Introduction to Public Policy

Week 12

Policy Evaluation

Theodolou & Kofinis, pp. 191-200

Knill & Tosun, pp.174-198.

Several Questions Emerge after Implementation

- Has the policy attained its objectives?

- What are its unintended effects?

- Is the failure to meet the policy goals related to the

  - Design of the public policy or

  - Its implementation?

Political Component to Policy Evaluation

- Statements about the success and failure of a given public policy are likely to be used for generating positive or negative images of those in power.

- Policymakers often want immediate information on policy effects, though many public policies have long-term effects that will not be known in the short term.

Evaluation of COVID-19 Policies
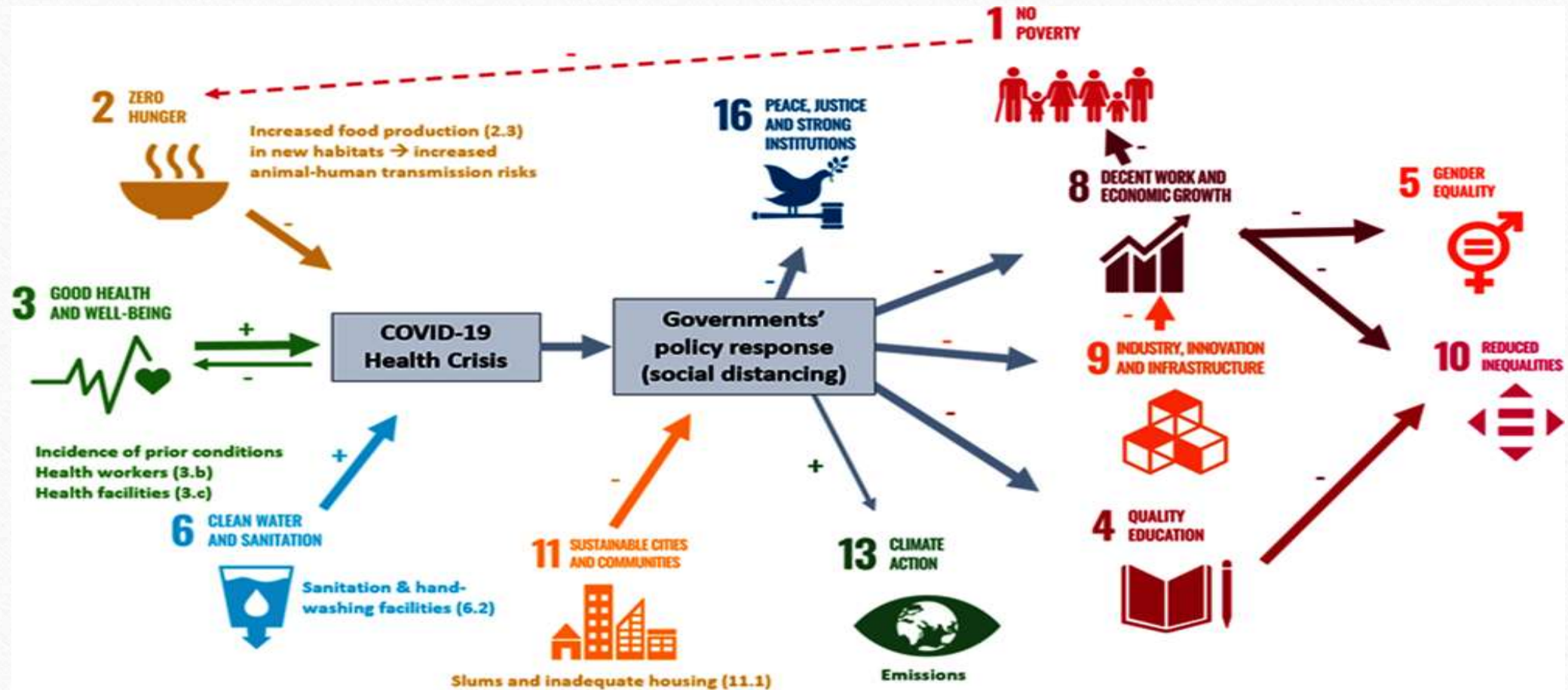
What is Evaluation?

- Reviewing an implemented policy to see if it is doing what was planned/intended.

  - Is the implemented policy doing well?

  - How well does the policy achieve its goals?

  - Are the results positive or negative?

  - Do the policies have intended effects or unintended outcomes?

- What policies work & what policies are not work, and why?

Evaluation of Plastic Bag Use Policy

Plastic bag use in Turkey down by 50 percent after regulation

4 JAN 2019

Retailers began charging for plastic bags on January 1 with aim of reducing the volume of non-recyclable waste in the country where around 30-35 billion plastic bags are used annually.

