

## **Toward a French entrepreneurial model for public policy implementation.**

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### **Abstract**

In France, state reforms were implemented with many difficulties, social conflicts and poor results until an entrepreneurial model of public policy implementation be developed. This model is based on process analysis, actor's involvement in changes, and construction of collective entrepreneurial representations. The model's originality comes from its maieutics dimension which allow politicians to avoid traditional resistances to changes modifying the way people see, think and act.

This model called Processual Action Entrepreneurship Model (PAEM) allows to understand sociological relations of power, to anticipate potential conflicts due to antagonist interests, rationalities, purposes or attempts. It proposes actions to transcend and avoid these problems, developing a systemic entrepreneurial organization based on autonomy, responsibility, involvement, initiatives, management and steering committees.

We will analyse how this model allows to reveal organizational and managerial dysfunctions and how it gives indications to introduce entrepreneurship in organizations, in order to contribute to the improvement of the organization's global performance and success of changes in a social, durable and ethic perspective.

**Keywords :**

Processual analyze, Entrepreneurship, Organization, Strategy, Public policy implementation.

**Introduction**

Reinvention of government, state reforms and public entrepreneurship are a response to more than two decades of conservative attacks on the efficacy of government and on the validity of public sector intervention (Frederickson, 1999). Since the administrations of Ronald Reagan and Margaret Thatcher, efficacy and efficiency are expected from public policies. In France, reforms were implemented with many difficulties, social conflicts and poor results until an entrepreneurial model of public policy implementation be developed.

In our article, we will present how this model, called Processual Action Entrepreneurship Model (PAEM) was elaborated, tested and used by ministerial think tanks to deconstruct and reconstruct public policy implementation in an entrepreneurial view, thanks to the construction of collective images and representations. We will show how systemic entrepreneurship can be implemented and why it can be a way to stimulate innovation, and discuss the conditions for success. At the end, we will see how our work can be generalized to a method allowing to conduct changes in favour of entrepreneurship's development. We will conclude by providing some first key steps to initiate this process.

**Methods /Key Propositions**

Data for this study come from two case studies realized after an action-research conducted for the French Ministries of the Interior and the Equipment from 1999 to 2003.

The study focuses on the implementation process analysis of two public policies, both introducing major changes in strategy, management, organization and culture. The first one concerns the security of the citizens and the fire department reform. The second deals with the reform of environmental risks prevention.

Data come from survey responses, semi-structured interviews, and transcripts of work with project teams involved in the implementation of changes. Interview data were supplemented by secondary data sources including archival data such as transcripts from congressional hearings, other published reports and literature. The data reflect that the construction of an entrepreneurial model for public policy implementation based on process reengineering and involving actors can improve the efficacy of changes.

### **The needs for a new entrepreneurial model in public policy implementation**

Public policies are confronted to new requirements (Ironnelle 2000, Padiloleau & Le Guern 2000, Bartoli 2004, ...) bound to the economic and ideological context, since the beginning of the years 80, and require competitiveness (Ruffat 2001), economy, efficacy, and efficiency (Urio, 1999).

Organizational and managerial transformations are wondered in answer to the environmental mutations (Guéret and al 2001, Crétiéneau 2001), to adapt to the market (Ruffat 2001). Moreover, laws are not always applied and, the public policies, often abandoned, delinquent or incomplete. Besides, their implementation often generate overcosts, overtakings of delays, social conflicts. These inefficiencies of State action are pointed out every year by the Senate's Report on Laws' application, done by the Senate's commissions of law application, without the reasons be systematically identified.

Facing the new needs of public action (Trosa 1998) as public performance, best management practices (Bartoli 2004) the bureaucratic Taylorism proves to be maladjusted (Guéret and al 2001), and the public management has to renew itself (David and al. 1995).

Furthermore, it would seem that the state doesn't master to manage the changes that he leads and doesn't take conscience to ex post consequences of the organizational reforms (Gaudin 2004) such as social conflicts, or blockage of the reforms (Irondele 2000).

We will stain to understand why and how the public action needs to be reconsidered (Duran 1999, Gaudin, 2004) and, how can be integrated and resolute the concrete problems of public policy implementation (Padioleau, 1982, Finger and Ruchat 1997, Urio and Hufty 1999, Massardier 2003, Muller and Surel 1998).

Literacy about action is wide. Many authors were interested in showing the specificities of the public sector and in justifying public intervention (Thiétard 1979, Laufer and Burlaud 1980, Le Duff and Papillon 1988, Santo and Verrier 1993, Gueret-Talon 1995, Bartoli 2004). Other authors show that some closeness appear because of the constraints that apply to private and public action (Easton 1965, Malkin and Widawsky 1991, Gibert and Thoenig 1992, Ruffat and Cannac 2001). For example, the two sectors are submitted to the rationalization and the efficiency because resources are more and more rare (Aman 2001, Bartoli, 2004).

Nevertheless, public action is forced (Knight 1997) and guided by the resolution of problems (Hilgartner and Bosk 1988), appearing on the public agenda (Cobb and Ross 1997, Trom and Cefai 2001, Joly & al 2001,) which requires to understand the

conditions of agenda's setting (Garraud 1990).

