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**Using business process management (and mapping) for the  
Queensland Parliamentary Service**

## Using business process management (and mapping) for the Queensland Parliamentary Service

In public sector terms the Queensland Parliamentary Service is relatively small. Its annual budget for 2019-20 is \$103,526,000, with 506 full-time equivalent staff.<sup>1</sup> Approximately 65% of the budget and 2/3 of full time equivalent staff (297) relate to electorate offices, electorate staff and members' salaries and allowances.

Whilst in public sector terms it is small, the Parliamentary Service is incredibly diverse. The organisational chart at **Appendix 1** demonstrates the diversity of services delivered at the parliamentary precinct. The names of the Service Areas located at the precinct are largely descriptive of the services provided:

- Chamber, Education and Communication Services
- Committee Office
- Parliamentary Reporting and Broadcasting Service
- Parliamentary Library
- Records Management
- Information Technology Services
- Human Resource Management Services
- Financial and Administrative Services
- Catering Services
- Security and Attendant Services
- Property Services

The Parliamentary Service's regular performance management process incorporate a number of systems to measure and monitor performance, including:

- Internal/external reporting systems (e.g. Annual Report, Quarterly Reporting, Employee Annual Review etc.)
- Internal/external auditing
- Benchmarking exercises
- Internal control assessments
- Annual client (Member) surveys
- Periodic staff surveys
- Regular reviews of service areas and particular services.

Regular reviews of service or business areas are an important part of performance management for any business or public entity. The Queensland Parliamentary Service has for the past 17 years had a policy of implementing a rolling program of reviews of individual Service Areas.

As a general rule, at least one Service Area is nominated by the Executive Management Group (EMG) each year for review. On occasions up to two Service Areas will be selected for review. Selection of the Service Area(s) for review is based on changes in client demands for services, changes in environmental factors and the perceived need to improve operational effectiveness and efficiency. In addition to Service Area reviews, there are also ad hoc reviews of particular services as the need arises.

Reviews are conducted in order to determine how each area is performing (effectiveness and efficiency), identify where improvements are required and ensure optimum alignment of resources.

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<sup>1</sup>Queensland Budget 2019-20, Service Delivery Statements, Legislative Assembly 2019-20  
<https://www.parliament.qld.gov.au/documents/tableOffice/TabledPapers/2019/5619T927.pdf>

Reviews are conducted either by external consultants or internally by management. On occasions resources are in-sourced to give particular technical assistance.

In the last nine years the following significant reviews have been conducted:

- 2010-11 Parliament House Conservation Plan and a Strategic Review of the Parliamentary Buildings (external and internal)
- 2010-11 Website Review (internal and in-sourced)
- 2010-11 Committee Office Review (external)
- 2010-11 Community Engagement Review (internal)
- 2011-12 Review of Human Resource Management (external)
- 2011-12 Information Technology Services Review and IT Infrastructure Review (external)
- 2013 – Review of reporting production system and implementation of replacement system (ROPES) (external and insourced)
- 2013-14 Review of Security and Attendant Services (internal)
- 2014-15 Parliamentary Reporting and Broadcasting Review (internal)
- 2015-16 Review of Intranet (internal)
- 2015-16 Property Services Review (external)
- 2015-16 Electorate Office Security Review (external and internal)
- 2015-16 Review of the Strategic Plan for Parliamentary Service (internal) (resulting in restructure)
- 2016-17 Committee Office Review (internal)
- 2016-17 Finance and Administrative Services Review (external)
- 2016-17 Catering Services Review (internal)
- 2017-18 Chamber and Education Services Review (internal)
- 2018-19 Electorate Office Technology Model Review (internal)
- 2018-19 Website review (internal and external)
- 2018-19 Precinct AV Technology Review (internal)
- 2018-19 Review of the Structure of the Parliamentary Service resulting from 2016-17 Strategic Plan for Parliamentary Service (internal)

There are multiple business management methodologies available to assist in the review of a business or public entity or its smaller organisational parts. Some popular methodologies in the public sector, that have been used by the Parliamentary Service include:

- Strategic planning – defining where an organisation its strategy, or direction, and making decisions on allocating its resources to pursue this strategy. It can be applied to the organisation as a whole or each of its sub-parts.

