



USAID Municipal Competitiveness Project

MANUAL FOR THE CREATION AND IMPLEMENTATION OF THE BUSINESS SERVICE POINTS

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USAID Municipal Competitiveness Project

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CONTENT

TABLES.....	V
FIGURES.....	V
ACRONYMS	VI
PREFACE.....	VII
MUNICIPAL COMPETITIVENESS PROJECT BACKGROUND	1
I. INTRODUCTION TO THE SIMPLIFICATION PROCESS	3
A. The importance of the process.....	3
B. Overview of the process simplification	3
1. Definition.....	3
2. The purpose of process simplification	3
3. Scope of process simplification	3
4. Methodology of process simplification.....	4
C. The simplification process and the principles of quality management	5
D. Basic concepts of the simplification process	6
E. Focus based on processes	7
II. PHASE I: INITIAL ACTIVITIES AND DETERMINATION OF COVERAGE	9
A. Initial activities - Planning.....	9
B. Presentation of the project	10
C. Relevant aspects to be considered in a process of simplification	10
1. Level of organizational involvement	10
2. Feasibility of a simplification project	10
D. Selection of processes to be simplified	11
E. Selection of the project team.....	11
III. PHASE II: PROCESS MAPPING	13
A. Technical Analysis	13
1. Process file	15
2. Analytical process chart	15
3. Flowchart	17
B. Legal analysis	20
C. Results enrichment	20
D. Approval of the results	21
IV. PHASE III: SIMPLIFICATION PROPOSAL.....	22

A. Findings from the process mapping	22
B. Principles of the simplification process and their application	22
C. Process re-engineering	25
1. Identify bottlenecks	26
2. Reduction of activities	26
3. Determination of employees and departments in the process	26
4. Review of the new process logistics.....	26
5. Make a thorough process improvement	26
D. Involvement of the process owners.....	27
E. Documentation and approval of the simplification proposal	27
V. PHASE IV: IMPLEMENTATION, MONITORING, AND CONTINUOUS IMPROVEMENT	28
A. Implementation	28
B. Monitoring	29
C. Continuous Improvement.....	30
APPENDIXES.....	31
Appendix 1: Criteria for the determination of coverage	31
Appendix 2: Technical file of the workshop for the determination of coverage	32
Appendix 3. Process sheet.....	34
Appendix 4. Analytical flowchart	35
Appendix 5. Flowchart.....	36

TABLES

Table 1:	Process categories	4
Table 2:	Process Simplification.....	5
Table 3:	Principles of quality management and their application in process simplification....	5
Table 4:	Basic concepts of the simplification process	7
Table 5:	Options for the selection of processes to be simplified.....	11
Table 6:	Tools for mapping processes	14
Table 7:	Value assignment	16
Table 8:	Symbols of the flowchart.....	18
Table 9:	Technical principles for process simplification.....	22
Table 10:	Legal principles for process simplification	23
Table 11:	Relationship between technical and legal principles	24
Table 12:	Activities for implementation of the simplification proposal.....	28

FIGURES

Figure 1:	Methodology for process simplification	4
Figure 2:	Process-based focus	8
Figure 3:	Methodology for process simplification – determination of coverage.....	9
Figure 4:	Process behavior	17
Figure 5:	Activities for building processes	20
Figure 6:	Parameters evaluated in monitoring.....	29
Figure 7:	Process levels of simplification proposals	30

ACRONYMS

ANSI	American National Standard Institute
ASME	American Society of Mechanical Engineers
EMPRE	Municipal Unit for Business Development
MCC	Municipal Competitiveness Committee
MCI	Municipal Competitiveness Index
MCP	Municipal Competitiveness Project
PPD	Public-private dialogue
USAID	United States Agency for International Development

PREFACE

This manual contains the methodology used by the USAID/EI Salvador Municipal Competitiveness Project (MCP), specifically in the area of simplification of municipal administrative processes (procedures) related to private enterprise.

The purpose of this manual is to provide the knowledge required for the implementation of simplified processes in municipalities willing to improve their management processes, particularly those procedures related to the private sector.

Section I introduces the process of simplification, including concept, objective, scope, and methodology.

Section II begins with the presentation of two of the most important activities in an effort to simplify processes: project planning and approval. Subsequently, the section outlines the other activities to be carried out in the first methodological step to simplify processes.

Section III describes the development of the second methodological step: process mapping. The section describes what can be one of the most demanding stages of the process, specifically in resources, time, and analysis of the research. This section has tools and precise instructions to help simplify the processes.

Section IV explains the essential elements to consider when constructing a simplification proposal, such as the findings of the process mapping, technical and legal principles of simplification, re-engineering process, and involvement of "process owners" as a key element and validation of new workflows. This section also gives suggestions about the do complete the process efficiently.

Finally, in Section V, all activities required for the final stage of the simplification process are detailed.

MUNICIPAL COMPETITIVENESS PROJECT BACKGROUND

The MCP provided technical assistance to 50 municipalities for a period of 54 months (September 2010–March 2015). It was created to improve municipal management and strengthen the investment climate and facilitate the establishment and operation of businesses based on the opportunities identified in measuring the Municipal Competitiveness Index (MCI) 2009.

The MCP included seven components: (1) strengthening the efficiency and effectiveness of municipal capacity to provide services to entrepreneurs, (2) increasing organizational capacity building, including bonding and cooperation among municipalities and between municipalities and the private sector, (3) developing MCI 2011 and 2013 measurements, (4) supporting the actions to prevent violence according to the Domestic Finance for Development, (5) creating 14, and strengthening six, Municipal Units for Business development (EMPRE), (6) strengthening 20 Municipal Competitiveness Committees (MCC), and (7) enhancing the institutional capacity of local subcontractors of the MCP.

Established MCCs were made up of representatives from the municipality and local private sector to promote improvement initiatives for the business climate in the city. The MCCs developed and implemented fifty Municipal Competitiveness Plans, signed fifty transparency pacts, and changed the public perception of municipal officials from public service providers to promoters of local economic development.

By March 2015, 38 municipalities had set up fifty one-stop windows that provided entrepreneurs with simplified procedures for business registration and issuance of permits and licenses for business operation. Additionally, six municipalities had established EMPRE as a new model to serve the business community.

To consolidate the success of the EMPREs and contribute to the sustainability of the MCC, USAID extended the life of the project from March 31, 2014, to March 28, 2015. As of June 7, 2014, the MCP had worked with 14 of the original fifty municipalities: Candelaria de la Frontera, Chalatenango, Ciudad Arce, Ciudad Barrios, Nahuizalco, San Martin, San Salvador, Santa Tecla, Santiago Nonualco, Sensuntepeque, Suchitoto, Tecoluca, Tonacatepeque, and Zacatecoluca.

The work focused on three major activities: (1) replicating the EMPRE model to improve municipal services and increase access of entrepreneurs to business development services, (2) strengthening the 14 MCCs, and (3) improving the institutional capacity of two local subcontractors.

Additional work consolidated the benefits of public-private dialogue (PPD) initiated by the MCCs and supported the efficient government administration and service to the private sector. Both the public and private sectors now are able to discuss ideas and projects together and with a common shared vision. Therefore, it is important to continue promoting MCP activities in order to finalize the implementation of joint projects, ensure their sustainability, and replicate the model in other municipalities that did not originally benefit from the project.

In conclusion, the MCCs designed and implemented by the MCP have become a structure that is motivating the PPD that El Salvador needs.

I. INTRODUCTION TO THE SIMPLIFICATION PROCESS

A. The importance of the process

Each year, public and private organizations invest a lot of time in developing strategic objectives and goals to ensure progress in their organization. The activities carried out in this process are what ultimately determines the success of the organization. Therefore, processes must be analyzed to ensure they contribute or support the goals of the organization. The process analysis is particularly useful to ensure optimal achievement of objectives related to customer service, efficiency, effectiveness, and profitability.