Plastic bags in Turkey are sold for 0.25 Turkish liras ($0.05), of which 0.10 liras ($0.02) consist of factory cost and 0.15 liras ($0.03) for environmental projects. (Reuters Archived)

Plastic bag usage in Turkey has dropped by 50 percent since January 1, after retailers began charging for environmentally-damaging plastic bags, the environment and urbanisation minister said on Friday.
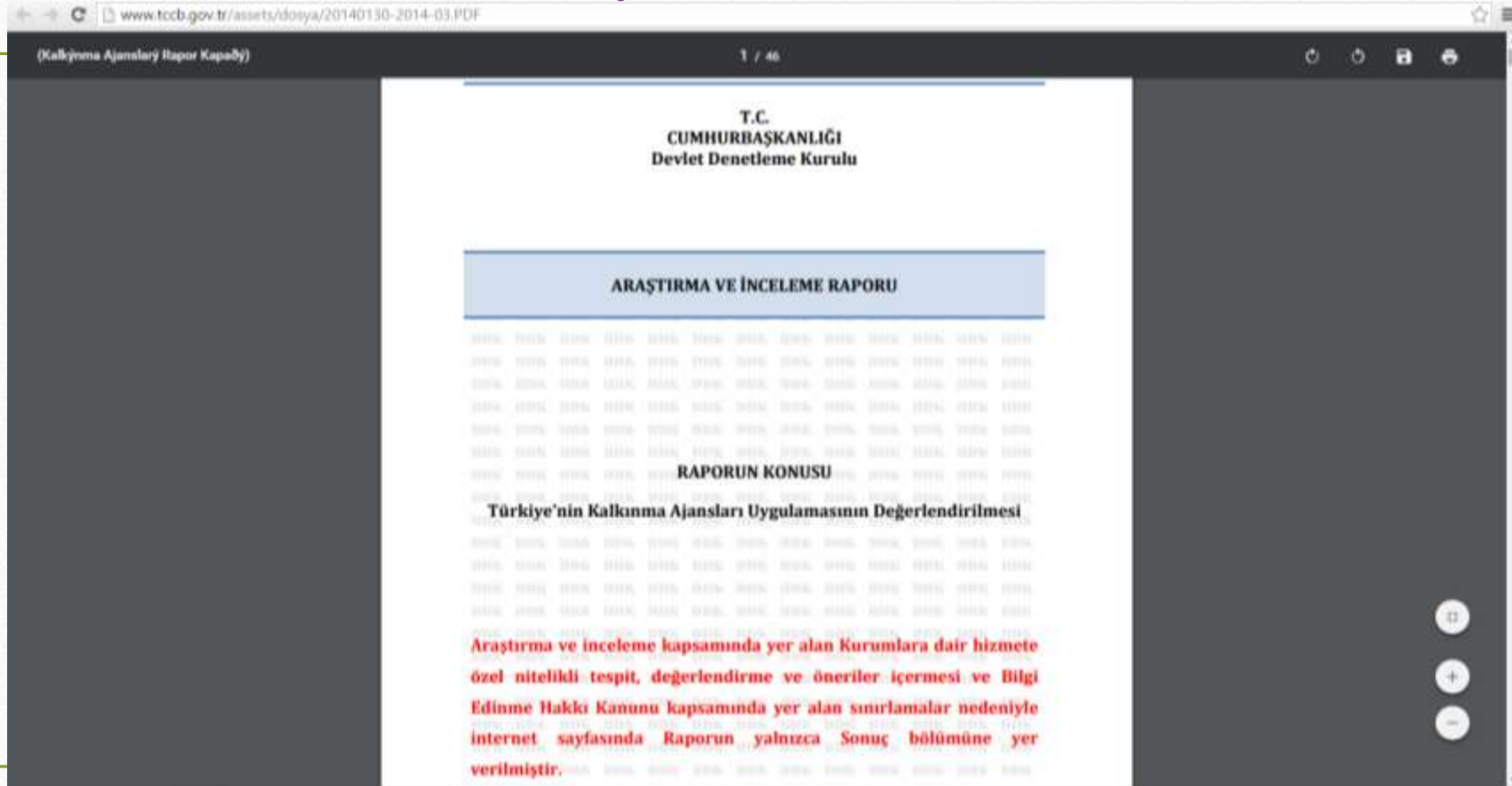
Examples of Evaluation

- Active Campus Project at Beytepe
  - Promoting bicycle use in Beytepe Campus by opening bike paths and distributing bikes to students
- FATİH Project
  - Using smart boards and tablet computers in primary & secondary education

History of Evaluation

- Evaluation is not new

- Governments always assess the effectiveness & efficiency of their programs

  - The Roman Empire was evaluating its tax policies

  - Modern implementation studies in the US began in 1960s

Development Agencies-
Evaluation by the State Control Board

Dimensions of Evaluation

Effectiveness

- Is the program doing the right thing?

Efficiency

- Is the program doing things right?
  - Such as using minimum input to produce maximum output?

Example: 3-D Crosswalks
Is it effective, is it efficient?

Usefulness of Evaluation

- Increases accountability by empirical measurement

- Provides accurate information for key policy decisions

- Integrates time & budget constraints & ethical considerations in policy decisions

- Identifies intended & unintended, positive & negative results

Example: How to evaluate anti-domestic violence policies?

