BUSINESS PROCESS MANAGEMENT FRAMEWORK AND METHODOLOGY FOR THE PUBLIC SERVICE

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Introduction

Demand for increased effective and efficient service delivery require continuous attention from Government. In the Public Service Act of 1994, as amended state that the Executive Authority is responsible for the effective and efficient functioning of their departments. Therefore, it is not surprising that many departments find themselves in the midst of change interventions which range from incremental continuous process improvement to full scale change programmes. The golden thread running through all these interventions is the quest for improved process performance and in turn service delivery is improved.

Many departments try to achieve this through restructuring or by optimising, reinventing, or reengineering of business processes. Processes are designed to deliver outputs (products and services) that are of value to service recipients. Service recipients are no longer satisfied with the provision of poor service that emanates from poor process performance. Processes act as the lever by which departments can change the quality, quantity, timeliness, and cost of their outputs. The overall performance of a process is dependent on each individual activity. If the performance of any one of these activities falls short, the performance of the entire process is degraded.

Undocumented processes means that staff turnover can compromise service delivery, and that consistent quality standards are difficult to maintain. In practice it thus happens that staff leave the institution for other employment without any processes that was formally mapped and documented. A new person taking up the work thus has to figure out him/her self how to perform the work and thus service delivery suffers.

A further complicating factor is that business process management does not take place within a nationally set norm and standard and also outside of any set framework regarding the value chain dealing with service delivery quality and continuous improvement. This vacuum has the effect that business processes are not shared and compared between departments and spheres to optimize service delivery.

A service delivery quality and continuous improvement framework is currently being developed by the Department for Public Service and Administration (DPSA). This framework intend to argue that the value chain looks as follows: (1) A departmental strategy needs to be developed to determine the “what” a department will do, (2) A service delivery model need to be developed to determine “how” the department will deliver on its mandate, (3) the business process management cycle need to take place to document the processes to be followed, (4) Standard Operating Procedures (SOP) need to be developed to serve as a standard to perform the work, (5) Service standards
for the work need to be determined, (6) Service charters need to be developed and published, (7) unit costing of services and products need to be performed, and (8) service delivery improvement plans must be compiled to focus on the improvement of key services.

**Background**

It is important to note the importance of the government strategic objectives and agreements such as 12 outcomes. These agreements are the key in the delivery and implementation of government priorities. Furthermore, outcome 12 prescribes the identification of indicators that will be used in measuring the efficiency and effectiveness of business processes in various departments.

It is of necessity to measure these indicators, as they assist departments in evaluating the effectiveness and efficiency of services delivered to the public, and consequently enable departments to develop business processes improvement plans that will aide and improve service delivery.

Though the studies and research undertaken in various government departments, it was found that departments do not understand the value chain regarding the setting and improvement of service standards. Departments embark on service delivery improvement initiatives without the knowledge of the business processes that informs the delivery of services. It was also found that there are no standard operating procedures (SOP) informing the delivery of services.

A further complicating factor is that where mapping of processes is being conducted, it does not take place within a nationally set of norms and also outside of any set framework regarding the value chain dealing with service delivery quality and continuous improvement. This vacuum has the effect that business processes are not shared and compared between departments and spheres to optimize service delivery.

The development of a framework and methodology stipulating the minimum requirements for business process mapping, review and management as well as the rest of the value chain made up of SOP, setting of service standards and the development of service delivery improvement plans was found to be of importance.

To succeed in BPM a Department needs a roadmap to guide it through the right steps in the right order. BPM need clear definitions of what is to be done, how, when, why, where and by whom. This clear definition starts with recognising the need for change and setting realistic goals. Then a plan supported by adequate resources and schedules can be developed. A realistic and practical BPM methodology is based on a
framework that does not only take into account all stakeholders’ requirements, but also the following elements:

- organisation strategy;
- business processes;
- Resources;
- Systems and technology and
- Citizen needs.

The BPM implementers should follow a systematic methodology to achieve breakthrough operational goals. The appropriate resources, both financial and human, must be committed to the effort. And there must be an aggressive timetable, a schedule that will bring about change quickly.

A formal BPM framework and methodology serves as a roadmap to guide the BPM projects to ensure that all bases are covered in the process.

To ensure success, it is vitally important that government develop a structured and repeatable BPM framework and methodology that, if followed, will dramatically improve the chances of a successful outcome. An iterative approach is key to long term success – start small, think big, iterate.

**Purpose**
The purpose of this framework and methodology is to assist government departments in identifying, mapping, designing, review and management of business processes, standard operating procedures, service standards and service delivery improvement plans.

This framework was informed by various challenges that were identified through various analysis and studies done in various government departments on the effectiveness of business processes.

The development of this framework and methodology will ensure that the process of improving service standards takes place in a regulated environment; consequently identify indicators for efficient and effective business processes at all frontline service levels.