A key to transform an organization is fully understanding the processes involved. This knowledge should be included in any approach of change and/or process improvement.

B. Overview of the process simplification

1. Definition

The simplification process is the systematic study of the activities and flows of a process in order to improve them to meet the satisfaction and needs of the customer or user.

Quality management emphasizes the continuous and steady improvement of the processes that are already under control. Complementary to this is re-engineering, a radical change through process innovation. The combination of both approaches leads to the simplification of processes.

A process is applied until it no longer serves a purpose, at which point the process is re-engineered to improve/change it. Re-engineering is not a one-time act. As organizations' circumstances change significantly over time, the process designs must also change.

Organizations, needing to be competitive, must reinvent themselves and organize work around processes. The different approaches to changing processes are complementary. Organizations need to determine how and when to apply appropriate methods in different processes. While it is important to have an integrated approach to operational change, it is much more important to make that change.

2. The purpose of process simplification

The purpose of simplification is to analyze, redesign, and continuously improve the organizational processes of an organization so that they benefit the customers or users. This is achieved by improving the critical measures of performance, such as time (speed), cost, efficiency, quality, and service.

3. Scope of process simplification

The scope for simplification includes four types (or categories) of processes that an organization can identify ().

Table 1: Process categories

Process Category	Process
Organization Management	Includes processes related to strategic planning, such as policy establishment, and goal setting.
Resource Management (Support)	Encompasses all processes for the provision of resources that are necessary for an organization's management.
Critical or Mission (Keys)	Consists of all processes that directly relate to the customers or users and provides the organizations planned response.
Analysis, Measurement, and Improvement	Includes processes necessary to measure and collect data to carry out the analysis of performance, measurement, monitoring, audit, and corrective and preventive actions.

4. Methodology of process simplification

Simplifying processes requires the application of a methodology that consists of four distinct stages (**Figure 1**).

Figure 1: Methodology for process simplification

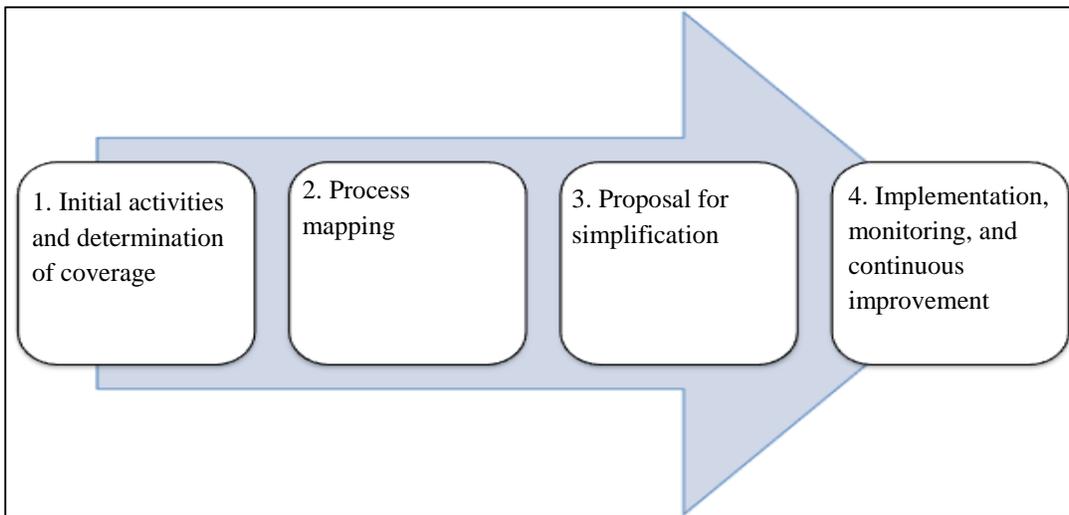


Table 2: Process Simplification

STAGE	OBJECTIVE
1. Initial activities and determination of coverage	Project definition, planning of all related elements, and determination of the processes to be simplified
2. Process mapping	Enhancement of each process; its borders, inputs, outputs, and procedures; involved departments or areas; time; documentation; pertinent legal framework; and costs. Overall, the information for each process.
3. Proposal for simplification	Implementation of a simplification proposal based on technical and legal principles.
4. Implementation, monitoring, and continuous improvement	Implementation of activities to start the new process. Knowledge of its effectiveness and advancement of the currently implemented solution.

C. The simplification process and the principles of quality management

Simplification as an approach of change and process improvement, which applies the eight principles of Quality Management (rules, or comprehensible and fundamental beliefs, to lead and operate an organization whose purpose is to achieve continuous improvement – and in a long-term - the performance of the organization). **Table 3** shows the description of each of the eight principles of quality management and their application in a project to simplify processes.

Table 3: Principles of quality management and their application in process simplification

PRINCIPLE*	APPLICATION IN SIMPLIFICATION
<p>1. Focus on the client</p> <p>An organization’s sustainability depends on its clients. Therefore, it must understand a client’s current and future needs, meet their requirements, and exceed their expectations.</p>	<p>The methodology of simplification includes the investigation of the perspective of process users, before and after the implementation of new forms of work, achieving valuable input for its continuous improvement.</p>
<p>2. Leadership</p> <p>The leadership of an organization establishes the purpose unit of the organization. An organization’s internal environment must be created and maintained so that all persons can be completely involved in the achievement of organizational objectives.</p>	<p>This principle requires the participation and empowerment of the pertinent authorities to serve as guides and promoters of the process improvement.</p>

PRINCIPLE*	APPLICATION IN SIMPLIFICATION
<p>3. Personnel participation</p> <p>Personnel, at all levels, is the essential part of an organization and their full commitment allows their skills to be used for the benefit of the organization.</p>	<p>The solutions and improvement proposals mainly come from the operations personnel of the organization, who carry out the process day by day.</p>
<p>4. Focus based on the process</p> <p>The desired result is more efficiently achieved when all the activities and related resources are managed as a process.</p>	<p>During the execution of stages 2 and 3, barriers that separate the departments involved in the value chain of the organizational processes are broken.</p>
<p>5. Focus on the management system</p> <p>Identify, understand, and manage processes interrelated with a system. This contributes to the efficiency and efficacy of an organization to achieve their objectives.</p>	<p>Promotes replicating the principles used in the construction of more responsive processes in all areas of the organization.</p>
<p>6. Continuous improvement</p> <p>The continuous improvement of the global performance of an organization should be its permanent objective.</p>	<p>Advocates for the creation of continuous improvement teams in order to provide sustainability to the implemented solutions.</p>
<p>7. Decisions based on facts</p> <p>Efficient decisions are made based on data and information analysis</p>	<p>Promotes monitoring (qualitative and quantitative) of the new implemented work patterns. Seeks to obtain the necessary input for the decision making in the continuous improvement committees.</p>
<p>8. Mutually beneficial relationship with supplier</p> <p>An organization and its suppliers are interdependent. A mutually beneficial relationship increases the capacity of both parties to increase their organizational value</p>	<p>The simplification methodology is equally applied for the processes that involve working with suppliers, expediting client-suppliers transactions.</p>

* Taken from www.iso.org (Quality Management Principles).

D. Basic concepts of the simplification process

The concepts used throughout this manual and the simplification process are shown in **Table 4**.

Table 4: Basic concepts of the simplification process

TERM	DEFINITION
System	A set, combination, or collection of devices, persons, or departments interrelated to carry out one task.
Macro-process	A diagram that presents a full vision of a system.
Process	The set of activities linked among themselves that transform one or more inputs into an output (result).
Sub-process	A process that is part of a main process.
Procedure	The set of instructions that details how to carry out a process.
Step	Each unit that forms a procedure.
Process mapping	A technique that helps asses processes and determines where and why there are failures, inconsistencies, obstacles, or ruptures in the process.
Simplification	The action and effect of simplifying. A process that consists in eliminating and compacting phases of the administrative process, as well as the requirements and transactions in order to attain response and opportunity in the rendering of public services or administrative transactions.