Women killed by domestic violence in Turkey

Independent Turkish news agency Bianet has recorded more than 2,250 cases of women killed through domestic violence since 2008. The numbers only include reported cases and are therefore an under-estimate (see notes below).

Year	Number
2010	217
2011	257
2012	165
2013	214
2014	281
2015	284
2016	261
2017	290
2018*	218

Note: * Numbers reported as of 23 November 2018. Numbers exclude murders due to non gender-based violent crime (for example robbery); due to psychological disorder; due to mass murder in which the woman was not the initial target. Suicide and suicide attempts due to violence are registered in a separate tally, as are child fatalities. For more: https://bianet.org/english/women /

Sources: bianet.org

MEE

middleeasteye.net

Types of Evaluation

1. Process Evaluation

- How a program or policy is being delivered to target populations?
- How is a policy being managed or run by administrators?
- Any problems & solution proposals?
- Any alternative implementation plans?

2. Outcome Evaluation

3. Impact Evaluation

4. Cost-Benefit Analysis

Process Evaluation Example:
Increasing Disabled Employees in the Public Sector (3% Quota)

Mayıs 2016

Kamu Kurum ve Kuruluşlarında İstihdam Edilen Engelli Memurlara İlişkin Genel Dağılım

	Sayı
Mevcut Memur Sayısı	2.132.637
Engelli Kontenjan % 3 (5) *	64.191
Çalışan Engelli Memur Sayısı	43.151
Açık Engelli Kontenjanı	21.040

* 657 Sayılı DMK' na göre engelli memur istihdam yükümlülüğü Kamu Kurumlarının Yurtdışı Teşkilatı hariç Dolu Memur kadrolarının % 3 ü kadardır.

Types of Evaluation

1. Process Evaluation

2. Outcome Evaluation

- The degree to which a policy is achieving its intended objectives/results

- Concerned with outputs, as opposed to legislative intent

3. Impact Evaluation

4. Cost-Benefit Analysis

Outcome Evaluation Example:
OECD PISA Test Scores, 2015
https://www.oecd.org/pisa/
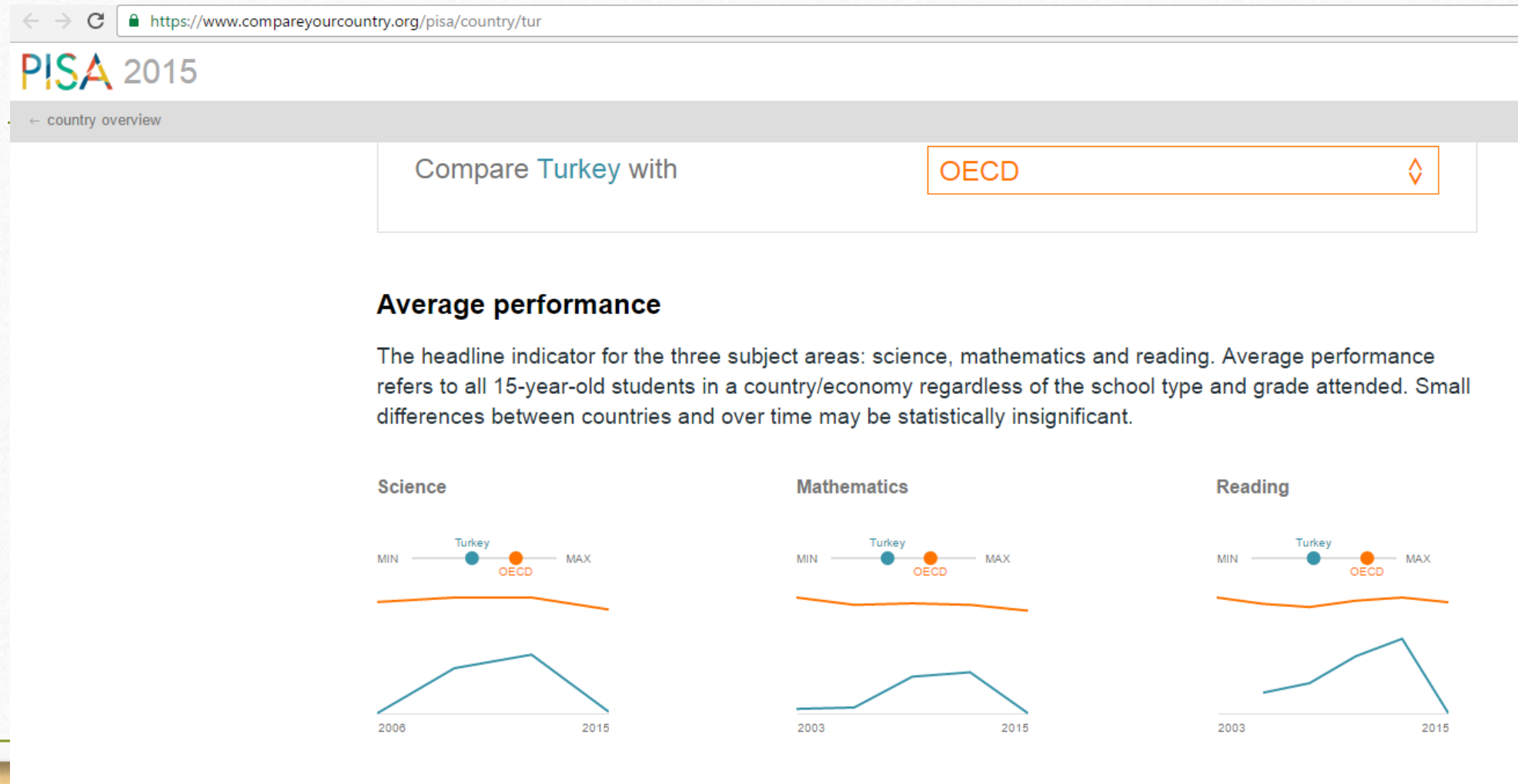
Types of Evaluation

