

University of Macedonia
Department of International and European Studies
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Dissertation Title: Challenges in Public Administration, Good Practices in OECD countries and proposals to innovate the Greek Public Sector

Desli Aikaterini

Supervised by Dr. Maria Rammata

Special Scientific Personnel at the Greek Ombudsman

Visiting Lecturer University of Macedonia

Adjunct Professor at Hellenic Open University

Declaration

I declare that the dissertation CHALLENGES IN PUBLIC ADMINISTRATION, GOOD PRACTICES IN OECD COUNTRIES AND PROPOSALS TO INNOVATE THE GREEK PUBLIC SECTOR is my own work and that all the resources that I have used or quoted have been indicated and acknowledged by means of complete references.

Signature

Date

Abstract

The purpose of this study is to examine the challenges associated with the Public Administration, some good practices that OECD countries conducted in order to improve their Public Sector operations a case study to innovate the Greek Public Administration. This thesis reviews the contribution of innovation in public administration (PA) toward sustainable development and its impact on citizens' expectations on the performance of the government. Today governments aim to modernize the public administration, to strengthen its capacities and to make it more efficient and accountable. Governments today are using different methods and techniques to find out the citizen's demands in order to reduce the gap between government and the people and to enhance the public trust as an important factor. The aim of this paper is focused on the review of the new innovative developments on the public administration on the frame of the challenges and process of globalization and its impact on citizens' expectations. Today citizens are more or less satisfied with innovations in public administration, however, it is a necessity to regularly assess the achievements related to further innovations and their ability to effect the citizens life and enhance their expectations. The research methods of this thesis refer to a qualitative research design which was applied in order to achieve the primary aim of this study. Data collection techniques, that were utilized to collect information, comprised interviews and document analysis. A group of fifty-eight purposively selected participants, namely civil servants were chosen for interviews. Data that was obtained was analysed through qualitative content analysis. The major findings of the study indicate that the Greek Public Administration, in which the last part of the thesis focuses on, needs in any way the innovation as a part of daily life and operation since as a member of OECD should follow the example of other member states and try to foster innovation and development in Public Sector. The study found that although in Greece the institutional framework is somehow still incapable of supporting innovative projects and though the funding is not enough to implement such ideas, the majority of civil servants are more

than willing to support the Greek Public Sector innovation while financial incentives can play an important role in promoting innovation in the public sector.

To sum it all up public administration is one of the main tools through which the relationship between the state, civil society and the private sector is realized. In this regard supporting public administration innovations enables achieving higher development objectives in particular economic advantages, poverty reduction, harmony and institutional stability. Therefore, this thesis pretends to provide an active approach of research and studies that might give a concrete contribution on the way toward further innovations in public administration and enhance the citizens' expectations.

Key words: public sector, administration, challenges, OECD, innovation, proposals

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Chapter 1 | Introduction

The Organisation for Economic Co-operation and Development (OECD) is an international organisation that works to build better policies for better lives. Its goal is to shape policies that foster prosperity, equality, opportunity and well-being for all. OECD draw on almost 60 years of experience and insights to better prepare the world of tomorrow.

Together with governments, policy makers and citizens, OECD works on establishing evidence-based international standards and finding solutions to a range of social, economic and environmental challenges. From improving economic performance and creating jobs to fostering strong education and fighting international tax evasion, we provide a unique forum and knowledge hub for data and analysis, exchange of experiences, best-practice sharing, and advice on public policies and international standard-setting.¹

Statement of the problem & theoretical approach

The public sector cannot be a stranger to innovation. As the private sector it needs to implement novel approaches to deliver on its core functions that include attending to the day-to-day responsibilities of ensuring effective, efficient, and ethical delivery of policies and services for citizens. There needs to be an eye to the issues of tomorrow, as well as a hand on the priorities of today. Citizens have changing expectations of what government can or should do, how government should do it and the extent to which they want to be involved in decision-making.² Greater interconnection and mobility across the globe, with associated social divisions, changing aspirations and fluctuating populations create new pressures for governance and the management of changing demographics. Digital transformation, automation and exponential technological shifts are taking place, with hard-to-predict impacts on industry, productivity, housing, jobs and wellbeing. There is a need for government both to foster economic growth and to ensure such growth's sustainability and inclusiveness. If governments are to keep pace with and shape change, they must understand these challenges, their implications and find ways to innovate so that their ongoing responses to them are effective and adaptable. In short, effective government increasingly requires and involves public sector innovation (i.e. the process of implementing novel approaches to achieve impact). While innovation may not be the only, or even the best, option, increasingly it must be an option if governments are to respond to a changing world. Yet in order to be so,

¹ Oslo Manual (2005), *Guidelines for collecting and interpreting innovation data*. A joint publication of OECD and Eurostat

² United Nations Economic Commission for Europe (2017), *Innovation in the Public Sector*.

innovation capability should be developed so that it is available for when and where it is appropriate.

Research Methodology

The setting of the study is the concept of innovation in public sector, daily issues that public administration and in general public sector has to face and the innovative proposals to improve the Greek Public Sector. This study uses a method research approach which includes both a theoretical and practical part.

The first part will give the reader the framework of public sector innovation so to lay emphasis afterwards to the critical issues that public administration has to overcome. Specifically, the framework is divided into four quadrants, which represent thematic elements which are groupings of organizational attributes influencing public sector innovation. These elements (People, Knowledge, and Ways of working, Rules and processes) will be shortly analyzed in the first core part of this thesis. Having given the idea of the innovation some challenges are going to be presented as long as some ideas about the reform of Greek public administration based on innovation concepts of other OECD countries.

The second part namely the practical one will be based on a survey under the form of qualitative questionnaire (shared in Greek PA employees) in order to develop a database of opinions and thoughts of civil servants regarding the challenges in public sector and potential innovative solutions.

Expected Contributions

This study will contribute to both academics and practitioners. The findings will theoretically benefit to the fields of public administration and public innovation in explaining the problems of public sector and developing strategies to improve the current situation by understanding more citizens, taking them into consideration in decision making and inspiring more the context of innovation. The results of this study will also provide the interested people in innovation related to public sector and also researchers in Greece to build upon. For practitioners, the study will provide useful information and analysis for public authorities in some OECD member countries to aid in designing strategies to increase transparency, accountability, and innovation and, therefore, achieve higher organizational effectiveness.

Recognizing that governments operate in increasingly uncertain and changeable contexts, and need to deal with a range of complex and routine problems; In an uncertain and changing context, it cannot be assumed that existing structures, processes and interventions remain the most appropriate or effective in all circumstances; this study tries to make clear that innovation is not a tap that can be turned ‘on’ and ‘off’ when needed. As with any other core practice, innovation requires ongoing investment, skills, capabilities, processes and structures that support it. Innovation is curiosity-driven and readiness for it relies on awareness, practice and values within the organization. So such a topic surely deserves the attention of public administration research.

Ultimately, this study will add another valuable perspective to the field of public administration by focusing on citizens and innovation as central public management keys.

Organization of the thesis and summary of subsequent chapters

This dissertation is divided into 5 Chapters. The Chapter 1 refers to the introduction, the statement of a problem (in this case, the challenges in Public Sector), the purpose and the contribution on further research and problem solving while the Chapter 2 is describing further the framework of innovation and some good practices in OECD countries. Having given the reader some focal points upon innovation and in general of this dissertation’s theme, the next part, Chapter 3 analyzes some main issues that Public Sector and Administrations have to face and so far to overcome in a daily basis. Some of them refer to lack of transparency, high level of corruption or consumers’ interests. After the analysis of some major challenges, the Chapter 4 discusses some proposals for the improvement of Greek Public Sector while Chapter 5 describes the results of a questionnaire shared to civil servants, public administrators and in general to people who have a clear view of the existing situation of Public Sector and at the same time interested in taking part in this research regarding the challenges in PA and proposals to innovate the Greek Public Sector, while Chapter 6 describes the conclusions of this thesis and the proposals for further research.

Chapter 2 | A framework for public sector innovation

To start with, it is important to give the reader a framework of what does innovation entail and what how someone could define the term “innovation”. The word “innovation” is derived from the Latin verb *innovare*, which means to renew. In essence, the word has retained its meaning up until today. Innovation means to improve or to replace something, for example, a process, a product, or a service. Innovation involves the collision of different ideas and perspectives, and successful public sector innovation requires an appreciation of differing lived realities and experiences. Innovation also involves different groups working together, whether it is to achieve a shared goal, to address a shared problem, or to explore new opportunities or possibilities. Innovation in the public sector refers to significant improvements to public administration and/or services.³ It can be defined as the implementation by a public sector organization of new or significantly improved process, methods or services aimed at improving a public sector unit’s operations or outcomes. Specifically, public sector innovation involves significant improvements in the services that government has a responsibility to provide, including those delivered by third parties. It covers both the content of these services and the instruments used to deliver them. OECD countries pursue various types of innovation in public service delivery. Many of these approaches create services that are more user-focused, are better defined and better target user demand. Innovation can alter both the supply of services, by improving their characteristics, and demand for services, by introducing new ways to articulate demand for and procure them. Civil servants and public employees are at the core of these new ideas and approaches to achieve better service delivery. Today, citizens are more informed and have come to expect more from their governments. Technology has transformed the way citizens interact with their governments and lead to more sophisticated demands. These increased expectations combined with new challenges due to complex issues and fiscal pressures require more innovative approaches in the public sector. However, knowledge and application of public sector innovation and its results, costs, and enabling environment, is still fragmented. Public sector innovation is only occasionally institutionalized in government budgets, roles and processes, and the full range of tools available to policy makers for accelerating innovation is applied inconsistently.⁴

³ Koch, P. and J. Hauknes (2005), On Innovation in the Public Sector.

⁴ OECD (2016), Public sector innovation, in OECD Science, Technology and Innovation Outlook 2016, OECD Publishing, Paris. DOI: https://doi.org/10.1787/sti_in_outlook-2016-12-en

Specifically, the OECD countries the last decade tried to foster innovation in public sector areas and to endeavor to:

- Explore different ways of connecting different actors (public, private, not-profit, academic and citizen) in society to enhance common understanding and to create new approaches or solutions to problems.
- Create, or link into existing, networks of exchange in, out and across government to increase capacity to deploy tools processes, practices and approaches.
- Develop a spectrum of engagement and co-creation practices, so as to ensure that innovation efforts are informed by lived experience and necessary expertise.
- Cultivate relationships that will eliminate corruption and its facets.

Also, innovation involves developing options for both problems that are known and those that are yet to emerge but that will still require prompt reaction by government when they do. Innovation is connected with uncertainty and is essential about learning, which involves exploration, iteration, and testing.

2.1 OECD's Observatory of Public Sector Innovation - Creating an Innovative culture in the Public Sector

In recent years, governments are operating in a new landscape in which the public sector faces social, fiscal and environmental challenges: Technology gains ground and is revolutionizing how citizens interact with government; Individuals and organizations across society are forming new kinds of partnerships. Citizens are more connected, aware and informed than ever. Together these factors create the need of new ways of thinking about government and administration and how it works.⁵

The innovative experiences submitted to the OECD's Observatory of Public Sector Innovation (OPSI) and lesson sharing with country practitioners, have provided the OECD with material in order to identify some of the factors which shape this capacity.⁶ The Observatory of Public Sector Innovation is a global forum for public sector innovation that collaborates with NGOs, government, academia, civil society and industries. In a time of increasing complexity, rapidly

⁵Observatory of Public Sector Innovation, *How do we Make it Happen?: Implementing Public Sector Innovation*. Available at <https://oecd-opsi.org/wp-content/uploads/2019/05/implementation-with-EC-cover-1.pdf> [Accessed on 28th February 2021].

⁶ Organisation for Economic Cooperation and Development (OECD): Observatory for Public Sector Innovation. Available at: <https://www.thegovlab.org/static/files/smarterstate/OPSI.pdf> [Accessed 27th February 2021]

changing demands and considerable fiscal pressures, governments need to understand, test and embed new ways of doing things. OPSI sees public sector innovation as a multifaceted phenomenon, with each facet involving different activities serving different aims. Accordingly, OPSI has devised an Innovation Facets model, which posits the existence of four main facets: Enhancement-oriented innovation, Mission-oriented innovation, Adaptive innovation, Anticipatory innovation.



Figure 1: Forms of Innovation⁷

To explain the above main facets, *enhancement innovation* often starts with the question of “How might we do X better?” It is not a question of what is being done, but rather how it is done and whether it can be done differently, and better.

Mission oriented innovation is about asking “How might we achieve X?” It starts with a driving motivation to achieve an articulated goal while how it might be done is still unclear.

Adaptive innovation starts with a question: “How might our evolved situation change how we do X?” Adaptive innovation is essentially about a realization of the way that something is going to be done.

Anticipatory innovation starts with the questions of “How might emerging possibilities fundamentally change what X could or should be?” This X might be the negative government

⁷ Hall, B. (2005), “*Innovation and Diffusion*”, Chapter 17 in J. Fagerberg, D. Mowery and R.R. Nelson (eds.), *The Oxford Handbook of Innovation*, Oxford University Press, Oxford.

response or activity. Anticipatory innovation is essentially about recognizing and engaging with significant uncertainty about not only what works but also what is appropriate or possible.⁸

Upon this, it is important to recognize that there is no ‘one kind’ of innovation; innovation is multifaceted. Different kinds of innovation are suited to different kinds of needs to act upon a problematic situation or aims. The inability/failure to differentiate properly among different innovation aspects has historically hindered government efforts to embed innovation as a capability. Each facet needs to be managed and engaged with, differently. Therefore, government needs a diverse innovation portfolio that would encompass the whole of the government and policies.

Governments along with public sector try to innovate in a structured organizational environment. Initial research indicates that certain organizational factors (collaboration, budget, structure, institutions, knowledge etc.) may help encourage innovation whereas others may work against or hinder it.⁹ Asking public employees to innovate may not produce results if the organizational environment does not support innovation. The below circles represent ideally the levels of analysis.

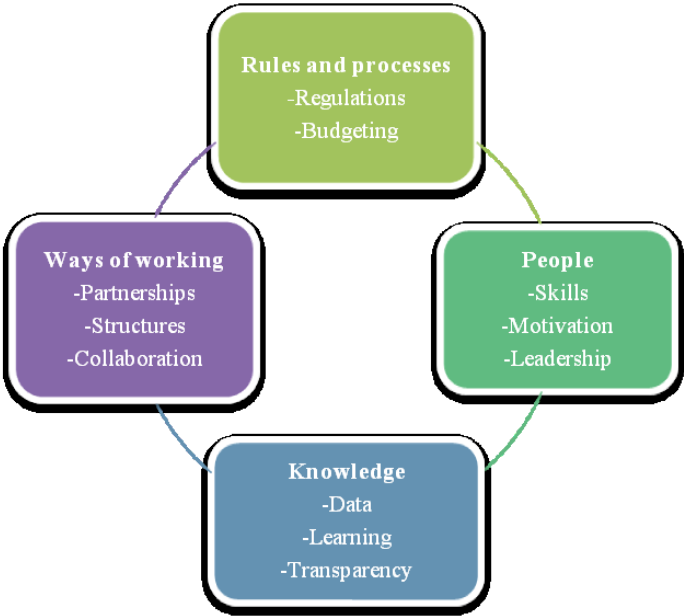


Figure 2: Organizational attributes influencing public sector innovation

⁸ OECD Observatory for Public Sector Innovation (2018) *OPSI Innovation Facets Model*. Available at: https://www.youtube.com/watch?time_continue=100&v=t2S-S8cO5_k&feature=emb_title [Accessed 28th July 2020].

⁹ European Commission (2013), *Powering European Public Sector Innovation: Towards A New Architecture Report of the Expert Group on Public Sector Innovation*. Available at: https://ec.europa.eu/research/innovation-union/pdf/psi_eg.pdf, pp.11-16, [Accessed 27th July 2020].

Specifically, the analysis framework is divided into four quadrants, which represent thematic elements which are groupings of organizational attributes influencing public sector innovation:

- **People**: The cultural dimension – how people are motivated within an organizational setting to explore new ideas and experiment with new approaches. Here it is also suggested that leadership and the way people are selected, rewarded, socialized and managed have an impact on an organization’s innovative capacity.¹⁰ In other words, people matter.
- **Knowledge**: The realm of knowledge and learning which allows us to consider issues related to the collection, analysis and sharing of information, knowledge development and learning. The hypothesis is that data, information, knowledge and learning are essential to innovation and the way they are managed can support or hinder innovation.
- **Ways of working**: The way work is structured within and across organizations may have an impact on innovation in public sector. This includes the development of physical spaces and innovative methods to structure teams break down silos and work in partnerships across organizations or even sectors.¹¹
- **Rules and processes**: Rules and processes, (including the legal/regulatory framework, budgeting, and approval processes) may offer (or block) opportunities to innovate.

Apart from the knowledge, ways of working, rules and processes though, innovation do not just mean doing new things, but new things which are appropriate for the organization in question and the community that it serves. To achieve this, organizations need access to accurate, good quality, usable information, their partners and the users that they serve. The availability and exploitation of such information and knowledge can support organizations to become “learning organizations” which grow, mature and develop, by drawing on information and learning from their experience and those of others. However, being able to tap into such knowledge poses challenges for public sector organizations. Public sector organizations need appropriate information systems in place to generate and manage data and information internally. Sharing and interoperability with other organizations across the public sector can support the exchange of appropriate information, while

¹⁰Albury, D. (2005) “Fostering innovation in public services”. Available at: <http://dx.doi.org/10.1111/j.1467-9302.2005.00450.x> [Accessed 17th May 2020].

¹¹Nesta, National Endowment for Science, Technology and the Arts (2011) *Innovation in public sector organizations: A pilot survey for measuring innovation across the public sector*. Available at: www.nesta.org.uk/sites/default/files/innovation_in_public_sector_orgs.pdf [Accessed 27th July 2020].

openness across society can facilitate the creation of public sector value and innovation across the economy.¹²

Moreover, developing capacity for innovation requires that an organization changes and adapts by learning from its past experiences while anticipating future challenges through organizational provision. Data, information and knowledge need to play important roles as building blocks for creating a learning organization that displays these attributes. Upon this, the organizational learning literature is fragmented with multiple constructs and little cross-fertilization among scholars related to the concept of leaning organization. They support daily operations, help an organization understand its evolving context and support evidence-based decision-making; when used strategically they can help an organization adapt and compete through learning to promote and sustain employee and organizational learning.¹³ **Also, according to Argyris and Schön,¹⁴ organizational learning is portrayed as a phenomenon in which individuals in organizations take action to develop and refine their cognitive maps (theories into praxis, models of actions etc.).** The OECD's international review on evaluation and assessment in education is taking seriously into account the Argyris and Schön's perspective regarding the opinion that the "learning perspective" is a notion of the learning organisation that is closely linked to organisational learning. Organisational learning as the study of learning processes of and within organisations was introduced in the late 1950s and 1960s, but it was only until the 1990s that the idea of organizational learning became a common concept in organizational theory.¹⁵ OECD specialists believe that they need to see innovation as an organizational learning system. Their innovation policies must have a broader view than simply supporting science and technology (S&T). Countries need whole-of-government organizational learning innovation strategies, capable of aligning the different Ministries, policies and reforms around a nation-wide "innovation crusade". The below good practices run by OECD member countries are based in a great extent to the concept of innovation as described previously in this chapter.

¹² OECD (2015) *The Innovation Imperative in the Public Sector, Setting an agenda for action*, p. 35. Available at: <http://dx.doi.org/10.1787/9789264236561-en> [Accessed 27th July 2020].

¹³ Chapman, J. (2002) *System Failure: Why governments must learn to think differently*. Available from: www.demos.o.uk/files/systemfailure2.pdf, [Accessed 18th April 2020].

¹⁴ Argyris, C. & Schön, D. (1974) *Theory in Practice Increasing Professional Effectiveness*. Available at: <https://archive.org/stream/theoryinpractice00chri#mode/2up> [Accessed 28th July 2020].

¹⁵ Moraga, E. (2006) *Cultural Learning Organisations: A management and organisational model*. Available at: www.culturallearningorganizations.net/ [Accessed 30th July 2020].

2.2 Good Practices in OECD countries

Public procurement in OECD offers an enormous potential market for innovative products and services. Used strategically, it can help governments boost innovation at both the national and local level and ultimately improve productivity and inclusiveness. OECD countries try to overcome a range of hurdles to implement their innovative practices. The most common challenges were related to lack of transparency and corruption.

In the following subchapters some good selected practices will be presented in OECD countries that demonstrate the challenges that public administration has to face.

2.2.1 The experience of Innovation labs

Recently, public administrations have increasingly recognized that governments do not hold the monopoly on the delivery of public delivery. The fact is that the public sector or governments do not have all the appropriate tools to generate and implement the actions needed for the innovation of public services. It is common truth that more actors play an important role in the facing of complex issues which the society has to come across. The contribution of organizations, foundations, innovation laboratories or even of private sector highlights a number of innovative mechanisms that some countries are using. The increasingly complex, interrelated and multidimensional nature of problems that governments have to face, is exactly the reason why innovation labs were introduced. Issues such as unemployment, population ageing, energy sustainability, and transparency touch on the expertise, knowledge and resources of numerous individuals and organizations, which span the public, private and civil society sectors. The relevance of these different organizations means that there are different routes for public innovation'' to bring together the contribution of governments, businesses, academia and civil society.¹⁶

As for the innovation laboratories that this chapter focuses on, these labs would identify complex problems and low cost solutions for the public value creation. There is a little agreement about what constitutes a PSI lab but where we can assume is that is a public policy lab described as an innovation unit or team. These labs can promote the dialogue between public sector, private sector and civil society by bringing together representatives of both public and private sector, such as: civil servants, postgraduate students, trainees in public organizations and foundations,

¹⁶Mulgan, G. (2007) *Ready or not? Taking innovation in the public sector seriously*, National Endowment for Science, Technology and the Arts. Available at: www.nasta.org.uk/site/default/files/people_powered_commissioning.pdf [Accessed 28th May 2020].

employees of private sector and of course civilians with some kind of expertise on issues like management, administration, political sciences or persons with a more technical background like system administrators, operator managers, information technologists or computer scientists. The spread of PSI labs is most appropriate in order to address policy problems of an increasingly systemic nature,¹⁷ such as the global challenges of the twenty-first century to the so called “lab” complex issues. What labs could offer in this context is seemingly better ways of generating new ideas. Of course the problem of public sector innovation is not new, but the emergence of labs follows on directly from earlier reform attempts such as the ‘reinventing government’ reforms,¹⁸ and more broadly, the New Public Management (NPM) ideas that started to spread in many nations in 1980s. Here exactly comes the question: Which is the difference between the public sector labs from earlier agents of public sector reform or the ‘hidden public service’ of policy consultants? The important difference is that labs give emphasis on applying a ‘design thinking’ approach.¹⁹ The application of this approach is based on the creation of motivation and commitment to design thinking for policymaking.²⁰ Of course the active participation from the community is of major importance because through these labs citizens and other end users can richly understand the problems by reframing them and ideating solutions. Public sector needs a more diverse range of voices in the policy making and a motivation based reforming plan²¹. PSI labs have been produced by innovating organizations such as the UK innovation charity, Nasta (formerly the National Endowment for Science, Technology and Arts), the Design for Social Innovation and Stability (DESIS) etc. Some labs are located within executive branches of government, meaning centrally located, while others work, investigate and operate as non-governmental organizations that are contracted to work on public sector innovation. Every lab may use its experimental method and approaches.

