
ШЕТЕЛДІК ТӘЖІРИБЕ ЗАРУБЕЖНЫЙ ОПЫТ FOREIGN EXPERIENCE

УДК 32 : 351 (477)

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CONCEPTUAL FRAMEWORK FOR EVALUATION OF PUBLIC POLICY

Аннотация

На развитие оценивания влияют проблемы и вызовы, свойственные различным периодам развития государственного управления. Несколько «волн» развития оценки государственной политики можно анализировать с точки зрения разных концепций – анализа политики, управления ориентированного на результаты и надлежащего управления. В статье рассматриваются концептуальные рамки оценки государственной политики с точки зрения разных подходов: как часть анализа государственной политики и управления ориентированного на результаты, а также в контексте надлежащего управления. Эти концепции объясняют изменение фокуса и роли оценки на протяжении истории.

Ключевые слова: Оценивание государственной политики, анализ государственной политики, управление, ориентированное на результаты, надлежащее управление.

Аңдатпа

Бағалаудың дамуына мемлекеттік басқарудың түрлі даму кезеңдеріне тән мәселелер мен ұрандар әсер етеді. Мемлекеттік саясатты бағалау дамуының бірнеше «толқындарын» түрлі тұжырымдар – саясатты бақылау, нәтижелерге бейімделген басқару және тиісті басқару тұрғысынан талдауға болады. Мақалада мемлекеттік саясатты талдау және нәтижелерге бейімделген басқару, сонымен қатар тиісті басқару контекстінде мемлекеттік саясатты бағалаудың концептуалдық шектері қарастырылады. Бұл концепциялар тарих бойында фокустың және бағалау рөлінің өзгергенін түсіндіреді.

Тірек сөздер: Мемлекеттік саясатты бағалау; мемлекеттік саясатты бағалау; нәтижелерге бейімделген басқару; тиісті басқару.

Abstract

The evaluation development is caused by the problems and challenges that arose before the public administration in different periods. Several waves of development of evaluation of public policy may be regarded in the context of different concepts – policy analysis, results-oriented-management and good governance. This paper explores evaluation conceptual framework from different angles: as a constituent of public policy analysis, as a part of results-oriented management, and in the context of good governance. These concepts explain historical shift in evaluation focus and its role.

Key words: Evaluation of public policy, public policy analyses, result-oriented management, good governance.

Introduction

In our everyday life and management we continuously face the evaluation of people, situations and ourselves from the point of view of our own values, moral, successfulness. The evaluation as an intellectual and psychological process was always inherent to a human-being and society. Once we would live in totally predictable world, where the consequences of the actions and versions of the future were known in advance, and then no evaluation we need. The evaluation is, therefore, a part of a conscious attitude towards life on the part of an individual who lives and studies through his own and others' experience, and makes conclusions for his future.

The evaluation is more and more used in the public, social, donor and private sectors. Evaluation has interdisciplinary nature, since it has incorporated all ideas and methods of other types of research and science. The evaluation may be studied in the context of different concepts and approaches as a constituent of public policy analysis, as a part of results-oriented management, and in the context of good governance.

Thus the purpose of the paper is to explore conceptual framework for evaluation of public policy based on review of three approaches: public policy analyses, results-oriented management and good governance. These concepts explain historical development of evaluation and shift in evaluation focus and its role.

Evaluation as part of public policy analysis

Reviewing the evaluation as a part of the policy analysis allows to analyse the evaluation role in providing the substantiation and feedback under the decision making process. Therefore, we seek to demonstrate the evaluation role within the policy cycle as an instrument enhancing the informed and evidence-based approach to development and implementation of public policy in Ukraine.

At the beginning, it is desirable to determine the basic terminology to be used, in particular, "policy analysis", "policy", "evaluation". For the purposes of the article we consider "policy analysis" – as a complex of analytical procedures aimed, first of all, at the advice as for the future actions, an advice as for public decisions (actions) [12, p. 20], oriented at the client and based on social needs ([25] cited at [12, p. 20]).

