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APPLYING NEW METHODS FOR ANALYSING PUBLIC SERVICE PROCESSES

Új módszerek alkalmazása a közszolgáltatási folyamatok elemzésében

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The purpose of this article is to present a theoretical approach and two analytical methods that have not yet been used in case of complex public services in Hungary, but with their help we can effectively describe and analyse these service processes within the field of administrative public services. First, our goal is to explore the directions of public administration management through an international literature review in order to point out how the role of clients of public services are changing and becoming more and more essential during the plan and execution of public services with special focus on Co-Production and Co-Creation. Second, we would like to present how the methods of Service Blueprinting and Process-Chain Network can be used to map, visualise and analyse intricate public services. We present how the SBP and PCN methods can be used to identify potential problems which can affect the efficiency and effectiveness of a service process. We are using the elaborate process of the Hungarian Guardianship Office's contact affair procedure as an example, to show preliminary results and to present how important the involvement of clients could be in the process with the right motivation, while also highlighting other inefficiencies of the process which are worth further research.

KEYWORDS:

public services, service processes, Guardianship Office, contact affair procedure, Service Blueprinting (SBP), Process-Chain Network (PCN)

Cikkünk célja, hogy két olyan, eddig a közszolgáltatások terén még nem használt módszert mutassunk be, amelyek segítségével hatékonyan leírhatók és elemezhetők a komplex szolgáltatási folyamatok a közszolgáltatások különböző területein. Elsőként, nemzetközi szakirodalmi áttekintés segítségével feltárjuk a közigazgatás fejlődésének irányait, rámutatva, hogy a közszolgáltatások ügyfeleinek szerepe hogyan változik, és hogyan válik egyre fontosabbá a közszolgáltatások tervezése és végrehajtása során, kiemelt figyelmet fordítva a Co-Production és Co-Creation megközelítéseire. Ezt követően bemutatjuk, hogy a Service Blueprinting és a Process-Chain Network módszerek hogyan használhatók fel egy bonyolult közszolgáltatási folyamat elemzésére, leképezésére és vizuális megjelenítésére. Prezentáljuk, miként azonosíthatók az SBP- és PCN-módszerek segítségével egy adott közszolgáltatási folyamaton belül a hatékonyságot és az eredményességet érintő potenciális problémák. Példaként a magyar gyámhivatal kapcsolattartási eljárásának összetett folyamatát vesszük alapul, bemutatva az előzetes eredményeket, és rámutatva, hogy az ügyfelek részvétele és megfelelő motiváltsága mennyire fontos a folyamatban, valamint kiemelve a folyamat egyéb hiányosságait, amelyek további kutatást igényelnek.

KULCSSZAVAK:

közszolgáltatások, szolgáltatási folyamatok, gyámhivatal, kapcsolattartási folyamat, Service Blueprinting (SBP), Process-Chain Network (PCN)

1. INTRODUCTION

Nowadays, the service sector accounts for 80 per cent of US GDP, and this percentage is rising in all countries around the world. Today, new expectations are emerging for the service sector and are primarily based on the change in the role of service purchasers. This requires, first and foremost, an increase in customer satisfaction. Increasing customer satisfaction is nowadays based on understanding and taking into account customer opinions. At the company level, this means that companies do not necessarily have to change their basic products, but they have to build the process of customer management, and they have to establish a long-term, emotional relationship, through co-creation with their customers. In the development of products and services, they should primarily take into account the potential consideration of customers' opinions. The importance of customer management means not only the understanding of the customer market or B2B connections, but it also means the creation of an emotional relationship between suppliers and customers, which is much more important than achieving customer loyalty through rational motivations only.

Public management is undergoing a major transformation today. Processes that are considered traditional have become quite obsolete, and this fact forces the actors of the public sector to face new challenges on the field of public management. The processes of public management need to be reconsidered and transformed according to the standards and expectations of modern and postmodern process management, and the tasks of public service operators must also be reconsidered. The role of the public servant can no longer be interpreted only as the executor of the steps of the processes. Public servants know their processes, with all their advantages and disadvantages, strengths and weaknesses. This means that they partially bear the knowledge, which can lead to the solution of changing the processes. On the other hand, customers also have useful knowledge about public service processes and procedures. This means that their opinion is also needed to create new types of systems.

In this study, we focus on reviewing and examining specific aspects of public management international literature and methods. Our goal is to present methods of the literature, which are suitable for analysing and exploring the potential of the public management sector. The literature review is approached from the side of the system approach. We present the literature that sets out the new, 21st century expectations and directions of public management. We discuss the concepts of PAM, NPM, Co-Production and PSDL, and their theoretical background.¹ The second part of the literature review focuses on

¹ D Lathrop and L Ruma, *Open Government, Collaboration, Transparency and Participation in Practice* (O'Reilly Media, 2010); D Ringold, A Holla, M Koziol and S Srinivasan, *Citizens and Service Delivery: Assessing the Use of Social Accountability Approaches in Human Development* (Washington, D.C.: World Bank, 2012); L J O'Toole, Jr., J Laurence and K J Meier, 'Public Management, Context, and Performance: In Quest of a More General Theory', *Journal of Public Administration Research and Theory* 25, no 1 (2015), 237–256; D Boyle and M Harris, *The Challenge of Co-production* (London: Nesta, 2009); S Nambisan and P Nambisan, *Engaging Citizens in*

understanding, describing and modelling the process by presenting the methods of the Service Blueprinting² and Process Chain Network³ literature.

We chose these methods because, according to the international literature, they proved to be useful for analysing complex service processes which operate on a more intricate level, thus they are well suited to assess the elaborate process of a public service, such as the contact affair procedure of the guardianship offices. The qualitative techniques are able to define the problem exactly and to elaborate the acting plan.⁴ We made deep interviews because we would like to understand the complex process, identify the malfunctioning elements and employee's behaviour in contact affair procedure.

The third pillar of our literature review is the client of the process, the role of the client, and possible ways to involve the client into the process. Since only a small number of aspects of the topic have been discussed in the Hungarian literature, we focus primarily on international literature. We present the initial concepts, and try to demonstrate their domestic applicability through a concrete example. Our work is intended to be a Work in Progress, which results in further research directions. Our new research directions are not primarily aimed at describing the process – as we do it in our present paper – but to get to know the clients' opinion and the possibility of incorporating it into the public service processes.

The process of contact affair procedure has a more complex design, compared to other public service types. We are interested in finding new ways to examine these intricate public service processes, which were not analysed before with process modelling approaches. By applying these methods to complex public services, we will be able to capture insights, based on clearly identified subjective perception and weaknesses in the process.