Some countries run experiments regarding new structures and units that facilitate the public sector’s ability to engage the broad range of actors who are relevant to any single issue. Many of

¹⁷Public Policy Forum (2013) *Changes labs and government in Canada*, p.4. Available at: <https://ppforum.ca/wp-content/uploads/2018/03/Change-Labs-and-Government-in-Canada.pdf>, [Accessed 27th July 2020].

¹⁸Osborne, D. & Gaebler, T. (1992) *Reinventing Government, How the entrepreneurial spirit is trans-forming government*. p. 370, Reading Mass: Adison Wesley Public Comp.

¹⁹Craft, J. & Howlett, M. (2013) Article: *The dual dynamics of policy advisory systems: The impact of externalization and politicization on policy advice*. Available at: <https://www.researchgate.net/> [Accessed 28th July 2020].

²⁰Mintrom, M. & Luetjens, J. (2016) *Design Thinking in Policymaking Processes: Opportunities and Challenges*. Available at:

https://www.researchgate.net/publication/305622603_Design_Thinking_in_Policymaking_Processes_Opportunities_and_Challenges_Mintrom_and_Luetjens [Accessed 28th July 2020].

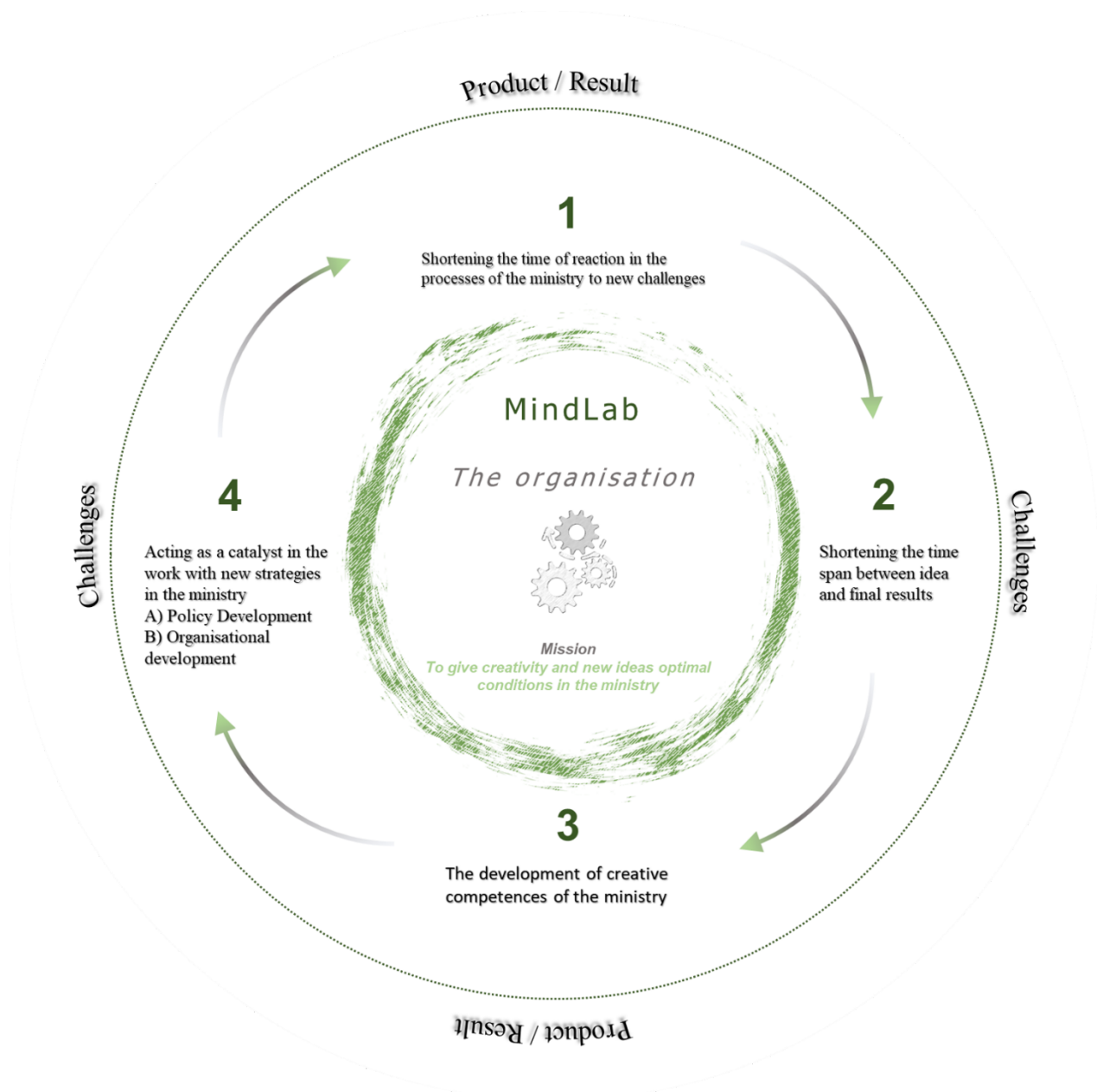
²¹Thompson, F. J. & Riccucci, M. N. (2003) *Reinventing Government*. Available at:

https://www.researchgate.net/publication/234836142_Reinventing_Government [Accessed 5th August 2020].

these units apply design concepts to public services which involve bringing together interested actors co-design creative solutions. Some examples of these efforts are the one with the innovation labs such as MindLab in Denmark, the pilot of the Helsinki Design Lab in Finland, and the Policy Lab in the United Kingdom.²² Often labs in the public sector are used to provide a number of different services. They may be a place where staff can come together to learn about human-centered design or to address large-scale policy problems. For example, MindLab in Denmark has used its multidisciplinary approach, bringing together actors with different skills such as ethnographers, designers, public policy specialists and citizens to tackle issues such as simplifying the process for managing claims related to industrial accidents.²³ The figure below represents the logic of MindLab.

²²OECD (2011) *Together for Better Public Services: Partnering with Citizens and Civil Society*, OECD Public Governance Reviews, p.14, Available at: <https://www.oecd.org/innovating-the-public-sector/Background-report.pdf> [Accessed 27th July 2020].

²³Design Council (2013) *Design Public Good*, available on the platform: Sharing Experience Europe- Policy Innovation Design, p.30, www.designcouncil.org.uk/sites/default/files/asset/document/Design%20for%20Public%20Good.pdf [Accessed 27th July 2020].



The example of Policy Lab in United Kingdom is another lab whose aim is to bring new policy tools to the UK Government. This Lab was set up in 2014 as part of the Civil Service Reform plan to make policy making more open. The members of this unit use design, data and digital tools and act as testing ground for policy innovation across government. For instance, they tackle with intractable, complex and systemic policy problems that require fresh thinking and can lead to potentially transformative solutions. The lab's approach is agile and flexible. Projects such as "Northern Futures" and "Export Jams" are some open ideas of how to bring together diverse groups of people to rapidly generate new ideas and create energy and shared commitment. Also they develop visual maps of stages involved in a policy consultation. This means that they create

each stage of consultation and each map shows processes, experiences and tools typically encountered, as well as ‘pain points’ where processes cause problems and inefficiencies.²⁴

Apart from the above labs in Denmark and UK, between the 7th and the 9th August, the São Paulo City Council started the activities of a new pilot project, Public Innovation Labs. Carried out in cooperation with Montréal the project promotes the exchange of ideas and practices between the three metropolises’ innovation labs, with particular focus on the simplification of bureaucracy, citizens’ participation, inclusivity and diversity.

To move away from traditional methods and top-down designs, new approaches are being developed under the concept of public innovation, with creativity and user-friendliness at the heart of their logic of action. More and more administrations and local authorities are setting up laboratories to study these innovation policies and, while these often differ in methods, objectives and organization, there is always much common ground to be found among them. Most importantly, these labs, regardless of their origin or status, mobilize stakeholders from all sectors to test new ways of finding solutions to citizens’ concrete problems based on ‘user-centered’ approaches, and foster the scattering of an innovation culture across a metropolitan territory.

2.2.2 Public Service Development Agency of Ministry of Justice of Georgia

Another good practice is the ServiceLab in Georgia. This project is the innovative service laboratory for public services that was founded in 2012 with the support of the United Nations Development Program (UNDP), as part of the Public Service Development Agency (PSDA) of the Ministry of Justice of Georgia. The ServiceLab serves as an incubator of ideas, developing prototypes and researching citizen’s needs in services and products. First of its kind in the region, the public service laboratory aims to tailor public services according to the needs of the citizens and design new services with several principles in mind: the design should be user-centric and made by incorporating citizen feedback, preferably using the design thinking process wherever possible; Final products should be user-friendly and intuitive; The products and services should be made with the “minimum cost, maximum impact” value in mind; Final beneficiaries should benefit from the services and products in a way that will improve and simplify their lives.²⁵

²⁴GOV UK (2019) *Lab Long Read: Policy Consultations - Part 1: Mapping the process*. Available at: <https://openpolicy.blog.gov.uk/2019/10/28/lab-long-read-policy-consultations-part-1-mapping-the-process/> [Accessed 09th August 2020].

²⁵Government of Georgia (2014) *The Ministry of Justice Issues Annual Performance Report*. Available at: http://www.gov.ge/index.php?lang_id=ENG&sec_id=288&info_id=39544 [Accessed 28th July 2020].

But why did this happen?

Georgia is a rapidly-transforming country and in some ways, it has achieved a high level of progress, but in other ways, it is still catching up. In the process of designing and implementing reforms, as well as public services for the population of Georgia, it is important to consider innovative methodologies in order to respond to the needs of the target groups as effectively, as possible.

Transforming public services to meet the true expectations of the citizens and create public value is indisputably a challenge. It is this task that the Public Service Development Agency of the Ministry of Justice of Georgia (PSDA) has taken on since 2014 by establishing first in the region Government Innovation Lab with a focus on rethinking public services.

Objectives

On the other hand, the Agency's activity has expanded into a new area of supporting the development of public services. Given its functions, the Public Service Development Agency is involved in a number of important projects designed to facilitate the development of services of the Agency and other public entities. The main objectives of this action are to enhance public trust and transparency, improve access, improve effectiveness, improve efficiency and service quality, and last but not least to increase citizen engagement.²⁶ Specifically:

- 1) This innovation practice is highly replicable and its replication is dependent more on political will and the will of the management, than any other aspect.
- 2) The management decided to allocate the needed resources and raise relevant funds from donor organizations to train relevant staff to lead the push towards using innovative methodologies, such as design thinking and reverse engineering, in the process of public service creation and delivery.
- 3) Despite the relative ease of replicability, in fact, ServiceLab is still the only in-house service laboratory within the Government of Georgia, as the innovative methodologies of idea creation and product development are fairly new and an uncharted territory.

²⁶Government of Georgia (2012) *Law of Georgia on the Public Service Development Agency*. Available at: <https://matsne.gov.ge/en/document/download/1666869/1/en/pdf> [Accessed 28th July 2020].

4) ServiceLab is the only in-house service laboratory within the Government of Georgia, operating within the framework of the Ministry of Justice, in the Public Service Development Agency. Its unique approaches are evidenced by using cutting-edge innovative methodologies to solve public sector challenges, using the “reverse engineering of services method” meaning a method of training that allows the deconstruction of a best practice to identify why something is successful in one country and reconstructs it to fit the local context of another country .and also, by using a more established but innovative “Design Thinking” methodology for service creation and prototype testing. Having defined the reverse engineering of services method, the second one that needs to be defined is “design thinking”. Design thinking is a non-linear, iterative process which seeks to understand users, challenge assumptions, redefine problems and create innovative solutions to prototype and test. The method consists of 5 phases — Empathize, Define, Ideate, Prototype and Test and is most useful when someone wants to tackle problems that are ill-defined or unknown.



Figure 3: Author/Copyright holder: Teo Yu Siang and Interaction Design Foundation.
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5) ServiceLab is the only entity in Georgia trained to analyze public services using customer journey maps and stakeholder charts, creating prototypes and using feedback of potential beneficiaries to improve the prototypes. Hence, this approach towards public service creation and delivery is different and innovative, compared to the traditional methods used in other public sector entities in Georgia, as well as in many other countries.

2.2.3 The Province of Neuquen’s Innovation Lab

Another good practice run by an OECD country is the Public Policy Innovation Lab. The government of the Province of Neuquen in Argentina created a Public Policy Innovation Lab (Nqn

Lab) in 2017.²⁷ The Lab is defined as a space of co-creation and collaboration for public innovation. In practice, this lab facilitates the creation of participatory spaces where the public sector and civil society can jointly develop and/or improve projects and initiatives from an experimental and interdisciplinary perspective. For example, “Nqn Lab” facilitated the planning of the participative budget process in the municipality of Andacollo. The process involved more than 50 participants from civil society organization (CSOs), academia and the public sector, who gathered to collectively conceptualize and plan the implementation of the project, including the underlying methodology and follow-up.

In the municipality of San Martin de los Andes (Neuquen) there is another similar Lab initiative, the Forum for Young People, where Young People from different sectors (CSOs, clubs, schools, bands and churches) participated in a workshop to collectively identify the main challenges their community faced.

This innovative approach of the Nqn Lab is underpinned by the overarching objective of the Ministry of Citizens: to strengthen and promote the participation of citizens on solving social problems and challenges. To this end, the Nqn Lab acts as the innovative branch of the Ministry by facilitating the creation of participatory spaces and providing the methodology necessary to succeed. This approach is beneficial for citizens, as it allows them to participate more closely in policy making within their communities, as well as for municipalities, which may not necessarily have the resources or skills to undertake these activities on their own.

The Government Lab in Argentina

Public administration universities, where budding civil servants learn the fundamentals of policymaking, law and leadership, are common. Again, Argentina may be the only country with a government-run school dedicated to teaching public servants how to innovate.²⁸

In just three years, 15,000 government employees have taken classes at the Buenos Aires-based Design Academy, funded by the Government Lab of Argentina (LABGobAr). It teaches public

²⁷OECD (2017) *Public Governance Reviews, Open Government in Argentina*. Available at: <https://www.oecd-ilibrary.org/sites/5ab1533d-en/index.html?itemId=/content/component/5ab1533d-en&mimeType=text/html>, [Accessed 27th July 2020].

²⁸OECD (2018) *Digital Government Review of Argentina Accelerating the digitalisation of the public sector*, p.18-20. Available at: <https://www.oecd.org/gov/digital-government/digital-government-review-argentina-key-findings-2018.pdf> [Accessed 28th July 2020].

servants skills that will be integral to the future of government work, from human-centered design to evidence-based policymaking.

One of the biggest challenges facing teams like LABGobAr, tasked with spreading innovation throughout the public sector, is bringing their work outside the lab and into the rest of government. But with the Academy, LABGobAr is achieving what many of its counterparts have tried to do: teach masses of civil servants how to bring innovation into their everyday work.

“In a country where systems, data and civil servants work in siloes; where every ministry works alone, it was clear to us that this could be a project that could accelerate transformation,” said Rudi Borrmann, Undersecretary for Public Innovation and Open Government at the Secretary of Modernization, which is under the purview of the Cabinet Office. The point that has to be mentioned related to this, is that Argentina sets as a major goal the innovation in public administration and that’s why the government assigned to an institution the development of policymaking, service delivery, research procedures on innovation etc. As the formative space within Government Lab of Argentina (LABGobAr), Design Academy for Public Policy's main goal is to establish and scale innovation skills and tools in the public sector. It summons public servants and government officials to take part in inspiring meet-ups, trainings and workshops, in order to develop creative and collaborative dynamics to achieve its goals for innovative practices within the public sector.

The Design Academy for Public Policy is framed in three main working areas:

- ❖ **KNOWLEDGE**: research, systematization and spreading of knowledge, tools and experiences of public innovation
- ❖ **SKILLS**: development, design and execution of trainings in public innovation, open data, open government and digital economy to the public servants
- ❖ **COMMUNITIES**: identifying and bringing up specific-themed communities of practice and strengthening them, through different devices that promote inspiring meetings for action, participation and collaboration.

The Design Academy for Public Policy not only trains public servants in acquiring future skills and innovative tools to solve public challenges, but also empowers them to be part of a cultural change within the government. In order to achieve this goal, the Academy collaborates with the

National Institute for Public Administration of Argentina (INAP). All the trainings, workshops, talks and meet ups the Academy organize are executed through INAP's platform.

The next example has to do with the project of OECD in Greece to revise the system administration and to fight the corruption crisis.

2.2.4 Greece-OECD Project: Procedures for Revising the National Anti-Corruption Action Plan

Greece's National Anti-Corruption Action Plan (NACAP)²⁹ identifies key areas of reform and provides a detailed action plan towards strengthening integrity and fighting corruption and bribery. Through its Greek Technical Assistance Project, the OECD has committed to support the Greek authorities and to provide technical guidance to implement the reform agenda in a series of pre-identified areas.³⁰

As mainly a strategic document, "Transparency" took a form of a National Anti-corruption Plan and was designated with specific objectives and actions. While the original strategic document has not been revised, the National Anti-Corruption Action Plan is in principle revised annually, and has in fact been revised twice in 2015 and 2017. Revisions are negotiated between the Greek authorities, SRSS and the Institutions, through emails and meetings. This could be described as informal and ad hoc process.

In 2015, the first revision process was based on an identification of actions that were vague and ambiguous and thus difficult to implement as well as areas containing errors or gaps. For example, there were instances of authorities involved who needed to be added, and errors in deadlines that needed to be corrected. The revisions were negotiated back and forth over a two month period.

Although it was considered that stakeholder inputs in the revision process would be beneficial, this step was not taken because of time considerations and limitations. Also due to the fact that the action plan was not consulted, GSAC confirms that there should be an agreement of all stakeholders including the Prime Minister, Cabinet, and Parliament, political parties and others, on an annual basis, through the presentation of an annual report. This annual report provides GSAC's

²⁹OECD Report (2015) *Baseline Report on Greece's National Anti-Corruption Action Plan: Revision and M&E Processes*, p.6. Available at: <https://www.oecd.org/governance/ethics/baseline-report-greece-national-anti-corruption-action-plan-en.pdf> [Accessed 28th July 2020].

³⁰OECD Report (2015) *Report on implementing the OECD anti-bribery convention in Greece*. Available at: <https://www.oecd.org/daf/anti-bribery/Greece-Phase-3bis-Report-EN.pdf> [Accessed 28th July 2020].

review of progress on the plan's implementation. In particular, there is a specific objective in the current Action Plan, which defines that the relevant report is submitted to the Prime Minister and to the competent Ministers regarding the implementation review of "Transparency".

In 2017 the revision process was based on an "internal non-paper" prepared by GSAC's Action Plan Office. The Action Plan Office submitted to the GSAC Secretary General, amendments and improvements to the Action Plan, which were then agreed as a Service. After informing the Alternate Minister of Justice, the proposed revisions were submitted to SRSS and the Institutions. The process was not broadly consulted with stakeholders, as the changes were minimal. The first draft of the 2017 revision included:

(1) The extension of the ending dates of the actions in order to be aligned with the timetable of the provided technical assistance by the OECD including the provision of time needed for their implementation.

(2) The replacement of the "Minister of State" by the "Alternate Minister of Justice, Transparency and Human Rights".

(3) The integration of the MoU commitment that requires the assessment of the implementation of the Code of Conduct of members of Parliament.

(4) The proposal of certain actions that were already concluded, as "continuous". GSAC, in close cooperation with the Structural Reform Support Service (SRSS) in Greece, is developing a second draft of the 2017 revision in late 2017 and early 2018, to update the Action Plan, taking into consideration the new needs in the field of anticorruption.

Monitoring

Since GSAC was established, it has organized and participated in a number of meetings, in order to coordinate and promote the implementation of the action plan. On an ongoing basis, it collects information from the services it coordinates and other relevant authorities, sends comments, and verifies information. In most cases these activities are followed by a number of letters or email exchanges that establish evidence of the implementation of the plan's actions. There is not an established focal point at each of the services GSAC coordinates or collaborates with, for communicating with GSAC or reporting on the Action Plan progress. The responsible

GSAC staff person depends on the action area. GSAC has four liaison officers that are considered as relevant focal points in the following action areas:

- 1) Office for action, coordination and operational planning of the Financial and Economic Crime Unit (SDOE).
- 2) Economic Police Directorate.
- 3) Internal audit units of the Ministries.
- 4) Body of Inspectors of Health Services and Welfare (SEYYP).

On a quarterly basis, GSAC provides the Institutions with the Greek authorities’ assessment of the implementation of each action in the National Anti-Corruption Plan. It does this by updating the “Authorities’ assessment” and “Authorities’ comments” columns for each action on the spreadsheet. This update is sent to the representative of the Institutions who is responsible for monitoring the plan. This is followed by a back and forth communication between the Institutions and GSAC, with consultation of the relevant Greek authorities for clarifications and further information or evidence. There is no specific time frame for authorities to reply to GSAC’s information requests or queries. As an example, the assessment of Q4 of 2016 was concluded at the end of March 2017, with close to half of the 112 actions considered to be done. The classification system for the assessment of the status of each action is shown in the Table 1 below.

