

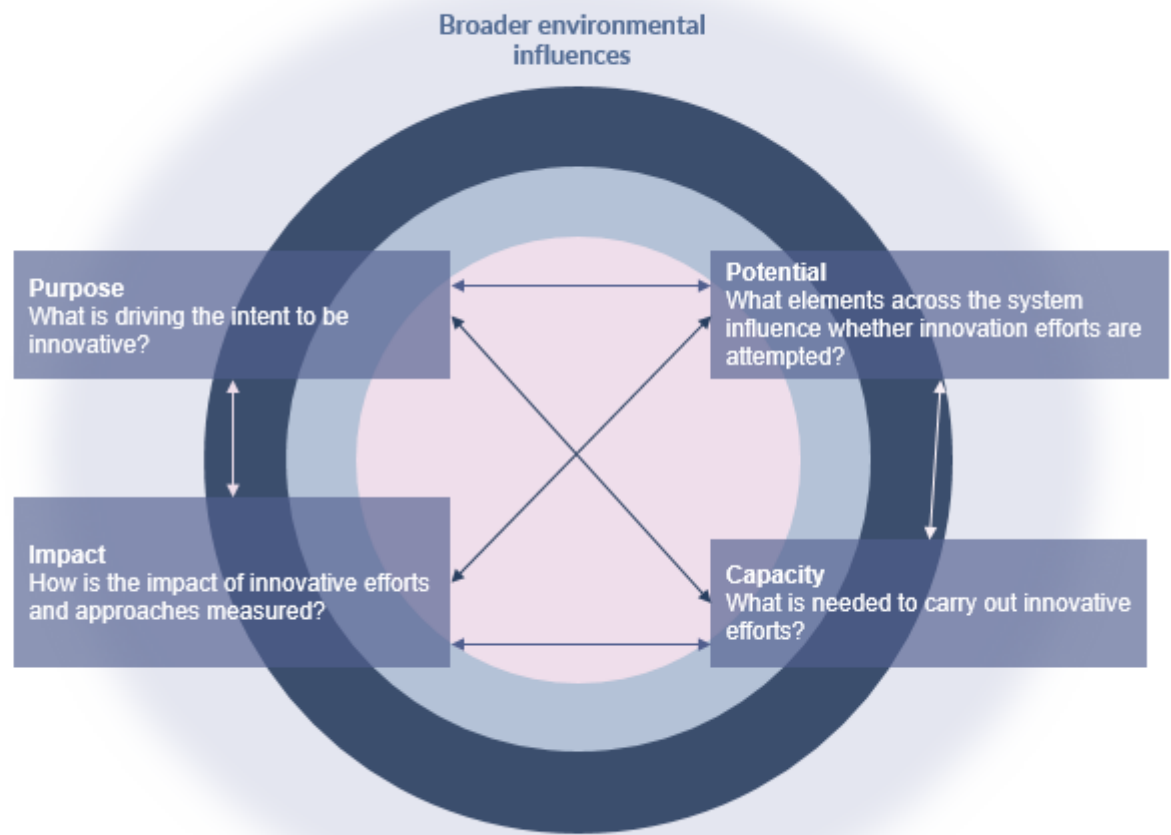
Innovative Capacity of Public Sectors v5 – Framework

Three levels of analysis

- INDIVIDUAL (AND TEAM DYNAMICS)
- ORGANISATION
- PUBLIC SECTOR SYSTEM

Four thematic focus areas

- Purpose
- Potential
- Capacity
- Impact



Navigator			Evidence Base and Theoretical Model
L/H column: Represents 'thematic focus areas' + guiding questions	Top row: Shows three levels where important conditions or drivers can be present	Inside each box Indicate factors/variables emerging from theory and practice that need to be considered for each level and thematic area. Each of these variables or factors is examined in the context of innovation: understanding how each factor contributes to the capacity for, and use of, innovation as a strategic resource.	<p>The framework is grounded in literature or prior research and recognises other systemic elements that shape innovation in the public sector</p> <p>Individual and teams (micro): behavioural insights, AOM/COM-B models</p> <p>Organisational (meso): organisational and cultural theory, innovation theory</p> <p>Public sector system (macro): recommendations and guidelines on regulatory policy, principles of budgetary governance, audit, risk and internal control systems, centre of government decision making, digital government policy framework, public engagement, policy framework on sound public governance, open government, innovative citizen participation and other OECD models (e.g. Anticipatory Innovation Governance, Public Sector Innovation Facets, Behavioural Insights, Systems Thinking)</p>