2. LITERATURE REVIEW

As citizen expectations are increasing in the field of public administration, the development of new and the improvement of existing public services is a challenge for

Co-Creation in Public Services: Lessons Learned and Best Practices (Washington, D.C.: IBM Center for the Business of Government, 2013); C Durose, C Mangan, C Needham and J Rees, *Transforming Local Public Services through Co-production* (Birmingham: University of Birmingham/AHRC, 2013); E Ostrom, 'Metropolitan Reform: Propositions Derived from Two Traditions', *Social Science Quarterly* 53, no 3 (1972), 474–493; J Alford and O Huges, 'Public Value Pragmatism as the Next Phase of Public Management', *American Review of Public Administration* 38, no 2 (2008), 130–148; S Osborne, Z Radnor, I Vidal and T Kinder, 'A Sustainable Business Model for Public Service Organizations?' *Public Management Review* 16, no 2 (2014), 165–172.

² M J Bitner, A L Ostrom and F N Morgan, 'Service blueprinting: a practical technique for service innovation', *California Management Review* 50, no 3 (2008), 66–94.

³ S E Sampson, *Essentials of Service Design: Developing High-value Service Businesses with PCN Analysis* (Utah, USA: Brigham Young University, 2012); S E Sampson, 'Visualizing service operations', *Journal of Service Research* 15, no 2 (2012) 182–198.

⁴ N Malhotra, *Marketingkutatás* (Budapest: Akadémiai Kiadó, 2005).

every government.⁵ These expectations in the globalised and rapidly digitalising world are encouraging governments to find new methods to satisfy the needs of their citizens at the same or higher levels of efficiency than before.⁶

In the first part of our article, we would like to explore the directions of public administration management such as Public Administration and Management (PAM), New Public Management (NPM), Public Service-Dominant Logic (PSDL) and Public Value. In our international literature review, we would like to point out how the role of clients of public services are changing and becoming more and more essential during the plan and execution of public services, by adapting the approach of Co-Production and Co-Creation theory. After establishing the theoretical background, we will examine the methods of Service Blueprinting and Process-Chain Network, which will be used later for analysing the process of the guardianship office contact affair procedure.

2.1. Co-Production and Co-Creation in public administration literature

According to Osborne et al. (2013, 2016), co-production is one of the public policy reforms which can be considered as an effective way to plan and deliver public services.⁷ In their papers, Osborne et al. presented the conceptualisation of co-production and highlighted how it is theoretically rooted in both public management and service management theory.⁸

They focused on the relationship between co-production and the co-creation of value through public service delivery and explored this relationship further, through a detailed literature review. It resulted in the definition of “co-production as the voluntary or involuntary involvement of public service users in any of the design, management, delivery and/or evaluation of public services.”⁹

In public administration and management (PAM) literature, co-production is originated from the work of Ostrom (1972) and also Alford (2014), who re-evaluated Ostrom’s work. In the literature of New Public Management, we can find co-production as ‘consumerism’ and it can also be found in the literature of New Public Governance as well, as a system level approach to public service delivery methods.¹⁰

⁵ Lathrop and Ruma, *Open Government, Collaboration, Transparency and Participation*; Ringold et al., *Citizens and Service Delivery*; O’Toole and Meier, ‘Public Management, Context, and Performance’.

⁶ N Casalino, M Draoli and M Martino, *Organizing and Promoting Value Services in Public Sector by a New E-government Approach*. 2013.

⁷ Boyle and Harris, *The Challenge of Co-production*; Nambisan and Nambisan, *Engaging Citizens in Co-Creation in Public Services*; Durose et al., *Transforming Local Public Services*.

⁸ S Osborne and K Strokosch, ‘It takes Two to Tango? Understanding the Co-production of Public Services by Integrating the Services Management and Public Administration Perspectives’, *British Journal of Management* 24, no S1 (2013), 31–47; S P Osborne, Z Radnor and K Strokosch, ‘Co-Production and the Co-Creation of Value in Public Services: A suitable case for treatment?’ *Public Management Review* 18, no 5 (2016), 639–653.

⁹ Osborne et al., ‘Co-Production and the Co-Creation of Value in Public Services’, 2.

¹⁰ Ostrom, ‘Metropolitan Reform: Propositions Derived from Two Traditions’; Alford and Huges, ‘Public Value Pragmatism as the Next Phase of Public Management’.

According to Osborne (2016), in the theory of PAM, the focus is on the way of adding service user participation to the whole service process to increase quality, but from the service management perspective, the literature says that co-production is already an essential and core component of service delivery and delivery cannot be done without co-production (Osborne et al. 2016). Users have no choice, which means that co-production happens whether they know it or do not; thus co-production is an intrinsic process of interaction between services providers and users, when the service delivery happens.¹¹

Traditionally, governments never thought about citizens as customers and because of this, the way how public services were executed excluded the citizens as potential partakers. But in the last decades of the 20th century, as our technology and society developed, governments realised the necessity to develop new ways and methods of the services, to maintain efficiency and to serve the changing needs of citizens in order to secure public satisfaction. Amongst the many modern public administration approaches, we can speak about the New Public Management,¹² the New Public Governance¹³ and also about the several interpretations of E-Government and E-Governance.¹⁴

New Public Management is one of the modern public administration approaches, which try to give space to new ideas within the field of public administration, while also highlighting the importance of the citizens' real needs and stating that citizens should be treated as customers of the state.

New Public Management originates from the eighties and gained popularity at the beginning of the nineties. As it started to spread, several variants of NPM techniques appeared in some developing and transitional economies, such as management decentralisation, performance increasing and more customer orientation.¹⁵ One of the main

¹¹ Osborne et al., 'Co-Production and the Co-Creation of Value in Public Services'.

¹² P Barberis, 'The New Public Management and a New Accountability', *Public Administration* 76, no 3 (1998), 445–454; D F Kettl, 'Building Lasting Reform: Enduring Questions, Missing Answers', in *Inside the Reinvention Machine: Appraising Governmental Reform*, ed. by Donald F. Kettl and John J. Dilulio (Washington, D.C.: Brookings, 1995); L Kaboolian, 'The New Public Management: Challenging the Boundaries of the Management vs. Administration Debate', *Public Administration Review* 58, no 3 (1998), 190; L D Terry, 'From Greek Mythology to the Real World of the New Public Management and Democratic Governance', *Public Administration Review* 59, no 3 (1999), 272–277; A Stark, 'What Is the New Public Management?' *Journal of Public Administration Research and Theory* 12, no 1 (2002), 137–151.

¹³ L J O'Toole, Jr., 'Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration', *Public Administration Review* 57, no 1 (1997), 45–52; E Lindquist and G Paquet, 'Government Restructuring and the Federal Public Service: The Search for a New Cosmology', in *Government Restructuring and Career Public Services in Canada*, ed. by E Lindquist (Toronto, ON: Institute of Public Administration of Canada, 2000), 71–111; C Hood and G Peters, 'The Middle Aging of New Public Management: Into the Age of Paradox?' *Journal of Public Administration Research and Theory* 14, no 3 (2004), 267–282.

