



Treasury Board of Canada  
Secrétariat

Secrétariat du Conseil du Trésor  
du Canada

# Business Transformation Enablement Program

## An Executive Overview

September 2004



Canada

# **Business Transformation Enablement Program**

## **Executive Overview**

September 2004

© Her Majesty the Queen in Right of Canada,  
represented by the President of the Treasury Board, 2004  
Catalogue No. BT22-95/2004  
ISBN 0-662-68497-4

This document is available in alternative formats  
and on the Treasury Board of Canada Secretariat's Web site at the following address:  
[www.tbs-sct.gc.ca](http://www.tbs-sct.gc.ca)



## Foreword – What the BTEP Toolkit is and who it is for

---

Through the Business Transformation Enablement Program (BTEP), a set of tools has been developed to provide an integrated approach for strategic management and alignment, and business transformation. This document summarizes the latest release of the BTEP Toolkit (Release Two).

The Toolkit's ultimate purpose is to support **high value interoperability and integration in government** – to provide the alignment, scoping, design, and implementation tools necessary for rigorous strategic planning and integrated strategic design across governments and jurisdictions, in order to be able to move from visioning to actually implementing integrated solutions. High value integration is defined as common business processes, common services and consolidated service delivery that produces sustainable savings *and* better results for citizens.

**The Toolkit is NOT intended for the exclusive use of systems architects in government. Indeed, if its use is limited to that community, it will fail. The Toolkit is meant for executives at all levels: Deputy Ministers and Assistant Deputy Ministers concerned with strategic management and the alignment of business processes to achieve operational efficiencies and better outcomes for citizens; Directors General engaged in collaboration to design and implement business solutions, particularly ones crossing administrative and jurisdictional boundaries, and Directors implementing and managing change.**

Developed specifically for government, the Toolkit uses public service language and respects the unique operating realities of government. It provides a common language for business transformation in government so that executives and project managers can “talk” to systems designers and architects to improve their ability to direct, manage and control business transformation projects. It provides a common approach for business transformation in government that makes an intrinsic part of the process the need for multi-stakeholder engagement; consensus building; rigorous risk management; staged or phased implementation to ensure business continuity; inter-jurisdictional cooperation, and meeting demanding transparency and accountability requirements. These requirements *all* distinguish business design in government and **MUST** be respected for projects to succeed.

What the Toolkit does *not* do is decide what the specific priorities for the governments' policy, programming and operational infrastructure are. It provides a way to categorize public sector priorities, both public facing and internal, under “themes” such as health, protection, and economy; and, stakeholder engagement, management of government information, and client delivery support. But it does *not* decide where in these areas, governments ought to set priorities for transformation. These decisions belong in the political realm.

However, by providing a disciplined, rigorous and comprehensive means by which these decisions can be resourced with reliable analysis, and then a methodology for implementation rooted in proven techniques for planning, design and project management, it enhances the likelihood that transformation in any area will succeed. Taken as a whole it provides an approach tailored to the needs of governments to enable them to achieve operational efficiency gains and better outcomes for citizens through strategic management and alignment, and rigorously planned and well executed business transformation.

The BTEP Toolkit is being developed and promulgated by the BTEP Office at the Treasury Board of Canada Secretariat. Release Two provides more detailed guidelines and specifications, including a handbook, glossary and templates to aid practitioners, notably business architects and modellers, in using the tools. It also includes more descriptive high level products for executives and program managers, including this Overview, to aid them in understanding the Toolkit, and assessing its utility and potential merits.

## Table of Contents

Foreword – What the BTEP Toolkit is and who it is for .....	i
Context.....	1
The Barrier to Implementation: “The Vision Trap” .....	3
A New Way of Thinking about the Business of Government: the Business Transformation Enablement Program (BTEP).....	5
The BTEP Vision and Design Goals .....	12
The Origins and Elements of the BTEP Tool Kit.....	15
The Transformation Roadmap .....	18
The Governments of Canada Strategic Reference Models (GSRM) .....	19
The Transformation Framework.....	24
Enablers and Requirement Domains .....	27
The BTEP Design and Planning Methodology.....	29
Early Adopters .....	31
Next Steps .....	36
Annex A: Sample of the GSRM’s Programs and Services Model .....	39
Annex B: Detailed version of the Public Sector Business Model .....	43



## Context

---

*The traditional structures of government often cannot keep pace with changing public priorities. Programs and services offered by one area of government often are not integrated with other areas. This makes it difficult for government to respond to changing priorities as human, financial and program resources get “locked-in” to structures defined by home organizations, rather than structures defined by the point of view of the citizens served.*

*- From,  
Strengthening Public  
Sector Management:  
An Overview of the  
Government Action  
Plan and Key  
Initiatives*

Government is increasingly looking to integrate more of its policies, processes and services. Recent changes to the structure of government such as the creation of the new portfolio of Public Safety and Emergency Preparedness, and the commitment to increase transparency, accountability and value-for-money in the Government of Canada’s Action Plan *Strengthening Public Sector Management*, all point in this direction.

Criteria for Cabinet’s Expenditure Review Committee’s spending and operational reviews link the need to generate savings with “transformative change” that re-aligns spending and program delivery. Implementation criteria explicitly require that the **horizontal implications of proposed changes**, as well as their effects on other levels of government, be fully explored, alongside the impacts on policy, operational and delivery capacity. Unless there is rigorous analysis, changes intended to produce savings in specific program areas could in fact result in increased future costs across governments, and unanticipated pressures in other program areas.

In his most recent report to the Prime Minister, the Clerk of the Privy Council and Secretary to the Cabinet has established that among his goals for the Public Service of Canada is that it be “**continually transforming its policies and programs** through creativity and innovation to serve Canadians better.” For the coming year, the Clerk has identified four specific measures to move forward, including “continuing to increase service delivery options for Canadians through our **service transformation initiatives** and our presence in communities across Canada.”

Service transformation demands that the business of government – the “pieces” of government concerned with delivering specific types of programs and services to specific clients and the internal capabilities and services associated with them – need to be identified and defined in a systematic way across the whole of government to be successfully integrated and aligned around client groups and/or around common internal functions, such as HR services, financial administration and materiel management.

Meanwhile, **Canadians are increasingly demanding seamless, integrated services from their governments**, which is one of the main drivers behind the Government of Canada’s Service Vision for Canadians. A lack of integration weakens the likelihood that clients will access the right combination of programs and services at the right time. Opportunities to achieve synergies are lost; the compliance burden is greater than it needs to be, and in some cases, when they use a program provided by one department or level of government, citizens and

businesses are denied access or inadvertently penalized for using a program provided by another.

The onus is on the citizen, the organization or the business, to find their way through a complex array of programs and services, whose application criteria and compliance requirements are, from the client perspective, often duplicative, confusing and contradictory. One way or another, to extract the maximum benefit from public policies and programming, someone has to do the integration work. At the present time, most of that has to be done by those least equipped to do it well: the program clients themselves, or communities of front-line workers who try but either don't have the knowledge tools and/or can't make the linkages across programs because integrated delivery isn't part of program design.

The same dynamic holds true inside government. Many executives, managers and employees across the system struggle daily to access the information and the corporate services they need to carry out their work and to meet their reporting, accountability and performance requirements. They must rely on an infrastructure of policies, practices, processes and procedures that often appears incoherent and too complex to understand and navigate effectively. Instead of enabling them to deliver results on-time and supporting their productivity, it undermines responsiveness and erodes their – and by default – the government's effectiveness.

## The Barrier to Implementation: “The Vision Trap”

---

*Interest in horizontal integration has been apparent for some time: what is new are decided efforts to integrate vertically – across national, state/regional and local levels of government. Governments that attempt this level of integration face greater technical complexity as well as new challenges in organizing the governance and funding of these new initiatives. These challenges will have to be mastered, as vertical interoperability will be critical for true service transformation.*

*- From, e-Government Leadership: High Performance, Maximum Value, Accenture, 2004*

Much is made of the potential to use new information and communication technologies to improve decision-making, respond to change, transform services and improve their delivery, and make government work better. But technology alone is *not* the solution. It is no more or less important than any other “link” in the value chain, or function to get from Point A to Point B. It is certainly not more important than people – HR is the most valuable operational asset an organization has and the most important element in any business transformation project.

Since the mid 1990s, when interdepartmental efforts began in earnest to explore using new information and communication technologies to make government work better, executives in government have learned that the most promising solutions depend on a government-wide approach. Where projects have offered undeniable and relatively achievable benefits across government – for instance, a common solution for secure e-mail – they have been executed successfully. But “enterprising IT” like this is easy, business transformation is not. Business transformation is not about re-tuning or tweaking or adding functionality to the status quo. It is revolutionary. It involves fundamental business redesign to achieve net productivity gains – in government’s case, significant improvements in client satisfaction, cost efficiencies and savings, policy outcomes, transparency and accountability.

The sheer size, scope and expense of these projects, not to mention their implications for information management, privacy, and HR policy, means they are well beyond the capacity of most departments and agencies to execute alone. However, most are still typically viewed as IT projects (rather than business transformation projects), widely acknowledged to be the projects least comprehensible to line management and the most difficult to get them involved in. In many cases, executives and program managers don’t know enough about specific IT capabilities that might enable transformation; and IT managers don’t know enough about policy and programs to avoid overstating the potential of IT capabilities to enable transformation. The result is two communities with shared interests, but with no way to talk to each other and collaborate effectively.

The result has been an often seemingly endless process of visioning, conceptual work and business case development that fails to break through the “vision trap.” Without a rigorous and disciplined process of strategic analysis, business modelling, and transformation planning and design across the whole of government – itself requiring a major cultural shift in *how* government works – the questions senior executives ask aren’t adequately answered by business strategists. They need to be answered within the context of a disciplined process that allows for collaboration,

*Surveys show that 70% to 90% of organizations fail to successfully execute their strategies. In most cases, the failure is one of execution, not the strategy itself. Our own research traces this failure to two causes. Since there is no generally accepted way to describe a strategy, organizations are attempting to execute something that isn't even articulated. The second is that management systems aren't linked to organizational strategy. If the primary drivers of organizational change do not focus on the strategy, successful execution is impossible.*

*- From "Strategic management: An Emerging Profession," by Robert S. Kaplan and David P. Norton, in Balanced Scorecard Report, Volume 6, Number 3, May-June, 2004*

discussion and approval enabling a project to progress iteratively and predictably, and move out of the vision trap.

