

**Beyond Efficiency: Business Process Management and State
Transformation through the Brazilian Shared Services Center
ColaboraGov**

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Abstract

In 2023, the Brazilian federal government established ColaboraGov, a Shared Services Center (SSC) designed to centralize administrative support services – including procurement, payroll, budgeting, finance, and facilities management – across 13 ministries. This paper examines how Business Process Management (BPM) practices, applied through the redesign of 47 processes and 675 activities, enabled ColaboraGov to move beyond efficiency goals toward adaptability, innovation, and organizational well-being. Drawing on a case study strategy (Yin, 2001) and applying the seven-dimensional strategic BPM framework proposed by Armistead, Pritchard, and Machin (1999), the study finds that process standardization served as the structural foundation for rapid institutional adaptation, interorganizational coordination, and the embedding of social values – such as inclusion and worker welfare – into administrative practice at scale. Beyond savings, qualitative gains in resilience, transparency, and public value creation were equally significant. The paper contributes to public management reform literature by reframing BPM as a strategic instrument of state transformation, with particular relevance to Global South governments, and engages directly with the IRSPM 2026 Panel P26 question: reform for what, and for whom?

Keywords: Business Process Management (BPM); Shared Services Center (SSC); public sector reform; adaptability; innovation; organizational well-being; Brazil.

1. Introduction

In 2023, following presidential elections and the inauguration of a new federal administration in Brazil, the organizational structure of the Federal Executive Branch underwent a significant reorganization. This process aimed to enhance the government's capacity to implement public policies, improve public management instruments and practices, foster innovation, and increase the quality of public services. As part of this effort, the administrative structure was expanded from 23 ministries (as of December 2022) to 39 ministries starting in January 2023. Although expenditure remained unchanged, it was necessary to prevent the multiplication of common organizational structures, particularly those related to administrative and support activities.

To address this challenge, the federal government established a Shared Services Center (SSC), known as ColaboraGov. This initiative represents a new model for sharing administrative support activities within the federal government, aiming to ensure efficiency, coordination, and sustainability in an expanded institutional environment. ColaboraGov was established with the aim of centralizing and providing administrative support services — covering human resources management, information technology, budgeting, finance and accounting, procurement, and strategic management, among other areas — for 13 ministries (encompassing, today, 34% of Ministries).

This paper examines the implementation of ColaboraGov by the Brazilian Federal Government in the realm of process management innovation. The ColaboraGov experience illustrates how the BPM methodology can be employed not only for incremental process improvements but also for large-scale structural transformations within the state. These impacts were identified by analyzing processes through the seven-dimensional strategic BPM framework proposed by Armistead, Pritchard, and Machin (1999). The study analyzes how Business Process Management (BPM) practices (in the case of Brazil's SSC ColaboraGov) was able to

move beyond efficiency goals to foster adaptability, innovation, and organizational well-being within the public sector – thereby contributing to broader state transformation in Latin America’s largest democracy. Further, this work will argue that when embedded in shared service architectures and aligned with sustainability and governance goals, BPM evolves from an efficiency tool into a strategic instrument of state transformation.

Thus, by sharing Brazil’ case and best practice, this paper aims to offer contributions for governments worldwide – in the local, state and federal levels – to enhance process management as a tool for State transformation and societal well-being

The theoretical framework of this research lies at the intersection of BPM and public management, demonstrating how BPM practices can be applied to transform the state and enhance its capacity to deliver public services effectively. It adopts a case study research strategy, as it aims to deeply understand a complex and contemporary phenomenon within its real-world context (Yin, 2001). In the case of ColaboraGov, its implementation involved significant organizational changes driven by BPM (ABPMP Brasil, 2013), making it suitable for this research approach.

Additionally, this study seeks to identify lessons learned and best practices that could be replicated in other government initiatives. Beyond analyzing the Brazilian Federal Government’s ColaboraGov as a whole, specific units within it are also examined. Further, this work considers the thirteen “requesting ministries”, as defined in Brazilian Federal Decree No. 11.837/2023, as part of the ColaboraGov ecosystem, given that they are directly impacted by the implementation of this new support service management model.

2. Administrative reform in Brazil and BPM

Administrative reforms are a set of deliberate changes in the structures and processes of public sector organizations aimed at improving their performance (Pollitt and Bouckaert, 2004). While structural changes focus on merging or splitting organizations, changes in processes focus on how work is carried out, including transformations in service delivery systems, performance management, budgeting and finance, and human resource management. From this perspective, approaches such as BPM provide useful analytical and managerial frameworks to support the systematic analysis and improvement of public sector processes, contributing to the objectives of administrative reforms.

