



Department of Economics and Administration

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Economics and Management for Engineers

Analysis and perspectives of changes of the organizational culture  
in the Public Sector: the case of Decentralized Administration of  
Aegean

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Fragment

*Trois savoirs gouvernent le monde : Le savoir, le savoir-vivre et le savoir-faire ; Et  
le dernier souvent tient lieu des deux autres  
Charles Cahier, 1807-1882, French Art Historian*

Chios, 6 September 2019

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I really hope my thesis can be the beginning of a new better future for all the public servants of Greece.

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## Abstract

It has been globally found, that organizations with high performance developed when their organizational culture was aligned with their priorities and objectives along with more effective management of their employees.

Organizational culture is the most critical parameter of growth and development of any organization. It consists the personality of the organization and is interwoven with its philosophy, its objectives, its functions and its structure. It is the bridge between organizational behaviour and strategic management while is also offered as a tool for providing advice to organizations in their attempt to achieve necessary change.

At the opposite end, we have the Greek Public Sector / Greek Public Administration and its effort of modernization, in order to become more effective and efficient. Despite the fact that a lot of efforts have been made in recent years, mainly through the Operational Programs of the National Strategic Reference Framework, for changes into the public sector, they have not yielded yet the expected results.

Taking under consideration:

- The need for significant reform of the Greek Public Sector;
- The maintenance of effective relations between members of public sector;
- The need of public sector to adapt to rapid changes in the external environment (e-government, change in directions of European Policies, etc.)

We will attempt to explore the organizational culture in the public sector, by choosing as a study the institution of the Decentralized Administration of the Aegean which essentially is a decentralized administrative structure of the State, with decision – making competences.

Our approach will be primarily through literature, giving detailed descriptions of the terms of organizational culture, public sector and Decentralized Administration of the Aegean, emphasising the evolution of the institution and its organizational stages of changes through the years and then by conducting questionnaires we will attempt to associate the meaning of organizational culture with efficiency indicators by using as a survey sample the total number of employees in it. Specifically, the analysis of organizational culture elements and perspective changes at various levels, either hierarchically or by age or by educational level will be attempted, in relation to proposed changes that may occur from the new reforms

of operational programs, reflecting in parallel attitudes and views of the employees during those changes.

### **Key Words**

**Organizational culture, change, public administration, reform, Decentralized Administration of Aegean**

## Περίληψη

Έχει διαπιστωθεί σε παγκόσμιο επίπεδο, ότι οι οργανισμοί με υψηλές επιδόσεις, αναπτύχθηκαν όταν η οργανωσιακή τους κουλτούρα, ήταν ευθυγραμμισμένη με τις προτεραιότητες, τους στόχους και την αποτελεσματική διαχείριση των εργαζομένων τους.

Η οργανωσιακή κουλτούρα αποτελεί την πιο κρίσιμη παράμετρο ανάπτυξης και εξέλιξης κάθε οργανισμού. Αποτελεί την προσωπικότητα του οργανισμού κι είναι συνυφασμένη με την φιλοσοφία, τους σκοπούς, τις λειτουργίες αλλά και τη δομή αυτού.

Αποτελεί τη γέφυρα μεταξύ της οργανωσιακής συμπεριφοράς και της στρατηγικής διαχείρισης, ενώ παράλληλα ως εργαλείο προσφέρεται για την παροχή συμβουλών σε οργανισμούς, ώστε να επιτευχθεί αλλαγή εκεί που είναι αναγκαία.

Στον αντίποδα, έχουμε τον ελληνικό δημόσιο τομέα / ελληνική δημόσια διοίκηση και την προσπάθεια εκσυγχρονισμού του, ώστε αυτός να καταστεί πιο αποτελεσματικός και αποδοτικός. Παρά τις προσπάθειες των τελευταίων χρόνων, κυρίως μέσα από τα Επιχειρησιακά προγράμματα των ΕΣΠΑ, για αλλαγές στο δημόσιο τομέα, αυτές δεν έχουν αποδώσει τα αναμενόμενα αποτελέσματα.

Λαμβάνοντας υπόψη:

- Την ανάγκη ουσιαστικών μεταρρυθμίσεων του ελληνικού δημόσιου τομέα
- Την διατήρηση αποτελεσματικών σχέσεων μεταξύ των μελών του δημοσίου τομέα
- Την ανάγκη προσαρμογής του δημόσιου τομέα στις ραγδαίες μεταβολές του εξωτερικού περιβάλλοντος (ηλεκτρονική διακυβέρνηση, αλλαγή ρότας των ευρωπαϊκών πολιτικών, κτλ.),

Θα προσπαθήσουμε να διερευνήσουμε την οργανωσιακή κουλτούρα στο χώρο του δημοσίου τομέα, επιλέγοντας προς μελέτη το θεσμό της Αποκεντρωμένης Διοίκησης Αιγαίου, η οποία αποτελεί στην ουσία μια διοικητική αποκεντρωμένη δομή του κράτους με αποφασιστικές αρμοδιότητες.

Η προσέγγιση μας θα γίνει αρχικά βιβλιογραφικά, δίνοντας αναλυτικές περιγραφές των όρων οργανωσιακή κουλτούρα, δημόσιος τομέας και Αποκεντρωμένη Διοίκηση Αιγαίου, δίνοντας έμφαση στην διαχρονική εξέλιξη του θεσμού και τα οργανωτικά στάδια αλλαγών του, ενώ στη συνέχεια με τη διενέργεια ερωτηματολογίων θα επιχειρήσουμε να

συσχετίσουμε την έννοια της οργανωσιακής κουλτούρας με δείκτες αποτελεσματικότητας με το υπό έρευνα δείγμα, που αποτελεί το σύνολο των υπηρετούντων υπαλλήλων στην Αποκεντρωμένη Διοίκηση Αιγαίου. Συγκεκριμένα, θα επιχειρηθεί η ανάλυση στοιχείων οργανωσιακής κουλτούρας και των προοπτικών αλλαγών σε διάφορα επίπεδα, είτε ιεραρχικά, είτε ηλικιακά, είτε επιπέδου εκπαίδευσης, σε σχέση με τις προτεινόμενες αλλαγές που ενδεχομένως να προκύψουν από τις νέες μεταρρυθμιστικές παρεμβάσεις των επιχειρησιακών προγραμμάτων, αποτυπώνοντας παράλληλα στάσεις και απόψεις των εργαζομένων κατά τη διάρκεια των αλλαγών αυτών.

### **Λέξεις – κλειδιά**

**Οργανωσιακή κουλτούρα, αλλαγή, Δημόσια Διοίκηση, μεταρρύθμιση, Αποκεντρωμένη Διοίκηση Αιγαίου**

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## Introduction

### Change management in a public organization

Although there is an extensive literature on organizational change just recent studies have examined to what extent private sector change management techniques are applicable in a public sector context. Moreover, emphasis is given in the content and context of change rather than the implementation process. Despite the fact that there is substantial evidence that the implementation of organization change is due to failure most of the times, there is a little evidence on how organizational change can be effectively managed in public sector (Armenakis & Bedeian, 1999; Beer & Nohria, 2000; Burke, 2010; Self, Armenakis, & Schraeder, 2007; Boyne, 2006; Karp & Helgø, 2008; Kickert, 2013; Klarner, Probst, & Soparnot, 2008; Rusaw, 2007; Burnes, 2009; Coram & Burnes, 2001; Isett, Glied, Sparer, & Brown, 2012; McNulty & Ferlie, 2004; Burnes, 2011; Kotter, 1996; Fernandez & Pitts, 2007; Kickert, 2010).

Public organizations are usually confronted with the need to implement organizational changes. In academic research, we come across with (Joris van der Voet, 2013):

- ✓ Little attention concerning the processes through which organizational change in public organizations are being developed;
- ✓ A respectful number of researches focuses on organizational change in public organizations as the public management reform perspective in means of changes to the structures and processes of them and on the content and effects of organizational changes on the sector generally or on national level;
- ✓ Little contribution on how the implementation of organizational change in the public sector is manageable;
- ✓ Theory on the management of organizational change has mainly been based on private sector cases and examples;
- ✓ Emphasis was given to the role of contextual factors during organizational change but not to the specific characteristics of public organizations;
- ✓ Studies have been focusing on organizational changes in different types of public sector organizations;

By reviewing the literature concerning the organizational change in public organizations we come across two (2) considerable short comings (Joris van der Voet, 2013). The first one has to do with the fact that most studies are based on case - based design, using

quantitative methods, giving emphasis on the importance of leadership during change in public organizations and little attention has been given on the effectiveness of leadership during change in public organizations.

The second short coming deals with the lack of empirical evidence of specificity of organizational change in the public sector. Public organizations have specific characteristics that are eligible to influence organizational change which may not be applicable in public organizations. However, there is small evidence about what is distinct about change in public organizations and what makes change management specific in those organizations.

The attempts of public administrations to undergo several managerial reforms in association with new public management, are several. Many processes of organizational change have accompanied the attempts of shaping post-bureaucratic organization forms. To most of the cases, the reform process has focused on the decentralization of operations and to the performance management within these units. These changes did not pay much attention neither to the empirical understanding of organization's culture within the public sector nor to the cultural characteristics of it. The lack of dealing with cultural aspects has both management and public policy implications.

From the management side, the lack of studying and understanding public sector's culture indicates that this can lead to serious problems during the change process and the attainment of strategic objectives (Parker & Bradley, 2000). Moreover, any management techniques being used with the new public management can easily being in conflict with culture, values and attitudes of public sector organizations. Therefore, it is strongly argued that the achievement of new forms of public management should be developed under complete awareness of organizational culture of public sector as a basis for the imposed appropriated strategies and the achievement of positive outcomes.

From the policy side, an awareness of public sector culture provides the basis for explaining and assessing the appropriateness of any reform process.

## Chapter 1: The notion of culture in modern organizations

The approach of Max Weber regarding the study of organizations in the early of the 20<sup>th</sup> century as bureaucratic infrastructures, pointed out that its functions are governed by typical rules that aim to the accomplishment of specific goals with rational manner, fulfilling certain criteria of efficiency and effectiveness. From the middle of the 20<sup>th</sup> century, dominant exemplar was the functional and systemic approach, whereas organizations were considered

as systems to fulfil the necessary functions. In the 1980s, the meaning of culture is being introduced to the studies of organizations, emphasizing the meaning of administrative culture of public administration (Papoulias D., Sotiropoulos D., Oikonomou Ch., 2005).

In social sciences, the notion of culture is being used to indicate the symbolic, learned, non-biological aspects of human society. It refers to a compound aggregate that encompass elements, such as languages, ethics and customs, values, beliefs, knowledge, behaviors, art and law. Moreover, it includes every other possible ability and habit of the individuals as members of the social community (Abercrombie N., Hill S., Turner B., 1987).

Therefore, the new approach concerning organizations was based on the assumption that organizations have a cultural dimension. Culture forms the character of the organization, in meaning that its function and administration are defined by ideas, by values and by attitudes. Great emphasis was given to the role of organizational culture as a mechanism of integration, differentiation or even disintegration. A great percentage of academics believe that culture is a 'variable' that can be measured while some others believe that culture is a social structure, a product of social interaction (Lynn V. Meek, 1994).

By transferring the notion of culture into the area of the public administration, its remarkable to be observed the degree that culture accelerates the double legitimacy of public authorization over the public and over the civil servants (Chevallier J., 1993). Public administration, as a type of organization, exerts a twofold function: the configuration of a spirit of homogeneity among its employees and the better adjustment of the administration to the general socio-economic environment that operates (Chevallier J., 1993).

### 1.1. The notion of culture

It has been generally recognized that organizations have distinctive cultures within them. The notion of culture stems from the cultural anthropology and in bibliography there is a great number of denotations.

According to the anthropologist Mary Douglas (1985), culture is not a static 'concept' but something that each one is constantly creating, expressing and affirming. She defines it as '.... the admonitions, excuses and moral judgements by which the people mutually coerce one other into conformity'. According to this view, culture is not imposed from outside but exposed from within; she also observes '.... the central issue is not cultural change. The

amazing thing that needs to be investigated is cultural stability, whenever and wherever it is found’.

Jerry Johnson (1992), developed a model of culture named as the ‘cultural web’. The paradigm in the center is the set of core beliefs which maintains the unity of the culture. The ‘petals’ (Seel Richard, 2000) are the manifestations of culture which result from the influence of the paradigm.

Most change programs concentrate on the ‘petals’ by trying to effect change by looking at structures, systems and processes. Until now all these initiatives have shown that they had a limited success. The main reason which often is overlooked is the paradigm, the heart of culture, which if not changed, there is no lasting change (Seel Richard, 2000).

A paradigm is a self – consistent set of ideas and beliefs which acts as a filter. According to Fritjot Capra (1997), ‘a paradigm is a constellation of concepts, values, perceptions and practices shared by a community, which forms a particular vision of reality that is the basis of the way a community organizes itself’. Paradigms are not imposed by chief executives nor invented by consultants but they emerge from a multiplicity of interactions between the individuals within the community.

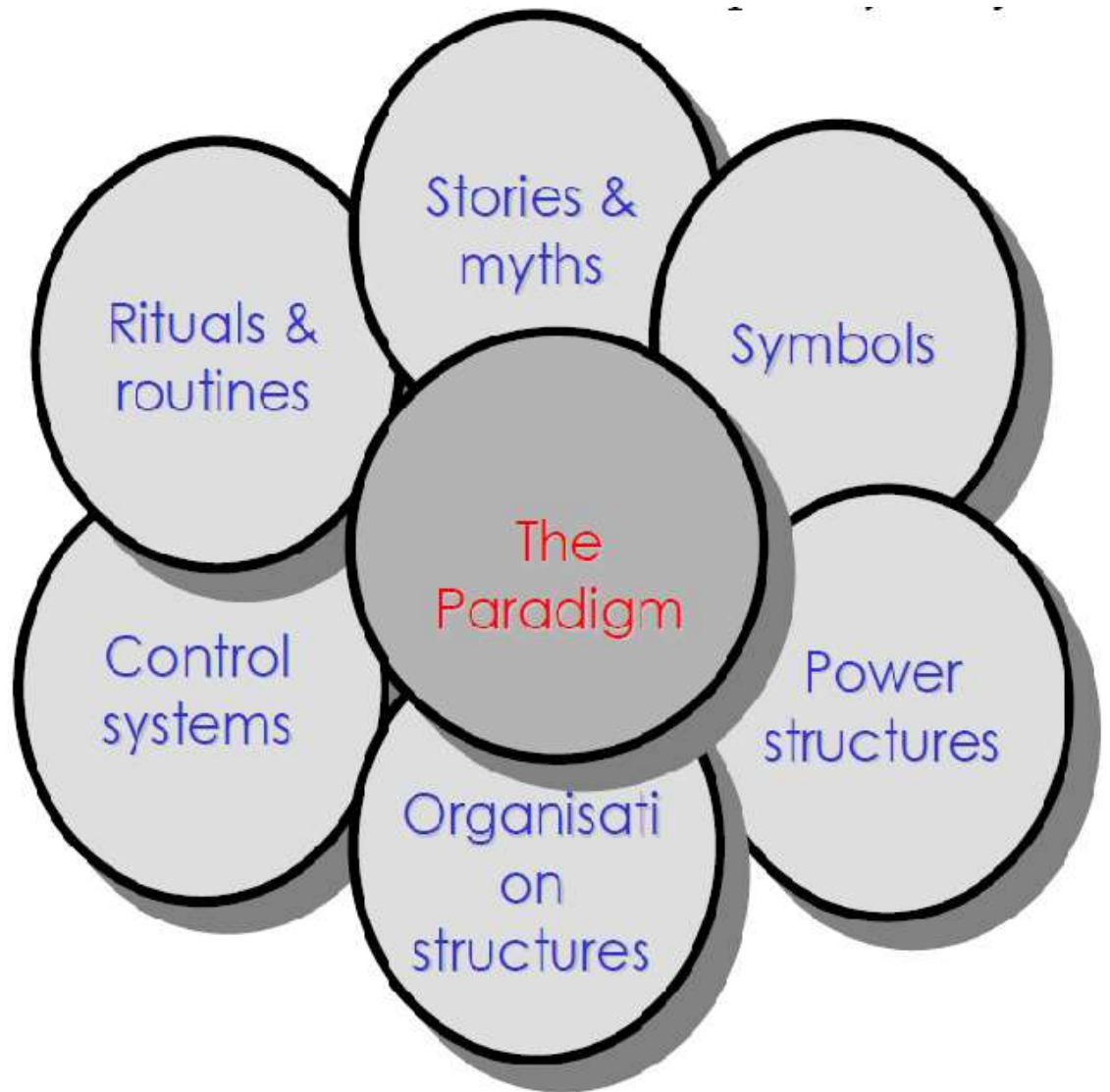


Figure 1: The cultural web, Source: Johnson, 1992

According to Allaire and Firsirotu (1984), organizations consist of three elements (Franks T.,1989): its structure, its cultural system and its individual members. Among those three elements there is a dynamic interaction and influence both between them and by the culture and political systems of the society, the organization's background and history and contingent factors, such as technology and the economic environment.

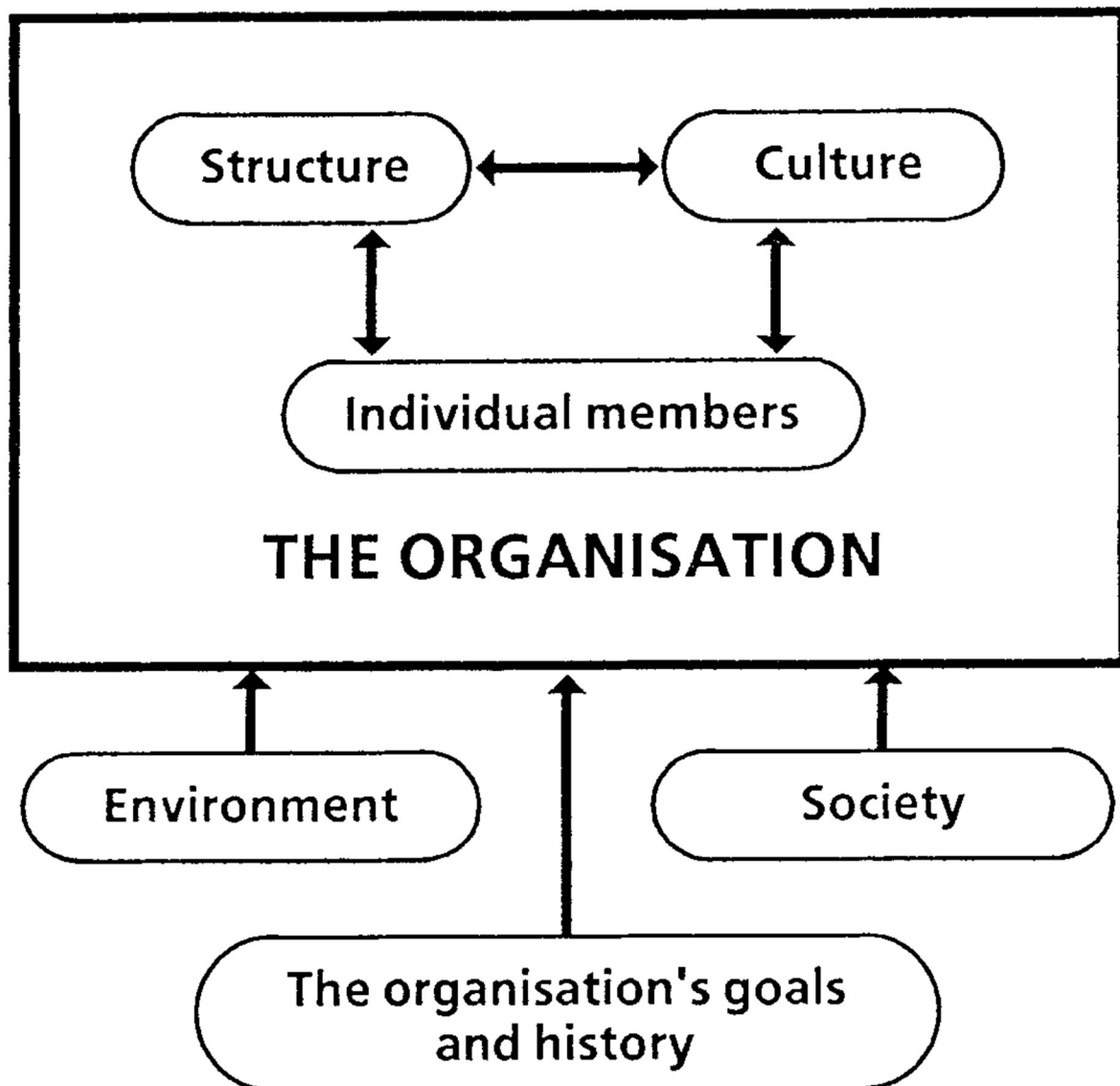


Figure 2: Elements of organizations, Source: Tom Franks, 1989

Culture is by far not a product of individuals; it's produced by a group of people interacting with each other. It should be considered as a set of meanings and solutions derived and shared by a group of people who meet specific needs and face specific problems. In order these meanings to be considered as a part of culture, they should be collectively accepted practices expressed by the group who eventually passes them to the new members. To belong



to a culture an individual must share the same thoughts and actions of others in the group (Louis, 1985; Trice & Beyer, 1992; Van Maanen & Barley, 1985).

