ANALYTICAL
REPORT

CAPACITY NEEDS ASSESSMENT REPORT FOR BUSINESS PROCESS RE-ENGINEERING IN PUBLIC SERVICE DELIVERY IN UZBEKISTAN

Karakalpakstan

Namangan region

Tashkent region

Jizzakh region

Kashkadarya region

Syrdarya region

Surkhandarya region

TASHKENT | 2021

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EXECUTIVE SUMMARY

The Capacity Needs Assessment Report targets the public service providers in respect to identify the current approaches in provision of public services and application of BPR, identify the gaps at strategic and operational levels, as well as suggest the improvements. The conclusions from the assessment would feed into the Manual for Effective and Efficient Usage of BPR in Public Service Delivery (BPR Manual) in Uzbekistan.

The assessment covers PSA and 80 public service providers both front and back office institutions in Uzbekistan and assessment methods encompassed the desk review, self-assessment questionnaire, as well as in-depth interviews and site visits.

The analysis produced altogether 10 key conclusions in respect to BPR, as well as 8 conclusions in respect to public services organisation and delivery.

The main conclusions and gaps related to the BPR application are as follows:

1. In Uzbekistan most commonly BPR is initiated via top-down approach; comparably less it is initiative of service provider. This means that the significant changes in organisation of public services are pre-determined by the political authority agenda and priorities, requiring implementation of the improvements. There is no established routine cycle when service providers based on regular monitoring and feedback data improve the organisation of services provision.

2. Knowledge and know-how on BPR usually are not institutionalized, relaying on the experience and initiative of individual staff members. In the process of improvement of public services, the service providers could not follow the codified knowledge.

3. Basic tools for implementation of BPR, i.e. manuals, methodologies, standards, often are missing in public service providers in Uzbekistan. Usually when tools do exist they are a result of some previously implemented development partner financed project. Some methodology elements related to BPR application could be observed, however they are fragmental and do not cover the full scope for implementation of BPR.

4. Although the Ministry of Justice and the Public Services Agency are in charge of the policy making and coordination for the management of public services, their methodological leadership role is not sufficiently defined and enabled. For meaningful implementation of the role in respect to BPR it would entail provision and regular up-date on the key tools (e.g. BPR methodology), organising seminars for application of methodologies, creating the knowledge base, as well as enforcing

the requirements and standards – but most importantly becoming a single point of feedback for leadership of the country in terms of achievements and potential realistic improvements in public services.

5. Institutions in Uzbekistan sometimes lack instrumental knowledge in BPR, including applying of concepts and principles. The proper understanding most commonly relates towards the application of the exact provisions rather than interpretation and application of the principles that can be utilised in similar situations.

6. BPR outcome is often put into production environment without the proper test-drive, i.e. the proposed new organisation of the public service is not being piloted before launching new approach for service delivery.

7. BPR / service modernisation as function requires attribution for particular structure in every service provider. Currently BPR or service modernisation is not approached systemically in most public service providers in Uzbekistan that does not allow establishing concentrated BPR competence in an institution and also risks producing sub-optimal results because the improvements are implemented in addition to main functions.

8. BPR / service modernisation requires increased inter-institutional cooperation between the institutions. Institutions recognize that not requesting the data from the customer that is already available in other public institutions should be in the focus of BPR in Uzbekistan. However, this simultaneously requires a new level of cooperation between the institutions – identification of data already available for each of service provider, agreements of the interaction protocols, digitization of data to enable quick data exchange, establishing of interfaces for BO IT systems.

9. BPR / service modernisation requires increased HR competencies - instrumental skills for analysis and modelling of processes and required resources, quality management skills, change management competencies, IT competencies, and others. BPR as a systemic reform, especially if accompanied by the reform of public functions, like delivery of public services, requires a significant increase in human capacity devoted to the effort. Introduction of competency-based HR management would facilitate strengthening the HR competencies and skills.

10. For best efficiency BPR to be focused on e-services. Modern provision of public services across the globe is based on e-services solutions. This is especially true for countries with large populations and diverse geography like Uzbekistan.

The main conclusions and gaps related to the public service provision are as follows:

1. Strategic and horizontal legislative framework in public service delivery is missing, i.e. the cascade of policy documents and deriving legislation for the policy area of e-governance and provision of public services is not in place.

2. Role of PSA as methodological leader needs to be strengthened - methodological leader must be identified and trustworthily communicated; coordinating role over service organisations needs to be strengthened; also because for BO institutions

service provision most commonly is a non-profiling function where the attention and resources of institution is not primarily focused.

3. PSA as FO for service delivery could be emphasized by further concentrating the FO function for the rest of public services. Currently for some service providers FO and BO functions seems not entirely separated, thus creating the transparency risks.

4. Quality management is often lacking as a function in institutions, while it is especially important in aftermath of important reforms and implementation of the customer facing functions and tasks. Centralised institution level quality management function would be especially crucial in successful BPR application.

5. The general tools for services provision such as guidelines, manuals, SOPs often are missing; the services are governed and implemented by means of legislation only.

6. Only very few institutions involved in public service provision apply KPIs in Uzbekistan. Those are related towards management of meeting of due dates for review of applications – that is simple, however important aspect in delivery of public services and could serve as good starting point for more advanced KPIs. Introduction of operational type KPIs would enable data-based management and improve service quality and overall performance of service providers.

7. Potential customers of public services in Uzbekistan are often not aware of the requirements for public services and lack capacity to access those services which are available on-line. Transparency needs to be improved through emphasizing the information on services (process, requirements, fees, deadlines, etc.).

8. Low levels of penetration of ICT networks and comparatively low levels of ICT-literacy compounded by interruptions in power-supply prevent migration to e-services.

ABBREVIATIONS

BO	Back-office
BPR	Business Process Re-engineering
EU	European Union
FO	Front-office
HR	Human resources
ICT	Information and communication technologies
IT	Information technologies
KPI	Key performance indicator
OECD	Organization for Economic Cooperation and Development
PSA	Public Services Agency
PSC	Public Services Centre
PSD	Public Service Delivery
SOE	State owned enterprise
SOP	Standard operational procedure
UN	United Nations
UNDP	United Nations Development Programme
CRO	Civil Registry Office

1. INTRODUCTION

1.1. ASSIGNMENT BACKGROUND

In 2017, the Government of the Republic of Uzbekistan launched a massive nationwide reform programme. The ultimate goal of the reforms is to transform the government into a transparent system that prioritises citizens' well-being. Large parts of the reforms focuses on improving transparency and the public service delivery.

Public Services Agency was created in 2017 as an institution subordinated to the Ministry of Justice and considered to be an authorized body of public administration engaged in the provision of public services to individuals and legal entities.

EU financed project "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan" implemented by UNDP aims to assist the Government of Uzbekistan to develop a citizen-centric public service delivery and strengthen the local governance system in addressing environmental, social and economic concerns and interests of local citizens more effectively. Enhancement of institutional capacities of the PSA, the Ministry of Justice, and associated agencies to develop, plan, implement and monitor public service delivery policy is among the key areas of project intervention.

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. Therefore, it would be crucial to strengthen the competences of institutions and tools available for the application of BPR in order to succeed with the transforming of the public services organisation and delivery.

1.2. OBJECTIVES OF THE ASSIGNMENT

The Assignment supported by the EU/UNDP project "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan" aims to provide strategic guidance on implementation of the initiatives related to the capacity building initiatives of government officials in BPR and knowledge transfer in public service delivery in Uzbekistan.

The Capacity Needs Assessment Report as deliverable of Assignment targets the public service providers in respect to identify the current approaches in provision of public services and application of BPR, identify the gaps at strategic and operational levels, as well as suggest the improvements. The conclusions from the assessment would feed into the BPR Manual in Uzbekistan.

1.3. STRUCTURE OF THE REPORT

Capacity Needs Assessment Report is structured into Introduction and three main Chapters – Methodology Chapter describing the approach and methods towards assessment; Chapter on Results of Fieldwork summarising the observations from the in-depth interviews and site visit, as well as results of survey questionnaire; Chapter on Conclusions and Recommendations highlighting the analysis results in form of conclusions and recommendations related to BPR and overall public service delivery.

2. METHODOLOGY

2.1. OVERALL APPROACH

The capacity assessment of the service providers traditionally includes the three governance aspects or building blocks. The main characteristics for the building blocks are summarized in table below.

Structures	Definition and setting-up of sound mechanisms for provision of public services; providing clarity in assigning of functions and responsibilities among organizational structures and employees within the structures; error and conflict resolution pathways.
Human Resources	Application of HR policies and approaches; turnover and availability of qualified, experienced and motivated staff; competencies to comply with legislation and normative requirements; capacity to fulfil recruitment needs and of retaining resources.
Tools & Systems	Strengthen administrative capacity through tools such as methods, guidelines, manuals, procedures and forms for performing service delivery functions; external and internal IT systems for submitting applications, processing applications and taking decisions; knowledge management used to transform tacit and implicit knowledge into explicit shareable knowledge.

The methodology for capacity needs assessment targeted the three building blocks, however emphasizing the Tools & Systems and HR aspects as the key focus of the assignment is provision of support to BPR application.

The scope of analysis included PSA and all 80 service providers that provide more than 700 public services.

The high-level approach is presented in the figure below capturing the main assignment phases and activities.

2.2. METHODS FOR DATA COLLECTION AND ANALYSIS

Data collection and analysis was aimed at gathering of systemic level and individual institution level data on the organization and delivery of public services in Uzbekistan, particularly targeting the aspects of BPR, in order to understand the current situation in terms of overall framework for public services and BPR, principles of operation, organisational structures and functional division, tools applied, capacities and competencies, etc., to feed into the analysis and development of recommendations.

Three main methods were utilized for the data collection:

- Self-assessment survey questionnaire for public service providers;
- In-depth interviews with selected public service providers;

■ Site visits to PSCs.

Self-assessment survey questionnaire

Objective of the survey questionnaire was to identify the existing capacity of service providers and the main gaps for improvement at institutional level and contribute for elaboration of the Manual to improve the efficiency and effectiveness in use of BPR.

Taking into account rather high number of institutions to be reached (80 service providers) and the resources available, the self-assessment questionnaire was proposed. The questionnaire (see Annex 1) was composed of two parts:

1) Part A: Questions on overall experience of institution in relation to application of BPR that require answering Yes / No;

2) Part B: Questions related to the competencies of the employees to be able to perform BPR for public services that require answering with a ranking.

The questionnaire was published on a survey web platform www.sureymonkey.com in Uzbek and Russian and circulated for public service providers by email from the PSA. The questionnaire was open from 26 March till 20 April 2021.

The service providers were asked to fill out a single questionnaire for the whole institution, encompassing the view on the institution as such and it was expected that the responder (single responder per institution) would be a middle- or high-level manager directly involved in BPR in the institution and having well-grounded opinion to judge for the institution.

Altogether 54 institutions responded to the questionnaire (67% of the target group); out of them three institutions have submitted the answers only for Part A. Six institutions have submitted more than one response. For those cases the average score for institution for Part B questions was calculated and estimated whether the responses for Part A coincided. Only coinciding answers for Part A were considered as relevant for analysis.

In-depth interviews

The objective of in-depth interviews was to validate the results of the self-assessment survey questionnaire and gain deeper understanding about the state of play in relation to provision of public services and BPR.

Altogether 13 public institutions were selected for the interviews taking into account their status in public services provision and the relative importance of the services provided (e.g. demand for services, character of services). These are:

■ Ministry of Justice as policy maker in field of public services and oversight institution for Public Services Agency;

■ Public Services Agency as coordinating body and FO structure for public services, provider of public services in relation to RCO;

■ Cadastre Agency;

■ State Tax Committee;

- UZSTANDARD agency (Standardization, Metrology and Certification agency of Uzbekistan);
- Ministry of Construction;
- State Committee for Ecology and Environmental Protection;
- Ministry of Transport;
- Ministry of Employment and Labour Relations:
- Pension Fund of the Republic of Uzbekistan;
- Ministry of Preschool Education;
- Ministry of Interior Affairs;
- Ministry of Health.

The interviews took place with 11 institutions from the list of identified service providers – all except Ministry of Interior Affairs and Ministry of Health. In addition, representatives of state unitary enterprise UNICON.UZ as an institution responsible for elaboration of standards for public services delivery were interviewed.

To complement the information received from the public sector, the private sector representatives engaged in public services modernization were interviewed as well:

- Consulting company ERGO ANALYTICS in respect to the surveys implemented assessing the quality of services provision and capacity assessment of PSA/PSCs and two back-office agencies;
- PwC in respect to the experience in re-engineering of three selected public services in Uzbekistan, overall observations in service organisation, gaps for improvement;
- KPMG in respect to the experience in re-engineering methodologies and approaches, elaboration of the Strategy for public services delivery in Uzbekistan.

All interviews took place in the period from 5 May till 11 May 2021. The interviews with stakeholders were organized as semi-structured interviews following the questions from the list (see Annex 2).

