
Exploring the Influence of Organizational Culture on BPM Success: The Experience of the Pernambuco Court of Accounts

Carina Alves, Iveruska Jatobá, George Valença, and Glória Fraga

Abstract

- (a) **Situation faced:** This chapter presents a cultural analysis of the BPM initiative conducted by a public organization, the Pernambuco Court of Accounts (TCE-PE). In particular, we look at how organizational culture influences the evolution of our BPM initiative.
- (b) **Action taken:** We conducted in-depth interviews, observations, and documentation analyses in order to understand each interviewee's organizational culture. Then we analyzed the extent to which the TCE-PE culture is aligned with a BPM-supportive culture, as represented by the CERT values (Customer orientation, Excellence, Responsibility, Teamwork).
- (c) **Results achieved:** We identified a set of cultural values, practices, and organizational characteristics at TCE-PE that may influence the BPM culture—that is, the aspects of the organizational culture that would act as facilitators of or barriers to our BPM initiative. We present a set of strategies that nurture the cultural values that are supportive of BPM and hinder those that are obstacles of BPM.
- (d) **Lessons learned:** During our journey toward establishing a BPM-supportive culture at TCE-PE, we learned that key success factors

C. Alves (✉) • I. Jatobá

Centro de Informática—Universidade Federal de Pernambuco, Recife, Brazil

e-mail: cfa@cin.ufpe.br; icjba@cin.ufpe.br

G. Valença

Departamento de Estatística e Informática, Universidade Federal Rural de Pernambuco, Recife, Brazil

e-mail: george.valenca@ufrpe.br

G. Fraga

Tribunal de Contas de Pernambuco (TCE-PE), Recife, Brazil

e-mail: glorinha@tce.pe.gov.br

include investing heavily in communication, understanding who the stakeholders are and what they want, and creating a long-term vision of BPM goals and articulating them with future sponsors. We believe the experience presented in this chapter has value for public organizations that face challenges in aligning their organizational culture with BPM principles.

1 Introduction

Business Process Management (BPM) is a holistic management approach that includes the dimensions of strategic alignment, governance, methods, people, culture, and information technology (Rosemann and vom Brocke 2015). In particular, organizational culture, as a pattern of basic assumptions discovered or developed within a group (Schein 2010), is a key factor in the success or failure of BPM initiatives (Schmiedel et al. 2015). If the culture's basic assumptions prove of value, they are communicated to new members of the group (Grau and Mörmann 2014). Therefore, organizational culture can change when the shared values, beliefs, and procedures that prove successful change and are asserted over time. According to Schein's (2010) model, organizational culture can be analyzed on three levels—observable artifacts, values and norms, and underlying assumptions and premises—depending on their degree of visibility and consciousness.

We have observed an increasing interest in BPM by the public sector (Valenca et al. 2013). Three main factors motivate public organizations to embrace a process-centric perspective: the first motivation involves citizens' demands for improved quality of public services, the second involves the need to adopt information technologies to support e-gov solutions, and the third involves the continuous pressure for accountability and transparency of their activities that public organizations face (Alves et al. 2014).

This chapter investigates the BPM experience of the Pernambuco Court of Accounts (TCE-PE). We look at how the organization's culture influences the BPM initiative's evolution both positively and negatively.

TCE-PE is a public organization with around 900 employees who are responsible for auditing state and municipalities accounts. The organization's mission is to monitor and guide public management for the benefit of society, and its vision is to be recognized as an effective instrument for improving public management in defense of social interests and prevention of corruption. The espoused values present in the mission statement are ethics, transparency, commitment, effectiveness, coherence, and impartiality.

The aim of the BPM initiative is to standardize and automate key business processes in order to improve productivity and quality. The BPM initiative is supported by well-established project and strategic-planning principles, and top management trusts that it can help them implement their strategic plan. TCE-PE has a culture similar to those of other Brazilian public organizations—hierarchical structures,

low levels of flexibility, and a strong influence of political factors—so it presents a rich case with which to investigate the role of culture in BPM projects. In particular, the TCE-PE case can provide inspiration and insights for public organizations around the globe that are undertaking BPM initiatives.

In this chapter, we present the journey of TCE-PE toward understanding and transforming the organizational culture to nurture values that are supportive of BPM and limit the effects of the cultural values that act as obstacles. By identifying the facilitators and barriers that affect BPM, we were able to define effective strategies that foster a BPM-supportive culture (vom Brocke and Sinnl 2011) at the organization.

