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# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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## Cahier de recherche

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## Introduction

The past 20 years have seen a debate in Canada between the traditionalist camp in public administration and proponents of the “new public management.” The pro-tradition side argues that the overriding concern must be respect for the principles and values by which public servants are supposed to be guided; for example, accountability and ministerial responsibility are regarded as core principles. Advocates of this view criticize the new public management’s “client-centred approach” on the grounds that the connection between citizens and the public service must be mediated by the politicians who have been elected to govern, and that the relationship between citizens and the State cannot be reduced to a client-supplier model (Savoie, 1995). They also have reservations about the ideological connotations of the public management approach, which is associated with politicians such as Margaret Thatcher, who considered the private sector to be superior to the public sector (Metcalf, 1993).

Leaving aside the ideological dimension, it can be said that the new public management has sought to achieve greater efficiency in the public sector (Borins, 1995). Should operations be divorced from policy-making in order to manage the former more effectively? Is it possible to save money by implementing results-based management or process reengineering? Many observers believe that the effort to improve efficiency, which is the leitmotif of the new public management, has demonstrated its limitations (Dunleavy *et al.*, 2006). Too many public-private partnerships have yielded disappointing results because the contracts were unclear or because the private sector had no useful experience to bring to the table. Special operating agencies have not proven to be the panacea for the problems of bureaucracy that many had hoped. The limitations of results-based management have also become evident (Bernier & Angers, 2011).

One benefit of the advent of the new public management, however, is that it has prompted debate on possible innovations in the public sector. *Reinventing Government*, the movement’s seminal text, argued that the State could be transformed by imagination and entrepreneurial spirit, and held out hope that the State need not be rejected altogether. Today, in the wake of the economic

## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

---

crisis of 2008, the idea that the State has an important role to play has regained currency. Borins (2008) has expanded on *Reinventing Government's* proposition that, in view of the turbulence in the public sector environment, innovation is necessary and the State must be reinvented. There are many reasons for seeking ways to improve the operation of the State:

- To address the growing difficulty of recruiting public servants to replace the wave of retirements;
- To relieve pressure on cash-strapped governments in a time of globalization which makes it difficult to increase taxes;
- Because technology is making some types of progress possible;
- Because issues increasingly cut across different fields and administrative reorganization is required in order to address them.

This list could be extended. The basic idea is that innovation is necessary if the public sector is to continue playing its role. At a time when needs are growing in areas such as health care and we are still saddled with 19<sup>th</sup> century institutions. The State must be reinvented. "An innovation is about the introduction and adoption of new ideas that produce a change in the existing relationships between an organization and its internal and external environments" (Osborne & Brown, 2005:140). Innovation can be a structural change, or quality management or performance-oriented measures (Seidle, 1995:14). These approaches are complementary, not mutually exclusive. Changing an organization's structures can hardly be expected to yield results if its culture does not also change.

The Institute of Public Administration of Canada (IPAC) has followed the American example of the program at Harvard University, now at its Ash Institute that hands out an annual, multi-category award endowed by the Ford Foundation. In 1990, the Institute of Public Administration of Canada created the IPAC Innovative Management Award, modelled after the Ford Foundation awards. The concept was subsequently picked up by the Commonwealth Association for Public Administration & Management. This study deals with the IPAC award. All public administrations

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

in Canada are eligible: every year since 1990, between 60 and 100 municipalities, provinces and the federal government have applied.

This research follows our previous work has been on public entrepreneurship in the Westminster system (Bernier and Hafsi, 2007). Why do people innovate in the public sector where the rewards could be limited? In the public sector, innovation has long been regarded as either non-existent or aberrant, especially in the parliamentary system, where initiatives must officially come from elected ministers. An organization with an intense, aggressive environment tends to generate standardized, rigid behaviour, which in turn eliminates all entrepreneurship and innovation. In their study of the public sector in South Africa, Morris & Jones (1999) note that the discouraging factors most often mentioned seem to be, in order: (1) rules, procedures, policies and their fastidious application, (2) restrictions in the area of human resources management (recruitment, dismissal), (3) paltry rewards and internal rivalry and (4) lack of managerial autonomy. It is generally acknowledged that these “discouraging” conditions are often present in the public sector. As a result, the public sector has traditionally been thought to be incompatible with innovation. Nevertheless, innovation occurs. Hundreds if not thousands of civil servants in small groups apply every year to awards that would recognize that they innovate. Innovation is possible and necessary considering the demographics of the public sector, the budgetary situation and various pressures on the public sector.



## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

## **The Innovation Award in Canada**

Specifically, this study will examine the applications for the IPAC Innovative Management Award submitted by Canada's federal and provincial governments. We have compiled a database of all applications for the award since its inception in 1990. The database we develop can be mined for information on who applied, when and why. It enables us to study all aspects of innovation in the public sector: the choice of the instruments to be used for policy implementation, the introduction of new technologies, new processes, restructuring, etc. As the database covers a long period, we can also consider how efforts to effect changes in public administrations have come in waves or cycles.

The database can be divided into three sections: the 1 865 applications for the award submitted since 1990, the short-list of 6 to 10 applicants chosen every year to present their projects at the annual conference, and the three winners each year. The applications, which must be approved by the Deputy Minister or Agency Head, are only that: a claim by the applicants that they have done something innovative. However, not only the three winners but all the short-listed finalists have been deemed successful innovators by a jury of practitioners and academics. Whether differently constituted juries would have chosen the same three winners is open to question.

This paper is based on a data bank we have begun to develop including all the applications to the award since the beginning. The available data on the applications comes from the web site of the institute and from the forms that have been sent to us by the institute. Electronic forms are available for the last decade and paper ones for the previous one. Applications to the award are voluntary. Applicants might be unlikely to win, most years, one chance out of one hundred, but civil servants have applied year after year for two decades. They are looking for recognition for their work. There is no money attached to the award as it is the case in the United States. Between 70 and 100 teams apply every year depending of the annual topic. Three preliminary juries then read roughly a third of the applications that are classified in three categories A) A few strong candidates that could win, B) potential winners but not as strong as the A category and rejected

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

candidates that end up in the C) category. From these applicants, six to eight files will be considered finalists and invited to present orally their innovation by the official jury usually four civil servants and an academic. The previously A listed candidates are likely to be selected and occasionally a B listed will be discussed but not likely to end up among the finalists.

The president of the jury is a high ranking civil servant most likely to come from the province where the annual conference will take place that year. One academic is the secretary of the committee and will write the short article that will be published in the Institute's magazine. IPAC has also an academic journal, *Canadian Public Administration*. The other members of the jury are higher civil servants representative of the membership of the Institute and of the bilingual nature of Canada.

This choice of the chair was generally made by the late executive director of the institute, Joe Galimberti, who held the position from 1974 until his death in 2006. He also suggested the topic of the award to the board of directors who had to accept it. Galimberti was given the Vanier Medal in 2008, the highest award in Canadian public administration, for his contribution to the development of the institute and the discipline. It had been his idea to launch the award based on the American model in 1990. The award is a glass trophy given to the bronze, silver and gold recipients at the annual conference every year. The three finalists are invited to present at the annual conference and are given the award at the closing session and lunch of the conference. The three finalists are selected in June and they don't know until the final day of the conference in August who wins gold, silver and bronze. Who would win has never leaked. This is the only secret attached to the competition. It has been presumed that applicants think they have a fair chance of winning and they keep applying. Often the 17 regional groups that constitute IPAC have regional awards and applicants to the national one have applied and won provincially or at more specialized forums (technology or police associations for examples) before applying for the national award.



## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

But the applications as a whole merit attention and are the focus of our proposed report. In the 1990s, when Ontario's public service was dramatically shaken up (between 15 000 and 20 000 public servants left because of government belt-tightening), a systematic effort was made to encourage government organizations to apply for the award as a way to recognize the work of public servants.

What emerges from the data at first glance is that there are relatively few applications from Quebec compared with Ontario, British Columbia and Alberta, the largest provinces. It may be, as the report will discuss, that some themes of the annual competitions aroused more interest than others, and it might be possible to increase the number of applications for the award, if desired, particularly since the annual themes have now been abolished. In this study, we will begin by identifying the observable trends in the applications:

- What economic variables have had an impact?
- Have changes of government had an impact?
- Have changes of first minister had an impact?
- Do governments innovate more before or after winning re-election to a second term?
- Are there cycles associated with government terms of office?
- More simply, are there cycles over time?
- Does the number of innovations per year vary with the government's financial situation?
- Who is innovating in each sphere of government action?
- What comparisons can be drawn between the provinces?

Our database will also enable us to study which organizations have submitted applications and in which fields, and potentially to study the applications themselves in greater detail. Our quantitative study has its limitations. For example, the creation of the government of Nunavut, which won gold (the top prize) in 2001, counted as one innovation, the same as much more modest reforms. However, we believe that studying this database, the first of its kind in Canada, can serve as the basis for a discussion of the usefulness of applying for these awards, and to

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

determine whether it is possible for the government of Quebec to adopt a tailored approach and decide whether it wants to recognize its public service by encouraging these applications. More basically, this report could support a discussion of innovation in the public sector and its usefulness to a government. We will begin by analyzing the applications for the award and then provide a modest interpretation based on the relevant scientific literature.

The IPAC Innovative Management Award honours innovative organizations in Canada. We begin by analyzing the applications. In a later stage, we may study the finalists and the winners of the gold, silver and bronze prizes in the annual competitions. The following analysis has the advantage of any quantitative study in that it covers a large set of cases, and the concomitant lack of refinement. We would need to interview a sample of organizations that applied for the award to find out what motivated them.

The numbers in the following text are based on the applications made by Canada's provincial and federal governments. Of the 1 865 applications submitted since the awards began in 1990, 365 were from Canadian municipalities; they are not considered here. We begin by looking at the applications from Canadian governments overall and then we examine the most innovative governments. The Maritime provinces have submitted too few applications over the years to identify any trends. On the other hand, British Columbia appears to be an interesting case and, as the charts below suggest, would deserve further study.

As the first chart (Figure 1) shows, applications for the innovation award come from governments in Canada in unequal proportions. The largest number have been submitted by federal government organizations, followed by, in order, Ontario, which has taken a strong interest in the competition, British Columbia, Alberta and, in fifth place, Quebec. In the case of Quebec, we might ask whether there is a language barrier, similar to the cultural barrier noted below that reduces applications from organizations that work at the international level and identify less strongly with the public administration community. Why is there an average of five applications per year from Quebec and more than 20 from Ontario?

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

Each year, a relatively general theme has been chosen for the IPAC award. Some organizations may have been more interested in some themes than in others. We make the assumption that the projects were developed in the year prior to the year in which the organization applied for the award. For example, we take the applications submitted in 2010 to cover innovations introduced in 2009. We are using this system for lack of more detailed information about the applications. As innovations can age quickly, it makes sense for organizations to apply for the award as soon as possible. This interpretation is also supported by the lead author's experience as a member of a preliminary jury one year, at which time he read a third of the applications, and as a member of the final jury the following year. The theme chosen in 2008 attracted few applications. As we took the applications submitted in 2008 to be for innovations introduced in 2007, our numbers for 2007 are low, although it was in fact the theme for 2008 that was problematic.

With respect to trends over time, the next chart (Figure 2) also shows that there were generally fewer applications in the second half of the aughts decade. Is it because efforts connected to the introduction of the new public management in the 1990s are losing steam or because minority governments have been in office? It is possible that post-2000 innovations have been more concentrated in the field of governance and therefore less likely to show up in the IPAC awards. There is an observable relative decline in the second half of the aughts in terms of both absolute numbers (Figure 3) and percentages (Figure 4). We will examine these issues in greater detail further in the report. As can be seen from these historic charts, there were in fact two waves of applications in Ontario, the first in the early 1990s and the second in the first years of the new millennium. There was a wave of applications from British Columbia as well at the beginning of the aughts while applications from Alberta and Quebec appear to have been relatively stable over time.

The relative decline after 2000 is quite pronounced on the chart showing the number of applications per year from the federal government, which has seen minority governments since 2005 (Figure 5). There was a flurry of applications in the 1990s, followed by a decline. However, we will need to qualify these general observations when we look at the next charts.

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

Aside from lows everywhere in 2007 (for the 2008 theme), there are interesting differences in the provincial trends. In British Columbia and Ontario, there was a decline after higher numbers in the first half of the aughts decade. In Quebec, there were two peaks, in the first half of the 1990s and around 2003. In Alberta, there are no noteworthy trends. For this series, we also included Manitoba (Figure 10), the province that worked hardest to create special operating agencies in the 1990s, and we note that it submitted more applications at that time. This is an interesting example of a government with a strong period followed by a quieter period. As these examples illustrate, it is possible to develop a good number of applications in a relatively brief span of time.

The themes were long chosen by the CEO of IPAC, who tried to find subjects related to the evolution of public administrations, as he saw it, but broad enough to attract applications (Figure 11). The CEO's suggestions were submitted to the Board of Directors for approval. As noted above, however, the themes have now been eliminated.

We wondered whether governments were more likely to try to innovate in times of budget cuts or in periods of growth. The first test we applied was based on the unemployment rate (figures 12 and 13). While some provincial governments have faced unemployment rates of more than 15%, we will confine our comments to cases where the unemployment rate was under 10%, which are the majority. There is an increase in the number of innovations by provincial governments when the unemployment rate climbs from 5% to about 8% but the correlation is weak. It is much clearer for the federal government, which is more likely to innovate when the economy is doing poorly. It would appear that at those times it seeks solutions in order to deal with its straitened circumstances. This may also be seen as an effect of the differences between the roles of the federal and provincial governments, as the provinces need to provide social services such as health and education regardless of the economic situation, while the federal government is more responsible for macro-economic policy. The next chart shows a similar pattern: increases in GDP correlate to decreases in the innovation rate. We see the same inverted "V" trend line for the Canadian provinces under consideration.

## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

---

Again, this chart shows regression curves broken down by province (Figure 14). It is somewhat difficult to see on the chart, but the curve for Saskatchewan also forms a sort of upside-down V. Quebec, which has a much larger public administration, submits fewer applications for the award than some smaller provinces. The next chart, which compares the number of applications with government spending, shows the same trend but with a still wider gap. The inverted V relationship between government spending and applications is also clearer. After a certain point, higher government spending no longer correlates with more innovation. While correlation analyses have yet to be performed on the full model, we believe that these charts indicate that, up to a certain point, increasing government spending leads to more innovation but the relationship is not linear. Above a certain level of spending (and therefore capacity to spend), governments innovate less. Our hypothesis based on these two charts is that governments innovate when they are under budgetary stress and the relationship is then reversed. Some innovations are born of necessity. For example, the federal government's export support programs now operate as a "virtual agency" because, after budget cuts, the various organizations involved no longer had enough resources to operate separately (Bernier, 2002).

