

Program Evaluation as Policy Implementation Instrument: Case for Ukraine

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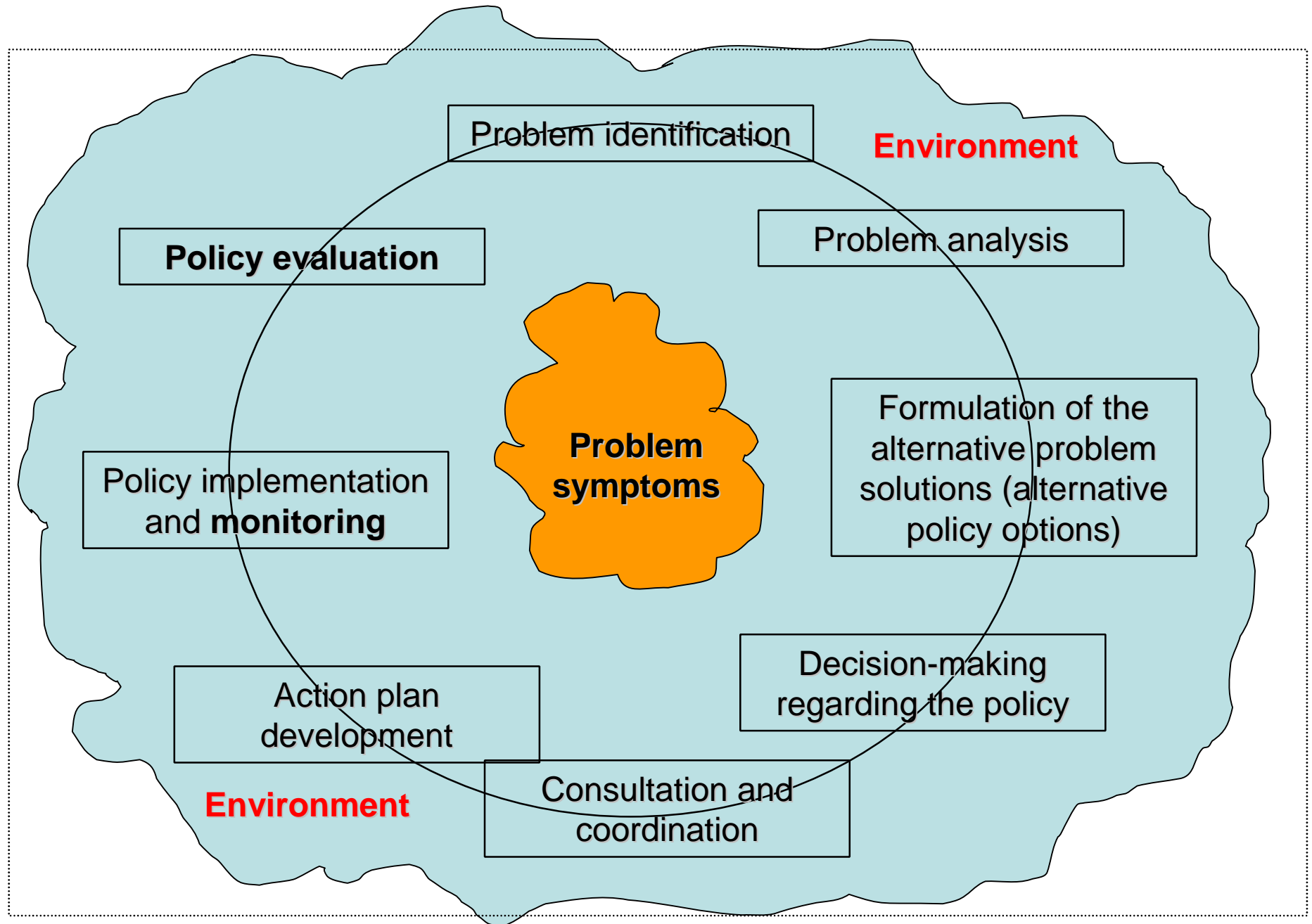
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Evaluation is regarded as an essential and integral component of strategic planning/management

Evaluation procedures are used during assessment and evaluation of certain programs and projects - especially at the local level

Evaluation is considered as a necessary component of policy cycle

In the process of policy-making major focus is laid upon procedures for Evaluation of programs as an instrument of policy implementation

“Practical Handbook on the Basics of Programme/Project Monitoring & Evaluation”

For Ukraine, it is important to develop “**Policy science**” in its two directions:

- policy study
- policy analysis

Along with the appropriate institutionalization of “Policy science”, which includes the existence of corresponding institutions, regulatory and legal framework, and the educational component, it is also important that it is based on multidisciplinary and normativity, are oriented on solving problems and, which is especially vital, are based on social values.

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State (public-goal) programs.