Status	Description
N/A	Not yet overdue and no work started
Started	Not yet overdue and work started
Under assessment	Action is overdue, Institutions need to make to reply to authorities’ proposal
Pending	Action is overdue and authorities need to make proposal to institutions or reply to comments
Done	Agreement that action has been done and observed
Done and replaced	Replaced by another action due to change in policy

Table 1: Assessment of Actions

Evaluation

In “Transparency” it was envisioned that the implementation of the action plan would be evaluated at the end of each calendar year. Furthermore, it was proposed that an independent evaluation would be carried out “to determine the progress in all strategic objectives and identify all areas that require special attention”.

During the 2015 to 2017 period the process of revising the National Anti-Corruption Plan was carried out in close cooperation with the Structural Reform Support Service (SRSS) in Greece.³¹ The Action Plan was not based on specific, measurable and realistic indicators which would allow the effective monitoring and evaluation of its implementation. In order for GSAC to be able to systematically review and update Greece’s National Anti-Corruption Action Plan annually, and to create, review and update indicators for quarterly monitoring, it is suggested that the Plan’s actions should be grouped, coordinated and drafted in ways that use those actions as a framework for ministry and agencies reporting and thus for measurement, reporting, review and updating of the Action Plan. The Action Plan’s activities and initiatives should also be directly linked to its objectives in every instance. A suggested approach for how to do this with step by step guidelines is provided in the Manual on Standard Procedures for the National Anti-Corruption Action Plan, as part of the Greece-OECD technical assistance project.

This project was something different and in the same time one of the most efficient attempts of the public administration to fight against corruption. This comment is based on the fact that after this, political leaders began fighting against corruption with consistent political pledges and actions. Also for the first time joint actions were organized with anti-corruption non governmental bodies.

To sum it all up, the innovative projects that OECD countries run over time are many and are developed as part of the wider project on the financial, political and administrative improvement. Though, sometimes it is quite difficult for public administrations and governments to ensure that such actions will succeed, since they have to take into consideration other major issues such as the problematic policy making procedure, the problematic recruitment processes and the big theme of corruption.

³¹European Parliament (2017) Structural Reform Support Service in Greece. More information available at https://www.europarl.europa.eu/doceo/document/E-8-2017-006973_EN.html [Accessed 14th August 2020].

In the following, chapters some challenges are going to be presented so to highlight the antithesis between the framework of innovation and the challenges that Public Administrations have to face. Also some ideas about the reform of public administration based on innovation concepts of other OECD countries are going to be examined.

Chapter 3 |

Public administration: the challenges of policy making, procedures and service delivery

Governments of OECD countries are under pressure to improve public sector performance and at the same time contain expenditure growth. While factors such as ageing populations and increase of health care and pension costs add to budgetary pressures, citizens are demanding governments to be more accountable. What's more, as populations continue to increase globally, issues within public administration will likely develop and persist. The question is whether it will specifically address all significant issues. Implementing government policy in a world of increasing demand and finite resources will pose a problem for governments to deal with in the coming decades. It is time for public administrators to come together and analyze the fundamental problems within the field with the mindset that old practices will not work going forward. Thus, looking for solutions it's not something that comes from traditional, but rather, unconventional sources. The problem is not unique and it requires thinking out-of-the-box.³²

This chapter as per the title examines the most fundamental and critical issues that public administration has to face and more specifications, examinations and analyses are going to be found further on.

First of all poor quality of public decision making is one of the major problems in public sector. In general, public policy is described as a set of governmental actions taken to resolve the problems being faced by a nation. The making of public policy has three elements, i.e. the problems, its players and the policies. The problem is the identified subject which needs to be addressed while the players are individuals or a crowd of people who need to deal with the issue which has been identified.³³ As shown in Figure 1 below, experts on public policy present five steps needed in the making of public policy.

³²Anderson, J. E (1979) *Public Policy Making*. New York : Holt, Rinehart and Winston. Available at: <https://archive.org/details/publicpolicymaki00ande> [Accessed 28th July 2020].

³³Dye, T.R. (2012) *Understanding public policy*, 14th Edition, p.330. Available at: <https://archive.org/details/understandingpub0012dyet/page/330/mode/2up/search/Efforts+for+improving+the+implementation+of+policies+have+experienced+a+gap+between+> [Accessed 28th July 2020].

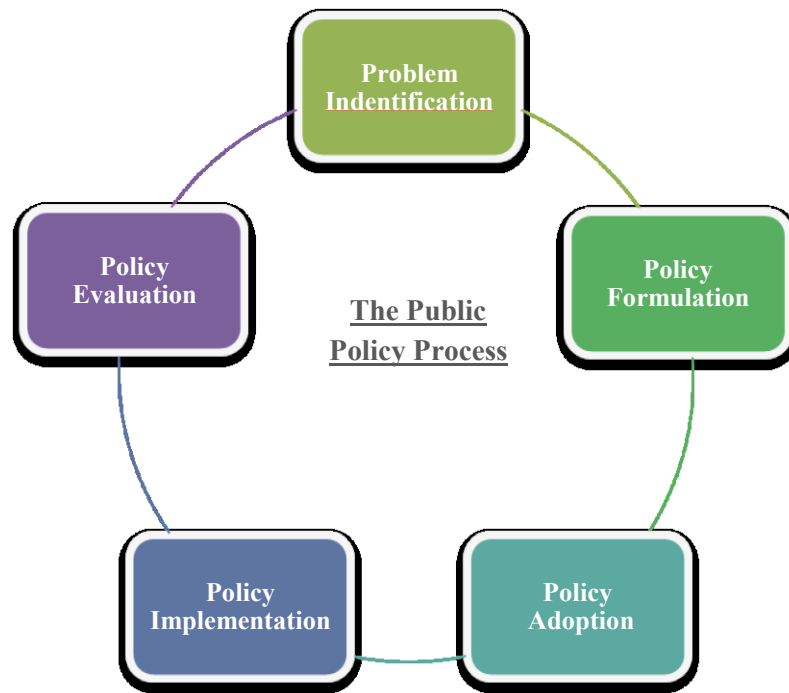


Figure 4: Five Steps of Public Policy Process.
 Source: Dye. T.R. (2012). Understanding Public Policy. 14th Edition, Pearson: 14th Edition, January

While this figure is kind of clear for governments to implement, the stage of implementation takes long or comes across inefficiencies. Efforts for improving the design and the implementation of policies have experienced a gap between theory and practice since either have they presented impractical models for the making of policies or they have fallen short of providing support needed for turning the wanted practice into a reality. Often servants of the civil society do know what is needed to be done, however they face difficulties (budget, time limitations, bureaucratic issues etc.) when putting things into practice.

Secondly, administrations rarely start with a blank sheet of paper. This means that the initiative for policy design can come from a variety of sources: political commitments made at election time, the priorities of individual elected officials (ministers, mayors etc.), obligations from EU directives and international treaties, public pressure, emerging crises, new approaches to old policy problems, lobbying by think tanks and associations, and many more. There is not a clearly defined program as to what is going to happen and what measures have to be taken in the next five years and what is more is that there are not agreed standards of quality, cost and time. Even in cases of taken measures, public officials or civil servants in general do not conduct final checks of their actions, do not report or describe the results of their work and scrutiny-reports are not meant to assure that civil servants are properly accountable for their performance. As far as the reporting phase is concerned, service performance reports are not provided to members of Parliament and these do not set out the cost of producing goods and services, the financial performance achieved

or what the Government is trying to achieve. We are talking about lack of planning, lack of performance measurement, lack of adequate reporting and responsible staff. This ‘frames’ the problem identification and policy formulation within a pre-existing set of ideas and proposals. If allowed, the administration might wish to challenge these assumptions, in the interests of policy rigor, but in any case, they represent the initial parameters for policymaking most of the time.³⁴

Last but not least, policy-makers can reach decisions without being able to consider all available options thoroughly, either because of limited information or time constraints. In many cases, the solution is announced based on political expediency or parliamentary timetables, rather than objective evidence-based judgment. In the real world of unforeseen events and 24-hour news, decision makers must sometimes make policy pronouncements quickly as a response to emerging situations. The chain of supposed events in the policy cycle is easily broken, especially when there is a change of government. Even when the government is stable, elected officials may resign, retire or be replaced before a policy is fully formulated, implemented or evaluated. Their successors may wish to change the direction of policy. Evaluation is often the poor relation of the policy-making process, either being neglected completely, or the findings arrive too late to influence changes in policy design.³⁵ Also elected officials will often know when a policy is not performing anyway through the less formal channels of public opinion, critical media and business lobbying. At this point, any stage of the policy-making process – goals, delivery options, actual implementation – may need to be adjusted or even abandoned. Second, decisions are not only to be made but also to be visualized.³⁶ The present procedure of policy making greatly miscalculates the significance of policy plan. Greater importance on policy design would assist in ensuring that a planned arrangement embodies realistic and practical means for realizing policy goals. The process of policy making still does not make available sufficient systematic support. The complexity of contemporary governance implies policy designation as not happening methodically. Henceforth, those implementing policies need the capability and prospect to adjust to local or shifting circumstance. Some other problems that make decision making poor are the facts that central governments culturally remain uninterested in past events and that the time period for evaluation and policy making are not in synchronization.

³⁴European Union (2017) *Quality of Public Administration A Toolbox for Practitioners*, regulated by Decision 2011/833/EU(OJ L 330, 14.12.2011, p. 39). Available at:

<http://ec.europa.eu/esf/BlobServlet?docId=18587&langId=en> [Accessed 28th July 2020].

³⁵Dye, T.R. (2012) *Understanding public policy*, 14th Edition, p.319. Available at:

<https://archive.org/details/understandingpub0012dyet/page/330/mode/2up/search/Efforts+for+improving+the+implementation+of+policies+have+experienced+a+gap+between+> [Accessed 28th July 2020].

³⁶Anderson, J. E. (1979) *Public Policy Making*. New York : Holt, Rinehart and Winston. Available at:

<https://archive.org/details/publicpolicymaki00ande> [Accessed 28th July 2020].

Perhaps we should simply conclude that this challenge of policy making procedure is so complex that if it is not applied in certain and well defined way it can lead to other different problems in public administration such the lack of transparency and further on the lack of accountability. In the next chapter we will focus more on the lack of transparency.

3.1 Protection of citizen's interests as consumers and lack of transparency

As the number of public enterprises is increasing, the problem of the protection of consumer's interests is also increasing. When we refer to consumer's interests we distinguish the delivery of public services from commercial services, as every citizen has a right to them free of charge. Service providers are different public entities, which can include, amongst others: budgetary units (including offices), budgetary establishments and economic support offices. The Institutional Development Program implemented by the Polish government in 2000-2004 within the framework of the Rural Development Plan adopted the following classification of public services.³⁷

- Administrative services: e.g. issuing of documents on request, licensing, and decisions within the meaning and mode of the Code of Administrative Procedure, issuance of permits and licenses related to economic activities regulated by the State.
- Social services: e.g. health, education and upbringing, assistance and welfare, public safety).
- Technical services: e.g. water management - water supply and sewerage, waste management and the maintenance of order and cleanliness, public green space.

Public enterprises are producing several of the above consumers' goods and providing various public utility services. Public administration needs transparency, which promotes the accountability, the efficient and effective governance. In this point, it is of major importance to make clear and separate the meaning of the term effective from the term efficient, because being effective does not mean being efficient and being efficient and effective does not mean being transparent and accountable. Being effective means doing right things while being efficient is

³⁷Zawicki, M. & Mazur, S. (2004) *Analiza instytucjonalna urzędu gminy. Przewodnik dla samorządów/ Public Governance*. Kraków: Małopolska Szkoła Administracji Publicznej Akademii Ekonomicznej w Krakowie, Ministerstwo Spraw Wewnętrznych i Administracji.
Available at: <http://cejsh.icm.edu.pl/cejsh/element/bwmeta1.element.desklight-c7b8d2ab-38b2-4078-a3d1-6b5a062f54d7> [Accessed 28th July 2020].

about doing things right.³⁸ Also effectiveness has to do with getting to an outcome, even if this is a long process while efficiency is the art of getting to that outcome faster.³⁹

Moreover, public administration faces numerous Transparency and Accountability challenges, including limited access and re-use of public sector information, opaqueness in government operations, multiple fragmented actors, and lack of technical skills and capacity for demand and supply of data for T&A, among others. Whereas various actors, including Civil Society Organizations (CSOs), are doing commendable work in improving transparency and accountability state in public administration, including enabling citizen voice and advocating for duty bearer responsiveness through Information and Communication Technologies (ICT) and offline engagements, their efforts are undermined by limited reach to actors and geographical regions, as well as inadequate elevation of issues raised in their work to public officials, including decision makers at district and national level. To put it simpler, accountability and transparency are crucial elements for good governance. In great extent they have to do with the relationship between citizens and government and the way government treats citizens. The concept of accountability and transparency refers to legal framework followed by public administrations and officials, the organizational structures, the procedures and the action plan that has to be implemented regarding issues of public money and assets, recruitment procedures, document requests etc. What in reality happens is that first of all there are cases that there is not scrutiny of public entity performance, public entities cannot account for what they have achieved or not and what has to be done in present or future. Planning or deciding what activities have to be undertaken, identifying problems and priorities or performance goals is something that is still in progress in public administration. Upon this, the problem that public administration faces is the lack of provision of information needed to justify the relevant decisions, to move forward or to fulfill obligations. Specifically, transparency is no more a result of the on ongoing dialogue between civil servants and citizens. Citizens are not heard and staff does not ensure that an opportunity is given to them to make their views known. Sometimes the problems are so intense that civil staff does not state reasons on which a decision is based and full justification lacks. Of course, all these events lead to another major problem of public administration which is well known as *corruption*.

³⁸Drucker, P. (2016) *Is it Better to be Effective or Efficient?* Available at: <https://www.richasaking.com/peter-drucker-is-it-better-to-be-effective-or-efficient/> [Accessed 27th July 2020].

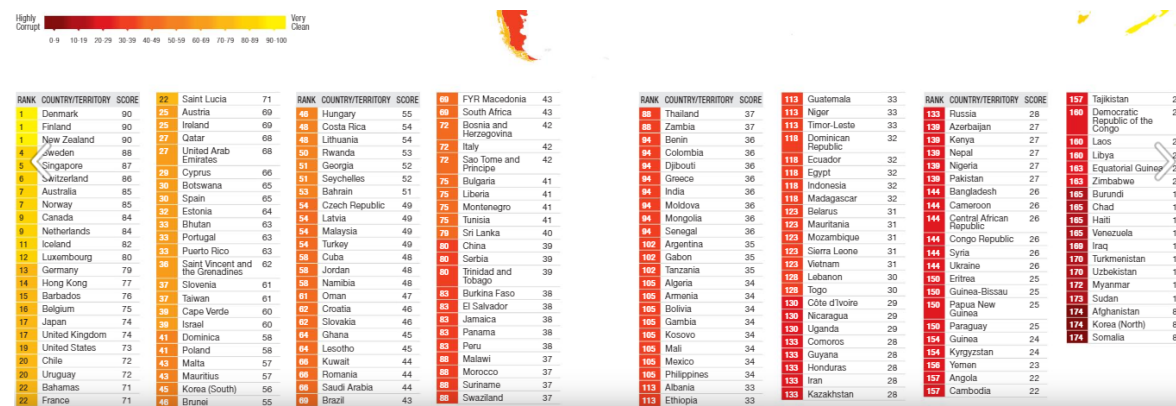
³⁹Currstine, T., Lonti, Z. and Joumard, I. (2007) *Improving Public Sector Efficiency: Challenges and Opportunities*, OECD Journal on Budgeting, OECD, p.11-12. Available at: <https://www.oecd.org/gov/budgeting/43412680.pdf> [Accessed 28th July 2020].

3.2 Corruption as subsequence of lack of transparency

Having already analyzed in an extent the concept of transparency, the writer now is going to examine the combination between the corruption and the lack of transparency. First of all, corruption can happen anywhere, for example when politicians put their own interests above those of the public, when officials demand money and favors from citizens for services that should be free. Corruption is not just an envelope filled with money, though – these people make decisions that affect our lives.

We know corruption is a problem around the world, but what are the findings that can approve this? Is the Greek public administration related to this?

The *Corruptions Perceptions Index* conducted by the *Transparency International* every year, measures the perceived levels of public sector corruption in countries worldwide. Based on expert opinion, countries are scored from 0 (highly corrupt) to 100 (very clean). Some countries score well, but no country scores a perfect 100. Two-thirds of the 176 countries ranked in the 2012 index score below 50, showing that public institutions need to be more transparent, and powerful officials more accountable.⁴⁰



Εικόνα 5: Corruption Index 2012

Conducting a small root cause analysis about the reasons of corruption, financial crisis is proved to be one of them. In a June 2012 report on corruption in Europe, *Transparency International* warned Europe that the crisis should be a wake-up call on the need to address

⁴⁰The index, which ranks 180 countries and territories by their perceived levels of public sector corruption according to experts and businesspeople, uses a scale of 0 to 100, where 0 is highly corrupt and 100 is very clean. More than two-thirds of countries score below 50 on this year's CPI, with an average score of just 43. Perhaps most disturbing is that the vast majority of countries assessed have made little to no progress. Only 20 have made significant progress in recent years. More details available at: https://issuu.com/transparencymagazine/docs/cpi_2012_report?mode=window&backgroundcolor=%23222222 [Accessed 28th July 2020].

corruption risks in the public sector to tackle the financial crisis.⁴¹ Although corruption differs from country to country, Goel and Nelson in their research found a strong link between financial crisis and corruptive activity in the state level. Countries that have a well-regulated financial sector, not a lot of informal economy or black market are also less corrupt than those where the opposite is true. They also find that there is less corruption in the countries with higher economic and political freedom.⁴² The economy is unfortunately largely dependent on politics and often reflects the rule of law; various options for eliminating competition are exploited. For example, Greece is a country which has been in the eye of *Transparency International* due to corruption issues. The Greek case is going to be analyzed right after.

3.2.1 Greece: Corruption and the financial crisis

In previous years Greece endured a ceaseless financial crisis. Greece is second from the bottom among EU countries in year 2019 Corruption Perceptions Index, which was released by the organization *Transparency International* on 28 January 2019. And although Greece significantly improved its corruption perception ranking in the index it seems that many steps have to be taken in order to become a country “to watch”.⁴³

OECD reports, regarding corruption in Greece, show how a failure to keep the management of our economies transparent opened the door to the expansion of the economic crisis. It will show that Europe needs to do better at fighting corruption to emerge from the crisis, and prevent the next one.⁴⁴

According to EU data, one civil servant in fifty ever faces disciplinary procedures. This means that there is a common agreement that the corruption in the country is not monitored or at least is not **often** monitored. Almost eight out of the ten Greek respondents (78%) “totally agree” that this is a major national problem. This report demonstrates that there is not sufficient transparency and

⁴¹Transparency International (2020) *Corruption Perceptions INDEX 2018*. Available at: https://www.transparency.org/files/content/pages/CPI_2018_Executive_Summary_EN.pdf [Accessed 28th July 2020].

⁴²Goel RK, Nelson MA (2005) Economic freedom versus political freedom: Cross-country influences on corruption. *Australian Economic Papers*. p 44(2):121-133, available at: https://onlinelibrary.wiley.com/doi/abs/10.1111/j.1467-8454.2005.00253.x?casa_token=qoTk_1tfAN4AAAAA:z1464QvanjAYAtlt6BJVX5T97LQBxHAsyE8W8wgLgKz44km8wJetyX1jD4NU1JuED6SEwRFW7yR9ttk [Accessed 16th August 2020].

⁴³OCCRP (2018) *Greece: New Government Forms Anti-Graft Body*. Available at: <https://www.occrp.org/en/27-ccwatch/cc-watch-briefs/10588-greece-newgovernment-forms-anti-graft-body> [Accessed 28th July 2020].

⁴⁴OECD (2018) *Greece-OECD Project: Technical Support on Anti-Corruption Baseline Report on Greece's National Anti-Corruption Action Plan: Revision and M&E Processes*. Available at: <http://www.oecd.org/governance/ethics/baseline-report-greece-national-anti-corruption-action-plan-en.pdf> [Accessed 28th July 2020].

supervision in the financing of political parties. On the other hand, one way to end impunity for corruption and demonstrate it publicly would be to merge existing agencies into a single anti-corruption body.⁴⁵

⁴⁵European Commission. (2009) *Attitudes of Europeans towards Corruption, Full report, Conducted by TNS Opinion & Social at the request of Directorate General for Justice, Freedom and Security Survey co-ordinated by Directorate General*. Available at: http://ec.europa.eu/public_opinion/archives/ebs/ebs_325_en.pdf [Accessed 28th July 2020].

