Business Process Management as a Lever for Administrative Innovation

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ABSTRACT: *In these times of uncertainty and fear for the future, the ability of the administration to innovate is crucial.In the short term, a reorganization may be the only thing, or at least the least hard thing, that an administration can do. In this perspective, an alternative form of administrative management has emerged "Government 2.0", it uses information systems to simplify, streamline and rationalize administrative processes, build modern, transparent public administrations, agile, and reduce waste and unnecessary expense.Business process management solutions, by supporting public services in this transformation, making it possible to review all the processes, boost the processing of requests and provide faster service to users.*
KEY WORDS: *Innovation, public service, administration, Business Process Management.*

I. INTRODUCTION

Innovation plays an increasingly important role in official discourse as well as in public service management policies. Since the early 1980s, it has become one of the most popular "buzzwords" for policymakers and practitioners worldwide (Borins 2001; Eshima et al. 2001).

Public decision-makers are therefore aware of the need to innovate and develop, more than ever, an innovation policy adapted to the challenges of the 21st century. Indeed, the administration is generally slow, subject to strictly hierarchical rules and functions much less efficient than it should. A critical reflection on its current state is essential, in order to allow it to be more effective, by adopting new technologies and better management practices likely to have a more short-term impact on the quality of public services felt by the citizen.

Many initiatives have been taken to modernize the public sector, including changing organizational structures to achieve improved performance. Some jurisdictions have sought to improve by borrowing practices from jurisdictions in other countries or from the private sector. This has led to an apparent change with little real progress made. Consequently, during a reform, it is necessary to take into account the acceleration of environmental changes, adopt a vision defined based on the diagnosis and propose solutions generated by new challenges and not drawn from the past.

Public services will then have to find innovative solutions to confront challenges, improve systems, practices and service delivery functions, in particular by strengthening the capacity for innovation in the public service. It is about generating ideas and potential solutions which are far from obvious and which require imagination or which seem to contradict the "right way of doing things".
In general, there are two forms of innovation:
-Adopting new "standard" or "advanced" approaches from outside the organization.
-Invention of new approaches or substantial modification of existing methods or practices in other organizations to create alternative approaches, ie "reinvention" (Rogers 2003).
Business process management solutions allow to review the entire process, boost the processing of requests and provide faster service to users, and thus support public services in the search for a new form of management.

II. DEFINITION OF INNOVATION

The term innovation refers to introducing new practices or modifying existing practices in order to produce positive results. The Larousse dictionary defines innovation as "Introduction into the process of producing and / or selling a new product, equipment or process."Or a "Whole process which takes place from the birth of an idea to its materialization (launch of a product), through market research, prototype development and the first stages of production". It also adds "Process of influence which leads to social change and whose

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effect consists in rejecting existing social norms and proposing new ones", the last definition is about "SocialInnovation".Innovation is defined in its broadest sense as "The generation and adoption of new ideas or new behaviors relating to a device, system, process, policy, program, product or service that is new to the adopting organization. (Alikenand Hage, 1979; Damnpour et al., 1989;Pièrce and Delbecq, 1977;Savvakis C. S., 1979).

It should be noted that innovation is not necessarily new ideas, it can consist of duplicating an existing innovation in a similar environment, recomposing already existing elements or simply abandoning old ideas. For example, abandoning a usage, or an old rule constitutes an innovation in its own right.

Whether it concerns the technical, managerial or more simply the service that is delivered, innovation is an essential condition for the survival of organizations, including public ones.

2.1 Administrative innovation

Public services are characterized by the absence of competition, free services offered, rigidity and bureaucratic inertia, and lack of profitability requirements, leading to a lot of waste and the total disempowerment of agents. Thus, the administration must reflect on the modalities of public action. It must provide itself with the means to meet the requirements of efficiency, the recognition of individual and collective responsibilities, participative management, evaluation...

Traditional administrative management shows its limits and seems more archaic than ever. In many ways, innovation in the public sphere calls for the management methods and organizational models of the private sector that guarantee the quality of public service everywhere and for all.

The term "administrative innovation", which comes from the typology of Evan (1966), Distinguishes this form of innovation from technological (technical) innovation and defines it as a new policy of recruitment, allocation of resources, structuring of tasks, of authority and rewards.

Administrative innovation consists in integrating a novelty in administrative management and in the relationship with users, to face three particular and specific challenges of the public sector:

-Reinforced control, a rigid legal framework, complex procedures, extended deadlines, etc.
-The user of the public service is at the same time his user, the taxpayer who finances him and the citizen who decides his fate. (For example, free transport can please the user, displease the taxpayer and leave the citizen in uncertainty).
- Public organizations are often many and hierarchical.

