

MEASURING OF THE PERFORMANCES IN PUBLIC SECTION

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Abstract: With practical implementation and reviving of the concept of performances „malignant tissues” will be diagnosed in the uterus of the public organism and corresponding therapy will be established for neutralization of their progressive metastasis, that is to say to determine a cure for amortization and inhabiting of abnormal processes and practices which generate insufficiency of the system.

Primordial aim of performance measuring is each public service to create annual strategic plan which should note performances, aims that pretend to achieve, to measure the achieved results through establishment of so-called performance indicators and to compare them with initially projected tasks. So, it is necessary for public organizations to obtain its own aims and targets that should be fulfilled in certain period, but at the end to render account that is to say report in what measure the advanced set aims were fulfilled and what is the price for that.

Aims due to which it is permanently necessary to make measuring of the performances are: improvement of the productivity, reduction of the expenses, correct using of the material and other resources, increasing of the efficiency and effectiveness of the public section and etc.

Without measuring of performances it cannot be exactly told how public service works whether it is more or less effective, whether it offers qualitative services by clients measuring, what is the level of its effectiveness.

In order to offer qualitative service, that is to say, correspondingly to answer to demands and necessities of the citizens, administrative organs have to continuously anticipate, identify and meet the clients expectations, who continuously increase and they have to evaluate their satisfaction that is to say to develop more effective methods for measuring of the achieved progress.

Keywords: measuring, performances, public section, efficiency, effectiveness.

1. INTRODUCTION

Public institutional entities should be oriented towards results and effects of their working, that is to say to focus their activities to introduction and application of new approaches in measuring new approaches in measuring of performances.

Analogically to the private section where each business subject primarily defines what will produce, what will be the size of the annual production and at the end there is a balance what and how much of the planned is achieved, so the public organization should pass through one cycle where it is necessary for performances to be planned, achieved and at the end measured.

In this context, for example, it can be measured how much is the rate of criminal, whether it was reduced or increased: what percentage of the prisoners are recidivists or resocialized and integrated in normal social flows?; how much of the fires that appeared during the year were successfully neutralized, at what percentage of the patients correct diagnosis were made and corresponding therapy that is to say at what percentage of them effective operative undertaking was made, how many people managed to be employed after graduation and etc.

Measuring of the performances from working is realized through definition of aims and parallel to that, introduction of corresponding indicators which will represent quantitative and qualitative expression of the previously established aims.

2. TERM DETERMINATION OF THE CONCEPT, MEASURING OF PERFORMANCES AND ACCENT OF ELEMENTS WHICH MADE THEIR BEING

Measuring of the productivity as continuous process started to be implicated in nineties of the previous century under the name of performances⁸.

Essence or basic point of the concept measuring of performances is made of this; state and public organizations should formulate their preferential or wanted performances and to define in what way they could be measured,

⁸ (Berman, E, Productivity in Public and Nonprofit Organizations, SAGE Publications, London, p. 52,1998).

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through definition of so-called performance indicators.⁹ Such indicators, actually represent indicators that can express efficiency, effectiveness and productivity in absolute or relative numbers (percentages).

As antecedent of the successful modeling and establishing of this mechanism it is necessary the relation between public institutions and the citizens to be observed from several aspects. Firstly, it is necessary to define exactly what are the necessities of the citizens which appear as users of public services. Then, it is desired by help of the overall analyses current results to be measured and at end a plan to be made where all the necessary measures to be incorporated in order improvement of the performances to be made.

In this context in the USA by the Law of the performances and results from 1993 it was imposed each of the federal agencies to note the performance aims that pretend to achieve, to measure the achieved results and to compare them with the projected tasks. By this law the USA made large step forward in modernization and promotion of the services of the clients, so that more attention will be dedicated to the issues, how much money of the citizens are spent, in what way application of the services, how to improve the transparency in working of the administration, how to achieve rational and productive using of budget means and etc.¹⁰

Measuring of the performances enables continuous following of the states in public section and preparation reports for the achieved results in defined periods. So, by practical establishment of this system it is enabled confirmation of the current performances of the public section, but also possibility for formulation strategy in which overall measuring and activities for effectuation of really achieved performances.¹¹

Standards for performances determine the expected levels of participation in working and establishment, directions or aims – depending on the approach. From real measuring, explicit and comprehensible standards for participation in working both the organizations and employees have benefit. In that connection standards for performances determine what actually satisfactory working represents. At the same time we recommend performances to be determined before execution of the works.