Rank	Country / Territory	WB Code
1	Denmark	DNK
1	New Zealand	NZL
3	Finland	FIN
3	Sweden	SWE
5	Norway	NOR
5	Singapore	SGP
7	Switzerland	CHE
8	Netherlands	NLD
9	Australia	AUS
9	Canada	CAN
11	Luxembourg	LUX
12	Germany	DEU
12	Iceland	ISL
14	United Kingdom	GBR
15	Barbados	BRB
15	Belgium	BEL
15	Hong Kong	HKG
18	Japan	JPN
19	Uruguay	URY
19	United States	USA
21	Ireland	IRL
22	Bahamas	BHS
22	Chile	CHL
22	France	FRA
22	Saint Lucia	LCA
26	Austria	AUT
26	United Arab Emirates	ARE
28	Estonia	EST
28	Qatar	QAT
30	Botswana	BWA
31	Bhutan	BTN
31	Cyprus	CYP
33	Portugal	PRT
33	Puerto Rico	PRI
33	Saint Vincent and the Grenadines	VCT
36	Israel	ISR
36	Taiwan	TWN
38	Brunei	BRN
38	Poland	POL
40	Spain	ESP
41	Cape Verde	CPV
41	Dominica	DMA
43	Lithuania	LTU
43	Slovenia	SVN
45	Malta	MLT

Rank	Country / Territory	WB Code
46	Korea (South)	KOR
47	Hungary	HUN
47	Seychelles	SYC
49	Costa Rica	CRI
49	Latvia	LVA
49	Rwanda	RWA
52	Mauritius	MUS
53	Malaysia	MYS
53	Turkey	TUR
55	Georgia	GEO
55	Lesotho	LSO
57	Bahrain	BHR
57	Croatia	HRV
57	Czech Republic	CZE
57	Namibia	NAM
61	Oman	OMN
61	Slovakia	SVK
63	Cuba	CUB
63	Ghana	GHA
63	Saudi Arabia	SAU
66	Jordan	JOR
67	Macedonia	MKD
67	Montenegro	MON
69	Italy	ITA
69	Kuwait	KWT
69	Romania	ROM
72	Bosnia and Herzegovina	BIH
72	Brazil	BRA
72	Sao Tome and Principe	STP
72	Serbia	SCG
72	South Africa	ZAF
77	Bulgaria	BGR
77	Senegal	SEN
77	Tunisia	TUN
80	China	CHN
80	Greece	GRC
82	Swaziland	SWZ
83	Burkina Faso	BFA
83	El Salvador	SLV
83	Jamaica	JAM
83	Liberia	LBR
83	Mongolia	MNG
83	Peru	PER
83	Trinidad and Tobago	TTO
83	Zambia	ZMB

Rank	Country / Territory	WB Code	Rank	Country / Territory	WB Code
91	Malawi	MWI	127	Russia	RUS
91	Morocco	MAR	136	Bangladesh	BGD
91	Sri Lanka	LKA	136	Côte d'Ivoire	CIV
94	Algeria	DZA	136	Guyana	GUY
94	Armenia	ARM	136	Kenya	KEN
94	Benin	BEN	140	Honduras	HND
94	Colombia	COL	140	Kazakhstan	KAZ
94	Djibouti	DJI	140	Laos	LAO
94	India	IND	140	Uganda	UGA
94	Philippines	PHL	144	Cameroon	CMR
94	Suriname	SUR	144	Central African Republic	CAF
102	Ecuador	ECU	144	Iran	IRN
102	Moldova	MDA	144	Nigeria	NGA
102	Panama	PAN	144	Papua New Guinea	PNG
102	Thailand	THA	144	Ukraine	UKR
106	Argentina	ARG	150	Guinea	GIN
106	Bolivia	BOL	150	Kyrgyzstan	KGZ
106	Gabon	GAB	150	Paraguay	PRY
106	Mexico	MEX	153	Angola	AGO
106	Niger	NER	154	Congo Republic	COG
111	Ethiopia	ETH	154	Democratic Republic of the	COD
111	Kosovo	LWI	154	Tajikistan	TJK
111	Tanzania	TZA	157	Burundi	BDI
114	Egypt	EGY	157	Myanmar	MMR
114	Indonesia	IDN	157	Zimbabwe	ZWE
116	Albania	ALB	160	Cambodia	KHM
116	Nepal	NPL	160	Eritrea	ERI
116	Vietnam	VNM	160	Venezuela	VEN
119	Mauritania	MRT	163	Chad	TCD
119	Mozambique	MOZ	163	Equatorial Guinea	GNQ
119	Sierra Leone	SLE	163	Guinea-Bissau	GNB
119	Timor-Leste	TLS	163	Haiti	HTI
123	Belarus	BLR	167	Yemen	YEM
123	Dominican Republic	DOM	168	Syria	SYR
123	Guatemala	GTM	168	Turkmenistan	TKM
123	Togo	TGO	168	Uzbekistan	UZB
127	Azerbaijan	AZE	171	Iraq	IRQ
127	Comoros	COM	172	Libya	LBY
127	Gambia	GMB	173	South Sudan	
127	Lebanon	LBN	174	Sudan	SDN
127	Madagascar	MDG	175	Afghanistan	AFG
127	Mali	MLI	175	Korea (North)	PRK
127	Nicaragua	NIC	175	Somalia	SOM
127	Pakistan	PAK			

Table 2: Corruption Perceptions Index I

If there were strong rules obliging businesses to open up, especially on their tax liability, then we would avoid the current situation where only companies listed on stock markets display any semblance of transparency. Bribery and the tax evasion exposed the country to its present debt crisis, with \$160 billion of black money leaving the country over a decade – a little less than the latest bailout.

The corruption drives a problem endemic in society. The average price of a bribe in Greece is \$1856. If you want to cut your tax bill in Greece, the bribe will cost from \$130 and \$26,000, according to a national survey from Transparency International-Greece. If a doctor wants a small envelope⁴⁶ to carry out your medical test faster, it could cost between \$40 and \$660.⁴⁷

The below examples of course are not a rule but some cases that still Greece has many steps to take against corruption. Moving public services online would close avenues for *fakelaki*. We also need more transparency where the big envelopes are likely to change hands: government spending. A national law should be passed obliging public bodies to run public tenders with open bidding and third-party scrutiny to prevent waste and abuse in public spending.

Transparency International surveys indicate that bribes have become slightly less frequent since the crisis, perhaps because of lower income, perhaps because of greater resistance to corruption, or both.

Nevertheless, the root of the problem is that in several instances, Greek law effectively condones acts that should be punished. For example when someone wants to build a house, without permission, there is cases that this person builds the house and gets the permission afterwards. This will make it difficult for the leader who inherits the cost of two massive international bailouts to ask Greek citizens to bear the cost of paying off creditors new and old. Talking about issues in public administration and more specifically about corruption we could not take into consideration the corruptive and problematic recruitment in public sector.

⁴⁶Envelope, in greek *fakelaki*. The Greek term *fakelaki* is close to the notion of tip in meaning, but at the same time it may refer to specific tariffs demanded by government officials in order to bypass procedure As of mid-2011, one in four employed Greeks worked for the government.

Fakelaki is also connected to a work-culture that perceives the various documents issued by authorities (for example a driving license) as "papers" you need to pay a price in order to buy *fakelaki* is illegal, but its continuing presence in Greek life remains a problem. More information available at: <https://www.thenation.com/article/archive/whats-wrong-and-right-about-greece/>

⁴⁷Transparency International (2011). Available at:

https://www.transparency.org/news/feature/greece_the_cost_of_a_bribe,

https://www.transparency.org/news/pressrelease/20120229_greek_crisis,

<https://blog.transparency.org/2012/06/06/greece-corruption-and-the-crisis/> [Accessed 24th April 2020].

3.3 The liaison between the Selection Processes and Corruption in the Greek public administration

The public sector is large and diverse, with movement of people in and around the sector through a variety of employment arrangements. Over the last decade or so, there has been an increased reliance by public sector agencies on alternative forms of employment, including greater use of contractors and consultants, and engagement of personnel through recruitment agencies for small term contracts.

Employment-related activity in the public sector, particularly recruitment, is routine and constant. The principle of merit-based and competitive recruitment processes is well established. Under the public administration act, public agency heads are required to ensure employment decisions under merit-based rules. Under the Code of conduct for Greek public sector employees,⁴⁸ public officers are expected to make decisions about employment based on impartiality, rather than favoritism, bias or self-interest. They are also required to use their powers responsibly, and not to provide a private benefit to themselves, their family, friends, or associates.

For the most part, employment activity is well managed and conducted in accordance with agency or public sector-wide standards. However, if employment practices are corrupted, the potential adverse consequences are significant.

Employment practices in the Greek public sector for example are clearly vulnerable to corruption and misconduct risks. First, by employment practices we mean the patterns that may be observed in an organization's hiring and workplace condition. Some employment practices are the compensation, benefits, termination issues, employment act or even skills, training and development within the organization. Second, these risks have been highlighted by investigations and research, and by other integrity agencies including the Greek Ombudsman.⁴⁹ Risks include recruitment compromised by nepotism and poor management of conflicts of interest, and by 'recycling' of employees with problematic discipline and criminal histories. The unwitting recruitment of a person with a discipline or criminal history that should preclude them from

⁴⁸Υπουργείο Διοικητικής Μεταρρύθμισης και ηλεκτρονικής διακυβέρνησης (2012) *Οδηγός Ορθής Διοικητικής Συμπεριφοράς- Σχέσεις Δημοσίων Υπαλλήλων και Πολιτών*, p.18. Available at: http://www.ydmed.gov.gr/wp-content/uploads/20120405_oods54_odigos_orthis_dioikitikis_siberiforas.pdf [Accessed 27th July 2020].

⁴⁹Greek Ombudsman (2018) *Annual Reports of the Greek Ombudsman regarding recruitment problems in Greek public administration*. Available at: https://www.synigoros.gr/resources/ee_im_2018_el.pdf, https://www.synigoros.gr/resources/im_odigos_web_o_sevasmos_kanei_ti_diafora_gr.pdf [Accessed 28th July 2020].

employment, for example, can place agencies at risk of the misuse of public funds, as well as substantially damage agency reputations.

Key findings in Greek Public Administration regarding the following aspects:⁵⁰

- **Employment practices in the public sector are vulnerable to corruption at different stages of the employment life cycle**, from recruitment through to an employee leaving the sector. Public sector agencies need to be aware of these risks and consider how they can strengthen their systems and practices to address them.⁵¹
- **Inadequate pre-employment screening** (such as failing to require applicants to provide information about qualifications, work history, discipline and criminal histories, and conflicts of interest) can place a public sector organization at greater risk of corruption. There have been instances where agencies have pre-employment processes in place, but have not consistently implemented them.
- **Recruitment is vulnerable to compromise by nepotism, favoritism and conflicts of interest.** Selection processes can be corrupted in the earliest stages of recruitment (such as during the development of position descriptions) and by the failure of panel members to declare or manage conflicts of interest.⁵²
- **There may be corruption risks associated with the use of recruitment agencies**, ranging from the circumvention of merit-based selection and probity processes, through to complex schemes like ‘double dipping’ (involving public sector employees or contractors establishing a company and then using a recruitment agency to source contractors through that company).
- **‘Recycling’ of employees with problematic discipline or criminal histories** throughout the public sector is a significant corruption risk.

⁵⁰European Commission. (2017) *Θεματικό Ενημερωτικό Δελτίο Ευρωπαϊκού Εξαμήνου – Καταπολέμηση της διαφθοράς*. Available at: https://ec.europa.eu/info/sites/info/files/file_import/european-semester_thematic-factsheet_fight-against-corruption_el.pdf [Accessed 28th July 2020].

⁵¹European Commission (2014) *Έκθεση της ΕΕ για την καταπολέμηση της διαφθοράς*. Report number: 038. Available at: <https://eur-lex.europa.eu/legal-content/EL/TXT/HTML/?uri=CELEX:52014DC0038&from=DE> [Accessed 28th July 2020]

⁵²Γενικός Επιθεωρητής Δημόσιας Εργασίας (2018) *Συνοπτική Παρουσίαση Ετήσιας Έκθεσης 2017*. Available at: <https://www.taxheaven.gr/news/42887/ethsia-ekoesh-dhmosias-dioikhshs-se-tomeis-ypshlhs-epikindynothtas-oi-elegxoi-poy-dienerghohkan-to-2017?output=printer> [Accessed 28th July 2020].

- **Where complaints are made about public sector employees and action is taken, ongoing oversight and follow-up does not always occur**, which risks misconduct or corrupt conduct continuing.
- **Conflicts of interest can arise when an employee leaves the public sector and takes up a position in the private sector**, directly utilizing the knowledge and relationships acquired in the public sector. Certain positions, particularly those involving interaction with the private sector, present a greater risk in relation to such conflicts.⁵³

Less skills, money and time: Why Public Recruitment process fails?

Getting away from Greece and more general speaking and analyzing, many countries are faced with critical skills shortages even though they are not experiencing difficulties in recruitment or retention. Specifically, progressing through the 21st century, globalized workforce is the basis of competition; this has raised the importance of human resource management to another level as without strong consideration to workplace, it is impossible for any organization to excel. The progress, development, and success of any business or organization are directly linked to the performance of those who work for that business.

Employees are the greatest asset of any organization, for an organization to shine; the organizations depend on the competence and professional attitude of the employees. So, it is imperative that right person for the right job is working whether private or public organization, thus recruitment and selection process becomes more integral, if done in an organized way it leads to selection of right candidates.

A study conducted in Pakistan (OECD member) by the Mirpur University of Science and Technology in 2018 has shown that public sector organizations spend less of their resources, including time, money, and skill on job analysis. The purpose of this research was to study the recruitment and selection practices in public sector of Pakistan. The respondents agreed to the fact that the job description does not match with the actual work they are expected to do.⁵⁴ Also job specification / person specification also does not match. In many cases those skills cannot be acquired resulting in burden on the organization keeping in view the cost. It is detrimental for the

⁵³OECD (2005) *Managing Conflict of Interest in the Public Sector - A toolkit*. Available at: <https://www.oecd.org/gov/ethics/49107986.pdf> [Accessed 28th July 2020].

⁵⁴Newman, D. A. & Lyon, J. S. (2009) *Recruitment efforts to reduce adverse impact: Targeted recruiting for personality, cognitive ability, and diversity*, pp.298-317. Available at: <http://dx.doi.org/10.1037/a0013472> [Accessed 27th July 2020].

organizations to not conduct just analysis, which is also supported by the literature of the paper. Nyangaresi emphasized on the point that in this 21st century, organizations need to have competent workforce in order to be effective and efficient as an organization.⁵⁵ To have effective and efficient workforce it is important that proper job analysis is conducted and duties should match with the provided job description, which is ignored in government organizations.⁵⁶

According to the study a major portion of the survey depicts that only 39% of the employees are clear about their job description. Moreover, the result also shows that almost 61% of the employees are on the other side of the bridge when it comes to clear job responsibilities, including job purposes, duties, responsibilities and working conditions.⁵⁷ Davidson et al. concluded that public sector hiring is an uphill tasks and job analysis is very important part of making job description.⁵⁸ It can be deduced from the sample that public sector in general has issues when it comes to conducting proper job analysis as 61% of the employees are not clear on their job description. This in turn impacts the performance of the employees as well as the organizations, thus decreasing efficiency and effectiveness. In addition, the study shows that 56% of the employees were of the opinion that duties which they perform are not according to the duties mentioned in the job description. According to the research around 31% of the employees were of the opinion that their job description does not reflect clear tasks and skills needed to perform the job, while around 24% were neutral about it, which again depicts that they are not clear about job description. On the other hand, 45% believed that, job description reflects clear tasks and skills needed to perform the job.

⁵⁵ Nyangaresi, M. W., Nejeru, W. A., Mutavi, T. & Waithaka, N. G. (2013). *Recruitment and selection process: A case of city council of Nairobi, Kenya*. Review of Contemporary Business Research, 2. American Research Institute for Policy Development. Available at www.aripd.org/rcbr [Accessed 27th July 2020].

⁵⁶ Khan, W., Ahmed, A. & Neogy, K. T. (2017) Recruitment, selection issues and challenges in public sector: Bangladesh case study. *Journal Cogent Social Sciences*.(5), 6.

⁵⁷ OECD (2020) *OECD Observatory of Public Sector Innovation*. Available at: <http://www.oecd.org/gov/oecd-work-on-public-governance-2020.pdf> [Accessed 28th July 2020].

⁵⁸ Davidson, G., Lepeak, S., & Newman, E. (2007) *Recruiting and staffing in the public sector: Results from the IPMA-HR research series*. Available at: <https://www.semanticscholar.org/paper/Recruiting-and-Staffing-in-the-Public-Sector-%3A-from-Davidson-Lepeak/f0e194f0d0690443828eaf8a17fcabc4425d069c> [Accessed 28th July 2020]

<u>Duties are not mentioned in the job description</u>	<u>The job description does not reflect clear tasks and skills</u>	<u>Neutral</u>	<u>The job description reflects clear tasks and skills</u>
56%	31%	24%	45%

So it is evident that proper job description is not provided to the employees working in the public sector organizations and employees are not given clear directions towards the work they are doing. Rehman conducted research on HR practices in public sector with respect to job analysis, which is very rare.⁵⁹ He recognized the significance of HR practices and selecting the right person for the job. The research further emphasized on importance of accurate job analysis for selecting the right candidate for the right job, which is completely ignored in public sector of many OECD countries according to his findings. Moreover, the research also shed light on importance of giving proper job descriptions and job specifications to the employees as it increases productivity of the organization.

The primary and secondary data collected for the research concludes that the hiring process of public sector is flawed despite good formal policies, mainly because of poor job analysis. The employees are not given proper job descriptions to follow and employees tasks do not match in accordance with the given job description. Recruitment and selection of employees to a greater extent determines the performance of an institution and it is of great importance if institutions want to achieve their goals. Furthermore, in order to enhance effectiveness and efficiency of their employees, it is essential that they are given clear directions towards their work, so that the employees know what is expected out of them. Also, work ethic can be broadly defined as the motivation to try and to actually work hard. Finding employees with a suitable work ethic is especially important in the public sector where managers must fight the damaging stereotype of lazy employees and may not be able to compete with wage or salary. Therefore, managers in all sectors are searching for job-seekers with suitable qualifications and work ethic.

To sum it all up, public administration is the key tool for promoting economic growth and ensuring that its fruits are shared among all citizens. Today, it is also a tool for restoring trust in government and public institutions, as well as in the banks, enterprises, rating agencies, etc. We are in a crisis of trust, and restoring trust will depend on the quality of public administrations. The

⁵⁹Rehman, S. (2009) A study of public sector organizations with respect to recruitment, job satisfaction and retention. *Global Business and Management Research: An International Journal*.

subject of challenges in public administration and the innovation in public service has been gaining attention in all OECD scientific practice and production. The next chapter aims to identify an OECD project focused in Greece on innovation in public administration and increase the level of knowledge about the subject, as well as to inspire new research and promote advances in theoretical and practical knowledge about innovation in the public sector of Greece.

4.1 The Compass of Transparency: An anti-corruption and vision provider institution

The compass of transparency is an automated online instrument that would give the citizens the possibility to monitor, in real time, the implementation of all the data and information requirements imposed by Greek law on the websites of public administrations.⁶⁰ The “Compass of Transparency” has been designed and developed so that it can be completely and easily transferred into different administrative contexts, e.g. in other countries. For the first time, Italy established this tool in Italian government. In the European and National administrative category, the first prize went to the project “The Compass of Transparency” submitted by the Italian Department for Public Administration. With this project, Italy showed how monitoring of public administrations websites can help fight against corruption and lead to more transparency, while enabling citizens to keep an eye on how public administrations comply with their legal obligations.

Due to the fact that such a project has flexibility it would be a good idea and initiative to be implemented in Greece as well. Below are presented more details about the aims, the functionalities of the compass, how citizens can be benefited, the challenges that may face and how this project can be tested.

First of all the aim is to support the government, through the direct involvement of citizens in the continuous improvement of the quality of online and digital services. It is a system of rules, processes and technologies that combines the three basic principles of Open Government: transparency of public administrations, citizen participation and collaboration. The initiative will focus on the continuous improvement of transparency compliance in almost every Greek administration, with returns in terms of increased efficiency, reduction of corruption and lower costs across the whole public sector.

The heart of the system is a validation mechanism, composed by software sensors and mathematical algorithms that analyze public administration web sites in both real-time and at certain intervals. The analysis is performed by comparing the found data and information with

⁶⁰Magellan (2020) *Compass of Transparency, Knowledge Management*. Available at: <http://www.magellanopa.it/home.html> [Accessed 28th July 2020].

contents defined and standardized by the laws of transparency and guidelines on websites. Data are then stored in a warehouse that, through dedicated interfaces, provides different types of users with results on the transparency compliance of all institutional web sites. Then when a Public Administration needs to take a decision can consult all these data and results and take into consideration citizens' needs and wills.

A public administration can perform a real-time analysis of its website through the "Check the site" functionality or compare its website to the ones managed by other P.A.s, finding in them, useful information or ideas to increase its level of transparency.

Moreover, the Compass would contain a set of ranking features between P.A.s as far as transparency of the websites is concerned. Thanks to the ranking features, the P.A.s are pushed to get more transparent and have a better performance than other P.A.s, in this way accelerating the process of continuous improvement stimulating also a healthy competition.⁶¹

Last but not least, taking into consideration that the Greek Public Administration lacks vision and its scope of action is not well defined or at least pre-defined it is important to be mentioned that the Compass of Transparency could scope as a vision provider as well. By this, the author means that this tool would inspire individuals and organizations to commit, to persist and to participate in vision shaping of Public Administration. When such a multidimensional tool is established, it can help a government to create plans, set goals and objectives based on citizens' views and considerations. Also it could improve the policy formulation and implementation since such a system for evidence-based policy making would establish forward planning and policy coordination units, monitoring and evaluating, co-designing and co-producing efficient and effective scope plan for potential future reforms in Public Administration. Since vision and mission serves as a focal point for Public Administrations to identify itself with the organizational processes, this tool would give a sense of direction while at the same time would outline the goals that the Public Administration wants to achieve. Through such a vision provider tool, the public interest is not only served by focusing on the 'here and now', but by considering the impact of decisions for years to come, moving from a reactive to a pro-active approach, and anticipating future challenges and changes (demographics, economic trends, climate change, resource limits etc). In the interests of sustainability, administrations need to think about medium-long term

⁶¹Albanese, G., Gallib E., Rizzoc, I. & Scaglioni, C. (2020) *Building the Glass House: Transparency and Civic Capital in Italy*, p.11. Available at: https://siecon3-607788.c.cdn77.org/sites/siecon.org/files/media_wysiwyg/118-albanese-galli-rizzo-scaglioni.pdf [Accessed 28th July 2020].

optimizing (what the country needs in the future), as well as short term satisfying (what citizens and administrations want now), for future generations. This involves forward-thinking: planning for future scenarios, and anticipating the effects of policy beyond electoral cycles. This demands leadership at the political and organizational levels. And here comes the combination of mission and vision creation with the concept of innovation. The pursuit of continuous improvement should translate into openness to transformation, and creating systems which encourage fresh thinking and creative ways to solve new or existing challenges, both from inside and outside the administration. Public sector innovation takes many forms, including policy design and improvement, creative ways to deliver public services and innovation and using funds to stimulate innovation. To turn theory into reality, public sector organizations must be capable of managing change. As many OECD countries have stated, the overall vision remains to strive to be open, efficient and inclusive, providing borderless, interoperable, personalised, user-friendly, end-to-end digital public services to all citizens and businesses – at all levels of public administration.⁶² All these give value to the Compass of Transparency since governments that might set out their policy and strategy for law enforcement, or public administration reform, public administrations must also be clear about their goals within this framework. Depending on circumstances, this might mean taking account of several, relevant, sector policies and strategies. While the legal basis gives the organization its mandate (why are we here?), leadership is ensuring that the organization is driven by a clear mission (where are we going?) and vision (where do we want to be?) within the overall policy and strategic framework, but also values (what steers our behavior?), communicating them and ensuring their realization⁶³.

