



MILLENNIUM CHALLENGE CORPORATION (MCC) CUSTOMS PROGRAM

SINGLE WINDOW BUSINESS PROCESS IMPROVEMENT GUIDELINES and IMPLEMENTATION GUIDE

**JORDAN CUSTOMS ADMINISTRATION
MODERNIZATION PROGRAM**

Submitted to:

USAID/Jordan

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1. PURPOSE OF THIS DOCUMENT

This document is intended to serve as a guideline for implementation of the Single Window process at Jordan Customs Centers and to provide a general set of operating principles to achieve optimum benefits of a Single Window environment.

It combines the content of the Single Window Business Process Improvement Handbook of April, 2008, with additional guidelines for effective preparation and implementation of a Single Window customs process.

These guidelines are sourced from and are complementary to UN/CEFACT Recommendation Numbers 33, 34 and 35 for the Establishment of a Single Window process. They are intended to support the planning and establishment of a Single Window environment for international import-, export- and transit-related regulatory requirements.

The content of the guidelines is drawn primarily from two World Bank publications: the “Customs Modernization Handbook and Customs Modernization Initiatives”, and the “Customs Modernization Project Preparation and Implementation Guidelines”. It is also drawn from a number of World Customs Organization publications, including the “Customs Capacity Building Strategy” and “Customs Capacity Building Diagnostic Framework.”

This document is not intended to replace the need for adopting sound project management principles, change management initiatives, and detailed project plans. Jordan Customs must take ownership of the execution of the procedural changes and technical tools required to support a successful implementation.

Implementation

It is essential to initiate a clear project management approach throughout the project implementation. The project management plan, which must be formally agreed by all parties, should contain a set of clearly defined interrelated tasks and event milestones to assist in the planning execution, monitoring and evaluation, and adjustment to the project implementation.

Implementation Options

Develop implementation options, specifying proposed operational models, relevant governmental authorities and agencies that would be involved, suggested lead governmental authority or agency or private organization, services to be provided, potential costs and benefits, and time frames for implementation.

Consider the Need for Post Implementation Training

In order to provide continued benefit, the following should be taken into account:

1. Update and maintain process mapping as future reference.
2. Organize structured training to:
 - a. Update staff with any future changes;
 - b. Provide refresher training where required;
 - c. Train employees when job roles change.
3. Conduct periodic quality audits.

Step One: Focus on the Business Process, Not on the Function

It is critical to identify Customs functions essential to carrying out its responsibilities. Once this has been done, the focus must shift to the processes required to perform those functions, because they are the means by which the organization interacts with other agencies and organizations.

Step Two: Develop a Process Profile

Most processes in an organization are not fully documented, making it very difficult to accurately identify improvement opportunities. To this extent, Jordan Customs should utilize the Business Process Improvement Guidelines. In documenting processes, Customs needs to follow the 80 / 20 rule. The application of this rule is obvious when applied to improvement initiatives because :

- 20% of the processes use 80% of the resources;
- 80% of the results are generated by 20% of the activities, and
- 20% of the problems represent 80% of the improvement opportunities

Customs can quickly identify a few resource-consuming processes with process flows and activity diagrams.

Step Three: Process Mapping

Have the processes been designed or have they evolved? In most Customs administrations, the business processes were designed years ago. Most people perform processes in the way they were taught. Over time, no one has ever gone back to review what is being done or why. Whatever was originally documented has since changed. As a result, most employees have never seen a visual representation of their work and do not know what is done before or after their own work. They don't know how they fit in the big picture.

A process map is a visual image of the way work is performed, showing :

- Who performs what activities;
- How inputs to a process become outputs;
- How work flows and how rework loops back again and again;
- When decisions need to be made; and
- What information is needed to support the process.

Step Four : Measure the Processes

Process measurements allow Customs to determine current performance levels and establish quantifiable improvement targets. There are seven quantitative measures that can be used to determine the effectiveness of most business processes.

1. Cost: The total cost of each activity in a process;
2. Unit cost of process outputs: The cross-functional cost of producing tangible outputs;
3. First pass yield: The percentage of transactions that make it through the process without being reworked, revised or rejected;
4. Cost of rework: The cost of fixing the revised, reworked or rejected result;
5. Process Cycle Time: The time required to generate a deliverable, such as minutes, days, weeks or months;
6. Actual Cycle time: The time spent generating an output with no waiting or rework;
7. Handoffs: The number of hands an item goes through and the activity at each hand.

Step Five: Study other Customs Administrations' Processes

Ideas or proven processes in other Customs administrations can provide invaluable information and save time, and possibly prevent mistakes.

Step Six: Process Redesign

Using the information gathered from the previous five steps, Customs can now map out the new processes, eliminating redundancies and duplicating work activities.

Step Seven: Balance Processes and Technology

In most organizations, information systems are very closely tied to the way work is performed, but technology should be seen as a tool and not, in itself, a driving mechanism for change. *Automating a manual process will not necessarily make a Customs administration more productive, and automating an ineffective process will simply get poor results faster.* Customs should ensure that in improving processes and exploiting technology, the process review should come first so that technology recommendations can be based on its findings.

Step Eight: Manage Process Change

Customs should manage change by prior identification and assessment of associated risks. There are many possible effects from change, and Customs should concentrate on those that are:

- Highly desirable but unlikely without specific actions;
- Highly undesirable, but very likely without sufficient attention.

Step Nine: Prepare People (Staff and Clients) for Change

There is no organization or administration that is so bad that somebody does not like it the way it is. Most people resist change out of fear of what the future will bring, rather than from any positive attachment to the current process. The role of those who lead change is difficult and thankless; little training is available and there are few available role models for guidance and advice.

Ideally, a formal Change Management Program should be provided for employees, which should follow a three-stage process to bring about acceptance of a change initiative:

1. Head : People need to intellectually understand the need to change. As much participation as possible will aid understanding.
2. Heart : People need to become emotionally engaged in change because they see the improvement possibilities and benefits.
3. Feet : People need to take personal action as a participant and not be simply observers.

The length of each stage will vary with the individual person and the situation. For a complete guide to change management requirements refer to the Change Management Plan for Implementing Single Window submitted to Jordan Customs and USAID/Jordan in June 2008.

Step Ten : Continue Process Improvement

Business process re-engineering is time-consuming, costly and strenuous. Although change is sometimes mandatory, a culture of continuous process improvement will ensure that small improvements happen all the time and big changes happen infrequently. The job tasks of every employee should include :

- Continuous assessment of the situation and measurement of the change process;
- Identification of improvement opportunities, concentrating on high-leverage improvements yielding the greatest return;
- Prompt action when improvement opportunities are identified and offer quick and tangible results;
- Measurement of results, translating change initiatives into quantifiable results.

There is no magic formula or quick fix for creating and maintaining good change management. Customs should be constantly alert to day-to-day challenges and opportunities on the path to improvement.

3. INTRODUCTION TO BUSINESS PROCESS IMPROVEMENT (BPI) PLANNING

Drucker (1986): "There is nothing more useless than to do efficiently that which shouldn't be done at all."

The above quote from Peter F. Drucker was a result of observing that technology was primarily used to automate or expedite existing manual processes, without improving the processes at all. Basically the processes were somewhat faster, but mostly left unchanged and still inefficient.

The Single Window is intended to reduce the number of transactions to a minimum, reduce error rate, speed up clearance time, and drastically reduce the face-to-face contact between traders and government agents so as to enhance transparency. (*Luc De Wulf, International Trade Department, World Bank*)

Business process Improvement begins with planning and activities that include the formation of a Business Process Improvement Team and Project Sponsorship. It is critical to have project sponsors from the Business (operations) part of the organization, Information Technology (IT) group, and Human Resources (HR) Change Management working as a team towards a common goal for Single Window implementation.

The basics of Business Process Improvement (BPI) have been described as follows:

Process Alignment to Business Goals: An organization's goals should be the key driver for any business process. All processes, people and resources should support business goals. This serves to align the process changes with the organization's goals.

Process First: Business Process Improvement does not necessarily result in technology upgrades, automation or staff reductions. BPI focuses on efficiency, cost effectiveness and goal oriented processing.

Customer Focus: Changing customer needs highlight the importance of business process being aligned to greater customer satisfaction. Free trade agreements pose a greater challenge of serving different customers with varied preferences across the globe.