Site visits

To gain the real life experience in operation of the FO structure, the site visits to two public service centres located in Tashkent took place. To observe the difference in infrastructure one modernized centre and one centre located in non-upgraded premises were chosen – and the difference in working and service environment were visible.

Data analysis

The Capacity Needs Assessment Report is prepared based on the data collected, identifying the state of play and the most crucial gaps in organisation and delivery of public services and implementation of BPR, as well as providing the recommendations for improvement. The conclusions and recommendations derive from benchmarking the observations on state of play with internationally recognized good governance practices in organization and delivery of the public services.

3. RESULTS OF FIELDWORK

The Chapter summarizes the key observations from the interviews with institutions and site visits to PSCs, as well as provide the summary of results survey questionnaire.

3.1. INTERVIEWS WITH INSTITUTIONS

3.1.1. OVERALL INSTITUTIONAL FRAMEWORK FOR SERVICES PROVISION

The observations from the interviews provide the evidence that most of service providers cooperate with PSCs using its interface for the provision of FO functions. However, there are still variations how the FO is split for the services belonging to the same policy area – depending on certain criteria not always the FO function is assigned to PSC.

At the same time PSA itself is dealing not solely with provision of FO function for the public services – it also ensures the part of BO function for RCO and business registration services.

Service provider	Provision of BO and/or FO functions	Use of PSC as FO
PSA	BO (for RCO and business registration services services)	FO for RCO and business registration services and other service provider services (altogether above 150 services)
Cadastre Agency	BO	Yes
UZSTANDARD agency	Coordination of BOs and FOs of service provision in 6 subordinated institutions	No involvement of PSC
State Tax Committee	FO (for part of services depending on groups of customers and related tax legislation) and BO	Yes (for part of services depending on groups of customers and related tax legislation)
Ministry of Construction	BO	Yes
State Committee for Ecology and Environmental Protection	FO (2 services), BO (16 services)	Yes (PSC is FO 14 services)
Ministry of Transport	FO (for part of services requiring on-the-spot visits) and BO	Yes (for part of services not requiring on-the-spot visits)
Ministry of Employment and Labour Relations	FO and BO (8 services altogether)	No involvement of PSC
Pension Fund	FO (part of services), BO	Yes (part of services – issuing of certificates)
Ministry of Preschool Education	BO (single service)	Yes

3.1.2. BPR EXPERIENCE

All interviewed institutions consider themselves dealing with BPR in improving the public services. The focus of BPR most commonly is related to the reduction of timing for receiving of public service and not requesting particular documents from the

applicant. At the same time the institutions acknowledge that meeting of deadlines is among the most frequent problems in public service delivery.

Institutions mention that the source of initiation of BPR usually are decisions of the President, Government or line minister. Less common BPR is applied as self-initiative in improvement of public services.

When implementing BPR, institutions recognize that most commonly the methodology type document governing the BPR either procedure wise or approach wise does not exist. In exceptional cases institutions mention that BPR methodology is available – e.g. for Cadastre Agency BPR methodology was developed within framework of WB project and used when developing the IT systems (optimisation of processes that was aligned with operation of IT systems). State Tax Committee demonstrated advanced flow charts for mapping of the business processes and identifying of non-compliances and gaps at the level of each service, thus providing good analytical base in improvement of public services.

Only few institutions recognize the application of piloting as integral part in re-engineering of public services. Those cases most commonly are related to IT systems development (e.g. Cadastre Agency).

Service provider	Source for initiation of BPR	Existence of BPR methodology	Focus of BPR
PSA	President decisions Government decisions Minister decisions	Existing procedure on BPR (in framework of ISO certificate); Applies international experience (for RCO)	Reduction of timing Not requesting particular documents from applicant Improving processes for internal efficiency Digitisation
Cadastre Agency	Government decisions	Yes (WB project by-product); also applies cases on re-engineering from other countries	Reduction of timing Digitisation
UZSTANDARD agency	President decisions Government decisions	No	Reduction of timing Resource savings Client satisfaction Elimination of paper based processes
State Tax Committee	Because of tax reform and changes in policy and regulations	Developed advanced flow charts for mapping of the business processes and identifying of non-compliances and gaps	Digitisation Simplifications at the user side
Ministry of Construction	n/d	n/d	n/d
State Committee for Ecology and Environmental Protection	President decisions	No	Reduction of timing Not requesting particular documents from applicant

Service provider	Source for initiation of BPR	Existence of BPR methodology	Focus of BPR
Ministry of Transport	n/d	No, relies on international experience when improving services	Resource efficiency considerations
Ministry of Employment and Labour Relations	President decisions Government decisions Self-initiatives as result of feedback analysis	No	n/d
Pension Fund	Self-initiatives	No	Not requesting particular documents from applicant Simplification of processes
Ministry of Preschool Education	n/d	No	Transparency improvements

3.1.3. OPERATIONAL ASPECTS IN PUBLIC SERVICES ORGANISATION

The organisation and delivery of public services are governed by regulations of the Government. Only in few cases institutions referred to the institution level documents – Standard Operational Procedures or Manuals. In case of PSA acquiring of ISO certificate required description of business processes; State Tax Committee based on self-initiative has mapped the business processes at service level and currently is in phase of developing the descriptions for business processes.

During the interviews none of the institutions recognized existence of centralized quality management function for the public services, encompassing the standards and KPIs setting, comprehensive feedback mechanisms, risk management, and evaluation. Most commonly these elements are carried out fragmentally – PSA Unit on Controls for Public Services executes the oversight on meeting the due dates and unjustified refusals, providing the analysis also at systemic level; Taxpayers Service Department of State Tax Committee deals with the quality management function; IT Unit in UZSTANDARD agency to a larger extent than other structures performs quality management function.

Institutions acknowledge usage of feedback mechanisms for public services delivery. Most frequently appeals process serves as mechanisms for the customer feedback. Institutions recognize that wider variety of feedback mechanisms is self-initiative of particular institution.

Regarding the KPIs only few institutions referred to their application. Cadastre Agency has concluded the pilot for introduction of employee level performance based KPIs assessing meeting the deadlines and submission of claims for decisions prepared by respective employee. Based on pilot Cadastre Agency plan to expand the approach horizontally to the all structures of institution and link it with the motivation system. Another institution expressing the aim to develop performance related KPIs at employee level and link it with motivation system is Ministry of Employment and Labour Relations.

Service provider	Feedback mechanisms	Application of KPIs
PSA	Appeals from customers Client feedback Feedback from social networks	No
Cadastre Agency	Appeals from customers	Pilot of KPIs based performance for employees
UZSTANDARD agency	Special feature in IT system to assess the service (not anonymous) Q&A website and Telegram	Set KPIs for IT system operability - managing of due dates, client satisfaction, resource savings, decrease of documents requested as hard copies
State Tax Committee	Monthly surveys (on-line) Hotline Q&A website	No
Ministry of Construction	n/d	n/d
State Committee for Ecology and Environmental Protection	Appeals from customers	No
Ministry of Transport	n/d	n/d
Ministry of Employment and Labour Relations	Appeals from customers Call centre	Aims to develop performance KPIs at employee level
Pension Fund	Appeals from customers Feedback from social networks Call centre	No
Ministry of Preschool Education	Appeals from customers	No

3.2. SITE VISITS TO PSCS

The observations from the visits to PSCs in Tashkent provide the evidence on main elements of organisation of FO function as follows:

- The PSCs are located on ground floor, thus facilitating the accessibility of the premises.

- Queue is organized through the electronic queue organizer (with queue numbers for attendants). However, especially in PSC located in older premises there were quite many customers waiting for being served. This could mean that no other queue organisation tools are available (e.g. registration in queue on-line or via phone call, increasing / decreasing the number of registrators during the day based on the workload tendencies).

- Information on services (documents required, process, due dates, fees, etc.) is not available in public premises of PSC (flyers, simplified requirements on the wall, etc.). It is expected that the customer knows the requirements already when entering the PSC. The observation corresponds with the conclusion of ERGO ANALYTICS representative during the interview.

- The window for payments is present in both PSCs and located separately from the registrators desks. It could be acknowledged that the rather small sample of PSCs could prevent of observing the situation highlighted by ERGO ANALYTICS during the survey where significant part of PSCs lack the windows for payments

and the customers are required to attend a bank (not necessarily very close to PSC) to complete the process.

- Customer feedback tool (icons on satisfaction with 5 scale ranking) is available at every desk.
- Poster on hotline number in case of evidence of corruption could be found on the wall of PSC.

3.3. SELF-ASSESSMENT QUESTIONNAIRE

The results of self-assessment questionnaire is summarised into visual graphs included below. However, the results of the survey need to be interpreted taking into account the assessment method, i.e. self-assessment and the related bias: assessors could lack crucial categories of information or benchmarks necessary to reach fully accurate evaluation. It could be noted that respondents demonstrated positive bias in responding to assessment questions; however, the results could not be treated from their absolute value – but as a comparison between the responses.

This risk of unjustified optimistic assessment was also confirmed during the interviews: only few institutions recognized the availability and application of BPR methodology, application of KPIs, misunderstanding between the methodology and procedure, etc.

3.3.1. SUMMARY ON EXPERIENCE OF INSTITUTIONS IN APPLICATION OF BPR

Regarding the overall experience in improvement of public services delivery almost all institutions recognize that the service improvements take place either on regular or ad hoc basis.

At the same time significant number of institutions (around 2/3) acknowledged their experience in application of structured BPR. Verifying the result with the in-depth interviews with sample of institutions, it could be acknowledged that a part
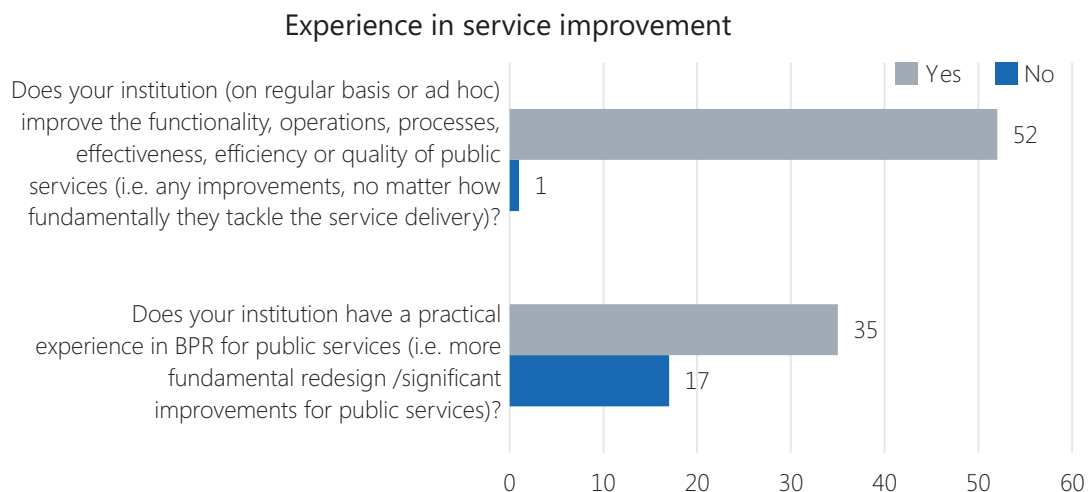
Figure 1: Self-assessment survey results: Experience in service improvement

Figure 2: Self-assessment survey results: Focus of service improvements

Focus of service improvements
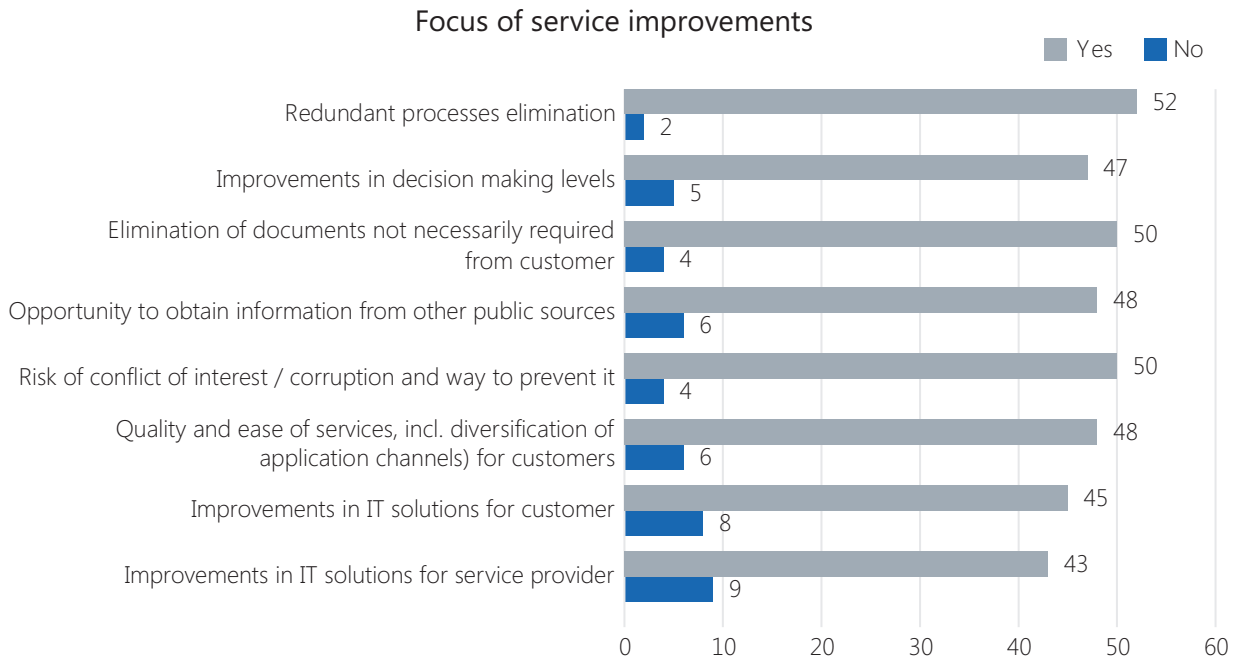
of institutions have experience in applying of structured BPR, however the actual proportion could be significantly smaller.

