

**NEW EVALUATION MODELS USED IN
PUBLIC ADMINISTRATION-TOOLS FOR
INSTITUTIONAL RESILIENCE PROCESS
IN CITY MANAGEMENT**

Abstract

This paper presents two new assessment methods used in public administration. These are tools that can contribute to the continuous adaptation and institutional restructuring in urban management. Both models were created to fit the Romanian cultural, social and institutional realities. From this perspective, they take into account specificities such as: the lack of coherent monitoring and data collection systems, fluctuating or no regulation. With these tools, managers of public institutions in urban areas can evaluate activities, projects, programs or strategies without being limited by the lack of evaluation culture and capacities. Evaluation results can be used in the permanent institutional adaptation in urban areas.

Keywords: Evaluation models, public administration, assessment culture and capacity, PAEM (Public Administration Evaluation Model), social impact, reform, Romania.

JEL CODES: Z18

**NOI METODE DE
EVALUARE UTILIZATE ÎN
ADMINISTRAȚIA PUBLICĂ –
INSTRUMENTE PENTRU
ADAPTABILITATEA
INSTITUȚIONALĂ ÎN
MANAGEMENTUL URBAN**

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Rezumat

Lucrarea prezintă două dintre metodele noi de evaluare utilizate în administrația publică. Acestea reprezintă instrumente care pot contribui la procesul de continuă adaptare și restructurare instituțională în managementul urban. Ambele modele au fost create pentru a se plia pe realitățile culturale, sociale și instituționale românești. Din această perspectivă, țin cont de specificități precum: lipsa unor sisteme coerente de monitorizare și de colectare a datelor, reglementări fluctuante sau inexistente. Cu ajutorul acestor instrumente, managerii instituțiilor publice din spațiul urban pot evalua activități, proiecte, programe sau strategii fără a fi limitați de lipsa unei culturi sau capacități de evaluare. Rezultatele evaluărilor pot fi utilizate în adaptarea instituțională permanentă în spațiul urban.

Cuvinte cheie: Modele de evaluare, administrația publică, cultura și capacitatea de evaluare, PAEM (Public Administration Evaluation Model - Modelul de evaluare pentru administrația publică), impact social, reformă, România.



1. INTRODUCTION

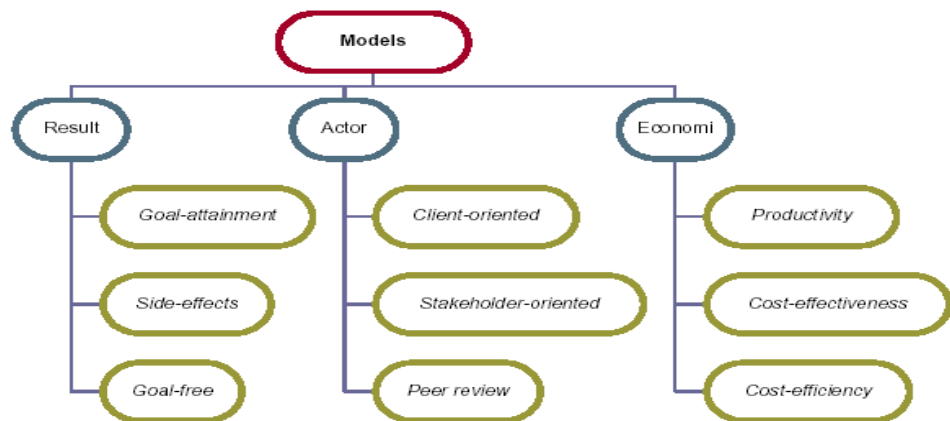
The main problem addressed by the present study is the weak monitoring and evaluation capacities and capabilities across the Romanian public administration. These are institutional and organisational gaps that could lead to significant failures in the Institutional Resilience Process in City Management. These failures are mainly due to the lack of proper organization of the activities, the absence of rigorous monitoring and evaluation indicator systems and to the absence of an assessment culture. During this presentation, two of the new evaluation models are going to be discussed: PAEM (Public Administration Evaluation Model) and the model for social impact assessment of public administration reform in Romania, along with the opportunities they offer in order to grant an added value to the Institutional Resilience Process in City Management.