Issues that impede implementation typically concern the interdependencies within and between departments and agencies, and other jurisdictions. Executives know that this is where there is the greatest potential for high value integration and cost savings. They also know that business transformation undertaken without identifying and analyzing these interdependencies is more likely than not to promote valueless redundancy, perpetuate silos; exacerbate service incoherence, and result in unanticipated costs of one kind or another.

### **The link between strategic management and alignment and "implementable" business transformation**

---

A government that can lead change to reach its goals must be able to align and analyze its business using a common language around common functions, and types of programs and services and their client groups, *across the entire enterprise*. Where it pursues transformation, it should be able to do so swiftly and predictably. This requires integrated strategic design and a rigorous, structured transformation methodology. Such a methodology would also need to be adopted *across the entire enterprise* and be supported by a governance process specifically designed to provide oversight, review and approval at predetermined points along the continuum from visioning to implementation. Without a combined capacity to undertake strategic management and alignment, and pursue business transformation using a common, disciplined, structured, iterative process, successfully moving from conceptual "visioning" exercises to implementation will be increasingly problematic.

The government's **ability to transform swiftly** to advance client-centred service delivery and to identify areas where resources could be liberated to be reallocated to higher value outputs demands that there be one compatible and coherent approach to overall business design and alignment, and business transformation. If, across government, the ways that we define and understand the "as is" state, and then scope, design, plan, and execute business transformation to move to the "to be state" aren't compatible, coherent and efficient, then it's highly unlikely that the outcomes will be.

## A New Way of Thinking about the Business of Government: the Business Transformation Enablement Program (BTEP)

---

*BTEP facilitates change. It provides a disciplined method that will allow us to move our transformation agenda forward, providing design and alignment tools to enable rapid change in business processes and the infrastructure that supports them.*

Several of the BTEP tools used for strategic management and alignment have existed in one form or another for well over a decade – a common inter-jurisdictional language for public services has been evolving in Canadian municipalities and some provinces since the mid 1990s. Likewise frameworks to help large private sector organizations manage complexity and plan business transformation have been in use since the 1960s. In 2002, Treasury Board Secretariat, through BTEP, harvested proven tools and models in use across the public and private sectors to develop an integrated, business driven approach for aligning and transforming government services.

BTEP provides a formal, standardized approach for strategic management and alignment, and the planning, design and implementation of business transformation. It makes it possible to design and implement change that integrates programs and services in a coherent, effective and timely manner to reach strategic goals, and ensure that underlying business processes and systems are interoperable where they need to be, streamlined, and efficient. What makes BTEP unique is that it has developed an approach that respects the specific cultural, procedural, and operating realities of government.

### **The Cultural Imperative: Respecting Governments' Guardianship Role**

Where the private sector's fundamental role is to trade, government's is about guardianship. Where the private sector is primarily concerned with delivering commercial gain and shareholder value, the public sector in Canada is concerned with societal wellbeing and stakeholder value – which is captured in the phrase “peace, order and good government.” Effective guardianship – good government – in a democratic society that balances individual rights with mutual responsibility and the good of society overall, encompasses a combination of leadership, protection and stewardship. This makes the work of governments far more complex and fraught with many more considerations than work in any other realm. While it may be much harder to get a transformation project up and running in government than it would be in the private sector, *it is much harder for good reasons.*

For example, the banking industry in Canada has implemented an e-enabled service delivery infrastructure in record time. However, banks have the latitude to take business decisions that result in the loss of some customers who can't afford to buy their own computer and switch to Internet banking. These are likely to be among a bank's least profitable

customers. Assuming regulatory authorities are successfully protecting competition, banking customers who can't or won't use e-services have options – other financial institutions continuing to specialize in in-person service.

For governments, on the other hand, individuals who can't use e-services are likely to be some of the heaviest program users. Normally, there is no alternative service provider. A program's optimum cost/benefit is dependent on successfully reaching and serving as many of the people in the target population with a unique need as possible. If those most in need can't access the program that exists to help them, then by any measure the program is not succeeding. Adopting an e-enabled service delivery solution that program clients can't use when there are no alternative service providers to turn to would be an abrogation of government's guardianship role.

This illustrates how good management in the public sector – pursuing a service transformation strategy that has as its overriding objective ensuring all program clients can continue to access services – would likely be considered bad management in the private sector, where profits and the shareholder value they create are the main objectives. The role of guardian and the role of trader are fundamentally different. It is a mistake to assume that business strategies that succeed in one will work in the other, because the outcomes that constitute success are fundamentally different.

From the public sector management perspective, the challenge is delivering real value creation *for the citizenry*, and being seen to be doing so. Strategic management and alignment must be directly linked to performance measurement, and the measures used must correspond to what

Input	Output	Citizen-focussed outcome
# of police officers	# of arrests	Crime reduction
# of foreign service officers	# of interventions on behalf of citizens abroad	Canadians' safety and security in foreign countries
# of Call Centre Agents	# of calls handled	Successful resolution of problems at first point of contact

constitutes real value for citizens. This requires that there be one set of citizen focused outcomes under overarching, high level themes that encompass all of the programs and services of government – public facing and internal – and for which strategic goals and targets can be set. These citizen focussed outcomes are, for governments, essentially the equivalent of profits in the private sector. They would stand as the key measures of the value of what governments do in fulfilling their guardianship role. The

*Governments have made investments without having a standard view of what outcomes constitute value. They also have picked targets that failed to give an accurate picture of how well their programs were delivering against their e-Government visions... This is an important point, as many governments have set targets in the past that were misaligned with what constitutes real value for their citizens.*

*- From, e-Government Leadership: High Performance, Maximum Value, Accenture, 200*

effectiveness of government programs and services would be assessed based on their contributions to these outcomes, as opposed to simply efficiency in converting inputs into outputs. Programs and services across government would be assessed against the same set of broad strategic goals.

BTEP's Public Sector Business Model, part of the Government Strategic Reference Models, provides this whole of government tool. It provides a way to align policies, programs and services, irrespective of administrative units or even jurisdictions, under high-level themes that can link to strategic goals and desired outcomes. It provides a way to "discover" inconsistencies *between* policies, programs and services, and counter-productive results across them for strategic goals and outcomes. It enables strategic management and alignment by resourcing senior level decision makers with the intelligence they need to initiate re-design to better achieve strategic goals commensurate with government's guardianship role, across all relevant policies, programs and services.

*BTEP not only aligns to the Management Accountability Framework (MAF) but also fully supports the MAF by providing managers with specific implementation tools. While the MAF can be said to describe the end-state vision of how the government would like to operate in the future, BTEP provides the methods, frameworks, processes and tools to actually achieve the vision.*

It supports resource review and the reallocation of spending from lower to higher priorities. At the present time, the Government of Canada does not have the means by which to rigorously assess whether an internal administrative area, or a particular public program or service, supports a high, medium or low priority. For example, we know that HR capacity in some areas of the public service is under severe pressure. But how do we convincingly demonstrate to Ministers, Parliamentarians and Canadians that investments in HR will help the government obtain the in-house scientific and security expertise it needs to better manage another SARS outbreak, or better predict and prepare for a terrorist attack? Investments in public health and security can be expected to rank very high as priorities, but HR-related expenditures rarely do.

The Public Sector Business Model provides an integrated view of government, which tied into the Management Accountability Framework, would encourage collaboration and enable resource allocation where it can do the most good and deliver the greatest public benefit. Parliamentarians, most recently in a report by the Government Operations and Estimates Committee, have requested more horizontal and cross departmental information that establishes better linkages between program activities, resources and citizen-focussed results. This tool would facilitate the collection of that information.

To meet high level strategic goals, and continue operating as effectively and efficiently as possible, governments are under constant pressure to transform their business processes. The new "steady state" is constant change, exemplified recently by the restructuring of government to facilitate integrated policy development and program delivery, including in income security and in public health and safety, and the ongoing

*Strategic management is increasingly being recognized as an important, ongoing competitive opportunity, not a one-time effort. Too critical to relegate to ad hoc internal teams or outside consultants, strategic management is a core competency, as vital as financial management or human resources, that must be firmly established within the boundaries of the organization.*

*- From "Strategic management: An Emerging Profession, by Robert S. Kaplan and David P. Norton, in Balanced Scorecard Report, Volume 6, Number 3, May-June, 2004*

Expenditure Review process. Change, running the gamut from demographic shifts in the Canadian population to international threats to domestic security, is the driving *external* force to continually adapt and adjust. Ongoing review and reallocation to higher priorities to ensure that government programs continue to be relevant, effective and affordable, is the main *internal* driver for business transformation.

Whether change is internally or externally driven, to be successful, business transformation in government must be anchored in high level strategic business goals, and the desired "to be" state must be aligned with an increased capacity to deliver citizen-focussed outcomes. BTEP's Public Sector Business Model and the GSRM would support senior executives by ensuring that rigorous analysis and strategic alignment is conducted to determine where to pursue integration first to deliver the best returns. On a project by project basis, risk management would improve because through strategic management and alignment, interdependencies will have been identified and factored into transformation designs, plans and budgets from the outset.

## The Procedural Imperative: Enabling Multiple Stakeholder Engagement

*In government organizations... the quagmire of potential political and technical pitfalls (to integration) is much more tedious. Procedural isolationism is a way of life within many departments that have become so accustomed to operating independently that data sharing is sometimes inconceivable. Furthermore, such departments often lack the common sense of purpose that drives private business leaders to work together. Given that data exchange is a fundamental component of ubiquitous e-government, such attitudes represent a significant obstacle.*

*- From, In Interoperability We Trust, by David Braue, CIO, Government of Australia, 2004*

To plan, design and implement transformative change government must engage a very wide range of stakeholders. But, the cultures of departments, agencies and jurisdictions are often very different. Because the scope of most business transformation in government is horizontal and/or inter-jurisdictional (i.e., vertical), departments, agencies and jurisdictions need a common language and a common process to work collaboratively, and define and describe programs and services *the same way*, irrespective of their administrative and jurisdictional divisions.