1. Process Evaluation

2. Outcome Evaluation

3. Impact Evaluation

- Whether a policy has an impact on the **intended target population**
- What is the impact of the program on the **original policy problem**

4. Cost-Benefit Analysis

Impact Evaluation Example:
Impact of EU-Turkey Refugee Agreement
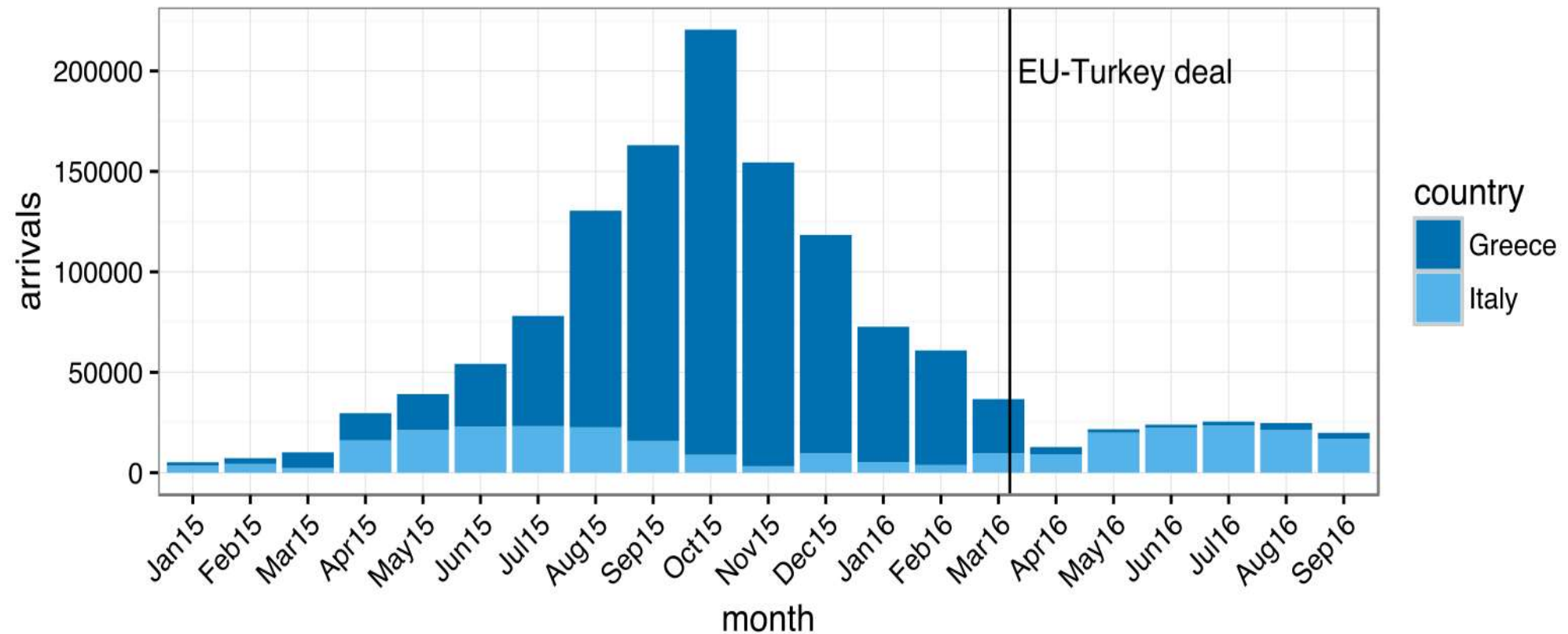
http://reliefweb.int/sites/reliefweb.int/files/resources/MonthlyTrendsofNationalities-ArrivalstoGreeceItalyandSpain-31December2015.pdf

Types of Evaluation

1. Process Evaluation

2. Outcome Evaluation

3. Impact Evaluation

4. Cost-Benefit Analysis

- Calculation of the net balance of the benefits & costs of policy
- How to identify & put numbers to (quantify) costs & benefits?
  - What if the costs and benefits emerge years later, such as in education & environment policies?
  - How to quantify human life or quality of life?

Cost Benefit Analysis Example: More strict car emission limits?

