Regional Economic Cooperation and Integration in Asia

Inputs and Materials

Study Tour and Technical Training

Single Window Implementation and Business Process Analysis: Regional Best Practices

Bishkek, Kyrgyz Republic, 23-26 June 2014

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On behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ)

Contents

List of Abbreviations

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
ASW	ASEAN Single Window
ASYCUDA	Automated System for Customs Data
RIBS PIU	ADB Project “Regional Improvement of Border Services”, Project Implementation Unit, Kyrgyz Republic
BMZ	Federal Ministry for Economic Cooperation and Development
BPA	Business Process Analysis
BPM	Business Process Model
BPMN	Business Process Model and Notation
CCI	Chamber of Commerce and Industry, Kyrgyz Republic
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
KR	Kyrgyz Republic
NSW	National Single Window
PCSW	Pre-Customs Single Window
SW	Single Window
SW SUE	“Single Window” State Unitary Enterprise, Republic of Tajikistan
SWIS	Single Window Information System, Republic of Tajikistan
SWSE	Single Window State Entity, Kyrgyz Republic
SWC	Single Window Centre, Kyrgyz Republic

Study Tour and Training Agenda

Monday, 23.06.2014	
Moderator: Ms. Lkhagvasuren Khulan	
Opening Session	
09:30 – 10:10	**Welcome Address** Mr. Kudabaev Tynchtykbek, General Director, State Enterprise of the Kyrgyz Single Window Center Kyrgyz Republic Ms. Lkhagvasuren Khulan, Senior Programme Manager, Regional Economic Cooperation and Integration in Asia, GIZ Mongolia Ms. Samira Abbu, Programme Director, Support to Regional Economic Cooperation in Central Asia, GIZ KR Training Objectives and Introduction of the Participants Ms. Lkhagvasuren Khulan, Moderator
Session 1 – Introduction to Kyrgyz Single Window	
10:10 – 10:30	**Review of Case Study Questions** Mr. Andrey Kuznetsov, Trainer
10:30 – 13:00	**Keynote Inputs: Kyrgyz Single Window and Business Process Analysis** Mr. Urmat Takirov: Establishment of Kyrgyz SW and Its' Implementation Processes, Institutional Arrangements and Public-Private Cooperation Mr. Bekzhan Murzakmatov: Harmonization and Interaction of SW System with Stakeholders, and Information System of Kyrgyz SW Mr. Rustambek Sartkalchaev: Introduction of Kyrgyz SW Center and Demonstration of the System
Session 2 – Country Perspectives: Case Study Analysis	
14:30 – 16:50	**Keynote Inputs: Knowledge Exchange and Best Practices** Mr. Prasith Suon: Kingdom of Cambodia Mr. Khambay Sithirajvongsa: People's Democratic Republic of Lao Mr. Sosorjav Gantsooj: Mongolia Mr. Badalov Ahmad: Republic of Tajikistan
16:50 – 17:20	**Feedback Session** Mr. Andrey Kuznetsov, Trainer

Tuesday, 24.06.2014	
Moderator: Ms. Damira Osmonova	
09:00 – 09:20	Reflection on Day 1 Mr. Andrey Kuznetsov, Trainer
Session 3 – Training on Business Process Analysis	
09:20 –13:00	**Training: BPA in a SW Environment and BPA Methodology** Mr. Andrey Kuznetsov: What is BPA and How does it work with SW? BPA Methodology Business Process Model and Notation (BPMN)
14:30 – 16:50	**Group Work on Practical Cases and Feedback Session** Trainers: Mr. Andrey Kuznetsov and Ms. Lkhagvasuren Khulan Preparation for the Field Trip Mr. Andrey Kuznetsov, Trainer
Wednesday, 25.06.2014	
Moderator: Ms. Lkhagvasuren Khulan	
Field Visits	
09:00 – 18:30	Field visit: Kyrgyz SW Service Centre Field visit: Bishkek Centre for Testing and Certification Field visit: Department of Drugs Supply under the Ministry of Health Field visit: Chamber of Commerce and Industry (CCI) of Kyrgyz Republic Field visit: ADB Project "Regional Improvement of Border Services" (RIBS), Implementation Unit (PIU)
Thursday, 26.06.2014	
Moderator: Ms. Damira Osmonova	
09:00 – 09:40	Reflection on Day 2 and Day 3 Mr. Andrey Kuznetsov, Trainer
Session 4 – BPM Training	
09:40 –11:50	**Feedback Session and Group Work** Trainers: Mr. Andrey Kuznetsov and Ms. Lkhagvasuren Khulan
11:50 – 13:00	**Practical Case Study on BPA and BPM** Mr. Andrey Kuznetsov, Trainer
14:30 – 16:10	**Training: Familiarization with e-Gov Concept** Mr. Andrey Kuznetsov, Trainer Familiarization with e-Gov Concept and SW Design and Implementation Scenario
Session 5 – Closing Session	
16:30 – 18:20	Wrap-up Discussion, Evaluation and Closing RemarksMs. Lkhagvasuren Khulan

I. Introduction

Background and Objective

The "Regional Economic Cooperation and Integration (RCI) in Asia" Programme, implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH within the framework area of fostering the regional cooperation initiatives in the area of trade facilitation, provides support to Single Window (SW) system implementation processes in selected countries of their partner regions.

On behalf of the German Federal Ministry of Economic Cooperation and Development (BMZ), the programme aims to strengthen the capacities of smaller countries to engage and benefit from regional integration processes. SW system allows traders to submit the standardized information and documents for import, export, and transit which are required by regulatory agencies via a single entry point. By eliminating the submission and processing the various documents to different government entities by implementing a SW system, economies usually achieve a number of benefits. These include an increase of revenue and risk management capabilities for the state and cost reduction and expedite delivery of goods for the private sector. Furthermore, implementation on a regional scale bears the potential to facilitate transit procedures in the region as a whole.

All in all, SW system provides practical means of improving border clearance performance. In the context of development, the challenges of implementing operating SW systems are not limited to technological and financial issues, but rather associated with the issues of cooperation among state agencies and the private sector. Accordingly, human capacity interventions have not only to reflect technical needs, but also keep in mind country specific institutional arrangements. A successful implementation process requires on-hand experiences with all involved stakeholders and agencies.

Based on preliminary needs analysis among partner countries, training focused on role of Business Process Analysis (BPA) with regard to SW implementation, design and security operations, legal framework, and administrative and financial arrangements. To foster this learning process, this training was combined with on-site visits and interactions with the agencies involved in Kyrgyz SW system to provide the participants with a knowledge on best practices of realization processes, challenges, related agencies' and partners' operations, inter-agencies coordination, collaboration mechanisms and network architecture.

Based on these requirements, **the objective of the study tour and training** was: First, **a technical training** to enhance the knowledge on technical issues pertaining to implement SW system in the context of regional SW implementation strategies. Second, an overview of **on-hand experiences** in the implementation processes, based on experience in Kyrgyzstan, to equip the respective practitioners. And third, **exchange of countries' practices** among the participants to enhance the regional knowledge sharing and network building.

What is Single Window?

Single Window is a concept in the field of trade facilitation. It allows businesses engaged in international trade to submit necessary documents at only one single entity. Thus, the concept is to providing complex services to the customers using a single point of contact. Typical documentations and services involved are customs declarations, applications for import or export permits and certificates of origin. Any number of service units, divisions or organisations can participate in the service chain. Additionally there can be any number of stages to complete the service. However, the main point is that the customer should have just one contact point to request the service and to receive it.