The next section uses the six core elements framework from Rosemann and vom Brocke (2015) to describe the situation TCE-PE faced. Section 3 explains how we adopted the BPM-Culture Model from Schmiedel et al. (2015) to analyze the alignment between TCE-PE's corporate culture and BPM culture. Then Sect. 4 presents the results obtained so far from attempts to foster BPM-supportive cultural values at TCE-PE. Finally, Sect. 5 describes lessons learned during our BPM culture transformation journey that may be useful to other organizations with similar contextual factors and cultural values.

2 Situation Faced

Given its disciplinary role of ensuring that public organizations act in a transparent and ethical manner, TCE-PE operates in accordance with the principles of legality, morality, impartiality, and honesty. An early driver of the BPM initiative at TCE-PE was its solid strategic planning and project-driven culture. The organization's strategy monitoring includes follow-up bimonthly meetings with departments and annual summits with the board of directors and managers.

In 2001, the organization made preliminary attempts to build a strategic map. The departments created plans, but most of them were not related to strategic goals. Moreover, there were neither indicators nor operational processes to monitor these plans systematically. At the end of 2003, the first strategic plan was built for the period 2004–2008, after which the plan became an institutionalized management practice. The current strategic plan is based on SWOT analysis and Balanced Scorecard (BSC), comprising the period 2013–2018. The goals of the strategic plan include increasing the effectiveness of external control, improving public management, strengthening the institution's image in society, obtaining agility in judgment processes without compromising quality, encouraging innovation and knowledge management, and consolidating public sector governance.

TCE-PE introduced BPM practices in 2012 and instituted a Business Process Management Office (BPMO) a year later. At that time, the leaders of the initiative realized that they didn't have sufficient expertise in process improvement, so the board of directors established an R&D partnership with researchers from UFPE, a local university. Today the BPMO team is composed of nine professionals: two internal staff, four researchers with practical and academic experience in BPM, and

three undergraduate students. Researchers and students work part-time (15 h and 20 h, respectively). Two of the authors jointly manage the BPMO, one as an employee of TCE-PE and the other as the coordinator from the university. These two managers make all decisions together and report the results of process improvement initiatives to TCE-PE's top management. The other two authors play the role of process analysts. Researchers and students are all considered parts of the BPMO's active workforce; they are employed to conduct activities such as, process modeling, analysis and implementation. This case is presented from the viewpoint of TCE-PE's BPMO team.

To clarify the context of the BPM initiative at TCE-PE, Table 1 presents an overview of how the organization handles the six core elements of BPM (Rosemann and vom Brocke 2015). One of the initial projects we performed in 2013 was an organizational diagnosis using system dynamics (Senge 2006) to analyze the key barriers to and facilitators of the BPM initiative at TCE-PE. We conducted interviews and observations to build systemic archetypes, the detailed results of which

Table 1 BPM six core elements identified at TCE-PE

Factor	Context
Strategic alignment	The BPMO is a formal unit of the governance and management department, a position that ensures its direct alignment with strategic goals. According to the strategic planning for 2013–2018, the BPM initiative is a strategic action. All process improvement projects are aligned with and monitored in terms of the organizational strategy. The president and directors actively sponsor the BPM initiative
Governance	Corporate governance is a main concern for the organization because of its role as public accounting auditor. We developed a BPM governance model to guide the initiative and ensure its alignment with the strategy. We also modeled the value chain to represent key business processes. The scheme associates each process with specific values and clients. The TCE-PE value chain contains 22 processes
Methods	A specific BPM methodology was created to suit the purposes of the organization and the characteristics of its business processes. The methodology, which has well-defined phases, templates, and procedures, has been used in four process-improvement projects to date. The core process of compliance audit has been fully implemented
IT	Bizagi is the tool adopted for process modeling. TCE-PE also acquired a customized electronic process tool with which to implement business processes. Process automation is a way to standardize and control core activities and ensure service quality
People	Public servants have permanent job stability, and staff is resistant to change, preferring to retain established work practices. An intensive training program is underway to ensure that BPM knowledge is well-disseminated throughout the organization
Culture	TCE-PE has a strong hierarchical structure, mature strategic-planning, and a project-oriented culture. The main publicly expressed values are those of ethics, transparency, formality, and legality. A key unwritten value is a paternalistic vision in the benevolent way the organization deals with staff and the public organizations it audits

are available in Alves et al. (2014). This diagnosis allowed us to analyze facilitators and barriers as factors that can interact with each other to create patterns of functional and dysfunctional systemic behaviors that may foster or inhibit the BPM initiative's success. We observed that the strong sponsorship of the project from the president and influential directors was the most influential facilitator in promoting the BPM initiative. They were committed to and always supportive of the implementation of new process-centric ideas.