Benchmark Regularly: An organization employing BPI must continually determine if the costs of performing a business process outweigh the benefits. Therefore, organizations must establish benchmarks or a set of standards against which the process may be measured. The benchmarks themselves must be quantifiable, attainable, and realistic.

Establish Who Owns a Business Process: The process owners must be placed in charge of a business process, be responsible for the performance and changes in the

process, and be responsible for the success or failure of a process. Without personal responsibility, the process may fail.

Standardize Similar Processes: Many organizations rely on an *ad hoc* approach to business processes. They make them up as they go along and change them without deliberate planning. A standardized system of preparing processes saves time, effort, staff hours, and money.

Make Changes Now: The change process should be done repeatedly, not just once. Waiting for a perfect solution can mean no solution at all.

Use the Right Measures: Do not waste time taking process measurements if you are not going to use them to improve the process. A saying worth remembering is: "No process change without measurement, no measurement without analysis, no analysis without action".

The Main Activities of the Business Process Improvement Team:

1) Forming the Business Process Improvement Team

- a. Conduct a kickoff workshop.
- b. Document team members and contact information.
- c. Assign/select project sponsors (Business, IT & HR).
- d. Assign the BPI Team lead.
- e. Select Subject Matter Experts.
- f. Identify other teams or groups that the team will need to work with or interview.

2) Conducting a Kickoff

Determine:

- a. How much time team members will be need (how may hours per week);
- b. The frequency of team meetings;
- c. The location of meetings;
- d. How information will be communicated between team members and to project sponsors;
- e. BPI Charter & Scope: Describe the business issue that justifies the project from a "process" perspective and document this within the BPI Scope.

Identify:

- f. The process boundaries and scope for the BPI effort.

Discuss:

- g. And document budget considerations with the project sponsor such as:

- i. Travel;
- ii. Hardware or software requirements;
- iii. Consultants;
- iv. Additional resources;
- v. Other expenses.

Task Outputs:

The outputs of a successful BPI Planning and Kickoff session include but are not limited to:

- Project Sponsor Commitments
- BPI Team Roster
- Meeting Schedule
- BPI Charter
- BPI Scope

Positive Conditions	Negative Conditions
Senior level sponsorship and commitment	Lack of high-level sponsorship
Realistic expectations	Grandiose and unobtainable goals
Empowered and collaborative workers	Workers with narrow technical focus
Strategic plan and vision	Unrealistic and unachievable plan
Sufficient funding available	Unsound financial condition
Shared vision and focus	Too many projects underway
Sound management practices and support	Conflicting directives and priorities
Capable human resources	Workers lacking appropriate skills

UN/CEFACT Recommendation No. 33

As specified in UN/CEFACT Recommendation Number 33, the Single Window concept refers to a facility that allows parties involved in trade and transport to lodge standardized information and documents with a single entry point to fulfill all import, export, and transit-related regulatory requirements. If information is electronic, then individual data elements should only be submitted once.

Implementation of a ‘Single Window’ requires process change and process improvement. It does not always mean that high-tech solutions (ICT) need to be applied. In order to achieve global trade facilitation standards, however, Governments are best served by identifying and adopting ICT opportunities.

Process improvement is the method that provides for changes to a business process from the bottom up. A common improvement method is reducing or eliminating manual tasks through the use of enabling technology to automate repetitive tasks.

Eliminating redundant or unnecessary steps creates benefit. Only a portion of the time it takes to complete most processes is productive; the rest is delay. Delay usually occurs while waiting for someone to take action, or while waiting for something to be received. Removing a step which causes delay reduces cycle time and decreases the total time it takes to complete the process.

The steps involved in Business Process Improvement can be summed up as follows:

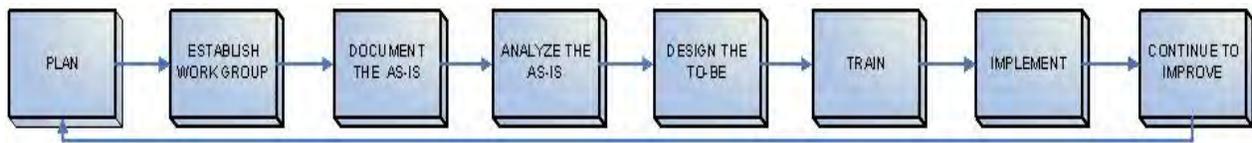


Figure 1.1 Business Process Improvement Cycle

The following graphic represents a high level view of the basic Business Process Improvement steps from the bottom up.

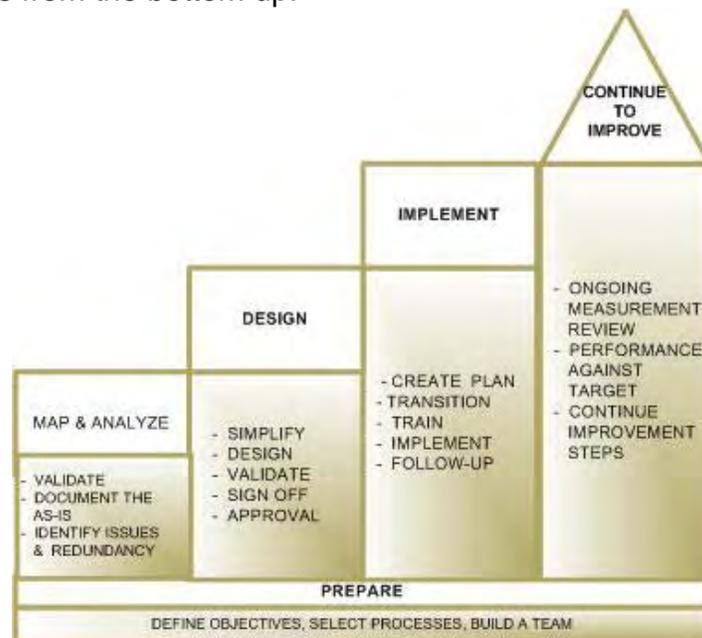


Figure 1.2 Business Process Improvement Building Blocks

The approach and tools that are described follow a basic, detailed “how to” approach. Before jumping into the step-by-step, we first need to clarify some terms, look at the benefits of process improvement, and think about the best way to get started.

What Is a Process?

A process is no more than the steps and decisions involved in the way work is performed. Everything we do in our lives involves processes.

Here are some examples:

- Moving a desk;
- Organizing the Olympic Games;
- Getting out of bed;
- Repairing a flat tire;
- Ordering a new computer;
- Building a bridge;
- . . . And the list goes on.

Obviously, there is great variation in the level of importance of processes. Some processes, such as building a bridge, are very important. If such a process is performed poorly Jordan Customs may not be able to effectively complete its mission. Other processes such as moving a desk may be less important in terms of the overall mission. But, while they are less important to the overall mission, such routine processes are still vital to a smoothly operating organization.

Besides differing in importance, processes can be simple or complicated. Some processes like getting out of bed may be relatively simple. The task is uncomplicated and involves only one person. On the other hand, a process, such as organizing the Olympic Games is very complicated. Many people, organizations, and countries are involved, and many things need to be considered. There are numerous process steps, inputs and outputs.

Who Owns Processes?

Everyone involved has a stake in one or more processes. Groups of individuals usually share in and “own” the activities which make up a process. But the one individual who is ultimately responsible and accountable for the proper working of the process is known as the “process owner.” The process owner is the immediate supervisor or head of unit who has control over the entire process from beginning to end.

A process owner may choose to be a work group leader and be directly involved in the actions of a process improvement work group. Or, the process owner may decide to give the leadership role to another person who is experienced in the process. Whatever the case, it is very important for the process owner to stay informed about the work group’s actions and decisions affecting the process.

What is Process Improvement?

A summary of the Business Process Improvement Methodology was provided earlier in this document. “Process improvement” means making things better, not just putting out fires or managing crises. It includes the following:

- It means setting aside the customary practice of blaming people for problems or failures.
- It is a way of looking at how we can work together to do our work better.

When we simply try to fix what is broken, we may never understand the real cause of the problem. Attempts to “fix” things may actually make things worse. When we use true process improvement, we try to learn what causes things to happen in a process and use this knowledge to reduce duplication and to remove activities of no value. A work group examines all factors that influence the process: documents used in the process, methods used to complete the process, and people who perform the work.

