.

Also it is worth to focus on those aspects where the complaints are the most frequent and repetitive, thus identifying the dissatisfaction from larger number of customers.

STEP 2.3: IDENTIFICATION OF IT USAGE

Timing	2 weeks
Activities	a. IT systems: • Identify IT systems used and find out types of communication / data exchange arrangements, • Identify if any other IT systems / databases holding relevant information, and find reasons for lack of collaboration. b. Equipment: • Identify currently used types of equipment, • Define gaps in provision of equipment, • Analyse reasons for lack of equipment.
Key considerations	• What IT systems are used and how large a share of processes relies on paper-processes? • Is there a reason for keeping with the paper-processes instead of IT-based? • What equipment is necessary for delivery of services? • Are all relevant employees provided with necessary equipment and access to IT systems? • Are employees trained to use the equipment and IT systems?

Due to its complexity the mapping of IT usage could be performed within a separate step.

Identifying ICT support for the current status of the service is important because it could be a starting point for fundamental changes in service transformation.

The following elements should be identified:

Digitization	Identify whether the information / data available at public institutions and necessary for service delivery are digitized

ICT service components	Identify what ICT service components are available: • Internet use and the information provided via internet; • Application on-line; • Electronic processes in BO; • Service tracking on-line; • Integrated database share; • On-line payment; • etc.
The technology used	Identify technologies in use to understand the quality of service, interoperability between other services and other institution (sources of information): • Whether there are enough hardware units? • What information systems are used? • Which processes are carried out by these systems? • What, if any, integrations exist between each of these systems and other systems? • Which communication channels are they currently supporting or available through and which other channels could they support? • How is the system secured against inappropriate access and usage (physical access controls and authentication and authorization technologies)?
Data process	It is important to know how information is stored and accessed in order to assess how it can be used in the future and accessed by other systems. Here are some basic elements to consider: • Is a database system used and if so, what database technology is used? • Is there a reliable and tested back-up system? • Is there a secure and immediate information exchange between the systems/registers? • Is the format (scheme) of the information well documented and kept up-to-data?

STEP 2.4: IDENTIFICATION OF EXISTING SERVICE BENCHMARKS

Timing	2 weeks
Activities	a. Proof-read the current regulation to identify existing benchmarks, b. Identify existing standards via interviews with management of service providers and verify existence of written benchmarks, c. Verify that the benchmarks are transferred from regulation / communication into staff contracts and valuations, d. Analyse monitoring and evaluation reports where benchmarks are checked.
Key considerations	• Does the actual time for receiving the service (BO time) corresponds to the time set in regulation on service delivery? • Which processes from the customer time are most time-consuming? • Is customer time acceptable? Or is it too long? Are there ways to make it shorter? • Is there a correlation between the duration of institution time, customer time and the feedback (appraisal) for the service?

By identifying the existing benchmark requirements (for activities performed to deliver a service, for unified list of documents/information to submit, common and simple application form), it will be possible to find answers why there may be a shortcoming in the current service execution workflow (too many steps for service application, lack of standardized process for service execution etc.). For example, too long application processing time may indicate a lack of manuals, procedures to deliver the service.

Benchmarking minimum requirements of client service is necessary to ensure they are treated the same way when attending the PSC or during the conversation via call-centre. This requires developing a separate guideline. At the same time, differences in provision of service across channels might be justified by some rational considerations, e.g. motivating clients to apply for services via e-service platforms instead of in-person. This needs to be analysed and justified.

Defining the key parameters from AS-IS is linked with the objectives set in the beginning of the re-engineering process. Time reduction could be one of the main objectives that the re-engineering aim to obtain. As a consequence, for AS-IS it is important to divide the time by specific components that will be measured later on.

Typically, Time is divided in "Customer" Time and "Institutional" Time. The Institutional Time is considered the time needed by the agency to produce the service. This time can be measured by primary and secondary data, as from internal and/or external sources. It is important that institutions do dispose of enough

information to track the timing for service production. If data is scarce, surveys, observations or interviews can be used to measure it.

The Customer Time is considered the time that the customer needs to apply and obtain the service. This time can also be measured by primary and secondary data. In cases where the organization has no such data, the external sources can be used e.g. developing questionnaires to understand the customer's time to collect documents that must be submitted for the application etc.

Time components

Time required to be informed on the service (Customer Time): The time needed for a citizen to be informed about the requirements and procedures to be followed in order to obtain a service.

Document preparation time (Customer Time): The time spent by citizens in collecting all the required documentation, which will allow the start of work on service delivery

Time to access the service (Customer Time): The time required to obtain the information from the preparation of documentation requirements or other requirements to launch the service. In general, this component refers to the time spent on logistics to enable physical access to the point of application.

Queue Time (Customer Time): The time spent in the queue from reaching the point of application of the service until the final point for an interaction with the institution.

Application submission time (Institutional Time): The time spend by the citizen in submitting the documents to fill in a form / s of application and the completion of the preliminary steps in order to finalize the application.

Re-visit time (Customer Time): The time spent by the citizen to re-present/re-visit the point of service.

Back Office process time (Institutional Time): The time required to accept the application until delivery of services to the citizen.

Service delivery time (Institutional Time): The time required from the resolution of the service until the citizen receives it.

The Total time of the service is:

T(t) =T(c) (Customer Time) + T(i) (Institutional Time)

, where:

T(c)=Time for information + Time to access + Time to prepare the documents + Queue Time + Re-visit Time

T(i)=Application Time + Process Time + Delivery Time

Depending on the context, the sources of the time components measurement need to be discussed and approved beforehand. A list of all the relevant sources/ instruments for measuring the different time components needs to be created. This will help keep track of different activities/tasks and responsibilities.

Examples of Internal data sources:

- Records of internal management reports that monitor the work process of the organization,
- Data of ICT systems,
- Data from the camera monitoring systems,
- Information contained in Human Resources reports,
- Data from information contained in work files, registers etc.

Examples of External data sources:

- Direct measurement or observations,
- Survey of citizens/businesses,
- Information obtained from other institutions

Other statistical parameters might be included and measured, such as:

- Number of documents needed to apply for the service;
- Number of documents electronically submitted;
- Number of process steps;
- Number of needed customer visits to the office;
- Number of requested channels to access the service.

Examples for service benchmarks:

- Service is available through a variety of channels (value);
- Templates are available for all documents required;
- Common institutional time is set (value);
- Common workflow for service is established despite the channel used;
- 4-eyes principle is observed in decision making.

STEP 2.5: MAPPING THE AS-IS WORKFLOW

Timing	2 weeks
Activities	a. Based on the step 2.1, 2.2 and 2.3 draft a first version of AS-IS, b. Verify this first draft by interviewing and observing actual service provision, c. Elaborate the second draft of AS-IS based on new information, d. Discuss the second draft with all relevant stakeholders.
Key considerations	• Identifying discrepancies between the regulations and actual practice is of key importance. • Identifying reasons for such discrepancies might be even more important. • Verify the discrepancies appeared across locations and offices to make sure the discrepancy is stable. • Discrepancies are not only mistakes, but may well be examples of grass-root BPR.

Based on the framework identified in previous steps, it could be crucial to form the AS-IS workflow, considering the phases / steps that are performed in service delivery. The AS-IS workflow is an instrument for visual mapping the service organization and delivery, thus providing the overview on the process. AS-IS map from the perspective of analysis could be developed:

- **At the level not going into the institution level processes.** This approach could be relevant when new solutions are proposed across services and institutions (e.g. introduction of e-service into currently paper-only systems).
- **At the level providing the in-depth insight into the institution level processes.** This approach is relevant when the transformation of services primarily relates to the elimination of the internal inefficiencies (e.g. seeking for reduction of timing in document exchange and decision-making).

Traditionally the AS-IS map needs to provide full algorithm of the process, taking into account possible decisions that could be taken at different phases in the process. The key phases / steps to be mapped in relation to the subjects that perform them may include:

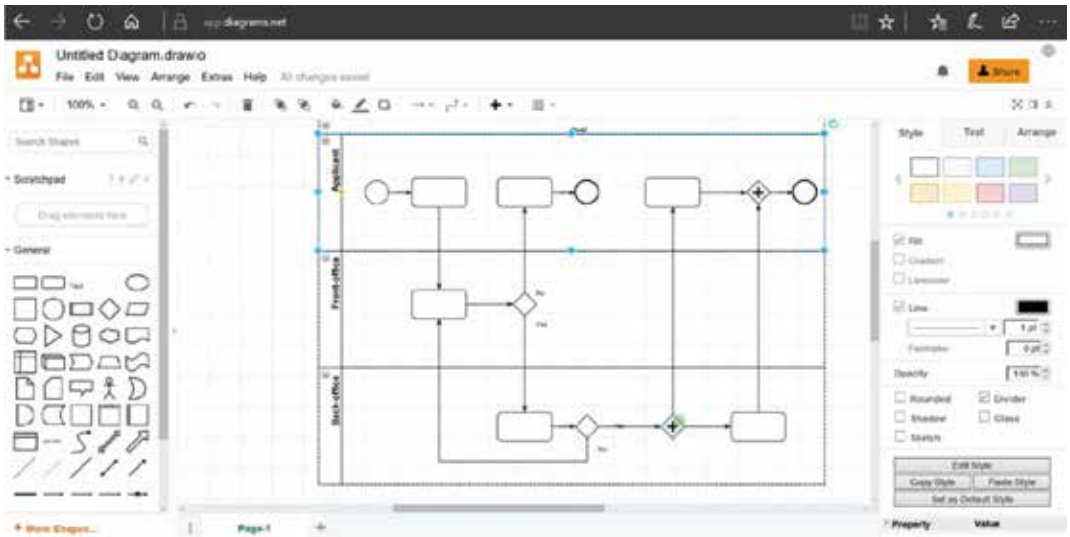
Key steps for AS-IS map	Mapping item	AS-IS map not going into institution level processes	AS-IS map with institution level details
Applicant related processes and steps			
• Filling in and submission of application with identification of the channel (-s)	Process	x	x
• Making the payment, if relevant	Process	x	x
FO related processes and steps			
• Admissibility check	Process and decision	x	x
• Processing of application	Process	x	x
• Making the decision available for applicant	Process	x	x
BO related processes and steps			
• Review of application	Process	Institution	Structure (-s) of institution
• Data exchange with other institutions	Process	Institution	Structure (-s) of institution
• Decision making	Process and decision	Institution	Structure (-s) of institution and signing official

After having obtained all the necessary information, the AS-IS map is developed as a process flowchart diagram. Microsoft Visio could be used for visualisation of the AS-IS map, as well as free of charge tools that could be obtained via Internet sources1. These tools allow managing all necessary information, including:

- Workflows and documentation;
- Separation of duties;
- Decisions making; authorizations, signatures;
- Information Technology in use for each process;
- Execution time of each step of the process, etc.

[1] Business Process Model and Notion by Object Management Group https://www.omg.org/spec/BPMN/; Flow-chart maker and diagram software https://app.diagrams.net/; Flow-chart maker and diagram software https://lucid.app/documents#/templates?folder_id=home

Example of software for drawing flow-charts



The workflow needs to contain all current processes to identify and analyse main obstacles that might make service delivery ineffective and inefficient.

In addition, a clear description of the people involved and their roles is required. At this stage, the Human Resources expert should ensure the following:

- Collect information regarding the allocation of responsibilities on current business processes;
- Analyse the effectiveness of the organizational structure: identify strengths and weaknesses of the current structure;
- Collect information on existing resources (quantitative and qualitative data).

STEP 2.6: COLLECTING THE FEEDBACK ON AS-IS

Timing	1 month
Activities	a. Identify target groups (customers and partners) to receive the feedback from, and ways to reach them, b. Prepare a client feedback questionnaire for poll survey and interviews, c. Carry out the feedback collection, d. Analyse the feedback and use it to improve the AS-IS.
Key considerations	Does the partner feedback support analysts' observations from AS-IS? Are there new issues identified beyond the issues from AS-IS analysis in the partner feedback? Does the customer feedback support analysts' observations from AS-IS? Are there new issues identified beyond the issues from AS-IS analysis in the customer feedback?

To get an overview of current status of service provision feedback using questionnaires is helpful. Simple question can light-out the gaps or weak point of the service that requires re-engineering.

The example of the questionnaire could be as follows:

- Did you have any difficulties (confusion, embarrassment) in understanding the description of the service?
- Was it clear where to find information about the service and how to apply?
- Did you receive exactly the information you needed?
- Was the description clear and precise enough to understand what you need to do, what documents are necessary and where to go?
- How many times you had to approach the service provider to receive the service?
- How long time did it take to apply for the service?
- Where there any other difficulties to apply or receive a service?

The specific questions in relation to electronic service could be asked in case the service already is offered electronically:

- What was your overall user experience in applying for public service electronically?
- Was the process of application explained?

- Was the client interface understandable intuitively?
- What assistance options was there to help the customer?
- Did you use the assistance options?
- How long time it took to apply for the service?
- Did you experienced technical problems in applying?

Societal norms must be understood and adhered to. In some cases, the feedback will tend to overly positive or on the contrary – overly negative; this needs to be taken into account. Some cultures also are careful to criticise the public institutions, so anonymity must be ensured to receive a truthful response.

