



Modelo de Avaliação do Desempenho e Benchmarking da Sustentabilidade do Sector Público

Seminário – Avaliação de Desempenho e Benchmarking de Sustentabilidade no Setor Público

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Seminário Avaliação de Desempenho de Sustentabilidade do Sector Público

CENSE (FCT-UNL) e ISEGI (UNL)

The Changing Nature of Public
Sector Evaluation:
Fragmentation, Complexity and
Democratic Values

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Summary

- Definition and Key concepts
- Motivations and Levels of evaluation
- Public policy areas
- Setting the stage...
- Value complexity and Public Sector Evaluation (PSE)
- Fragmentation: An example
- Perspectives on PSE
- Approaches in PSE
- PSE as a learning experience
- PSE in Portugal
- New challenges

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Definition

- “A systematic or careful assessment of the merit, worth, and value of administration, output, and outcome of government interventions, which is intended to play a role in future, practical action situations” (Vedung, 1997: 3)
- This definition implies:
 - Knowledge
 - Value
 - Utilization
 - An evaluand

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Key Concepts

- ◆ Stakeholders
- ◆ Target Population
- ◆ Target Problem
- ◆ Intervention
- ◆ Monitorization
- ◆ Evaluation

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Motivations

- ◆ Significant increase in public spending (Welfare State)
- ◆ Increase in the number and quality of technical experts with graduate training
- ◆ Definition of priorities in social programs
- ◆ Reduce public spending with the termination of social programs that are ineffective and or inefficient in producing the expected results

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Levels of Evaluation

- ◆ Macro-level evaluation
 - Public policies
- ◆ Micro-level evaluation
 - Performance evaluation (SIADAP):
 - Organizational (efficacy, efficiency and quality)
 - Public managers
 - Public sector employees
- ◆ Institutionalization of PSE

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Public Policy Areas

- ◆ Most likely to be evaluated:
 - Health Care
 - Social Programs
 - Education
- ◆ Least likely to be evaluated:
 - Defense
 - Law
 - Infrastructures

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Setting the Stage


- Latin tradition:
 - Respect of a code
 - Respect for a hierarchy of laws and regulations
 - Focus on the means and procedures that should guarantee the results
 - Equity
 - Citizen focus

- Anglo-Saxon tradition:
 - Focus on results
 - Efficiency
 - Client focus



	'Old' Public Administration	New Public Management	New Public Service
Public interest	Politically defined and expressed in law	Represents the aggregation of individual interests	Results of a dialogue about shared values
Mechanisms for achieving policy objectives	Administering programs through existing government agencies	Creating mechanisms and incentive structures to achieve policy objectives through private and nonprofit agencies	Building coalitions of public, nonprofit, and private agencies to meet mutually agreed upon needs
Approach to accountability	Hierarchical approach to accountability	Market-driven approach to accountability	Multifaceted approach to accountability
Administrative discretion	Limited discretion allowed to administrative officials	Wide latitude to meet entrepreneurial goals	Administrative discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations marked by top-down authority within agencies and control of clients	Decentralized public organizations with primary control remaining within the agency	Collaborative structures with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Pay and benefits associated with civil service protections	Entrepreneurial spirit, ideological desire to reduce size of government	Public service, desire to contribute to society


Adapted from Denhardt and Denhardt (2000)



Value Complexity and PSE

- ◆ Different hierarchies of values
 - Value conflicts in old PA:
 - legality → effectiveness → efficiency
 - Value conflicts in NPM:
 - efficiency → effectiveness → legality
 - Value conflicts in NPS:
 - All of the above, plus sovereignty, freedom, equality, equity, solidarity.

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Fragmentation: An Example

- Municipal services
- Municipalized services
- Municipal corporations
- Contracting-out
- Mixed commercial societies
- Intermunicipal corporations
- Municipal commercial societies
- Public commercial societies
- Partnerships
- Local government associations
- Metropolitan areas

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	'Old' Public Administration	New Public Management	New Public Service
Evaluation	Procedural, law conformity	Output-driven, standards	Impact-driven

◆ **Key Questions:**

How do we address this new evaluation context?

How do we tackle value complexity and fragmentation?

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Perspectives on PSE

- ◆ **Functional perspective**
 - Improve efficiency
 - Increased demands from clients/citizens
 - Better awareness by taxpayers
 - Role in public program adjustments or termination
 - Role in power struggles and protection of organized interests

- ◆ **Symbolic perspective**
 - Focus on procedures: inspection, accreditation and self-evaluation (Sahlin-Andersson, 2004)
 - "Rituals of verification" imposed in the name of "effectiveness", "result-orientation" and "deregulation" (Power, 1997)
 - An "organizational ritual" rather than a tool to improve policies, results and decisions (Dahler-Larsen, 2005).


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Approaches in PSE

- Goal-oriented approaches
 - Evaluation criteria are established according to the legislation that approved the public program
 - Output indicators
 - Activities are standardized to be easily monitored and controlled
 - Representative democracy
 - Focus on outputs, not rules or procedures
 - Implementation and evaluation monitoring systems
 - Constitutive effects
 - Performance paradox (van Thiel and Leeuw, 2002)


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Approaches in PSE

- Theory-based approaches
 - Program theory
 - Implementation failure vs. Theory failure
 - Output indicators are derived from relevant theory
 - Knowledge is accumulated over several evaluations
 - Public managers should base program changes on empirical evidence
 - Politicians and public managers resist theory-based evaluation
 - Different stakeholders with different assumptions lead to different theories
 - Theory-based evaluation can show that a particular intervention works under some contextual conditions but not others (institutional settings, social structures, incentive structures and cultural values)

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Approaches in PSE

- Responsive and participatory approaches
 - Stakeholders are involved
 - Collaboration and dialogue
 - Democratic deliberative evaluation
 - Utilization-focused evaluation
 - Participatory evaluation can be a road to the specific life-world knowledge which characterizes particular groups of users, clients, citizens...
 - An attention to the needs, views, and norms of these groups can lead to more user-friendly services or more effective policies or both.