During the systemic analysis, we identified that a major barrier was employees' resistance to change. Staff reported that they had seen similar management projects fail and that they perceived such efforts as fruitless and as bringing little more than extra work for them. This view reflects the fear of change that is common in the local public sector's culture. An important contextual factor of the Brazilian public sector is that staff has permanent job stability, so public servants often prefer to maintain established practices instead of experimenting with innovative ideas. Another barrier identified was the staff's poor understanding of BPM, as they did not understand the concepts related to it nor did they recognize its relevance to them. Therefore, it was clear that strong sponsorship was a key asset but that the people and cultural factors had to be addressed in order to ensure a sustainable organization-wide BPM initiative.

This diagnosis was a fundamental tool in understanding the current situation, identifying the main goals of adopting BPM, and planning its evolution. An important outcome was the conclusion that, in order to disseminate BPM successfully, the members of the BPMO team had to investigate the organizational culture sufficiently to improve the alignment between BPM principles and internal cultural values and practices.

3 Actions Taken

Considering the TCE-PE organizational context, we used the BPM-Culture Model proposed by Schmiedel et al. (2015) to address the culture and people factors as key issues in ensuring consolidation of the BPM initiative. The model presents the notion of BPM culture and how the organization can align the organizational culture and its values to achieve BPM objectives. Figure 1 presents an overview of the model.

The model explains the interdependency between BPM and organizational culture by providing guidance for identifying what cultural changes the organization needs to accomplish in order to promote a successful BPM initiative.



Fig. 1 BPM-culture model (adapted from Schmiedel et al. 2015)

Schmiedel et al. (2012) conducted a Delphi study to identify cultural values, called CERT values, that are supportive of a BPM culture. The CERT values are:

- **Customer Orientation (C)**—Focuses on customer needs and expectations regarding the process's outputs.
- **Excellence (E)**—Refers to the direction toward continuous improvement and innovation as a way to improve business processes' performance.
- **Responsibility (R)**—Involves attitudes and committed actions to achieve process objectives, as well as accountability and transparency regarding process decisions.
- **Teamwork (T)**—Refers to an open mindset to cross-functional collaboration.

We also used the framework proposed by Grau and Mörmann (2014), which presents the interrelationship between BPM and organizational culture in terms of its influence on the organization's performance. The authors claimed that, in order to implement BPM successfully, the organization's culture must be influenced or changed for the better. To achieve that goal, the BPM team must understand the organization's visible artifacts, values, and basic assumptions.

To gain an understanding of TCE-PE culture, we conducted nine in-depth interviews with staff from a variety of areas and in a variety of hierarchical positions. The interviewees were sponsors, process analysts, internal clients of the BPMO, and stakeholders from key process areas. In addition, several documents were analyzed, including the organizational strategic plan (2013–2018), the BPMO's communication and training plan, and an organizational climate survey. We also performed non-structured observations over the course of a year. One of the authors conducted the observations as part of the author's work routine at the BPMO. All relevant episodes, opinions, behaviors, and interactions observed during meetings and daily activities were documented, and the authors discussed the resulting notes to share their perceptions regarding the visible actions and values. The authors also analyzed the underlying assumptions embedded on the organization's invisible culture, where support from a BPMO manager and co-author of this chapter was critical. This manager has worked at TCE-PE for 20 years and has significant experience in several organizational areas. This experience was valuable in clarifying ambiguous observations and confirming impressions from the interviewees' discourse. The result of this study was a set of cultural values, practices, and organizational characteristics that may directly or indirectly act as barriers or facilitators of the BPM initiative. Armed with this knowledge, we could create strategies to promote necessary cultural change.

Figure 2 presents the main cultural values and organizational characteristics of TCE-PE that are captured in this study. The figure also represents the CERT values, which were important elements of the analysis. Each cultural value observed at TCE-PE contributes positively or negatively to the CERT values. Next, we describe the organizational context and present excerpts from interviewees' discourse that help to portray the organizational culture.