E. Focus based on processes

One of the main challenges of simplification, besides being key to the achievement of its objective, is the implementation of a process-based approach in the organizations, which are often structured as a hierarchy of functional units.

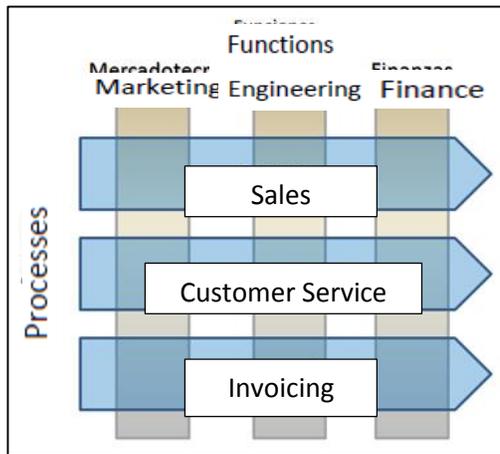
Organizations are usually managed vertically, with responsibility for the results divided among functional units. This leads to little or no improvement, since actions are often focused on the functions rather than the overall benefit to the organization.

Alternatively, a focus that is based on the process introduces horizontal management, crossing the barriers between different functional units (**Figure 2**) and unifying their focal point to the main goals of the organization. It also improves management of process interfaces.

Among the benefits of the process-based focus are the following:

- Integrates and lines up the processes to allow the achievement of planned results.
- Capability to center all efforts in the efficiency and effectiveness of the processes.
- Transparency of the operations within the organization.
- Reduces costs and cycle times through the effective use of resources.
- Promotes the participation of personnel and clarification of their participation.

Figure 2: Process-based focus

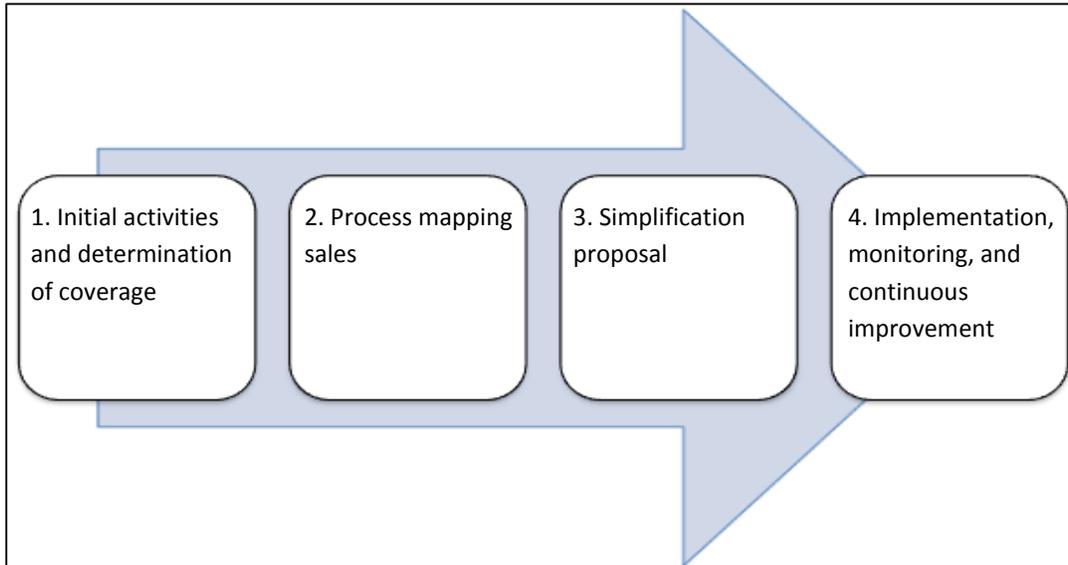


Source: www.ngbusinessvalue.com

II. PHASE I: INITIAL ACTIVITIES AND DETERMINATION OF COVERAGE

The aim of the stage is to define the processes to be simplified and form the team from the organization that will accompany the project throughout the simplification implementation. Proper implementation ensures smooth development of the project.

Figure 3: Methodology for process simplification – determination of coverage



A. Initial activities - Planning

Simplification of processes translates into the execution of a short-, medium-, or long-term project, depending on the scope of what is to be implemented.

The first step of the methodology for the simplification of processes (**Figure 3**) is the determination of the coverage, which starts with planning all elements related to the project. It is essential to have a clear picture of the work to be done to achieve the approval of the headquarters/authorities and the understanding and acceptance of the employees.

Good planning for a process simplification project should answer the following basic questions: What is to be done? When is it going to be done? Where is it going to be done? Who will participate in the project? What resources are needed? What is the scope of the project?

The backing of high organizational levels, managers and/or headquarters is essential for project implementation. In this regard, the "sale" of the idea must be carefully crafted to achieve project approval and to start with its implementation.

B. Presentation of the project

The presentation of the project is the initial activity; it is directed to all staff that will participate or be affected. The purpose of the presentation is to inform employees of the organization's work to be performed, the objective, methodology, expected results, and timeline. A key element of this activity is the invitation to the meeting; all personnel involved in the value chain of the process to be simplified must be considered.

C. Relevant aspects to be considered in a process of simplification

1. Level of organizational involvement

All process simplification projects start in the hands of personnel that know the methodology (quality leaders). However, as the activities, results, and products advance, the initiative and project management should gradually and increasingly pass to the hands of "process owners" through training and transfer of tools that are planned.

Initially, much of the initiative, convening and building of products, and deliverables is the responsibility of quality leaders. The stages of diagnosis, formulation, and proposal construction are the first stage that require hard work by these people. However, for the implementation stage most functions and responsibilities are delivered to the "process owners" who at that time take dominant roles in the management of the new solution which consolidates with its implementation.

2. Feasibility of a simplification project

Process simplification projects are carried out based on five basic conditions of viability (i.e., any project to be "successful" should be viable for several aspects). The five basic conditions are political, technical, cost, administrative, and legal.

Political feasibility is the consensus and will of high organizational authorities to carry out the project and support it. Without their support, it would be difficult to run a process simplification project.

Technical feasibility is related to the practicability of efficient, flexible, and (above all) the needs of the customer or user and organizational processes.

Cost feasibility is linked to the implementation of a solution at a reasonable cost to the organization. The benefits must always be greater than the costs.

Administrative feasibility is the administrative and budgetary capacity of the organization to operate the solution and efforts to assure its proper administration. In the case of the administrative feasibility, it is important to consider not only the design of a simplification solution that meets best practices in this field, but also the administrative powers (including the skills of human resources) to run the reform process. This detail must be part of the analysis of project risks for its proper application and implementation.

Legal feasibility is the consolidation of a policy instrument that can "ensure" the solution from the legal point of view of the organization. This is why it is said that the legal viability is the normal outcome of the simplification process. In the absence of such an analysis, it is often possible to have very well structured solutions. However, in practice the organizations have difficulty implementing these changes due to a lack of skills.

D. Selection of processes to be simplified

When operating within the organizational structure, employees typically focus only on the work they know; this includes their individual work and job tasks, but not much else. They often see the purpose of their work as being to complete the task at hand; they typically do not think about the impact of their work on customers, users, or the organization as a whole and how they are viewed by customers upon an initial meeting.

Conversely, a customer's and/or user's experience is defined by the experience they have when they come into contact with the organization. What is important in the relationship with customers is for employees to look beyond the "typical" view of their job tasks and understand how/what the customer thinks of the organization. This is done by asking what the company's visible or critical processes are.

There are several ways (*Table 5*) to determine the processes to be simplified and selection will depend on the conditions of the project.

Table 5: Options for the selection of processes to be simplified

OPTIONS FOR PROCESS SELECTION	EXAMPLES
Exploratory tools	Pareto analysis, cause-effect diagram (fishbone), statistical analysis of data
Criteria application	Legal base, frequency, costs, complexity
Participatory selection	Internal elections, application of the process' clients, surveys

You may also make a mixture of the options above, which could lead to stronger results.