In the literature we can distinguish two groups of culture definitions (Taysir M. Khatib, 1996).

The first group, views culture as patterns, symbols and ideologies, norms and values while the second one views culture as a complete way of life of any group of people with interpersonal interactions and attitudes (Denison, 1990; Thompson, Ellis & Wildarsky, 1990).

The most comprehensive denotation of the concept of culture is given by Schein (1995), who defines culture ‘as a pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think and feel in relation to those problems’.

Schein argued that culture exists on various levels. He also argued that the basic level –which includes the basic assumptions on how the organization operates- is often overlooked. The next level, involves more overtly expressed values about how things ought to be and how each individual ought to respond in general. The last and more observable level, includes artifacts and creations, such as technological processes, art (logos and symbols) and behaviors (communication, patterns, etc.). (Figure 3: Three Levels of Culture, Schein, 1995)

Artifacts: visual organizational structures and processes



Espoused Values: strategies, goals, philosophies (espoused justifications)



Basic underlying assumptions: unconscious, taken for granted beliefs, perceptions, thoughts and feelings (ultimate source of values and action)

Figure 3: Three Levels of Culture, Schein, 1995

According to him, organizational culture is a deep established phenomenon, not easily achieved, coping with external environment and internal integration. The key of coping with both is the development of an orientated relationship. Careful analysis and evaluation of relationships is needed in a turbulent environment where a good level of trust and communication will lead to better implementation of solutions.

For other academics, change can be successful if it is connected to the factors of ‘the readiness to change’ meaning the identification of what needs to be happen in an organization and the way of implementing the change (Struckman & Yammarino, 2003) since organizations are characterized by both forces of change and forces of stability. In that case, organizational learning is considered to be the antithesis of the traditional bureaucratic organization (Driver, 2002). Learning stems by ‘the participation of individuals in social activities’ (Gherardi & Nicolini, 2001) and is closely linked with organizational culture because it gives the context and framework for understanding how learning occurs, how outcomes of previous learning become ingrained in norms and routines.

According to Alas & Vadi (2006), organizational culture can be perceived as an adaptation mechanism assisting the organization to adjust and survive in a changing environment and three critical factors should be taken into serious consideration when analyzing the readiness to change: organizational learning, employee attitudes and organizational culture.

Analysts emphasize between variations among cultures. Organizational cultures can vary from strong to weak. Within organizations with strong cultures, members share and adhere to them basic values and assumptions, meanwhile, within weak cultures members feel little commitment and consensus. Apart from multiple cultures, subcultures can also be found within the organizations. Subcultures, esteem from occupational specializations in hierarchical levels and in public organizations occasionally we distinguish subcultures. Another variation is the role of external societal cultures and their influence to the organization.

Different types of organizational cultures can be found in organizations depending on several elements and factors such as the size and geographical location of the organization and the imposed management.

Harrison (1972) for example, argues for four (4) main types of organizational types:

1. Power culture; its structure may be considered as a web with control exercised from the center which is basically the main source of power that influences the rest of the organization. For its effectiveness, trust and personal communication are essential,
2. Task culture; focuses on accomplishing job in hand. It is characterized by flexibility, individual autonomy, mutual respect and adaptability,
3. Role culture (bureaucracy); lies in its specialties or functions. Rules, procedures and job descriptions are the dominant characteristics,
4. Person culture; it concerns a group of people (especially shared common professional fields, like doctors and advocates) that decide that their best interest is to be organized on a collective basis.

Wallach (1983), on the other hand, identifies only three (3) types of culture:

1. Bureaucratic; it has the characteristics of Harrison's role culture distinction,
2. Innovative; consists of a dynamic and creative environment with constant pressure to innovate and achieve,
3. Supportive; a friendly work environment with mutual assistance between the members of the organization where personal and organizational values are being promoted.

Cooke (1989) recognizes also three (3) types of culture:

1. Constructive culture; members are encouraged to interact with each other,
2. Aggressive – defensive culture; members are forcefully struggle to ensure their positions and status within the organization,
3. Passive – defensive culture; interaction between members is accomplished in a way that does not threaten their security.

## 1.2. New public management reforms and culture

The growth of the public sector between 1970s and 1980s, gave a great pressure to the governments worldwide for reform of bureaucratic public structures to new managerial practices in order to accomplish efficiency and respond better to the needs of citizens (Bouradas D., 2002). A transformation of government services towards more market – based models of management forms a set of challenges to the traditional cultures and identities of public services.

Plenty of studies of governmental services, in different countries, have come to the conclusion that there are different perceptions of organizational reforms between front – line personnel and top – level managers. Variations are also found between groups of employees.

By revising the literature, we come across to some common statements concerning the difficulty in organizational change:

- ✓ Lack of enthusiasm or resistance to change may be attributed to the reforms colliding with institutional norms and rules (Di Maggio and Powell, 1991; Meyerson, 1991),
- ✓ Bureaucratic incompetence conflicts of interests between policy makers and agencies (Baier et al, 1994),
- ✓ The threat of established identities of the members of the organization (Halford and Leonard, 1999).

Many academics, approach organizational culture as a common harmonizing corporate culture which is being characterized by unity and shared values. Alvesson (2002), on the other hand, points out that a shared meaning does not necessarily implies consensus and harmony or shared values.

Douglas's culture theory (1996) that has been applied to a variety of organizations points out that the strategies or choices made by individuals are part of a collective frame of mind – sets (also known as cultural biases) and have their root to their different cultural environment they belong to.

Douglas (1982) has developed a model of typology by which he distinguishes four (4) main types of environment of actions based on the four (4) fundamental variables of social life: fatalism, hierarchy, individualism and egalitarianism.

By using Douglas approach, Anne Marie Berg (2006) came across to a new typology of cultural alternatives of action on her attempt to reach the modern public service organizations.

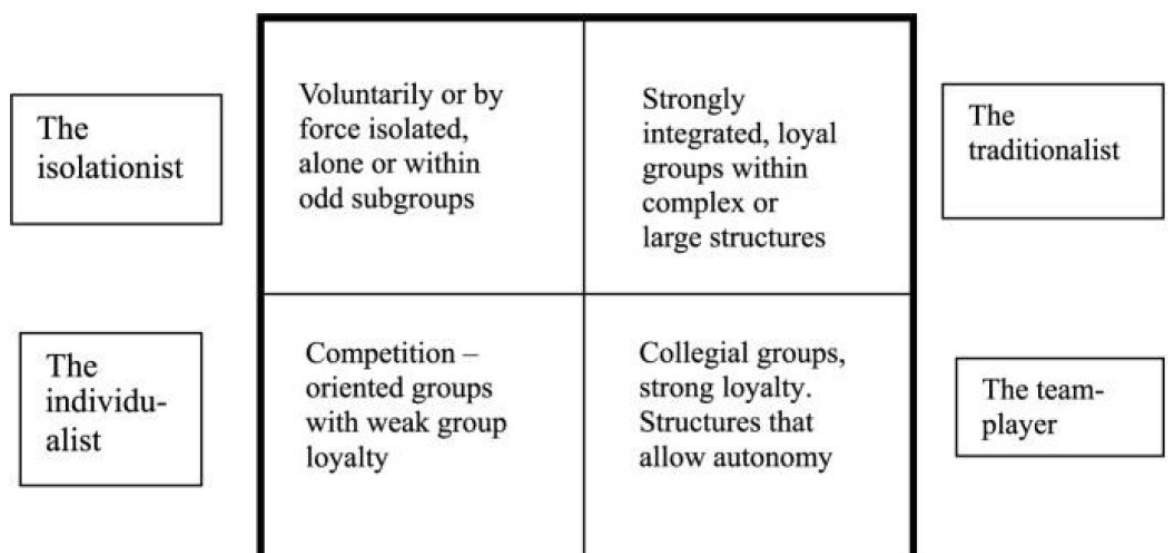
According to her, matching with Douglas typology, the isolationist represents the fatalist approach to work life, the individualist the individualism, the traditionalist the hierarchic approach and the team player egalitarianism. Moreover, she attempts to add a fifth type, the innovator (who ignores boundaries, links persons and institutions).

It is important to recognize that all five types can be found both within market – based organizations and traditional bureaucracies. It is of course understandable that each organization will more or less encourage or discourage the different types of culture.

Moreover, in Berg's typology a fourth support is being added (the professional team player) to the two main types of support in Douglas typology: the hierarchism's support where the adaptation of a set of rules is a necessity and the individualist's support where dominance of self-interests is obvious (also see figures 4 & 5).

<p><b>The isolationist</b> (the free player)</p> <p>One who withdraws physically and socially but continues to produce within the context of an organization from a 'home office', flexible work contract, etc.</p>	<p><b>The traditionalist</b></p> <p>One who adapts to the system, is loyal and accepts the existing rules and values. Defends traditional systems and virtues</p>
<p><b>The individualist</b></p> <p>One who is competition oriented and sees the organization as a playing field for his/her own interests and ambitions. Supports modern HRM and individual incentives</p>	<p><b>The team-player</b></p> <p>One who endorses and thrives in collegial settings and teamwork. Preferably with egalitarian reward principles and collegial control</p>

Figures 4 & 5 : Cultural alternatives, Berg A., 2006



### 1.3. Organizational culture in alignment with values

Every type of modern organization is under pressure of constant change due to globalization, technological innovations and levels of competition that force organizations to evolve beyond the traditional bureaucratic model so as to remain viable in today's expectations and demands. Due to the fact that the world has changed by reassessing objectives, operations and leadership orientations, organizations also need of different perspective. Now, leaders focus carefully in the management of human resource within the organization and innovation is being embraced as a key ingredient to success and competitiveness. Therefore, the concept of learning organization is widely presented as the most suitable element for organizational changes (Randeree, 2006).

Learning organization is characterized by its importance by promoting continual organizational renewal by a set of core processes that nurture the prosperity to learn, adapt and change (Jamali et al, 2006). For that reason, the concept of organizational culture is receiving increased attention. Culture allows organizations to align its external and internal environment in the midst of change and uncertainty. It is reflected by what it values, the leadership style, symbols, procedures and routines and the elements of success that make an organization unique. Moreover, culture has a profound influence of the individual's behavior within the organization and is the driving force of creating a sense of cohesion. It also provides employees with the necessary information concerning their actions and functions within the organization.

More academics nowadays are in favor of the cultivation of alignment between the values of the employees with the organization. Considering that values of individuals are the invisible threads of culture and embedded codes of a culture, by alignment between the two we can achieve a) more positive employee attitudes (job satisfaction and commitment to organization), b) natural commitment among the people throughout the organization, c) strengthened of all kind of relationships (between customer and product, person to person, present to future, etc).

In the process of building alignment within the organization is necessary to enhance the group's capacity to think and act in new synergistic ways, to develop the sense of unity as well as the cooperation and collaboration, in order for the members to develop capabilities and strategies not only for supporting the existing values, but to promote and support these by

the majority of the group so as to become the group's acceptable guidelines for their behavior.

Dilts (1996), has developed a framework for achieving organizational values alignment. In that framework an organization is the result of his so called 'logical levels', which although is an entity itself, is both dependable and influence at the same time by all other levels. These 'logical levels' that are consist the organizations culture, are: purpose, identity, values and beliefs, capabilities, behaviors and environment.

Taking under consideration Dilts framework, Branson (2007) (see figure 6) create a conceptual framework in his effort to strengthen the importance of organization culture in the process of values alignment.

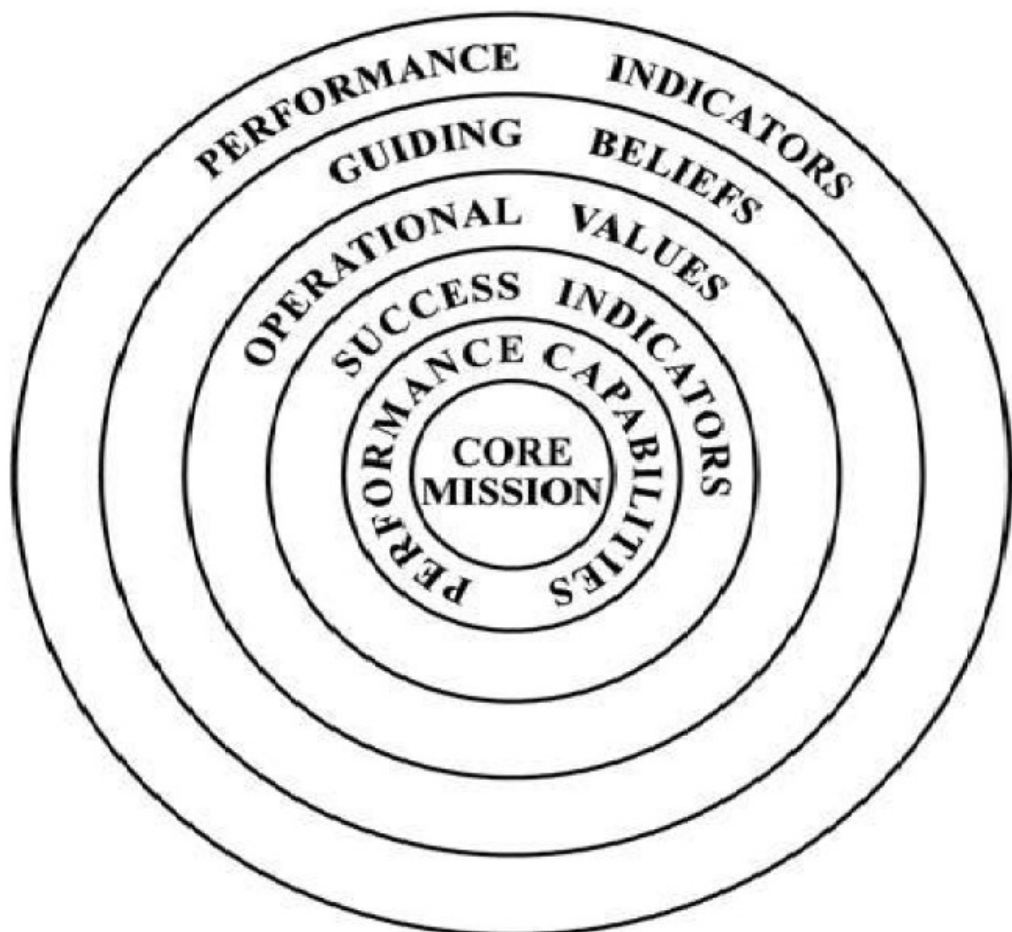


Figure 6: A conceptual framework in the achievement of values alignment. Source: Branson, 2007



According to his framework, an organizational culture can be described as:

1. Core mission: is the heart of what the group wants to achieve in order to create a long-term success for the organization; it is a single sentence that is being related to the organization's overall vision and describes in words the core business of the group and the means to achieve it;
2. Performance capabilities: these are the strengths and weakness of the group and discussion of these gives the group the opportunity to develop confidence in its ability of the achievement of core mission; this open process provides clarification on what and why it is valued;
3. Success indicators: consist of list of indicators of success by the group itself; it provides motivation to the individuals to develop their commitment to the organization and to adopt the group's nominated strategic values;
4. Operational values: are the nominated strategic values that appear as a consequence of the above three (3) functions and as a secondary process allows the group to prioritize the most important values and to ensure that everyone is concentrating on applying the same values;
5. Guiding beliefs: are the agreed ways in which the application of the strategic values will have a positive outcome for the individual and the group in total;
6. Performance indicators: are the behavioural outcomes of the individual authentically living out these beliefs and values;

#### 1.4. Organizational culture – management style – performance management

Over the last years significant studies have been occurred in order to support and display the dynamic relationship between performance management, management style and organizational culture. During the years of implementation of performance measurement systems to facilitate performance management, it is being observed that organizational culture and management styles influence the implementation and use of performance measurement systems and vice versa.

The last decades, a significant number of frameworks and models have been developed for performance management and measurement along with tools and techniques to support those. In the meantime, it is being identified by academics that little has been done to analyze or describe the problems occurred from the implementation of those models, frameworks and techniques. Although there are few researches who have been investigating and studying the dynamic relationship between performance measurement, organizational

culture and management styles trying to understand the dyadic interplay between them (Bititci et al, 2006).

In order to analyze and understand the relationship between the three (3) above mentioned elements we will display the four (4) types of organizational culture, as described by Harrison (1987) in combination with the types of management style that are compatible with each one of these types, as presented by Pheysey (1993). These are described as follow:

↳ Role culture: work is performed out of respect of obligations and personally loyalty towards the organization; the leader's power is characterized by legitimacy and followers are being characterized by respect for the office; authorization is the driving force for the leader who is an expert and well informed; leadership tends to be impersonal and invisible;

↳ Power culture: work is performed out of hope of being rewarded, fear of punishment or just on personal loyalty to one powerful individual;

↳ Achievement culture: work is performed out of satisfaction or personal commitment to the goal; the leader is based on his expertise, is motivated by competitive situations and pursues goals and targets; he/she is directing and encourages the participation of employees;

↳ Support culture: work is performed out of enjoyment of the activity and respect for the values and needs of the others; the leader symbolizes esteemed values; are oriented people, caring and empathic; he/she listens to the subordinated views and takes them into account and also motivates the involvement people in the decision making process;

## Chapter 2: Public Administration and culture

### 2.1. Public administration, effectiveness, efficiency and culture

The idea of reorganizing and reforming government authorities to a more market-based framework has brought up the discussion that there are sharp differences between government and privately managed organizations.

To begin with, we should argue that the performance of public organizations play indispensable roles in society and its maintenance and improvement of their effectiveness is very crucial and important. Governmental context strongly influences organizations and management and sometimes constraining performance. It is generally recognized that large bureaucracies – especially governmental ones – have a pervasive influence on peoples' lives both inside and outside the organization, because of the difficulty / challenge of ensuring their effective operation along with democratic processes.

The efforts of maintaining that balance often leads to disincentives and constraints. Therefore, many public managers fail to motivate their subordinates and design effective work processes. All officials face complex laws and rules, constraints on perceptual changes that can be forward and intense external political pressures.

On the opposite side, it has been argued that public bureaucracies perform better than is commonly acknowledged and often successful governmental innovations and policies can be seen. It is being generally accepted, that effectiveness is difficult achieved especially in public sector organizations whereas little autonomy, overlapping jurisdictions and majority of constrains occur.

The challenge for public administrators is to function in a way that:

- makes the outmost use of resources;
- serve the majority of the population;
- accomplishes the goals of society and of governmental leadership;
- sustains a workforce eligible to meet challenges;

Effectiveness and efficiency are both used to measure the fulfillment of the organization's mission, goals and objectives. In terms of the performance of government, effectiveness measures the degree to which a governmental organization meets the perceived need for services and an acceptable level of service quality. Public sector organizations have both internal and external constituents.

On the other hand, efficiency measures the best possible use of resources available in meeting the needs of constituents and is the key to all governments attempt to reform.

In the following figure (7), Immordino K. (2009) is performing the terms of effectiveness and efficiency in the context of the four (4) above mentioned challenges of government. Each one pertains to one half of the diagram. Effectiveness seems to be closer to the two (2) challenges on the left side, while the other two (2) on the right side represent efficiency.