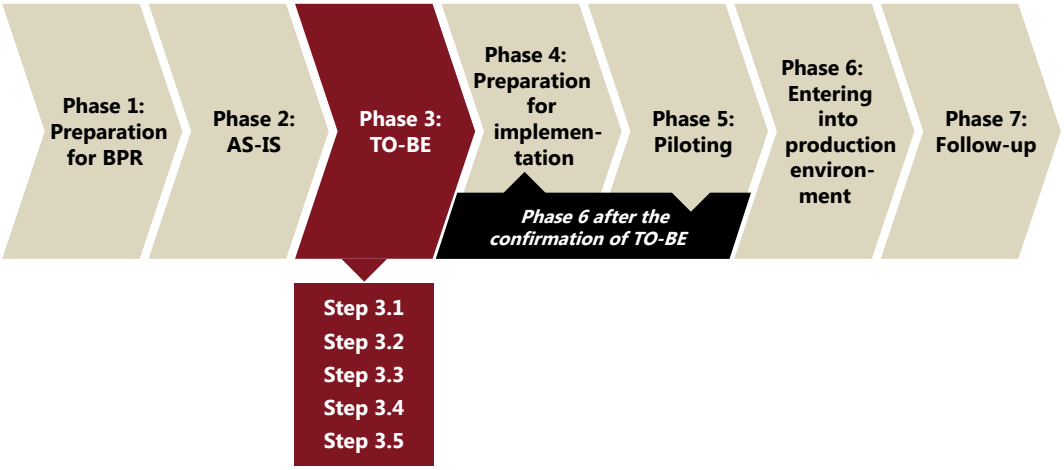
By all means, value judgements might not produce reliable feedback, while factual queries are more likely to produce useful feedback. One of the reasons to avoid value judgements is that it is interfered with by external factors (e.g. local politics, societal and cultural issues), but also a client can be satisfied with long wait and excessive document requirements not because the current arrangement is good – but because they are used to this.

This feedback collection becomes even more fraught with unobservable externalities when collecting feedback from collaboration partners: all sorts of relationships histories might come into focus to influence the feedback. In these interactions factual instead of value judgements are the real must.

As an additional tool for collecting the feedback on AS-IS map "consumer test" executed by third party could be applied – i.e. based on the structured approach the sample tests for service delivery could be carried out. The approach diminishes the subjective attitudes that often are present in surveys.

PHASE 3: UNDERTAKING THE RE-ENGINEERING: TO-BE

Objective	To create an alternative process to replace the current approach in service delivery that should meet the strategic objectives set at the start of the BPR. It is important that the newly designed process provides high-quality service that will increase customer satisfaction. Ultimately, at this phase the Working Group has more complete data and therefore, depending on the context, the objective set in the beginning might change. As a result, the objectives of the re-engineering can be revised or validated.



The re-design of the service provision to be carried out continuing the work in mapping template of Annex 1.

STEP 3.1: ADMINISTRATIVE SIMPLIFICATION

Timing	1 month
Activities	a. Identify objectives of the service and public interests served. b. Understand features of the service and administrative burden it places on all stakeholders. c. Perform Proportionality Test, and analyse results. d. Identify opportunities for administrative streamlining and verify those with service provider and partners.
Key considerations	• Does the simplification take into account the BPR objective? • Does the simplification take into account re-engineering principles? • Does the simplification take into account stakeholders' feedback?

The administrative streamlining focuses more on simplifying the inputs. Usually the input is mandated by legal acts, which set up a list of information, documents and eligibility conditions for a customer to start an application and be entitled to receive specific service.

A couple of important elements should be observed while undertaking the administrative simplification of the service:

- **Public interest should not be weakened.** The simplification and re-engineering of the process should contribute to the protection of essential standards of the public service which aim to protect certain public interests (i.e. health, safety and order, the environment, protection of minors, personal data, etc.).
- **The legal framework** should also be observed in order to find out if legal mechanisms exist or are in the process of being approved to help the simplification of the public service delivery. Some legal mechanisms that relate directly with the streamlining of the relationship between citizens and the public administration are presented below.

Legal mechanisms to streamline the service

1. One-stop service points;
2. Silence is approval;
3. Changing burden of proof in administrative proceedings;
4. Government obligation to inform and assist customers;
5. Government's commitment to not require documents already available to other public administration bodies;
6. Need of authentication of documents.

To obtain a public service, an applicant must meet some basic requirements and must submit basic information (usually a simple form) and a set of documents (to prove a fact or eligibility). Each of them from essential requirements (the eligibility) to a set of documents, are a point where the public service process may fail to start, cause delays and increase costs or may lead to the failure of service delivery.

These elements can be simplified through the proportionality test and application of administrative strategies to address the deficiencies.

Proportionality test: The proportionality test is about analysing and putting under question the three main aspects: [i] eligibility conditions, [ii] documents required for submission, and [iii] information required, are the first steps towards simplification.

Proportionality test

The proportionality test is applied by analysing the responses to some basic questions:

1. Is the condition or the document necessary to ensure the protection of the targeted public interest? YES/NO

2. Is the condition or the document appropriate (effectively achieves its goal) to ensure the protection of the targeted public interest? YES/NO

3. Could the goal of the service be achieved by another less restrictive condition or document? YES/NO

4. Could the requirement or the document be eliminated or substituted? YES/NO

Administrative streamlining: Depending on the results of the proportionality test, specific actions can be taken with the purpose of simplifying the requirements of the service. The main strategy is to see if there are opportunities for elimination of eligibility conditions, documents or information. Elimination of the document or information is required if:

- The document or information is not necessary (does not add value or help the authority to decide on the service),
- The document or information can be substituted by another document already required for submission (duplication case-example: ID and Passport),
- The document or information is issued by the service provider, so it already exists in the archives of the institution,
- The document contains information that can be obtained through G2G communication or accessing a database (e.g. apply only once principle).

Example: *Adoption of "apply only once" principle has direct impact on reduction of time related to documents that citizens have already submitted to the institutional data-warehouses. This strategy is linked with digitalization of records and creation of a citizen online identity.*

Other strategies:

- **Reduce number of reviews, approvals, signatures, stamps.** While it is crucial to ensure the 4-eyes principle in elaboration of a decision (a draft document drafted by one employee must be verified by another employee), most decisions do not require a long list of approvals and visas. One of the ways to cut down on arrays of approvals is to authorise a head of relevant unit to sign outgoing decision instead of the head of an institution. It also provides a benefit of in-institution review of potential complaints.

- **Eliminate the unnecessary third party authentication** (i.e. notarized copies of ID, passports, certificates, and other documents). Enable an FO officer to believe their own eyes: if they see a valid ID or another original of a document, a simple photocopy signed by both applicant and that FO officer should be enough.
- **Allow for self-declaration / certification by citizens for faster service delivery** with appropriate background checks or verifications via other public databases if necessary. A person must be allowed to take responsibility for their own conditions, like health status, financial sustainability, understanding of current legal requirements, etc.
- **Adopt 'silence is approval rule'** by legislation and provide for a short list of exceptions. Provide for a limited time where public institutors can react to submissions (declarations, reports, etc.) by a citizen or a firm – and explicitly state that silence within this limited period is to be treated as approval / agreement to provide legal certainty to citizens and businesses.

STEP 3.2: ANALYSING AND RE-DESIGNING THE PROCESSES

Timing	1 - 2 months
Activities	a. Analyse the processes, resources consumed, etc. throughout the service delivery; b. Identify deficiencies in the current delivery model as described by AS-IS; c. Use a list of strategies listed below to identify BPR opportunities; d. Propose improvements to heads of service or process owners and partners.
Key considerations	• Does the process re-design take into account the BPR objective? • Does the process re-design take into account re-engineering principles? • Does the process re-design take into account stakeholders feedback?

The re-design of the service provision to be carried out continuing the work in mapping template of Annex 1.

While the administrative streamlining was focused on simplifying the inputs, the re-engineering effort aims at changing the business process by identifying performance issues and re-designing them to have better results, including a more efficient and transparent process itself.

First, assessing the current processes of the organization and determining what exactly needs reengineering is necessary. In this analysis, a series of sessions should be held with process owners, other stakeholders such as customers, regarding the need and strategy for business process re-engineering.

Identification of deficiencies: The information collected and mapped during the Phase 2 needs to be analysed. The AS-IS is an important source of data that will have to be worked on in-depth. This is done in the following steps:

- **Classify existing process steps as "value added steps" and "non-value added steps"**. Value added steps would be defined as the necessary and indispensable part of the overall process and to be kept; on the other hand, steps that do not add significant value must be analysed for elimination.
- **Identify parts of the process that consume the highest percentage of time needed to provide the service.** This is one vital aspect for improvement and change. Such processes cause delays for the whole production and lead to negative impacts on the customer satisfaction level. In case process steps do not have allocated time-slots in the regulation or SOP, use data from monitoring.
- **Analyse customers' complaints and feedback.** The customers' complaints could often be considered a reliable indicator as they reflect the opinion on the quality level of the provided service and most often errors and omissions in analysing the request for service. At least two separate groups of complaints must be distinguished: form (speed, number of visits, clarity of communication, availability of documents, etc.) and substance (claims of incorrect decisions or refusals) – both need to be analysed separately to identify deficiencies and ways to solutions.

Re-engineering strategies: Oftentimes, traditional business process strategies in public sector are focused on micro-managing processes and personnel of public organizations. The BPR strategies intend to improve performance indicators in delivery of the public services to the citizens and businesses by breaking out of traditional routes and enabling FO and BO officers to take responsibility for quality and speed of their performance.

The goal of the re-engineering of the processes can be expressed in concrete targets related to indicators such as time, quality of service or cost etc.

The clarity of the goal and of the indicator is very important for selection and application of strategies. If the main objective is time reduction with 25%, the focus in selecting and applying the strategies will be to reduce the delivery time of the service.

Despite this main objective, such processes, when re-engineered, will have a positive impact on the improvement of other performance indicators, including increase of the quality of the service, reduce of the cost of the service and increase of transparency levels.

Strategies can be focused on the following aspects of the service:

- Access to provide multiple channels of information, application and delivery of the service;
- Process efficiency that can be operationalized through elimination, standardization, benchmarking, consolidation of steps, etc.;
- Staff specialization and separation of roles, e.g. Front Office versus Back Office
- ICT solutions through automation, digitization, connectivity between service providers, etc.;
- Client satisfaction focusing on needs of specific groups of customers including client segmentation.

While analysing the process, the main focus should be looking for strategies below:

ELIMINATE

- Process steps not adding value;
- By combining with other steps/activities;
- Inconveniencies to citizens;
- Excess number of roles for process-free resources faster.

Example: reduce process steps when redundancy and burden as time is observed.

DELEGATE

- Minimize number of hand-offs;
- Eliminate unnecessary approvals;
- Authorize staff with appropriate check;
- Provide staff with all information for decision-making.

Example: Delegate authority to specialized personnel with enough information and appropriate authority to sign off the service.

RELOCATE

- Reduce number of customer visits;
- Reduce delays;
- Deploy multiple and appropriate channels of access;
- Electronic documentation applicable;

Example: Consider on FO network; Improve online accessibility by opening online channels for information and application for services; Create new channels such as unique information phone numbers, mobile service-centres for rural residents or for pensioners.

NB: Multiple channels of delivery improve drastically the accessibility by responding to different customer segments and educate citizens. Channels that might be used: PSC; Service Provider's Client Service Centre; Website: Public Service Portal; E-service on the web; Mobile service; E-mail; Post mail; Phone, etc.

AUTOMATE

- Automate repetitive tasks;
- Automate time consuming tasks;
- Use ready inexpensive tools available.

Example: Trust computers to perform data comparisons and verifications between application and existing data in public databases by programming simple data scripts.

NB: Manual work is prone to errors, while computers are great with repetitive one-step tasks.

SEPARATE

- Front office from back office;
- Governance from execution;
- Function from service.

Example: Associate skills with roles and tasks with standard roles.

STANDARDIZE

- Processes;
- Roles;
- Time;
- Information.

Example: the process of grievance and complaints can be standardized across the institution; standard job description of responsibilities for different roles (FO &BO); the response time for complaints or feedback can be standardized; process and delivery time can also be standardized; information received when applying (application forms) can be standardized across similar services.

DIGITIZE

- Make available on-line applications and delivery of service;
- Shift to electronic records instead of paper. This will particularly eliminate all the services that depend on archives like certificates;
- On-line communication between different departments in the BO and among institutions;
- Centralize data.

Example: Back office online communication between departments, between institutions.

NB: Digitize is a key enabler of the re-engineering initiatives since it reduces overall burden of time and cost for the citizen.

OUTSOURCE

- Components or the whole service i.e.:
- the IT sourcing,
- delivery service to postal operators,
- Front Office to PSC.

Example: adopt "one-stop shop" principle including public and/or private parties such as: notaries, banks, post offices etc.

USE ICT SOLUTIONS

- E-authentication;
- Single gateway for payment: the system to allow government to e-invoice citizens;
- Electronic signature;
- Shared databases, making information available in many places.

Example: everywhere!

NB: It is important not to invest in development of ICT solutions that have already been developed by the government or other public institution but, on the contrary, take advantage of already developed solutions.

STEP 3.3: PROPOSING IT USAGE

Timing	1 – 3 months
Activities	a. Identify non-digitised processes and propose digitizing those; b. Identify public databases where data needed for the service under BPR and propose linking to those; c. Identify appropriate protocols for data exchange and verification and test those; d. Discuss and agree the Digitisation Plan; e. Analyse current preparedness of FO and BO to implement digitisation and plan necessary resources.
Key considerations	• Data holders might not necessary be motivated to promote sharing. Find ways to influence them. • A principle of single-submission of data and documents must be upheld throughout government – citizen collaboration. • Is a real-time link to relevant database a necessity? Daily synchronisation might be sufficient for most services and is much easier and fail-safe. • Always back your data up. And have a reserve copy of the back-up.

Often the focus of BPR is on the organization of the FO, and on the interaction between FO and citizens. However, in order for public service modernisation initiatives to be successful, BO operations, and, more specifically, BO streamlining might be the most potent tool. In a sense, BO operations are the backbone of any form of e-services and they may require information exchange and knowledge sharing between various units, departments or organizations.

Many legacy public services are still paper-based. This prevents speed gains, which are often one of the first objectives BPR targets. Moreover, paper-based data cannot easily and quickly be reused for other purposes in public administration. This prevents implementation of principle of single-submission, where a citizen or a business only has to submit a data item or a document to the public authorities once – and then it is a responsibility of public authorities to ensure re-use and not place unnecessary administrative burden on a taxpayer. Therefore, digitisation is a staple of BPR in public services.

