

The methodology

regarding the reengineering of public services

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1. Introduction

1.1. Application domain

The basic purpose of the Public Service Reengineering Methodology (hereafter - *Methodology*) is to serve public service providers, development partners, consulting service providers, etc., involved in the reengineering process, as a reference guide for the modernization of services government policies in a consistent and repeatable way so that they meet the needs of the population, including vulnerable and marginalized individuals and groups.

The methodology is primarily addressed to teams with experience in the field of public service reengineering, being at the same time a valuable resource for managers and employees of public institutions who are trained or intend to engage in service reengineering processes.

To maintain the applicability of this document over time, it will be continuously improved, taking into account lessons learned, know-how and best practices in the field of service reengineering.

1.2. The main areas of intervention

The methodology is based on a combination of *the reengineering of work processes* and *the administrative simplification* of public services, but it also comes with a series of practical recommendations for *the modernization of public services from the perspective of the beneficiaries*.

Work process reengineering refers to *the fundamental rethinking and radical remodeling of work processes within an entity with the goal of producing major changes in key performance indicators such as cost, quality and speed of service delivery*. The process of reengineering aims to bring about radical rather than incremental changes and focuses on continuous improvements in services carried out in a participatory manner, from which all social groups will be able to benefit equally.

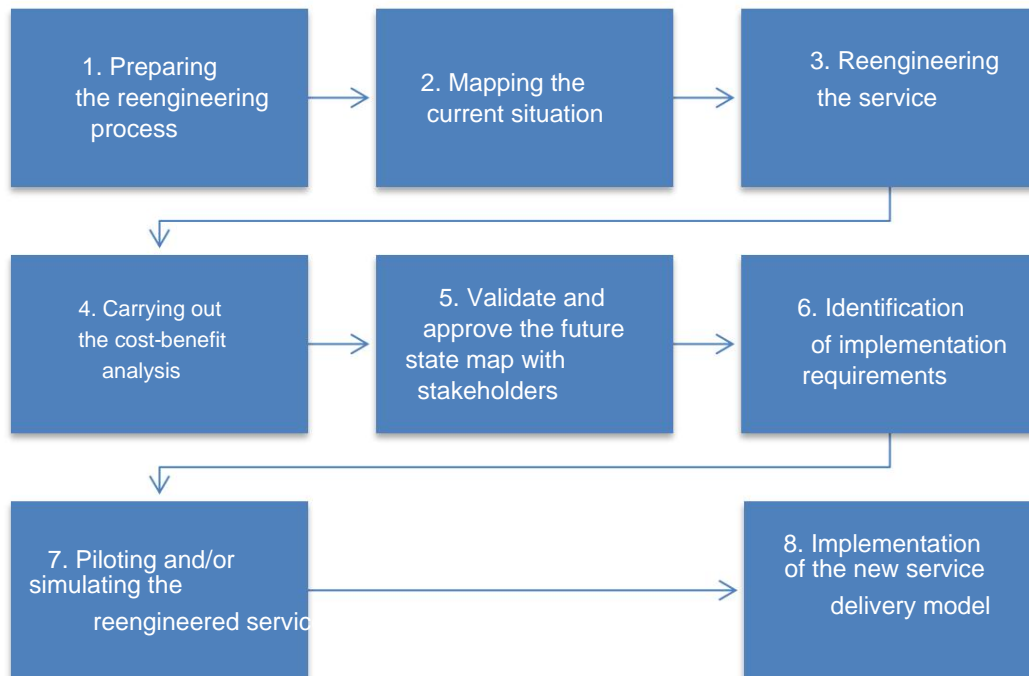
Administrative simplification is the process of *reducing administrative barriers to obtaining public services*, including reducing legal requirements and the burden to demonstrate eligibility criteria, for example the information to be presented by the applicant, the documents accompanying the application, etc.

Focusing on the beneficiaries of public services is an innovative method of rethinking the way public services are delivered, which places primary emphasis on user experience, innovation and co-creation, rather than on quantitative data and linear models.

The methodology does not analyze the tariff calculation mechanisms, this activity will be addressed in a separate exercise.

1.3. Structure of the Methodology

The methodology is divided into ten chapters, which define the goals, activities and main results to be achieved at each stage of the reengineering process, as follows:



1.4. Definitions and acronyms

For the purposes of this Methodology, the following notions are used:

activity – the performance by employees of certain actions as part of their job responsibilities. The tools used to carry out the actions, the information/data processed and the result obtained are not activities;

analysis of work processes – analysis of the logic and structure of actions carried out as part of work processes, the interaction of participants, the use of resources and other indicators. In order to evaluate the quality of the processes, a developed system of performance indicators is necessary, against which the performance evaluation will be carried out; *functional analysis* – the analysis of the activities of organizations or their totality in terms of the distribution of functions, responsibilities and attributions among them;

analysis of technological processes – detailed analysis of the technologies, methods and approaches used in carrying out the activity, taking into account the specifics of the industry, branch, field of activity;

process automation – the use of technical means to exclude the intervention of human labor in the activities carried out as part of business processes. Automation can be both complete (human participation is excluded) and partial (part of the activity is carried out by a person, and another part of the activity is carried out by information systems); *back office* – the administrative staff of an institution that does not come into direct contact with customers, for example IT departments, accounting, human resources, etc.

co-creation – the process of designing a product or service in which consumer input plays a central role from start to finish;

classification criteria (prioritization) – determining the optimization sequence of work processes according to selected criteria (for example, by importance, by cost reductions, by duration) or aligning process efficiency parameters according to their importance for the customer;

work process diagram – graphic representation of the flow logic of a business process according to the ISO19519 standard (BPMN notation);

front office – part of the staff of an institution that comes into direct contact with customers, such as sales, service, consulting departments;

process map – visual representation of all work processes and the logical relationships between them;

the map of the current situation (the "as is" version or as-is) – the formal description of the actual flow of a work process existing at the time of the analysis. Actual flow refers to the flow observed in real life, even if it only partially complies or does not comply at all with the requirements of the regulatory framework;

the map of the future situation (the "as it will be" version or to-be) - the formal description of the desired version of the work process that meets the requirements of the project or is optimal from the point of view of the system of performance indicators;

identification of business processes – identification and selection of that part of the organization's activity that is or can be transformed into business processes;

optimization of work processes – introducing changes in business processes that are designed to bring improvements from the point of view of a set of established performance indicators; *work process (eng. business process)* – sequence of interconnected actions aimed at obtaining a specific result. Processes

run in a certain predefined environment that does not change when the same process is repeated multiple times. All possible decisions within the processes are known in advance, the mechanisms for their adoption are formalized, the roles responsible for decision-making are predetermined. Each process has an event that initiates it, after which it always starts (such an event can be a letter, a request, a call, a certain time, another process reaching a certain state, the fulfillment of certain conditions, etc.), no special decision is required to start the business process. This type of activity is regulated by procedures, instructions and regulations; *operational processes* – the business processes that constitute the basic activity of the organization and that generate the major flow of income or that bring the basic benefit, in the case of non-profit organizations; the consumer of the results of these processes are organizations or external persons (customers) in relation to the organization;

project – type of activity strictly limited in time. The outcome of each project is formulated separately before it starts and all activities within the project aim to achieve this outcome, taking into account material, technical, human, time and other resource limitations. The required output may vary from project to project as resource constraints also vary. A project doesn't exist before it starts and it doesn't exist after it ends. The environment in which project work is carried out can vary significantly from one project to another or even during the implementation of a project. Decisions can be made within the project that were not known before the project started. For the launch of a project, a separate decision is made each time, also a decision to abandon the project can be made, even if resources have already been spent on the pre-project works;

reengineering work processes – introducing changes in business processes and preparing the transition from the current version to the target version of business processes, usually carried out for the purpose of optimization;

public service – all administrative activities, of a non-commercial nature, established and normatively regulated at national level and with a view to the implementation of the normative framework, organized and carried out under the regime of public power by ministries, other central administrative authorities subordinate to the Government, the State Chancellery, as well as by the organizational structures within their sphere of competence, in their capacity as exclusive providers of public administrative services, for the direct benefit of natural or legal persons or for the purpose of fulfilling by them some obligations provided for in the normative framework;

empathy techniques – research techniques based on interviewing and mapping the situation from someone's perspective, the way that person perceives, feels, experiences a certain process.

Main notions in the field of human rights and non-discrimination relevant to the reengineering process:
acceptability – dimension measuring the level of inclusive transformation of the administrative public service subject to reengineering, which evaluates the observance of professional ethics and the cultural acceptability of the service delivery format, from the subjective perspective of the applicant (which may require consideration of his ethnic, gender, age, religion characteristics);

accessibility – dimension measuring the level of inclusive transformation of the administrative public service subject to reengineering, which evaluates physical accessibility (the presence of ramps and other forms of reasonable accommodation), geographical (excessive distance to the provider), economic (high costs incurred, informal payments etc.), informational (information and communication environment, including information and communication technologies and systems) and cultural (cultural customs) of the service for applicants, especially for vulnerable and marginalized people and groups;

reasonable accommodation – any necessary and appropriate modification or adaptation, in a particular case, which does not impose a disproportionate or unjustified burden when it is necessary to ensure a person, in the cases established by law, the exercise of fundamental rights and freedoms under equal conditions with the others;

universal design – designing products, environments, programs and services so that they can be used by all people, as far as possible, without the need for adaptation or special design. Universal design shall not exclude assistive devices for certain groups of persons with disabilities where necessary;
discrimination - any distinction, exclusion, restriction or preference in the rights and freedoms of a person or a group of persons, as well as the support of discriminatory behavior based on real criteria, stipulated by the law in question, or on assumed criteria;

indirect discrimination – any apparently neutral provision, action, criterion or practice that has the effect of putting one person at a disadvantage compared to another person based on the criteria stipulated by the law in question, unless that provision, action, criterion or practice is justified objectively, through a legitimate aim and if the means of achieving that aim are proportionate, appropriate and necessary;
positive measures – temporary special actions taken by public authorities in favor of a person, a group of people or a community, aimed at ensuring their natural development and the effective achievement of their equality in relation to other people, groups of people or communities;

community mediator - a person of Roma ethnicity from a compact or mixed locality populated by Roma, responsible for ensuring the effective access of beneficiaries to social assistance services, education, medical assistance, placement in the field of work, documentation, improvement of living conditions, other services in if necessary, through effective communication with relevant institutions in the locality;

disabled person – a person with physical, mental, intellectual or sensory impairments, impairments which, in interaction with various barriers/obstacles, may limit their full and effective participation in the life of society on an equal basis with other persons.

2 The principles of public services reengineering

The following principles shall be considered and applied when planning and conducting the reengineering process.

2.1 Focusing on the beneficiaries of public services

Lately, there has been an exponential increase in the expectations of ordinary people towards the government in terms of quality provision of public services and transparency of the public sector. Meeting these expectations requires a *customer-first* approach – that is, one that puts the needs of people 1 at the heart of every decision, from strategy formulation and development, to implementation, resulting in a public service delivery experience fast and comfortable.

This principle is already largely implemented in legislation regulating business activity through mechanisms such as default delivery of services (without a prior request), tacit approval, etc. At the same time, given the fact that not all services can be provided implicitly, the principle of tacit approval (*silence means consent*) is not applicable to all services.

2.2 Accessible and Inclusive Services

One of the major objectives of the reengineering process is to create equal opportunities for the entire population, including vulnerable and marginalized individuals and groups, to benefit from public administrative services under fair conditions. The implementation of this desire is to be carried out by identifying the barriers and needs encountered by vulnerable and marginalized people and groups when accessing services and developing (in a participatory manner) suitable solutions (in accordance with international standards in the field of non-discrimination and human rights) to remedy those additional barriers encountered of groups in the process of accessing services subject to reengineering.

This principle also refers to the effective involvement of people, including the vulnerable and marginalized, in the reengineering process at all stages and levels of reengineering.

The involvement of the beneficiaries of reengineered public services in the process of evaluating, rethinking and improving them will increase the quality, accessibility and transparency of public services, as well as contribute to the empowerment and social inclusion of people, especially those from vulnerable and marginalized groups, increasing and the population's trust in public services.

2.3 Provision of services through multiple channels

This principle implies the application of an omnichannel strategy, which ensures *access to the service at any time and through any available channel*. People expect public services to be accessible anytime, anywhere and through any means of communication available. They increasingly prefer and demand full access to information, transactions and feedback regarding the services provided by the authorities, multiple channels of access to public services and the facilitation of transactions with maximum ease and time savings. In the context of the reengineering of public services, this principle would translate into the following strategies:

- the possibility to choose the preferred delivery channel (for example one-stop shop, internet, mobile phone, kiosks, call center, etc.);
- diversification of access channels to include a wider range of beneficiaries, from different geographical areas and social categories, to use the most suitable way of requesting and receiving the service according to their possibilities and needs, including

¹ The notion of human includes women and men, representing different age groups (16+) and socioeconomic status.

those deriving from the individual (elderly or disabled person, immigrant, vulnerable women and children, etc.) or socio-cultural (religion, race, ethnicity, spoken language, etc.) characteristics of the applicants; • the possibility to change the channel during the service provision process.

2.4 Standardization and simplification of services

In order to transform traditional services into people-centred ones, it is essential that services are standardized and provide a uniform experience, but sensitive to the needs of the beneficiaries of these services. The implementation of specific service standards will allow closer interaction between different government institutions, by ensuring a dynamic and uniform flow of information and processes, as well as a more pleasant experience for beneficiaries.

Given the imposing size and heterogeneity of the structure of the administrative apparatus, the context of application, the points of contact, etc., it is important that public authorities standardize their processes to ensure a homogeneous high-quality experience through all service delivery channels.

2.5 Request data only once

This principle ensures that the beneficiaries of public services will present only once the information necessary for the provision of public services, and that the public authorities will capture this information in the best way and exchange information internally between all state institutions. 2 People and economic agents must not provide the same information repeatedly to access public services.

The "one time" principle improves the overall experience of receiving public services and makes service delivery fast and efficient. This reduces the administrative burden on authorities and enables them to serve beneficiaries more efficiently.

2.6 The use of ICT solutions in the provision of public services

Electronic services have fundamentally transformed the way authorities interact with beneficiaries, from governance and policy implementation to the actual request and provision of services. Many countries, including the Netherlands, Great Britain, New Zealand, Latvia, Estonia, etc., are using e-services to better meet the growing needs of citizens.

The transition to the provision of public services through electronic channels must be applied by government institutions, in order to benefit from greater efficiency of work processes and to increase beneficiaries' access to information and services.

During reengineering, it is useful to apply the strategies below in relation to the use of solutions ICT in the service delivery process:

- providing online access to information;
- offering the possibility of submitting requests online;
- automated application processing, with minimal manual interventions;
- providing online access to the status of processing requests;
- online delivery of services.

² According to a study by the EU Commission, more than 70% of EU countries presented initiatives to implement the "once only" principle <http://ec.europa.eu/futurium/en/content/final-report-study-egovernment-and-reduction-administrative-burden-smart-20120061>.

In order to facilitate the development of e-services by service providers, the Government of the Republic of Moldova has developed and made available to all public institutions a common infrastructure of e-government services, detailed in annex no. 1.

3 Preparation for the reengineering of public services

This stage refers to the definition of the purpose and objectives of the reengineering process and the creation of the working groups that will carry out the reengineering of public services.

3.1 Formation of the reengineering team

The composition of the team involved in the reengineering process is very important, requiring the involvement of people with relevant and diverse skills, knowledge and areas of competence. When forming the team, it is necessary to ensure that both men and women are included in its composition.