We then considered whether governments innovate more when they are first elected. The following data suggests that, to the extent that it is possible to draw conclusions from such a small sample, there does not appear to be any strong correlation during the 1990-2010 period. In Quebec, there were more applications under the Liberals than under the PQ, but not necessarily in their first term of office. This might be related to less interest in what is happening in the rest of Canada under some governments. The long reign of the Conservatives in Alberta (Figure 16) is interesting in this respect; the level of innovation varies little from one term of office to another. On the other hand, in British Columbia (Figure 17), Gordon Campbell's Liberal government innovated mostly at the beginning while the NDP did so mostly after it was elected for the second time. Our data covers only one year of Social Credit government. In Ontario (Figure 18), the largest number of innovations was under the second Harris government. At the federal level, the Liberals innovated the most in the 1990s, when they had majorities. Subsequently, under the Paul

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

Martin minority government and then the Conservative minority, the number of innovations per year decreased (Figure 19). Was it because of ideology or because they had to negotiate with the opposition? The Bourassa and Johnson years are shown here as Liberal governments 1 and 2, followed by Jean Charest's three terms of office (Figure 15).

There have in fact been four Liberal governments in Quebec since 1990, but our data actually goes back one year further, since we counted the 1990 applications as referring to innovations introduced in 1989. Liberal government 1 is therefore the Bourassa government of 1985-1989. As the 1989 election was held on September 25, 1989, and the first session of the National Assembly opened on November 28, 1989, we counted the Bourassa government as the government for 1989. We have classified all election years similarly, according to the election date: if the election was held on or after July 1, we count the new government's term as beginning in the following year, since our data is organized by year; if it was on or before June 30, we count the new government's term as covering the entire year. Data for election years was coded according to this principle.

We then considered whether the number of innovations per year varied with different first ministers. There does not appear to be any clear left-right split: for example, in post-Bob Rae Ontario, it was Mike Harris, not the Liberals, who led an innovative administration. As in any analysis of this type, it is difficult to say whether these first ministers and their governments were responsible for the innovation or were just in the right place at the right time. In the case of other innovative practices, such as the creation of crown corporations, partisan ideology seems to be less significant than the fact of being in office during a given period (Bernier, 1998). In Quebec, the brief premiership of Daniel Johnson Jr. occurred at a time when the role of the State was being questioned; "Opération Réalignement" was, among other things, a reengineering effort in a time of budget difficulties.

The next charts (figures 22 and 23) suggest that majority governments are more innovative. At the federal level, this was true of both Liberal governments and the Progressive Conservative

## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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government of the early 1990s. The trend is also clear at the provincial level. For this variable, the correlation appears to be quite strong.

If we look at just Ontario (Figure 24), it is interesting to note that both the Harris and McGuinty governments were most innovative in their second terms of office.

The pattern is different at the federal level. Under Mulroney, the pace picked up towards the end of the government's second term, while in the case of Jean Chrétien the number of applications per year was higher in the government's first term than the third (Figure 25).

Studies of government budgets have shown a link to the election cycle. Does the same apply to innovation? The next chart (Figure 26) shows wide variation in this area, making it difficult to draw any firm conclusions.

After examining economic and political factors, it is worth investigating the areas in which governments innovate. Figures 27 and 28 below show variances between federal government departments. Human Resources Development, which was created through the merger of four departments in the 1990s and was often in the news, is the federal department that has submitted the largest number of applications, followed by Public Works in second place. On the other hand, the Department of Foreign Affairs and, to a lesser degree, CIDA have submitted few applications. Does this mean that these organizations are less innovative or simply that they identify more with their field of specialization? In all, seven departments have submitted 20 or more applications and six others 10 or more applications. If we look at the number of applications submitted by the departments over time, we can see they have gone through cycles. Human Resources Development experienced a full cycle from 1996 to 2004. At Public Works, the applications were more scattered but it also registered a decrease after 2004. If we then compare this with Ontario, the province that has submitted the most applications, we find that the applications were in slightly different fields. Natural resources stands out.

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

The next question is the type of innovation (Figure 30). An innovation may consist in offering the public a new service, or using information technology, or developing a new training program for the public service, or setting up a one-stop shop. In other cases, the innovations consisted in regulatory changes. We have organized these changes into categories. The most strongly represented categories are shown on the next chart. Changes in processes are classified under “management,” changes in structures under “reforms.” Many changes related to communications with the public. There were also many innovations in human resource management.

The next three figures (31, 32 and 33) show the same information organized according to the fields in which the reforms were carried out. Unlike Figure 30, which shows the sector of the public administration, these charts show the sphere of government activity. There has been a decline in some areas, such as natural resources, compared with the early 1990s. Human resources management figures prominently. The difference between figures 32 and 33 is that in the second we have included only the most frequently occurring categories for better readability. “Strategic” refers to all innovations in departmental affairs, planning, organizational development, and so forth – anything related to the administrative apparatus of the State.



## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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### And the Winners Are...

Applying to such an award is one thing, winning the award is another one. It is interesting to have a look at who wins. Figure 34 offers a comparison of the number of applications versus the number of finalists and winners. To use a baseball metaphor, Alberta has an impressive batting average. By comparison with the other governments, their winning percentage is very high. Alberta counts for little less than 20% of the winners for only 6 percent of the applications. Similarly, when Quebec organizations apply, they end up among the finalists and then they win. British Columbia is also more efficient than Ontario and the federal government. Ontario does not seem to have a bad equilibrium. Ottawa has to apply for more than 25 percent of the total but wins only about 15 percent of the time. We could see here a different way of looking at this award from one government to the next. Is it important for governments to apply or to win? It could be argued that organisations can only be convinced to apply if they have some chance of winning but obviously.

Figure 35 offers another look at the same phenomenon. We look here at scores of finalists versus applications and winners versus applications. If a province has the same percentage of winners and applications, its score would be 1. Again, the Alberta case is peculiar. Alberta has a score of 3.15. They are not only among the finalists quite often but they are winners more often. Manitoba where applications have not been very numerous has to the contrary a hard time. Manitoban candidates become finalists but they do not win often. To the contrary, Saskatchewan has twice as many winners for less finalists.

The next figures (36, 37 and 38) look at organizations from BC, the federal government and Ontario. For the federal government, as mentioned previously in the paper, the Department of Human Resources Development has applied quite often but have not won much. It would be interesting to do a case study there to see why they consider themselves innovative while the panel for the award does not seem to think so. In Ontario, the Ministry of Economic Development appears at the fifth rank for the number of applications but has won more of the than the other departments. They won four times with their last application in 2002. As the Natural Resources

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

Dept case illustrates, it is not because you apply often than you win. Figure 39 for Quebec tells the same story. Some organizations have applied once and won.

On Figure 40, if we look over the years at the winners, we get that Quebec has disappeared for five years around 2000 while Alberta and Ontario have been more stable. It is interesting to note that the best years both in Ottawa and Toronto were the second half of the 1990s. Alberta has maintained its rate over both decades and appears the stable winner.

## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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## Conclusion

As we have noted throughout this text, the data must be interpreted with caution. For example the political evolution of most provinces can only be interpreted very carefully. We believe however that there are some noteworthy points in the data we have presented. We also analyzed variables that are not presented here because the results appeared inconclusive. For example, do governments innovate more when the population is increasing and they have to cope with growing needs? There was no observable relationship for any of the governments. It would appear, however, that these applications move in cycles. Applications were received from all the spheres in which the public administration is involved. Also, although we have correlation analyses of the data, we have yet to develop a model of what explains applications and winners.

We believe the relationship between a government's economic circumstances and its efforts to innovate merits further attention. When we are in a position to make the database public, you may find other points of interest and you will be able to add variables that you consider relevant. For example, we have not yet looked at the link between government deficits and innovation, but we plan to do so. Much more extensive statistical analyses will have to be performed in order to investigate the impact of the various variables we have discussed.

We believe that applying for prizes such as the innovation award is a way to give credit to the work of government organizations at a time of budget cutting, retirements and a certain cynicism about the public sector: « to publicize examples of creative problem-solving and accomplishment in the public service as a means of changing public attitudes towards the public service; and to disseminate information about, and thus encourage replication of, the best practices in the public service. » Borins (2000:326). Studies such as IPAC's "Citizens First" survey show that the public is satisfied with the work of the public sector, but the good news is not widely publicized. That was done in Ontario, according to our interviews with Ontario public servants, including the official who was responsible for administrative reform in the 1990s.

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

---

While the main reason for applying for an award of this type may be to win recognition for a job well done, it can also serve another purpose: publicizing innovations that deserve to be emulated (Hartley & Downe, 2007). Knowing that an innovation has been successful in another branch of the administration can spur public servants to follow suit. The applications for these awards are, in and of themselves, a study of best practices in public administration (Borins, 2008). Furthermore, that fact that applications must be authorized by a senior official constitutes a certain institutionalization of the application process. The number of awards given to recognize the work of civil servants has increased and also the organization of governments to apply and hopefully win these awards. Over the 1990s in Canadian public administrations, secretariats have been established to manage the activity and coordinators exist in some departments (Borins, 2000:322).

The purpose of this paper is to cast a first look at the applications for these awards. The awards have come with the reforms of the new public management and could be seen as part of them (Borins, 2000:322-323). Public administration used to suffer from theoretical malnutrition (Denhardt, 1984; Savoie, 1999). Studies on innovation in the public sector are now proliferating. A small portion of these publications deals with innovation awards that have been introduced to recognize innovative administrations.

We suggest framing the future analysis of this databank in an institutionalist perspective. Such a perspective would allow drawing generalizations that are not existent in the current literature on the implications of innovation. An important element about research on innovation in the public sector is how innovations become institutionalized. This will be an important addition to the analysis of the winning cases that will follow this presentation of the applications. May be the proper way to understand innovation in the public sector is to move back and forth from a data bank to case studies. What do these innovations become five or ten years after receiving the award? Little attention has been given to issues related to reconciling innovation and traditional control concerns. The reminder of this paper is to suggest a theoretical argument on how innovations are developed within the public sector by entrepreneurs and become institutionalized.

## **Cahier de recherche**

# **INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

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In the contemporary public sector, innovations are introduced by entrepreneurs who are often far removed from the top of the pyramid (Borins, 1998; Riccucci 1995; Bernier and Hafsi, 2007). One of the elements in the process of the innovation award in Canada is to get the approval of the deputy-minister in order to apply for the award. It is a first step toward institutionalisation. It is also a judgement that an application is not an innovation only for the applicant but for the top of his or her hierarchy. These, which are often designed to deliver better service to the public, disturb the established system of governance. If the innovations eventually become entrenched, it is because either they are embraced by citizens or have demonstrated their superiority over old models. Governments must then legislate or change their policies to institutionalize the innovations.

Institutional entrepreneurship “represents the activities of actors who have an interest in particular institutional arrangements and who leverage resources to create new institutions or to transform existing ones” (Maguire *et al.*, 2004). Institutional entrepreneurs launch projects, develop new organizational forms and institutionalize new fields by borrowing practices from other fields (Mutch, 2007). In an already-built environment, they manage to create manoeuvring room from themselves and to innovate (Leca and Naccache, 2006; Greenwood and Suddaby, 2006). For innovations to become institutionalized, entrepreneurs must win acceptance for them in their environment (Wijen and Ansari, 2007). If the innovations are in line with the government’s general strategy, this should be relatively easy. On the other hand, if they go against the grain in any way, more political capital will be required. It would be interesting to study the process by which entrepreneurial innovations come to be accepted, become institutionalized and are absorbed into the state fabric. And so far, the observed limited impact of the socio-economic and political factors push to believe that the entrepreneurship of civil servants is behind the application to these awards.



## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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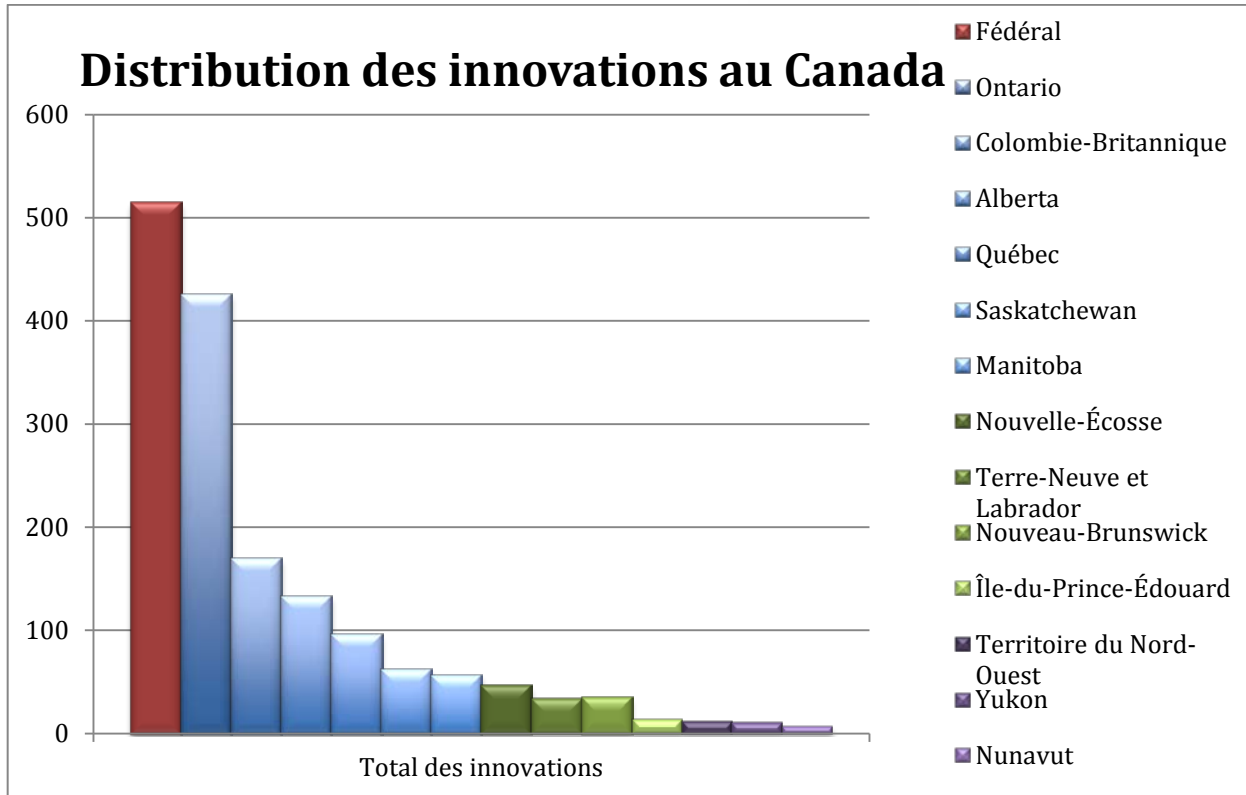
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**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 1**



**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT  
THE INNOVATION AWARD OF THE INSTITUTE OF  
PUBLIC ADMINISTRATION OF CANADA  
APPLICATIONS AND WINNERS**