It appears that a public problem is a social construction (Hilgartner and Bosk 1988, Limoges and al 1993, Cefai 1996) bearer of visions, of world representations (Snow and al 1986, Ganson and Modigliani 1989).

What is a public's problem ? A problem is the difference between what "is" and what "should be" (Padioleau 1981), doubled by different expectations from the stakeholders (Hilgartner and Bosk, 1988). That's why some suggest to search for the problems and solutions with the different actors (Cohen, March and Olsen 1972).

The changes also concern the rules of coordination or " structure" in Chandler's terminology (1962) that Greenan (1996) definite like : "all modification in the division of work, in the distribution of the decision power and in the circulation of information ", but also the rules of incitement nominees as the rules of" management of the human resources" or management of the employment" (Bar 1999, Bar and Eydou 1999) .The systems of coordination and incitement must be coherent to be efficient (Aoki 1990, Havard 2000).

Moreover, the success of the changes is largely bound to the way those changes are introduced (Bar 1999). A state reform can't be ballistical (Padioleau, 1982, Wagener, 1998). It is why many authors recommend, in order to facilitate the changes and to avoid brakes, to imply the actors in the process of change (Garel & Midler 1995, Giard 1999, Braun 2001, Huron 2001).

**The concepts of the Processual Action Entrepreneurship Model :**

## **A processual analysis of action**

Our reflection framework is the implementation of public policies introducing reforms and which cause organizational and managerial problems (strikes, resistances, social conflicts such as ones described by Argirys and Schön (1978, 1995).

The question about concrete action is raised but not resolved by public policy analysis (Cobb and Elder 1983, Muller and Surel 1998), and by the sociological approach of public action (Jamous 1969, Padioleau 1982, Cobb and Elder 1983, Simon 1983, Jobert and Muller 1987, Duran 1999, Massardier 2003, Gaudin 2004).

The public management is enable to face theses problems (Bartoli 2004). It should pass some actions : to plan, to organize, to coordinate, to order, to control ; to the processes : finalization, organization, allowance of the means, animation, control (Bartoli 2004).

Thus management by processes is susceptible to satisfy to these new requirements. It also corresponds to a modern view of control management and steering systems (Anthony, 1993, Bouquin 2003, Lorino 2003, Demeestère 2002, Mottis 2002). For these authors, management control must integrate measurements of animation, communication, management and piloting, to encourage the organizational control and the transversality and, to put in work organizational systems based on the processes.

Business process reengineering and activity based management according to their authors (Hammer and Champy 1993, Bescos et al, 1999), allow to transgress the partitioning inherited of the classic models of organization. The organization becomes cross-functional and activities realized are linked by processes according to a logic of value creation (Lorino, 1995, Porter, 1995). Furthermore, the objective of a process based

management is to improve global performance (Lorino et al 2003).

These methods of action by the processes can be introduced in the public sector, but they require adaptations (Santo & Verrier 1997, Bartoli 2004). They allow to answer to the new public needs of efficacy, efficiency, piloting, and performance to participate in State reforms.

### **The process of change**

The methods of process management are a powerful method of analysis and understanding of the organizations and their dysfunctions (Van de Ven & Huber 1990). However they often are unable to implement changes.

For Watkins and Mohr (2001), a processual approach of changes is especially useful to treat the problems of change implantation like problems due to a insufficient definition of the targets, or due to the lack of implication of actors, or bad coordination of the processes.

Different definitions (Harrington 1991, Davenport 1993) and classification (Edward & Peppard 1997, Rockart & Shorts 1993) have been developed to distinguish the processes. For example, Davenport (1993) proposes a distinction between the operational processes and management. Edward and Peppards (1997) underline that all processes have an operational aspect of management and that the two are tied intimately, and that this distinction is little convenient to apply. It is why Earl and Khan (1994) make a distinction between the central processes (core), the processes of support, the processes bound to the business network and the processes of management.

In fact, Akoka and al (2004) show that if some classifications can be useful to create a conceptual setting or to help to identify the processes, they give little indication on the manner whose processes must be set in motion and piloted.

Garvin (1998), determine in the literature three main approaches of the organizational processes. He defines the organizations as interconnected sets of three categories of process : the operational processes, the behaviour processes and the change processes. Bourgeois and Eisenhardt (1988) show that, when they are combined, the three types of process are often complementary and generating of synergies. A combined change of the processes is considered as essential (Shepherd and al,1994) and the implementation's method too (Kettinger and al, 1995, Guha & al, 1993, Manganelli, 1994).

### **Stakeholder theory and expectations**

An identification of the stakeholders and a verification of their expectations is recommended to implement changes (Edward and Peppards, 1997), and of their expectations (Benjamin and Levinson 1993, Beckard and Harris 1987).

The involvement of the actors in the change processes is also recommended (Zubbof 1988, Venkatraman 1991, Manganelli 1994).

Although the initial studies in this tradition (Donaldson and Preston, 1995 ; Swanson, 1999 ; Jones and Wicks, 1999) have focused more on bringing together descriptive, normative and instrumental parts of the theory, a recent concern that emerged for better understanding of the processes and outcomes related to stakeholder relationships

(Mitchell et al., 1997 ; Harisson and Freeman, 1999 ; Agle et al., 1999 ; Friedman and Miles, 2002).