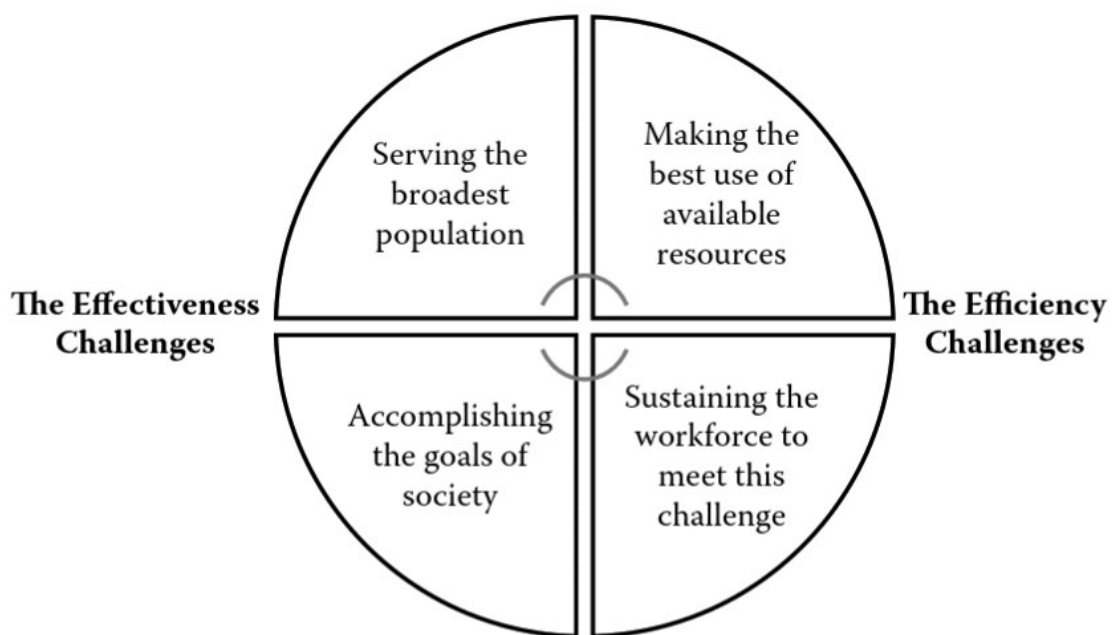


Figure 7: Source: Immordino K. (2009)

Both concepts are being impacted by the demand of increased government services. Despite that many consider that both terms are moving in parallel, it is not a necessity to depend to each other. It is likely to be effective and not efficient and vice versa. And since most of the times the ultimate goal is to be both effective and efficient, luckily the two concepts are incompatible or mutually exclusive. For the public sector that incompatibility is a reality due to laws and regulations and the implementation of complex regulatory provisions which almost never lead to complete efficiency. Nevertheless, they seek effectiveness as a logical assumption to them, but the question on how public administration will achieve both terms, is still remaining a crucial matter of discussion.

As mentioned previously, organizational change is a process that influences and affects all three elements formulate an organization: people, processes and relationships. As mentioned in Immordino K. (2009), Van de Ven and Pool (1995) argued that change can result in visible transformations in the structure, processes and performances of an organization over time. It gives the opportunity to the organization to identify and implement improvements that can lead to an optimal state of operation.

In private enterprises, change occurs when there is a difference between the organization's current position and the desired position. So, emphasis is given mainly on how organizations change and not whether of their need to change. For public administrations, the attempt of a change, no matter of their best intentions, is very difficult because of their generally high structure, regulations and bureaucratic forms, so a perspective on a new direction is not approachable. Usually the change process is slow and it's highly dependent on perspectives and priorities of agency leaders.

As change is a complex procedure, it is very important for public organizations to identify and examine all potentials barriers that can lead to failure of the change.

By trying to identify the most common barriers, we conclude to the following:

- Individual resistance to change: all members of the organizations are very critical component for the success of every attempt of an organizational change. For that reason, any uncertainty being created through the process of change can be a powerful obstacle in implementing organizational change;
- Seeing agencies as systems: governmental agencies should be considered as systems and not simply as independent offices. The provision of internal infrastructure of support services is very important and because of that any change to one part of the organization may affect, more or less, other parts of it;
- External drivers of change in government: the impact of transition in leadership (especially after the election procedures) can influence the timing of change efforts. Another factor can be the promulgation of legislation and regulations, especially when those imposed against the personnel believes concerning importance and effectiveness. Furthermore, increased advocacy by external forces and constituents can influence the process of governments' decision-making. And finally,

crises can engage public administrations in the procedure of emergency and forced changes in order to deal with the new circumstances.

Apart from understanding the process which changes takes place it is also similarly important to understand the way the staff members of the organization witness the change at personal, professional and organizational level. Since the process of successful organizational change has been reported to have several key elements, as presented in the following figure (8), members of the organization, should:

- Believe that there are things that need to be changed;
- Believe of the advantage a change should provide;
- Believe that the change is reachable within the organization

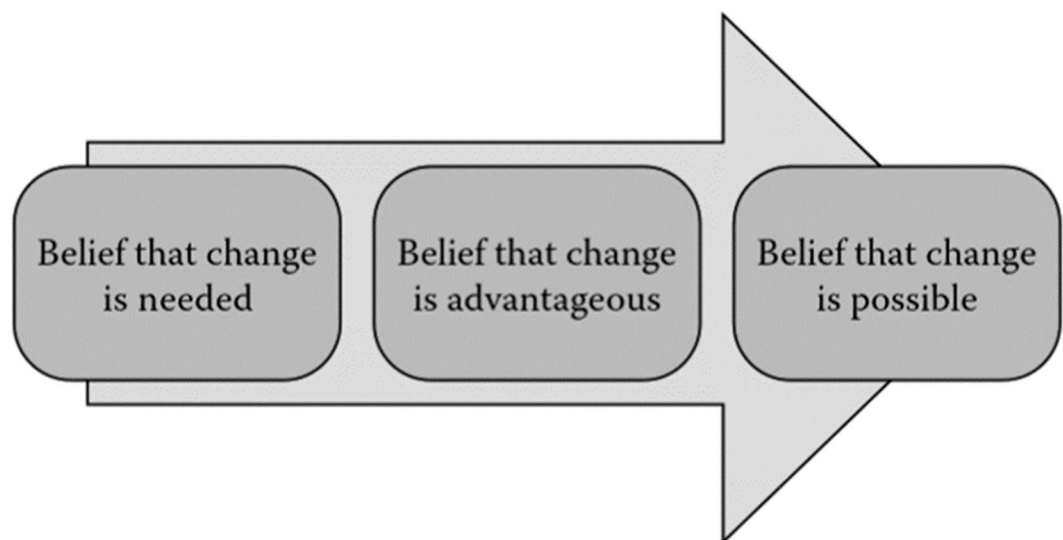


Figure 8: Source: Immordino K. (2009)

## 2.2. The relationship between dynamic public administration and culture

As we have seen until now, a typical public administration authority is not being regarded as a dynamic entrepreneurial organization but a bureaucracy that consistently enforces outdated rules and holding up to procedures without taking under consideration the needs of individuals or businesses / customers.

Dynamism, which is of lack in public administration, is being defined by new ideas, continual upgrading, flexibility, creativity and innovations, continuous learning, fast and effective decision – making processes. Dynamic institutions can forward interaction between them and socio-economic environment. Dynamic governance is the key element of success in a world operating under globalization and technological advancement. It is very important for public sector to institutionalize culture and learn how to be dynamic.

Under the concept of dynamism, it is important to identify how cultural values and beliefs can be combined with strong organizational capabilities in order to create a dynamic public administration system that enables continuous change. Institutional culture plays an important role in policy – making and its implementation. Three (3) critical governance capabilities can be identified (Neo B., 2007):

- Thinking ahead: which stands for the ability to recognize early signs of future developments;
- Thinking again: which stands for the ability to rethink and reform functioning policies in a better way;
- Thinking across: which stands for the ability to cross boundaries, to learn from the others' experience.

Dynamic public administration is the result of leadership intention and ambition to structure social and economic interactions so as for the national goals to be achieved (Neo B, 2007).

Figure 9 that follows, presents the framework of a dynamic public administration/governance system, where institutional culture interacts with proactive organizational capabilities for continuous learning and change, evolution of rules and structures. In general, as described by Neo B, (2007) 'dynamic governance is the outcome of the capacity to develop adaptive paths and policies and their effective executions'.

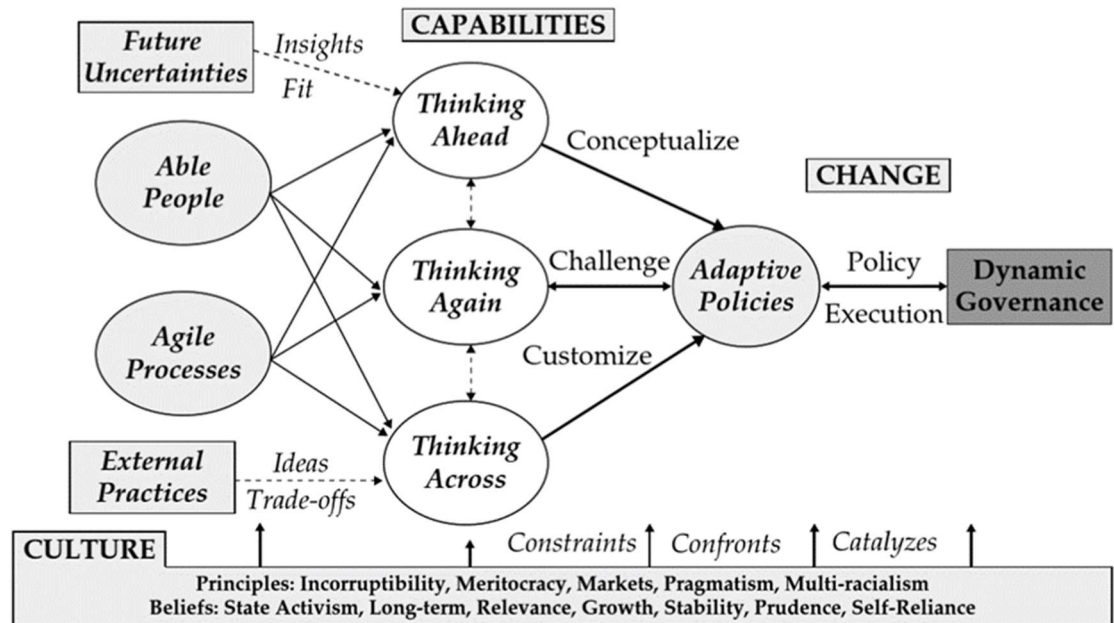


Figure 9: The framework of dynamic governance, Source: Neo B., 2007

As we can see to the above figure (9), dynamic governance is accomplished when adaptive policies are performed. Institutional culture is presented on the base and the three dynamic capabilities (thinking ahead, again and across) that can lead to adaptive policies are set in the middle. The development of dynamic governance capabilities can be achieved in two levels (agile processes and able people) and are set up on the left side. On the same side is also placed the influence of the external environment (which consists of future uncertainties and external practices). Dynamic governance combines current and future effectiveness by adapting policies that can adjust to changes. Moreover, cultural heritage and especially informal norms are the upmost carrier of cultural values. According to Neo B., (2007) ‘culture represents our collective learning in our adaptive attempts to solve frequently encountered problems of the past’. A change in culture is a necessity for an institutional change because policies choices themselves are shaped by cultural values. When culture and capabilities interact and reinforce each other, then a continuous institutional change is achievable. Neo B. (2007), has stated that ‘the dynamism in governance comes from the capacity to consider and pursue different options not just identifying the winning formula’. It is very important for public sector to understand the interdependencies between culture and capabilities, people, processes, interactions with external environment and to build long-term commitment to all the elements of the system.



### Chapter 3: Public Administration

There are fundamental differences between public and private organizations in representative democracies.

Firstly, public organizations have leaders elected by vote and they are part of a parliamentary chain of governance. They are performing under political elected authorities and their framework is characterized by written sets of regulations and laws.

Secondly, they are multifunctional which means that they have to deal with conflicting considerations, transparency, predictability, publicity and insight into the decision-making process, neutrality, quality of services, efficiency and effectiveness. This multifunctionality, gives opportunities to civil servants to influence and exercise their power.

Thirdly, public sector is not operating within a free and competitive market environment, although in recent years there is an increase of market – line arrangements in many public organizations.

Public sector is consisting of ‘formal organizations’ (Christensen, 2007) and includes ministries, agencies, federal banks, courts, state – owned companies, local and regional government administrations, public universities, military organizations, public health-care enterprises, public museums and foundations etc. They called ‘formal’ because of their establishment to attend collective interests and specific tasks and their stability to patterns of behaviors and resources (Christensen, 2007).

Public organizations are functioning under complex political and social networks of organized interests, citizens and clients. They also face conflicting goals and heterogeneity. They are experiencing sources of influence that are rooted in their organization’s political and administrative background, in its culture and external environments.

The public sector, in general, has three basic tasks:

- The provision of good and services;
- Income maintenance and the implementation and monitoring of economic rules mainly for the private sector;
- Sets the framework for the provision of services in a society and nowadays is more involved in redefining the variety of its role into the economy;

In summary, public organizations are distinctively characterized, by (Rainey, 2009):

- An absence of economic market for outputs and a reliance on governmental appropriations for financial resources;
- Less incentive to achieve cost reduction, operating efficiency and effective performance;
- Limited efficiency in allocating resources;
- Limited availability or relatively clear market indicators and information for use in managerial decisions;
- Being subject to intensive legal constraints;
- Extensive number of constraints on domains of operations and procedures;
- Proliferation of formal administrative controls;
- Great numbers of external sources of formal authority and influence;
- Being subject to more intensive external political influences;
- Intensity of external informal political influences of decisions;
- Extensive difficulty in measuring goals and performance criteria, goals are more debatable and value-laden, multiplicity of goals and criteria and a tendency of the goals to be conflicting;
- Red tape and bureaucratic structures;
- Civil servants perceive greater administrative constraints on the administration of incentives such as payment, promotions, disciplinary actions, etc.

It is understandable, that the analysis of a public administration under different perspectives and the interaction between structural features and cultural ties are very important and crucial for the achievement of any potential change. Although, change and adjustment according to shifting demands from the environment is not a simple case for a public organization mainly because institutional factors, as expressed through cultural traditions, established rules and society's defined conventions, restrains every possible decision made within public organizations.

### 3.1. New public management and decentralization

Due to the ongoing financial and economic crisis, European Union governments of member states are engaged in public spending cuts with the aim to reduce the deficit and public debt.

Attempts of minimizing the public sector can be seen from the 1980s, both through outright sales and through the application of management techniques borrowed by the private sector, widely known as New Public Management.

The aim of the New Public Management is to correct some of the pathologies of public sector and to minimize and downsize the size of government (Van de Walle and Hammerschmid, 2011). New Public Management has become the umbrella term of covering public's sector's reforms already from the 1980s to most of the OECD countries (Alonso J. Clifton J., Diaz – Fuentes D., 2015).

For many academics, New Public Management involves 'an attempt to implement management ideas from business and private sector into the public services' (Haynes, 2003). It is a two – level phenomenon where on the top layer there is the motivation to improve the public sector and on the bottom layer there is a set of specific concepts, policies and practices aiming to reform it (Pollitt, 2007a).

Through the literature, New Public Management is being viewed (Pateli Ad. & Philippidou S., 2008):

- ✓ As an efficiency drive: the aim is to improve productivity and efficiency by adapting structural and human resources management policies and provide alignment between fiscality and costs;
- ✓ As downsizing and decentralization: concerns the shift from large, hierarchical, bureaucratic forms to more decentralized flexible ones, by strengthen networking cooperation and the empowerment of local authorities;
- ✓ As a search of excellence: by focusing on quality operations, entrepreneurial thinking at all levels of the organization;
- ✓ As a public service orientation: emphasis is given on quality of services and on citizens and customers' needs and demands. The public sector should recognize its further responsibilities towards employees, suppliers and groups of society that may be also of a non-profit nature.

Two major practices being associated to New Public Management are outsourcing and decentralization.

Government outsourcing, is commonly defined as the delivery of public services by agents other than government employees (Minicucci & Donahue, 2004).

On the other hand, 'decentralization' is a process or reform consisting of a number of public services that transfer responsibility, resources or authority from higher to a lower level of government (Falleti, 2005). Is often being associated with political processes and not to New Public Management objectives and is being used as an instrument to satisfy distinct agendas (Pollitt, 2007b).

Administrative decentralization, as the field of our interest, involves the transfer of autonomy for service delivery to lower levels of government and includes autonomy for public management, personnel and public finance control along with fiscal issues (Rondinelli et al, 1984). Decentralization was used by New Public Management to improve the government's efficiency; it can facilitate the provision of public goods and services, lower government's expenditure, promote innovation at local levels and increase staff motivation.

The objections and disadvantaged observed on the other hand are concentrating on the fact that national government bureaucracies are more likely to offer good careers and promotion opportunities, attract more qualified staff and a loss of coordination between different levels of government is luckily to occur (Pollitt, 2007b).

### 3.2. The concept of Public Administration in Greece

The concept of public administration is linked to the care and management of public affairs. Public administration must be distinguished from private, both in terms of means and for the purposes it serves. Public administration is oriented towards serving the public's general interest and needs of society and mainly uses public power and coercion and is based on rules governed by public law.

Public administration comes under the authority of the government. The government uses public administration for the implementation of its policies, as well as to perform the decisions it receives. The members of the Government shall set the objectives of the administrative action on the basis of political assessments, while the members of public administration are obliged to perform their duties impartially and conscientiously. Their

political neutrality in the performance of their duties in order to equal treatment of citizens are declared on article 29 § 3 of the Constitution.

Furthermore, public administration is called the 'sovereign public administration' and it has three (3) distinctions:

1. the restrictive administration: is the traditional administration which acts through administrative coercion and whose task is to maintain public order and security of citizens, as well as the collection of taxes;
2. the provisional administration: focuses on the provision of social-value management benefits, for example health, Social welfare;
3. the regulatory administration: is the administration that sets programs and objectives and is exercised by the government.

Internationally, there are four ways how the systems through public administration can be organized: a) the decentralization system, b) the centralization system, g) the decentration system and g) the system of self-governance (Akrivopoulou Chr., 2015).

The decentralization system is presented in the federal states, as USA or Germany. On the contrary, the centralization system, the decentration system, as well as the system of self-government are applied in single states, as Greece. In the decentralization system, federal states administration is presented as completely developed in the superior degree (central administration) but weakly present in the medium and more inferior regional and local level (federal state or province/region, Lander). Federal states or Landers allocate power which is separated from federal central administration, while the member states allocate primary power both legislative, executive and judiciary but in any case, they are subject in the central government.

Centralization is the system in which the bodies of the state practice their decisive competences in all the single state territory. Within this system, they are also functioning regional or local administrative services, which they depend from the central administrative bodies and they are subject under monitoring and economic dependence of central administration.

Decentration is the system which forecasts the existence of non-central bodies, regional bodies which can take decisions without the need of the approval or the ratification of bodies of central public administration. However, regional bodies belong in the

government owned services which has the possibility of directing and coordinating them but also determines their public policies.

The Greek territory is organized in base of the decentration system, according to article 101 §1 of the Constitution, which declares that: “The administration of State is organized according to decentration system”, and at § 2 of the same article is being declared that: “The administrative division of country is shaped with base geo-economic, social and transport conditions”, while according to § 3: “The regional bodies of the state have the general decisive competence for the affairs of their region.”. In the last constitutional revision on 2008, the relative article was modified. It was replaced by the addition of a new § 4 which declares that: “The common legislator and Administration, when acting lawful, they are compelled to take into consideration the particular conditions islander and mountainous regions seeing to for their growth”.

Finally, the self-governance system entails the exercise of an administrative nature of responsibilities that are organized as legal entities governed by public law, without belonging to the public authorities. This means that self-governing organizations have their own legal personality distinct from that of the latter state.

According to article 1 § 6 of Law 1256/1982 (Government Gazette 65/A), the notion of public sector, as it has being defined by article 9 § 1 of Law 1232/82 (which has brought into validity the Legislative Decree 4352/1964, is being replenished and defines that Greek Public Sector is being constituted of all public authorities/services, independently of their legal status.

### 3.3. The institution of Decentralized Administration

According to the provisions of the Law 2503/1997 (Government Gazette 107A/30-05-1997), in each one of the Regions to which the country is divided (according to Article 61 of the Law 1622/1986 -Government Gazette 92A-), is constituted as a single decentralized administration of the State, the Region.

The aim and objective of the law, was for the Region to contribute to the national strategic planning by programming, planning and implementing policies for economic, social and cultural development. As a single decentralized unit of administration, it has the responsibilities of its services in its overall spatial extent.

The Region, in accordance with its founding law, is administered by a Secretary General, who is the representative of the government, he is an occasional regulated staff member, supervising all its services and coordinating, overseeing and controlling the action of its employees and services. Moreover, he is supervising all the Law Enforcement Agencies, Fire Brigades and Port Authorities in the Region of his jurisdiction. In addition, he regulates public entities based in his Region and are not supervised by other organizations, such as Prefectures, Municipalities or Ministries.