To discover where there are strategic opportunities to leverage knowledge, information and systems, business owners need to be able to find other processes that theirs could or should “fit” with, and thereby identify interoperability and/or integration opportunities. This means they need a common “reference” tool that catalogues *everything* governments do. Ideally, this tool would also allow them to emulate solutions that work successfully elsewhere, for similar types of programs and services.

As they move forward towards implementation, business owners from different departments and jurisdictions, need a common, standardized approach for planning, design and implementation: a common methodology, based on a common language and the same iterative approach to planning, designing, costing and implementing change. This would ensure that transformation projects are able to be managed the same way, and would support greater coherence, compatibility, and interoperability between and among business processes. Having one proven and reliable “off the shelf” approach for any business transformation project would make the transformation process itself more efficient. Governments would build a stronger transformation execution capability as their transformation project teams<sup>1</sup> become steadily more adept using a common methodology.

By having its own approach for strategic management and alignment, and business transformation, tailored to the business of government that uses public service language and concepts, the public sector can expect stronger designs and more rapid implementation because executives, managers and systems designers in, across, *and* outside governments would be better able to “talk” to one another. The BTEP tools enable

---

<sup>1</sup> These teams include people who fill roles including project manager, business analyst, transformation specialist, HR specialist, planner, policy analyst (to identify potential legislative requirements), and last but not least, business modeller and designer, otherwise known as the business architect. The methodology enables all those fulfilling these roles to coordinate and carry out their various functions, including ensuring that the architect knows *what* to model and design.

collaboration and the engagement of government stakeholders by providing:

- A way to get a clear, holistic picture or view of all of governments' business processes and their context,
- The means by which to determine where and how these processes can best be adjusted or re-designed to achieve business goals, and
- A step-by step approach to develop designs and implementation plans that are sustainable and that accurately reflect what the resource implications of transformation are.

Arguably the greatest benefit is design reusability. One of the main goals of BTEP is achieving standardized designs for common business processes across the Government of Canada in order to be able to share more of them and, where it makes sense, move toward common services. By using the same methodology, each transformation project would enrich the next, capitalizing on previous design work. A storehouse or "catalogue" of designs would accumulate, which would, over time, make the design process faster and more robust. The Government of Canada would be fully exploiting the knowledge it creates about its business processes and how to modernize them, including where to implement more common services. It would also build a much stronger transformation execution capability, which would be to the ultimate benefit of *all* its clients, taxpayers and Canadians.

*High-performance governments...hold themselves accountable; they actively accept their role as stewards of the public trust; and they make their operations and results transparent to all.*

*- From, e-Government Leadership: High Performance, Maximum Value, Accenture, 2004*

### **The Operating Imperative: Transparency and Accountability**

---

Governments in Canada are under increasing pressure to *demonstrate* due diligence and "value for money." However, at the present time definitions of value are administratively-driven, set by individual departments and agencies independent of one another. The Government of Canada does not have a common way to define what it does and assess the value of that activity, independent of administrative mandates. Priority setting and investment decisions made on a government-wide basis largely rely on departments and agencies linking *their* costs to *their* results. This does not anticipate the need to make informed choices *between* what departments and agencies do, and *between* levels of government, and to assess the relative value of these activities against the same set of outcomes.

This entrenches structural inefficiencies across governments, which exacerbates complexity, drives up costs and constrains the ability to adopt new, more productive ways of operating and delivering services from a whole of government perspective. The Government of Canada's ability to operate strategically is undermined, as is its ability to demonstrate value for money against overarching priorities – the "national goals" that all departments and agencies, albeit to varying degrees, are expected to work towards.

*Institutions, from health care to political systems, have reached the point, says Professor Taylor, where “people simply cannot fathom” how they work or should work, and this, he believes, is at the core of a widespread sentiment not to waste time voting. “If there is perceived psychological control, then people feel motivated...I think our political institutions have become so big, so unwieldy, so complex that none of us feel we have any control. And that leads to frustration.” To this sense of impossible size, the University of Manitoba’s Mr. Neville would add a feeling of uncontrollable speed – the modern technology that has, in fact, made people feel overwhelmed. “The Public,” he says, “is more inclined to become critical and fed up more quickly.”*

*- From, “The country is in ‘a very cantankerous mood’” by Roy MacGregor, in the Globe and Mail, June 12, 2004*

These goals are expressed rhetorically, notably in the Speech From the Throne, but they are not integrated into reference models for the government as a whole that would enable cross program (and cross jurisdictional) alignment against them. Communicating what the government is already doing; what it could or should be doing more or less of, or what could be done differently; and finally, what new things need to be done to close gaps to meet national goals, is extraordinarily difficult. Furthermore, the ability of the government to undertake sound and rigorous cost benefit analysis across its programming to demonstrate value for money and for the purposes of resource reallocation to better meet national goals is limited.

The complexity of governing to meet national goals without the capacity to undertake rigorous cross program and cross jurisdictional alignment and analysis is a significant impediment to the kind of transparency and accountability Canadians expect. The BTEP tools address this requirement. They not only provide the means to organize and streamline the workings of government, helping “order evolve out of chaos,” they simplify the process that “whole of government” transparency and accountability ultimately depends on: making a direct connection between national priorities, government activities and citizen-focussed outcomes. BTEP’s tools have been designed to enable government to understand, control and manage its operational environment in a far more strategic manner than it is able to do today, including by making the best possible use of current policies, programming and legacy systems; identifying and prioritizing the new policies, programs and systems that are needed; and, ensuring that all this supports the government’s operational objectives and national goals.

## The BTEP Vision and Design Goals

---

At the contextual level, if government is to improve its capacity to respond to the increasing preponderance of "horizontal" issues – everything from sustainable development to public health and security – the policy capacity in departments and agencies has to be more interoperable. Departments and agencies have to be able to share and exchange information at all levels, rapidly, to collaborate effectively and develop timely and responsive policy responses.

*“Web transactions are less expensive than transactions in other forms, so increasing the number of services offered via the Web has the potential to make dramatic improvements in the organization’s efficiency and productivity. However, achieving overall cost savings can only be achieved with a strong Web strategy that is supported by the **transformation of other citizen contact channels, and by back-office systems that support the Web and other channels. Without a comprehensive strategy, implementing Web self-service will likely result in higher aggregate costs for government.**”*

*– from “  
Understanding True  
Costs of Self-Service  
in Government,”  
Gartner Inc, Research  
Note, 12 April 2003*

If government wants to provide citizen-centred services and build an integrated, multi-channel service delivery network to support seamless citizen-centred access to government information and services then minimally, relevant legislation, regulations and policies have to be harmonized, more programs have to be integrated, and the business processes that support program management and delivery have to be re-designed to leverage and share client information.

If government wants to improve the efficiency of its operational infrastructure, including its information systems, and streamline a multitude of internal services that do basically the same things in Human Resources, financial, records and materiel management, then it is inevitably aiming for fewer systems and common services to support its internal administrative operations that can “interoperate” and share information.

In BTEP, interoperability is defined as *having the ability to share and exchange data, to combine information management tasks, or to join-up business processes*. Integration to support strategic outcomes, including improved service to Canadians, enhanced public safety and security, and more productive government operations, depends on achieving higher levels of interoperability. Governments must minimize the number of times the same data is collected, and maximize their ability to share that data for a much wider range of applications. How and what information is collected, managed, stored and shared, and the degree to which it can be used and re-used, is at the root of enabling governments to improve program effectiveness, service delivery and efficiency.

Beyond managing information better to improve outcomes and operational efficiency, there are important secondary benefits from interoperability and integration including significant positive economic and social impacts from more innovative and cost-effective government, as well as the possibility of greater citizen engagement and higher levels of public confidence in government’s overall efficacy.

To realize all these benefits, governments need a common approach to alignment and design so they can develop and implement information management solutions that are economical and affordable. The need for a

“simplification dividend” is increasingly apparent as government moves toward implementing an integrated, multi-channel, client-centred service vision. It has become abundantly clear to executives and managers that service transformation that includes e-enabled self-service, which offers significant potential to reduce the costs of service transactions with clients, must involve the transformation of service delivery across *all* channels to *all* clients otherwise *no net savings will result*. However, designing and implementing a new, integrated multi-channel service delivery network is too complex and fraught with too much potential for cost overruns, to be successfully undertaken without a thorough, disciplined and standardized approach to alignment and design to assure decision makers that there will be a return on investment in service transformation (and when) *before* dollars flow.

To achieve greater interoperability and integration, and produce savings, government needs a disciplined “whole of government” approach for planning and design *as it pursues business transformation*. Consequently, the vision for BTEP is: ***To build the planning, design and implementation capability for sustainable whole-of-government client or citizen-centred transformation and to provide the design and alignment tools that will enable rapid change.***

BTEP has a number of goals for business design to support this vision. They are:

- To enable Strategic Management and Alignment across departments and agencies, and levels of government
- To achieve standardized designs for **consistent outcomes from business transformation that enable interoperable and integrated** business processes across the Government of Canada.
  - This would mean that as business transformation is pursued, all major business processes and the information systems that support them for common business functions would be designed in a similar fashion, adhering to a common set of standards and guidelines. As a result, departments and agencies would be better able to leverage and reuse designs and share more core business processes and information systems (e.g., through common services), reducing costs and improving interoperability.

- To enable horizontal governance for strategic management and alignment and transformation, including horizontal accountabilities and **shared governance of information stewardship** across governments.
  - This would mean that as departments and agencies, and governments, alone or together, pursue business transformation, they harmonize how they manage and treat data – how they store, destroy and share it – to meet business goals in compliance with legislative responsibilities in areas like privacy. Ultimately, this would require all departments and agencies in the Government of Canada to respect and adhere to a common governance process for how information is used.

Achieving these design goals for government programs, using the BTEP tools for strategic management and alignment, and for business transformation, will require:

- Adoption of an “outcome-oriented” management philosophy that integrates performance measures and service levels across all aspects of operation and design;
- Adoption of the same formal methods for all aspects of business process and information systems design, including data design and tagging;
- A strong, centrally-facilitated governance process to oversee design;
- Reusing processes, data and technologies to support simplification, standardization, flexibility and agility in a secure environment; and,
- The “retirement” of older, duplicative systems.

## The Origins and Elements of the BTEP Tool Kit

---

Since 1998, systems designers in the Chief Information Officer Branch, Treasury Board Secretariat, have been working through the Federated Architecture Program (FAP) to develop a “whole of government view” of IT systems in an effort to develop a road map or blueprint for greater *interoperability*. Making government information and services more easily accessible to Canadians and improving governments’ operational efficiency has long been understood to require that more of governments’ program delivery and administrative infrastructure – specifically its information systems – interoperate.