A variety of analytical tools and techniques are often used in the strategic planning methodology. The most commonly used in Australian public entities include:

- SWOT analysis, which addresses internal strengths and weaknesses relative to the external opportunities and threats.
  - Gap analysis, which identifies gaps between the optimized allocation and integration of the inputs (resources), and the current allocation-level. This may reveal areas that can be improved. It can be conducted, in different perspectives: at an organizational level; an overall business direction; for a particular business processes; or for information technology application to a business.
- Benchmarking (also called "best practice benchmarking" or "process benchmarking") – is the practice of comparing business processes and performance metrics to industry best practice. Matters typically measured are quality, time and cost.

- **Systems Review** – is where systems or practices are reviewed by the assessing team according to the standard policies and guidelines of the organisation. The effectiveness of the controls in place as well as their appropriateness to the current operating conditions are evaluated

Many other methodologies for reviewing and improving private sector businesses are not easy to apply to public sector entities, as business methodologies are often based on factors not really applicable to (or appropriate for) the public sector. Factors such as growth, profit, and competitive advantage are not really applicable to the public sector entity.

For example, Customer Relationship methodology focusses on a business' interaction with current and potential customers. It uses data to analyse each customers' purchasing history with a business to improve its business relationships with customers. Its focus is on customer retention and driving sales growth. Whilst client relationships and client satisfaction are very important to public sector entities, the objective from a public sector entities perspective is not to "sell more".

### **Business process management (BPM) or business process mapping**

In early 2019 the Parliamentary Service commenced a series of internal reviews using a methodology called business process management (BPM) or business process mapping/modelling.

This came about because a staff member (Ms Amie Becker) in the Financial and Administration Service Area (FAS) was wanting to conduct a BPM in the workplace as part of her Master's degree. The Clerk was so impressed by the overview of the process and the initial results that he established a formal BPM project in the Parliamentary Service. To date, the BPM has commenced (but is not completed) in the following Service Areas:

- Financial and Administration Service (FAS)
- Clerk's Office
- Table Office (part of Chamber, Education and Communication Services)
- Parliamentary Reporting and Broadcasting Service.

### **Overview of BPM**

Business Process Management (BPM) is a methodology of identifying how work is actually performed in an organisation to seek consistent outcomes and to identify improvement opportunities.<sup>2</sup>

Improvements will depend on the organisational context but may include:

- making a process more efficient by reducing duplication of effort
- reducing the cost of a process by cutting out steps which don't add value
- identifying redundant services that are not valued by clients
- automating a high-volume, repetitive task.

BPM seeks to find ways to help a unit work smarter and more efficiently to deliver the best outcomes for clients. The focus is also not just on individual service or activity, but about managing **processes** - entire changes of events, activities and decisions which add value to the organisation and customers.<sup>3</sup>