In order to support the country's regional administration and the harmonization of regional policies, the Council of the Regions was established at the Ministry of the Interior, Public Administration and Decentralization, along with special coordinating councils for the planning and follow up of development programs and incentives for private investment.

For the staffing of these services, all the organizational positions of the ministry staff allocated to the Regions were ex officio transposed by the law.

The Region, configured as follow:

1. Office of Secretary-General, Directorate – General of Region, Department PPDR (Public Protection and Disaster Relief);
2. Judicial Office of State Legal Office;
3. Directorate – General of the Region, consisting of Directorates of: Planning and Development, Health and Welfare, Public Constructions, Control and Inspection of Constructions, Control and Maintenance of Constructions, Environment and Spatial Planning, Forestry, Agricultural Development, Territorial Government, Decentralization and Administration, Department of Communications and Customer Service and Support, Department of Civil Protection and Inspection of Forestry;
4. Directorate of Territorial Government, Decentralization and Administration, Forestry and Afforestation;
5. The Office of Secretary-General, in which in addition to his administrative duties, the media's information on the state activities, the coverage of events of general interest are also included;

On 2010, the Law 3852/2010 (Government Gazette 87/A/07-06-2010) 'New architecture of Self – Government and Decentralized Administration – Kallikratis Program')

was published. According to that law, Municipalities and Regions are setting up the A and B degree of territorial authorities (self - government) and they are the fundamental institutions expressing the public life of Greek citizens, as it has been claimed by the provisions of the article 102 of the Greek Constitution and the European Map of Territorial Autonomy (Law 1850/1989 - Government Gazette 144/A). Decentralized Administrations are being set up as single units for all decentralized services of the State and they have a general decisive responsibility on public affairs of their Region, according to the article 101 of the Greek Constitution.

According to the article 1 of the new law, Municipalities are self – managed with territorial jurisdiction legal entities governed by public law and they consist the A degree of self – government.

According to the article 3 of the new law, Regions are self – managed with territorial jurisdiction legal entities governed by public law and they consist the B degree of self – government.

Their objectives are to perform planning, programming and implementing policies on regional level, due to their jurisdictions, in accordance with the principles of sustainable development and social cohesion of Greece, taking under consideration the both national and European policies.

Thirteen (13) Regions were established. Each Prefecture is a single regional unit and every county town of the Prefecture is the residence of authority to the corresponding unit. Between the two degrees of Self - Governance (A and B) there are no relationships of audit and hierarchy but of cooperation which are being developed according to the law, mutual coherences and with the coordination of mutual actions.

According to article 6 of the same law, seven (7) single decentralized units of administration are being established:

- ✓ Decentralized Administration of Attica;
- ✓ Decentralized Administration of Thessaly – Continental Greece;
- ✓ Decentralized Administration of Epirus – Western Macedonia;
- ✓ Decentralized Administration of Peloponnese – Western Greece and Ionian Region;
- ✓ Decentralized Administration of Aegean;



- ✓ Decentralized Administration of Crete;
- ✓ Decentralized Administration of Macedonia – Thrace;

Each Decentralized Administration is administered by the Coordinator and his term of office shall be five (5) years. Among their responsibilities is to exercise the competencies of the state services, including those of the respective collective bodies, as defined in their founding Law 2503/1997, as well as in later specific laws and regulations. Additional responsibilities were also given.

From the entry into force of the function of Decentralized Administrations, the Regions that were established by Law 2503/1997 are being repealed and will automatically be removed from their responsibilities and without any other wording in all the rights and obligations of the repealed Regions, including international partnerships.

#### 3.4. The philosophy behind the reform of Decentralized Administration

Restructuring of self-government into a functional scale is a precondition for its administrative and financial autonomy, which is enshrined by the Constitution. The new administrative structure foresees the transfer of human and financial resources, in correspondence to a broad range of competences reported to the local government, according to the provisions of the Constitution and the European Local Autonomy Map.

Particular emphasis is given to the promotion of transparency and enhancing of political accountability and upgrading of the political representation of Greek citizens, through a strong public system of decentralization and participation.

By creating a new, operationally capable and democratically responsible two-tier government, the conditions for a reformed decentralized state administration at a larger scale, are created. This reform a) facilitates the rationalization of the organization and its decongestion from responsibilities that can be exercised effectively at a local level and b) brings the Greek administrative system in the core of the European standards of modernized multilevel governance.

Decentralized administrations of such scale can exercise effectively the general competence conferred on them by the Constitution, contributing to the decongestion of central services and enable them to operate on their main leadership role.

The structural changes to the radical redeployment of the state are the appropriate response to the multi-faceted crisis of our country. The problematic structure and the rapid deterioration in the state's operation through the years are the major reasons for our financial problems and obstacles to further development.

Successful efforts of transferring responsibilities to the local government and regional services have been made during the last years, such as the establishment of the state region, the prefecture administration, the realization of the links of Municipalities and Communities through the program 'Kapodistrias', the establishment of Central Autonomous Resources. All these innovative actions substantially upgraded the position of local government in our political –administrative system without, however, making it as powerful and effective as citizens need for the development of the country and for being harmonized in the European acquis.

Kallikratis Program was an attempt of complete redesign of all levels of governance in a New Architecture of self-governance and Decentralized Management. The New Architecture:

- Moves within the framework set up by the Constitution: a flagship state with decentralized bodies equipped with decisive powers and two functional degrees of self-governance, capable of responding to local planning and regional development, combining democratic participation and effective settlement of local affairs and citizen services;
- Leaves behind traditional centralization, decentralizes administration and attributes to characteristics such as flexibility, efficiency, exploitation of local and regional benefits that can also be found in all advanced countries. In addition to a development boom, New Architecture is expected to have a positive impact on budgets, by increasing the effectiveness of local and regional authorities in general, as well as contributing positively to the smooth functioning of the market and the reduction of opacity and unfair competition;
- Organizes the exercise of power in terms of widening citizens participation and deepening of democracy but also the emergence of the role of civil society, its social organizations and volunteerism;
- Exploits new tools and methods of e-governance and automated services with interactive services;

- Becomes the institutional ‘key’ to change the country’s development model by orienting governmental structures and functions to the needs of green growth;
- Incorporates the principles of transparency, openness to governance, evaluation and accountability in the administration function but also in the meritocracy in recruitment of staff;

The New Architecture of Local Government and Decentralized Management aims to save taxpayers’ resources by limiting the number of Municipalities and to give a growth perspective. Its main objective is for the country to obtain a stable and modern administration and a self-governing structure of a permanent character.

## Chapter 4: Research Results and Analysis

### 4.1. Case study: Decentralized Administration of Aegean

Decentralized Administration of Aegean is one of the seven (7) Decentralized Administrations of Greece.

As mentioned previously, the competences of the organization are governed by the founding Law 2503/1997 and by the provisions of Article 280 of Law 3582/2010, as in force. Moreover, the organizational structure of Decentralized Administration of Aegean is governed by the Presidential Decree 143/2010 (Government Gazette 236/A/27-12-2010).

Decentralized Administration of Aegean has directorates and departments to Piraeus, Rhodes, Syros, Lesbos, Samos and Chios and the number of the employees working are currently 394.

In the figure that follows (Figure 10) an organizational chart of Decentralized Administration of Aegean is being given. In the section of the Annex, a more analytical chart of the organization is attached.

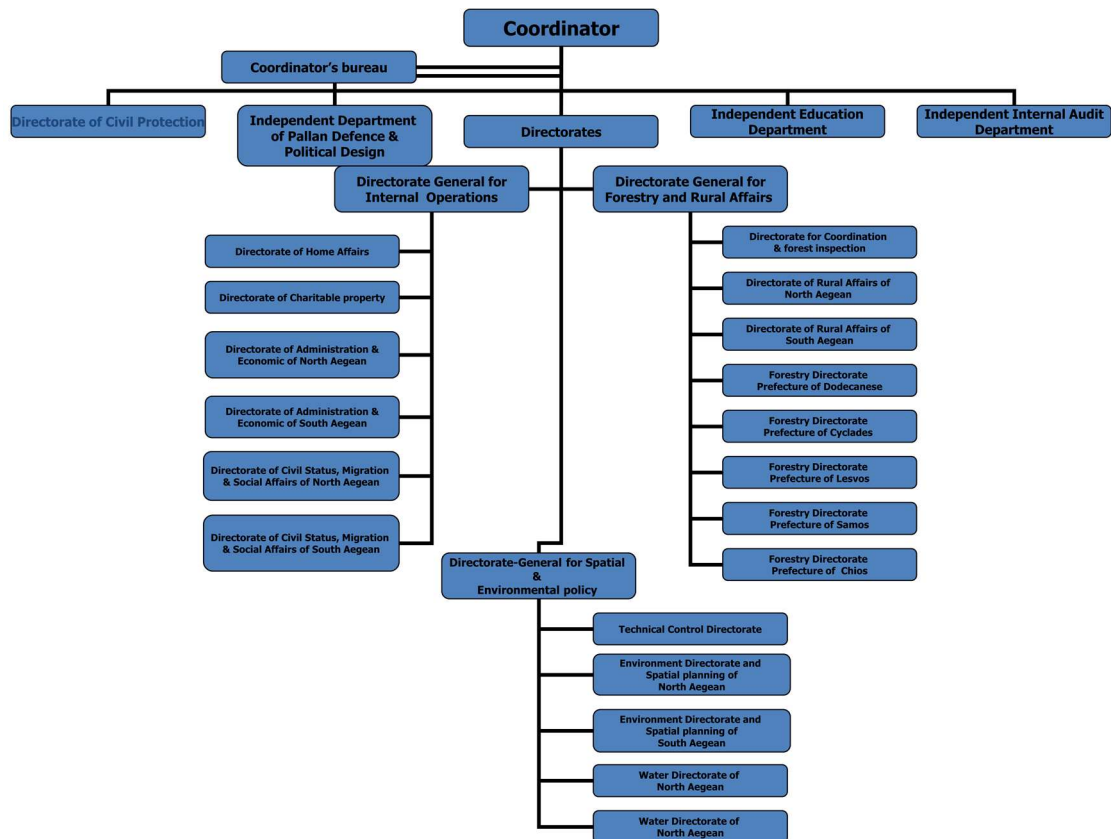


Figure 10: Organizational chart of Decentralized Administration of Aegean, Source: <http://www.apdaigaiou.gov.gr/?p=16123>

#### 4.2. Objectives and methodology of the research

The current research tries to investigate whether the organizational culture of the Decentralized Administration of Aegean is aligned with the priorities, objectives and effective management of its employees. This main research question investigates: a) what is the culture of the employees about the current state of the organization and what is desirable for the future and b) to what extent the employees are prepared to accept any change in the organization.

For the purposes of answering the main research questions, there was a necessity:

1. To investigate the literature view on the term of organizational culture;
2. To give a presentation of the framework of public administration in Greece by emphasising to Decentralized Administration of Aegean that is our case study;

The methodological tool chosen for conducting the research is a structured questionnaire which was addressed to the total amount of the employees of the organization (394). The process of the distribution and receipt of questionnaires was made only

electronically, through the personal e-mail addresses that are individually available to each employee.

The electronic form of the questionnaire was constructed via Google form following the link: <https://forms.gle/ZZ933fEGFcDUQV5h6>. The hyperlink created along with an introductory preamble of the content and purpose of the questionnaire, where it was explicitly noted that the specific research guarantees the complete anonymity and confidentiality of the responders and was sent to the employees. The anonymity of the respondents was ensured by not recording the e-mail addresses.

Google forms were selected as the easiest and faster way of distributing a questionnaire and without any cost since any hard copies were produced. Furthermore, it gathers all data without the need of manual intervention and the raw data can be easily exported to any statistical program as EXCEL, etc., for further analysis.

Questions were marked as ‘mandatory’ so as the responders to give answers to all questions of the questionnaire. For that reason, no incomplete questionnaires were delivered.

The questionnaires were sent during the period June-July 2019, addressed to 394 employees of the organization serving at all directorates and departments based in Piraeus, Rhodes, Syros, Lesvos, Samos and Chios.

100 employees responded to the questionnaire (25.38% -100 out of 394), percentage quite satisfactory.

The method of the questionnaire was chosen as the best way to collect primary data. The questionnaire was designed to be as a user – friendly as possible, in order for the participants not to spend a lot of time for it and the questions to be targeted to the core of the main objective of this essay.

The developed questionnaire consists in total of 28 questions and it is divided into four (4) parts:

1. Part 1: consists of eight (8) questions that give the general demographic profile of the employees of the organization;
2. Part 2: consists of six (6) questions and is based on the Competing Values Culture Assessment tool in order to diagnose the organization’s current and desired culture;

3. Part 3: consists of three (3) questions concerning the degree of achievement of the organization's operation;
4. Part 4: consists of eleven (11) questions concerning the organizational culture of Decentralized Administration of Aegean;

For parts B, C and D closed – ended questions were used so as respondents to be able to choose specific answers for each question. For part C and D, the answers were rated using a point Likert scale system from 1 to 6 (1=completely disagree, 2=disagree, 3=not agree nor disagree, 4=agree, 5=completely agree, 6=do not know/do not answer).

For part B, results were counted as follow: after collecting all the answers for the six questions (1 to 6), an addition to all As' through Ds' was made, for both NOW and FUTURE columns of the Assessment. By adding 1 to each total number of all As' through Ds' of the six questions you get your total (T) for each answer between A and D. Dividing totals by six you get the Averages (A) for all As' through Ds'.

The Averages (A) for all As' through Ds' are used to create a visual picture of the results of the Competing Values Assessment (detailed explanation is given to sub-chapter 4.3).

The final questionnaire was structured after a pilot survey and the implementation of all necessary adjustments. The complete questionnaire is presented at the Annex.

Each measurement in behavioral science is often aims at the numerical expressions of characteristics and properties of humans. A great number of such questionnaires have been developed but for all it is a necessity to value two basic qualities: the reliability and the validity. The first one refers to the consistency or stability of the responses to the scale and the second one is examining whether the scale actually counts for what it is built for.

For the purposes of this thesis, Cronbach's alpha a (or coefficient alpha) was used in order to measure reliability or internal consistency of the questionnaire. A value equal to or above 0,7 is considered satisfactory. The internal consistency for this questionnaire was calculated at 0.728001.

### 4.3. The explanation of the Competing Values Culture Assessment

The Competing Values Framework (CVF) has been recognized as one of the fifth most important models in the history of business. Its great advantage is that it is based on a well-developed theoretical and empirical foundation. It was developed by Cameron and Quinn (1999) and refers to whether an organization has a predominant internal or external focus and whether it strives for flexibility and individuality or stability and control. The framework is also based on six organizational culture dimensions and four dominant culture types (clan, adhocracy, market and hierarchy). The framework authors also generated an Organizational Culture Assessment Instrument (OCAI), which is used to identify the organizational culture profile based on the core values, assumptions, interpretations and approaches that characterize organizations.

The Competing Values Framework (CVF) consists of two dimensions, one drawn vertically and one horizontally, resulting in four quadrants. Each quadrant in the framework represents a way of being, seeing, managing and organizing in accordance with the two dimensions and the different ends of these two which constitute the rudiments of the tool.

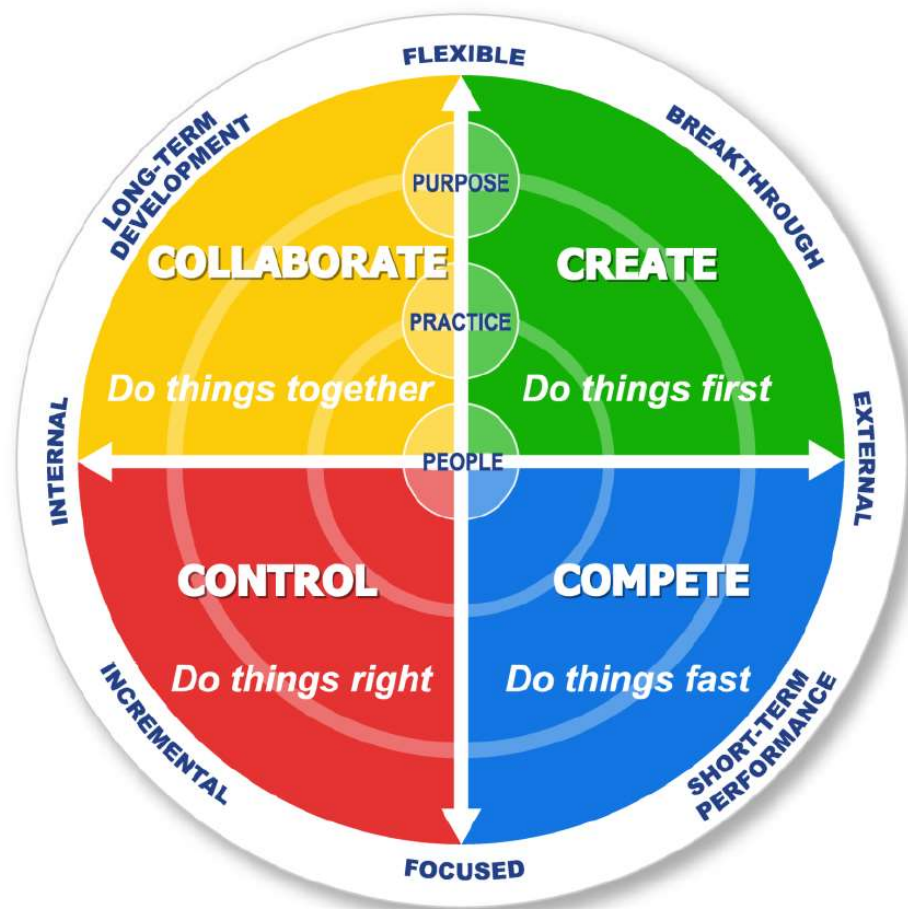


Figure 11: The Competing Values Framework

Figure 11, gives the visual aspect of the tool. The Collaborate quadrant represents the kinds of people, purposes and processes that give rise to cooperation and collaboration. Commitment, focus on shared values and communication are strong. Culture is oriented towards involvement and building commitment over time. Employment in enterprises tends to be by choice and cohesion and commitment are strong values. Leaders build the organization by encouraging trusting relationships. Unified behavior produces a strong organizational image in the marketplace and customers may be considered as partners. On the other hand, if collaborate profile becomes extreme it leads to negative and turns into a permissive, lax environment where outcomes and results are under-emphasized.

The Create quadrant represents the kinds of people, purposes and processes that are associated with creativity, innovation and vision. Individuals tend to be change oriented. The culture that supports their work is characterized by experimentation, flexibility and looking forward to the future. Individuals are focused in generating ideas and they enjoy entrepreneurial activities. Managers build the organization by developing a compelling vision and giving emphasis to new ideas, technology, flexibility and adaptability. On the other hand, if create profile becomes extreme it becomes constantly chaotic by trying out one more new idea and by under – emphasizing the achievement of predictable outcomes.

The Complete quadrant represents the kinds of people, purposes and processes that are associated with aggressive competition and achievement. A focus on achieving results leads individuals to be defined either as winners or losers. Their focus is mainly on performance and goals. Managers build the organization by clarifying objectives and improving the firm's competitive position through hard work and productivity. If this profile becomes extreme it becomes negative by giving rise to self – interests and conflict but neglecting at the same time human issues.

The Control quadrant represents the kinds of people, purposes and processes that give rise to predictable, dependable performance. Individuals tend to be systematic, careful and practical and their culture focuses on planning efficient systems and procedures and enforcing compliance. Managers build the organization by optimizing processes, cutting costs and by establishing policies and procedures. If this profile gets extreme it becomes negative by leading to languishing bureaucracy and organizational stagnation.



The Competing Values Framework (CVF) can be used in constructing an organizational culture profile, to diagnose the organization's current and desired culture. Through the implementation of the Organizational Culture Assessment Instrument (OCAI), an organizational culture profile can be identified and present the organization's dominant culture type characteristics. According to the four quadrants presented earlier, the four culture profiles that are structured can be identified as:

1. Clan culture (upper left corner): the organization concentrates on internal maintenance with flexibility, concern for people and sensitivity to customers; main characteristics are personal growth, cooperation and teamwork;
2. Hierarchy (lower left corner): the organization concentrates on internal maintenance with a need for stability and control; main characteristics are order, discipline, documentation;
3. Adhocracy (upper right corner): the organization concentrates on external positioning with a high degree of flexibility and individuality; main characteristics are cooperation, innovation and synergy;
4. Market (lower right corner): the organization concentrates on external maintenance with a need for stability and control; main characteristics are productivity, bottom – line (results), customer oriented and competition;

#### 4.4. Descriptive statistics

Part A of the questionnaire: Demographics

Gender: figure 12, provides information on the distribution of the sample on gender. It is noted that 56% of the sample are female and 44% are male.