¹⁴ P Dunleavy, H Margetts, S Bastow and J Tinkler, 'New Public Management Is Dead: Long Live Digital-Era Governance', *Journal of Public Administration Research and Theory* 16, no 3 (2006), 467–494; C H I Jeong, *Fundamental of Development Administration* (Selangor: Scholar Press, 2007); K-N Jun and C Weare, 'Institutional Motivations in the Adoption of Innovations: The Case of E-Government', *Journal of Public Administration Research and Theory* 21, no 3 (2011), 495–519.

¹⁵ Stark, 'What Is the New Public Management?'; Hood and Peters, 'The Middle Aging of New Public Management: Into the Age of Paradox?'.

factors of the New Public Management is the thought that public administration serves the people and not the other way around, and that citizens can be effective contributors.

But of course, the effectiveness of these NPM solutions can vary and there were also examples of making things worse than before.¹⁶ Later on, according to Alford (2016) the public service dominant logic (PSDL)¹⁷ came as a reaction to the deficiencies of New Public Management. While NPM focused more on the adoption of manufacturing management elements, many scholars argued that certain techniques of business management were unsuited for government services.¹⁸

However, PSDL stated that public services are produced and consumed at the same time and users are not only consumers, but also producers of the service, as well. Thus, co-production is an unavoidable part of the service delivery and from the perspective of PSDL, co-production is linked directly to the co-creation of value in public service delivery.¹⁹

But, regardless of the approach, according to Moore, the main goal of the public services is to create public value.²⁰ From this viewpoint, the main purpose of public administration is to create public value for the citizens. In the case of public services, the concept of public value seems to be hard to define properly, but generally, it can be anything which benefits society as a whole and is perceived by the citizenship as beneficial. Ultimately, public value can be defined as a value consumed collectively by citizens,²¹ which is created by government, through laws, regulations and services and also reflects the collective construction of what matters for society.²²

The concept of public value can be understood in a way analogous to the concept of private value. However, there is one big difference between those concepts. In the case of private businesses, the private value generation is always related to income and profit generation and through them, its success is easily measured. In contrast, there is no general indicator in the public sector, to show the key variables necessary to determine public value; thus, complex situations demand from public officers the capability to generate

¹⁶ D Osborne and T Gaebler, *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector* (Reading, Mass.: Addison-Wesley, 1992); H Mintzberg, 'Managing Government, Governing Management', *Harvard Business Review* (1996), 78–83.

¹⁷ S Osborne, Z Radnor, T Kinder and I Vidal, 'The SERVICE Framework: A Public-service-dominant Approach to Sustainable Public Services', *British Journal of Management* 26, no 3 (2015), 424–438; Osborne et al. 'A Sustainable Business Model for Public Service Organizations?'

¹⁸ Alford and Huges, 'Public Value Pragmatism as the Next Phase of Public Management.'

¹⁹ Ibid.

²⁰ M H Moore, *Creating Public Value: Strategic Management in Government* (Cambridge, MA: Harvard University Press, 1995).

²¹ Ibid.

²² T Meynardt, 'Public Value Inside: What is public value creation?' *International Journal of Public Administration* 32, no 3–4 (2009), 192–219; Alford and Huges, 'Public Value Pragmatism as the Next Phase of Public Management'; B Bozeman, 'Public-Value Failure: When Efficient Markets May Not Do', *Public Administration Review* 62, no 2 (2002), 145–161.

public value for the citizenship, by looking for balance between the needs, interests and expectations of citizens.²³

2.2. Service Blueprinting

Services can be seen as processes²⁴ and service blueprinting is an effective method which can be used to model complex business processes. It is a well-known and popular tool, which was developed with the purpose to be used for service design and innovation.²⁵ This method is based on the customer's view and can be used to map and visualise the interactions between the service providers and service users and, ultimately, to get a whole picture about a given service, from the start to the end.²⁶

The service blueprint has two dimensions: "The horizontal axis represents the chronology of actions conducted by the service customer and service provider. The vertical axis distinguishes between different areas of actions. These areas of actions are separated by different lines."²⁷ It is the overall picture of all relevant actors, resources and activities which are connected to a given service and taking a role in the service delivery process,²⁸ so this method offers an outstanding approach on the field of service planning and delivery.

According to Bitner et al. (2008), Zeithaml et al. (2009) and Kazemzadeh et al. (2015), the blueprinting method consists of six steps:²⁹

²³ M H Moore, 'Public value accounting: Establishing the philosophical basis', *Public Administration Review* 74, no 4 (2014), 465–477.

²⁴ C Gronroos, *Service Marketing and Management: A Customer Relationship Management Approach* (Chichester, West Sussex, England: John Wiley & Sons, Ltd., 2000); A Johne and C Storey, 'New Service Development: A Review of the Literature and Annotated Bibliography', *European Journal of Marketing* 32, no 3–4 (1998), 184–251.

²⁵ G L Shostack, 'How to design a service', *European Journal of Marketing* 16, no 1 (1981), 49–63; G L Shostack, 'How to design a service', in *Marketing of Services*, ed. by J A G Donnelly and W R George (Chicago, IL, USA); G L Shostack, 'Designing services that deliver', *Harvard Business Review* 62, no 1 (1984), 133–139; G L Shostack, (1987): 'Service positioning through structural change', *Journal of Marketing* 51, no 1 (1987), 34–43; J Kingman-Brundage, 'The ABC's of service system blueprinting', in *Designing a Winning Service Strategy*, ed. by M J Bitner and L A Crosby (Chicago, IL, USA: American Marketing Association, 1989); J Kingman-Brundage, 'Technology, design and service quality', *International Journal of Service Industry Management* 2, no 3 (1991), 47–59; J Kingman-Brundage, 'Service mapping: gaining a concrete perspective on service system design', in *The Service Quality Handbook*, ed. by E E Scheuing and W F Christopher (New York: American Management Association, 1993).

²⁶ Bitner et al. 'Service Blueprinting: A Practical Technique for Service Innovation'; Y Kazemzadeh, S K Milton and L W Johnson, 'Service Blueprinting and Process-Chain-Network (PCN): An ontological comparison', *International Journal of Qualitative Research in Services* 2, no 1 (2015).

²⁷ S Fließ and M Kleinaltenkamp, 'Blueprinting the service company: managing service processes efficiently', *Journal of Business Research* 57, no 4 (2004), 396.

²⁸ J Ojasalo, 'Contrasting theoretical grounds of business process modeling and service blueprinting', *Global Conference on Business and Finance* 7, no 2 (2012), 410–420.

²⁹ Bitner et al. 'Service Blueprinting: A Practical Technique for Service Innovation'; V A Zeithaml, M J Bitner and DD Gremler, *Services Marketing: Integrating Customer Focus across the Firm* (New York: McGraw-Hill, 2009); Kazemzadeh et al., 'Service Blueprinting and Process-Chain-Network (PCN)'.