Appendix 1 contains the elements to be considered for the selection of the procedures to be simplified in the municipality.

The final determination of the coverage of the project is carried out with the support of the process owners. For this, coverage workshops are held using the Technical File of the workshop for coverage determination (**Appendix 2**) and the processes subject to simplification are selected.

E. Selection of the project team

In selecting the project team that will work on the simplification process, the aim is to distribute project leadership, improve results, empower staff, and achieve high levels of participation right from the beginning of the implementation.

The teams can be selected by group election or directly by organizational authorities. In either case, it is important to consider the responsibilities assumed when being part of the team, such as

- management and participation in meetings,
- presentation and validation of results to headquarters and/or organizational authorities, and
- support in the implementation and monitoring of the new models of work.

This stage is complete once the team is approved by the organizational authorities of the processes selected for simplification.

III. PHASE II: PROCESS MAPPING

The aim of the stage is to determine the "picture" of the organization's processes to be simplified in terms of cost, documentation, requirements, execution times, and sequence of operations (including performance indicators).

A. Technical Analysis

Process mapping is a technique that helps examine the processes and determine where and why failures, inconsistencies, bottlenecks, disruptions, or deviations and significant improvements occur within the process. It is important to understand that without proper process mapping, it is very difficult to analyze the current situation and even more difficult to propose major changes to achieve significant improvements in cost, effectiveness, efficiency, and productivity.

The objectives of process mapping include

- having tools to easily identify the interrelationships between processes and easily detect failures and deviations;
- identifying the logical sequence of activities to simplify the process;
- understanding clearly how activities are interrelated process;
- identifying roles and responsibilities of the employees involved in the value chain of the process;
- facilitating the identification of critical risk factors that favor the irregularities of the process,
- improving procedures that are inefficient or obsolete;
- eliminating the causes that generate inefficiencies;
- maximizing the use of human, material, and financial resources; and
- aligning processes to serve customers or service users.

There are several tools for mapping processes; choosing the appropriate one depends on the person or persons responsible for this task and the level of detail required. In **Table 5** some tools that can be applied to process are shown.

Table 6: Tools for mapping processes

TOOL	DESCRIPTION
Block diagram (macro-process)	Provides a global image of the processes being studied; defines the process objective, its borders, and the departments or units through which it flows.
Process descriptive file	Tools that detail each step carried out in the implementation of the process. Also, collects information related to the documents used, people in charge, timelines, and departments.
Analytic process chart	Besides collecting the information of the process descriptive file, it classifies each step according to the American Society of Mechanical Engineers (ASME) standard (operation "O", review "□", delay "D", transfer "⇨", file "▽"). Indicators, such as efficiency, distance traveled, and costs measured.
Flowchart	Shows a way to carry out the processes by enabling the identification of obstacles or redundancies. It can be built according to the ASME or ANSI (American National Standard Institute) standards.
Process diagrams: man-machine	Used to study, analyze, and improve one work station at a time. It shows the relationship between a person's work cycle and a machine's operation cycle.
Bimanual diagrams	Tools that detail each step carried out by each worker during the process implementation. Each one is classified according to the ASME standards (operation "O", review "□", delay "D", transfer "⇨", file "▽").
Travel diagram	Graphic representation of the distribution of floors and buildings that show the place where all the steps of the process are carried out.

Attached to this manual are Excel files containing documents used in the mapping stage, including

- Mapping Tools
 - Process file
 - Analytical process chart
 - Flowchart

- Diagnostic Graphics
 - Indicators
 - Requirements: Legal analysis
 - Processes: Legal analysis

- Indicator graphics
- Format of Macro processes and Blocks Diagram
- Macro process file
- Macro process

- Review of Records by transaction.

Each mapping tool is described in more detail below.

1. Process file

Summarizes all relevant information about the process. This format provides a thorough and detailed overview of the process, which allows you to summarize all its identifying information (see **Appendix 3**).

a. Steps to build the process file

- *Overview of the process:* Complete the name of the organization, process name, code, and target.
- *Description of Procedure:* List the steps in the process, defining the employee and the activity performed.
- *Process time:* Specify the duration of the process in days, hours, minutes, etc.
- *Number of visits made by the customer or user:* Specify the number of visits made by the client or user in the organization for carrying out the process.
- *Entities and/or positions that interact:* List the jobs, departments or sections, and others involved in the process.
- *Forms, papers, and files used:* Specify the documentation used and stored by the various actors involved.
- *Requirements:* Define the requirements to carry out the process, detailing which of them are provided by the organization, by the customer or user, or by any other external body.
- *Process value:* Specify the amount that the customer or user pays for the right of the process (if applicable).
- *Regulations:* Detail what the regulations for the process are.
- *Aspects of computing:* Explain what resources are available to carry out the process.

2. Analytical process chart

This is a tool to identify and plot the sequence of activities that are carried out in a process, in addition to the elements of time and space or distance of the process. It can be used in any process when you need to see a full operation (see **Appendix 4**).

The analytic process chart is designed easily keep track of a person or process. It is built using the basic symbols of the ASME, with the idea to uniform, standardize, and simplify the layout of each of the process steps.

This process chart also helps determine each step as an operation, review, transfer, delay, or file, displaying the added value it brings each step to the total process. It facilitates graphing the process behavior by determining the critical activities that can be transformed into opportunities for improvement, identifying the problem areas, bottlenecks, and unnecessary steps.

a. Steps to build the Analytical process chart

- Using the Process file, set the start and end points of the process to be studied (i.e., borders of the process).
- Move the information gathered in the process file, step-by-step, to the analytic process chart. In the end, it will have all of the activities described in the process file.
- Start classifying each activity according to the value it represents within the process according to **Table 7**.
- Assign each step the value related to the description provided and establish connections between one step and another by dots and lines that define the path of the process.
- Post the frequency of each step within the processes to define the critical points and opportunities for process improvement.
- Complete the general data of the tool's top frame.

Table 7: Value assignment

SYMBOL	USE
	<i>Activity.</i> Symbol used to represent the activities or steps that add value to the final service, document, or file.
	<i>Review.</i> Represents the full review conducted based on the product or service that is being managed. It refers to the review of each document, form, report, etc.
	<i>Transfer.</i> Determines the transfer of information, documents, files, personnel, etc.
	<i>Delays.</i> Represents any loss of time in which the product or service is not undergoing a transformation. For example, when an application stays in an inbox or documents take several hours or days to sign.
	<i>File.</i> Represents the filing of documents after completing the respective process.

Once the Analytical process chart is completed, ask the following questions to help verify the functionality of the process:

- What does the process do?
- Are all departments and areas involved?
- Are the departments or areas for the development of the process really essential?
- Are all employees involved in the process taken into account?
- Are all employees essential for the process?

Table 8: Symbols of the flowchart

Symbol	Representation
	<i>Beginning or end.</i> Notates the beginning or end of the flow, it could be an action or place; also used to indicate an administrative unit or person who receives or provides information.
	<i>Activity.</i> Describes the functions performed by the persons involved in the procedure.
	<i>Document.</i> Represents a document that enters, is used and generated, or leaves the procedure.
	<i>Decision or alternative.</i> Indicates a point within the flow where a decision must be made between two or more alternatives.
	<i>File.</i> Notes if a document is to be filed temporarily or permanently.
	<i>Page connector.</i> Represents a connection or link with a different page where the flowchart continues.
	<i>Connector.</i> Denotes a connection or link of a part of the diagram with another that is far away.
	<i>Direction or transfer.</i> Indicates the process direction on the flowchart for the transfer of people or documents.