According to the law of Ukraine “On State Target Programs” (2004)

“State Target Program is a set of interrelated tasks and measures aimed at solving major problems of national development, industries or administrative units, which are carried out at the cost of Ukrainian State budget expenditures and whose terms of performance, members and resources are agreed”

Classification of programs.

State target programs are subdivided into:

- National programs of economic, scientific, technical, social and cultural development, and environmental protection
- National programs – programs that cover the entire territory of the country or a significant number of its regions, have a long-term implementation period, and are carried out by central and local executive bodies
- Other programs aimed at solving specific problems of economic and social progress and problems of certain separate economic sectors or administrative units, which require government support

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The aims of the state target programs are as follows:

- Promotion of public policy implementation in priority areas of national development and development of certain economic sectors, industries and administrative units
- Ensuring the concentration of financial, material and technical and other resources, scientific and technical capabilities, and coordination of the activities of central and local executive bodies, commercial enterprises and institutions aimed at solving major problems

State target programs are developed under the following conditions:

1. Existence of problems, which are impossible to solve by means of territorial or sectoral management and which require government support and coordination of central and local executive bodies and local authorities
2. Compliance of the program goal with priority directions of public policy
3. Need for the establishment of intersectoral and interregional relations for technologically related sectors and industries
4. Resource availability for the program implementation

Classification of state target programs

- Economic
- Research
- Science and Technology
- Social
- National-cultural
- Environmental
- Law enforcement

The Decree of Cabinet of Ministers of Ukraine (31.01.2007, # 106) on “The Adoption of the State Target Programs Development and Implementation Procedure” defines the mechanism of the development, coordination, submission for approval, and implementation of national target programs

Initiating program development

Program development can be initiated by the following authorities:

- Cabinet of Ministers of Ukraine
- The executive bodies of central authorities
- The National Bank of Ukraine
- The National Academy of Sciences of Ukraine
- Verkhovna Rada of the Autonomous Republic of Crimea
- Regional, Kyiv and Sevastopol city councils
- Council of Ministers of the Autonomous Republic of Crimea
- Regional, Kyiv and Sevastopol city public administrations

Current opportunities and issues problems to address in programs monitoring and evaluation

The basic Law on the **state target programs** adopted in 2004 presupposes **monitoring** the implementation of programs, the purpose of which, apart from the timely implementation of measures and purpose use of funds, is to achieve the target characteristics

In practice the main emphasis is often laid only on the control over the application of measures and the purpose spending of budgetary resources

The methodology of development and implementation of **monitoring** target characteristics is not officially defined

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For the purposes of monitoring and evaluation it is possible to use the **passports of budget programs**, which were first introduced in 2002 and the format of which has changed several times. The task of the budget program evaluation is primarily the purpose use of budgetary funds

Methods of the estimation of program performance indicators – quantitative and qualitative parameters, which determine whether planned objectives have been achieved, – are used for **program-based approach to budgeting**, which is particularly prevalent on the level of cities

According to the Budget Code of Ukraine, this practice is not yet obligatory, and therefore, it is rarely used at regional level

Detailed methods of monitoring and / or evaluation of government programs implementation are used since the early 2000's in some areas of public administration – the fight against HIV / AIDS, management of education, refresher training of civil servants, and promotion the development of technology parks

Cabinet of Ministers of Ukraine adopted (2004) an **integrated monitoring system** in the sphere of environment determined:

- the task of monitoring;
- the subjects of monitoring

In the field of **regional policy** methods of **monitoring** the performance of certain types of areas were introduced in recent years

The introduction of monitoring of the functioning of special (free) economic zones and priority development territories

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Ukraine also has experience in implementation of **the evaluation of authorities activists** (central and local level) in some areas

The Ministry of Economy offered a **new method of evaluation of authorities activists** in July 2006

According to this method, the evaluation was performed on the basis of clearly defined **list of indicators**; besides, a new **report form** was introduced. The structure of the form was as follows: “*Indicator – evaluation period – deviation index (%)*”.

The Government of Ukraine has made several attempts to develop a holistic approach to the **evaluation** of central and local authorities regarding their impact on the regional development trends