The innovation could also be seen as a simple improvement in government operations arising from a new and brilliant idea. Thus, the public sector has two ways to improve:
- Establish effective management solutions that optimize public expense.
- Imagine alternative solutions that make it possible to provide a better service at equivalent or lower cost.

2.2 Inspirational example:

1- "Copernicus" reform program (Belgium)(Kriegel and Hübel, 2017):
During the 1990s, Belgium went through an eventful decade that reflected citizens' lack of confidence in the state, further eroded public confidence in the political, judicial and official elite and provoked protests. At the end of 2005, the Belgian State launched the Copernicus project, which consisted in introducing new working methods. Encouraged by the government's emphasis on staff participation, civil servants are at the heart of their action, the projects launched have enabled employees to think and work for a new administration. Before Copernicus, each federal government department or service had its own approach to IT, which led to the creation of many "islands"; the reforms shifted IT policy from this distributed level to a federal model. More importantly, it allowed the federal government to implement the principle of one-time use, and to introduce online service delivery. A large Belgian newspaper (De Standard) wrote that "When the Copernicus reform is finished, e-government will perhaps remain the most important achievement".

2- Comprehensive reform of public administration (Spain)(OCDE Public Governance Reviews Spain, 2014).
Since 2012, Spain has undergone a far-reaching reform program that affects all levels and all elements of the administration.

The crucial developments resulting from these reforms fall into three main categories:

 - Reduction of administrative burdens on citizens by simplifying identification and signature: use of electronic signatures and electronic certificates to carry out administrative procedures by electronic means. As a general rule, the presentation of original documents (such as income tax or registration certificates) which are already held by the administration will not be required. In addition, citizens will not have to submit photocopies of documents after electronic registration, as the administration will prepare the necessary copies. For citizens who are not worn to the use of electronic means, officials will provide personal assistance.

- Businesses and entrepreneurs, for their part, will be able to communicate electronically with all levels of government.

Administrative burdens will be simplified and reduced, as will the citizen's right not to submit documents that are already held by the administration (i.e. licenses or permits issued).

The institutional architecture has been reorganized to rationalize many organizations and public bodies that exist at the state level on the basis of simplicity. A complete and more precise system of transformations, mergers, dissolution, liquidation and suppression of state entities and public bodies has been put in place for discipline and budgetary consolidation.

The two examples allow us to draw several learning points from the process of implementing public innovation:

1. Cooperation is an obligation. Cooperation between public administrations is the only way to provide common services to citizens and businesses.

2. Prioritization is important with large-scale reforms, it is necessary to prioritize the implementation of certain measures based on certain key indicators, such as internal savings, reduction of administrative burdens, social impact, etc...

3. Develop and strengthen dialogue, cooperation and commitment at several levels:

-Involve citizens in the reform process to regain trust. Communication policy is necessary to demonstrate that the reforms do not have a rhetorical basis, but are a requirement for generating social benefits.

-Engage public officials in reforms to accelerate the implementation of measures. They must be continuously informed of the ultimate objectives of each proposed measure and the progress made in the reform process.

-Encourage communication between different organizations and state entities. Multi-level dialogue should be continuously strengthened

III. INNOVATION AND BPM

Innovation in public administration is an important means of stimulating and inspiring governments in their reform efforts towards more inclusive development. However, public administrations are complex systems with several layers and units, organized vertically and horizontally and populated by public officials, each with their strengths and particularities. Organizational complexity is, therefore, a major challenge to be solved in order to foster innovation. Business process management (BPM) can be considered an appropriate tool to resolve such complexity and continuously improve the quality of public services. Business process management (BPM) is a systematic approach to improving organizational performance (Smith & Fingar, 2003).BPMallows to model, implement, execute and optimize organizational business processes that involve humans, software applications, documents and other sources of information (Ann Lindsay et al., 2003).

BPM consists of identifying and improving processes in order to build organizations that are more effective, efficient and more able to adapt to a constantly changing environment. It has already been implemented in the private sector. Private sector companies (egEBay, Amazon, Google) have successfully expanded their operations and now offer improved customer service. Netflix is a good example,it started out as a DVD rental company and rented DVDs by mail to subscribers in the United States, but in 2007 its streaming service was launched and today has approximately 100 million customers in the world (SINGH, 2017).

For more efficient administration, better performance, transparency and good governance, the public sector is also increasingly interested in the application of BPM. It is motivated by two principal reasons, which are closely linked and support each other, to implement BPM. One is the desire to modernize services by making them as digital as possible and at a low cost. The other is the desire to offer fast, high-quality services (Santana et al., 2011).