Objectives

The following are the objectives of this framework and methodology:-

- Appropriate and efficient application and implementation of business processes at all government departments’ with a specific focus on frontline services;
- Promotion of better service delivery;
- Shared business processes;
- Understanding of skills and competencies related to business process development, mapping and management; and
- Enable departments to develop, set and manage standard operating procedures, service standards, service charters and service delivery improvement plans.

Definition of business process management

According Guide to The BPM CBOK®, "Business Process Management (BPM) is a disciplined approach to identify, design, execute, document, measure, monitor, and control both automated and non-automated business processes to achieve consistent, targeted results aligned with an department’s strategic goals.

BPM involves the deliberate, collaborative and increasingly technology-aided definition, improvement, innovation, and management of end-to-end business processes that drive business results, create value, and enable a department to meet its business objectives with more agility. BPM enables an enterprise to align its business processes to its
business strategy, leading to effective overall department performance through improvements of specific work activities either within a specific department, across the enterprise, or between departments."

Various viewpoints also exist regarding BPM. Firstly BPM is seen as a holistic management approach encompassing a set of business practices and management disciplines that ensure that business processes are constantly monitored and changed over time to ensure that they are both optimal and aligned with the strategy.

The second popular use has been adopted by the workflow community to describe the next generation of their software. With this they promote a strategy where organisations implement BPM systems together with Services Oriented Architecture (SOA) to build flexible automated processes, and then via integrated reporting and simulation tools, monitor and adjust these processes in real time to ensure that they are both optimal and aligned with the strategy.

A third use is where process mapping and documentation tools are also referred to as BPM tools or systems. This is based on the approach that in order to manage an department’s processes overtime they first need to be accurately documented in their current form. With this as a starting point processes can then be properly analysed and improved over time. Because process information is always current and visible, ongoing analysis and improvement is easy to sustain.

In broad terms BPM is thus a management philosophy for creating agile departments capable of transforming their business processes in pursuit of extraordinary results. It embeds business process thinking in departments such that they can continually change and adapt, efficiently and effectively, to suit ever-evolving services, economic, political and social conditions.

In the context of the South African government, BPM can be described as the broad collection of activities within a department concerned with the identifying, classifying, documenting, measuring, analysing, improving, integrating and maintaining processes with the ultimate goal of serving the service recipient better thus, through achieving the various departmental strategic goals.

Managing processes is harder than it may seem at first - mostly because processes are not clearly visible, don’t stand alone, but are interdependent. Ensuring a smoothly running business process is critical in maximizing the added value you are providing to your service recipients. Managing the key processes efficiently is critical to the success of the department.
Why is a business process management framework and methodology important?

In short, business processes are the heartbeat of any department as processes assist departments in performance or productivity improvement. Business processes can assist any department in taking accurate decisions on structure design once every process has been defined and mapped.

Furthermore, it ensures standardization of the delivery of service and products in government departments leading to better productivity within government.

The greatest advantage of BPM is that it helps an organisation to understand how things are really done in the department, revealing problems, bottlenecks and inefficiencies that could remain hidden in any typical department that on the face of it may seem functioning normally.

BPM also helps departments to:

- Increase service recipient and employee satisfaction
  
  The structured way of delivering services will provide a better product to the service recipients and as such also contribute to employee satisfaction.

- Reduce lead times
  
  Processes will be optimised through the ongoing management thereof and thus will lead to shorthand delivery time.

- Decrease costs
  
  Through standardised processes, cost savings are made in the long term.

- Improve internal effectiveness and quality
  
  By on an ongoing basis improving business processes effectiveness of the delivery of the product or service is improved continuously over time.

- Revenue generation and Cost avoidance
  
  Having an optimal processes designed will lead to better revenue collection.

BPM also contributes to a better understanding of the ultimate goal and output of the department and the individual's role in it. Most importantly is the notion that processes
and their output are the real interface with a department’s service recipients - not just individual functions of a department.

Modelling and analyzing business processes enables departments to develop the department and improve its effectiveness and quality of work.

Further benefits includes:

- Anticipate the need for and implement efficient and effective business change
- Respond quickly to changing trends and external pressures
- Satisfy service recipients
- Achieve breakthroughs in performance
- Model processes to clarify process intent
- Align process intent with strategic direction of the department
- Use advanced methods for process management to achieve optimal results in service delivery
- Leverage technology and other enablers to improve workflow

**Towards a public service business process quality methodology**

Due to the above mentioned issues a standard methodology has been designed for the public service. This methodology is a foundation in ensuring that business process management takes place in government as well as to ensure that capacity to undertake the work in departments is developed. The methodology starts with two phases that firstly prepare the departments to embark on BPM and then secondly take stock of what is currently in place. Moving forward from this point, business processes are then mapped and improved upon and implemented. As a last phase, the business processes are monitored and maintained. The methodology is presented as a minimum requirement and departments can evolve the methodology further. Schematically it looks as follows:
## Public service business process quality management methodology (tabular format)

