



**LUMSA**  
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**POLICY ANALYTICAL CAPACITIES AND POLICY WORK**  
**IN GREECE, ITALY, PORTUGAL AND SPAIN**  
**The first results of a comparative survey**

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# Focus of the Survey

- High civil servants in Greece, Italy, Portugal and Spain
- **what they really do**, especially in terms of all the activities through which policy problems are framed, information and knowledge are collected and analysed, and stakeholders are contacted
- **Policy analytical capacities:** *‘the set of skills and resources—or competences and capabilities—necessary to perform policy functions’*
- Skills and competences can be analytical, operational or political, while resources/capabilities are embedded at the individual, organisational and systemic levels
- **Policy work**

# Types of data gathered

- general information about oneself and his/her job
- background education and current activities
- knowledge and skills
- assessment of some characteristics of the job and of the administration

# Respondents

- We submitted the online questionnaire to all the central high servants of the 4 countries

<i>Country</i>	<i>Period</i>	<i>Invitations sent</i>	<i>Complete questionnaires</i>	<i>Response rate</i>
Greece	December '21–February '22	998	116	11.6%
Italy	November '21–January '22	1,858	498	26.8%
Portugal	February–April '22	1,292	81	6.3%
Spain	December '21–April '22	904	319	35.3%
<i>Total</i>	<i>November '21–April '22</i>	<i>5,052</i>	<i>1,014</i>	<i>20.1%</i>

# High public servants: **who they are** (1)

	<i>Greece</i>		<i>Italy</i>		<i>Portugal</i>		<i>Spain</i>	
<i>Year of start</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<b>Prior '90s</b>	43	<b>37.4</b>	30	6.0	1	1.2	7	2.6
1991-2000	34	29.6	114	22.9	11	13.6	16	5.8
2001-2010	30	26.1	191	38.4	18	22.2	35	12.8
<b>2011-2020</b>	7	6.1	146	29.4	47	58.0	164	<b>59.9</b>
<b>2021</b>	1	0.9	16	3.2	4	4.9	52	<b>19.0</b>
<i>Total</i>	<i>115</i>	<i>100</i>	<i>497</i>	<i>100</i>	<i>81</i>	<i>100</i>	<i>274</i>	<i>100</i>
<i>Previous work</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<b>Private sector</b>	56	<b>48.3</b>	133	26.7	17	21.0	98	30.7
University	19	16.4	75	15.1	10	12.3	35	11.0
Local administration	7	6.0	87	17.5	10	12.3	40	12.5
<b>State administration</b>	25	21.6	234	47.0	33	40.7	225	<b>70.5</b>
EU administration	1	0.9	19	3.8	2	2.5	10	3.1
Other	9	7.7	49	9.8	10	12.3	18	5.6
No previous work	30	25.9	109	21.9	27	33.3	N/A	N/A
<i>Total</i>	<i>116</i>	<i>100.9</i>	<i>498</i>	<i>119.9</i>	<i>81</i>	<i>101.2</i>	<i>319</i>	<i>133.5</i>

# High public servants: who they are (2)

	<i>Greece</i>		<i>Italy</i>		<i>Portugal</i>		<i>Spain</i>	
<i>Education degree</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
Secondary education	0	0.0	0	0.0	0	0.0	0	0.0
Tertiary education	85	73.3	416	83.5	74	91.4	280	88.3
PhD	31	<b>26.7</b>	82	<b>16.5</b>	7	8.6	37	11.7
<i>Total</i>	<i>116</i>	<i>100</i>	<i>498</i>	<i>100</i>	<i>81</i>	<i>100</i>	<i>317</i>	<i>100</i>
<i>Area of expertise</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
Sciences	15	<b>13.2</b>	15	<b>3.0</b>	5	6.2	23	7.3
Medicine and others	9	7.9	20	4.0	28	<b>35.0</b>	19	6.0
Engineering/architecture	17	14.9	46	9.2	4	5.0	68	<b>21.6</b>
Economy	19	16.7	142	<b>28.5</b>	8	10.0	45	<b>14.3</b>
Law	11	9.6	194	<b>39.0</b>	12	15.0	123	<b>39.1</b>
Other social sciences	19	16.7	69	13.9	6	7.5	24	7.6
Humanities	24	21.1	12	<b>2.4</b>	17	21.3	13	<b>4.1</b>
<i>Total</i>	<i>114</i>	<i>100</i>	<i>498</i>	<i>100</i>	<i>80</i>	<i>100</i>	<i>315</i>	<i>100</i>
<i>Gender</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
Male	50	<b>45.0</b>	278	55.8	41	56.9	199	62.2
Female	61	<b>55.0</b>	193	44.2	31	43.1	121	37.8
<i>Total</i>	<i>111</i>	<i>100</i>	<i>471</i>	<i>100</i>	<i>72</i>	<i>100</i>	<i>320</i>	<i>100</i>