All these functionalities can combine accountability and proactiveness used by the citizen, who in this way becomes an active actor who encourages administrations to become more open. The citizen is engaged in the continuous improvement of transparency and decision making process also by logging into the Compass through a social network login (Facebook, LinkedIn, Twitter, Google+) and expressing anonymously opinions about the quality of the choice making procedure published data and information. The opinions of the users are stored in the Compass and immediately made available to the public, achieving a “friendly” citizen control which pushes the P.A.s to get better and to reduce the possible distortions of the automatic engine. In this contest,

⁶² Ministerial Declaration on eGovernment - the Tallinn Declaration (2017). Available at <https://ec.europa.eu/digital-single-market/en/news/ministerial-declaration-egovernment-tallinn-declaration> [Last accessed 27th March 2021].

⁶³ Quality of Public Administration – A Toolbox for Practitioners (2017). Available at <https://ec.europa.eu/digital-single-market/en/news/quality-public-administration-toolbox-practitioners> [Last accessed 27th March 2021].

the social friendly control can also be seen as new collaborative relationship between citizens and administrations, becoming a really efficient tool.⁶⁴

Through the “graphic dashboard” functionality, everyone (citizens, researchers, journalists) can perform a real-time monitoring of how the transparency process is proceeding at national and regional level. The statistics can be organized geographically or by typology, in order to be useful in many different situations – e.g. when comparing the transparency of regional P.A.s’ websites. Moreover, having the complete and continuously updated picture about transparency is helpful to define the most effective public policies to accelerate the transparency process.

This is due to the simple methodology, in terms of rules, processes and technologies, the Compass is based on.

The most important functionalities of the compass, all of them being publicly accessible and multilingual, are the following:

- checking the site;
- comparing the sites of the different P.A.s;
- ranking between public administrations thanks to a set of ranking features for transparency;
- giving your opinion in a completely anonymous way via logging in to the compass through social networks;
- graphic dashboard giving an overview of the transparency process at national and regional level.

Apart from the functionalities the compass may help an administration in a theoretical level as it is important for someone to know how citizens can benefit from this project and if this initiative can pass the test of innovation.

How citizens can benefit from this reform?

Citizens can express their opinion about the quality of the published information, which is made available online in social mode. These inputs, especially from the experienced public, are

⁶⁴Damico, D. (2013) *The Compass of transparency: an Italian instrument for Open government*. Available at: <https://www.opengovpartnership.org/stories/the-compass-of-transparency-an-italian-instrument-for-open-government/> [Accessed 28th July 2020].

valuable. Another aspect that should be considered is the high number and heterogeneity of administrations that are monitored by the Compass. In these circumstances, the opinions of people that best know the single administrations (e.g. the residents of a Municipality) are extremely valuable, since they have a unique knowledge of the administrative context.⁶⁵

The initiative focuses on the continuous improvement of transparency compliance in more than 10.000 Italian public administrative units (organizations, businesses etc.) The sites are analyzed by the Compass engine, both during the periodical complete scans, and real-time, when requested by the users. A report is automatically generated for each administration that states which contents have been found on the website, in addition to providing direct links to the contents themselves. The rankings and the dashboard are updated in real time and this also allows for friendly competition among PA's to score higher in the Compass. Although this instrument may be beneficial, efficient and effective, before the launch experts should test it in order to examine in real time the results. Below a short analysis on testing the Compass of Transparency will follow.

Testing of Compass of Transparency

First of all, the Compass of Transparency has to be tested by technicians and by experts. It's useful to distinguish two different aspects: the testing of the employed technologies and the innovation itself. Second, with regard to the testing of the technology used, the design, development, and on-line commissioning of the functionalities of the compass of transparency have to follow an iterative and incremental process. When the substantial part of the testing work has been done so far and will continue to be done in future, directly by the end users (citizens and public administrations). The system is always online in "beta permanent" state and users themselves can continuously notify any malfunctions. This leads to the correction of errors and to a new release of the software.

As far as the testing of the innovation is concerned, it is worth pointing out that when the system would be put online, it has to be sufficiently advertised, in order for this to lead to a gradual increase in the use of the instrument and of the innovation by users, ensuring a proper governance at all levels: social, political, organizational and technological. Then, once all the potential problems and possible solutions are going to be identified, each administration will try to

⁶⁵ Leitão, J., & Alves, H. (2016) *Entrepreneurial and Innovative Practices in Public Institutions: A Quality of Life Approach*, pp.109-110. Available at: https://books.google.gr/books?id=V1geDQAAQBAJ&pg=PA109&lpg=PA109&dq=compass+transparency+italy&source=bl&ots=xc_aTGJ8zLS&sig=ACfU3U0irXhMQfh4sHI6_N8I0R5v_V5Alw&hl=el&sa=X&ved=2ahUKEwiRjC8nvzmAhWOOb1AKHRgMDK4Q6AEwBXoECAkQAQ#v=onepage&q=compass%20transparency%20italy&f=false [Accessed 28th July 2020].

spread the use of the instrument, through both communication campaigns and a strong political commitment. Of course the stage of stating would contain many phases such as the design phase and after that the phase of operation, maintenance, evolution etc.

Challenges and solutions of this institution

The challenges encountered mainly concerned:

- The standardisation of the access to the content relating to transparency requirements, especially considering the high number of public administrations and their heterogeneity. To tackle this, the standardisation of syntactic elements subject to publication, has to be promoted.
- The introduction and activation of competition among public administrations that would ensure the process of implementation of the transparency rules of institutional website. To tackle this challenge, competition among public administrations (classification and comparison between different administrations) has to be enabled through a phase of testing and tuning features designed, in order to optimise and share the opportunities offered by the functionalities. Improving the transparency can be increased with the introduction of these tools.
- It is still hard to involve citizens in the monitoring process of transparency. To deal with this problem the instrument has to be delivered through the major social networks, twitter, facebook, etc. Subsequently, many citizens can come spontaneously together into groups and have begun to monitor public administrations' websites. As a consequence, many public administrations can contact these groups to get support for improving transparency. So civil society has to actively support public administrations.

4.2 Improving access to justice

To start with and coming to the example of Greece after, the United Nation's Sustainable Development Goals (SDGs) represent a global call to action in key areas, including access to justice and a strong rule of law (SDG 16.3), both of which are framed as core objectives for states to achieve by 2030. The OECD's Framework for measuring public services to citizens, presented in Government at a Glance 2015, includes a focus on the judicial system and measures indicators across three dimensions: access, responsiveness and quality (see Figure 6 below). The migration issue in Greece it is an integral part of the Public Administration. Greek government and municipalities assume a pro-active role in dealing with the reception of newcomers, as well as with the challenges facing the long-term integration of legally residing migrants. Access from this perspective would depend on the ability to participate in legal systems, including the ability to

communicate the asylum request in a language understood by all parties involved. Responsiveness would refer to an asylum claim being processed within a reasonable period of time, as opposed to a long backlog that prevents claims from being heard. Quality would relate to rates of acceptance and rejection of asylum claims.

The OECD Serving Citizens Framework		
ACCESS	RESPONSIVENESS	RELIABILITY / QUALITY
<u>Affordability</u>	<u>Citizen centered approach</u> <u>(courtesy, treatment and integrated services)</u>	<u>Effective delivery of services and outcomes</u>
<ul style="list-style-type: none"> Unmet care needs for financial reasons by income level (health) Out of pocket medical expenditure as a percentage of final household consumption (health) Share of private expenditure on educational institutions (education) Entry rate in tertiary type education (education) Number of first instance cases granted with legal aid (justice) 	<ul style="list-style-type: none"> Patient experience with ambulatory care Patients reporting having contacted their regular doctor/practice for medical concern via email Time spent for school principals interacting with parents or guardians (education) School principals reporting high level co-operation between their school and local community (education) Use of ICT in courts for case management and to communicate with citizens and parties (justice) 	<ul style="list-style-type: none"> Cancel survival rate (health) Effective enforcement of civil justice
<u>Geographic proximity</u>	<u>Match of services to special needs</u>	<u>Consistency in service delivery and outcomes</u>
<ul style="list-style-type: none"> Physician density is urban and rural regions (health) 	<ul style="list-style-type: none"> Teachers' needs for professional development in teaching students with special needs (education) Specific arrangements' mechanisms in courts for vulnerable people (e.g. ethnic groups, children, disabled) (justice) 	<ul style="list-style-type: none"> Variance in maths PISA score explained by socio economic background Civil justice is free of improper government influence
<u>Accessibility of information</u>	<u>Timeliness</u>	<u>Security</u>
<ul style="list-style-type: none"> Accessibility of legal information of court procedures for citizens (justice) 	<ul style="list-style-type: none"> Waiting times for a specialist's appointment (health) Waiting times for a doctor and nurse appointment (health) Disposition time in days for litigious civil and commercial first instance cases (justice) 	<ul style="list-style-type: none"> Appropriate use of antibiotics (health) People do not resort to violence to redress personal grievances (justice) Crime is effectively controlled (injustice)

Figure 6: OECD Framework for measuring public services to citizens

If all asylum claims for example are systematically rejected, or if there are significant discrepancies between approval rates depending upon where the courts are located in a country, then the system is not effectively administering justice. Judicial systems across the world are being challenged to ensure fair access and treatment for all, but citizens' perceptions of these legal systems vary significantly across OECD countries, and have changed dramatically over the past decade – both for better and for worse. While governments have strong incentives to increase access to justice, implementation has been uneven. Article 6 of the European Convention on Human Rights (ECHR) elucidates a fundamental, international principle of the separation of powers: court systems must be impartial and independent from the executive branch. While this

principle constitutes a foundation of modern judicial systems, it has also served to isolate these units from many innovative initiatives and trends taking place in the executive and legislative branches of governments. While these other arms of government have undertaken enormous steps to transform themselves from classical, hierarchical 19th-century models into reactive, forward-thinking examples of governance, judicial systems may not have kept pace with these advances. As such, procedures in judicial systems still feel opaque to most citizens (see Figure 7).

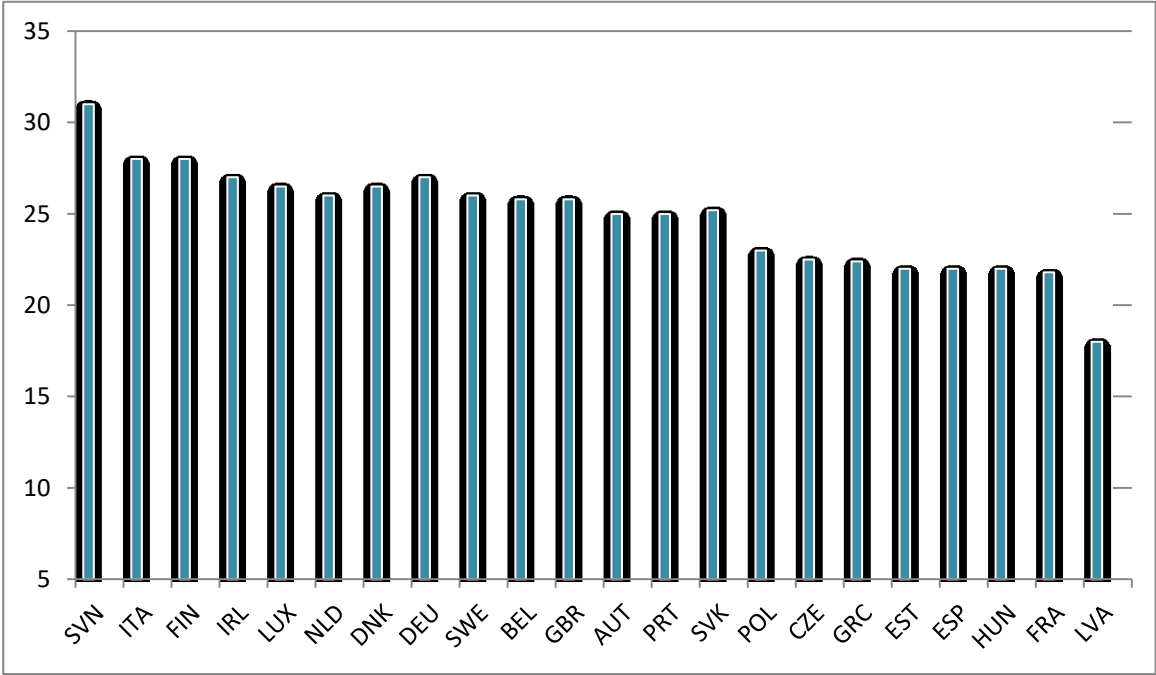


Figure 7: Percentage of people who feel highly informed about legal procedures (2013)

According to the OECD and to author’s opinion, access to justice especially in Greece is crucial because:⁶⁶

- It acts as a determinant in inclusive growth, citizen well-being and sound public administration.
- It influences economic performance as well as business, trade and the investment climate.
- It relates directly to trust in government.

By focusing on improving access to justice, Greek government can have the ability to create new opportunities for economic growth, wellbeing and equality across society. The OECD has helped to identify key barriers related to access to justice. Access to justice has re-emerged as a

⁶⁶ OECD (2013) *Access to Justice*. Available at: <http://www.oecd.org/gov/access-to-justice.htm> [Accessed 28th July 2020].

focal point in the effort to ensure that everyone is able to utilize and have access to judicial systems, regardless of their situation. In this context, a number of new practices and solutions are being tested. In Sierra Leone, extended or unlawful pre-trial detention was shown to damage the prosperity and health of prisoners and their families.⁶⁷ However, an Oxford University study found that a program placing paralegals in prisons to provide free legal services reduced the numbers of prisoners held on remand.⁶⁸ Another recent trend is the development of citizen assemblies to increase the access of citizens to government policy and legislation.⁶⁹ This deliberative democracy, which places citizens at the heart of important legal and policy issues with the benefit of expert advice, reduces bureaucracy and opens up paths for citizens to engage with government in new ways.⁷⁰ This means that Greece is in totally need of such an institution. With greater levels of participation, more members of society can access and participate in the justice system. The Indian state for example of Bihar has instituted the right to public grievance redress. The adoption of the Citizen's Charter and Right of Public Services legislation had previously improved service delivery, but public grievances still went relatively unaddressed. In order to confront this issue, the Greek Government can decide to create a radically new system that would grant legal rights for grievance redress to all 11 million citizens. The system would introduce a one-stop solution for citizens, a new independent authority to judge cases based on evidence provided by the public authority and complainants, and a focus on actual redress. This new system can also include an ICT system to ensure transparency and tracking, a 60-day time limit on administering cases, and guidance for public authorities on how to handle redress. As transparency of information is a critical theme in most justice-oriented innovations, it also provides an opportunity for civil society to play a role. Some case studies would help the Greek government and administration to know how access to data can open doors to engaging broader civil society in improving access to justice.

⁶⁷Open Society Foundations (2013) *Timap for Justice and Prison Watch Sierra Leone, The Socioeconomic Impact of Pretrial Detention in Sierra Leone*. p.18. Available at: https://www.unodc.org/documents/justice-and-prison-reform/eBook-early_access_to_legal_aid.pdf [Accessed 28th July 2020].

⁶⁸OECD and Open Society Foundations (2016) *Delivering Access to Justice for All*. p.15. Available at: <https://www.oecd.org/gov/delivering-access-to-justice-for-all.pdf> [Accessed 28th July 2020].

⁶⁹Νόμος 4555/2018 - ΦΕΚ 133/Α/19-7-2018 Νόμος 4555/2018 : Μεταρρύθμιση του θεσμικού πλαισίου της Τοπικής Αυτοδιοίκησης Εμβάθυνση της Δημοκρατίας Ενίσχυση της Συμμετοχής Βελτίωση της οικονομικής και αναπτυξιακής λειτουργίας των Ο.Τ.Α. [Πρόγραμμα «ΚΛΕΙΣΘΕΝΗΣ Ι»] Ρυθμίσεις για τον εκσυγχρονισμό. Available at <https://www.e-nomothesia.gr/autodioikese-demoi/nomos-4555-2018-phek-133a-19-7-2018-1.html> [Accessed 28th February 2021].

⁷⁰Observatory of Public Sector Innovation (2016) *The Irish Citizens' Assembly*. Available at: <https://oecd-opsi.org/innovations/the-irish-citizens-assembly/> [Accessed 28th July 2020].

4.3 Machine readable world – EasierRules

The problem

Governments and Greek governance specifically, carry out their day-today work and interact with residents and businesses based on evolving sets of rules. These range from laws put in place by legislators and policies developed by government decision-makers, to business rules that structure individual programs and the logic rules programmed into the software used to implement government services. These rules form the basis of nearly all government actions, behaviors and decisions, and require a significant amount of energy to ensure compliance by individuals and business, as well as government oversight and enforcement. These rules have a significant impact on the lives of the public and the ability of business and other organizations to achieve their mission; however the associated development and implementation processes still reflect paper-based environments almost obsolete in many other domains. This exactly results in missed opportunities such as difficulties in aligning policy-making with delivery through digital channels, as well as a number of challenges that has to do with the decision making process within the Public Administration.

The process whereby these rules are designed and implemented can be difficult for most Greek citizens of the public to understand. Many government rules can also be difficult to understand and navigate. Furthermore, not all rules are easily accessible and some are not publicly available. This hinders people from understanding their rights, obligations and entitlements, and how government decision-making affects them. On occasion, the effort required to understand and follow rules is disproportionate to the benefit of compliance. Complexity and ambiguity around rules also tends to restrict understanding to people with a high level of education and training, such as lawyers.

The complexity and ambiguity of rules necessitates interpretation, which can result in inaccurate and/or inconsistent implementation of laws and policies, causing a mismatch between policy intent and implementation. This is especially true of foundational rules, such as laws. In the words of the Better Rules team, once a law is enacted, the current model positions “lawyers as modems” who, along with other types of advisors and analysts, are necessary to interpret and translate the law into operational policies and business rules, which are then translated by others into a variety of information systems, among others. These interpretations require human judgment and have the potential to skew the original intent of the law through misinterpretation

and errors. Such interpretations are then operationalized, by coding workflows, decision models and calculations into software (see Figure 8).⁷¹ The decisions rendered by such systems have the potential to impact the lives of millions of people.

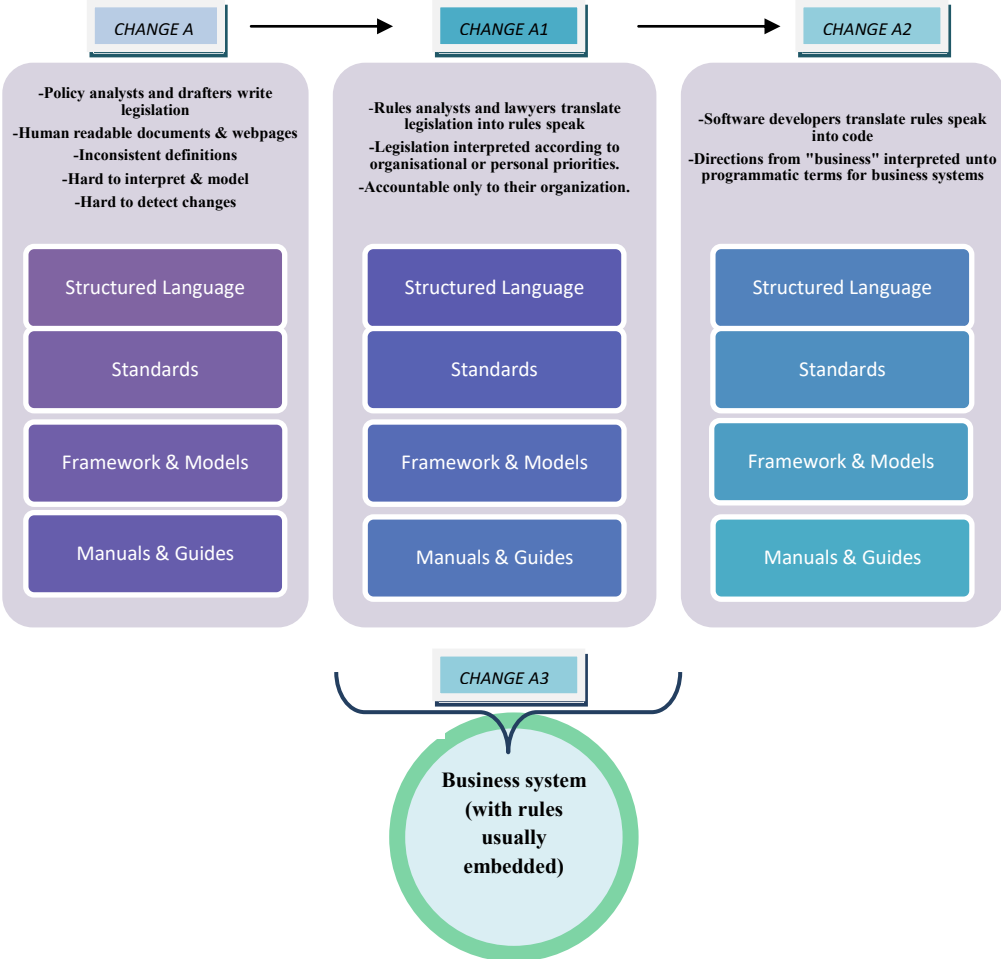


Figure 8: Current state: Translation gap in policy production and consumption.

⁷¹ OECD report (2020) *Embracing innovation in government, Global Trends 2019*. Available at: <https://trends.oecd-opsi.org/embracing-innovation-in-government-global-trends-2019.pdf> [Accessed 28th July 2020].

Over time, the factors and assumptions underlying the implementation of laws and policies can be lost, rendering it impossible to trace the formative decisions and thinking. For example, the Greek government uses decades-old legacy information systems to process critical services, such as social benefits payments.⁷² These systems can be opaque, and the individuals who understand why and how the systems conduct calculations and reach decisions on who receives benefits may no longer be available. In addition, every time a law or major policy changes, the software needs to be manually updated by replacing the hard-coded values with new values. In such situations, it is unclear who should interpret any grey areas and make decisions regarding how the information systems and software should implement the law. Another issue is that once laws and policies are implemented, a significant period of time is necessary to understand their results and impact. It takes even longer to make corrections and other adjustments. The linear feedback loops of traditional policy and development systems make rapid, iterative evaluation and revisions of rules impossible.