PAEM (Public Administration Evaluation Model)

In order to be effective, evaluation should be based on solid monitoring systems. If the monitoring system is missing, what should be done? In this respect, the new model, called PAEM (Public Administration Evaluation Model), is a possibility. It generates structured programs and projects out of mere unstructured activities of public institutions. It helps building an indicator system that has a double functionality: it secures the future existence of a monitoring system and provides a functional evaluation toolkit.

The need for a new model, adjusted to Romanian realities

In 1997, Vedung had described evaluation models as being organized into three main classes, as shown in the figure below.



Source: Vedung (1997), "Public Policy and Program Evaluation", Transaction Publisher.

FIGURE 1 - EVALUATION MODELS ACCORDING TO VEDUNG (1997)

After studying the applicability of different existing evaluation models in the Romanian public institutional framework, we encountered several difficulties that made the applied models difficult to apply if not unpracticable.

The main cause is that most existent evaluation models are based on a monitoring system and capacity. In the case of Romania, it does not exist. Another cause is related to the fact that the existing evaluation models assume an evaluation culture and capacity, which is more than a reporting culture. As we have presented in another study (Gârboan, 2007), Romania’s public administration has just passed the pre-culture stage of evaluation culture and it entered a developing stage of an evaluation culture.

TABLE 1 - EVALUATION CULTURE. DISTRIBUTION ON FREQUENCIES

Evaluation Culture

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2 preculture (11p-20p)	35	36.1	41.2	41.2
	3 weak culture (21p-30p)	46	47.4	54.1	95.3
	4 developed culture (31p-40p)	3	3.1	3.5	98.8
	5 extremely developed culture (41p-48p)	1	1.0	1.2	100.0
	Total	85	87.6	100.0	
Missing	System	12	12.4		
Total		97	100.0		

Therefore, there is a big proportion (41.2%) from Romanian investigated institutions that are situated on the pre-culture zone of evaluation. These still have to make progresses on data management systems, using previous experiences in improving general activities and even in organising their activities based on programs.

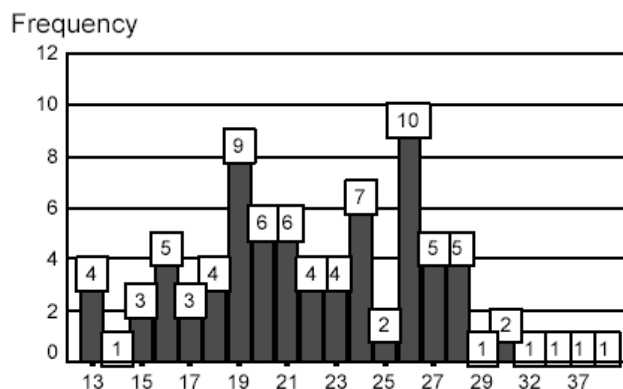


FIGURE 2 - EVALUATION CULTURE

Figure 2 represents the repartition of investigated public institutions on the scale used to measure evaluation culture. At his turn, when measured, the evaluation capacity is quite weak. 45.1% of the respondent institutions, have a very low capacity of evaluation, while 52.4% have a low capacity.

TABELUL 2 - THE CAPACITY OF EVALUATION. FREQUENCY DISTRIBUTION.

capacity of evaluation_grouped togheter values (alt_4.7 + con_4.13 + ext_4.14 + cap_4.15 + cultev)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2 very low capacity (16p-30p)	37	38.1	45.1	45.1
	3 low capacity (31p-45p)	43	44.3	52.4	97.6
	4 high capacity (46p-55p)	2	2.1	2.4	100.0
	Total	82	84.5	100.0	
Missing	System	15	15.5		
Total		97	100.0		

By watching the graphics of the absolute values which are not grouped togheter (Figure 3), we can clearly see that the mode value is 26, which is similar to the mode value discovered at the culture of evaluation.