	Individual	Organisational	Public Sector System (including broader environment)
Purpose What is driving the intent to innovate?	<ul style="list-style-type: none"> Intrinsic motivation: factors including Individual aspirations (e.g. career goals, self-efficacy, prosocial behaviour), job significance, individual satisfaction and engagement Extrinsic motivation: factors including compensation and rewards (financial and non-financial), external recognition (e.g. awards), career incentives 	<ul style="list-style-type: none"> Institutional drivers: Organisational mandate and accountability; missions; strategy, innovation needs assessment Leadership and organisational culture: leadership traits and mindset (e.g. vision and appetite for innovation, actions); attitude towards uncertainty and ambiguity; general appetite for innovation, ethical standards Change drivers: external-to-the-organisation events prompting the need to change (economic cycles, crises, legislative shifts, change in citizens and business demands, audits, media/press); tipping points or organizational barriers (e.g. silos and turfs; service delivery challenges), future uncertainty 	<ul style="list-style-type: none"> Political and government agenda: political direction and priorities, austerity and supernational agendas Global challenges and missions: urgency to action to respond to shared global goals and targets (e.g. SDGs); International standards: desire to adhere to common principles and standards (e.g. Recommendation on Digital Government Strategies, Indicators, Declaration of Public Sector Innovation) Domestic dynamics and pressures: public sentiment / trust, expectations, lobbying pressure, electorate mood, polling Public sector reform agendas: reform efforts indicate the need for new approaches/change theory Public value, democratic principles and ethics: action dictated by responsiveness to democratic and public values (e.g. human rights, freedom of speech, rule of law)
Potential What elements across the system influence whether innovation efforts are attempted?	<ul style="list-style-type: none"> Individual job design: factors include the level and degree of individual autonomy, discretion and ownership of tasks; room allowed to exercise creativity Work environment: quality of team interactions (psychological and intragroup safety, consideration for biases and diversity), trust, opportunity for risk and failure (no effort made vs efforts fail) Perception of context: Perceived openness and legitimacy for experimentation, incentives for innovation, awareness of strategy, perceived and actual rules and parameters 	<ul style="list-style-type: none"> Leadership practice and style: clarity of permission to innovate, mechanisms for collaboration, approach to stewardship Institutional settings: position of the organisation (independence, identity, reputation, funding, stability, trust); shared norms and values that underpins collaboration (social capital) degree of insulation from political cycle, organisational culture Strategy design approaches: innovation explicit in strategy design (e.g. balancing current and future); inclusion of user and staff perspectives and environmental signals Decision making within the organisation: approach to uncertainty, experimentation, and risk appetite and management; approval processes and delegations 	<ul style="list-style-type: none"> Political signalling: mandates for innovation (Innovation Manifesto, Declaration), parliamentary/cabinet decisions, political climate; political-administrative interface Contextual factors and governance dynamics: type and quality of accountability (e.g. centralised vs decentralised models, direct or indirect accountability); decision making, vested interests Existing public governance frameworks: features of regulatory, human resource, audit, budgetary, digital frameworks; possibility to challenge rules/default settings Normalisation: innovation is normalised across the public sector system
Capacity What is needed to carry out innovative efforts?	<ul style="list-style-type: none"> Mindset: entrepreneurial, curiosity, confidence, multidisciplinary, resilience Practical ability: Knowledge and capability, skills (e.g. data literacy, iteration, user-centricity, story-telling, insurgency), tools (methods, techniques, models) and resources (financial and non-financial) Continuous learning and iteration: Time and space for experimentation, learning and failure, reflective practices, making individual plans to use learning for action Demographics: gender, culture and demographics Team dynamics: interactions between individuals and team dynamics, value chain within teams and between teams Time for innovating 	<ul style="list-style-type: none"> Institutional conditions and supports: funding, procurement policies and direct investment; data and knowledge management; IT/technology; partnerships and external engagement, innovation management supports, organisation demographics, value chain Portfolio, program and project management approaches: strategic portfolio (facets / type of innovation including mission-oriented approaches and governance) and innovative project management, funding flexibility, change management strategy, career advancement Workforce strategy, practices and culture: combinations of knowledge, expertise across workforce; HR policy, HR systems including for talent management and recognition, mobility, diversity, recruitment, learning & development, performance management; organisational and workforce culture, organisation demographics 	<ul style="list-style-type: none"> Flexibility of rules and agile processes: agile approaches which allow for experimentation; policy making approaches (including policy coordination) which are open to input from citizens and civil society Institutionalization of innovation: Institutional embedding of innovation, formal bodies and roles (e.g. CIO), integration of innovation approaches (e.g. through internal directives, circulars), intermediation/advisory/support roles Openness and connectedness: networks (national and x-border), partnerships across sectors; open innovation; co-creation and knowledge, interoperability and data sharing, value chain across sectors Data sharing: ability and supports for meaningful and purposeful data sharing across the system
Impact How is the impact of innovative efforts understood and informing future practice?	<ul style="list-style-type: none"> Individual experience: perception of barriers to innovate, recognition and validation, previous experience of innovating and experimenting Individual performance: informal and formal evaluations during performance assessment cycles, including innovation Knowledge of results and impact: feedback on output and behaviour, quality performance data, including of innovative efforts or activities, personal perception of making a difference. 	<ul style="list-style-type: none"> Organisation performance monitoring, audit and evaluation: internal controls, practices and organisational perceptions and sentiment Perceived impact: external (user) feedback of innovation activities, efforts and practices in the organisation, media scrutiny Learning impact: Lessons are diffused and inform future efforts, there is removal of old/unuseful processes and services, mind sets, practices etc 	<ul style="list-style-type: none"> Performance and evaluation: Performance evaluation frameworks across departments and agencies (integrity, accountability, system outcomes and performance reporting approaches), scrutiny, evaluation and audit Legitimacy mechanisms: effectiveness of outputs, quality of governance and internal processes and its impact on the social system Continuity of efforts: innovation practices embeddedness in long-term reforms (for example, resilience, planning) Learning impact: Lessons are diffused and inform future efforts, policies, services and public sector practices System level capacity: to undertake impact assessments of innovative efforts