The innovative solution for the Greek public administration

First of all Greece could launch the ‘Easier Rules concept’ as an experiment to test machine-consumable laws,⁷³ and as a potential solution to the challenges discussed above. As an alternative to human interpretation of laws whose intent is locked up in text on paper and PDFs, Greece could see instead to develop law in the form of software code which could be consumed by computers and immediately understood, with a view to implementing the exact requirements of a law in a consistent manner.

The project *Easier Rules* can be leveraged for a number of other benefits beyond helping to ensure that implementation of laws matches their intent. Machine-consumable rules have the power to transform the process of designing and drafting rules based on citizen’s thoughts and needs. As more laws become machine consumable, advisors and decision makers will be able to run through various scenarios and test how a potential change in the law could ripple across a system and affect government programs and end users. This offers the possibility to experiment with policy options on new scales, whereas the traditional approach tends to rely on a “wait and

⁷² ELIAMEP report (2018) *Μεταρρυθμίσεις στην δημόσια διοίκηση στη διάρκεια της κρίσης*. Available at: <https://www.eliamep.gr/wp-content/uploads/2018/11/metarrythmiseis-sth-dimosia-dioikisi-sti-diarkeia-tis-krisis.pdf> [Accessed 28th July 2020].

⁷³ Machine consumable, for the purpose of this work, means having particular types of rules available in a code or code-like form that software can understand and interact with, such as a calculation, the eligibility criteria for a benefit or automated financial reporting obligations for compliance. It goes beyond “machine-readable” (e.g. XML), as machine-readable laws are typically not machine actionable – calculations cannot be made from them.

see” approach, enacting new rules and then seeing whether they work. Further downstream, this approach could also enable new forms of monitoring of implementation. Instead of conducting after-the-fact impact assessments months or years after enactment of a new rule, mechanisms could be put in place that allow governments to collect real-time data to inform evaluations of compliance and impact. Additionally, automated systems that use the machine-consumable rules will be able to provide continuous feedback about the effects of implementation.⁷⁴

Second, this initiative could help people to be an integral part of the decision making cycle. A vital factor in ensuring that the challenge of poor quality of decision making would be faced is a method for integration of people in decision making process. Citizens first of all can express their opinions by feeding into decision making regarding different levels and stages of the process since cross-organizational co-operation is vital. If this proposal is to be used in decision making and to improve performance, it is important that all levels of government (from citizens to Prime Minister) co-operate in the development and implementation of decision making procedures. The “*Easier Rules*” project in this way can develop a dialogue with relevant decision making parties. Consulting and working with agencies, local authorities and those on the front line to establish a performance framework and set targets helps ensure that the framework has buy-in. This not only alleviates problems of decision making, but also motivates people to participate in real time in Public Administration’s choice making. So with citizen’s help, this project could identify a problem, gather information through public opinions, and assess alternative resolutions. Using a step-by-step decision-making process can help the administration and so far the governments make more deliberate, thoughtful decisions by organizing relevant information and defining alternatives.

When all the aspects of a decision are properly considered or scanned it will be found that behind every decision there is contribution of many individuals or bodies —of course, everyone’s contribution may not be very important, but the importance of a contribution cannot be ignored.

⁷⁴ Features of legislation that make them suitable for machine readability:

- » They involve a calculation
- » They involve a process that requires factual information to determine application, eligibility, entitlements or coverage
- » They prescribe a process that is used repeatedly
- » They prescribe a compliance process or obligation (e.g. regulations that set out 14 different steps that must take place before raw milk can be certified as being fit for human consumption)
- » They prescribe a process or system that can be delivered digitally.

In this way, this initiative would bring together a team consisting of representatives of different branches of government, ministries and the private sector, including legislative drafters, policy advisors, service designers, rules analysts and software coders.⁷⁵ Using a design-led and agile approach, the team initially can focus on gaining a full understanding of the challenges with the current model, and the opportunities that machine-consumable laws presented. The teams then can work on two real-world use cases to test the concept of developing machine-consumable rules in parallel to human-readable legislation. The teams also can generate key versions of the legislation such as software codes or human readable legislation. Taken together, the created products enable both humans and machines to consume an authoritative source of the law and understand how decisions should be made and how they affect benefits, without the need for expert interpretation. In practice, before taking final decision the authority must collect all information and test them because the news or information may not be relevant for the organization. Simon⁷⁶ has said that it is the duty of the administrator to judge or test the value of every information. Naturally the decision-making is not an easy task. Let us quote Simon: “The ablest administrators are the first to admit that their decisions are, in general, the sheerest guess-work, that any confidence they evidence is the protective shield with which the practical man armours himself and his subordinates from his doubts. What Simon wants to say is that decision-making is a very important part of organization and with such an initiative maybe the complex issue of problematic decision making would be solved.

All in all, when this concept is ready to be launched, the *Easier rules* team can create a forum in order to receive feedback and make changes to the set of settings, or to create a common mindset and vision while some questions that need to be addressed before the launch will be analyzed in the following.⁷⁷

⁷⁵ Specifically, the multi-disciplinary team comprised representatives from the Inland Revenue (IR), the Ministry of Business, Innovation and Employment (MBIE), the Parliamentary Counsel Office (PCO) and a private sector software company.

⁷⁶ Simon H., (1960), *Models of Decision Making: Rational, Administrative and Retrospective Decision Making Models*. Available at <https://www.yourarticlelibrary.com/management/simons-rational-decision-making-process-rationality-and-its-limits/63424> [Accessed 26th March 2021].

⁷⁷ Digital.govt.nz (2018) *Legislation as code - modelling in real time*. Available at: <https://www.digital.govt.nz/blog/legislation-as-code-modelling-in-real-time> [Accessed 28th July 2020].

Questions that need to be answered before the launch

Instead of lawmakers using real-time feedback available through Easier Rules to rapidly improve upon laws; can artificial intelligence (AI) applications be programmed with evolutionary algorithms to autonomously identify how laws should be changed? Can virtual reality (VR) be used to help decision makers visualize synaptic journeys of rule change scenarios and their impacts on citizens and residents? Can VR scenario experiences and decisions made in a VR environment generate proposed legislation? These are questions that raise fascinating prospects for the future, and are actively being explored by the Easier Rules team.

It is important to be said that this concept has already been implemented in New Zealand and achieved to make the policy delivery faster and better through integrated policy and service design, reduced risk from misinterpretation of rules. Also tried to find early error corrections, modeled and tested the outcomes, achieved accountability of public and private implementation and decision-making and incorporation of third parties as part of a government services ecosystem.

Chapter 5 | Research Design and participants

The theoretical model, which was proposed in the previous chapter, namely the project *Easier Rules* will be tested using a survey. Surveys can suffer from validity issues when not well designed. Therefore an extensive validation methodology to establish instrument validity is used. In this research specifically, we chose web-based electronic questionnaire as the method of survey because it's very convenient, economical and safe. In a web-based survey, questionnaire can be distributed via the web link and the scores of items could be collected and recorded into the database automatically.

The main participants were public administrators, civil servants, lawyers and professors. A survey questionnaire was emailed to these participants and tool used was the *Google Forms*. Additionally, telephone interviews were conducted with some of the public administrators. These interviews complemented the survey in terms of more information about what are the challenges they have to face and overcome working in Greek Public Administrations daily, types of projects aiming to innovate the Greek Public, their personal definition of innovation and also thoughts on the proposed solutions. By looking at the responses from participants, the research seeks to arrive at answers to the three broad chapters that this research seeks answers to through its primary research.

1. Institutional Arrangements / Regulatory Policies
2. Innovation Efforts in the respective Department / Organization and Human Resources Qualifications
3. Proposals to foster innovation and to improve the Greek Public Sector

Survey Questions and Data collection

The survey questionnaire (Appendix 1) comprises 24 questions relating to institutional structures (policies, procedures, systems) in place able to support innovation in Greek Public Sector, the Skills Development and the major barriers to skills development in Greek Public Sector, the government funding initiatives and some innovative anticorruption applications. All questions seek to find if the Greek Public Sector can indeed support innovation, how civil servants face the concept of innovation and what are the major problems they have to overcome. In

drawing up these questionnaires, the different reports of OECD regarding innovation (updated in 2015) have been drawn upon. The questionnaire also correlates findings on the quality of implementation of policies of other countries (e.g. Italy; Compass of Transparency) which have actually been in practice.

Findings

The research questionnaire was sent to the following 10 Public Administrations / Organizations in Greece and abroad:

1. Manpower Employment Organization (OAED)
2. The Central Union of Municipalities – Municipality of Larissa
3. Aristotle University of Thessaloniki
4. BTA - Baku Transport Agency, Azerbaijan
5. Hellenic Ministry of Digital Policy, Telecommunications and Media
6. Municipality of Thessaloniki - Decentralized Administration of Macedonia and Thrace
7. University of Macedonia – Central Administrative Office
8. German Embassy in Athens
9. Greek Embassy in Berlin
10. Health and Care Unit Administration – Municipality of Pieria

Google Forms as mentioned above was used to administer the survey. The potential respondents were emailed with a link to *Google Forms*. Full confidentiality was maintained because from this survey application response it is impossible to know the identity of the respondent.

One disclaimer needs to be added. No attempt was made to survey or interview students or employees of Private Sector. It was felt; first of all that the general view of this thesis is the Public Sector and secondly, subjecting a student or a private employee would not give added value to the results and also it would make the research invalid.

PART 1 : INTRODUCTION AND INNOVATION PROPOSALS

Question 1 & 2: In the two first introductory questions the participant had to answer which organization / agency / administration represents. So the respective answers have been received from each and every one.

Question 3: Are there initiative processes or structures in place to support an innovation culture in your organization?

78% of the participants reported that “Yes” there are institutional structures (policies, procedures, systems) that can support innovation in Greek Public Sector while 28% of the participants reported “No” and only 4% that they are not aware of such structures etc.

Question 4: (Innovative efforts of your organization / department). Innovation is defined as “the applied use of knowledge for the purpose of producing and / or providing new or substantially improved products, processes and / or services that find immediate productive, useful application”. Alternatively, innovation can be defined as the successful production, assimilation and exploitation of new technological achievements or ideas. How do you define the term “innovation” in relation to your work environment and your work objects?

Some of the answers received were that the remote education, the reduction of bureaucracy with more advanced technology, as well as new means of living for better living conditions, e.g. renovation of the living quarters of the staff and exploitation of the knowledge of the staff in a corresponding position and in general everything new and fresh in an administration are some definitions of innovation. Also innovation in COVID 19 period is perceived as the ability to adjust, to take part in teleconference and telecommunication in real-time and without serious problems and the introduction of methods, tools, new technologies aimed at better service to the citizen and the provision of high quality services

A participant answered that innovation is “All projects for digitization or simplification of procedures run by the ministry are posted on the gov.gr portal. In the department I deal with, the biggest innovation that is in the process of implementation (the effort has a lot of future) is the process for the Integration, Financing, Control, Clearance of Documents and final payment of the projects of the Public Investment Programs (PIP), to be implemented by 100% electronically from authorized employees through the e-pde.gr portal. This is a project that brings together in one

platform all the Ministries of the Country and all the project implementing bodies through the Budget of the Public Investment Program (PIP)”.

Question 5: Do you believe the current regulatory environment is supportive enough to promote innovation in your department / agency etc.?

Although unfortunately the majority of participants answered negatively, the questions can be summarized as follows. According to most of the civil servants, the institution is constantly changing in order to be able to support innovation and the digitization of processes. This is a process that does not stop; it can never cover 100% of all innovations and must be done ad hoc, meaning separately for each case and problem. There are still limitations of the Institutional Framework (e.g. obligation of the units that implement projects to issue and keep original documents / supporting documents in written form, or e.g. the control of expenses to be done on documents and not electronic files) which is impossible at the moment to be 100% digitized as they cannot guarantee the legitimacy of the process. Another answer is that there may be political will, but due to economic circumstances and the entanglements of the past and the lack of adequately trained staff, some innovation cannot be easily promoted. Also there are bureaucracy issues that do not leave space to the regulatory framework to be implemented and also some public administrators and civil servants do not even know the institutional framework.

Only 8% answered positively that yes the institutional framework is capable of supporting innovative projects in Greek Public Sector.

Question 6: In your opinion, what are the necessary conditions for the promotion of innovation within the existing institutional framework so that innovative practices can be supported and developed further on?

One participant states that the state funding, the thorough and regular information on the usefulness of promoting innovations and the capability and willingness of employees to support and implement innovative practices do play a major role in the condition making in the creation of an innovative way of thinking while at the same time this can be implemented within the existing institutional framework. Other civil servants and participants of this questionnaire believe that the appropriate infrastructure, the rationality of laws, the simplification of procedures and codification of legislation into simpler laws, decrees and Ministerial Decisions are some of the conditions that are necessary for the promotion of innovation within the existed institutional framework.

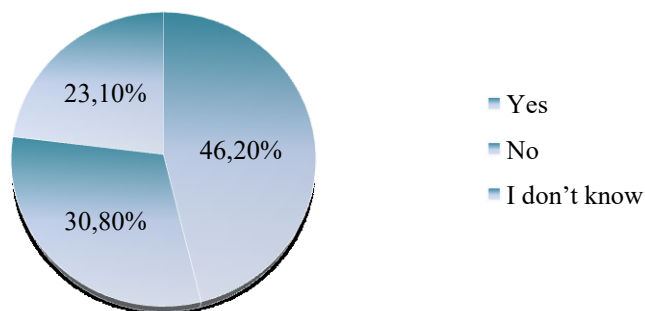
It is felt that as a condition the participants perceive the ideas that can be carried out easily, quickly and naturally to facilitate the implementation of a specific task, the applied use of knowledge, the protection of personal data, ethics, rights, requirement of specialized knowledge, funding, cooperation with universities, open data promotion. There must be a solid foundation which is able to carry out a thorough research. Through it, an innovative practice can be developed and supported.

To summarize, the most frequent answers were:

- 1) The political will
- 2) The financial support
- 3) The existence of competent trained staff
- 4) Proper promotion of innovation to the public
- 5) The government's will to innovate the Greek Public Sector through the already existed institutional framework.

Question 7: Are there any initiatives in place by the political-administrative leadership that support the innovation and development of your organization / department?

In this question the results were relatively clear. The graphic below shows exactly results.



Question 8: What factors enable or facilitate the development of innovation in the organization / agency in which you work?

To start with, it is importance to make reference to a specific answer of a participant. The most important factor for this participant is the political will. A leader may persuade others genuinely to share first his/her belief that an initiative is constructive, and second his/her determination to pursue it. This is easier in some instances than in others because some initiatives appear especially

likely to prove popular, and/or because the environment in which some initiatives are undertaken is particularly favorable. Also to his point of view at the same time political will alone is not enough to guarantee the success of an innovation project. The author argues that in many occasions the various actors who must adopt and implement policies to curb corruption are those who may face weak, or even negative, incentives to do so. Also, the commitment of actors to undertake actions to achieve a set of objectives – in this instance the development of innovation or the combat of corruption are some factors that can foster innovation.

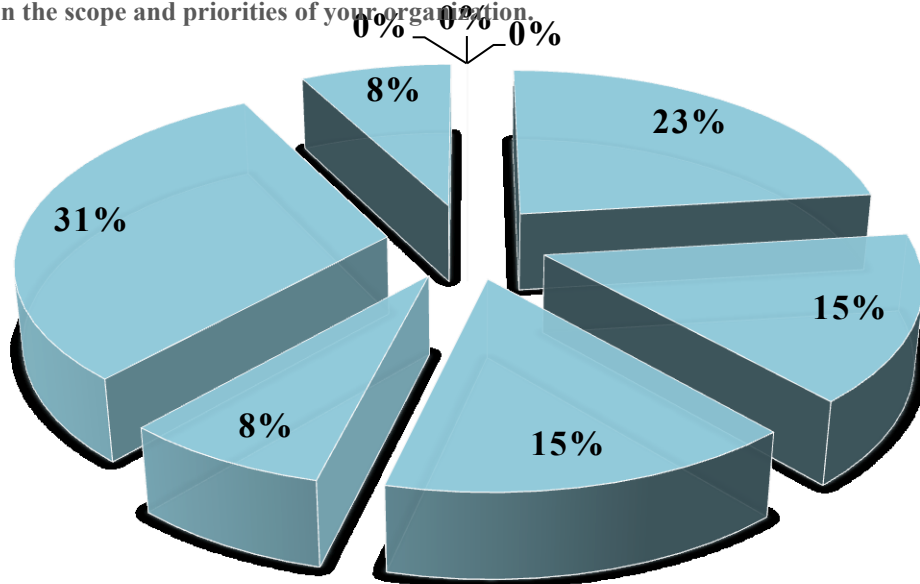
Some civil servants answered that the strategy, planning and good financial situation of a state are of major importance for the innovation promotion. Specific actions and practices on the part of management that impact a culture of innovation include allowing freedom and autonomy in the practice of work; providing challenging work; specifying clear strategic goals; and forming work teams comprised of individuals with diverse skills and perspectives. Employees need to understand why their work contributes to the organization's competitive advantage and long-term sustainability. Some others separated the factors into "sub-answers". They talked about sufficient resources. Innovation doesn't happen in a silo, so employees need access to appropriate resources, including funds, materials, facilities, and information. Some other indicative factors are thought to be the cooperation of the university with other European and non-European universities from where it can draw inspiration as well as the cooperation of the university with domestic and European institutions and programs. For fostering innovation, reward and recognition for creative work; mechanisms for developing new ideas; and an active flow of ideas and a shared vision are some factors that can for sure facilitate the implementation of an innovation project according to civil servants.

Question 9: Which of the following would be a driving force for further development of innovation for the organization / department you work in?

An innovation can be defined as a marked departure from traditional management principles, processes, and practices or a departure from customary organizational forms that significantly alters the way the work of management is performed. While it's important to fix any obvious bottlenecks an administration might have, the employees should not use all of their time to simply work on weaknesses. Innovations are born from being exceptional and different at something, as opposed to being average at everything. Put simply, innovation has also some driving forces in order to motivate the employees, civil servants etc. Of course, without the right communication channels, the right processes for making decisions, and the right infrastructure for implementing

ideas, very few of the ideas that people are coming up with will actually see the light of day. Typically, such a motivation according to this research could include the below incentives.

- Reducing human resources costs.
- Reduce costs for goods and services
- Introducing a new service or provision.
- Development of service quality.
- More efficient processes and improved logistics (eg simplified procedures, time intervals, efficiency and effectiveness).
- Access to specialized technologies or information.
- Enhancing staff skills
- Cooperation with similar or similar bodies domestic or international.
- Carry out consultations with stakeholders or representatives of civil society in order to express views on the scope and priorities of your organization.



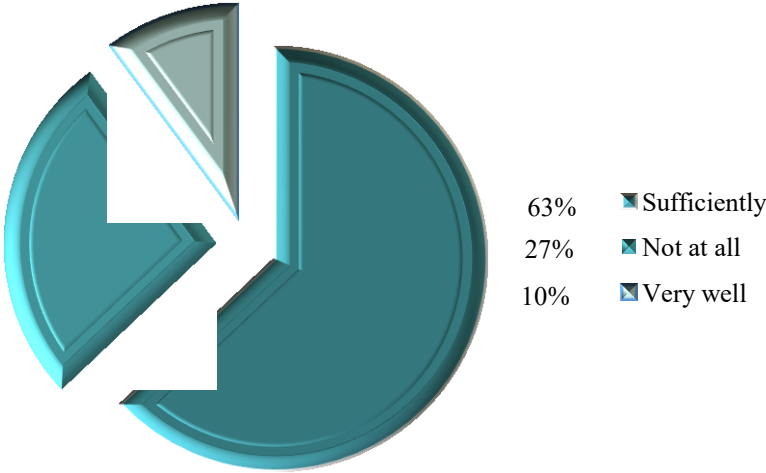
Question 10 & Question 11: Does the organization or service in which you work and represent have any kind of innovation support mechanism? (E.g. cooperation with institutions, models of innovation such as -outside-in process- by strengthening the knowledge of the service from the external environment or from -inside-out process - which includes the effort to develop projects through the transfer of existing knowledge to the external environment). If so, how well can these mechanisms be supported by the members of the organization / service in which you work?

Regarding the first question, most of the civil servants participants, a percentage of around 57% stated that yes there are such initiatives but not running in this time. They remember such mechanisms in the past but they do not have a clear view if this was a part of an innovation support mechanism or only a crisis management tool., 38% said that no there are not such mechanisms while 5% is not aware of such innovation support mechanisms. Representatives of Manpower Employment Organization (OAED) stated clearly that as a support mechanism they consider the assistance provided by the Greek Universities. The constitution of local mechanisms of developmental coordination, pumping and diffusion of information and modern operational know-how is achieved by focusing on the cooperation between the Manpower Employment Organization and Greek universities. Universities provide knowledge input to Public Sector in three ways: (1) by educating future employees; (2) by knowledge development through research made public by means of publications and presentations; and (3) by knowledge development in cooperative research projects. The first two ways are compatible with academic traditions, but the third way the truth is that cooperative research projects, requires overcoming institutional and cultural barriers which the Public Administration have to face. No more details were presented regarding these barriers since the semi structured interview was focused more on the innovation mechanisms.

Participants from the Hellenic Ministry of Digital Policy, Telecommunications and Media stated that a single organization cannot innovate in isolation. For an organization to stay competitive, it must recognize the permeability of its boundaries, where ideas, resources and individuals flow in and out. Many open innovation practices have to be strongly linked with innovation support mechanisms of the same system. Innovation centers (E.g. Bodosaki Foundation) educational institutions (University of Thessaly), financing institutions (e.g. Piraeus bank), standard setting bodies, industry associations and government agencies often have helped the central administration to innovate, or at least to foster innovation and to implement an idea. All these institutions as support mechanisms can facilitate and foster actions and programs to meet important, ongoing needs in the field of health and education with the aim of educating, social reintegrating and improving the living conditions of socially vulnerable groups.