For the public sector, the major benefit of BPM would be efficiency and effectiveness. While efficiency is essential for all businesses, the notion of efficiency is even more important for the public sector, which must provide quality service to all citizens. It reflects its ability to harness the potential of different sources of innovation: listening to users, encouraging the participation of agents, taking advantage of new technologies and developing innovative partnerships with actors outside the administration.

In many organizations, one of the major levers of innovation consists in transforming the very structures of these organizations to make them more efficient and more adapted to the needs of the different stakeholders. Technologies represent a powerful lever of evolution whose effect begins to be felt through a digital transformation of services with the advent for example of online government or "e-government".

Since information is the essential value generated by an administrative service, it must, therefore, be transmitted to the right person, in the right form at the right time at the lowest cost and with the best possible quality. (Matthew, 2005). The coherent organization and effective management of information across the government contribute to the transformation and continuous improvement of its service offering.

With generalized information systems, the hope for radical modernization is beginning to materialize. The first applications have been put in place, such as the dematerialization of manyadministrative procedures,

which are now available online. Although it is difficult to quantify performance in the office, technical progress in 20 years has increased productivity, but the potential is far from being exhausted.

Modern tools and techniques for managing business processes facilitate the capture of knowledge in information systems and reduce manual effort by automating business processes.

Digital not only offers new solutions but also triggers the need for innovation. It is an advantage in innovation when it crosses data to offer services, or when it offers fresh opportunities. However, it should not be forgotten that going digital is not just a matter of transforming a document into an image.

In Morocco, experiences are multiplying, largely inspired by the private sector and experiences carried out in different countries on the subject. The development of electronic government "e-government" is one of the public policy concerns where attention is focused on improving efficiency and effectiveness. Indeed, Morocco considers the field of administrative services delivered by public services to be a national priority. Determination to reform the model for delivering administrative services and to set up an administration at the service of users was anchored in the 2011 constitution.

The simplification of administrative procedures is a complex, long-term project, which Morocco has been leading for several years through procedures simplification programs. Several operational projects, some of which are directly linked to the delivery of public benefits, are included in the national administration reform program (PNRA) 2018-2021 drawn up by the ministry of administrative reform and publicservice (MRAFP): National program for the improvement of reception, integrated grievance management system, the charter of public services, public service improvement program, development of a master plan for the digital transformation of the administration.

However, the strong submission to public law takes precedence over the concern for legality over efficiency and deprives management of a programmatic vision in the medium or long term. Likewise, the strong centralization of the Moroccan administrative system, which driven by a demand for equality between users, is a source of inertia.

Decentralization will certainly allow greater empowerment of actors on the ground. By getting closer to the field, it helps to reduce hierarchical levels and thus, improves the quality of service for the customer placed at the center of the organization. However, the difficulties are increased when simplification requires a modification of the legal framework, since the processes of drafting laws and decrees are slow, it is not uncommon that they require several years to be completed and their effective implementation and often laborious.

Despite the multiplicity of stakeholders in the deployment of online services, national indicators measuring usage, impact and degree of user satisfaction are almost non-existent. The 2016 National Telecommunications Regulatory Agency (ANRT)survey shows that the rate of internet users to interact with the administration is limited (11% in 2016). On the other hand, the "MarocNuméric 2003" (MN2003) strategy ended without another taking over. The development of a new Digital strategy (2020) was announced in July 2016, but it has not yet seen the light of day.furthermore, the government gateway project suffered significant delays. The www.gisr.gov.ma site is still not operational. (gateway is the technical infrastructure which enables the exchange of data between administrations within a common framework of interoperability and allows users to access interconnected services.(OCDE et UE Programme SIGMA, 2019).

The collaboration of public bodies is desirable to set up infrastructures that promote the integration of processes and that ensure the pooling of services and applications, in order to facilitate sharing and reuse across different government systems. The authors Janssen and Kuk discuss the importance of inter-organizational service delivery and propose a framework for studying the business model of e-government, which involves the design and implementation of digital services for delivery to the citizens(Janssen and Kuk, G 2007).

In recent years, because of the emergence of communication tools that have increasingly become more widespread, including in commercial contexts, the term "Entreprise2.0" has been introduced. It de facto changes common organizational and operational practices.

With enterprise2.0, employees now become knowledge workers (Drucker, 1959); they are the best equipped to understand customers and organizational processes (Newman and Thomas, 2009). This is particularly true for public administration employees with the new generation of "Government 2.0" public services.