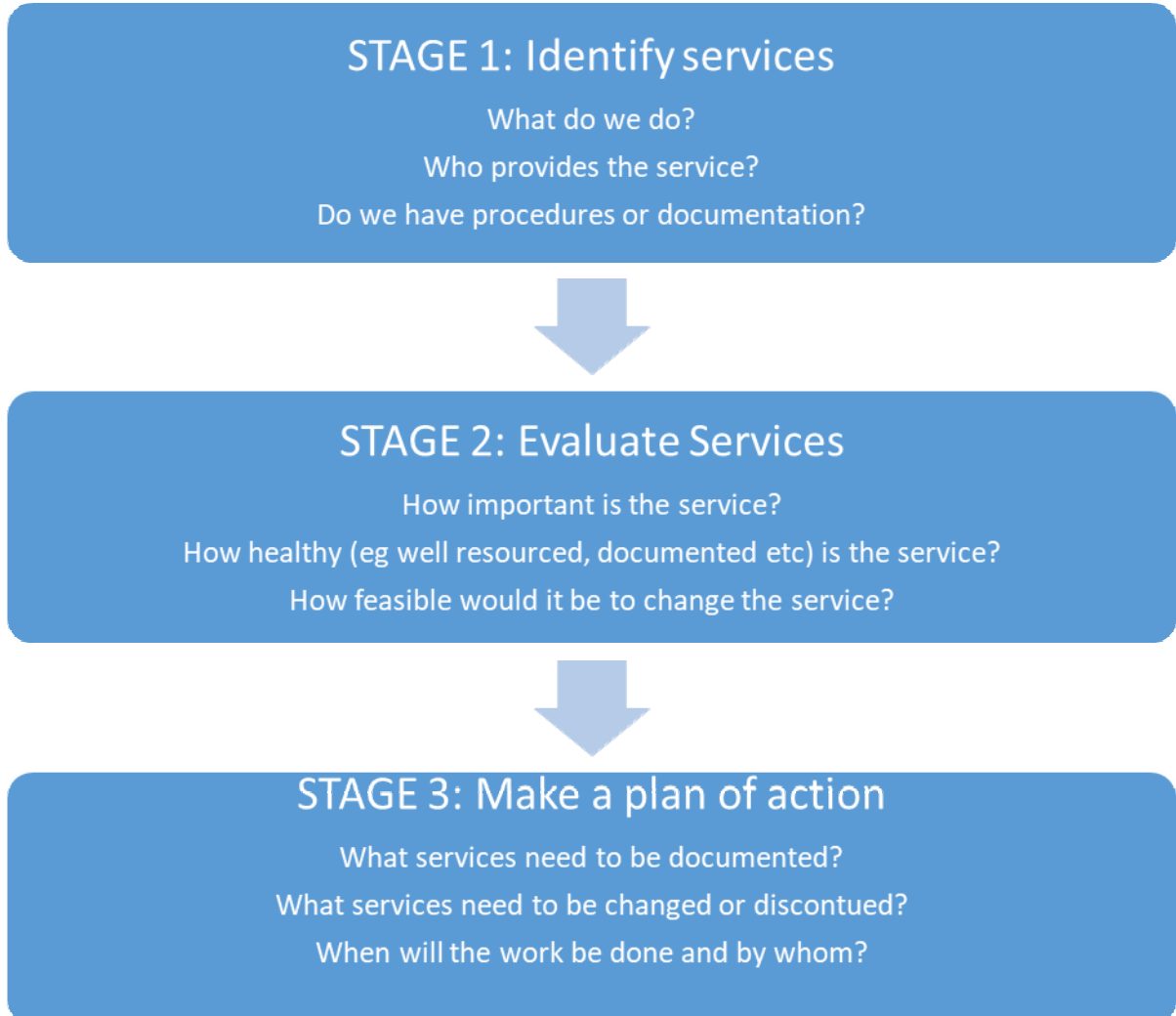
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<sup>2</sup> (Dumas, La Rosa, Mendling, & Reijers, 2013)

<sup>3</sup> (Dumas, La Rosa, Mendling, & Reijers, 2013)

### **Overview of process**

The high-level process being implemented within the Parliamentary Service is shown in the flow chart below:



The table below outlines the more detailed practical steps in the process that has been and will be undertaken within each Service Area of the Parliamentary Service:

Activity	Purpose
<b>Project briefing</b>	Reviewer meets with Manager to explain process and obtain background on Service Area processes/staffing/culture etc. and to identify relevant available documentation.
<b>Pre-Workshop meeting</b>	Team meetings to provide an overview of the process and what will be undertaken at the workshops. This allows staff to start thinking about processes in their work, identify relevant documents and address any concerns they might have.
<b>Workshop 1 with team</b>	<p>Workshop to identify processes (and grouping of processes), and identify 'owners' of processes, and how the value of the processes can be evaluated.</p> <p>[Out of session Reviewer will identify process owners and whether procedures are current.]</p> <p><b>See Appendix 2 as an example</b></p>
<b>Workshop 2 with team</b>	<p>Workshop focus is on getting agreement that the area has:</p> <ul style="list-style-type: none"> <li>• identified the processes (have we captured them all? Are they sensibly grouped?)</li> <li>• identified process owners</li> <li>• identified relevant documentation (current procedures).</li> </ul> <p>Discussion on how to evaluate the value of the process.</p> <p><b>See Appendix 2 as an example</b></p>
<b>Workshop 3 with team</b>	<p>Workshop to evaluate services.</p> <p><b>See Appendix 3 as an example</b></p> <p>Evaluation is used to prioritise processes for improvement This step often identifies redundant services that are not valued by clients.</p>
<b>Assess and action plan</b>	<p>The next step in service identification is considering the plan of action. Most teams will have action that needs to be taken after service identification and evaluation has taken place.</p> <p><i>For example, in the FAS review the need for a stationery store and distribution of envelopes and letterhead via the Parliamentary Service was identified as a service with rapidly declining demand. Upon submission and after consultation with the Committee of the Legislative Assembly, the Speaker approved the discontinuation of the service.</i></p>
<b>Multiple workshops with team –one workshop per “process”</b>	Select one process for each workshop (eg for Table Office – the Bill to Act process) and then map/model the process.