**Figure 2**

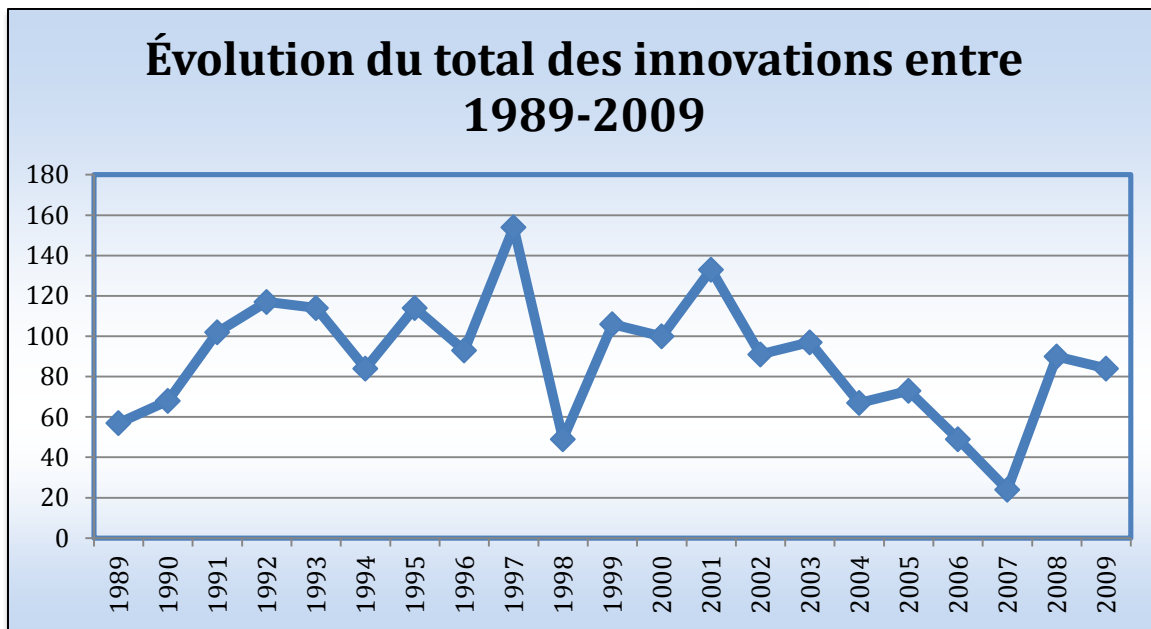


Figure 3

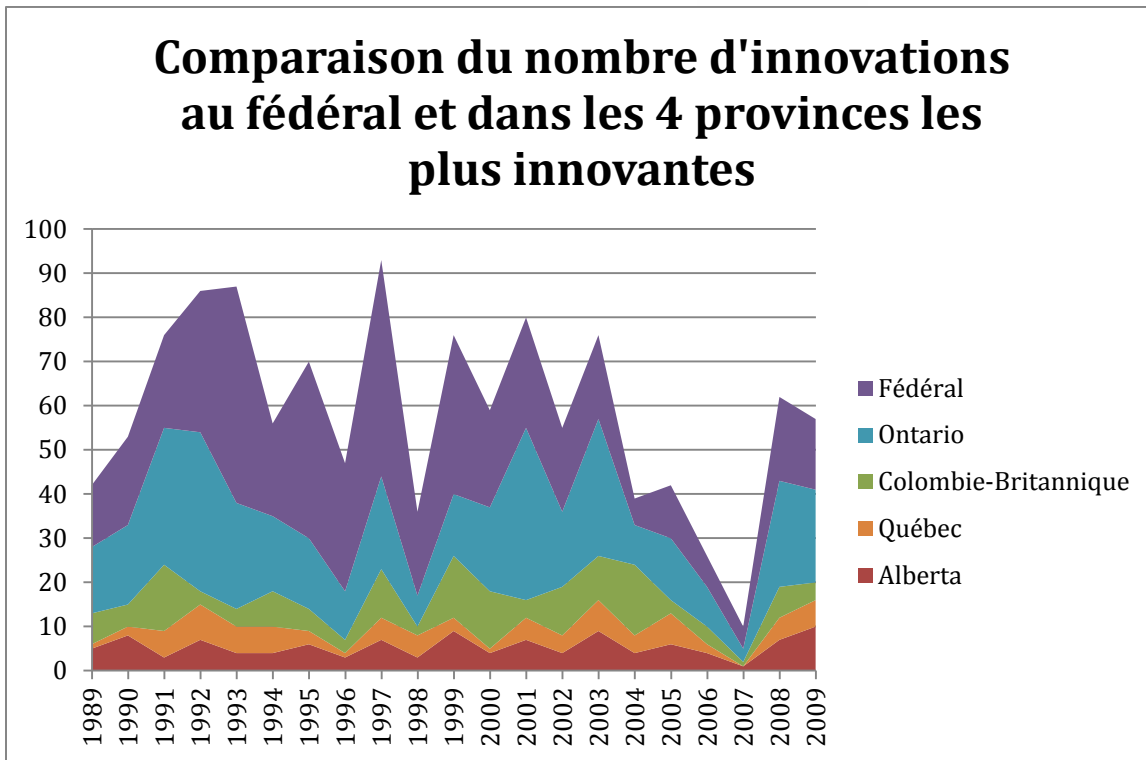
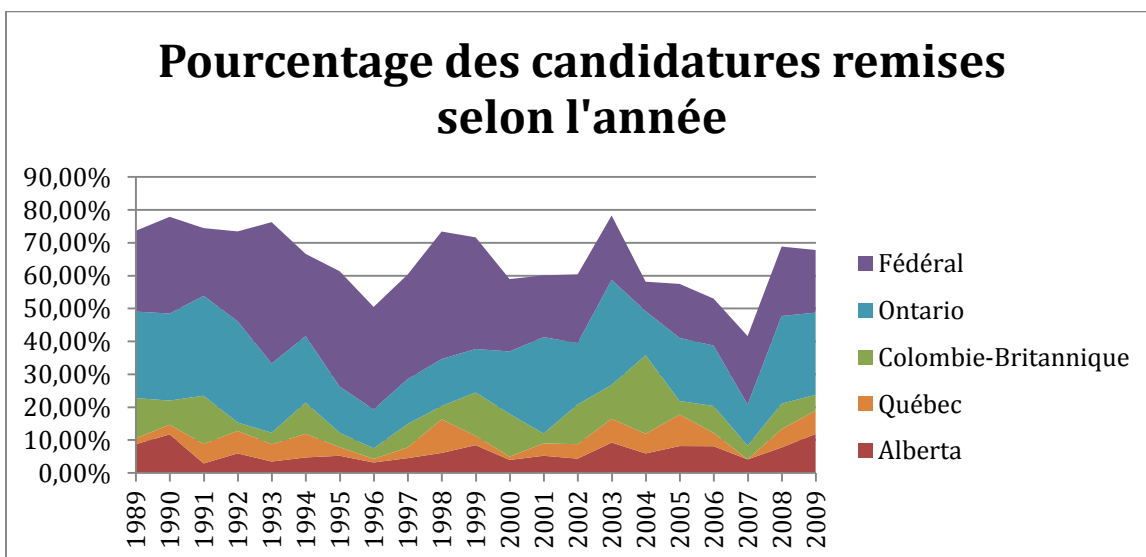


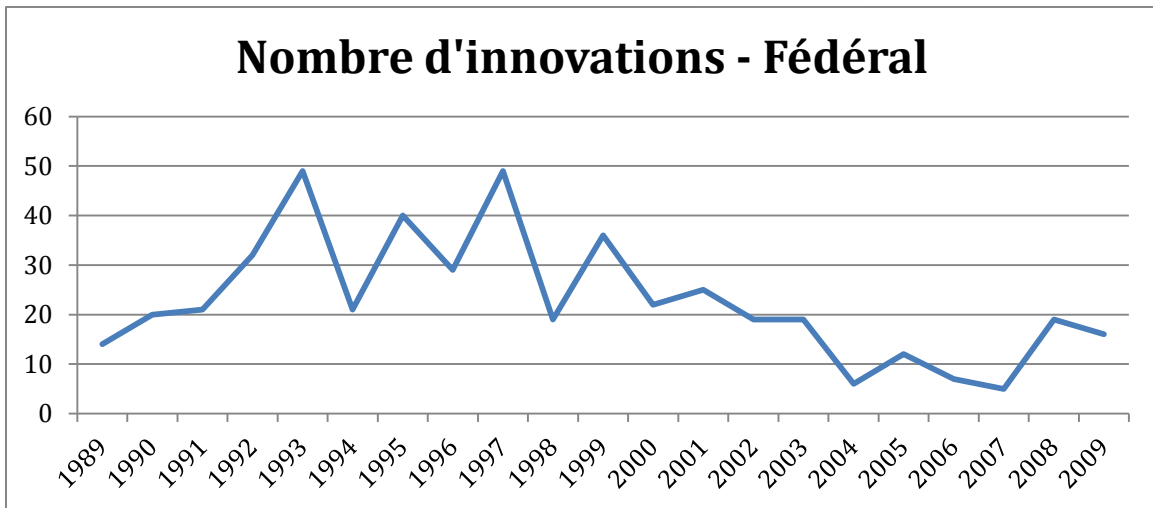
Figure 4



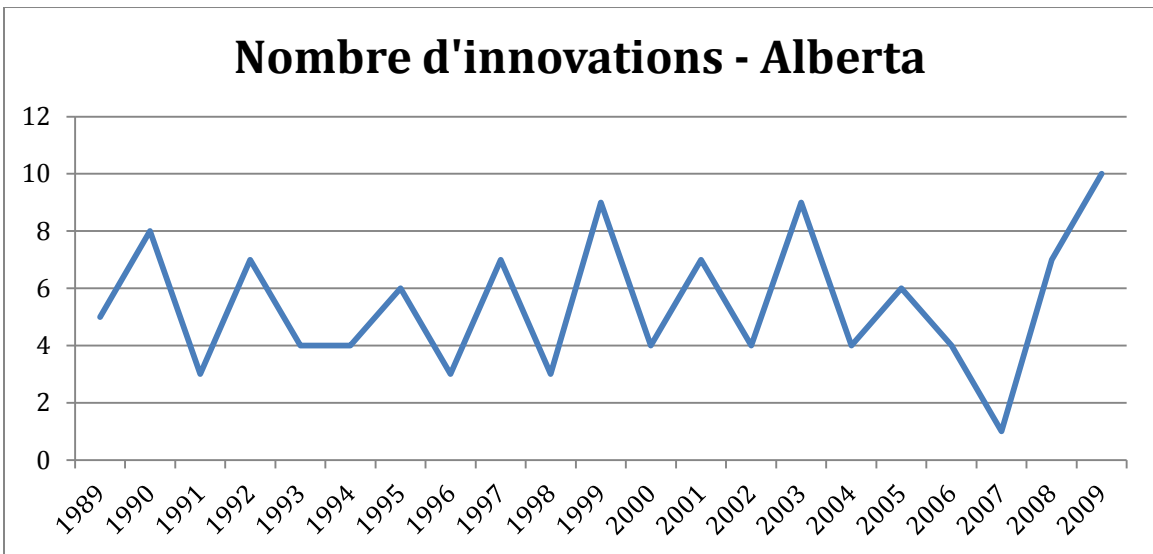
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**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 5**



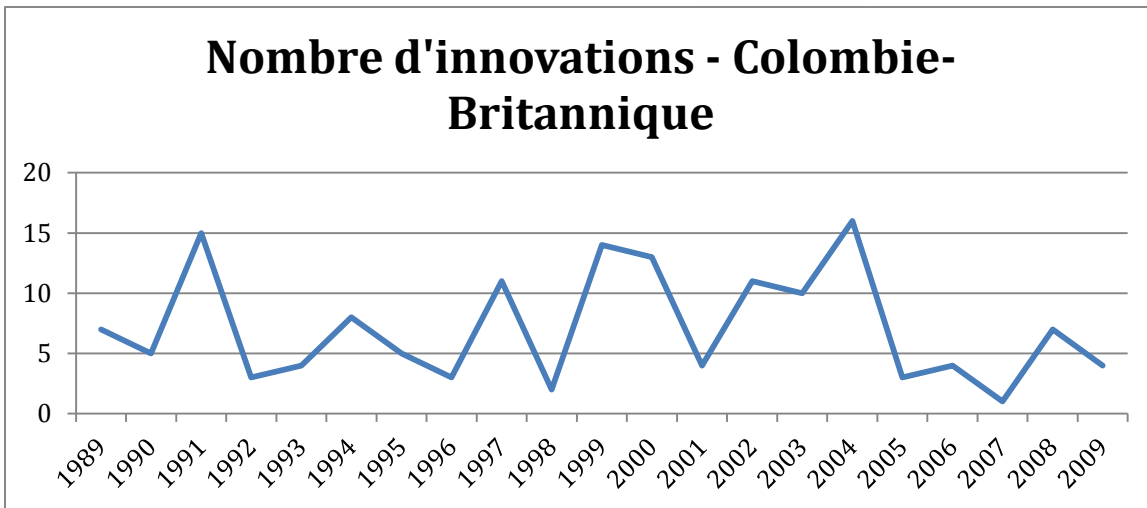
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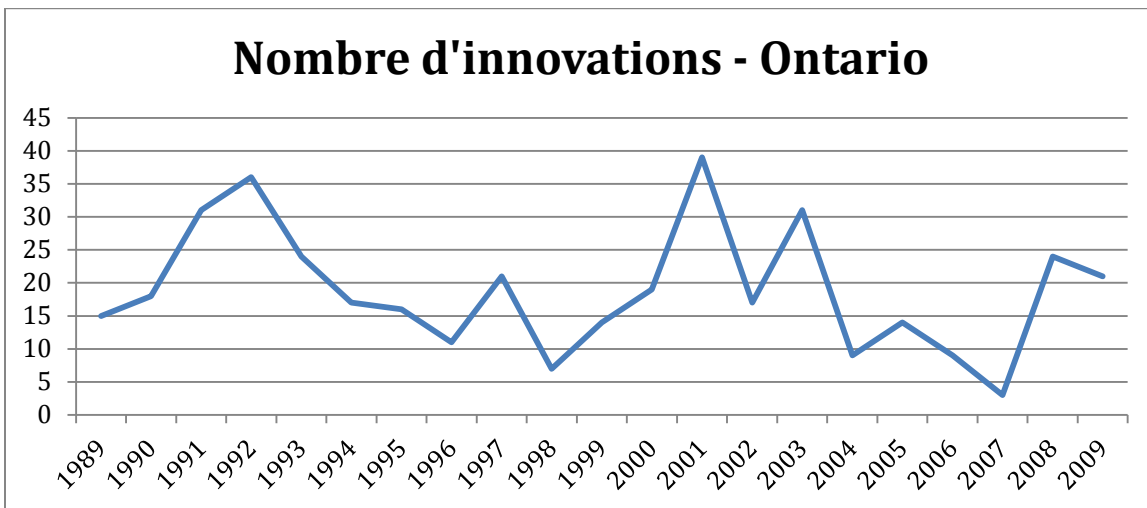
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**Figure 7**



