



Policy commitment and evaluation in Slovakia

Dagmar Gombitová, Dietmar Aigner, Alexander
Fröhlich

Slovak Evaluation Society



Evaluation in the governance systems

- different approaches - different results (from inseparable part to bureaucratic obligation)
- CEE countries – evaluation culture (the institutional commitment to learning from evaluations) not sufficiently developed, benchmarking not appropriate
- same baseline, identical features – not well developed, lacking professionals, knowledge/ guidelines



Slovak story

- credit and external pressure of the EC
- no internal driving forces and genuine demand
 - missing strong leadership and ownership
- **No internal initiatives:**
 - **saving taxpayers' money**
 - **partnership**
 - **Parliament, NAO, MoF**



Evaluation culture

- two main factors hindering development of evaluation culture
 1. incomplete public administration reform
 2. insufficient information base



Incomplete public administration reform

- prevailing political nominations of civil servants,
 - traditional high turn-over of the civil servants,
 - numerous organisational changes, taking place continually,
 - lack of modern, professional and experienced civil servants, and
 - lack of institutional memory
-
- parallel operation of pre- and post accession funds



Poland

- clear line drawn between pre- and post-accession evaluation structures and approaches - the evaluation knowledge accumulated between 1996-2004 largely lost
- frequent staff rotation obstructed the accumulation of knowledge and experience, no strategic use of evaluation



Bulgaria and Romania

- public administration reform slower than anticipated
- separation of the political and administrative functions had not been taking place
- national-funded activities had not been subject to evaluation



Insufficient information base

- weak monitoring information system
 - data not available – not monitored, not updated
- poor quality of indicators
 - not consistent
 - not well defined
 - non-quantified



Database

- 10 central state administration bodies (MA, IB)
- 2006 – 2009
- 77 records

- Procurement process
 - poor value for money
 - deliberately or otherwise biased, or low quality results
 - initial step, very problematic



Methodology

- space for manipulation at the procurement stage of evaluations
- **Corruption = Monopoly + Discretion – Accountability**
- followed three key factors M, D and A
 - according to the criteria
 - measured through qualitative or quantitative indicators



M, D, A

- **Monopoly**
 - a) information asymmetry
 - b) supply/demand imbalance
- **Discretion**
 - a) legislation;
 - b) existence of tender criteria, clarity, ambiguity;
 - c) possibility to explore decisions, conflict of interest
- **Accountability**
 - a) published tender criteria, procedures and procurement decisions
 - b) published reports