The participation of a representative of the institution's senior management is of major importance to the success of the project, as it will play a key role in setting the reengineering objectives and will act as a promoter of reengineering throughout the project. In addition, the coordinator will ensure that the organization is informed internally about the benefits of reengineering and the progress up to date, will implement the change management activities.

In addition, it is recommended to create a working group (if necessary, inter-institutional) for the coordination of the reengineering project, which will support the group coordinator and will be responsible for solving major problems where high-level decisions are needed.

Personnel who know the functions of various departments and are trained in management sciences and operations research are a very important resource in the reengineering process. The participation of reengineering experts is essential for coordinating the project and providing support to employees regarding reengineering techniques. Initially, these experts can be contracted from outside the organization, and subsequently the training of internal reengineering capabilities is recommended.

Placing the reengineering team as close as possible to the processes to be redesigned increases the opportunities for them to observe and understand the work processes. This also allows the reengineering team to create direct relationships with the staff whose work processes will be redesigned.

The participation of representatives of all end-user groups of the processes, both women and men, is very important. Their feedback will be necessary especially at the most important stages of the reengineering process, including the validation of the "as-is" (as-is) and "to-be" maps, but also at the evaluation stage and continuous improvement. In order to facilitate the integration of gender, accessibility and inclusion components in the reengineering process, it is recommended to attract relevant expertise in the field of human rights, including the protection of vulnerable and marginalized individuals and groups.

Box 1. Skills needed by the reengineering team

- Knowledge of administrative procedures and work processes
- Work process analysis
- Previous experience in reengineering projects
- ICT knowledge
- Human resources work experience
- Finance work experience
- Civic participation and human rights experience

3.2 Establishing the objectives of reengineering

Before initiating a reengineering project, the objectives of this project must be clearly established, in accordance with the existing strategies of the authorities. It is essential to have a clear vision of the goal pursued, which ultimately results in the best possible provision of public services for all categories of applicants. It is important that there is consensus on the purpose and objectives of the reengineering process.

The following might be examples of typical reengineering objectives:

- reduction of service delivery time by at least 20%;
- improving access to public services for all categories of applicants and providing quality services, using innovative solutions;
- increasing the degree of satisfaction of the beneficiaries, taking into account the specific gender needs, age, disability, etc.;
- increasing efficiency, transparency and responsibility in the provision of public services.

In the case of the above examples, it is necessary to establish clear and measurable targets for the established objectives (for example, increasing *by 10%* the degree of satisfaction of the beneficiaries, reducing *by 30%* the number of steps in the process of providing the service, providing the service *by minimum 3* distinct channels etc.).

In order to ensure that realistic objectives are set, they can be adjusted during the reengineering exercise, if following the process of analyzing the collected data and developing the map of the existing situation it becomes clear that the initial objectives do not correspond to the needs (for example if initially the objective was set of a 20% reduction in duration, but following the analysis of the map of the current situation it becomes clear that the duration of the provision can be reduced by 50% (or, on the contrary, only by 15%), that objective must be revised).

3.3 Identification of public services for reengineering

From a range of public services and administrative processes, the team must decide what will be considered a public service for the purposes of the reengineering exercise. It is important to find a clear answer to the question "What will be the object of reengineering?". In this context, **public administrative services** are the services provided by or on behalf of the public administration to subjects under private law (natural or legal persons) and which may involve issuing administrative documents or ensuring the fulfillment of duties towards the state by natural persons or organizations, according to the provisions of the law. Examples of such services include: issuing business permits and licenses, registering people or property, granting allowances and other social benefits, etc.

3.3.1 Information collection

For an efficient and quality reengineering process input data is essential. First, it is necessary to decide what kind of data is needed, then check and decide whether the data needs to be collected or is already available and current.

Commonly used tools for collecting information are questionnaires, face-to-face interviews, existing inventories and reports, focus groups, etc. The tools used must allow the collection of disaggregated data about the beneficiary according to, at least, the criterion of age, type of disability (sensory, locomotor or mental), sex, ethnolinguistic affiliation and status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident).

Note: Questionnaires must have a sufficient number of clearly defined questions and be comprehensive to include all information necessary for the reengineering steps to follow.

It is also necessary to develop and make available to people from vulnerable groups questionnaires that would accommodate their special needs.

Box 2. Examples of types of data that can be collected**Name and purpose of the service**

General data regarding the service (provider, beneficiaries, eligibility, required documents, related services, deadline for providing the service, number of requests for the last 2 years, fee to benefit from the service, number of visits, etc.)

The service delivery process

The categories of barriers in accessing the service and of people who encounter these barriers

Legal basis and regulation of the administrative process of the service

The human resources involved in the provision of the service

The information technologies used in the provision of the service

3.3.2 Horizontal analysis of the identified public services

***The horizontal analysis of services** consists of the analysis of the information collected on public services, by applying a set of criteria in order to eliminate or consolidate some services and to draw up the list of public services that can be part of the reengineering process.*

Thus, the horizontal analysis serves as a first filter of public services, before the actual selection of the service and the transition to the reengineering process. The result of this activity will be the long list of public services that require a deep analysis, a rethinking and a fundamental redesign of business processes. In addition, as a result of the horizontal analysis of the identified public services, a list of services that can be eliminated and for which reengineering is not rational can potentially be identified.

The detailed stages, steps and criteria that can be applied in the horizontal analysis are presented in annex no. 2.

3.3.3 Prioritization of reengineering services

In general, a formal service prioritization exercise for reengineering from the long list of services identified in the horizontal analysis is recommended. Depending on the priorities of the work team implementing the reengineering, various criteria can be used to select one or more services and/or groups of services. This set of criteria will help the team to quickly diagnose and identify the most difficult public services. Prioritization can be applied with reference to the total number of inventoried services, fields of activity, service providers, categories of beneficiaries, etc. Depending on the current priorities of the stakeholders, various prioritization criteria can be applied.

Box 3 presents some criteria that can be used to select services for reengineering, and annex no. 2 includes a more comprehensive set of prioritization criteria. These criteria can be used in different combinations and given different weights to better accommodate the current preferences and priorities of stakeholders.

Box 3. Examples of prioritization criteria

Annual number of applications

The number of beneficiaries of the service

Note: Usually services will be evaluated based on only one of these two criteria and the most relevant of the two will be chosen.

Number of office visits (level of interaction between service providers and beneficiaries)

The number of documents required to obtain the service

Administrative burden

Severity of disparities in benefits

Results of public consultations

3.3.4 Approval of the list of specific public services

If the decision to approve the list of services to be reengineered belongs to an entity other than the public service provider, that list must be discussed beforehand with him, to ensure the inclusion and acceptance of the process and to guarantee the commitment to the reengineering project. In some cases, to provide political, financial and institutional support for the implementation stage, final approval of the list of services by a higher body, such as the National Council for Public Administration Reform, may be needed.

Note: Reengineering services identification activities may be done separately as part of a wider government reform initiative, government action plans or specific projects, in which case it will proceed directly to the process of reengineering, according to the following chapters.

4 Mapping the current situation of the public service

The collected information will be supplemented with additional elements of the public service, analyzed and mapped through the following activities: 1) mapping of the legal basis, administrative conditions (essential

- eligibility), documentation and information necessary to obtain the service; 2) the mapping of work processes and the development of the current situation map (eng. *as-is*): • the mapping of front office and back office responsibilities; • mapping the level of staff expertise; • identification of ICT solutions used in the process of providing the service; • elaboration of maps of the current situation; • validating the maps of the current situation;

3) measuring and documenting customer perception of the service provided; 4) mapping the maturity level of the service; 5) measurement of key service delivery parameters: service application and delivery time, service maturity level and documentation of benchmarks.

4.1 Mapping the legal basis

Analysis of the legal basis of the public service and mapping of at least the following elements:

- administrative requirements: the eligibility criteria for the beneficiary to request the service; • information to be provided: information entered in a form or provided verbally, i.e. general identification data, etc.; • the document(s): the set of documents that must be prepared by the beneficiary in order to have a complete file to request the service. These documents can be produced by private entities, by the beneficiary himself or by other public institutions.

The result of this activity can be summarized in a structured file with all the information that resulted from the analysis, according to the following example:

Name of service provider (authority)						
No.	The name services	Level of REGULATORY	Eligibility Information	Information requested		Requested document(s)
				tip	format	tip provider

4.2 Mapping the process

This stage involves at least three main activities:

- identification of stages, sub-stages and activities in the process (including activities on the part of service beneficiaries); • identifying the roles of the employees involved in the process; • identification of the information systems used in the process.

4.2.1 Identification of process stages

This analysis includes dividing the entire service delivery process into stages, from the submission of the application to the stage of collecting input from the population in the process of evaluation and continuous improvement. Identifying the stages of the process should be done in close collaboration with both public service employees and customers, including vulnerable and marginalized individuals and groups.

The workflow must include all current processes and sub-processes that will be analyzed and studied along the way to identify the main obstacles that make the work system inefficient. All stages of the process will later be captured in the current situation map.

4.2.2 Mapping the responsibilities of the employees involved in providing the service

As a rule, several employees and, in some cases, even several institutions are involved in the provision of the service. These aspects of the service need to be identified and mapped accordingly. First, it will be identified if the service is provided by the same institution, establishing the owner and provider of the service, if the organizations are different. Second, the roles and employees involved will be identified, determining which of them are domain-specific and which are generalist.

A general employee is usually employed in the front office and provides information on the services provided by the institution.

Field-specialized employees are part of the direct service delivery process (back office).

It is important to match roles with responsibilities and steps in the process. During this stage there is a need to assess and document the level of expertise of the personnel involved.

Box 4 describes 4 levels of expertise that can be used in assessing staff involved in service delivery.

Box 4. Professional level of expertise

Level 0. Generalist

Front office employee who provides information in an accessible format on the services provided by the institution, organizes the flow of customers and provides consultations. He does not take part directly in the provision of the service.

Level 1. Universal Customer Service Specialist

Front office employee who handles requests (including service accommodation) and service related documents and delivers the end result of the service. It can provide some simpler services.

Level 2. Expert

Back office employee who directly participates in the provision of the service and can provide, at the customer's request, advice and more detailed information on the service.

Level 3. Manager and Senior Expert

Back office employee who manages emergency situations, handles complaints, provides training and oversees the service delivery process.

In addition to this assessment, the current stage also requires a clear and detailed description of the people involved and their roles. At this stage, the HR expert must:

- 1) to collect information on existing resources (quantitative and qualitative data) and the allocation of responsibilities in the work process; 2) analyze the effectiveness of the organizational structure, identify strengths and weaknesses of the current structure.

The specific activities related to the staff analysis and the strategic review of staffing for the provision of the service are detailed in the Institutional Capabilities Assessment Methodology, approved by order of the Secretary General of the Government.

4.2.3 Identification of ICT solutions used

Identifying ICT solutions that facilitate current service delivery is important as it is the basis for process improvement and reengineering. This allows possible blockages to be assessed and resolved. As part of this stage, it is necessary to identify and document the following aspects.

Communication channels and service delivery

In the context of this stage we will use the term *channel* to define the form or means of communication through which a beneficiary interacts with an institution to obtain information or services. Examples of channels include email, web page, phone, SMS, a mobile phone app, etc. For each service, consider the following:

- What channels are available for the service?
- What service components are available through the identified channel?
- What is the work process with using that channel?
- How effective is the channel?
- Can the channel be considered accessible and inclusive?

ICT components of the service

In the case of any public service, at least part of the process of providing it can be facilitated with the help of ICT. The purpose of the current step is to identify these components. These service components should not be confused with communication channels. Below are some examples of ICT components of services, but the list is not exhaustive:

- use of the Internet and the information provided via the Internet;
- online application;
- electronic processes in the back office;
- online tracking of the application status;
- integrated database;
- online payments;
- feedback on service quality, etc.

Technologies used

Service components and communication channels are based on technological implementations. It is important to identify these technologies to help understand quality of service, interoperability with other services and organisations, alignment with Government policies and use of existing Government initiatives (such as MCloud, MConnect).

- Which information systems are used in the service delivery process?
- What processes are automated within these systems?
- What integrations exist between each of these systems and other systems?
- Which communication and service delivery channels are or could be supported by information systems?

What programming languages are used (eg Java, PHP, etc.)? • How are information systems protected from unauthorized access and use (eg physical access control and authentication and authorization technologies)?

Data processing

It is important to know how information is stored and accessed in order to assess how it may be used and accessed by other systems in the future. Some basic elements to consider are as follows:

- Is a database system used and if so, what database technology is it used (eg Oracle)
- Is there a reliable and tested backup system?
- Is the data format (schema) documented and updated?
- Which information systems have access to the data and in what way? (eg SQL, REST API, etc.)
- The system allows the systematization of disaggregated data, based on criteria of age, disability, residence, sex, ethnolinguistic and religious affiliation, status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident).

4.2.4 Elaboration of the map of the current situation

The current situation map is the main output of the activities at this stage and represents the work flow of the production and delivery of the public service. Before starting the actual mapping of the current situation, it is useful to first create an inventory to help identify missing data and people involved in the process.

After obtaining all the necessary information, the current situation map is developed as a schematic diagram of the process. In order to ensure interoperability between the different actors involved, BPMN 2.0 tools and standards will be used, which enable the efficient management of the necessary information, including:

- workflows and related documentation;
- division of obligations;
- adopting decisions; authorizations, signatures;
- the information technologies used in each process;
- the execution time of each stage of the process, etc.

Process outlines will be developed for each procedure specified above.

4.2.5 Validation of the current situation map

Once the current situation map has been developed, to ensure the quality, inclusiveness and transparency of the process, it will be consulted and validated with stakeholders. Normally, the current situation map should include information collected in a participatory and inclusive manner in collaboration with the holder and/or service provider. In addition, the final result of the mapping of the legal framework, personnel and ICT must be validated with the officials responsible for the production of the service – ultimately, the latter will have to approve the final product. This will ensure that all existing components are taken into account and nothing will be omitted or misinterpreted by the team working on the current situation map.

Typically, the work team will spend time with each department involved in the process, address all stages of the process and revise the current scheme until a common denominator is reached, when all parties involved agree to the described workflow and accompanying documentation. Finally, the current situation map must also be validated with the user group of the service being reengineered, including vulnerable and marginalized groups and civil society organizations.

Getting feedback on the 'map' from national institutions is also strongly encouraged

3 Business process model and Object Management Group notation <http://www.omg.org/spec/BPMN/>

protection and promotion of human rights. Customer feedback is required for, at the very least, front office processes.

Data consulted with the population will be presented in a simplified language and in an accessible format, using channels acceptable to all categories of users. The information presented will include, in particular, a description of the barriers and disadvantages encountered by the population, including vulnerable and marginalized individuals and groups, in the work process, interaction with staff and communication channels.

4.3 Determining the perception of beneficiaries

This exercise is about identifying problems, bottlenecks and service quality as perceived by the beneficiaries. Although the reengineering team will have the beneficiary at the center of the reengineering, in many cases the problems they face cannot be identified without directly involving the beneficiaries in the analysis process.

This activity can be organized in different ways and using various tools, including: surveys, focus groups, heuristic evaluation, observations, *tracking*, secret shopping, etc., with the involvement of different target groups, for example by gender, disability, economic status, etc.

Example of customer feedback: *the example below is a real case identified during reengineering activities in the National Food Safety Agency (ANSA).*

Name of the service: veterinary certificate

Beneficiaries: subjects who manage the meat (process and market it)

Service provider: National Food Safety Agency

Problem identified by users (customers): A copy of the certificate must accompany each batch shipped. "Meat shops" require original copies to prevent fines from state inspection bodies. They increase the costs of meat suppliers, and repeated addresses to the office of the National Food Safety Agency represent inconveniences.