Most paper-based processes can and should be digitised. It definitely includes all documents produced by the public administration and adjacent entities (e.g. healthcare system, education system, army and police, etc.). But this drive to digitise also can include documents produced by a taxpayer: if a citizen insists on submitting a request in person their submission can be digitised by an FO officer;

a handwritten letter can be digitised by a document management unit of the first institution a letter reaches, etc.

Source-databases where this potentially repeat-input data is stored currently needs to be identified and data exchange must be agreed. Secure and reliable protocols for data exchange and verification must be identified, and the arrangements need to be tested before going into piloting.

Resources and practical possibilities for digitisation also are a part of the Digitisation Plan. Legacy services running on paper-based systems may not be prepared to digitise due to a number of reasons:

- Lack of understanding of digitisation and its gains among leadership,
- Deficit of equipment, technologies, and access to networks,
- Current skills levels of personnel.

The resulting Digitisation Plan including processes to be digitised, databases to link, issues to overcome, and resources to attract, must be discussed with the heads of services, process owners, and data holders in order to achieve sufficient understanding and progress to digitisation.

STEP 3.4: APPLYING SERVICE STANDARDS AND DEVELOPMENT OF KPIS

Timing	3 weeks
Activities	a. Apply the unified service standards; b. Elaborate KPIs for most significant aspects of provision of public services that was improved by the BPR c. Discuss the practicality of KPIs with key stakeholders, especially service providers and their closest collaborators, d. Publicise the KPIs and standards by communicating to key stakeholders and the general public via appropriate channels.
Key considerations	• Do the KPIs target the BPR objective? • Do the KPIs target both FO and BO structures? • Do the KPIs are considered to be important for customers? • Do the KPIs follow SMART principle?

Some elements of provision of public services already have standards or pending draft standards (general conditions, establishment of e-services, digitisation requirements, and IT security). However, more standardisation might need to be elaborated to ensure meaningful coverage. Nationally defined standards by

definition need to be rather general and set out principles as opposed to specific terms, values and deadlines.

Another approach to setting standards is a more narrowly targeted definition of benchmarks for concrete services by setting out ceilings for specific steps or procedures in public service provision – this approach attempts to create standardised building blocks of KPIs to be used in regulating various services.

The service standards (expressed as KPIs) is the commitment of the service provider to its customers (citizens & businesses) about the quality of the services that the customer can expect. As long as the standards are set and made public, the public organization guarantees performance up to these standards. At the same time the agreed standards measure the performance of the organization and are a tool for holding the organization accountable for the quality of the service delivery.

While in the process of deciding the specific service standards, first, few principles should be taken into consideration.

Principles of service standards

- Concrete;
- Measurable;
- Significant to the customer;
- Communicative with the customer.

Developing a service standard (KPI) must involve the customers. Involving customers in the design of service standards can be done through a large range of tools including surveys, feedback, focus groups, inquiries concerning the suitability of services and whether they are effectively taking into account gender and diversity aspects; customer journey mapping; usability testing and website analysis etc.

By all means, standards need to be discussed and agreed internally in service provider (both FO and BO, irrespectively of aspect targeted by individual standard), who are the main target group of standards. It is advisable to discuss the standard proposal also with key collaborators (e.g. other BOs, data providers, etc), to ensure practicality of the draft.

NB: *There are some aspects of the service that can be standardized while analyzing it for the purpose of re-engineering.*

The service standards can cover the entire range of service providing or only some relevant aspects.

The list below presents some elements that are measurable and can be evidenced during the re-engineering process. These can be associated with a specific value of a performance indicator.

TIME

- Standard Queue time (waiting time in line);
- Standard Feedback time (the time to answer to the customer's questions);
- Standard time for citizens to fill templates (quality standard);
- Standard time to provide information to the customer (quality standard);
- Standard time to deliver the service;
- Share of delayed deliveries of public services.

ACCESS

- Number and type of channels to access the service;
- Number of channels for service delivery;
- One-stop shop availability for the service.

TRANSPARENCY

- Information available (i.e. Passport of service availability as a standard rule);
- Include Feedback process/mechanism as a rule of communication with citizens;
- Mechanism of digital tracking an application's status.

GRIEVANCE & COMPLAINTS

- Unified mechanism throughout the agency;
- Standard time to solve the grievance or respond to complaints;
- Number of customer complaints.

See Step 1.2 for the detailed approach in setting the KPIs.

STEP 3.5: DEVELOPMENT OF TO-BE MAP

Timing	1 month
Activities	a. Combine all improvement proposals identified within the Phase 3; b. Analyse possible clashes between the proposals and eliminate those by modifying or abandoning some; c. Lay-out the coherent new flow of public service provision with all relevant proposals; d. Discuss and agree the TO-BE map with key stakeholders.
Key considerations	Does the TO-BE map comply with conclusions from simplification and process analysis? Does the TO-BE map addresses BPR objective?

The concluding step in the Phase 3 is compilation of ideas from all previous steps in a single TO-BE map, reflecting in the flowchart all the changes that result from the re-engineering of the process. The "to be map" includes at least:

- Roles: in back-ffice and front-office;
- Third parties involved;
- Steps in the process (sequentially);
- Guide that explains the steps in the flow and their modifications (narrative document).

Separately, but accompanying the flowchart, there will be information about the following elements:

- Problems identified (from analysis and/or from customer feedback);
- Solutions to the identified problems;
- The baseline time of the service and the time saved as a consequence of the new design;
- Description of Strategies/interventions used (e.g. the strategy used is "go digitally" by connecting databases; use tracking system for the customer to follow the status of his application; one gateway for payments etc.);
- IT solutions and recommendations to implement the TO-BE maps;
- Human resources for TO-BE map.

The same as AS-IS map, TO-BE map is developed as a process flowchart diagram. BPMN tools and standards could be used[2].

It is important to go through all ideas identified and agreed in the previous steps with a fresh approach and make sure there are not clashes making some of the improvements non-operational or even harmful to the overall objective of the BPR or the specific public service. Items that made sense and were agreed upon by partners during individual reviews may not necessarily work together, e.g. automation of a sub-process agreed during the step 3.3: ICT may make no sense if it was agreed to cancel this same sub-process in the step 3.1: Simplification.

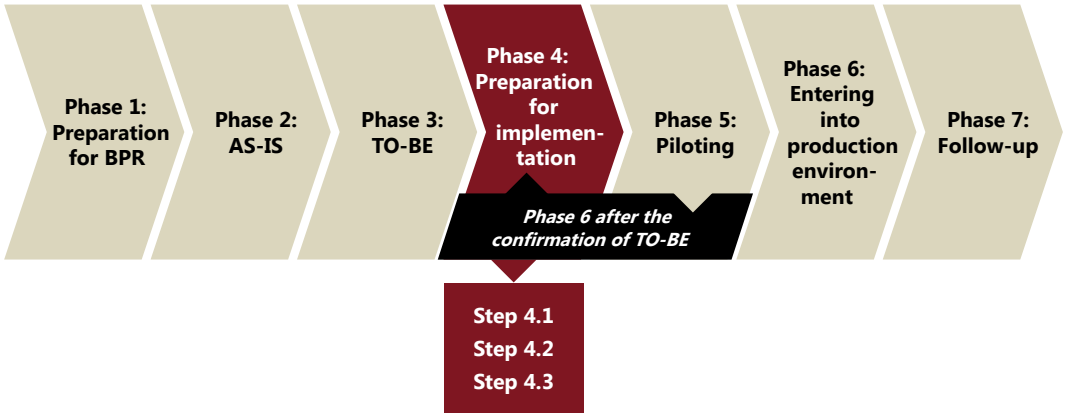
If timeframe and resources allow, some BPR teams invite new team members for this step specifically to benefit from a fresh perspective. When such clashes occur, a new member of the team, unattached to previously lauded ideas can be best positioned to rationalise the overall TO-BE proposal.

Finally, an all-encompassing TO-BE map is constructed and needs to be discussed and agreed with all relevant stakeholders to make it ready for piloting and following roll-out into production. At this step discussion fatigue might creep in both among the BPR team and with a greater probability among stakeholders. Finding internal motivation for the final push is of ultimate importance, therefore, a remote seminar is often proposed as a way to sustain the final push.

[2] Business Process Model and Notion by Object Management Group https://www.omg.org/spec/BPMN/; Flow-chart maker and diagram software https://app.diagrams.net/; Flow-chart maker and diagram software https://lucid.app/documents#/templates?folder_id=home

PHASE 4: PREPARATION FOR IMPLEMENTATION

Objective	To put in legal and normative writing the formulation of ideas of TO-BE map and practical aspects of improved public service provision in order to establish binding nature of new approaches and inform all involved stakeholders.



STEP 4.1: DEFINING INVOLVEMENT OF PARTNERS

Timing	Up to 3 months
Activities	a. Identify key points of external contact in the new / improved service provision, b. Define roles collaboration partners play in the new / improved provision, c. Discuss and agree the roles of partners, d. Include the partners with their roles, functions and safeguards in the draft normative.
Key considerations	• Do the partners addressed correspond to TO-BE map? • Do the roles of partners correspond to TO-BE map? • Do the cooperation protocol correspond to TO-BE map?

Identification of TO-BE map inevitably leads to identification of key external partners. However, definition of roles and functions is a more subtle work than merely reaching a general impression of the objectives and directions.

A very detailed description of roles, functions and limits of responsibilities of all involved partners must underpin in-depth debate. It also needs to include checks and balances on all parties involved, including sanctions to partners for mismanagement and fail-safes to avoid the fallout of mismanagement and other types of errors.

Finally, the resulting codification (in an appropriate level of regulation / normative or standard) must be approved by an appropriate authority.

STEP 4.2: RESOURCE AND COST CALCULATION

Timing	1 month
Activities	a. Define requirements for each type of resources (HR, financial, equipment and ICT, etc.), b. Identify potential sources of funding and other resources and include those in the normative, c. Define a distribution key of resources between institutions and units involved in provision of services; d. Provide information on the division and availability of resources to the stakeholders.
Key considerations	• What types of resources to be needed are already identified in the TO-BE formulation stage? What needs to be added? • What sources apart for traditional (e.g. national and municipal budget) can be attracted? • Do the HR competencies correspond to the TO-BE map requirements? • Do the equipment specifications correspond to the TO-BE map requirements?

Conversation about resources necessary and available to implement certain process or function must also be a part of codification effort. In many instances, a responsible public manager might be reluctant to undertake a task (e.g. delivering within a deadline, accepting a new function, or participation in a process altogether) due to uncertainty about available resources to perform the task at hand.

On the other hand, established standards and regulations are often used as a justification for requesting additional resources if the existing levels are not sufficient to adhere to the standard or a regulation: e.g. not enough personnel to process all request within deadlines, or lack of equipment to perform the task in principle.

Public management operates in an environment of limited resources and this makes it even more important to define distribution of resources by objective measures and communicate transparently.

STEP 4.3: DEFINING TIME-FRAME FOR IMPLEMENTATION

Timing	1 month
Activities	a. Refer to the TO-BE map for the roll-out planning and consult experience from the piloting (if it took place); b. Discus and agree with all key stakeholders about practicality of the timeframe; c. Include the timeframe into the normative / standard; d. Communicate the resulting requirement to the stakeholders.
Key considerations	• Is the time-frame realistic? • What risks are taken into account? • Is there a time reserve?

Transparency includes clarity of deadlines for any function, and certainty of deadlines is especially important to public-facing services. A client must be able to find out timeframe of the services they are provided and needs to be able to rely on receiving the service within deadlines for the sake of their own planning and reputation of the service provider.

Therefore, public services must undertake deadline commitments conservatively and organize their work around the deadlines with some reserve to spare in case unexpected delays occur.

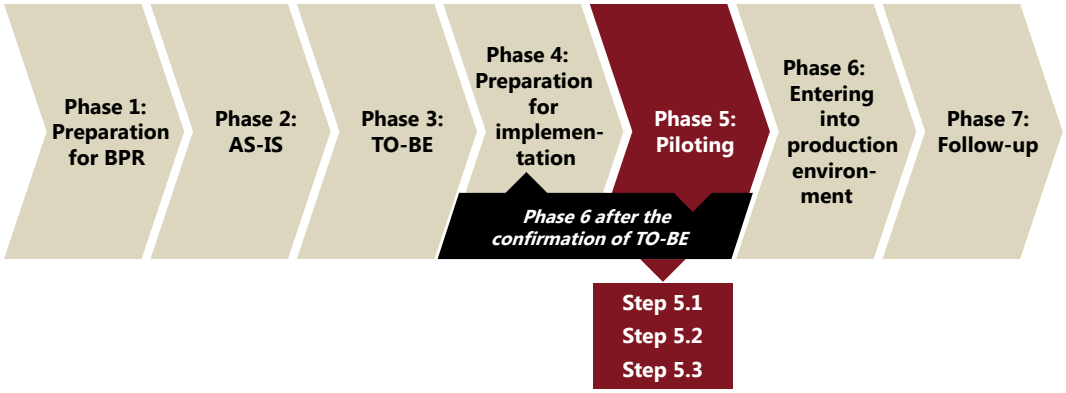
As mentioned above, all elements of the standard / regulation are interlinked: with greater amount of resources available, a public manager could undertake commitments for shorter deadlines and vice versa. So in essence, all elements must be agreed upon before these elements are codified into regulation / standard to avoid unforced failure against unrealistic commitments.

The other steps to be conducted refer to the standard processes (that are not specific for BPR) and therefore not described in detail. Those are:

- Development of IT systems,
- Agreements with other institutions,
- Elaboration of new SOPs

PHASE 5: PILOTING

Objective	To test the proposed re-designed service provision according to TO-BE map in real life conditions assessing feasibility of improvement in service delivery from the perspective of process organisation, human resources, operation of systems and tools, reaction of clients and collaboration partners, etc. This exercise checks for practical applicability of TO-BE map and introduces improvements if any deem necessary.