What is Business Process Analysis?

Business Process Analysis (BPA) is a discipline of identification business processes, performing their formalisation and further optimisation. The overall goal is to improve the current operation of any business. BPA takes into consideration business needs, corporate structures and resources of organisations. It provides a number of tools and techniques to business analysts for process analysis, formalisation and optimisation.

II. Executive Summary

From 23 to 26 June 2014, the GIZ Programme "Regional Economic Cooperation and Integration (RCI) in Asia" organized a study tour and training on "Regional Best Practices of Single Window (SW) Implementation and BPA" to Bishkek, Kyrgyz Republic. The following pages summarise the purpose, themes and results of this event. The detailed information, including the content of presentations and reports can be retrieved from the respective summaries.

The statistical results of the preparatory questionnaire distributed in advance to the training participants revealed that a lack of clear structured work environments was still an issue pertaining to the efficient workflow in the participating countries. Next, Mr. Kuznetsov stated that "**Implementing a SW system at national level is a tremendous project that is rather complicated to implement on the basis of previous structure**".

In the following sessions, representatives from the Kyrgyz Single Window State Entity (SWSE) presented a substantive overview of their SW implementation and the major challenges and achievements faced during this process. Specifically, the introduction of the Information System provided participants with a better understanding of its database procedures and familiarised them further with issues such as SW financing, formation of related laws and regulations, online registration procedure, participation and cooperation between stakeholders, payment procedure and digital signature issues.

As core part of the regional knowledge exchange, the individual country perspectives were presented by participants from the **Kingdom of Cambodia**, **Lao PDR**, **Mongolia**, and **Republic of Tajikistan**. The knowledge gained on Kyrgyz SW implementation processes laid down a foundation for a comparative analysis between country's SW implementation processes and experiences.

In summary, inexistence of complete or full optimized SW system was the common feature of all participating countries. A difference in perception and regulation of the national customs authority often hinders effective usage of same information sources. Early efforts for **Data Harmonisation** prevent such duplication issues. In order to ensure private businesses the utilisation of SW system, all interfaces and portals must be developed and offered in the light of **simplicity** i.e. easily accessible. In the worst case scenario, utilising unofficial paths such as bribes will remain the most economical way to obtain necessary permits for trade. **All in all, implementation of SW is a never ending process demanding security, flexibility, and sustainability**.

After general introductions, the participants focused on detailed issues on methodology of **BPA**, **BPMN basics**, and **Business Process Models (BPM)**. Further, BPA activity types, their definitions, characteris-

tics and types of business processes, process models and performers' roles and process stage (state) descriptions were explored.

In working groups participants discussed the different permit issuance processes. Together they identified inputs and outputs of each step, determined its environment, described the logical activities of each stakeholder and set the quality parameters for each stage. These practical exercises trained the participants for careful project modelling and analysis that should takes place before any implementation. **Creating a big picture for projects and detailed testing for each stage is a vital part in successful implementation of any projects**.

This theoretical work was followed by field visits. At the **Kyrgyz SW Centre**, participants were able to observe the process of payment procedures, registration of the stakeholders and their data processing. In the **Bishkek Centre for Testing and Certification**, **Department of Drugs Supply** under the Ministry of Health, the participants had a chance to discuss the preparation, facilitation and implementation of SW systems. How to successfully engage the private sector in the implementation processes was a main focus of the visit to **Chamber of Commerce and Industry**. Main challenges, such as a parallel usage of hardcopy and electronic documents as well as attraction of private businesses to fully utilise the SW system, were discussed.

This study tour and training provided the government officials of partner countries not only with a necessary technical knowledge on how to further implement a SW system within the framework of a national and regional trade facilitation endeavours, but also equipped them with a concrete knowledge on structural requirements for implementation processes based on the example of Kyrgyz SW system, e.g., automation systems, inter-agencies cooperation and communication involvement in the system and procedures employed by other border management agencies.

The event provided both theoretical and practical skills for participants and an opportunity to learn on how to identify the processes and activity types of BPA by discovering issues and loopholes within the theoretical setting, observing practical work at sites determining its gaps and/or misconducts. Most significantly, the participants experienced that an **involvement of all stakeholders in the project implementation processes is the most vital and crucial part** during as well as afterwards.

To conclude, the participants experienced a **significance of doing BPA** before implementing a SW, which simplifies the processes and tasks by allowing prevention of failures or mistakes. Such types of process optimization can provide a benefit for all stakeholders engaged in international and domestic trade operations, not limiting to government bodies, individual clients, and private companies by saving their time, money, and other related resources, while increasing their incomes and satisfactions at the same time.

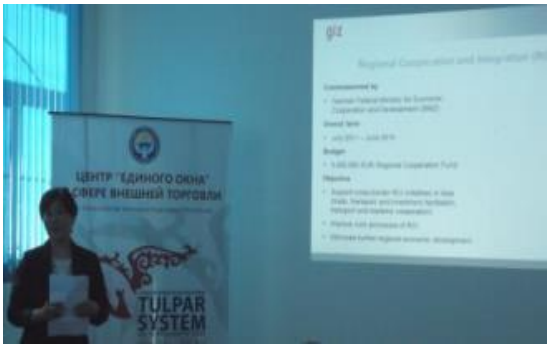


III. Welcoming Remarks

Mr. Bekzhan Murzakmatov,

Head of IT Department, SW State Entity (SWSE), Kyrgyz Republic

Mr. Bekzhan Murzakmatov opened the event with a warm welcome to all participants and guests. After several years of preparatory process since 2006, the SW system was piloted in January 2014. Thus, he highlighted the good timing of the visit to share a regional knowledge in this crucial process. Further, he noted the importance of numerous official visits made to South- and South-East Asian countries to gain experiences and learn from them their best practices before implementing the actual process in Kyrgyzstan. He emphasized that due to effective utilization of other country's experiences in Kyrgyzstan, they are now in the position to welcome the participants from other countries to share their experiences



Ms. Khulan Lkhagvasuren,

Senior Programme Manager, GIZ RCI

In her welcoming remarks, Ms. Khulan greeted the participants by emphasizing the important fact that this training has just the right number and the right mix of people for focused discussions on specific topics of common interest. After a brief introduction of the GIZ RCI programme and its activities, she highlighted its role for support in the field of trade facilitation with regard to regional integration. Further, she stated that many good practices of regional cooperation are created within Asia. In this mind, this training serves as a platform for making already existing knowledge accessible by enabling exchange of professional experiences in the region. She also mentioned that one way to expand our expertise on emerging issues in cross-border cooperation and trade facilitation is to share the knowledge and experiences among one another and encourage deepened communication and network building beyond this concrete training measure.

Ms. Samira Abu,

Programme Director, GIZ Support to Regional Economic Cooperation in Central Asia

Ms. Samira Abu welcomed all participants to the event and noted that implementation of a SW is a very important aspect for ensuring stability, especially for landlocked countries in Asia. Therefore the Central Asian countries, Republic of Tajikistan, Uzbekistan and Kazakhstan are all engaged in introduction of a new system and GIZ on behalf of the German Government is providing its support and technical assistance for their effort. She acknowledged that although SW is a never ending process, Kyrgyz SW Centre has already achieved lots in this regard by emphasizing the importance of cooperation within the region and wished a very fruitful study tour and training to all participants.