Activity	Purpose
	<p>This enables a further “drill down” to assess the health of the process and ensure it is documented properly.</p> <p>Ensure a max of one hour for each workshop to foster enthusiasm, avoid fatigue and disruption to workplace.</p> <p>Create a very detailed flow chart showing each step in the process (a ‘business process model’).</p> <p>This mapping and/or modelling process often identifies</p> <ul style="list-style-type: none"> <li>• duplications of effort</li> <li>• steps which don’t add value</li> <li>• process that can be automated (high-volume, repetitive task)</li> <li>• timelines that can be added to make the process more efficient.</li> </ul> <p><i>For example, in the Table Office review efficiencies in the receipt, checking and processing of questions on notice on sitting day were identified and implemented. Each stage of the process was also given a time scale to ensure process completion well before the House rises each day.</i></p> <p><i>A number of other efficiencies have been identified which will require amendments to Standing Orders. These will be progressed to Speake rand Committee of Legislative Assembly once all mapping/modelling in relevant areas are completed.</i></p> <p><b>See Appendix 4 as an example of a process map for the Bills to Act process</b></p>
<p><b>Assess (at each workshop and at conclusion)</b></p>	<p><u>Identify what documentation is required.</u></p> <p>Services should be clearly documented for a whole range of reasons including:</p> <ul style="list-style-type: none"> <li>• to preserve corporate knowledge</li> <li>• for training purposes for new staff</li> <li>• to ensure clear expectations of how work is to be performed</li> <li>• for transparency.</li> </ul> <p><u>Identify what service should be changed or discontinued</u></p> <p>Identify decision maker who must approve change or discontinuation – can be Manager, Clerk or Speaker – depending on service.</p>
<p><b>Process architecture</b></p>	<p>Information from above processes matrix can be analysed to identify processes and process groupings.</p> <p>This can assist in identifying similar processes across organisation – eg information technology software, training, provision of advice, reporting etc.</p> <p>Process groupings can then be used to create a process architecture which is an organisation-wide view of processes.</p>

## **Conclusion**

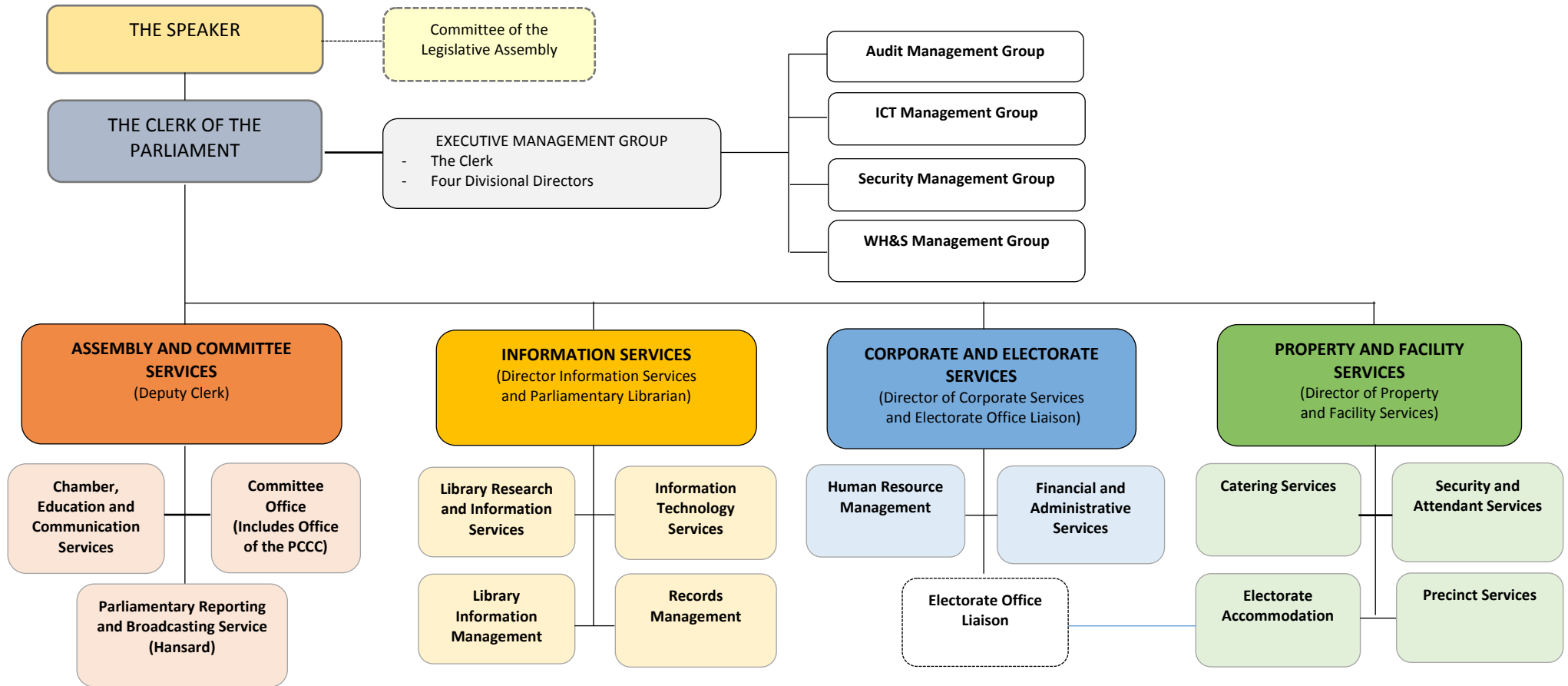
It is only early days in the Parliamentary Services use of BPM. However, already the potential for significant benefits to the organisation as a whole and individual areas can be recognised.