The subject matter of the policy analysis is the "policy" as a plan, course of actions or "a vector of actions, adopted and followed by the authority, manager, political party" ([24, p. 1497, cited at [12, p. 17]). In the present case, the definition "policy" is not be applied to political activities (politics) [12, p. 17]. The public policy implementation is carried out through the strategies, programmes, action plans and projects.

Our perception of the evaluation is a systematically arranged process providing for analysis of a policy, programme or project with regard to compliance with the established goals and standards, it also includes the examination of usefulness, efficiency, effectiveness and impact of the public policy, programme or project; it is aimed at their improvement, comprehension of the lessons, and constitutes a basis for managerial decisions-making. As a "public policy evaluation" we understand a systematic process of policy analysis as regards the compliance with the established goals and the expected results in order to improve it, to study lessons and adopt the managerial decisions. The public policy evaluation comprises the assessment of particular components of the policy – programmes, plans and projects. The evaluation comprises some stages and rules, establishing the performance indicators, and analysis of the extent to which the progress in meeting these indicators was achieved [15]. The evaluation may in the context of policy analysis be considered both as an independent stage of the policy cycle and an instrument of a deeper policy analysis with application of specific methods and rules.

The evaluation may differ upon its nature depending on time of its implementation, goals, evaluation actor or subject. Those evaluation types shall be differentiated according to the following criteria: implementation time – ex-ante, interim, ex-post or final; evaluation purposes – formative or summative; actor carrying out the evaluation – internal, external, independent, participative or combined; evaluation subject – the evaluation of policy, programme, project, sector programme, joint evaluation of the country assistance programme [13, p. 18–19]. All types of evaluation possess have both common and specific purposes inherent to certain type.

Actually, such an approach to the evaluation as a part of the policy cycle was initiated during the "first wave" of the evaluation development in 1960–1970-es, led by the USA in America, Sweden and Germany in Europe, which is linked to the concept of "well-fare state" and "pro-active policy development" through modernization of the political and administrative structures [28, p. 2]. The evaluation was used for collection of information and feedback in decision-making process, and improvement of policy results.

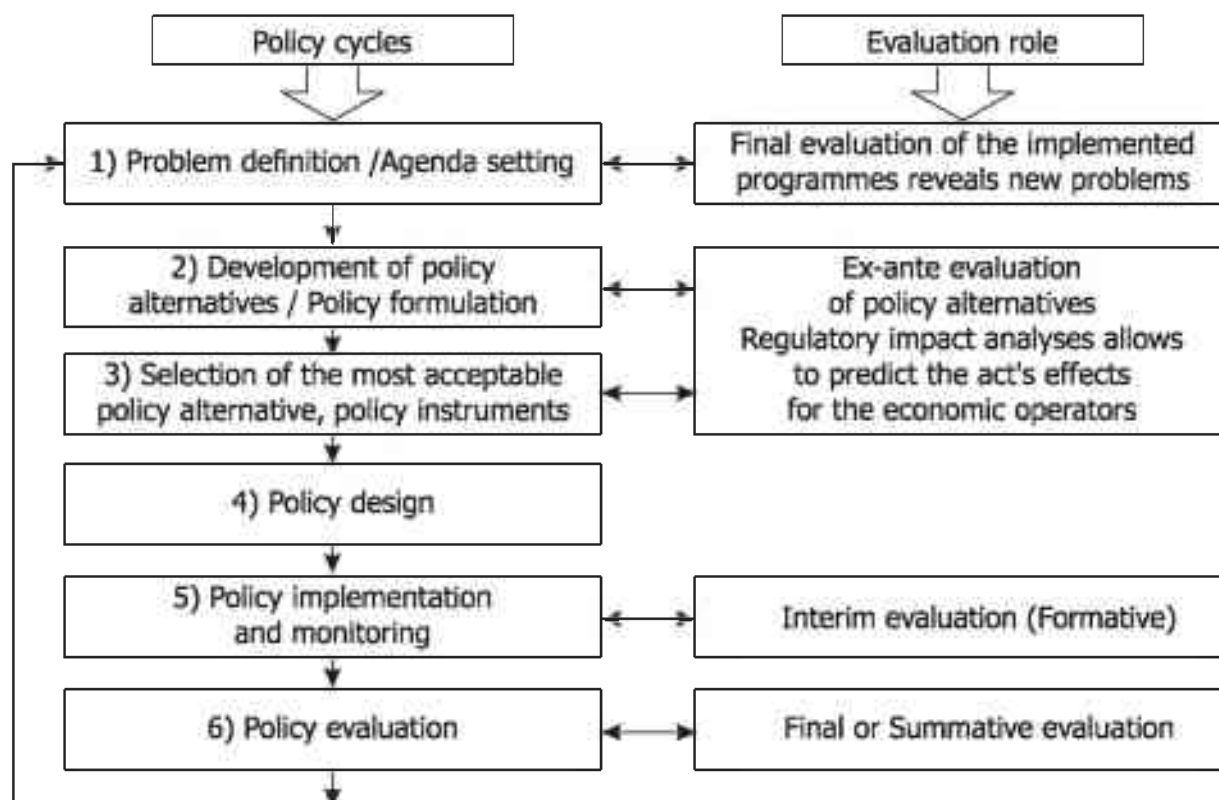
Policy cycle has following stages:

- 1) Problem definition / agenda setting.
- 2) Development of policy alternatives/policy formulation.
- 3) Selection of the most acceptable policy version, policy instruments.
- 4) Policy design.
- 5) Policy implementation and monitoring.
- 6) Policy evaluation [29].

The aforementioned scheme of the policy cycle could be rendered as a circle, since the last stage – the policy evaluation reveals new problems or allows reformatting the problem for the first stage. The summative evaluation of the policy already implemented helps to reveal new needs and social problems requiring the public intervention. Thus, the evaluation results received in the last phase of the cycle shall be used for determination of the problem.

Herewith we would like to offer a scheme of the role of the policy evaluation within the policy cycle on Figure 1.

Figure 1 – The evaluation role in the policy cycle¹



At the second and third stages "development of the policy alternatives/policy formulation" the choice for the most favourable policy alternative shall be made having base on the evaluation of the alternatives according to criteria of: effectiveness (extent of success in achieving the declared policy objectives), efficiency (proportion of the expenditures for the policy implementation and results achieved), political feasibility or public support (includes the attitude of the interested parties towards the policy), administrative feasibility (availability of conditions, human and material resources), justice (allows to consider the policy's impact on different regions and population groups) [12, p. 29–33]. On the basis of the evaluation selection of the alternative shall be carried out.

The regulatory impact analysis is also a sort of ex-ante evaluation. "In major part of foreign countries it is admitted that for the further effectiveness the regulatory impact analysis shall rather be integrated into the general policy development system, not remain as an addition at the last stage of decision making" [16, p. 14].

At the policy implementation stage, the monitoring and interim evaluation shall be carried out. The interim evaluation makes it possible to clarify, whether the policy match the problem, for what extent it is the efficient and effective one; to evaluate the interim outcomes of the policy, to reveal the problems timely, to make, where applicable, necessary corrections in the implementation process management. This evaluation is formative, as it allows improving the policy implementation process.

Final or summative policy evaluation is a separate stage of the policy cycle providing the possibility to evaluate extent of the progress made by the policy, what are its impact and effects. At this stage the evaluation provides the feedback, facilitates in studying of lessons which could in the next cycle be considered in clarification or determination of a problem.

In addition, a set of common conceptual principles exists in the policy analysis and evaluation. Both the policy analysis and evaluation are the approaches facilitating the development of evidence-based policy making. Policy analysis and evaluation results shall be used by the politicians, medium level managers, interest groups. "The evaluation shall be used at all stages of public policy analysis and shall be considered as an instrument of increasing its rationality and effectiveness" [22, p. 582].