How Does Process Improvement Benefit the Organization?

A standardized process improvement method allows us to clearly see how we perform work. When all of the players are involved in process improvement, they can focus on eliminating inefficiency and waste of time and money. The best outcome is that jobs can be done easier, quicker, and at less cost. Using a work group’s combined knowledge, experience, and effort is a powerful way to improving processes.

How Does an Organization Get Started on Process Improvement?

A critical first step is for a senior leader to make clear the high priority of this undertaking. The importance of process improvement must be communicated from the top. Leaders need to create an environment in which a process improvement culture can live and where people use quality techniques and tools such as Workflow and ASYCUDA. The leaders must ensure that everyone receives training that will allow them to effectively conduct process improvement activities. This handbook has been developed to provide a step-by-step approach for Jordan Customs to conduct process improvement efforts.

Creating a process improvement culture can be difficult since it requires some different ways of thinking that we may not be accustomed to in everyday duties. Process improvement requires everyone to become a “fire preventer,” rather than a “fire fighter.” The focus is on improving a process over the long term, not just patching up procedures as problems occur.

To get started on process improvement, leaders who have been accustomed to fighting fires need to begin to think in the following terms:

- What process should we select for improvement?
- What resources are required for the improvement effort?
- Who are the right people to improve the selected process?
- What is the best way to learn about the process?
- How do we go about improving the process?
- How can we standardize the improved process throughout Jordan Customs?

4. BUSINESS PROCESS IMPROVEMENT – STEP BY STEP

The Basic Process Improvement Model

The Basic Process Improvement Model presented here contains five steps. Using all steps of the model will increase the team's process knowledge, increase decision-making choices, and increase the chances of satisfactory long-term results.

Below is a brief summary of what is in each step in the model. The detailed descriptions follow.

- Step 1:** Select the process to be improved and establish a well-defined process improvement objective. The objective may be established by the work group or come from outside tasking.
- Step 2:** Organize a team to improve the process. This involves selecting the “right” people to serve on the team; identifying the resources available for the improvement effort, such as people, time, and money; setting reporting requirements; and determining the work group's level of authority. These elements may be formalized in a written charter.
- Step 3:** Define the current process using a flowchart. This creates a step-by-step map of the activities, actions, and decisions which currently occur between the starting and stopping points of the process.
- Step 4:** Simplify the process by removing redundant or unnecessary activities. This may be the first time people have seen the complete process on paper. This can be a real awakening that prepares them to take the first steps in improving the process.
- Step 5:** Plan to implement the process. Develop a plan for implementing the To-Be process change, test the changed process and monitor performance. Consider training, implementation, and change management needs.

Step 1: Select a Process and Establish the Process Improvement Objective

When an organization undertakes process improvement efforts, the leadership may identify problem areas and nominate the first processes to be investigated. Later, other processes may be identified at the worker level by supervisors or heads of unit.



Figure 1.3 Selecting the Process – Establishing Objectives

Some important guidelines are provided below for selecting processes for improvement.

- The starting point in selecting a process for improvement is to obtain information from customers about their satisfaction or dissatisfaction with the service.
- It's best to start out small. Once people can handle improving a simple process, they can tackle more difficult ones.
- The selected process should be carried out frequently enough to easily be observed and documented. The work group should be able to complete at least one process improvement cycle within 30 to 90 days; otherwise, they may lose interest.
- The process boundaries have to be determined. These are the starting and stopping points of the process that provide a framework within which the team will conduct its process improvement efforts. As an example, the process by which a fire truck is sent to a fire would have these boundaries:
 - Starting Point: When a call is received reporting a fire.
 - Stopping Point: When an equipped and manned fire truck arrives at the fire.
- It is critical to make sure that the steps involved in meeting the process improvement objective are located inside the boundaries.
- After work group members have some experience working with basic process improvement, processes that are known to be poor, or those that can provide high payback, can be selected. The first category might include routine processes which are performed in a less than satisfactory manner. The second category could include mission critical processes, such as conducting risk analysis. In each case, it is better to go from simple to complicated processes.
- A process that is controlled by outside agencies is not a good first choice to learn the process.
- Only one work group should be assigned to work on a process improvement.

Establishing the Process Improvement Objective

Once a process is selected, the team needs to establish a well-defined process improvement objective. The definition of the objective should answer this question:

“What improvement do we want to accomplish by using a process improvement methodology?”

The process improvement objective is often discovered by listening to internal and external customers. The work group can use interviews or written surveys to identify goals for improving the process. Identifying a problem linked to a process helps define the process improvement objective. The people working in the process can identify

activities that take too long and include redundant or unnecessary steps or are subject to other delays.

But this is more than a problem-solving exercise; this is process improvement. Problems are symptoms of process failure, and it is the deficiencies in the process that must be identified and corrected. For an improvement effort to be successful, the team must start with a clear definition of what the problem is and what is expected from the process improvement. Let us look at an example:

Conducting a full and intensive inspection of five containers of loosely packed general cargo takes six hours. Inspectors would like that time reduced but are concerned that quality may suffer if the process is changed. The team believes the time can be reduced to as little as four hours by improving the process. The process improvement objective can be stated this way: "Containers of general cargo are inspected in four hours or less with no reduction of inspection quality or revenue."

A team formulating a process improvement objective may find it helpful to proceed in this way:

- Write a description of the process, beginning: "The process by which we..."
- Specify the objective of the process improvement effort.
- Operationally define the objective in writing.
- Use numerical measure (e.g., 2 hours) for process improvement objectives, whenever possible.

A final note: Without a stated improvement objective, the team may conduct meetings but achieve little improvement in the effectiveness, efficiency, or safety of their process. A clearly stated process improvement objective keeps the team's efforts focused on results.

Step 2: Organize the Right Team

Team Composition

Once the process has been selected and the boundaries established, the next critical step is selecting the "right" team to work on improving it. The right team consists of a good representation of people who work inside the boundaries of the current process and have an intimate knowledge of the way it works.

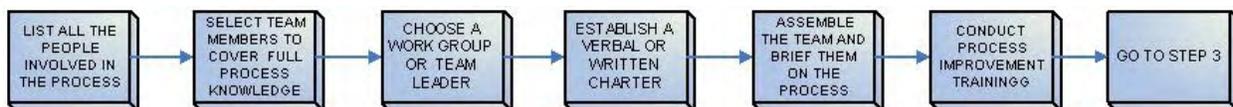


Figure 1.4 Organize A Team

Team Size: Five to seven members seem to function most effectively. While larger teams are not uncommon, studies have shown that teams with more than eight to ten members may have trouble reaching consensus and achieving objectives.

Team Leader: The team leader may be chosen in different ways. The head of unit or process owner may appoint a knowledgeable individual to lead the team, or the process owner may choose to fill the position personally. As an alternative, the team members may elect the team leader from their own ranks at the first meeting. Any of these methods of selecting a leader is acceptable.

The team leader has the following responsibilities:

- Schedule and run the team's meetings.
- Come to an understanding with the authority who formed or chartered the team on the following:
 - Decision-making authority. The team may only be able to recommend changes based on their data collection and analysis efforts; or the team may be granted authority to test and implement changes without prior approval.
 - The time limit for the team to complete the improvement actions, if any.
- Determine how the team's results and recommendations will be communicated to the chain of command.
- Arrange for resources - material, training, or other people that the team may need to do the job.
- Decide how much time the team will devote to process improvement. Sometimes, improving a process is important enough to require a full-time effort by team members for a short period. At other times, the improvement effort is best conducted at intervals in one- or two-hour segments.

Team Members: Team members are selected by the team leader or the individual who formed the team. Members may be of various ranks or ratings. Depending on the nature of the process, they may come from different departments, work centers, or offices. The key factor is that the people selected for the team should be closely involved in the process that is being improved.

Being a team member has certain obligations. Members are responsible for carrying out all team-related work assignments, such as data collection, analysis, presentation development, sharing knowledge, and participation in team discussions and decisions. Ideally, when actual process workers are on a team, they approach these responsibilities as an opportunity to improve the way their jobs are done, rather than as extra work.