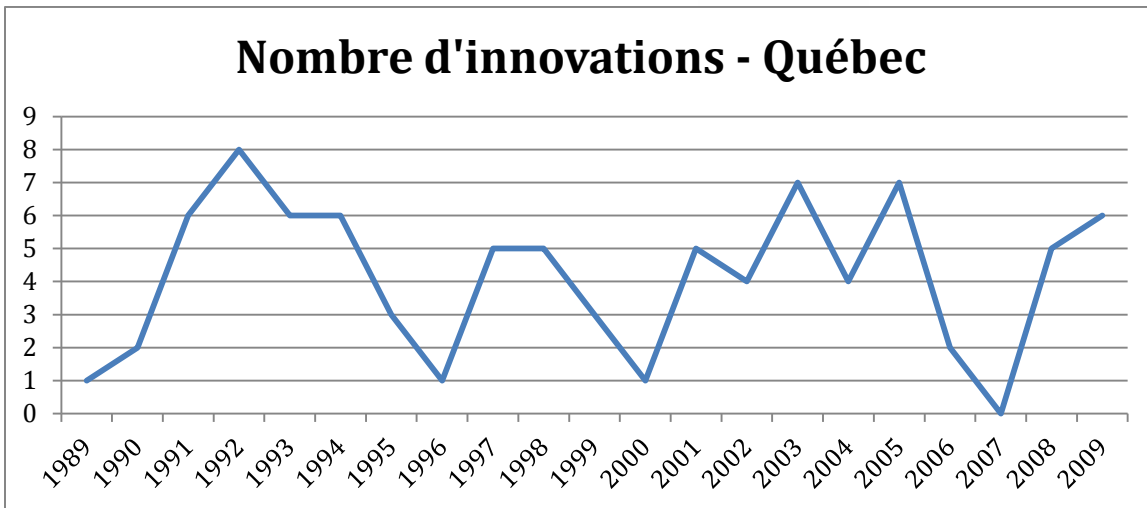
**Figure 8**



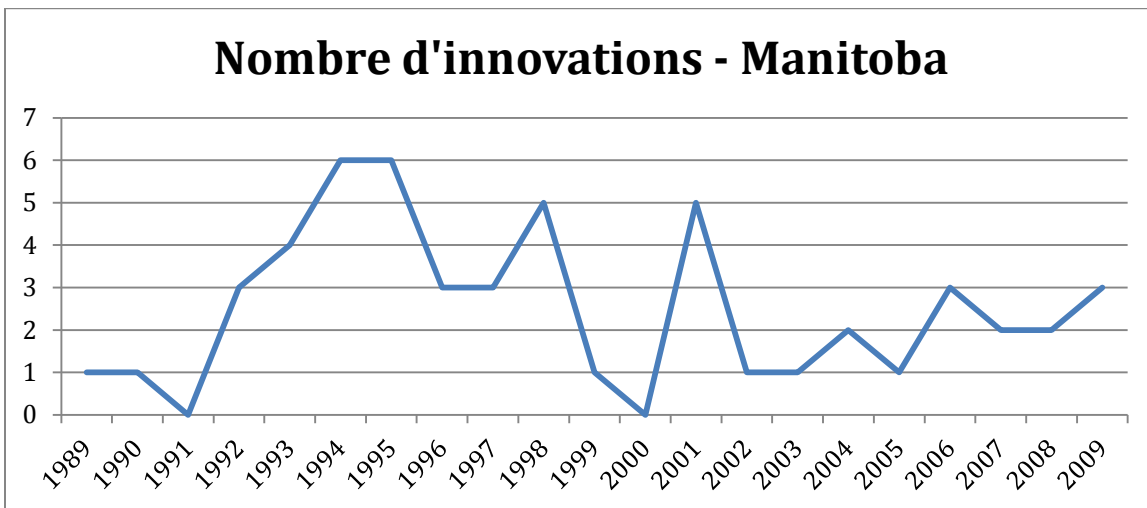
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**Figure 9**



**Figure 10**



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# INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

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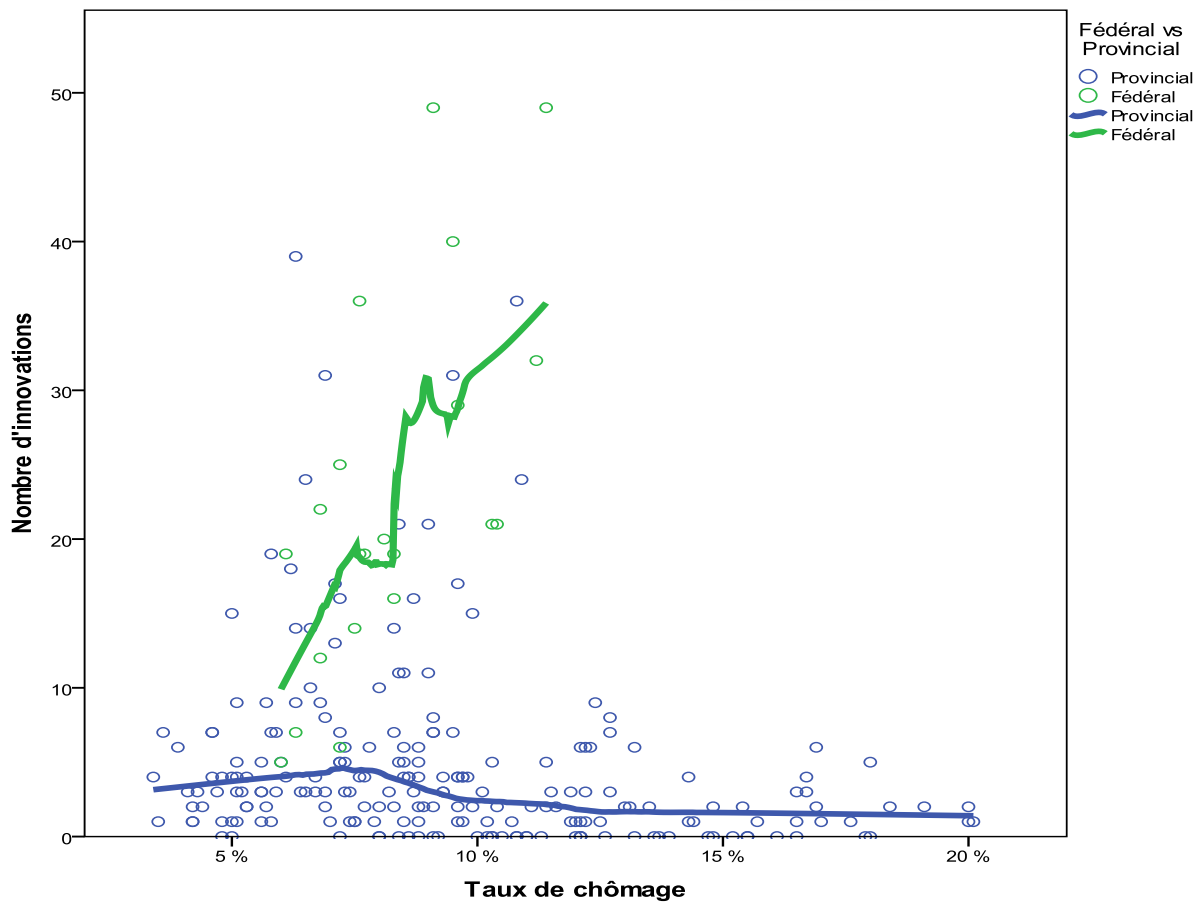
Figure 11

Année	Thème
1990	Le service au public
1991	La délégation de pouvoirs
1992	Gestion et partenariat
1993	Faire mieux avec moins
1994	Remodeler le gouvernement
1995	Réussir la diversité
1996	Maîtriser le changement
1997	Rapprocher l'État et le citoyen : des façons inédites
1998	Faire les choses autrement
1999	À la recherche du rendement efficace : mesure et reconnaissance
2000	La collaboration : les nouvelles approches en politique et gestion
2001	Développer la fonction publique de demain
2002	Ouvert sur l'extérieur : transformer le gouvernement pour répondre aux attentes des clients
2003	À la page : gérer le changement
2004	À l'encontre de la gravité : la collaboration horizontale
2005	Fonction publique sans frontières
2006	Partager la gouvernance : citoyens, partenaires, réseaux
2007	La nouvelle percée technologique des services
2008	Gérer le milieu de travail Vert / Innovations en écologisation
2009	Redressement
2010	La collaboration à l'œuvre

**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 12**



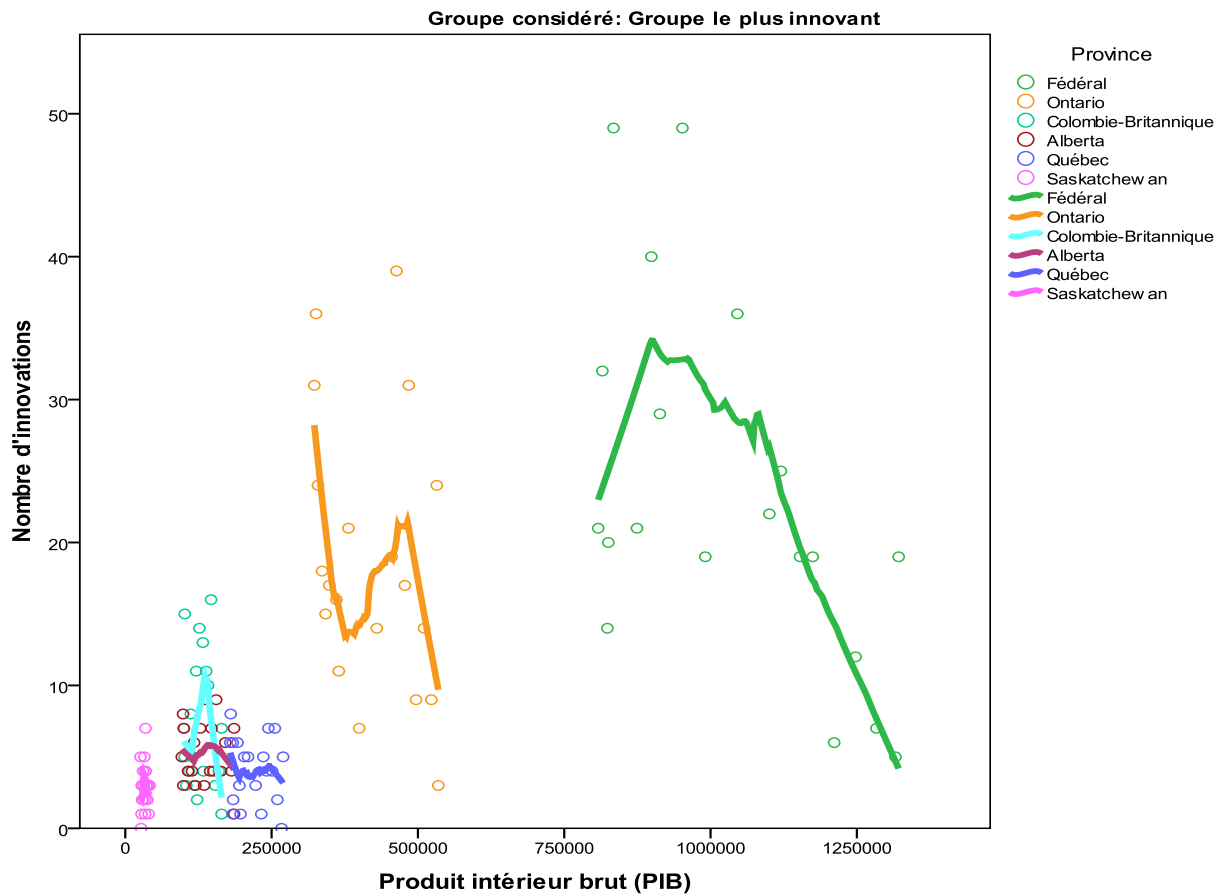
\*Les courbes de tendance sont des courbes de régression locale utilisant la méthode d'Epanechnikov (1969).



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INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

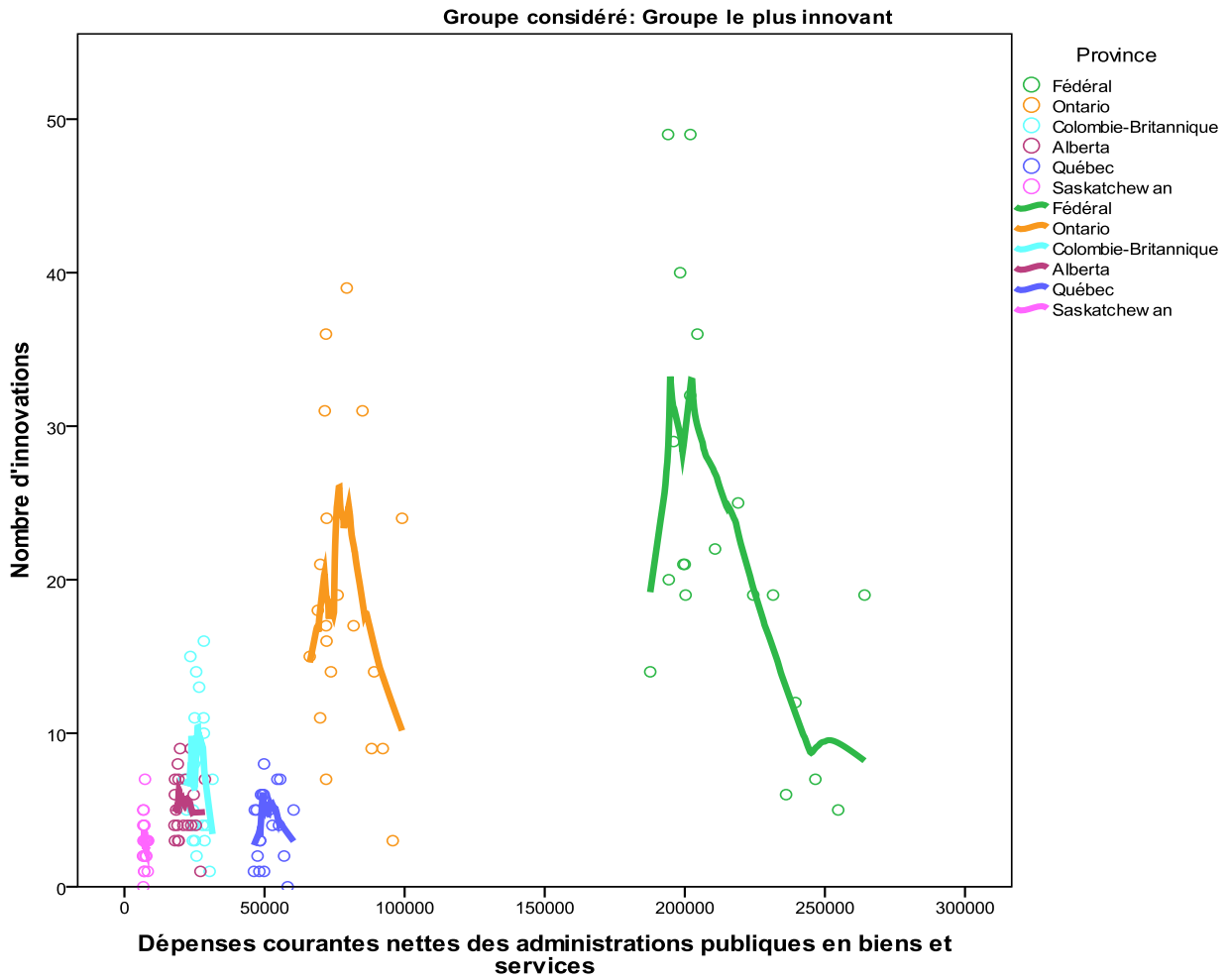
Figure 13



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**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