Stakeholders are defined as being the ensemble of parties who can have an effect on the company or who can be affected by it (Freeman, 1984 ; Manson and Mitroff 1981 ; Mitroff 1983, Swanson, 1999, Jones and Wicks, 1999). A stakeholder is defined as an individual or a group of individuals (formally recognized as such or not), claiming a share of the value created by the company 's production, or holding an interest in the company's existence (Donaldson and Preston, 1995). A stakeholder may also be a group whose contribution is vital for the company's existence (Donaldson and Preston 1995). Other theorists (Frooman, 1999) define stakeholders as parties holding resources which are essential to the company's existence.

Bypassing the stakeholder theory, for the public policy implementation, the stakeholders are all the people involved in the implementation or concern by the policy.

### **Driving changes, leading action**

The literature about organizational changes (Lewin 1951, Schein 1985, Tichy and Devanna 1987, Garvin 1998, Saint-Amand 1998) brings tracks of reflection on the manner to drive changes, to pilot action and coordinate stakeholders. It integrates the advances of human resources theory which recommends to imply the actors in changes (from Mayo E. to, Argyris and Schon, 2002 Mintzberg 1990, Nizet & Pichaud 1995). Some authors propose to use maieutics methods (Padioleau and Le Guern, 2000, Lorino 2003,) to avoid traditional resistances to changes and human problems of implementation. The implication of actors, of stakeholders should allow to pass the

hostility to the engagement, what facilitates changes (Amiel 1998).

Piloting changes pass by the development of a specific culture, of a system of common representations, of tacit rules of behavior (Camagni 1991). Courlet (2000) adds that it implies to define together a knowledge, new behaviors, new practices, and also construct new collective norms and to encourage the training by the experimentation during the process of change (Koenig and Thiétart 1994, Vandangeon-Derumez 1998, Senge and al 1999, Lequart 2001).

The phase of implementation constitutes a primordial phase in the systems of public actions (Vandycke 1978) but the administrative and political headquarters frequently banish this phase to simple incompatible bursary problems with their level of responsibilities (Tanguy 1997). The concrete problem of implementation suffers of a lack of interest for the implementation and the persistence of the bureaucratic taylorism (Crozier 2001, Bartoli 2004).

Otherwise, for Wilson (1989), the public organisms rarely have simple and clear goals. It comes because the targets are never univocal and are never fixed, being the result of social interactions (Wildawski 1979).

The process of change must also be piloted (Guyon, 1997), in order to put in work the actions of collective coordination and piloting more that the mechanisms of regulation and control (Solle 2001). The change must be hired, to implant and perpetuated (Piaget 1946, Vandangeon-Derumez 1998, Lequart 2001).

### **Managing action**

The managerial action (Padioleau 2004) helps to implement changes. It reduces the uncertainty while producing the strategic regulation and reduce ambiguousness, while making emerge common representations, while putting okay the actors on the ideas, the objectives, the problems. The emergence of these common representations is already part of the action, because to represent is to act, it is to make some choices (Piaget 1946). To determine if the managerial action is efficient, that means effective, it is going to be judged in relation to the realizations and result of the activities.

We realized a two case study in the public sector, analyzing the process of implementation for two public policies, one on the departmentalization of the fire services, and the other on the prevention of natural risks. **We will verify if an entrepreneurial method, based on the processes, and implying the actors can allow to introduce changes on public action. If yes how, and if not why?**

We will present how we transformed the traditional methods of process analysis into a real Processual Action Entrepreneurial Method (PAEM). The PAEM allows to understand the concrete action systems (Crozier 1963) and political relations in the organization (Crozier and Friedberg 1977), to determine the conflicts coming from rationalities, interests, objectives or different expectations. This understanding is used to anticipate and avoid individual, global and organizational problems, risking to block action.

### **Our Model :**

A certain number of analyses, methods and techniques try to improve the efficiency of public policies. We can mention the political science, the organization's sociology, the

public management, the public policies analysis, the assessment of public policies, the policy design, implementation, streetlevel bureaucracy, backward mapping, etc. Each puts in light some types of problems of implementation of public policies. We will underline the insufficiencies of these analyses, before showing how has been constructed and tested, a global method of action, the Processual Action Entrepreneurial Method.

We will present the manner of which the method has been constructed, tested, and used by interministerial groups of reflection on concrete cases of public action. These last concern the implementation of the laws of departmentalization and the prevention plans of flooding risks. We will analyze in these two cases the managerial, organizational, structural and sociological transformation of the public action following the use of the PAEM.

We will see that if the PAEM is used with a system of managerial activation (MAS) and of piloting (PS), it is a method of understanding and acting on the public policies and its dysfunctions, on the place of the actors in the process of action, on public policies' implementation, and on the resolution of conflicts.

Thus, we will study the introduction of new manners to see, to think and to act in the implementation of the laws before interrogating us on the possibilities and limits of State modernization thanks to a PAEM.

The first objective is to diagnose the problems of the organization, structural and contextual in order to solve them. It passes by a double diagnosis, external and internal.