Now, regarding the second question, the results are formed as above. 63% say that the organization in which they work can sufficiently support innovation and that they are solely responsible for such initiatives compared to the result that 27% of the respondents say that the organization can not at all support innovation mechanisms and such projects since the executives

have not defined innovation as a strategic priority and have no plans to do so in the future. 10%, from which most of them are members of regional public administrations say that definitely the administration they work for, consider their future success to be very or extremely dependent on innovation.



PART 2: HUMAN RESOURCES SKILLS / INNOVATION SUGGESTIONS

Question 12: What human resource skills / qualifications are necessary or required to develop innovation within the department / organization in which you work?

1/3 of the participants propose that cognitive and social skills, symbolic advantages, and greater levels of perceived leadership effectiveness make the public sector and especially organizations better to pursue strategic flexibility and innovation in an uncertain environment. The most frequent answers were the below ones and a short analysis based on the interviews is following.

1 Team work and collaboration.

“Because HR professionals are focused on finding and creating the best workplace possible, it is extremely important that we find collaborative team members who believe in our mission,” says the director of HR in Human Manpower Organization in Greece. You might think that teamwork would be a given in a field like HR, but it’s in-demand to the point of making the top-five skills on job postings.

This could reflect a mindset of HR professionals who look to the overall vision of the organization instead of just the rules and tasks that make up their daily work. “I wish that more applicants would be oriented toward change and growth instead of just working with the existing HR processes,” also says. Collaborating in HR often means working with professionals from many different departments, some of which might be outside of your personal wheelhouse. It’s important to know what you don’t know—and be willing to learn.

2 Scheduling

The second most frequent answer was scheduling and planning skills. Innovation according to the participants wants HR candidates with scheduling skills because many positions require juggling and prioritizing tasks on a team in order to set and implement an innovation project. It’s important to be able to create a plan that allows everyone to achieve their goals based on an innovative idea.

3 Administrative expertise

Since the topic is regarding the innovation in public sector, civil servants from the Ministry of Interior state clearly that administrative tasks remain a major part of the HR role. Administrative duties involve areas like employee leave, absence, absence files, the in- and outflow of employees, payroll and other topics. If an employee does not have such basic skills, innovation of course cannot be fostered and implemented.

Despite the rise of digital HR and the increase in automation of HR tasks, administrative duties still haven’t disappeared (yet). They are mentioned as an integral part of the job in many of the job postings. Being an administrative expert helps in entering data in a precise manner.

4 Decision-making skills.

The findings of this research based on civil servants’ opinions, indicate that to deal with all the situations and problems that may arise in the innovation process, various approaches for making decisions and understanding innovation are needed. However, regardless of the appropriateness of these approaches for given circumstances, they receive different levels of acceptance at an organizational plane. This puts decision makers in the conflictive situation of sometimes having to use approaches to work that are appropriate but not accepted, and other times accepted but inappropriate. Furthermore, an organization’s potential to create new products, and consequently

its future competitiveness, depends on how its members deal with the organizational acceptance of the approaches used.

There is a lot of decision making involved in innovation. One good example is during the recruitment process where they have to decide whether an applicant is the right fit for the role or not. Recognizing good talent and eager to innovate is not something you can easily learn. It requires strategy, experience and intuition.

Based on semi-structured interviews as described in, respondents were asked to talk freely about how various organizational processes are carried out during an innovation project, how they consider these processes should be carried out and what skills are required to foster innovation. Decision making was of course one of these skills because daily reality for people involved in decision making seemed to present a constant choice between contradictory approaches for making decisions and understanding innovation. We discovered that, due to the complexity of the innovation process, there is no single approach for making decisions or understanding innovation that is suitable for all situations. In other words, the different approaches are not contradictory but complementary, enabling solving all type of problems that may arise in the innovation process. That is why this skill is necessary or required to develop innovation within the public sector departments.

4 Motivation

Employment of highly disciplined and qualified staff should be an important aspect that could help with the innovation success. Since, these employees do not have to be controlled constantly, and therefore, the company management can focus on Public Sector innovation. According to the answers of the participants part of motivation is work motivation which consists of direct and indirect motives.

Direct motives are internal and indirect motives are external. A more detailed division is as follows and the employees basically should be:

- motivated based on the attractiveness of work (intrinsic motivation),
- motivated based on financial rewards (extrinsic motivation),
- motivated based on personal reputation,
- motivated consisting of the social mission work.

If the author could provide the reader with some extra details related to the results of this question regarding the skills and actions so far that civil servants have to do, they are summarized as above:

1. Think beyond the invisible frameworks that surround problems/situations
2. Recognize when assumptions are being made and challenge them
3. Spot blinkered thinking and widen the field of vision (to draw on the experiences of other individuals/businesses)
4. Develop/adapt ideas from more than one source
5. Practice serendipity (finding valuable and agreeable things when not particularly seeking them) -having a wide attention span and range of interests is important
6. Transfer technology' from one field to another
7. Be open/prepared to use chance or unpredictable things/events to advantage
8. Explore thought processes and the key elements of the mind at work in analysing, valuing and synthesizing
9. Use his/her "depth" mind (the unconscious mind) for example by sleeping on a problem to generate creative solutions to problems
10. Note down thoughts/ideas that apparently drop into the mind unsolicited so that they are not forgotten
11. Use analogy (to improve imaginative thinking) to find 'models' or solutions in 'nature', in existing products/services and/or in other organisations -not always reinventing the wheel
12. Try, as appropriate, to sometimes make the strange familiar and the familiar strange to spark new ideas
13. Make connections with points that are:
 - apparently irrelevant
 - disguised/buried or not easily accessible
 - outside own sphere of expertise
 - lacking authority
14. Suspend judgment to encourage the creative process and avoid premature criticism - analysis and criticism repress creativity
15. Know when to leave a problem (remaining aware but detached) for solutions to emerge -patience is important here as is the suspension of judgment

16. Tolerate ambiguity and occasionally live with doubt and uncertainty
17. Stimulate own curiosity (in everything including travel) and the skills of observation, listening, reading and recording.

Question 13: Of what skills do your organization / service lack?

On the other hand, the civil servants lack of basic skills according to the majority of respondents. The most frequent answers are summarized below.

1. Critical thinking/problem solving

A whopping 60% of hiring in Public Sector persons and also participants of this research believe candidates lack critical thinking and problem solving skills. Problem solving skills show employers that you are able to work independently and think critically to find solutions to everyday obstacles.

2. Attention to detail

Attention to detail came in as the second most lacking soft skill at 56%. If you pay attention to detail, your work is always thorough and accurate in concern to all the areas involved. While this skill isn't black and white, there are behavioral indicators hiring managers can pay attention to in order to see if you have them. For example, civil servants representing the Greek Embassies in Europe reported that civil servants' work many times requires thorough checking and monitoring, many of them do not check at all. Elaborating on this, overlooking minor details can be costly. Such a civil servant is spending labor hours and resources to correct a problem, but also trying to figure out where and how the problem occurred and how you can prevent similar issues from happening in the future.

Perhaps most importantly, a lack of attention to detail can have a negative impact on employee morale. No one wants to think of themselves as the person who always drops the ball, and those who struggle with details may feel unsuited, unskilled, or otherwise unable to advance in their careers.

3. Communication

Communication skills come at 46% as the third most lacking soft skill. This is a problem because every relationship in your life is impacted by the ability or inability- to communicate well.

Good communication is so vital but lacking as well, because it encourages better understanding, helps the employees resolve conflicts, inspires trust and respect and allows creative ideas to flourish since they communicate in a variety of ways through body language and in conversation, on-and-offline.

4. Leadership

Good leaders are in high demand, with 44% of hiring managers seeking candidates with leadership capabilities. Employers want to know if a job candidate has the potential to contribute to the company and the team by taking on the responsibilities of a leader.

5. Teamwork

Regardless of the position, being able to work well with others is crucial from entry level to the C-Suite. Yet, 36% of hiring managers said teamwork is a key skill missing in many candidates' repertoires. According to the analysis of the answers of the participants, the experience as a team member is a good indicator of how you communicate, collaborate, and generally, how well you get along with others.

It needs to be understood however that many groups / teams do not progress neatly, or harmoniously, through the concept of innovation due to some human resources skills that lack. Many falter at the forming and storming phases, perhaps members are insufficiently motivated, irreparable conflicts emerge. Leadership is important and sometimes failure occurs because of the lack of a natural or suitable leader who is either appointed or emerges. There are many ways in which group/team development can be restricted and that is why normally it is better to have a group/team leader, be they acting with (i.e. 'appointed') or without (i.e. self-selected by team or group) formal authority. The average of the participants on the other side also defines a number of *obstacles* which inhibit creativity regarding the skills that lack from the employees. The seven main ones are:

1. Negativity
2. Fear of failure
3. Lack of quality thinking time
4. Over-conformance with rules and regulations

5. Making assumptions
6. Applying too much logic
7. Thinking you are not creative

In healthcare systems other barriers to innovation according to the ----- would include:

1. Real or perceived lack of resources (money and human)
2. Political impacts
3. Lack of enthusiasm for change
4. Blame culture
5. Lack of evidence to support change

Question 14 & 15: Do you think that there are enough educational institutions / institutes that provide these necessary skills to support / encourage innovation? If yes, please mention one or some of them.

In this question the answer was clear and easy one to report. The 38% of the participants answered positively that yes there are enough educational institutions but no further elaboration provided on this, while the 62% of the participants answered that no there are not enough educational institutions but in this case the participants elaborated more. More specifically, according to the majority, there are not enough institutions of higher education to serve a growing demand; there are not enough players pushing the envelope on innovations in curriculum and pedagogy; there are not enough financing opportunities for students to access the opportunities that do exist; and there are not enough efforts made to serve a variety of vulnerable populations – the growing global population of refugee learners and perhaps innovative solutions on this, for example.

In the second part of the question regarding the institutions existed and at the same able to foster innovation was very clear since there is a National Centre for Public Administration and Local Government (Greek: Εθνικό Κέντρο Δημόσιας Διοίκησης και Αυτοδιοίκησης, ΕΚΔΔΑ). Most of the participants stated this centre as an example since as they mentioned, it is the strategic agency of Greece for the training and education of public servants and local government employees and can totally serve the purpose of innovation along with the Ministry of Administrative Reform and e-Governance as Legal Entity of Public Law. Others answers included

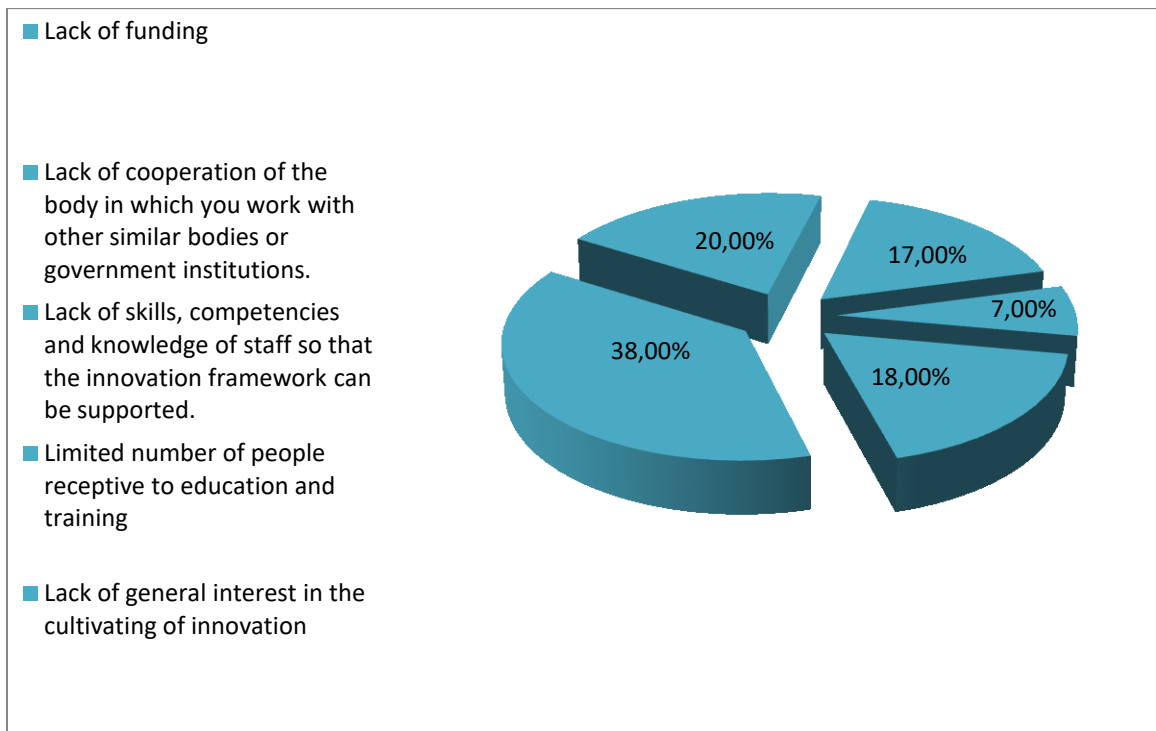
the National and Kapodistrian University of Athens, since it is the largest state institution of higher learning in Greece, and among the largest universities in Europe. Participants have the information that all funds of this University are invested into the management and operation of educational, research and cultural programmes, into student and staff services and grants.

Question 16: What are the main obstacles against development skills related to cultivating a culture of promoting innovation in your organization?

In this question the answers begin with the fact of lack of funding. Financial incentives can play an important role in promoting innovation in the public sector, even in a context of tight budget constraints in most OECD countries, the strategic use of budget tools and flexibility combined with outcome goals can support innovation in the public sector but often the lack of funding is considered as obstacle in skills development. Financial incentives, such as central innovation funds or efficiency dividends, can spur on innovation and support and impact public organizations' capacity to support innovation along its life cycle, in particular to source ideas and to replicate results at a larger scale. The second most frequent answer was the lack of cooperation. Specifically civil servants from the Ministry of Interior stated that when colleagues are unwilling or unable to work effectively together in the workplace, it also inevitably wrecks havoc on productivity and morale. A lack of cooperation can lead to resentment, cost overruns, lost business and a deteriorating workplace culture. Further on, innovation cannot be cultivated if such a major principle is missing. The third most frequent question is lack of interest in innovating the public sector. The innovative process carries no guarantees, and the consequences of fear of risk tend to make organizations prefer the status quo and this makes them uninterested in innovation. Specifically civil servants participated in this research defined some reasons of this lack of interest.

1. No motivation
2. Lack of focus
3. Impatience
4. Lack of educational background in order to grasp the concept of innovation from within

A framework of answers is presented in the below graphic.



Question 17: Do the human resources or the management department itself participate in conferences / seminars or innovation laboratories related to the nature of the organization services itself? (E.g. vocational education and training seminars, counseling, technical support, public service delivery, etc.)

These results confirm the author’s expectation that workshop attendance is important in acquiring state-of-the art knowledge on external developments as a dominant source of competitive advantage for the organization. Furthermore, workshop attendance is positively related to individuals’ level of education. Particularly in workers’ mid-career years, attending workshops appears to be an important mode of learning. Moreover, we find that workshop attendance is complementary to training participation instead of a substitute.

So, in this question the 61% of the participants said yes, 23% said not at all, 17% said that there some times that the organization has participated in such initiatives.

Question 18: Do you think that an innovation workshop in your service or organization could offer new opportunities for human resource development and training as well as service improvement? If yes, please explain)

The role of the labs in the policy making process varies depending on their status within the government. The vast majority of respondents report that the policy labs should be involved in the

early stages of policy design (e.g. problem identification, piloting and policy development). This seems highly appropriate since in order to promote innovation, policy labs need to influence the development of new policies. A minority of respondents said that the labs should also be involved in later phases of the policy development process e.g. monitoring and evaluation. The strategic influence of a lab will have an impact over how influential it can be. Perhaps for this reason policy labs tend to be located in the centre of government, either with the Secretary General or in a specialized unit in a Ministry. However, a large minority of respondents reported some innovative organizational structures, which tend to include greater independence from political influence e.g. a shared unit across multiple different ministries / municipalities or a free standing organization outside of a Ministry. Specifically, 67% of the participants pointed out the importance of an innovation lab within the organization. An innovation lab is tasked with coming up with new ideas, executing them, and iterating until the idea is fully executed or integrated into the business. Those who work in the lab draw from cross-functional expertise and collaborate to create products and services, often for a specific organization. Participants considered an innovation lab as a dedicated team who works to provide development, service improvement and efficient processes. The innovation lab may also conduct market research, or keep abreast of potential disruptors in the field. Often, it does a mixture of both. OAED respondents said that they could use such a lab to create an app for faster and cheaper documentation issuing, in order to avoid bureaucracy for both of them but also for clients (public in this case). Furthermore, Ministry of Interior participants talked about security and data safety. As they explained they collect a lot of data that they do not need and can't analyze. Maybe such an innovation lab could find a way to support Ministries and their needs. As per their point of view Innovation labs are often framed as vehicles for "discovering the future" For instance, it may aim to "ensure long-term social cohesion and high quality of life." Such freedom from immediate results creates space for blue-sky thinking and activities such as horizon scanning, foresight scenarios, strategic planning, and emergent signal analysis.

Except for the opinion of the participants regarding the efficiency of an innovation, they also answered in there such initiatives in their working place. The vast majority of responding administrations reported that they either already have policy labs or they plan to create one. Only a small number of respondents stated that they do not have a policy lab and have no plans to have one in the future. This shows the extent to which labs and behavioral insights have now become integrated in public sector policy making in a relatively short time: most of the existing policy labs were founded after 2010. So the use of policy labs is now extensive across Europe and in this case

Greece and it is likely to increase in the future as the number of labs expands and the number and complexity of public policy issues that cannot be dealt with successfully using standard tools, increases. Nevertheless, the ways that policy labs are structured and the type of work they do vary significantly between respondents.

Questions 19 & 20: For example, the *Compass of transparency* is an automated online tool that gives citizens the opportunity to monitor in real time the implementation of all data, services and requirements. Do you think such an anti-corruption tool could help the Greek Public Administration in terms of transparency? How could citizens benefit from the aforementioned instrument? Please express your thoughts.

The vast majority of respondents report that transparency and citizen participation are key tools in the development of good governance. Both help to create the conditions for citizens to understand and evaluate the decisions which the government is taking on their behalf, as well as to ensure that their own needs and views are taken into account in the decision-making process. Effective transparency and participation can help to drive out corruption and government malpractice. They are also more positive tools as they help produce the conditions for increased trust. Finally, they also help governments to draw on the skills and experience of citizens to enable better decision making and the delivery of more effective public services. According to participants view, such a tool could potentially act as a deterrent to any attempt at fraud or corruption within the Greek Public Administration. Moreover, some participants talked about complaints mechanisms that can allow citizens to provide feedback to public authorities on the standards of services they receive. They may provide an important accountability mechanism which allow civil servants and elected officials to identify where public services are being delivered ineffectively or inefficiently. When such mechanisms deal with complaints quickly, they can help to create the conditions for increased trust. If used proactively, complaints mechanisms can also help governments to identify new ideas and increase citizen participation. Since there are no established complaints mechanisms that would allow citizens to provide feedback on the quality of public services, all citizens can have a possibility to communicate with public agencies but such complaints mechanism should be institutionalized. An established channel for complaints will have a large influence on the quality of public services and on the accountability of the institution itself. It will also serve as an opportunity for Mayors to tailor the services of the municipal institution to the needs of the citizens. Author says that no guidelines exist on providing feedback to citizens about the complaints voiced regarding public services; nevertheless, there is a

growing necessity to establish a mechanism that provides a systemic approach for measuring public attitudes on municipal services. In this regard, the first steps taken by the municipality should include analysis of existing municipal services, establishment of internal regulations that provide for a possibility of a systematic overview and evaluation of service delivery and establishment of transparent and efficient communication tools, including electronic tools for engaging with citizens about their attitudes towards local service delivery quality. It is important to consider the development of a periodic survey system that would allow local public officials to analyze the service delivery system through public opinion research.

In general, the views on this topic were very positive but also there were some opinions against such initiatives.

More specifically, a small amount of the participants reported that in the absence of ethics and public accountability, corruption and malpractice is allowed to thrive, which undermines the foundations of a peaceful, prosperous and just society. Corruption is a major challenge to democracy and the rule of law and it is not so simple for someone to find a solution, let alone an online tool. This may result in decisions and resource allocation that do not reflect the interests of the public and concentrates political power in the hands of the few. It in turn causes political leaders and institutions to lose legitimacy and public trust, which reduces their ability to govern. The issues are severe and such tools and transparency programs are far away from the existing mindset in Greece. According to this minority of participants, the truth is that such anticorruption initiatives may have positive results but if they are not correctly monitored they can also result in the loss of public money, which reduces the capacity of authorities to act in the interests of the public, resulting in worse services and outcomes for people.

Question 21: What is your general opinion on citizens' access to justice and the legal system? How do you think citizens could be involved in this or express their views with a view to transparency and impartiality of procedures?

The justice system is a vital public service. It upholds our laws, defends our rights and supports our institutions. Half of the participants will use the justice system at some point in our lives. This may be as a consequence of crime, or to help solve other everyday problems with housing, debt, employment or relationships.

The justice system feels remote, confusing, intimidating and inaccessible to the majority of participants. Only 39% of the participants believe that the Greek justice system works well for citizens. People using the justice system, often through no choice of their own, find themselves dependent on professionals and specialists to make sense of their options and help them navigate the process.

According to this research, while most people value the justice system and would expect to be treated with respect, the majority of the public also think it should be easier for people who haven't broken the law to solve their problems and get support. We found civil servants that would worry about using the justice system for a number of reasons:

Firstly, many people have real concerns about the amount of support and advice available to help them through the justice system. 72% agree that trying to solve their problems might not be worth the financial and emotional cost.

Secondly, only 48% of civil servants participants believe that if they had to go to court, their outcome would be fair.

The majority of civil servants answered that Greece needs a justice system that works well for citizens, and a responsive justice system that takes people's needs into consideration. This means a public service that provides support, information and advice to help people to understand their options and access resolution. It should provide and promote alternatives to court and make them easier to access. It should build on the positive expectations people have about the way they'll be treated to ensure as many people as possible leave the justice system with their problems resolved, and a more positive opinion about the process by which they did it.

This report is just one step in better understanding citizens' needs.