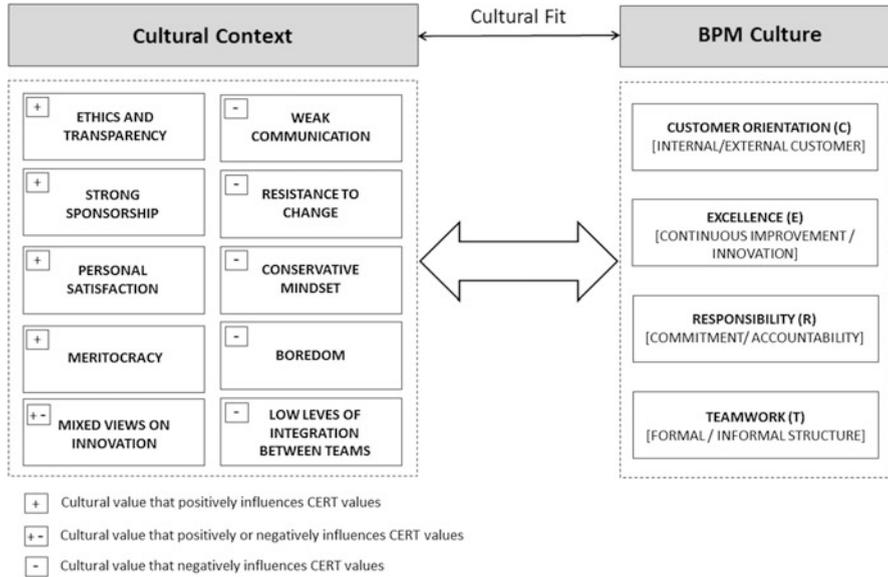


Fig. 2 Interrelationship between TCE-PE’s cultural context and the BPM culture as represented by CERT values

3.1 Weak Communication

We perceived that both internal communication (between departments) and external communication (between TCE-PE and other public organizations or society) is weak. The public has no clear understanding of the role and the activities undertaken by a Court of Accounts, and staff often fails to comprehend who the internal clients are and, consequently, with whom they must interact. Interviewees reported that the organization has inefficient communication channels and needs to improve communication by creating new channels or improving existing ones. The increasing demand for public administration to act efficiently and transparently reinforces the criticality of the weak communication channels. As one business analyst argued, “*The communication with the external public has improved a lot, but I think we have to change radically; people want faster answers [and] full transparency. I think the communication is still very slow.*” The organization is currently trying to improve external communication by advertising its activities in local newspapers and improving its Web portal.

The weak internal communication raises the need for mechanisms that will improve employees’ understanding of BPM practices. Effective communication strategies (e.g., internal publicity about process-improvement results) can improve staff awareness of BPM as an approach to transforming the organization by helping staff understand what BPM means and how process-oriented practices may help them in their daily activities. Moreover, staff must be informed about how BPM can

promote agility and efficiency for the organization, which will positively affect TCE-PE's image in society. As a systems analyst explained, "*If people believe in [BPM], they will help [to implement it]; they need to believe that it will bring results and make the organization more agile, [to] see that we are providing information for society. . . The dream of the public servant is that people believe what we do is important.*"

Weak communication is a cultural characteristic of the organization that hampers its orientation toward satisfying clients. This cultural flaw limits the understanding and responsive treatment of clients' expectations and has a negative influence on the CERT value of *customer orientation*. In addition, inadequate internal communication is a barrier to sharing information between departments and limits cross-functional collaboration, which affects the development of *teamwork*. Finally, weak communication channels negatively affect the *responsibility* of staff, who may not perceive the importance of their commitment to process outputs and their accountability to the achievement of process goals.

3.2 Resistance to Change

From the beginning of our BPM initiative, we observed resistance to change, especially from older staff, who expressed a feeling of distrust regarding any new managerial approach. They frequently mentioned that they had seen many innovative approaches that failed. This resistance stems primarily from the fact that changes may take them away from their comfort zones. As a systems analyst explained, "*For everything that we are implementing here there is a resistance: [people think] why change? This will bring more work for me.*" Therefore, there was some resistance to embracing BPM principles since BPM fundamentally promotes organizational change (Baumol 2014), as the director of corporate governance observed in saying, "*The excess of formalism and the resistance to change may affect the BPM initiative.*" On the other hand, we observed a counter-culture among younger employees, who are eager for change and receptive to co-creating a modern public administration. This young generation became allies of the BPMO in promoting a process-centric view. The director advised us to simplify our discourse whenever possible so the BPMO would "speak the same language" of staff from all departments and cohorts.

Fear of change and mistrust may hinder the development of cultural values related to innovation and continuous improvement, which are sub-dimensions of the CERT value of *excellence*, and the generational conflict at the organization may negatively impact the creation of *teamwork*. We also found that, if the initiative confronts highly ingrained cultural values, it may not be easily assimilated or may even be boycotted, which may lead to failure. This resistance may occur even if the proposed actions promise to improve organizational results. In our case, we had to convince key people who had legitimate or referent power at the organization to implement changes so they could act as facilitators of process-centric principles.