STEP 5.1: TEST DRIVING RE-DESIGNED SERVICE PROVISION

Timing	1 – 3 months
Activities	a. Define the piloting scope, duration, key issues to be tested; b. Create the feedback form for monitoring of piloting; c. Ensure control dataset is available either from other locations or from AS-IS situation in the same location; d. Allocate the resources for piloting (HR, financial, and technical); e. Carry out the service delivery as defined in TO-BE map for the defined period; f. Permanently record process-level outcomes, service level outcomes, feedback from FO and BO, from collaboration partners and clients; g. Maintain contact with the sources of feedback to prepare performing analysis of the outcomes and feedback and making changes if necessary
Key considerations	• Is the piloting team empowered and motivated to implement the TO-BE map in piloting? • Can the organisation carry out the service according to the TO-BE map (functions, sequences, duration, participants, and other basic conditions of TO-BE)? • Are resources provided sufficient to implementation according to the TO-BE map? • Can the processes, resources and outcomes of TO-BE map implementation be measured in real life environment? • Does measuring the processes, resources and outcomes create distortions to service provision improving or worsening the service?

Piloting is a universally accepted approach in IT, and it is usually referred to as test-environment as opposed to production-environment. However, piloting approach in BPR could be used wider than IT projects.

The first step in piloting is setting up the legal and normative environment for the exercise. The piloting team must have the backing of the government regulation, ministerial decree or some other legal or normative act to establish legality and feasibility of the pilot operating according to the TO-BE map, as opposed to existing regulation. The solution of this issue is specific to legal system of the individual country. However, it should define:

The scope of piloting:

1. The scope of piloting:

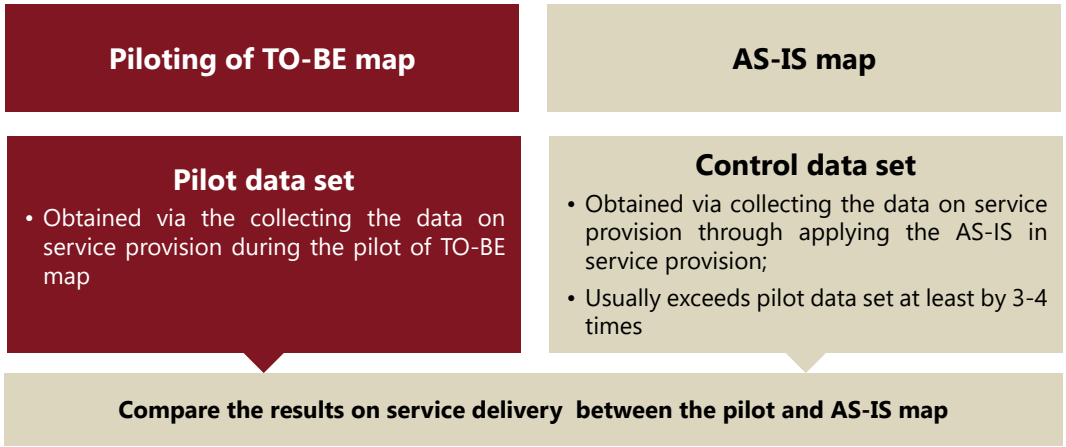
- **Public service TO-BE map** to be tested,
- **Geographical scope covered:** usually it is reasonable to choose the limited geographical scope (territory and FOs) where to pilot the service delivery – concentrating the resources while still allowing to target the representative geographical scope,

2. Duration of piloting: identifying the representative period for testing that would allow collecting observations on carrying out the service according to the TO-BE map.

3. Key issues to be tested: primarily the piloting should target those aspects directly related to the BPR objective, however, the evidence on overall performance of TO-BE map should be collected in order to ensure that the transformed service could run smoothly.

The piloting team must be enabled to implement the service according to the TO-BE map by providing the necessary resources (e.g. access to new ICT systems and equipment, higher personnel numbers, etc.). However, not much more resources – and definitely not unlimited amount of resources – for piloting.

Monitoring of the piloting and feedback collection form all parties involved must be performed permanently, not only at the end of the service provision period, especially if the time allocated was long. Personnel of the service provider might get used to the new conditions by the end of piloting and forget their initial confusion or difficulties; the same goes to collaboration partners and clients, naturally – both of these feedbacks are useful. Similarly, there might be significantly higher rate of errors in the beginning of piloting period than in the end – this is also very valuable monitoring data.



In order to enable drawing conclusions from TO-BE implementation, a control dataset is necessary for comparison purposes. The control dataset traditionally is constructed in two ways:

- Collecting data and feedback from AS-IS implementation before piloting starts in the same location, where piloting will take place at a later stage;
- Collecting data and feedback simultaneously with the piloting exercise in locations that do not participate in piloting.

Indicators collected in monitoring and feedback need to be identical or as similar as possible for both treatment and control datasets to enable meaningful comparison in the stage of analysis.

STEP 5.2: ANALYSIS OF THE FEEDBACK

Timing	Up to 1 month
Activities	a. Aggregate and systemize the data on process-level outcomes and service-level outcomes; b. Establish causality between the BPR-proposed improvement and outcomes identified; c. Assess reasons for success or failures of the piloting, both improvements in outcomes and process of piloting (performance, monitoring, analysis); d. Analyse sufficiency of estimated resources (HR, financial, technical) at process-level and service-level.
Key considerations	• Do the results of piloting inform on feasibility of BPR objective for the public service? • Were resources calculated for implementation of TO-BE map sufficient for service provider? • What are the bottlenecks in implementation of TO-BE map in piloting environment? • What aspects definitely need to be changed prior to putting the re-engineered service delivery in production environment? • Does collected customer feedback support the planned re-engineered public service? • Does the organisational culture in the serviced provider support the planned changes?

Collecting monitoring and feedback data on piloting is a complex task, but analyzing the data and interpreting it can be even more challenging because often there is more than one way to understand the observed reality. To enable analysis, the data must be systematized into easy to process database / dataset. Features of the dataset to be constructed depend on the manner of analysis and the type and amount of data: in some cases simple graphing is sufficient to clearly demonstrate the impact of the BPR on the service – in other cases the amount and detail of data only makes analysis with statistical tools possible.

The main question in the analysis stage is whether the TO-BE implementation demonstrated significant improvements over the AS-IS implementation mode. For that, differences between the two monitoring datasets need to be compared and isolated. Traditionally, the task of data analysis is to differentiate between causality and simultaneity: analysis must demonstrate if the positive changes are observed, whether those are a result of the treatment (change form AS-IS to TO-BE) or a result of some other external factor: e.g. greater use of e-service can be a result of improved

service or a result of better access to ICT in the form of lower internet costs or improved speeds.

Decision in favour or against introducing the BPR into production must not only be taken based on the traditional service provision KPIs (speed, reliability, satisfaction), but also taking into account data on resources spent for achieving those KPIs. Every public body operates in conditions of scarcity of resources and therefore cost-benefit analysis must be performed before every major decision. In some cases it can be as simple as answering a question "is it worth this?", in more financially significant cases a more formal CBA must take place. When planning TO-BE maps an issue of resources needed for certain improvement is asked necessarily. Putting the TO-BE into piloting means that it was decided that planned efficiency or effectiveness gains are worth the resources planned – in case a piloting proved that significantly more resources are needed to attain the sought results, a new CBA must be run in order to determine whether the results are worth the costs.

Successful piloting is an exercise that proves beyond any doubt that BPR brings improvements – or the one that proves beyond any doubt that the BPR will need to be re-done before putting it out to production. Due to potential high costs (financial, HR, technical and reputational) of mistake in putting faulty BPR into production, piloting of BPR is a clear example of negative result being at least as valuable as a positive result.

Before putting the light-bulb into production Edison learned 100 ways of how not to make a light-bulb – and this enabled his ultimate design to be used for more than 100 years before the world switched to LED-lighting.

Therefore, a BPR manager must strive for the possibly most transparent design of piloting exercise in order to make sure that conclusions from piloting are justified and do not produce false-positives.

STEP 5.3: INTRODUCING NECESSARY ADJUSTMENTS TO THE TO-BE

Timing	Up to 2 months
Activities	a. Define the changes needed for TO-BE map, b. Develop the improved TO-BE map and process description, c. Adjust the IT systems, if required, d. Develop the changes to the regulatory framework.
Key considerations	• Does the up-dated TO-BE map reflect the necessary improvements identified through analysis of piloting results and feedback? • Do the improvements identified require additional resources? If yes, what are the resources and what is the cost of resources? Assess costs of additional resources against potential benefits. • Are the improvements to TO-BE significant enough to require repeated piloting before implementing the TO-BE across entire production?

Unless the piloting went perfect and all data-points provided perfect scores, it is to be expected that some improvements to the TO-BE map will need to be introduced. Those can be as simple as additional training to staff of service provider or additional communication and awareness raising among clients – in some cases, improvements might be more consequential requiring re-thinking of TO-BE in terms of procedures, ICT systems, data required, and resources needed.

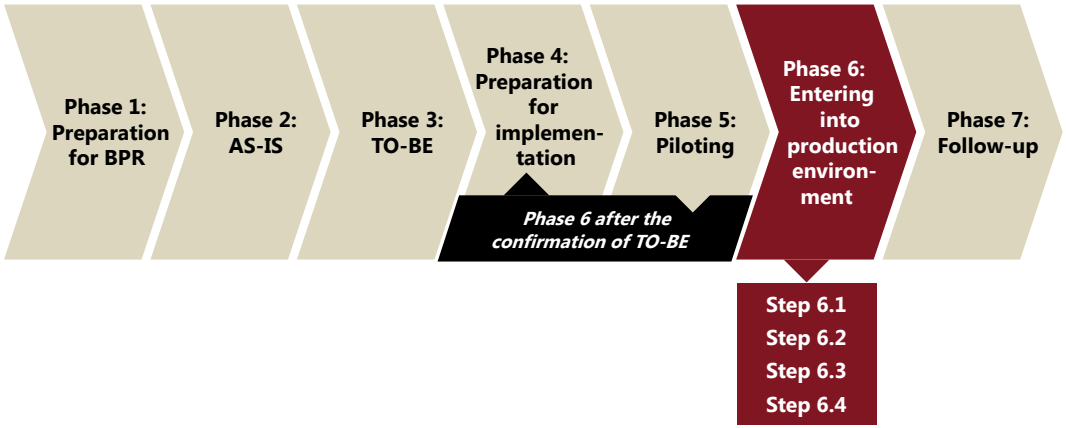
In either case TO-BE maps will need to be improved and discussed among stakeholders again. One of discussion points must be cost overruns if any were identified during piloting or are likely to be expected in the future.

There might be cases, where the direction of BPR proves unattainable due to some factors that were not taken into account while planning BPR. These items will need to be analysed in-depth and the policy leader must be prepared to abandon all or parts of BPR if the direction proves unproductive.

In situations when improvements to TO-BE maps are very significant (e.g. essentially different TO-BE), a new iteration of piloting might be necessary. While piloting might seem least-rewarding stage in the whole BPR, it is essential to ensure success of BPR altogether.

PHASE 6: ENTERING INTO PRODUCTION ENVIRONMENT

Objective	Attract the necessary resources for the delivery of the public service according to the TO-BE map to enable carrying out the transformed service provision across the country.



STEP 6.1: ATTRACTION OF RESOURCES

Timing	1 – 3 months
Activities	a. Define requirements for the each type of resources (financial, HR, equipment, etc.), b. Earmark and attract resources, c. Distribute resources between the units involved in the provision of services
Key considerations	• What are the categories of additional resources already identified? • What alternative sources can be addressed with demand for resources (national budget, municipal budget, international development partners, volunteer organisations, etc.)? • Do the competencies defined for the new staff positions and number of vacancies correspond to the TO-BE map requirements? • Do the equipment specifications correspond to the TO-BE map requirements? • Does the hiring and equipment procurement take place timely?

Part of the BPR is the resource calculation and identification of sources, which are all summarised in the Resource Attraction Plan. Depending on the specifics of the BPR content, additional resources needed for implementation of the TO-BE map could relate to:

- **Human resources:** employees in BO and FO for carrying out additional / new tasks in the service delivery (e.g. not necessarily more people, but often up-skilled personnel);
- **Equipment:** fixed assets supporting the service delivery in FO and BO (e.g. computers, scanners, modems, other ICT tech, queue machines, etc.);
- **Premises:** new and improved premises for FO (e.g. more space in FO, service-cabins with walls for privacy, public internet access stations for on-line service delivery, etc.) and BO (e.g. more space in BO, group-based floor-plan, specialised premises for database servers, etc.);
- **Financial resources:** financing for increased or new running costs (rent of premises, higher electricity costs when switching to computer-based service provision, new costs for internet access for e-services, etc.);
- **Awareness:** additional costs are associated with awareness raising about the BPR results and the benefits to clients (e.g. TV ad campaign, posters in service-centres, on-line ads to attract internet users to switch to e-service, etc.).

HR attraction is executed through a relevant hiring procedure. According to the best practice, the competency-based HR management is considered a more sustainable approach towards the HR policies and overall achievement of the institutions objectives. It allows institution to organise hiring, development, promotion and firing processes in accordance with the competency needs and to establish HRM system contributing directly to its objectives expressed as KPIs, as described below.

For analysis of HR needs the institution is required to define key competencies for positions to be filled based on estimations from resource and cost calculation that

is elaborated to address the deployment of TO-BE map. It would be advised to concentrate on 4-5 key competencies for each position in order to keep the clear focus on requirements and at the same time provide the overview of the position ensuring understanding of requirements to fulfil the tasks.

The suggested competencies that could be treated as examples for the standard positions in BO and FO in service delivery are summarized below.