When considering the experience in public service improvements, most commonly institutions acknowledge the aspects for elimination of redundant processes, elimination of documents not necessarily required from the customer, and prevention of the risks of conflict. However, also less observed aspects – IT related improvements – are still mentioned by 80% of the respondents.

Figure 3: Self-assessment survey results: BPR application related aspects

BPR application related aspects
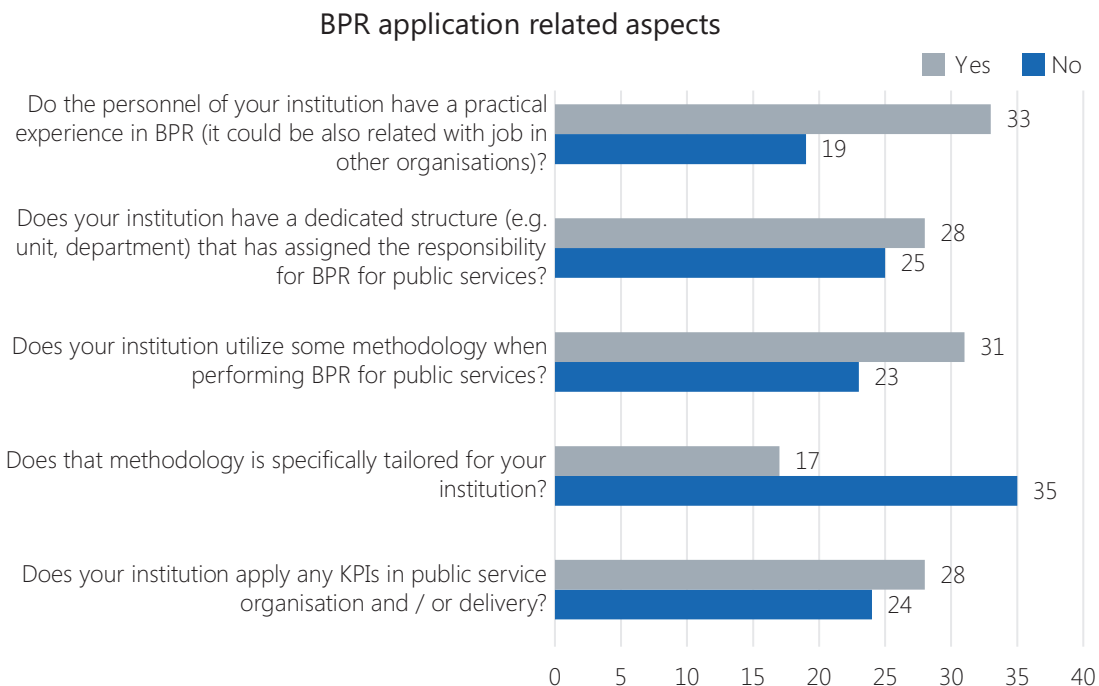
Assessing the BPR related aspects, 33 institutions recognize their staff experience in application of BPR. Around half of institutions recognize existence of the dedicated structure that has assigned function for BPR for public services. 31 service providers consider the institution uses the methodology for implementation of BPR, while 17 service providers think that the methodology is tailored for the institution. More than half of institutions acknowledge application of KPIs in public service organisation and delivery.

Verifying the results of survey through the in-depth interviews, it could be concluded that absolutely smaller proportion of institutions belong structured BPR methodology, however, when existent, the methodology has been elaborated for the needs of particular institution. The significant differences in survey and interviews answers could be explained by applied method for survey – e.g. self-assessment; however also characterize overall level of knowledge and understanding of different tools and approaches.

3.3.2. SUMMARY ON SKILLS OF INSTITUTIONS IN APPLICATION OF BPR

Average comparative self-assessment values are depicted in the web-diagram, but individual self-assessment values laid out in more details in bar charts below.

Comparing the responses of the service providers, it could be concluded that institutional overall experience in BPR is ranked comparably lower (1.95 out of 3) than general and operability skills, structures and tools related knowledge (between 2.14-2.20 out of 3).

Service providers value their general understanding about the BPR relatively higher than practical application aspects of BPR. The outlook for ensuring the available resources for implementation of re-engineering is assessed comparably lower.

Figure 4: Self-assessment survey results: Summary of skills self-assessment

Summary of self-assessment survey

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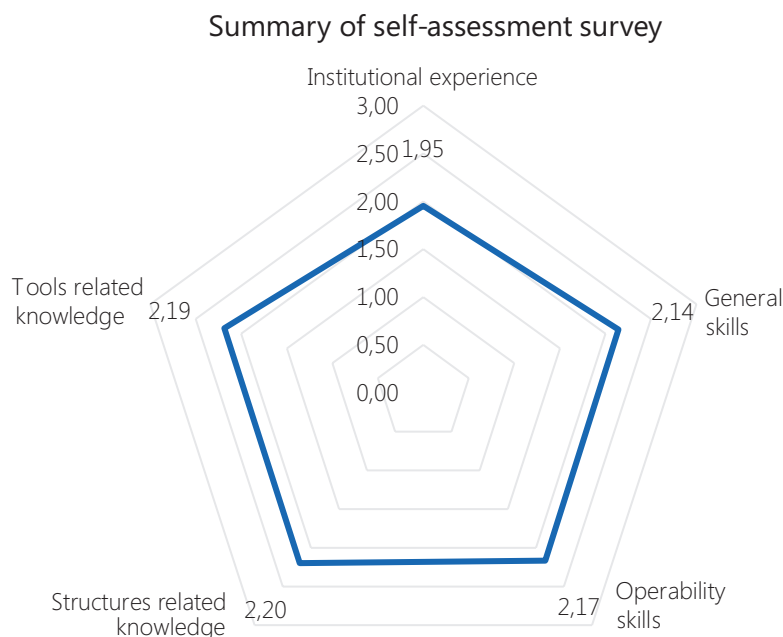
Figure 5: Self-assessment survey results: institutional experience

Institutional experience

Category	Value
General understanding about the objectives of BPR for public services	2,09
Practical experience in utilising BPR in delivery of services in your institution	1,91
Effectiveness of practical utilisation of BPR in delivery of services in your institution	1,94
Outlook to ensure availability of resources (national or donor funding) necessary for practical implementation of re-engineering of public services	1,87

0,00   0,50   1,00   1,50   2,00   2,50   3,00

Figure 6: Self-assessment survey results: general skills

General skills

Category	Value
Analytical skills in BPR: identify redundant processes, improve decision making levels, documents not necessarily required from customer, opportunity to obtain information from other public sources, risk of conflict of interest / corruption and way to prev	2,25
Legal skills (e.g. for assessing the normative requirements / changes in regulations related to the service provision due to BPR for particular service)	2,11
IT competencies for identifying the improvements needed (architectural improvements, operability improvements, new interfaces, etc.)	2,24
Competencies in KPIs (setting KPIs, setting targets, measurement) for public service delivery process	1,98

0,00   0,50   1,00   1,50   2,00   2,50   3,00

Analytical skills for BPR, as well as legal skills and IT competencies are assessed comparably higher in comparison with competencies in KPIs for public service delivery, thus confirming KPIs as less developed competency.

Figure 7: Self-assessment survey results: operability skills

Operability skills

Category	Value
Ability to create clear workflows for the service, describe the processes, attribute the roles, define timing for each process	2,17
Ability to estimate relative importance of particular public service, its future demand, its seasonal fluctuations	2,07
Ability to estimate resources (HR, equipment, IT tools, premises) needed for provision of re-engineered public service	2,29
Ability to calculate the costs for provision of re-engineered public service	2,14

0,00   0,50   1,00   1,50   2,00   2,50   3,00

Operability skills for BPR that target the instrumental level in BPR application are assessed quite similarly and above the level of general skills. This might imply that while theoretical basis is not that strong, practical skills and experience in operational improvements in public service provisions is significant across service providers.

Figure 8: Self-assessment survey results: structures in BPR

Structures related knowledge

Understanding of Front-office concept in public service (Front-office is the only customer facing structure and does the interaction with the clients)	2,14
Understanding of Back-office concept in public service delivery (Back-office is the decision making part of the institution)	2,23
Understanding why the Front-office needs to be separated from the Back-office	2,14
Understanding of different approaches for accessibility of service: service windows, one-stop-shops, e-services, mobile stations, involvement of private sector or NGOs in service delivery	2,29

Also, the structures-related knowledge questions are assessed quite similarly, providing comparably higher assessment for understanding of different approaches for accessibility of services.

Figure 9: Self-assessment survey results: tools in BPR

Tools related knowledge
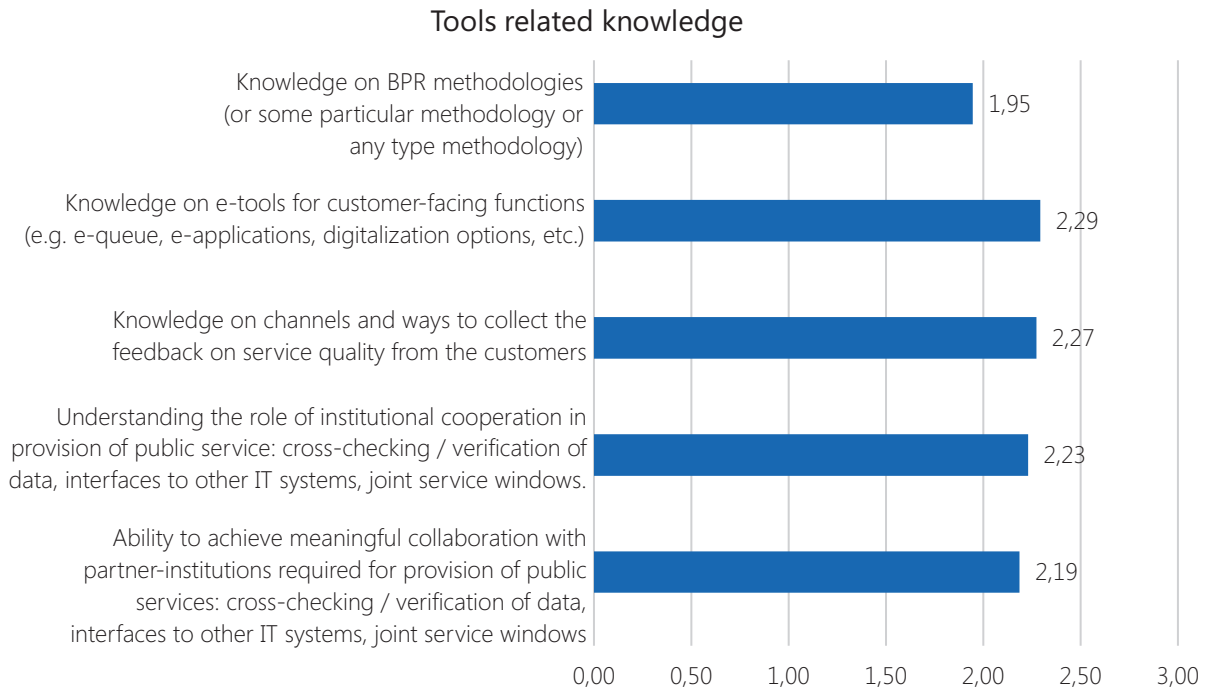
Knowledge on BPR methodologies (or some particular methodology or any type methodology)	1,95
Knowledge on e-tools for customer-facing functions (e.g. e-queue, e-applications, digitalization options, etc.)	2,29
Knowledge on channels and ways to collect the feedback on service quality from the customers	2,27
Understanding the role of institutional cooperation in provision of public service: cross-checking / verification of data, interfaces to other IT systems, joint service windows.	2,23
Ability to achieve meaningful collaboration with partner-institutions required for provision of public services: cross-checking / verification of data, interfaces to other IT systems, joint service windows	2,19

Tools-related knowledge demonstrates larger dispersion. The knowledge on BPR methodologies is assessed comparably lower, while knowledge on tools for customer facing functions, knowledge on channels for feedback, understanding of the inter-institutional cooperation and ability to cooperate are accessed higher.