- Prepare the diagram following the actual sequence of the process, starting from left to right and from top to bottom on the worksheet. It is necessary to establish the actual sequence, that is, each and every one of the activities performed to make the process possible. DO NOT draw what must be done, but rather what actually happens. This will establish real opportunities for improvement. One should be objective in this point of diagnosis and document each step of the process.
- Place arrows on the diagram to indicate the direction in which the steps in the process flow. Try not to use overlapping lines of continuity because this may complicate the understanding of the diagram. Instead, use the connectors of procedures or pages indicated. Typically, only one arrow of results comes out of each box of activities. If there is more than one arrow out of one of these boxes, you may need a decision diamond; look closely. It is important to verify this point to avoid unnecessary doubts or questions later on; clarity is essential to assure its success.
- Define decisions between question marks. The questions should be asked in the present tense and in third person. Always indicate the different courses of action in a decision. Name the arrows arising from these decisions with "YES" or "NO". In the case of decisions identified as a "YES", display them with an arrow directed downwards based on the decision symbol. This is not a rule,

but a suggestion that will help keep the diagram in better appearance. Decisions identified with a "NO" will be placed on an arrow located to the right of decision diamond.

- In the case of interruption of the diagram, make sure that each point of continuity has a corresponding point elsewhere on the diagram of the process or on another page. Use the correct symbol in the correct spot.

Once the flowchart is complete, ask the following questions about the process:

- Does the process work the way it should?
- Can this process be removed or completely changed?
- Are people following the process according to the list of steps?
- What differentiates the current process with an ideal one?
- Are there activities that do not add value to the service and can be eliminated?
- What is the first thing that happens in the process?
- What happens next? What is the last thing that happens?
- Where does it come from (the service or the document)?
- How does it reach the process?
- Who makes the decisions?
- What if the decision is "Yes"?
- What if the decision is "No"?
- Where does the document or service go?
- What revisions/verifications are performed during the process?
- What if the revision is accepted? What happens if it isn't?

In addition, once the flowchart is finished, ask the following questions to verify the functionality of the diagram:

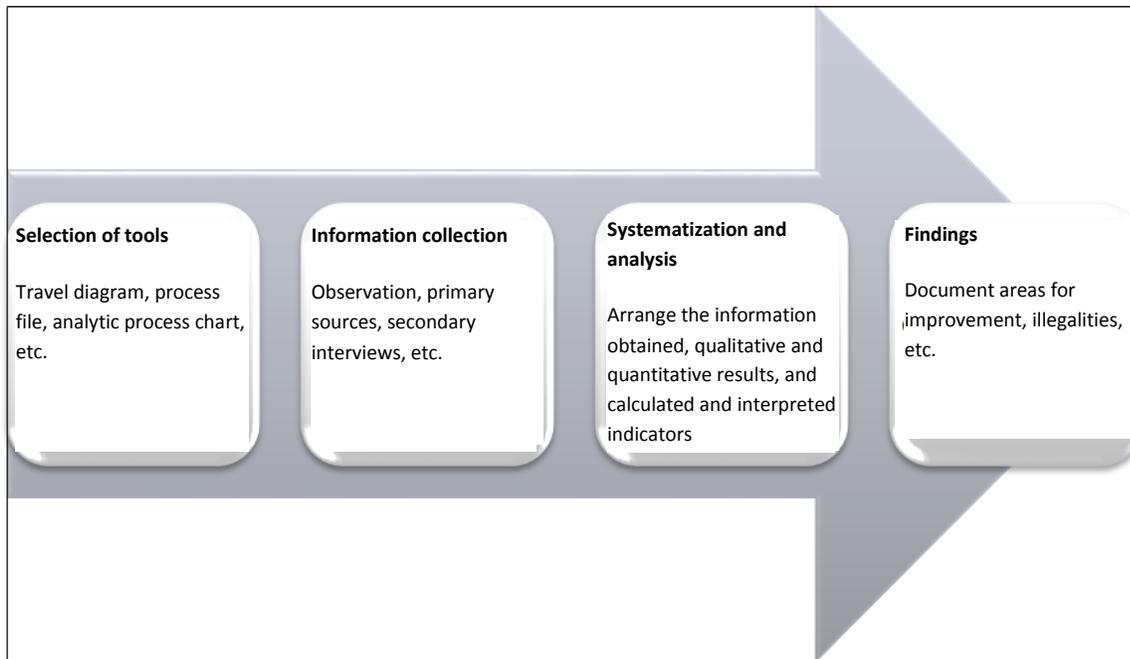
- What does the process do?
- Are all departments and areas involved?
- Are the departments or areas for the development of the process really essential?
- Are all employees involved in the process taken into account?
- Are all employees essential for the process?

b. Importance of the flowchart

A properly constructed flowchart allows all team members to have a common and accurate understanding of the process. Additionally, the team does not need to invest time and energy to physically observe the process each time they want to identify problems, discuss solutions on the main causes, examine the impact of the proposed solutions, or discuss ways to maintain the improvements. The flowchart facilitates the ability to easily locate all obstacles that prevent the efficient flow of information and documentation process.

In short, the way for the building the process involves the sequential execution of various activities as shown in **Figure 5**.

Figure 5: Activities for building processes



Process building provides important information in terms of operations (work study), but it is not enough for simplification. This is because the technical side should go hand-in-hand with the normative aspect. Hence, the need for a legal analysis of the processes to be simplified.

B. Legal analysis

All processes to be launched must have legal backing. Those responsible for the analysis must make a study of the rules and regulations that relates to the process involved, in order to determine its legal basis and its requirements.

The objectives of the legal analysis are to eliminate

- requirements that have no legal foundation and cause injury to the customer or service user,
- activities that have no legal foundation, and
- inappropriate rules that obstruct the normal flow of the process.

The legal analysis to simplify processes should provide information on the existence or nonexistence of the legality of each element of the simplification process.

C. Results enrichment

One of the essential elements to consider in process building is fully understanding the thinking, vision, and perception of the customers or users. The internal view of the processes is not enough for a process simplification that involves impact results, as it is the customers or users who will make the ultimate evaluation of the results.

The person responsible for the enrichment work must select the most appropriate tool to document the perception of the process' users. Some options include surveys, observation, and focus groups.

D. Approval of the results

The results from the survey information require approvals of the organizational authorities. The person responsible for the analysis must manage and prepare the presentation of qualitative and quantitative results, opportunities for improvement, and illegalities. The approval of the results by the authorities formally concludes Stage II: Process mapping and initiates Phase III: Simplification proposal

IV. PHASE III: SIMPLIFICATION PROPOSAL

The aim of this step, shown in **Figure 3 above**, is to build a proposal for improvement based on the results of the process mapping and the application of technical and legal principles of simplification so that new workflows can be adjusted to the real and current needs of internal and/or external customers.

The simplification proposal consists of a set of technical suggestions with legal foundation; its objective is to expedite the process development. The proposal entails a number of benefits for customers and process owners. In the following sections, the elements to be considered for its construction are detailed.

A. Findings from the process mapping

One of the most important results of the process mapping stage is derived from the findings of the detailed analysis of each of the activities. Further, process mapping is important because a superficial analysis leaves out important areas that can be improved and capitalized upon and could lead to great results for the benefit of the customers.

The various analyses carried out during the process mapping stage result in various findings, but are complementary to each other. The leader of the process simplification initiative must consider each of these and, in particular, its link.

The different findings will determine the formulation of the simplification proposal and its correction results for major improvements in calculated baseline indicators, including processing time, number of steps, number of requirements and internal documents, personnel and organizational units involved, and efficiency.

Another essential contribution of process mapping, which is also a great benefit to building a simplification proposal, is that after its completion the employees have an overview of the operations, know how their work adds value to the organization, and what areas require improvement.

B. Principles of the simplification process and their application

In addition to process mapping findings, a proposal for improvement should be based on technical and legal principles of simplification (**Tables 8 and 9**) that are the best practices in the field.

Table 9: Technical principles for process simplification

#	TECHNICAL PRINCIPLE	DESCRIPTION AND ITS RELATIONSHIP WITH LEGAL PRINCIPLES
1.	Design a single point of contact for customer	Through a single point of contact, the unification of processes information, receipt, delivery, and provision of specialized customer care is sought.
2.	Eliminate steps that do not add value to the process	Duplications are eliminated in addition to other tasks or activities that do not add value to the service or product offered.