Front-office	Back-office
Core values	
Professionalism	Professionalism
Customer service orientation	Objectivity and impartiality
Operational excellence	Operational excellence
Professional competencies	
Communicating orally and in writing	Analytical thinking
Conflict handling	Systemic thinking
Problem solving	Problem solving
Team work	Team work
Technological ability	Technological ability
Time management	Time management
Operational competencies	
Understanding and following the procedures	Application of legal provisions
Understanding and explaining requirements	Management of work between different institutions
Identifying deviations from requirements	Legal drafting
Communication and psychology skills	Verification of data

Acquisition of equipment is normally executed through procurement procedures. Terms of reference should precisely define the specifications for the goods and services, with sufficient flexibility and future-proofing, i.e. reserve for growth of demand, volume and speed. Procurement must be run in a timely manner to allow for delays in procurement procedure itself, potential complaints, delivery, etc.

It might be the case that incoming technical proposals will indicate imperfections in ToRs: e.g. too many proposals received might mean that the requirements are too lax, diversity in technical proposals and prices included in financial proposals might indicate imprecise ToRs. In these situations, the best may be improving the ToRs and re-launching the procurement.

It is EU best practice to run centralised procurements for typical needs and items: e.g. office supplies like paper and pen, standard ICT items like printer cartridges, even PC workstations and servers can be procured centrally on the national level or on the level of a ministerial system.

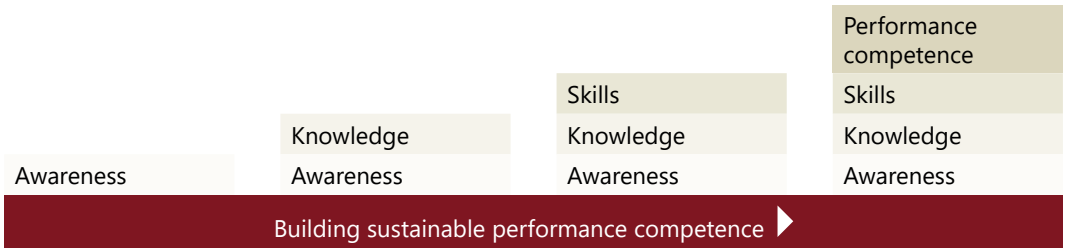
Procuring for more specific and one-off needs like ad campaign or premises in a specific location (town or district of a city) is much less feasible in a centralised procurement, naturally.

STEP 6.2: TRAININGS FOR STAFF

Timing	1 – 2 months at launch, And then – permanently as new staff is hired
Activities	a. Identify the required knowledge and skills for employees to be trained b. Identify the required competence levels for employees and the number of employees to be attained c. Develop the training curricula d. Carry out the trainings e. Assess the progress and introduce improvements if needed
Key considerations	• Do the required knowledge and skills to be trained correspond with TO-BE map? • Are employees attributed towards the right trainings in respect to their tasks in service provision? • Do the trainings cover all required employees? • Are the training organised timely in respect to launching the re-engineered public service?

Once the competencies are defined and the staff hired, it is of crucial importance to ensure that a training mechanism is established and functional. As the new model for the service delivery to be put into the production environment, each and every staff member engaged in delivery of particular public service needs to be at the proper knowledge level to carry out their tasks based on the TO-BE map.

The employees in relation to their direct tasks should reach the good performance competence level, however in relation to the processes performed by other colleagues should reach at least the knowledge level, as depicted in the scheme below.



It means that the trainings on the new TO-BE model of service delivery should encompass several levels of competency:

- **Awareness raising** where the employees are introduced to the general information on the modified service delivery. This is relevant for all employees of service provider. The information could be circulated as structured information in regular meetings, information in internal web-site of organisation, etc.
- **Knowledge** where the employees get the in-depth know-how on the service delivery (e.g. process changes, responsible parties involved, new IT systems, etc.). This degree is relevant for all employees involved in delivery of a particular public service. This level requires training seminar or lecture-type of training.
- **Skills** level where the operational skills are trained for execution of the direct responsibilities in service delivery. Relevant for employees in respect to their direct responsibilities in service provision. The training method could be interactive seminar, however starting from this level of competency also on-the-job training is suggested as the necessary method.
- **Performance competence** level requires not only independent application of the skills, but also complying with all the regulatory process of service provision in execution of the tasks. This competency level beyond acquiring the skills requires permanent application of skills in a correct manner and is only really attained by practice.

The training organization and implementation takes place in a logical sequence of actions. Prior to launching trainings size for each of the targets groups requiring the specific level of competency should be assessed. Based on it, the number of trainings could be identified. By the time of launching the delivery of transformed public service the trainings for the involved employees should be concluded.

Typical training cycle
Identify training target groups and their needs
Select Lead-trainers
Develop training curricula based on the TO-BE map and needs of target groups
Train the trainers and part of piloting of the curricula
Adjust the curricula, if necessary
Select the participants of trainings
Deliver trainings
Assess the results and modify curricula for future trainings, if necessary

STEP 6.3: ANNUAL RESOURCE ATTRACTION PLAN

Timing	Annually
Activities	a. Assess sufficiency of currently available resources and identify gaps, b. Analyse plans for the next year that will require additional resources (any BPR plans, or plans for introduction into production, etc), c. Identify sources of funding and other resources, d. Compile Annual Resource Attraction Plan.
Key considerations	• Does the Annual Resource Attraction Plan cover all necessary types of resources (HR, equipment, premises, finance, awareness)? • Does the resources required are linked to the running of TO-BE map? • Does the plan include monetarized values? • Does the source of financing is identified?

It should be noticed that implementation of BPR could very probably require changes in resources utilised in relation to AS-IS situation. This could include increased number of staff, increased running costs, greater regular investments to upgrade infrastructure and equipment that need to be budgeted accordingly in order to deliver the re-engineered public service.

Taking into account fluent nature of BPR (it is a constantly-running process with overlapping stages), budgeting may become extremely complex. Detailed Annual Resource Attraction Plan is a good solution to keep tabs on all needs related to improvements in provision of public service and not lose sight of needed resources.

STEP 6.4: AMENDING THE LEGAL FRAMEWORK

Timing	2-3 month
Activities	a. Compare and contrast the existing legislations as analysed under AS-IS to the new proposals formulated within TO-BE, b. Identify of appropriate amendments, re-issues of legal and normative acts, and other solutions, c. Draft the amendments / re-issues and discuss with key stakeholders, d. Promote the amendments / re-issues for approval to appropriate authorities, e. Carry out awareness raising about the new legal / normative requirements among stakeholders, clients, and staff; and inclusion of these items into trainings for staff.

Key considerations	• Is there a coherence between the legal / normative acts with proposed amendments and other existing legal / normative acts? • Do the amendments / re-issues cover entirety of TO-BE and tie in with other parts / articles of existing regulation? • Do all key stakeholders understand the legal amendments / re-issues in an appropriate manner?

Some valid ideas of improvements to the relevant regulation appear during the BPR process, but this issues needs to be addressed systemically in the closing stages of reengineering to ensure that all proposals to the TO-BE map are included in and enabled by the legislation. In many cases amendments to legal and normative acts are sufficient, but in case of very significant BPR, some regulation might need to be re-issued.

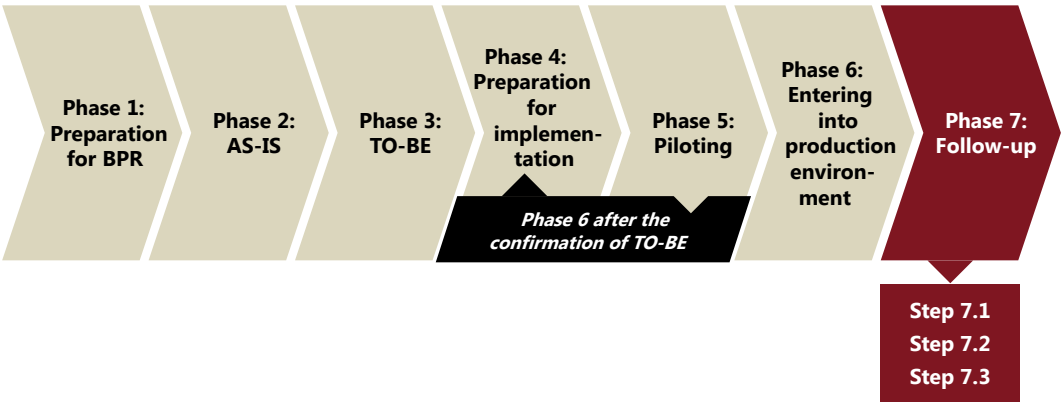
As in the case with TO-BE maps, improvements to regulation must be consulted with key stakeholders. And in case of regulation, the list of key stakeholders must be wider – not only the institutions dealing with relevant public services, but also institutions ensuring compliance and quality of legislation must be consulted. In some cases legal / normative acts may cover more than just public services, but also other aspects of relevant policy, so consultations with policy-owners might be necessary too.

It is advisable to include improvements to legislation in the closing stages of the BPR to ensure that all TO-BE ideas are included into amendments, avoiding having to amend the same or adjacent legal / normative acts repeatedly. Such repetitions make awareness raising very challenging.

Another important feature that TO-BE maps and improvements to regulation share is the necessity for awareness raising. While client-facing awareness campaign should include both: material changes to services and changes to regulation – awareness effort for staff of the institution must make clear distinctions between the two strands, their origin and form.

PHASE 7: FOLLOW-UP

Objective	Regular collection of data on the re-engineered service delivery and provision of the assessment towards the operation of the transformed service in relation to its effectiveness, efficiency and impact, as well as feeding the analysis into the new cycle of BPR.



STEP 7.1: MONITORING OF SERVICE PROVISION

Timing	Permanently
Activities	a. Define the monitoring framework, including: • monitoring items / indicators, • sources for data collection, • tools for data collection, • template for data aggregation, • unit responsible for data collection, • regularity of data collection b. Deploy the monitoring framework: • carry-out the data collection, • perform data verification, • provide preliminary analysis of data collected c. Transition to evaluation
Key considerations	• Do the indicators allow capturing the expected BPR effect? • Is the data for the indicators available in the specified sources? • Are data collection tools operational and efficient? • Was personnel trained on data collection? • Is data volatile enough to produce information in the specified period?

Monitoring observes service delivery through a continuous and systematic process of generating quantitative and qualitative information. Monitoring helps to detect and quantify any deviation from initial plans and targets, as well as feeds data into the evaluation process.

Essential to service monitoring is to observe service delivery through quantitative data and, if relevant – also qualitative information. Monitoring takes place at the level of individual service, i.e. the basic monitoring indicators derive from the level of individual public service. However, in order to judge efficiency and effectiveness of services provision altogether, the monitoring indicators could be set also at the level of service provider, structures of service provider institution (e.g. indicators for FO or BO), group of services (e.g. services focusing on specific target group), types of services (e.g. having to do with education), etc.

Indicators are the main measurement item of monitoring. Indicators could capture outputs and results of service delivery, less frequently indicators are defined focusing on impact of the service provision on target groups. Although their limitations are acknowledged, indicators are an essential element in monitoring performance of the service provider. Indicators should be clearly defined, closely linked to the service / service provider, measurement units selected must be indicated, and they need to be periodically measured.

Examples for most common indicators to be monitored at service level and institution level:

Indicator	Measurement	Source
Volume	Number of transactions	FO database information
Speed	Processing time of application from submission till decision in days (based on service specifics, it could be hours or even minutes)	FO database information
Clarity	% of clients whose visit did not result in fulfilled request of the service	FO database information
Compliance	% of service requests processed within the deadline set by law / by-law	BO database information
Justification	% Number of appeals divided by overall number of decisions taken multiplied by 100%	BO database information
Satisfaction	% of satisfied clients	Client survey data / or FO data

Number of indicators for specific monitoring activity must be limited to enable economic approach to administrative burden on service provider. Therefore, it is important to consider the best-suited indicators for monitoring the specific change that the BPR was targeting: as in all cases, indicators need to be SMART.

It is important to agree on data collection and aggregation template, in order to present the monitoring data and their dynamics. It may also be important for the sake of the specific BPR target to provide the insight into the service delivery from the geographical perspective or from the perspective of specific target groups (women, pensioners, etc.). The suggested dimensions of data based on the needs and objectives of the specific BPR effort are as follows:

- Actual value of the indicator,
- Breakdown by territorial units,
- Breakdown by members of the target groups,
- Previous value of indicator,
- Target (KPI defined).

The suggested regularity of completing the monitoring data sheet traditionally would be one month. This is a traditional period for most reporting in the public sector and does not put an unrealistic administrative burden on service provider. There might be special cases (rarely requested services, seasonal services, etc.) where a month might not be an appropriate period – this needs to be assessed based on key features of the service.

Data verification is a necessary step in any data collection and monitoring process. When only one source of data is available, verification can be reduced to double-checking with the head of service or a FO or BO. In some cases, however verification can be more complex: cross-checking with other steps in provision of the service, cross-checking with other databases, etc.

A member of the Working Group responsible for monitoring is the primary addressee of the data collection. They are expected to preliminary analyse the results of the monitoring, but should only share results in specified periods (monthly discussion in the WG might be too frequent, quarterly revision is traditionally used) – unless some very unexpected and worrying data is received (e.g. sudden drop to zero, or other extreme outcome).

STEP 7.2: EVALUATION OF SERVICE PROVISION

Timing	Regularly
Activities	a. Define the evaluation framework: • evaluation type, • template for evaluation, • unit responsible for evaluation report, • regularity of evaluation, b. Deploy the evaluation framework: • perform evaluation, • verify and discuss evaluation results with stakeholders, • publicise evaluation results to relevant stakeholders and partners (wider), c. Move to analysis for the next cycle of policy / BPR.
Key considerations	• Does the evaluation focus (effectiveness, efficiency, impact) correspond to the set the BPR objectives? • Has the relevant time period passed allowing to capture the BPR effects? • Does the evaluation hypothesis support the validation of BPR objective? • Does the selected evaluation method allow for testing the hypothesis? • Do the monitoring data provide grounds for implementing the selected evaluation method? • Does the evaluation provide conclusive results? • Does the evaluation provide practical recommendations?