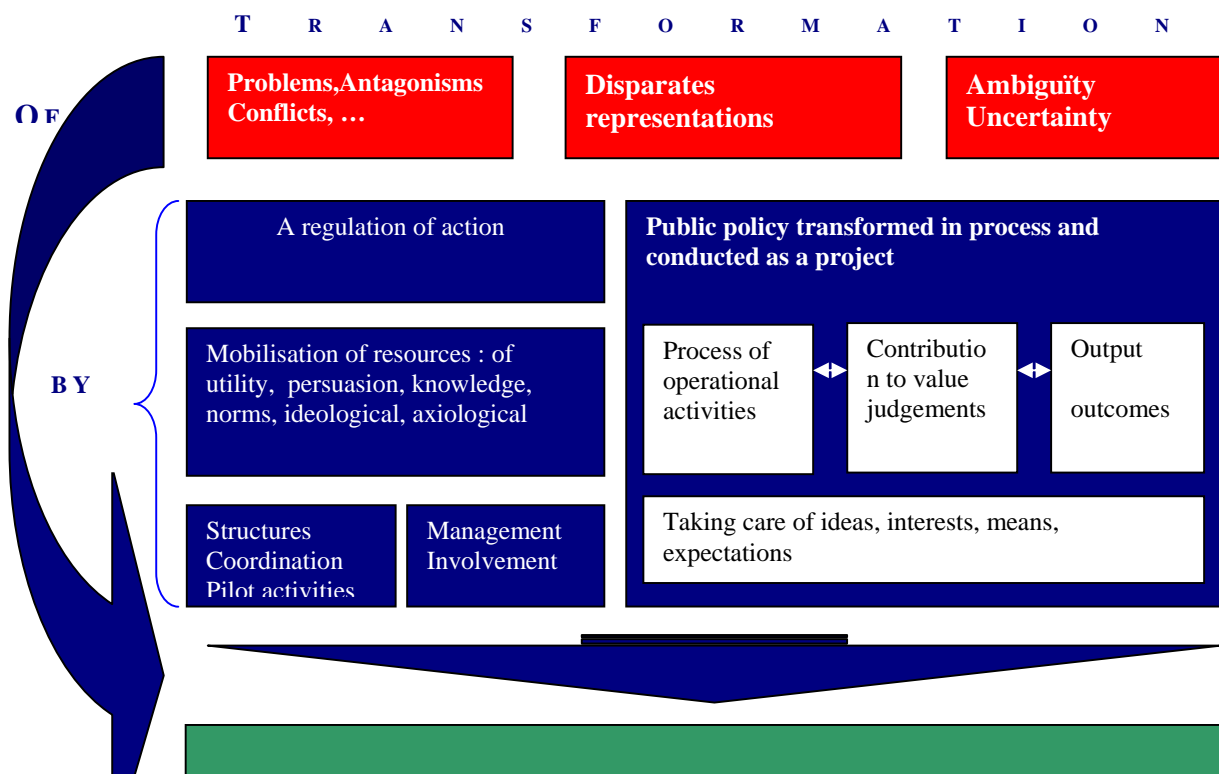
The internal diagnosis starts by an exam of the historicity of management, culture, structures, and of changes introduced in order to understand and to anticipate the possible

problems of entropy. It is enriched by a strategic analysis and aim to make appear the concrete systems of action, the potential conflicts, the key people of the organization and the problematic actors. The brakes and levers of change are research. The internal diagnosis also passes by a diagnosis of management and piloting structures in order to determine if they are sufficient to implement changes or if they must be modified.

The second objective is to involve the actors, and to encourage entrepreneurial attitudes. The involvement of the actors in the construction of solutions aims to encourage the appropriation of the changes. The processual action implies the actors, from the diagnosis to the implementation of changes by training, reflection and action. Teams-projects are set up to determine solutions, to implement, pilot, and evaluate.

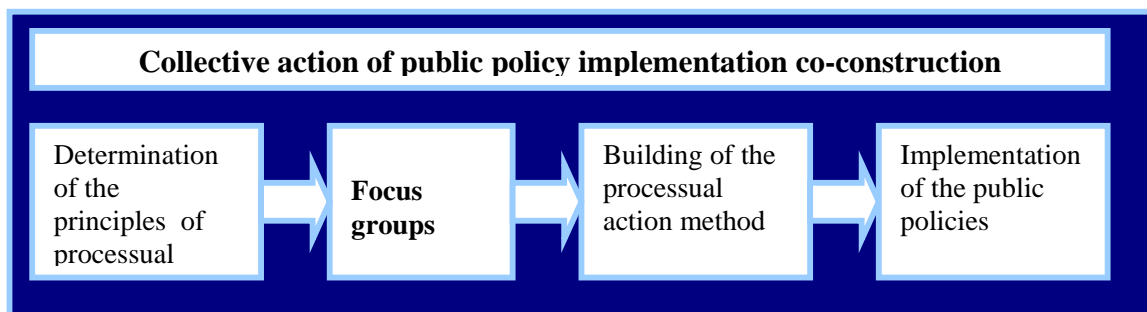
The third objective is to improve economical and social performances and entrepreneurial values. The fourth objective is to create an entrepreneurial structure based on an organizational and managerial piloting system. If the structures of piloting and management are not able to drive the changes efficiently, they will be modified or improved. The actions on behaviors must be synchronized with actions on the structures.