As a starting point, a synthesis of important administrative public reform milestones of the Brazilian state in the last century, country where the case of the SSC ColaboraGov presented in this paper is situated, deserves note.

The Brazilian State has undergone three major waves of administrative reform between the 1930s and the 1990s, followed by a fourth phase beginning in the 2000s associated with public governance and digital transformation. First, the bureaucratic reform, initiated in the 1930s, sought to replace patrimonialism with a rational-legal administration based on professionalization, standardization, and legality control, inspired by the Weberian model (Nunes, 1997). In the 1960s, a new wave of reform emerged, oriented toward decentralization and the expansion of the State's executive capacity to promote economic development, strengthening indirect administration and introducing planning practices and operational efficiency (Bresser-Pereira, 1998; Abrucio, 2007).

Then, in the 1990s, principles of New Public Management were incorporated, emphasizing results, efficiency, performance-based control, and citizen-user orientation (Bresser-Pereira, 1998; Abrucio, 1997). Finally, since the 2000s, there has been a shift toward

public governance models, characterized by interorganizational coordination, social participation, and digital transformation (Osborne, 2006; Secchi, 2009).

This said, it is possible to draw a parallel between these waves of State reform and the evolution of process management as a discipline, from the early adoption of process-oriented thinking in the Brazilian government to the BPM approach implementation. From increased formalization of routines and procedures (a foundation for the standardization of organizational processes); to a growing concern with operational efficiency and workflow rationalization (gradually moving towards a systemic view of administrative activities) and stronger emphasis on results, performance, and service quality, a favorable environment emerged for the explicit adoption of BPM approaches as instruments for continuous improvement and strategic alignment (Hammer and Champy, 1993; Davenport, 1993; ABPMP Brasil, 2013).

Importantly, in the contemporary phase of public governance, BPM in the public sector expands its scope to interorganizational coordination, integration of digital services, and public value creation, becoming a structuring tool for state transformation, interoperability, and user-centered service design — characteristics particularly relevant in contexts of administrative modernization and innovation in the Brazilian public sector.

In this context, when assessing the historical developments of State reform in Brazil as well as the evolution as BPM as a discipline, the Brazilian government's Shared Service Center ColaboraGov can be considered a unique empirical case of BPM at a macro-state level, particularly relevant for Global South countries, where documented experiences of BPM applied transversally to the federal public administration are still scarce. Unlike traditional approaches focused on isolated organizations or internal processes, ColaboraGov structures an interorganizational BPM model anchored in a SSC that executes complete administrative support processes for multiple ministries. This configuration allows BPM to be observed as an

institutional coordination architecture, capable of sustaining the expansion and reconfiguration of the state apparatus without a corresponding increase in structures and positions, thereby strengthening state capacities in a context of high complexity and organizational change.

3. Process management themes and enabling factors

Business Process Management (BPM) is a multidisciplinary management approach that organizes an organization's activities around its core processes. It integrates strategy, people, technology, and structure to continuously generate value (ABPMP Brasil, 2013; Brasil, 2025). In organizational management, BPM is seen as a discipline that connects institutional objectives with user and beneficiary expectations, facilitating the transformation of end-to-end workflows within the organization (Iritani *et al.*, 2015). This perspective is particularly relevant in the public sector, where processes cross organizational boundaries and require a high degree of inter-institutional coordination.

To analyze BPM in its strategic dimension, this work utilizes the framework proposed by Armistead, Pritchard, and Machin (1999), which identifies seven interdependent themes inherent to the strategic management of processes: (i) strategic choice and direction: this theme refers to deploy objectives into goals and action plans oriented by processes; (ii) organizational design, regarding the incorporation of BPM into the formal structure of the organization; (iii) maximization of the value chain, describing how processes structure the delivery flow of products and services; (iv) performance management: associated with monitoring results and defining indicators; (v) organizational coordination, which encompasses the internal and external articulation of processes; (vi) organizational learning and knowledge management, linked to institutionalizing practices and knowledge; and (vii) organizational culture, that shapes and is shaped by how BPM is implemented.

The authors emphasize that these themes are not isolated; they dynamically interrelate, meaning advancements in one dimension tend to enhance or condition the others. These dimensions are summarized in Table 1.