There are three basic levels of interoperability. They are:

- ▶ **Business Interoperability** – Common methods and shared services for collaboration, including workflow, decision making and business transactions
- ▶ **Information Interoperability** – Common terminology, definition and structure of information, along with shared services for its retrieval and management
- ▶ **Technical Interoperability** – Common methods and shared services for the communication, storage, processing and presentation of data

In June 2000, FAP Iteration One or FAP1 presented broad principles for achieving technical interoperability, and outlined an initial process and conceptual design for *federated technology architecture*. A number of important lessons have been learned since the publication of that document, principally that technical interoperability cannot and should not drive business interoperability. Governments have to know *why* they want to be interoperable and agree on *what* business goals interoperability should support, before they can hope to successfully transform their information management and technical systems.

Depending on governments’ business goals and the scope of potential transformation project(s), change affecting, for instance, the skill requirements of employees or the physical location of a processing centre, will be as important as information technology to eventual success. In other words, there’s a great deal more to be considered to successfully transform the business of governments than technology architecture alone. Furthermore, while many underlying processes and systems across government are similar and/or duplicative, mandates are not. For the most part, line management can be expected to insist that the uniqueness of their mandates means they need their own processes and infrastructures *unless* the same approach is used government-wide to analyze business processes to make advantageous opportunities for interoperability and integration explicit. Once these opportunities are defined and their implications understood, the same methodological approach must be

employed for planning and design to ensure compatibility. Above all, a common language is essential to enable strategic, informed and coherent analysis, decision-making, design and implementation.

With this understanding, the Chief Information Officer Branch (CIOB) of Treasury Board Secretariat (TBS) launched the Business Transformation Enablement Program in May, 2002 to develop a common approach for business-driven interoperability and integration suited to the public sector. The main assumption driving BTEP's work is that with designs for business interoperability and/or integration that rigorously address the challenges and requirements specific to the unique business of governments, it will be far easier and more straightforward to achieve information and technical interoperability across governments. The whole point of undertaking transformation in the first place – to better meet governments' business goals – will have been well defined, and senior management will be in a much better position to “get out of the vision trap” and move to implementation. In short, they will have more knowledge about what change will look like, what it will do, what it will involve, and what it will cost, *before* taking decisions to move forward.

There are five major elements in BTEP's tool kit, which are discussed in more detail in subsequent sections of this document. They are:

1. A **Transformation Roadmap**, which allows business owners to locate where they are on a “maturity curve” towards transformation.
2. **The Governments of Canada Strategic Reference Models (GSRM)**, which is the tool used to depict or map how a government enterprise, or program or process works (or could work), such as by identifying what services are there, why are they there, who benefits from them, and how service design can be changed. The GSRM standardizes business modeling for governments, using public service language and concepts. These “whole of government” business models enable cross-program alignment and the identification of redundancies, gaps and opportunities for joint or integrated program or service delivery. One model in the GSRM is the **Public Sector Business Model**. It provides a “view” of all of the business of government that enables direct links to be made between policies, programs, services, clients and outcomes, irrespective of administrative or jurisdictional “silos”. It provides an organized way of looking at the business of governments aligned with the Government of Canada's existing performance model (i.e., *Canada's Performance*), and serves as the foundation for strategic management and alignment and integrated planning, including the development of a governance model.
3. **The BTEP Transformation Framework**, which brings together a blueprint and an agenda for scoping and producing the deliverables necessary to move to implementation. It provides the structure for the

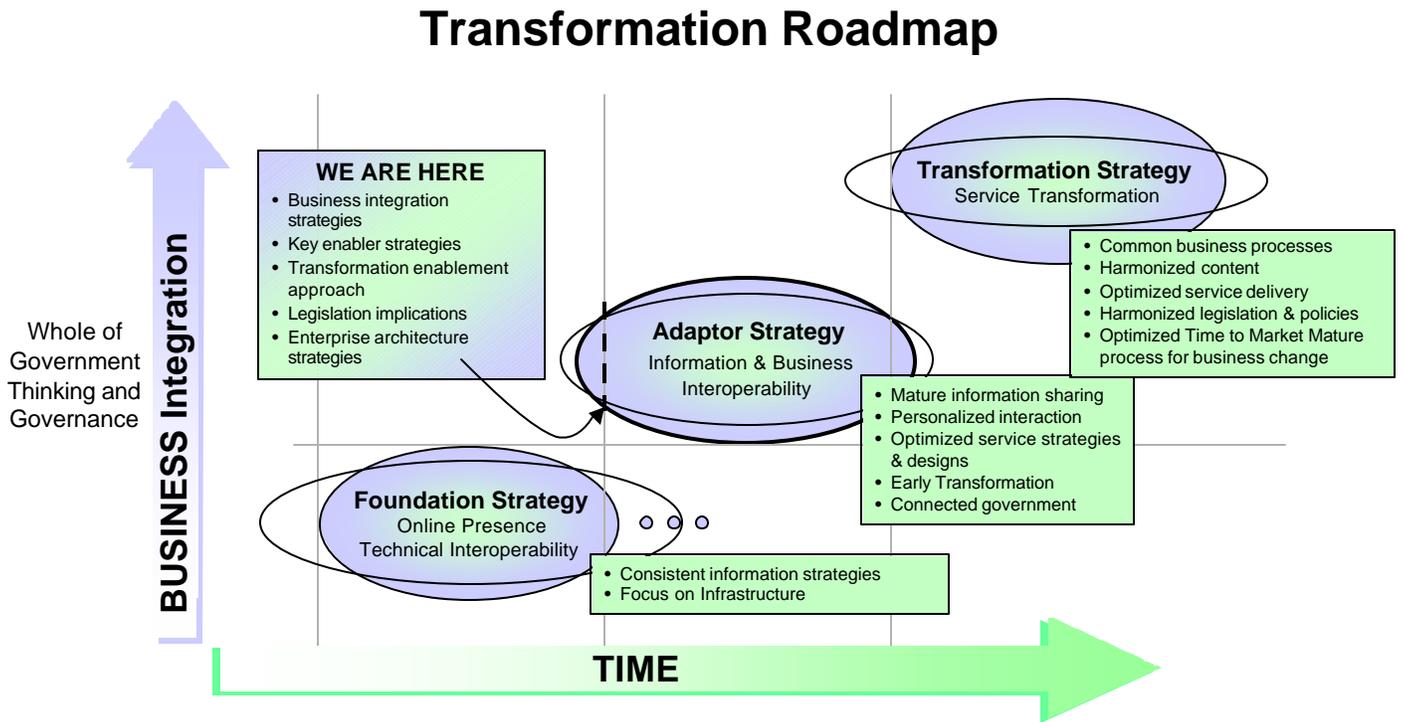
GSRM, including defining and organizing all the elements of an enterprise, one or more programs, or a business process, that must be considered in transformation planning and business design.

4. **A set of core Enablers and Requirements Domains** which are the core business capabilities common across all departments and agencies that enable interoperability and integration. For example, a common IT infrastructure or platform is an Enabler, as is a common set of standards, specifications and patterns for information management, and a common approach to HR management across government.
5. **An overall methodology for transformation**, which provides a step by step, iterative process to follow in business transformation projects from planning to implementation, to produce rigorous and “executable” visions, strategies, designs, standards, business cases and implementation plans.

A sixth element currently in development is a transformation governance model that could be supported by an office of strategic management and alignment to facilitate disciplined, standardized business transformation using the BTEP tools, and provide oversight to guide transformation towards the achievement of national goals. The governance model is being designed to ensure that the use of the BTEP tools enables collaborative and innovative business transformation, and that senior management decisions are taken at appropriate points to move forward toward interoperability and/or integration.

## The Transformation Roadmap

As illustrated below, BTEP’s Transformation Roadmap indicates where, overall, governments in Canada are in terms of moving towards business integration. Transformation is underway across governments, and all of government is not going to be in the same place on this Roadmap at any given point in time. Indeed, there may be valid reasons not to move forward in some areas. However, the Roadmap provides broad characteristics to help business owners determine the “maturity” of their business processes in terms of interoperability and full scale transformation.



## The Governments of Canada Strategic Reference Models (GSRM)

---

*If a picture is worth a thousand words, then a business model is worth a thousand pictures. When an enterprise or large organization uses the same modeling method to depict all its services and processes across all its administrative units, it becomes possible to compare them, understand their inter-relationships and interdependencies, and discover redundancies and opportunities for integration, as well as best practices to emulate elsewhere.*

The Governments of Canada Strategic Reference Models, or GSRM, is the BTEP **analytic tool** that provides a standardized and logical way of visually mapping how business processes work. A model of a process describes or represents it in as succinct and detailed a way as possible. They are typically produced by enterprise architects, and are at the heart of the design process. They may initially appear intimidating to people used to working in a narrative context. However, most government business processes *are* complex, involving dozens if not hundreds of distinct transactions. It is far less cumbersome to “depict” this complexity visually than in words, and less likely to lead to error.

By enabling the development of whole of government business models, the GSRM enables cross-program alignment and the identification of redundancies, gaps, duplicative investments, and opportunities for collaboration. It is the main BTEP tool for achieving interoperability and high value integration. It enables the *consistent* analysis of business processes across different types of programs and services independent of administrative structures. This makes it possible to compare and align business processes because they’ve been described and depicted the same way. It also functions as a system of record for cataloguing business designs that support the same types of programs and/or services delivered to the same clients. One of its key advantages is that it enables business managers and transformation teams across governments to learn from one another and adapt and/or re-use designs, saving time *and* resources.

The GSRM is based on the Public Service Reference Model, which was developed by a joint venture of 22 Canadian cities and 2 provinces. It is being used in 40 cities in Canada and the US, and by the Government of Ontario in its enterprise architecture program. Unlike methods typically used to model private sector business process, the GSRM uses public service vocabulary, formally defines many concepts critical to public administration such as program and service accountability, and accommodates the unique functions of government, types of government services, and patterns of public service delivery.