How we will assess each focus area (SEE PAGE 2)

*A set of **evidence and data collection instruments** will be used to assess each thematic focus area.*

- ***This evidence and data collection** will guide our observation for a scan/study and inform interview guides and coding schemes.*
- *Example of evidence, data collection and assessment guidance for this focus area - see p2.*

Evidence and data: how the framework will work in practice

Navigator	Evidence and data collection	
<p>'Purpose' thematic focus area, 'Individual and teams' perspective</p>	<p>Evidence that will be collected to indicate existence of innovative capacity factors within the system (scan) and the influence of it practically on outcomes (study) Data collection points will form key components of interview guides and coding schemes. Naming them explicitly will help improve consistency.</p>	<p>Data will be collected via interviews, workshops, discussions, and complemented with desktop research. Qualitative and quantitative data will be collected to inform country assessments.</p>

PLEASE NOTE: Evidence and data collection points are outlined at a high-level and are not exhaustive, rather scaffolding that could later be expanded into more rigorous indicators. Example interview questions have been included for illustrative purposes, however, interview and coding protocols will be developed at a later stage. Please note instruments and data collection may already be available through other OECD mechanisms.

	Individual	Evidence of factors, drivers and barriers	Data collection
<p>Purpose</p> <p>What is driving the intent to innovate?</p>	<ul style="list-style-type: none"> Intrinsic motivation: factors including Individual aspirations (e.g. career goals, self-efficacy, prosocial behaviour), job significance, individual satisfaction and engagement Extrinsic motivation: factors including compensation and rewards (financial and non-financial), external recognition (e.g. awards), career incentives 	<ol style="list-style-type: none"> The extent to which individuals are self-motivated, and perceive a sense of fulfilment and benefit from trying new things and learning¹ The extent to which innovation is driven by intent to benefit others or a larger purpose² The extent to which innovation is driven by individual career ambition or fulfilment³ The extent to which individuals are motivated through incentives and rewards for innovative mindsets and practices (innovation awards)⁴ Presence of psychological motivations: presence and absence of positive and negative feedback. The extent to which individuals continue to be motivated throughout the innovation process (burnout)⁵ 	<p>Desktop research:</p> <ul style="list-style-type: none"> National employee census/surveys (if available or relevant) HR policies related to incentives and rewards (Evidence factor E, F) Standard job descriptions, core competencies (Evidence factor E, F) Case studies (A-E) <p>Interviews and/or surveys</p> <p><i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Organizational	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> Institutional drivers: Organisational mandate and accountability; need to achieve/work towards a mission; vision and strategy Leadership and organisational culture: leadership traits and mindset (e.g. vision and appetite for innovation); attitude towards uncertainty and ambiguity; general appetite for innovation, ethical standards Change drivers: external-to-the-organisation events prompting the need to change (crises, legislative shifts, change in citizens and business demands); tipping points or organizational barriers (e.g. silos and turfs; service delivery challenges), future uncertainty 	<ol style="list-style-type: none"> The extent to which there is a clear narrative, including clear mission, of how innovation can solve problems or help deliver on organizational and societal goals⁶ The extent to which there is a dedicated innovation strategy/strategic direction that informs decisions/priorities and steers innovation⁷ The extent to which leadership communicates the need and permission to innovate⁸ The extent to which the organization uses innovation to adapt to and anticipate evolving internal and external pressures, change drivers and future trends and needs⁹ The extent to which external pressures from citizens needs, organisations or other countries is present and provides impetus for innovation¹⁰ 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> Innovation strategies and strategic plans (Evidence factor A, B, D) Innovation project publications: reports, case studies, blogs (Evidence factor A, B, D) HR surveys if applicable (Evidence factor A, C) Frameworks and guidelines such as regulation, experimentation, reform projects, national statements (A, B) <p>Interviews and/or surveys</p> <p><i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Public Sector System	Evidence of factors, drivers and barriers	Data collection

¹ Amabile, T.M., and Pratt, M.G. (2016). "The dynamic componential model of creativity and innovation in organizations." *Research in Organizational Behavior* 36, 157-183. <https://doi.org/10.1016/j.riob.2016.10.001>

² Casebourne, J. (2014), *Why Motivation Matters in Public Sector Innovation*. and Daglio, M.; Gerson D.; Kitchen H. (forthcoming, 2015), 'Building Organisational Capacity for Public Sector Innovation', Background Paper prepared for the OECD Conference "Innovating the Public Sector: from Ideas to Impact", Paris, 12-13 November 2014

³ Amabile, T.M., and Pratt, M.G. (2016). "The dynamic componential model of creativity and innovation in organizations." *Research in Organizational Behavior* 36, 157-183. <https://doi.org/10.1016/j.riob.2016.10.001>

⁴ Daglio, M.; Gerson D.; Kitchen H. (forthcoming, 2015), 'Building Organisational Capacity for Public Sector Innovation', Background Paper prepared for the OECD Conference "Innovating the Public Sector: from Ideas to Impact", Paris, 12-13 November 2014

⁵ Sandford Borins (2006), "The Challenge of Innovating in Government".

⁶ OECD (2019), "Declaration on Public Sector Innovation."

⁷ OECD (2019), "Declaration on Public Sector Innovation."