Table 1. *Strategic Business Process Management Themes and Definitions*

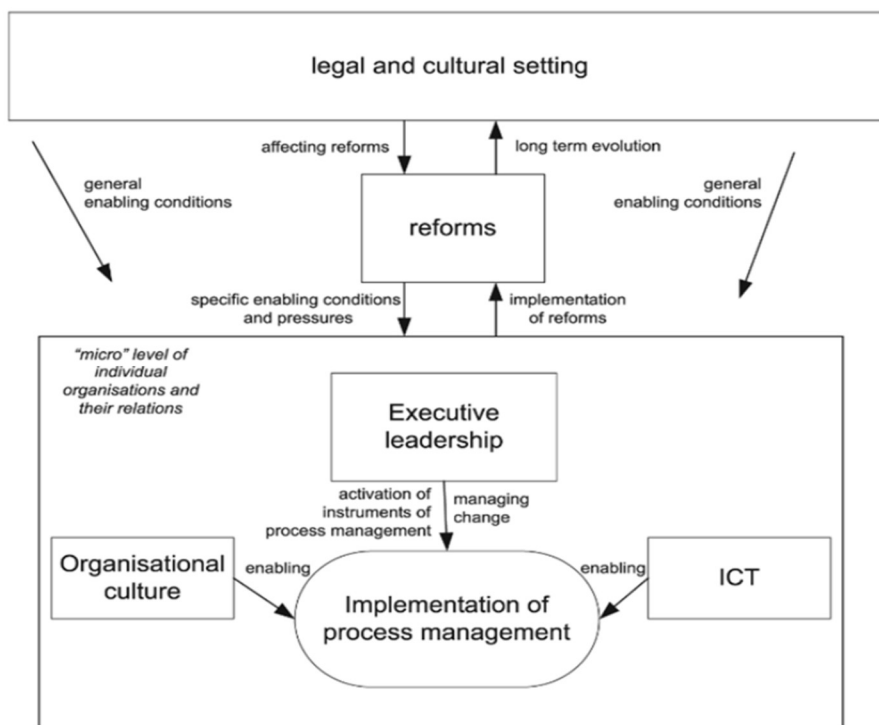
THEME	DEFINITION
Strategic choice and direction	How strategy is developed, choices made and plans for deployment generated within goals and targets. Strategic views that consider the resource-based view of the firm are particularly congruent with BPM.
Organizational design	How BPM is incorporated into the design of an organization, influencing the boundaries, structure, and intentions of power within and around processes.
Maximizing the market value chain	Processes are used to describe the market value chain. The connection of business processes can lead to novel product and service innovation, delivered to customers, providing support in their use, and collecting revenues and market information. The market value chain requires the interaction of processes between different organizations which make up a chain or extended network.
Performance management	BPM relies on the management of resources and on a series of measurement systems. These allow the setting of targets, monitoring for progress, and initiating corrective action. Application of the Balanced Score Card approach fulfills this requirement and gains in potency when combined with the self-assessment of effectiveness using the EFQM model which adds depth and range to the assessment.
Organizational co-ordination	BPM addresses organizational co-ordination both internally and with partners who are customers or suppliers. Co-ordination is particularly pertinent as the boundaries of internal processes become more ill-defined. Aspects of co-ordination are seen in the decision-making processes of the organization.
Organizational learning and knowledge management	BPM provides a framework for organizational learning and can incorporate the management of knowledge. BPM is a vehicle for exploring a knowledge-based view of an organization.
Organizational culture	The organizational culture shapes the way BPM works and indeed the converse is also the case. A simple example of this would be transformational changes in organizational structures which might emerge for a large BPR exercise. These can result in a change in culture or the intended outcomes of the exercise changing because of the strength of the prevailing culture.

Source: Created by the authors based on Armistead, Pritchard and Machin (1999)

Additionally, Ongaro (2004) expands the understanding of BPM in the public sector by proposing a model of enabling factors for its adoption. Based on a study of “one-stop shops” in Italy, the author identifies five factors that enable the successful implementation of BPM in public organizations: a) legal and cultural framework, which delineates the power, autonomy, and prevailing paradigms in public administrations; b) reform framework, referring to the set of modernization initiatives that create favorable conditions for adopting process-oriented approaches; c) executive leadership, a critical factor at the microlevel of organizations, considering that managerial leadership drives managerial innovation; d) organizational culture, which can both facilitate or hinder user orientation and the adoption of a process logic; e) information and communication technology (ICT). These infrastructures represent indispensable enabling assets for the operation and monitoring of interorganizational processes.

