

Public Policy and Public Management: an Emphasis on the Evaluation Phase

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Abstract—This article aims to describe the evaluation phase in public policy and how a greater emphasis in this phase can contribute positively to the public management, for this the technical procedures were outlined by the bibliographical research, from a review of the main concepts on the subject matter. As a result, the importance of the evaluation phase in the public policy process can be perceived as a way of guaranteeing greater effectiveness in the results obtained by Public Management. Finally, the paper points out the indispensability of a theoretical deepening that allows future discussions on the theme.

Keywords—Public Policy, Public Administration, Evaluation.

I. INTRODUCTION

The current context of changes, in the economic, political and social segments, added to the technological transformations and speed in the communications, began to demand a better performance on the part of the public administration. Public policies, government programs, actions, or any activity by the State need to be well formulated, monitored, and evaluated for the achievement of the expected objectives.

Public Policy is a sub-area of Political Science and has in its DNA multidisciplinary aspects, which are contributions of the different areas to the theme involved, that is, a field permeated by various disciplinary collaborations [2].

The objective of this paper is to describe the evaluation phase in public policies and how a greater emphasis in this phase can contribute positively to public management. The relevance of the study is due to the fact

that the State is required to provide better services, greater effectiveness in its policies [7].

The present investigation is justified by the lack of work on the evaluation phase of government policies and programs. The phases and implementation phases have always received more attention from the specialized literature. According to Costa and Castanhar [8] for many years the development of technical knowledge in the area of public policies, focused on improving the standards for the formulation processes.

Taking into account that this subject is very wide and dynamic, this paper intends to contribute with the detailing of the evaluation phase for an improvement of public management. Some important concepts related to the theme are highlighted here.

To account for the purpose of the work, in addition to this first introductory section, the chapter is composed of four more sections. In the second section we present a brief review of the literature on public policies, in the third section a brief public management review. In the fourth section of this paper the methodology used is presented, followed by the final considerations and future work proposals.

II. REVIEW OF LITERATURE

Public Policy

There is no consensus regarding the conceptualization of Public Policy. This section of the paper tried to structure a theoretical reference as a way of support and foundation on the researched topic.

Public Policy is abstract and materializes through public programs, projects, laws, publicity campaigns, organizational innovations, judicial decisions, direct public expenditures, government subsidies, among others.

It takes shape through interventions in the areas of health, education, security, housing, among others. Examples of these interventions include a drug distribution program for hypertensive patients, a school lunch program for elementary school students, the installation of police stations, a federal government housing lease program [21].

A public manager needs to propose alternatives and changes to the reality that presents itself. For Souza [25] Public Policy is "the field of knowledge that seeks, at the same time, to put 'government into action' [...], and when necessary, propose changes in the course or course of these actions [...]".

The increasingly complex society, with more conscious citizens and, on the other hand, cities with problems in the areas of mobility, safety, health and education, generate problems of various orders and it is in this field that public policy strikes. As Secchi [21] explains, Public Policy "is an elaborate guideline to address a public problem".

And what would be a public problem? Problem is the discrepancy between the status quo and an ideal situation possible. A public problem is the difference between what is and what one would like to be the public reality [24].

A public manager by failing to address a problem or doing nothing about it is also a political choice and can be defined as Public Policy. According to Dye [10] Public Policy is "everything that governments choose to do or not."

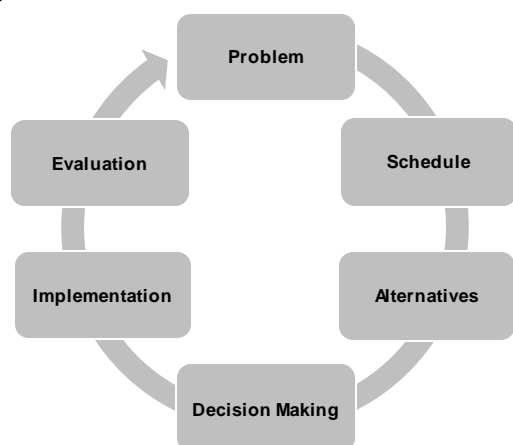


Fig.1: Public Policy Cycle, 2015 [2].

Secchi [21] further deepens the discussion and determines a longer sequence of the Public Policy cycle: identification of the problem; formation of the schedule; formulation of alternatives; decision making; implementation; evaluation and extinction.