Fact Box GIZ Programme "Support to Regional Economic Cooperation in Central Asia"	
Duration	2005-2014
Project region	Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan
Goal	To improve the structures for economic cooperation and trade between the Central Asian countries of Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan.
Focus areas	Equal attention is paid to administrative and technical obstacles to trade. Customs procedures are being assessed, as is the conversion from the outdated Gossudarstwenny Standard (GOST) – the government standard for Commonwealth of Independent States (CIS) countries to a high-quality infrastructure utilising modern International Standardisation Organisation (ISO) standards. GIZ is supporting organizational development of the national quality infrastructure institutions, from accreditation to certification.

IV. Workshop Summary

4.1 Kyrgyz Single Window and Business Process Analysis

From 2006 onwards, the Kyrgyz government started planning the implementation of a Kyrgyz SW system. The Ministry of Economic Development and Trade was appointed as a leading agency alongside with the State Customs Office as a major stakeholder of the SW implementation processes. In 2009, the Kyrgyz government created a state-owned company and developed a Single Window Information System (SWIS) named TULPAR System. The practical implementation began by installing a pilot Pre-Customs Single Window (PCSW) system in six partner ministries. The Kyrgyz example highlights several key points of success for establishing a SW system: high-level political support to secure agreements, commitment, and transparent coordination between the ministries. A participative management of processes, including frequent exchange with private sector for identifying bottlenecks for exports in the prevailing setting as well as promoting a positive public image by communicating the benefits for running a SW system for economic development and greater public good. Another aspect was successful donor coordination for implementation processes by building-up a local support on several levels, involving both the public and private sectors. As result of implementing their SW system, Kyrgyzstan is regarded as a regional front-runner in the field of trade facilitation.

4.1.1 Implementation Processes, Institutional Arrangements and Public-Private Cooperation

Mr. Urmat Takirov, Head of Export Promotion and Development, SWSE, Kyrgyz Republic

In his presentation, Mr. Takirov explained the pre-customs modelling of Single Window System (SWS). The system provides electronic data exchange between 11 agencies as well as several private certification bodies for the purpose of customs declaration.

Overall, SW implementation in KR can be divided into three development stages:

- Preliminary stage: 2006 to 2009,
- Project development stage: 2011 to 2012, and
- Final launch and operational stage: 2013 to present.

Currently, Kyrgyz SW Centre is working on SW and Customs Service integration systems on data exchange. In his presentation he noted the support provided by ADB Project "Regional Improvement of Border-crossing Services" (RIBS) during the 2nd Phase of Development of National SW, while the 1st Phase of support was provided by GIZ. In addition, a feasibility study proved that a self-financing framework for the SW Centre is possible, the price list for services has been created and the payment system is under development.

The focus of his second presentation was a political mandate of the National Council on Trade Facilitation and Transport, the work flow of the SW Project Management Group and the role of Steering Committee of

Single Window Centre for Foreign Trade. After elaborating the institutional set up, he provided a summary of prospective initiatives and stressed the importance of result-oriented coordination of all agencies involved in, especially the active involvement and execution at higher political level.

Further Information:

Feasibility Study: "Single Window" Project Implementation in the Foreign Trade of Kyrgyz Republic: www.trade.kg/... (2009) (In Russian, 1 MB)

ADB Project "Regional Improvement of Border-Crossing Services": www.adb.org/...

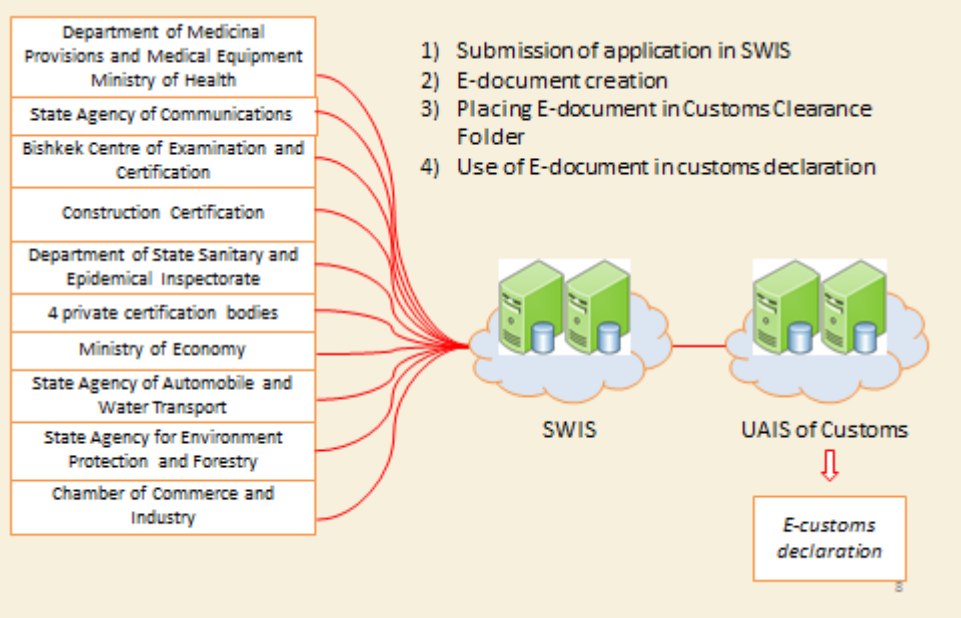


Figure 1: Interaction of regulation agencies under the SW framework

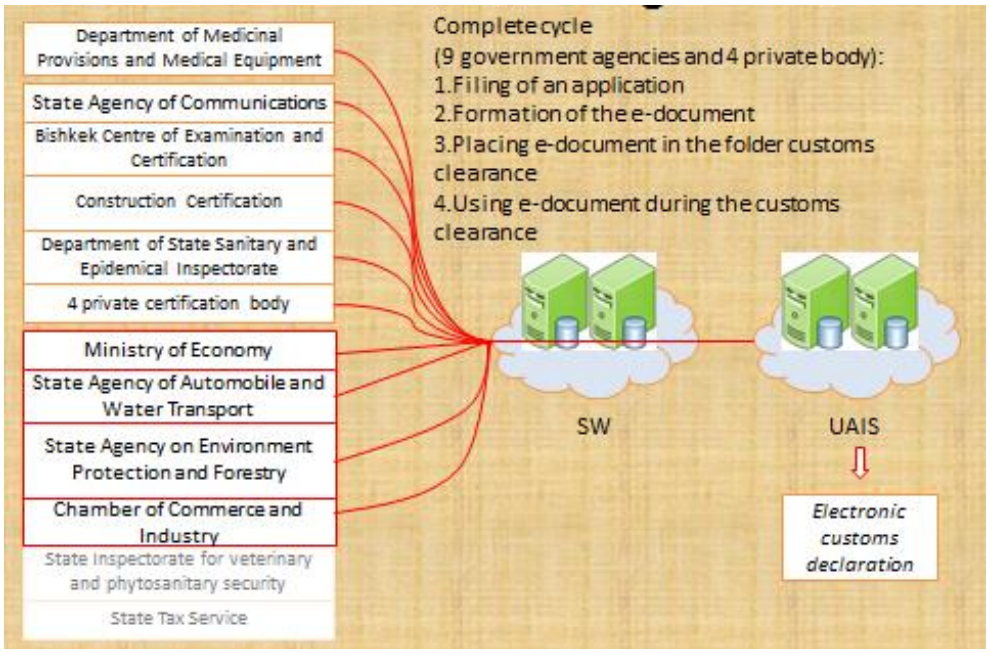


Figure 2: Overview of SW Stakeholders

4.1.2 Harmonization and Interaction of SW System with Stakeholders and Information System and Information System of Kyrgyz SW

Mr. Bekzhan Murzakmatov, Head of IT Department, SW State Entity, Kyrgyz Republic

In his presentation, Mr. Murzakmatov provided detailed information on harmonization and interaction of SW system with its stakeholders. He explained the interactions of all state and private actors, their respective roles and responsibilities within the SW frame. He highlighted the key accomplishment of Single Window: previously in order to apply for a permit, the system required 1,000 data elements. This number was reduced by over 85 % to 129 in the process of setting up the new SW frame. This sped up the process of border crossings of goods and information significantly.