In the policy analysis and evaluation a part of terminology is common, for instance – purpose, goals, objectives, inputs, outputs, outcomes, indicators [10, p. 34–35]. A part of evaluation terminology

¹ Stages of the policy cycle were taken from the textbook "The Policy Analysis" [29].

originates from the policy analysis considering that the evaluation emerged simultaneously with rise of policy analysis in the USA.

In the policy evaluation and analysis the same logical model is used (matrix) – resources – actions – outputs- outcomes [10, p. 34 – 35]. But in the policy analysis this model is used for a broader notion – policy, and in the evaluation such a logical model is applied both to policy and in planning of detailed programmes or projects to be evaluated later on.

Both the policy evaluation and analysis are aimed at problems detection and search for the ways of their resolution, provide for the analysis for planning and correction of the authority actions [10, p. 51]. Both the policy analysis and evaluation purport the development of conclusions and recommendations for the further actions. Development of the monitoring system is a policy cycle constituent allowing to collect the necessary information for the further evaluation.

Therefore, the determination of goals, subject and policy analysis and evaluation actors is summarized in table 1.

Table 1

Definition of goals, subject, policy analysis and evaluation actors

Components	Policy analyses	Evaluation
Goals	Basis for decision-making and due planning.	
	Due implementation of the public policy or programme.	
	Efficient use of budgetary funds	
		Basis for the public authorities' accountability before the higher level authorities and public;
		precondition for improvement of public policy, programme, public administration body functioning; incentive for the staff and units [14, p. 30–31].
Subject	Public policy and its constituents – strategies, programmes, projects.	Results, outcomes, impact, efficiency and effectiveness of public policy, programme, designs; Effectiveness of human work
Actors	Policy analysis groups inside the authorities, nongovernmental organizations, political analysts	External evaluators – the outsiders, and internal evaluators who are the officers of the relevant organizations or public authorities

Thus, the policy evaluation and analysis are closely linked. The evaluation originates from the policy analysis, makes use of its terminology. The evaluation may be considered as a constituent of the policy cycle and an instrument of the policy analysis, playing different roles at different stages. Introduction of the policy analysis into public authorities' activities will help to develop the organizational culture facilitating the implementation of the evaluation.

The evaluation within the context of public administration oriented at the results

Results-oriented management underlies the majority of public administration systems of the European and American countries. The evaluation and performance measurement are the part of result-oriented management, not yet fully a part of the administrative culture of Ukraine. The evaluation in Ukraine is associated rather with control not a possibility to make conclusions and improve the public institution management.

The idea of "New Public Management" in 1980-ies and 1990-ies gave an impulse to development of the results-oriented management, accordingly, the "Third wave" of the evaluation. For the beginning we would propose a definition of the result-based management/ result-oriented management/ performance management. Firstly, it is necessary to note that in the English sources both terms "performance management" and "result-based management" are used as synonymies.

This concept differs from our perception of public administration where we pay more attention to implementation of scheduled measures without keeping an eye on the result and impact of this measure. The benefits of this approach is in focusing on the results, but not on measures; the public administration process becomes more open; accountability is provided; the achievements and actions are evaluated; the attention is focused on the strategic actions; the funds are used more efficiently; better incentives exist for further personnel motivation and appreciating the achievements.

As a rule, results-oriented management is caused by: aspiration for improvement of service quality which should meet social needs and citizens' priorities, intentions to improve the government's image, increasing needs and stakeholders aspirations, response to financial crisis [17], need in accountability of results, use of business-planning models, efforts to introduce the general performance indicators at the national level, implementation of Performance Agreements [2].

The approaches to definition "results-oriented-management" are generalized in the instant table.