The most important criteria for performances vary from one to other working place, but measures for performance of the employees which is obvious common denominator for more working places include:

- amount of services;
- quality of services;
- terms for execution of working tasks and delivery of services;
- presence on work.

Measuring of performances most frequently contains the following components::

- establishment of norms of effects which should be formulated in objective way which will enable quantification and measurability;
- analyses and description of the operational processes, means, the technology as well as human and material resources which are necessary for practical operation of norms of effect;
- setting indicators of effects which will be used to evaluate the level of efficiency and quality of the services;
- creation of the most corresponding measuring mechanisms which will enable comparison between set aims and achieved right of effect¹².

After setting of the standards for services quality, it is necessary each institution to make evaluation of the way in which services are delivered in order to confirm if their relation can be improved and/or if their expenses can be reduced. Methodological approach should be started from the wanted future results and to go backwards in order to confirm which resources are necessary in order those results to be achieved. The aim of the evaluation is

⁹ Sevic, Z, Gauging Success: Performance Measurement in South Eastern Europe, Budapest, p.11, 2004.

³ Government Performance and Results Act, August 3, 1993 i Britan, G, Public Sector Performance -The Critical Role of Evaluation : A View from USAID, Mackay, K.(ED.), The World Bank, Washington, D.C

⁴ Governmental Accounting Standards Board: Reporting Performance Information: Suggested Criteria for Effective Communication, (www.gasb.org), 2003.

¹² (similar at, Angel Manuel Morene, La reforma administrativa en Les Estados Unidos, Revista de Administracion publica, 134, p.527,1994).

improvement of the efficiency which means that it should not be focused to the aims that represent working as usual / so far. “.

In measuring of the performances different tools of evaluation can be applied such as:

- assessment of the employees and their behavior for example through capabilities for presentation politeness, knowledge, skills, clearance in expression and etc.;
- assessment of exit which means measuring of the productivity or efficiency (quantity of finished work) for example through number of things or files;
- assessment of performances which means measuring of efficiency and effectiveness (and quality) regarding the aims, redefinition of the aims and research of conditions for execution of the function. This is made for example through assessment of the basic quantitative indicators (amount terms) and qualitative indicators (quality of text, made act, reduced numbers of complaints and appeals and etc.);
- assessment of possibilities and competency where comparison between what is requested and that which is posed is made;
- assessment of potential where comparison between necessities of organization regarding the competency and capacity of development or concrete competency of the employee is made.¹³

In practice certain dilemmas appear regarding the objectiveness of measuring system or the way of measuring primarily from the aspect of that: which conducts that, what is the approach of measuring for what period measuring refers; what methodology is used? etc.

In order to annulate the doubts that burden and blurred the concept measuring of performances it is necessary primarily to unify and standardize the measuring system. At the same time, methodology is recommended to be co-opted by the science, especially by using of econometric mathematical and statistical methods. Also, period which will cover results from the measuring should be shorter (for example on daily and weekly basis). In that way it is considered that management, employees and clients in each time will have “fresh” prompt and objective information.

3. AIMS DUE TO WHICH MEASURING OF PERFORMANCES (SHOULD BE) IS MADE

Evaluation represents good possibility to take a look in the past (achieved results, performances, overcome difficulties etc) but in the future (new aims, necessities for training, improvement of conditions where work is done, evaluation of the development, potential acknowledgement of the aspirations and ect.)

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Without measuring of performances it cannot be exactly told how public service works whether it is more or less effective, whether it offers qualitative services by clients measuring, what is the level of its effectiveness.

Measuring of the performance can contribute for larger report in that way that public services will clearly declare what corpus they provide and through input-output analyses they will form the cost for those services.¹⁴

In order to offer qualitative service, that is to say, correspondingly to answer to demands and necessities of the citizens, administrative organs have to continuously anticipate, identify and meet the clients expectations, who continuously increase and they have to evaluate their satisfaction that is to say to develop more effective methods for measuring of the achieved progress.