Team Charter: A charter is a document that describes the boundaries, expected results, and resources to be used by a process improvement team. A charter is usually provided by the individual or group who formed the team. Sometimes the process owner or the team members develop a charter. A charter is always required for a team working on a

process that crosses departmental lines. A charter may not be necessary for a team that is improving a process found solely within a work center of office space.

A charter should identify the following:

- Process to be improved;
- Time constraints, if applicable;
- Process improvement objective;
- Team’s decision-making authority;
- Team leader assigned;
- Resources to be provided;
- Team members assigned;
- Reporting requirements.

Other information related to the improvement effort may also be included, such as the names of the process owner and quality advisor, recommended frequency of meetings, or any other elements deemed necessary by those chartering the team.

Step 3: Flowchart the Current Process

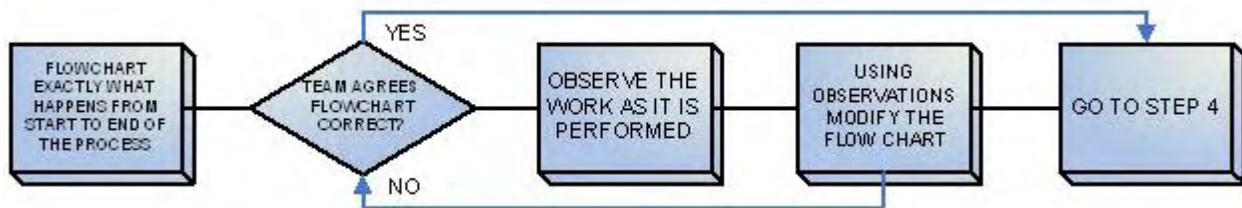


Figure 1.5 Flowchart The As-Is Process

Before a team can improve a process, the members must understand how it works. The most useful tool for studying the current process is a flowchart. To develop an accurate flowchart, the team assigns one or more members to observe the flow of work through the process. It may be necessary for the observers to follow the flow of activity through the process several times before they can see and chart what actually occurs. This record of where actions are taken, decisions are made, inspections are performed, and approvals are required becomes the “As-Is” flowchart. It may be the first accurate and complete picture of the process from beginning to end.

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As the team starts work on this first flowchart, they need to be careful to show what is really happening in the process. **Don't fall into the trap of flowcharting how people think the process is working, how they would like it to work, or how a manual says it should work.** Only an as-is flowchart that displays the process as it is **actually working today** can uncover improvements that may be needed.

When teams work on processes that cross departmental lines, they have to talk to people at all levels across the organization who are involved in or are affected by the process. It is extremely important to accurately show cross-organizational processes since they influence how processes inside your own work unit are performed.

The basic steps:

- a. Conduct interviews, gather data;
- b. Observe the flow of work through the process;
- c. Map the As-Is process activities and process flow work flow diagrams - This should be done in workshops that include staff involved in the process;
- d. Document process issues;
- e. Validate and sign off on the As-Is process map.

The team can define the current situation by answering these questions:

- Does the flowchart show exactly how things are done now?
- If not, what needs to be added or modified to make it an accurate As-Is picture of the process?
- Have the workers involved in the process contributed their knowledge of the process steps and their sequence?
- Are other members of the command involved in the process, perhaps as customers? If so, what did they have to say about how it really works?
- After gathering this information, is it necessary to rewrite the process improvement objective?

Step 4: Simplify the Process and Make Changes – Design the To-Be Process

After describing the As-Is process by developing a flowchart as shown in Step 3 Figure 1.5, the team needs to review how the process really works and identify problems in the process flow. This may include such things as steps or decision points that are redundant, or identify unnecessary inspections. It may also show that inefficient procedures were installed as an effort to fix the process when errors or failures were experienced. All of these things use resources effectively. Besides identifying areas where resources are not being used efficiently, the team may find a weak link in the process that can be strengthened by adding one or more steps.

Before making changes in the process based on one review of the As-Is flowchart, the team should answer the following questions for each step of the process:

- a. Can this step be done in parallel with other steps rather than in sequence?
- b. Does this step have to be completed before another can be started, or can two or more steps be performed at the same time?
- c. What would happen if this step were eliminated? Would the output of the process remain the same?
- d. Would the output be unacceptable because it is incomplete or has too many defects?
- e. Would eliminating this step achieve the process improvement objective?
- f. Is the step being performed by the right person?
- g. Is the step a work-around because of poor training or a safety net to prevent old mistakes from happening?
- h. Is the step a single repeated action, or is it part of a rework loop which can be eliminated?
- i. Does the step add value to the end result of the process?

If the answers to these questions indicate inefficiency in a given step, the team should consider doing away with the step. If a step or decision can be removed without damaging the process, staff time is identified that can be used elsewhere in the organization.

The basic steps for analyzing the process are reflected in the flowchart that follows:

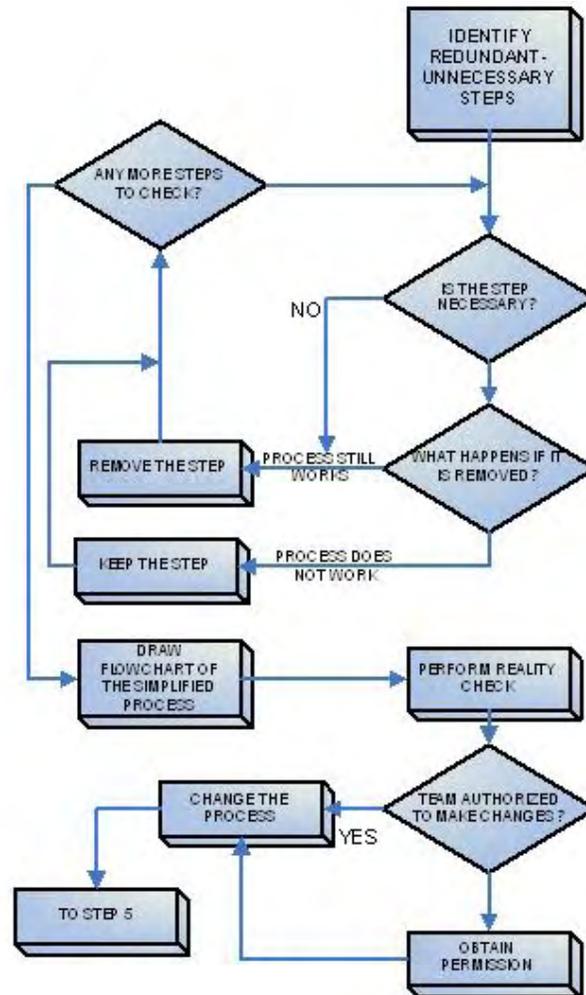


Figure 1.6 Design the To-Be Process

Eliminating redundant or unnecessary steps confers an added benefit: a decrease in processing time. Only part of the time it takes to complete most processes is productive time; the rest causes delay. Delay consists of waiting for someone to take action, waiting for a part to be received, and similar unproductive activities. Consequently, removing a step which causes delay reduces cycle time by decreasing the total time it takes to complete the process. After making preliminary changes in the As-Is process, the team should create a flowchart of the simplified process.

The primary steps for this are:

- a. Modify the As-Is process to reflect changes in a new process to be implemented.
- b. Brainstorm other ways to perform and complete the process. This may include best use of ASYCUDAWorld capabilities and automated features.
- c. This will result in multiple versions of the process to consider.
- d. Agree on a final streamlined To-Be process that eliminates the As-Is issues and inefficiencies.

- e. Document the process to include:
 - i. The process steps;
 - ii. Path of the workflow in and out;
 - iii. Data and information requirements.
- f. Finalize the To-Be Process and Flowchart

Next comes the reality check:

Can the new process produce acceptable results for everyone and be in compliance with existing regulations and directives?

If the answer is “yes,” and the team has the authority to make changes, they should implement the simplified process as the new standard. If the team is required to get permission to make the changes, a comparison of the new To-Be flowchart with the original As-Is flowchart becomes the justification to those who can give approval. At this point, the people working to carry out the improved process must be sure of how the new process will be used. It is vital that they understand the new way of doing business. Otherwise, the process will go back to the way it was.

Step 5: Plan to Implement the Process Change

Most resistance to Business Process Improvement (BPI) comes from within an organization. Workers and chiefs may not wish to change existing structures as they reached their positions with the current system in place. The labor force may resist change because of fears of job change or job loss; however, an organization using BPI on a regular basis will have the proper work force to meet business challenges, and no loss will occur.