1. First, we have to identify clearly the service process on which we would like to use the blueprinting method.
2. The second step is the identification of the specific customer segment of the targeted service process.
3. Third, we have to map or design the interactions between the customer and the service provider, regarding the service process.
4. The fourth step is then the mapping or designing of onstage and backstage employee and technology actions, regarding the customer.
5. Fifth, we have to link the mapped customer and employee actions with each other and with essential supporting actions where there are identified connections.
6. The sixth and final step is the adding of physical evidence for customer actions.

According to Bittner et al. (2008), the service blueprinting method can be used in a wide variety of circumstances, because it is highly flexible and resilient, as we will see it regarding our case as well.³⁰

2.3. Process-Chain Network

Process-Chain Network (PCN), which was introduced by Sampson, is another process visualising method, which helps to identify and link actors of a given process in a systematic way. According to Sampson: “PCN diagrams build on the strengths of other flowcharting techniques, while emphasizing the unique conditions and design opportunities for interactive service processes”.³¹

According to this statement, this service visualisation technique has several similarities with service blueprinting, as it was analysed by Kazemzadeh et al. (2015) in terms of action and communication flow supporting, as well as highlighting different actor categories and the interactions between them during the service process, but it differs from blueprinting in terms of line of visibility, for example. But, on the other hand, it has advantages in terms of representing the internal complexities of the processes regarding direct interactions, surrogate interactions, and independent interactions, which are the three main process domains of the whole process chain according to Sampson.³²

According to Sampson (2011) the PCN method consists of the following steps:³³

1. Define the target service process.
2. Define the process units within the process.
3. Define the first and last steps in the service.

³⁰ Bitner et al. ‘Service Blueprinting: A Practical Technique for Service Innovation.’

³¹ Sampson, *Essentials of Service Design*, 17.

³² Ibid; Kazemzadeh et al., ‘Service Blueprinting and Process-Chain-Network (PCN)’.

³³ S E Sampson, *Introduction to PCN Analysis 1*, 2011.

4. Define the steps in the process and their position relative to the other steps.
5. Identify the steps in the process that have no financial cost or benefit.
6. Identify financial compensation options and reduce financial costs.
7. Identify the steps in the process that affect customer service perceptions.

As Frei (2006) states, the complexity increases as customers are getting involved into a given service process; thus, visualisation of the whole process is a key step which helps to understand, analyse, manage and improve any given processes.³⁴

Sampson makes a difference between entities of the processes based on whether they are in control (operant resources) of certain resources and processes, or they are controlled (operand resources), and it is also possible to switch between roles, as we are moving forward in the process.³⁵

Another important aspect of the PCN model is that it makes a difference between specific beneficiaries (customers) and generic beneficiaries (service providers) and separates them into two groups, based on this. Customers participate in the process to fulfil their needs with the help of the service providers (a given company and its employees), whose aim is to gain resources (money) for other purposes, while hybrid entities also exist.³⁶

2.4. The customer's extrinsic and intrinsic motivations in a guardianship office contact affair procedure

In the field of public services, we examine the role of the client. Customers are not involved in the processes in classical public service processes. This means, they are part of the process, but they have no effect on any part of the process. Because the motivation of customers in such models is rather low, so their participation is also low and they only participate in the process because it is necessary. In modern public services, the goal is to achieve that the motivation of the customers become different than it was before. Osborne (2013, 2014, 2015) refers to the theory of extrinsic and intrinsic motivation in several studies.³⁷ To understand the extrinsic and intrinsic motivations, we are based on Ryan and Deci's study (2000). The following diagram illustrates the system of extrinsic and intrinsic motivations:³⁸

³⁴ F X Frei, 'Breaking the trade-off between efficiency and service', *Harvard Business Review* 84, no 11 (2006), 93–101.

³⁵ Sampson, 'Visualizing service operations'.

³⁶ Sampson, *Introduction to PCN Analysis 1*; Sampson, 'Visualizing service operations'.

³⁷ Osborne and Strokosch, 'It Takes Two to Tango?'; Osborne et al., 'A Sustainable Business Model for Public Service Organizations?'; Osborne et al., 'The SERVICE Framework'.

³⁸ R Ryan and E Deci, 'Intrinsic and Extrinsic Motivations: Classic Definitions and New Directions', *Contemporary Educational Psychology* 25, no 1 (2000), 54–67.

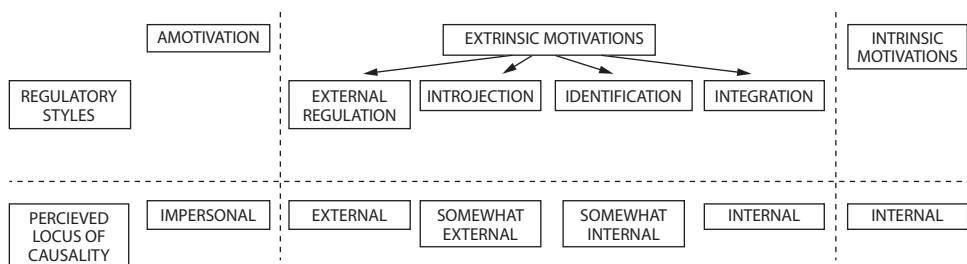


Figure 1 • *The system of extrinsic and intrinsic motivations*
 (Source: Compiled by the authors based on Ryan and Deci 2000)

In the stage of a motivation, the client does not participate in the process, it is excluded from it. In the present case, this means that the client does not want to keep in contact, does not want to use this opportunity, and if there is a case with the guardianship office, the client does not give its contact details, and does not respond to the requests of the guardianship office. In the early years of public services, customer engagement based on extrinsic motivations was typical. Even today, we find transactions where customers are only involved in the process because they are being forced to do so. For contact affair cases, this means that the parent is not interested in the child at the *impersonal stage*, does not want a contact with the child, even if the court grants the right of guardianship.³⁹

The next stage is the *stage of introjection* within extrinsic motivations. In this case, the parent only contacts the child or is involved in the contact affair case because he wants to avoid guilt or wants his environment to be proud of him (for example show that he is a good parent). In this case, we can speak neither about internalisation, nor internal motivation. The third stage is the *identification phase*, which is also part of the extrinsic motivation. At this stage, they already assimilate the regulation and make it a part of their internal self. The more the individual is able to do this, the more the regulation becomes part of the internal self, the stronger the identification. The individual goes to contact meeting and participates in the process of the guardianship office, because he wants to achieve a result. He wants to keep in touch with the child, but he does this first and foremost for the child, not for himself. This phase is more of an internal motivation. The fourth stage is the *integration phase*, when the parent is involved in the guardianship process because he is interested in his child's fate and because he wants to spend time with him.⁴⁰

The initiator of the contact affair procedure has also intrinsic motivation and is at the level of identification. It is also an intrinsic motivation if the parent does not wait until the guardianship notification arrives, but goes to the office, willing to cooperate effectively

³⁹ Ibid.