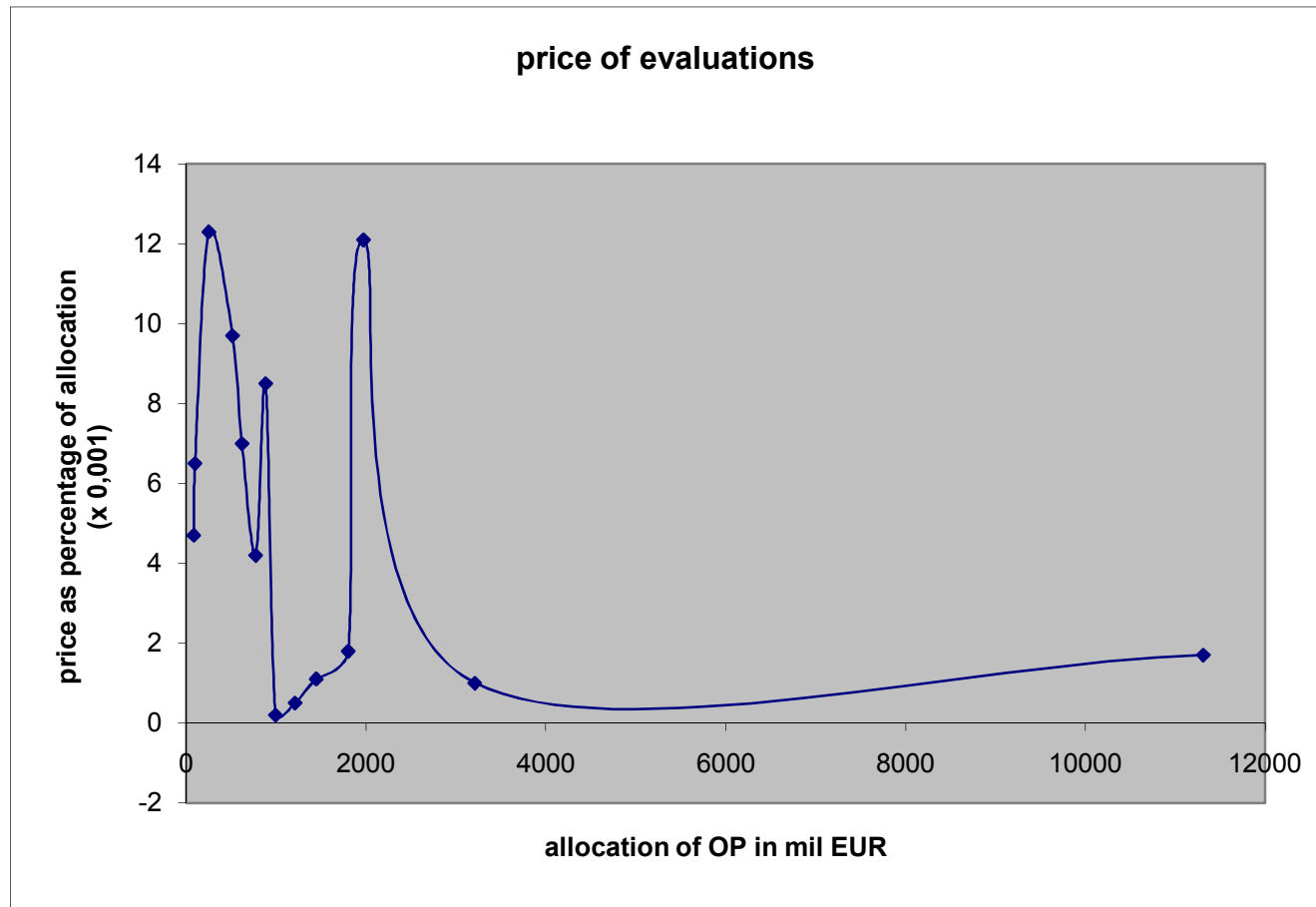
Monopoly

- a) information asymmetry – procurement, skills
 - criteria - price 100% (20-25% according EC guide)
 - ex-ante following the standard guideline
 - recommended price of routine evaluation - less than 1%
 - range 0,23 – 0,0002%