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4. KEY CONCLUSIONS AND RECOMMENDATIONS

This Chapter summarizes the conclusions, describing the main observations and providing the reasoning on their origin and the identifying the implications. The conclusions are grouped into two parts - those directly addressing BPR related issues, as well as conclusions regarding overall provision of public services. The recommendations are provided to address the key issues identified.

4.1. CONCLUSIONS RELATED TO BUSINESS PROCESS RE-ENGINEERING

The sub-chapter focuses on conclusions directly related to the BPR in public service delivery in Uzbekistan. These issues directly influence effectiveness of existing and future BPR initiatives and resolving those could bring quick and sustainable effectiveness and efficiency gains.

C.1.1	Top-down approach to BPR application
Tools	

Statement: In Uzbekistan most commonly BPR is initiated via top-down approach; comparably less it is initiative of service provider. This means that the significant changes in organisation of public services are pre-determined by the political authority

Figure 10: Top-down and life-cycle based approaches towards BPR
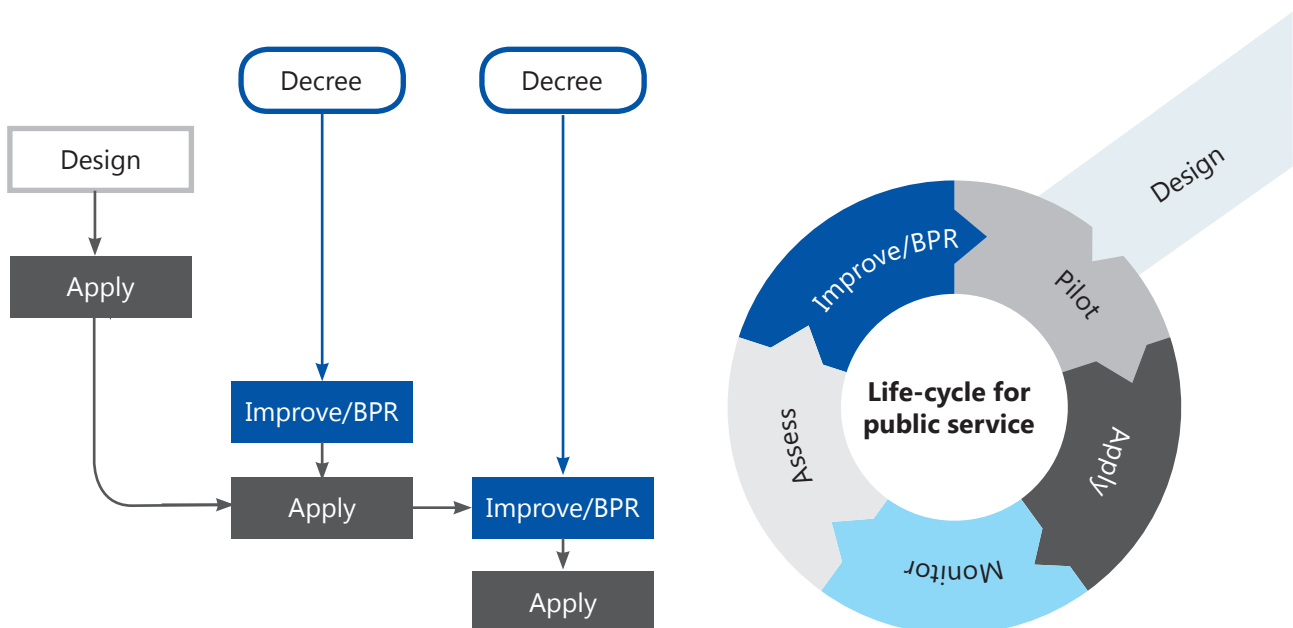
agenda and priorities, requiring implementation of the improvements. There is no established routine cycle when service providers based on regular monitoring and feedback data improve the organisation of services provision.

Description of the issue: Even though the top-down approach serves as strong incentive for modernization of public services, its irregular nature restricts progress and systemic approach to consider it alone as sufficient for advancing through stages of improvement of public services and application of BPR.

As BPR as a method to be considered as one of the key tools in service improvement, announcements of fundamental changes from the political leadership without existing and approbated proper tools could not efficiently succeed the results of service modernisation. Most commonly the result is such that slogans and top-level changes are implemented without in-depth analysis and considerations and thus could not be able to function in real environment with the resources available to public service providers in Uzbekistan.

Provision of public services in any public administration should be considered as a repetitive routine cycle function – the citizens and businesses require the public services therefore the organisation of how the services are set-up and delivered need to be regularly improved through utilization of in-built features – e.g. performance monitoring, feedbacks systems, advancements in IT solutions, etc.

Reasons behind: The approach seems rooted in the national public administration culture in Uzbekistan where the subordinate levels execute decisions of the hierarchy as compared to the EU public administration cultures and approaches based on routines and procedures. As the cultural change is the most complicated path and may not even be necessary to achieve improved effectiveness and efficiency, the existence of proper procedure manuals for constant improvement of public services through regular and systemic actions would produce synergy with the prevailing culture and accordingly complement the utilisation of top-down approach.

Implications: Due to its irregular nature of improvements and reforms resulting from the top-down approach in application of BPR in Uzbekistan, future progress requires supporting tools in order to bring to operation the political objectives. However, the institutions are not always equipped with the tools for solid implementation of occasionally defined political priorities through BPR, thus the result is sometimes suboptimal.

Recommendations and implementation timeline:

R.1.1.1.	Nominate and enable an institution driving the policy / PSA to be practical leader of policy	1 year
R.1.1.2.	Promote initiative by holding idea-drives and awarding the idea-submissions for BPR	1 year
R.1.1.3.	Define the process for public services improvement management cycle, incl. application of BPR, that would follow the regular routine and would be permanently operational with approval of the related Government or Ministerial decree	2 year

Statement: Knowledge and know-how on BPR usually is not institutionalized, relaying on the experience of individual staff members. It means that the tools

for institutionalisation of knowledge (e.g. manuals, methodologies, best practice compilations) often are missing.

Description of the issue: Non-existence of the tools for implementation of BPR prevents meaningful transformation of the public services in Uzbekistan. In the process of improvement of public services, the service providers could not follow the codified knowledge, rather are forced to rely on knowledge and skills of the individual employees to improve the service provision.

At the same time, it could be concluded that employees lack the knowledge and skills to perform the BPR in a systemic approach. As the structured BPR methodology most frequently is not available, the employees cannot be trained to apply BPR from the structured perspective.

The staff involved in execution of particular functions recognizes that the solutions for service improvement are found via the search process of internet resources – e.g. looking for similar situations and issues in other countries. Even if lessons learned and best practice from other countries could serve as good source for consideration, this could not be the main tool in improvement of public services.

In case of new employees when service providers operate without institutionalized knowledge on BPR, there is practically no way how to quickly and efficiently bring a new colleague up to speed on the existing practices and routines – instead the person is left to learn by doing the job, which spends human resources inefficiently and jeopardises reputation of the service provider.

Reasons behind: The service providers in Uzbekistan were not systematically required to implement the modernisation of the public services (BPR) by creating and applying the codified knowledge – e.g. manuals, methodologies. Thus, the knowledge and personnel requirements are not codified, and knowledge management tools often are missing.

Implications A: The institutions are not able systematically perform the BPR for public services, utilizing the same approach. Also, the activities performed in relation to some specific aspect, e.g. horizontal calculation of administrative burden, risk to be implemented differently for the same service provider in different locations or different times or between the service providers.

Implications B: The staff turnover could significantly impact knowledge and practical application of BPR in service providers in Uzbekistan. Also in those circumstances trainings bring less impact as the employees are not required to share their knowledge (e.g. via train-the-trainers approach) or codify the knowledge acquired into knowledge management materials (e.g. structured library (electronic and/or with hard copies) where to gather the different materials on topic, arrange them into particular order, assigning of key words to be easy found), thus creating the database in respective area.

Lack of common approach also prevents introduction of standard to personnel and holding them accountable.

Recommendations and implementation timeline:

R.1.2.1.	Codify knowledge at policy level, by elaboration of BPR methodology to be applicable horizontally	1 year
R.1.2.2.	Codify knowledge at service provider level, focusing on the existing experience on BPR, approaches from other countries in application of BPR for the similar public services, etc.	1 year
R.1.2.3.	Set requirements for knowledge management and dissemination strengthening – applying of train-the-trainers approach, sharing the knowledge within institution after participation in trainings, etc.	1 year

C.1.3	
	Missing tools for BPR
Tools	

Statement: Basic tools for implementation of BPR, i.e. manuals, methodologies, standards, often are missing in public service providers in Uzbekistan. Usually when tools do exist, they are a result of some previously implemented development partner financed project.

Description of the issue: The issue is interrelated with the C.1.1 and C.1.2 conclusions. Lack of tools for implementation of BPR prevents meaningful and sustainable transformation of the public services.

The BPR related tools could be observed in case of previously implemented public services modernisation projects that most commonly have targeted the improvements of IT solutions. Those institutions consider themselves being able to apply the methodologies in systemic way also in 3-5 years perspective after elaboration of the methodology.

EU EXAMPLE FOR BPR METHODOLOGY: ESTONIA

Guidelines for developers of public services encompass variety of documents, elaborated since 2013:

- Public Services Green Paper – providing the definitions
- E-services Design Handbook – main tool for shaping and updating the services
- Process Analysis Handbook – methodology for process management and mapping
- Administrative burden calculator
- Indicators for measuring usability

https://mkm.ee/en/objectives-activities/information-society/information-society-services

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Reasons behind: The issue for missing of the tools to a large extent is rooted in application of top-down approach in BPR in Uzbekistan where results of modernisation are dictated from the top. In these cases outcomes of the improvements, e.g. speed of service provision, are dictated by the leadership instead of being a result of deep analysis and BPR estimation. The improvement therefore often simply consists of an amendment in a legal or normative act stipulating the outcome – relevant procedures allowing or preventing the desired outcome stay not justified or do not become created.

Implications: The institutions are not able systematically perform the BPR for public services, utilizing previously successful approach. Also, the activities performed

in relation to some specific aspect, e.g. horizontal calculation of administrative burden, risk to be implemented differently for the same service provider or between the service providers.

Recommendations and implementation timeline:

R.1.3.1.	Codify knowledge at policy level, by elaboration of BPR methodology to be applicable horizontally	1 year
R.1.3.2.	Mandate a leading institution in the policy area of public services	1 year

C.1.4 **Structures**	**No single leading institution for BPR**

Statement: Although the Ministry of Justice and the Public Services Agency are in charge of the policy making and coordination for the management of public services, their methodological leadership role is not sufficiently defined and enabled in Uzbekistan.

Description of the issue: Among the functions of the PSA there is "coordination and methodological guidance to public institution in the area of public services". At the same time certain bureaucratic dynamics have been observed between PSA and other public institutions, especially those that are hierarchically higher (line-ministries) or belong to a different branch of power (municipalities and SOEs).

For complicated systems such as public services provision and modernisation a strong leading body can be crucial. In the context of BPR it would entail provision and regular up-date on the key tools, organising seminars for application of methodologies, creating the knowledge base, as well as enforcing the requirements and standards – but most importantly becoming a single point of feedback for leadership of the country in terms of achievements and potential realistic improvements in public services.

PRACTICE IN EU: LEADERSHIP IN POLICY AREA

According to OECD practice the policy sectors are organized into a hierarchical system – ministries as policy makers on the top and the implementation and control type bodies as subordinate institutions. E-government and public services delivery as policy area competency in different EU countries mostly belong to economy type / block ministries – Ministry of Economic Affairs and Communications in Estonia, Ministry of Economy and Innovations in Lithuania, Ministry of Environment and Regional Development in Latvia. Much less common is establishment of individual ministry solely dealing with the policy area – e.g. Ministry of Digital Affairs in Poland.

Reasons behind: While PSA has a formal authority and trained motivated key staff, it lacks practical influence over many service providers in Uzbekistan. The current structure and prevailing culture of the national public administration prevents formal authority transformation into real-life influence, therefore a centralisation solution seems the best course of action. PSA can within a medium-term take-over front-office delivery of all public services enabling PSA to become a leader of the policy in practice.

Implications: PSA can build up its capacity both in delivery of public series across all policy area and all types of services as well as in methodological guidance to all

institutions providing back-office functions to those services. This would enable PSA to gain practical control of public services. Such transformation requires not only significant human capacity improvements and technical (IT and equipment) upgrades to the PSA and many other institutions, but also political decision at the very top.