⁴⁰ Ibid.

for the sake of the quick administration. Deci and Ryan wrote in their study in 2000 that many actions are driven by compliance with the other (in this case the family member), so it can also be a promoter of internalization. However, in most cases, this is not always the situation. The head of the guardianship office drew attention to the change in attitudes over the past 30 years. In case of contact affair procedures, the parties often expect the guardianship authority to resolve issues that are not the responsibility of the guardianship office or which the parties themselves have solved earlier. On the basis of the above, it can be stated that if the parties identify themselves with the procedure as an intrinsic motivation, the situation will be more efficient and more flexible for the administrator. In their study, Deci and Ryan emphasise that autonomy, competence and connectivity play a role in the development of intrinsic motivations. In the case of autonomy, the guardianship office administrator has responsibility, because it is the support of personal will, in which the administrator can do a lot.⁴¹

The process examined by us in this study has a role in the development of this. If the customer believes that they are competent in the process, they will receive positive confirmation, so they will be more motivated. By customising the contact affair procedure, the competence of the clients can also be increased. The connection is obviously given, because we are speaking about a family member or relative in the process. In the development of public services, it is a clear goal that the motivations of the participants should not be seized at the extrinsic level, but rather they should feel it as an intrinsic motivation. To do this, the participants in the process must be competent, encouraged by positive feedback, and strong, positive communication from the administrators is also needed. In order to understand the intrinsic motivations, the study of Vallerand (1997)⁴² should be taken into account. He distinguished three levels of intrinsic motivation: 1. knowledge-based; 2. development and creation focused, and 3. stimulating and experiencing. We believe that new mechanisms and processes for contact affair cases can be transformed at the first level. By simplifying the process, the customer will be aware of the process steps, he will learn it, so his motivation will become internal.⁴³

3. APPLYING THE SBP AND PCN METHODS ON A PUBLIC SERVICE PROCESS

In our study, based on the Service Blueprinting (SBP) and Process-Chain Network (PCN) methods, we prepare our process analysis of the Guardianship Office's Contact Affair Procedure. Previously, no such analysis was carried out in public administrative

⁴¹ Ibid.

⁴² R Vallerand, 'Toward a Hierarchical Model of Intrinsic and Extrinsic Motivation', *Advances in Experimental Social Psychology* 29 (1997), 271–360.

⁴³ Ryan and Deci, 'Intrinsic and Extrinsic Motivations'.

procedures. Kazemzadeh et al.⁴⁴ analysed in their study the service processes of a hotel, using SBP and PCN methods. The aim of our study is to apply a new method of analysis onto the field of renewable administrative processes, by applying the above methods.

3.1. The process of the guardianship office's contact affair procedure

In this study, we examine the complicated process of contact affair procedures of the guardianship offices. In this chapter, first we present the regulation and legal background of the contact affair procedures in order to uncover and clear the reasons of involvement of the participants and their legal capabilities. After that, we discuss the burdens and problems of the guardianship office administrators during a contact affair procedure, highlighting the importance and difficulty of their work. Last but not least, we discuss the ways of communication between the participants, with a special focus on electronic communication methods as a promising way to shorten the process.

3.1.1. The regulation and legal background of the contact affair procedures

The term 'contact' in this case refers to the regulation of the relationship between a parent and child. The supervision and regulation of these procedures is within the competence of the guardianship offices of the given city [Government Decree 331/2006 (XII. 23.)].⁴⁵ The procedure is regulated by the following legislations:

- Act CL of 2016 on the Code of General Administrative Procedure
- Act XXXI of 1997 on the Protection of Children and Guardianship
- Act V of 2013 on Civil Code
- Government Decree 149/1997 (IX. 10.) on guardianship authorities and child protection and guardianship proceedings

Relationship issues are issues that arise after the divorce of parents or the termination of cohabitation. Usually, a parent stays with the child (children) and lives his or her daily life there. It is up to the court to decide. A parent with whom the child (children) does not live in a household is entitled to maintain contact with the child (children). The manner, form and regularity of contacts are also regulated by the court, but guardianship offices are also entitled to make such decisions or to regulate contacts.⁴⁶ The issue of contact has become important nowadays, due to the emergence of new types of family models and the increase

⁴⁴ Kazemzadeh et al., 'Service Blueprinting and Process-Chain-Network (PCN)'

⁴⁵ Government Decree 331/2006 (XII.23.) on the performance of the duties and powers of child protection and guardianship, and on the organisation and competence of the guardianship authority.

⁴⁶ E Boér, 'A gyermekelhelyezés, gyermektartás és a gyermekkel való kapcsolattartás', *Család Gyermek Ifjúság* 9, no 5 (2000), 7–11.

in divorces. Half of the marriages end in divorce, but children and parents have the right to meet with each other and keep in touch. The parent living with the child is required to ensure smooth communication.

“(1) The child shall have the right to have personal and direct contact with his / her separated parent. The parent or other person who is taking care of the child is required to maintain a smooth relationship.

(2) A parent who lives separately from his or her child shall be entitled and obliged to maintain contact with his or her child, unless otherwise provided by the court or guardian.

(3) A parent shall have the right to maintain contact with his or her child even if parental responsibility is interrupted, unless he or she is the subject of a decision rendering a stay void by reason of an act adversely affecting the child or a relative in the same household as the child.

(4) In duly justified cases, in the interests of the child, the parent may also be authorized to maintain contact with the child,

- a) whose parental responsibility has been terminated by a court;
- b) who has consented to the adoption of the child by the spouse of the other parent; or
- c) whose custody has been terminated because he or she, without disclosing his or her identity, consented to the adoption of the child by an unknown person by leaving the child in a designated place, medical facility, does not apply for the child within six weeks and the child has not been adopted.

(5) In the case referred to in subsection (4), the court or – if the child is protected by the guardianship authority – the guardianship office shall decide whether or not the parent is authorized to maintain contact with the child.⁴⁷

This right is regulated by Section 4:178 of the Civil Code (2013) and is in sync with Article 9(3 paragraph) of the Convention on the Rights of the Child, which also regulates the right of the child to maintain contact with a parent who is separated from him/her.⁴⁸

In some cases, it is not the parent but other affected clients that request to control the relationship:

In practice, it is usually the case that in addition to the request for the initiation of the process other clients (other than the one who initiated the process) also submit a request to establish his or her rights. This is the case, for example, with the guardianship procedure for re-regulating the contact terms of a single parent, where the parent raising the child requests that the contact right of the separated parent become restricted and the separated parent requests to be allowed to take the child abroad.⁴⁹

⁴⁷ Act V of 2013 on the Civil Code. 4: 178.§

⁴⁸ Filó E and Katonáné Pehr E, *Gyermekei jogok, szülői felelősség és gyermekvédelem* (Budapest: HVG-Orac, 2015).

⁴⁹ Boros A and Darák P, *Az általános közigazgatási rendtartás szabályai* (Budapest: Nemzeti Közszoigalati Egyetem, 2018).