<table>
<thead>
<tr>
<th>Methodology:</th>
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<tr>
<td>Preparation and activation phase</td>
<td><strong>Activities:</strong> Obtain and secure buy-in; manage change; lay BPM foundation (policy, governance structure, tools and techniques, standards, repository), engage on stakeholder analysis, manage BPM projects and formulate future shaping forces</td>
</tr>
<tr>
<td><strong>Current as is status quo phase</strong></td>
<td><strong>Activities:</strong> Compile process inventory (identify and name processes, classify processes, identify service recipients, identify process owners, identify systems, identify process performance indicators), identify and appoint process owners, document processes, establish performance measures, measure process performance, Analyze performance gap (conduct benchmarking, obtain stakeholder performance requirements, identify performance gaps), determine process vision, design principles for new process</td>
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<tr>
<td><strong>Determine approach</strong></td>
<td><strong>Activities:</strong> determine improvement approach (Radical e.g. BPR, and Kakura or incremental e.g TQM, Lean, 6 Sigma)</td>
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<td><strong>Proposed to be phase</strong></td>
<td><strong>Activities:</strong> Improve process by developing high level process alternatives (ID business process and develop business case) and conduct detail process design (Strategy, Process, Technology, people) (including structures, job descriptions, SOPS, training material, process costing etc.)</td>
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<tr>
<td>Implementation phase</td>
<td><strong>Activities:</strong> Obtain mandate, develop implementation plan, implement quick wins, oversee implementation of long term solutions, manage repository, celebrate success</td>
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<td>Maintenance phase</td>
<td><strong>Activities:</strong> Monitor process performance, ID improvement opportunities, Maintain data repository</td>
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Preparation /Activation phase

During the preparation/activation phase of the BPM methodology, care must be taken to ensure that all the preparatory activities are undertaken and completed to oversee the roll out of the BPM methodology within departments. The various activities that must be undertaken as a minimum are listed below.

Obtain and secure buy-in
Senior management and leadership of a department are obliged to provide inspirational leadership. They must lead and promote the need to have a BPM framework and methodology in place and hammer on the importance and the value of rolling it out to its fullest. The first activity is thus to obtain and secure top management buy-in and commitment. This commitment should be illustrated by management through them leading from the front and acting as change agents, thus ‘walk the talk’. Communication should be directly from them and they must be instrumental in removing possible stumbling blocks. Through the commitment of resources (human, financial and otherwise) it must be clear that there is full support for the BPM initiatives and that it receives priority. Leadership must then also provide the mandate for implementation of the BPM methodology in the department. The leadership commitment is of critical importance and therefore it could be considered to appoint a Champion in top management to be accountable for implementing the framework and methodology in the department.

Change management process
A comprehensive change management plan must be developed to ensure the complete roll out of the BPM methodology in the department. To this extent it must be ensured that all the stakeholders’ vision is vested in the changes that are being proposed. Care should be taken to involve stakeholders in the process on an ongoing basis. Awareness of the potential benefits of implementing the BPM methodology should be raised and entrenched with all stakeholders and negatives of resistance should be countered with the positive benefits of the implementation of the BPM methodology. Through the change management process, commitment to the reality of the roll out of the BPM methodology must be achieved. The whole change management process must be firmly owned by the people themselves - especially implementation and maintenance. Change management in terms of people, systems and processes should be considered.

Lay BPM foundation
During this sub-phase, the department must decide upon and put in place the foundation upon which the department will conduct its BPM projects and engagements.
In the main, four aspects need to be addressed e.g. policy aspect, governance structures, tools and structure, setting of minimum standards and the identification of the data repository.

- **Policy**

  A formal departmental policy on BPM needs to be developed through a consultative process. This policy need to give direction and boundaries to any future BPM engagement of the department.

- **Governance Structure**

  A formal governance structure to oversee all BPM engagements should be in place and well communicated to all internal and external stakeholders. Clear roles and responsibilities need to be assigned to all members in the structure. As many processes are replicated within the various sectors it is advisable that a mechanism be created within sectors to ensure alignment of efforts within the sector e.g a forum where all health departments can communicate on BPM and agree on an implementation plan.

- **Tools and techniques**

  The department should decide on which tools and techniques are suitable for the work that the department is performing and then identify the appropriate tools and techniques as a common set that the department will utilize. Most departments decide on one or two approaches to use (e.g Six Sigma and or Lean methodology) because applying many methodologies require investing in learning these in the department and it is not easy or cheap. As there would be many advantages (financial, sharing of information, training opportunities etc.) for government as a whole to have a common set of tools, it is proposed that a small task team be formed to investigate this possibility and to make the necessary recommendations.

- **Standards**

  Minimum standards for the BPM process in the department needs to be set

- **Identify a repository**

  A department needs to decide on a common repository for the information that will be captured during the BPM process. A common procedure and
practices also need to be developed on how the department will capture the processes on the repository and how this will be maintained.

**Conduct stakeholder analysis and categorisation**

Stakeholders:

- have different interests in the BPM methodology,
- define BPM performance success differently, and
- benefit from BPM performance in different ways

Due to the above, it is thus critical to perform a comprehensive stakeholder analysis for all the stakeholders that will be affected by the implementation of the BPM methodology. The requirements of all the stakeholders need to be registered and addressed. Stakeholder characteristics vary substantially and for the success of the BPM methodology these characteristics must be identified, known and looked at.