Evaluation is a process where the monitoring data collected up to date are analysed and the judgement on the service effectiveness, efficiency, and impact achieved due to the BPR is produced. Another purpose of the evaluation is to serve for designing the improved version of service delivery, thus feeding the information into the new cycle of BPR.

The evaluation could focus on aspects as follows:

- **Effectiveness:** the extent to which stated objectives (BPR objective, KPIs set etc.) are met — whether the BPR has achieved what it intended to achieve. The effectiveness is determined without reference to costs and means "doing the right thing".

- **Efficiency:** a cost-related measure focusing on the optimal allocation of the resources (finance, staff, etc.). The efficiency focuses on aspects for "doing the thing right".
- **Impact:** the broader consequences from the implementation of the BPR, such as customer satisfaction, animation of specific target groups, economic impact of services, usage of innovative solutions, etc. The impact is "the next step" after immediate service provision – items that became possible thanks to the BPR.

Various objectives of evaluation may require very different periods of monitoring to capture underlying data. Effectiveness formulated through output indicators may be evaluated from a comparatively short time perspective, some conclusions might be drawn form as short monitoring period as 6 months, unless seasonality needs to be accounted for. Efficiency especially if a number of different solutions is being tested might require a longer period to allow for novelty of solutions to no longer be a factor in discipline of staff or motivation of clients – evaluation perspective is rarely below a year. Impact evaluations traditionally take a longer exposure to allow for secondary effects to be captured by monitoring data.

		Use of resources	
		Inefficient	Efficient
Pursuit of appropriate goals	Effective	Pursuing right goals, but inefficient (costs are high)	Pursuing right goals and efficient (high ROI, cost-effective)
	Ineffective	Pursuing wrong goals and inefficient (not producing what is needed and expensive)	Pursuing wrong goals but is efficient (not producing what's needed but low cost)

Adapted from source: www.insightsquared.com

There are various types of efficiency definitions and most of those can be applicable to provision of public services. Different objectives of BPR might require taking different perspectives on efficiency during the monitoring and evaluation processes.

Some definitions of types of efficiency

1. Technical efficiency. A measure of how well an input (such as a number of working service windows) is converted into an output (such as numbers of submitted service requests). Measured as the ratio of physical output to physical input.

2. Productive / production efficiency. A measure of how well a given value of inputs (such as salaries, and the costs of equipment) is converted into output value (such as the fees paid services, in case services are fee-based). Measured as the ratio of the value of outputs to the value of inputs. Productive efficiency is an element of the usual measurement of total or multifactor productivity, mostly applied in for-profit environments.

3. Allocative efficiency. A measure of how well the available resources are allocated to production that meets the preferences of the population. Measured as a change in net benefits (broadly defined, e.g. satisfaction of customers). The term allocative efficiency is sometimes defined so broadly as to equate it with the concept of overall economic efficiency.

4. Dynamic efficiency. A measure of how well resources are allocated over time to meet the current and future preferences of the population. It is especially useful when dealing with seasonal services, e.g. education diploma validation in May-June, or visa requests in July-August.

5. Economic efficiency. A measure of the increase in net benefits: encompassing productive, allocative and dynamic efficiency. An economically efficient option means that no other option can provide a higher net benefit. This approach requires an in-depth analysis of all outstanding options an often is reserved for large-scale infrastructure projects.

6. Effectiveness of a program or service. A measure of how well the outputs of a program or service achieve the stated objectives (desired outcomes) of that program or service. The most traditional indicator. (Note how effectiveness is most often an absolute value, while efficiency is usually a relative value!)

7. Cost effectiveness. A measure of the extent to which the cost of resources, used to produce a specified output or outcome, has been minimised. Cost effectiveness involves comparisons of the costs of alternative ways of producing the same or very similar effect; or comparisons of the effect produced by alternative ways with the same or very similar cost. An option is cost-effective if it has the lowest cost of all the ways of producing the same or very similar effects. This does not mean that the option necessarily has a positive net benefit.

Redrafted based on the source: https://www.pc.gov.au/research

Evaluation methodologies vary from basic to very complex, depending on granularity of data available, resources allocated to evaluation, needs of the policy-maker and others.

All methodologies could be grouped info quantitative and qualitative research strategies. Quantitative methodologies are preferable in public policy management because those produce less ambiguous results and are easier replicable.

The table below summarizes the main differences between the both types in relation to the purpose, focus, methods, techniques and benefits.

	Quantitative strategies	Qualitative strategies
Purpose	• To describe how widespread a social phenomenon is • To detect regularities and patterns and to predict change	• To provide a deeper exploration of social phenomena • The research process is useful to understand and facilitate change
Focus	• Presents the view of the outsider of a research situation • Attempts to dispel myths with data	• Presents the insider's view of the situation • More bottom-up than top-down
Methods	• Ask “whether”, "what" or "to what extent" questions + statements about variables • Assess the extent of demographic change over time. Obtain statistical data based on structural factors	• Ask a "why“ and “how” questions with additions of exploratory verbs • Examine human behaviour, attitudes, motivation and perceptions so as to uncover cultural meanings
Techniques	• Follow a pre-set replicable instrument • Involve a broad sample	• Flexible and allows probing to uncover information • Allow for a smaller sample
Benefits	• Are quantifiable and representative of the population. • Can reach a large population in a short period of time • Good for fact finding and hypothesis testing	• Data has greater internal validity • Uncover grounded theory • Good for explaining human beliefs and behaviour

More about evaluations of public policy can be found online at http://web.UNDP.org/evaluation and other resources of international development partners.

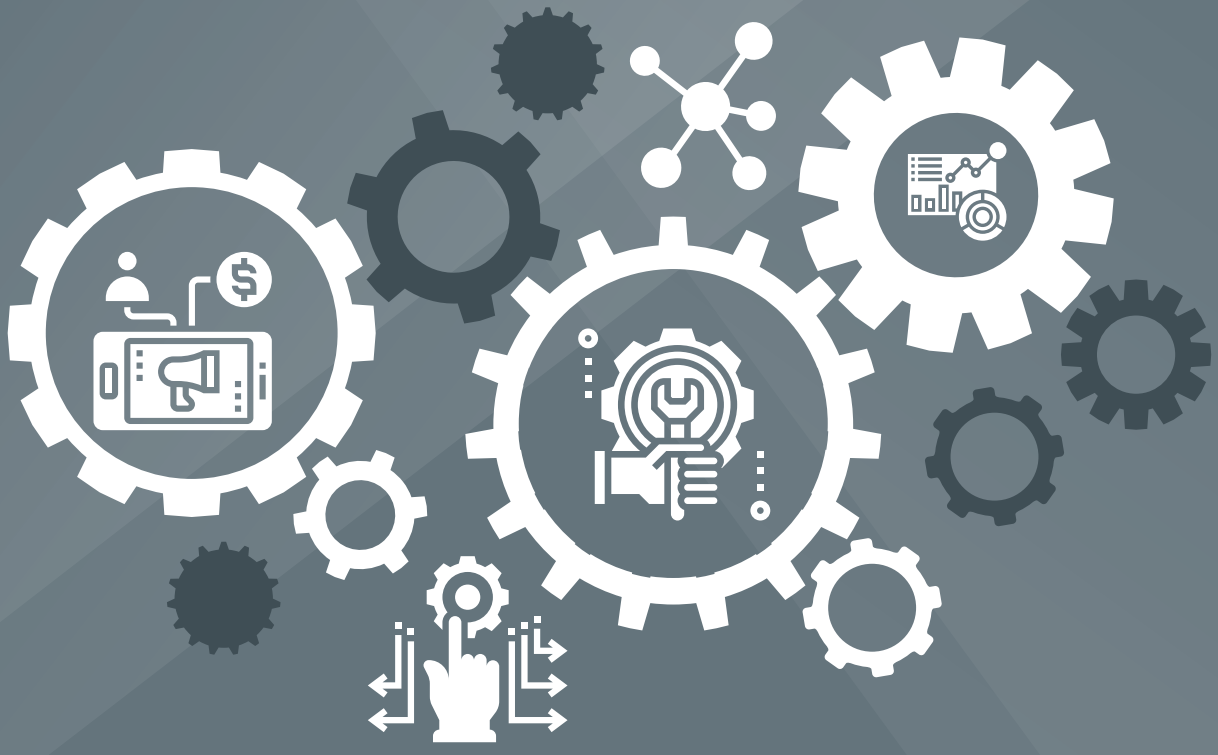
STEP 7.3: FEEDING INFORMATION INTO A NEW CYCLE OF BPR

Timing	After conclusion of evaluation
Activities	a. Elaborate and maintain a register for recommendations, including the evaluation feedback b. Use evaluation conclusions and recommendations for planning the next cycle of BPR
Key considerations	• Are the recommendations codified and systematized to be easy applied for the next BPR cycle? • Do relevant stakeholders, and especially responsible units, understand and accept the recommendations? • Are the responsible institutions assigned to each recommendation? • Do the responsible institutions have the necessary resources to implement the recommendations? • Is the recommendation implementation for the next BPR cycle adequately monitored?

Since business process re-engineering is considered a successive and on-going process, a policy cycle must be introduced and it should be a continuous process of revisiting the service itself and its production and delivery. Once previous steps of BPR are implemented, their effects are monitored and evaluated, new ideas must be considered and put forward for the new BPR round.

In addition, recommendations should also be analysed for their systemic applicability, i.e. when an evaluation of an individual service suggests a recommendation that can be used to improve other services, this opportunity needs to be used immediately instead of waiting for a symmetrical recommendation on other services directly.

Upon receiving recommendations from evaluations, it is a good practice to elaborate a register of recommendations or a recommendation implementation plan: a document setting out the recommendations, possibly also explaining or modifying the recommendations, responsible institutions or units, resources available or earmarked for implementation, indicators of success, and the timeframe. The plan must be monitored separately, or it can be integrated into the new cycle of BPR monitoring.



ANNEX

ANNEX 1: TEMPLATE FOR ANALYSIS OF AS-IS AND TO-BE

PART A

	AS-IS				Customer feedback
		Status		Eligibility requirements	
A1	Requirements for applicant	Physical person	Legal person		Requirements for applicant
		Party providing the document /data			
A2	Documents required for the decision taking	Applicant	Serice provider	Other institution (name the institution)	Documents required for the decision taking
	1.Title				
	2.				
	3.				
	4.				
	5.				
	6.				
	7.				
	8.				
	9.				
	10.				
A3	Templates for applicant				Templates for applicant
	1.Title				
	2.				
	3.				
A4	Timing	Ultimate duration for service delivery			Timing

	Considerations	
A1	Who should be the applicant?	What are the relevant eligibility rules?
A2	Is the document / data needed?	Who should submit the document / data?
A3	Is the template needed?	What information could be streamlined?
A4	What is the duration the service is aiming for?	What conclusions derive from the process and resource analysis?

TO-BE			
	Proposed status for applicant		Eligibility requirements
Requirements for applicant	Physical person	Legal person	
	Party providing the document /data		
Documents required for the decision taking	Applicant	Serice provider	Other institution (name the institution)
1.Title			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
Templates for applicant			
1.Title			
2.			
3.			
Timing	Ultimate duration for service delivery		

PART B

	AS-IS								Customer feedback
		Identify all available channels for service delivery (provided by regulatory framework and de facto operational)							
		PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot	Current channels for service
B1	Current channels for service								
		Identify whether in entering the BO phase the applications are synchronized into a single workflow							
	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot	Synchronisation of workflow
B2	Synchronisation of workflow								
		Identify whether requirements and processes are identical across all channels or some channels are preferred in terms							
	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot	Synchronisation of conditions
B3	Synchronisation of conditions								
	- speed of service								
	- number of documents required								
	- ease of use								
	- service fee								

	Considerations								TO-BE							
										Identify the all prospective channels for service delivery						
		PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot		PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot
B1	Is the channel demanded?								Prospective channels for service							
	Is introduction of chennel relevant to BPR objective?															
	Could introduction of channel improve service access?															
										Identify for which channels synchronized into a single workflow is required						
	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot
B2	Is there a justification for not synchronizing the workflows?								Synchronisation of workflow							
										Identify for which channels synhronization of conditions is needed						
	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot	Entered from:	PSC	One-stop-shop (apart from PSC)	Mobile bus	Call centre	Unified e-services portal	Internet or mobile application	Chat-bot
B3	Is there a justification for not synchronizing the conditions?								Synchronisation of conditions							
	- speed of service								- speed of service							
	- number of documents required								- number of documents required							
	- ease of use								- ease of use							
	- service fee								- service fee							

PART C

	AS-IS				Customer feedback	Considerations
		Indicate the institution and its structure performing FO functions				
C1	FO structure:				FO structure	FO structure:
	- title of institution					- title of institution
	- title of structure					- title of structure
		Indicate the total number of FOs for service delivery	Principles of FOs location			
C2	Number of FOs:				Number of FOs:	Number of FOs:
	- Institution A					- Institution A
	- Institution B					- Institution B
	- ...					- ...
		Number of applications in FO				
		Year n-1	Year n-2	Year n-3		Does the tendencies in volumes could possibly impact BPR? Which features in service provision?
C3	Number of applications				Number of applications	
	Split by territorial units:					
	...					
	Split by service provision channels					
	...					
		FTEs in FO employed for service provision				Does HR number create some bottleneck in service provision?
		Year n-1	Year n-2	Year n-3		
C4	HR				HR	
	Split by territorial units:					
	...					
		Max allocated timing				
C5	Processes and steps in FO:				Processes and steps in FO	Processes and steps in FO:
	- consulting,					- consulting,
	- verification of application,					- verification of application,
	- filling in the application,					- filling in the application,
	- scanning documentation,					- scanning documentation,
	- sending to the BO structure,					- sending to the BO structure,
	- sending / circulating decision for customer,					- sending / circulating decision for customer,
	- ...					- ...
	- ...					- ...
		Identify all available				
C6	Client facing FO features:				Client facing FO features	Client facing FO features:
	- Information on service (posters on walls, flyers, in-centre advisors),					- Information on service (posters on walls, flyers, in-centre advisors),
	- Electronic queue organizer in service centres,					- Electronic queue organizer in service centres,
	- Queue organizing options (booking a time slot on-line, via call-centre),					- Queue organizing options (booking a time slot on-line, via call-centre),
	- Service assessment options (exit polls, automatic exit assessment, post-service calls, etc.)					- Service assessment options (exit polls, automatic exit assessment, post-service calls, etc.)
		Identify availability				
C7	Equipment:				Equipment	Equipment:
	- Computers					- Computers
	- Scanners					- Scanners
	- Own online IT systems and database					- Own online IT systems and data base
	- Online IT systems and dat bases from other bodies					- Online IT systems and dat bases from other bodies
	- ...					- ...