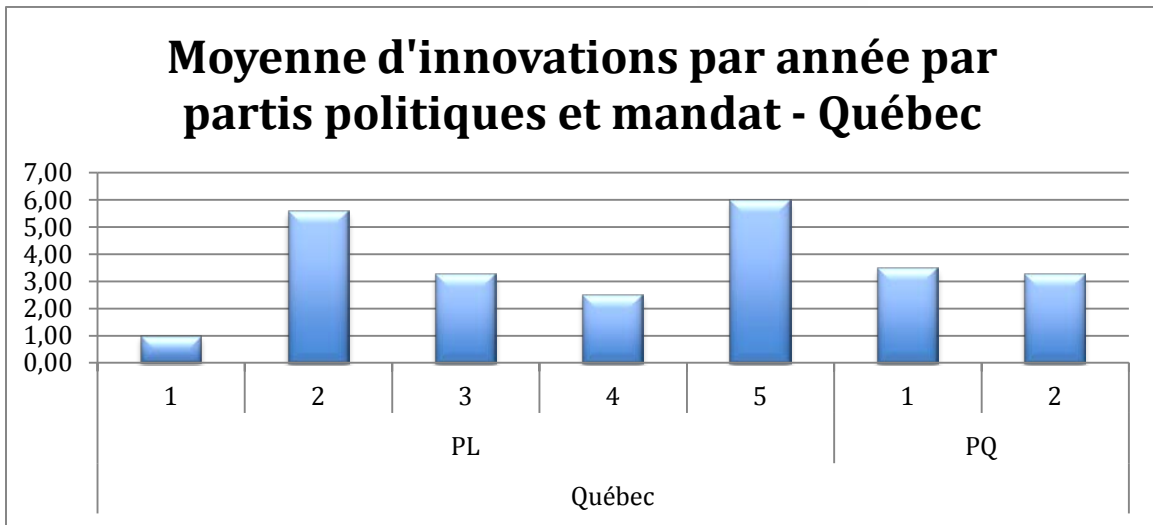
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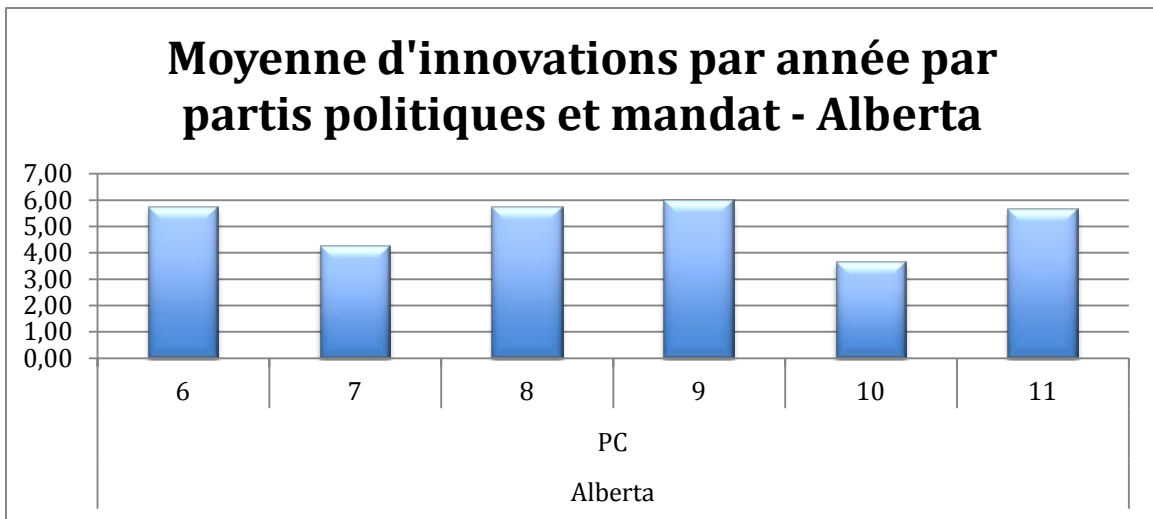
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**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 15**



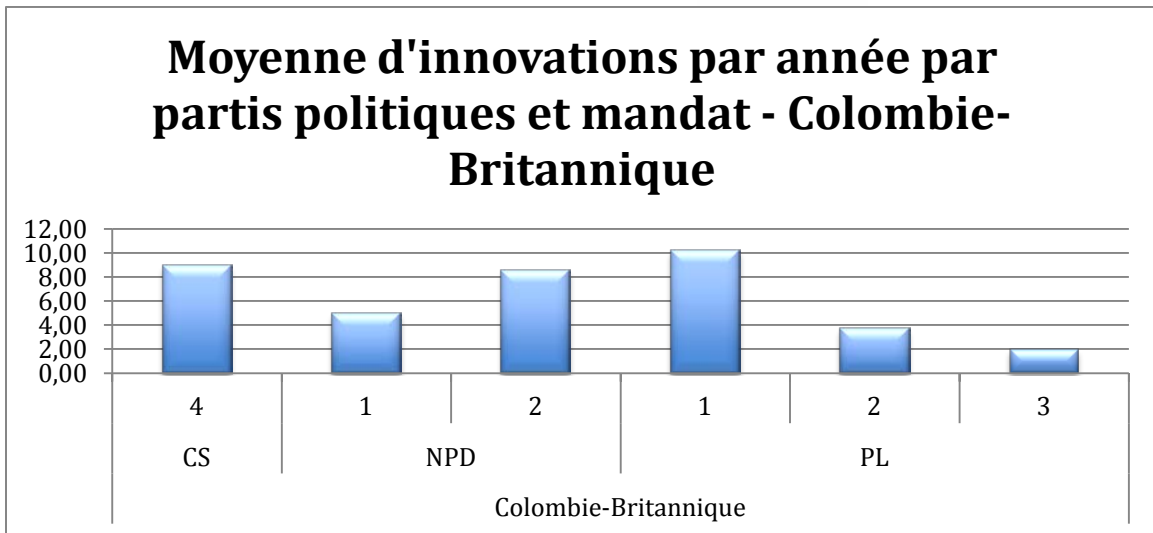
**Figure 16**



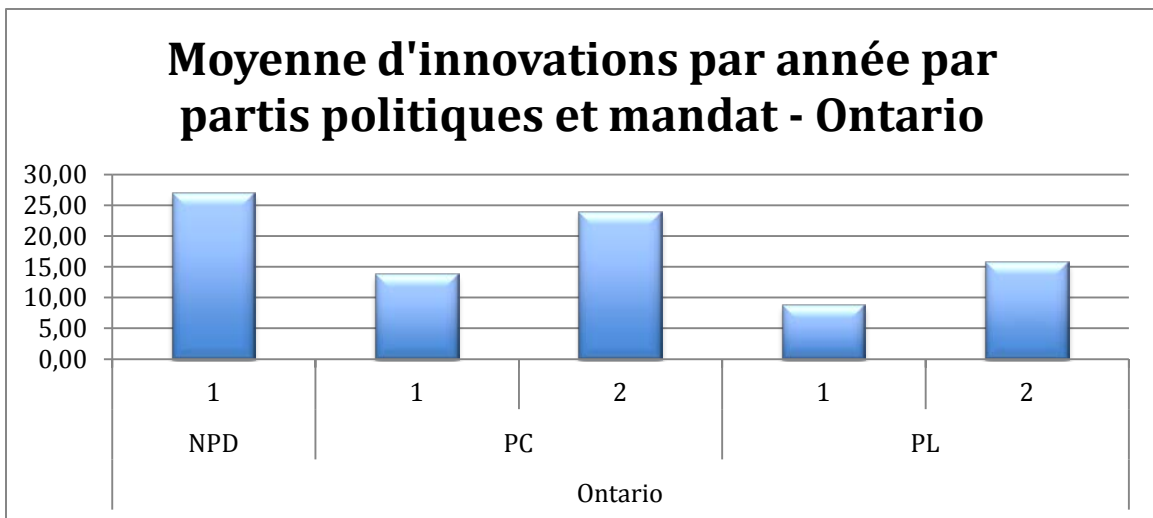
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**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT  
THE INNOVATION AWARD OF THE INSTITUTE OF  
PUBLIC ADMINISTRATION OF CANADA  
APPLICATIONS AND WINNERS**

**Figure 17**



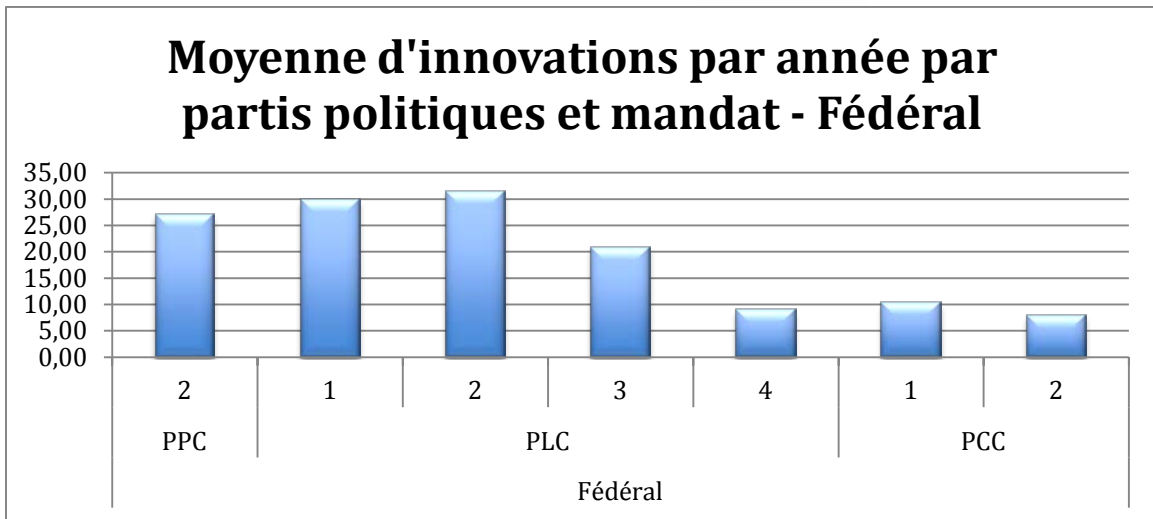
**Figure 18**



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**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 19**



**Figure 20**

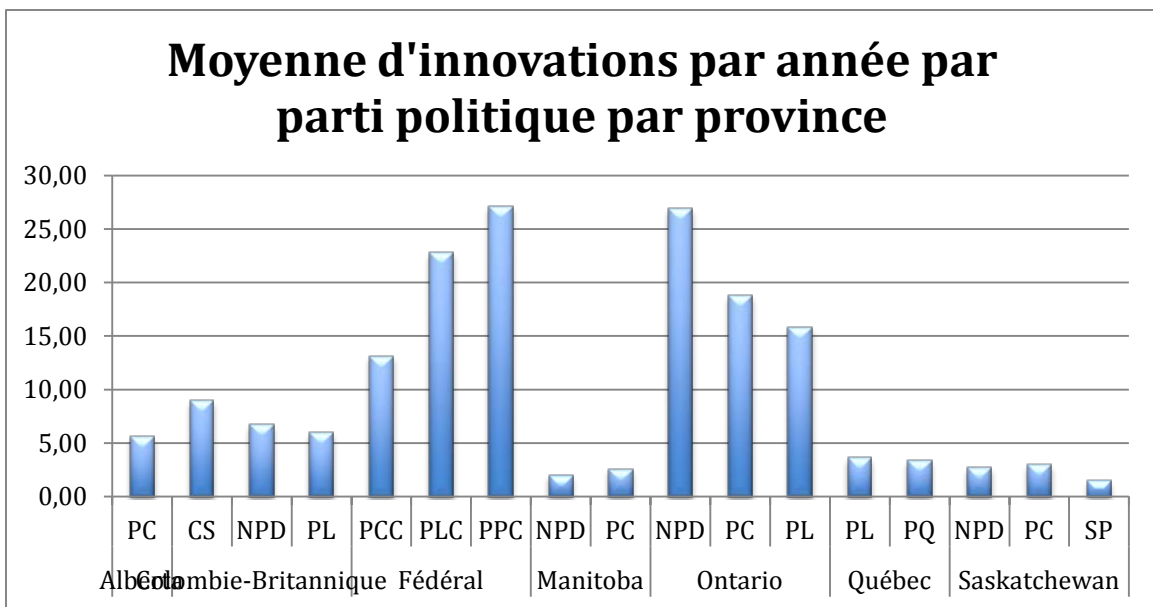


Figure 21

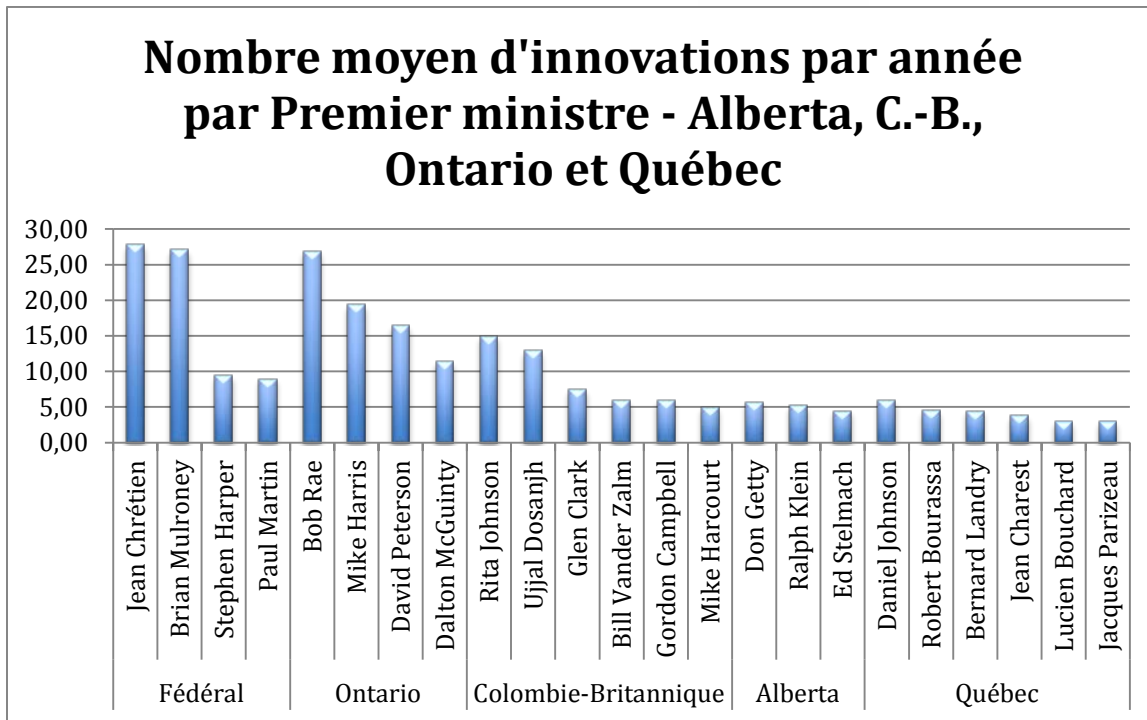
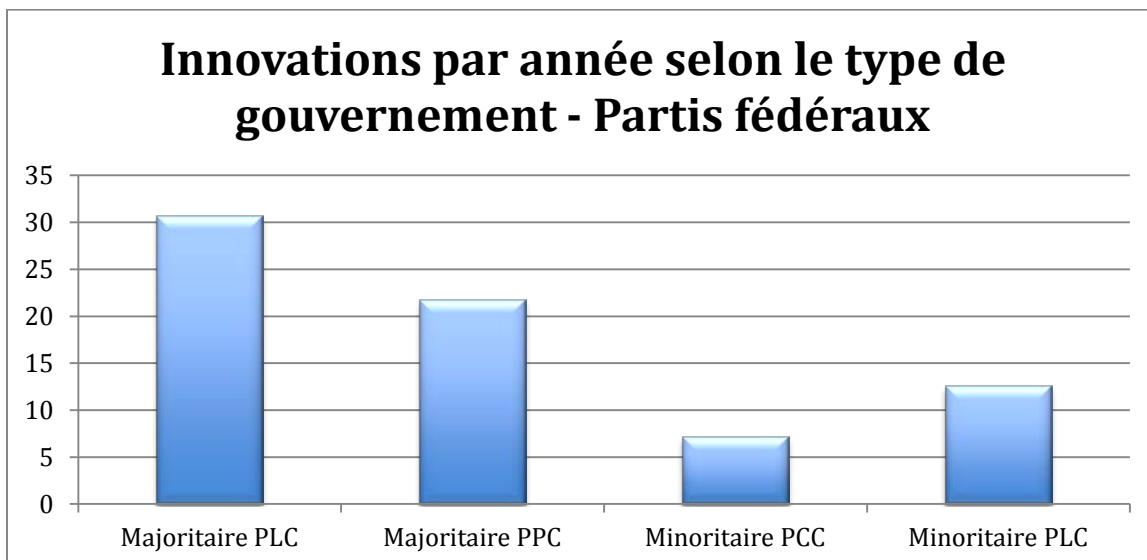