In some states, for example Denmark, the satisfaction of the clients by the services is set as indicator for successfulness. For that purpose, surveys of the clients are made in order to confirm the level of their satisfaction from the services that public services deliver, as well as to obtain information for their necessities and desires. At the same time, this indicator is evaluated through comparison of the previously measured level of satisfaction or by the level of the client's satisfaction from the services of other departments. By adequate use of corresponding methodology for the contents, design and evaluation by survey of the beneficiaries, checking can be secured for the established indicators of successfulness.

¹³ Bosaert Daniel et al., Public services in European fifteen, European Institute of Public Administration, Maastricht, page 119-120, 2002.

⁷ Bruijn, H, Managing Performance in the Public Sector, Routledge, p. 9-12, 2002.

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One of the methods for quality measuring is creation of experts team for determined problems which through professional analyses of all relevant aspects and interview of the employees and the clients gives report for the level of the quality of the services compared to the established performance indicators.

Some public services, still use the approach so-called mysterious client where a group of examiners test service pretending as beneficiary. But, this method should be applied with large attention because asks from the participants to break the law in technical senses of the word.¹⁵

By measuring of the performances it can be confirmed in which segment the accent should be put by the official in his working in order to improve his productivity. Also, by help of measuring of the performance, the range of their services and their prices should be confirmed that will be obtained by the public section, at the same time it will carefully observed which of the services that administration gives are more rational, more efficient, more economical or more productive to be given to the private section in a form of common obtaining that is public – private partnership.

The evaluation system of performances very frequently represents a connection between additional benefits and awards that employees get and their performances on the working post. Payment based on performances strengthens the idea that increasing of the payments are allocated due to achievements in the participation from the working, instead length of the working period or automatic allocation for all employees with the same level of payments.

But, the fact that each employee through measuring of performances should be evaluated and sanctioned (awards and penalties) can lead to that employees to persist with all available performances and in all possible ways to be presented as good as possible which is very frequently made invented way or on account on the quality of the offered services.

So, for example certain health institution in order to show good performances can be concentrated on diagnosing and prevention of the simple cases, which do not seek much time, energy and maximal involvement of professionalism and to put under carpet, solution of more complicated cases which request engagement of more resources that is to say more time for investigation as well as larger professional and creative engagement by the staff. That is why, in such or similar situations, external surveillance/audit is necessary due to checking of successfulness in achievement of projected standards of working.

Also, in confirmation of indicators but generally in measuring of the performances, serious approaches should be made by which negative effects will be met and will be evaluated and positive aspects will be used in order to maximize the quality and quantity of the results that public section provides.

4. CONCLUSION

In scientific circles among theoreticians on basis of exact and empirical parameters obtained by relevant research there is conclusion, that at the same time represents a perception of large part of clients, beneficiaries of public services that traditional biocratic organizations from public character primarily focus to inputs and not to outputs or final results of working. In that context for example schools are financed on basis on number of registered students, social programs on basis of the number of poor people; police is financed on basis on evaluation how many police officers and equipment are necessary in fighting criminal and etc. At the same time, smaller attention is dedicated to output or effects, that is to say what is success of students in one school compared to the rest, how many poor people managed to exit the category vulnerable and existence endangered, how much of the rate of criminal increased and reduced and etc.

When public organizations are financed according to the validity of their inputs in their working then they have small reason or generally, they do not feel necessity to strive towards generating better results. But, when they get money exclusively on outputs or achieved results from the working then they become more careful and more zealously and their main focus and challenge is achievement of better performances.

Effects from continuous measuring of the results from the work of the public organizations is manifested by:

1. Removal or correction what did not function well or it was irrationally thought of
2. Existence of concrete and tangible data for efficiency, effectiveness and productivity enables withdrawal of clear distinction between organizational success and organizational loss;
3. If only success is caught, the same can be evaluated awarded and valorized. On contrary you can never know who will be fined and who will be awarded.

⁸ Responsible government, Initiatives for quality of service, OECD, {translation}, Skopje, p.41, 2003.

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4. If the organization does not award the success then it loses the compass or the orient, so it can award losses or unsuccessful working expressed through illusionary and fictions and not real results;
5. If public organization does not identify its successes and loses they will not be in condition to study, nor from the good or from the bad working in the past;
6. If public organization through mechanism of performances of its working does not separate the successes from the failures risks to lose the public support especially to clients who were direct beneficiaries of its services.

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