The PAEM aims to the :



The processual action starts with the exam of the contents, that are translated into activities, realizations, results, judgments. Then, are determined the process of activities, realizations, results and foreseeable judgments. The processual analysis concretizes the processes by the introduction of the structures and actors that produce them. The structures and the actors are joined, considering their respective contributions to satisfy the expected targets.

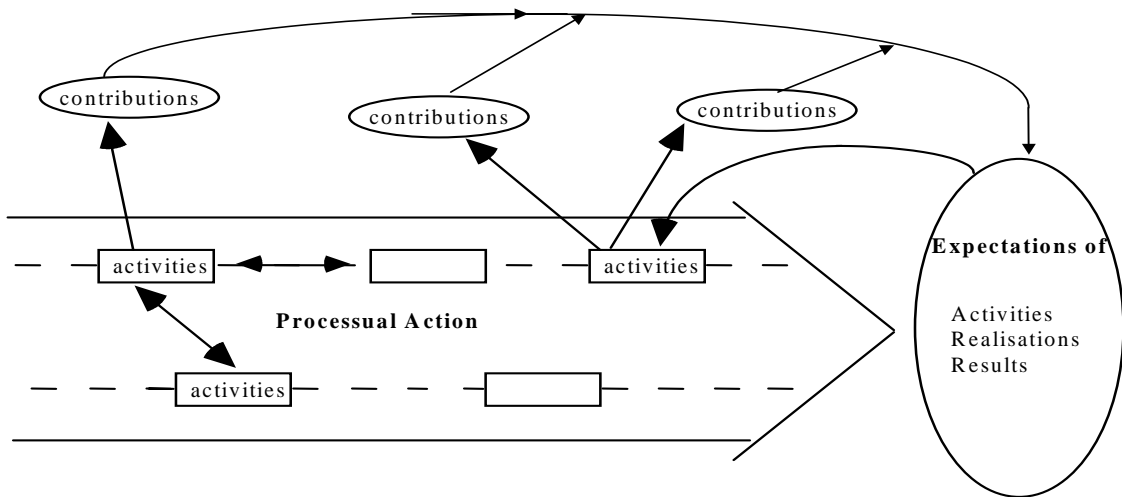
Our work, in this optic consisted in : proposing tracks of reflection, then to make maieutics : to make deliver the minds, to propose a model of analysis allowing to construct a model of action to the actors involved, to follow and to observe this construction over the time.



**Public policies in our model are designed and implemented as projects.** During the implementation as a project, the actors fit in sequences of interdependent activities (processes), they contribute, more or less, with efficiency or creating some handicaps, to realizations (or to the absence of realizations), susceptible to produce the effects, the

results expected.

The model : The Diagram of the MAP :



**The PAEM consists in a framework of analysis of the "context" of the public politics (ex ante), a processual model of public action, a design of the system of piloting of the public politics, of the management, and of the implication of the actors.**

Firstly, the PAEM allows the analysis of the "context" of the public politics (ex ante) by :

**An analyze of the context:**

- The construction as public problem, analysis of the setting on agenda, problem or calm question,
- The decrypting of the speech
- The ideas / the transported representations / the pictures

**An analyze of the constraints:**

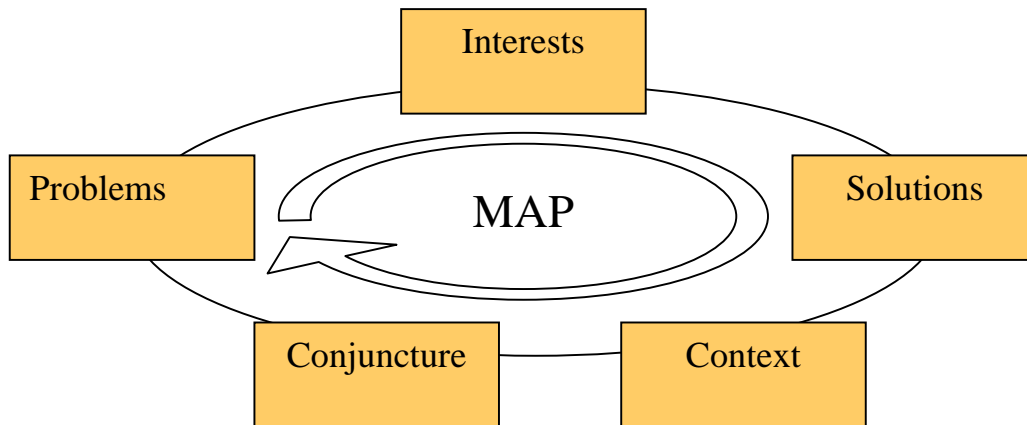
- The understanding of the institution(s) and its/their constraints
- The specific regulations
- The environment