#	TECHNICAL PRINCIPLE	DESCRIPTION AND ITS RELATIONSHIP WITH LEGAL PRINCIPLES
3.	Presumption of truth	This principle allows, from the presumption of truth, that the client's application documents express the truth, unless there is a legal impediment to doing so.
4.	Design a record or single file	The design and implementation of a single registry aims to eliminate repeated customer for documentation whenever they need to conduct a transaction. One record will have all customer information be retained, as long as it is valid and current.
5.	Establish maximum limits for procedures	It is vital to set maximum deadlines for the implementation of procedures. This allows organizations to have clear, transparent, and shorter procedures for both the client and the organization.
6.	Decentralize the decision-making	The procedure should include the identification of appropriate decentralized hierarchical levels (when the law and procedure permit) and ensure that every step is fulfilled in a timely manner.
7.	Disclose the improvements implemented	It is important to ensure that customers are fully aware of the relevant information according to the process or service that is required.
8.	Skills development	It is crucial to teach the necessary skills to human resources in order to ensure the successful completion of each procedure. Human resources staff must be trained through the transfer of simplification tools in order to monitor and continually improve.
9.	Monitoring and continuous improvement	This step is performed in order to assess the degree of compliance with the simplification proposal and make the necessary adjustments to prevent that the organization from returning to incorrect previous practices.
10.	Accountability and involvement of customers	Through internal administrative arrangements, the organization should monitor the customer's perception of the implemented processes and guarantee the utility of the changes and promote continuous improvement.

Table 10: Legal principles for process simplification

#	LEGAL PRINCIPLE	DESCRIPTION
1.	Principle of Good Faith	<i>Trust and credibility.</i> This principle is constituted by the trust the organization and/or organizational unit places on its customers, and vice versa.
2.	Principle of Equality	<i>Standardization to prevent discrimination.</i> The organization must act in the general interest, avoiding any kind of discrimination or difference.
3.	Principle of No Formalism	<i>Elimination of unnecessary formalities.</i> Seeks to avoid formalism in the requirements set for customers, enabling them work in a more agile and efficient manner.

#	LEGAL PRINCIPLE	DESCRIPTION
4.	Principle of Transcendence	<i>Leave only the steps and requirements for the process.</i> Tends to eliminate unnecessary steps and requirements within the process. The steps listed are substantial and must not be absent.
5.	Principle of Economy	<i>Avoid waste of time, effort, and expense.</i> Organizations should ensure that administrative procedures are flexible, managed, and completed in the shortest time possible and that the client and the administration incur the least amount of expense.
6.	Principle of Concentration	<i>Avoid dispersions.</i> The whole procedure is gathered into the fewest steps, avoiding distributing. For example, the implementation of customer care centers for submission of the required documentation (one-stop shops) and the establishment of administrative tools are some practical elements that produce fewer visits at different administrative levels and the elimination of material requirements.
7.	Principle of Estoppel	<i>The process must not retreat.</i> Process development happens progressively through continuous steps that close the previous one, thereby preventing workflow from going backwards.
8.	Principle of Eventuality	<i>Meeting deadlines.</i> This principle seeks compliance with the steps in a timely manner and within the time limit set in the regulations.
9.	Principle of Publicity and Information	<i>Dissemination of information related to the process to the internal and external of the organization.</i> This principle seeks to make public (internally and externally) the procedures to be performed.
10.	Principle of Legality	<i>Acting responsibly according to the responsibilities assigned to it.</i> Aims to make employees aware of the relevance of their work; stresses that employee must comply with the mandates expressly conferred by law and may not assume roles that do not concern them.

There is a link (**Table 11**) between the technical and legal principles of simplification, making it easier for the person in charge of simplification process to know the strength of the proposals built.

Table 11: Relationship between technical and legal principles

		LEGAL PRINCIPLE										
		Good faith	Equality	No formalism	Transcendence	Economy	Concentration	Estoppel	Eventuality	Publicity and information	Legality	
TECHNICAL PRINCIPLE	1.	Design a single point for customer contact					X	X	X	X		

2. Eliminate steps that do not add value to the process			X	X	X					
3. Presumption of truth	X									
4. Design a record or single file					X	X				
5. Establish maximum limits for procedures					X			X		
6. Decentralize the decision-making					X					
7. Disclose the improvements implemented					X				X	
8. Skills development								X	X	
9. Monitoring and continuous improvement									X	
10. Accountability and involvement of customers									X	

C. Process re-engineering

The conjunction between the findings of the process mapping stage and the principles of simplification ultimately becomes the input of process re-engineering. As noted above, re-engineering is a radical and discontinuous change through process innovation. Achieving the required change involves an analysis of the current procedure based on the following questions:

- Why do you do what you do?
- How is it done? Is the way to do it complex? Does it have the correct sequence?
- What is done? Is it really necessary?
- Is there a better way to do it?
- Where is it done? Is this the best place to do it? Is there another place to do it?
- When is it done? Is there a better occasion to do so and can efforts be removed?
- Who does it? Do you have the required qualifications? Could it be done by someone else? Does anyone do it better?

Re-engineering seeks to do the following:

- Eliminate unnecessary activities
- Rearrange or change the sequence of steps and activities
- Unify activities and processes
- Identify and size bottlenecks

Because the purpose of re-engineering is to eliminate or reduce unnecessary work, the first objective will always be to eliminate wherever possible transfers, delays, revisions, and document

filing. Once these activities have been removed or minimized to the maximum extent, it is possible to begin to improve the process.

The process of reengineering is systematic and orderly and it should be addressed in sequence, as detailed below.

1. Identify bottlenecks

Identify the points in the process where obstacles are detected and assess the feasibility of eliminating them. Bottlenecks are restrictions within the process that avoid the normal and orderly flow of its activities.

2. Reduction of activities

Analyze the process mapping tool used and identify the activities that can be reduced or eliminated. To do so, note that among the best candidates for improvement are transportation activities that are redundant and unnecessary; transfer activities that are time consuming; delay activities that are redundant, unnecessary, and time-consuming; redundant inspection activities; and all revision activities, sequences, or inefficient process flows. Further, when looking for areas of improvement, you must ask questions, such as what is the purpose or function of this activity? Does it directly add value to the process? Is it possible to eliminate this activity? If it is eliminated, what will be the effect on the final goal of the process? If the activity cannot be eliminated, can it be minimized? Is it possible to combine the activity with another activity or activities?

3. Determination of employees and departments in the process

Once you have eliminated or reduced the activities that make up the process, proceed to reduce the role of jobs and departments. This is done in order to profile a single entity for the implementation of the process.

This is done by following the guidelines below.

- Identify all positions and departments involved in the process.
- Establish each position involved in each process, define the number of employees involved, and determine the number of departments involved in each process.
- Value the role of each job and department within the process.
- Assess the impact and functionality of each job and department within the process; remove all entities that generate no impact on the result.

4. Review of the new process logistics

Check the new logistics process. Once all the activities that do not add value and extend the process time have been eliminated, proceed to completing a thorough improvement of the process.

5. Make a thorough process improvement

At this step, the process is ready to be improved in depth. In this case, improvement is not sought from the activity, but from the logic of its execution. Each subprocess should be located and unified (if applicable and possible).

D. Involvement of the process owners

In constructing the simplification proposal, it is essential to involve the largest possible number of executors of the analyzed processes (process owners). A higher level of involvement in the direction that is to be followed, involves a greater commitment of the staff. This commitment is vital to the sustainability of new workflows that are proposed; if they do not exist, is very likely the organization will return its old ways of working and/or the expected impact is not achieved. In addition to the above, in many cases it has been shown that the best proposals for improvement come from the executive levels.