4.4 Mapping the maturity level of the service

A maturity model is a set of structured levels that best describe the organization, process, practices, rules and tools applied and that are capable of producing the intended results in a safe, inclusive and lasting way. The purpose of this stage is to assess the initial level of service development and determine the target level of its maturity, as well as the transformation path from the initial level to the target level.

The level of staff expertise is measured during the development of the current situation map (see section 4.2.2). The general level of service development can be analyzed and mapped based on the stages presented in box 5, and the maturity level of the e-service can be analyzed based on the stages presented in box 6.

Box 5. Level of service development**Level 1. Nonexistent**

The service is not defined.

Level 2. Initial

The service is provided in an improvised and unmanaged manner. De facto, the service is provided, but not yet administered and regulated.

- *Is the service at an early or pilot stage?*
- *Is the service delivery process still in the process of improvement?*

Level 3. Repeatable

The service is provided in a managed and homogeneous manner, but is not formally defined according to all legislative requirements, and responsibilities are not divided.

- *Is the service identified and does it have a description of the delivery process?*
- *How detailed is the service description?*

Level 4. Defined

The service is provided in accordance with all legal requirements and is defined in regulatory acts.

- *Is the service properly described and defined?*
- *Have certain assessments or measurements been introduced?*

Level 5. Administered

The service is monitored and standards have been introduced.

- *Are assessments of channel effectiveness, customer satisfaction based on data disaggregation tools, service delivery processes, staffing levels, customer strategy, risks, cost effectiveness and other factors?*
- *Are the service standards defined?*

Level 6. Optimized

The service has been re-engineered according to best practices.

- *Have the bottlenecks and difficulties, especially for vulnerable and marginalized people and groups, in the service delivery process, which have a negative impact on the efficiency and effectiveness of the service, been identified and optimized?*
- *Effective solutions for all the needs and barriers identified in the above exercise have been integrated into the new service delivery paradigm, which would effectively respond to the needs of the population, especially vulnerable and marginalized individuals and groups, without creating disadvantages for them disproportionate?*
- *Activities were carried out to identify needs and barriers, but also to derive and prioritize solutions with the effective participation of the population, including vulnerable and marginalized individuals and groups, non-governmental organizations and with the contribution of national institutions for the protection and promotion of human rights (the Office of the Ombudsman and the Council for the Prevention and Elimination of Discrimination and Ensuring Equality) and other important actors?*

- Have mechanisms been introduced to effectively involve the population, including vulnerable and marginalized individuals and groups and civil society organizations in the process of evaluation and continuous improvement of the service, which would allow the assessment of population/participant contributions based on disaggregated data?

Note: Only services with maturity level 3 and above can be reengineered. Those of maturity level 1 and 2 are to be formalized and regulated accordingly.

The United Nations has identified 5 stages of e-service development in 2012⁴, according to which services can be assessed and mapped.

Box 6. The maturity level of the service from the point of view of e-Government

Stage 0

The value "0" indicates that the service is not currently available online at any of the following levels.

Stage 1 – Early information services

Government e-resources provide information on public policy, administrative process, laws and other regulations, relevant documentation and the types of government services provided. There are links to ministries, departments and other government institutions where beneficiaries can get updated information directly from the respective authorities.

Stage 2 – Enhanced Information Services

Government e-resources provide enhanced electronic communication, either one-way to beneficiaries or two-way between authorities and beneficiaries, such as downloadable application forms for government services, applications and limited submissions of requests for non-electronic forms or personal information. Web pages at this level could also provide audio and video information and access in multiple languages.

Stage 3 – Transactional Services

Government e-resources are engaged in two-way communication with service requesters, including soliciting and receiving input on policies, government programs, regulations, etc. In order to successfully exchange data, a way of electronically authenticating the identity of applicants is necessary. Government e-resources process non-financial transactions, for example filing income tax returns or applying for certificates, licenses and permits. Likewise, they support financial transactions, for example electronic payments, through which funds are transferred in a secure manner.

Stage 4 – Connected services

Electronic government resources have changed the way authorities communicate with citizens. They are proactive in asking for information and opinions, use interactive tools such as Web 2.0. Electronic services and solutions transcend departments and ministries in a well-integrated manner, information, data and knowledge are transferred by government institutions through integrated applications.

Authorities have abandoned the government-centric approach in favor of a people-centric approach, where e-services take into account life events and the needs of groups

⁴ See UN E-Governance Study 2012: E-Government for the People, at <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan048065.pdf>.

vulnerable and marginalized segmented to provide individualized, accessible and inclusive services. The government creates an enabling environment for greater citizen involvement in government activities and participation in decision-making.

4.5 Definition and measurement of key parameters

The definition of the basic parameters depends on the goals set at the beginning of the reengineering process. According to Section 3.1, time reduction is usually one of the main expected results of the reengineering process. Consequently, it is important to divide time into separate/specific components to be measured later. These components must be discussed and agreed upon in advance. The service time is divided into the beneficiary's time and the provider's time (or institutional time).

Institutional time is considered the time it takes to produce the service. This time can be measured by analyzing primary and secondary data obtained from internal and external sources. In order to have clarity on the time of service delivery, it is important that institutions have sufficient information. If time data is insufficient, it will be collected by conducting surveys, observations or interviews.

The beneficiary's time is considered the time required to request and obtain the service, including the time required for information, preparation of the necessary documents, travel time, waiting time, etc. This time, too, can be calculated by analyzing available primary and secondary data. If such data does not exist, it will be obtained from external sources, for example by collecting information through questionnaires.

Examples of internal data sources:

- a) internal administrative reports documenting the work process of the organization; b) data on ICT systems; c) data from monitoring systems with video cameras; d) the information contained in the reports of the human resources service; e) data from work files, registers, and other sources.

Examples of external data sources:

- a) direct measurements or observations; b) studies on natural/legal person clients; c) information obtained from other institutions.

Depending on the context, the sources from which time data is obtained need to be discussed and approved in advance. It is necessary to develop a list of all sources and instruments to be used to measure all time components. This list will be useful to keep track of various activities/tasks and responsibilities and to review them later.

Box 7. Time components

Beneficiary time

- **The time required to find out about the service**

The time required for the beneficiary to obtain information about the requirements and procedures to be followed in order to obtain the service.

- **The time required for the preparation of the necessary documents**

The time required for the beneficiary to collect all the documents requested by the institution, a precondition for initiating the delivery of the service.

- **The time required to access the service**

The time required for the beneficiary to collect the information from the moment of initiation of the preparation of the package of documents and/or compliance with other requirements, until the initiation of the provision of the service. In general, this component refers to the time spent in logistics activities, required to physically access the place where the application is submitted.

- **Waiting time** The time

spent by the beneficiary waiting in line, from the moment he entered the institution/point where applications are collected until the moment he starts interacting with the institution/operator.

- **Time for repeated visits** The time

required for the beneficiary to repeatedly present himself at the counter/institution.

Institutional time

- **Time needed to submit the application** The time

spent submitting the documents, completing the form(s) and taking other preliminary steps necessary for the application to be submitted/received.

- **Application processing time** The

time required by the institution from the moment of submission of the application/package of documents by the beneficiary, until the moment of initiation of the requested service.

- **Service delivery time**

The time required by the institution for the provision of the service from the moment of the adoption of the decision regarding its provision, until the moment of reception.

The total service time will be the sum of the beneficiary's time and the institutional time

Box 8 also specifies other relevant statistical parameters that could be considered and measured.

Box 8. Other statistical parameters

- The number/volume of documents required to be submitted for the service request to be accepted
- The number/volume of documents that can be presented electronically
- The number of all stages of the process
- The total number of visits to be made to the office and the availability of alternative solutions to office visits for immobilized or reduced mobility beneficiaries
- The number of available channels through which can access services, including responsive ones
- special needs of vulnerable groups
- Rate of available online and offline information about the service access procedure in accessible and inclusive format (easy to read, Braille, in Russian)
- The compatibility of the electronic pages with the programs for the needs of visually impaired and blind people
- The availability of the mechanism for offering reasonable accommodation, at the prior request of the customers, by attracting competent people from outside in the service delivery process (translation into/from the mime-gestural language or communication in simplified language for people with mental disabilities)

Determining the reference value as a starting point is necessary to establish the actual values of the performance indices (see Chapter 10 for details).

5 Performing service reengineering

At this stage, an alternative process/workflow is developed, which will replace the current system and enable the achievement of the strategic objectives established at the early stage of the reengineering process. It is important that the proposed new process is able to provide a high quality service that increases the level of satisfaction of the beneficiaries. At this stage the reengineering team will have more complete data and, depending on the context, the objectives set at the beginning of the reengineering process may undergo changes. Modifying or validating the original objectives is not a problem.

5.1 Administrative simplification

Administrative streamlining is more about simplifying input parameters. As a rule, entry requirements are regulated by normative acts that establish the list of information, documents and eligibility conditions for a beneficiary to submit a request and be provided with a service.

The following important elements should be taken into account when making the administrative simplification of the service.

The public interest must not be diminished in the reengineering process. The simplification and reengineering of the process must contribute to the protection of the essential standards of the public service, the purpose of which is to protect specific public interests (for example health, safety and order, the environment, protection of minors, personal data, etc.).

The legal framework must be taken into account, in order to determine whether there are legal mechanisms designed to facilitate the simplification of the provision of the public service or whether such mechanisms are in the process of being finalised. Some legal mechanisms directly related to the rationalization of the relationship between citizens and the public administration are presented in box 9.

Box 9. Legal mechanisms for simplifying the service

- Single service delivery points
- Silence signifies tacitly expressed consent • Shifting the burden of proof in administrative proceedings • The government's obligation to inform and assist its citizen in accordance with his specific needs
- The government's obligation not to request documents already in the administration's possession publicly
- The need to authenticate documents
- Availability of alternative procedures to the one of presentation at the service points a the service of the beneficiary with severe locomotor disabilities, immobilized or with reduced mobility due to health

To obtain a public service, the applicant must meet some basic requirements and submit some basic information (usually a simple form) and a set of documents (to prove a fact). Each essential (eligibility-determining) requirement against the requested set of documents is a potential reason for not initiating the process, causing delays and increasing costs for beneficiaries.

These elements can be simplified by carrying out the proportionality test and applying administrative strategies aimed at removing the identified deficiencies.

5.1.1 Proportionality test

The proportionality test involves analyzing and questioning the three main aspects: the eligibility conditions, the set of documents and the information requested by the service provider. Completing this exercise is a first step towards simplification.

Box 10. Proportionality test⁵ The

proportionality test is carried out, therefore, by analyzing the answers to several basic questions:

- Is the requirement or requested document necessary for the institution to protect the public interest? • Is the requirement or requested document appropriate (really achieves its purpose) to ensure the protection of the public interest? • Could the purpose of the service be achieved by another requirement or less document restrictive?
- Could the requirement or document be removed or replaced?

5.1.2 Strategies for administrative streamlining Depending

on the results of the proportionality test, the requirements of the service provider can be simplified in various ways. The main objective is to understand if there are possibilities to remove the eligibility conditions, documents or information requested. Below are some cases where removal is recommended.

Remove the requested document or information if:

- the document or information is not necessary (does not add value, does not help the authority to make the decision regarding the provision of the service); • the document or information can be substituted by another document, already requested to be presented (for example the case of duplication: identity card and passport); • the requested document or information was issued by the service provider, thus that it already exists in the institution's archives;
- the document contains information that can be obtained through direct communication between government institutions or by accessing a shared/common database (for example applying the "one request" principle).

Example: the adoption of the "submission of a single request" principle has a direct impact on the reduction of the time related to those documents that have already been submitted and, therefore, are already in the databases of the institutions.

Note: in cases where the data required for the processing of the service contains personal information, which is protected by law and is kept in public institutions, a written agreement on data processing will be collected from the applicant at the time of submitting the application.

Other strategies:

- reducing the number of examinations, approvals, signatures, stamps; • elimination of unnecessary authentication by a third party (for example notary authentication of the copy of the identity card);
- acceptance of self-responsibility declarations for faster service delivery, with the appropriate checks;

⁵ The proportionality criteria are provided in art. 5 lit. h) from Law no. 160/2011 on the regulation of entrepreneurial activity, as well as in art. 15 of Law no. 235/2006 regarding the basic principles of regulation of entrepreneurial activity.

- adoption at the legislative level of the principle of tacit approval, specifying the cases of exception to this principle;
- providing support to the client who is part of the vulnerable groups in issuing documents necessary that are missing.

5.2 Analysis and modification of the service process outline While

administrative simplification focuses on the optimization of input elements, the objective of reengineering is to modify business processes, by identifying and redesigning the components that affect their performance to improve results, including increasing efficiency and procedural transparency .

The process begins with an assessment of the organization's current processes and determining what needs to be reengineered. At this analysis stage, a series of sessions/discussions will be held with process managers and other stakeholders such as customers regarding the need for reengineering and the reengineering strategy to be applied.

5.2.1 Identification of deficiencies in the process

The information collected and mapped will be rigorously analyzed, this being an important source of data for the development of the map of the current situation. This analysis will be carried out following the steps below:

- **dividing process steps** into "value-added steps" and "non-value-added steps". Value-added steps will be defined as a necessary and indispensable part of the whole process;
- **identifying the steps that consume most of the time in the process of providing the service.** This exercise is vital for improvement and change for the better, such processes causing delays to the whole process and having a negative impact on the level of satisfaction of the beneficiary;
- **identifying those aspects of the process that are to be adapted to the special needs of vulnerable and marginalized groups in order to reduce the barriers to benefiting from the service under equal conditions.** That step will allow improving access and the level of service benefit by adapting the organization's current processes to the special needs of vulnerable groups (see point II of annex no. 4 for additional information on accommodation measures suited to the characteristics of the groups); • **analyzing customer complaints and feedback.** Customer complaints must be treated as an indicator of trust, as they reflect the opinion on the level of quality and inclusiveness of the service provided.

5.2.2 Application of reengineering strategies

As a rule, the strategies applicable to business processes for the public sector are concerned with the micromanagement of processes within the public institution. The strategies come up with solutions for improving the performance indicators of public services provided to individuals and legal entities. Reengineering objectives can be formulated in the form of specific targets applied to time, quality, inclusion, cost, etc. indicators.

Note: *Clarity of objective and indicator are critical to selecting and implementing a strategy. If, for example, the main objective is to reduce process time by 25%, the focus in selecting and applying strategies will be to reduce service delivery time.*

In addition to achieving this main objective, when subjected to reengineering, the successful application of strategies will have a positive impact on the improvement of other performance indicators.

performance, for example will increase the quality of the service, reduce the cost of the service and increase the degree of transparency.

Strategies could relate to the following aspects of the service:

- 1) *accessibility*, by providing multiple channels of information, request and provision of the service acceptable to all categories of beneficiaries;
- 2) *streamlining the process*, which can be operationalized by eliminating, standardizing, consolidating steps, etc.;
- 3) *staff specialization* and separation of roles; front office–back office; 4) *ICT solutions*, through automation, digitization, connectivity between providers, etc.; 5) *the satisfaction of the beneficiary*, regarding the integration of the special needs of the groups vulnerable and marginalized, including customer segmentation.

In the analysis process, the focus will be on identifying possibilities for:

ELIMINATE

- Of the stages in the process that do not present added value;
- Of stages that can be combined with other stages/activities;
- Inconveniences for beneficiaries, including barriers specific to vulnerable groups and marginalized;
- Excessive number of roles.

Example: *reducing process steps when an excess and a burden (such as time burden) are observed.*

TO DELEGATE

- Minimizing the number of delegations;
- Eliminating unnecessary approvals;
- Empowering the staff to carry out the respective checks;
- Making available to the staff all the necessary information to be able to take decisions.