In addition, he highlighted the following key benefits of implementing the Kyrgyz NSW:

- Improved data base application: decreased from 1 to several days to an average of 15 minutes;
- Sped up filing of applications: Reduced from 1 to several days to 15 minutes on average;
- Simplified document submission: Reduced from 1 to several days to a few seconds e-documents.

The second part of his presentation focused on key challenges of implementing the national SW. In this regard, Mr. Murzakmatov mentioned that the utilisation rate of electronic documents is still relatively low. However, it was slowly increasing, where in January 2014 it reached 7% and in May 2014 increased to 40%. This increase was mainly due to fully integrating application as well as issuing processes with the SW system. The major challenge was communicating and convincing employees about changing their work environment. Other challenges were tackled through capacity building.

The key challenges were the following:

- Reluctance to changes within regulating agencies;
- Lack of optimized business processes in regulating agencies;
- Non-transparent pricing schemes of regulating agencies restricted introduction of unified payment system;
- Instable political environment; and
- Lack of proper IT skills of regulating agencies' staff.

As SW implementation is an ongoing process, there are several prospects for further development: integrating SWIS with information system of State Tax Services; carrying out public relations and marketing activities to attract customers and obtain more visibility; and improving a regulatory framework. The Asian Development Bank (ADB) project "Regional Improving Border Services" (RIBS) is designed to tackle several issues pertaining to border regions. The first phase of the development for National Single Window was dedicated to develop a SW Information System's software and to install the necessary

equipment, implementation of ADB Project RIBS was launched in spring of 2014, as a second phase. This project aims at activating the goods circulation, decreasing a time spent for cross border checks, as well as minimizing the costs and enabling private companies to apply their documents independently. The ultimate goal is a complete electronic application procedure as well as effective cooperation with other SW systems in the region.

What is the Kyrgyz "Tulpar System"?

"Tulpar System" was created as a state enterprise in 2009 under the Ministry of Economic Development. As Single Window Center it serves as a one-stop-shop for all foreign trade operations of private companies. Mr. Rustambek Sartkalchaev, System Administrator of the SW State Entity demonstrated the on-line TULPAR system by exemplifying how companies can register to the system, upload their applications and access related laws and regulations directly from the system. In case of energy loss, a data system is in place to restore data when needed. In terms of security, digital signatures and passwords are in place, while the accessibility of all related law texts prevents information disclosure offences.

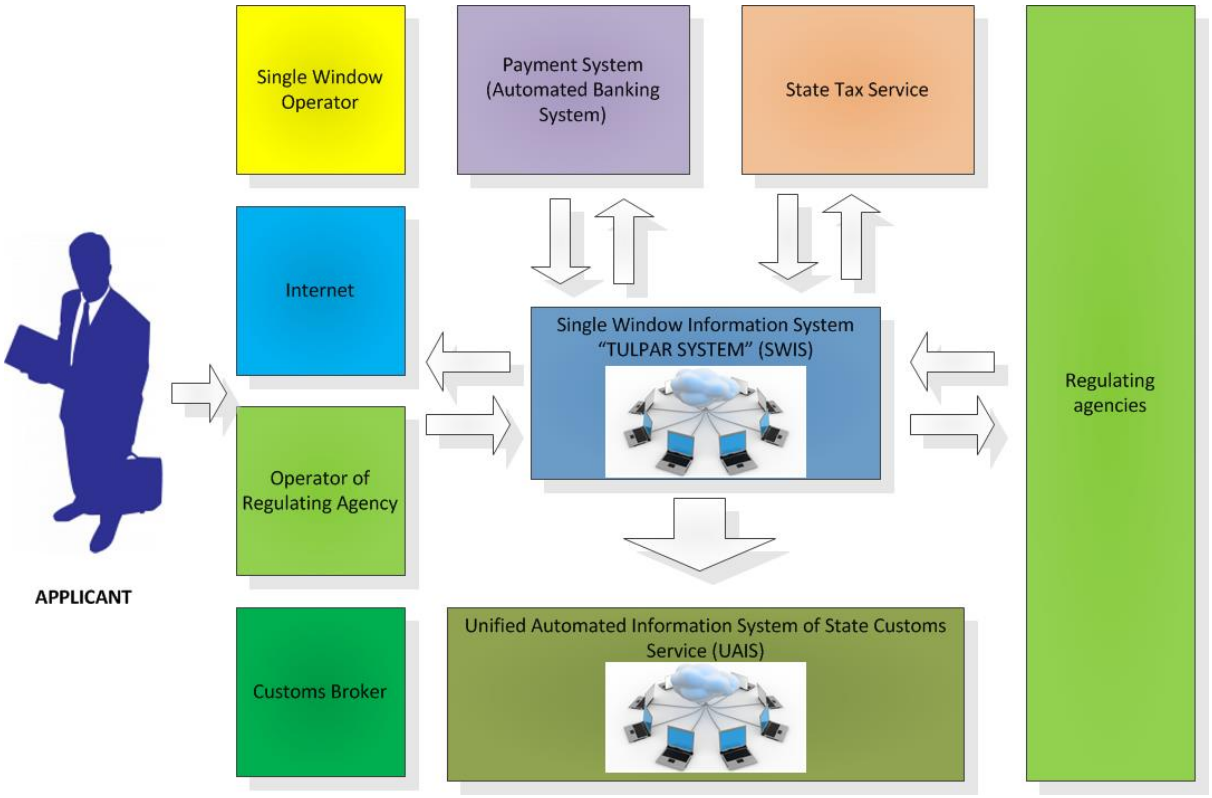


Figure 3: Kyrgyz National Single Window Scheme

4.2 Country Perspectives

4.2.1 Kingdom of Cambodia

Mr. Prasith Suon, Deputy Director, Multilateral Trade Department, Ministry of Commerce

Mr. Suon introduced the overall trade performance and trade facilitation endeavours of Cambodia. As a part of their trade facilitation endeavours the National Single Window is currently in its implementation stage. The utilised system is United Nations Conference on Trade and Development's (UNCTAD) Automated System for Customs Data (ASYCUDA). Ongoing works to improve the NSW includes complex tasks such as: process analysis; process simplification and harmonisation, document simplification and standardization, and cross-border data exchange. To expedite the NSW implementation and to comply with agreements on development and implementation of ASEAN Single Window (ASW), the National Single Window Steering Committee (NSWSC) was established on 22nd of May, 2008. A Blueprint of Cambodian NSW was recently adopted.