**An analyze of the stakeholders/ the actors**

**An analyze of the needs / of the expectations :**

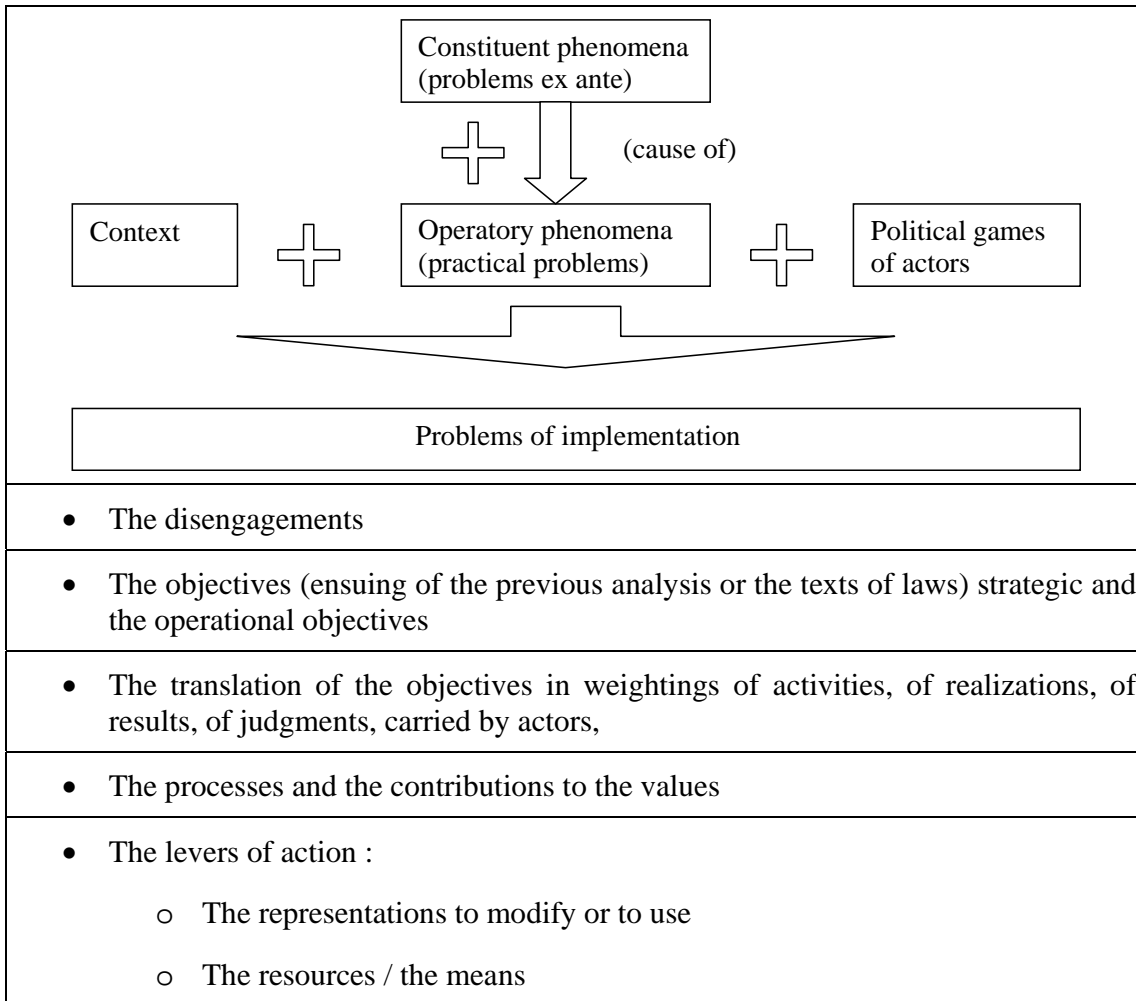
- Real / supposed / diagnosed
- The proposed solutions
- The individual interests / collective / the pressures

Secondly, the public action is transformed into a model. The context of intervention and the different elements with which it is necessary to play are raised.



For that, a processual analysis is done : to determine

- The problems consecutive to the implementation of the law (observation)
- The analysis of the problems
  - The constituent problems
  - The operative problems



What can result in the diagram according to the set of the detailed processes and presented individually of the following manner:

Targets			
activities			
actors			
Realization(s)			
Result(s)			
Positive or negative contribution to the value creation			

Evaluation indicators (Costs, delays, quality)			
Stakeholders expectations			
Judgments			
Risks			

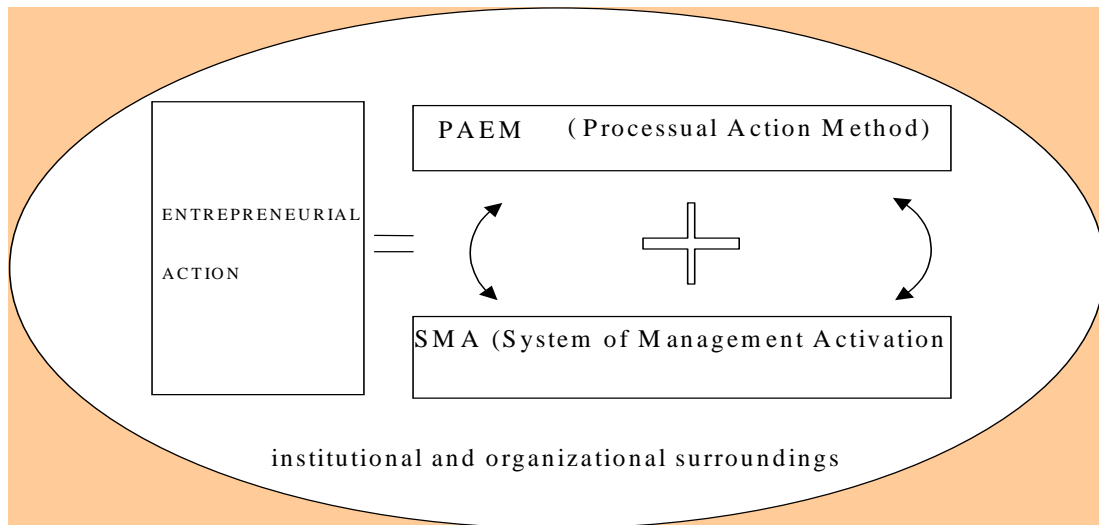
**After the processual analysis we can proceed to the preparation of processual action determining the piloting system to construct and the system of management and actors involvement to develop**