Ongaro notes that these factors operate on two complementary levels: the macro level, encompassing the institutional and normative environment of a country or policy subsystem, and the micro level, concerning the internal conditions of each organization. The combination of both levels determines the potential for BPM to be rooted as a sustainable managerial practice, as illustrated in Figure 1. Based on these two frameworks – the strategic dimensions of Armistead et al. (1999) and the enabling factors of Ongaro (2004) – this work analyzes the experience of ColaboraGov.

Figure 1. *Enabling factors for process management in the public sector*



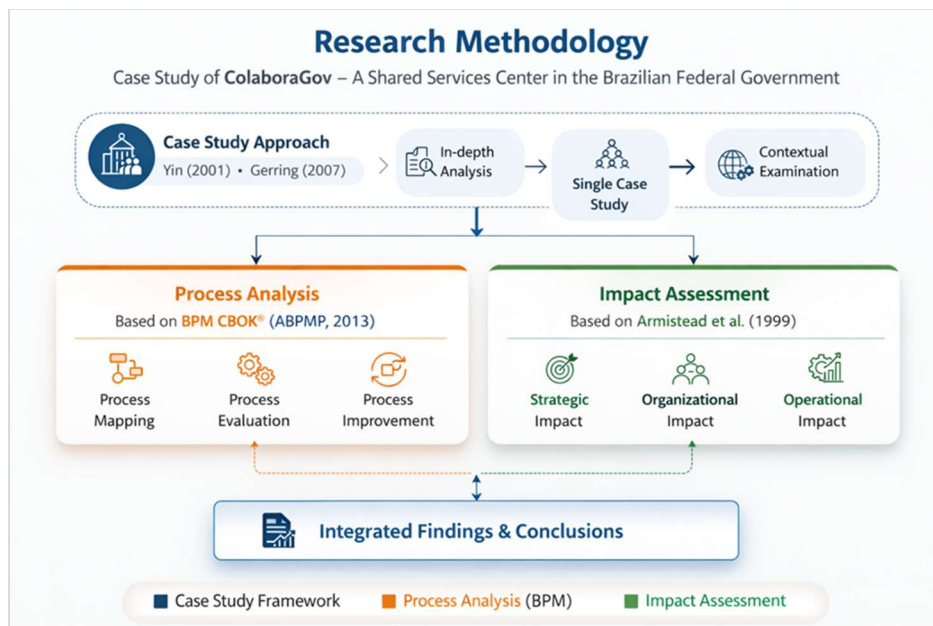
Source: Ongaro (2004)

4. Methodology

This study adopted a case study research strategy as proposed by Yin (2001), given its suitability for the in-depth investigation of contemporary phenomena embedded in complex institutional contexts. This approach enabled a comprehensive understanding of ColaboraGov, encompassing its organizational design, governance arrangements, institutional setting, and operational dynamics. In addition, the study follows the perspective that case studies provide a robust strategy for the intensive analysis of a single unit within its real-world setting, allowing researchers to capture contextual factors and institutional dynamics that shape organizational practices (Gerring, 2007). By combining these perspectives, the research seeks to generate a comprehensive understanding of ColaboraGov and its role in supporting administrative integration and efficiency in the Brazilian public administration.

Towards implementing such case study approach grounded on BPM best practices, this work drew on the Business Process Management Common Body of Knowledge - BPM CBOK (ABPMP Brasil, 2013) for the analysis of the specific processes revisited within ColaboraGov, This framework guided the mapping, analysis, and redesign of processes, ensuring methodological consistency and comparability. In this context, forty-seven processes were analyzed through the seven-dimensional strategic BPM framework proposed by Armistead, Pritchard, and Machin (1999), in the areas of procurement, contracts, budgeting, finance, and payroll. Also, the enabling factors framework proposed by Ongaro (2004) complement and deepen this analysis. Finally, the assessment of the impacts of the implemented changes, addressing strategic, organizational, and operational aspects, and therefore allowing for an integrated evaluation of ColaboraGov's contribution to organizational effectiveness. Figure 2 illustrates these steps.

Figure 2. *Research methodology*



Source: Original figure created by authors.

5. Case description

Process management innovation in the Brazilian Federal government's ColaboraGov was built around the prioritization, mapping, analysis and improvement of processes in the following areas: procurement and contracting; executive payroll; cost sharing, equipment and facilities' management; customer service and budget and accounting. This section will present four out of the six macroprocess included in this work, both describing the process mapping and redesign carried out as well as the benefits acknowledged by ColaboraGov project teams, particularly in the realm of societal well-being. Such process management mapping and redesign happened from 2023 through 2025.