Example: *delegating the authority to authorize the service to specialized personnel with access to sufficient information and appropriate powers.*

RELOCATION

- Reducing the number of visits by beneficiaries;
- Reduction of retentions;
- Launching multiple and suitable access channels;
- Acceptance of documentation in electronic format.

Example: *relocation to regional offices or to third parties; improving online accessibility by opening online channels for information and submission of requests for services; the creation of new channels (for example, single telephone numbers for information, mobile teams for serving the elderly, disabled, etc.).*

Note: *Multiple delivery channels greatly improve accessibility, meeting the needs of different customer segments and educating people at the same time.*

AUTOMATION •

- Automation of repetitive tasks;
- Automating time-consuming tasks;
- Use of inexpensive tools available.

TO SEPARATE

- Front office and back office activities;
- Management and execution activities;
- Of the administrative functions of service provision.

STANDARDIZATION

- Of processes; • Of the roles; • Of time;
- Information; • Measures to reduce barriers specific to vulnerable and marginalized groups.

Example: *standardization at the institutional level of the process of submitting complaints and complaints; standardization of job descriptions for different roles (front office and back office); standardization of response time to complaints or feedback; standardization of processing time and service delivery time; standardization of forms and information received at the time of application submission; standardization of measures to accommodate the web page and printed information to special needs; standardization of measures to accommodate the way of accessing the service to the needs of people with reduced mobility or immobilized; publication of service quality standards.*

Note: *do not forget about the regulation of exceptions to standard situations.*

DIGITALIZATION

- Providing the possibility to submit requests for the service and deliver the service online; • Abandoning paper registers in favor of electronic registers. This will in particular eliminate all archive-dependent services such as civil status certificates;
- Online communication between different departments within the back office and between institutions public; • Data centralization.

Example: *online communication in the back office between departments, between institutions.*

Note: *Digitization is a key accelerator of reengineering initiatives as it reduces the overall burden of time and cost.*

OUTSOURCING

- Of some component parts or the whole service, for example IT outsourcing, of the delivery service to postal operators, front office to the customer service center;
- Specialized services for reasonable accommodation of processes (at the request of the client or representatives of persons with sensory or mental disabilities).

Example: *adoption of the one-stop shop principle, including by public and/or private parties, such as: notaries, banking institutions, post offices, etc.*

REUSE OF ICT SOLUTIONS

- Electronic authentication; • Electronic signature; • Electronic payments; • Shared databases, etc.

Note: *it is important not to invest in the development of ICT solutions that have already been developed by authorities or other public institutions, but, on the contrary, to take advantage of already developed solutions. See annex no. 1 list of common e-Government infrastructures that can be reused.*

5.2.3 Elaboration of the map of the future situation

Based on the strategies chosen for the selected service, the map of the current situation is to be updated, becoming the map of the future situation, which comes to reflect all the changes proposed through reengineering. The map of the future situation will include at least:

- 1) the roles, both in the back office and in the front office;
- 2) third parties involved (affected); 3) stages in the process (consecutiveness); 4) the guide, which explains the steps in the reengineering process and the changes introduced through them.

Separately, as an annex to the organization chart, detailed information will be presented on:

- identified issues (following analysis and/or customer feedback, including vulnerable and marginalized individuals and groups);
- the proposed solutions for solving the identified problems;
- actual service time and time saved if the proposed model is implemented;
- the strategies/interventions applied (for example, the strategy applied is "to digitize" by connecting the databases; the tracking system was used for the beneficiary to follow the status of his application; a payment portal, etc.);

- ICT solutions and recommendations for the implementation of maps of the future situation.

5.3 Development of service standards

The service standard is the commitment assumed by the public institution towards its clients (individuals and legal entities) regarding the quality of services they can expect.

As long as the standards are established and made public, the public institution guarantees performance at the level of those standards. At the same time, the respective standards are a tool for evaluating the organization's performance and are a tool for holding the public institution accountable for the quality of the services provided. In the process of deciding on the specific standards of the service, in turn, some principles will be taken into account, presented in box 11.

Box 11. Principles of service standards

- Concrete
- Measurable •
- Meaningful for the beneficiary •
- Communicative in relation to the beneficiary •
- Accessible and fair • Participatory and inclusive

The development of a diagram of the service standard will be done with the involvement of customers (individuals and legal entities). Involving customers in the drafting of service standards can be done through a wide range of tools, including conducting studies, collecting feedback, conducting focus groups, surveying customers on the effectiveness of services and the extent to which they take gender issues into account and diversity; customer experience mapping; usability testing and website analysis etc.

Note: Some aspects of the service may be standardized in the process of analyzing it for reengineering. When defining the standard of accessibility and equity, as well as that of participation and inclusion, international standards in the field of human rights/non-discrimination and human rights-based approach will be taken into account (practical solutions are presented in point II of annex no. 4).

Service standards can cover the entire range of services provided or only part of the more relevant aspects.

The list below shows some measurable elements that can be highlighted during the reengineering process. They can be associated with a specific value of a performance indicator.

time

- Standard waiting time (waiting time in queue) • Standard feedback time (time to answer beneficiaries' questions) • Standard time to fill in forms (quality standard) • Standard time for clerks to provide the necessary information to the beneficiary (quality standard) • The standard waiting time for the service adapted to the special needs of the client with severe sensory, mental or locomotor disabilities/immobilized persons (offered through alternative ways: specialized services, travel to the location, etc.)
- The standard time for informing the client from vulnerable groups about the result of the examination of his request regarding the provision of support in the issuance of documents for the eligibility of the requested public administrative service • The standard time for the delivery of the service

ACCESS AND ACCESSIBILITY

The institution must ensure access to the service through multiple channels: at the counter, by written request, by phone, by e-mail, on the Internet. Those channels are to be accommodated, as much as possible, to the special needs of vulnerable and marginalized groups.

- Number and type of service access channels; • Number of channels for providing the service; • Availability of one stop shop for service.

TRANSPARENCY AND POPULATION INVOLVEMENT

- Available information (eg service passport); • Institutional approval of the feedback process/mechanism as a rule of communication with beneficiaries, including vulnerable and marginalized people and groups, in the process of evaluation and continuous improvement of the service; • Introduction of the online tracking mechanism of the application/file status.

PETITIONS AND COMPLAINTS

- The mechanism unified throughout the organization and friendly in use to all categories of population
- The standard time for resolving petitions or responding to complaints • Insertion in the response form of the standard note informing the beneficiary of the service about the possibility of addressing it to the Office of the People's Advocate or the Council for the Prevention and Elimination of Discrimination and Ensuring Equality, if it considers that his rights were violated or that he was treated unfairly by the provider in the process of receiving the service.

Examples of service quality standards:

- a complaint will be resolved in no more than two working days; • the client can follow online the progress of the processing of his request or complaint; • the customer will be served in no more than 15 minutes.

6 Carrying out the cost-benefit analysis

Cost-benefit analysis is an analytical tool created to support the process of developing public policies, by evaluating potential outcomes based on the enumeration of all the benefits and costs of implementing the respective policies. Cost-benefit analysis involves comparing costs and benefits, assessing risks and performing sensitivity analysis. Depending on the objective of the institution, the size of the investment proposed to improve the service, but also the scale of its applicability, the use of this tool could be optional.

The cost-benefit analysis is similar to the analysis of investments in the private sector, but because it also relates to public policies, this analysis will also take into account the categories of benefits and costs that are much wider than in the case of a business decision, which focuses mainly for profit.

Principles of cost-benefit analysis

Cost-benefit analysis consists of **financial analysis**, which assesses the financial benefits to the institution, for example the net change in service cost, and **economic analysis**, which assesses the benefits to clients, for example the net change in administrative burden.

Cost-benefit analysis illustrates the present value of future net benefits. Future net benefits are determined by the net difference between the cost of the service (or administrative burden) and the required direct investment and maintenance costs of the upgraded service.

As the maximum benefits of the service are not achieved immediately, an impact coefficient is to be applied to illustrate the proportion of the maximum benefits that are achieved in a certain period. The value of the impact coefficient is established taking into account the opinion of the working group and international best practices.

The period of the cost-benefit analysis is 5 years, where year 0 is the reference year when the reform of the service begins. The cost-benefit analysis is carried out in real prices, established at the reference year, without taking inflation into account, with the application of the following discount rates: financial analysis – 5%, economic analysis – 5.5%.

Cost benefit analysis

Cost-benefit analysis relies on a discounting process to express all future costs and benefits in their present value. This is done by discounting the costs and benefits in each future time period (per year) and adding them together to get the present value.

The discount rate, in essence, is the opportunity cost of resources (most often capital) required to generate benefits in the future.

The discount factor reflects the present value of the monetary unit that will be obtained in the future at a certain discount rate.

The update period reflects the year (period) after the reference year (0) being analyzed.

The analysis period reflects the time period (year) that applies to the benefits and costs.

The present value is calculated using the following formula:

$$= \frac{(x \cdot y) (+)}{...}$$

where:

VP – present value;

- B** – total benefits;
C – total costs/investments;
Ic – the impact coefficient;
n – analysis period (year);
t – update period (year);
r – discount rate;
(1+r)t – the discount factor.

The *net present value* (NPV) is obtained by subtracting the discounted costs from the discounted value of the expected benefits. NPV is the sum of the present value for all periods (years). For each proposed alternative reengineering scenario, the VPN will be calculated separately and then compared to see which one is higher.

If the NPV is greater than 0, it means that the reengineering scenario will have a positive economic or financial impact and that the present value of future benefits is greater than the present value of costs and investments. If the NPV is less than 0, then the benefits of implementing the reengineering scenario do not cover the costs of implementing this plan. In case of multiple reengineering scenarios, the option with the highest VPN will be selected. The net present value is calculated using the formula:

$$NPV = \frac{B_1}{(1+r)^1} - \frac{C_1}{(1+r)^1} + \frac{B_2}{(1+r)^2} - \frac{C_2}{(1+r)^2} + \dots + \frac{B_n}{(1+r)^n} - \frac{C_n}{(1+r)^n}$$

where:

- NPV** – net present value;
B – benefits;
C – costs/investments;
Ic – impact coefficient;
r – discount rate;
n – analysis period (year);
t – update period (year).

The *internal rate of return* (IRR) is a discount rate for which the NPV equals zero, i.e. the net present value of the benefits equals the present value of the costs.

To evaluate the reengineering scenario, the real investment profitability characterized by the RIR will be determined. If the RIR is greater than 0, the plan is worth implementing. The most advantageous option will be selected by comparing the RIR values of the alternative scenarios.

Administrative burden

Administrative burdens (PA) are the costs of complying with information obligations, resulting from legislation and normative acts imposed by the government, borne by economic agents and natural persons. ⁶ These costs are calculated according to the standard cost model. ⁷

⁶ <http://www.administrative-burdens.com/>

⁷ http://ec.europa.eu/dqs/secretariat_general/admin_burden/eu_scm/eu_scm_en.htm

The total administrative burden is the average amount of administrative burden to receive the service created over a year (or other fixed period of time). The administrative burden per service is the total administrative burden divided by the number of services/requests provided in a period of time.

Well	=	Price	x	Time	x	Amount
<i>The cost of obtaining the service</i>		<i>Official average hourly rate of pay + cost of service + cost of travel + cost of third party services</i>		<i>The time required to reach the institution + request the service + submit the documents + receive the result + waiting time (if the service is provided directly on the spot)</i>		<i>Total number of services delivered per year x number of visits required to request and receive the service</i>

Service costs

The total cost for the service is the sum of the full costs of the service – both direct and indirect costs – and is one of the most important indicators for evaluating efficiency. The service costs are composed of:

- **direct costs** of the service, which include *the costs of human resources*, used for the delivery of a particular service, and *the costs of non-human resources*, used for the provision of the service (paper, cartridges, travel, training, etc.);
- **indirect** service costs, which include *administration costs* (management, human resources, accounting, etc.), *investment costs* (e.g. IT system development) and *maintenance costs* for such investments (IT system maintenance), as well as *general costs* (eg costs of heating, water, rent, etc.).

Appendix no. 3 details how to calculate service costs, as well as the cost of providing a single service (processing a request).

Financial analysis

The financial analysis evaluates the impact of the reengineering process on the service provider and allows the evaluation of the net benefits (benefits – investments) of the service reengineering process and the determination of the financial impact of the reengineering scenario (positive or negative).

The financial analysis consists of calculating the net present value and the internal rate of return, which illustrates the total positive or negative impact of the reengineering plan. The impact ratio is applied to the total benefits to assess the weight of the maximum impact in a given year. The financial analysis compares the net difference in service costs and direct investment and annual maintenance costs. An example of a financial analysis is illustrated in the table below

BENEFITS	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5
<i>Net labor cost</i>	0	146,169	146,169	146,169	146,169	146,169
<i>Net cost of resources</i>	0	256,401	256,401	256,401	256,401	256,401
TOTAL BENEFITS	0	402,569	402,569	402,569	402,569	402,569
<i>The impact coefficient</i>	0%	50%	80%	90%	95%	99%

TOTAL BENEFITS ADJUSTED	0	201,285	322,055	362,312	382,441	398,544
<i>Information system maintenance</i>	0	50,000	50,000	50,000	50,000	50,000
TOTAL COST OF MAINTENANCE	0	50,000	50,000	50,000	50,000	50,000
<i>Modernization of the existing information system consolidation interinstitutional interconnections between databases</i>	500,000					
	100,000					
TOTAL COST OF INVESTMENTS	600,000	0	0	0	0	0
The net difference	(600,000)	151,285	272,055	312,312	332,441	348,544
Adjustment rate	5%					
Period	0	1	2	3	4	5
Present value	(400,000)	144,081	246,762	269,787	273,500	273,093
PRESENT VALUE NET (VPN)	607,223					
RATE OF PROFITABILITY FINANCIAL (RIR)	32%					

Economic analysis

The economic analysis evaluates the impact of the service reengineering process on the beneficiaries of the service and allows the evaluation of the net economic benefits (benefits – investments) of the service reengineering and the determination of the economic impact of the reengineering scenario (positive or negative).

The economic analysis consists of calculating the net present value, which illustrates the total positive or negative economic impact of the reengineering scenario. The impact ratio is applied to the total benefits to assess the weight of the maximum impact in a given year. Since the service provider also participates in the economic circuit, the financial benefits of the savings for the service are also included in these calculations.

The economic analysis compares the net difference in service costs, the net difference in administrative burden and direct investment and annual maintenance costs. An example of an economic analysis is illustrated in the table below

BENEFITS	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5
<i>Net time cost</i>	0	2,145,747	2,145,747	2,145,747	2,145,747	2,145,747
<i>Net payments</i>	0	73,484	73,484	73,484	73,484	73,484
benefits	0	2,219,231	2,219,231	2,219,231	2,219,231	2,219,231
TOTAL ECONOMICS	0	2,219,231	2,219,231	2,219,231	2,219,231	2,219,231

<i>Economic impact coefficient</i>	0%	50%	80%	90%	95%	99%
benefits						
TOTAL ECONOMICS ADJUSTED	0	1,109,615	1,775,385	1,997,308	2,108,269	2,197,039
<i>Net labor cost</i>		146,169	146,169	146,169	146,169	146,169
<i>Net cost of resources</i>		256,401	256,401	256,401	256,401	256,401
TOTAL BENEFITS ADJUSTED	0	402,569	402,569	402,569	402,569	402,569
<i>The impact coefficient</i>	0%	50%	80%	90%	95%	99%
TOTAL BENEFITS ADJUSTED	0	201,285	322,055	362,312	382,441	398,544
<i>Maintenance of IS interconnections</i>	0	50,000	50,000	50,000	50,000	50,000
TOTAL COST OF MAINTENANCE	0	50,000	50,000	50,000	50,000	50,000
<i>IS modernization existent</i>	500,000					
<i>Interinstitutional data exchange</i>	100,000					
TOTAL COST OF INVESTMENTS	600,000					
The net difference	(600,000)	1,260,900	2,047,440	2,309,620	2,440,710	2,545,582
Discount rate	5,5%					
Period	0	1	2	3	4	5
Present value	(600,000)	1,195,166	1,839,527	1,966,904	1,970,182	1,947,712
Net Present Value (NPV)	8,319,492					

7 Validate and approve the future state map with stakeholders

Service providers must be consulted on all stages, procedures, personnel and legal framework change requirements associated with the reengineering process.