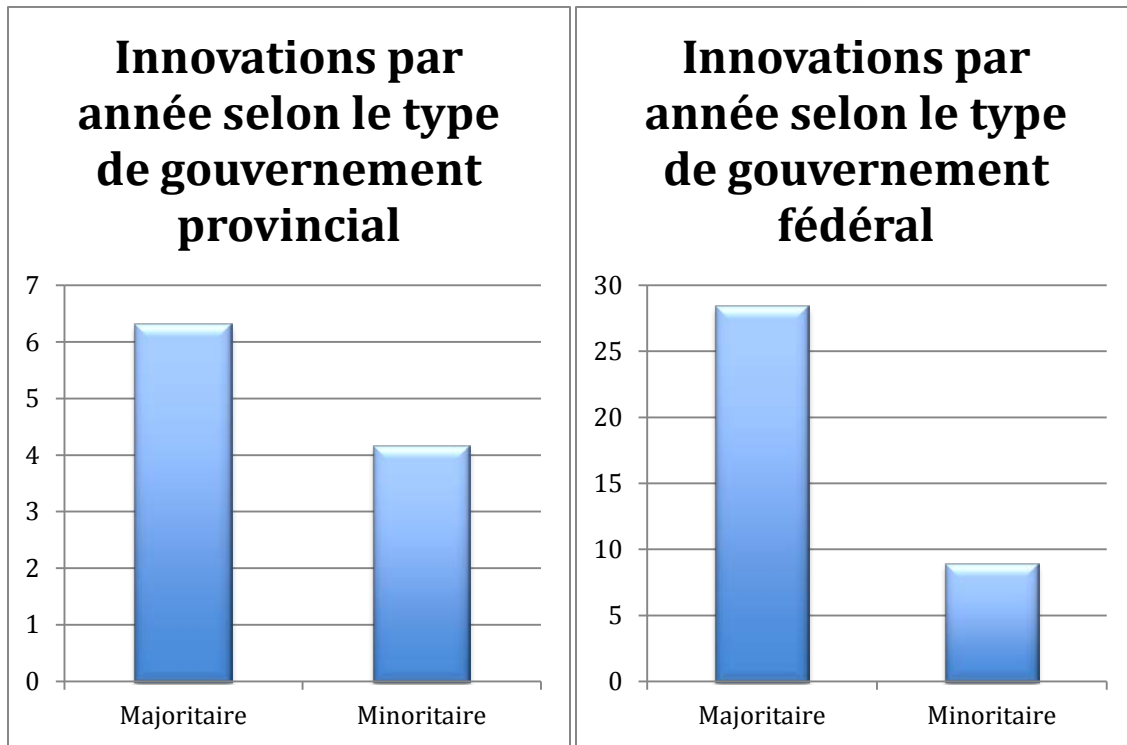
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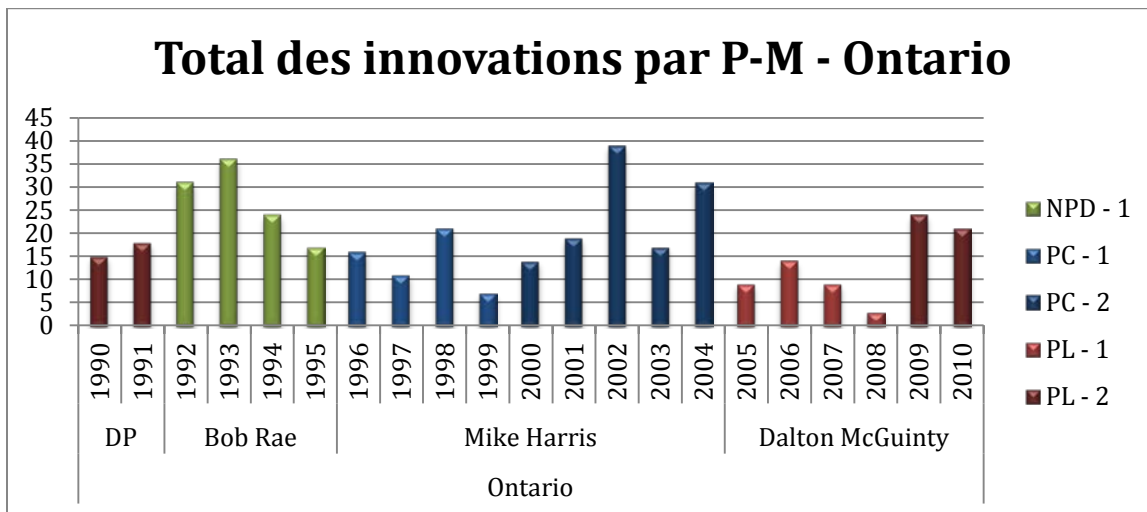
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**Figure 23**



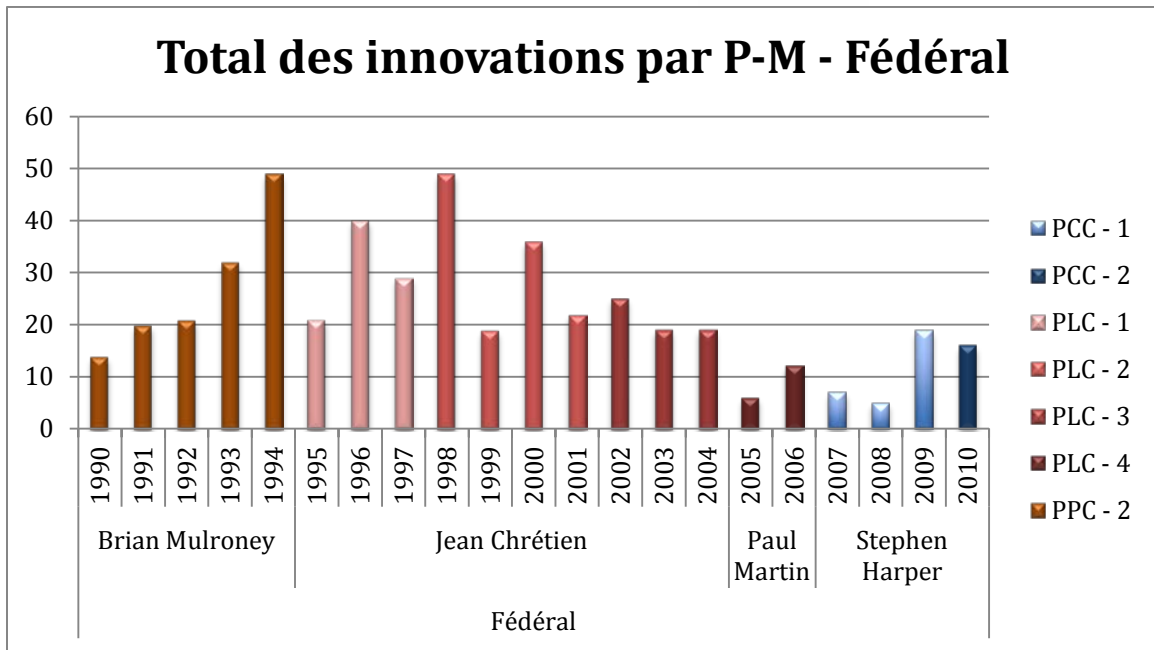
**Figure 24**



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**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 25**

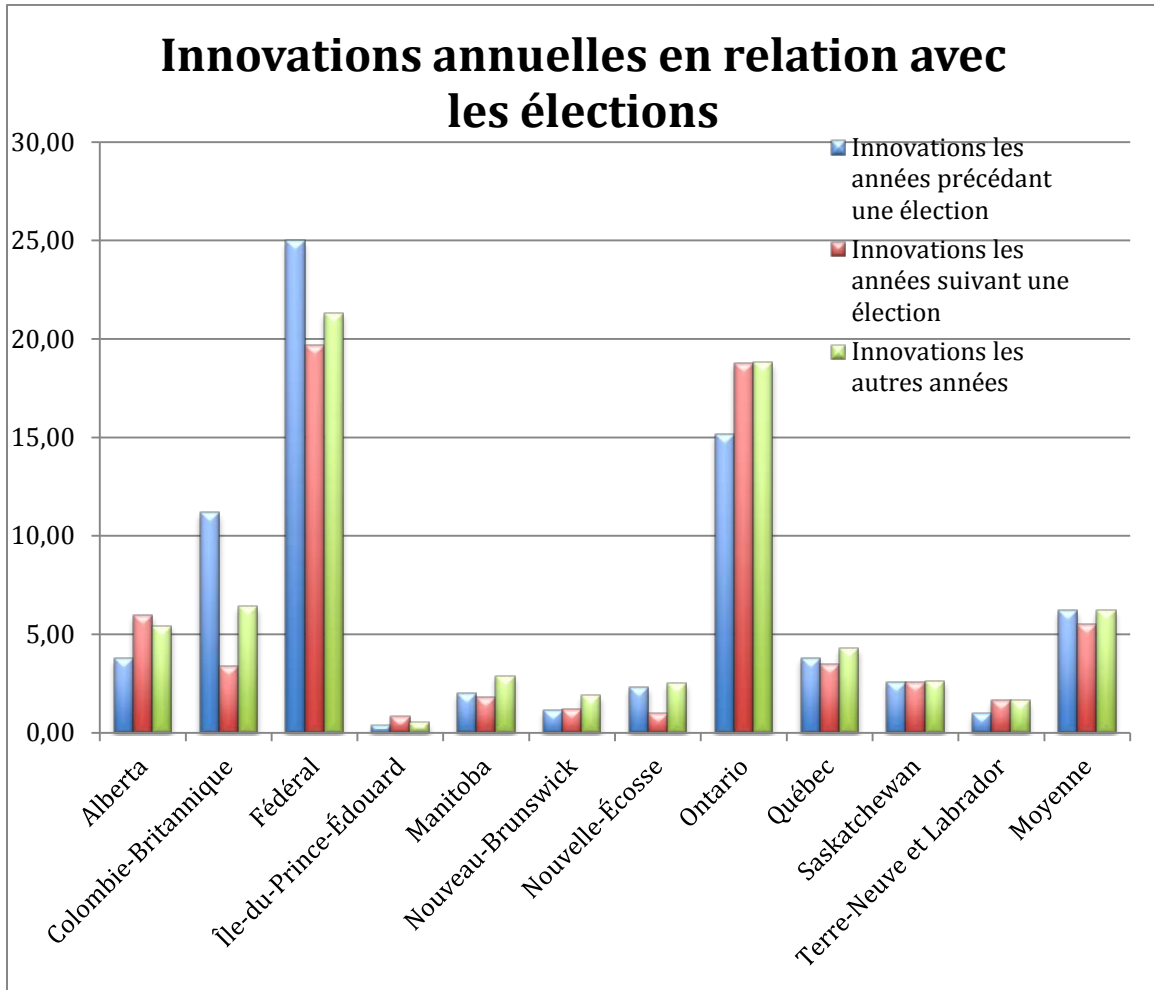




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**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 26**



**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 27**



**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 28**

Année	Nombre d'innovations - Ministères fédéraux							
	Affaires étrangères et Commerce international Canada	Agence du revenu Canada	Défense nationale	Développement des ressources humaines Canada	Environnement Canada	Industrie Canada	Ressources naturelles Canada	Travaux publics et Services gouvernementaux Canada
1990	0	0	0	0	1	1	1	0
1991	0	1	0	0	0	2	1	4
1992	1	1	0	0	7	1	1	0
1993	0	1	1	1	2	0	1	2
1994	0	0	1	2	4	3	5	5
1995	0	2	5	0	3	0	1	1
1996	1	1	6	3	4	2	1	2
1997	0	4	1	8	0	2	1	0
1998	0	3	3	14	0	1	3	4
1999	1	0	0	4	0	0	0	5
2000	0	2	0	7	2	4	1	3
2001	0	0	5	3	0	0	1	0
2002	0	1	3	7	0	3	1	0
2003	0	2	0	1	1	0	0	1
2004	0	0	1	2	0	0	1	2
2005	0	1	0	0	0	0	0	0
2006	1	1	0	1	0	2	1	0
2007	0	0	0	0	0	1	0	0
2008	0	0	0	0	0	0	1	2
2009	0	0	0	0	0	0	0	3
2010	1	0	1	0	0	1	1	0
Total	5	20	27	53	24	23	22	34

## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

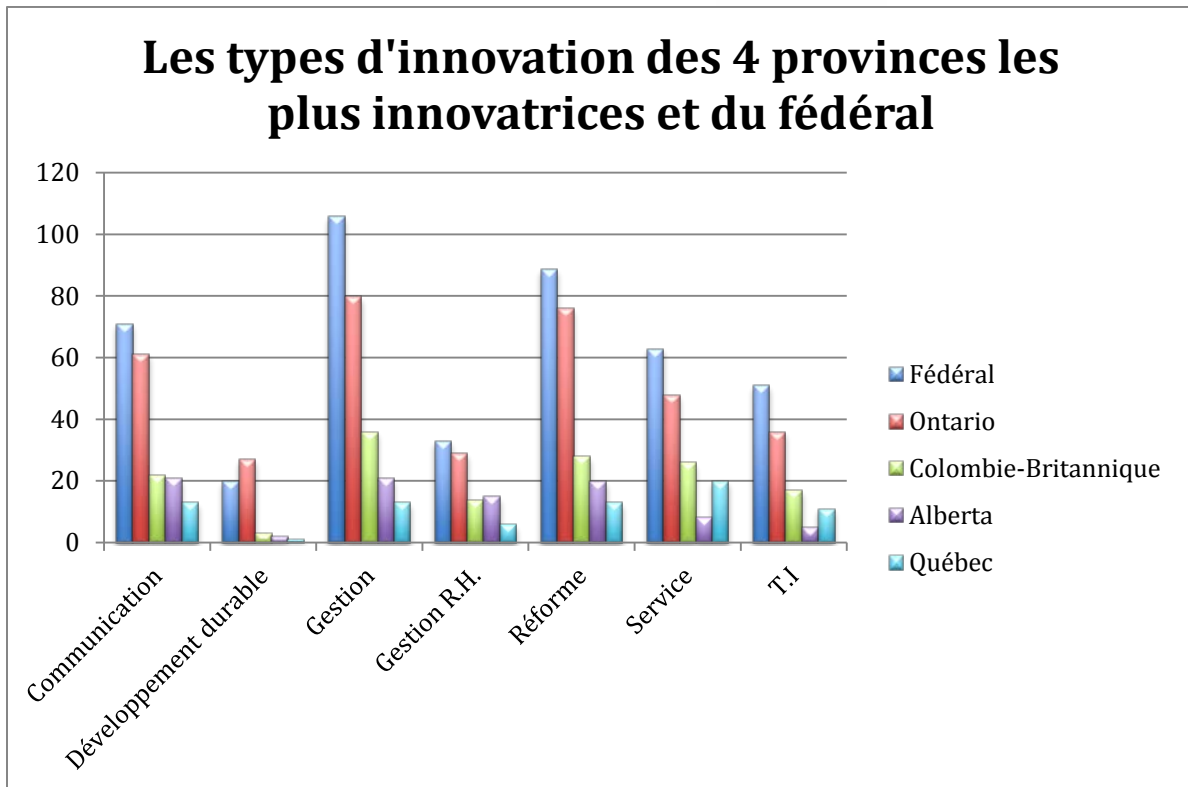
Figure 29

Année	Nombre d'innovations - Ministères de l'Ontario						
	Ministère des Ressources naturelles	Ministère des Transports	Secrétariat du conseil de gestion	Ministère du Développement économique et du Commerce	Ministère de la Santé et des soins de longues durées	Ministère de l'Agriculture et de l'Alimentation	Ministère de la Sécurité communautaire et des Services correctionnels
1990	0	0	0	2	1	0	0
1991	4	1	0	0	1	1	0
1992	16	0	1	2	0	2	0
1993	7	0	2	1	1	8	0
1994	1	1	1	5	0	5	0
1995	0	2	0	0	2	0	5
1996	2	0	1	3	2	0	1
1997	0	2	2	2	0	0	0
1998	2	2	4	3	1	1	0
1999	0	0	2	0	3	0	0
2000	0	0	4	1	0	0	0
2001	1	1	5	2	0	0	0
2002	1	8	3	3	1	1	1
2003	0	5	0	0	2	0	0
2004	0	5	3	0	1	0	2
2005	0	3	0	0	0	0	0
2006	2	2	0	0	0	0	4
2007	0	0	0	0	1	0	1
2008	0	0	0	0	0	0	0
2009	3	0	0	0	6	0	1
2010	0	0	0	0	1	0	2
<b>Total</b>	<b>39</b>	<b>32</b>	<b>28</b>	<b>24</b>	<b>23</b>	<b>18</b>	<b>17</b>

**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 30**



## Cahier de recherche

# INNOVATION IN THE PUBLIC SECTOR : A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS

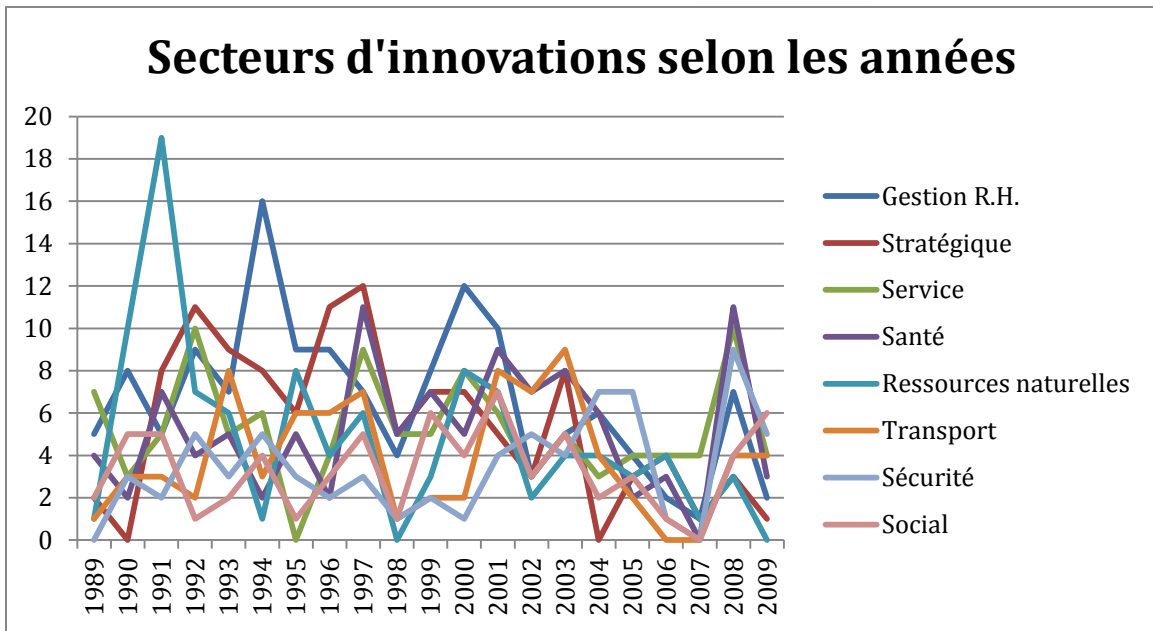
Figure 31

Année	Gestion R.H.	Stratégique	Service	Santé	Ressources naturelles	Transport	Sécurité	Social
1989	5	2	7	4	1	1	0	2
1990	8	0	3	2	10	3	3	5
1991	5	8	5	7	19	3	2	5
1992	9	11	10	4	7	2	5	1
1993	7	9	5	5	6	8	3	2
1994	16	8	6	2	1	3	5	4
1995	9	6	0	5	8	6	3	1
1996	9	11	4	2	4	6	2	3
1997	7	12	9	11	6	7	3	5
1998	4	5	5	5	0	1	1	1
1999	8	7	5	7	3	2	2	6
2000	12	7	8	5	8	2	1	4
2001	10	5	6	9	7	8	4	7
2002	3	3	3	7	2	7	5	3
2003	5	8	5	8	4	9	4	5
2004	6	0	3	6	4	4	7	2
2005	4	3	4	2	3	2	7	3
2006	2	4	4	3	4	0	1	1
2007	1	1	4	0	1	0	0	0
2008	7	3	10	11	3	4	9	4
2009	2	1	4	3	0	4	5	6
<b>Total</b>	<b>139</b>	<b>114</b>	<b>110</b>	<b>108</b>	<b>101</b>	<b>82</b>	<b>72</b>	<b>70</b>

**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 32**



**Figure 33**

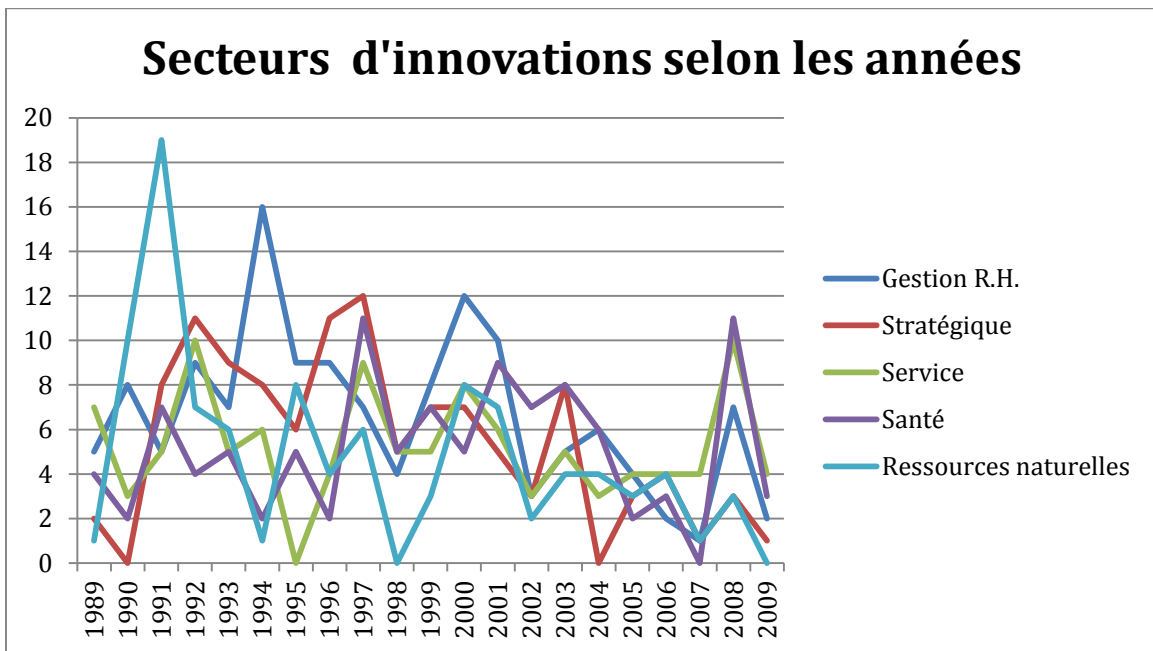


Figure 34

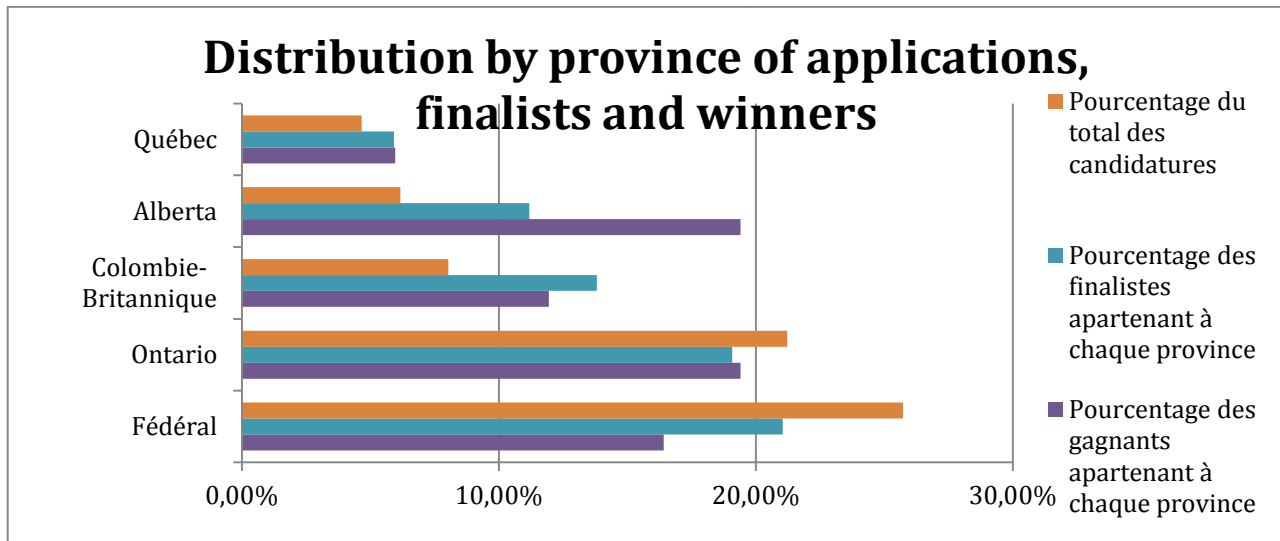
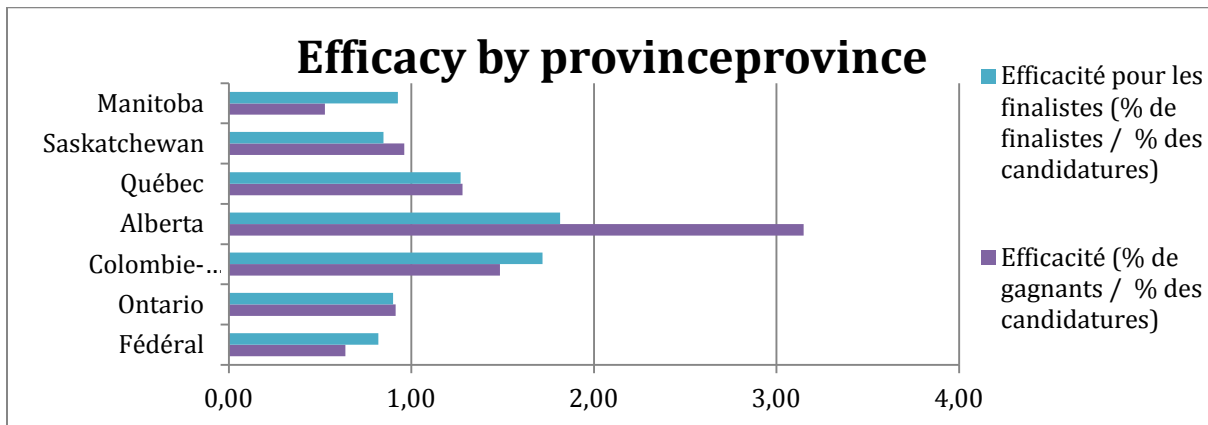