			TO-BE			
	Is FO a separate structure from BO?	Is FO move to PSC relevant?		Indicate the institution and its structure performing FO functions for TO-BE		
C1			FO structure:			
			- title of institution			
			- title of structure			
	Is there a need increase / decrease the number of FOs the service is delivered?			Indicate the total number of FOs for service delivery	Principles of FOs location	
C2			Number of FOs:			
			- Institution A			
				Prospective number of applications in FO		
	If yes, which features in service provision?			Year n	Year n+1	Year n+2
C3			Number of applications			
			Split by territorial units:			
			...			
			Split by service provision channels			
			...			
	Is the situation territorially proportionate?			Prospective FTEs in FO employed for service provision		
				Year n	Year n+1	Year n+2
C4			HR			
			Split by territorial units:			
			...			
	Is the process / step value added?					
	Yes	No		Max allocated timingfor processes and steps left		
C5			Processes and steps in FO:			
			- consulting,			
			- verification of application,			
			- filling in the application,			
			- scanning documentation,			
			- sending to the BO structure,			
			- sending / circulating decision for customer,			
			- ...			
			- ...			
	Is there a justification for introduction?	Do the introduction would support BPR objective?		Necessary FO Features to be functional in TO-BE		
C6			Client facing FO features:			
			- Information on service (posters on walls, flyers, in-centre advisors),			
			- Electronic queue organizer in service centres,			
			- Queue organizing options (booking a time slot on-line, via call-centre),			
			- Service assessment options (exit polls, automatic exit assessment, post-service calls, etc.)			
	Are the equipment sufficient for TO-BE?	What equipment is missing?		Necessary FO equipment to be functional in TO-BE		
C7			Equipment:			
			- Computers			
			- Scanners			
			- Own online IT systems and data base			
			- Online IT systems and dat bases from other bodies			
			- ...			

PART D

	AS-IS				Customer feedback	Considerations
		Indicate the institution and its structure performing FO functions				
D1	BO structure:				BO structure	BO structure:
	- title of institution					- title of institution
	- title of structure					- title of structure
		Indicate the total number of BOs for service delivery	Principles of BOs location			
D2	Number of BOs:				Number of Bos	Number of BOs:
	- Institution A					- Institution A
	- Institution B					- Institution B
	- ...					- ...
		Number of applications in BO				
		Year n-1	Year n-2	Year n-3		Does the tendencies in volumes could possibly impact BPR? Which features in service provision?
D3	Number of applications				Number of applications	
	Split by territorial units:					
	...					
	Split by service provision channels					
	...					
		FTEs in BO employed for service provision				Does HR number create some bottleneck in service provision?
		Year n-1	Year n-2	Year n-3		
D4	HR				HR	
	Split by territorial units:					
	...					
		Max allocated timing				

												TO-BE			
	Is BO a separate structure from FO?	Is BO move relevant?											Indicate the institution and its structure performing BO functions for TO-BE		
D1												BO structure:			
												- title of institution			
												- title of structure			
	Is there a need increase / decrease the number of BOs the service is delivered?												Indicate the total number of BOs for service delivery	Principles of BOs location	
D2												Number of BOs:			
												- Institution A			
													Prospective number of applications in BO		
	If yes, which features in service provision?												Year n	Year n+1	Year n+2
D3												Number of applications			
												Split by territorial units:			
												...			
												Split by service provision channels			
												...			
	Is the situation territorially proportionate?												Prospective FTEs in BO employed for service provision		
													Year n	Year n+1	Year n+2
D4												HR			
												Split by territorial units:			
												...			
	Is the process / step value added?		Suggested action												
	Yes	No	Eliminate	Delegate	Reallocate	Automate	Separate	Standartize	Digitize	Outsurce	Use IT solutions		Max allocated timing for processes and steps left		

PART D

D5	Processes and steps in BO:				Processes and steps in BO:	Processes and steps in BO:
	- review of application,					- review of application,
	- review of submtted documents,					- review of submtted documents,
	- data requesting from IT systems,					- data requesting from IT systems,
	- data verifications,					- data verifications,
	- making a decision,					- making a decision,
	- drafting a decision,					- drafting a decision,
	- verification of decision,					- verification of decision,
	- signing of decision,					- signing of decision,
	- ...					- ...
	- ...					- ...
D6	Other institutions involved in provision of service:	Institution A	Institution B	Institution C	Other institutions involved in provision of service	Other institutions involved in provision of service:
	Title					Institution A
	Role / functionality in service provision					Institution B
	Way of exchange the information / data					Institution C
	Frequency of exchange of information/ data					
	Interaction prorocols					
D7	Decision signing person:				Decision signing person	Does the 4-eyes principle is being observed?
	- Position of official who is signing the decision					
		Identify availability				
D8	Equipment:				Equipment	Equipment:
	- Computers					- Computers
	- Scanners					- Scanners
	- Own online IT systems and data base					- Own online IT systems and data base
	- Online IT systems and dat bases from other bodies					- Online IT systems and dat bases from other bodies
	- ...					- ...

D5													Processes and steps in BO:			
													- review of application,			
													- review of submtted documents,			
													- data requesting from IT systems,			
													- data verifications,			
													- making a decision,			
													- drafting a decision,			
													- verification of decision,			
													- signing of decision,			
													- ...			
													- ...			
	Is there a need for data exchange?	Is this the optimal way for obtaining the necessary data?	Could the data exchange taka plece faster?	Is there a need for real time data exchange?	What would be the optimal frequency of data exchange?	Does the interaction protocols need to be changed?							Institution A	Institution B	Institution C
D6													Other institutions involved in provision of service:			
													Title			
													Role / functionality in service provision			
													Way of exchange the information / data			
													Frequency of exchange of information/ data			
													Interaction prorocols			
D7	Does the visa and internal agreements go beyonf the 4-eyes principle?												Decision signing person:			
													- Position of official who is signing the decision			
	Are the equipment sufficient for TO-BE?	What equipment is missing?												Necessary FO equipment to be functional in TO-BE		
D8													Equipment:			
													- Computers			
													- Scanners			
													- Own online IT systems and data base			
													- Online IT systems and dat bases from other bodies			
													- ...			

PART E

	AS-IS					Customer feedback
		Is the information available?	Where the information is available?	Is the information true?	Is the information clear?	
E1	General process clarity					General process clarity
	- Requirements for applicant and documentation needed,					
	- FO locations,					
	- Other options for requesting the service (if not by FO),					
	- BO institution,					
	- Way of delivery of decision,					
	- Timing for service provision,					
	- Appeals institution and due dates					
		Are FO functions performed by a different structure than BO?				FO and BO separation
E2	FO and BO separation					
		Y/N				
E3	Fees					Fees
	- What is the service fee?					
	- Are there variations in service fee?					
	- Are the fees known and communicated to applicants?					
	- Are the fees calculated using the common principles?					
	- Are discounts clearly communicated and justified by social or other policies?					
		Is the BO operator (-s) unknown from the point of view of customer during the decision taking?				Unknown BO operator
E4	Unknown BO operator					
		Indicate relevant existing KPIs in respect to the groups				
E5	KPIs in respect to:					KPIs
	- Process characteristics,					
	- Process flow compliance,					
	- Compliance of the process steps with predefined parameters,					
	- Satisfaction and assessment of cooperation of employees involved in service delivery,					
	- Service quality indicators,					
	- Service accessibility indicators					

	Considerations		
		What improvements are needed?	
E1	General process clarity		
	- Requirements for applicant and documentation needed,		
	- FO locations,		
	- Other options for requesting the service (if not by FO),		
	- BO institution,		
	- Way of delivery of decision,		
	- Timing for service provision,		
	- Appeals institution and due dates		
		Is there a need to split the FO functions from BO fucntions?	
E2	FO and BO separation		
		If yes, which features in service provision?	
E3	Fee		
	Through which channels the applicant could obtain information on BO operator that examines his/ her application?		
E4			
		Is defined KPI SMART?	Does a new KPI need to be proposed?
E5	KPIs in respect to:		
	- Process characteristics,		
	- Process flow compliance,		
	- Compliance of the process steps with predefined parameters,		
	- Satisfaction and assessment of cooperation of employees involved in service delivery,		
	- Service quality indicators,		
	- Service accessibility indicators		

TO-BE		
	Indicate the institution and its structure performing BO functions for TO-BE	
BO structure:		
- title of institution		
- title of structure		
	Indicate the total number of BOs for service delivery	Principles of BOs location
Number of BOs:		
	Prospective number of applications in BO	
	Year n	Year n+1
Number of applications		
Split by territorial units:		
...		
Split by service provision channels		
...		
	Means to be introduced to anonimize the BO operator	
Unknown BO operator		
	Proposed KPI in respect to the group of KPI	
KPIs in respect to:		
- Process characteristics,		
- Process flow compliance,		
- Compliance of the process steps with predefined parameters,		
- Satisfaction and assessment of cooperation of employees involved in service delivery,		
- Service quality indicators,		
- Service accessibility indicators		

PART E

	AS-IS				
		Is the information available?	Where the information is available?	Is the information true?	Is the information clear?
E1	General process clarity				
	- Requirements for applicant and documentation needed,				
	- FO locations,				
	- Other options for requesting the service (if not by FO),				
	- BO institution,				
	- Way of delivery of decision,				
	- Timing for service provision,				
	- Appeals institution and due dates				
		Are FO functions performed by a different structure than BO?			
E2	FO and BO separation				
		Y/N			
E3	Fees				
	- What is the service fee?				
	- Are there variations in service fee?				
	- Are the fees known and communicated to applicants?				
	- Are the fees calculated using the common principles?				
	- Are discounts clearly communicated and justified by social or other policies?				
		Is the BO operator (-s) unknown from the point of view of customer during the decision taking?			
E4	Unknown BO operator				
		Indicate relevant existing KPIs in respect to the groups			
E5	KPIs in respect to:				
	- Process characteristics,				
	- Process flow compliance,				
	- Compliance of the process steps with predefined parameters,				
	- Satisfaction and assessment of cooperation of employees involved in service delivery,				
	- Service quality indicators,				
	- Service accessibility indicators				

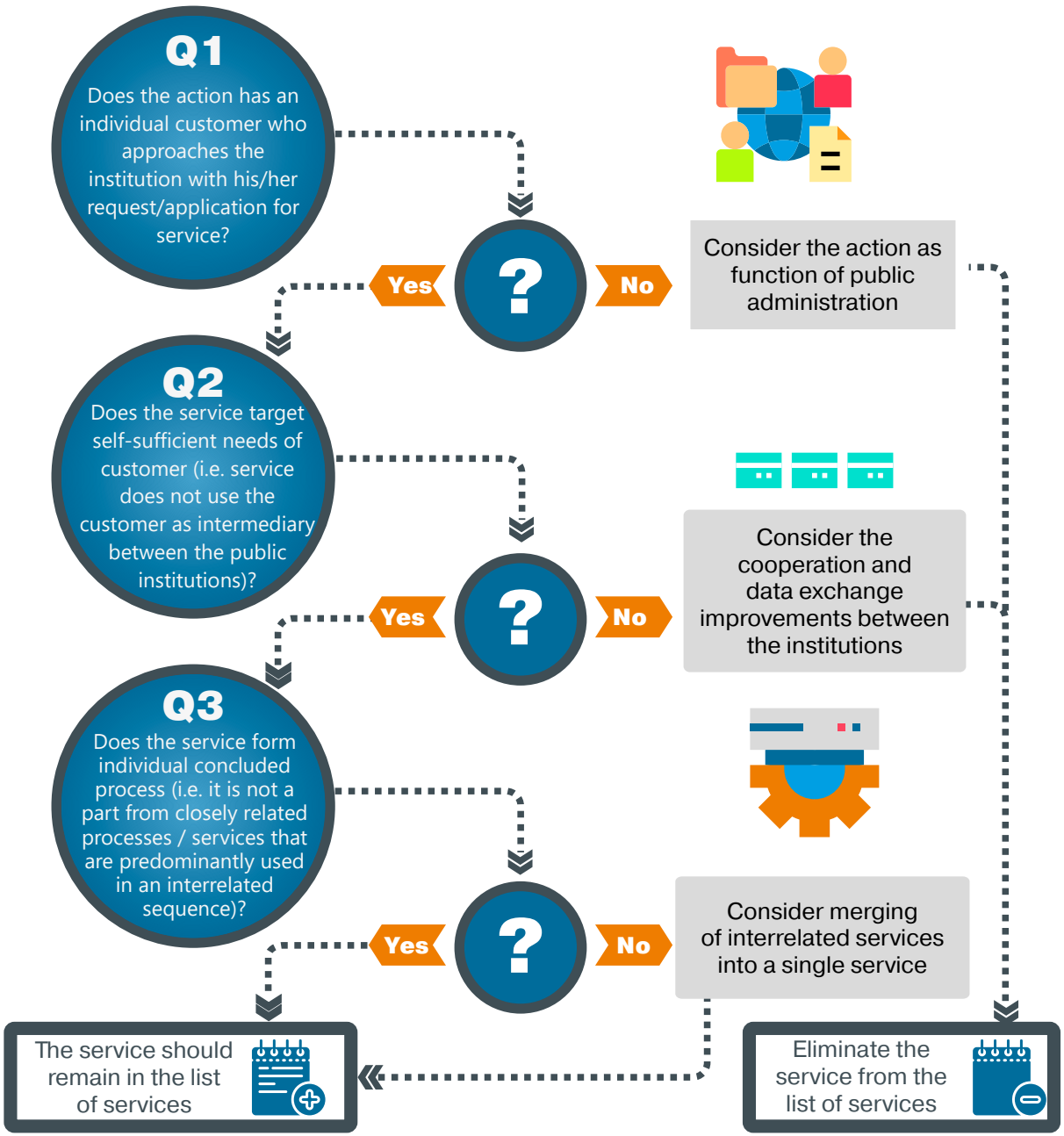
	Customer feedback	Considerations			TO-BE		
			What improvements are needed?			Indicate the institution and its structure performing BO functions for TO-BE	
E1	General process clarity	General process clarity			BO structure:		
		- Requirements for applicant and documentation needed,			- title of institution		
		- FO locations,					
		- Other options for requesting the service (if not by FO),					
		- BO institution,					
		- Way of delivery of decision,					
		- Timing for service provision,					
		- Appeals institution and due dates			- title of structure		
	FO and BO separation		Is there a need to split the FO functions from BO fucntions?			Indicate the total number of BOs for service delivery	Principles of BOs location
E2		FO and BO separation			Number of BOs:		
						Prospective number of applications in BO	
			If yes, which features in service provision?			Year n	Year n+1
E3	Fees	Fee			Number of applications		
					Split by territorial units:		
					...		
					Split by service provision channels		
					...		
	Unknown BO operator	Through which channels the applicant could obtain information on BO operator that examines his/ her application?				Means to be introduced to anonimize the BO operator	
E4					Unknown BO operator		
			Is defined KPI SMART?	Does a new KPI need to be proposed?		Proposed KPI in respect to the group of KPI	
E5	KPIs	KPIs in respect to:			KPIs in respect to:		
		- Process characteristics,			- Process characteristics,		
		- Process flow compliance,			- Process flow compliance,		
		- Compliance of the process steps with predefined parameters,			- Compliance of the process steps with predefined parameters,		
		- Satisfaction and assessment of cooperation of employees involved in service delivery,			- Satisfaction and assessment of cooperation of employees involved in service delivery,		
		- Service quality indicators,			- Service quality indicators,		
		- Service accessibility indicators			- Service accessibility indicators		