BENEFITS over ~30 years
USD 74 billion total, *including:*
74,000 premature deaths avoided
130,000 tons $PM_{2.5}$ avoided

Additional benefits (*not monetized*):
12 million tons NO_x avoided
Up to 350 million tons CO_2e (GWP-20)

COSTS over ~30 years
USD 7 billion total
USD 1,600-3,200 per vehicle
0.55 USD per thousand VKT

11:1
Benefit-Cost Ratio
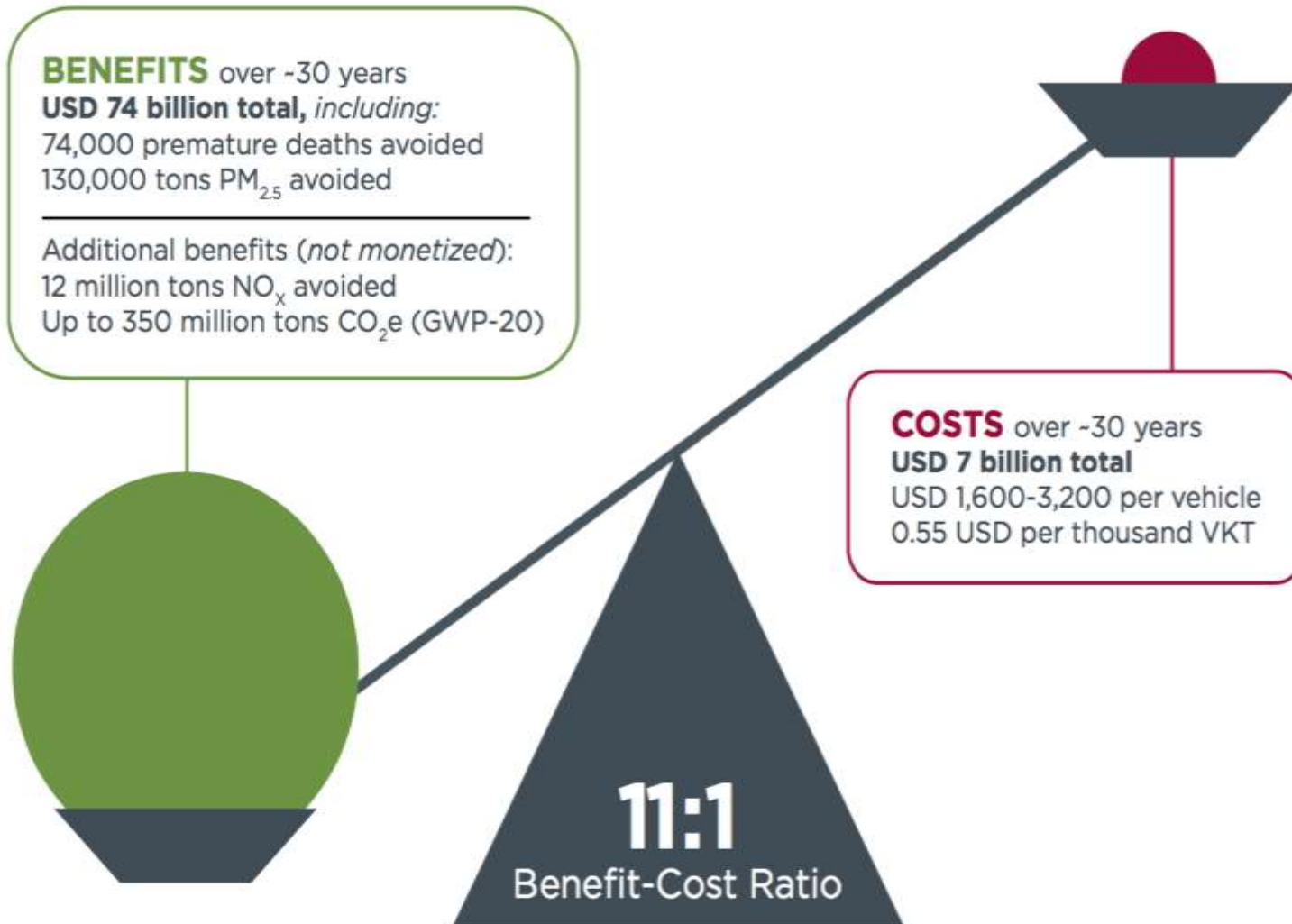
Stages of Evaluation

1. Planning

- Gaining familiarity with the program
    - History of the program, its relation with the other programs, target & non-target populations, major stakeholders…
- Deciding on the focus of the evaluation
    - Outputs, impacts, costs & benefits, delivery process?
- Develop evaluation measures
    - Costs and benefits of the policy in US$, Euros or Turkish Liras?
    - Is there a legislative mandate: Does the law specify measures?