Some of the challenges and capacity building gaps were due to a lack of law and regulations to support electronic exchange of documents, information or data across the border, existing resistance to change the previous system by the employees within the related agencies, as well as lack of training and sophisticated knowledge about the system.

Further Information:

Automated System for Customs Data (ASYCUDA): www.asycuda.org/

ASEAN Single Window (ASW): www.asw.asean.org/

4.2.2 People's Democratic Republic of Lao

Mr. Khambay Sithirajvongsa, Deputy Head of Trade Facilitation Division, Department of Import and Export, Ministry of Industry and Commerce

Introducing the current development of trade facilitation in Lao PDR, Mr. Khambay emphasized the existence of only one NSW platform and the Lao PDR Trade Portal based on a National Single Window Blueprint. Similar to the Cambodian situation, within the ASEAN framework there are ambitions for a regional ASEAN wide SW (ASW), based on the national SW systems. The member countries have the commitment to complete the requirements for ASW by 2025. In order to achieve these requirements by 2025, the National Single Window Committee has been formed. In the institutional setting, the Customs Department is appointed as a responsible agency.

He further introduced the Lao PDR Trade Portal as a single stop point for all information related on import/export in and out of Lao PDR, and on transit of goods. Through this portal private companies can register to the SW system.

Further Information:

Lao Trade Portal: www.laotradeportal.gov.la

Lao PDR - Preparation of a National Single Window: Blueprint for Implementation: www.worldbank.org/...

4.2.3 Country Perspective: Mongolia

Mr. Sosorjav Gantsooj, State Inspector, Mongolian Customs General Administration

Mr. Gantsooj provided a brief introduction of the NSW implementation processes in Mongolia. Up to date, the country is in its initial stage to start the process of BPA for NSW implementation. According to the Master Plan that was ratified in 2011, Mongolia is planning to create a synchronized database and NSW by July 2015. Seven ministries established their own internal systems; however they are not yet integrated with each other. GIZ is providing technical assistance and capacity building measures.

The implementation process is carried out by four NSW working groups responsible for:

- BPA and data harmonisation;
- Capacity building, PR, and foreign relation;

- Technology, and
- Legal and International Liaison issues.

Currently the BPA and Technology Working Groups are cooperating on update of project documentations including the National Programme and Master Plan. Further steps towards this objective was a cooperation of the agencies on harmonisation between the future NSW and national program on integrated registration system, a system for civil registration and services provided to citizens by the General Authority of State Registration (GASR) of Mongolia; a capacity building measure for related customs officers; and an improvement and upgrade of hardware and databases. The main situation for a successful implementation of NSW system in Mongolia were the requirement for developing a comprehensive legal environment, establishing effective stakeholders' cooperation, preparedness of IT infrastructure, a strong political will, human resource capacity building and the ground for financial resources.

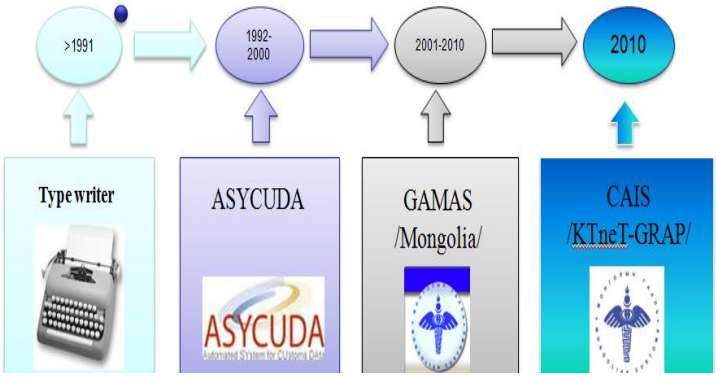


Figure 4: Mongolian SW IT Structure

Further Information:

Mongolian Customs: www.ecustoms.mn/...

4.2.4 Republic of Tajikistan

Mr. Abuali Turabekov, Head, Department of System Administration, "Single Window" State Unitary Enterprise (SW SUE)

Mr. Turabekov's presentation focused on implementation of the current state of United Automated Information System (UAIS) to be used for implementation of Tajik SW system and its future plans and facing challenges. The Government of Tajikistan has approved the National SW Program in 2010 and since 2012 the Single Window Information System (SWIS) – a trade operation's portal software for submission of applications – was under development, which has already entered its experimental stage. The process for implementing Business Process (BP) optimization has been supported by GIZ technical assistance. As a result, the total number of necessary documents for imports and ex-

ports has been greatly reduced. By end of 2014, SWIS will be integrated with SimBASE (IT software programme developed by Simourg LLC, Latvia) and with the Tajik Treasury and Tax systems. Furthermore, an integrated payment system will be created.

In the endeavours to overcome the previously complicated permit system leading to slow trade procedures, the following key challenges for implementing the NSW in Tajikistan were identified: the software which was developed before doing the BPA took place in effect; the number of United Nations (UN) recommendations was not followed in regard to data harmonisation, single application, and so on. In general, solving the SW related issues in efficient manner proved to be complicated for a number of the involved agencies. This was partly due to lack of IT infrastructure as well as a human resource. Because a BPA was not undertaken beforehand, inter-agencies cooperation was very low and measures of standardisation were not considered as a priority.