3.3 Strong Sponsorship

Despite being an embedded value of organizational culture, resistance to change can be minimized by political power. Top management sponsors must support strategic changes, because, as the IT director contended, “*If there is no sponsorship from the president or key directors for a substantial change, it does not occur.*” We identified an interrelationship between sponsorship and the development of the *excellence* and *responsibility* values of a BPM culture. When we were implementing significant changes related to quality indicators and more radical innovation on the compliance audit process, we knew that active sponsorship was critical to their success. The commitment and responsibility of key employees also contributed to achieving desired results. On several occasions we relied on process owners to endorse BPMP proposals during strategic meetings. We recognize that such strong sponsorship has been a key factor in the success of our BPM initiative at TCE-PE.

3.4 Low Levels of Integration between Teams

In general, employees do not have a holistic perception of the services the organization offers and do not understand what their contributions to business process improvement are. Departments work as isolated islands; they carry out disconnected activities, and teams from different departments do not work as a cohesive team. Poor internal communication intensifies this problem. Poor handoffs between involved departments may hinder the effective execution of business processes. Effective collaboration among teams often requires explicitly requesting cooperation from the teams’ managers.

The low level of integration between teams is part of the organizational culture at TCE-PE, and it represents a critical issue, as a project manager observed:

I think that teams from business areas may not truly understand the strategic goals. Sometimes it is not clear for people what the changes decided at the strategic level are. They have certain distance from the organizational goals. Although there is investment on BPM courses, campaigns about organizational indicators, and achievement of goals, people do not feel [like they affect organizational goals], and this can negatively impact the change that is arriving.

The fact that employees often do not feel like parts of a single integrated team and do not understand the relevance of their work to achieving strategic goals negatively influences the CERT values of *teamwork* and *responsibility*.

3.5 Mixed Views on Innovation

Formality and conservatism are strong cultural values at TCE-PE in large part because of the organization’s central role as auditor of public accounts. These

values may be barriers to innovation and change, but there is an increasing awareness of the need to promote innovation at the institutional level. As a process analyst observed, “*No doubt the innovation award is an incentive policy; however, at the same time, the institution is very conservative in the face of innovation. [...] People talk a lot about previous projects that failed, and they fear being stigmatized.*” Incentives like the innovation award are important instruments with which to promote innovative thinking, but we observed that innovative actions are not widely spread at the organization and that some people still perceive innovation as risky. In addition, as the same process analyst remarked, “*We don’t have practices to understand why errors occurred and how to prevent them. We can learn a lot from our mistakes.*”

In sum, we perceived that the staff has mixed views toward innovation. A positive aspect of the culture is that, at the strategic level, the staff is open to innovation. During our strategic meetings with sponsors of the initiative, we concluded that the BPMO plays an important role in disseminating an innovation culture throughout the organization. Such actions will foster the CERT value of *excellence*.

3.6 Conservative Mindset

Aspects of the existing organizational culture, such as bureaucracy, legalism, and resistance to change, are barriers to implementing a modern management model. Especially during process analysis meetings, we identified a conservative mindset that hinders organizational ambitions to establish a new management model that is focused on goals and supported by BSC. The BPMO manager illustrated this observation: “*Many of the modern attitudes toward building a better organization clash with the conservative culture that exists here.*” The president’s assistant remarked that “*the organizational culture expects to see concrete results [if it is] to believe in new things.*” Therefore, only when novel ideas prove to be successful does staff start to accept and support change. Although TCE-PE works hard to consolidate a goal-oriented management model, we identified unconscious, obsolete cultural values that are embedded with bureaucracy, political influence, and inefficiency. This situation may hinder the development of *customer orientation*, *responsibility*, and *excellence*.

3.7 Personal Satisfaction

We perceived that the staff is personally satisfied with working at TCE-PE because of the organization’s mission to inspect the correct use of public funds, which is considered a noble job. The staff is pleased to contribute directly to combatting corruption and promoting the efficiency of public administration. They are proud of the organization’s technical excellence, their autonomy in executing their work, and their high salaries (which are above the average in the Brazilian public sector).

The cultural value of personal satisfaction positively influences the CERT values of *excellence*, *responsibility*, and *teamwork*.