In this model fits a system of piloting, management and involvement of the actors baptized SAM (system of managerial activation) permitting to bind the new representations of public action to new management practices.

The processual action allow to conceive, to foresee and to guide public policies national, transnational, local, while implying the actors, developing :

- representations as a processual action public method so-called PAEM
- the systems of managerial activation(SAM) - devices of piloting, control panels, management, etc.

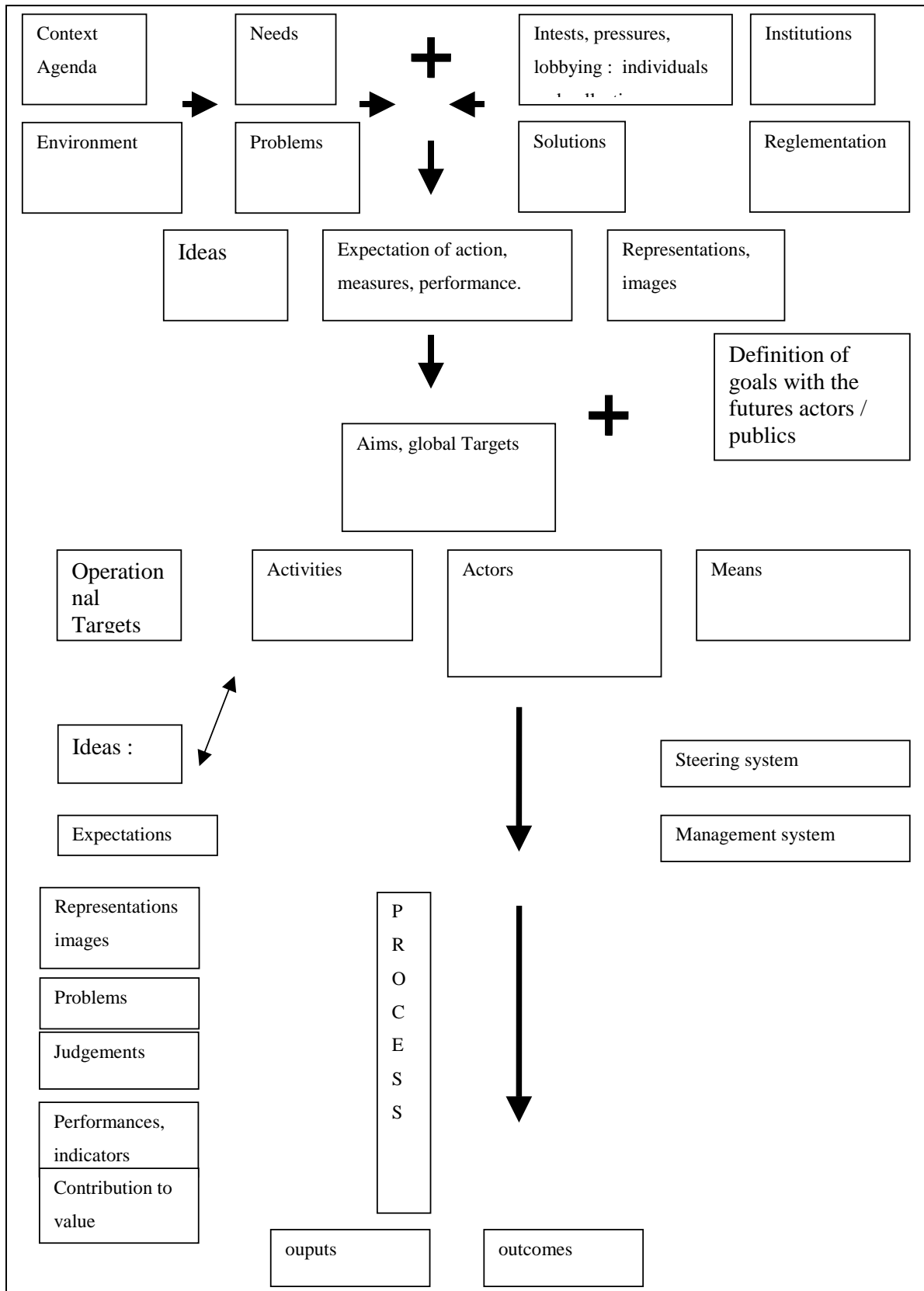
The model and devices depend on the institutional and organizational surroundings in which they fit. (cf represents).