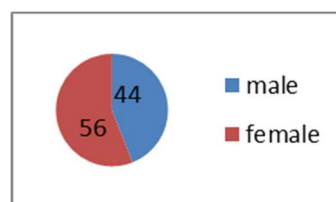


Figure 12: Gender

Age: according to figure 13, the age group above 55 counts only the 18%, which means that not many of the personnel is ready for pension yet. On the other hand, the age

group 26-35 counts only 2% which means that no new personnel are entering the organization. On the other hand, the age groups 36-45 and 45-55 are equally count each 40% that means that the organization is staffed with personnel in the most productive age.

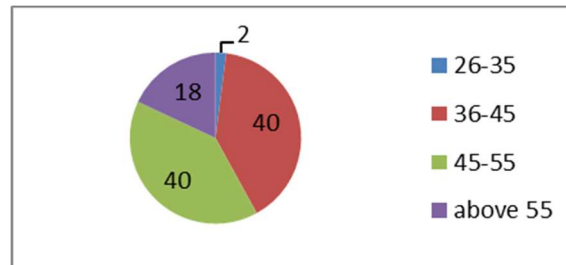


Figure 13: Age

Working in public sector: figure 14, states the years of working in public sector generally. The group with less than 5 years in public sector counts only 8%. That explains once more the lack of entrance of new personnel to the public sector during the last years. The above-mentioned statement is also verified by the group with 6-10 years of working which is only 9%. That states that the government's policy to minimize the number of public servants within the framework of the public sector reform programmes, started to be implemented more effectively almost at the beginning of the financial crisis. On the other hand, only 8% of the personnel has worked in public sector more than 31 years which again verifies that the personnel ready to be in pension is not that high. The other groups, 11-15 years are 25%, 16-20 years are 35% and 21-30 years are 15% which again verifies that public sector is staffed with personnel in the most productive age.

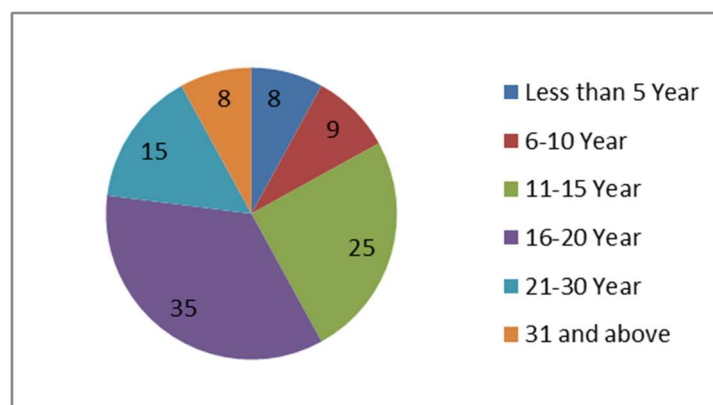


Figure 14: Working in public sector

Working in private sector: 88% of the personnel have worked also in private sector whereas only 12% has never worked in the private sector. From the 88% that answered yes to

this question 48% have worked less than 5 years in the private sector and 40% more than 5 years.

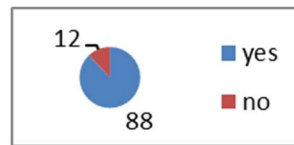


Figure 15: Working in private sector

Working experience in the organization: figure 16 shows the working experience in the organization. According to the chart, between 0-5 years of experience to the organization has only 24%, between 5-10 years 25%, 10-20 41%, 20-30 8% and above 30 years only 2%.

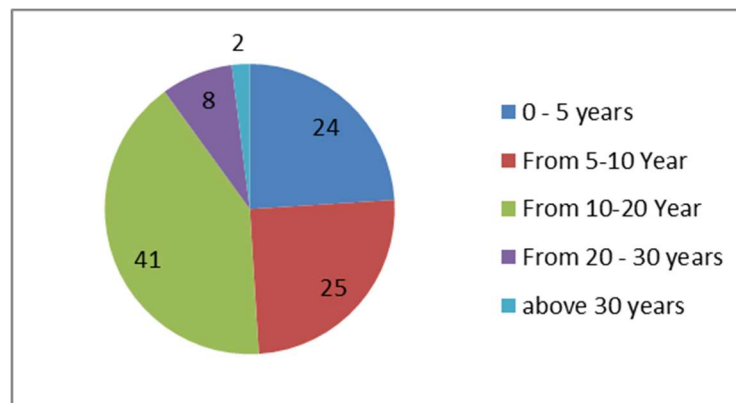


Figure 16: Working experience in the organization

Function: figure 17 shows that 65% of the sample is simple employees while 25% is Head of Departments and only 10% are directors. This is explained mainly by the organizational chart of Decentralized Administration of Aegean – which consists of more departments than directorates and the fact that the area the organization is covering is basically an island region.

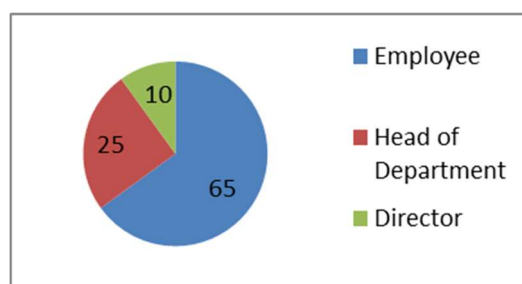


Figure 17: Function

Level of education: according to figure 18, 64% of the sample has a University diploma and 15% has Technological University diploma. Only 4% have graduated the National School of Public Administration and 17% have graduated secondary school, a percentage rather high if we take under consideration that the last decade's no vacancy notes are published for personnel with secondary education. What is extremely noteworthy is that only 41% of the ones that have graduated university contain a Master Degree, 2% have a PhD and 57% do not have any of the above (figure 19).

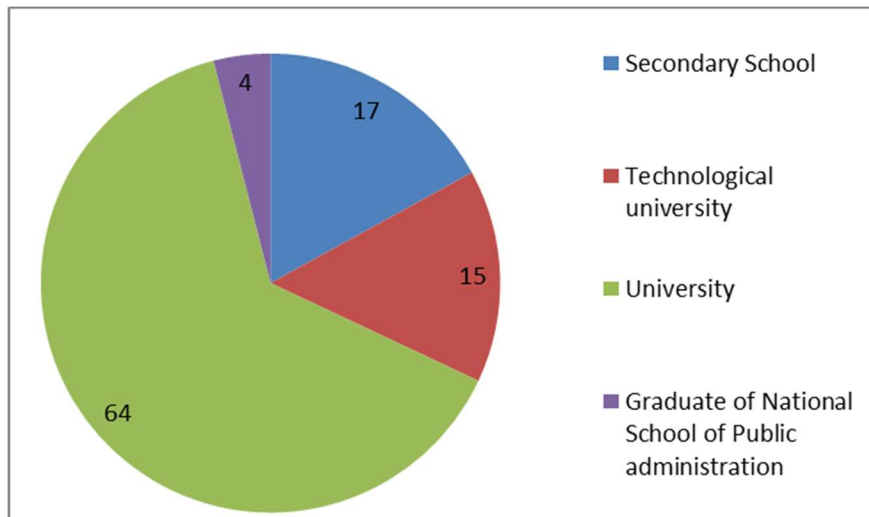


Figure 18: Level of education

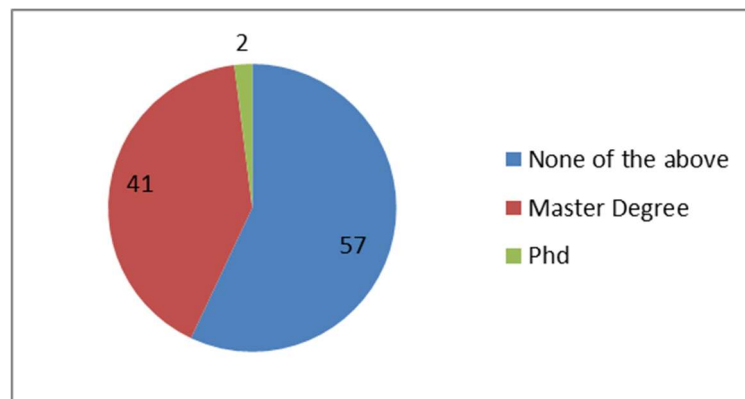


Figure 19: Postgraduate education

Part B: Answers concerning the implementation of the Competing Values Framework tool.

The results of the Organizational Culture Assessment Instrument (OCAI), are presented to figure 20.

The red line represents the dominant present culture profile of the organization, whereas the green line represents the desired culture profile for the future.

By the inculcation of the results we can see that there is no great difference between current cultural profile and the future one. It is remarkable noticeable that the dominant culture profile (adhocracy) tends to be extreme. We also notice a slight increase to the market-oriented profile for the future. It is remarkable because due to the fact public sector is characterized by hierarchy and performance mainly through legislation, it was expected that the culture of the personnel was higher at that quadrant at the lower left corner (hierarchy).

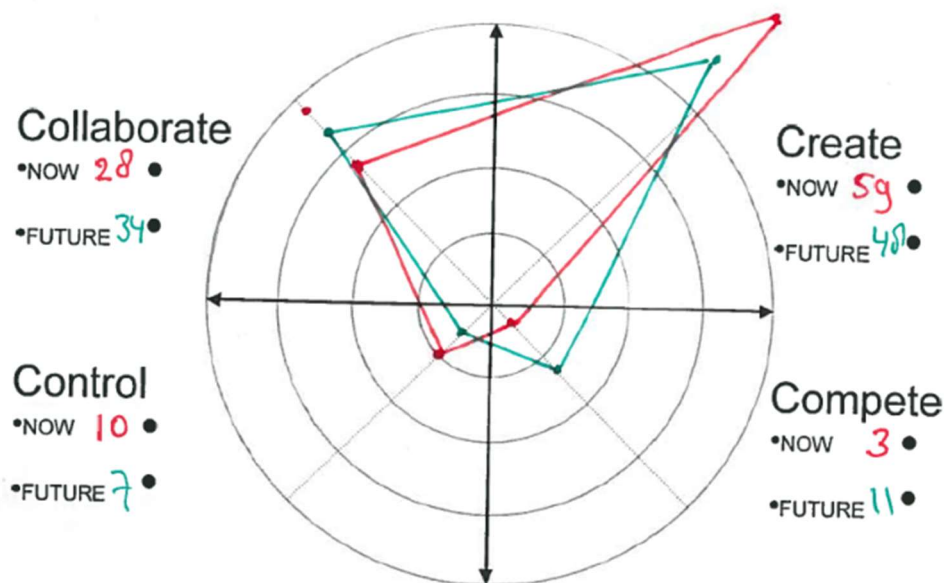


Figure 20: Organizational Culture Assessment Instrument (OCAI) for Decentralized Administration of Aegean

Part C: Answers concerning the degree of achievement of the organization's operation

As mentioned earlier, part C contains questions concerning the degree of achievement of the organization's operation.

According to Figure 21, 33% of the employees have a neutral opinion to whether the current formulation of the existing directories and departments of the organization are properly performing their work. While 38% agrees (sum of agree and fully agree) that the organizational chart meets the needs of the performance of the work.

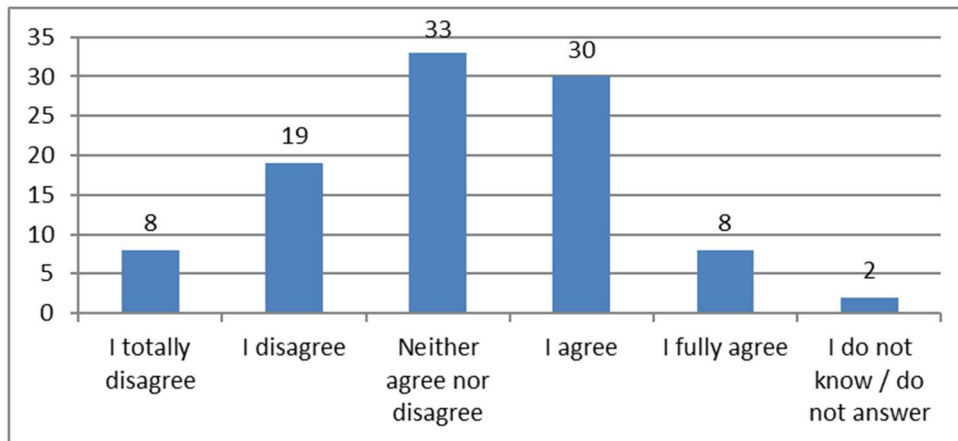


Figure 21: The current formulation of the existing directories and departments of the organization are properly performing their work

In figure 22, we can see that the majority of the employees (63%) (sum of agree and fully agree) believe that the degree of satisfaction by citizens is satisfactory by the organization.

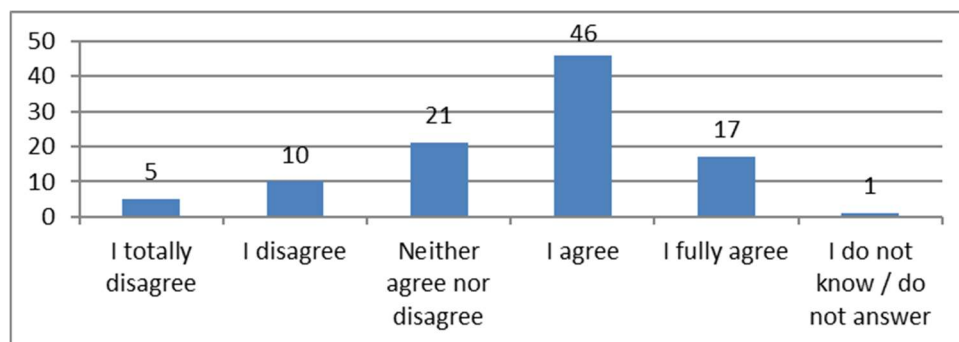


Figure 22: The degree of satisfaction by citizens

In addition to the previous statement, 57% of the employees (sum of agree and fully agree) also agree that the organization responds adequately (in speed and quality) to citizens' demands (Figure 23).

This statement comes as verification that the organization performs efficient enough to meet the needs and demands of citizens.

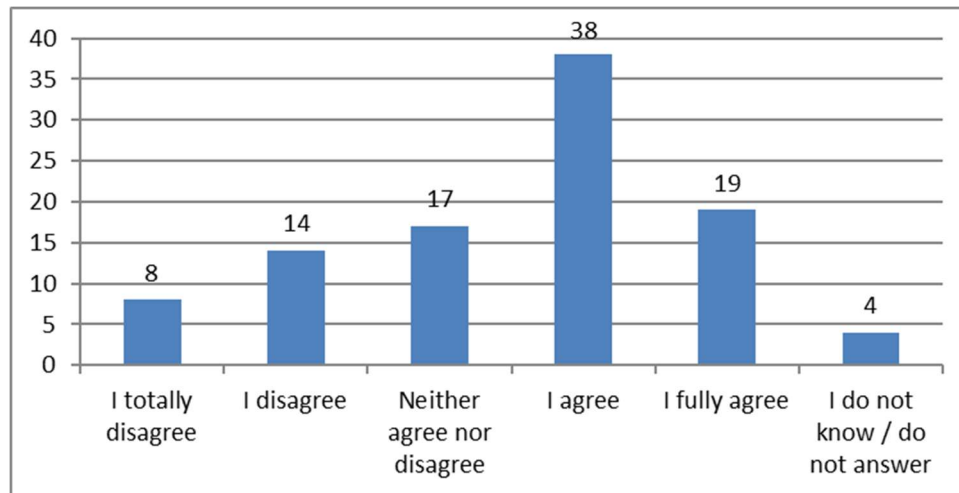


Figure 23: The organization responds adequately (in speed and quality) to citizens' demands

Part D: Answers concerning questions about organizational culture and the notion of change

Moving forward to Part D of the questionnaire we will see the results of questions concerning the organizational culture of Decentralized Administration of Aegean.

According to figure 24, 64% of the personnel (sum of agree and fully agree) agrees that change is a factor for the optimal performance and operation of a service. That percentage does not arise as a surprise due to the fact that the dominant culture of the organization is adhocracy (create quadrant) where individuals are changed oriented.

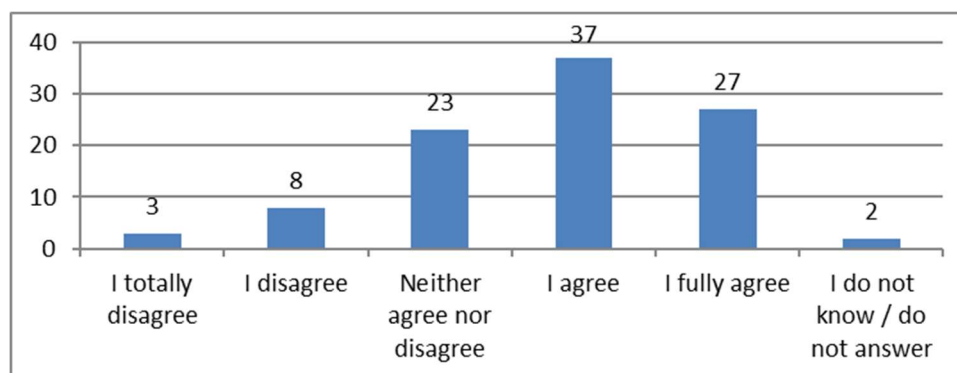


Figure 24: Change is a factor for the optimal performance and operation of a service

For the above-mentioned reason, in figure 25, we see that 71% (sum of agree and fully agree) of the staff consider that there are specific parts of the organization in need of a change because they face significant problems.

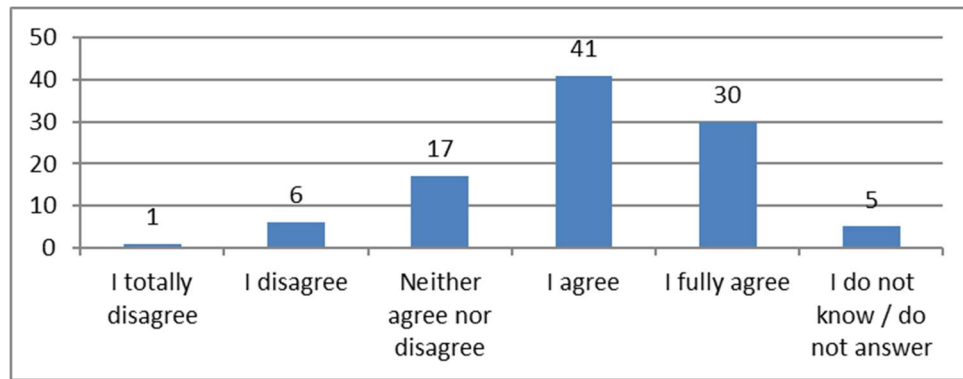


Figure 25: Specific parts of the organization in need of a change because they face significant problems

Despite the fact that certain changes were made to the organization both with the Kallikratis and the Klisthenis program, 37% of the staff has a neutral opinion whether these changes will work for the benefit of the citizen and the workers (figure 26) while 31% (sum of disagree and totally disagree) sees it negatively.