Note: *If some stakeholders have not been involved in the process since the beginning of the project, effective communication with them is necessary to ensure that they understand and support the new model.*

The second level of stakeholders are public institutions/departments that provide services associated or similar to the main service proposed for reengineering.

Note: *It is important to identify, consult and include in the reengineering process all entities directly or indirectly affected by the service reengineering and proposed changes. It is also important to consider the role and importance of each entity.*

The third level of stakeholders to be consulted are beneficiaries, including vulnerable and marginalized individuals and groups. They will primarily be consultants on those elements of the public service that will be changed, a fact that will directly affect their interaction with the public institution, their eligibility to benefit from the service or will change the main conditions that they will have to meet in the new framework of the modernized service.

The fourth level of interested parties to be consulted are the interministerial commissions or committees (for example the National Council for Public Administration Reform), which can provide political support to the reengineering process, but also guarantee or financial support for the implementation of the new model.

Note: *The involvement of different stakeholders will be different, taking into account the specifics of each group. Technical aspects will be consulted with the appropriate teams, each group will be presented with the details at an appropriate level.*

Example: *Upon obtaining approval from the fourth level of stakeholders, the brief summary of the proposed changes and their expected impact will be presented, to which the details of the future situation map will be attached. At the same time, high-level changes could be presented (reduced number of stages, roles, documents). If necessary, these could be accompanied by assumptions regarding the reduction of service delivery time in the new model.*

8 Identification of the necessary conditions for implementation

After developing the new service model, the work team will make available to those involved in the process the tools, documents, programs and methods necessary to successfully implement the modernized service. This toolkit will include at least the following items.

Implementation action plan

A detailed action plan will need to be developed, with appropriate stakeholder identification, outlining the proposed service improvements, the investment required at each stage of implementation, as well as the work schedule and associated cost estimates.

Projects to modify the normative framework

The necessary legal documents will be developed so that the newly designed service can be implemented, either by amending the existing documents or by developing new projects. The normative acts will reflect the new service delivery model, and a legal expert will be involved in their evaluation.

Alignment of organizational structure and roles

If there is a gap between the organizational structure, human, technical and financial resources currently available and needed, this will be analyzed in detail at this stage. This analysis will be performed even if there are sufficient resources to implement the upgraded service.

It is necessary to draw up an organizational chart (or, as the case may be, departmental) that reflects the proposed changes in staffing levels (reduction or increase). A human resources expert will be involved to assess staffing needs and their training needs, in the context of service delivery according to the new model.

Job descriptions must be updated to include all internal steps and procedures related to the changed work process. Depending on the internal administrative and legal system, the description of the new roles could be provided in a legal act or in an internal regulation of the service provider.

Note: to carry out the above-mentioned actions, the Institutional Capabilities Evaluation Methodology, approved by order of the Secretary General of the Government, will be used.

Necessary investments and purchases

The technical specifications for the purchase of ICT equipment and solutions, as well as other infrastructure elements necessary for the provision of the service according to the new model, will be developed.

Note: existing methodologies will be used to develop ICT solutions.

Change Management Plan Change

management is one of the most important factors in the success of reengineering implementation. It involves the application of cultural adjustment techniques to facilitate the implementation of the newly designed process, taking into account the impact of associated human and social changes. The methodological framework used for change management will be approved by the State Chancellery.

9 Piloting and/or simulating the reengineered service

To ensure that the proposed process will generate the intended benefits, it will need to be properly tested before it is delivered to the beneficiaries. Its effectiveness can be verified with the help of simulation tools, which allow determining its success or failure. If the system does not show satisfactory performance, it will be modified and tested again until the desired results are achieved. In this context, reengineered service simulation is a way to experience work processes in a virtual environment, without the risks and problems that can arise from testing them in a real environment. In a simulated environment, there is no risk of stopping the actual rendering process. Simulation is the ideal tool when:

- the processes associated with the provision of the service are significantly changed, but not know the consequences of changes;
- changed processes are critical for service providers and cannot be stopped (by eg birth registration);
- real data is desired on how a process can be carried out under certain conditions.

Piloting is a more effective option, but it is only possible if the testing of services can be done with the participation of real customers, which will allow collecting their feedback. By piloting the proposed improvements at a certain level (for example first in a single department), we can ensure the effectiveness of the process, before implementing it at the level of the entire institution.

Piloting is also useful for making time, cost and staff estimates before actual implementation begins. Moreover, piloting will allow the identification of deficiencies in human, technical and financial resources. Once identified, they can be resolved in the next stage - implementation.

An impediment to piloting can be the lack of certain ICT tools at the time of piloting, as they are just about to be developed. Although in theory reengineering is possible without automating work processes, given that one of the basic principles of the reengineering framework methodology is the use of ICT solutions, the lack of these solutions at the time of piloting can create certain difficulties during the piloting phase.

10 Implementation of the new service delivery model

To ensure effective implementation of the reengineered service, several factors can be examined:

- management support for the work team; • commitment to the action plan and compliance with the schedule; • involvement of all employees in the target department/departments.

The application of the new model in large-scale organizational production will be carried out according to the previously developed action plan (see chapter 8), which can be further modified, taking into account the results of the piloting/simulation process (see chapter 9) and agreeing with all relevant stakeholders involved in the process.

This stage is also designed to ensure the organization's ability to maintain achieved achievements and the continuity of development and improvement to prevent decline in performance levels. This is why monitoring and subsequent observation of service delivery and tracking of performance indicators are necessary.

10.1 Evaluation and monitoring of performance indicators

At this stage the impact of the changes is evaluated. This impact is determined by the evaluation and measurement of performance indicators.

Evaluating and monitoring service performance over time is an important tool for evaluating the effectiveness of reengineering and also helps to identify deficiencies that need further improvement to achieve the ultimate goal, i.e. customer satisfaction.

At least four main elements deserve to be evaluated and monitored:

- service accessibility, including for vulnerable and marginalized groups; • the efficiency of the service provider's internal process; • the beneficiary's perception of the service quality/ beneficiary's satisfaction; • the involvement of the population in the evaluation and continuous improvement of the service.

Box 12. Examples of indicators that can be evaluated

Accessibility is the ease of the beneficiary to access a service. This can be evaluated and monitored using the following statistical indicators:

increasing the number of service access points:

- number of new channels/recommended access devices; • the number of channels adapted to the special needs of customers from vulnerable and marginalized groups (*customer segmentation*);

availability of information regarding the respective service:

- the availability of the service passport, online information in large format and easy-to-read language for clients from vulnerable and marginalized groups;

working hours of the counter at which the service is provided:

- availability of the online service 24 hours a day; • the existence of a special program for parents with children, etc.;

facilities for accessing the service by people with disabilities:

- the design of the electronic page also adapted for people with visual impairments; the information is available in different languages, etc.;
- premises adapted to the needs of people with locomotor disabilities;

- measures to adapt the way of accessing the service to the needs persons with severe locomotor disabilities/immobilized or with reduced mobility;
- the availability of the procedure for requesting external services to accommodate the way the service is provided to the special needs of people with disabilities (sensory and mental); • the availability of the support procedure for some groups vulnerable in accessing/issuing the necessary documents for eligibility to the requested administrative public service.

The efficiency of the service provider's internal processes can be evaluated using the following indicators:

- the number of steps removed from the process (% of the total number); • the number of barriers complained by vulnerable and marginalized groups that have been remedied (% complained per group); • the number of documents required for submitting the application that were eliminated (% of the total number);
- the number of established standard forms (% of the total number); • reduced average request processing time (in %); • reducing the cost of the service; • number of process participants reduced/roles eliminated after modernization.

Service quality/customer satisfaction can be measured by determining, by conducting studies, public perception or by using the following measurable indicators:

- reducing the time to access the service (on average, in %); • reduction of waiting time in the queue (on average, in %); • reduction of the application submission time (on average, in %); • reducing the time required to obtain the service provided by the back office and front office (on average, in %); • reducing the number of necessary visits to the office (in % of the total); • compliance with service standards

10.2 Maintenance and continuous improvement of the service

Since business process reengineering is a gradual and continuous process, it is necessary to establish a service maintenance process – a systematic process of returning to the actual service, to its production and delivery. The main objective of maintenance is to analyze data obtained through monitoring and identify possible further improvements.

A key principle is to use feedback loops at every stage of the process and to provide an environment that encourages continuous evaluation of results and individual improvement efforts.

At the end-user level, there must be a proactive and population-friendly feedback mechanism that ensures and facilitates the resolution of problems and difficulties, the communication of experiences gained in the process of accessing the service and recommendations for improvement.

After identifying deficiencies, it is necessary to create a plan to improve/remove deficiencies, to be implemented, equipped with appropriate resources and with deadlines reasonable.

Box 13. Examples of indicators that can be evaluated

Have tools been implemented to assess the quality and accessibility of the service, friendly to all categories of users, using disaggregated data? • the number of stages covered by the evaluation mechanism; • the number of tools in an accessible and acceptable format per user group per

stage;

- the amount of time and effort required to participate in the assessment.

The rate of users using the mechanisms for evaluating the quality, accessibility and inclusion of the service (per service, per period):

- measured per stage; • per assessment tool; • per group of users; • per geographic location of the service.

Number of periodic focus groups and interviews with representatives of vulnerable groups and requests/recommendations for service improvement collected (per service, per period, per region, per group).

Rate of service improvement requests/recommendations, verbalized by the population, especially by vulnerable groups, that were integrated into the new service delivery paradigm (% analyzed disaggregated by vulnerable target group/per service/per stage)

Appendix no. 1. The infrastructure of electronic government in the Republic of Moldova

Common Government Technology Platform (MCloud) 8 (Available)

Using Mcloud services offers institutions several benefits:

- the need to purchase expensive equipment disappears, as institutions have the possibility to focus, instead, on increasing the quality of service provision;
- the need to hire expensive IT experts disappears (for example, system administrators, database administrators, information security specialists, etc.), institutions having the possibility to call on the services of the MCloud team for administration tasks;
- the service adapts to the needs of the institution, increasing or decreasing (for example if the service is used in certain periods – quarterly reports or others the institution could request additional computational resources for limited periods of time);
- data availability (due to redundancy) and high security (including ultimate device security, access to security experts, security monitoring).

ENABLEMENT SERVICES:

- **the government's electronic authentication and access control service (MPass) 9 (available)** provides the possibility of single registration to allow access to the IT system using the same data. Allows authentication using a mobile identity, digital signature and username/password. It can also have the centralized management (authorization) role for efficient permission management;
- **integrated electronic government electronic signature service (MSign) 10 (available)** allows digital signing of documents and forms and validation of signatures applied to documents/forms;
- **the government electronic payment service (MPay) 11 (available)** allows the receipt of electronic payments for public services through credit/debit cards, through internet banking services, electronic terminals and post offices;
- **the government notification service (MNotify) 12** allows sending notifications (via e-mail, short message service (SMS), Facebook network) to alert users about various events within the system related to their request (e.g. file processing, document issuance, adopting the decision, etc.);
- **the government electronic logging service (MLog) 13 (available)** allows logging/centralized auditing of business events for Business Intelligence purposes (statistical data, pattern analysis, etc.);
- **the government electronic delivery service (MDelivery) 14** allows delivery via mail/courier services of documents, parcels, etc.

COMMON SERVICES:

8 Government Decision no. 128/2014 on the common governmental technology platform (MCloud).

9 Government Decision no. 1090/2013 regarding the government electronic authentication and access control service (MPass).

10 Government Decision no. 405/2014 on the integrated electronic government electronic signature service (MSign).

11 Government Decision no. 280/2013 regarding some implementation actions of the Government Electronic Payments Service (MPay).

12 The draft of the Government's decision is elaborated, to be approved by the Government.

13 Government Decision no. 708/2014 regarding the electronic government logging service (MLog).

14 The service is under development.

- **the governmental platform of registers and permissive documents PGRAP15** (*available*) allows the development of registers, services for issuing authorizations, case/file management systems, etc. Integrated with the enablement services specified above, the PGRAP service allows the launch of IT systems in tight deadlines and with up to 3 times lower implementation costs;
- **the interoperability platform (MConnect) 16** (*available*) allows the exchange of data between institutions and IT systems;
- **the single government portal of public services17** (*available*) – the one-stop shop for accessing information about public services;
- **single government open data portal 18** (*available*) – one-stop shop for accessing open government data and public information available for re-use.

15 Government Decision no. 717/2014 regarding the governmental platform of registers and permissive documents (PGRAP).

16 Government Decision no. 211/2019 regarding the interoperability platform (MConnect).

17 Government Decision no. 330/2012 regarding the creation and administration of the single government portal of public services.

18 Government Decision no. 701/2014 regarding the approval of the Methodology for the publication of open government data.

Appendix no. 2. Identification of public services for reengineering

Inventory of public services

The inventory of administrative public services helps to determine the multitude of public services subject to analysis. Effort will be directed towards gathering specific information that will help determine those services that can be removed and that can be consolidated from the list of services. There are two ways to decide what data should be collected.

The first option is to collect only the information necessary to perform the horizontal analysis. In this case, the information from the so-called service passports, published on the public services portal (servicii.gov.md), could be sufficient.

Note: *If prioritization of services will be required, then responses to additional questions regarding number of transactions, service delivery time, etc. will need to be collected for a multi-criteria evaluation.*

A second option is to use this step to collect all the data needed for the reengineering step. This will involve developing a comprehensive questionnaire with detailed questions on process, ICT, documentation, staff, transactions, time, etc.

Data can be collected through face-to-face interviews, telephone interviews, mail, self-questionnaires sent by e-mail or other online platforms, etc., the most commonly used tools being the self-questionnaire or face-to-face interviews.

Questionnaires should have a sufficient number of clearly defined questions to collect the necessary information. The table below contains a list of sample questions that can be included in this questionnaire.

No.	Data requested	Explanation
1.	Name of the service	How it is named in the respective legal act and how it is known to the beneficiaries, if the name differs
2.	Motive	What are the situations that make the beneficiary request the service (for example the birth of the child, the intention to build an object, etc.)
3.	Owner of the service	The full name of the higher-level institution (such as the ministry) to which the relevant service function is recognized by law
4.	The service provider	The institution that provides the service directly to the public (service provider, institution or delegated body)
5.	To benefit	Service requester: a) natural persons; b) legal entities; c) mixed (other)
6.	Purpose of the service	Why is this service a value for the individual/legal entity? Why was it necessary?
7.	Legal basis	Develop the list of all legal reasons, which directly and clearly facilitate the provision of this service (laws, acts

		regulations, normative acts of public authorities, departmental instructions, regulations, etc.)
8.	Connected services	In order to benefit from a public service – the main public service – the beneficiary often must or can benefit from other related services or must have already benefited from another authorization, certification or approval
9	Similar services	Service or group of services with minor differences from the main service, having, for the most part, the same delivery process
10.	Eligibility criteria	The criteria that determine who is eligible for the service (i.e. "who should have worked in the field for 5 years", "must have passed their driving test and have health insurance", etc.)
11.	Necessary documents	The list of documents that a person must present to obtain the service and the issuing authority
12.	Number of visits	Number of visits for the beneficiary to obtain the service (including obtaining information)
13.	Number of requests per year	The number of applications submitted in a year (resolved positively or negatively) during the last two to three years
14.	Service Fee	The fee to obtain the service (including variations depending on the term, social status, other parameters)
15.	Other elements	Other elements can be decided during the inventory, for example if the administrative burden will be measured, the time to access, request and wait should be captured

Horizontal analysis of the nomenclature of identified public services

Having a qualitative nomenclature of public services available, an exercise can be carried out to prioritize the services proposed to be subjected to the reengineering process, which will allow the team not to focus on an exhaustive list of services, but rather to focus on a substantial, critical number of services, to increase the impact of the reform to be carried out.