The latter statement is also clearly covered by Act CL of 2016 on the Code of General Administrative Procedure, even though it is no longer a means of initiating the main proceedings. The two requests are dealt with in a single proceeding: the re-regulation of contacts.⁵⁰

3.1.2. *Burdens and problems of the guardianship office administrators during a contact affair procedure*

At the same time, we can say that in examining the process of contact affair procedures, we do not primarily focus on the legal environment in our study, but rather on examining the process itself. Investigations have already been made in this regard.

According to the report of Zsuzsanna Gyórfy, the Ombudsman for Fundamental Rights, during her inquiries into individual cases, she found that the heads of many first-instance and second-instance guardianship authorities reported that they were unable to meet administrative deadlines because their staff was overloaded with work cases, they had only a few free positions for new workers, compared to the amount of clients and in many cases existing positions cannot be filled with properly trained staff.⁵¹

The sensitive nature of the cases and the obligation of representing the best interests of the children, place a heavy burden on the administrators involved. The frustrated relationships behind regulatory procedures have primarily led to an increase in contact cases regarding the emergence of previously uncommon parental responsibility decisions (for example naming, school choice). In matters of parental control, there are an increasing number of foreign elements (such as caring parents and children moving abroad, separate parents staying in Hungary) for which appropriate legal instruments are available, but they raise issues that are difficult to deal with in human terms. The guardianship specialty deals with personal relationships. Each decision can fundamentally change the life of a person or the whole family. Such decisions require highly qualified, professional, knowledgeable administrators in a greater number on a daily basis.⁵²

A variety of factors impede the efficient, accurate, and rapid performance of guardianship tasks. These include high file numbers, high client contacts, time-consuming communication with individual clients due to the specific nature of the cases, telephone communication with clients and with other authorities, emails, faxes, mails, submissions, inspection of requests, making interlocutory decrees with immediate effect, and providing immediate information to the superior authorities. Several things are slowing down the administrative procedures, like out-of-court measures, multiple meetings with the Child

⁵⁰ Boros A, Hoffmann I, Pollák K, Bekecs A, Szamek G, Szegedi L and Vértesy L, *A közigazgatási hatósági eljárás általános szabályai az Ákr. szerint* (Budapest: Nemzeti Közszerzői Egyetem, 2018).

⁵¹ Az alapvető jogok biztosának Jelentése az AJB-3534/2016. számú ügyben a Gyámhatóságok munkatársainak túlterheltségéről.

⁵² Az alapvető jogok biztosának Jelentése az AJB-3534/2016. számú ügyben a Gyámhatóságok munkatársainak túlterheltségéről.

Welfare Service regarding the cases, holding mandatory negotiations, attending court trials, managing and maintaining multiple filing systems and performing financial duties.⁵³

Such problems also include occasionally working as legal assistants, ad hoc work at district office level, frequent meetings due to the uniqueness of the cases with the police, with the prosecutor's office, with the court, with the child protection services, and with other professionals. These special administrators also need psychological knowledge.⁵⁴

3.1.3. *An electronic way of communicating with the authorities to shorten the process*

During our study of the contact affair procedure cases, we identified the need for a simpler, electronic communication way between the authority and clients, as this issue emerged in every case. Thus, the process can be considerably shortened by electronic administration, and the legal background of this process is provided. It should be noted that, according to our research, nowadays there is only a very little reality to develop this practice.

Unless otherwise regulated by law, the form of contact shall be chosen by the client on the basis of information provided by the authority. The customer may switch from the chosen contact mode to another available at the authority. In the event of a life-threatening or serious injury situation, the authority will choose the form of contact.⁵⁵

Act CL of 2016 on the Code of General Administrative Procedure orders the application of the chapters of Act CCXXII of 2015 on the General Rules of Electronic Administration and Trust Service in the given situations. The authority shall communicate and maintain contact with the client and the other participants (regulated by Act CCXXII of 2015 on the General Rules of Electronic Administration) in writing or in person, by using physical or electronic ways.⁵⁶

Anita Boros, in her work *Új elemek a közigazgatási hatósági eljárásban* [New Elements in the Public Administrative Procedure], compares the summary procedure and the simplified decision-making. According to this article, the application of both types is only possible if there is no opposing party. In case of the contact affair procedure cases of the guardianship offices examined in this study there is an opposing party, so neither summary procedure, nor simplified decision-making are relevant and instead of them, interlocutory decree should be applied.⁵⁷

The law presents the general rules of communication with simple, concise content that applies to all actors in the process, so not only in case of the client and the authority, but

⁵³ Az alapvető jogok biztosának Jelentése az AJB-3534/2016. számú ügyben a Gyámhatóságok munkatársainak túlterheltségéről.

⁵⁴ Az alapvető jogok biztosának Jelentése az AJB-3534/2016. számú ügyben a Gyámhatóságok munkatársainak túlterheltségéről.

⁵⁵ Boros et al. *A közigazgatási hatósági eljárás általános szabályai*.

⁵⁶ Ibid.

⁵⁷ Boros A, 'Új elemek a közigazgatási hatósági eljárásban', *Új Magyar Közigazgatás* 9, no 1 (2016).

also between the authorities. Act CCXXII of 2015 on the General Rules of Electronic Administration establishes three forms of communication, according to which the authority shall communicate with the client and the participants during the procedure: in writing, electronically or personally by electronic means not deemed to be written. Based on the regulation of the Act, communication shall be deemed to be written if it happens in writing or by electronic means in accordance with the Act. The communication is deemed to be verbal if it happens by both personal and non-written electronic means (telephone, simple e-mail, etc.).⁵⁸

According to Act CCXXII of 2015 on the General Rules of Electronic Administration, communication is defined as electronic communication if the customer or the authority makes the statement or decision electronically. As an additional rule, the law stipulates that the definition of electronic communication shall also include electronic communication by voice, except where this is impracticable. The client has the right to choose the form of communication, and the authority is under an obligation to provide information on the communication modes. This freedom of choice is limited by the fact that the client is only able to do so unless otherwise regulated by law. So if the law prescribes some form of contact, it should be used. Act CCXXII of 2015 on the General Rules of Electronic Administration for example explicitly requires electronic communication with business organisations. In situations where there is a risk of death or serious harm, the authority will choose how to communicate.⁵⁹

When making statements to the client, the authority providing the electronic administration – unless the law defines the means of communication – shall use the means of communication provided in the client’s administrative provision, or in the absence of administrative provisions, can freely choose the electronic means of communication. So, if there is a possibility to use any form of communication during the administration and the client did not specify the way of communication, it is the authority that chooses it. In such a case, the authority will choose the mode of communication, typically the fastest and most cost-effective electronic format based on the principle of effectiveness.⁶⁰

3.2. Applying the Service Blueprinting method to guardianship office’s contact affair procedure

The aim of our study is to describe a slice of the public service sector, using the blueprinting practice, and to explore its potential. The service blueprinting method is the first (compared to other methods aiming to increase service efficiency), which is based on the consideration of the customer’s opinion, is able to visualise the service process from the customer’s point of view, and examines the physical characteristics

⁵⁸ Boros et al. *A közigazgatási hatósági eljárás általános szabályai.*

⁵⁹ Ibid.

