

Week 8

Recap: PA's response to Plunkitt will be to bridge the gap between bureaucracy and democracy by building new organizations. Those organizations will suffer from congenital problems: bureaucratic rigidity, vague goals, diffusion of implementation responsibility, penetration of the task environment, limited managerial power over employees, each of whom needs an individualized approach to motivation. We recognize that we derive our power primarily from our noetic authority and that authority requires information about the public we serve. Since information is one of our primary tools, we will be tempted to gather and use potentially sensitive information to make our jobs easier. However, we must recognize that at times there is a fine line between the appropriate use of information and invasion of privacy. Privacy is an important public goal in a democracy and we cannot simply dismiss it even though we are also pursuing other important public goals, such as efficiency and security.

Lecture Preface for Chapter 7: As public administrators, we are all operating in the shadow of Tweed. A great deal of the red tape and bureaucracy for which government is criticized is essentially an effort to prevent corruption and to limit the power of public officials to misuse their offices for personal or political purposes. But as Henry notes, all these efforts to prevent corruption have resulted in inefficiency. We now think government should be faster, more agile, and more responsive; it is not enough that it be honest. To this tension, Henry adds two additional considerations: much of what government does is inherently inefficient and not amenable to productivity improvements (because so much of it is hands-on service work); and the growth of bureaucracy has inspired an ideological attack on big government, leading to calls for privatization (which have not necessarily made government more efficient or honest or smaller) and the adoption of private-sector inspired productivity improvement methods. As you watch *The Storm* and read the chapter, think back to Tweed, Plunkitt, and the ICMA videos you reviewed during the first week of class. To what extent do our cultural expectations of government play a role in how it works? What do we expect of it? What is the culture of government employees? Do they take pride in their work? Are they primarily political, or do they have a deep-seated devotion to a conception of the public good that transcends any particular political commitment? Might the problems of corruption and competence be resolved through a culture of professionalism rather than more red tape or aggressive privatization?

This chapter focuses on those techniques that emerged in response to three big public administration problems detailed earlier in the book: (1) public organizations pursue big, complex problems for which the relationship between means and ends is unclear; (2) corruption, waste, fraud, mismanagement, and inefficiency are often found in public management; (3) there is a rising, apparently uncontrollable cost of government. Difficult goals, lots of potential for waste (in various forms), and rising costs thus create the need for a variety of techniques for making sure that public administrators pursue those goals as efficiently and effectively as possible, keeping mind that government also must deliver its services ethically, equitably, and, in some cases, equally. This has given rise to wave after wave of techniques that attempt to make the public sector work better, though over time different aspects of these problems have given rise to different techniques. The basic question remains, however, how do we know that government is doing as good a job as possible?

How would Plunkitt have answered this question? Was it not the case that for him the measures of success were much simpler: getting re-elected and getting wealthy? What techniques did he use to insure those ends were achieved? What measures of performance are the administrators in the ICMA-TV videos using? For them, is customer satisfaction the final measure? How would they likely judge that: surveys, complaints, daily contact with customers?

Chapter Seven

PUBLIC PRODUCTIVITY: CORRUPTION'S CONSEQUENCE

CHAPTER OVERVIEW

Government productivity is closely tied to citizens' perception of government corruption. Corruption can include many activities and behaviors, including incompetence. Corruption control is often tied to monitoring programs and the development of effective and efficient public policies. Particular attention is paid to performance measurement and public program evaluation as mechanisms to bring agency actions into full view of the public it serves.

CHAPTER OBJECTIVES

1. Identify types of corruption and the problems corruption causes for good governance.
2. Define and describe the fundamentals of public management productivity.
3. Understand the goals of the New Public Management.
4. Identify and explain the purposes of performance measurement. Understand the pitfalls of performance measurement in order to avoid them.
5. Identify the purposes of public program evaluation. Describe the program evaluation process and its uses.

CHAPTER OUTLINE

COMPREHENDING CORRUPTION

Confronting Corruption

Corruption's Causes

Corruption's Continuance

Corruption in America

Perceptions of American Corruption

Federal Fraud

Grass-Roots Graft

The Prosecution Puzzle

Tradition! Good Old Graft

Corruption as Conquest

Corruption as Culture

"Fraud, Waste, and Abuse": Our New Meaning of Corruption

Fraud as Corruption: The Fall of Washington

Waste as Corruption: The Fall of New York

Abuse as Corruption: The Fall of the White House

Organizational Cheating: Our New Kind of Corruption

Corruption Control and Public Productivity

Do Traditional Corruption Controls Work?