Table 2

Definition of results-oriented-management

Source	Definition
Project "Support on Implementation of EU-Ukraine Partnership and Cooperation Agreement"	Results-oriented-management – means the management strategy focused on performance in achievement of results, final products and impact [5].
John Owen	Results-oriented-management – means purposive resources and information management aimed at achievement of measurable progress in final objectives (results) of the programme as to the programme goals [19]. Results-oriented management – means cyclical approach to the management integrating measurement and accountability aimed at verification of the extent of the progress made in achievement of the set objectives in order to improve the decision-making process and changes implementation [19].
Organization on economic cooperation and development (OECD)	Performance management also called as results based management could be called a general management strategy focused in achievement of important changes in the governmental institutions' manner of action through the activities improvement (achievement of better results) as a main objective [1].
National Performance Management Advisory Commission (USA)	Results-oriented management in public sector is a current, systematic approach to the improvement of the results through decision-making having based on substantiated information, continuous organizational training focusing on activities accountability. Results-oriented management is integrated in all organization management and policy development aspects directs the entire organization activity at achievement of better results for the public [17].

On our point of view, results-oriented-management systematically integrates the clear determination of the results aspired within the strategic planning process, provides for a system of data collection and measuring of the activity results, evaluation of policy and programmes, anticipates the link between those elements for continuous activities and management improvement.

Result-oriented-management combines the following constituents described in the scheme (Table 3).

Table 3

Results-oriented-management components ¹

Performance management system	I. Strategic management	Performance measurement system
	Process planning determining the organisation's mission and laying down the priorities to be the aim of the activities;	
	Determination of clear and measurable objectives (results) through the logical and structural matrixes;	
	Determination of indicators for performance measurement;	
	Establishment of the quantitative targets for each indicator for performance measurement;	
	Public involvement and determination of social needs;	
	Budgetary process providing for the resources allocation according to priorities. Budgetary process should be also results- oriented. Funding should not be based on the last year expenditures volumes, but on the information about activities' efficiency and effectiveness. It is desirable to focus rather on the final results, not the resources spent. The public needs should remain in the focus of attention. Budgetary process should be linked to the planning	
	II. Monitoring, performance measurement:	
	Establishment of the system for activities monitoring in order to collect the information about actual results including the mechanism of data collection, verification, organization and maintenance;	
	Review, analysis and performance accountability on quantitative targets;	
	Measurement process supporting the system of results-oriented-management.	
	Accountability mechanism;	
	III. Use of monitoring information for management and activities' improvement purposes	
	Evaluation in order to obtain additional information not available in the activities' monitoring system;	
	Use of information for internal accountability and learning purposes, decision-making process, as well as for accountability before the other interested parties and partners;	
	Use of information for functional improvement.	

As we can see from the table (Table 3) – the first block regards the strategic planning, the first and second blocks – together constitute the performance measurement. Performance measurement – means objective measurement of the progress made by the institution in achievement of the established goals and indicators through the determination of objectives, for instance, activities monitoring, analysis and accountability. Performance measurement comprises the regular results (outcomes) assessment and services and programmes' efficiency as well [9, p. 3].

Whilst the performance measurement remains a narrower definition, results-oriented-management is the broader one. Results-oriented management initially forms the information needs and then sets internal mechanisms and incentives for using of information obtained within the decision-making process [1]. Performance measurement shall be applied to the sphere of public services, public security programmes, public works, environmental, regulatory and defence programmes. It also may be applied to internal issues such as usage of information systems, personnel management, premises maintenance [9, p. 8].

The definitions "performance measurement" and "evaluation" shall be differentiated from each other. Both notions are management instruments and important information sources for decision-

¹ Prepared and organized having based on OECD [1] and National Performance Management Advisory Commission, USA[17] documents.

making and accountability [1]. Consequently, the evaluation is more often regarded as a part of results-oriented-management. However, where time and resources are limited, they must supplement each other, and not duplicate.

The performance measurement neither provides a deep analysis of factors and reasons of success or failure, nor establishes the link between activities and performance. However, the performance measurement provides data and information for a deeper analysis – evaluation. The performance measurement is actually close enough to monitoring.

The evaluation is also a part of results-oriented management since it provides linkage between the governmental activities and results achieved. The evaluation comprises: determination of the issue, determination of data collection strategy, data collection, analysis and accountability of results.