Consequently, applying a set of criteria for a quick diagnosis of the most difficult public services will help decision makers to determine which services should be prioritized for reengineering.

Prioritization can be done for the entire group of inventoried services or applied only for a service sector, either depending on the category of beneficiaries: services for citizens or for business.

Once the inventory list is completed and the relevant information is collected for each utility, the phase of assessing the need for disposal or reengineering can begin. In this regard, it is important to categorize services into groups to help the team understand and apply the correct criteria for each group. Dividing into groups will help the work team to decide

regarding the prioritization of services to be eliminated or reengineered, but also the approach and strategies for elimination or reengineering.

The basic and most widespread division of public services is according to the type of beneficiary – natural persons, legal entities or combined. Another classification of public services, very useful in determining the tools needed for reengineering, is the classification according to their nature:

- 1) **services with an authorization scheme**, which involve making decisions, resulting in issuance of an administrative act (for example authorizations, licenses, etc.);
- 2) **services that certify facts and objective situations**, such as certificates from the register of civil status documents, extracted from the cadastre of real estate, certificates regarding the composition of the family, etc.;
- 3) **services that represent informational obligations**, i.e. obliging the beneficiaries to declare certain facts or to submit specific reports (for example the income statement, the IPC18 report or the obligation to keep certain registers – for example the register of day laborers);
- 4) **other services**, such as payment for the parking space, etc.

Removal of outdated services

Identifying services that can be removed

According to the service classification scheme, the next step in identifying services for reengineering is to identify and delist services that for various reasons are no longer current and can be removed. To identify these services, a set of criteria can be applied and analyzed, detailed below.

CERTIFICATION

The first tool for cleaning the service stock is to check the validity of the legal basis.

The following question must be answered: **is there a legal basis for the provision of the service?**

If the answer is yes, then the next step should be to identify whether the legal basis is still in force or has been modified/repealed.

This analysis is particularly useful when applied in relation to business services, especially in relation to the category of permissive acts.

Example: *operating permit for commercial activities, issued by local government authorities. Law no. 231/2010 regarding the commercial activity changed the authorization to a simple notification of the local authorities, so this authorization no longer needs to be issued, because there is no legal basis.*

This criterion must be applied with great care because sometimes, although there is no legal basis to mandate the service, its removal could harm the public interest protected by the service. In this case, it will be necessary to formulate recommendations for its legalization.

Note: *Be careful to check the full range of legal acts when analyzing legality – sometimes the legal basis can be an international or bilateral agreement.*

News

The next question to examine – **is the service old or outdated?** – can be used for all types of services, regardless of whether the beneficiary is a natural or legal person, whether the service represents an information obligation or not. Sometimes outdated services are found in the legislation, because the social, economic or political context that caused their establishment has changed and there are no longer conditions for the provision of the service or the purpose for which the service was offered no longer exists. In this case the recommendation is to remove the service.

Example: authorization of stamps by the police and authorization for legal entities providing these services (production and destruction of stamps). The creation and destruction of stamps was canceled by Government Decision no. 294/1998, but in some cases such stamps continue to be issued contrary to the law.

Duplication or overlap

The elimination of overlapping or duplicating services is a well-known mechanism and, moreover, is sanctioned by the legislation of most countries, especially in the case of permissive acts.

The Republic of Moldova is not an exception, because this principle is found in Law no. 181/2016 for the amendment and completion of some legislative acts in the field of regulation by authorization of entrepreneurial activity (article XII, which regulates licenses and permissive acts).¹⁹ What is overlap or duplication? If the goal of protecting the public interest can be achieved through another service or if two or more services have the same goal, we are in the situation of duplication, and when the goals are similar we are in the situation of overlapping services.

Example: car transport license and car transport permit. Both are based on the Road Transport Code no. 150/2014 and if they serve the same purpose they can be consolidated in a single act, moreover, if one of them serves another purpose – it must be eliminated. For example, the license gives the right to carry out the transport of goods/people in general, and the authorization serves for the transport of certain types of goods on a certain day on a certain segment, therefore they are not the same thing.

Necessity and proportionality

The criterion of **proportionality** is frequently applied in the case of services related to legal entities, but not exclusively. When a public service is created, it is based on a reason, meaning that it must achieve a purpose, such as protecting a public interest. For example, in the case of environmental permits, the aim is to protect the environment and ensure a healthy life for the population and future generations.

The **proportionality test**²⁰ can be applied by analyzing the answers to some basic questions:

- 1) is the service **appropriate and adequate**, does it achieve its effective purpose to ensure the protection of the public interest concerned?
- 2) can the purpose of the service be achieved by another **less restrictive service**? 3) can the service be efficiently provided **by the private sector**?

It should be noted that the public interest can also be protected by alternative tools such as ex-post inspections. For example, in the case of the authorization for the activity of a self-service, since the risk of jeopardizing the public interest is low, the service can be changed to a simple notification informing the competent authorities about the start of the activity in the place and on the date indicated in the notification. Ex-post tools such as inspections can also protect the public interest while reducing the administrative burden on economic operators.

The table below illustrates the application of the principle of proportionality in the case of the self-service authorization service:

¹⁹ Law no. 181/2016 for the amendment and completion of some legislative acts in the field of regulation by authorization of the activity of the entrepreneur (art. XII point 1 subsection 2) lit. a) and b)).

²⁰ The proportionality criteria are also provided in Law no. 160/2011 on the regulation by authorization of entrepreneurial activity (art. 5 letter h) and in Law no. 235/2006 on the basic principles of regulation of entrepreneurial activity entrepreneur (art. 15).

service	The question	The answer			Remove	keeping
Self-service authorization	The service is <i>fit and proper</i> to ensure the protection of the public interest	AND				ÿ
	Could the purpose of the service be achieved by another, less restrictive service?		NOT		ÿ	
	Can the service be effectively provided by the private sector?	AND			ÿ	

Formulation of recommendations and consultation of interested parties

Based on the results of the analysis, recommendations will be formulated regarding the elimination or consolidation of public services. It is important that the public interest (eg health, safety and public order, the environment, the protection of minors, the protection of personal data, etc.) is not harmed as a result of the removal or consolidation. When formulating recommendations for the elimination of services, it must also be analyzed whether that service is necessary to obtain other services. The result of the analysis and the recommendations can be summarized in a table, following the example below.

Name	Legality	Timeliness	Duplication	Necessity	Overall rating	Recommendation
Certificate regarding the payment of state social contributions	Not	And	And	No. The service is necessary to obtain another service		Removed, if the information can be accessed from the House database National of Social Security

It is important to hold stakeholder consultations as early and as widely as possible to maximize the usefulness of the process and promote an inclusive approach when all stakeholders have the opportunity to contribute to the analysis effectiveness of public services.

The institution providing the service proposed for elimination must be aware of the technical arguments on which the recommendations are based and must ensure its understanding of the arguments in favor of the elimination or consolidation of the service. At the same time, the beneficiaries of the service must be consulted whether the removal of the service will affect their personal interest.

Modification of the legal framework

In order to remove the service, the legal act containing provisions relating to the service must be amended accordingly, taking into account the feedback of the provider and beneficiaries collected in the stakeholder consultation process. It is recommended to use *the reformation technique*, because most likely the writing of legal documents will be reduced to the modification of some existing legal documents. It is important that arrangements for monitoring and evaluating the implementation of changes are incorporated into the act itself.

The adoption of legislative proposals is the last stage of the process of elimination or consolidation of public services. This must be accompanied by an information note, which would describe how the proposal complies with regulatory and other principles, such as proportionality, actuality of necessity.

Identification of services for reengineering

The criteria for prioritizing public services for reengineering

With the elaboration of the nomenclature of public services, it is necessary to prioritize them, in order to identify the services that would benefit the most from reengineering. In this way, the public service provider will not focus on an exhaustive list of services, but on a significant and critical number of services, for a greater impact of reengineering.

Prioritization can be applied in relation to the total number of inventoried services or by service category or by beneficiaries. Based on this strategic approach, some of the key criteria for deciding inclusion or exclusion from the reengineering list are:

1) the annual number of applications submitted (including rejected ones): • small: less than x applications (score 1); • average: between x and y requests (score 2); • high: more than y requests (score 3);

2) the number of service beneficiaries: • small: less than x beneficiaries (score 1); • medium: between x and y beneficiaries (score 2); • large: more than y beneficiaries (score 3).

Note: as a rule, a service will only be evaluated according to one of the two criteria above, depending on their relevance;

3) administrative compliance cost (score 3)

Note: in the case of using the administrative burden as a prioritization criterion, it is necessary that this indicator be calculated in advance (even at the stage of information collection).

From experience using the standard cost model, 20% of the most burdensome services in any domain will add up to 80% of administrative compliance costs;

4) the sensitivity of the service related to the different economic status of the beneficiaries (vulnerable categories), for example services related to pensioners, services related to unemployment (score 3);

5) the number of complaints from beneficiaries out of the total number of applications submitted (score 3): • small: less than $x\%$ complaints (score 1); • medium: between $x\%$ and $y\%$ complaints (score 2); • high: more than $y\%$ complaints (score 3);

6) the number of visits made to the service point: • small: less than x visits (score 1); • medium: between x and y visits (score 2); • high: more than y visits (score 3);

7) the number of documents required to obtain the service: • small: less than x documents (score 1); • medium: between x and y documents (score 2); • high: more than y documents (score 3);

8) the severity of disparities in benefits (score 3):

• are there beneficiaries who are disproportionately affected in receiving the service? • which categories of beneficiaries are disadvantaged by the current provision paradigm a the service?

• how many categories of beneficiaries among these groups (considered the most vulnerable – top priority) are listed among the disadvantaged: the groups of people with

disabilities (motor, sensory and mental), elderly people, Roma people?

- how many of these groups/categories of people (of secondary priority) are listed among the disadvantaged: people from rural areas, ethnolinguistic minorities, religious minorities, people residing in the localities on the left side of the Dniester? • improving access to work would contribute to the social inclusion of people from vulnerable/marginalized groups (it would contribute to the reduction of poverty, to the acquisition of skills, abilities; to the creation of opportunities for learning or employment, to the realization of aspirations, to the enhancement of the achievement of other economic rights, social, political and cultural)?

9) results of public consultations (score 3):

- when determining the services to be reengineered, the opinion of the population, including vulnerable and marginalized people and groups, and other interested parties regarding the services to be upgraded as a priority shall be taken into account;
- friendly tools will be used from the point of view of accessibility and cultural acceptability, which would stimulate the effective involvement of vulnerable and marginalized people and groups in the consultation process and which allow the collection of disaggregated data about the beneficiary at least by age, disability (including type and degree of disability), residence, sex, ethnolinguistic and religious affiliation and status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident).

Note: *in the case of detection of severe disparities in access and service beneficiaries by women and men, persons and vulnerable groups, the opinion of those consulted groups regarding the prioritization of services that will reduce/fix the respective disparities will have priority (compared to the preferences expressed by respondents who do not belong to vulnerable groups);*

10) the service that highlights cases of corruption or excessive discretion (score 3);

11) the service is necessary to obtain other services (score 3);

12) the service influences the position of the Republic of Moldova in international rankings (for example *Doing Business*) or derives from international agreements to which the Republic of Moldova is a party (score 3).

The above criteria by default are equivalent to weight. Taking into account certain national or sectoral priorities, the prioritization model can be adjusted by giving different weights to each of the above criteria. Furthermore, these criteria can be divided into primary and secondary criteria. For example, the existence of frequent cases of corruption or excessive discretion may constitute a secondary criterion, on the basis of which the decision will be made in case of doubt or equal score.

Note: *The service inventory should provide sufficient detail to establish accurate values for the 'small', 'medium' and 'large' categories for the above criteria.*

List of prioritized services

Based on the scores obtained according to the selected prioritization criteria, a ranking of the services will be made, and the services that obtained the maximum score will be selected to undergo reengineering as a matter of priority.

Note: *for maximum effect, it is advisable that when selecting the highest scoring services, also select similar services that can be grouped and submitted*

reengineering at the same time. Similar services are services that have identical or very similar operational processes, but the outcome of service delivery is different.

The list of services (see an example) can then be validated and approved by collective bodies with sufficient political leverage to provide political and financial support to the reengineering project (eg the Coordinating Council for the Modernization of Government Services and e-Transformation of Government , National Council for Public Administration Reform).

Service	Crit. #1	Crit. #2	Crit. #3	Crit. #4	Score	Recommendation
Import-export license 3		2	1	3	9	Reinginerie

Appendix no. 3. Administrative burden

Service costs

The total cost for the service is the sum of the full costs of the service – both direct and indirect costs – and is one of the most important indicators for evaluating efficiency. The service costs are composed of:

- **direct costs** of the service, which include *the costs of human resources*, used for the delivery of a particular service, and *the costs of non-human resources*, used for the provision of the service (paper, cartridges, travel, training, etc.);
- **indirect** service costs, which include *administration costs* (management, human resources, accounting, etc.), *investment costs* (e.g. IT system development) and *maintenance costs* for such investments (IT system maintenance), as well as *general costs* (eg costs of heating, water, rent, etc.).

Identifying the level of staff involvement in providing the service

Before calculating the costs it is important to obtain the necessary information on all the costs incurred by the institution with the help of interviews, statistics and annual reports. At the same time, the period to be analyzed will be established, usually one year - the same period will be used for the entire analysis.

The persons who have a certain role in the process of providing a service will be identified, as well as the functions involved in the realization of the services, with the exception of employees from the management or administrative department, if they are not directly involved in the stages of performance of the service.

The average annual costs of *each function, per employee*, including taxes and other costs related to salary, will be identified, after which the average workload of each function on the tasks related to the performance of the service will be identified, which will constitute an average *day*.

Note: the *average day* concept represents the average share of the time per day dedicated to the stages of the service. The total amount of time for an average day is 100%.

Example:

Function	Registration	Processing	To verify	Delivery result	Full-time equivalent
Service specialist	25%	5%	0%	10%	0,40
Specialist	0%	0%	20%	0%	0,2
Specialist superior	0%	0%	10%	0%	0,1

Calculation of the full-time equivalent (FTE) by function and the ENI coefficient

To compare the workload of employees in different contexts, *the full-time equivalent (FTE) is used*, which indicates the total workload of an employee. ENI represents the equivalent of an employee with a full work schedule of 8 hours and is equal to 1.

To calculate the ENI coefficient, the total ENI value per function will be identified, i.e. the total time spent performing the service per function, represented in full-time equivalents.

The total *ENI value* per function will be calculated as the sum of the values of the weight of the time dedicated to the performance of the service per position, converted to decimal digits, which will be multiplied by the number of employees per function. This is *the full-time equivalent per position*, which is the total time dedicated to performing the service by all employees in that position.

The ENI coefficient represents the total level of human resources used to provide the service and is calculated by summing all ENIs per function

Example:

Function	ONE	Total employees	ENI Total	ENI coefficient
Service specialist	0,40	3	1,20	
Specialist	0,20	2	0,40	1,70
Specialist superior	0,10	1	0,10	

Note: In the example above it is assumed that resources of the same kind within the institution are used at the same level to provide a particular service. In real scenarios, the usage level will be calculated separately for each specialist involved in the service.