2. Data Gathering

3. Dissemination of Evaluation Findings

Example: Floating Solar Plants, How do they work?

https://www.pv-tech.org/news/istanbul-municipality-launches-first-floating-solar-plant-in-turkey

Istanbul municipality launches first floating solar plant in Turkey

By Mark Osborne | Aug 07, 2017 4:54 PM BST | 2   Share

Two separate FPV systems are being evaluated and tests undertaken to calculate water evaporation, water quality and algae formation as well as the electricity generation of the two systems. A close-up image of one of the FPV systems indicates a design very similar to that of FPV pioneer, Ciel & Terre and its unique Hydrelio platform. Image: IBB

The first floating solar (FPV) power plant in Turkey was officially operational on August 4, 2017 as part of a testing phase that could lead to a significant number of systems installed by the Istanbul Metropolitan Municipality (IBB) on reservoirs, lakes and dams.

Legislative Mandate Example:
Law to Protect Family and Prevent Violence against Woman (6284)

- ARTICLE 3- (1) ..measures, ..in regard to the persons who are protected within the scope of this Law.

a) To provide an appropriate shelter to the person and if necessary to the person's children in the vicinity or in some other location.

b) To provide financial aid to the person, without prejudice to other assistances provided within the scope of other laws.

c) To provide psychological, professional, legal and social guidance and counseling services.

ç) To provide a temporary protection upon a request of the relevant person or ex officio if there is a life threatening danger for the person.

Stages of Evaluation

1. Planning

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2. Data Gathering

- General data about the program
  - Delivery of the program, number of clients…
- Data about the objectives
  - Intended & unintended outcomes
  - Whether to use quantitative or qualitative methods?
  - How to collect (surveys, interviews…) & analyze (statistics, models…) data?

3. Dissemination of Evaluation Findings

Example: How many children should we have per family?

Population Projections for Turkey

	2013	2023	2050	2075

Legend: ■ 0-14   ■ 15-64   ■ 65 +
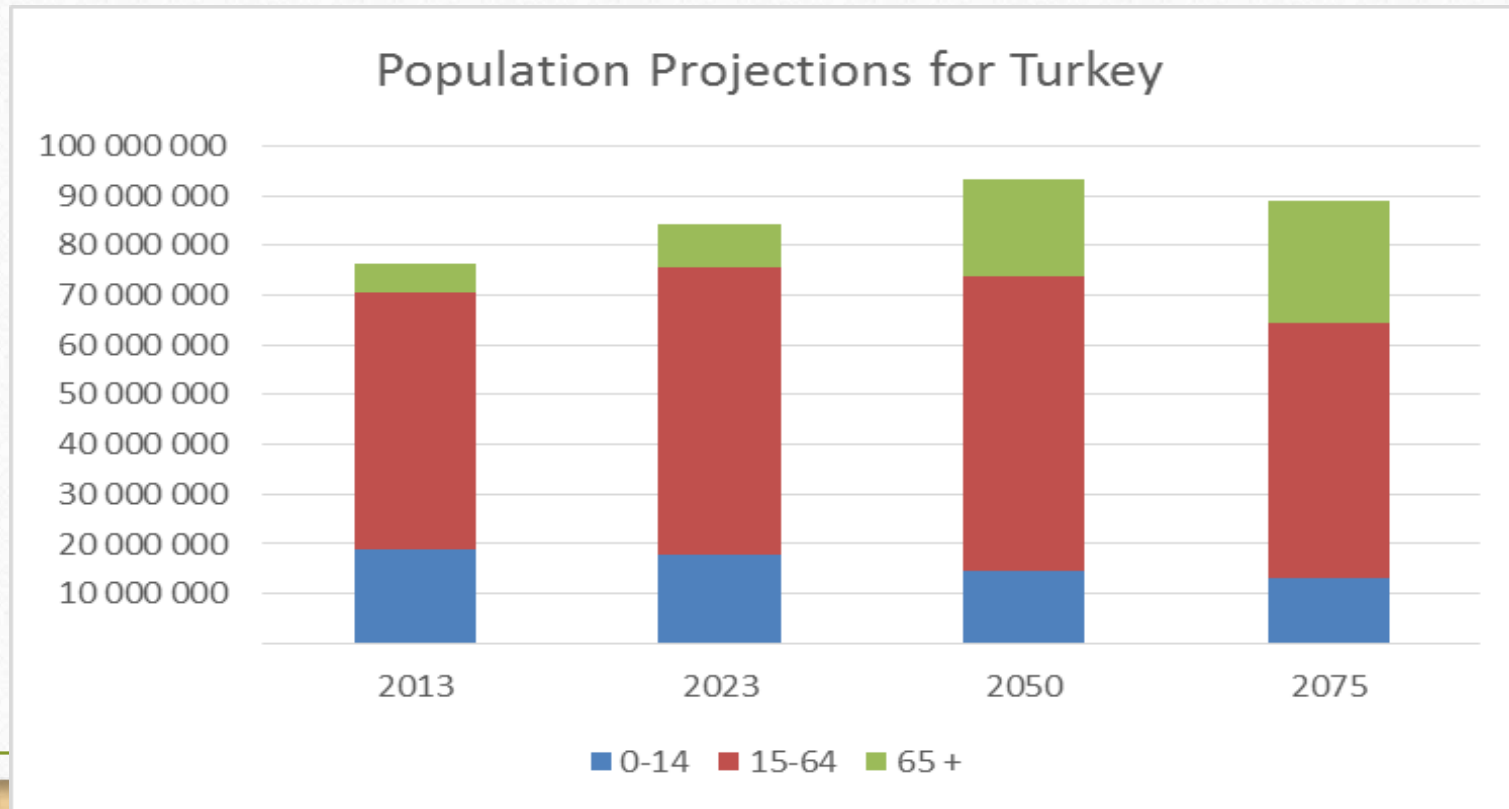
Stages of Evaluation