# High public servants: **what they do** (1)

## *Activities concerning the policy cycle*

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Agenda</i>	112	1.01	<b>3.93</b>	491	1.49	2.50	81	1.44	2.67	303	1.44	3.00
<b><i>Formulation</i></b>	111	1.02	3.93	486	1.40	<b>3.62</b>	81	1.18	<b>2.17</b>	309	1.23	3.70
<b><i>Decision-making</i></b>	115	0.98	3.14	494	1.38	<b>3.53</b>	81	1.45	2.89	309	1.35	3.75
<b><i>Implementation</i></b>	113	<b>1.04</b>	3.03	493	1.41	<b>3.84</b>	81	1.51	<b>3.02</b>	310	1.42	3.86
<i>Evaluation</i>	110	1.05	<b>3.69</b>	492	1.38	3.07	81	1.53	2.98	307	1.43	3.27

# High public servants: **what they do** (2)

## *Frequency of meetings with relevant actors*

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Stakeholders</i>	116	1.20	2.29	498	1.37	2.73	81	1.06	2.31	316	1.17	2.41
<b><i>MPs or party executives</i></b>	115	0.86	<b>1.43</b>	496	0.81	<b>1.41</b>	81	0.52	<b>1.14</b>	316	0.85	<b>1.53</b>
<i>EU/other States/IOs bureaucrats</i>	115	0.90	1.76	497	0.97	1.69	81	0.78	1.54	317	1.08	<b>2.19</b>
<i>Minister</i>	116	1.01	2.46	497	1.25	2.03	81	0.74	<b>1.43</b>	316	1.03	<b>3.43</b>
<b><i>Other bureaucrats</i></b>	<b>115</b>	<b>1.13</b>	<b>2.60</b>	<b>498</b>	<b>1.23</b>	<b>3.13</b>	<b>81</b>	<b>0.88</b>	<b>2.15</b>	<b>318</b>	<b>1.17</b>	<b>2.81</b>



# High public servants: *what they do* (3)

## *Specific activities (1)*

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<b><i>Managing personnel</i></b>	116	0.56	4.86	497	1.13	4.51	81	0.37	4.94	318	0.96	4.51
<i>Examining the timing and feasibility of public policies</i>	113	1.39	3.27	495	1.50	3.17	81	1.34	<b>2.62</b>	307	1.33	<b>3.64</b>
<i>Examining the legitimacy of different policy solutions</i>	116	1.39	<b>3.59</b>	497	1.32	<b>3.79</b>	81	1.46	2.83	289	1.51	3.05
<i>Hypothesizing the political risks associated with each policy solution</i>	115	1.49	<b>2.83</b>	497	1.49	2.58	81	1.27	<b>2.12</b>	297	1.51	2.53

# High public servants: **what they do** (4)

## *Specific activities (2)*

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Providing opinions on the financial feasibility of Administration's programs</i>	114	1.27	2.14	497	1.35	2.39	81	1.21	<b>1.79</b>	314	1.37	3.05
<i>Providing information and data to support public policies</i>	115	1.21	<b>2.75</b>	498	1.32	<b>2.99</b>	81	1.16	2.80	310	1.20	<b>3.63</b>
<i>Assisting the political leadership in interacting with the Parliament</i>	114	1.25	2.44	498	1.31	2.13	81	1.01	<b>1.74</b>	313	1.24	2.41
<b><i>Initiating consultations with citizens</i></b>	115	1.05	1.77	495	0.61	<b>1.28</b>	81	0.94	1.57	305	1.03	1.65

# High public servants: type of information used

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Survey data</i>	116	0.47	1.21	497	0.84	1.48	81	1.00	<b>2.07</b>	312	1.15	1.88
<i>Statistical data</i>	116	1.04	2.04	498	1.17	2.40	81	1.06	2.69	314	1.32	<b>3.24</b>
<i>Monitoring data</i>	116	1.20	2.18	498	1.22	2.93	81	1.29	2.99	304	1.33	<b>3.43</b>
<i>Program evaluation data</i>	116	0.70	1.77	497	1.14	2.38	81	1.12	2.31	309	1.18	<b>2.41</b>
<i>Expert opinions</i>	116	<b>0.91</b>	1.85	494	1.17	2.33	81	0.97	2.12	314	1.35	<b>2.86</b>
<i>Legal opinions</i>	116	1.11	2.37	497	1.13	2.42	81	0.93	2.33	317	1.05	<b>3.84</b>