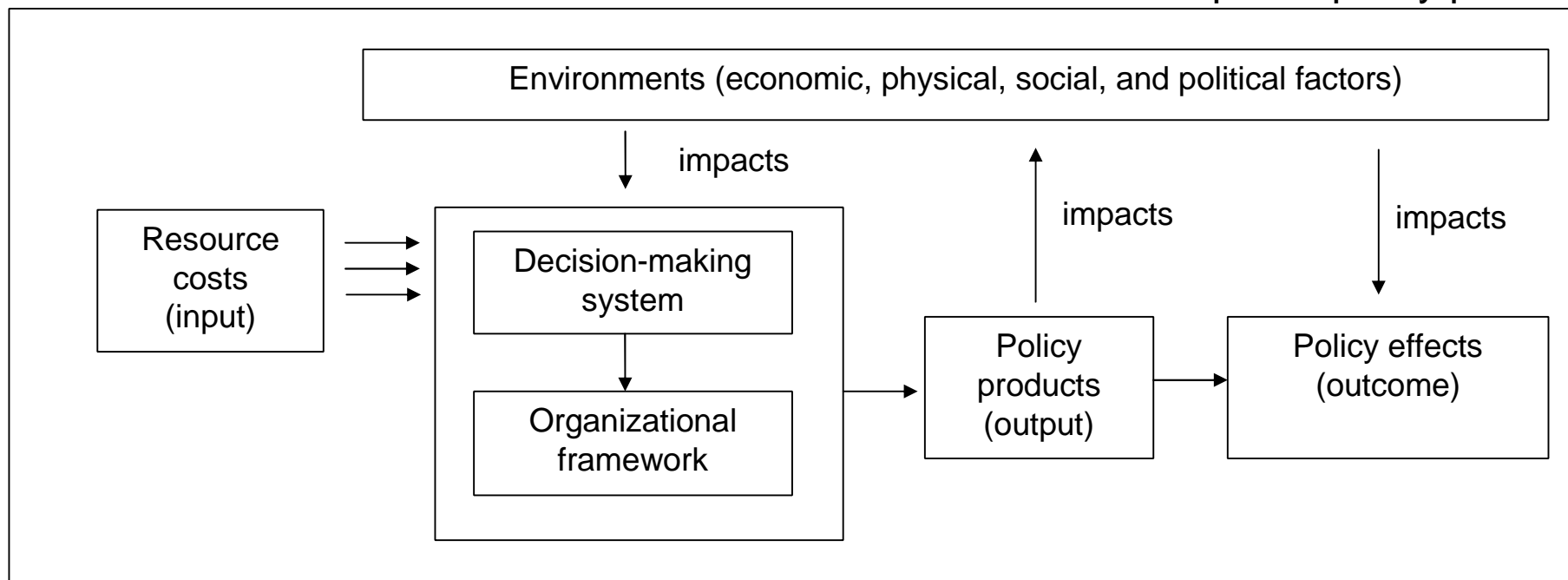
A separate method of **complex evaluation** of socio-economic development was approved in February 2004

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Evaluation of costs, products, effects and results of state programs

Efficiency and effectiveness of policies (programs)

The model of public policy process



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The policy evaluation should be based on several aspects – **effectiveness, efficiency** and **economy**

Evaluation environment. Policy is formulated in a particular environment

In Ukraine, there is a large number of standardized regulations for program development, analysis of regulations, monitoring and evaluation

Stakeholders analysis – how important it is in policy evaluation?

Policy analysis should be aimed at identifying stakeholders

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The Ukrainian legislation refers to the concept of **stakeholder** as “the interested party (group)”. In order to identify the interested parties the following questions should be considered:

- Who can benefit from the program?
- Whom it may affect adversely?
- Who are the advocates of the program?
- Who are the opponents of the program?

Interest measures should be assessed by means of the scale from 0 to 4, where:

- 4 is very interested
- 3 is more interested than not
- 2 is not interested
- 1 is opponents
- 0 is not known.

Public monitoring

The *draft* concept of the program is published by the policy initiator in the official media and is posted on his Web-site

The initiator conducts public discussion of the *concept* of the program, which result in preparing proposals that are taken into consideration during the finalization of the project

State customer of the program organizes the publication of the *final report* on the results of the program implementation

The institutions conduct public control over activities of executive bodies to solve problems that have social significance in the form of **public monitoring** of development and implementation of decisions, examination of their effectiveness, and provision of expert bodies of executive power with appropriate recommendations (“On the approval of the Concept of the executive bodies’ promotion of civil society development”, CMU, # 1035, 2007)

Objectively Verifiable Indicators

SMART (autonomous analytical reporting procedure)

Specific

Measurable

Available

Realistic

Time-bound

Classification and definition of program indicators

- Direct and indirect indicators
- Quantitative and qualitative indicators
- Indicators of process and outcomes of the program implementation
- Intermediate and final indicators. Inter-sectoral indicators

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Evaluation: obstacles in determining the success / failure of a policy

- Uncertainty about the policy goals
- The difficulty of establishing causality
- Dispersion of policy impact
- Difficulty in obtaining data
- The official resistance
- Time limits
- Ignoring the consequences of evaluation

Conclusion

The process of program evaluation as Policy implementation instrument is continue

Project PRISM (CIDA support) in Crimea:

- programs optimization (matrix approach)
- monitoring and evaluation of programs (monitoring and evaluation system)

Project outcomes is distribute to the central level of governance