The public policy cycle is a graphic representation of the phases from formulation to implementation to evaluation. This is not to say that all Public Policy necessarily goes by through this logical sequence, the function of this

cycle is merely illustrative and didactic. For Secchi [21] the cycle "[...] rarely reflects the real dynamics or life of a Public Policy. The phases are usually mixed, the sequences alternate".

The cycle "is a way of visualizing and interpreting public policy in phases and sequences organized in an interdependent way" [2]. For the MPOG (Ministry of Planning, Development and Management) [17] the cycle consists of measures and these "measures must be meaningful, they should not be operationalized by legal obligation or imposition, but because they are useful tools throughout the cycle of Public Policy management."

This paper aims to analyze a final phase of this process, an evaluation phase, as a determinant of good management of public resources applied in policies. For this purpose, we sought to deepen the subject.

Evaluation is an analysis that begins as a good planning process and goes through a good definition of indicators, hence the concept of systemic analysis. In this sense Weiss [27] assessment is a "systematic analysis process and/or the results of a program or policy [...] with the objective of contributing to the improvement of this program or of this policy".

When governments are accountable to society and evaluate their performance, they are seeking to qualify public management [18]. The evaluation phase of the results is also relevant in the organizational learning process, since the accountability for goals and objectives not implemented helps to review the performance [6].

Effective management is one that can be more efficient, that is, make the best use of its resources. Cohen and Franco [7] define evaluation as an "activity that aims to maximize the effectiveness of programs in achieving their goals and the efficiency in allocating resources to achieve them". When evaluating a Public Policy, the manager can decide to continue, or even limit, the continuity of a Public Policy. Without the evaluation process, it is difficult for the state to control the results of its government policies and programs. "The purpose of evaluation is to guide decision-makers, guiding them as to the continuity, need for corrections or even suspension of a particular policy or program" [8].

For Gelinski and Seibel [13], "[...] there is no unambiguous way of analyzing Public Policies. From design and formulation to monitoring and evaluation".

The Public Policy field can produce a varied range of responses, including how the current policy is behaving, through indicators based on valuation measures, for which are created evaluation parameters and ways of measuring performance based on criteria and previously defined patterns [2].

Garcia [12] defines evaluation highlighting the importance of a previously defined comparative standard

to arrive at a desired value in the obtained results: "Evaluation is an operation in which the value of an organizational initiative is judged from a reference framework or a previously defined comparative standard. It can also be considered as the operation of finding the presence or quantity of a desired value in the results of an action undertaken to obtain it, based on a frame of reference or criteria of acceptability intended" [12].

Perhaps the evaluation has been overlooked, in this public policy process, by the manager's or formulator's difficulty in accepting their results being exposed. Often this aspect of self-criticism coupled with the discontinuation of policies scarcely diminishes the importance of evaluation. Agum, Riscado e Menezes [2] say that "one of the most critical moments in a policy may be its evaluation".

Quality in actions and activities goes through a process of continuous improvement and adaptability. "The evaluation phase is essential for the development and continuous adaptation of forms and instruments of public action" [11].

Public Administration

The literature review presented in this section sought to base the public management construct as a way of contextualizing the discussion here.

The State increasingly charged for satisfactory performance and results needs to better monitor and evaluate its policies and government programs. "The evaluation of results is therefore a cornerstone in sustaining the State" [8].

People are increasingly demanding and participative, seeking a more effective public management that can optimize public resources. A change aimed at "a more effective State and willing to discuss and respond to the aspirations of society certainly runs through the existence of a more active citizenship and engaged in the search for solutions" [26].

The government's coercive and regulatory capacity makes it the largest public policy proposer / implementer. How do you defend Silva and Bassi [23], with regard to Public Policies "[...] only the government can implement them because it has the capacity for universalization, coercion and regulation and can adopt measures of a universal character[...]".

The establishment of the agenda and the decision of which problem to face, given the scarcity of resources, obliges the public manager to choose an alternative to solve the problem. Management needs to choose available alternatives, thus, policy formulation "[...] involves identifying and determining possible solutions to political problems, exploring the various options or alternative courses of action available to address them" [14].

Nowadays, public management is expected to be more focused on managerial aspects, management in search of

excellence and better performance. For Costa [9] the new public management – NGP – presented with a set of ideas such as management quality, performance evaluation and a style of management that emphasized goals, periodic contracts and managerial autonomy.