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PSE as a Learning Experience

- Benchlearning: best practices in PSE
- Learning across policy domains
- Learning processes are subverted by the pressure to focus on an immediate decision

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PSE in Portugal

- ◆ NPM reforms juxtaposed on traditional, hierarchical/bureaucratic structures
- ◆ Evaluation is procedural, oriented towards law conformity and NPM reforms have occurred without corresponding evaluation mechanisms
- ◆ ISO-type quality-based standards
- ◆ National Accounting Court moves toward financial management examinations in addition to declarations of conformity of the yearly accounts

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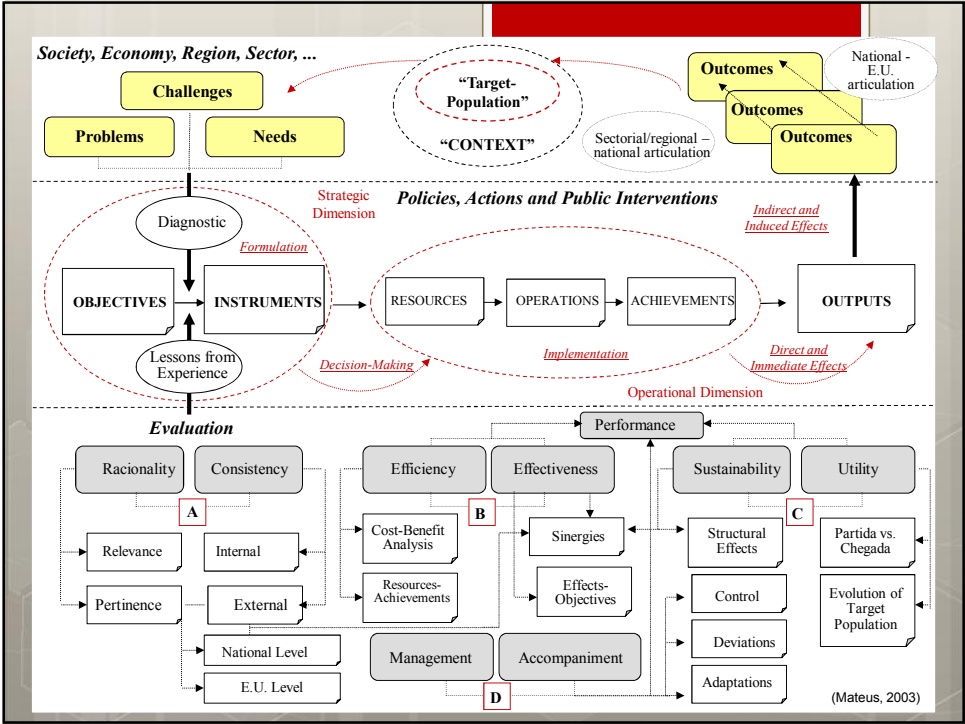
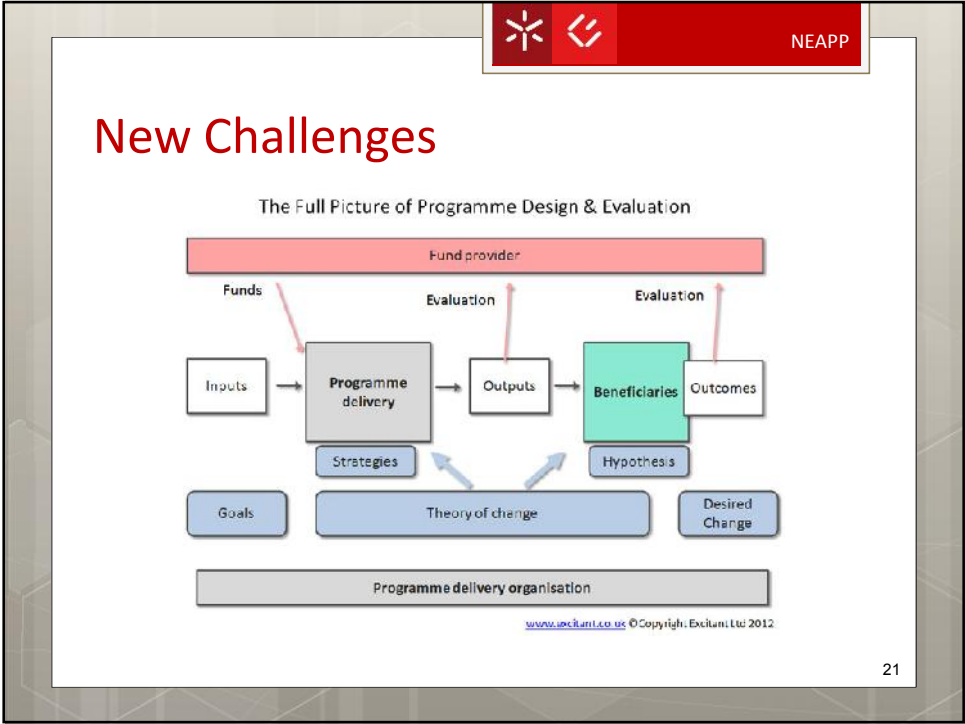


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New Challenges

- ◆ How do we tackle value complexity and fragmentation?
- ◆ Multiple values and multiple stakeholders
- ◆ Citizen role in public sector evaluation
- ◆ Technical staff and training for the new context
- ◆ Integrate goals, theory and participation in a single evaluation model

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Thank You!

Comments and Questions are Welcome!

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