The evaluation facilitates to establish:

- if the goals and objectives were properly formulated, relevant and appropriate;
- if the strategy implemented the established objectives;
- if it would be possible to implement the objectives using less resources;
- if the management established appropriate, topical and reliable final results indicators [17].

The formative valuation helps during the programme implementation to improve it. The summative evaluation mainly serves the accountability goals. The performance measurement and evaluation shall be regarded as two different functions, however, supplementing each other.

On our point of view, it would be expedient to introduce the evaluation as a part of results-oriented management. The introduction of performance measurement may create the preconditions for the evaluation as it develops the organizational culture oriented at results and forms the system of data collection. Successful introduction of the policy evaluation depends on quality of strategic planning process, linkage of the budgetary process and planning, creation of the information monitoring system and results oriented at organizational culture. Results-oriented management may create the preconditions for evaluation and gives an impetus to the evaluation development within the organization as an internal function.

Evaluation goals and their role in the introduction of good governance principles

Development and implementation of public policy in the democratic state shall be carried out under compliance with good governance principles providing for the accountability and openness of the authority before its citizens. In the instant case we adhere to the approach of this topic Ukrainian researcher, Ms. O. Orzhel, who considers that: "The governance, as a general rule, is determined as: the process of interaction between the authorities and social institutions, citizens within the decision-making process; a method for policy development comprising many actors and providing for multi-vector, vertical and horizontal cooperation in order to explain its objectives" (Reference to definitions of Governance by Euroactive [6] and Graham, Amos and Plumptre [8] mentioned in the article of Orzhel [18])

In the EU the concept of governance is laid down in the White Paper on European Governance, where the notion "European governance" means the rules, processes and behaviour determining the way of powers' implementation at the European level and, in particular, the principles of the openness, involvement, accountability, effectiveness and coherence [7]. According to O. Orzhel "Analysis of the European governance principles as they were determined in the White Paper on European Governance allows to consider that they are actually the principles of good governance, as determined by the UN, the World Bank or OECD; in other words, the commonly recognized international principles of good governance" [18, p.15]. Recognition of the European principles of good governance: openness and transparency, accountability, efficiency and effectiveness require applying the evaluation of efficiency and effectiveness of public policy, particular public institutions activities, implementation of particular strategic documents [21]; [27]. The application of the evaluation facilitates the implementation of those principles in Ukraine and helps to improve the approaches to the public administration in general.

We will try further to analyse the purposes of the evaluation and its impact on implementation of principles due governance and improvement of public administration.

Firstly, ex-ante, interim and final evaluation provides useful and important information for planning and making of weighted and informed decisions. C. Weiss considers that one of the evaluation purposes is an establishment of the "basis for decision-making" [26, p. 62–64]. Before the decision-making the ex-ante evaluation should be made or evaluation of its impact on the economy and society, reasoning of necessity of this decision. In Ukraine such an ex-ante evaluation is carried out in

the course of the regulatory impact analyses, preparation of political proposal for the memorandum to the Cabinet of Ministers of Ukraine and development of a set of strategic documents. This allows predicting the difficulties in the implementation of the action, calculating the human and financial resources, and necessary institutional mechanisms. Therefore, the basis of the policy or programme implementation evaluation shall be created during its development, while establishing its goals, aspired results and indicators.

The final evaluation provides the necessary feedback in the decision-making process, "translation" of political priorities into substantial objectives and indicators [3]. The evaluation helps to achieve the higher coherence in policy at the strategic level, reveals gaps and successes.

In this case, the needs of planners of public policies, politicians, citizens interested in the way of allocation and use of resources shall be met [4]. Thus, substantiation of its decisions, performance effectiveness, and evaluation results publishing is actually aimed at compliance with the European openness and effectiveness principles¹.