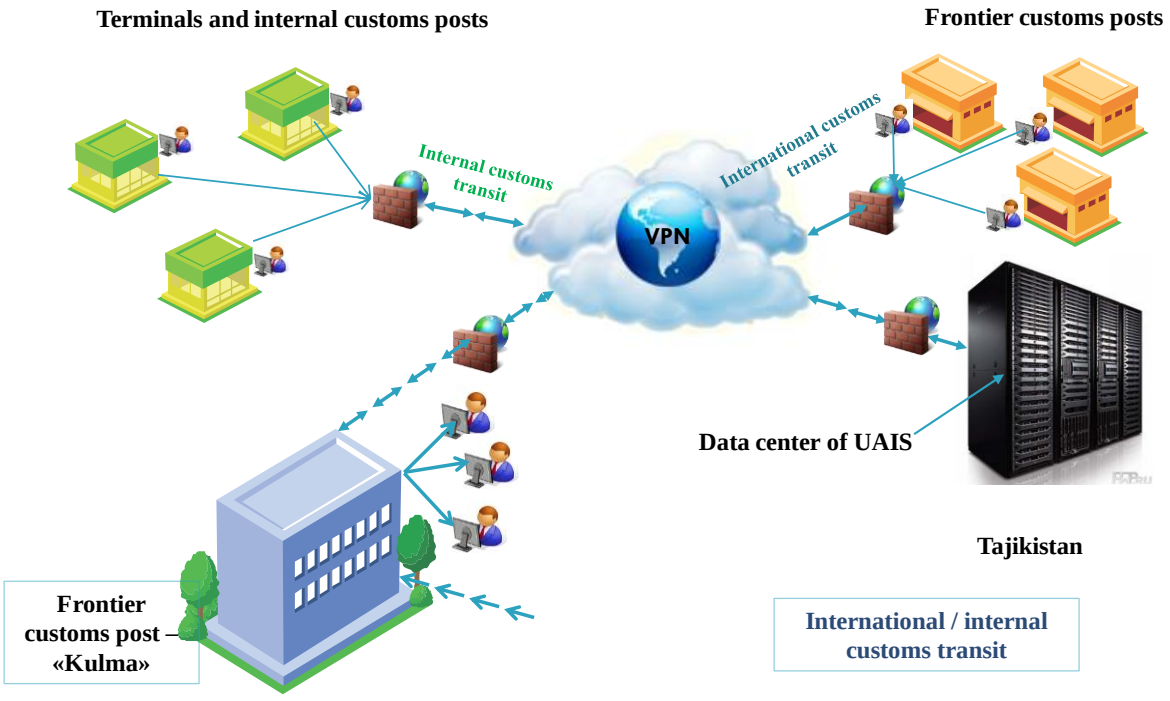


Figure 5: Overview of Tajik SW System



V. Training Summary

5.1 Business Process Analysis in a Single Window Environment

Mr. Kuznetsov had prepared this BPA training in the context of SW implementation. In the for-run, the participants were asked to provide general information about their background and their workflows, in order to tailor the training to the needs at hand. A sound understanding of the participants' role and profiles', the rules and regulations of their institutions and their workflow set the framework for the training.

5.2 Assessment of Challenges

Not surprisingly, a substantial amount of 13% of the overall time budget was spent on other functional activities and was not related to projects and processes, which actually generate value and revenue. When it came to assessment, there were no pre-formulated rules on how to measure the performance. In most cases, the performance was measured directly by supervisors, sometimes by peers and to a lesser extent there were no clear structures for evaluation at all. At the same time, following direct instructions made up the majority of tasks, while the pre-defined procedures and tasks were laid out by the legal framework only amounting to 17% of the aggregated work time. Additional to that, the procedures were rarely updated within the time-frame of one year. The result showed that besides the update frequency, 75% of participants stated that all regulative documents relevant for their work are up-to-date. Average share of obsolete regulative documents stated by remaining participants was 43%.

With regard to BPM, the overall assessment showed that while the notations of BPM such as Unified Modelling Language (UML), Business Process Model and Notation (BPMN) and to a lesser extend Integrated Definition (IDEF), were known obstacles to utilise them within the participating agencies where still prevailing. While the majority of documents are believed to be up to date in areas, where this was not the case an estimate of 43% of the used documents were outdated. Roughly one half had already worked with and implemented BPA mechanisms within their organisation, while another half did not. Overall optimisation and evaluation processes were mixed and most prominently only 13% had measurements in place to observe the customer's, e.g. private businesses, satisfaction.

Based on evaluation of the questionnaires, the agenda was adjusted to give an overview on all elements of project management and especially to demonstrate ties between projects and processes. The training then covered the following topics, which are outlined below.

5.3 Introduction to BPA Definitions and Practices:

Business Process Analysis is a discipline of identification business processes, performing their formalisation and further optimisation. The overall goal is to improve the current operation of any business. BPA takes into consideration business needs, corporate structures and resources of organisations. It provides a number of tools and techniques to business analysts for process analysis, formalisation and optimisation. The outline provides a general introduction to the definitions utilised in BPA.

Activity types: Project, Process and Functional Activity

There are three main business activity types: **projects**, **processes** and **functional activity**. Any activities not directly related to the work are omitted. **Projects** are temporary enterprises. They do not exist before the start and after the completion of the activity at hand. Prior to the project start, the objectives are formulated. Resources are typically allocated in the project planning phase. The actual project execution may vary according to project. In general separate decisions are needed to start a project or to reject it. Projects require different management approaches: unlike processes, they are governed by project plans and budgets in accordance to some project management model. Unlike projects, **processes** can be formalised. While project is a temporary enterprise, it may use services provided in a form of a process. A **Process** can be defined as a sequence of states, or stages, of operations to transform some input into an output which carries value for the customer. This is because this type of activity runs in a stable, deterministic environment, all decisions to be made are known beforehand, business roles for each process execution stage are pre-defined. Most clearly distinguishable from a project, a process does not require a separate decision to start: a process will always start when an initiating event occurs. **Functional activity** then summarizes all remaining work-related activities, which are not part of either projects or processes, but need to be done as a part of employee's job descriptions. Usually functional activity does not produce any value for the consumer. However, functional activity may generate events to start a process or initiate projects. A special emphasis was laid on the concept of functional activitywithin the business process. This refers to processes that do not affect customers directly, but relates to other activities and projects underlying the whole operation. When there is a less functional activity, the overall business efficiency is higher. By properly identifying these activities, decision makers gain more leverage in dealing with inefficiencies.

Processes, States, and Roles

Within any process there may be a **performer**, executing the task, an **auditor**, checking if everything is correct assigned to each step of the process. A **process manager** can be assigned for the process as a whole. Each process state may be described as a five-component model, having **input** (what comes from the previous state), **output** (what goes further), **activities** (what should be done), **environment** (how this should be done) and **quality parameters** (what can be considered as "good"). In a BPA all participants are denoted as "business roles", not personal names. This allows for assigning any person to a role

and makes scaling, i.e. assigning several performers to a single role, and mergers, i.e. the assignment of several roles to one person, possible.

Four Types of Business Processes

There are three basic process types: **operational processes**, which constitute the core business and create the primary value stream by serving the customer; **supporting processes**, which support the core processes; and **management processes**, which govern the operation of an organisation. Operational processes must always be given a priority. At the same time supporting processes should be shaped out in order to provide a maximum of efficiency and convenience for the execution of operational processes. Management processes in itself play no role in daily tasks, but are essential for corporate development, growth and adaptation to the changing environment.

BPMN basics: Utilisation of Diagrams

BPMN standard provides instruments to formalise and model business processes in a form of **process diagrams**. Diagrams consist of a set of elements – activities, events, gateways, flows, lanes etc. – that let business analysts create a clear visualisation of a process. Following the standard requirements these visualisations allow other analysts to understand a process without any further context given. BPMN diagrams are also useful for further process analysis and optimisation, because many inconsistences and excessive steps are clearly visible on diagrams. As any other formal instrument, analysts may let mistakes in BPMN diagrams. However, proper utilisation of diagrams require a proper use of this method, otherwise inconsistencies may lead to inadequate results.

BP optimization basics, criteria, indicators: Key Performance Indicators

We call any activity **optimisation** which improves some dedicated process characteristics while ensuring required process output and its quality. The set of optimisation criteria must be carefully selected and prioritised. Besides optimisation of business processes we need a feedback from execution side to be sure that all quality requirements are met. To control this we may use indicators – calculated values that may be used to assess quality. Indicators used to control achievement of corporate strategic objectives are called **Key Performance Indicators** (KPI). In case of SW systems, the actual business process is measurable, which allows to control and evaluate and if streamlined to create a value for the customer and in return to increase the state revenue.

Theory of Constrains

The **Theory of Constraints (ToC)** is a management paradigm. It provides a set of techniques on how to prioritise tasks, understand critical chains and paths, as well as eliminate various psychological effects that would affect any activities and reduce positive outcomes. The theory, which has been coined by Eliyahu M. Goldratt helps to maximise the results of existing project resources. It ensures project success even under difficult circumstances and can be utilised to identify constraints and avoid them when restructure processes and organisations.