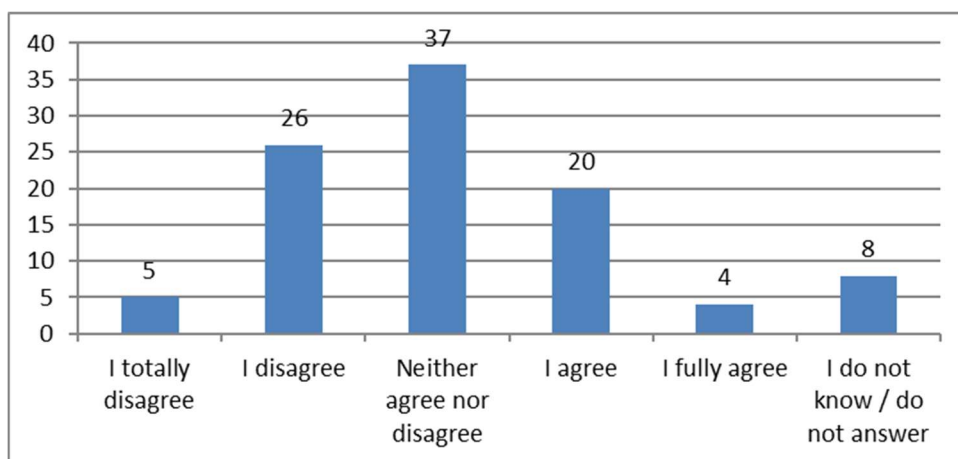


Figure 26: The changes made to the organization both with the Kallikratis and the Klisthenis program will work for the benefit of the citizen and the workers

On the other hand, 77% (sum of agree and fully agree) agree that there are changes that should be implemented and not legislatively foreseen (figure 27). That also strengthens the statement that the personnel of Decentralized Administration of Aegean are positive to changes (they have already experienced two major changes through the implementation of the two above mentioned programs), but these changes did not meet the criteria of benefit for both the citizens and the staff. Moreover, it states that changes are not designed properly, in means that there is a lack of



communication and interaction between the levels of deciding changes and the personnel working in the front line and who actually are the ones who will support the change and accomplish it.

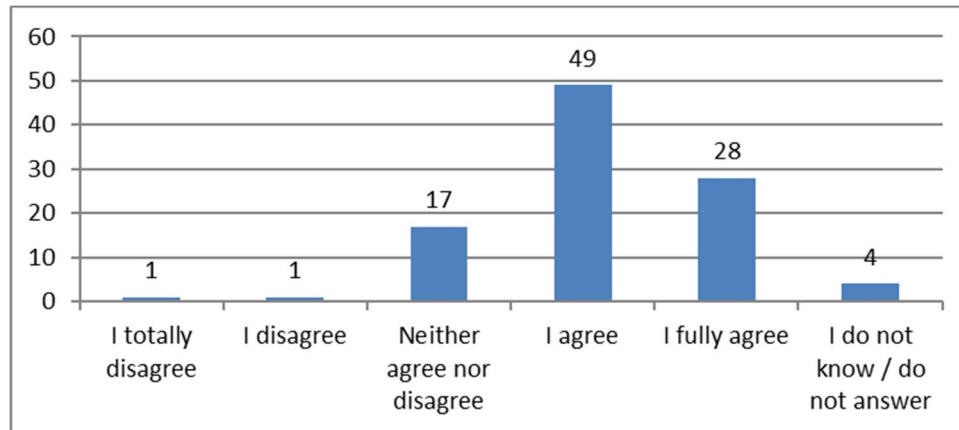


Figure 27: There changes that should be implemented and not legislatively foreseen

This lack of interaction is also expressed in figure 28, where 49% (sum of disagree and totally disagree) of the personnel states that they are not adequately informed about upcoming organizational changes. Considering that all changes to public sector are being implemented through legislation, this certain chart states the lack of interaction between the constructive legislation authority and the actual executive authority.

Going further to the analysis of percentages on figure 28, in comparison with gender and function, we come across to the followings: 49% of the ones that believe that are not adequately informed about upcoming organizational changes, 63% are female and 37% are male. Moreover, 70% of the directors, 41% of the employees and 60% of the Head of Departments are sharing the same belief. It is noteworthy, that personnel in upper managing positions are not well informed about strategic plans on changes. This can be interpreted as an obvious lack of communication between competent bodies (in our cases the different Ministries) and the organization.

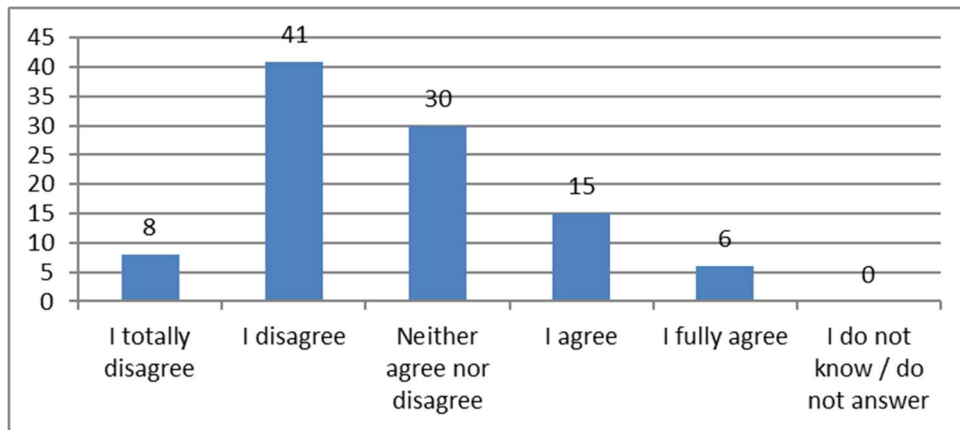


Figure 28: Do you think that the employees of the organization are adequately informed about upcoming organizational changes?

In figure 29, 34% of the personnel sustains a neutral opinion in accordance to a resistance to a change in the pay system while 34% state that there will be a resistance in a change in the pay system. From these equally shared statements, we may think that perhaps the personnel consider other changes to be more important than a simple change in payment. Moreover, if we add the 10% of the ones that fully agree with the statement of the question, we see that the difference is not significant and that payment is not the main reason for a resistance to a change.

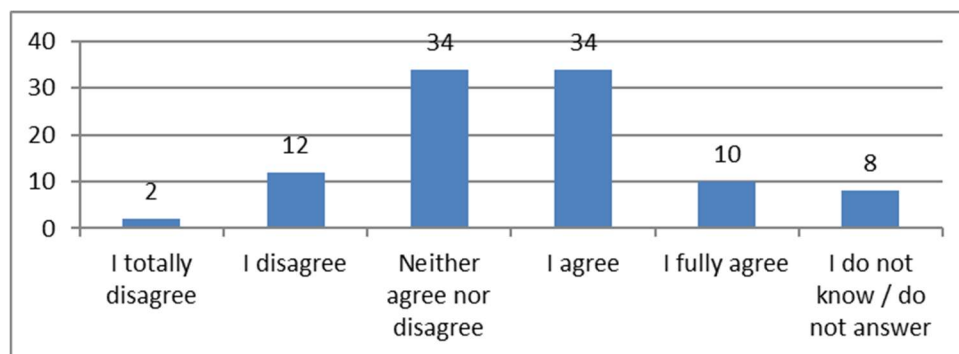


Figure 29: Do you consider that the employees of the organization are resisting change in the pay system?

On the other hand, 50% (sum of agree and totally agree) state that there will be an opposition to a change in case it influences the way of work (figure 30). That also verifies the fact that the personnel give priorities to changes affecting their work and not only to the pay system.

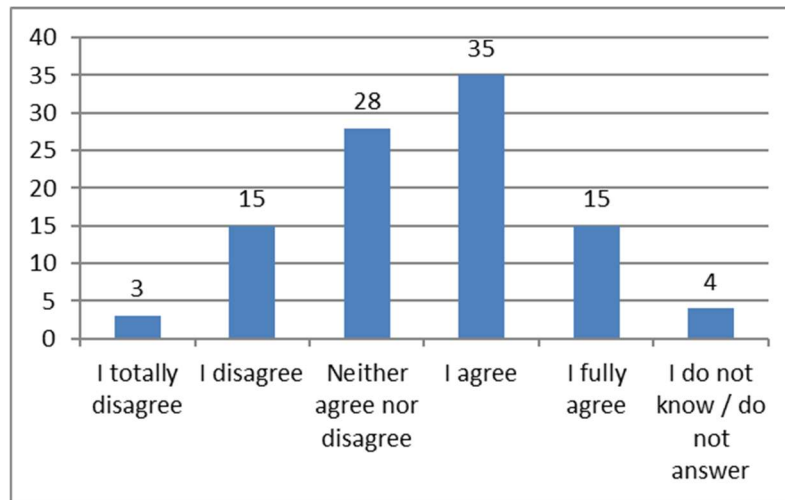


Figure 30: It is believed that employees of the organization are opposed to a change in the way they work

According to figure 31, 55% of the staff agrees that resistance to change is different for each hierarchical level. If we add the 19% that fully agree with this statement, we see that the majority of the staff shares the same opinion.

Once again, going further the analysis of the percentage of figure 31, in comparison with gender and function we see that 54% of females and 46% of males, almost equally share the opinion that organizational change and any form of resistance is perceived differently for each hierarchical level. Moreover, 12% of directors, 31% of Head of Departments share the above with the rest 57% of simple employees. That means that the upper managing groups experience less resistance to changes than simple employees.

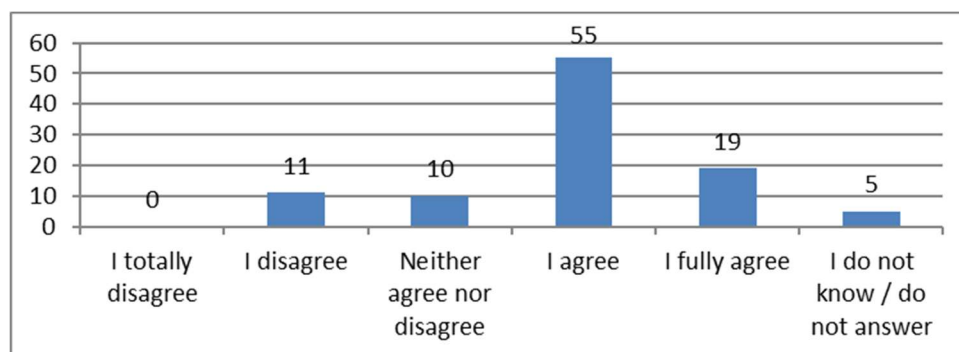


Figure 31: Do you think that resistances to changes are different for each hierarchical level?

The results of figure 32, express the opinion that 64% of the staff (sum of agree and fully agree) feel the problems of the service as their own. Taking under consideration that

there is a strong performance of the opinion of the staff on collaborate quadrant (upper left corner, see figure 20) where commitment to the group, communication and sharing are the main characteristics, this result does not come as a surprise.

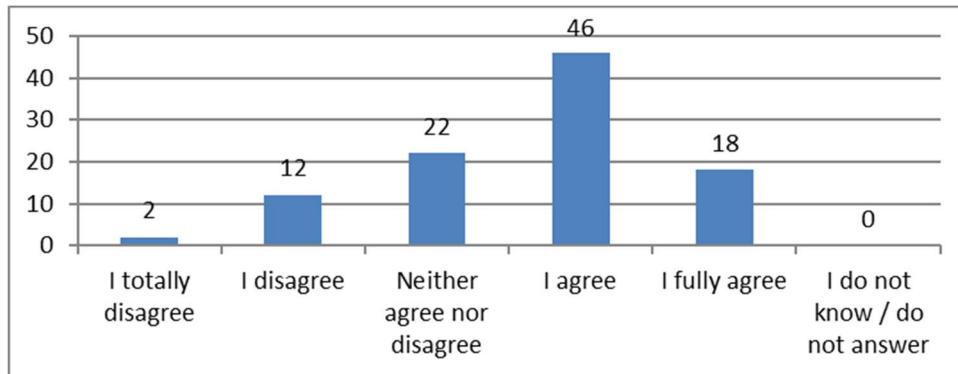


Figure 32: I feel the problems of my service as my own problems

This commitment of the staff to the organization can also be seen on the results of figure 33.

Despite the fact that 33% have a neutral opinion on whether it will be satisfying to continue their rest of the career in the organization, 39% (sum of agree and fully agree) sees it positive. Neutral opinion can be interpreted in different forms, especially concerning factors such as vocational upgrading, personal or family reasons where a transfer to a new position to a different organization may be a result of family needs, etc.

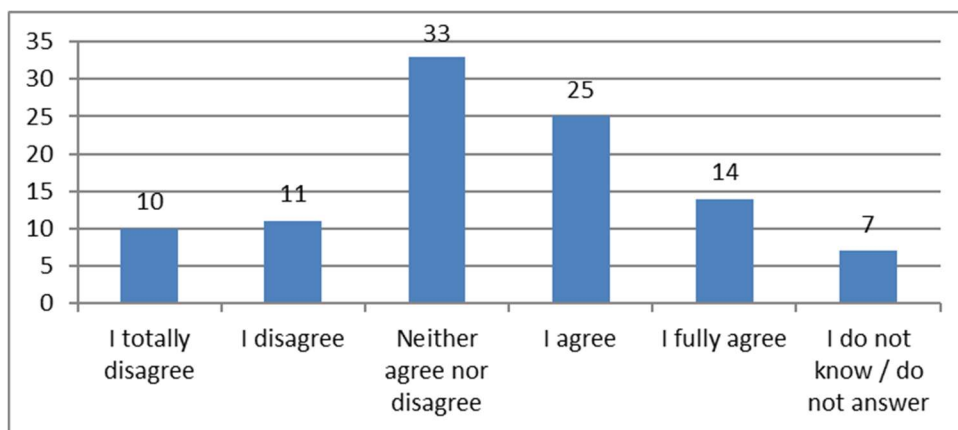


Figure 33: He/she would thank me if I spent the rest of my career on this organization

## Conclusions

Public administration is fully intertwined with the application of public law and policy with the primary objective of serving the public interest. Concepts, such as efficiency and effectiveness, are key elements in the effort to improve and modernize it.

The term "public administration" refers to all the administrative mechanisms and organizations of the State which operates at Central, regional and local level, with a view to the implementation of public policy laws and programs. Public administration and its proper functioning are the key elements of a country for its economic development and social justice.

On the other hand, we have organizational culture which considers to be the most critical parameter of growth and development of an organization. It consists the personality of the organization and is interwoven with its philosophy, its objectives, its functions and its structure. It is the bridge between organizational behavior and strategic management while is also offered as a tool for providing advice to organizations in their attempt to achieve necessary change.

During the last decades and especially through the National Strategic Reference Framework, several attempts were made in order to reform public administration in Greece. Kallikratis program was one of the reforms of the Operational Program 'Reform of Public Sector 2014-2020'.

As mentioned earlier, Kallikratis program was the main legislative attempt of the reform of the organizational structure of Greece and the single law of the reform of the public administration structure. Decentralized Administration of Aegean was chosen as a case study since it is one of the seven (7) single decentralized units of the State and the working area of the rapporteur of this thesis.

The purpose of this research focused mainly to the investigation whether the organizational culture of the personnel is aligned with the priorities and objectives of the organization since it is considered that such alignment gives high performance to organizations.

The two main research questions a) what is the culture of the employees about the current state of the organization and what is desirable for the future and b) to what extent the employees are prepared to accept any change in the organization, where approached by the

literature view on the term and aspects of organizational culture and by the presentation of the framework of public administration in Greece and especially of the organization of Decentralized Administration of Aegean.

The method of the questionnaire was chosen as the most appropriate tool for this research and was distributed to the total amount (394) of the staff of the organization electronically. 100 out of 394 colleagues responded to the questionnaire and of those 56 were females and 44 males. 80% of the sample of the employees is between the age 36 to 55 and 79% are well educated since they are university graduates. So, the organization is staffed with well-educated people in their most productive age but it is noticeable that only 41% are holders of a master degree.

The implementation of the Organization Culture Assessment Instrument (OCAI) situated the current and future culture of the organization to the upper right corner which stands for the create quadrant and adhocracy culture.

According to the characteristics of this quadrant, the personnel of the organization tends to be changed oriented and at the same time they have a high degree of flexibility, cooperation, innovation and synergy. All these characteristics together, form a very dynamic organization. And although it was expected that as a bureaucratic organization being a part of the central public administration, the dominant quadrant would be the lower left corner (hierarchy), the results pointed out exactly this dynamism. The dynamic feature of the organization stems mainly from the limited available resources (both material and personnel) which is the driving force of the personnel to perform with cooperation, innovative ideas in order to use the upmost of the limited resources and cooperation among departments and directorates.

Taking under consideration that the difference between the current and future culture is only the increasing number between present and future, that actually reinforces the dominant culture of Decentralized Administration of Aegean (adhocracy), we conclude that its organizational culture is strong. Moreover, we also witness a strong alignment between the values of the employees and the organization. Alignment, as described previously, enhance the group to act in new synergistic way and to develop the sense of unity and cooperation. In addition, the group sustains a strong commitment to the organization. For Decentralized Administration of Aegean, it is expressed a strong commitment as well as an alignment since there is a positive opinion on wanting to continue working to the organization (39%) and

64% feel the problems of the organization as their own. The neutral 33% of those that they do not contain an opinion whether they want to spent the rest of their career to the organization, can be interpreted only by the belief that national government bureaucracies are more likely to offer good careers and promotion opportunities.

The alignment is also reinforced by the other two indicators concerning the degree of satisfaction of citizens' (63%) and whether the organization responds adequately to citizens' demands' (57%). Of course, it would be interesting enough to explore whether citizens' as well share the same opinion with the personnel of the organization, by measuring their satisfaction to the quality of the services provided by the organization!

Decentralized Administrations are generally the product of two legislative programs, Kallikratis and Klisthenis program, in an attempt of reforming the Greek public administration.

Despite the use of decentralization, which is one of the two practices associated to the New Public Management, in order to improve the government's efficiency, the personnel of the organization were not convinced about the changes occurred through the implementation of the two programs. 37% share a neutral opinion on the matter whereas 31% share a negative one and only 24% saw the changes of the programs positively.

It is worth mentioned, that 71% believes that there are still specific parts of the organization that need a change and as 64% states a change is a factor for the optimal performance and operation of the organization. Moreover, 79% states that there are still changes to be made and not legislatively foreseen.

The above percentages give a clear verification on Seel's observation, by viewing Johnson's developed model of culture by the name 'cultural web', that a) most change programs concentrate at a change at structure, systems and processes and b) these programs most of the time are unsuccessful.

In conclusion, the personnel of Decentralized Administration of Aegean are not objecting to changes, on the contrary they are change oriented, although it is highly expressed that they are not adequately informed about upcoming organizational changes. As it is argued, resistance to change would be arose in cases of changes concerning the pay system and the way of their work.

As they have passed two times the procedure of change, through two legislative programs, they still believe that more changes should occurred that not legislative foreseen previously because they strongly believe that change is a factor for the optimal performance and operation of the organization.

Since all Decentralized Administrations of Greece share the same legislative structure, it would be of great interest to see whether the rest of the six (6) decentralized units, share the same organizational culture or in case of differences what are the reasons for different organizational cultures among them. Moreover, it would be noteworthy, to investigate in what extend different hierarchical levels experience resistance to change.

Finally, we encourage the upper management of the organization to take under serious consideration the outcome of the dominant organization culture profile which tends to be extreme because it can lead to chaotic circumstances to the operation of the organization.



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Annex  
UNIVERSITY OF AEGEAN  
POLITECHNIKAL SCHOOL  
Department of Economics and Administration  
Postgraduate Program  
Economics and Management for Engineers

This questionnaire is used in the framework of research to prepare my thesis for the completion of the Economics and Management for Engineering Postgraduate Program of the University of the Aegean. The theme of my chosen work concerns the "Analysis and Prospects of Changing the Organizational Culture in the Public Sector: The Case of the Decentralized Aegean Administration" with supervisor Dr. Ioannis Rossidis.

Organizational culture is the most critical factor and development parameter of any organization. It is the personality of the organization and is interwoven with philosophy, purposes, functions and structure.

I will try to explore the organizational culture in the public sector by choosing to study the institution of Decentralized Administration of the Aegean, which is in fact a significant administrative decentralized structure of the state.

The questionnaire is anonymous (without any recording of the e-mail address, just for convenience of data collection and processing this form is used) and the answers will be used exclusively for the purposes of supporting my thesis.

Your contribution is important in completing this questionnaire, it requires a minimum of your time and may help to redefine views on the concept of civil servant.

With appreciation

Arsenopoulou Evangelia

Head of Department of Civil Status, Migration and Social Integration, Chios, Greece

## QUESTIONNAIRE

## PART A – GENERAL INFORMATIONS

## 1. Sex

MALE	
FEMALE	

## 2. What is your age ?

Less than 25	
26-35	
36-45	
46-55	
Above 55	

## 3. How many years do you work in public sector?

Less than 5 years	
6-10	
11-15	
16-20	
21-30	
Above 31	

## 4. Have you worked in private sector?

Yes	
No	

## 5. If yes, how many years: ..... years

## 6. How many years have you been working in Decentralized Administration?..... years

## 7. Which is your function ?

Employee	
Head of Department	
Director	

## 8. Level of education :

Secondary School	
Technological university	
University	



Graduate of National School of Public administration	
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9. You also have :

Master Degree	
PhD	
None of the above	

#### Part B: Questionnaire according to the tool Competing Values Framework

In Part B, through the 6 questions, we will try to framework the concept of how we see our organization at present and at the future. For each question (from 1 to 6) there are 4 statements. Please give one statement for each question between A to D, for each column that concerns present and future

##### 1. Dominant characteristics

		Present	Future
A	The organization is a very personal place. It is like an extended family. People seem to share a lot of themselves.		
B	The organization is a very dynamic entrepreneurial place. People are willing to stick their necks out and take risks.		
C	The organization is very results oriented. A major concern is with getting the job done. People are very competitive and achievement oriented.		
D	The organization is a very controlled and structured place. Formal procedures generally govern what people do.		