- Redundant or under-valued services or processes are being identified. Some services or processes have already been discontinued.
- The modelling or mapping exercises are laying detailed ground work for the detailed review of documentation.
- Steps in processes that do not add value or which are unnecessarily duplicated are being identified.
- Areas where resources can be utilised better are being identified.



# Appendix 1

# PARLIAMENTARY SERVICE ORGANISATIONAL CHART 2019-2020



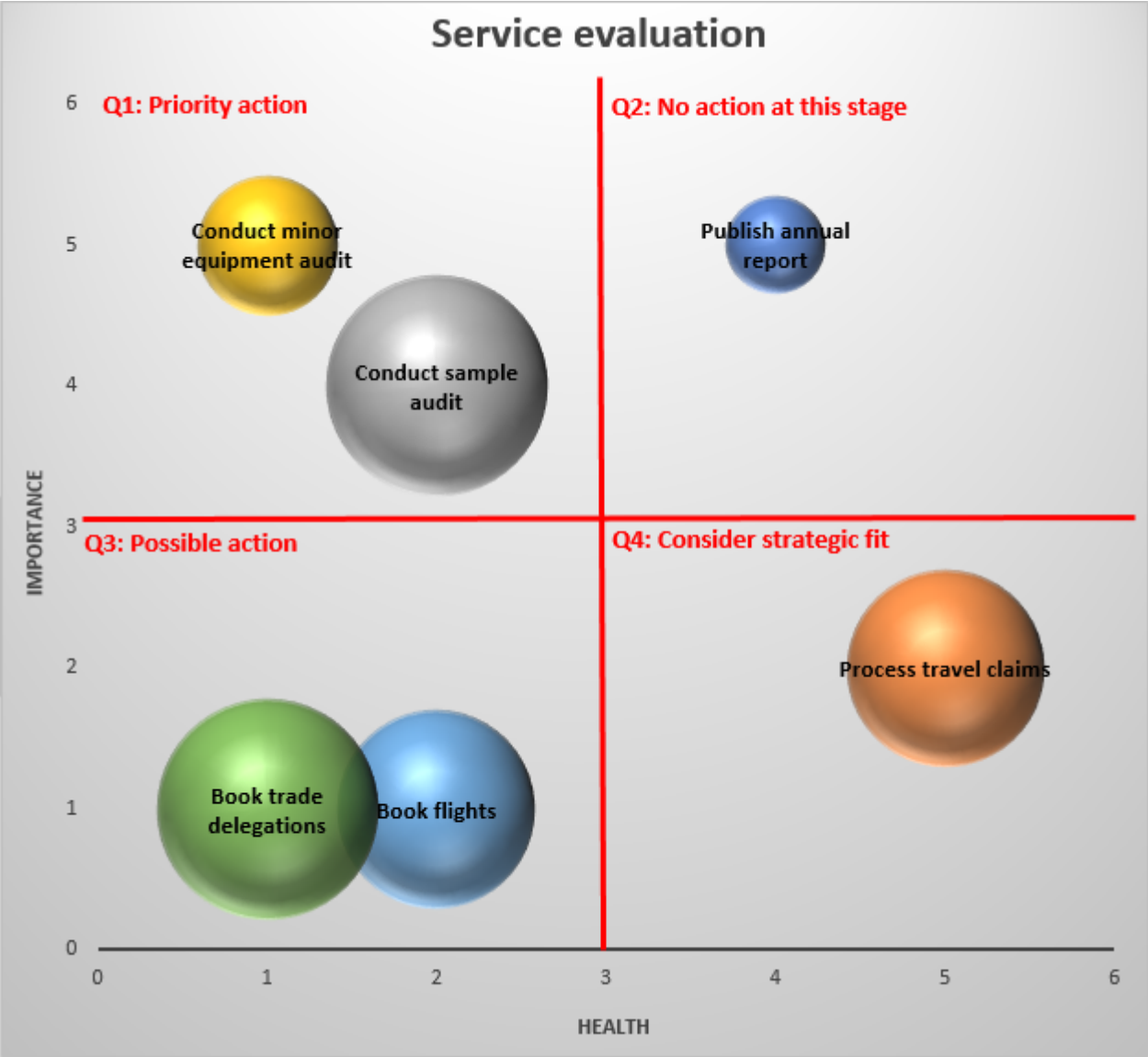
## Appendix 2 High level service identification for Financial and Administrative Services