When used at the contextual and strategic planning level (as explained in the next section, these are the first two rows of the BTEP Transformation Framework – the level of the strategic business architecture) it clarifies the full context, scope and boundaries of a particular change initiative, depicting all the relationships between and among programs and services that must be accommodated to optimize the likelihood that strategic outcomes from transformation will be achieved.

Strategic business models dramatically improve governments’ ability to manage complexity because they record specific structural knowledge

about public sector business in a standard way. This is knowledge about programs, goals, needs, business functions, time horizons, and so forth. Modeling this knowledge using the GSRM allows it to be linked in a material or analytic way, to the policies and goals of the government at the highest levels *and* its day to day actions. The business model doesn't replace or create new knowledge. It merely represents or depicts it. As a consequence, business models can provide "just enough" contextual knowledge to ensure managers are aware of the implications of their business design decisions – changes to policies, strategies, programs, services et., and can support more detailed analysis when it is required.

The main dimensions of the GSRM are program fields and services/outputs. All business models produced using the GSRM are catalogued under the corresponding program field and service output category. There are 23 Program Fields which organize all the Governments of Canada's programs into categories based on the needs of their target groups. These Program Fields are either Public-facing Program Fields, which include all services with public policy goals, whose outputs meet public needs (there are 12 of these); or, Provider Program Fields, which include all services with corporate (enterprise) goals, whose outputs meet provider needs – otherwise known as the "internal" programs of government (there are 11 of these).

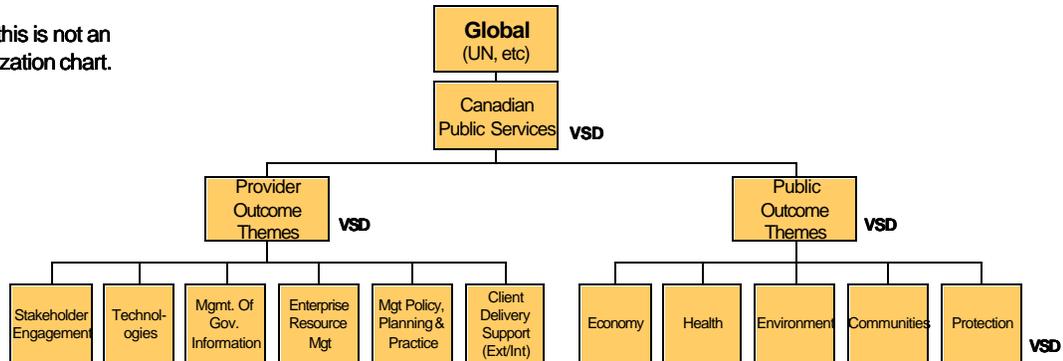
In the GSRM, services have been typed or categorized based on patterns of business activity (i.e., processes). Each of these patterns produces a common service output type – e.g., an advisory encounter, a period of permission, a finding, and so on. The GSRM has identified 19 Service Output Types for all services delivered by the Government of Canada, both internally and to the public.

### **The Public Sector Business Model**

This is a high level model in the GSRM that provides an organized way of looking at *all* of the business of government. It enables the alignment of all government programs and services under the provider and public facing program fields. The Model provides the foundation for strategic management and alignment under these themes, thereby facilitating integrated planning, cross-government performance measurement and the governance of business transformation across departments and agencies, and jurisdictions. A vision, strategy and design (or VSD) would be developed for each theme. In Annex B, the Public Sector Business Model is shown with its relationships to Program Fields as well as the Enablers and Requirements Domains (which are discussed in the subsequent sections of this document.)

## Public Sector Business Model

Note: this is not an organization chart.



**All government work falls within these themes. Common cross-government services fall under the Provider Themes on the left.**

There are a number of additional models in the GSRM, each of which provides knowledge about key aspects of government business. Nine of these key models are:

1. **The Program and Services Model**, which is the “top model” or contextual model, classifying programs and services. The purpose of mapping to this model is to develop a common understanding and alignment of the scope or range of desired outcomes (needs addressed) and outputs provided by the program(s) being modeled, using a standard framework. A sample of this model including all lines of business (defined in the Government of Canada Estimates) according to a standard set of characteristics is attached in Annex A.
2. **The Program Service Alignment Model (PSAM)**, which depicts the services provided directly or indirectly by the Government of Canada, and shows outputs delivered by providers to the public. It brings together and aligns target groups, their needs, direct outcomes, services that face the programs’ target groups, service outputs, and programs across multiple jurisdictions. Several portions of this Model have been completed, including services related to the delivery of grants and contributions, gateway and cluster operations, common IT infrastructure, and supply operations.
3. **The Service Integration and Accountability Model (SIAM)**, which shows the interrelationship between internal services and services that deliver outputs to the public – the entire value chain.. It depicts all required services in the scope of one or more programs, all service outputs from those services, and the horizontal accountability

relationships between those services. Several portions of this Model have been completed, including services related to the delivery of grants and contributions, gateway and cluster operations, common IT infrastructure, and supply operations.

4. **The Transition Output Bundle Model**, which depicts services that prevent, detect or help a target group transition from one state to another. These service bundles illustrate logical groupings of services that together meet the target groups' full or ultimate intent.
5. **The Information Model**, which identifies and defines the “things of shared interest” in the Government of Canada, about which information is collected and used. Its purpose is to create a shared business vocabulary and establish a semantic basis for information interoperability.
6. **The Logistics Model**, which identifies and defines the types of locations, areas, jurisdictions, boundaries and other spatially and geographically referenced elements of the government's business, as well as types of business flows between them, such as transportation, energy, information, etc. Some examples of this Model have been developed for supply operations and grant and contribution programs.
7. **The Target Group Model**, which identifies and defines populations of interest to the Government of Canada, including those who receive outputs of government programs and services, typically referred to as clients, as well as those who benefit from those outputs being delivered.
8. **The Events & Cycle Model**, which identifies and defines events, spanning an individual service request or complaint, to a security incident or natural disaster. It covers predictable cycles such as the fiscal year, and unpredictable ones, such as weather cycles, that affect the business of governments. This model supports improved coordination of service delivery from different providers responding to the same event, and to discover and record effective patterns of response to types of events. And,
9. **The Performance Model**, which shows the inter-relationship of performance metrics for programs, services, processes and resources, so that performance measures from different sources can be aligned to support more integrated performance information design. A portion of the model, called the Program Logic Model, shows the contribution of individual service outputs to government strategic objectives.

The GSRM models are intended to evolve in terms of their definition, content and utility. They are currently being populated with content from general sources – vision, policy and strategy documents, and studies in specific areas such as common IT infrastructure, gateways and clusters,

and grants and contribution programs. However, over time, this content will be revised, validated and expanded, as the models are used as systems of record governing selected projects and change initiatives.

## The Transformation Framework

---

*The “Framework for Enterprise Architecture and Information Systems Architecture” – the industry standard for systems design planning – was developed by John Zachman from observing how architecture, construction, engineering and manufacturing industries handle the construction of complex products and manage change. His Framework enables senior business managers and IT professionals to work collaboratively to understand the full implications of key business and IT strategies.*

Successfully planning and implementing change in large, complex organizations must be “scoped” in a logical way. Large organizations need a cohesive picture or “view” of the full breadth of their operations to understand what it is they are transforming and why, how and where it works, and who’s affected. Then, to pursue transformation, they need a logical and disciplined way to move forward to get out of the “vision trap.” Without a means to scope and “choreograph” transformation, attempts at doing it, particularly across administrative units and jurisdictions, can easily degrade into a series of disjointed “one-offs” that result in some areas of the enterprise accelerating more rapidly than others. This causes unevenness and incoherence for clients, significant planning, implementation and operational inefficiencies, and lost opportunities to reduce overlap and duplication.

BTEP’s Transformation Framework provides a formal way to scope government business and enable coordinated, timely and manageable transformation. It is based on the “Zachman Framework” an integrative framework for managing change in large organizations. Many federal departments and other government jurisdictions in Canada are already familiar with the Zachman Framework thereby easing the transition to BTEP.

BTEP’s Transformation Framework can be applied to any transformation project, no matter how broad or narrow its focus. It is used to organize a “Transformation Blueprint,” the scoping tool, and a logical sequence of design and planning deliverables, called the “Transformation Agenda.”