Recommendations and implementation timeline:

R.1.4.1.	Identify and enable an institution to lead the policy area of public services	1 year
R.1.4.2.	Make a decision to provide all services through a FO solution of the PSA within the next 3 years	1 year
R.1.4.3.	Build the capacity of the leading institution and mandate it with the biding decision-making power in the policy area	2 years
R.1.4.4.	Establish an annual policy analysis and reporting routine to the Government and the President	2 years
R.1.4.5.	Start provision of public services via PSA's FO	3 years

C.1.5	Institutional experience in applying norms rather than principles
HR / Tools	

Statement: Institutions in Uzbekistan sometimes lack instrumental knowledge in BPR, including applying of concepts and principles. The proper understanding most commonly relate towards the application of the exact provisions rather than interpretation and application of the principles that can be utilised in similar situations.

Description of the issue: The institutions often lack the instrumental knowledge in application of BPR. Related observation identifies that the institutions are by far more equipped to apply the exact provisions on BPR rather than to applying the principles on organisation of public services – thus considering application of BPR through the interpretation of the overall principles of delivery of public services (e.g. client orientation, accessibility, transparency).

Therefore appropriate structuring of BPR methodology would be crucial, first of all following step-by-step sequence guiding through the stages of BPR application, describing and explaining what is instrumental meaning of every key principle of public service delivery – e.g. transparency principle means not only open space principle for FO and increasing the regulatory clarity from the normative point of view, but also wider dissemination of the information about the service and the requirements for the applicant (known fees, known deadlines), as well as unknown BO operator and anonymous feedback.

Reasons behind: Legal and administrative culture in Uzbekistan is based on normative provisions and does not necessarily encourage free and flexible application of principles, which is crucial in application of BPR – as not always every situation could be precisely prescribed in manuals ahead of time. Instead the public administration refers to normative statements routed from above and relies on precise implementation of those rules.

Implications: In order to address this aspect of administrative culture in Uzbekistan and facilitate the BPR application it would be crucial to structure the respective methodology

as step-by-step guidance through all stages of BPR application and describing the meaning of principles for organisation of public services at instrumental level.

Recommendations and implementation timeline:

R.1.5.1.	In elaboration the BPR methodology, consider the specifics of perception and structure the document accordingly	1 year
R.1.5.2.	Provide detailed guidance to all stages of process: FO, interface, and BO	1 year
R.1.5.3.	Provide in-depth training to all personnel involved in provision of public services and make it as regular obligatory training for selected government positions	2 years
R.1.5.4.	Implement train-the-trainers programme and ensure its sustainability in the future by updating the trainers and funding actual dissemination of training in institutions	3 years

C.1.6	
Tools	**Piloting is not horizontally recognized as integral stage of BPR**

Statement: In Uzbekistan the BPR outcome is often put into production environment without the proper test-drive, i.e. the proposed new organisation of the public service is not being piloted before launching new approach for service delivery.

Description of the issue: Piloting is a universally accepted approach in IT, usually referred to as test-environment as opposed to production-environment, and production and delivery of public services often is associated with IT solutions (customer facing e-services or FO-BO interface based on IT). However, piloting approach in BPR outside IT projects was not widely used in the past.

Reasons behind: This is related to conclusion C.1.1 on top-down approach to public services in general: directives are often not related to actual capacities of public service providers, so implementation deadlines oftentimes is very tight disallowing piloting stage. Piloting can be long and costly and it can sometimes leads to realisation that the chosen solution needs significant re-working before wide implementation or is not feasible altogether – and either of these outcomes may not be welcome in top-down BPR initiatives.

Implications: Implementation of piloting / test-environment as a traditional stage in BPR of public administration will necessitate longer deadlines for implementation of improvements to be communicated to the national leadership. At the same time, piloting is only meaningful if clear objectives of the BPR are pre-defined and can be measured through KPIs in AS-IS and TO-BE states of the public services under improvement, so availability and quality of monitoring data becomes of key importance.

Recommendations and implementation timeline:

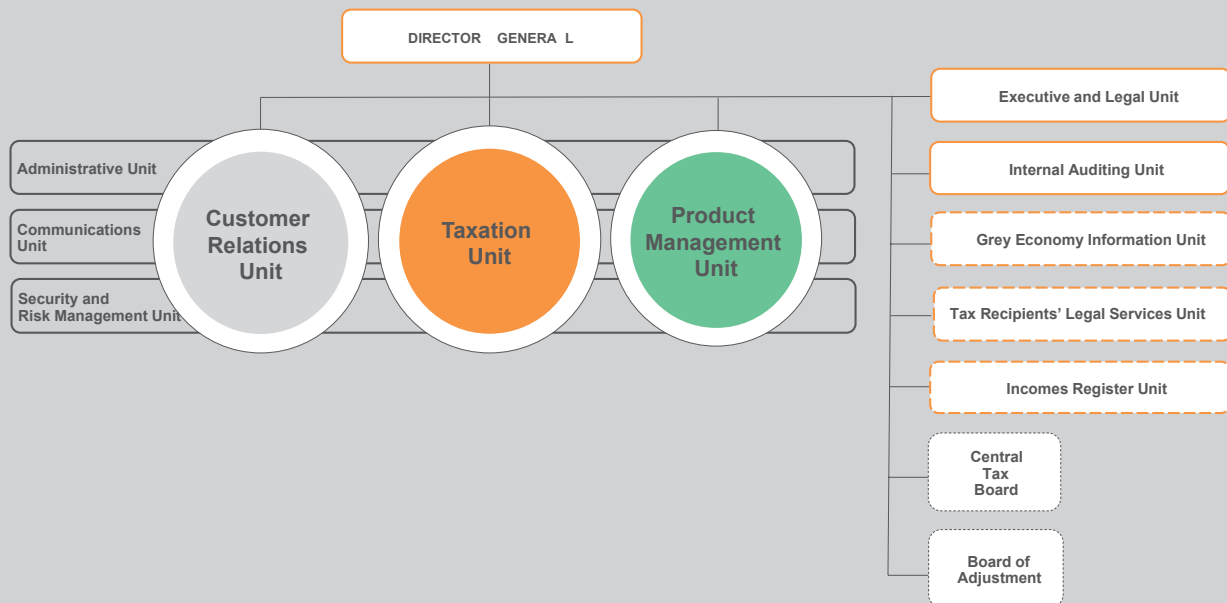| R.1.6.1.	In elaboration the BPR methodology, consider the specific attention to the piloting phase by reserving time and resources	1 year
R.1.6.2.	Prepare the piloting by pre-defining KPIs for each individual BPR initiative and collecting AS-IS and TO-BE data	1 year

Statement: In order to make sure that a job is done such job needs to be clearly assigned to a particular structure charging it with leading the BPR task.

Description of the issue: It was identified in the series of interviews that the BPR or service modernisation is not approached systemically in most public service providers in Uzbekistan. BPR initiatives are assigned to heads of units depending on the content of each individual improvement, which does not allow establishing concentrated BPR competence in an institution and also risks producing sub-optimal results because the improvements are implemented in addition to main functions.

ORGANISATION OF SERVICE PROVIDER: CASE OF TAX ADMINISTRATION AUTHORITY IN FINLAND

Finnish Tax Administration as relatively large institution (over 5 thousand employees) providing the services both to businesses and individuals have established Product Management Unit that provides external and internal customers with products / services and works on their improvement.

Finnish Tax Administration organization 2021

VERO SKATT

DIRECTOR GENERA L

Administrative Unit

Communications Unit

Security and Risk Management Unit

Customer Relations Unit

Taxation Unit

Product Management Unit

Executive and Legal Unit

Internal Auditing Unit

Grey Economy Information Unit

Tax Recipients' Legal Services Unit

Incomes Register Unit

Central Tax Board

Board of Adjustment

https://www.vero.fi/contentassets/8da58226b2334e6e9f9c2746874ada03/organisaatiokaavio_2021_en.pdf

Reasons behind: Probable preconditions leading to the current state of play are a product of prevailing experience in originating BPR in Uzbekistan – it is non-systemic and occasional. Therefore service providers do not have the internal motivation to establish a BPR unit, since it is unclear when and whether new BPR initiatives or objectives will appear.

On the other hand, if the FO is concentrated with PSA, it will end up the only service provider in Uzbekistan and it alone will need to have a BPR Unit, or improve capacity of the existing unit.

Implications: Identifying new improvement opportunities and launching, implementing and monitoring BPR initiative, in short – a BPR function, needs to be assigned as a function for a structure of service provider, e.g. department or unit. Such unit must exist in every public service provider, be those many as today or a single one, according to proposals of this Report.

Recommendations and implementation timeline:

R.1.7.1.	Take a strategic decision on having a single or multiple public service providers in a medium-term	1 year
R.1.7.2.	In accordance with the above decision (single or multiple public service providers) establish BPR units in every service provider or strengthen a BPR Unit in PSA	2 years

C.1.8 Tools	BPR / service modernisation requires increased cooperation between the institutions

Statement: Inter-institutional cooperation requires qualitative improvements to implement the BPR in Uzbekistan.

Description of the issue: Institutions recognize that not requesting the data from the customer that is already available in other public institutions should be in the focus of BPR in Uzbekistan. However, this simultaneously requires a new level of cooperation between the institutions – identification of data already available for each of service provider, agreements of the interaction protocols, digitization of data to enable quick data exchange, establishing of interfaces for BO IT systems.

Reasons behind: Current solutions for data exchange are generally lacking, thus creating a situation where a customer, citizen or a business, performs a function of a postman between various institutions: obtains a certificate from one institution only to submit it to another instruction to receive the needed service. Establishing interfaces for IT systems of BOs of various service providers or information holders would remove a very significant administrative burden on customers. Such IT-based data-exchange is only possible if data is digitized first, which is another significant challenge to overcome in Uzbekistan.

Implications: The most significant challenge to data-exchange between public institutions is digitisation of government information. This can be followed by establishing of interfaces for BOs IT systems. Implementation of such reform would diminish administrative burden on citizens and businesses and decrease time required for many public services and increase transparency of public services very significantly.

Recommendations and implementation timeline:

R.1.8.1.	Undertake to fully digitize government information in the medium-term	1 year
R.1.8.2.	Only produce new government information in digital format	2 years
R.1.8.3.	Establish data exchange interfaces between IT systems of all government information holders, not only public service BO	3 years
R.1.8.4.	Switch away from paper documentation (except for duly justified cases)	5 years

C.1.9 HR	BPR / service modernisation requires increased HR competencies

Statement: BPR as a systemic reform, especially if accompanied by the reform of public functions, like delivery of public services, requires a significant increase in human capacity devoted to the effort. A number of interviews with public service providers indicated that current capacities are insufficient for qualitative and timely

delivery of public services. Having to implement the reform simultaneously with delivering functions in AS-IS state will require a very significant increase; however gains in automation and digitalisation will allow freeing some human resources in medium-term.

Description of the issue: Before meaningful improvements in human resource capacity can be implemented the BRP needs must be identified and specific requirements for capacities must be defined – and adequate resources reserved.
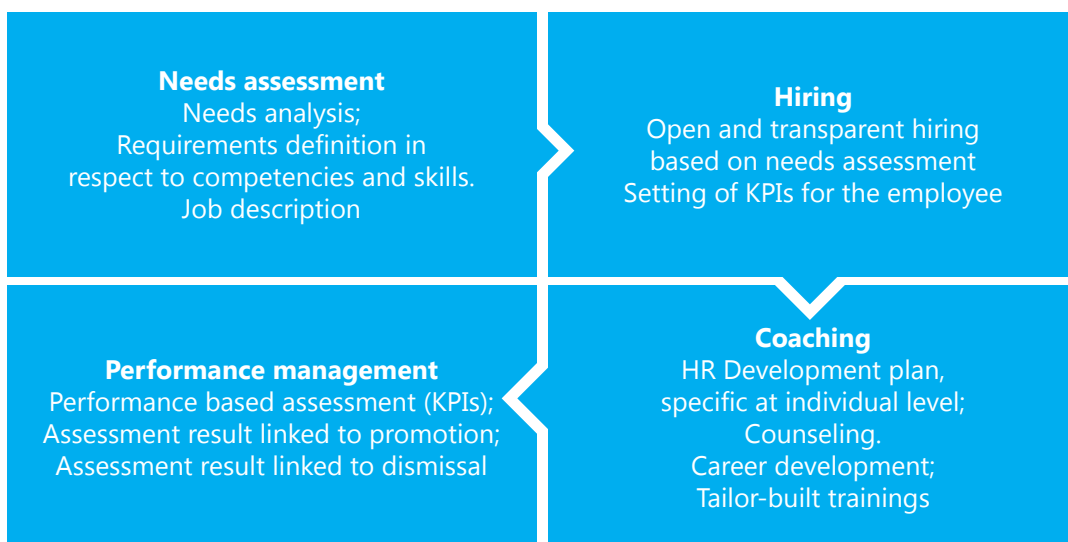
It could be recognized that the institutions in their HR practices does not follow full HR management cycle. Human resource management based on identification of competencies needed for achieving objectives of institutions is a widely used international best practice. It allows the institution to organize its hiring, development, promotion and firing processes in accordance with the competency needs and to establish and HRM system contributing directly to its objectives expressed as KPIs.