**The system of managerial activation uses several resources of utility, persuasion, knowledge, normative, constraint, axiological.** It also manipulate several levers of deal, influence, cognitive, authority, power or axiological, to palliate the problems of links between people, spontaneous or institutionalized. Besides, the reports of influence, of persuasion, are not only a business of communication.

The MAP can be synthesized thus by the following diagram. In this diagram is taken into account the dynamic dimension, all is "slippery", that is to say susceptible of modifications, of corrections : the objectives, the weightings, even the means, the actors...

## Entrepreneurial model of public policy implementation



implementation: the Processual Action Entrepreneurial Method. It is an entrepreneurial model because :

- It develops an entrepreneurial organization, more transverse, flexible, reactive.
- It decreases the number of hierarchical levels.
- It is based on a pilot project and is centered on an integrated piloting system by process which encourages the development of entrepreneurial expertise.
- It is based on a participative management developing the autonomy, the responsibility and the self-control, the initiative, the training of the actors.
- It leans on and develops the entrepreneurial values: initiatives, autonomy, creativeness, solidarity.
- It develops collective representations based on values of Republican public action: human, societal, responsible.

Secondly, the construction and the application of this method allowed to avoid many problems such as social conflicts, resistances to changes, overdelays or overcosts, but generated others, showing that ideal and fully efficient method doesn't exist.

Indeed, we have seen it was necessary to imply the actors to understand, to construct, but also to implement changes. However, all the actors have not been implied all along the process of reflection to the setting in work. The number of the actors of the peripheries, present in the groups of work, is reduced voluntarily, and only some actors (like directors or CEO's) attend to the set of the meetings allowing them to have a follow-up and a

global and exclusive understanding, reinforcing their authority.

Our case studies showed that the use of a process gait should be considered with a parallel modification of the organizational, controls, management, piloting structures. However, if the changes of organizational structures, control, and piloting is necessary to the implementation and to the achievement of the processual methods, it doesn't necessarily take place, and the steps remain incomplete.

Besides, we observed that the traditional structures are not changed, but are reinforced by the acquirement, the appropriation of a new knowledge, of new methods of management by the managers, and their non-diffusion, or partial diffusion, to the lower echelons, increasing the difference of expertise, between the direction and the staff.

Our case study showed that it is possible to integrate the implementation in the formulation of a public policy, to encourages its application. We corrected some of the problems of the processual methods as while raising another. A new constraint of the reforms, of the changes appears : what the clients wish, what they want to be held or not, by people they are taking to solve the problem (internal or external consultant), the cost of works and their length in the time.

If the traditional reefs of conception and implementation of the processual or BPR methods seem to have been corrected, other explanatory factors of the failure of processual methods must be found : type of organization, level of managerial culture, will of reform, political will...

The implementation of deep changes can be complete and successful, it must pass by a correlative modification of the systems of control, piloting, and management. If one of

the measurements is absent the success of the method will be only partial or, more precisely, will be efficient but not to reach the displayed objectives.

The State has the capacity to introduce new methods of management to change partially, to reform itself, but slowly, and the gains of efficiency are diluted in the creation of new structures, and not truly integrated to the structure of piloting and control.

### **Conclusion / results**

French State passed through all its crises (Ruffat 2001). Its capacity to survive the crises, became its main strategic asset. The permanence of the State is revealed in the permanence of its structures (Joncour and Verrier, 2001). The State changes to reproduce a decision structure of high degree of order (Lemarignier, 1970).

Cynical question : does governants want to apply the laws that are voted ? Cynical answer : not necessarily : the costs of application could be too important, politically it is not necessarily the moment (approach of elections...), or the law doesn't make necessarily part of the priorities of the political agenda.

Furthermore, when a law is voted, its implementation is not thought, or rather not thinkable (it would be necessary to search for new compromises with new actors). As a result, the application of the law is delayed because it needs to be explained, and decrees must solve concrete problems of action what causes over delays and inefficiency.

It is why Santo and Verrier (1997) advance that the risks and dangers associated with the implementation of public policies are so numerous and so serious that it seems a miracle that a public politics saw the day. We are more gladly in the speeches about reforms, that

in reforms themselves (Crozier 2000). Nevertheless, some changes are possible with the help of new entrepreneurial methods.

### **Implications for Research**

Our model called Processual Action Entrepreneurship Model (PAEM) (Le Guern, 2000) has allowed to understand sociological relations of power, to anticipate potential conflicts due to antagonist interests, rationalities, purposes or attempts. Also, it proposes actions to transcend and avoid these problems, developing a systemic entrepreneurial organization based on autonomy, responsibility, involvement, initiatives, management and steering committees instead of execution and control.

This model allowed to reveal organizational and managerial dysfunctions. It also gave indications to introduce entrepreneurship in organizations, in order to contribute to the improvement of the organization's global performance and success of changes in a social, durable and ethic perspective. The introduction of PAEM and the modifications of the way people see, think, and act has developed entrepreneurial spirit in public sector. However, entrepreneurial actions were confiscated by top managers and systemic entrepreneurship and not extended to all actors or middle managers. Nevertheless, such an entrepreneurial model of implementation succeeded in introducing performance, efficacy and allowed to detect and reinforce entrepreneurial potentials.

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