E. Documentation and approval of the simplification proposal

Once the simplification proposal is designed in conjunction with the process owners, it must be documented. Such documentation involves the preparation of the simplification proposal document and should include details of the analysis, the comparison between process indicators (baseline versus improved indicators), and the analysis tools (e.g., improved process file, enhanced analytic process chart, and improved flowchart).

Finally, at the closing of this stage, the work must be validated. Overall, the authorities in the organization should fully agree with the proposal for the project to succeed.

V. PHASE IV: IMPLEMENTATION, MONITORING, AND CONTINUOUS IMPROVEMENT

This stage is the last of the methodology for the simplification of processes. Its objective is to implement the simplification proposal, verify its optimum performance, and set the capabilities in the organization for their sustainability and continuous improvement.

A. Implementation

The implementation is the first task of the fourth stage of the methodology of process simplification. As its name suggests, it is aimed at the implementation of new working patterns.

Table 11 lists all activities to consider in this effort.

Table 12: Activities for implementation of the simplification proposal

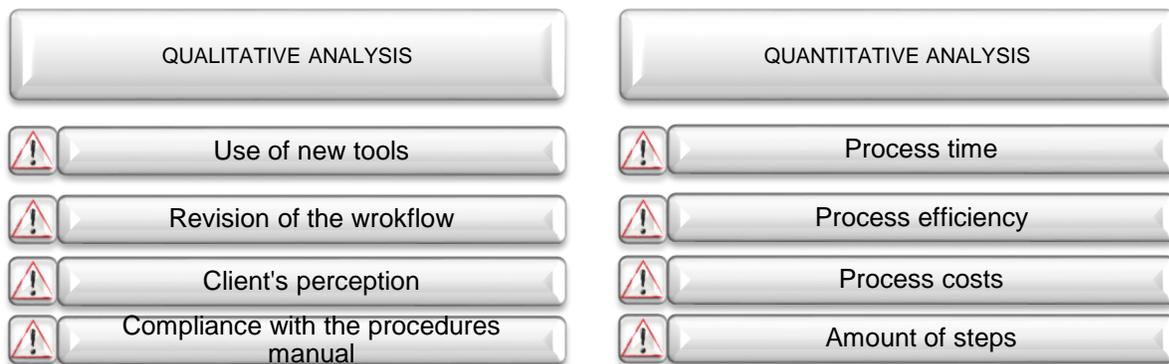
IMPLEMENTATION ACTIVITY	DESCRIPTION
Socialization of the simplification proposal	Once the simplification proposal is approved, it is essential to communicate to all employees involved in the value chain process the new workflows to be implemented and the implementation activities.
Construction and validation of implementation tools	The administrative tools required to develop new workflows should be built in conjunction with the process owners, e.g., unique forms, user guides, inspection records, electronic memo, and procedure manuals. For procedures manuals, they must be completed using the formats approved by the organization and their content should derive from the file of proposed processes (only activities that add value).
Role-play workshop	The objective of the workshop is for employees to actively participate in the activities of the new process simulation and role-play in order to familiarize themselves with its development and can react in a better way when the new solution starts.
Pilot test	This step consists of a second simulation of the new process, but this time it is on the work positions and departments involved. This is done in order to measure the efficiency of the new process through the observation of its operation with activities and real clients.
Incorporate adjustments	As the last activity of this stage, all adjustments that correspond to the tools and pertinent documents that have arisen from the two previous activities (role play and pilot test) should be done. These documents must be available before the launching of the solution.
Launch the solution	The authorities of the organization must lead the launching of the simplification solution along with the work team, so that the activity is an initiative of the organization. The objective of the activity is to start the operation of the new simplified process with an official opening event that would help to disseminate the results, expose the experience, and inform other employees about the change.

B. Monitoring

The objective of monitoring is to assess the operation of the new solution in order to determine the degree of implementation of the proposed model and establish improvement opportunities. Monitoring means the process of collecting systematic information on all aspects that make the solution possible to determine if the project activities are being implemented according to plan and assessing its level of compliance. This is done in order to use monitoring in management and decision-making processes to improve what has already been established.

Monitoring involves verifying qualitative and quantitative performance parameters of the solution proposal. Examples of the parameters to verify are shown in **Figure 6**.

Figure 6: Parameters evaluated in monitoring



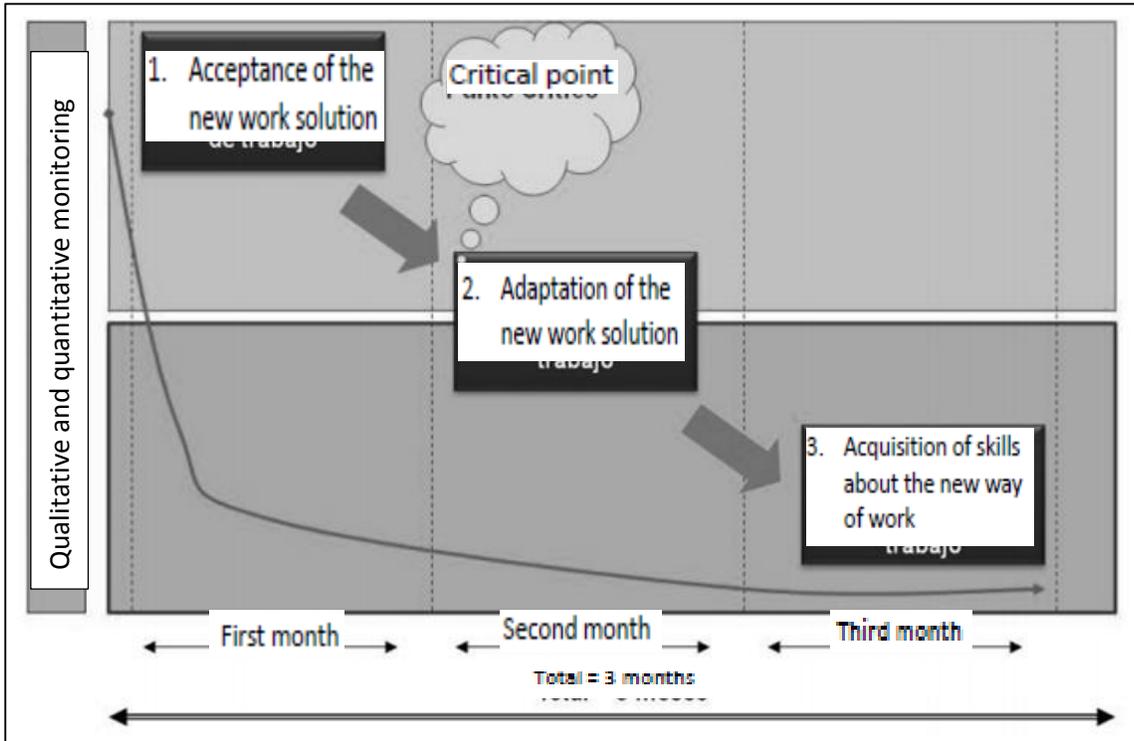
This stage should be monitored three times during its development. The first monitoring should be done in the second week after the solution is implemented in order to ensure an effective start of the improved process. After the first monitoring, there should be two more, each done every other month (e.g., February, April, and June). A report must be generated for each one of the monitoring times and account for the main results.

During the three monitoring periods, solutions are to be evaluated according to the process level, e.g., the first monitoring will focus on the solution with the first process level called "acceptance". This means that the employee is in the process of accepting the new solution, so we expect to find a solution in the operation and the officials using the tools already built.

For the second monitoring month, it is expected that the solution is placed on the second process level called "adaptation", which means that although the tools are being used, the team is in the process of adapting to the new solution and new performance indicators (e.g., times, requirements, format, and workflow).

Finally, for the third month of monitoring, it is expected that the solution lies within the third level called "acquisition of skills". This means that the employee has accepted and adapted the new solution and is already generating new alternatives for improvement (see **Figure 7**).

Figure 7: Process levels of simplification proposals



The opportunities for improvement identified in each of the monitoring times carried out give rise to the process of continuous improvement.