5.1 Procurement and Contracting

The contracting process within the ColaboraGov project is known for its large scale: more than 1,800 contracts are managed annually, involving agreements distributed across up to 13 ministries under the SSC model. In this context, the mapping and redesign of the contracting process became a priority and involved the work of a multidisciplinary team from the Ministry of Management and Innovation in Public Services for eight months, between 2023 and 2024

The ColaboraGov contracting process begins with the receipt of the demand, followed by procurement planning, preparation of bid notices and terms of reference, which include technical specifications and contractual clauses. The bidding process is initiated through electronic platforms, ensuring transparency and broad participation from suppliers. The proposals received are then evaluated by a contracting commission, which determines the winning supplier and formalizes the result. Finally, the contract is formalized and published, marking the beginning of the contract management phase during execution.

In total, 35 procurement subprocesses were mapped. The mapping and redesign brought significant improvements focused especially on documenting processes, aligning roles and responsibilities, and reducing activities by eliminating redundancies and optimizing execution. Additionally, this process strengthened transparency and the effectiveness of public procurement.

One example was the rapid initiation of the “Contracting” process in emergency situations: in 2023, ColaboraGov conducted emergency procurements to respond to crises such as that affecting the Yanomami Indigenous people, enabling within a few days the provision of transportation services and the delivery of humanitarian aid. This level of agility and interorganizational coordination demonstrates high adaptability: the process was able to be adjusted to meet urgent and atypical demands, showing that the standardization achieved through the redesigned process provided a structured foundation that facilitates quick adjustments when necessary.

The ability to carry out shared procurements among multiple ministries also highlights the flexibility of the process to serve different clients simultaneously, maximizing economies of scale and synergies among agencies. In sum, the ColaboraGov contracting model is flexible enough to adapt to different contexts (for example, exclusive versus shared purchases and ordinary versus emergency procurement), confirming the potential of BPM to enhance the adaptive capacity of public organizations. Moreover, the clarity of roles and responsibilities - explicit in the process design and communicated through the ColaboraGov Responsibility Panel - aims to reduce friction and uncertainty between the Ministry of Management and Innovation in Public Services teams and those of partner ministries, improving interinstitutional communication.

Additionally, the standardization of processes seeks to minimize rework and errors, potentially reducing stress among those involved and fostering a culture of collaboration and

learning (through process workshops and experience-sharing among agencies, as established in ColaboraGov's governance structure). These elements aim to contribute to a healthier and more resilient organization, in which process innovation and adaptability to change go hand in hand with people.

5.2 Execute Payroll

The payroll processing cycle encompasses all activities required to prepare, adjust, verify, and execute the payment of remuneration to public servants within the ColaboraGov shared services model. It is an end-to-end process, covering everything from the initial budget planning to the final approval of the payroll and the execution of payment. The process prioritizes accuracy and financial compliance, preventing delays and errors in salary payments. At the same time, several adjustment and verification points are built in, indicating that the process was designed to handle changes and unforeseen events without compromising the final outcome.

Regarding the payroll payment process, it was designed to proactively manage budget variations, changes in functional records, and fluctuations in the number of individuals served. It incorporates multiple checkpoints and adjustment mechanisms that ensure workflow continuity even in changing scenarios. In this way, process innovation has strengthened the management's adaptive capacity by enabling the anticipation and continuous absorption of changes without compromising payment regularity.

An example of this adaptability occurred between 2023 and 2024, when the ColaboraGov Shared Services Center expanded from serving five ministries to thirteen. Fifty-three paying units were centralized into a single one, optimizing the functional management of 41,443 individuals and demonstrating the scalability potential of the shared model without compromising service quality. This expansion of scope was accompanied by a

reorganization of teams, with greater role specialization and strengthened process standardization, which enabled the absorption of additional complexity in a controlled and efficient manner.

5.3 Cost-sharing

The expense-sharing management process refers to the distribution and joint management of costs for shared contracts and services among the ministries participating in the Brazilian government's shared services center ColaboraGov. It encompasses all steps -from the manifestation of interest by a ministry in joining a shared service (for example, cleaning, security, or building maintenance contracts for shared facilities, training programs for civil servants, events, and graphic services) to the financial execution of the shared expenses. It is therefore an interorganizational and multifunctional business process, crossing functional and organizational boundaries. As such, it requires clearly defined responsibilities and adequate technologies for coordination and monitoring. This is the case, for example, of the system called "SplitGov," developed by ColaboraGov for automating, monitoring, and controlling shared-cost allocations.