##### 2. Organizational Leadership

		Present	Future
A	The leadership in the organization is generally considered to exemplify mentoring, facilitating, or nurturing.		
B	The leadership in the organization is generally considered to exemplify entrepreneurship, innovating, or risk		

	taking.		
C	The leadership in the organization is generally considered to exemplify a no-nonsense, aggressive, results-oriented focus.		
D	The leadership in the organization is generally considered to exemplify coordinating, organizing, or smooth-running efficiency.		

### 3. Management of Employees

		Present	Future
A	The management style in the organization is characterized by teamwork, consensus, and participation.		
B	The management style in the organization is characterized by individual risk-taking, innovation, freedom, and uniqueness.		
C	The management style in the organization is characterized by hard driving competitiveness, high demands, and achievement.		
D	The management style in the organization is characterized by security of employment, conformity, predictability, and stability in relationships.		

### 4. Organization Glue

		Present	Future
A	The glue that holds the organization together is loyalty and mutual trust. Commitment to this organization runs high.		
B	The glue that holds the organization together is commitment to innovation and development. There is an emphasis on being on the cutting edge.		
C	The glue that holds the organization together is the emphasis on achievement and goal accomplishment.		

	Aggressiveness and winning are common themes.		
D	The glue that holds the organization together is formal rules and policies. Maintaining a smooth-running organization is important.		

### 5. Strategic Emphases

		Present	Future
A	The organization emphasizes human development. High trust, openness, and participation persist.		
B	The organization emphasizes acquiring new resources and creating new challenges. Trying new things and prospecting for opportunities are valued.		
C	The organization emphasizes competitive actions and achievement. Hitting stretch targets and winning in the marketplace are dominant.		
D	The organization emphasizes permanence and stability. Efficiency, control and smooth operations are important.		

### 6. Criteria of Success

		Present	Future
A	The organization defines success on the basis of the development of human resources, teamwork, employee commitment, and concern for people.		
B	The organization defines success on the basis of having the most unique or newest products. It is a product leader and innovator.		
C	The organization defines success on the basis of winning in the marketplace and outpacing the competition. Competitive market leadership is key.		
D	The organization defines success on the		

	basis of efficiency. Dependable delivery, smooth scheduling and low-cost production are critical.		
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Part C: Questions of the degree of achievement of the function of the organization

On parts C and D, give one answer for each statement by using the scale from 1 to 6, where 1: completely disagree, 2: disagree, 3: nor agree nor disagree, 4: agree, 5: completely agree, 6: don't know/don't answer

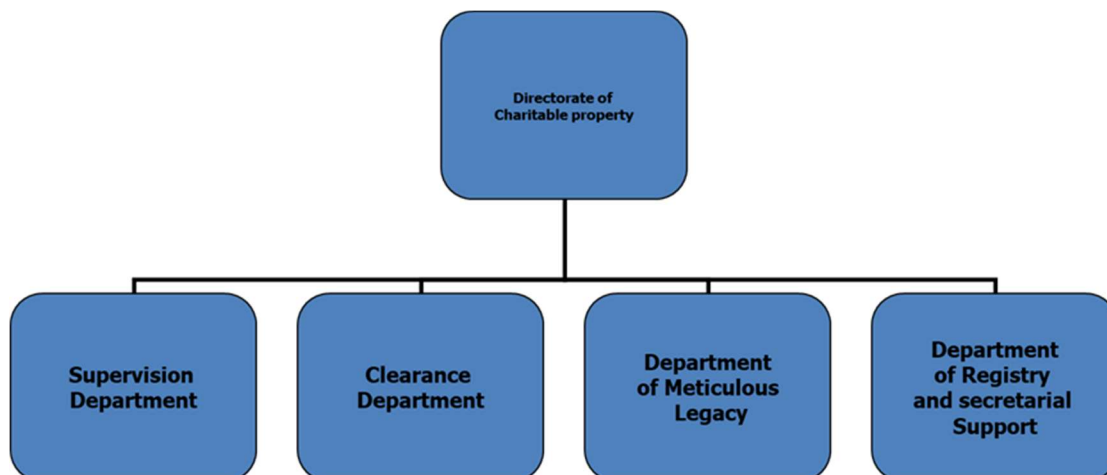
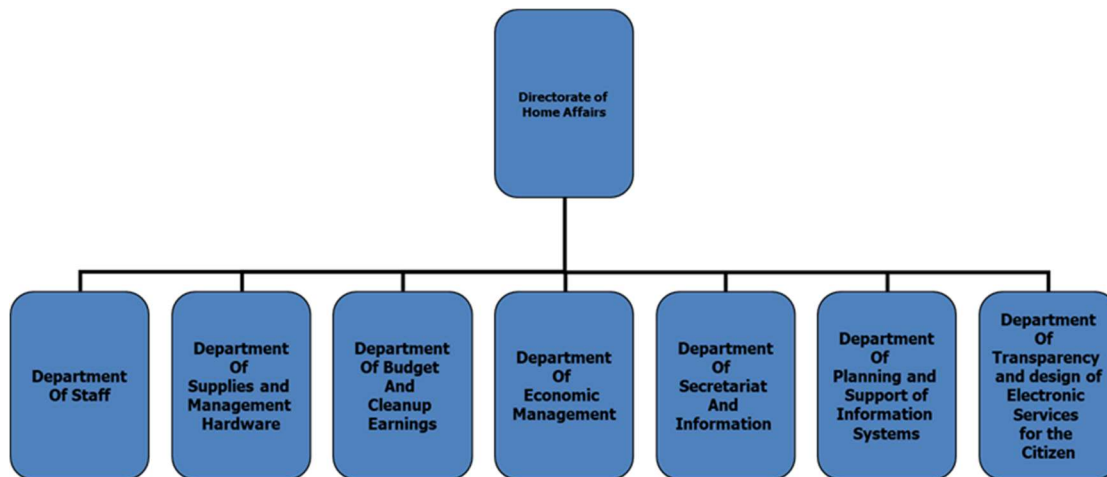
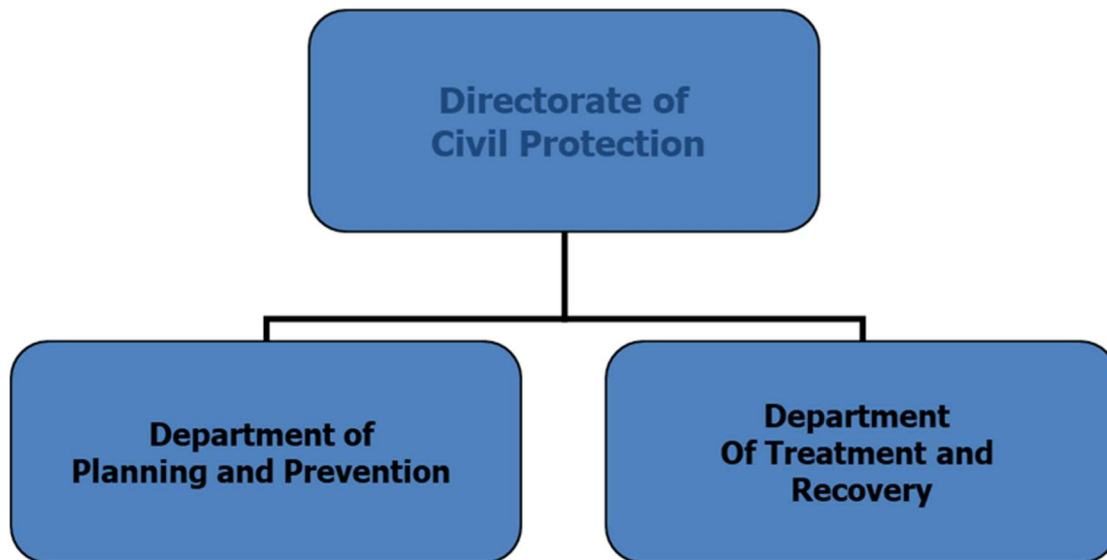
	completely disagree	disagree	nor agree nor disagree	agree	completely agree	don't know/don't answer
It is considered that the formulation of the existing directories and departments of the organization are properly performing their work						
It is considered that the degree of satisfaction of the citizens is satisfactory by the organization						
It is considered that the organization responds adequately (in speed and quality) to citizens' demands						

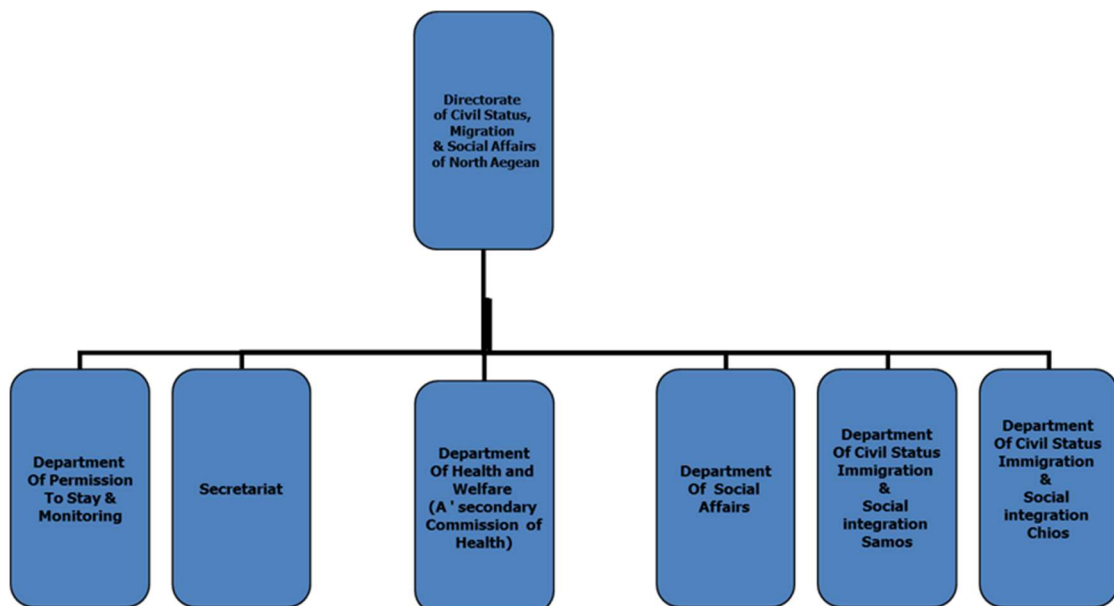
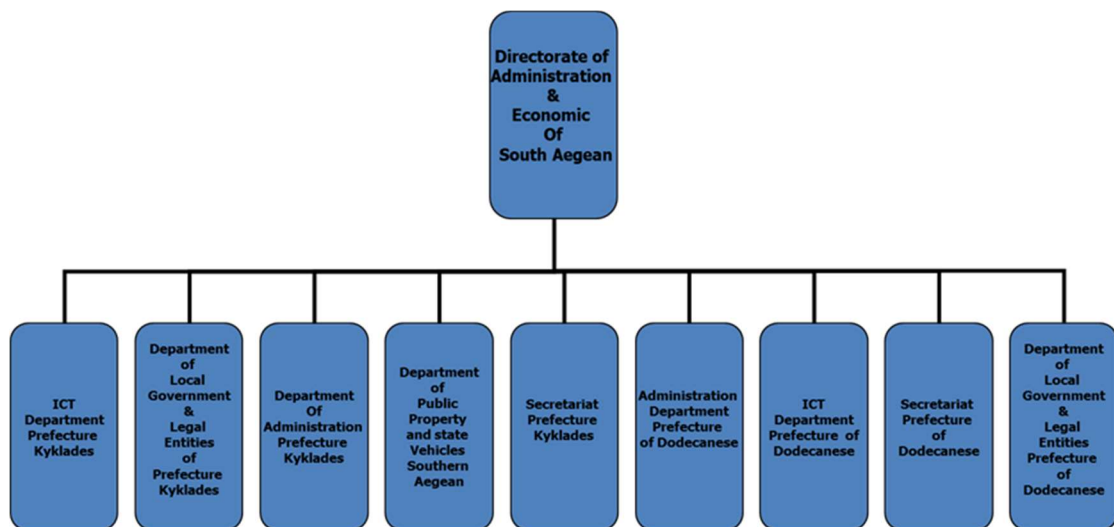
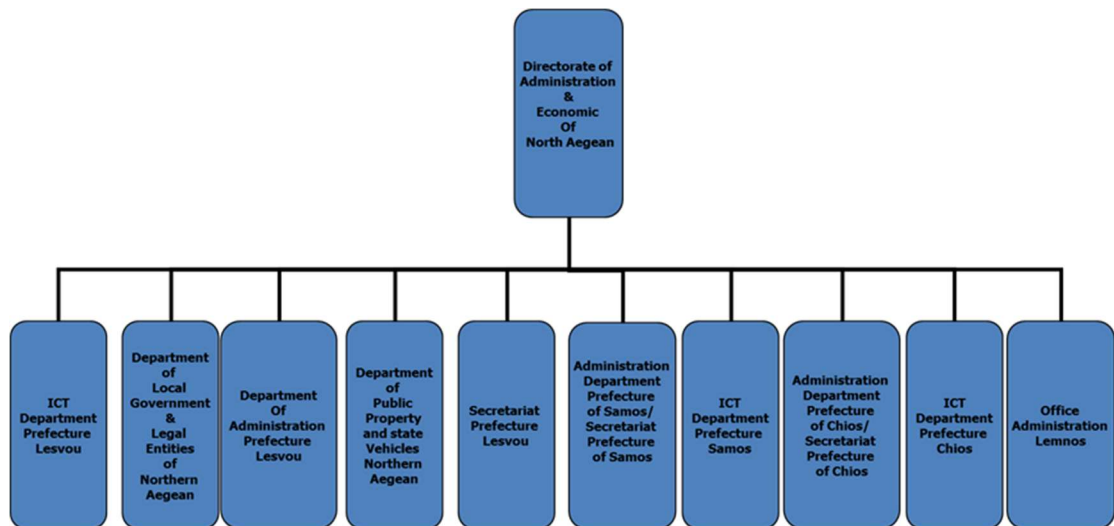
## Part D: questions concerning organizational change

	1	2	3	4	5	6
In your view, change is a factor for the optimal performance and operation of a service						
There are specific parts of the organization in need of change because they face significant problems						
Changes made to the organization both with the Kallikratis program and the Klisthenis program will work for the benefit of the citizen and the workers						
In your opinion, there are changes that should be implemented and not legislatively foreseen						
Do you think that employees of the organization are adequately informed about						

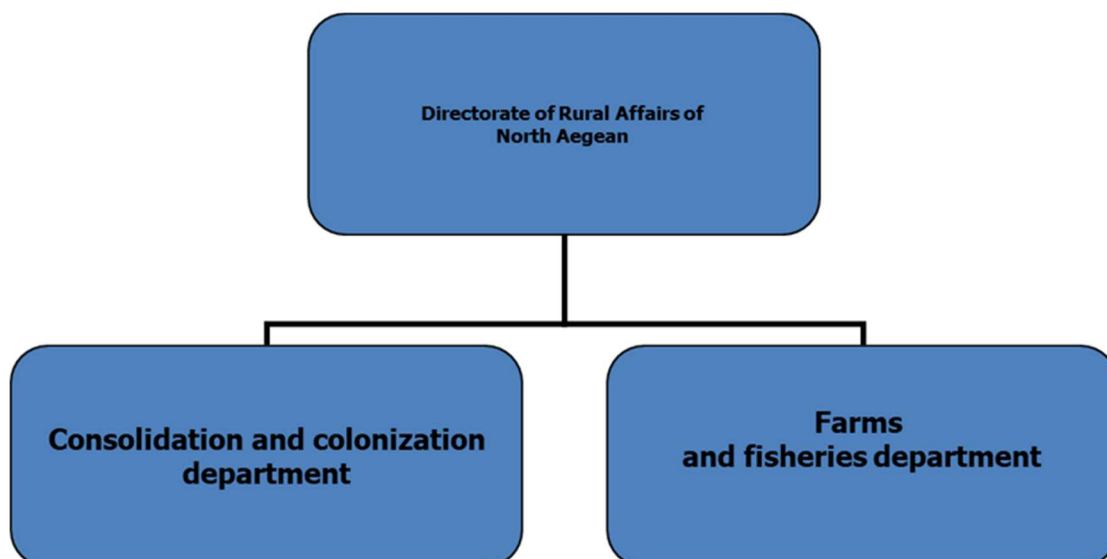
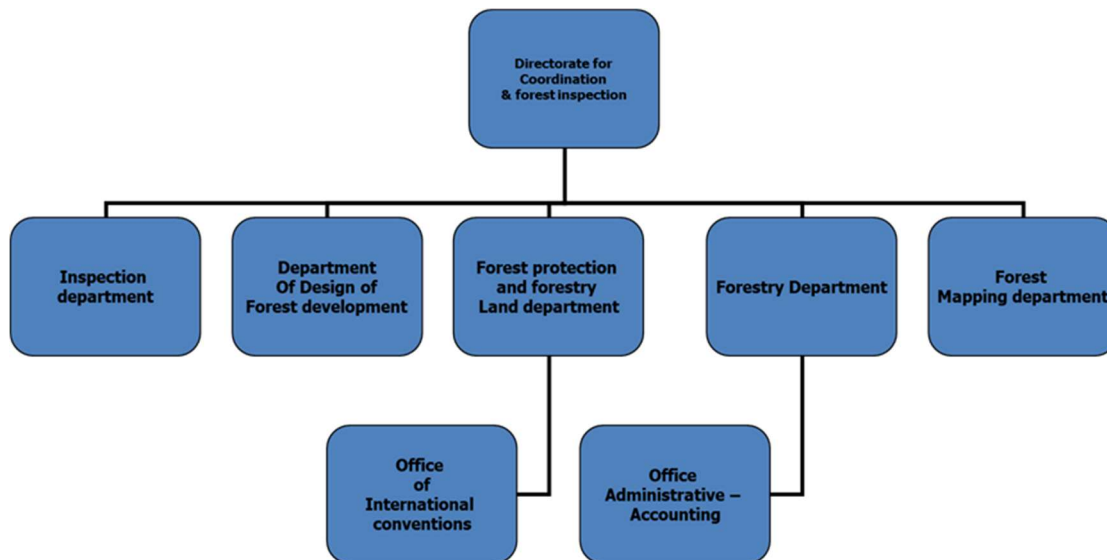
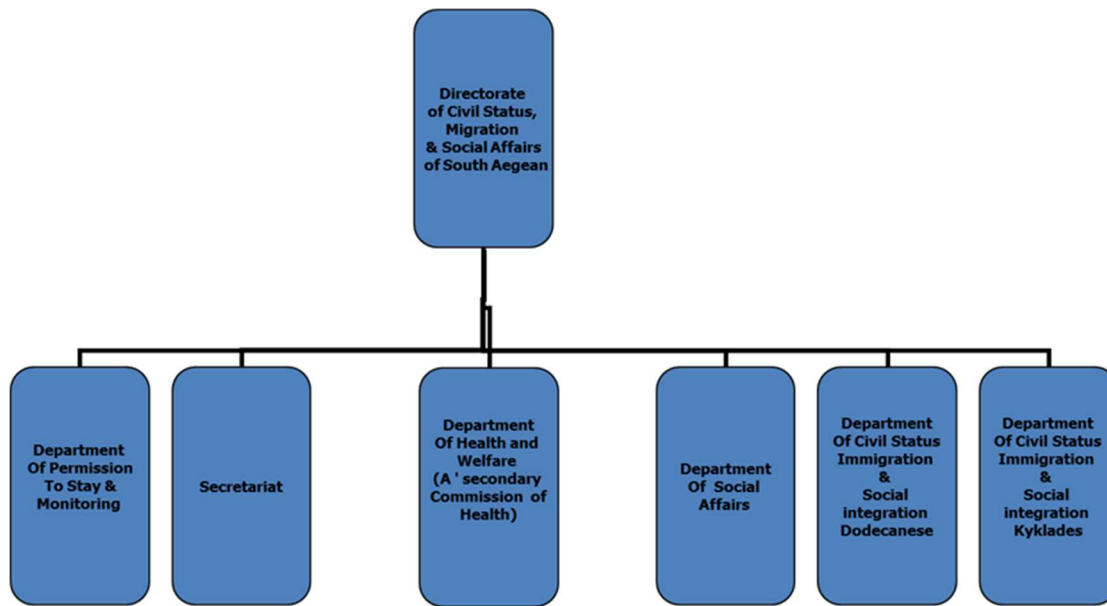
upcoming organizational changes						
Do you consider that employees of the organization are resisting change in the pay system						
It is believed that employees of the organization are opposed to a change in the way they work						
Do you think resistances to changes are different for each hierarchical level						
I feel problems of my service as my own problems						
He/she would thank me if I spent the rest of my career on this carrier						