⁸ OECD (2019), "The Innovation System of the Public Service of Brazil: An Exploration of its Past, Present and Future Journey" and OECD (2015), *Building Organisational Capacity for Public Sector Innovation.*"

⁹ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

¹⁰ Bekkers VJIM, Edelenbos J and Steijn B (eds) (2011) *Innovation in the Public Sector: Linking Capacity and Leadership*. Basingstoke: Palgrave Macmillan

	<ul style="list-style-type: none"> • Political and government agenda: political direction and priorities included in the government program, political climate, supranational agendas • Global challenges: urgency to action to respond to shared global goals and targets (e.g. SDGs); • International standards: desire to adhere to common principles and standards (e.g. Recommendation on Digital Government Strategies, Declaration of Public Sector Innovation) • Domestic dynamics and pressures: public sentiment / trust, lobbying pressure, electorate mood, polling, enfranchisement • Public sector reform agendas: reform efforts indicate the need for new approaches/change theory • Public value, democratic principles and ethics: action dictated by responsiveness to democratic and public values (e.g. human rights, freedom of speech, rule of law) 	<p>A. The extent to which innovation is seen by the public sector and political layer as necessary to respond to global challenges, crises and urgent challenges¹¹</p> <p>B. The extent to which purpose for public sector missions and innovative efforts are clear and linked to user needs¹²</p> <p>C. The extent to which there are centralised reform agendas and strategic directions containing push for innovative efforts¹³</p> <p>D. The extent to which there is societal support (citizens, NGOs, private sector) for innovation¹⁴</p> <p>E. The extent to which innovation needs are identified through open processes between government and citizens¹⁵</p> <p>F. The extent to which innovation is user-driven and user-centred¹⁶</p>	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> • Political statements/ programs (Evidence factor A) • Innovation strategies and strategic plans (Evidence factor A-E) • Innovation project publications: reports, case studies, blogs (Evidence factor A-E) • Departmental mandates (Evidence factor A, C, D, E) • Innovation mentions in the media (Evidence factor C) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and data collection points.</i></p> <p>Public engagement <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
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	Individual	Evidence of factors, drivers and barriers	Data collection
<p>Potential</p> <p>What determines whether innovation efforts are attempted?</p>	<ul style="list-style-type: none"> • Individual job design: factors include the level and degree of individual autonomy, discretion and ownership of tasks; room allowed to exercise creativity • Work environment: quality of team interactions (psychological and intragroup safety, consideration for biases), opportunity for risk talking • Perception of context: Perceived openness and legitimacy for experimentation, incentives for innovation, awareness of strategy, perceived and actual rules and parameters 	<p>A. The extent to which innovative principles, practices and approaches are embedded into everyday tasks and workflows¹⁷</p> <p>B. The extent to which staff feel empowered to challenge the status quo and advance innovative proposals¹⁸</p> <p>C. The extent to which individuals feel supported by teams and management to experiment and bring forward new solutions¹⁹</p> <p>D. The extent to which individuals are able to connect organizational innovation strategies to personal roles and responsibilities²⁰</p> <p>E. The extent to which innovation efforts add additional burden to existing workload²¹</p>	<p>Desktop research:</p> <ul style="list-style-type: none"> • Standard job descriptions and core competencies (Evidence factor A, D) • HR policies, workplace agreements (Evidence factor A) • HR surveys if applicable (Evidence factor A, C) • Training curriculum (C) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Organizational	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> • Leadership practice and style: clarity of permission to innovate, mechanisms for collaboration, approach to stewardship • Institutional settings: position of the organisation (independence, identity, reputation, funding, stability, trust); shared norms and values that underpins collaboration (social capital) degree of insulation from political cycle • Strategy design approaches: innovation explicit in strategy design (e.g balancing current and future); extent of the inclusion of user and staff perspectives 	<p>A. The extent to which employees are encouraged to work across silos in order to find innovative solutions²²</p> <p>B. The extent to which there is a culture of mutual trust and collaboration²³</p> <p>C. The extent to which change is welcomed, supported and communicated across the organization²⁴</p>	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> • Departmental strategies and priorities (Evidence factor A, E, F) • HR policies, workplace agreements (Evidence factor B) • Innovation strategies (Evidence factor E) • Media and polling (Evidence factor F) • Risk management frameworks (Evidence factor G) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>

¹¹ OECD (2017), "Fostering Innovation in the Public Sector."

¹² OECD (2021), "Public Sector Innovation Facets: Mission-Oriented Innovation"

¹³ OECD (2019), "The Innovation System of the Public Service of Brazil: An Exploration of its Past, Present, and Future Journey."

¹⁴ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

¹⁵ OECD (2019), "Declaration on Public Sector Innovation."

¹⁶ OECD, Digital Governance & OECD (2019), "Declaration on Public Sector Innovation."

¹⁷ OECD (2019), "Declaration on Public Sector Innovation."

¹⁸ OECD (2016), "What's the problem? Learning to identify and understand the need for innovation."

¹⁹ OECD (2019), "The Innovation System of the Public Service of Brazil."

²⁰ Daglio, M.; Gerson D.; Kitchen H. (forthcoming, 2015), 'Building Organisational Capacity for Public Sector Innovation', Background Paper prepared for the OECD Conference "Innovating the Public Sector: from Ideas to Impact", Paris, 12-13 November 2014

²¹ Sandford Borins (2006), "The Challenge of Innovating in Government".