⁶⁰ Boros and Darák, *Az általános közigazgatási rendtartás szabályai.*

of the service regarding this aspect. In Bitner et al. (2008) the authors describe many examples of using the blueprint method in the business sector. In this paper, the method described above is interpreted in the field of public services, including the contact affairs of guardianship offices.⁶¹

In a contact affair procedure, separated parents are involved to settle their differences with the help of the guardianship office administrator. The procedure starts with a submitted application by one (or both) of the parents, which goes through an examination. After formal and substantive checking, an interlocutory decree is made by the administrator and official letters are sent out by regular post to all interested parties, to inform them officially about the next steps. This step can take significant time, depending on the circumstances and willingness to cooperate of the opposing parties. After this, several more steps occur: the parties are summoned to make statements, provide evidence and finally, participate in a negotiation. During the negotiation, a decision is made to resolve the issue, based on the collected and verified evidence and the statements of parents, experts and the child (children).

In the Service Blueprinting method, the service is interpreted as an innovation challenge, including customer opinions and experiences, and interpersonal relationships. Services are interpreted from three perspectives in terms of blueprinting: 1. Service as a Process; 2. Service as a Customer Experience; 3. Service Development and Design.

Components of the blueprinting method include:

- customer actions,
- visible actions of employees,
- invisible activities of employees,
- process support,
- physical components.

Table 1 shows the components of the guardianship contact affair procedure in case of each component.

When interpreting the service process, we focus on the relationships between the activities that create the service. We examine how much each activity is related, how well they are able to unite and build an efficient service. Considering the role of the customer, within the service elements is a critical point in the process of services.

When examining and developing the service process, it is necessary to get to know the deeper understanding of the customers' perception and not only the interpersonal interaction. Taking into account customer experience goes beyond the scope of services. According to Pine and Gilmore, we live the time of experience economy.⁶² Customer experience means that customers contribute directly and indirectly to the development of companies, and they do so through their internal and subjective suggestions. The service

⁶¹ Bitner et al. 'Service Blueprinting: A Practical Technique for Service Innovation'

⁶² B J Pine II and J H Gilmore, 'Welcome to the Experience Economy', *Harvard Business Review* (1998), 76.

blueprinting method is capable of visualising the participants of a service operation, the entire process, highlighting critical points of contact with customers and physical service and other key functional and emotional elements.

Figure 2 presents the blueprint of the guardianship office’s contact affair procedure.

Table 1 • The components of Service Blueprinting
(Source: Compiled by the authors based on Bitner et al. 2008)

Service Blueprinting components	
Physical evidence	Guardianship offices, home of clients, experts’ office
Customer actions	Application submission to initiate procedure Receiving official letters, attaching evidence Personal appearance in the office, personal appearance at the experts, making statements
Onstage/visible contact employee actions	Making an interlocutory decree within 8 days Call for making a statement, summons for counter party, holding a negotiation Hearing of witnesses, experts and the child Presentation of evidence, making statements, decision
Backstage/invisible contact employee actions	Receiving and filing the application Formal and substantive examination of the application Clarification of the facts of the case
Support processes	Official digital system of administrators, post

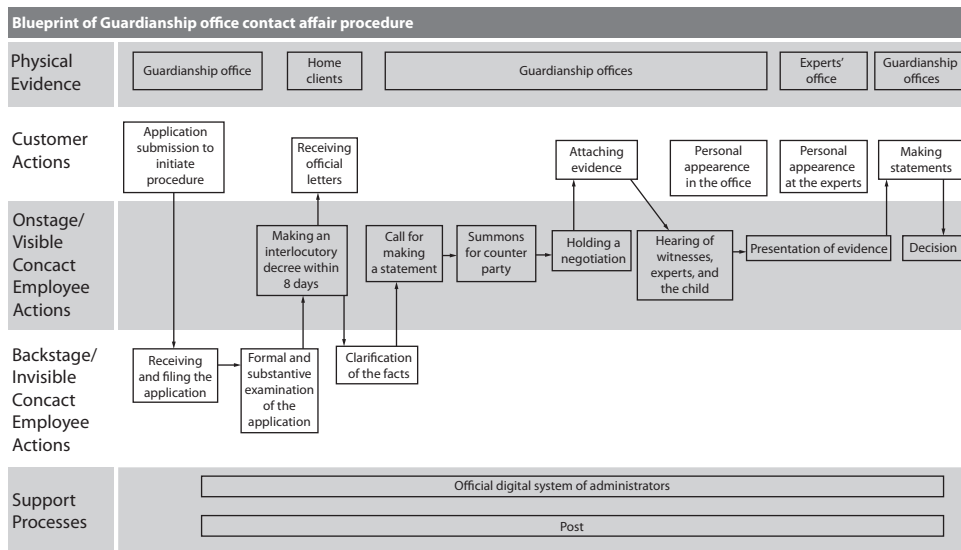


Figure 2 • Blueprint representation of the guardianship office contact affair procedure
(Source: Compiled by the authors.)

As we can see, after collecting and classifying the process steps, we can get a clear and understandable blueprint of the existing process, in which we can identify easily the different roles and actions of each participant; as well, we can show the connections between them, while also showing the order of the steps, as they follow each other. This method can be used to describe and visualise any service process, after the thorough mapping of the necessary process steps and by allowing to see the whole end-to-end process, it helps the further analysis as well, for example with discrete-event simulation.

3.3. Applying the Process-Chain Network method to guardianship office contact affair procedure

The Process-Chain Network (PCN) method is designed to present process elements involved in the service process based on needs and satisfaction. In the process of applying the method, we analyse the steps of the service process in the case of the guardianship contact affairs, and we illustrate the different needs and goals of the service. The elements of the process have different needs. Based on the diversity of needs, Sampson (2012) distinguishes between “specific beneficiary” and “generic beneficiary”. In this case, the guardian and the administrator are the generic beneficiary, and the clients are the special beneficiary. It is obvious that both have different needs and goals.⁶³

The PCN model includes customer satisfaction or dissatisfaction at different points of the service. Our model shows that customers are dissatisfied at many points. In the current stage of our research, these conclusions are our primary results (based on in-depth interviews with administrators and managers). In interactions, where clients encounter administrators, customer dissatisfaction is quite common. This may be due to lengthy waiting times (sending and receiving notifications, customers are deeply touched by the elements of the procedure emotionally, giving statements to experts, etc.).

Figure 3 shows the Process-Chain Network representation of the guardianship office contact affair procedure.