C. Continuous Improvement

The objective of continuous improvement is to implement a system and a device for continuous improvement and ensure permanence and the optimal operation of the solution in time.

The activities to consider include

- Employee awareness regarding the importance of continuous improvement.
- Creation of a continuous improvement team that has the approval, support, and participation (if possible) by the authorities of the organization.
- Development of a work plan, schedule of meetings, and rules of behavior.

APPENDIXES

Appendix 1: Criteria for the determination of coverage

Criteria	Explanation
1. Legal foundation	Does the transaction have a legal foundation? The transactions that do not have legal foundation can be discarded automatically.
2. Frequency	What is the level of frequency in which the transaction is done? It is recommended to first work with the transaction most often applied for in the municipality and impacts the business climate in a good way.
3. Costs	How much does it cost the municipality to carry out the transaction (e.g., man hours, materials, and gasoline, per diem)? How much does it cost a user to carry out the transaction (e.g., requirements, visits, time)? It is required to simplify transactions with higher costs to be able to reach higher impact.
4. Complexity	How many persons and departments are involved in the transaction? This criteria directly impacts the previous one (costs).
5. Input	What is the contribution of the transaction to the municipality in terms of economic income? Higher income represents bigger resources to generate a favorable economic environment.
6. Requirements for another transaction	Is carrying out of the transaction a requirement for another internal transaction in the municipality for another institution?
7. User's perception	How many claims of the transaction are received from the users? It is essential to work on the points that enable the improvement of the institutional image.

Appendix 2: Technical file of the workshop for the determination of coverage

I. Technical file.

Municipality	<i>Municipality of XXX</i>
Type of activity	<i>Determination of coverage of the Municipality Program</i>
Stage	<i>Determination of coverage and the work team of the institution</i>
Date	<i>XXX of XXX of 20XX</i>
Start time	<i>XX:XX xx</i>
Participants	<i>For the municipality</i> <i>According to the list of participants' signatures</i> <i>For the technical team:</i> 1. <i>XXX</i> 2. <i>XXX</i> 3. <i>XXX</i> 4. <i>XXX</i>

II. Issues addressed

1. Presentation of the Program of Transaction Simplification for the Record and Operation of the Company to the Municipal Level of the USAID Municipal Competitiveness Project.
2. Selection of business transactions to be simplified.
3. Selection of the municipal work team.
4. Scheduling of awareness visits and a macro process building workshop.

III. Adopted agreements.

1. Selected transactions

No.	Department	Transaction
1		
2		
3		
4		

2. Municipal work team

No.	Name	Department
1		
2		
3		
4		
5		

3. Signatures of participants of the coverage workshop validating the selection of transactions and the municipal work team

No.	Name	Position	Gender		Phone	Email address	Signature
			F	M			
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							

Appendix 3. Process sheet

PROCESS SHEET					
	Municipality of San Salvador (AMSS)			Process: [Enter the name of the process]	
				Status: [State if the process is current or proposed]	
				Date: [Enter date of preparation]	
1. Name of the process					
[Enter the name of the process]					
2. Area of competence					
Preparing Organizational Unit: [Enter the name of the preparing Organizational Unit] Leadership, Management, Unit: [Enter the name of the Leadership, Management or Unit]					
3. Legal framework, technical and administrative regulations					
[Enter the legal framework and the technical and administrative regulations applicable to the process]					
4. Objective of the process					
[Enter the process objective]					
5. Start of the process					
[Enter the inputs and the activity that start the process]					
6. End of the process					
[Enter the outputs and the activity that end the process]					
7. Procedure					
Person in charge (position)	Step	Description of activities	Department	Time (minutes)	Observations
[Enter the position of the person performing step 1]	1	[Describe the activities of step 1]	[Enter the name of the Department associated with step 1]	Time of step 1	[Enter explanatory observations to step 1, if applicable]
[Enter the position of the person performing step 2]	2	[Describe the activities of step 2]	[Enter the name of the Department associated with step 2]	Time of step 2	[Enter explanatory observations to step 2, if applicable]
[Enter the position of the person performing step 3]	3	[Describe the activities of step 3]	[Enter the name of the Department associated with step 3]	Time of step 3	[Enter explanatory observations to step 3, if applicable]
[Enter the position of the person performing step 4]	4	[Describe the activities of step 4]	[Enter the name of the Department associated with step 4]	Time of step 4	[Enter explanatory observations to step 4, if applicable]
[Enter the position of the person performing step 5]	n	[Describe the activities of step "n"]	[Enter the name of the Department associated with step "n"]	Time of step "n"	[Enter explanatory observations to step "n", if applicable]
Total time (minutes)				0.00	Minutes
Working hours/days				8.00	Hours
Total time (working days)				0.00	Business days
8. Appendices					
8.1 Requirements					
[Detail requirements of the process]					
8.2 Internal documents used					
[Detail the internal documents used]					
8.3 Organizational Units and personnel involved					
[Detail the Organizational Units and personnel involved in the process]					
8.4 User payments					
	User payments		Natural person		Legal person
	[Enter the concept of payment 1]		\$0.00		\$0.00
	[Enter the concept of payment 2]		\$0.00		\$0.00
	[Enter the concept of payment 3]		\$0.00		\$0.00
	[Enter the concept of payment 4]		\$0.00		\$0.00
8.5 IT aspects					
[Detail IT aspects]					
8.6 Other aspects to take into consideration					
[Detail additional information that contributes to the understanding of the process]					

Appendix 4. Analytical flowchart

ANALYTICAL FLOWCHART										
	Municipality of San Salvador (AMSS)		Process: [Enter the name of the process]			Summary				
			Status: [State if the process is current or proposed]			Total time	0.00			
	Date: [Enter date of preparation]			Efficiency	#DIV/0!					
				Total Steps	0					
			Operations	0						
			Reviews	0						
			Transport	0						
			Delays	0						
			File	0						
1. Name of the process										
[Enter the name of the process]										
2. Area of competence										
Preparing Organizational Unit: [Enter the name of the preparing Organizational Unit] Leadership, Management, Unit: [Enter the name of the Leadership, Management or Unit]										
3. Legal framework, technical and administrative regulations										
[Enter the legal framework and the technical and administrative regulations applicable to the process]										
4. Objective of the process										
[Enter the process objective]										
5. Start of the process										
[Enter the inputs and the activity that start the process]										
6. End of the process										
[Enter the outputs and the activity that end the process]										
7. Procedure										
Person in charge (position)	Step	Description	Department	Time (minutes)	Symbols					Observations
					○	□	→	▷	▽	
[Enter the position of the person performing step 1]	1	[Describe the activities of step 1]	[Enter the name of the Department associated to step 1]	[Duration of step 1]						[Enter explanatory observations to step 1, if applicable]
[Enter the position of the person performing step 2]	2	[Describe the activities of step 2]	[Enter the name of the Department associated to step 2]	[Duration of step 2]						[Enter explanatory observations to step 2, if applicable]
[Enter the position of the person performing step 3]	3	[Describe the activities of step 3]	[Enter the name of the Department associated to step 3]	[Duration of step 3]						[Enter explanatory observations to step 3, if applicable]
[Enter the position of the person performing step 4]	4	[Describe the activities of step 4]	[Enter the name of the Department associated to step 4]	[Duration of step 4]						[Enter explanatory observations to step 4, if applicable]
[Enter the position of the person performing step 5]	n	[Describe the activities of step "n"]	[Enter the name of the Department associated to step "n"]	[Duration of step "n"]						[Enter explanatory observations to step "n", if applicable]
Total processing time (minutes)			0.00	Total steps by type	0	0	0	0	0	
working hours/day			8.00		○	□	→	▷	▽	
Total processing time (working days)			0.00							

Appendix 5. Flowchart

FLOWCHART



**Municipality of
San Salvador (AMSS)**

Process: [Enter the name of the process]

Status: [State if the process is current or proposed]

Date: [Enter date of preparation]

Organizational Units