Identifying total labor cost and labor cost per service

Total labor cost represents the total annual cost of human resources required to provide the service. *Labor cost per service* (ie for processing a request) represents the cost of human resources per service.

The total labor cost for providing the service during a year will be calculated as the sum of the ENI products per position and the corresponding total salary for the calculation period.

The cost of labor for the provision of a single service (processing a request) will be calculated as the sum of the division of the total cost of labor per function by the total number of services (requests) provided during a year.

Example:

Function	ENI total	Annual salary*, lei	Annual cost	The number of services per year	Labor cost per service
Service specialist	1,20	40 000	48 000		48
Specialist	0,40	45 000	18 000	1000	18
Specialist superior	0,10	55 000	5 500		5,5
TOTAL			71 500		71,5

Identifying the total cost of resources for the service and the cost of resources per service

At this stage, the resources directly related to the provision of the service will be identified - paper, blankets, toner, travel, etc., and the total annual cost of resources within the institution will be calculated.

Subsequently, the cost of resources per employee of the institution will be calculated by dividing the total annual cost of resources by the total number of employees of the institution.

To calculate the annual cost of resources for providing the service, the total ENI coefficient will be multiplied by the cost of resources for the service per employee. To calculate the cost of resources per service, the cost of resources dedicated to the service will be divided by the total number of services provided per year.

Example:

Resources	Annual cost, lei	Number of employee	Cost per employee, lei	Coefficient ONE	The total cost of resources	Resource cost on duty
Paper	10 000		200		340	0,34
Travel 20,000		50	400	1,70	680	0,68
TRAINING	50 000		1 000		1 700	1,70
					2 720	2,72

Identifying total indirect costs and indirect costs per service

At this stage, the indirect costs, which are not directly related to the provision of the service (administration costs, IT, communal services, etc.) will be identified and the total annual cost of indirect expenses within the institution will be calculated. Afterwards, the indirect costs per each employee of the institution will be calculated by dividing the total annual cost of indirect expenses by the total number of employees of the institution.

The annual indirect costs for providing a service will be calculated by multiplying the total ENI coefficient by the indirect costs per employee, and the calculation of indirect costs per service will be done by dividing the total indirect costs by the number of services per year.

Example:

Resources	Annual cost, lei	Number of employees	Cost per employee, lei	Coefficient ONE	Total resource cost	Resource cost on duty
Comunal services	50 000		1 000		1 700	1,7
Maintenance	30 000	50	600	1,70	1 020	1,02
Rent	60 000		1 200		2 040	2,04
Administration 100,000			2 000		3 400	3,40

Depreciation	2 000	40	68	0,07
			8 228	8,23

Calculation of total service cost and total cost per service

The total cost of the service represents the sum of all categories of costs incurred for providing the service – the cost of labor, resources and indirect costs.

Example:

Total labor cost	Total resource cost	Indirect costs	TOTAL COST OF services
71 500	2 720	8 228	82 448

The total cost per service represents the total costs borne by the institution for providing a single service.

Example:

Labor cost per service	Resource cost per service	Indirect costs per service	TOTAL COST ON SERVICE
71,5	2,72	8,228	82,45

Appendix no. 4. Aspects of integration of the gender component, inclusion and civic participation in the process of modernization of public services

In order to **contribute to the intensification of civic participation** in the process of reengineering and evaluation of services, during the stages of design, decision, production and evaluation of the service, a set of measures will be implemented, which will facilitate:

- dissemination of information, in the right format (accessible and culturally acceptable), for different segments of the population, including women and men;
- creation of consultation mechanisms with the population and civil society organizations, taking into account the gender perspective;
- adjusting consultation processes from the perspective of clarity, transparency and predictability;
- involvement of vulnerable and marginalized groups, including by establishing partnerships of cooperation.

In order to **influence equity and social inclusion/** increase the access of vulnerable and marginalized groups to services, the reengineering team, in close collaboration with the individuals and organizations of these groups, with the support of other relevant actors, will carry out the following activities:

- identifying the barriers encountered by vulnerable groups in effectively benefiting and under equal (opportunity) conditions from the services subject to reengineering;
- selection of the service to be prioritized for reengineering;
- developing solutions to eliminate barriers, incorporating them into the design of the new service;
- evaluation of the quality and accessibility of the service launched for vulnerable groups and with specific gender needs.

In order to achieve the set objectives – intensifying participation and increasing access – the author institution/reengineering team will successively implement the following tools:

- table 1, which will establish the basic requirements for promoting inclusive participation;
- table 2, which will inform about the specific barriers encountered by vulnerable groups accessing services;
- table 3, which will guide the institution-author in terms of the stages in which the barriers are to be identified, in a participatory manner, and the recommended tools for interaction are also proposed;
- the checklist, which will evaluate the level of application of the 3 tools during the reengineering process.

Basic requirements for enhancing inclusive participation

Section	Aspects analyzed
<p>1 Access to information and participation tools</p>	<p>Starting with the first stages of initiating the reengineering process, we must ensure that the institution-author (possibly the founder or hierarchically superior authority) creates favorable, clear, predictable and transparent conditions for the involvement of the general public in the decision-making (reengineering) process. The legislation on decision-making transparency establishes the relevant tools and procedures for it, including:</p> <ul style="list-style-type: none"> a) the person responsible for coordinating the public consultation process is appointed and the institutional telephone line is established to inform interested parties; b) information on the reengineering process, participation stages, available mechanisms and tools is available in a space accessible to the public; c) are published on the official website of the public authority/author institution, on the portal www.particip.gov.md, in a space accessible to the public and in useful terms, the announcements regarding the opportunities to participate in each stage of reengineering (to see table 3) and relevant substance information; d) the information regarding the initiation of the reengineering process and the opportunities for participation is disseminated in the media; e) is used, when necessary, gender-sensitive language, balanced images from a gender perspective; f) the list of interested parties is drawn up - citizens, non-governmental organizations, umbrella organizations, independent experts (Chisinau and regions) who could be interested, but also affected by the reengineering of the service/s, and the information regarding the participation opportunities is systematically delivered to them (according to the stages specified in table 3); g) the summary of the public consultation process of the draft decision is published, which will contain the received recommendations and the sound reasoning of the rejected recommendations
<p>2 Equal conditions of participation</p>	<p>In order to provide equal opportunities for participation to people from vulnerable groups, the aforementioned participation tools and mechanisms should be accessible and culturally acceptable. This objective can be achieved by:</p> <ul style="list-style-type: none"> a) conducting the accessibility audit of the electronic page/pages where the announcements and other information relevant to the reengineering process will be published; assessment of the accessibility of consultation spaces, procedures, communication mechanisms, as well as materials; b) assessment of the level of availability of the information specified in point 1 of this table in the Russian language, as well as in the Gagauz language, upon request, when consultation activities are carried out in UTA Gagauzia;

	<p>c) involvement in communication with and about vulnerable groups of people who have training in the field, including being sensitive from a gender perspective.</p> <p>For additional information about the specific barriers to be taken into account at the stage of promoting participation, see table 2</p>
<p>3 Measures to stimulate the participation of vulnerable groups</p>	<p>In order to increase the involvement of vulnerable and marginalized groups in the reengineering process, the following activities are to be undertaken:</p> <p>a) identifying and inviting organizations of vulnerable groups and their umbrella organizations from Chisinau and other regions of the country to participate in reengineering processes, including by signing cooperation agreements;</p> <p>b) as appropriate, the creation, based on a transparent and inclusive process, of a permanent advisory council, which will represent the vulnerable and marginalized groups, with the possibility for its members, upon request, to participate in the work of the coordination mechanisms of the reengineering process;</p> <p>c) the designation, within the author subdivision, of a person responsible for promoting, monitoring and reporting the integration of the aspect of inclusion in the reengineering process (as well as, possibly, within other programs and activities implemented by the author institution);</p> <p>d) budgeting expenses for the reimbursement of travel and food costs, as appropriate, for people from vulnerable and marginalized groups who participate in the consultation activities</p>
<p>4 Measures to stimulate the participation of the population in the territory</p>	<p>In order to include in the design of the new service the needs of people living in the territory (districts and rural areas), the author institution will replicate the measures to promote participation and increase inclusion in the reengineering process, specified in point 1 b, d, g; point 2 a, b, c and point 3 d of this table, within its territorial subdivisions</p>
<p>5 Date disaggregated</p>	<p>Throughout the reengineering process, as well as after the launch of the service, in the process of interaction with the population and beneficiaries, the institution-author and the provider will use tools that allow disaggregated collection of information, at least, by age, disability, residence, gender, ethnolinguistic and religious affiliation, status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident). The disaggregated information will provide a clearer insight into how participatory and inclusive the reengineering process is, but also its impact on the new service</p>
<p>6 Data protection with character personal</p>	<p>All personal data collected about participants in the re-engineering process is to be retrieved and stored in accordance with personal data protection legislation</p>

Improving the participation of vulnerable organizations and groups, including those in the territory, as can be deduced from points 2, 3 and 4 of table 1, requires the creation of equal opportunities for participation and the implementation of actions aimed at stimulating the involvement of these groups. At the same time, table 2 summarizes the findings of actors relevant to the field of human rights and

non-discrimination in terms of the barriers encountered by vulnerable groups in receiving services, including public administrative ones. This data will be useful in the process of evaluating the accessibility and acceptability of the solutions identified for the implementation of the measures set out in table 1, as well as it will serve as a starting point in the dialogue of the institution-author with vulnerable groups regarding their expectations considering the solutions proposed by the design of the improved service. Some of the barriers can be eliminated, others minimized, and others - even if they cannot be eliminated - can be taken into account when analyzing the situation before launching participatory processes, alternative measures being proposed.

Barriers of vulnerable groups to civic participation and accessing services

group	Need/Barrier	Solutions/Standards
People with locomotor disabilities	Independent physical access to infrastructure/reduced mobility or immobility	<ul style="list-style-type: none"> • Accessibility of the facilities' infrastructure (in accordance with construction standards); • alternatives to submitting the application/ accessing the service by personal submission • Availability of information in
	Low level of formal education; low language skills	easily readable format; • friendly customer support service
	Low IT skills	<ul style="list-style-type: none"> • Availability of alternative ways (convenient for the applicant) to access information and services (mail, e-mail, as well as by phone or chat); • friendly customer support service • Aspect to be addressed
	Reduced income	in the methodology for determining the cost <ul style="list-style-type: none"> • Solutions to be deduced and
	Lack of identity documents and other types of documents/certificates, including regarding disability	implemented within the reengineering of the service for issuing the respective documents • Availability of information in an accessible format (large format,
People with sensory disabilities	Lack of information in an accessible format; lack of accommodation in the process of accessing the service; lack of identity documents and other types of documents/certificates, including regarding disability	pdf, easy to read); • providing reasonable accommodation services in the process of accessing the service, upon request;
People with mental disabilities (intellectual and psychosocial)	Lack of information in an accessible format; lack of accommodation in the process of accessing the service; lack of identity documents and other types of documents/certificates, including regarding disability	<ul style="list-style-type: none"> • the compatibility of the electronic pages of the programs for the needs of visually impaired and blind people • Availability of information (including online) and services in Russian; • availability information (including online) and services at the provider's offices in Gagauzia in the Gagauz language,
Ethnolinguistic minorities	Lack of information in the language of the service request	upon request

People of Roma ethnicity	Low level of formal education; low language skills	<ul style="list-style-type: none"> • Availability of information in an easily readable format; • friendly customer support service • Availability of alternative, acceptable ways of
	Low IT skills	<ul style="list-style-type: none"> accessing information and services; • friendly customer support service • Information aimed directly at Roma customers; • involvement of community mediators for additional information
	Less willing to engage in formal mechanisms, social stereotypes and cultural customs FROM Cause	
	Sometimes low income	<ul style="list-style-type: none"> • Aspect to be addressed in the methodology for determining the cost • Solutions to be deduced
	Lack of identity documents and other types of documents/certificates	<ul style="list-style-type: none"> and implemented within the reengineering of the service for issuing the respective documents • Availability of information in a large and easily readable format; • friendly customer
Persons in OLDER	Low language skills	<ul style="list-style-type: none"> support service • Availability of alternative ways, acceptable for the requester of access to information and services (displacement of the
	Low IT skills	<ul style="list-style-type: none"> provider's representatives at home, without charging additional costs); • unsophisticated ways to access support • Aspect to be addressed in the costing methodology • submitting the request/accessing the service through personal submission • Solutions to be deduced and implemented within the reengineering
	Sometimes low income	
	Sometimes reduced mobility	
	Lack of valid identity documents	<ul style="list-style-type: none"> document issuing service respectively
Religious minorities	They are less willing to engage with formal mechanisms because of doctrinal limitations	<ul style="list-style-type: none"> • Accommodating the procedure for issuing documents to religious manifestations and personal beliefs
People from rural areas	Low level of formal education; low language skills	<ul style="list-style-type: none"> • Availability of information in an easily readable format; • unsophisticated ways of accessing support • Availability of alternative ways (convenient
	Low IT skills	<ul style="list-style-type: none"> for the applicant) of access to information and services • Availability of alternative ways (convenient for the applicant) of access to
	Reduced mobility	<ul style="list-style-type: none"> information and services

	Reduced income	<ul style="list-style-type: none"> • Aspect to be addressed in the costing methodology • Eliminating the barriers that beneficiaries face when registering births, so that all children are registered regardless of the region in which they were born
People residing in the towns on the left Nistru	Bureaucratization and procrastination of the process of drawing up birth certificates and other civil status documents	

Measures to increase service inclusion

Unlike the civic participation component, which aims to implement measures to intensify participation, the social inclusion component aims to improve the opportunities for receiving services by vulnerable and marginalized groups by eliminating the specific barriers encountered by them in the process of accessing the respective service.

The identification of barriers and the deduction of suitable solutions take place based on the dialogue between the author institution and the organizations/persons with special needs, which is proposed to be carried out within the 5 stages specified in table 3, which, moreover, constitute the reference points of the participatory process of reengineering. Thus, in addition to the measures to intensify inclusive participation, provided by table 1, the author institution will implement a set of tools that will allow vulnerable and marginalized groups to be effectively involved in discussions regarding their needs regarding the design of the new service.

Steps and tools for increasing service inclusion

No.	Reengineering stage	Recommended tools
1	Mapping the barriers (<i>point 4.4 of the Methodology</i>)	<ul style="list-style-type: none"> • Opinion survey (electronic page, but also delivered to the organizations specified in points 1e and 3a of table 1, in the culturally acceptable format); • focus groups (with the organizations specified in points 1e and 3a of table 1); • interviews with the beneficiaries who call for the service in the subdivisions of the provider in the territory; • questioning/opinion of the Office of the People's Advocate, Council for the Prevention and Elimination of Discrimination and Ensuring Equality, UN Office for Human Rights
2	Selection of the service subject to reengineering as a priority (<i>pt. 4.6.1</i>)	<ul style="list-style-type: none"> • Opinion survey (electronic page, but also delivered to the organizations specified in points 1e and 3a of table 1, in the preferred format); • opinion survey with the beneficiaries who call for the service in the subdivisions of the provider in the territory
3	Validation the barriers identified in the current situation map (<i>points 5.2.1 and 5.2.5</i>)	<ul style="list-style-type: none"> • Public consultations (possibly using the map of the current situation), held in Chisinau and, as the case may be, in other regions of the country, with the participation of the organizations specified in points 1e and 3a of table 1

4	Collaboration and validation of the map of the future situation (pt. 8)	<ul style="list-style-type: none"> • Workshops to determine the solutions to the identified barriers, held in Chisinau and, as the case may be, in other regions of the country
5	Participation in the evaluation of the quality and accessibility of the new service (pt. 10)	<ul style="list-style-type: none"> • Opinion survey (electronic page, but also delivered to the organizations specified in points 1e and 3a of table 1, in the preferred format); • focus groups (with the organizations specified in points 1e and 3a of table 1); • interviews with the beneficiaries who call for the service in the subdivisions of the provider in the territory

The tool that will be used to evaluate the level of integration of the two components in the process of reengineering and participative evaluation of the service is the evaluation questionnaire for the integration of aspects of civic participation and social inclusion. Its components will be applied to certain stages of the reengineering process to provide a vision to the author institution and the reengineering team regarding the achievement of the set objectives.