Question 22 & 23: Following innovative practices, do you think artificial intelligence applications with evolutionary algorithms could be programmed to autonomously determine how laws can and should be amended? As an evolutionary algorithm in this context could be meant any automated process or executable request by a user in order to solve a problem. In your opinion, could decisions made in a virtual reality environment create proposed legislation? What are your thoughts (if any) on the future of virtual reality in relation to management?

The constant increase of technical possibilities makes the automation of processes more and more attractive for the public administration. Due to the advances in Artificial intelligence, processes can be automated today which only a few years ago had to be carried out by humans. But not all administrative processes can be automated from a technical point of view. From the multitude of several thousand administrative procedures, decision-makers must select those processes which are deemed appropriate for partial or full automation. Coming to the analysis of the answers given, the majority of respondents, a percent of around 57% reported that yes, public administration has adopted information and communication technology in order to construct new intelligent systems and design new risk prevention strategies in transportation management and the possibility of integrating the Artificial Intelligence in Public Administration would of course a step closer to the concept of innovation. The ultimate goal according to civil servants representing the Greek Embassy in Berlin is to improve the quality of the service delivery and data protection. The participants who have been asked about their opinion regarding the effectiveness of the AI in public sector they noticed and reported the below capabilities.

- Collecting, processing and analyzing information from large numbers of digital images or videos
- Interacting with service users or citizens/customers in a semi-automated manner through chat bots and virtual assistants or conducting sentiment analyses based on the interpretation of textual data supported by Natural Language Processing (NLP) to understand audio and text.
- Analysing huge volumes of data to make predictions which are way more comprehensive and accurate and/or support human or automated (e.g. algorithm-based) decisions including for the prevention of crime or an enhanced intelligence of future trends in our economies and societies.
- Receiving case-based guidance from past experiences as well as support in the automation of processes and tasks (both at individual level – think of surgery operations – and at organizational level – such as for monitoring and reporting).

These capabilities and applications could also play a significant role in various governmental tasks related to policy making. For example, and based on the evidence gathered from the questionnaire reported herein, an early data intelligence exercise can assist public decision makers in detecting emergent societal problems or citizens' concerns much promptly, enabling more

timely and accurate policy responses. This is being experimented in the analysis of business data from tax declarations or patient behavior according to medical prescriptions. For policies or services already in implementation, activities like the sentiment analysis of citizens during interaction with government websites or simply on social media could assist in the measurement of satisfaction rates and in the promotion of further participation. As far as customer care and service improvement are concerned, the profiling and therefore classification of users according to their interests or needs can lead to more tailored and appropriate deliveries and quality targets. Finally, semi-automated systems using online chat bots and intelligent agents can be pushed to the limit of integrating general or specific advice with recommendations on how to further improve the user's experience.

However, this overview and research of the general challenges of AI adoption and effective use in the public sector would not be exhaustive, if we did not mention the debate linked to the concerns on possible downsides and misuses of AI. Specifically the 43% of the participants laid out negatively in the integration of AI in Public Sector. They reported that the difficulty of operationalising such high-level definitions is evident, though, even more so when dealing with AI use in the public services. In fact, machine learning techniques or predictive models do not interact per se with the world around them but only as embedded in existing software or hardware. Studying the development and use of algorithmic models in the public sector is worthwhile, but only shows a narrow view of the algorithms themselves and not how they are embedded into existing infrastructure and work practices. Further to that, the decision to adopt an AI solution within a public organisation is not a straightforward process, with even more difficulties lying in the use of the AI solution with the end users, be they civil servants or citizens or businesses. There can be indeed a great difference between what developers aim to achieve with their AI and how it is functioning in practice.

Moreover, when new technologies are adopted in the public sector, grasping their full potential is challenged by the difficulty of aligning it with the required changes in organizational processes and structures, not to speak of staff acceptance and skills. With the adoption and use of AI technology, it is likely that this process is not going to be any different. In line with this recognition, most of the civil servants replied that the AI in the public sector also recommends focusing on the quick wins, before tackling more structural challenges. While some of these quick wins can already provide value and convenience to citizens, only time will tell us whether the use

of AI will help bring more transformative impacts or suffer from the same issues faced by earlier waves of government digitalization.

According to the participant's point of view and after analyzing their answers, one of the biggest challenges is the characteristic of machine learning technology being considered as a 'black box'. It is extremely challenging, even for the programmers, to understand how machine learning algorithms function. Whereas it is possible to understand which kind of data is used and to define the outputs of the system, the inner workings of the algorithm are incomprehensible for many, if not all, lay people, posing challenges in terms of accountability, liability and trust. There is also a risk, when AI systems use historical data, to import and amplify biases which users might be unaware of. Additionally, the exclusive reliance on online data for policy making exposes to the risk of excluding the voices that are not captured by digital means, further enlarging the digital divide that exists in our societies. A further risk of AI relates to the protection of privacy due to the fact that many devices and services gather data without the user's full understanding of what is done with it afterwards. This risk is increased when an extended use of algorithms allows to infer information about individuals they have not even voluntarily shared, such as sensor or location data, leading for instance to the detection of health conditions, a private and sensitive data, from apparently public or non-sensitive information, and to inform potentially discriminatory treatment. Finally, there are economic and social concerns linked to the deployment of AI in general, and specifically in the public sector. First, the fear of job losses once AI takes over many tasks previously conducted by humans is of particular interest in public administration, with regard to the debate on the changing nature of work due to the rapid advancements in technology and automation, which are increasingly substituting both routine and cognitive tasks, leading to concern especially in older generations. One could for example search for the various online machine learning "cheat sheets" shared by data scientists online with an overview of all the mathematical equations and purposes of the different machine learning algorithms and methods. Recruitment systems, career models, and job organizational structures are already being transformed by AI and will be even more in the future, raising a number of questions for researchers and policymakers, with regard to the emergence of new educational and lifelong learning needs, or the perspective to re-engineer social protection and healthcare systems, as well as the entire organization of the economy and society, with clear impacts on the way public administration operates and public services are provided.

Question 24: All the above presuppose the provision of funding for their implementation. Do you have any government funding initiatives in mind that could be used to develop innovation?

Innovators can pop up out of anywhere, and they need to be supported. It is for this reason that many governments have developed ways for government funding of innovation that entrepreneurs, small businesses, and startups can have access to, providing them with the support they need to grow their business and positively impact the economy. In the case of Greece the 57% of the participants reported that no there is no funding in place to promote innovation. The pretext has to do with the innovation but the real waste of money is not in purpose of innovative initiative. 3% of the participants replied that they are not aware of government funding initiatives while 40% of the participants replied that in the organization in which they work there are many innovative initiatives and are constantly being monitored and evaluated in order to help guarantee success. Basically, a participant representing the Ministry of Interior reported that after the era when unemployment rates in Greece were around 19% and nearly 20% respectively, new employment opportunities came up from these innovative projects and while the Horizon 2020 program (Horizon 2020 was the given example) is nowhere near a perfect system, it does show that Greece is making strides in encouraging innovation. More than 20 participants talked about the program Horizon 2020.

Horizon 2020 is the EU Research and Innovation Framework Program with nearly €80 billion of funding available for the period 2014-2020. The program supports the 'Europe 2020' (Greece is also a part of this deal) growth strategy which places research and innovation at the centre of smart, sustainable and inclusive growth, while effectively tackling societal challenges.

One of these funding initiatives is the Open-air.

The project is implementing the pilot program Open Access to research in the EU within the 7th Framework Program. All researchers who are funded by the EU will have to publish the results of their research on an open access infrastructure, so that they are accessible online to everyone. EKT is the Greek Open Access Centre for research results within the 7th FP.

Another given example of the participants regarding funding initiatives is the present project about the Greek public spending. This is mainly based on data feeds provided by “Diavgia”, the first Greek Government Open Data API (opendata.diavgeia.gov.gr). Diavgia, which is the Greek word for clarity, through its API offers the possibility for publicly accessing all the Spending

Decisions of the Greek Public Sector Organizations. Technically speaking, Diavgia is an XML based API, hosting all the public spending decisions in XML files. However, this information is served massively and heterogeneously - mostly due to different bureaucratic procedures and paperwork formats, while its diffusion does not occur at regular or at least generally predictable time intervals. Thus, even though the information is available by the involved public sectors, enterprises and citizens are overwhelmed from the size/inconsistency of the information they deal with. The scope of this publicly accessible Web point is two-fold. Firstly, it aims to promote clarity and enhance citizen awareness regarding public spending in Greece through easily consumed visualization diagrams. Information provision is based on semantic processing of real-time open data provided by Greek government (“Diavgia”) and the Greek Taxation Information System. Secondly, a proposed ontology for public spending in Greece functions in two distinct levels. It checks the validity of the publicly available data accessed by the system, cleaning and reconstructing in parallel false entries, while it will interconnect the data to existing ontological and data schemes derived from other similar initiatives worldwide and core vocabularies.

Chapter 6 | Conclusion and Recommendations for future research

This study first of all has been able to examine the challenges of Public Administration. The analysis demonstrates that public administration is very essential state apparatus and a precondition for effective service delivery. In this thesis it is recognized that the Public Sector today is showing elements of weak administrations, institutional infractions as well as lack of accountability. Though under the umbrella of the OECD, many countries grasped these weaknesses and day to day they try through new innovative initiatives to explore different ways of cooperate, co-create practices and cultivate relationships that will eliminate or at least reduce the difficulties and issues, if someone may say, that Public Administrations have to face. Moreover innovation does not have to only with problems that the civil servants know but also with those that are yet to emerge and they may require prompt reaction by government.

Coming to the concept of innovation in Public Sector this thesis analyzed some Good Practices in OECD countries that demonstrate the progress and development of states to address the complex policy problems of an increasingly systemic nature of the twenty-first century. Some of these practices are the establishment of Innovation Labs in Denmark, United Kingdom etc., and the Public Service Development Agency of Ministry of Justice of Georgia or the Greece-OECD Anticorruption Action Plan.

Since Public Administration is no doubt one of the cornerstones and core elements of good governance, especially in Greece that till today faces bureaucratic challenges and issues, it was important to focus in the last chapters on the ways that Greek Public Administration can be benefited from innovation, to level up the old practices and to provide outcome that the participating public or communities can hold public authorities accountable for the common good. The ways of ensuring and fostering innovation in Greek Public Administrations as enumerated and examined through the respective questionnaire shared to Greek civil servants in this study is a pathway toward creating an avenue of effective service delivery.

Last but not least, it is the suggestion of this thesis that to properly engage the numerous challenges affecting the Greek Public Administration for good governance and quality service delivery, far-reaching reforms are inevitable.

The research study design and proposed methodology provided an opportunity to explore new governance initiatives and proposals to innovate the Greek Public Sector. Methods were selected to sufficiently collect relevant information that would address the principal research questions but of course further research is needed as to how these initiatives can be implemented and mainly how can be maintained and integrated in the Greek culture and mindset.

Citations

Appendix 1 - Questionnaire in Greek

Τμήμα Διεθνών και Ευρωπαϊκών Σπουδών

Μεταπτυχιακό Δίπλωμα Ειδίκευσης στη Διεθνή Δημόσια Διοίκηση

Έρευνα σχετικά με τις προκλήσεις που αντιμετωπίζει η Δημόσια Διοίκηση, καλές πρακτικές διενεργούμενες από τα κράτη μέλη του Οργανισμού Οικονομικής Συνεργασίας και Ανάπτυξης και προτάσεις για καινοτόμα βελτίωση της Ελληνικής Δημόσιας Διοίκησης

Ημέρα	
Ωρα	
Αριθμός Ερωτηματολογίου	
Όνομα	

Πρώτο Μέρος

Τίτλος Ερώτησης

1. Οργανισμός τον οποίο εκπροσωπείτε

Τίτλος Ερώτησης

2. Τμήμα Διεύθυνση / Γεν. Διεύθυνση / Υπηρεσία

Τίτλος Ερώτησης

3. Θεσμικές διατάξεις

Γνωρίζετε αν στο φορέα που εργάζεστε υπάρχουν δομές ή διαδικασίες ικανές να στηρίξουν προγράμματα ή πρωτοβουλίες σχετικά με την προώθηση της καινοτομίας;

Τίτλος Ερώτησης

4. Καινοτόμες προσπάθειες του οργανισμού/ τμήματος σας. Ως καινοτομία ορίζεται «η εφαρμοσμένη χρήση της γνώσης με σκοπό την παραγωγή ή/και παροχή νέων ή ουσιαστικά βελτιωμένων προϊόντων, διαδικασιών ή/και υπηρεσιών που βρίσκουν άμεσης παραγωγικής, χρηστικής εφαρμογής». Εναλλακτικά μπορεί να ορισθεί ότι η καινοτομία συνίσταται στην παραγωγή, την αφομοίωση και την εκμετάλλευση με επιτυχία των νέων τεχνολογικών επιτευγμάτων ή ιδεών.

Εσείς τι αντιλαμβάνεστε με τον όρο καινοτομία σε σχέση με το εργασιακό σας περιβάλλον και τα αντικείμενα εργασίας σας

Πιστεύετε ότι το ισχύον θεσμικό πλαίσιο μπορεί να υποστηρίξει επαρκώς την προώθηση της καινοτομίας στον οργανισμό σας; Παρακαλώ επεξηγήστε.

Ποιες είναι οι απαραίτητες προϋποθέσεις κατά την γνώμη σας για την προώθηση της καινοτομίας εντός του υφιστάμενου θεσμικού πλαισίου ώστε να μπορούν να στηριχθούν και να αναπτυχθούν καινοτόμες πρακτικές;

Τίτλος Ερώτησης

5. Υπάρχουν πρωτοβουλίες σε ισχύ από την πολιτικο-διοικητική ηγεσία που υποστηρίζουν την καινοτομία και την ανάπτυξη του οργανισμού/ τμήματος σας;

ΝΑΙ

ΟΧΙ

Αν ναι, ποιες είναι αυτές; Παρακαλώ επεξηγήστε.

Τίτλος Ερώτησης

6. Ποιοι παράγοντες καθιστούν δυνατή ή διευκολύνουν την ανάπτυξη της καινοτομίας στον οργανισμό στον οποίο εργάζεστε;

7. Ποιο ή ποια από τα παρακάτω θα αποτελούσε κινητήριο δύναμη για περαιτέρω ανάπτυξη της καινοτομίας για τον οργανισμό/τμήμα που εργάζεστε;

- Μείωση των δαπανών σχετικά με το ανθρώπινο δυναμικό.
- Μείωση των δαπανών για αγαθά και υπηρεσίες.
- Εισαγωγή νέας υπηρεσίας ή παροχής.
- Ανάπτυξη της ποιότητας των παρεχόμενων υπηρεσιών.
- Περισσότερο αποτελεσματικές διαδικασίες και βελτιωμένη υλικοτεχνική υποστήριξη (π.χ. απλουστευμένες διαδικασίες, χρονικά διαστήματα, αποδοτικότητα και αποτελεσματικότητα).
- Πρόσβαση σε εξειδικευμένες τεχνολογίες ή πληροφορίες.
- Ενίσχυση των δεξιοτήτων του προσωπικού.
- Συνεργασία με όμοιους ή αντίστοιχους φορείς εγχώριους ή διεθνείς.
- Υλοποίηση διαβουλεύσεων με ενδιαφερόμενους φορείς ή εκπροσώπους της κοινωνίας των πολιτών με σκοπό την διατύπωση απόψεων σχετικά με το πεδίο εφαρμογής και τις προτεραιότητες του φορέα σας

Άλλο (παρακαλώ προσδιορίστε)

Τίτλος ερώτησης

8. Διαθέτει ο οργανισμός ή η υπηρεσία όπου εργάζεστε κάποιο είδος υποστηρικτικού μηχανισμού καινοτομίας; (π.χ. συνεργασία με Πανεπιστημιακά ιδρύματα, μοντέλα καινοτομίας όπως π.χ. από έξω προς τα μέσα -outside-in process- με ενδυνάμωση των γνώσεων της υπηρεσίας προερχόμενες από το εξωτερικό περιβάλλον ή από μέσα προς τα έξω -inside-out process- το οποίο περιλαμβάνει την προσπάθεια ανάπτυξης εγχειρημάτων μέσω της μεταφοράς της υφιστάμενης γνώσης προς το εξωτερικό περιβάλλον).

Τίτλος ερώτησης

9. Αν ναι, πόσο καλά αυτοί οι μηχανισμοί μπορούν να υποστηριχθούν από τα μέλη του οργανισμού/ υπηρεσίας στον οποίο/οποία εργάζεστε;

- Καθόλου καλά
- Επαρκώς

Πολύ καλά

Δεύτερο Μέρος

Τίτλος ερώτησης

1. Ποιές δεξιότητες του προσωπικού είναι αναγκαίες ή απαιτούνται για την ανάπτυξη της καινοτομίας εντός της υπηρεσίας/οργανισμού στον οποίο εργάζεστε;

Ποιές δεξιότητες του προσωπικού εκλείπουν από την υπηρεσία / οργανισμό στον οποίο εργάζεστε;

Πιστεύετε ότι υπάρχουν αρκετά εκπαιδευτικά ιδρύματα/Ινστιτούτα που παρέχουν αυτές τις απαραίτητες δεξιότητες ώστε να υποστηρίξουν / ενθαρρύνουν την καινοτομία;

Αν ναι, παρακαλώ αναφέρετε κάποιο από αυτά τα εκπαιδευτικά ιδρύματα / ινστιτούτα

Τίτλος ερώτησης

2. Ποια είναι τα κύρια εμπόδια για την ανάπτυξη δεξιοτήτων σχετικά με την καλλιέργεια μιας κουλτούρας προώθησης της καινοτομίας στον οργανισμό σας;

- Έλλειψη χρηματοδότησης.
- Έλλειψη απαραίτητων ειδικοτήτων στα συναφή εκπαιδευτικά ιδρύματα.
- Έλλειψη συνεργασίας του φορέα στον οποίο εργάζεστε με άλλους όμοιους φορείς ή κυβερνητικούς θεσμούς.
- Έλλειψη δεξιοτήτων, ικανοτήτων και γνώσεων του προσωπικού ώστε να μπορεί να υποστηριχθεί το πλαίσιο της καινοτομίας.
- Περιορισμένος αριθμός ατόμων δεκτικών στην εκπαίδευση και κατάρτιση.
- Έλλειψη γενικότερου ενδιαφέροντος ως προς τη χρησιμότητα της καινοτομίας για το μέλλον του Δημόσιου Τομέα.

Άλλο, (παρακαλώ προσδιορίστε)

3. Συμμετέχει το ανθρώπινο δυναμικό ή η ίδια η διοίκηση σε συνέδρια/ σεμινάρια ή εργαστήρια καινοτομίας (laboratories) σχετικά με την φύση της εργασίας της ίδιας της οργάνωσης; (π.χ. σεμινάρια επαγγελματικής εκπαίδευσης και κατάρτισης, συμβουλευτικής, τεχνικής υποστήριξης, εξυπηρέτησης κοινού, κ.ά.)

ΝΑΙ

ΟΧΙ

Αν ναι, παρακαλώ αναφέρετε μερικά ή κάποια από αυτά

Τίτλος ερώτησης

4. Πιστεύετε ότι ένα εργαστήριο καινοτομίας στην υπηρεσία ή τον οργανισμό σας θα μπορούσε να προσφέρει νέες ευκαιρίες ανάπτυξης και κατάρτισης του ανθρώπινου δυναμικού αλλά και βελτίωσης της υπηρεσίας; Αν ναι, παρακαλώ επεξηγήστε.

Τίτλος ερώτησης

5. Για παράδειγμα η « πυξίδα διαφάνειας» (Compass of transparency) είναι ένα αυτοματοποιημένο διαδικτυακό μέσο που δίνει στους πολίτες την ευκαιρία να ελέγξουν σε πραγματικό χρόνο την εφαρμογή όλων των δεδομένων, υπηρεσιών και απαιτήσεων. Ένα τέτοιο μέσο καταπολέμησης της διαφθοράς θα μπορούσε κατά τη γνώμη σας να βοηθήσει την Ελληνική Δημόσια Διοίκηση σχετικά με την διαφάνεια; Παρακαλώ διατυπώστε τις σκέψεις σας.

Τίτλος ερώτησης

6. Πως θα μπορούσαν οι πολίτες να επωφεληθούν από το προαναφερθέν μέσο;

Τίτλος ερώτησης

7. Ποια είναι η γνώμη σας γενικότερα για την πρόσβαση των πολιτών στη δικαιοσύνη και στο νομοθετικό σύστημα; Πώς πιστεύετε θα μπορούσαν οι πολίτες να συμμετέχουν στην επίτευξη διαφάνειας και αμεροληψίας των συναφών διαδικασιών;

Τίτλος ερώτησης

8. Εν συνεχεία των καινοτόμων πρακτικών, πιστεύετε ότι οι εφαρμογές τεχνητής νοημοσύνης με εξελικτικούς αλγόριθμους θα μπορούσαν να προγραμματιστούν για να προσδιορίσουν αυτόνομα πώς μπορούν και θα πρέπει να τροποποιηθούν οι νόμοι; Ως εξελικτικός αλγόριθμος σε αυτό το πλαίσιο θα μπορούσε να εννοηθεί κάθε αυτοματοποιημένη διαδικασία ή εκτελέσιμη εντολή από κάποιο χρήστη με σκοπό την επίλυση ενός προβλήματος.

Τίτλος ερώτησης

9. Θα μπορούσαν κατά τη γνώμη σας οι αποφάσεις που λαμβάνονται σε περιβάλλον εικονικής πραγματικότητας να δημιουργήσουν προτεινόμενη νομοθεσία; Ποιες είναι οι σκέψεις σας (εφόσον γνωρίζετε) ως προς το μέλλον της εικονικής πραγματικότητας σε σχέση με την διοίκηση;

Τίτλος ερώτησης

10. Όλα τα παραπάνω προϋποθέτουν την πρόβλεψη χρηματοδότησης για την εφαρμογή τους. Έχετε υπόψη σας κάποιες ποιες κυβερνητικές πρωτοβουλίες χρηματοδότησης οι οποίες θα μπορούσαν να διατεθούν για την ανάπτυξη της καινοτομίας;

Ευχαριστώ πολύ για τον χρόνο σας και δεσμεύομαι να σας ενημερώσω για τα αποτελέσματα της έρευνας μόλις αυτή ολοκληρωθεί.

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