- b) to procure evaluation services

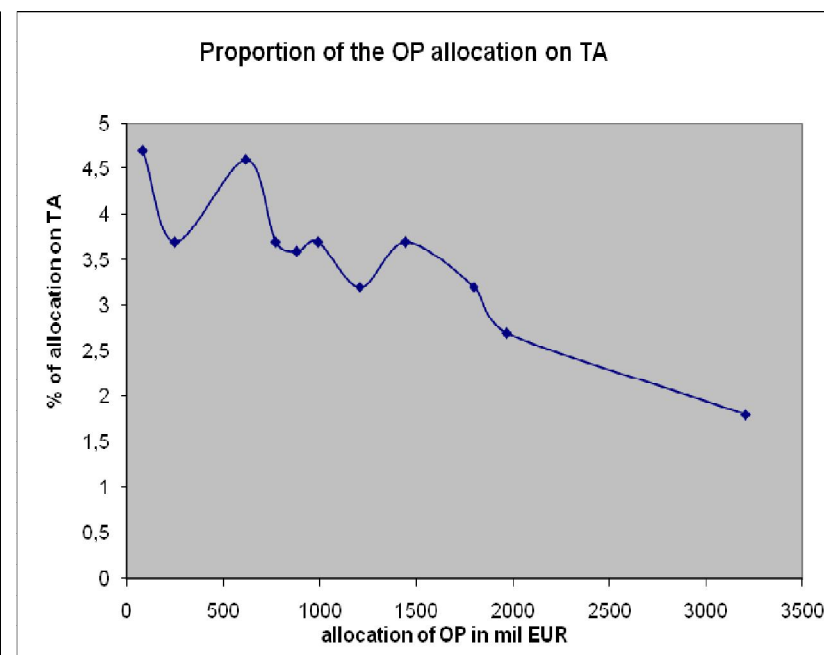
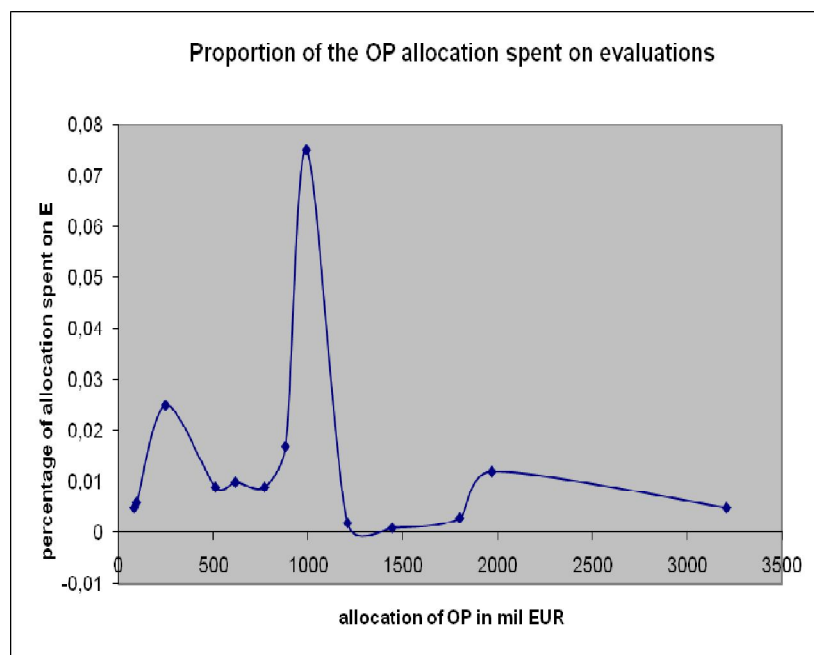


Monopoly





Monopoly 2007-2013





Monopoly

Programming period	in % of allocation for OPs			
	sources on evaluation		sources on TA	
	scope	average	scope	average
2004 – 2006	0,007 – 0,200	0,058	2,2 – 7,9	5,3
2007 - 2013	0,001 – 0,228	0,030 / 0,06*	1,8 – 5,1	3,6 / 4,3**

*plan, **including OP TA



Monopoly

Focus of evaluation	Programming period	Value in €	Year	Duration months	No. of ev. questions
Interim evaluation*	2004 - 2006	20.000	2006	-	0
Regional disparities	2004 - 2006	25.675	2008	2	5
Achievement of Indicators*	2004 - 2006	20.740	2008	2	-
Implementation status	2004 - 2006	17.775	2008	2	-
Implementation status	2004 - 2006	22.515	2008	2	-
Final implementation status	2004 - 2006	11.900	2009	2	75
Final implementation status	2004 - 2006	7.620	2009	2	75
Final implementation status	2004 - 2006	-	2009	2	0
Ex-ante*	2007 - 2013	6.640	2006	-	-
Ex-ante*	2007 - 2013	45.430	2006	-	-
Ex-ante*	2007 - 2013	74.850	2007	2	>50
Indicators compliance	2007 - 2013	15.500	2009	-	65
Management system*	2007 - 2013	9.900	2009	6	34
Management system**	2007 - 2013	7.900	2010	6	38
Management system**	2007 - 2013	8.900	2010	6	39
Management system**	2007 - 2013	8.900	2010	6	38