Secondly, the evaluation facilitates more efficient use and allocation of the budgetary funds; since the evaluation results may be used in order to substantiate new initiatives, adopt a decision on financing of competitive needs [3], continuation or discontinuation of programme financing. The evaluation allows to see whether the planned goals were achieved with minimum resources spent (efficient use of budgetary funds), what re-allocation of resources will provide more efficiency in their usage. For this purpose "it is necessary to substantiate the forming of the budget and allocation of resources having based on the public expenditures evaluation" [20, p. 23–24].

Thus, the public policy evaluation helps to introduce the efficiency principle into the practice of public administration authorities².

Thirdly, one of the evaluation key purposes remains the provision of accountability. In this case, it is necessary to demonstrate how successful the programme was, whether it achieves its goals, whether the instruments of its implementation were properly selected, how does it use the resources and make its impact [4]. "In accountability evaluation the information and relevant opinions shall be elaborated enabling the adoption of the decision on continuation of the programme, its broadening, cutting or discontinuation.... The evaluation can provide evidence on the extent to which the purpose of activity remains to be relevant ...» [23, p. 124–125].

Thus, the evaluation meets the needs and interests of various stakeholders: politicians, Parliament, public institutions' management, programme's sponsors, citizens, clients. As for the politicians, the "evaluation shall be used in order to provide the responsibility of administration for its actions..." The evaluation enables the public institutions or public authority management to be aware of their subordinates' performance. For the citizens the evaluation is necessary "in order to gain an understanding of how the elected officials and their agents perform their duties at different levels, and hold them liable during the next elections". The clients are interested in that "the programme is producing something more than words..., and services were satisfactory" [23, p. 128].

Disclosure of the evaluation results enables the public and politicians to bring pressure on administration. In addition, the evaluation helps the public authorities' management to demonstrate their performance results to politicians, legislature, interested parties, mass-media and public.

In this case, the evaluation is directly aimed at compliance with accountability principle³ on activities of public authorities before the bodies of higher level and public, and with public administration openness principle.

Fourth, one of the evaluation's main goals is to support the proper implementation of policy or programme, performance, support the impact and results stability. In this case, the evaluation endeavours to clarify, whether the organisation of management in policy or programme implementation was organized effectively, whether the necessary partners were engaged, whether the goals and objectives were determined properly, whether the established time frameworks are met? The evaluation determines the casual links between measures and results, the implementation process itself and unexpected results [11]. C. Weiss considers the "evaluation as an increase of organizational knowledge" [26, p. 64–66]. Such evaluation initially meets the needs of programme management and managers.

¹ According to the effectiveness principle the policy should be effective and prompt, achieve the necessary result based on clear goals, future impact evaluation, and where possible, previous experience (Hnydiuk & Ibragimova, 2008).

² The efficiency principle means optimal proportion of resources spent and results achieved.

³ The accountability principle means that officials and public institutions should substantiate their actions and be liable for them before the other administrative, legislative and judicial authorities, and public.

Thus, the evaluation helps the policy or programme to achieve its goals, and the public institution – to function in compliance with the efficiency principle.

Fifth, on our point of view, the most important purpose of the evaluation is improvement of policy, program and learning, and gaining of new knowledge. The evaluation helps to strengthen the institutional capacity of programme participants, their networks and institutions [4]. Herein the evaluation mainly meets the needs of politicians, programme partners, directors and managers. The evaluation helps to find more efficient working methods, receive the maximum profit from programme implementation, achieve the consensus and increase the level of interested parties' participation, provide functioning of the feedback from bottom-up.

The evaluation helps to improve programme or policy, and comprehend certain lessons for further decisions, since it "determines strong and weak sides of the policy or programme, properness of aspirations, conformity of selected means and mechanisms of implementation, results' stability" [4].

Moreover, the evaluation facilitates the introduction of organizational culture aimed at continuous improvement of functioning in public authorities. "...the evaluation results provide the feedback to Government managers as regards the weak points in budgetary process, executive discipline, and management quality. All factors make the evaluation a powerful instrument for learning based on better experience and mistakes analysis» [3, p. 23–24]. The evaluation helps to reveal certain gaps or new needs in regulation, provides a possibility to develop recommendations for functional improvement and policy improvement. However, a clear political will is required in order to introduce the changes.