5.4 Training and Preparation of Field Visits

After the introduction of fundamental concepts of BPA the training focused on practical side of BPM and laid down a theoretical knowledge for the upcoming field visits in order to make the most out of it. The participants were sensibilised for the main challenges and common mistakes within the institutional SW framework to engage directly with the practitioners on-site.This included a demonstration of the following aspects.

Further, to better prepare for field visits, the following topics were demonstrated:

- Basic concept of e-Government and its elements;
- SW as a part of e-Government;
- SW as a process-based approach to build a service-oriented state;
- Service Oriented State Approach;
- Regulation in international trade: reasons, side effects, balancing; and
- Generic process of international trade regulation and integration of its elements.

A preparatory analysis was conducted in the form of a business simulation: the participants were divided into teams representing each visited site and where asked to present their position to the other participants, while focussing on lessons learned, good practices, and mistakes to avoid. Their peers then reacted to the presentation in order to find inconsistencies in presentation as well as to unveil dynamics and hidden processes.

What is the "e-Government"?

This is a concept of facilitating the relations and interactions between the citizens and organisations on one side and the government on the other side by using modern information and telecommunication technologies. Electronic government does not replace the conventional one, but provides for it with the new tools and instruments. E-Government assumes that the relations between citizens and organisations with all levels of government structures are performed in electronic form, and a number of governmental services and information are delivered electronically. The use of these approaches and technologies shall improve the quality of governmental services, reduce corruption and increase efficiency of state services.

What is the "service oriented state" approach?

This is a concept, where the state government plays as a service-oriented organization, which provides the services to its customers – citizens and businesses. Most of the optimisation techniques used by commercial organisations can be applied to service-oriented states. It is important that if a state is assumed to be a single solid organisation, then all its units (ministries, agencies, enterprises, etc.) become the divisions of that organization. Thus, it should keep its internal structure effective, having proper inter-unit business processes and information flows, and never require from customers to know its structure and operation procedures to consume its services. Single Window within this approach can be accepted as a natural customer ser

Results and Inferences

During the training Mr. Kuznetsov stressed the importance of proper use of terminology, especially in the international field, as unclear definitions hinder communication and leads to confusion. Furthermore, he emphasized the model of the service-oriented state approach as a guideline for government activities.

By the end of the training, the participants were demonstrated ability to distinguish the projects, processes, and functional activities, as well as an ability to formalize the business processes and to understand the BPMN process diagrams.

The practical part of the training unveiled the following sensitive areas of improvement:

- Any submitted data should be checked at the very beginning of the process. This avoids delays and unneeded personal exchange between the customer and the agency;
- Any people-centred work environment is prone to human mistakes. A system must always take this into consideration and offer the options to fix the mistakes in an efficient manner;
- Performers tend not to follow rules and agreements, instead they "invent" the process every time from scratch, replacing the process with some personal vision of "how it should look like";
- Avoid logical inconsistency inside the processes. Carefully check for redundant or parallel processes;
- The main focus must at all times be on the customer, i.e. private enterprises.

Getting familiar with the SW Enterprise

During the first day, the participants have been introduced to the SWS Enterprise structure, operations and technical tools. These were the main take-aways stemming from this introductions and the following discussion:

- Developing SW software is a quite long and complicated process;
- Data harmonisation and lack of standards cause many automation problems;
- A trade portal as a self-service tool for private companies needs to play a significant role;
- Inconsistency of legislation significantly affects the SW implementation project;
- Utilisation of digital signatures are limited due to its complexity and costs;
- Manual processing substitutes a real process-based approach;
- Business processes should be optimized before automation;
- SW Information System interfaces are the complicated issue to resolve.

Analysis after Field Visits

The analysis was organised as a business simulation, where all participants were divided into teams, representing different previously visited agencies. Each team had to present the respective agency, describe activity types that exist in the agency, present problems discovered and good practices learned, as well as to make a conclusion of the visit. In the aftermath, the following inferences could be drawn from the anal-

ysis. They provide directions, on what issues to address within the implementation process, especially with regard to PR efforts.

- Involved agencies do not fully understand the purpose and meaning of SW;
- Agencies tend to resist SW implementation based on the fear that it may jeopardize their position;
- Agencies perceive SW system as a competitor;
- Private companies feel that the SW may become an additional level of bureaucracy;
- Stability and functionality issues in SW Information System; and
- Lack of optimised automation processes, which causes extra work and duplication of work.

Key take away and Next steps

Perhaps the main take away identified during the trainings was the focus on private sector. The customer, i.e. private businesses involved in import and export operations are too often left aside during the discussions as well as in the actual implementation process. It is a common trend for civil servants and staff of state entities to concentrate mainly on internal work processes and pay most of the attention on improving their own work. However, the focus of SW implementation is to facilitate the operations of traders, brokers, logistical companies, and other consumers of the state services.

Among the next steps that the participants wanted to focus on were the following issues: engage in regional knowledge sharing, including study tours to experience other regional good practices; introduce BPA as a practice in their respective agencies; focus on a better inclusion of all stakeholders, especially private businesses in the SW project. More concrete measures were plans to integrate the national trade portal with the SW system to proceed with an evaluation of automation in order to improve their respective country's policy documents such as master plan; and focus more on the BPA aspect before implementing the SW measures. The participants were asked to outline next steps that they will feed into national plans and policy recommendations stemming from inputs from the training:

- Share lessons learnt in Kyrgyzstan with colleagues;
- Share experience with other agencies;
- Introduce BPA as a tool for optimisation within their agency;
- Organise a study tour to Cambodia, Lao and other countries;
- Sustain the network between the participants for further exchange and experience sharing;
- Better involve other stakeholders in SW project;
- Evaluate the utilisation of SW automated system;
- Use good practices to improve the country master plan;



VI. Field Visits

6.1 Introduction

In order to utilise gained knowledge in the environment of practical implementation, a number of filed visits were organised, to the main stakeholders of the Kyrgyz SW framework: SW enterprise main premises, SW enterprise facilitation centre, Bishkek Centre for Testing and Certification, Department of Drugs Supply under the Ministry of Health and the Chamber of Commerce and Industry of the Kyrgyz Republic.

Under the guidance of Mr. Kuznetsov the field visits where prepared and organised following the three steps of preparation, actual visit, and subsequent analysis. Every visit was framed with the purpose, services provided, structure and main operational business processes of the respective agency. Equipped with a clear picture beforehand, about what to see, what the organisation should look like in theory and based on the relative experience, which aspect should be the main focus of attention.

The participants focused on inconsistencies, analysed possible reasons for challenges and compared the situation with the issues in their respective home countries. In the discussion, strategies to avoid pitfalls where lively discussed. In general it was agreed that learning from successful experience and avoid mistakes is always cheaper in terms of economic costs, than to make mistakes in the first place. Thus, the reference visits provided an on-hand experience of a successful SW implementation in the development context. The following pages entail information about the visits and present the main insights gathered by the participants.



6.1.1 Visit: Kyrgyz SW Service Centre

The Kyrgyz SW Service Centre provides private companies with one-stop foreign trade documentation services through the SW system. The participants were guided by the centre's staff members, who explained the overall procedures beginning with registration processes of the company as a new client.

The payment procedure was at the core of the participants' interest. The Kyrgyz example offers an accounting system, which is linked to the national banking system: each time an application fee is paid, information is sent to the related agencies and in return information is provided to the bank. Currently, the introduction of a pre-paid accounting payment system is being planned. Here, the customers will be able to deposit the required fees in advance before receiving any services. This improvement is expected to speed up the process and simplify payment procedures. So far, the customers can process the payments via automatic teller machines at the centre or via cash payment order or credit cards.