On the opposite, failure to harmonise HRM with the competencies needed could lead to filling vacancies with staff not possessing necessary competencies and skills, thus unable to perform tasks expected of them and preventing institutions from providing services they were established for.

Once the competencies are defined and the staff hired, it is of crucial importance to ensure that the coaching mechanism is set and functional. In respect to BPR it means that there exist employees specific training plan where the knowledge increase measures are planned based on the actual needs of particular employees, counselling mechanism is set.

Reasons behind: The HR management function for institutions to a large extent still is considered as a task of management of personnel records where the key focus is on processing the personnel related documentation (e.g. hiring and firing, vacations, leaves) instead of planning the personnel policy to achieve the institutions objectives and targets. As a systemic level issue this also impacts the BPR competency in the institutions.

Figure 11: Competency-based HR Management cycle

Needs assessment Needs analysis; Requirements definition in respect to competencies and skills. Job description	**Hiring** Open and transparent hiring based on needs assessment Setting of KPIs for the employee
Performance management Performance based assessment (KPIs); Assessment result linked to promotion; Assessment result linked to dismissal	**Coaching** HR Development plan, specific at individual level; Counseling. Career development; Tailor-built trainings

Lack of HR management experience often can prevent public institutions from defining and communicating their requirements to potential employees and successfully attracting the necessary human capital. This lack of clarity subsequently prevents elaboration of detailed and needs based HRDPs and training plans.

Implications: The implementation of BPR requires teams of multi-disciplinary competencies: advanced analytical skills, instrumental skills for analysis and modelling of required resources, legal skills, IT competencies, HR management, etc., that most commonly need to be developed.

Recommendations and implementation timeline:

R.1.9.1.	Encourage the transition towards the Competency based HR management in executing the functions for public service delivery	2 years
R.1.9.3.	Identify the competencies needed and resources necessary in relation for BPR and simultaneous AS-IS continuation until the reform is delivered	2 years
R.1.9.4.	Implement HRDP to attract necessary capacities	3 years

C.1.10 Tools	For best efficiency BPR to be focused on e-services

Statement: Modern provision of public services across the globe is based on e-services solutions. This is especially true for countries with large populations and diverse geography like Uzbekistan.

Description of the issue: Based on current findings (previously produced reports, regulations in force, and recent interviews with service providers) majority of services

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E-GOVERNMENT BENCHMARK IN EU

eGovernment performances are measured by two proxies: Penetration and Digitization.

Penetration captures the adoption of eGovernment services online. The overall European level of Penetration is 53%, with countries showing a wide range of scores.

Digitisation proxies the digitisation level of the back and front offices of public administrations. It encompasses the four eGovernment Benchmark's top-level benchmarks. Europe's Digitisation level marks at 63%, with countries obtaining more similar scores than for Penetration.

Penetration and digitisation measurements from 2018 are provided in matrix below.

https://digital-strategy.ec.europa.eu/en/news/egovernment-benchmark-2018-digital-efforts-european-countries-are-visibly-paying
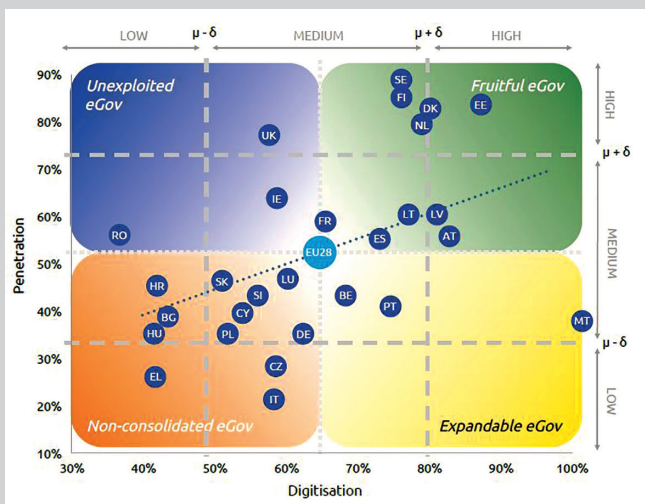
are paper-based and delivered in-person (25% - 200 public services among more than 700 public services) in FO of the PSA and other service providers.

Reasons behind: While this proved to be a workable solution up to now, significant efficiency gains in delivery of public services and decrease of administrative burden is not feasible through scaling the current solutions. In-person deficiency: massive hiring to solve for queues is expensive but possible, yet improvements in speed of paper-based data exchange are not possible at realistic administrative costs.

Implications: The only practical medium-term scenario with any efficiency potential is switch to digital solutions. This implies in the short-term digitisation of all new government data (scanning is a low-tech method, which can slowly be substituted by digital-originals), and in the medium-term digitisation of legacy government data (scanning in this case probably is most cost-effective and more complex methods do not justify the costs). Switch to digital data will necessitate simultaneous operation of two systems (paper-based and digital) for a few years, which allows for effective piloting of new IT-based solutions before they become the only operational solution.

Recommendations and implementation timeline:

R.1.10.1.	Within a strategy of BPR of public services commit to digitisation	1 year
R.1.10.2.	Switch to producing digital-only new government data	2 years
R.1.10.3.	Finalise digitisation of legacy government data	5 years
R.1.10.4.	Transfer all public services to digital-only	7 years

4.2. CONCLUSIONS RELATED TO ORGANISATION AND DELIVERY OF PUBLIC SERVICES

This sub-chapter encompasses the conclusions on the overall organisation and delivery of public services that directly or indirectly impact the application BPR. By their own nature these issues are less directly related to the BPR and may require a more long-term approach and greater investment of time and financial resources.

C.2.1 General	Strategic and horizontal legislative framework is missing

Statement: The cascade of policy documents and deriving legislation for the policy area of e-governance and provision of public services is missing in Uzbekistan.

Description of the issue: According to OECD and EU practice, the policies are planned by means of policy documents: sector strategies and subsequent action plans. At the next hierarchical level policies are translated into the legislation and normative acts: most commonly there is a horizontal legal act (e.g. law) encompassing general regulation for the policy area and secondary legislation (e.g. by-laws) originated deriving from the horizontal legal act and underlying policy documents.

Reasons behind: While the report is not a legal analysis, the finding is that a traditional policy-legal connection is missing. In case of governing the public services in Uzbekistan, currently there does not exist a single sector strategy providing policy

Figure 12: Hierarchy of policy documents, legal acts and institution level documents in policy management
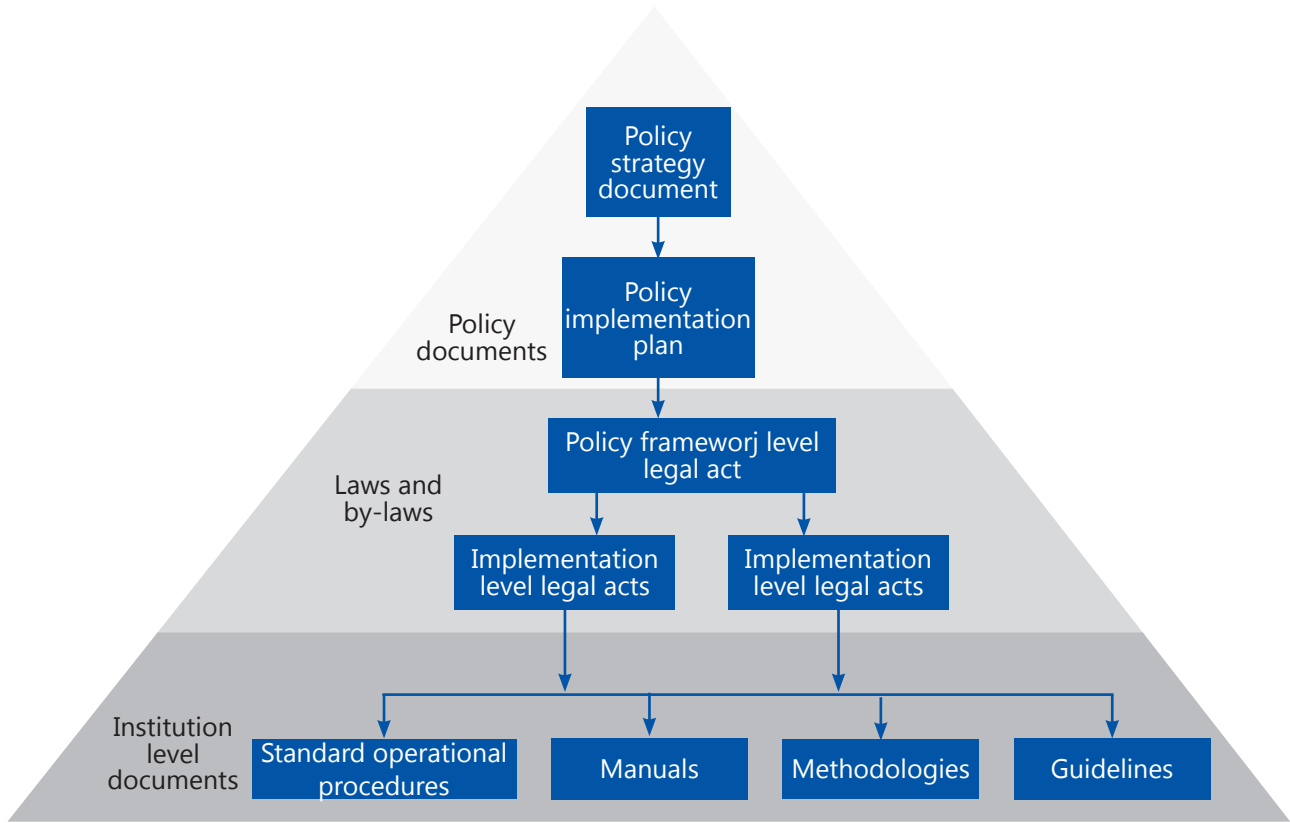
directions, objectives, targets for the e-government and public services policy areas. Also, the legal act of horizontal nature managing the public services is missing. Thus, the provision of public services is regulated by individual by-laws of the Government, not having an umbrella-type regulation.

Implications A: The policy is planned by legal acts, not the policy documents, thus risking losing the strategic focus and common objectives and targets. This is especially high risk if legal and normative acts are produced and promoted in the government, parliament and to the president by different agencies and ministries.

Implications B: Without umbrella policy-legal complex, policy implementation tends to become inconsistent through diverse interpretation by different authors. In absence of the strategic framework and related horizontal legal framework, implementation type regulations need to uniformly encompass the rules both in respect to keeping the strategic focus and provision of implementation, thus substituting two fundamental levels for policy management (strategy and law).

Recommendations and implementation timeline:

R.2.1.1.	Elaborate and adopt the strategic document for the public services policy area encompassing the policy directions and objectives, targets and key actions at the national level for mid- to longer term perspective	1 years
R.2.1.2.	Elaborate and adopt the horizontal legal act governing the provision of public services	2 years

C.2.2 Structures	Role of PSA as methodological leader needs to be strengthened

Statement: Methodological leader must be identified and trustworthily communicated; coordinating role over service organisations needs to be strengthened.

Description of the issue: According to the decree of the President of the Republic of Uzbekistan dated December 12, 2017 No UP-5278 "On measures to radically reform the national system of providing public services to the population" implementation of a unified state policy in the field of providing public services to individuals and legal entities is entrusted to the Public Services Agency under the Ministry of Justice of the Republic of Uzbekistan. Thus, PSA to be operating in a dual role: as policy coordinator for provision of public services that would also include the role for methodological leader in the area; as a service provider being (a) FO institution for provision of part of public services in the country and (b) methodological coordination for BO institution for selected services (e.g. ZAGS).

The policy coordination role of PSA is primarily executed via the provision of opinions and conclusions for proposals on government regulations on individual public services. However, the status of those opinions is of recommendatory nature. PSA also is not properly equipped with the methodological tools for the policy area coordination and management, e.g. unified guidelines and methodologies based on what the cross-institutional coordination is ensured.

Reasons behind: The public institutions in the country are not organized according to strict ministerial system (resor) principle recognized and followed in OECD countries and EU member states where the ministry performs the policy definition for particular policy areas and the subordinated institutions (agencies) deal with the implementation and control functions for the respective policy area, and thus none executive branch institution lays outside the hierarchical pyramid of ministerial system.

In case of public services policy area in Uzbekistan the PSA as an institution is subordinate to the Ministry of Justice; however many public service providers are subordinated directly to the government, thus having supreme institutional hierarchy in comparison with the PSA. The structuring of the executive branch hierarchies is impacted by case-by-case decisions, not a systemic approach.