Service	Description	Capability	Service Area	Process group	Owner	Documentation status	Last updated	Objective link	Comment
Publish annual report	Process for preparing and tabling annual report	Allowance reporting	FAS	Travel	Senior Assurance Officer	Current	7/04/2019	<a href="#">Travel reporting - General Travel Allocation (GTA)</a>	
Book flights	Booking air travel for Members and staff	Travel Management	FAS	Travel	Travel Booking Officer	Review required	23/04/2018	<a href="#">Travel bookings - air, car hire and accomodation</a>	Being updated by April 2019
Conduct sample audit	Conduct sample audit of acquittal of ECA	Audit and Publishing	FAS	Acquittals	Team Leader Members' Services	In progress	7/04/2018	<a href="#">Sample audit procedures</a>	Being updated by May 2019
Obtain travel quote	Arranging quotes for travel	Travel Management	FAS	Travel	Senior Travel Officer	Nil			To be written by June 2019
Book trade delegations	Booking overseas trade delegations	Travel Management	FAS	Travel	Senior Travel Officer	Nil			Considering feasibility of dropping service by May 2019
Conduct minor equipment audit	Conduct audit of Minor Equipment acquitted for ECA	Audit and Publishing	FAS	Acquittals	Assurance Officer	In progress			Being updated by May 2019