The evaluation as a part of management process provides for learning and change management aimed at improvement of the entire system. "Programme improvement provides for the evaluation as a repeated process, where the evaluation results shall be used in planning, management and programme implementation, and shall be applied promptly enough in order to introduce innovations and modernizations into the current programmes" [23, p. 133].

Thus, the evaluation helps to introduce efficiency principles and innovative approaches to quality management in public administration, where the functional improvement is regarded as a continuous process.

Sixth, the evaluation plays a significant incentive role. It helps to appreciate the successful areas where the most success was achieved, the successful structural units and officers. This motivates the personnel, middle level management, partners and interested parties and citizens to improve their functioning [11]. Any type of evaluation either of policy or programme, or organizational activities in the institution helps to maintain the culture having based on quality management where the main role in achieving of success is conferred on people.

Therefore, the evaluation is directly aimed at implementation of principles of good governance (efficiency, effectiveness, openness, accountability) and improvement of public administration. In particular, the public policy evaluation is a basis for decision-making and proper planning, efficient use of budgetary funds, and public authorities accountability before the body of higher level and public; the evaluation provides a proper implementation of public policy or programme, creates the preconditions for improvement of public policy, programme, public administration body functioning, incentivises the public servants. The evaluation plays an essential role in functioning of the whole institution and particular public servants or managers. The evaluation helps to develop the culture of quality management where the major attention is paid to human resources development.

Conclusion

The evaluation development is caused by the problems and challenges raised before the public administration in different periods. At the beginning the evaluation developed more actively in the post-war years in the North America in the three most important and topical at this time spheres – innovation evaluation in the education sphere; planning and evaluation of budgetary funds expenditures; evaluation of the programmes on combating of poverty (Experiments on Great Society in 1960-ies).

The evaluation of the "First wave" (1960 – 1970-ies) was considered as a part of policy cycle comprising policy formulation, planning, implementation and its evaluation which was used for data collection and feedback in the decision-making process and improvement of the policy results. The evaluation of the "Second wave" (middle 1970-ies) was aimed at policy implementation expenditures' minimization and efficient use of recourses. The evaluation of the "Third wave" (end of the 1980-

ies and 1990-ies) under circumstances of complicated budgetary crisis, domination of New Public Management approach considered the evaluation as a part of "management cycle" and a part of results-oriented management. At that time the evaluation became the internal one. Recently, the evaluation was more and more perceived as a good governance instrument. According to those waves of development of the evaluation may in the context of different concepts be regarded as – policy analysis, results-oriented management, good governance.

The policy evaluation and analysis are closely linked, as the evaluation originates from the policy analysis, makes use of its terminology. As a part of public policy cycle the evaluation provides an informed and substantiated approach to development and implementation of public policy and provides a feedback. The ex-ante evaluation helps to choose a proper policy version, the interim evaluation – to correct the process of policy implementation. The evaluation results gained in the last phase of policy cycle help to formulate the new problems. In the instant case the evaluation is closer to the analytical instrument.

The results-oriented-management considers the evaluation as an internal managerial instrument. The present approach integrates the clear definition of the aspired results in the process of strategic planning, performance measurement, policy and programmes evaluation, linkage between the evaluation and planning. The formative evaluation during the programme implementation helps to improve the programme. The summative evaluation majorly serves the accountability purposes.

The evaluation purposes are directly aimed at the implementation of good governance principles (efficiency, effectiveness, openness and accountability) and improvement of public administration. Thus, the evaluation is a basis for decision-making and due planning (principles of openness and effectiveness), efficient use of budgetary funds (efficiency principle), accountability of the public authorities before the bodies of higher level and public (principles of accountability and openness of public administration bodies' activity). The evaluation provides a due implementation of public policy or programmes (effectiveness principle), creates conditions for improvement of public policy, programme, and public administration body's activities, incentivises performance of the entire institution, particular public servants of managers.

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Дата поступления статьи в редакцию 11.02.2014