3.8 Boredom

Despite being proud of working at the organization, some employees show a level of boredom. They are tired of the bureaucratic work and often do not see the results of their efforts. Similar attitudes frequently occur in other public organizations in Brazil, so the nature of bureaucratic work and traditional public sector management styles are likely key reasons for this attitude. We found that the infrequent rotation of employees across departments and repetitive tasks at TCE-PE are sources of their apathy. As the president assessor remarked, *“The institution does not promote job rotation; it leaves people too long at one place, doing the same task. For people who want to be relaxed at work, it is very convenient.”* Job stability is a key factor that may negatively affect the staff’s commitment to achieving organizational goals. The cultural aspect of boredom can be a barrier to achieving a BPM supportive culture, as it negatively affects all four of the CERT values—*customer orientation*, *excellence*, *responsibility*, and *teamwork*.—Employees may not be motivated to leave their comfort zones because their salaries are guaranteed for the rest of their lives, so we saw the need for a results-driven management model that reinforces reward and promotion policies based on employees’ performance.

3.9 Meritocracy

Aware of the problem of employees’ boredom, TCE-PE established a financial reward system that evaluates employees’ individual performance based on their individual achievement of goals defined by their managers. The organization is also trying to reduce political appointments to key positions. The results-driven model raises the need to appoint employees with proven competence and commitment to strategic roles, illustrating the organization’s effort to inculcate meritocracy as an important cultural value. We observed this fact in a statement from a process analyst: *“As the organization reinforces the importance of a results-driven model, managers are seeking to assign competent people; since people in leadership positions play a great influence on the achievement of these goals, there is even more attention to meritocracy.”* As a cultural value that has been strengthened at TCE-PE, meritocracy can foster all four CERT values.

3.10 Ethics and Transparency

Ethics and transparency are public values described in the TCE-PE strategic plan. These values are respected, and they play an important role in the employees’ identities, as a systems analyst explained: *“Honesty is a very strong value. People*

[are concerned with whether] someone is honest [and] if it is correct to do something from the point of view of the external public." The values of ethics, transparency, and honesty positively influence the CERT values of *responsibility* and *excellence* since they stimulate commitment, continuous improvement, and especially accountability.

Based on the cultural analysis presented above, we identified and nurtured cultural values that are supportive of BPM and created strategies to hinder the values that are obstacles. The key actions taken by the BPMO are centered on two pillars:

- Ongoing and appropriate communication is essential to ensuring the dissemination of BPM-supportive cultural values. Communication also plays a central role in minimizing cultural values that hamper a BPM culture (Fig. 2).
- Staff motivation and engagement strategies drive the transformation of the negative cultural values identified at TCE-PE, such as *resistance to change*, *a low level of integration between teams*, *a conservative mindset*, and *boredom*.

4 Results Achieved

This section reports the results obtained by TCE-PE's BPMO to align the current organizational culture with values that foster a BPM-supportive culture. We analyzed to what extent the cultural values identified at the organization can act as facilitators of or barriers to the BPM initiative. We defined a set of strategies to nurture desirable cultural values and to change the values that hamper a BPM culture. Here, we discuss the results obtained so far in light of the *six core elements of BPM* (Table 1).

In the early years of the BPMO, we focused on establishing internal *BPM methods* and organizing the IT infrastructure. Substantial effort was put into creating a methodology that covered the whole BPM cycle. The BPM methodology is based on good management practices (vom Brocke et al. 2014) but also takes into account the specific characteristics of the organization, its internal staff, and the nature of its business processes. This action is aligned with advice from vom Brocke et al. (2016) that BPM projects that adopt a one-size-fits-all approach are likely to fail. The methodology has well-defined steps, procedures, and documentation templates. We created the methodology iteratively, using and evaluating it on four pilot BPM projects to date. In addition, we presented the methodology at several local events in order to disseminate BPM practices. Another important action related to methodology was the definition of the BPMO structure, which included descriptions of the roles, activities, and services provided by the BPMO (Jesus et al. 2015).

Regarding the *IT infrastructure*, the TCE-PE acquired a bespoke solution for an electronic process that we used to implement the business processes. We acknowledge that the solution is not exactly a Business Process Management Suite (BPMS), but acquisition of the tool was an executive decision motivated by other public organizations' adoption of similar solutions from the same supplier. This decision

was a clear illustration of the *conservative mindset* and *mixed views toward innovation* cultural values in place.

Since the beginning of the initiative, we have emphasized *strategic alignment*. We have regular meetings with sponsors of the BPMO and direct our efforts in such a way as to materialize the top management's strategic vision and goals. Given that the managerial staff are eager to implement innovative ideas at TCE-PE, we recognized they are our key partners in achieving our goals of implementing a BPM culture organization-wide. Initially, we perceived that employees did not understand the BPM jargon, so we conducted several training courses for employees that explained the basic concepts of BPM and promoted workshops and open events to publicize our BPM results.