**Management of projects**

The management of projects is a crosscutting activity. The roll out of the BPM methodology should firstly be undertaken on a project management basis but secondly, all the physical process design and improvement initiatives that take place within the BPM methodology should be rolled out on a project basis.

BPM professionals must work within a clearly defined project-based approach:

- timescale requirements
- effective use of resources
- meeting specified objectives
- stakeholder profile
- constraints and limitations
- available skill sets

For this purpose, the project methodology developed by the Technical Assistance Unit (TAU) at the National Treasury could be utilised.
Current “As is “status quo Phase

During this phase various issues need to be addressed to determine the “As is” situation regarding BPM. Once this phase has been completed it will not have to be done again as the “To be” situation becomes the “As is” in future BPM initiatives.

Compile process inventory
As a first step in this phase, a process inventory (a list of all end to end processes in a department) needs to be designed and complied. This will give the department an idea of processes which are currently being performed. As a minimum, the following should be addressed:

- Identify and name all processes within the department
- Classify processes
- Identify the end service recipients of the process
- Identify process owners and document them (ensure formal appointments have been done)
- Identify systems/technology involved in the processes
- Identify process performance indicators

Results of this should be documented within a repository to optimise reuse and minimize duplication

Identify and appoint process owners
The appointment of process owners is one of the key success factors in overseeing successful BPM as they provide high level overviews of the business processes in the department. They should be held accountable for the effective functioning of their mapped processes and for the overall improvement of processes. The appointments should be done formally and in writing and bound to specific time periods.

The appointed process owners should:

- be given the authority, responsibility and resources to deliver,
- make a public commitment to the process for which they are accountable and
- should be prepared to back process change with all the power, influence and authority at their command.
In practice, care should be taken of the following issues if and when they surface:

- Process owners are required for effective management of process based departments but in most cases deficiencies impair their effectiveness
- Roles and responsibilities often are not defined clearly
- Uncommon for process owners to be effectively role-trained
- Support by staff who are properly skilled in the methods of process management

**Document/map processes**

For a department to achieve its strategic objectives or imperatives there is a need for every process to be mapped and documented. This ensures synergy of processes and eliminates duplication, overlapping and delays that hinder productivity.

During the activation phase, tools and structures were determined for BPM. These should now be used to document and map all the identified processes. This process is very time consuming and resource intensive. Proper allocation of time should be ensured. It is also of vital importance that a common set of tools are used and that the repository of all the documented processes is kept and maintained at a central space.

**Establish process performance measures**

In order to establish if processes are performing optimally, performance measure to measure the processes must be developed and documented. In main, the performance measures must have the following qualities:

- Relate to process goal (mission)
- Only a few should be selected
- The performance measures should be comprehensive and accurate
- Readily available and easy to measure
- Set at the appropriate functional level
- Set achievable but demanding targets

It is also important to acknowledge that the set performance targets will affect behavior. This aspect should thus then be kept in mind when setting performance measures.

Two main groupings of performance measures can be set, namely effectiveness measures and efficiency measures. Examples of categories of effectiveness measures are conformance to standards and fitness for purpose or meeting service recipients
requirements. Examples of efficiency measures are process time and costs and can be conformance to standards or benchmarks (benchmark throughput level or target).

**Measure process performance**
Once the performance measures for the various processes have been set, they must be measured. The findings and results of the performance measurements must then formally be approved and documented. This information can be used later on to serve as baseline information.

**Analyse process performance**
The findings and results of the performance measurement now need to be analysed to establish if the processes are performing optimally and achieving the envisaged results. Analysis can be done through conducting benchmarking with comparative processes to establish the level of performance of the specific process. The performance should also be compared to the stakeholder requirements that were determined in the activation phase to establish if the process is responding to the various requirements. During the analysis of the process performance gaps should be identified and noted for future attention and improvement.

Cognisance must be taken of who wants what and what measure is applied for whom. Also important is to decide on what the priorities are where possible conflict may arise with all the various sets of requirements, which takes this aspect back to the initial phase of Preparation.

**Determine process vision/design principles**
During this step, a high level vision and/or design principles need to be determined based on the results of the analysis of the process performance that was done. Typically, this vision would include aspects such as time span, improvements required for the process (e.g. an ID need to be issued in 2 weeks), whether the process improvement will be done through internal or external capacity and the cost of the result of the process (e.g. an ID should not cost more than R40 each). These steps thus define the high level renewal goals that have been identified in the analysis of the process performance.

**Determine improvement approach phase**

Depending on the nature of the shortfall and gaps identified and the vision and design principles, a specific approach needs to be selected to address the real issues. For example, if the process as a whole needs to be altered and a totally new direction
needs to be taken, a radical approach will be needed, whereas small improvement to processes can be done on an incremental basis.