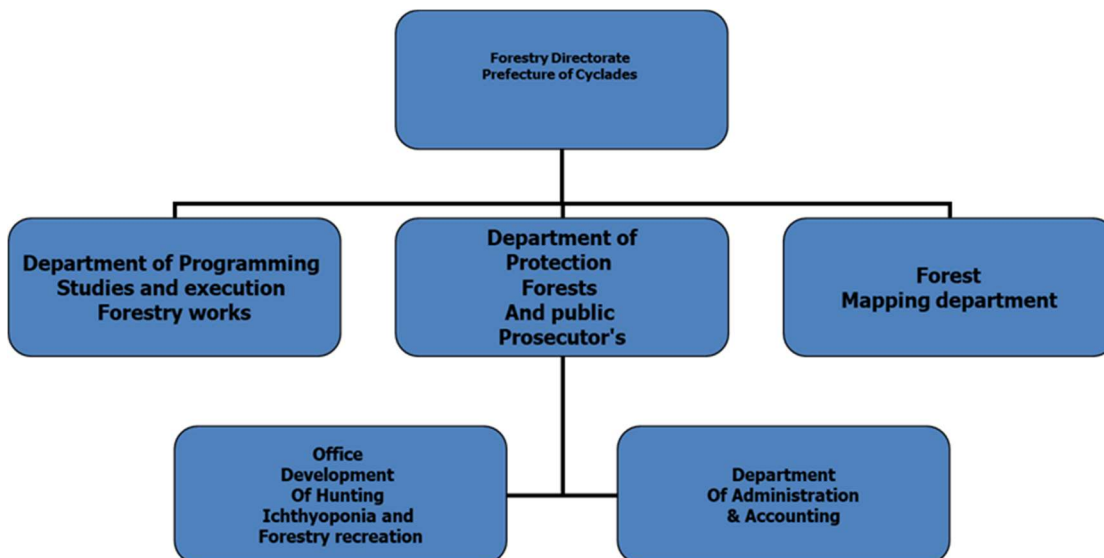
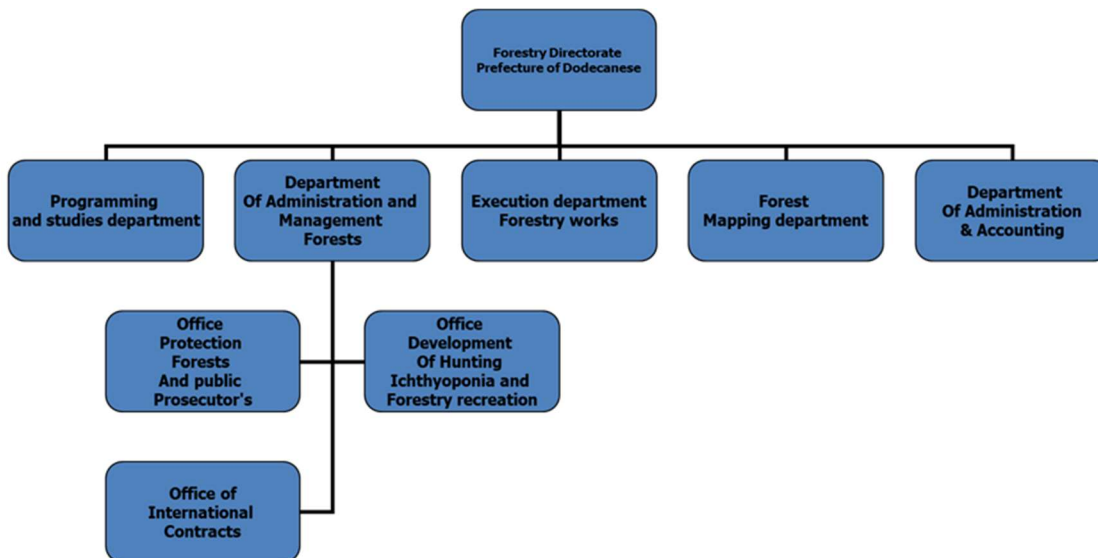
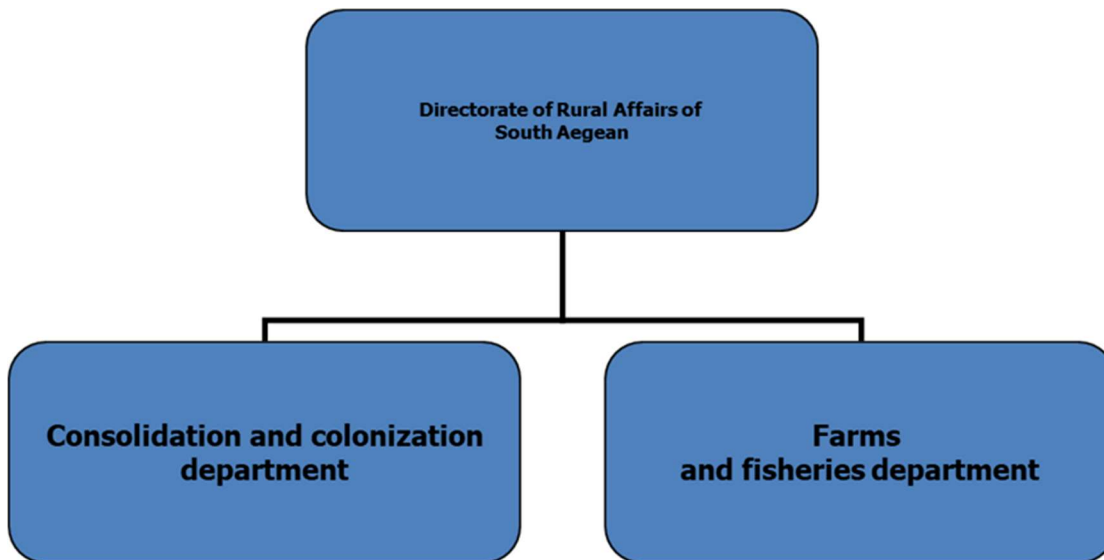
Detailed organizational chart of Decentralized Administration of Aegean

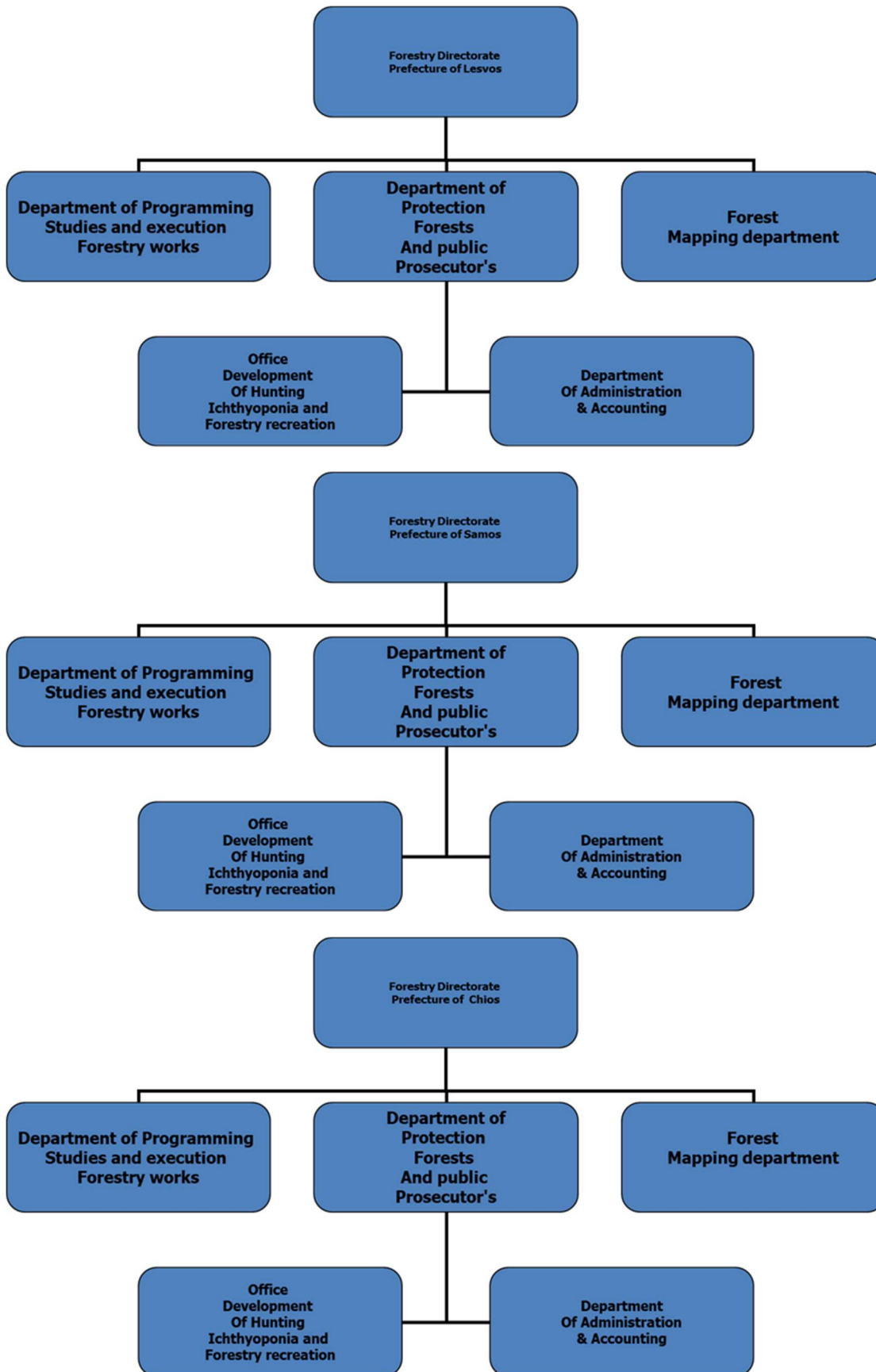


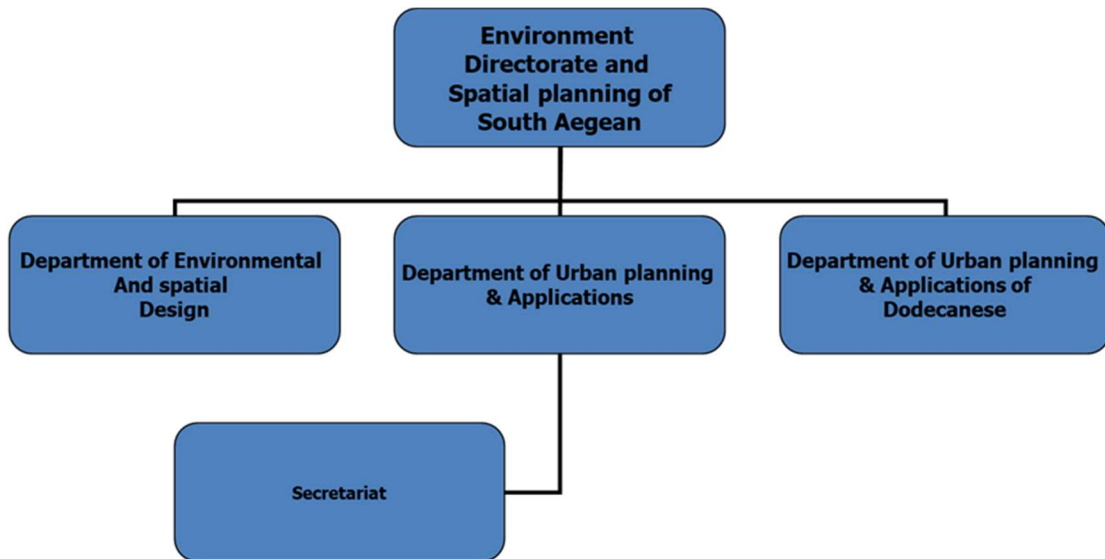
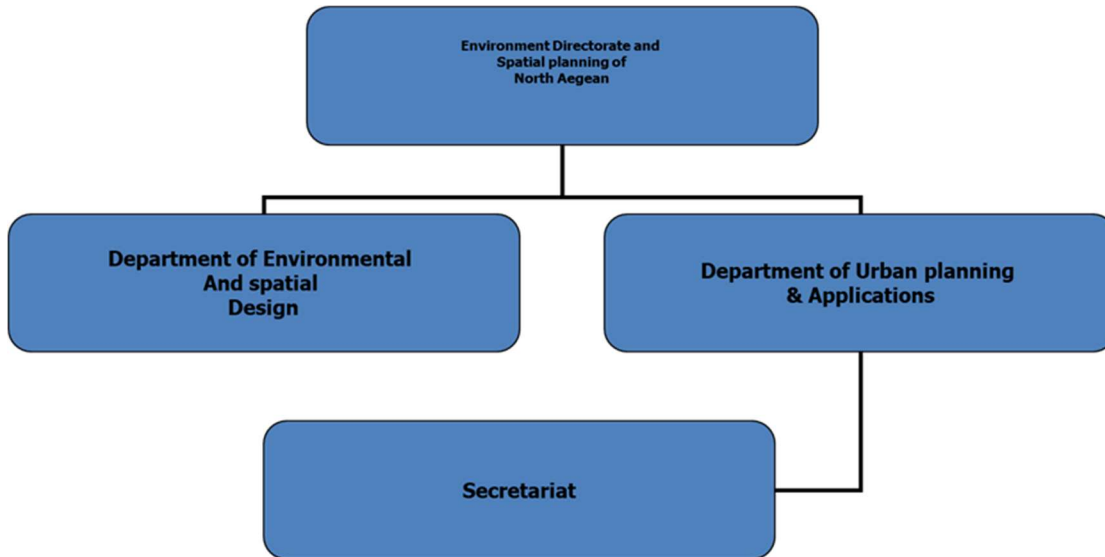
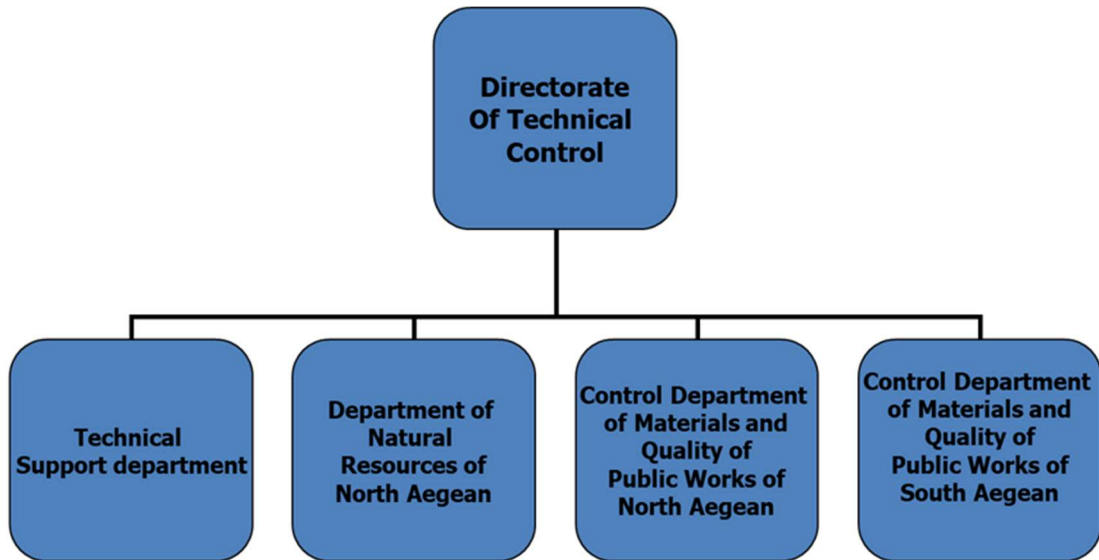


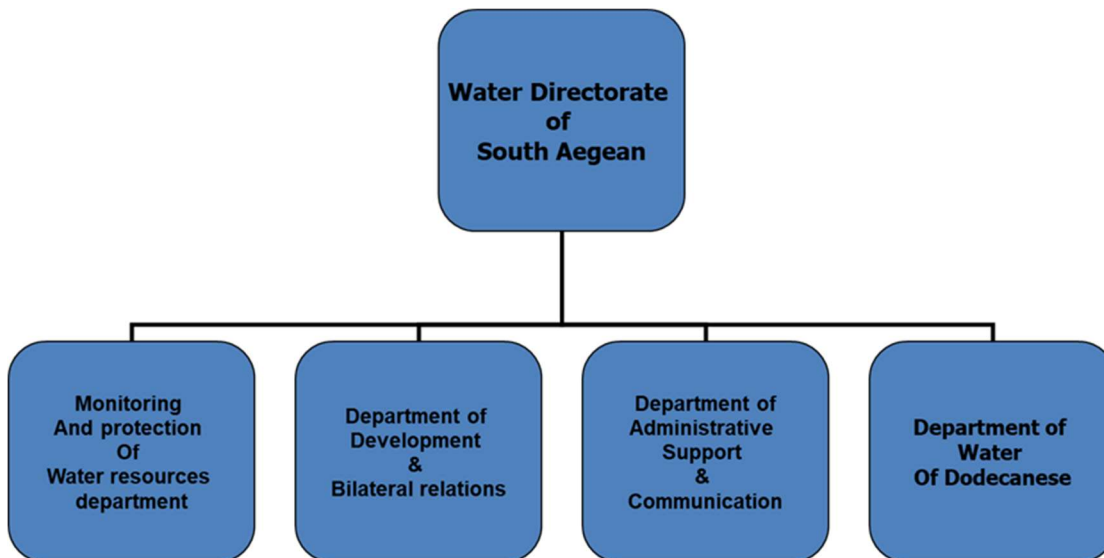
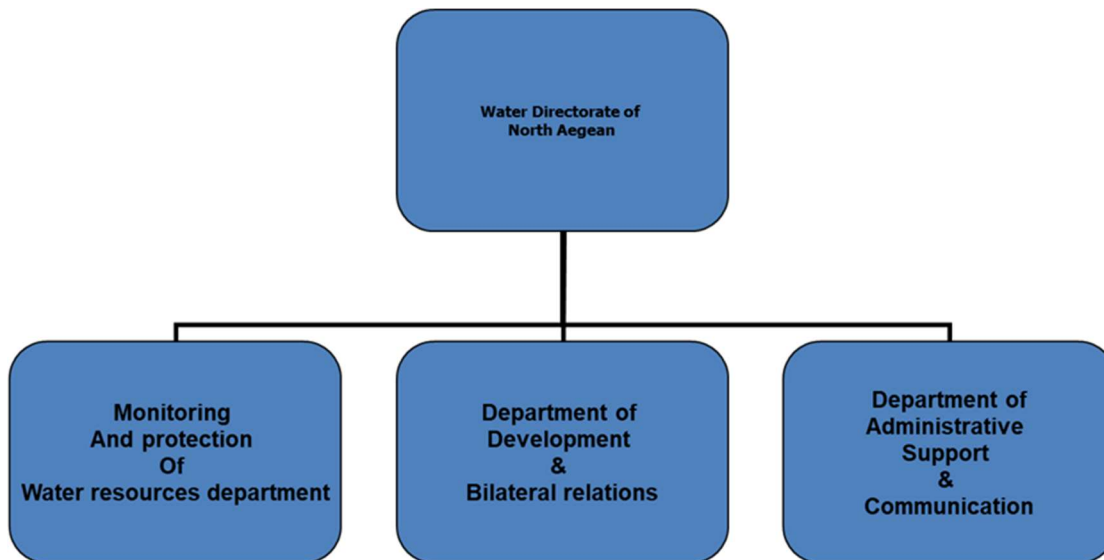












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