²² OECD (2019), "Declaration on Public Sector Innovation." OECD (2021), "Public Sector Innovation Scan of Denmark." OECD, (2017), "Fostering Innovation in the public sector."

²³ OECD (2021), "Public Sector Innovation Scan of Denmark."

²⁴ OECD (2021), "Public Sector Innovation Scan of Denmark."

	<ul style="list-style-type: none"> Decision making within the organisation: approach to uncertainty and risk appetite and management; approval processes and delegations 	<p>D. The extent to which innovation strategies aim balances innovation portfolio²⁵</p> <p>E. The extent to which institutional settings are conducive to innovation and deliberate efforts are made to reduce inhibitors (ex. position in political cycle, audits, PM, funding stability)²⁶</p> <p>F. The extent to which risk is tolerated and embraced, and approval and decision-making processes allow for creativity and experimentation²⁷</p> <p>G. The dependence on specific individuals/leaders to push innovation forward and/or ability of specific individuals to act as key barriers to innovation²⁸</p> <p>H. Barrier: The existence of turf fights between organisations²⁹</p>	
	Public Sector System	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> Political signalling: mandates for innovation (Innovation Manifesto, Declaration), parliamentary decisions, cabinet decisions; political climate; balance and alignment between the political-administrative interface Contextual factors and governance dynamics: type and quality of accountability (e.g. centralised vs decentralised models, direct or indirect accountability); decision making, vested interests Existing public governance frameworks: features of regulatory, human resource, audit, budgetary, digital frameworks; possibility to challenge rules/default settings Normalisation: innovation is normalised across the public sector system 	<p>A. The extent of clarity and flexibility in regulatory, policy and budgetary instruments in order to enable innovation³⁰</p> <p>B. The extent to which the administrative arm of the public sector has mandate and authority to influence approaches and solutions³¹</p> <p>C. The extent to which innovative procurement solutions and possibilities are in place³²</p> <p>D. The extent of understanding, communication and clarity across political and bureaucratic lines to legitimize innovation and create clear accountability mechanisms³³</p> <p>E. The extent to which system-wide budgetary, human resources, data sharing and other frameworks are conducive to cross-cutting innovation initiatives³⁴</p> <p>F. The extent to which political decision makers support innovation and tolerate risk.³⁵</p> <p>G. The extent to which there is public opposition to innovations/ a negative public sector image inhibits trust in innovations and uptake of services³⁶</p> <p>H. The extent to which media and political opposition expose public sector failures³⁷</p>	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> Regulatory, human resource, budgetary and digital frameworks (Evidence factor A, B, D) System-wide strategic documents and white papers (Evidence factor C) Questions on public management frameworks supporting innovation may be already available in existing OECD surveys. <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p> <p>Public engagement Public engagement would require discussions and more intensive work with partner countries.</p>

	Individual	Evidence of factors, drivers and barriers	Data collection
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²⁵ OECD (2019), "Declaration on Public Sector Innovation."

²⁶ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

²⁷ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

²⁸ Dean Bartlett and Pauline Dibben (2010) "Public Sector Innovation and Entrepreneurship: Case Studies from Local Government," *Local Government Studies* 38:4, 107-121, <https://doi.org/10.1080/714004159>

²⁹ (Emre Cinar, Paul Trott & Christopher Simms (2019) A systematic review of barriers to public sector innovation process, *Public Management Review*, 21:2, 274, DOI: 10.1080/14719037.2018.1473477

³⁰ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

³¹ OECD (2017). "Fostering Innovation in the Public Sector."

³² OECD (2017), "Public Procurement for Innovation: Good Practices and Strategies", OECD Public Governance Reviews, OECD Publishing, Paris, <https://doi.org/10.1787/9789264265820-en>, and OECD (2019), The Innovation System of the Public Service of Brazil: An Exploration of its Past, Present and Future Journey.

³³ OECD (2021), "Public sector innovation scan of Denmark." & OECD (2019), "The Innovation System of the Public Service of Brazil."

³⁴ OECD (2021), "Public Sector Innovation Scan of Denmark." and OECD (2019), "The Path to Becoming a Data-Driven Public Sector."

³⁵ OECD (2021), "Public Sector Innovation Scan of Denmark."

³⁶ Eran Vigoda-Gadot, Aviv Shoham, Nitza Schwabsky, and Ayalla Ruvio, "Public Sector Innovation for Europe: A Multinational Eight-Country Exploration of Citizens' Perspectives," *Public Administration* 86:2, 307-329, doi: 10.1111/j.1467-9299.2008.00731.x

³⁷ Sandford Borins (2006), "The Challenge of Innovating in Government".