Success with BPI can become reality if:

- Processes are improved in a short time frame.
- Clear timelines, project plans, and objectives are set.
- The focus is on long-term benefits, not on short term payoff.
- Management and primary stakeholders are involved – if not, even a small implementation will fail.

Training, Implementation, and Change Management are not discussed in this guide. However, all three of these elements are critical to Business Process Improvement success. They must be part of the Master Project Plan, along with any IT Project Plans and IT changes necessary to implement process changes and enable system changes. Coordination, timing and Communication are critical.

Process changes that use existing ASYCUDA functions may not require IT changes, but they will require some user training on the new process. One of the first tasks in training is helping people to see the need to change and to apply the new skills. Make sure there are good answers ready to the questions of: “Why do I need to know this?”; or “Why is this process changing – it worked before.”

Some of the items to be considered are listed below.

- a. Utilize and engage Human Resource Change Management before, during and after implementation.
- b. Determine the implementation timeframe and strategy for installing the new process.
- c. Depending on the size and complexity of the changes, determine if a Transition Plan is required. This could be a series of phases, either in sequence or in parallel, that can range from small testing to full scale implementation.
- d. Coordinate with IT and other agencies/units as required.
- e. Develop and publish a training plan and implementation schedule for all stake holders.
- f. Communicate early the purpose of the change, especially to those who will be performing the new process.
- g. Determine the amount of staff training required, depending on how complex the changes are and whether job roles have changed.
- h. Provide a training schedule and on-site training support when the change is implemented.
- i. In all instances, assure that the process changes are clearly understood by all involved.
- j. Assure that involved staff have a clear understanding of their roles in the process, interdependencies, and the efficiencies to be gained.

Training of involved staff is a critical step toward assuring the success of significant process and procedural change. Following the steps outlined below will help ensure successful change.

1. Motivate and familiarize; don't assume all people want to learn new ways.
2. Make sure people have the basic skills required to learn and use the new skill or process. Other training may be required (e.g., basic computer skills).
3. Teach the specific steps required for the new process – the step by step actions required.
4. Immediately apply the new process and skills; do not teach too far in advance of implementation of the change.
5. Obtain feedback from trainees in order to improve training.

5. CONTINUOUS IMPROVEMENT

INTRODUCTION

Continuous process improvement involves utilizing the Business Process Improvement planning process for a project followed by implementation and execution identified plans. Improvement action plans typically include documented improvement goals and indicate how specific improvements will be implemented and deployed.

1. APPROACH

The approach to continuous process improvement is based on the current level of process maturity. Since the goal is to continuously improve, continuous process improvement will concentrate on documenting, refining, measuring, and improving the current processes, and then institutionalizing them in daily practice.

One of the first steps in this process is to establish the infrastructure, including policies, and training for performing continuous process improvement. The infrastructure elements to be established are:

- The organization's process improvement policy;
- The stakeholder group to oversee the process improvement plan;
- The Process Improvement Team, consisting of key members of the project leadership;
- The training to be provided to the Team to enable them to perform process improvement;
- The Action Plan.

2. DEVELOP PROCESS IMPROVEMENT ACTION PLAN

Process Improvement Action Plans are detailed implementation plans that address specific improvements identified as weak points during appraisals. To develop an action plan:

- Identify strategies and objectives, approaches, and actions to address the identified process improvements and establish goals.
- Establish improvement action teams to implement the actions.
- Document Improvement Action Plans.
- Review Improvement Action Plans with relevant stakeholders.
- Revise Improvement Action Plans as necessary.

3. IMPLEMENT IMPROVEMENT ACTION PLAN

An Improvement Action Plan should be visible to be effective. Project staff, project managers and stakeholders need to buy into the plan.

- Make Program Action Plans readily available to relevant stakeholders.
- Negotiate and document commitments among the action teams and revise their action plans as necessary.
- Track progress and commitments against action plans.

- Conduct joint reviews with the action teams and relevant stakeholders to monitor the progress and results of the improvement actions.
- Plan pilot tests needed to evaluate selected process improvements.
- Review the activities and work products of improvement action teams.
- Identify, document, and track to closure issues in implementing Improvement Action Plans.
- Ensure that the results of implementing Improvement Action Plans satisfy the organization’s process improvement objectives.

4. DEPLOY ORGANIZATIONAL PROCESS IMPROVEMENTS

Deployment of the new or revised process improvements has to be carefully staged. Not all may be deployed to all parts of the organization at the same time.

4.1 Deploy Process Improvements and Associated Methods and Tools

Typical activities performed as a part of this deployment include the following:

- Planning the deployment
- Identifying process improvements to be used by those who will be performing the process
- Ensuring that training is available for the improvements being implements.
- Identifying the support resources needed to make the transition
- Determining the schedule for deploying the process improvements

4.2 Document the Changes to the Organizational Processes

Process Area	Changes
• Description here	• Description here
• Description here	• Description here

Documented Changes

4.3 Provide Guidance and Consultation on the Use of the Organizational Processes

This may be in the form of training.

4.4 Risk Management

Risk management focuses on identifying, evaluating, reducing, and monitoring the major sources of risk involved in the implementation of the planned improvements. Risk does not disappear entirely until the improvements are implemented; therefore, risks shall be constantly identified and mitigated. As previously identified risks are

mitigated, new risks might be identified based on events or decisions made in previous phases.

5 INCORPORATE LESSONS LEARNED INTO THE ORGANIZATIONAL PROCESSES

- Conduct periodic reviews of the effectiveness of the processes relative to the business objectives.
- Obtain feedback about the use of process improvements.
- Derive lessons learned from defining, piloting, implementing, and deploying the processes.
- Make lessons learned available to the people in the organization.
- Appraise the processes, methods, and tools in use in the organization and develop recommendations for improving the processes. This appraisal typically includes the following:
 - Determining which of the processes, methods, and tools are of potential use to other parts of the organization;
 - Appraising the quality and effectiveness of the processes;
 - Identifying improvements to the processes;
 - Determining compliance with the organization's guidelines.
- Make the best use of the organization's processes, methods, and tools by making them available to the people in the organization as appropriate.
- Establish and maintain records of the organization's process-improvement activities.

APPENDIX 1: KEY FACTORS IN ESTABLISHING A SUCCESSFUL SINGLE WINDOW (EXTRACTS FROM UN/CEFACT RECOMMENDATION NO. 33.)

The successful introduction and implementation of a Single Window operation depends to a considerable extent on certain pre-conditions and success factors that vary from country to country and from project to project. This final section of the Guidelines lists some of the success factors gleaned from a review of the operation and development of Single Windows in various countries undertaken by the UN/CEFACT International Trade Procedures Working Group (ITPWG/TBG15). The list of factors is not arranged in any particular order, as the situation in different countries and areas of operation can vary considerably. It is noted that although several of the points have already been mentioned in the Guidelines, they are repeated here for completeness and emphasis.

Political Will

The existence of strong political will on the part of both government and business to implement a Single Window is one of the most critical factors for its successful introduction and implementation. Achieving this political will requires proper dissemination of clear and impartial information on objectives, implications, benefits and possible obstacles in the establishment of the Single Window. The availability of resources to establish a Single Window is often directly related to the level of political will and commitment to the project. Establishing the necessary political will is the foundation stone upon which all the other success factors have to rest.

Strong Lead Agency

Related to the need for political will is the requirement of a strong, resourceful and empowered lead organization both to launch the project and see it through its various development stages. This organization must have the appropriate political support, legal authority, human and financial resources, and links with the business community. In addition, it is essential to have a strong individual within the organization who will be the project champion.

Partnership between Government and Trade

A Single Window is a practical model for co-operation between agencies within government and also between government and trade. It presents a good opportunity for a public-private partnership in the establishment and operation of the system. Consequently, representatives from all relevant public and private sector agencies should be invited to participate in the development of the system from the outset. This should include participation in all stages of the project, from the initial development of project objectives, situational analysis, and project design through to implementation. The ultimate success of the Single Window will depend critically on the involvement, commitment and readiness of these parties, to ensure that the system becomes a regular feature of their business process.