The Case for Old and New

Measurement and Evaluation: Revealing but Limited

The Corruption Cure: Political Will

UNDERSTANDING PUBLIC PRODUCTIVITY

THE EVOLUTION OF PUBLIC PRODUCTIVITY

Efficiency for Good Government, 1900-1940

Controlling Costs, 1940-1970

Managing for Efficiency and Effectiveness, 1970-1980

Federal Forward – Fitfully

State and Local Governments: Learning and Leading

Privatizing for Productivity, 1980-1990

A Federal Fixation

A Stabilizing Subnational Scene

A New Public Management, 1990-Present

Notable Notions of the New Public Management

The New Federal Management

The New State Management

The New Local Management

KATRINA, CRISIS, AND COLLAPSE (case study)

MEASURING PUBLIC PERFORMANCE

The Purposes of Performance Measures

Performance Measurement: Limits and Benefits

Some Limitations of Performance Measurement

Some Benefits of Performance Measurement

Measuring Federal Performance

Measuring State Performance

Measuring Local Performance

PERMUTATIONS AND PRACTICES OF PERFORMANCE MEASUREMENT

Permutations of Performance Measurement

Workload, or Output, Measures

Unit Cost, or Efficiency, Measures

Outcome, or Effectiveness, Measures

Service Quality Measures

Citizen Satisfaction Measures

The Measurement Mire

Measuring the Wrong Thing

Using Meaningless Measures

Differing Interpretation of the “Same” Concept

Displacing Goals

Shifting Costs Instead of Saving Costs

Disguising Subgroup Differences with Aggregate Indicators

Ignoring the Limitations of Objective Measures

Failing to Address How and Why Questions

Minimizing the Pitfalls of Performance Measurement

Benchmarking Performance

From Measurement to Comparison
Benchmarking Benchmarking
Benchmarking's Benefits and Limitations
Strategic Measurement for Strategic Management
Accounting for Governmental Performance
EVALUATING PUBLIC PROGRAMS
The Purposes of Public Program Evaluation
Evaluating Federal Programs
Evaluating State and Local Programs
Permutations of Public Program Evaluation
Front-End Analyses
Evaluability Assessments
Program and Problem Monitoring
Process, or Implementation, Evaluations
Effectiveness, Outcome, or Impact Evaluations
Meta-Evaluations or Evaluation Syntheses
PUBLIC PROGRAM EVALUATION IN PRACTICE
Step 1: Selecting the Evaluators
Insiders, Outsiders, and Program Managers
Games Evaluators Play
Step 2: What Is Your Problem?
Defining the Problem
Is Evaluating the Problem Worthwhile?
Step 3: Designing the Evaluation
The Study Plan
The Attenuations of Action Research: Technical Challenges
The Attenuations of Action Research: Ethical Challenges
Privacy, Confidentiality, and Informed Consent
You Got a Problem with That?
USING PUBLIC PROGRAM EVALUATION
Passive or Active Evaluation?
Does Public Program Evaluation Matter?
The Facts of Evaluation Use
Evaluation as Enlightenment

KEY CONCEPTS/TERMS

corruption
fraud
graft
waste
abuse
abuse of authority
efficiency
effectiveness
public productivity
inputs

outputs
services
Government Accountability Office (GAO)
inspectors general
privatization
liberation management
new public management
National Performance Review
public quality management
Quality Circles
performance measurement
evaluation
control
budgeting
motivation
promotion
celebration
learning
improvement
Program Assessment Rating Tool (PART)
workload measures
output measures
unit cost measures
efficiency measures
outcome measures
effectiveness measures
service quality measures
citizen satisfaction measures
benchmarking
Federal Benchmarking Consortium
strategic measurement
total organizational performance systems
key performance indicators
Governmental Accounting Standards Board (GASB)
public program evaluation
evaluation research
front-end analysis
evaluability assessment
program and problem monitoring
process evaluation
implementation evaluation
effectiveness evaluation
outcome evaluation
impact evaluation
meta-evaluation
evaluation synthesis

entrepreneur
politician
technician
pretender
normative theorist
conceptual and methodological developer
neutral evaluators
academics
clinicians
strategizers
validity
relevance
significance
timeliness
control group
experimental group
privacy
confidentiality
informed consent
consensual cooperation
collaborative modes of evaluation