<p>Capacity</p> <p>What is needed to carry out innovative efforts?</p>	<ul style="list-style-type: none"> • Mindset: entrepreneurial, curiosity, confidence, multidisciplinary, resilience • Practical ability: Knowledge and capability, skills (e.g. data literacy, iteration, user-centricity, storytelling, insurgency), tools (methods, techniques, models) and resources (financial and non-financial) • Continuous learning and iteration: Time and space for experimentation, learning and failure, reflective practices, making individual plans to use learning for action • Demographics: gender, culture and demographics • Team dynamics: interactions between individuals and team dynamics, value chain within teams and between teams • Time for innovating 	<ol style="list-style-type: none"> The extent to which the 6 core skills for public sector innovation are present among staff: iteration, data literacy, user-centricity, curiosity, storytelling, insurgency³⁸ The extent to which diverse demographics, professional skills and experiences are present and leveraged among staff and within (project) teams³⁹ The extent to which staff have knowledge of and experience with common innovation methods⁴⁰ The extent to which staff are able to mobilize appropriate and meaningful technology for innovation⁴¹ The extent to which staff have access to dedicated time, space, and tools for experimentation and learning⁴² The extent to which staff are encouraged to access new trainings and continuously learn⁴³ The extent to which sexism, racism, age discrimination, homophobia and other structural forms of discrimination and marginalization are present within the public sector^{44,45} The extent to which individual voice and participation are determined by hierarchy or other power dynamics⁴⁶ 	<p>Desktop research:</p> <ul style="list-style-type: none"> ⊘ HR data, policies, workplace agreements and frameworks, employee evaluations (Evidence factor A, B, E, F) ⊘ Standard job descriptions, core competencies (Evidence factor A, B, C) ⊘ Innovation project publications: reports, case studies, blogs (Evidence factor C, D) ⊘ Learning plans and frameworks, training curricula (Evidence factor E) ⊘ Team charters, rules and roles (B, A) <p>Quantitative data may be available on:</p> <ul style="list-style-type: none"> • Presence and distribution of diversity, skills and experiences (Evidence factor B) • Project effort/time/investment for innovation-related activities, depending on use of time reporting mechanisms (Evidence factor E) <p>Interviews and/or surveys</p> <p><i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Organisational	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> • Institutional conditions and enablers: funding, procurement policies and direct investment; data and knowledge management; IT/technology; partnerships and external engagement, value chain for innovation to come to fruition • Portfolio, program and project management approaches: strategic portfolio (facets / type of innovation including mission-oriented approaches and governance) and innovative project management, funding flexibility, change management strategy, career advancement • Workforce strategy, practices and culture: combinations of knowledge, expertise across workforce; HR policy, HR systems including for talent management and recognition, mobility, diversity, recruitment, learning & development, performance management; organisational and workforce culture, organisation demographics 	<ol style="list-style-type: none"> The extent to which sufficient, specific, and flexible financial resources are carved out for innovation.⁴⁷ The extent to which funding is aligned with the innovation lifecycle (experimentation, pilots, scaling, ecosystem building)⁴⁸ The extent to which information, data, and knowledge are shared across the organization and used to inform innovation efforts⁴⁹ The extent to which diverse and qualified staff are attracted, trained, retained, and leveraged⁵⁰ The extent to which organizational processes and management approaches support all facets of innovation types, including flexibility, adaptation, and action-orientation⁵¹ The extent to which multiple innovation portfolios and change initiatives are stewarded simultaneously⁵² There is a presence of a value-chain within or across various organisations for innovations to be implemented and scaled across the public sector system (including things are being introduced and governance arrangements)⁵³ 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> ⊘ (Innovation) budgets/funds (Evidence factor A, B) ⊘ IT systems, policies, workplace agreements (Evidence factor C) ⊘ HR policies and data, including training data (Evidence factor D) ⊘ Innovation strategies/strategic plans, government reports on reforms/change strategies (Evidence factor E, F) ⊘ Innovation project publications: reports, case studies, blogs (Evidence factor B, C, D, F) ⊘ Monitoring and reform plans (Evidence Factor E, F, G) <p>Quantitative data may be already available on:</p> <ul style="list-style-type: none"> • Funding/direct investments (Evidence factor A) • Presence and distribution of diversity, skills and experiences (Evidence factor D) • Employee retention/mobility (Evidence factor D) • Potentially other indexes within OECD <p>Interviews and/or surveys</p> <p><i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>

³⁸ OECD (2017), "Core skills for public sector innovation."

³⁹ Hewlett, S., Marshall M., and Sherbin, L. (2013), "How Diversity Can Drive Innovation," *Harvard Business Review*. Also OECD Core Skills for Public Sector Innovation (2017)

⁴⁰ OECD (2016), "What's the problem? Learning to identify and understand the need for innovation.", and OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁴¹ Boukamel, O., Emery, Y., and Gieske, H. (2019), "Towards an Integrative Framework of Innovation Capacity", *The Public Sector Innovation Journal* 24(3).

⁴² OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁴³ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁴⁴ Hossain, M., Atif, M., Ahmed, A. *et al.* Do LGBT Workplace Diversity Policies Create Value for Firms?. *Journal for Business Ethics* **167**, 775–791 (2020).

<https://doi.org/10.1007/s10551-019-04158-z>

⁴⁵ Robyn Klingler-Vidra (2018), "Global review of diversity and inclusion in business innovation".

⁴⁶ Edmondson, Amy C. *Teaming: How Organizations Learn, Innovate, and Compete in the Knowledge Economy*. Jossey-Bass, 2012.

⁴⁷ The Bridgespan Group (2017), *Building the Capacity to Innovate: A guide for nonprofits*.

⁴⁸ OECD 2016. "What's the problem? Learning to identify and understand the need for innovation"

⁴⁹ Daglio, M., Gerson D., and Kitchen H. (forthcoming, 2015), 'Building Organisational Capacity for Public Sector Innovation', Background Paper prepared for the OECD Conference "Innovating the Public Sector: from Ideas to Impact", Paris, 12-13 November 2014.