PART F

	AS-IS				Customer feedback
		Institution holding the data	Identify whether the information / data available at public institutions and necessary for service delivery are digitized		
F1	Digitalization				Digitalization
	- Data on...				
	- Data on...				
	- Data on...				
	...				
		Identify what ICT service components are available			
F2	ICT service components:				ICT service components:
	- Internet use and the information provided via internet;				
	- Application on-line;				
	- Electronic processes in BO;				
	- Service tracking on-line;				
	- Integrated database share;				
	- On-line payment;				
	...				
		Data on ...	Data on ...	Data on ...	
F3	The technology used				The technology used
	- Are there enough hardware units?				
	- What information systems are used?				
	- Which processes are carried out by these systems?				
	- What, if any, integrations exist between each of these systems and other systems?				
	- Which communication channels are they currently supporting or available through and which other channels could they support?				
	- How is the system secured against inappropriate access and usage (physical access controls and authentication and authorization technologies)?				
		Data on ...	Data on ...	Data on ...	
F4	Data process				Data process
	- Is a database system used and if so, what database technology is used?				
	- Is there a reliable and tested back-up system?				
	- Is there a secure and immediate information exchange between the systems/registers?				
	- Is the format (scheme) of the information well documented and kept up-to-data?				

	Considerations				TO-BE			
		Does the digitalization is needed to achieve the targets of BPR?				Proposal for digitalization		
F1	Digitalization				Digitalization			
	- Data on...				- Data on...			
	- Data on...				- Data on...			
	- Data on...				- Data on...			
	...				...			
		Do the service component need to introduced to achieve the targets of BPR?				Proposal for ICT components used		
F2	ICT service components:				ICT service components:			
	- Internet use and the information provided via internet;				- Internet use and the information provided via internet;			
	- Application on-line;				- Application on-line;			
	- Electronic processes in BO;				- Electronic processes in BO;			
	- Service tracking on-line;				- Service tracking on-line;			
	- Integrated database share;				- Integrated database share;			
	- On-line payment;				- On-line payment;			
	...				...			
		What needs to be improved to achieve the BPR targets?				Proposal for technology used		
		Data on ...	Data on ...	Data on ...		Data on ...	Data on ...	Data on ...
F3	The technology used				The technology used			
	- hardware units				- hardware units			
	- information systems used				- information systems used			
	- processes are carried out by these systems				- processes are carried out by these systems			
	- integrations between systems				- integrations between systems			
	- communication channels supported				- communication channels supported			
	- system security				- system security			
		What needs to be improved to achieve the BPR targets?				Proposal for data processes		
		Data on ...	Data on ...	Data on ...		Data on ...	Data on ...	Data on ...
F4	Data process				Data process			
	- database system used				- database system used			
	- reliable and tested back-up system				- reliable and tested back-up system			
	- secure and immediate information exchange between the systems/ registers				- secure and immediate information exchange between the systems/registers			
	- format (scheme) of the information well documented and kept up-to-data				- format (scheme) of the information well documented and kept up-to-data			

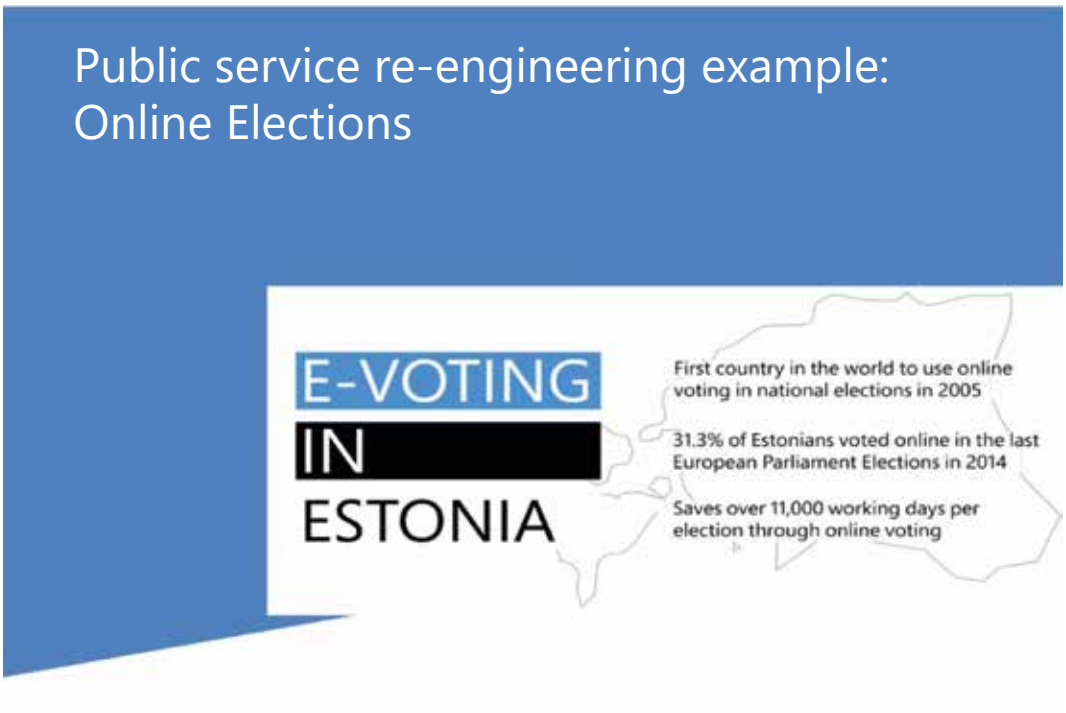
ANNEX 2: ALGORITHM FOR INVENTORY OF PUBLIC SERVICES



ANNEX 3: CHECK LIST FOR IMPLEMENTATION OF BPR

No	Phases and steps	Completed
Phase 1	**Preparation for BPR**	
Step 1.1	Collecting the team	
Step 1.2	Defining objective for BPR for service	
Step 1.3	Identification of scale of available resources	
Step 1.4	Defining the time schedule and work organisation	
Phase 2:	**Analysis of the Current Situation: AS-IS**	
Step 2.1	Identification of framework for service provision	
Step 2.2	Identification of data on current service delivery	
Step 2.3	Identification of IT usage	
Step 2.4	Identification of existing service benchmarks	
Step 2.5	Mapping the AS-IS workflow	
Step 2.6	Collecting the feedback on AS-IS	
Phase 3	**Undertaking the re-engineering: TO-BE**	
Step 3.1	Administrative simplification	
Step 3.2	Analysing and re-designing the processes	
Step 3.3	Proposing IT usage	
Step 3.4	Applying service standards and development of KPIs	
Step 3.5	Development of TO-BE map	
Phase 4	**Preparation for implementation**	
Step 4.1	Defining involvement of partners	
Step 4.2	Resource and cost calculation	
Step 4.3	Defining time-frame for implementation	
Phase 5	**Piloting**	
Step 5.1	Test driving the re-designed service provision	
Step 5.2	Analysis of the feedback	
Step 5.3	Introducing necessary adjustments to the TO-BE	
Phase 6	**Entering into production environment**	
Step 6.1	Attraction of resources	
Step 6.2	Trainings for staff	
Step 6.3	Annual Resource Attraction Plan	
Step 6.4	Amending the legal framework	
Phase 7	**Follow-up**	
Step 7.1	Monitoring of service provision	
Step 7.2	Evaluation of service provision	
Step 7.3	Feeding information into a new cycle of BPR	

ANNEX 4: BPR EXAMPLES FOR PUBLIC SERVICES



Key features re-engineered

Before

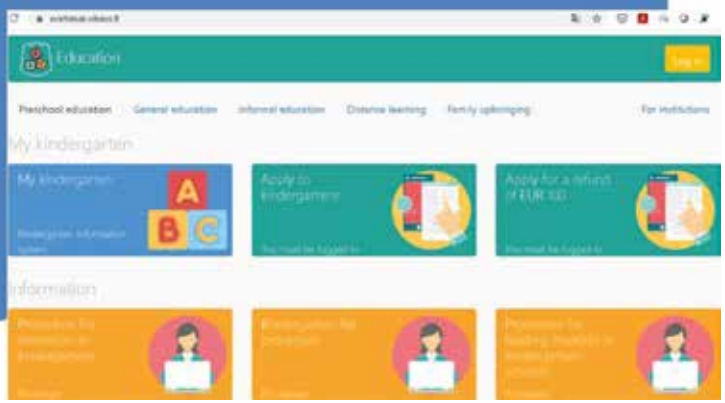
- In person visit to the voting station
- Documents required:
  - Passport
  - Certificate on declared address

After

- Channels:
  - E-portal
  - Voting station
- Documents required:
  - ID card for online voting
  - Passport / ID card for voting in voting station
- Opportunity to change vote

Public service re-engineering case: application for kindergarten

Vilnius, Lithuania



Key features re-engineered

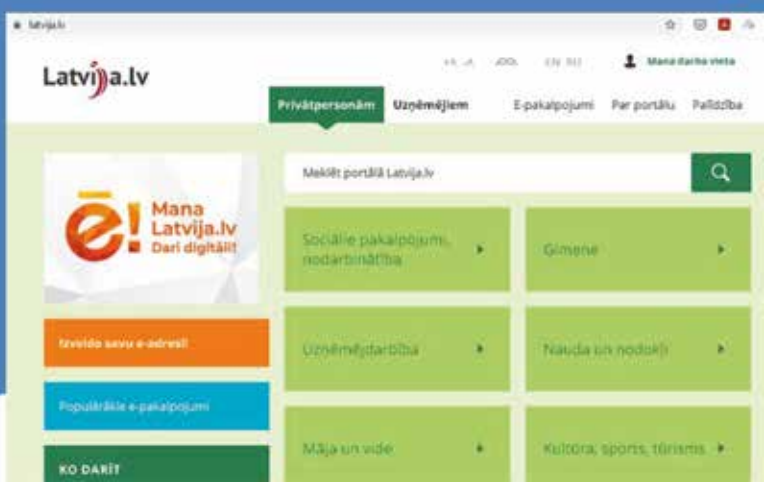
Before

- In person visit to kindergarten
- Documents required:
  - Birth certificate
  - Registration of permanent address
  - Justifications for priority queue

After

- Channels:
  - E-portal
  - Municipal services window
- No additional documents required
- Opportunity for Online monitoring of queue

Public service re-engineering case: Registration of birth & application for child Benefits Latvia



Key features re-engineered

Before

- 2 separate services:
  - Registration of birth
  - Application for child benefits
- 2 in-person visits to 2 different institutions
- Identical documents required for both services:
  - Mother's Passport / ID
  - Certificate from Maternity Ward
  - Registration of permanent address

After

- Merged service:
  - the birth registration
  - automatically registers child benefits
- Single visit
- If parents are married father can make the registration instead of mother

Public service re-engineering case: application for disability certificate Moldova

Key features re-engineered

Before

- Only channel visit to the National Council for Determining Disability and Labour Capacity office
- Documents required - 5 different medical forms
- Applicant's presence at the decision making commission
- Paper based work, massive archive files since 1945

After

- Channels:
  - Online application
  - One-stop-shops,
  - National Council for Deteremining Disability and Labour Capacity offices
- Documents required - Common medical form
- Decision making, based on documents, and incognito
- IT system for managing of process, incl. archive