6.1.2 Visit: Bishkek Centre for Testing and Certification

As part of the NSW system, the Bishkek Centre for Testing and Certification carries out product testing and issuance of certification for import and export commodities. The centre receives the necessary documents, processes them and issues the required permits accordingly. To date, the centre receives applications for certification in both ways through SW system or directly from the clients. In terms of challenges, the focus of the visit was laid on human resources and data security issues.

During the initial stage of SW implementation in 2009, a lack of specialised staff constituted the main challenge. By 2014, all responsible employees received the necessary training and new officers were as-

signed to custom's check-points in order to save time for document confirmation processes. In order to ensure data security, all officers were equipped with customised digital key to log-in into the system.

One still pending issue was the fact that the laboratories, where the necessary testing takes place, are not yet connected electronically to the Centre for Testing and Certification. Thus, resources were wasted by writing manually and distributing the test results. So far, electronic application of the document is still on a voluntary basis. Therefore, the challenge was in keeping a digital and analogue data consistent with each other. There is still room for improvement in the ongoing SW implementation processes such as the adaption rate of private businesses, and the lack of systematic use of electronic documents by a number of government authorities. This shows the ongoing process of trade facilitation.

6.1.3 Visit: Department of Drugs Supply under the Ministry of Health

The Department of Drugs Supply under the Ministry of Health is responsible for the certification of export/import medical drug products. In order to evaluate the challenge of mismatch between previous systems participants were invited to get acquainted with the department's integrated Information System (IS). The system had been in operation since 2004 and so far it has not been integrated into the NSW. The main obstacle is the different database structure which is still in place.

Here, clients can also choose either to submit their documents electronically or in hard copy. Even though the department cooperates closely with other government agencies, their independent information system does not allow a direct data sharing with them and/or SWC.



6.1.4 Chamber of Commerce and Industry of Kyrgyz Republic

The Chamber of Commerce and Industry (CCI) of KR is a non-governmental and non-commercial organization with a voluntary membership. Currently the membership comprises 750 member companies and 26 associations. The chamber has 65 employees, who provide their services to the members. Additionally, the Kyrgyz Expertise Office is located within the chamber, which issues a Certificate of Origin (CO) for Kyrgyz exporters. CCI took active part in the implementation of SW system and continues to closely cooperate on behalf of its members.

The engagement of the CCI for setting up the SW system consisted in providing hardware equipment and training of their staff at the SW Service Centre and harmonisation of the product codes. According to the SW operators, the time for issuing a certificate was about 1 hour, where it previously took 10 minutes..

Even though the SW implementation has increased the costs at the initial stage, all stakeholders realized overall benefits of the new system after all. In effect, SW supports importing- and exporting companies, who need to provide the number of certificates. Its integrated database, increasingly efficient handling mechanisms, and easy accessible statistical data also adds to the effect. This year 5,000-6,000 paper documents were filed within the SW system and the CCI issued over 25,000 Certificate of Origin, annually.

Further Information:

Chamber of Commerce and Industry of Kyrgyz Republic: www.cci.kg/...

DAY VI: Feedback Session



VII. Conclusion and Way Forward

The final day focussed on a review of the gained knowledge stemming from the experience sharing during the previous days of training and field visits. Under the guidance of Mr. Kuznetsov, the participants presented the involved stakeholders' or agency's processes discovered the challenges and obstacles and gained good practices. By identifying loopholes and mistakes in real-live examples, the participants demonstrated the benefit of in-depth regional knowledge exchange on BPA and BPMN in the context of SW implementation..

Based on the theoretical input received during the past days, the participants familiarised themselves with e-Government concept in regard to SW design and implementation scenario.

E-government defines a new method for integrating the government, citizen, and business operations to provide government services. It doesn't replace a traditional government, but provides a new instrument. Thus, the SW service package management system (SW entrance points), internal systems and database at agencies (customs office, ministry of agriculture, ministry of economic development and trade, other agencies) gateway to commercial systems (banks, brokers, commercial organizations) and gateways to foreign systems (systems of other states) has to be linked with integrated platform.

Further, the participants were encouraged to outline the next steps they want to undertake based on the insights of these trainings. Participants highlighted sharing the experiences with agencies in their respective home countries, and sharing the lessons learnt in Kyrgyz with colleagues. The role of regional knowledge sharing was highlighted by the plan to involve study visits to Cambodia and Lao PDR and keep the network active. Concrete next steps identified were the better and deeper involvement of other stakeholders in the SW project, the evaluation of automated systems and BPA optimisation in their respective agencies and therefore increasing their knowledge of BPA in this regard.

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GIZ Programme Regional Economic Cooperation and Integration in Asia (RCI)

Background

Regional economic cooperation and integration are consensually seen as key to Asia's future development, whose architecture is built largely on subregional initiatives with so far only few, lean regional institutions. Subregional economic cooperation initiatives aim at promoting cooperation in specific areas, like trade and transport, investment, tourism, energy or environment. Given the development gaps in the region, it is even more important to make regional cooperation inclusive and to ensure that the smaller countries can access benefit from regional actions.

Our Approach

The RCI Programme supports regional and national stakeholders in the context of subregional cooperation initiatives by providing capacity building, organising trainings and dialogue events, and conducting sector studies.

Fact Box RCI	
Project name	Regional Economic Cooperation and Integration (RCI) in Asia
Commissioned by	German Federal Ministry for Economic Cooperation and Development (BMZ)
Key subjects	Trade and investment facilitation, port cooperation, local cross-border economic cooperation and social implications of economic integration
Duration	2011 – 2015

Subregional initiatives can foster the development of regional and local production networks and help to overcome limitations of domestic markets. Therefore, cooperation projects within this scope have the potential to close development gaps by boosting economic growth through trade facilitation. By these means, resources for poverty reduction can be generated that lead to a more sustainable, inclusive growth within the subregion.

The cooperation encompasses the focus areas of the Regional Cooperation and Integration within the framework of the ASEAN-China Pan-Beibu Gulf (ACPBG) Economic Cooperation and within the Greater Tumen Initiative (GTI). In addition, best practices of regional cooperation are transferred among the named Asian regional initiatives as well as Central Asia Regional Economic Cooperation (CAREC) and Greater Mekong Subregion (GMS).

Focus Areas

- Addressing functional aspects of regional cooperation and integration within ACPBG by organising studies and capacity building activities.
- Contributing to the implementation of concrete projects in the GTI priority areas of trade, transport, and local cross-border cooperation.
- Promoting peer-to-peer learning and exchange of good practices among regional initiatives, leading to pilot replication of lessons learnt.

Other Publications by RCI

The GIZ RCI Programme publishes regular updates on its activities to offer insights and disseminate regional knowledge on integration processes in Asia. To download please refer to http://www.scribd.com/Rci ASIAor http://de.slideshare.net/RCI-Asia

Inputs and Materials

Mapping Workshop - ASEAN-China Free Trade Agreement

Development of Ferry Boat Routes in Northeast Asia

How to Successfully Implement Special Economic Zones in Lao PDR

Cross-Border Cooperation and Trade Facilitation in Asia

Social Implications of Economic Integration

Managing Cross-Border Labour Migration on a Regional Scale

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