1. Planning

2. Data Gathering

3. Dissemination of Evaluation Findings

- Presenting timely, accurate & complete findings

- Findings should include policy recommendations for policy continuation, change or termination

- Objectivity: Can/should the client affect/manipulate findings?

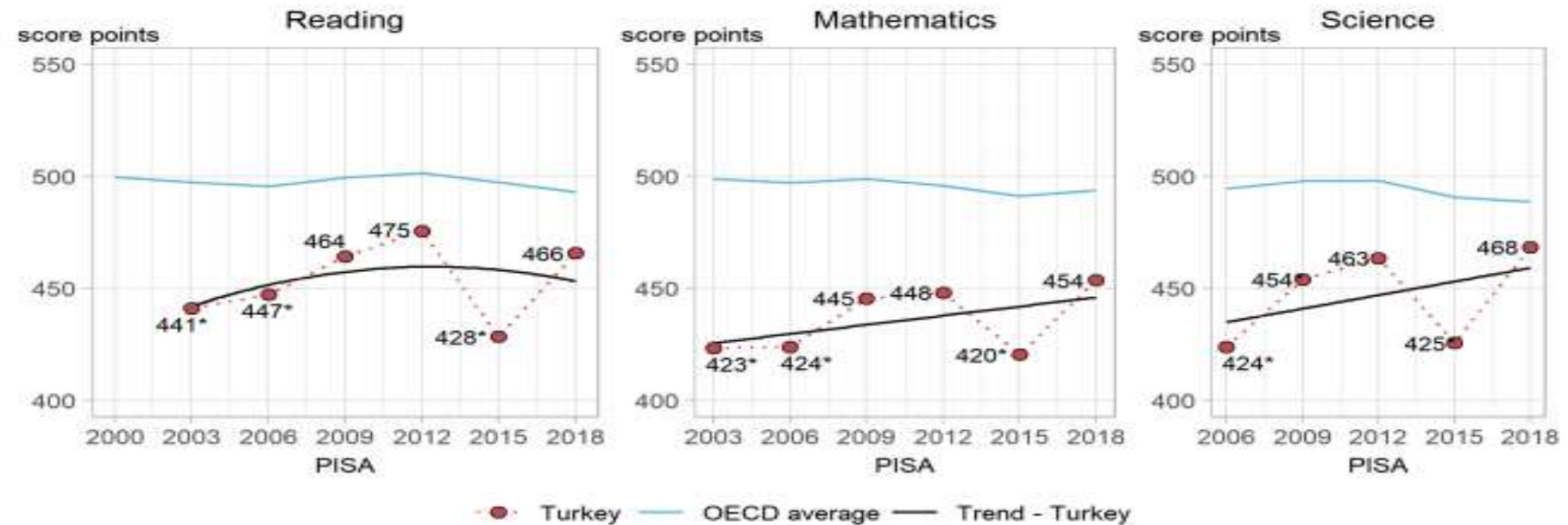- Sending findings to clients, target groups, stakeholders, the general public?

OECD Comparative Evaluation of PISA Scores (2018)

@ https://www.oecd.org/pisa/publications/PISA2018_CN_TUR.pdf

Turkey - Country Note - PISA 2018 Results | 3

Performance trends

Figure 2. Trends in performance in reading, mathematics and science

Who Evaluates: Internal Vs. External Evaluators

- Internal Evaluators

(+) Familiar with the program, organizations, actors & the target population

(+) Saves time in planning evaluation

(-) Too close to the organization to be able to objectively identify problems

(-) They find it hard to place blame, or recommend major changes or policy termination

Who Evaluates: Internal Vs. External Evaluators

- **External Evaluators**

(+) No internal connection/ties to the organization under evaluation, therefore provide more objective/impartial evaluation

(+) Especially useful when contraversial policies are being assessed

- Example: Evaluation of police departments in the US

(+) They are usually professional consultants, who are experienced experts in research methods & skills

(-) Higher costs in time, money & organizational politics

(-) May wish to please clients to secure future jobs

(-) May face resistance from the organization & its environment

Who Evaluates: Actors in the Government

- In the US
  - Congressional Budget Office (for the Parliament)
  - General Accounting Office (for the President)
- In Turkey
  - Court of Accounts (Sayıştay, for the Parliament)
  - State Supervisory Council (Devlet Denetleme Kurulu, for the President)

Problems: Obstacles that Face Evaluators

1. Unclear Goals
   - Objectives/goals of policies may not be specific/clear
2. Measurement Problems
   - Even clear goals that can not be measured create problems
3. Side Effects from Other Policies
   - Are the outside factors seriously affecting the policy?