# High public servants: **sources of information**

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<b>Government documents</b>	116	1.23	3.93	498	1.19	3.98	81	1.28	3.17	315	0.77	4.54
<i>EU documents</i>	116	1.33	2.96	498	1.34	3.00	81	1.25	2.70	315	1.19	3.57
<i>IOs documents</i>	116	1.20	2.47	497	1.28	2.39	81	1.07	2.05	313	1.31	2.79
<i>Parliamentary dossiers</i>	116	1.03	1.84	498	1.21	2.42	81	0.62	1.23	310	1.27	2.42
<i>National Bank and other authorities' documents</i>	116	0.72	1.53	496	1.00	1.98	81	0.61	1.33	311	1.12	2.17
<b>Social partners or representative associations</b>	116	0.81	1.75	498	0.95	1.96	81	0.84	1.88	310	1.23	2.26
<i>Case law</i>	116	1.36	3.15	498	1.35	3.32	81	1.14	2.09	312	1.35	2.75

# High public servants: **their competences** (1)

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Online consultations</i>	115	2.15	7.04	498	3.20	6.00	81	1.86	<b>8.94</b>	315	2.56	7.79
<i>Legal analyses</i>	116	2.64	<b>5.77</b>	498	2.47	7.45	81	2.29	7.07	317	1.95	<b>8.32</b>
<i>Statistical analyses</i>	116	2.60	5.47	498	2.55	5.63	81	2.52	6.43	310	2.31	<b>7.05</b>
<i>Economic analyses</i>	116	2.56	<b>5.32</b>	498	2.61	5.87	81	2.89	5.79	307	2.43	6.42
<i>Accounting-financial analyses</i>	116	2.69	<b>4.58</b>	498	2.77	<b>6.32</b>	81	2.80	5.35	312	2.78	6.02

# High public servants: **their competences** (2)

	<i>Greece</i>			<i>Italy</i>			<i>Portugal</i>			<i>Spain</i>		
	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>	<i>N</i>	<i>S.D.</i>	<i>Mean</i>
<i>Organizational analyses</i>	116	2.40	6.19	498	2.30	6.92	81	2.53	6.52	312	2.11	<b>7.37</b>
<i>Scenario analyses</i>	116	2.57	5.84	498	4.97	6.22	81	2.88	5.89	305	2.55	<b>7.12</b>
<i>Analysis of the impact of regulation</i>	116	2.59	5.89	498	2.70	<b>5.16</b>	81	2.80	5.57	307	2.15	<b>7.20</b>
<b><i>Dossiers, memos, policy reports</i></b>	116	2.62	6.41	497	2.74	7.28	81	3.02	<b>5.95</b>	316	0.84	<b>9.53</b>
<b><i>Experimental design techniques</i></b>	115	2.68	4.06	498	2.23	<b>2.42</b>	81	3.07	3.51	305	2.68	4.07

# Discussion (1)

- policy work is very differentiated among the four countries, and these differences could depend on the *organisational design of public institutions, their relationship with the political system* and with *institutionalised praxis* that have partially changed the common foundational administrative framework in the last few decades of reforms.
- Spain emerges as holding a better stock of analytical capacities

## Discussion (2)

- **The educational background** of the respondents does not look to be relevant, contrary to what is often expected.
- Some differences are particularly interesting, for example:
  - the high propension of Spanish servants to conduct assessment feasibility and of Portuguese servants to underwork on legitimacy assessments*
  - the Greek propensity to work in framing problems*
  - A high propensity of Italians to focus on formulation*



# We need

- A better knowledge of bureaucratic policy work in the OSF
- A more detailed analysis of what are the analytical capacities that OSF have in their different administrative branches
- A common framework for increasing similarities and complementarities of analytical capacities among the administrations of OSF
- More exchange of experiences and evidence-based practices for improving policy analytical capacities

**Thanks a lot for your attention**

**Gracias por tu atención**

**Agradecimentos para sua atenção**

**Ευχαριστώ που με ακούσατε!**

**Grazie per l'attenzione**