The work of mapping and redesigning the cost sharing process revealed that, although the initial focus was improving process management of the financial management system "SplitGov", key subprocesses which support cost sharing in areas such as contract management and building management were also important and needed to be included in the redesign. Another insight early on was that the departments involved (the contract-managing units) only had a partial and fragmented view of the process. This diagnosis helped drive the work in an open and collaborative manner, and allowed for a shift in perspective, resulting in changes to process flows and design that allowed standardization in contract management practices and greater clarity regarding roles and responsibilities among teams.

This way, the expense-sharing process was designed with decision points and flexible pathways to address diverse situations, such as different types of contracts (continuous versus on-demand) and changes occurring during execution (new amendments, redistribution of workspace, and changes in demands). Each of these situations results in specific workflows or activities within the process. This adaptive architecture minimizes the need to redesign the process every time something changes, making it resilient and capable of operating in complex and dynamic environments. The presence of periodic reviews (such as quarterly updates based on building occupancy) and feedback controls (such as issuing preliminary reports and verifying amounts before finalizing payments) also shows that the process incorporates principles of continuous improvement and organizational learning.

Thus, the cost-sharing process translates administrative innovation into concrete practice: where, before, each agency would contract and pay individually for support services, there are now unified procurements and a formal mechanism for cost distribution. Moreover, by institutionalizing practices such as scheduled budget decentralization and the integration of multiple agencies into a single coordinated workflow, the shared services center ColaboraGov is experimenting with new forms of governance and interorganizational collaboration.

This scenario also enables the implementation of care and inclusion policies on a large scale. This is because by structuring contract management and reducing operational uncertainties, space is created for social dimensions to be incorporated systematically into support processes. This predictability was essential for enabling initiatives such as reducing the working hours of outsourced workers from 44 to 40 hours per week; granting year-end recess to 2,543 contractors; implementing Lactation Rooms; and adopting inclusive hiring practices for women in situations of violence within ColaboraGov. Thus, BPM evolves from functioning solely as a technical mechanism of rationalization to becoming a driver that transforms organizational values of care, well-being, and inclusion into concrete, wide-reaching practices – expanding the

concept of public value and reinforcing ColaboraGov's role as an innovative experiment in public-sector management.

5.4 Physical space management

The process of managing and adapting physical spaces is an example of how BPM can be applied to better centralized administrative services. It involves conducting renovation and adaptation projects for physical facilities (such as offices and public buildings) requested by ministries served by ColaboraGov. This is a highly complex process that encompasses multiple technical disciplines - architecture, civil engineering, electrical engineering, information technology, furniture, and assets management - as well as contracted companies responsible for construction and related services. As a good practice, this process also includes customer satisfaction analysis among ministries served, reinforcing a user-centered approach and providing a channel through which such institutions can express their well-being regarding physical space use, as well as suggest improvements.

The construction and building-maintenance contracts administered by ColaboraGov follow strict waste-management guidelines aligned with the National Solid Waste Policy, ensuring that all debris and materials removed during interventions undergo source segregation, safe storage, and environmentally appropriate disposal. This approach is part of a broader strategy for sustainable process management, which includes sustainable building renovations with significant gains in water and energy efficiency, as well as the adoption of a hybrid fleet for institutional transport, and the implementation of the Sustainable Logistics Master Plan (PLS/MGI 2024–2026). The PLS, for its part, guides operational decisions and contracting under a logic of expanded public value and a commitment to sustainability.

The mapping and diagnosis of the physical-space management process happened in a context of significant increase in the number of buildings and civil servants under ColaboraGov's

responsibility. This resulted from the expansion of ministries in 2023 and the implementation of the National Unified Public Competition (the largest civil-service exam in Brazil's history) in 2024, which offered 6,640 positions. Strengthening process management emerged as a demand of the area responsible for physical space management, in a scenario of urgency and team overload. In this context, the process mapping allowed teams to visualize the wide range of suppliers involved (such as construction materials, furniture, electrical and hydraulic design services) as well as the ecosystem of institutions and requesting departments, expanding the understanding of the process to a strategic level. As a result, suppliers, contract managers, and service providers were invited to jointly examine and improve the process.