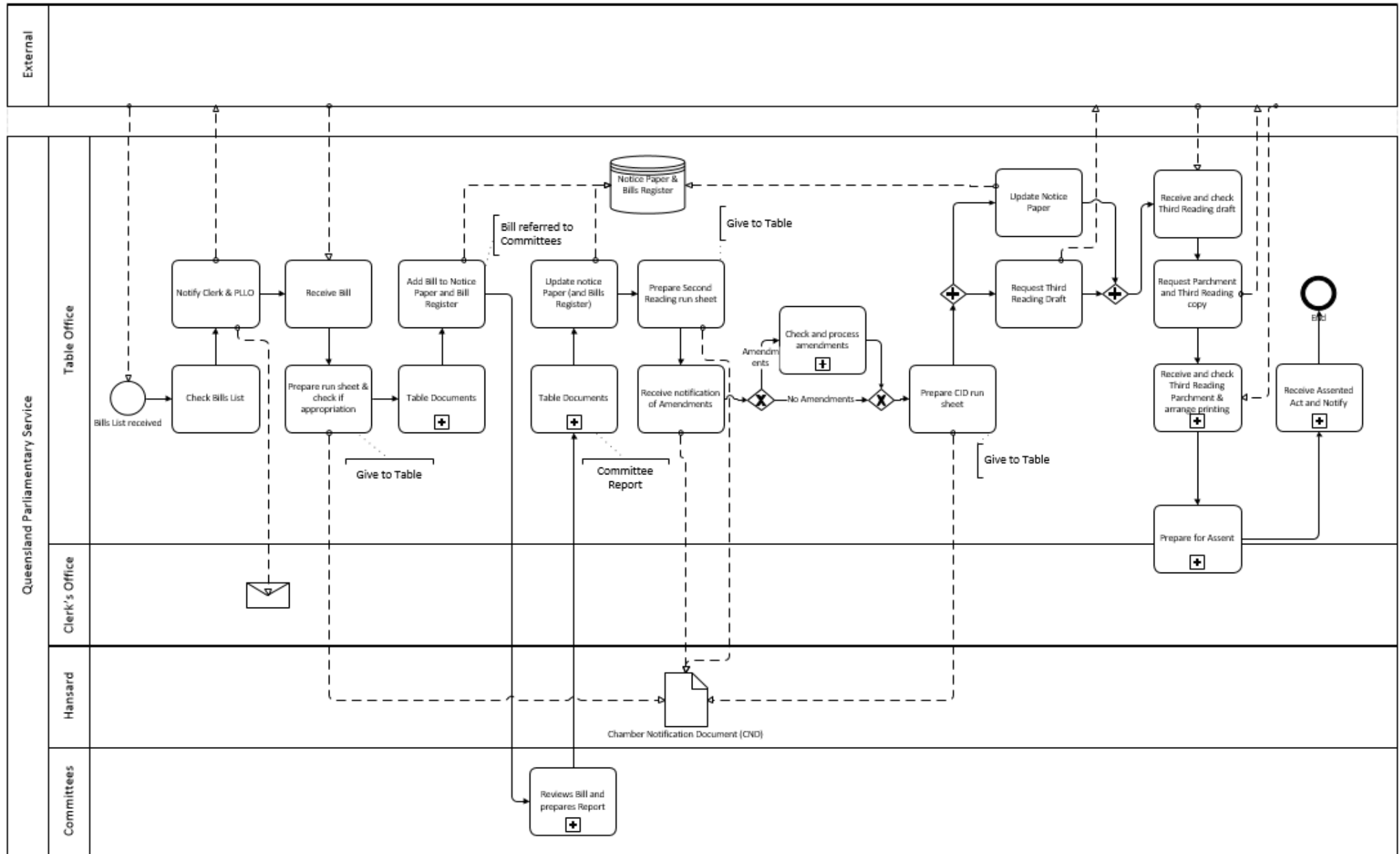
### Appendix 3 - High level evaluation of each service identification for Financial and Administrative Services

Service	Importance	Health	Feasibility
Book flights	1	2	4
Process travel claims	2	5	4
Conduct sample audit	4	2	5
Conduct minor equipment audit	5	1	2
Publish annual report	5	4	1
Book trade delegations	1	1	5

Ratings	
Importance	
1	Service does not align to strategic goals, or impact on achieving organisational goals.
2	Unclear alignment to strategic goals, possible impact on achieving organisational goals.
3	Some alignment to strategic goals, some impact on achieving organisational goals.
4	Aligned to strategic goals, impact on achieving organisational goals.
5	Strong alignment to strategic goals, significant impact on achieving organisational goals.
Health	
1	Service is dysfunctional and does not work.
2	Service is somewhat dysfunctional and works well only some of the time.
3	Service is ok most of the time, but could be improved.
4	Service works well most of the time, is reasonably well resourced and documented.
5	Service works very well, is resourced appropriately and is adequately documented.
Feasibility	
1	Service change is extremely unlikely to be achieved.
2	Service change is unlikely to be achieved.
3	Service change may or may not be achieved.
4	Service change is likely to be achieved.
5	Service change is extremely likely to be achieved.



# Appendix 4 - An example of a process model for the Bills to Act process



## Appendix 5 - Process architecture

### Queensland Parliamentary Services Process Architecture - DRAFT

#### Core Processes

Sitting Day Management	Bill to Act	Questions on Notice	Tabling Documents	Petitions Management			
Law and Practice	Register of Interest	Elections	Client Support	Committees	Hansard		

#### Enabling Processes

Archive and Digitise	Management & administration (incl statistics)	Project Management	Strategy Development				
Education	Communication						
Library – Information management	Library - Research	Information Technology	Records Management				
Human Resources	Financial and Administrative Services	Electorate Office Liaison	Procurement	Goods Receiving	Inventory Management	Contract Management	Asset Management
Catering	Electorate Accommodation	Security and Attendants	Precinct				