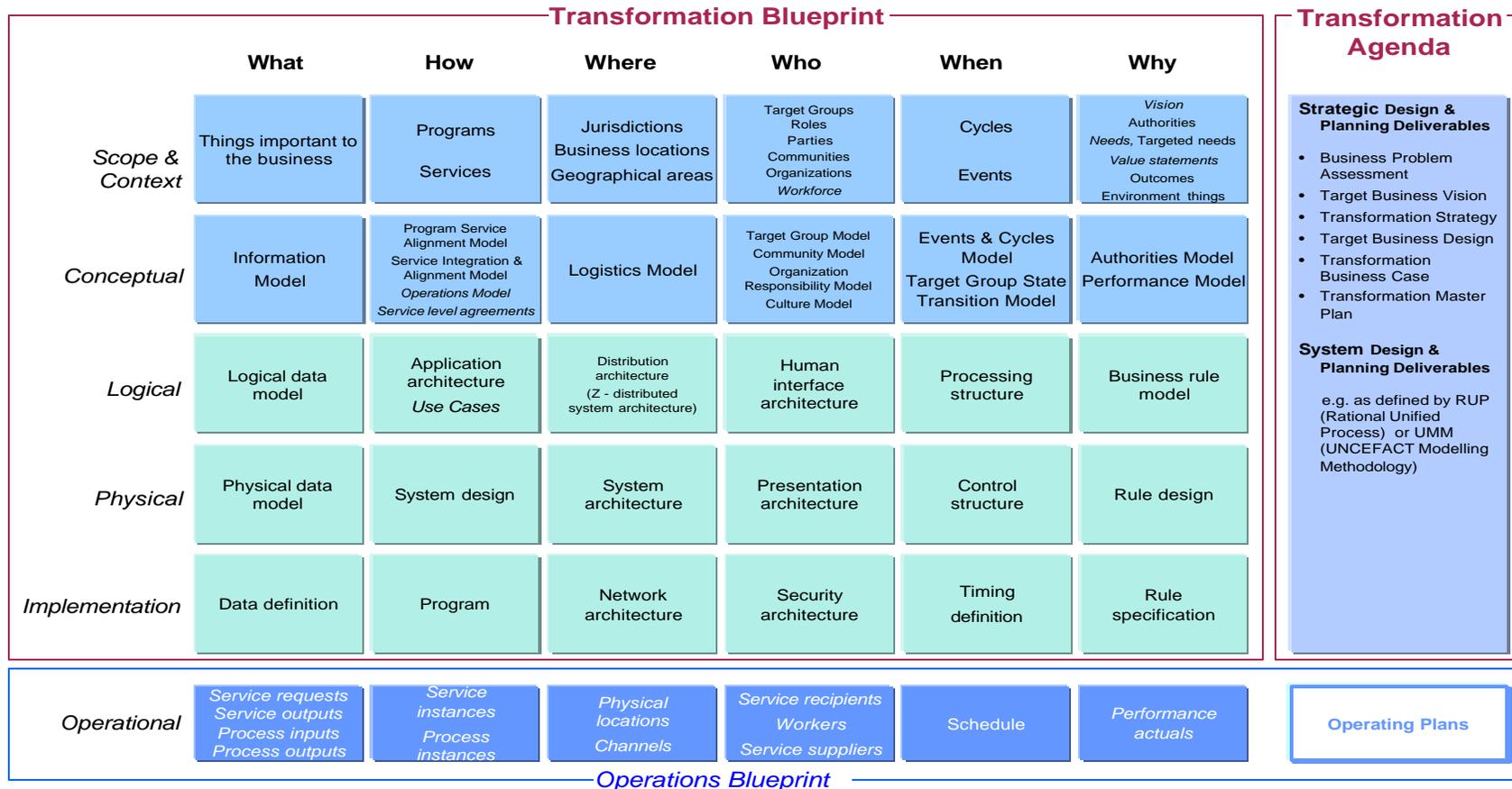
The Blueprint compartmentalizes elements of the business into thirty cells, which act as a progressive checklist of every aspect that must be addressed in a transformation project. Across the top, six columns represent what, how, where, who, when and why. Six distinct perspectives run down the grid: scope and context, conceptual, logical, physical, implementation, and operational. This ensures that all aspects of the business are identified and modeled at an appropriate level of detail to ensure that transformation design work is coherent and coordinated as it moves forward towards implementation. Many of the models in the GSRM can be considered as “populating” the cells in the Blueprint. For example, the Logistics Model is found under the “where” column; the Target Group Model is found under the “who” column, the Events and Cycle Model is found under the “when” column, and the Performance Model is found under the “why” column.

The Blueprint is used to produce “point in time” models of the business – models for the current or “as-is” view of the business, and one or more future target states or “to-be” views (e.g., 5 years out, and 10 years out).

The Transformation Agenda identifies all the strategic design and planning deliverables that must be generated from modeling work to show the way forward from the “as is” state to the desired “to be” state. These are the products needed to plan, resource, communicate and execute transformation. They are outputs produced on a step-by-step basis using the BTEP Design and Planning Methodology (discussed at the end of this section) from visions and strategic designs to business cases and implementation plans, which enable progressive and informed decision-making to actually accomplish the business transformation.

The relationship between the blueprint and roadmap is illustrated below.

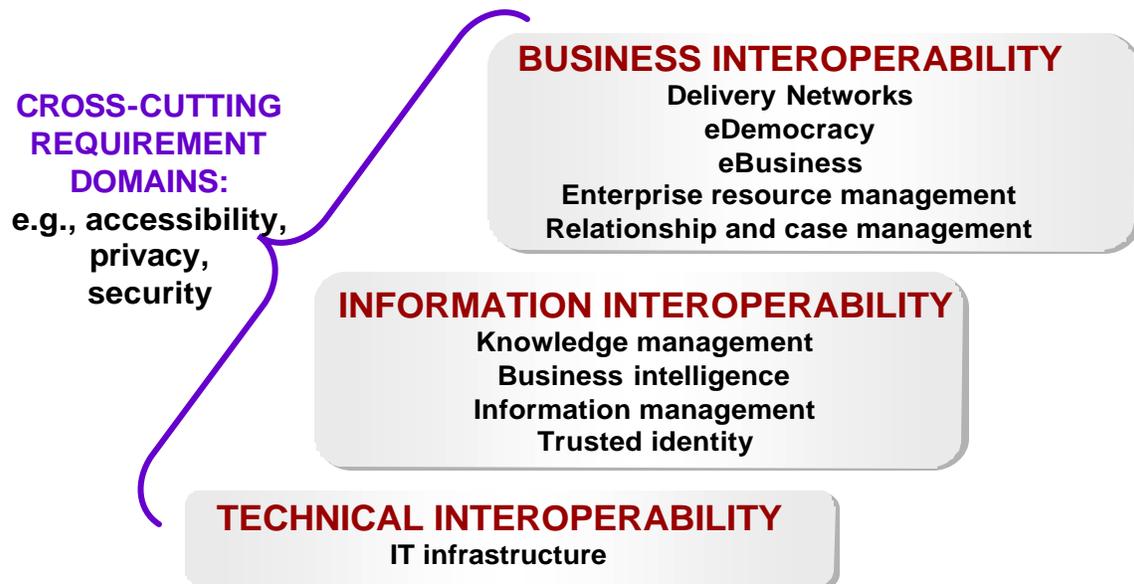
# BTEP Transformation Framework



## Enablers and Requirement Domains

Enablers are core business capabilities that allow an enterprise to advance its level of maturity and agility in achieving its business goals. Requirement Domains play an essential “cross cutting” role in the improvement of public services by bringing together common requirements such as accessibility, privacy and security. To date, ten Enablers and three core Requirement Domains have been identified. Many of these fall within the Information Systems (IS) Provider Program (one of the 11 Provider Program Fields in the GSRM). As the diagram below illustrates, they play a key role in achieving interoperability.

### Ten Core Enablers & Three Core Requirement Domains



The role of the GoC's Chief Information Officer and the mandate of the Chief Information Officer Branch (CIOB) of Treasury Board Secretariat focuses on assuring the sound management of government information and stewardship of information technology assets. In this capacity, CIOB is using BTEP to deliver strategies, standards and designs for seven Enablers considered critical to interoperability, beginning with Information Management. Others of the seven are: IT Infrastructure; Information and Infrastructure Protection; Trusted Identity; Business Intelligence; Enterprise Resource Management, and Relationship and Case Management.

To advance interoperability and integration, Enabler designs *must* be aligned with the business requirements of *all* other Public-facing and Provider Program Fields. So, robust Enabler designs ultimately depend on the GSRM being used consistently across departments and agencies as the common analytical and mapping tool and the Governments of Canada's system of record for business design.

As specific Enabler designs are developed, governments will learn more about the capabilities required to support transformation in all Public and Provider Program Fields. For example, in the case of the Information Management (IM) Enabler, the basic capability required is to make *quality* information supporting program and service delivery accessible to those government workers and Canadians authorized to have it, when and where they need it. Eventually, a vision, a strategy, policies and standards, and re-usable designs for the IM Enabler, would help ensure that systems and components are implemented to support information management that can be shared across many different business processes in Provider and Public-facing Program Fields.

## The BTEP Design and Planning Methodology

---

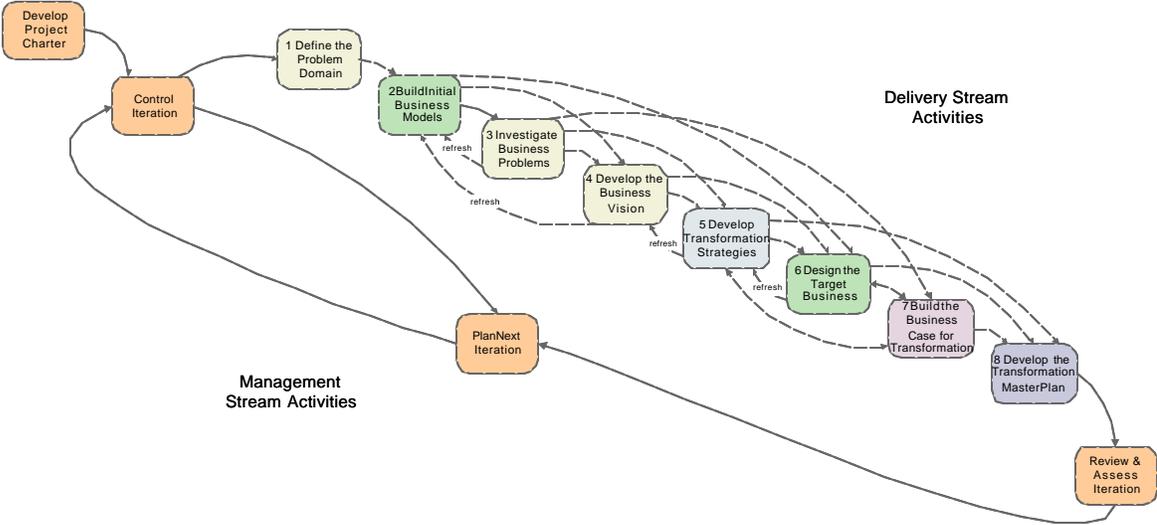
The GSRM and the Transformation Blueprint are used to produce models, but they don't tell business owners what to do with them. That is the role of the Transformation Agenda, which provides the context for how to move forward and directs what models can and should be used. The BTEP Design and Planning Methodology provides business owners with the means to produce the planning, design and implementation deliverables required to use the models to achieve business transformation. They make it possible to determine where interoperability can improve performance and to discover, assess and prioritize opportunities for high value integration. Then, they provide a step-by-step, iterative process for planning and implementing transformation.

The main users of the methodology are business transformation teams, which include the roles of project manager, business analyst and transformation specialist, as well as business designer and modeller (i.e., business architects). The methodology brings rigour and consistency to the work of transformation teams, and the development of transformation project deliverables which include business problem assessments, target visions, transformation strategies, target designs, transformation business cases, transformation implementation plans, readiness reviews, and alignment assessments. These “step-by-step outputs” ensure that the business architect knows what to model and design, and support the progressive decision-making required of business owners to get out of the vision trap and implement business transformation.

The BTEP Design and Planning Methodology has two integrated parts:

- **The BTEP *Strategic Design and Planning Methodology***, which focuses on the top two rows of the Transformation Blueprint and is used by planning projects to create strategic designs and master implementation plans for transformation projects; and,
- **The BTEP *System Design and Planning Methodology***, which focuses on rows 3 to 5 of the framework, and will be used primarily for transformation implementation by those project teams tasked in the transformation master plan to execute design work. (The System Design and Planning Methodology is currently under development.)