Among the main improvements observed were the organization of projects according to their level of complexity (ranging from simple room renovations to the full design of a new ministry's physical space) and the creation of dedicated teams to address each level, fostering greater specialization. This, in turn, enabled fast-track pathways for simpler renovation demands. Additionally, communication routines were established with requesting agencies to discuss project progress, replacing the previous case-by-case communication approach. Moreover, the physical-space management function benefited from the creation of new management dashboards and data processing routines containing information such as the number of service requests and project status.

In the same ecosystem of process-management innovation, ColaboraGov is enabling an unprecedented experiment within the Federal Executive Branch by contracting electricity in the free energy market. This initiative shows how the standardization and scale provided by the shared-services model can act as a lever for environmental and economic innovation. Also, these advancements are accompanied by public transparency and monitoring dashboards, which allow continuous tracking of costs, performance, and socio-environmental impacts,

reinforcing governance, social accountability, and the role of BPM as a strategic instrument for sustainability and state transformation.

All things said, the delivery of physical-space management and adaptation services in a centralized manner can enhance the reach and effectiveness of socio-environmental measures by enabling sustainable standards to be applied uniformly and at scale across the public administration. In this way, ColaboraGov serves as an instrument for strengthening environmental guidelines, potentially generating an inductive effect on suppliers, and expanding the positive impact of sustainability practices beyond isolated initiatives. This arrangement illustrates how BPM practices incorporated in the ColaboraGov project design point to a broader notion of public impact beyond operational efficiency, and reinforcing a commitment to the environmental and sustainability agendas.

6. Analysis and discussion

By applying the seven dimensions of Strategic Business Process Management proposed by Armistead, Pritchard, and Machin (1999) to the case of Brazil's SSC ColaboraGov, this work brings to light how BPM has functioned simultaneously as an instrument for operational redesign and as a driver of strategic transformation within the Brazilian federal public administration.

Regarding the dimension of strategic choice and direction of such framework, ColaboraGov consolidated the public value chain of the SSC as the reference point for prioritizing processes to be mapped and improved. The selection of 47 processes across areas including procurement, budgeting, finance, and payroll reflected deliberate choices guided by the generation of public value and the institutional strengthening of the shared-services model.

In terms of organizational design, BPM enabled the replacement of redundant structures with specialized functional directorates capable of serving thirteen ministries simultaneously with

uniform delivery standards. The payroll-execution process, for example, was consolidated from 53 decentralized paying units into a single unit managing 41,443 individuals without loss of quality. This context, in turn, illustrates the interdependence between structural redesign and process standardization.

The market value chain dimension was reinterpreted in the public sector as a “public value chain”: the procurement, expense-sharing, and budget-decentralization processes were integrated into interorganizational flows that enhance coordination among organizations and consequently increase public value created. Also, the ability to conduct emergency procurements - such as those mobilized in response to the Yanomami indigenous group humanitarian crisis - demonstrates how process standardization provides the structured foundation required for rapid adaptation.

Concerning performance management, ColaboraGov monitors indicators and has developed a responsibilities dashboard with open access, institutionalizing mechanisms for monitoring, transparency, and accountability. Additionally, fiscal governance of the budgeting processes, with formal verification points prior to financial execution, embodies the feedback and control mechanisms associated with BPM maturity.

Further, organizational coordination was operationalized through a multilevel governance structure of ColaboraGov – encompassing strategic, tactical, and operational levels – and connecting teams among the 13 participants of the shared services center model, from the operational floor to senior leadership. Moreover, the cost-sharing process (among those mapped and redesigned) institutionalized a coordinated workflow for cost allocation across ministries, replacing fragmented practices with an interorganizational architecture that reduces friction and enhances shared accountability. Regarding organizational learning and knowledge management, these areas were institutionalized through an open process repository, in addition

to cross-cutting process-design workshops and BPM training events, aimed at sharing best practices across ministries.

When it comes to the organizational culture dimension proposed by Armistead, Pritchard, and Machin (1999) applied to the case of ColaboraGov, one can consider a profound transformation taking place, that is, the forming of a collaborative culture embedded on public value that goes far beyond traditional administrative rationalization. This can be noted in several initiatives: the adoption of satisfaction surveys; the incorporation of care-oriented actions such as lactation rooms; the implementation of large-scale inclusion pillars in outsourcing contracts (for instance, by providing contract quotas for women experiencing violence, and reducing weekly workloads to 40 hours), alongside a user-centered orientation in the delivery of administrative support services by ColaboraGov.