Establishment of Clear Project Boundaries and Objectives

As with any project, establishing clearly defined goals and objectives for the Single Window at the outset will help guide the project through its various development stages. These should be based on a careful analysis of the needs, aspirations and resources of the key stakeholders, and also on the existing infrastructure and current approaches to the submission of trade-related information to government. As stated previously, this analysis should involve all key stakeholders from both government and trade. A Single Window should generally be perceived as part of a country's overall strategy to improve trade facilitation.

User Friendliness and Accessibility

Accessibility and user friendliness are also key factors for the success of a Single Window project. Comprehensive operating instructions and guidelines should be created for users. Help Desk and user support services, including training, should be established, especially in the early implementation phase of the project. The Help Desk can be a useful means for collecting feedback information on areas of difficulty and bottlenecks in the system, and this information can be a valuable tool in its further development. The need for and value of practical training courses for users cannot be over-emphasised, especially in the early implementation phase of the project.

Legally-enabling Environment

Establishing the necessary legal environment is a pre-requisite for Single Window implementation. Related laws and legal restrictions must be identified and carefully analysed. For example, changes in legislation can sometimes be required in order to facilitate electronic data submission/exchange and/ or an electronic signature system. Further, restrictions concerning the sharing of information among authorities and agencies, as well as organizational arrangements for the operation of a Single Window, may need to be overcome. Also, the legal issues involved in delegating power and authority to a lead agency need to be examined.

International Standards and Recommendations

The implementation of a Single Window generally entails the harmonization and alignment of the relevant trade documents and data sets. In order to ensure compatibility with other international systems and applications, these documents and data models must be based on international standards and recommendations.

Whenever electronic data interchange is involved, the harmonization, simplification and standardization of all data used in international trade are an essential requirement for smooth automatic operation of the Single Window. The harmonization of data used by different participants in their legacy system can be one of the biggest challenges for automated Single Window implementation. UN/CEFACT trade facilitation recommendations (such as UN/CEFACT Recommendations Number 1 and 18) contain valuable information for Single Window implementation.

Identification of Possible Obstacles

It is possible that all players in government and/or trade may not welcome the implementation of a Single Window. In such cases, the specific concerns of opponents

should be identified and addressed as early as possible in the project. Identified obstacles should be considered individually, taking into account the local situation and requirements. Clearly, cost can be a major obstacle, but this must be balanced against future benefits. However, it is important to be clear about the financial implications of the project so that the decision regarding full or phased implementation can be made. Legal issues also constitute a significant potential problem area.

Financial Model

A decision on the financial model for the Single Window should be reached as early as possible in the project. This could range from a system totally financed by government (e.g. the Netherlands) to an entirely self-sustainable model (e.g. Mauritius). Also, possibilities for public-private partnerships should be explored, if this is deemed a preferred approach. Clarity on this point can significantly influence decision-makers to support the implementation of the system.

Payment Possibility

Some Single Windows (e.g. Thailand) include a system for the payment of government fees, taxes, duties and other charges. This can be a very attractive feature for both government and trade, and is especially important when the system is required to generate revenue. However, it should be noted that adding payment features often requires a considerable amount of additional work with harmonization and especially security.

Promotion and Marketing

Promotion and marketing of a Single Window is very important and should be carefully planned. The promotion campaign should involve representatives from all the key government and trade stakeholders in the system, as these parties can provide valuable information on the expectations of the user community and help to direct the promotion and marketing messages. A clear implementation timetable should be established and promoted at the earliest possible stage of a Single Window project, as this will assist in the marketing of the project and will help potential users to plan their related operations and investments according to this schedule. Marketing should clearly identify the benefits and cost savings as well as specific points relating to the increased efficiency derived from the implementation of Single Window operation.

Communications Strategy

Establishing a proper mechanism for keeping all stakeholders informed on project goals, objectives, targets, progress (and difficulties) creates trust and avoids the type of misunderstanding that can lead to the undoing of an otherwise good project. Within this context, it is extremely important to handle stakeholders' expectations properly, and it is worth remembering the business adage of promising less and delivering more (rather than the other way round). It is also important to remember that stakeholders often do not expect miracles: solving simple practical problems can generate significant goodwill to carry the project through difficult patches along the development path.

APPENDIX 2: A SHORT COMPARISON OF TRADITIONAL CUSTOMS AND
MODERNIZED CUSTOMS PRACTICES

CUSTOMS PROCEDURE OR PRACTICE	TRADITIONAL CUSTOMS	MODERN CUSTOMS
International standards of WTO and WCO	Non-conformance or only partial conformance	Full conformance with all international Customs standards for classification, value and procedure
Customs automation	None or only partial	Full automation
Measures of performance	Limited output measures and process measures and frequently the wrong measures	Full measures of compliance and facilitation leading to improved performance
Tariff system	Complex and high duty rates	Simplified and reduced duties
Revenue collection	Prior to entry of goods	Entry and collections separate; Duties paid after entry
Enforcement and compliance approach	Characterized by manual inspections nearing 100% and paper reviews	Minimal inspections and minimal paper documentation
Information	Provided at time of entry	Advance and historical information prior to arrival of goods and conveyance
Personnel	Poorly trained and low skilled	Highly trained and professional
Appeals of Customs decisions and transparency	Limited or unknown appeals process; Limited publication notice of rules and practices	Fully defined appeals process within and beyond Customs; Full transparency and cooperation with trade
Bottom line	Low and unknown compliance; High costs for government and industry and poor facilitation.	High and measured compliance; Lower costs for government and industry; Vastly improved facilitation and framework for continued improvement

APPENDIX 3: PROCESS SELECTION WORKSHEET

PROCESS SELECTION WORKSHEET

STATE THE PROBLEMS OR EXPECTATIONS IDENTIFIED

A	
B	
C	
D	

PLACE A CHECKMARK NEXT TO ALL OF THE ITEMS THAT APPLY TO THE PROCESS:

<input type="checkbox"/>	1. Is the process related to the clearance and release of cargo?
<input type="checkbox"/>	2. The process is defined and serves a purpose
<input type="checkbox"/>	a. If this is not true, the process is probably not needed.
<input type="checkbox"/>	3. A problem or delay in the process occurs frequently, or it causes delay in cargo release
<input type="checkbox"/>	4. The problem area is well-known
<input type="checkbox"/>	5. Improvement of this process is important
<input type="checkbox"/>	6. People will appreciate it if the process is improved
<input type="checkbox"/>	7. There is a good chance of success in improving the process.
<input type="checkbox"/>	8. No one else is currently working on this process.
<input type="checkbox"/>	9. Required changes can be put into effect with little or no outside help.
<input type="checkbox"/>	10. This is a true process improvement effort, not an attempt to force a solution on a problem or an attempt to avoid change

APPENDIX 4: TEAM CHARTER WORKSHEET

TEAM CHARTER WORKSHEET

PROCESS: _____

PROCESS OWNER _____

PROCESS IMPROVEMENT OBJECTIVE:

TEAM LEADER: _____

TEAM MEMBER	UNIT/LOCATION	TEAM MEMBER	UNIT/LOCATION

TEAM BOUNDARIES

DATE BEGIN: _____ DATE END: _____

MEETING FREQUENCY: _____

DECISION-MAKING AUTHORITY:

RESOURCES AVAILABLE:

REPORTING REQUIREMENTS:

OTHER INFORMATION:

CHARTERED BY: _____ DATE: _____

APPENDIX 5: TEAM GROUND RULES

No process improvement team should go beyond Step # 2 without developing a clear-cut set of ground rules for the operation of the team. The ground rules act as a code of conduct for team members and provide a basic structure for conducting effective meetings. Some areas in which ground rules should be established are:

Attendance Expectation of regular attendance at meetings, acceptable reasons for missing meetings, whether to allow alternates to attend when members must be absent, number of members required to conduct business.

Promptness Starting and ending time for meetings.

Preparation Expectation that team members will complete assignments in advance and come prepared for each meeting.

Participation Active listening, suspending personal beliefs, and free communication by all members.

Courtesy One person talks at a time; no interruptions or side conversations; no personal attacks; all members treated as partners, not adversaries.

Assignment Methods for making and tracking assignments and selecting the recorder of notes.

Decisions Decision-making procedures: consensus or open or closed majority vote.

Focus Things to do to stay focused on the future, not rooted in the past.