The following are types of approaches that could be considered:

• **Radical improvement**
  - Business process reengineering (BPR)
    BPR is the analysis and redesign of workflow within and between departments.
  - Business Process Innovation
    Innovation takes place when an existing practice is reviewed and replace by something better

• **Incremental improvement**
  - Total Quality Management (TQM)
    TQM is a comprehensive and structured approach to organisational management that seeks to improve the quality of products and services through ongoing refinements in response to continuous feedback.
  - Kaizen
    Kaizen refers to activities that continually improve all functions, and involves all employees from the highest to the lowest levels in the department. It also applies to processes, such as purchasing and logistics, that cross organisational boundaries into the supply chain. By improving standardized activities and processes, kaizen aims to eliminate waste.
  - 6 Sigma
    Six Sigma seeks to improve the quality of process outputs by identifying and removing the causes of defects (errors) and minimizing variability in business processes. It uses a set of quality management methods, including statistical methods, and creates a special infrastructure of people within the organization ("Black Belts", "Green Belts", etc.) who are experts in these methods
- **Lean**

  "Lean," is a production practice that considers the expenditure of resources for any goal other than the creation of value for the end service recipient to be wasteful, and thus a target for elimination. Basically, lean is centered on *preserving value with less work*

- **Suggestion systems**

  Suggestion systems is a method by which the ideas and suggestions of the employees are communicated upward through the management hierarchy.

- **Work measurement and productivity**

  Application of time and motion study and activity sampling techniques to determine the time for a qualified worker to complete a specific job at a defined level of performance. Work measurement is used in budgeting, manpower planning, scheduling, standard costing, and in designing worker incentive schemes.

**Proposed “to be” phase**

In this phase, the process that was measured according to performance and found to have some shortfalls and gaps, is scrutinised and proposals generated for improvement.

**Improve Process**

This step has two sub-steps namely; the development of high level process alternatives and the conducting of detail process design.

**Develop high level process alternatives**

The application of problem solving techniques will generate various options and alternative for the process improvement. These high level ideas now need to be identified, further developed and described. At this point a business case has to be prepared at high level to investigate the feasibility of the various identified alternatives. In the development of the business case, issues such as the advantages and disadvantages, costs and possible implications of the identified alternative must be considered. At this stage, it is also recommended that a decision point be built into the process in order for management to take a decision on future direction before too much work is done on the development of the detail process for each alternative.

**Conduct detail process design**
During this activity, detailed processes has to be designed. Cognizance must be given to strategy, process, technology and people as to what effect the newly designed process will have on these aspect. Strategy wise, it needs to be determined if any legislative or policy changes and alteration of delegations are needed to enable the roll out of the newly designed process. During this activity, consideration should be taken on whether it should be considered if the newly designed process fits into the existing processes and how it will possibly affect existing processes. It also needs to look as how it feeds into and from existing processes. Technology wise, it should be established if any new technology will be needed and how the newly designed process will impact on current technology. The newly designed process might also have an impact on the following and issues that needs to be addressed:

- Organisational structure of the department or other departments
- Job profile such as job descriptions and specifications
- Job evaluation/grading
- Performance agreements
- Service level agreements

**Implementation phase**

Once the newly designed process has been established, naturally the implementation and roll out thereof needs to follow. The following easy steps are proposed to achieve this:

**Obtain implementation mandate**

Before any implementation commences, approval needs to be obtained from the relevant decision making authority in the department. This should be done formally and will usually take the format of a submission.

**Develop implementation plan**

A high level implementation plan which indicates who will need to do what, by when, to install the newly designed business process with approximate milestones need to be developed and approved. The decision must be accompanied by high level commitment to the changes (preferably at executive level of the department).
**Implement quick wins**
As with most projects leadership and management is eager to see improvement. It will thus be wise to look for and implement quick wins. The following should however be kept in mind when doing so:

- It should not duplicate current initiatives
- It should not impose a requirement to interoperate with existing or new systems
- It should be complimentary to, not in contradiction of, a strategic process review approach
- The time to implement should be relatively short (60 – 120 days)
- Costs of implementation often relatively inexpensive
- Helps “make change the culture”

**Update repository**
The newly implemented process must be updated in the central repository of processes to ensure that all information is up to date.

**Celebrate success**
This step is often neglected in government but should actually receive widespread and high-level attention as it builds and improves employee morale in the department.

**Maintenance phase**
In this phase, it is important to monitor the process performance of the newly designed processes as well as all existing processes. There should be a constant lookout of where processes can be improved further and on a continuous basis. Here lies the opportunity to also identify and prioritise processes that could be technologically enabled to be performed and monitored electronically. The implementation of the processes, offers the department an opportunity to update the departmental business architecture.
Monitor process performance

The monitoring of process performance is of vital importance to ensure optimal process performance. Non performing processes should be identified and redesigned and improved. Typical indications of process under performance could be:

- Staff cost increase
- Increases in error rates
- Increase in service recipient complaints
- Upsurge of complaints in traditional problem areas
- Sudden appearance of complaints in areas of activity not previously noted for them.
- Staff complaints
- Increase in throughput time
- Increase in overtime levels
- Increasing Staff Relations problems, staff absenteeism and turnover

These indications need to be linked back to the activities of “Measure process performance” and “Analyse process performance” so as to ensure consistency and to retain the usefulness and reuse of the baselines of measures used in earlier phases. This is thus also indicative of the importance in determining the correct measures from day one.