Unfortunately, the independent elements slow down the process and overall they are not getting closer to the solution. It can be clearly seen that measures and solutions for these elements could greatly increase customer satisfaction. These can be new digital administration solutions or other efficiency enhancing methods. The office premises are only partly suitable for creating an intimate atmosphere, which could also have a positive impact on customer satisfaction. During customers’ surrogate interactions, they often face the difficulty of not understanding the language of the office; they cannot represent their affairs correctly by themselves, which reduces their satisfaction. In such cases, they should seek the assistance of legal experts and lawyers. All in all, direct interactions are filling

⁶³ Sampson, *Essentials of Service Design*.

agents and clients with dissatisfaction. By making the process more flexible, customer satisfaction would be much higher.

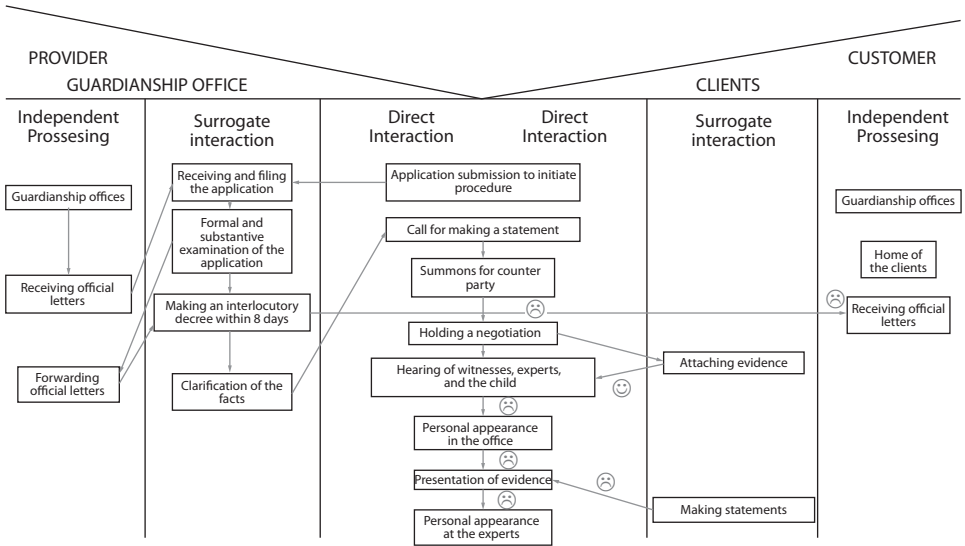


Figure 3 • Process-Chain Network representation of guardianship contact affair procedures (Source: Compiled by the authors.)

4. DISCUSSION

The aim of this paper was to present two methods that have not yet been used in the case of complex public services, but can be used to effectively describe and analyse these types of public service processes within the fields of public administration, as they are already widely used in the case of service design, development and improvement in the private sector.

First, we presented an overall literature review of public administration theories, with a special focus on Co-Production and Co-Creation, to show how public management is being transformed nowadays. Citizens are the customers of the state and public service managers are becoming more and more aware of their special role in public service design and delivery. The public sector is faced with major challenges and we can see how citizen involvement and participation in service creation is becoming more important, as we examine the approaches of New Public Management, Public Service-Dominant Logic and the theory of Public Value.

The processes of public management need to be reconsidered and transformed according to modern standards and expectations, in order to satisfy the customers of the state, but as we can see, according to the approach of Co-Creation, public services are very special,

because citizen participation can be not just voluntary but involuntary, as well. Thus, motivation is one of the key factors which should be considered, especially in case of special service processes, like the guardianship contact affair procedure in our example, when we are trying to create a more efficient and effective service process, which can serve better not just the citizens but also the government.

In our article, we present the methods of Service Blueprinting and Process-Chain Network, two very effective tools, which were never used before in the Hungarian public administration literature to analyse intricate service processes. These methods can help to map and visualise public services, in order to analyse the service process and identify possible problems, which are responsible for inefficiency and ineffectiveness.

As preliminary results of our research, we presented the application of both the Service Blueprinting and Process-Chain Network to the contact affair procedure of the Guardianship Offices and presented the blueprint of the existing process.

In a contact affair procedure, separated parents are involved to settle their differences during negotiations with the help of the guardianship office administrator. As both methods clearly show, in this process the citizens (the parents in this case) play a major role, whether they are aware of it or not and without their willing cooperation, the ineffective process becomes even more ineffective.

As we can see on the visualisation of the process, the procedure starts with a submitted application by one (or both) of the parents. The application goes through an examination in order to determine its justness, then the administrator creates a decree and official letters are sent out by regular post to all interested parties, to inform them officially about the next steps.

As we can see in the case of the Service Blueprinting representation, there are two main support processes, the official digital system of the administrators and the post. Based on the interviews conducted with several administrators, we can state that the backstage actions and especially the supporting processes, as for example the official letter sending and receiving (the posting), can slow down the process. It can take several days or even more for the letters to arrive depending on the circumstances and until then, the next step of the process cannot start. Depending on the motivation level of participation and the understandability of the situation of the parties, in many cases, the administrators have to repeat this step several times during the process.

On the Process-Chain Network representation of the contact affair procedure, we can see that the direct actions of the process are greatly affected by the previously discussed conditions of the independent steps and surrogate interactions, so the direct interactions create dissatisfaction on both ends. Thus, improving the background operations could greatly improve customer satisfaction and for example, new digital administrative solutions could greatly ease the circumstances of the administrators.

As we can see, both the Service Blueprinting and the Process-Chain Network methods can be used effectively to map the process steps of a complicated public service, to clearly identify and analyse each and every step, in order to highlight weaknesses and offer improvement options.

According to the literature, there are many intentions to improve public service processes, but very few of them discuss the more complex public services, like the contact affair procedure, and there was no example, so far in the Hungarian literature, according to our knowledge. Our intentions were to find methods which are well suited to access the complexity and provide useful insights, without the fear of losing valuable information, as we unwrap the layers of the service and create its clear and understandable model.

With the SBP method, we are able to visualise the interactions between the service providers and service users and get the whole picture of a given service from the customers' point of view. In case of the PCM method, which has many similarities with Service Blueprinting, we are also able to visualise the internal complexities of the processes, as we make a difference between direct interactions, surrogate interactions and independent interactions on both sides.

In our article, we used the contact affair procedure of a Hungarian guardianship office, as an example of complex processes, to show the usefulness of the two analytical methods, called Service Blueprinting and Process-Chain Network, within the domain of the public services, based on the theoretical approach of Co-Production and Co-Creation.

In our study, we determined that these methods are useful and can be applied to the more complex Hungarian public service processes and key points can be identified, where improvements can be made, to shorten lead times, increase flexibility and improve the general efficiency and effectiveness. In our further research, we will put greater focus on the process of the contact affair procedure itself, by collecting detailed data about the individual cases, regarding processing times and complexity and by using analytical methods and simulations to analyse the collected data in order to point out inefficiencies which are worth further research and examination.

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