Guidelines for Effective Team Meetings

Guidelines for conducting effective meetings are outlined below:

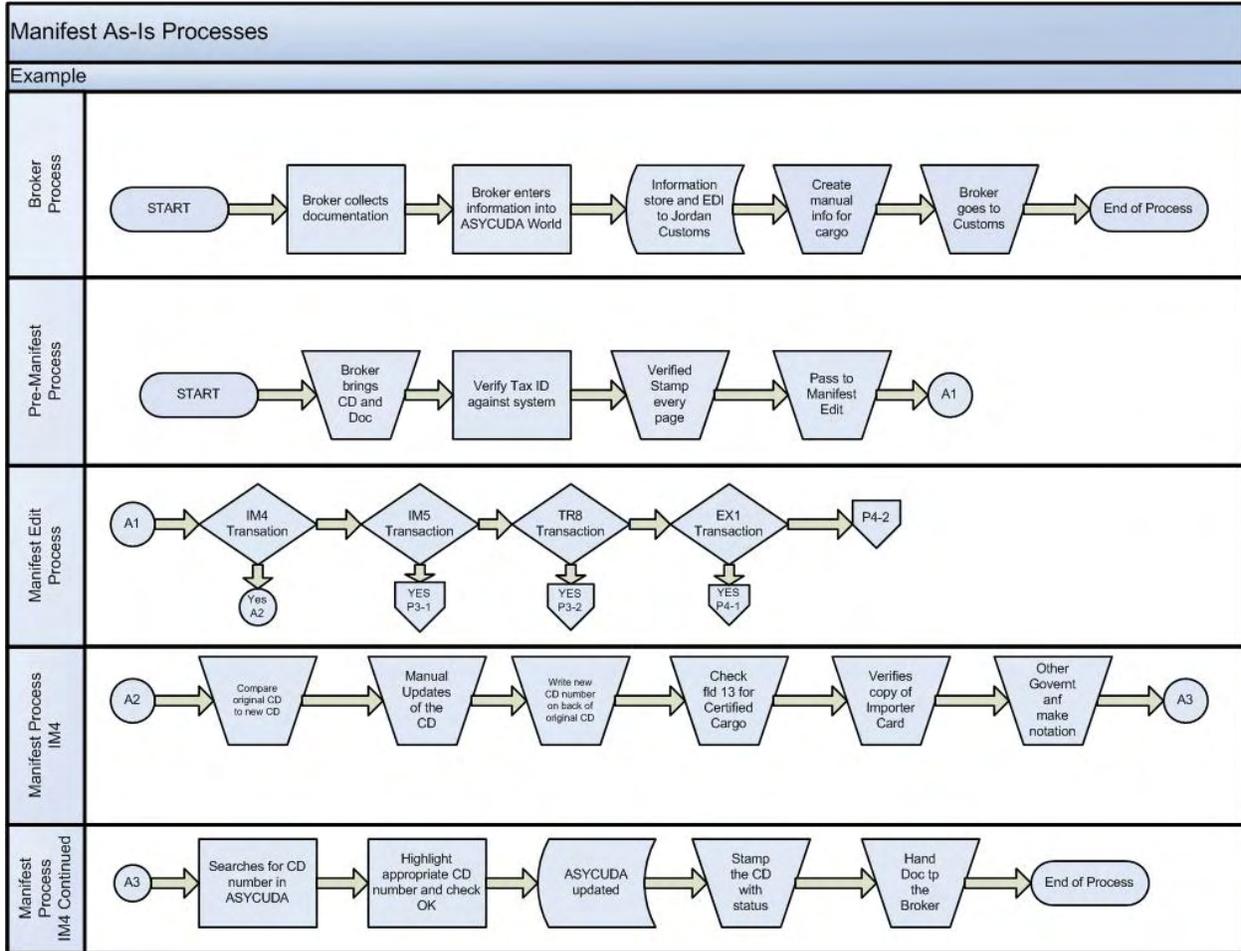
- Follow the meeting ground rules.
- Use an agenda. (See the agenda example below.)
 - List the items to be discussed in as much detail as space permits.
 - State time available for each item.
 - Name who is responsible for each item.
 - Publish the agenda in advance.
- Record minutes and action items.
 - Evaluate the meeting.
 - How did we do?

- What went well?
- What can we improve?
- Prepare an agenda for the next meeting.
- Distribute information to team members.

AGENDA EXAMPLE		
AGENDA ITEM	TIME	RESPONSIBILITY
1. Introduction	5 min.	Team Lead
2. Flowchart Review	15 min.	Process
3. Modify simplified flowchart	40 min.	All
4. Prepare brief for sponsors	30 min.	All
5. Debrief - evaluation	15 min.	All
6. Prepare Action Items	15 min	Team Lead