Measurement Problems:
How many deaths are caused only by pollution?

edition.cnn.com/2017/10/19/health/pollution-1-in-6-deaths-study/index.html

CNN   Health » Pollution linked to 9 million deaths worldwide in 2015, study says   International

Pollution linked to 9 million deaths worldwide in 2015, study says

By Susan Scutti, CNN
Updated 1352 GMT (2152 HKT) October 20, 2017

JUST WATCHED
How deadly is air pollution?
Replay

MUST WATCH

News & buzz
Diplomat blas stinging resig

Female golf course desig and...

Princess Re championing equality in

unto stori

See her s

Story highlights

92% of pollution-related deaths occur in low and middle income countries

Pollution, including heavy metals are

(CNN) — The fatal effects of pollution are seen across our planet.

In 2015, nearly one in six deaths, an estimated nine million worldwide, was related to pollution in some form -

Problems: Obstacles that Face Evaluators

4. Unavailable Data

- Even when data is available, it may not be in the right format.

5. Political problems

- Resistance by administrators or other policy actors

6. Insufficient resources

- Do the evaluators have enough resources?

Unavailable Data??

Is there enough data to evaluate whether climate change is real?

@https://www.economist.com/briefing/2019/09/21/the-past-present-and-future-of-climate-change

CO₂ emissions, gigatonnes

By fuel

Oil
Coal
Gas

1850   1950   2017

By country/region

China
United States
Asia Pacific
Middle East
India
Americas
Africa
Europe

30
25
20
15
10
5
0

Sources: Le Quéré et al. (2018); Global Carbon Project (GCP); Carbon Dioxide Information Analysis Centre (CDIAC)

1850   1875   1900   1925   1950   1975   2000   2017

The Economist

Problems: Obstacles that Face Evaluators

7. Validity Problems

- Internal Validity
  - Does evaluation measure what it intends to measure?
- External Validity
  - Can the findings be generalized and replicated?
- Programmatic Validity
  - Does evaluation produce useful information for program officers?
  - Is evaluation design acceptable for all audiences?

Programmatic validity?

Do the evaluation of police body cameras provide useful information for police departments?

Impacts of police body cameras on police officer behavior and citizen complaints

@ https://www.procon.org/headline.php?headlineID=005399

Should police officers wear body cameras?

Pro 1

Police body cameras increase the safety of the public and the police. People act differently when they know they are being filmed — police body cameras can encourage good behavior by police officers and members of the public, leading to a decrease in violence, use of force incidents, and attacks on officers on duty. [7] A study in Rialto, CA, the first US city to trial police body cameras, found an over 50% reduction in the total number of use of force incidents by police officers when body cameras were worn; complaints against officers fell from 28 in the year prior to the study to 3 during the year of the trial. [7] In Las Vegas, NV, a trial found a 37% reduction in the number of police officers involved in at least one use of force incident when equipped with body-worn cameras. [8] In San Diego, CA, use of body cameras coincided with a 16.4% decrease in high-level use of force (Tasers, pepper spray, firearms) and a 25.3% increase in low-level use of force (controlled holds and Taser warnings). [11] A pilot program in Edmonton, Canada, found that 35% of officers with body-worn cameras observed a decrease in instances of physical aggression by members of the public; [9] and a study on the Isle of Wight, UK, found a 36% decrease in assaults on police when officers were wearing cameras. [10]

Con 1

Police body cameras decrease the safety of police officers and negatively affect their physical and mental health. Some people respond negatively — even violently — to being filmed by police, especially people who may be drunk, on drugs, or suffering from mental health problems. A study published in the *European Journal of Criminology* found that assaults on police officers were 14% higher when body cameras were in use. [18] University of Oklahoma Professor of Law Stephen E. Henderson, JD, says that the use of police body cameras can be psychologically damaging to police officers as "nobody does well under constant surveillance." [21] Pat Lynch, head of the NYPD's Patrolmen's Benevolent Association (PBA), says that, "there is simply no need to equip patrol officers with body cams... Our members are already weighed down with equipment like escape hoods [gas masks], Mace, flashlights, memo books, ASPs [batons], radio, handcuffs and the like. Additional equipment becomes an encumbrance and a safety issue for those carrying it." [17] A report by the UK Home Office noted potential health and safety issues with the use of body-worn cameras including head or neck injuries, electric shock from damaged equipment, and radio failure if cameras and radios were used in close proximity to each other. [20]

Pro 2

Police body cameras improve police accountability and protect officers from false accusations of misconduct. Police body cameras provide visual and audio evidence that can independently verify what happened in any given situation. In Texas, a police officer was fired and charged with murder

Con 2

Police body cameras invade the privacy of citizens, expose victims and witnesses of crimes, and damage police-public relationships. Recording police-public encounters can lead to the public exposure of private medical conditions,