Identify improvement opportunities

Constant attention must be given to identify improvement opportunities. This will ensure continuous service delivery improvement. This could be done by holding a close tab on international trends and benchmarking on departments that conduct more or less same processes as the department. A constant eye should also be kept on technology and innovation institutions such as the Centre for Public Service Innovation (CPSI). Lean (reduction of waste) methodology is one of the examples of building up efficiency.

Maintain business architecture

A Business Architecture may be loosely defined as a set of elements and their relationships that form a whole and that is defined by its functionality. Well-documented business architecture includes the situations, structures and behaviour represented and
represents a valuable business strategic asset. It will enable and assist in the identification of new business opportunities/areas of improvement and baseline of the information systems that support the business and therefore a good architecture must represent the business as accurately as possible, hence the requirement for continuous updating when processes have been amended.

The separation between process and business architecture should be resolved in the tool selection phase by obtaining a tool that is not only a modelling tool, but provides a manageable Business Architecture repository. If not, entropy will creep in and reduce benefit from previous work.

**Possible Key challenges to be experienced during roll out**

To introduce a formalized common BPM methodology into departments is no mean fete. Huge resistance is envisaged due to the fear of change, fear of the unknown and a range of other factors. The main obstacles seem to be the following:

- Introduction of a comprehensive business process performance assessment matched against best-in-class practices might cause fear in the process owners
- Introducing a common policy, strategy, approach and standard on process management and to sustain the implementation thereof might be seen as extra work
- Minimize ad-hoc initiatives might impact on the employees’ hiding behind non-scheduled work; and
- To introduce and establish clearly defined business process ownership might be seen as now being held accountable for failures.
- One of the challenges in government is rigidity (perceived or real) in their structures. Normally processes (end-to-end) traverse units/divisions/section and it is sometimes not easy to drive a redesign process improvement project across these units. We need a culture of adaptability, flexibility and work teams.
- Historically most departments have been focusing on input/ process indicators (leading indicators) and less on output/outcome (lagging indicators), but the new government outcome-based approach is going to force departments to review their business models.
The result of not addressing the above-mentioned challenges is the following:

- Fragmented results obtained from processes
- Unresolved problems
- Waste of resources
- Low productivity
- Employee dissatisfaction
- Service recipient dissatisfaction

Business process management maturity level and its’ impact on roll out

The receptiveness of departments to the idea of a BPM methodology varies due to many factors. One of the main issues of resistance has to do with the departments maturity level and understanding of BPM. The diagram below indicates the levels of maturity.
Level 1

Departments don't have their processes defined. Work in such departments is accomplished by individuals who get things done by means of outstanding efforts. It is thus “Fire-fighting management" - There are no specific objectives. Success in these departments depends on the competence of the people in the department and not on the use of proven processes.

Level 2

Departments have begun to define some formal processes. Usually, this effort begins at the work group and focuses on defining processes that are especially important to the group. The initial effort focuses on creating a documented process that can consistently generate results within a predictable timeframe. "Work unit management" - The objective is to create a management foundation within each work unit or project.
Level 3

Departments expand their formalization efforts and begin to organize individual processes into a larger system of processes. These departments have redesigned their major processes, defined their value chains and are focused on eliminating the disconnects among the major processes that make up their value chains. "Process management" - The objective is to establish and use a common departmental process infrastructure and associated process assets to achieve consistency in how work is performed to provide the department's products and services.

Level 4

Departments have their core processes defined and aligned. They are focused on managing their processes on a day-to-day basis. To do this, they establish systematic process measures and use the data to make management decisions. "Capability management" - The objective is to manage and exploit the capability of the departmental process infrastructure and associated process assets to achieve predictable results with controlled variation.

Level 5

Departments maintain their already excellent processes and have teams that focus on continuous process improvement, using data derived from the processes and from service recipients to assure that their processes remain as efficient and effective as possible. "Change management" - The objective is to continuously improve the department's processes and the resulting products and services through defect and problem prevention, continuous capability, and planned innovative improvements.

From the above it is clear that all departments are not at the same maturity level regarding BPM. It is also a fact that a common approach to BPM in government does not exist and that such an approach is urgently needed to ensure that departments start their journey on the maturity stairs mentioned above.