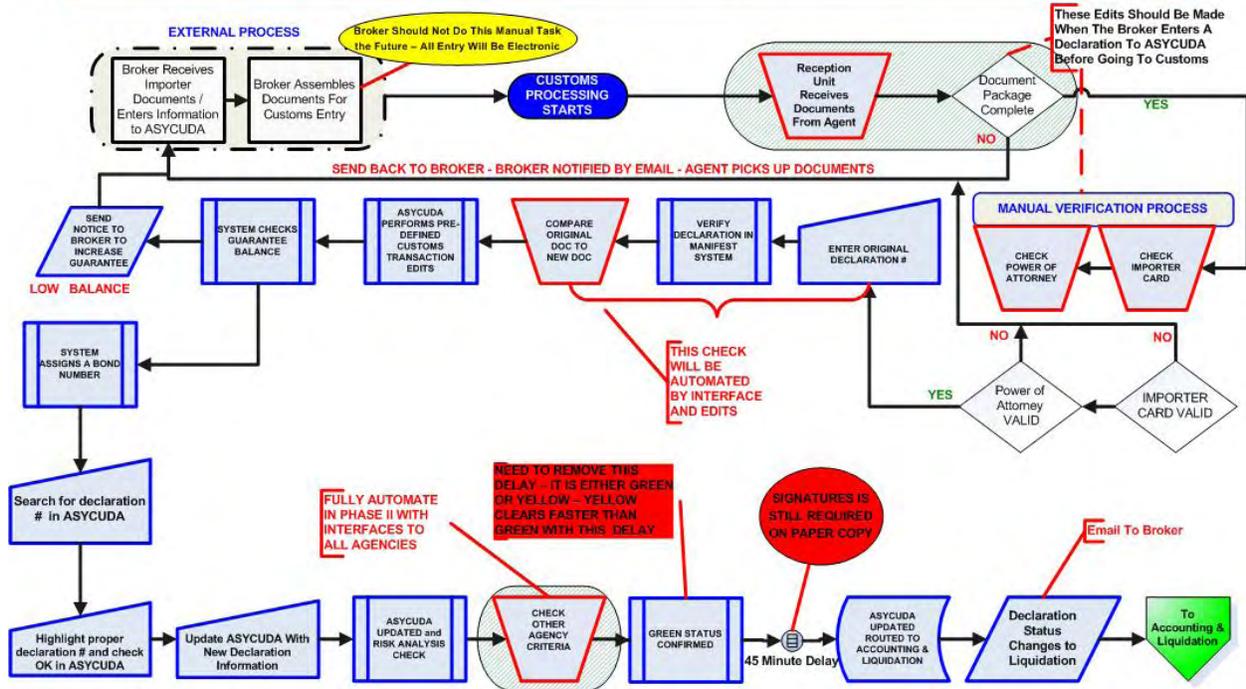
APPENDIX 6: FLOWCHART EXAMPLES

AS-IS FLOWCHART EXAMPLE



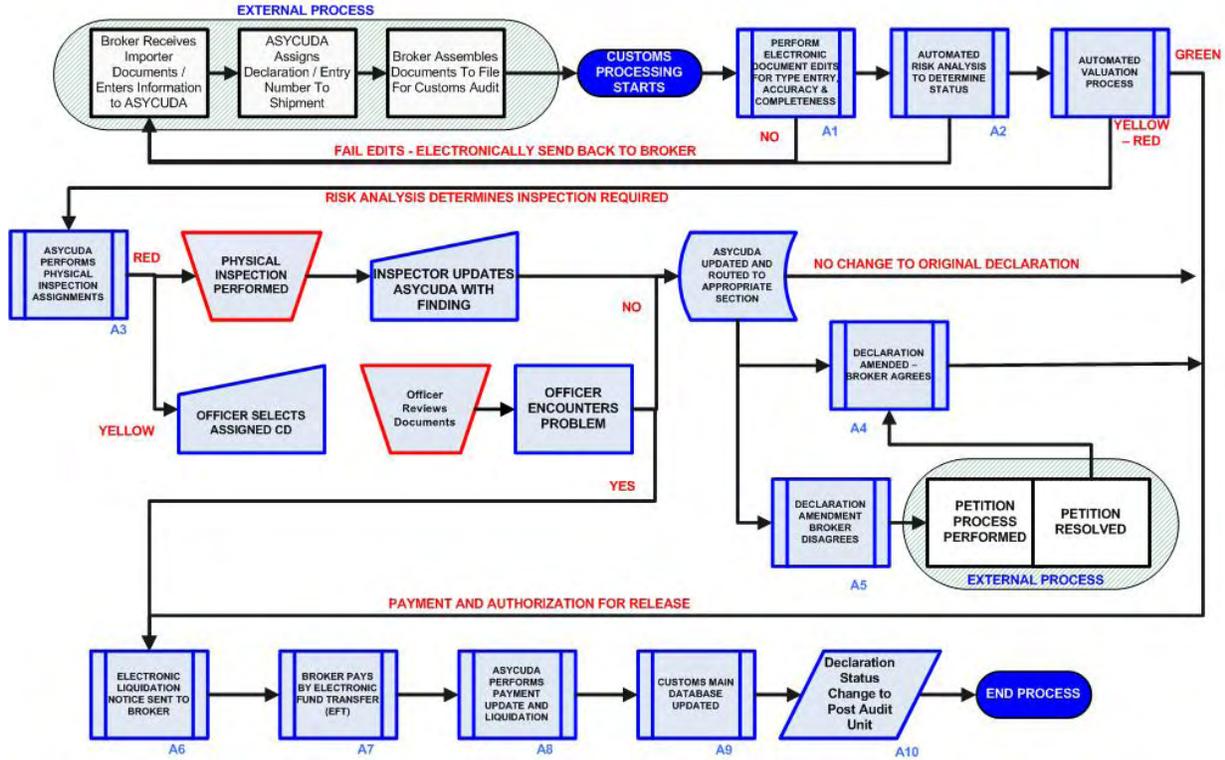
AS-IS ANALYSIS EXAMPLE

As-Is Analysis Green Lane Cargo Manifest / Reception Unit

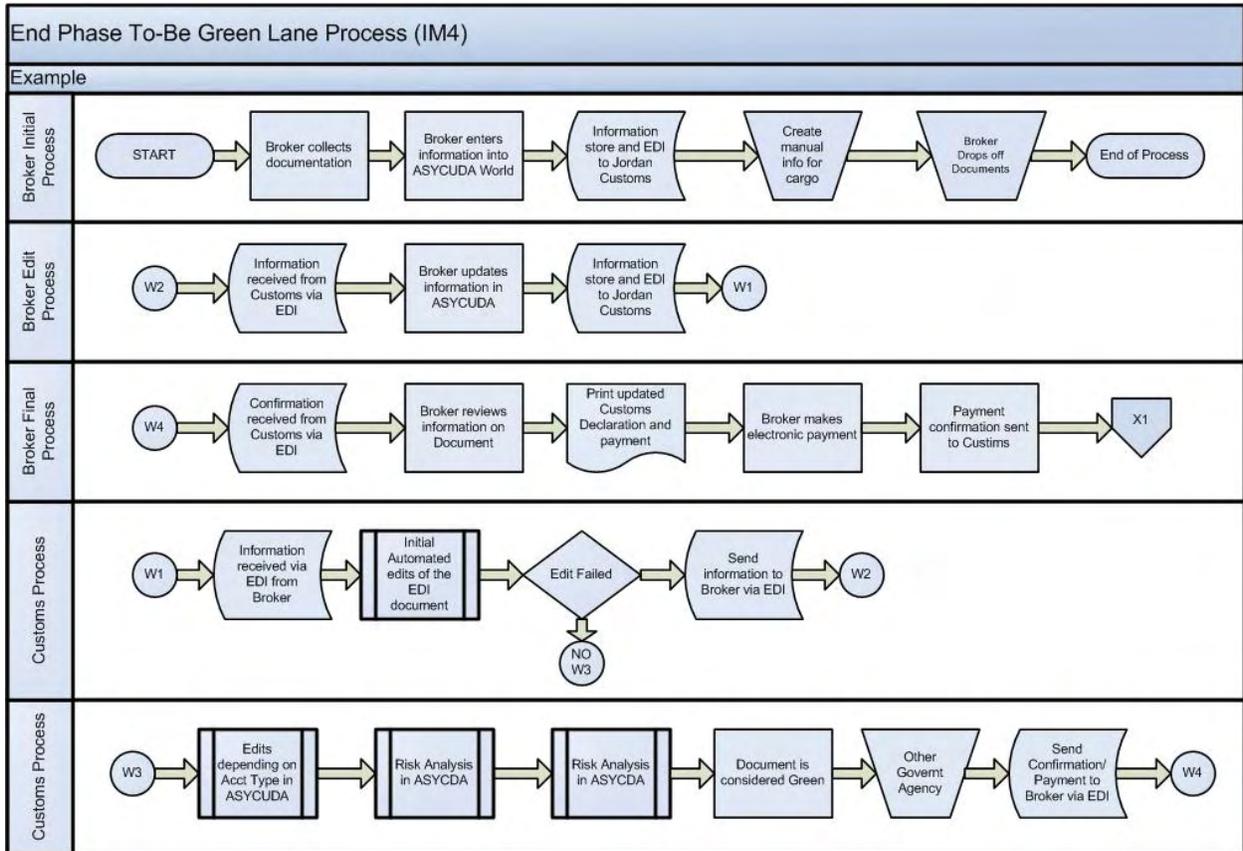


TO-BE ANALYSIS EXAMPLE

**Final Phase To-Be Process Analysis
(Example)**



FINAL PHASE TO-BE EXAMPLE



APPENDIX 7: REFERENCES

APEC Sub-Committee on Customs Procedures (SCCP)
<http://www.sccp.org/sccplib/otherdocs/handbook.htm>

ASYCUDA
www.asycuda.org

Global Facilitation Partnership for Transportation and Trade
www.gfptt.org

Global Facilitation Partnership for Transportation and Trade
<http://www.gfptt.org/Default.aspx>

Global Facilitation Partnership for Transportation and Trade - Logistics
Perception Index Survey 2006 (LPI)
<http://www.gfptt.org/Entities/ActivityProfile.aspx?id=bb6a6aa9-d014-4fb0-b13f-2705f7ee8cba>

International Exhibition International Associates – Customs Information
http://www.iela.com/inhalt/fr_down.html

Resolution of the Customs Co-operation Council on the Framework of Standards
to Secure and Facilitate Trade (SAFE - June 2006)
http://www.wcoomd.org/ie/en/Topics_Issues/FacilitationCustomsProcedures/Resolution%20E%20June%202006.pdf

The World Trade Organization
www.wto.org

Trade and Transport Facilitation in Southeast Europe
<http://www.ttfse.org/>

TTFSE Indicators
<http://www.seerecon.org/ttfse/ttfse-indicators.htm>

UK's Department of Trade and Industry
<http://www.dti.gov.uk/ewt/import.htm>

UNCITRAL Model Law on Electronic Commerce
www.uncitral.org

UNCTAD – ICT SOLUTIONS TO FACILITATE TRADE AT BORDER
CROSSINGS AND IN PORTS
http://r0.unctad.org/ttl/ppt-2006-10-16to18/20061016AM/Opening_Remarks_EM27.pdf

United Nations Conference on Trade and Development
www.unctad.org

United Nations Layout Key for Trade Documents (UNLK; ISO 6422)
www.unece.org/cefact/recommendations/rec_index.htm

WCO Revised Kyoto Convention
<http://www.unece.org/trade/kyoto>

World Bank Customs Modernization Guide
www.wcoomd.org

World Customs Organization (WCO)
www.wcoomd.org

WTO - General Agreement on Tariffs and Trade (GATT)
http://www.wto.org/english/tratop_e/gatt_e/gatt_e.htm