⁵⁰ OECD (2021), "Diversity and inclusion in the public service", in *Government at a Glance 2021*, OECD Publishing, Paris, <https://doi.org/10.1787/1d754cfc-en>.

⁵¹ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁵² OECD (2021), "Public Sector Innovation Facets: Innovation Portfolios."

⁵³ Emre Cinar, Paul Trott & Christopher Simms (2019) A systematic review of barriers to public sector innovation process, *Public Management Review*, 21:2, 273, DOI:

10.1080/14719037.2018.1473477

	Public Sector System	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> Flexibility of rules and agile processes: agile approaches which allows for experimentation; policy making approaches (including policy coordination) which are open to input from citizens and civil society Institutionalization of innovation: Institutional embedding of innovation, formal bodies and roles (e.g. CIO), integration of innovation approaches (e.g. through internal directives, circulars), intermediation/advisory/support roles Openness and connectedness: networks (national and x-border), partnerships across sectors; open innovation; co-creation and knowledge, interoperability and data sharing, value chain across sectors Data sharing: ability and supports for meaningful and purposeful data sharing across the system 	<ol style="list-style-type: none"> The extent to which rules and regulatory processes are adaptive, iterative, flexible and conducive to innovation⁵⁴ The extent to which innovation is embedded in systems-wide strategy, institutional structures and daily practice⁵⁵ The extent to which collective intelligence and cross-sectoral cooperation are leveraged for data, insights, and solutions^{56,57} The extent to which new or contemporary forms of internal and external accountability⁵⁸ The extent to which processes for citizen deliberation and engagement are institutionalized⁵⁹ The extent to which performance management, budget reporting and other systems-wide approaches allow for higher-risk initiatives⁶⁰ There is a presence of a value-chain across government and between government, academia and private sector for innovations to be implemented and diffused⁶¹ 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> Regulatory, human resource, budgetary and digital frameworks (Evidence factor A, B, F) Innovation strategies/strategic plans (Evidence factor B, C, D, E, F) System-wide strategic documents and white papers (Evidence factor B, C, D, F) Innovation project publications: reports, case studies, blogs, OIG reports or publications and data as well (Evidence factor C, D, E) <p>Quantitative data may be available on:</p> <ul style="list-style-type: none"> Citizen engagement /deliberation (Evidence factor E) Regulatory, human resource, budgetary and digital frameworks (Evidence factor A, D, E, F) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>

	Individual	Evidence of factors, drivers and barriers	Data collection
<p>Impact</p> <p>How is the impact of innovative efforts understood and informing future practice?</p>	<ul style="list-style-type: none"> Individual experience: perception of barriers to innovate, recognition and validation, previous experience of innovating and experimenting Individual performance: informal and formal evaluations during performance assessment cycles, including innovation Knowledge of results and impact: feedback on output and behaviour, quality performance data, including of innovative efforts or activities, personal perception of making a difference. 	<ol style="list-style-type: none"> The extent to which staff are equipped with innovative evaluation and learning approaches in order to understand, measure and evaluate the impact of innovation⁶² The extent to which staff are aware of how tasks connect to larger organizational and political goals, and public values⁶³ The extent to which feedback, evaluation, and learning is valued and routinized among staff⁶⁴ The extent to which staff are able to develop and maintain learning networks and partnerships⁶⁵ The extent to which individuals and teams receive recognition and validation for innovative efforts.⁶⁶ The extent to which individuals perceive the value of undertaking innovative activities.⁶⁷ 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> HR data, policies, workplace agreements and frameworks, performance reports employee evaluations (Evidence factor A, C, E) Training manuals, learning strategies (Evidence factor A) Innovation project publications: reports, case studies, blogs (Evidence factor A, D) <p>Interviews, focus groups and/or surveys and quasi ethnographic testimonials / sense-making <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Organizational	Evidence of factors, drivers and barriers	Data collection

⁵⁴ OECD (2021), *Recommendation of the Council for Agile Regulatory Governance to Harness Innovation*, C/MIN(2021)23/FINAL, adopted on 05/10/2021.

⁵⁵ OECD 2019, "The Innovation System of the Public Service of Brazil."

⁵⁶ Peach, K., Berditchevskaia, A., Mulgan, G., Lucarelli, G., Ebelshaeuser, M. (2021). *Collective Intelligence for Sustainable Development: Getting Smarter Together*.

⁵⁷ Kreiling, L. and C. Paunov (2021), "Knowledge co-creation in the 21st century: A cross-country experience-based policy report", OECD Science, Technology and Industry Policy Papers, No. 115, OECD Publishing, Paris, <https://doi.org/10.1787/c067606f-en>.

⁵⁸ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making." & OECD 2021. "Public Sector Innovation Scan of Denmark."

⁵⁹ OECD (2020), *Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave*, OECD Publishing, Paris, <https://doi.org/10.1787/339306da-en>.

⁶⁰ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁶¹ Emre Cinar, Paul Trott & Christopher Simms (2019) A systematic review of barriers to public sector innovation process, *Public Management Review*, 21:2, 273, DOI: 10.1080/14719037.2018.1473477

⁶² OECD (2019), "Declaration on Public Sector Innovation."

⁶³ Thøgersen, D., Waldorff, S.B. and Steffensen, T. (2020), "Public Value through Innovation: Danish Public Managers' Views on Barriers and Boosters". *International Journal of Public Administration*, pp.1-10.