Government 2.0 stimulates collaboration and knowledge sharing, as well as the search for relevance and added value of the service with users, and this, in a citizen-centered electronic government approach. This approach is part of a logic of industrialization of the service, of the transformation of this into a homogeneous quasi-product.
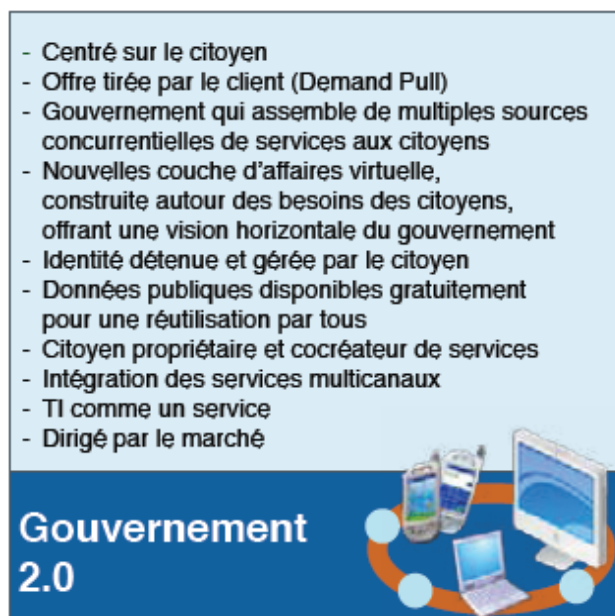
- Centré sur le citoyen
- Offre tirée par le client (Demand Pull)
- Gouvernement qui assemble de multiples sources concurrentielles de services aux citoyens
- Nouvelles couche d'affaires virtuelle, construite autour des besoins des citoyens, offrant une vision horizontale du gouvernement
- Identité détenue et gérée par le citoyen
- Données publiques disponibles gratuitement pour une réutilisation par tous
- Citoyen propriétaire et cocréateur de services
- Intégration des services multicanaux
- TI comme un service
- Dirigé par le marché

Gouvernement 2.0

Figure 1: Structure of government 2.0Adaptedfrom (Direction des communicationsdu Secrétariat du Conseil du trésor, 2014)

IV. DISCUSSION

Governments today face an increasing burden of financial crises, as well as unemployment and budget cuts. This is why most public sector organizations are under enormous pressure to do more with less. They are forced to make structural changes, optimize the use of their resources and turn to e-government. All of this can be implemented by integrating information technology such as BPM in public sector organizations.

Business process management has multiple advantages for a public sector organization. The main advantage is the ability to detect the origin of a poor process. BPMN's contribution in such cases is more related to employee participation in the change process and the immediate implementation of the changes underway.

Online services don't always mean eliminating unnecessary parts and steps. Dematerialization is too often done using a constant procedure, neglecting the opportunity to question the possible reductions to support documents or mandatory procedures for obtaining services…

Improving the quality of services provided to users has certainly become a priority for public authorities, but there is no coherent government strategy that would set out for all administrations, the objectives and the actions to be implemented. The coexistence of several sites with overlapping information and distinct editorial lines, creates confusion for users.

If there is a need for more information and online services, the creation of sectoral portals and platforms without national coordination risks becoming a source of disruption for citizens. There is not yet a central device or mechanism that would give a global and shared vision of performing public services.

Intelligent execution must accompany a vision. At a minimum, this requires consultation with affected parties and ideally shared ownership of administrative changes.

The scarcity of available resources and means, the imperative continuity of public services, today called for the search for an optimal allocation of resources, which means concomitantly a renovation of personnel management, and an evaluation as fair as possible. The efficiency of spending and public policies through digital public services by:
 - Constituting multidisciplinary and autonomous teams.
 - Taking into account the needs of users before serving those of the administration.
 - Proceed incrementally, that is to say deploy these public services over limited and imperfect areas and then generalize them throughout the territory.
The "Unchanging State", responsible for policies uniformly established on the national territory, should be replaced by "State Startups" which are services capable of delivering, changing course, ceasing their activities if they fail.
In fact, a state or territory startup is always interested in correcting an irritant or a problem from a public perspective: queues, deadlines, unnecessary expenses ...

V. CONCLUSION

The introduction of the BPM specification can help reap the real benefits promised by e-government.Indeed, the potential and capacities of BPM are relatively unexplored in e-government.BPM can integrate all systems, data and resources, reduce the waste of costs, time and resources and improve operations within public establishments. It can also considerably improve the services offered by reducing the gap between decision-making and implementation while enriching their content in order to make them more useful and attractive to citizens.

The management of business processes for the public sector incorporates many factors affecting the functioning of organizations. Its implementation has many benefits for the public sector, extensive research to determine how business modeling tools and systems can be used effectively in the public sector is needed in order to overcome the constraints that have been reported.

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