Implication: PSA as an organisation with cross-institutional mandate misses the power / authority leverage across the service providers. Especially this is important in circumstances of missing overall strategic and legal framework for public services.

Recommendations and implementation timeline:

R.2.2.1.	Mandate PSA with a policy-definition role in public services	1 year
R.2.2.2.	Introduce strategy on public services and a horizontal law	2 years
R.2.2.3.	Consider transitioning to the public service provision with PSA as the only FO	2 years

C.2.3	PSA as FO for service delivery could be emphasize
Structures	

Statement: PSA as FO for service delivery could be emphasized by further concentrating the FO function for the rest of public services. Currently for some service providers FO and BO functions seems not entirely separated, thus creating the transparency risks.

Description of the issue: FO and BO separation is crucial in service provision because of transparency and quality of services; also in case public services are expanded to be provided by one-stop-shops, FO-BO separation needs to be implemented beforehand, ensuring high quality of service provision by in-house personnel.

Since start of its operation in 2018 the PSA and its public service centres have increased the number of offered services from 37 till 1571, however this is still around 22% from the overall number of public services in the country (722). Over the time the significant number of public service centres (145) operating as FO structures have been constructed and opened across the country, thus significant investment in infrastructure has been made to improve the operation of FO structures, while the consolidation of the FO into a single institution is lagging behind.

There is hardly to image the public service for whom the FO could not be provided via the centralised organisation – public service centre. However, this requires the inter-institutional agreements, set standards for service provision, interaction protocols, etc. often to be reached at the political level.

This is even more important, based on observations from the interviews with service providers where the FO is not delegated to the PSA, FO and BO seems not always entirely separated, BO specialists being engaged in consulting the customers already at the stage of decision taking that creates both the risks of transparency and corruption.

At the same time PSA do belong the BO functions for particular service provision – e.g. civil registry services and services for registration of the business entities. Thus, the attention of the PSA is not fully concentrated on the FO provision.

Reasons behind: Service providers tend to consider the FO function as certain leverage in provision of public services. Also the agreement on exact cooperation protocols between institutions tend to be complicated as involves the discussion on the resources and exact process organisation.

Implications A: The diversified organisation of FO in an environment when the public services predominantly are not delivered on-line risks inefficient allocation of the resources, inconsistent quality of public service delivery, and even diverse requirements for submission of requests for services.

Implications B: The transparency risks still remain high for organisations which have maintained the FO function undivided from the BO function. Especially if both these functions are located in close physical proximity or even delivered by the same person.

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[1] https://president.uz/ru/lists/view/4352

Recommendations and implementation timeline:

R.2.3.1.	Decide on plan for the gradual transferring of FO function to PSA for all public services, align it with the overall strategy for public services delivery	1 year
R.2.3.2.	Implement the transition of all FO functions to PSA	3 years
R.2.3.3.	Decide on plan to transfer of BO functions in service provision from PSA to the Ministry of Justice, concentrating PSA attention solely to FO function in service provision	1 year
R.2.3.4.	Implement the transition of all BO functions for service provision to Ministry of Justice	3 years

C.2.4	
Structures / Tools	**Quality management function for service provision is missing**

Statement: Quality management is often lacking as a function in institutions, while it is especially important in aftermath of important reforms and implementation of the customer facing functions and tasks. Centralised institution level quality management function would be especially crucial in successful BPR application.

Description of the issue: The interviews reveal that there is no defined framework for the quality management of the service organisation and provision encompassing the full cycle – definition of standards and KPIs, processes and tools for the quality measurement, regular monitoring of the service quality, evaluation and implementation of the improvements for the service provision.

The appeals from the customers often are considered as the main source for the quality feedback. However, this is only a single and narrow aspect in quality management. Regular internal assessments, customer feedbacks, mystery shopper observations, benchmarking (international best practice or comparative analysis with other public services) used complexly could provide much broader and insightful picture on service quality if the respective data are systematically gathered and analysed.

The methodological supervision function for quality management also needs to be integral part of PSA competency in order to approach the issue uniformly across the public service providers.

Figure 13: Quality management process for public services

Qualify	Plan	Deliver
Define service quality: ▪ Identify standards and requirements ▪ Set KPIs	Document in a Plan: ▪ Develop monitoring mechanisms ▪ Assign resources ▪ Assign quality manager	Initial and on-going quality assurance assessments: ▪ Collect data on service quality ▪ Analyze the feedback ▪ Identify risk issues ▪ Develop mitigation actions ▪ Suggest improvements

Reasons behind: Only during the recent years the country has started the shift towards more client-oriented approach for the public services provision. It means that the quality management concept is rather new for institutions not having proper cultural roots for it as well.

Implications: Without properly set quality management function (not being the principal core function for the service providers neither in their internal organisation nor functional set-up) the quality management is implemented sporadically. The elements feeding in the quality management are generated via bottom-up approach, e.g. from the execution of controls and recommendations identified, from the summary results on managing the timelines of service provision.
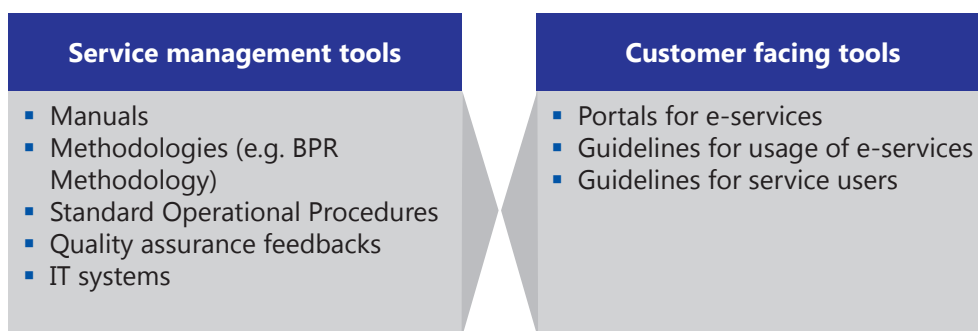
Recommendations and implementation timeline:

R.2.4.1.	Commit to PSA as a policy-leader for public services delivery	1 year
R.2.4.2.	Establish QM function as a key function of PSA (at level of individual department) with competence over all FO and BO operations, with adequate human resources, encompassing the all elements of quality management process	2 years

C.2.5	General tools for services provision need to be improved
Tools	

Statement: The general tools for services provision such as guidelines, manuals, SOPs often are missing; the services are governed and implemented by means of legislation only.

Description of the issue: The provision of the individual public service is governed by the regulation of the government, thus the binding provisions for the provision of the particular public service are adopted at the level of government. According to the good practice of EU and OECD countries, the guidelines, manuals, methodologies, Standard Operational Procedures, workflows are supporting documents helping the institutions translating the legal provisions into operational guides serving the service providers internally. The regulations adopted by the government encompass only the provision binding for customer, leaving the internal organisation of service provision at the level of individual service provision via means of SOPs, workflows, manuals, methodologies, and guidelines.

Figure 14: Tools for public services provision

Service management tools	Customer facing tools
▪ Manuals ▪ Methodologies (e.g. BPR Methodology) ▪ Standard Operational Procedures ▪ Quality assurance feedbacks ▪ IT systems	▪ Portals for e-services ▪ Guidelines for usage of e-services ▪ Guidelines for service users

Reasons behind: In case of Uzbekistan, the service provision most commonly is governed by means of legislation only. The internal documents of the institutions for service provision – guidelines, manuals, methodologies, SOPs - which should be an integral part of the service provision are not complete or not available.

Implications A: The service provision process is not flexible in relation to incremental changes to be introduced via the regular steady updates. In case of improvements, also internal organisational improvements not binding to customer, requires the decision at government level.

Implications B: The employees involved in public services delivery do not have a single source for learning how exactly a particular public service of particular phase in it to be delivered (e.g. which structural unit of institution does what, what is the time split for implementation of particular tasks, etc.). In case of newly hired employees the on-boarding process is more difficult since there is not a single SOP manual or another similar source of information.

Recommendations and implementation timeline:

R.2.5.1.	Elaborate the delineation elements for the legal acts and internal documents in service provision (especially SOPs)	1 years
R.2.5.2.	Define the minimum set of SOPs for service providers (e.g. FO function provision, FO and BO interaction, BO function provision and decision making, quality management provision)	2 years
R.2.5.3.	Ensure elaboration of SOP-type documents for every necessary level, and dissemination of these documents to all FO and BO staff, and implement training	3 years

C.2.6	KPIs are missing
Tools	

Statement: Only very few institutions involved in public service provision apply KPIs in Uzbekistan. Introduction of operational type KPIs would enable data-based management and improve service quality and overall performance of service providers.

Description of the issue: The structures and personnel needs guidance, objective assessment and adequate motivation, it is especially true in complex systems such as public services. KPIs provide guidance in the form of immediate objectives and allow for merit based assessment of performance. Training and career promotion opportunities provide for motivation against limited salary flexibility. Clearly defined opportunities for staff grievances provide for management accountability.

Reasons behind: However, current observations provide evidence that majority of service providers operate without KPIs in Uzbekistan. Only few institutions confirmed that they are applying KPIs now or are in a process of elaboration of KPIs for orientation, management, and assessment of employees that would subsequently facilitate improvement of service quality.

Figure 15: Cascade of KPIs[2]

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┌────────────────────────────────┐     ┌────────────────────────────────┐
│ Policy level objective and     │     │     Perfomans benchmarks       │
│          targets               │     │                                │
└────────────────────────────────┘     └────────────────────────────────┘
                 │                                       │
                 ▼                                       ▼
┌──────────────────────────────────────────────────────────────────────┐
│                       Institution level KPIs                          │
└──────────────────────────────────────────────────────────────────────┘
         │                                               │
         ▼                                               ▼
┌────────────────────────────┐          ┌────────────────────────────┐
│    Structure level KPIs    │          │    Structure level KPIs    │
└────────────────────────────┘          └────────────────────────────┘
      │              │                        │               │
      ▼              ▼                        ▼               ▼
┌──────────┐   ┌──────────┐            ┌──────────┐    ┌──────────┐
│ Employee │   │ Employee │            │ Employee │    │ Employee │
│   KPIs   │   │   KPIs   │            │   KPIs   │    │   KPIs   │
└──────────┘   └──────────┘            └──────────┘    └──────────┘
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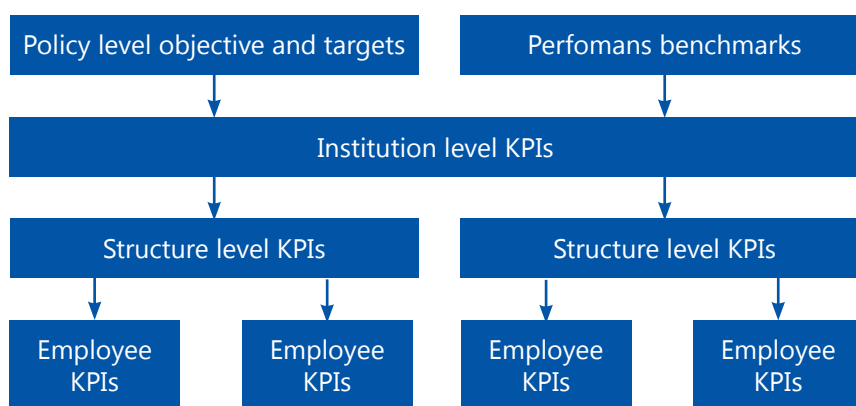
Implications A: KPIs could not only serve to define standards and monitor and manage provision of service; if defined transparently KPIs can serve as a communication tool between management and personnel of an institution by indicating most important aspects of work. Both steering and communication functions are equally important as they contribute to improved quality of operation and ultimately diminish administrative burden.

EXAMPLE OF SERVICE PROVIDER KPIS: STATE EMPLOYMENT AGENCY OF LATVIA

The Strategy of State Employment Agency for 2021-2023 identifies the institutional level KPIs as follows:

- Proportion of unemployed and job seekers that within 6-month period since receiving of the status are entered into employment relation or involved in active employment measures (%)

- Improved the involvement in labour market of disabled persons (1-2% annual increase)

- Served customers per single employee of agency dealing with client service function

- Decreased staff turnover rate in agency

https://www.nva.gov.lv/lv/strategija

Implications B: KPIs are only effective if implemented as a well thought through framework addressing all important aspects of service delivery (speed, accuracy, cost, satisfaction, transparency, confidentiality, etc.). And KPIs need to be elaborated at all levels of service provision: on the level of service provider, its individual structures / units, and at the level of individual employees.

Recommendations and implementation timeline:

R.2.6.1.	Provide for KPIs framework through quantifiable objectives and targets in the strategy for public services provision	1 year
R.2.6.2.	Elaborate a KPIs framework for, with common KPIs and separate KPIs for FO and BO functions	2 years
R.2.6.3.	Implement KPIs in regular monitoring and steering of public services and in staff assessment	3 years

C.2.7	
Tools	**Lack of awareness and capacity among customers**

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[2] See OECD parctice on public policy measurements https://www.oecd.org/governance/digital-government/38134037.pdf

Statement: Potential customers of public services in Uzbekistan are often not aware of the requirements for public services and lack capacity to access those services which are available on-line. Transparency need to be improved through emphasizing the information on services (process, requirements, fees, deadlines, etc.).