⁶⁴ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁶⁵ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁶⁶ OECD (2019), "The Innovation System of the Public Service of Brazil."

⁶⁷ OECD (2019), "The Innovation System of the Public Service of Brazil."

	<ul style="list-style-type: none"> • Organisation performance monitoring, audit and evaluation: internal controls, practices and organisational perceptions and sentiment • Perceived impact: external (user) feedback of innovation activities, efforts and practices in the organisation, media scrutiny • Learning impact: Lessons are diffused and inform future efforts, there is removal of old/unuseful processes and services, mind sets, practices etc 	<ul style="list-style-type: none"> A. The extent to which evaluation and learning around innovative initiatives is incorporated into strategy⁶⁸ B. The extent to which knowledge is transferred between teams/departments and knowledge platforms/databanks/ and repositories are available to promote sharing and scaling⁶⁹ C. The extent to which the impact and value of innovations (including unintended consequences) is understood and measured (output)⁷⁰ D. The extent to which there is evidence that evaluative information feeds into future decision-making⁷¹ E. The extent to which old or outdated processes or practices are stopped⁷² F. The extent to which innovation projects are able to deliver on stakeholder expectations⁷³ G. The extent to which citizens and stakeholders are engaged in planning, development and understanding impact.⁷⁴ H. The extent to which instruments for assessing the value of innovations are used within the organisation.⁷⁵ 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> • (External) evaluations of government performance (Evidence factor A, C, D, E) • Independent government audit body reports (including media reports) (Evidence factor D, E) • Innovation strategies/ (departmental) strategic plans (Evidence factor A, B, E) • Communication Strategies (Evidence Factor A, B, F) • Innovation evaluations such as Barometer etc (Evidence Factors A-F) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>
	Public Sector System	Evidence of factors, drivers and barriers	Data collection
	<ul style="list-style-type: none"> • Performance and evaluation: Performance evaluation frameworks across departments and agencies (integrity, accountability, system outcomes and performance reporting approaches), scrutiny, evaluation and audit • Legitimacy mechanisms: effectiveness of outputs, quality of governance and internal processes • Continuity of efforts: innovation practices embeddedness in long-term reforms • Learning impact: Lessons are diffused and inform future efforts, policies, services and public sector practices • System level capacity: to undertake impact assessments of innovative efforts 	<ul style="list-style-type: none"> A. The extent to which consistent leadership commitment and funding exists to understand the impact and value of innovation⁷⁶ B. The extent to which public value/impact or public goals are considered in evaluation processes⁷⁷ C. The extent to which the interests of diverse stakeholders are represented in evaluating value of services, policies etc.⁷⁸ D. The extent to which public institutions are able to ensure continuity of policy objectives beyond electoral cycles⁷⁹ E. The extent to which institutional performance management and evaluation regimes promote innovative approaches⁸⁰ F. The extent to which systematic monitoring and evaluation of innovative efforts, missions and policies occurs (and in what forms) and is supported⁸¹ G. The extent to which there is evidence of linkage between public sector investment (innovative and not) and public value. H. The extent to which lessons from evaluations are informing future decision-making.⁸² 	<p>Desktop research and contextual inquiry:</p> <ul style="list-style-type: none"> • Historical progression of innovation debate/reforms (rhetoric, narrative, political priorities) (Evidence factor A, D) • System-wide strategic documents and white papers (Evidence factor B, E) • (External) evaluations of government performance (Evidence factor B, C, E) • Independent government audit body reports (Evidence factor B, C, E) <p>Interviews and/or surveys <i>Questions and instruments to be added following input on framework and evidence gathering points.</i></p>

⁶⁸ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁶⁹ OECD (2019), "Declaration on Public Sector Innovation."

⁷⁰ Schmidt, V.A. (2013), "Democracy and Legitimacy in the European Union Revisited: Input, Output and Throughput." *Political Studies* 61, 2-22. doi: 10.1111/j.1467-9248.2012.00962.x

⁷¹ OECD (2019), "Evaluating Public Sector Innovation: Support or Hindrance to Innovation?"

⁷² OECD (2019), "Evaluating Public Sector Innovation: Support or Hindrance to Innovation?"

⁷³ The Danish National Centre for Public Sector Innovation (2021), "Copenhagen Manual: A guide on how and why your country can benefit from measuring public sector innovation."

⁷⁴ OECD (2017), "Recommendation of the Council on Open Government."

⁷⁵ The Danish National Centre for Public Sector Innovation (2021), "Copenhagen Manual: A guide on how and why your country can benefit from measuring public sector innovation."

⁷⁶ OECD (2019), "Evaluating Public Sector Innovation: Support or hindrance to innovation?"

⁷⁷ OECD (2019), "Public Value in Public Service Transformation: Working with Change."

⁷⁸ OECD (2020), "Anticipatory innovation governance: Shaping the future through proactive policy making."

⁷⁹ OECD (2020), *Policy Framework on Sound Public Governance: Baseline Features of Governments that Work Well*, OECD Publishing, Paris, <https://doi.org/10.1787/c03e01b3-en>

⁸⁰ OECD (2018), *The Innovation System of the Public Service of Canada*.

⁸¹ The Danish National Centre for Public Sector Innovation (2021), "Copenhagen Manual: A guide on how and why your country can benefit from measuring public sector innovation."

⁸² OECD (2019), "Evaluating Public Sector Innovation: Support or Hindrance to Innovation?"