Versions of the key deliverables are produced using the methodology *iteratively*. And, within each iteration, each subsequent version of a deliverable refreshes other previously produced deliverables. This reflects the natural order of discovery and development. As illustrated below, an initial version of a business vision (step 4) is needed before developing a transformation strategy (step 5), but the development of an initial transformation strategy will likely produce insights that will require going back to “refresh” the vision:



## Early Adopters

---

*“I am very enthusiastic about BTEP because it really helps us to understand the interactions between governments from the customer’s/citizen’s point of view. It brings information and process together in a way that makes sense without losing sight of program jurisdiction and accountability. It is so systematic in the way it represents the business of governments that it shows where the overlap and gaps in service are, so that we can transform the business, thereby gaining efficiencies and increasing effectiveness.”*

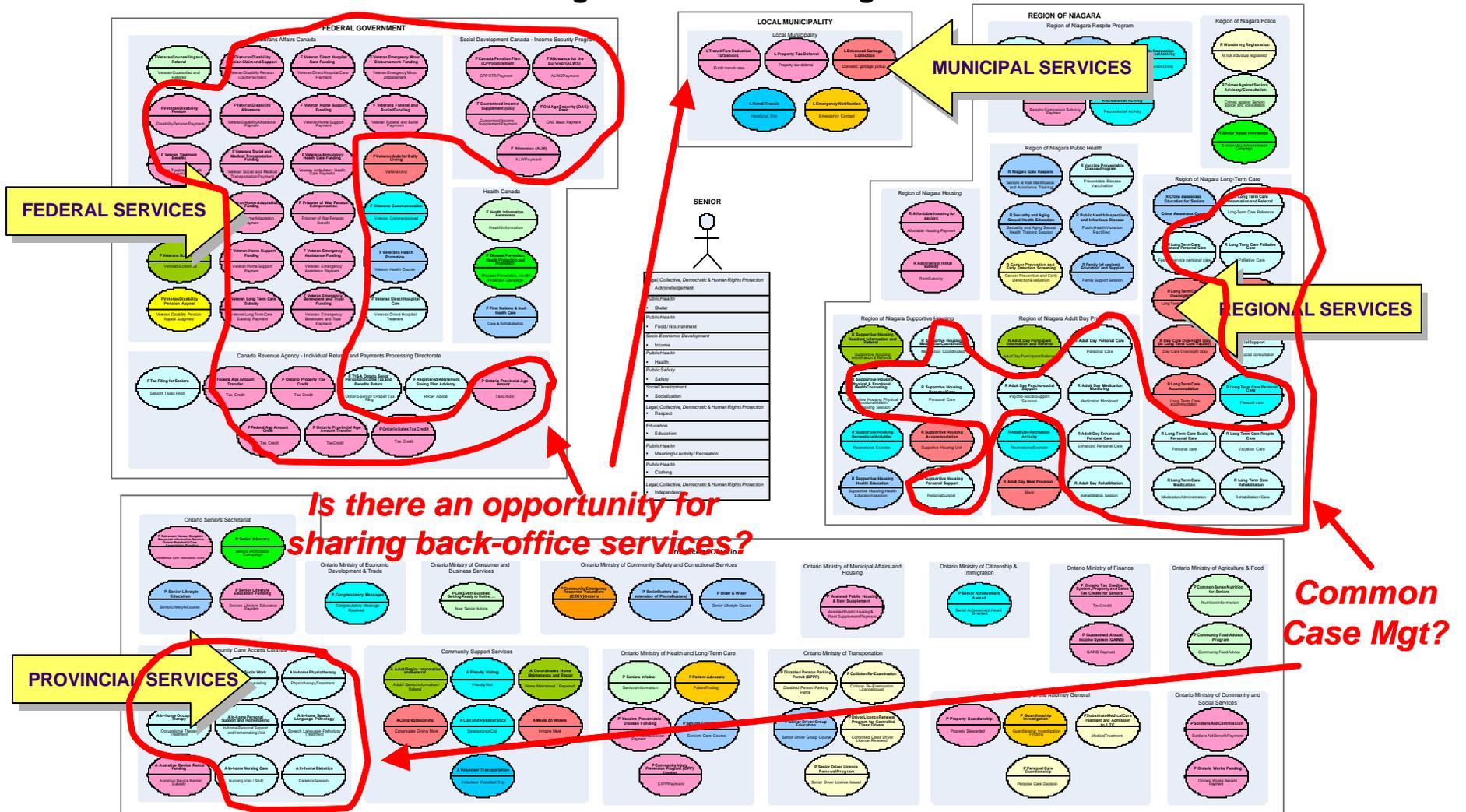
*- Mary Tate, ADM,  
Consumer and  
Business Services,  
Integrated Service  
Delivery Division,  
Government of  
Ontario*

Since the first release of BTEP in April 2003, the BTEP team at TBS has made over 70 presentations and briefings to departments and agencies, other governments and private sector organizations. Eight projects are “early adopters” of the Toolkit. These include federal departments and agencies working collaboratively in service delivery, information management, and public safety. Some of these projects are inter-jurisdictional and, as discussed in the two projects below, illustrate BTEP’s utility forging consensus across multiple jurisdictions about where to pursue high value integration for common clients.

The ***Seniors Service Mapping Initiative***, involved Veterans Affairs Canada; Canada Revenue Agency; Social Development Canada, and Health Canada, and at the provincial level, the Ontario Ministry of Consumer and Business Services; the Ontario Seniors Secretariat, and the Ontario Ministry of Health and Long-Term Care. In addition, Ontario nominated the Regional Municipality of Niagara to be included in the project. It in turn provided representatives from its Community Services, Public Health and Police departments. In total, 16 individuals participated in three two-day workshop sessions held over a three month period, with homework assignments leading up to and following each session. BTEP tools were used to identify potential transformation opportunities that would improve service delivery to seniors across four levels of government (federal, provincial, regional and local).

A total of 203 services were identified across all jurisdictions, with a distinction made between public services that provided value directly to the senior such as the provision of long-term care, and provider services that provided value to other public service providers, such as a service that provides long-term care funding. A visual representation of the Program and Service Alignment Model is provided on the following page. Services of the same output type, regardless of the jurisdiction that provides them, are represented using the same colour thereby highlighting potential opportunities for information sharing, collaboration, and service delivery consolidation (e.g., common case management) or integration.

### Seniors Program and Service Alignment Model



Across the three workshops deliverables were developed and refined, including:

1. A shared vision for Seniors across all the jurisdictions;
2. A standardized definition of seniors' programs and services to set the context for identifying transformation opportunities;
3. A problem statement based on ranking and rigorous root cause analysis; and,
4. Opportunities for transformation ranked and profiled, with initial business cases.

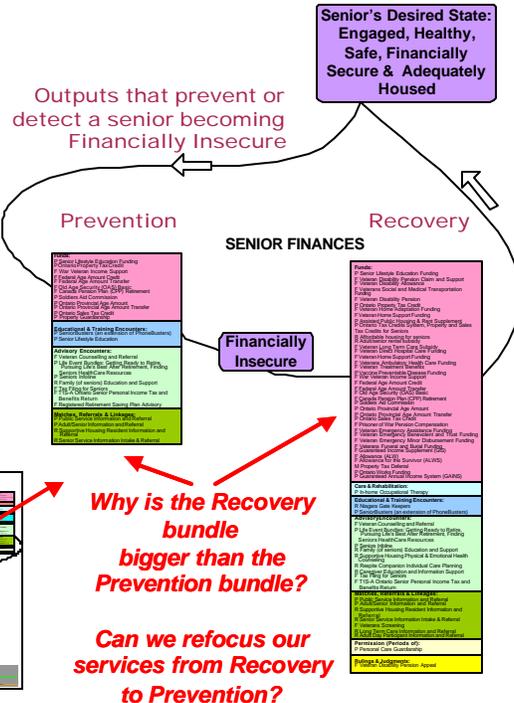
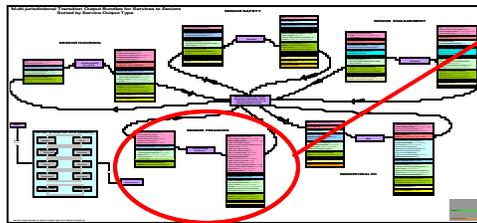
Through a rigorous analysis of service process patterns and needs, common problems and ideas for improvement were identified. Needs analysis centred on five main undesired “states” that a senior could be in which impacts the need for services. The undesired states are: sick; inadequately housed; abused; financially insecure; and, isolated. A senior can transition between a desired state and an undesired state and back again (e.g., healthy to sick to healthy). Relevant services were then “bundled” for each of these transitions, enabling the identification of service delivery problems and ideas for improvement. (See the figure below).

Some of the key root causes found to contribute to difficulties and challenges in meeting seniors' needs included uneven, inconsistent service provider collaboration; lack of support systems; insufficient funding for care provision; insufficient training; and lack of information about seniors. Opportunities to improve were identified with services that were found to contribute to meeting the same basic needs (e.g., *Meals-On-Wheels* and *Congregate Dining*). This suggested opportunities for coordination, such as by sharing suppliers and delivery mechanisms. Services that were identified as being of the same type – for example, 17 services to seniors were found to primarily involve the provision of information – suggested significant opportunities for sharing resources and provider services.

**What it is:**

- Defines “bundles” by identifying services that detect, prevent (Prevention) or help (Recovery) transitions of a target group
- Shows services by type or jurisdiction that must “fit together” to make a difference for the target group

**Seniors Transition Output Bundle**



In total, 122 ideas for service improvement were generated, 47 of which were bundled into seven opportunities. These were then reduced to three specific “catalytic” opportunities, all of which met the following criteria for acceptance as viable multi-jurisdictional transformation initiatives:

- Drives integration;
- Changes behaviour (in service providers);
- Changes client relationship, increasing the value of the service provider to the client;
- Reduces steps and processes to achieve outcomes;
- Reduces response time and saves money; and,
- Yields long-lasting benefits.