* report was not made available, **not finished



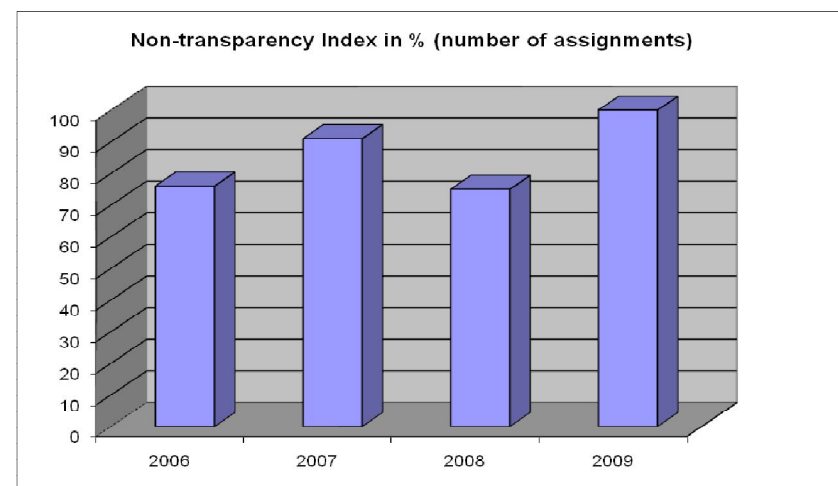
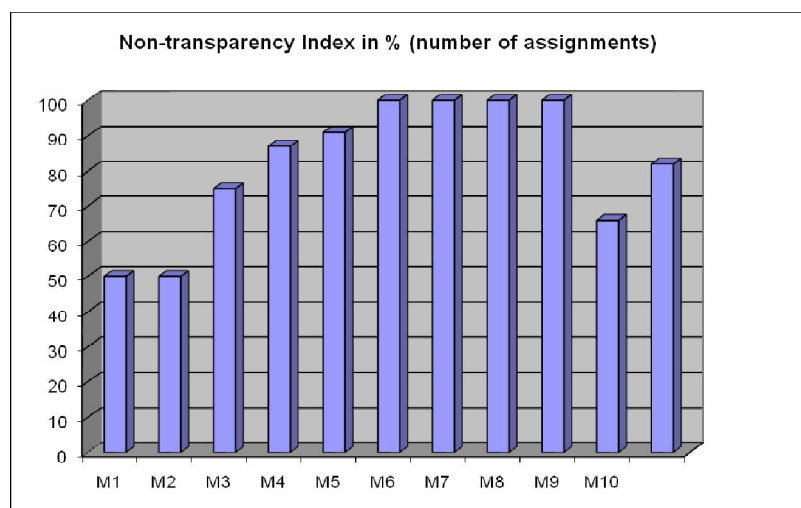
Monopoly

- no attention to methodology
 - instruments – interviews, questionnaires
 - mostly staff of MA, IBs
 - rarely beneficiaries, very low response rate
 - based on secondary data – not reliable, insufficient
 - very small/ short assignments, disproportionate number of questions
- => lack of knowledge or intention?



Discretion – a) and c)

- non-transparency index - % of evaluation assigned through the less transparent procedures





Public procurement vs less competitive procurement

Category	Procedure	No	% of total	Cancelled	Savings
Over limit >206.000 €	Public procedure	14	20 (40)	12	14,9%
	Restricted procedure	6			
Bellow limit >60.000 €	Public procedure	9			
< 30.000 €	Market research	39	80 (60)	1	9,7%
	Negotiation procedure	2			
	Direct contract	5			
Total in the period 2006-2009		77	100	13	



Discretion – b)

- criteria – technical requirements
 - too specific (public procurements) or very vague
 - 35 providers, 7 with previous experience, 14 no web page

Accountability

- a) non-transparency index
- b) 15% of report published



Conclusions

- evaluation – not accepted as an integral part of the policy cycle
- no interest, lack of skills and knowledge
- tool to assist with obligatory reporting
- strong bias in the procurement
- missing top-down pressure – evaluation champion
- with the EU accession – commitment lost