The evaluation questionnaire of the integration of aspects of civic participation and social inclusion, the gender perspective

Preparation stage (pre-engineering)		<i>The methodology regarding the reengineering of public services</i>	
Assurance (table 1, section 1)	Is the author-institution designated the person responsible for access to public consultations within the reengineering process? information and Is the institution author, records the institutional telephone to the functional of informing civil society regarding the participation processes?		
	Is the information about the stages of the reengineering process, the procedure and the participation mechanisms available in a publicly accessible space?		
	Is gender-sensitive language, gender-balanced images used when necessary?		
	Is the list of stakeholders - citizens, non-governmental organizations, independent experts - drawn up?		
Ensuring equal opportunity for participation (table 1, section 2)	Is the electronic page of the author institution (or/and another on which the information will be placed) accessible for people with visual impairments?		
	Is the electronic page of the author institution (or/and another on which the information will be placed) accessible to Russian-speaking people?		
	Is the information provided in section 1 of table 1 easily identifiable on the website of the institution-author?		
	Is the information set out in section 1 of table 1 available in an accessible format for people with visual impairments?		
	Is the information provided in section 1 of table 1 available in Russian?		
Stimulating the participation of vulnerable groups (table 1, section 3)	Are partnerships created and functional between the author institution and umbrella organizations of organizations of people from vulnerable groups?		
	Is a person (focal point) designated within the author institution responsible for the integration of inclusion in the reengineering process (possibly also in other programs implemented by the institution)?		
	Has a permanent consultation mechanism been created (transparent and inclusive) with vulnerable groups in addition to the author institution regarding the inclusion of public administrative services?		
Measures of stimulating the participation of the population in the territory (table 1, section 4)	Is the information about the reengineering process, mechanisms and stages of participation, the person responsible for public consultations and the telephone line public in the subdivisions of the territory?		
	Is the list of interested parties – citizens, non-governmental organizations, independent experts – from the region of the territorial subdivision drawn up?		
Informing the public about the initiation of reengineering and the start of the barrier mapping process			
Recovery resources available	Have consultation activities been/are ongoing ("external") with the population and civil society organizations regarding barriers to access to the service?		
	If yes, were/are those consultation activities aimed at gathering information from people from/organizations of vulnerable groups:		

	<ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • persons domiciled in the localities on the left side of the Dniester; • groups of women with specific gender needs (victims of violence, women with HIV, Roma women, single women with children)? 		
	Were the Office of the People's Advocate, the Council for the Prevention and Elimination of Discrimination and Ensuring Equality and the UN Office for Human Rights questioned regarding the barriers encountered by vulnerable groups in the process of accessing public administrative services?		
Ensuring access to information and instruments (table 1, section 1)	Is the press release broadcast in the mass media regarding the initiation of the reengineering process?		
	Is the information on the initiation of the reengineering process published on the official website of the public authority/author institution/on the www.particip.gov.md portal, in a space accessible to the public, with a reasonable deadline for contributing to the mapping of the barriers?		
	Is the targeted information of the interested parties regarding the initiation of the re-engineering process carried out, with the provision of the reasonable term for the contribution to the mapping of the barriers?		
Data disaggregation	<p>The tools used to involve the population and civil society organizations in reengineering allow the disaggregation of data about participants according to the criteria of:</p> <ul style="list-style-type: none"> • disability (locomotor, sensory and mental); • ethnolinguistic and religious affiliation; • residence (urban, rural environment, domicile in the localities on the left side of the Dniester); <p>• sex;</p> <p>• age;</p> <p>• status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident)?</p>		
Ensuring equal opportunity for participation (table 1, section 2)	It is the infrastructure where focus groups and interviews take place (both in Chisinau and in the territory) accessible to people with reduced mobility, especially by ensuring:		
	<ul style="list-style-type: none"> • independent access to the building (ramp); • sufficient space for the wheelchair/stroller in front of the doors and entrance; • adapted WC; • the elevator or carrying out the activity on the first floor? 		
	Do the tools used in the barrier mapping process (carried out both in Chisinau and in the territory) allow the effective and efficient participation of people with visual and hearing impairments?		
	The information/materials used to consult the opinion are available in a non-sophisticated/easy-to-read format		

	elderly people, with mental disabilities or those with a low level of formal education, in the process of mapping barriers (both in Chisinau and in the territory)?		
	Are the tools and information/materials available in Russian for consulting the opinion of ethnolinguistic groups in the barrier mapping process?		
	Are the tools and information/materials of ethnolinguistic groups available (on request) in the Gagauz language in the process of mapping barriers		
Stimulating the participation of vulnerable groups (table 1, section 3)	Are organizations of people from vulnerable groups involved in mapping the barriers encountered? If so, were those activities carried out with the involvement of: <ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • to people domiciled in the localities on the left side of the Dniester? 		
	Were the opinion polls, in the process of mapping the barriers, delivered to the organizations of vulnerable groups and their umbrella organizations in Chisinau and other regions of the country?		
	Were focus groups conducted with people (women and men) from vulnerable groups in the barrier mapping process?		
	Is reimbursement provided for travel expenses and, possibly, food for participants in public consultations from vulnerable groups (including those with specific gender needs), incurred in direct connection with participation in these activities?		
Measures of stimulating the participation of the population in the territory (table 1, section 4)	Is the press release broadcast in the local media within the range of the provider's territorial headquarters regarding the initiation of the process of mapping the barriers within the framework of reengineering?		
	Is gender-sensitive language used when preparing press releases?		
	Were barrier mapping interviews conducted with beneficiaries who call for the service in the provider's subdivisions in the territory?		
	Was the balanced representation of women and men in the beneficiary groups ensured in the mapping interviews?		
	Is reimbursement offered for transportation expenses and, possibly, food for participants in public consultations in the territory, incurred in direct connection with participation in these activities?		
Public consultation regarding the service to be reengineered with priority			
Ensuring access to information and tools (table 1, section 1)	Is the press release broadcast in the central or local media regarding the public consultation?		
	Is the information about the public consultation regarding the service to be subjected to priority reengineering published on the official website of the public authority/institution-author/on the portal www.particip.gov.md, in a space accessible to the public?		

	Is the targeted information of the interested parties regarding the initiation of the public consultation on the service to be reengineered with priority, offering the deadline for exposure contributions?		
Ensuring equal opportunity for participation (table 1, section 2)	Do the instruments used in the opinion survey with vulnerable groups enable the effective and efficient participation of people with visual and hearing impairments?		
	The information/materials used to consult the opinion of the elderly, mentally disabled or those with a low level of formal education are available in a non-sophisticated/easy-to-read format, within the activities used during the opinion survey regarding the service to be re-engineered with priority ?		
	Are the tools and information/materials used in the survey of opinions on the service to be reengineered with priority ethnolinguistic groups available in Russian?		
	Is gender-sensitive language, gender-balanced images used when necessary?		
	Are the tools and information/materials used in the consultation of the opinion of the ethnolinguistic groups in UTA Gagauzia regarding the service to be subjected to priority reengineering available (on request) in the Gagauz language?		
	Are organizations of people from vulnerable groups involved in the survey of opinions on the service to be reengineered as a priority? If so, were those activities carried out with the involvement of: <ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • to people domiciled in the localities on the left side of the Dniester? 		
Measures Is the press release disseminated in the local media to stimulate within the territorial headquarters of the provider regarding the initiation of participation in the survey of opinions regarding the service to be reengineered with priority in the territory which is to be reengineered with priority? (table 1, section 4)			
Validation of the barriers identified in the map of the current situation			
Ensuring access to information and space accessible to the public (table 1, section 4)	Is the information on the map consultation tools the current situation? (table 1, section 4)		
	Is the information on the map consultation tools the current situation? (table 1, section 4)		
Insurance	Does the place used for consultations allow its independent use by people with reduced mobility?		

equal opportunity for participation (table 1, section 2)	Do the tools used in the consultation of the current situation map allow the effective and efficient participation of people with visual and hearing impairments?		
	Are the information/materials used to consult the current situation map available to the elderly, mentally disabled or those with low levels of formal education in an unsophisticated/readable format?		
	Are the tools and information/materials used in the current situation map consultations with ethnolinguistic groups available in Russian?		
	Are the tools and information/materials used in the consultation of the map of the current situation with the ethnolinguistic groups in UTA Gagauzia available (on request) in the Gagauz language?		
Stimulating the participation of vulnerable groups (table 1, section 3)	Are organizations of people from vulnerable groups involved in consulting the current situation map? If so, were those activities carried out with the involvement of: <ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • to people domiciled in the localities on the left side of the Dniester? 		
	Is reimbursement provided for travel expenses and, possibly, food for consultation participants from vulnerable groups, incurred in direct connection with participation in these activities?		
Measures to stimulate the participation of the population in the territory (table 1, section 4)	Is the information regarding the conduct of public consultations for the validation of the barriers identified in the current situation map disseminated at the territorial offices of the provider?		
	Is the press release broadcast in the local media within the territorial headquarters of the provider regarding the conduct of public consultations?		
	Did people from the territory participate in the public consultation event held in Chisinau/were similar events held in the territory?		
	Is reimbursement offered for transportation and, possibly, food expenses for consultation participants in the territory, incurred in direct connection with participation in these activities?		
The collaboration and validation of the map of the			
identify solutions to barriers situations (table 1, section 1)	Is gender balance necessary, images of the workshop to ensure the involvement of the workshop?		
	Is the targeted information of the interested parties regarding the conduct of the workshop carried out?		
ensuring	Does the place used for the workshop allow its independent use by people with reduced mobility?		

equal opportunity for participation (table 1, section 2)	Do the tools used in the workshop enable the effective and efficient participation of people with visual and hearing impairments?		
	Are the information/materials used in the workshop available in a non-sophisticated/easy-to-read format to the elderly, mentally disabled or those with low levels of formal education?		
	Are the tools and information/materials used in the ethnolinguistic group workshop available in Russian?		
	Is gender-sensitive language, gender-balanced images used when necessary?		
	Are the tools and information/materials used in the workshop with the participation of ethnolinguistic groups in UTA Gagauzia available (on request) in the Gagauz language?		
Stimulating the participation of vulnerable groups (table 1, section 3)	Are organizations of people from vulnerable groups involved in the workshop for the joint development of the map of the future situation? If so, were those activities carried out with the involvement of: <ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • to people domiciled in the localities on the left side of the Dniester? 		
	Is reimbursement provided for transportation and possibly food expenses incurred by workshop participants from vulnerable groups directly related to participation in these activities?		
Measures of stimulating the participation of the population in the territory (table 1, section 4)	Is the information regarding the holding of the future situation map collaboration workshop disseminated at the provider's territorial headquarters?		
	Is the press release broadcast in the local media within the range of the provider's territorial offices regarding the conduct of the workshop?		
	Is gender-sensitive language used when drafting press releases, as needed?		
	Did people from the territory participate in the future situation map collaboration event held in Chisinau/were similar events held in the territory?		
	Is reimbursement offered for transportation and, possibly, food expenses for consultation participants in the territory, incurred in direct connection with participation in these activities?		
Evaluation of the quality and accessibility of the new service			
Capitalizing on available resources	Have quality and accessibility assessments of the new service recently been/are ongoing?		
	If yes, were/are those assessment activities aimed at gathering information from people/organizations of vulnerable groups:		

	<ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • people domiciled in the localities on the left side of the Dniester? 		
	Were the People's Advocate Office and the Council for the Prevention and Elimination of Discrimination and Ensuring Equality asked about addressing the population regarding the quality and accessibility of the new service?		
Ensuring access to information and tools (table 1, section 1)	Is the press release published in the central media regarding the initiation of the evaluation of the quality and accessibility of the new service?		
	Is the information on the initiation of the evaluation of the quality and accessibility of the new service published on the official website of the public authority/author institution/on the portal www.particip.gov.md, in a space accessible to the public, with a reasonable deadline for contributions?		
	Is gender-sensitive language used when drafting press releases, as needed?		
	Is the targeted information of interested parties on the initiation of the evaluation of the quality and accessibility of the new service carried out, with the provision of a reasonable deadline for contributions?		
Data disaggregation	The service delivery processes allow the evaluation of the profile of the applicants/beneficiaries according to the criteria of: <ul style="list-style-type: none"> • disability (locomotor, sensory and mental); • ethnolinguistic and religious affiliation; • residence (urban, rural environment, domicile in the localities on the left side of the Dniester); • sex; • age; • status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident)? 		
	The tools used to engage in the evaluation process of the reengineered service by the population and civil society organizations allow the disaggregation of data about participants according to the criteria of: <ul style="list-style-type: none"> • disability (locomotor, sensory and mental); • ethnolinguistic and religious affiliation; • residence (urban, rural environment, domicile in the localities on the left side of the Dniester); • sex; • age; • status in the country (citizen, refugee, asylum seeker, immigrant, temporary resident)? 		
Ensuring equal opportunity for participation	It is the infrastructure where focus groups and service evaluation interviews take place (both in Chisinau and in the territory) accessible to people with reduced mobility, especially by ensuring: • independent access to the building (ramp);		

(table 1, section 2)	• sufficient space for the wheelchair/stroller in front of the doors and entrance; • adapted WC; • the elevator or carrying out the activity on the first floor?		
	Do the tools used in the evaluations (both in Chisinau and in the territory) allow the effective and efficient participation of people with visual and hearing impairments?		
	Is the information/materials used to consult the opinion of the elderly, mentally disabled or those with a low level of formal education available in an unsophisticated/easy-to-read format?		
	Are the tools and information/materials to be used in the assessment available in Russian for participants from ethnolinguistic groups?		
	Are the information/materials used to evaluate the service available (upon request) in the Gagauzian language within the consultation of the opinion of the ethnolinguistic groups in UTA Gagauzia?		
Stimulating the participation of vulnerable groups (table 1, section 3)	Are organizations of people from vulnerable groups involved in service evaluation? If so, were those activities carried out with the involvement of: <ul style="list-style-type: none"> • people with disabilities (locomotor, sensory and mental); • ethnolinguistic minorities; • people of Roma ethnicity; • elderly people; • religious minorities; • people from rural areas; • to people domiciled in the localities on the left side of the Dniester? 		
	Have the opinion polls for evaluating the service of organizations of vulnerable groups and their umbrella organizations in Chisinau and other regions of the country been submitted?		
	Were focus groups conducted with people from vulnerable groups in the service evaluation process?		
	When conducting opinion polls and focus groups, was the balanced participation of women and men of different ages and from different social groups ensured?		
Measures to stimulate the participation of the population in the territory (table 1, section 4)	Did people from the territory participate in the evaluation of the quality and accessibility of the new service at the territorial offices of the provider?		
	Is the information about the evaluation of the quality and accessibility of the new service disseminated at the territorial headquarters of the provider?		
	Is gender-sensitive language, gender-balanced imagery used when preparing information?		
	Is the press release broadcast in the local media within the range of the provider's territorial headquarters regarding the conduct of the evaluation?		
	Have interviews or surveys been conducted with the beneficiaries calling for the service in the subdivisions of the provider in the territory to assess the quality and accessibility of the new service?		