In public management, efficiency is the rational and economic use of inputs in the production of goods and services; is a relation between: inputs, products, quality and cost. Efficiency refers to the degree of achievement of the goals (or short-term goals), it is a measurement of results used to evaluate the performance of the administration. Effectiveness, in turn, is the final impact of actions, the degree of satisfaction of the needs and desires of society for the services provided by the institution, goes beyond immediate deliveries (goals/objectives) and analyzes the transformation caused by the execution of actions [19].

Table. 1: Efficiency, Effectiveness and Effectiveness, 2013[20].

EFFICIENCY	EFFECTIVENESS	EFFECTIVENESS
COST	RESULT	IMPACT
<i>Do properly</i>	<i>Do what must be done</i>	<i>Do correctly what should be done</i>
<i>Use productive resources</i>	<i>Ability to achieve objectives</i>	<i>Transform the existing situation</i>
<i>Cost benefit</i>	<i>Meets goals</i>	<i>Change and development</i>
<i>Minimum of losses and/or waste</i>	<i>Do what was proposed</i>	<i>Relationship between production and capacity to produce</i>

Within a scenario where the public manager is charged more efficiently, because resources are scarce. Caiden [4] states that a government cannot become a company, but in turn, it can become more entrepreneurial. This view is consistent with Manning et al. [16]: "The notion of performance is seen as fundamental to the modern state: governments need to increasingly gain legitimacy from the provision of promised services."

The movement to seek more quality in the public sector with a focus on citizens was one of the main revolutions of the managerial model [1]. For Cabral Neto [28], the management reform presents in its set of objectives "the de-bureaucratization, the decentralization, the transparency, the ethics, the professionalism, the competitiveness and the citizen focus".

To encourage innovation and entrepreneurship of public officials, management contracts would be the most efficient way to manage the State and the performance of managers. The public administration must modernize and combine orientation to the citizen/client and thus obtain results [3]. For a management to improve its results, it is more useful to think of performance management than to measure performance as an end in itself [15].

III. METHODOLOGY

The research adopted a qualitative approach and the data were obtained through bibliographic research in books, articles, dissertations and theses. Data collection was performed between March 20 and June 25, 2018.

As for qualitative research, the bibliographic review is not limited to the initial stage, but plays an extremely important role throughout the research.

The bibliographical research is a survey of some works that call attention to this theme, of an exploratory nature due to the fact of gathering data with the specialized literature to elaborate the theoretical framework of the work. In this way, it allowed to update knowledge in order to appreciate the diverse positions that the scholars have on the subject.

Bibliographical research is reaffirmed as an important methodology in the production of science capable of generating in subjects still little explored, the postulation of hypotheses or interpretations that will serve as starting point for other researches. It is important to confirm that the bibliographic research is carried out to theoretically base the study object, contributing with elements that support the future analysis of the data obtained.

According to Severino [22], the bibliographic research are studies carried out through available and properly published records of previous researches, which approach the proposed theme. In addition, it provides a better understanding of the phenomena and contributes to new readings, being possible through the theoretical basis chosen.

From the methodological point of view, we sought to study and understand the main parameters and form of application employed in the studies found. Thus, the present work is part of the perspective of contributing to the development of the thematic under analysis.

IV. CONCLUSION

In view of the above, considering the specific issues of this, it is observed that through an emphasis in the evaluation phase, public management can be more effective in attacking the problems and dilemmas faced by the public administration.

It also appears as relevant to understand that within the cut of this research the due importance of the public policy cycle, in an increasingly complex society with more latent problems. Public Policies that are not evaluated are still detected and from this the public management loses control of the degree of effectiveness of each policy.

Although of the limitations that this work faced, this review concluded that the evaluation phase, within the Public Policy cycle, has become of fundamental

importance and that it still needs to be improved and intensified due to its complexity.

Throughout the article a series of definitions and conceptualizations was presented, showing the concern of the work with theoretical support.

The present study proposes as future investigations, the later study that emphasizes the influence of the PDCA cycle, a tool widely used in the field of administration, on the public policy cycle.

It is worth emphasizing that the debate raised here still requires, of course, an accumulation of knowledge about other studies that may, in turn, enhance the analysis.

Therefore, the present work is presented as a simple collaboration for a reflection and discussion about aspects considered essential for a sensible understanding of the evaluation phase within the Public Policy cycle.

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