Critical success factors for continuous process improvement through BPM methodology

Throughout the methodology, many important steps are mentioned and are crucial in the implementation of the methodology. In order to ensure that BPM methodology is receiving its due attention in departments and is implemented to its fullest extent, it is important that certain basic criteria are in place.
Leadership commitment

Leadership commitment and buy-in is of the utmost importance and is shown through the following factors that are in place:

• The department has an approved policy for BPM.
• A BPM system exists in the department.
• There exists an organisational structure responsible for the development, deployment and maintenance of the BPM system.
• A BPM training plan exists in the organisation.
• Management conducts periodic assessment of the departments BPM system, including their own BPM skills.
• Management ensures that BPM targets are set for reviews and that action plans are developed to improve the BPM status of the department.
• Management keeps records of BPM review results and the BPM status of the department.
• All Process Management activities are effectively communicated down the line.
• Management builds a culture of continuous quality improvement in their business activities or work

Process ownership

Healthy process ownership is an indication of how ownership of core, support and sub-processes is managed in the department. The following should be in place as a minimum:

• For each core and support processes, 'end to end ' process ownership is established and declared.
• For each sub-process, ownership is established, where necessary, by the relevant process owner.
• Standardised documentation regarding roles and responsibilities of process owners is available.
• Process owner roles and responsibilities are adhered to by the process owners in the organisation.
“Subject” Ownership
There will be various element types / libraries used in the compilation of the business architecture. It is suggested that owners for these are also identified and allocated so as to ensure the ongoing maintenance and optimization of these. This will greatly reduce duplication and aid integration while adding an important dimension to the endeavour.

Design and mapping of processes
The question could be asked, how does the department design and map its business processes? A minimum response should include the following:

- Core business and support processes are identified, designed and mapped utilising a standard methodology and mapping techniques to ensure alignment and integration
- Well established process mapping standards and tools are deployed effectively in the department
- A standard process for business process design, documentation and authorisation exists in the organisation (i.e. from concept to complete design).
- Various quality control points are well defined throughout the process.
- Defined criteria requirements for acceptance at each quality control point is available. Examples of quality control points are: quality gates, operational check lists, error detection etc.
- The quality of design caters for the capacity and capability of the process to deliver the required quality outputs.
- The quality of design caters for changing service recipient requirements, technology and services, effectively.
- Product and service design requirements are translated into efficient and effective production/delivery processes.
- All requirements associated with products, services and production/delivery processes are addressed early in design by all key stakeholders to ensure integration, co-ordination and capability.
- Process outcomes must primarily address government policy imperatives and the needs of service recipients or beneficiaries
Documentation of work instructions
The necessary documentation and rules of engagement in the performance of processes should be clear. In order to achieve this, the following must be put in place:

- Work instructions and business rules are documented for all core business processes and support processes as well as sub-processes.
- Work instructions and business rules are well defined, current and available at the point of application.
- Work instructions also take the following into consideration: health, safety, long-term performance, environmental impact, measurement capability & maintainability.
- A process is in place to keep work instructions and business rules in step with process design and product documentation changes.
- Work instructions, throughout the process, are aligned, end to end, to ensure that duplication of work, redundant work and contradiction of methods are minimised.
- Business rules, throughout the process, are aligned, end to end, to ensure that contradictory rules which impact negatively on the performance of the process, are eliminated.
- Assigned responsibility and procedures exist for maintaining the revision control of all processes and support documents.
- The organisation has access to a master document management system for the effective management of documents.
- There is an internal audit program (quality control) to verify conformance to the organisation's documentation standards.

Process documentation is an important part of business process management. Documenting all the processes in the department improve communication throughout the department. One of the greatest challenges in the department is to standardise the way processes are documented and to keep the documentation up-to-date and accessible to those involved.

Training on designed processes
Once the designed processes are in place, it should be ensured that sufficient capacity building takes place in order that the employees involved in the execution of
the process are able to do so effectively and efficiently. The following should therefore be in place:

- Training materials, standard operating procedures and programs are available for employees.
- Employees are properly trained in operational procedures and quality acceptance criteria.
- At appropriate intervals, the performance of employees is assessed and refresher courses are provided when necessary.

**Monitoring of compliance**

Conformance to the designed processes and work instructions needs to be ensured by the department. It will for instance be of no use if optimal processes are designed but not executed properly or consistently by employees. The following will assist with the monitoring and compliance with designed processes:

- Process maps are available and displayed at operational sites
- All relevant documents (work instructions, business rules) are accessible from all operational sites by all employees
- Supervisors monitor the conformance to processes and work instructions at operational sites on a continuous basis
- Final acceptance procedures are documented, controlled and followed and regular audits are conducted to ensure conformance to these procedures
- Documentation and tracking of the results are maintained with reports issued to the proper people within the department.
- Continuity at handovers between different business and operational units is ensured which are monitored and reported on.
- The impact of non-conformance to the process is monitored and managed
- Action plans are developed and implemented to address areas of non-conformance
- Procedures are in place for managing non-standard outputs
- Process integrity is maintained to ensure that the products and services meet operational and service recipient’s requirements.
Measuring process performance

As described in the methodology, measures need to be in place on how processes are evaluated/assessed to enable continuous improvement in order to achieve better quality service delivery. The minimum should be:

- A measurement plan is in place addressing the following:-
  - what is to be measured;
  - how and when measurements are to be made; and
  - performance levels or standards to ensure that the results of measurements provide information to guide, monitor, control or improve the process.