In parallel, we developed a *BPM governance model* as part of a Ph.D. thesis from one of the collaborators with the BPMO. The model served as guidance in developing our maturity model, which is currently being produced.

In sum, our initial efforts targeted the core elements of methods, IT, strategic alignment, and governance. Our rationale in choosing this direction was based on its being the safest path. Since the beginning of our initiative, we have been aware that the culture and people factors were complex to treat, so our strategy was to pursue some "quick wins" before dealing with them. The trainings and events were a way to inspire and engage employees who were already open to changes, but we knew that these actions would reach only the tip of the cultural iceberg. Another result refers to the corporate governance model that TCE-PE implemented, which has facilitated its organizational development and modernization in recent years. The consolidation of the strategic plan with well-defined goals to guide improvement actions, and strong project-driven practices are drivers of the BPM cultural transformation at TCE-PE. We are conscious that, if the organization were not undergoing such remarkable management improvements, our efforts to disseminate BPM would be much harder, given the cultural context of Brazilian public sector.

By the end of 2015, the core business process of compliance audit was fully implemented. This achievement was publicized in external and internal media, as it was a key goal of TCE-PE's president. The publicity was beneficial in disseminating the relevance of BPM, and we perceived that it was the right time to initiate more aggressive actions that would handle the people and cultural factors. At that time, the BPMO had already obtained recognition within the organization as a hard-working and committed team, so the employees who feared failure and were *resistant to change* started to understand and trust BPM. The *cultural analysis* presented in this case is a key outcome for the BPMO in improving the cultural fit. We believe that, by understanding this cultural panorama, we obtained a holistic vision of how to evolve our BPM initiative in a sustainable manner. To direct our next steps, we built a BPM maturity model using the proposal from Rosemann et al. (2006) as a reference model. Linked to the organizational strategic map, the model follows the five maturity levels and defines concrete goals that must be achieved in order to reach higher maturity levels. A change-management plan guides all actions the organization and the BPMO in particular must accomplish.

To address the *people* factor more objectively, we created a stakeholders' matrix that classified internal and external customers. This instrument supported the identification of key stakeholders who may influence the business processes under improvement. For instance, we classified stakeholders' legitimate (related to their formal position), expert (related to their knowledge regarding BPM and/or TCE-PE core activities), and referent (related to their respect among their peers) power. During process improvement projects, we also worked to build closer relationships with stakeholders in order to understand their motivations and needs. The classification enabled the BPMO to define specific strategies to promote the positive engagement of stakeholders who can influence the success of our actions. By clarifying the stakeholders' expectations and levels of power, we can mitigate the negative outcomes of the cultural values of *weak communication*, *boredom*, *conservative mindset*, and *resistance to change*.

In regard to communication, TCE-PE has already included the goal of improving internal and external communication in the strategic map. The strategic action involved the creation of an institutional communication plan and restructuring the communication department. In so doing, the organization created TCE-TV, an internal channel with videos showing the activities of departments and relevant news; placed weekly columns in local newspapers that informed the public about the main activities underway, redesigned the corporate website, and created institutional profiles on Facebook and Twitter. In addition, the organization introduced a series of short videos called "A Minute with the President" on the company's Intranet to share information about top management's decisions. The organization also invested in internal marketing campaigns called "Digital Windows" to promote strategic projects on digital screens throughout the buildings' corridors and elevators.

The BPMO also created its own strategic communication plan that presents communication goals for disseminating BPM knowledge, describes potential risks and problems faced by the initiative, and proposes actions to address them. The plan covers the organizational strategic cycle (2013–2018), is updated biennially, and is linked to the BPM Maturity Model. Therefore, when defining change-management activities, the BPMO also determines the required communication actions.

By improving both internal and external communication using these actions, the organization can foster the consolidation of positive cultural values that are aligned with CERT values. Effective communication strategies can reduce *resistance to change*, improve *integration between teams*, and demystify *innovation*. In addition, internal and external communication efforts have direct effects on *personal satisfaction* and on *ethics and transparency*, respectively.

When the current organizational strategic plan was created, managers and their subordinates had difficulty understanding how their routine activities would contribute to strategic goals. To handle this problem, the organization defined employees' individual performance indicators that were associated with strategic goals. These goals are measured by means of deliverables specified in performance agreements for each department and each employee. The definition of clear individual, departmental, and organizational goals and the transparency of results are intended to encourage staff engagement and motivation, leverage *meritocracy* and

minimize staff *boredom*. However, since this initiative started only a few months before this article was written, we cannot yet measure its impact.