Description of the issue: Site-visits to public service centres provided evidence that there is a very little information on the services in FO premises: i.e. list of required documents, information on tariffs and due dates, information on overall process of the service provision. Cases when the customer already enters in communication with the FO operation, and only then learns about requirements for the service, are not uncommon – judging by the site-visits and interviews.

Reasons behind: For the sake of transparency, efficiency and satisfaction of customers, all necessary information must be made available to potential customers through all possible channels. Switching to on-line information dissemination only is not feasible due to penetration of IT into population and due to unrealizable IT and power-network; therefore all information on services must be also available in the service centres and provided in user-friendly language (opposite to quotation of legal provisions).

At the same time if orientation towards e-service in the medium-term is accepted by the national leadership, a campaign of ICT will need to be introduced with the following key strands: improvement of ICT skills in population, provision of ICT services throughout the country (development of networks and establishing public internet-access points), and resolving power outages.

Implications: Taking into account the relatively low percentage of internet usage, especially in rural areas, the dissemination of information about the services in public service centres would improve the awareness about the services. But move to e-services is suggested as a longer-term strategy.

Recommendations and implementation timeline:

R.2.7.1.	Mandate full transparency on requirements for all services on-line and in service centres in user friendly language	1 year
R.2.7.2.	Promote use of e-services by training potential customers in ICT-skills	2 years
R.2.7.3.	Develop a network of public internet access points across the country	3 years
R.2.7.4.	Develop and apply Public Service Communication Strategy	1 year

C.2.8	
	Insufficient infrastructure: ICT and power-supply
Tool	

Statement: Low levels of penetration of ICT networks and comparatively low levels of ICT-literacy compounded by interruptions in power-supply prevent migration to e-services.

Description of the problem: Power outages are not infrequent in Uzbekistan nowadays. This prevents reliability of any e-services and therefore hinders motivation

for their development. Likewise, ICT infrastructure need developing to ensure availability of quality of ICT services to entire population of the country.

Reasons behind: The author is not fully aware of the reasons underlying power outages, and the issue altogether is outside the scope of the assignment. Yet it is visible that the current situation provides a significant barrier to development of e-services.

Similarly, reasons for current state of ICT networks are not obvious, but need to be addressed to enable switch to on-line based service provision in the long-term.

Implications: Reliable and accessible high-quality ICT networks and power-networks could significantly promote the switch to e-services becoming a secondary driver to digitisation of public services in Uzbekistan. Transition from paper-based in-person services to on-line platforms could unlock great efficiency gains in public services and throughout the public administration as a whole.

Recommendations and implementation timeline:

R.2.8.1.	Promote ICT-skills of population both through formal education and life-long learning	1 year
R.2.8.2.	Develop ICT infrastructure (penetration and affordability)	3 years
R.2.8.3.	Improve reliability and stability of power-supply	5 years

To summarize the conclusions on BPR and conclusions in related to organisation and delivery of public services, it could be recognized that both areas need considerable improvements – through strengthening the knowledge of employees, development of the supporting tools and establishing the specialized structures. BPR application takes place in rather non-systemic manner and predominantly requires elaboration of methodological supporting tool for service providers – BPR manual, as well as strengthening of competencies of employees and structures for working with BPR and service improvements. The overall framework for public services provision would benefit from the more emphasized policy and legal framework, as well as introduction of the comprehensive quality management function and KPIs targeted at policy level objectives and performance of institutions.

ANNEX

ANNEX 1: SELF-ASSESSMENT SURVEY QUESTIONNAIRE FORM

SELF-ASSESSMENT OF INSTITUTIONS CAPABILITIES IN RE-ENGINEERING OF PUBLIC SERVICES

The questionnaire is circulated in the framework of the joint project of the Public Service Agency and UNDP Uzbekistan "Improved Public Service Delivery and Enhanced Governance in Rural Uzbekistan" financed by EU.

The questionnaire aims to collect the information about the institutions involved in public service delivery, altogether around 80 institutions in Uzbekistan.

The questionnaire is particularly targeting the Business Process Reengineering (BPR) aspects – to identify the existing capacity and the main gaps for improvement at institutional level. It will serve as an input for the capacity assessment of the institutions involved in BPR of public services and the further elaboration of the Manual to improve the efficiency and effectiveness in the use of BPR for the optimisation of public service delivery.

Business Process Reengineering 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.

The questionnaire is composed of two parts:

- **Part A**: Questions on overall experience of institution in relation to application of BPR that requires answering Yes / No;
- **Part B:** Questions related to the competencies of the employees to be able to perform BPR for public services requires answering with a ranking.

We expect to receive back the single filled questionnaire for the whole institution, encompassing the view on the institution as such. Therefore, we expect that the responder (single responder per institution) would be a middle- or higher-level manager directly involved in BPR in the institution and having well-grounded opinion to judge for the institution.

It is estimated that filling out the two parts of this questionnaire will require 15-20 minutes of work.

We would appreciate it if you could fill this questionnaire by 30 March 2021 and submit it to for consolidation.

The final version of the analytical report will be available at project website www.ipsd.uz.

Thank you very much!

Title of the Institution: _____

Part A

Please, choose the most appropriate answer for your institution.

No	Question	Yes	No
1.	Does your institution (on regular basis or ad hoc) improve the functionality, operations, processes, effectiveness, efficiency or quality of public services (i.e. any improvements, no matter how fundamentally they tackle the service delivery)?		
2.	Does your institution have a practical experience in BPR for public services (i.e. more fundamental redesign / significant improvements for public services)?		
3.	When introducing the changes in public service delivery, your institution has addressed the following aspects:		
3.1.	▪ redundant processes elimination,		
3.2.	▪ improvements in decision making levels,		
3.3.	▪ elimination of documents not necessarily required from customer,		
3.4.	▪ opportunity to obtain information from other public sources,		
3.5.	▪ risk of conflict of interest / corruption and way to prevent it,		
3.6.	▪ quality and ease of services, incl. diversification of application channels) for customers,		
3.7.	▪ improvements in IT solutions for customer,		
3.8.	▪ improvements in IT solutions for service provider.		
4.	Do the personnel of your institution have a practical experience in BPR (it could be also related with job in other organisations)?		
5.	Does your institution have a dedicated structure (e.g. unit, department) that has assigned the responsibility for BPR for public services?		
6.	Does your institution utilize some methodology when performing BPR for public services?		
7.	Does that methodology is specifically tailored for your institution?		
8.	Does your institution apply any KPIs in public service organisation and / or delivery?		

Part B

Please select a single mark per each question characterising the current situation in institution you represent taking into account average assessment for employees dealing with BPR on regular basis.

Assessment Mark, where

3 – outstanding: the skills and competencies of staff are developed at proficient level, the staff is well equipped with knowledge how to deal in complicated situations, solve non-standardized cases.

2 – satisfactory: the skills and competences are developed at the basic level and sufficient to utilise in practice by solving standard situations and replicating existing solutions to new services.

1 – mediocre: fragmented level of skills and competences, some insight into BPR gained through occasional seminar, training or publication; the knowledge and skills are not systematized.

0 – poor: the skills and competences are missing or are insufficient to perform basic functions.

No	Assessment question	Assessment			
		3	2	1	0
1	General understanding about the objectives of BPR for public services				
2	Knowledge on BPR methodologies (or some particular methodology or any type methodology)				
3	Analytical skills in BPR: ability to identify: - redundant processes, - improvements in decision making levels, - documents not necessarily required from customer, - opportunity to obtain information from other public sources, - risk of conflict of interest / corruption and way to prevent it, - quality and ease of services for customers				
4	Practical experience in utilising BPR in delivery of services in your institution				
5	Effectiveness of practical utilisation of BPR in delivery of services in your institution				
6	Legal skills (e.g. for assessing the normative requirements / changes in regulations related to the service provision due to BPR for particular service)				
7	IT competencies for identifying the improvements needed (architectural improvements, operability improvements, new interfaces, etc.)				
8	Competencies in KPIs (setting KPIs, setting targets, measurement) for public service delivery process				
9	Understanding the role of institutional cooperation in provision of public service: - cross-checking / verification of data, - interfaces to other IT systems, - joint service windows.				

No	Assessment question	Assessment			
		3	2	1	0
10	Ability to achieve meaningful collaboration with partner-institutions required for provision of public services: - cross-checking / verification of data, - interfaces to other IT systems, - joint service windows				
11	Understanding of Front-office concept in public service (Front-office is the only customer facing structure and does the interaction with the clients)				
12	Understanding of Back-office concept in public service delivery (Back-office is the decision making part of the institution)				
13	Understanding why the Front-office needs to be separated from the Back-office				
14	Understanding of different approaches for accessibility of service: - service windows, - one-stop-shops, - e-services, - mobile stations, - involvement of private sector or NGOs in service delivery				
15	Ability to create clear workflows for the service, describe the processes, attribute the roles, define timing for each process				
16	Ability to estimate relative importance of particular public service, its future demand, its seasonal fluctuations				
17	Ability to estimate resources (HR, equipment, IT tools, premises) needed for provision of re-engineered public service				
18	Ability to calculate the costs for provision of re-engineered public service				
19	Knowledge on e-tools for customer-facing functions (e.g. e-queue, e-applications, digitalization options, etc.)				
20	Knowledge on channels and ways to collect the feedback on service quality from the customers				
21	Outlook to ensure availability of resources (national or donor funding) necessary for practical implementation of re-engineering of public services				

ANNEX 2: PROVISIONAL QUESTIONS FOR INTERVIEWS

PROVISIONAL QUESTIONS FOR INTERVIEWS WITH INSTITUTIONS

The interviews with the key institutions involved in BPR of public services aim to collect the in-depth information on institutions state of play in BPR of public services and the focus for BPR. It is assumed that the interviews with the selected key institutions complement the information gathered through the self-assessment questionnaire.

Respondents: staff of key institutions involved in re-engineering of public services:

- Public Service Agency
- Ministry of Justice of the Republic of Uzbekistan
- Ministry of Internal Affairs of the Republic of Uzbekistan
- Ministry of Transport of the Republic of Uzbekistan
- State Tax Committee of the Republic of Uzbekistan
- Cadaster Agency under State Tax Committee of the Republic of Uzbekistan
- «UZSTANDARD» agency - Standardization, Metrology, and Certification Agency of Uzbekistan
- Ministry of Construction of the Republic of Uzbekistan
- State committee of the republic of Uzbekistan on ecology and environmental protection
- Ministry of Labor and Social Protection of Population of the Republic of Uzbekistan
- Pension Fund of the Republic of Uzbekistan
- Ministry of Health of the Republic of Uzbekistan

Format: (a) group interview from representatives of a single institution per interview
or
(b) group interview from representatives of adjacent institutions per interview

Timing: ~1.5 h per institution

No	Questions
	Functions
1	What are your main responsibilities in respect to public services provision?
2	Is Business process re-engineering (BPR) for public service provision your only function (or main function)?
3	Is public service provision the only function of your institution (or main function)?
4	What public services your institution provide?
5	How uniform / diverse from the organisational and process perspective of service are the public services your institution provides?
6	How many channels your institution uses to provide the public services? What are they?
7	What sources of information / data your institution uses in provision of public services?

No	Questions
8	When thinking about BPR, how important currently is introduction of new IT solutions (new IT systems, improved interfaces, real time data transfers)
	Re-engineering progress
9	How many public services altogether your institution has?
10	How many of them are already reengineered?
11	How many needs to be reengineered?
12	How would you characterize institution's experience in BPR for public services? How successful is it?
13	How important is re-engineering of public services for services your institution is responsible for? Is this a priority in daily work of institution?
14	Does your institution have a dedicated structure (e.g. unit, department) that has assigned the responsibility for BPR for public services?
15	How many employees are directly involved in provision of public services?
16	How many employees are engaged in BPR for public services?
	BPR objectives
17	Do KPIs matter in public services? Have you defined any KPIs? Planning to do so?
18	Do KPIs matter in BPR? Have you defined any KPIs? Planning to do so?
19	What are the main objectives to be reached through the BPR of public services? Improve accessibility Improve speed of service Improve service quality / reliability Diversify service channels Move to e-services Improve transparency Save costs Other
20	How do you address the transparency improvement (minimizing corruption risks) when re-engineering of particular public service?
21	What other primary / secondary objectives BPR targets? Which areas need more attention / assistance?
	Assistance analysis
22	What methodological guidance for BPR do you have?
23	What assistance / guidance would be necessary in order to perform better?
24	What kind of capacity building is available related to BPR?
24	What capacity building would be necessary in order to perform better?