The plan may include decisions about what key information to collect from service recipient and/or employees from service encounters, transactions, etc.

- Measures and/or observations are used to maintain process performance.
- The department regularly reviews performance of critical process metrics (quality, cycle time, on-time delivery etc).
- Well-established process performance management tools, such as benchmarking tools, performance metrics etc. are deployed effectively in the organisation.
- Statistical tools used for each process provide the most appropriate method for giving timely and accurate feedback of performance against the process parameters.
- Statistical studies are performed to monitor the performance against critical process parameters.
- Internal Auditing is performed to assure consistent use and proper interpretation of statistical tools with published results.
- Where required, control charts have the proper sample size, frequency and control limits updated as needed. Charts are monitored frequently and are readily accessible to operators.
- Documentation and tracking of the results are maintained with reports issued to the proper people within the department.

Continuous process improvement (review and evaluation)

How are processes improved to achieve better service performance and quality?
• Process performance improvements are planned and implemented effectively.

• Established process assessment for improvement purposes is carried out periodically.

• Process goals are set for continuous improvement

• Process quality improvements are included in the process improvement plan.

• Information from employees, service recipients, suppliers and other stakeholders, and data from benchmarking are used in setting standards of operation, priorities and targets for improvement.

• A method for process change and implementation exists to ensure desired results are achieved.

• Process improvement results are in line with corporate improvement goals and service recipient requirements.

• There are procedures to efficiently and accurately update service recipients requirements that are used for process improvement

• Performance and Quality metrics and management review records are maintained

• Well-established process improvement tools such as problem solving and root cause analysis are deployed effectively in the organisation

**Process review when needed**

The department need to ensure that business process reviews is done effectively and efficiently. For this purpose the following should be in place:

• There exists an organisational structure responsible for promotion, integration and co-ordination of business process reengineering (BPR) activities within the organisation

• A process detailing the criteria and procedures for BPR is in place.

• Common tools and techniques, such as BPR Guidelines, Project Management, Problem Solving, Benchmarking, Benefit Tracking and Statistical Tools etc. are fully documented and communicated to all employees concerned.

• A comprehensive training programme on BPR, which provides employees with relevant knowledge and skills to perform BPR effectively, is in place.
• Process management and documentation management systems are employed to ensure effective control of process data and information and documentation.

Process leveling standards
One of the basic issues that need to be in place for the whole of government is a common understanding of the process hierarchy. Process leveling standards will be determined for a department in the activation phase but there is also a need that one common standard be followed throughout government. For this purpose the following is proposed:

Level 1    Departmental Value Chain
Level 2    High Level Processes. Processes within the value chain. (Example: Human Resources, Finances, Project Management, etc)
Level 3    Sub - Processes within the processes
Level 4    Process Steps. Activity within the Sub Processes
Level 5    Function Allocation Diagram according to BPMN standards

Impact of non-standardized processes
The importance of standardized processes can be emphasized by looking at the impact that non standardized processes have on the organisation. This impact is as follows:

• Promote Silo way of doing work which give an negative operational view of the department

• Duplication of:
  – Functional application
  – System Development
  – System Maintenance
  – Process modeling
  – Data, etc

• Training very complex by the requirement to train resources on their environment specific processes

• Higher costs due to more systems, duplication and maintenance
• Management reporting and Business Intelligence a nightmare due to duplication and non standardized processes

Results of business process mapping methodology

Having a BPM in place and followed religiously has many advantages to the department. Some of these are:

• Process mapping create forums where people are able to communicate and share their knowledge

• Transversal integrated processes which are being used to:
  – Standardized Processes
  – Easily sign-off Business User Requirements
  – Big cost savings by eliminating duplicate systems as well as duplication of work between and within departments

• Standardized Integrated Processes also leads to:
  – Visible accessible processes
  – Visibility also help identifying the processes that require process improvement

Auditable processes and also system audit trails
  – Integrated standardized training
  – Continuous business improvement
  – Support the structuring of the department
  – Determining the functional structure (Process supported)
    • Process and areas of duplication
    • Process inefficiencies
  – Alignment of strategy, processes, products, service delivery model, Structures, Capabilities
Conclusion

In conclusion it could be said that a common BPM methodology is of vital importance to the public service in order to ensure quality service delivery. Within the methodology there is however many factors that can be further elaborated upon and a case also exists for determining minimum norms and standards for departments to adhere to. Some of such factors are:

- Minimum capacity in departments to deal with BPM,
- BPM tools and standards to be used,
- Governance structures for BPM,
- Standardized process inventory for the public service,
- Improvement approaches to be utilized, and
- BPM monitoring requirements and systems.

More intensive debate is needed on these topics. It is expected that the approval and implementation of this framework will in a way result in improved service delivery. It is also envisaged that this framework will assist government departments in ensuring the streamlining and pictorial of the value chain to maximise benefits of service delivery.

For the government to achieve the above; there is a need to determine a framework that can serve as a guideline to be utilised by the government departments in order to achieve the set objectives appropriately.