5 Lessons Learned

During our experience of developing cultural values that foster a BPM philosophy at TCE-PE, we faced several challenges and opportunities that we report here as lessons learned. We believe that these findings can be helpful for other organizations that have similar cultural values and contexts. We learned four primary lessons during our journey as members of the BPMO at TCE-PE are:

- **Associate the BPM maturity model with the organizational strategic map:** Using the organizational strategic map, we built a sectorial strategic map for the BPMO. We identified actions related to specific strategic goals that should be the BPMO's responsibility, and completing these actions became the mission of our sectorial strategic map. Then we linked the requirements of the BPM maturity model that would support the achievement of the organizational mission with the strategic map. We organized corresponding projects and action plans, which were monitored by means of specific indicators.
- **Invest in communication strategies:** Appropriate and timely communication is a key success factor for any novel management approach. Since TCE-PE has been undergoing significant managerial transformations by means of initiatives in several areas, including the BPMO, it was necessary to invest heavily in communication. Our communication actions disseminated basic concepts, addressed unfounded fears and resistance, and advertised results both internally and externally. Positive BPM marketing was an essential strategy in fostering the organization-wide evolution of our initiative.
- **Determine who the stakeholders are and what they want:** At the beginning of our BPM initiative, we convinced strategic staff to attend our training courses and to participate in important process-analysis meetings. These staff members can be considered the first "ambassadors" of BPM. We performed these actions intuitively, inviting the most receptive, curious, and communicative staff members and then seeing how their sponsorship would be fundamental to our ability to articulate our goals and actions with resistant employees. To capture the influence and power of stakeholders from various departments and hierarchical positions, we created the stakeholders' matrix. This instrument helped us to identify the key staff that, because of their positive influence and expertise, should actively participate in process-improvement initiatives. The instrument also identified those individuals who were most likely to obstruct, either consciously or unconsciously, the diffusion of a BPM culture.
- **Create a long-term vision of BPM goals and communicate them to future sponsors:** The public sector is affected by regular elections and frequent changes in managerial positions. Therefore, current initiatives are often discontinued by new leaders whose agendas may differ from those of their predecessors. Aware

of this intrinsic condition of public organizations, we articulated the evolution of the BPMP with the whole board of directors and counselor cabinet. Ensuring the initiative's strategic alignment with current and future leaders was an important strategy in guaranteeing the sustainable evolution of BPM at TCE-PE.

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Carina Alves is Associate Professor at Centro de Informatica, Universidade Federal de Pernambuco, Brazil. She received her Ph.D. in Computer Science from University College London and spent a sabbatical period at Utrech University. She has expertise in Business Process Management, Software Ecosystems and Requirements Engineering. She coordinates the Business Management and Innovation research group. Her group conducts several R&D projects with local companies and public organizations. In particular, she coordinates the team of researchers and is advisor of the Business Process Management Office at Pernambuco Court of Accounts (TCE-PE).



Iveruska Jatobá is systems analyst at Pernambuco Justice Court, where she has served as director of information systems for 10 years. Currently, she is head of the Project Management Office there. She received a M.Sc. degree from Universidade Federal de Pernambuco. Her dissertation investigated cultural values in Business Process Management initiatives. Moreover, she is business process analyst of the Business Process Management Office at Pernambuco Court of Accounts (TCE-PE) and conducts research in BPM culture there. She holds CBPP and PMP certifications.



George Valença is adjunct professor at Departamento de Estatística e Informática at the Universidade Federal Rural de Pernambuco, Brazil. He received his Ph.D. and M.Sc. degree from Universidade Federal de Pernambuco. In particular, his Master's thesis explored the phenomenon of business process variability by means of a systematic mapping study. He is member of the Business Management and Innovation research group. Moreover, he is business process analyst of the Business Process Management Office at Pernambuco Court of Accounts (TCE-PE) and conducts research in process governance there. He also acted as business analyst at the Federal Data Processing Service, the largest government-owned corporation of IT services of Brazil. His research interests include Business Process Management, Requirements Engineering, Software Ecosystems and Empirical Software Engineering.



Glória Fraga holds a law B.Sc. degree from Universidade Federal de Pernambuco and a M.Sc. degree in Juridical-Political Sciences from Universidade de Lisboa (FDUL). Since 2012, she manages the Business Process Management Office at Pernambuco Court of Accounts (TCE-PE). Previously, she worked at the audit division for 16 years at TCE-PE.