Participants are now discussing with their managers and executives plans for moving to the next phase of development of the catalytic projects, which would involve developing richer and more rigorous business cases for each of the three opportunities, and engaging additional jurisdictions and stakeholders.

A second inter-jurisdictional early adopter is *Services to New Business*, which looked specifically at services to entrepreneurs opening a new restaurant. Led by Industry Canada, this project involved two Ontario Ministries and the Region and Municipality of Halton.

Over the course of three workshops, a total of 81 services were identified, of which 40 were delivered municipally and regionally to these clients.

Analysis showed 31 permits of one sort or another involved new restaurant start-ups. More than 250 ideas were generated for ways to improve services to this client group, including streamlining access to licenses and permits. Some of these included having the provincial and municipal levels of government use the federal business number; consolidating a web presence for access to services across jurisdictions; consolidating permits with one “Super Permit”; ways to re-use information across jurisdictions to reduce the number of times the client has to provide the same information; integrated client contact centres; and, a common management tool.

Two opportunities were selected to take forward. The first is enhancing the Canada-Ontario Business Service Centre to improve service to these clients and provide integrated referral to applicable federal, provincial, regional and municipal services. The second – “Inter-Jurisdictional Service Initiation” – involves building a new service to enable service delivery collaboration across jurisdictions that would:

- Automatically initiate access to all services in all jurisdictions where registration (e.g., for permits or licenses) is required; and,
- Provide and collect information in such a way as to enable clients to access it from a single point from any jurisdiction and channel.

## Next Steps

---

Efforts are currently underway to finalize a governance model and to look at establishing an Office of Strategic Management and Alignment to oversee the utilization of the BTEP tools and act as custodian of strategy formulation and planning.

At the same time, efforts are being undertaken to “promulgate” BTEP in three phases, as follows:

- Establish the basics – March 2005
- Go wide – March 2006
- Institutionalize – March 2007

TBS is also exploring whether to make some elements mandatory (to be phased in over the next 1-2 years) for specific classes of initiatives. This could involve making mandatory:

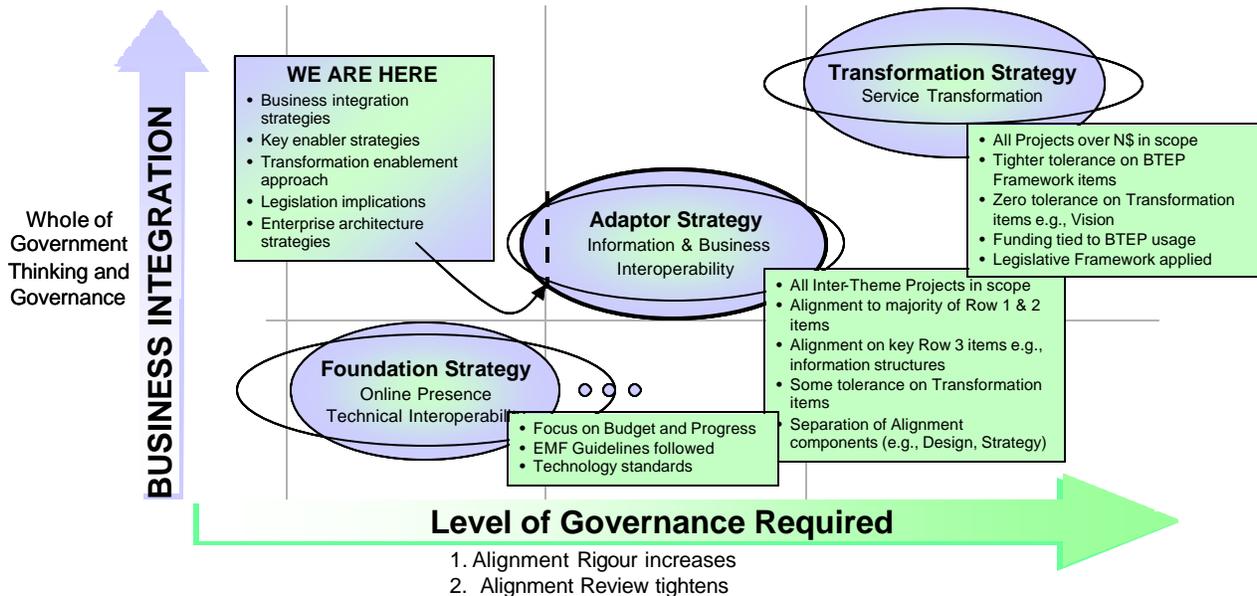
- Use of the BTEP Framework, and designating certain models as essential for Rows 1 & 2 of the Blueprint (e.g., PSAM, SIAM, Information model, and Top Model)
- Use of the GSRM as the standard baseline government model in Canada
- Formalizing the Enablers and Requirements Domains as standard ways of understanding and referencing these cross-cutting capabilities;
- Producing certain key BTEP methodology deliverables (e.g. Vision, Strategy, Design)

Regardless of the extent to which elements of BTEP are made mandatory, or when, promoting and enabling utilization will require:

- Implementing a governance structure
- A cross-governments communication strategy
- A BTEP Central Office and BTEP Offices for key projects
- The integration of BTEP elements within existing CIOB groups (i.e. Service Transformation, Enterprise Architecture, Stewardship) or other TBS groups
- Establishing two new disciplines in government (i.e., Enterprise Architects, Business Transformation specialists), and
- Establishing a public and private sector advisory forum

Governance is recognized as a crucial requirement. The chart below integrates the Transformation Roadmap with the level of governance required as governments move towards more interoperability and integration:

## Transformation Governance Roadmap



In the near term, departments and agencies can begin adopting the tools for their business transformation projects. Specifically, they can:

- Assist BTEP in evolving the Toolkit and its methodology to create a cross-government business transformation capability;
- Begin to adopt this thinking for all business and technology design;
- Identify appropriate projects and business transformation initiatives that are at the stage where they can benefit from using the tools to advance interoperability / integration;
- Move to establish a transformation enablement capacity with a strategic focus on business design.

A number of resources are now available to assist project managers and design teams. They are available at: [www.cio-dpi.gc.ca/btep-ptp](http://www.cio-dpi.gc.ca/btep-ptp)

Most federal organizations are involved to varying degrees in efforts to achieve high value integration in service transformation, public safety and security, and internal operations. They have a stake not only in their own progress, but in success government-wide. The adoption of a common approach for strategic management and alignment and transformation design will mitigate risk, build internal to government expertise in public service design and architecture, leverage design work and re-use design solutions, and save time and resources across the entire enterprise to the ultimate benefit of transformation projects *and* ongoing operations.

Given the complexities involved, a rigorous and disciplined approach to alignment and design has significant potential to reduce the risk in pursuing business transformation, particularly when it involves collaboration between and across departments and agencies and

jurisdictions. As pressures mount to deliver operational efficiencies and cost savings from transformation, governments simply cannot afford to remain “stuck” in the vision trap. Furthermore, the BTEP approach will enable governments in Canada to develop their own business modeling and transformation expertise, which over time will enhance their capacity to change and modernize and ensure their operations are strategically aligned with the unique challenges and demands governments face in a rapidly changing operating environment.



	Service Output Type	Service Type
Supply capacity to act	Funds	Acquiring and providing financial resources
	(Units of) Resource	Providing resources such as goods, equipment, accommodations (apart from funds and human resources)
	New Knowledge	Conducting research
Enhance capability to act	Care & Rehabilitation Encounters	Providing care & rehabilitation to people and things
	Educational & Training Encounters	Providing education and training experiences
	Recreational & Cultural Encounters	Providing recreational & cultural experiences
	Movements	Moving people and things
Facilitate & influence action	Advisory Encounters	Providing information & advice
	Matches, Referrals & Linkages	Brokering, referring, connecting, matching
	Advocacy and Promotional Encounters	Influencing, advocating, persuading, promoting awareness
	Periods of Agreement	Creating collaborations, negotiating agreements, settling disputes
Regulation action	Periods of Permission	Regulating, licensing, permitting, certifying, identifying, authorizing
	Findings	Inspecting & investigating
	Rulings & Judgements	Applying rules & dispensing justice
	Penalties & Periods of Sanction	Enforcing compliance, meting out punishment, penalizing
	Periods of Protection	Monitoring, warning, guarding, storing, eliminating threats, reducing risks
	Interventions	Intervening, responding to threats & emergencies, giving aid, restoring order
Core	Rules (laws, regulations, policies, strategies, plans, designs, standards)	Creating and changing rules
	Implemented changes	Changing existing organization, practices, systems

Public Program Fields	Recognized Public Needs
(Socio)Economic Development	Need to organize, work, trade and prosper Need for protection from economic crimes
Science and Knowledge Development	Need for new knowledge
Natural Resources	Need to use/consume natural resources Need to sustain/renew natural resources
Environmental Protection	Need to enjoy and rely on the natural environment
Public Health	Need for protection from illness and disease
Legal, Collective, Democratic & Human Rights Protection	Need for recognition and protection of legal, collective, human, and democratic rights and freedoms
Social Development	Need to overcome disadvantages Need to help others and share prosperity and community
Cultural Development	Need for preservation of identity, history, tradition, values
Educational Development	Need to develop human capabilities
Public Safety	Need for protection from natural and built hazards Needs for protection from violent crime
Justice	Need for fair and just treatment Need to sanction (punish) law-breakers
National Security & Defence	Need for protection from insurrection, terrorism, international threats and defence of freedom

<b>Provider Program Fields</b>	<b>Recognized Provider Needs</b>
Public Policy, Planning and Management Services	Need to address public needs and accomplish public goals
Corporate Policy, Planning and Management Services	Need to shape the enterprise to accomplish public goals
Integrated Delivery Services	Need to integrate service delivery from different program fields
Communications Management Services	Need to communicate with the public and with providers including the government
Human Resources Management Services	Need to deploy and steward the government's human resources
Financial Management Services	Need to deploy and steward the government's financial resources
Information Management & Technology Services	Need to deploy and steward the government's information
Supply Chain Management Services	Need to ensure supply and conserve the government's resource expenditures
Administrative Services	Need to deploy and use the government's resources, facilities and assets
Facilities and Assets Management Services	Need to maintain and steward the facilities and assets entrusted to the care of the government's
Professional Services	Need to comply with laws, regulations and best practices as an enterprise

Annex B: Detailed version of the Public Sector Business Model

# Public Sector Business Model