Finally, the enabling factors framework proposed by Ongaro (2004) complement and deepen this analysis. At the macro level, Brazil's ColaboraGov benefited from a favorable regulatory environment shaped by recent federal public management reforms and by the existence of a legal framework authorizing the creation and expansion of this collaborative model of management. This way, the very establishment of ColaboraGov constitutes a reform initiative which set the structural conditions necessary for implementing the service-provider and service-requester logic and, also, the transversal processes required for BPM to be applied. At the micro level, the enabling factor of executive leadership, as posited by Ongaro (2004), proved decisive by sponsoring and elevating process management and by championing the implementation of innovative practices. The technological infrastructure (IT), for its part, is represented by structural systems such as the cost-sharing system SplitGov, and monitoring panels. This IT infrastructure has served as an essential enabling factor as well, expanding the capacity for managing and tracking results in the context of interorganizational processes.

Taken together, the two frameworks discussed in this section - the seven dimensions of Strategic Process Management proposed by Armistead, Pritchard, and Machin (1999) and the enabling factors for process management in the public sector posited by Ongaro (2004) - evidence that ColaboraGov represents a case of strategic BPM in the public sector, in which process management operates as a pillar of institutional innovation, interorganizational coordination, and large-scale public value creation.

7. Conclusion and recommendations

The ColaboraGov experience examined in this paper offers a substantive response to the central question posed by IRSPM 2026 Panel P26 “reform for what, and for whom?” by documenting how BPM functioned as a structural instrument of state transformation in Brazil's federal government. This study demonstrates that administrative reform can transcend its conventional efficiency-driven rationale to pursue goals of adaptability, institutional learning, organizational well-being, and inclusive public value creation. The analysis of forty-seven redesigned processes through the strategic BPM framework proposed by Armistead, Pritchard, and Machin (1999) reveals that ColaboraGov generated outcomes across all seven strategic dimensions of process management.

Beyond documented fiscal efficiency gains, the SSC produced institutional capabilities qualitatively distinct from operational cost reduction. The payroll centralization episode, which consolidated 53 paying units into one while absorbing 41,443 covered individuals without loss of service quality, and the emergency procurement response to the Yanomami humanitarian crisis together illustrate that process standardization, rather than constraining organizational response, furnishes the structural foundation that enables rapid, controlled adaptation to unforeseen demands.

This understanding is aligned with the concept of "adaptive innovation" articulated by the OECD (2021): the capacity to test and try new approaches in response to a changing operating environment, while maintaining institutional reliability. ColaboraGov also experimented with novel governance arrangements - including the SplitGov cost-sharing system, multilevel interorganizational coordination, and the procurement of electricity under the free energy market – demonstrating that shared service architectures can function as institutional laboratories for public sector innovation.

Another and often overlooked dimension concerns organizational well-being. Inclusive contracting practices targeting women in situations of domestic violence, the reduction of outsourced workers' weekly hours from 44 to 40, the provision of breastfeeding rooms, and year-end recess for over 2,500 workers demonstrate that operational standardization – when guided by normative commitments – can translate organizational values of inclusion and care into institutionalized administrative practice at scale. In this regard, BPM evolved from a technical rationalization tool into a vehicle for embedding social values within public management processes. Taken together, these findings reframe BPM as a strategic instrument of state transformation rather than a narrowly operational tool.

From a practical standpoint, this paper advances three recommendations for governments undertaking reform in complex and turbulent environments. First, SSC in the public sector should be designed not only as efficiency mechanisms but as platforms for institutional innovation, incorporating adaptive governance structures that enable continuous learning and process improvement across organizational boundaries. Second, BPM should be explicitly recognized as a multi-dimensional strategic discipline in reform frameworks – with organizational culture, learning, and coordination receiving equal attention alongside operational efficiency metrics. Third, the enabling conditions identified by Ongaro (2004) – executive sponsorship, ICT infrastructure, and a supportive legal framework – must be deliberately

cultivated: the ColaboraGov experience confirms that both macro-level institutional conditions and micro-level organizational leadership are necessary for BPM to produce sustainable results.

Finally, the ColaboraGov experience illustrates an institutionally embedded pathway through which adaptability, innovation, and well-being can be cultivated from within the very architecture of administrative processes – making public administration more responsive, accountable, inclusive, and resilient in the service of the public. This way, presenting the case of Brazil's SSC ColaboraGov in Panel P26 is an important opportunity to share experiences and potentially drive other governments to consider the use of BPM as a strategic tool to advance well-being both among civil servants and the wider public in the context of complex interministerial public policies.

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