Figure 35





**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 36**

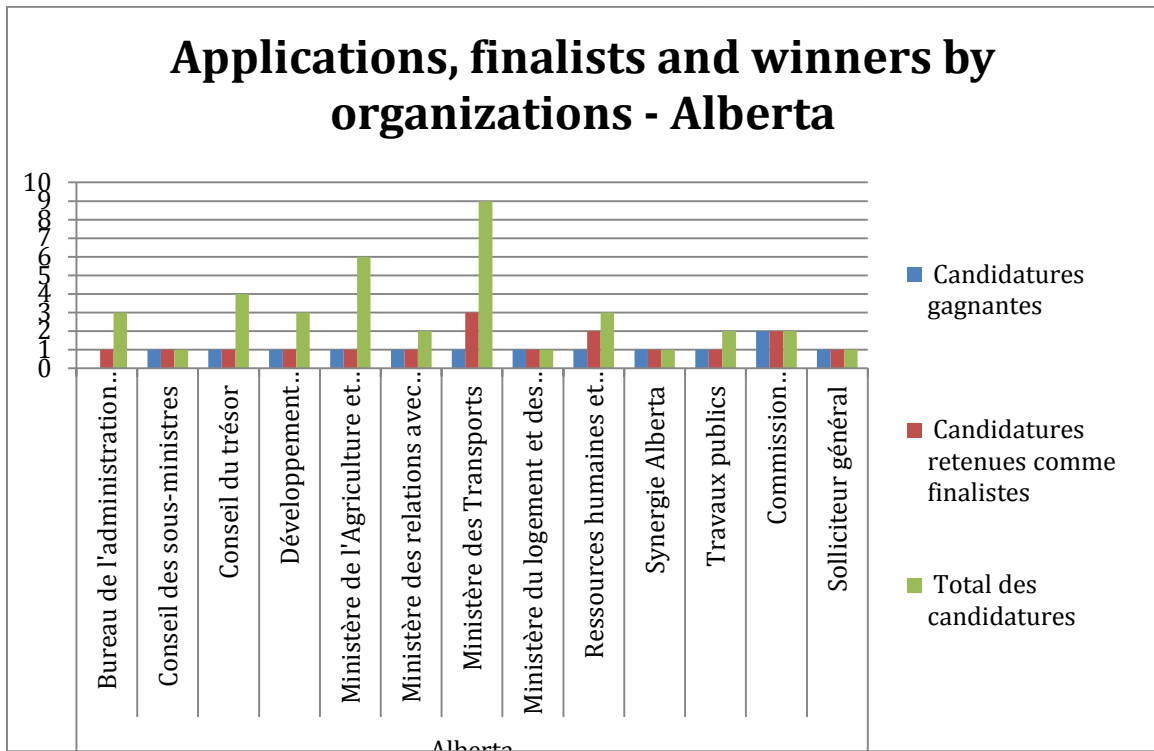


Figure 37

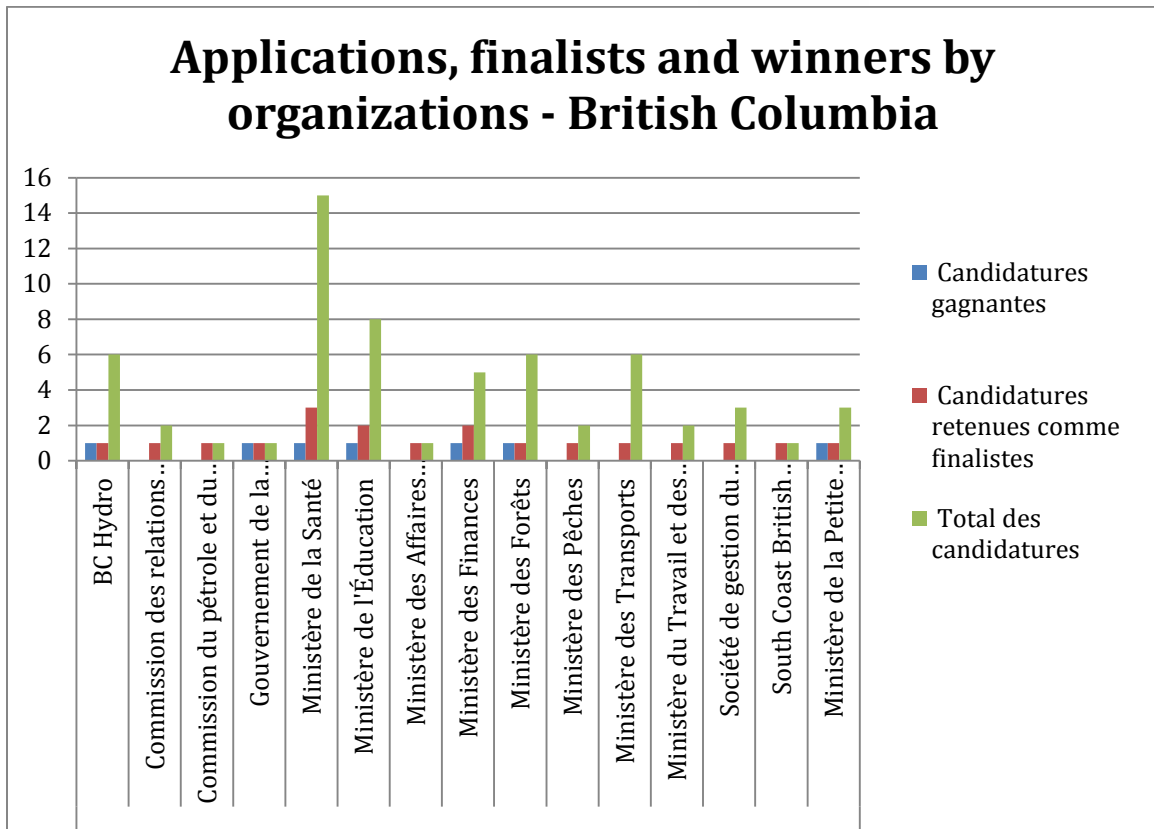


Figure 38

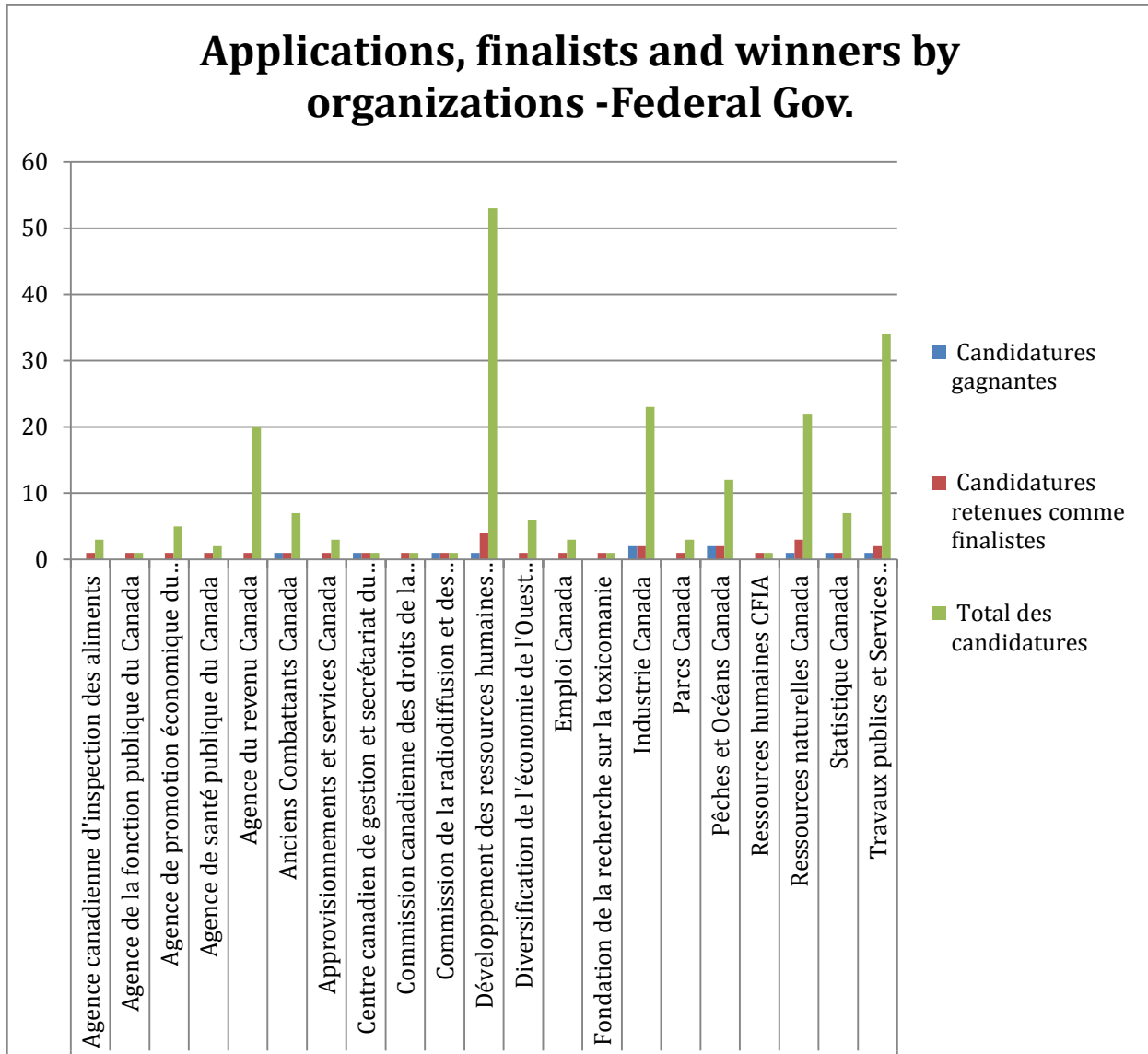
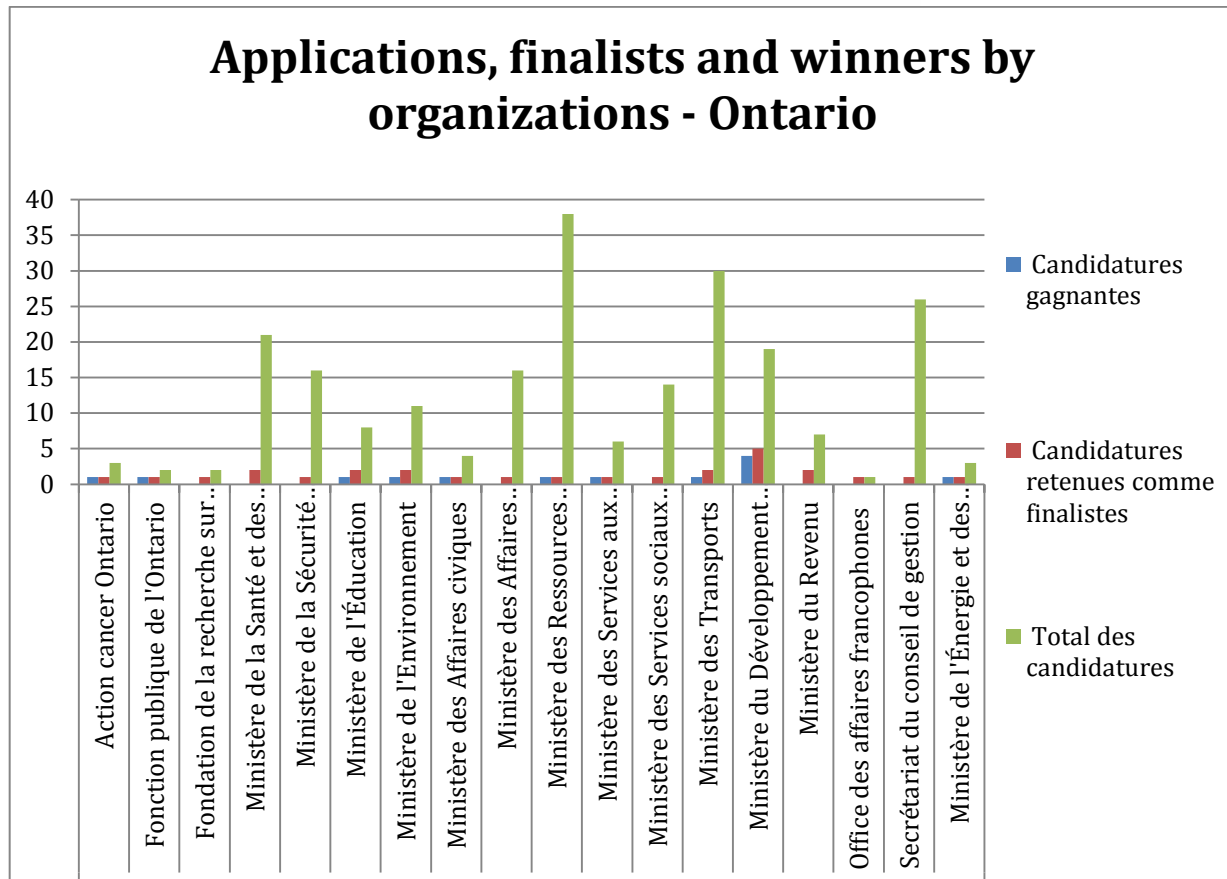


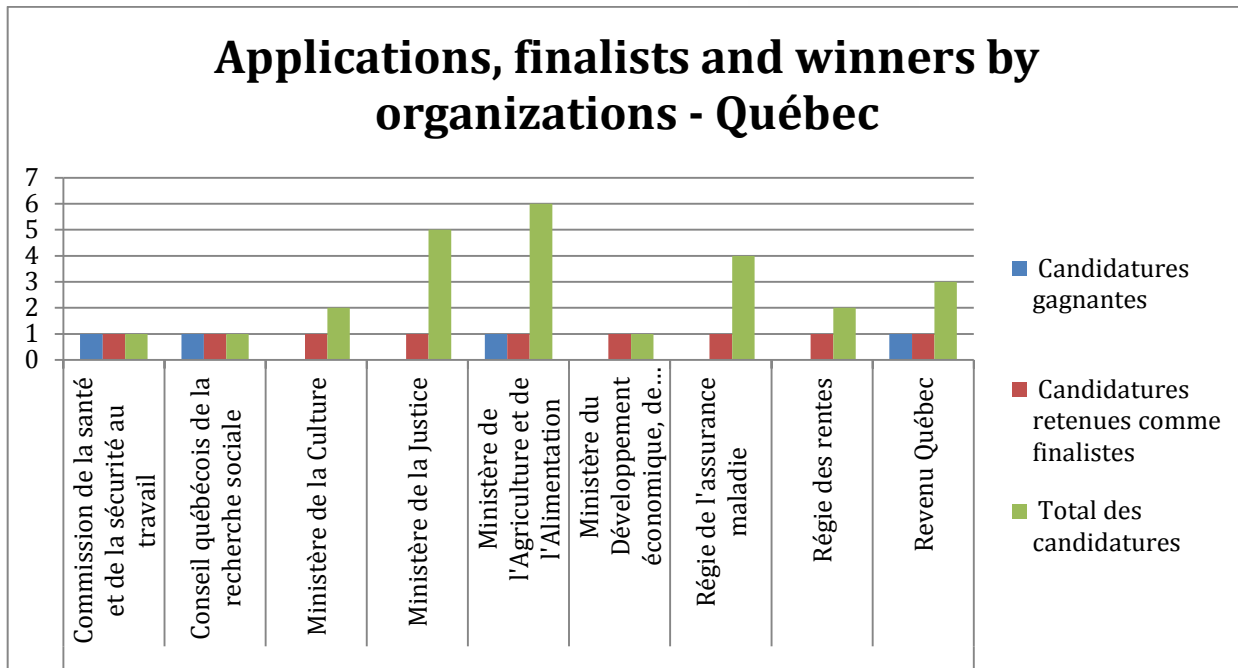
Figure 39



**Cahier de recherche**

**INNOVATION IN THE PUBLIC SECTOR: A LOOK AT THE INNOVATION AWARD OF THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA APPLICATIONS AND WINNERS**

**Figure 40**



**Figure 41**