The capacity of evaluation

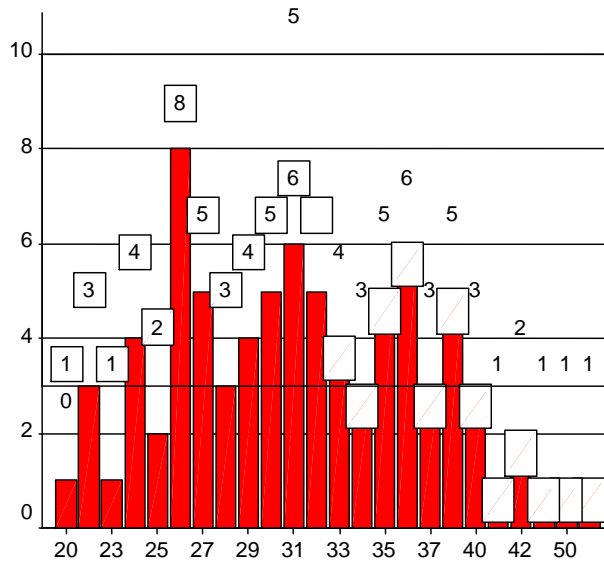


FIGURE 3 - THE CAPACITY OF EVALUATION (ABSOLUTE VALUES)

What is more, concerning the expertise in evaluation, the human resources who received training in this domain, or have practical experience in program evaluation, the situation is just as dramatic (see Figure 4 and Figure 5).

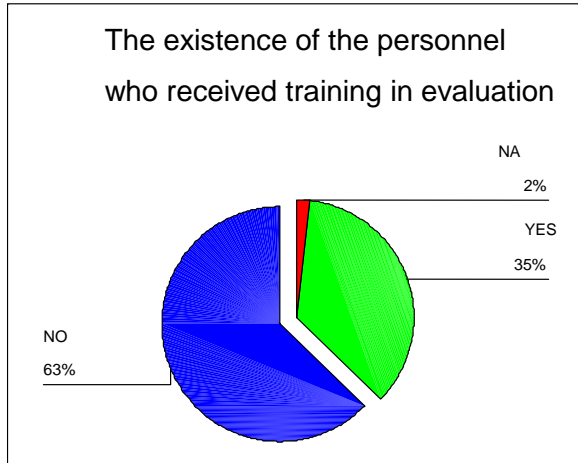


FIGURE 4 - THE EXISTENCE OF THE PERSONNEL WHO RECEIVED TRAINING

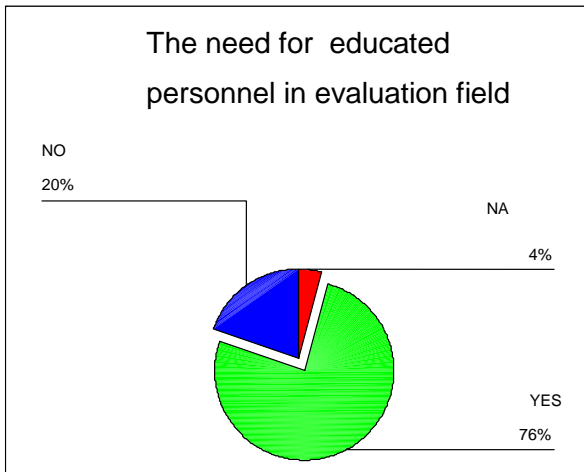


FIGURE 5 - THE NEED FOR EDUCATED PERSONNEL IN EVALUATION FIELD

63% of the public institutions which were questioned don't have in their structures specialized personnel in evaluation field (Figure 4) and 76% are aware of the existence of this need (Figure 5), indicates that 13%, even if they have specialists in evaluation, are conscious of the fact that the need for evaluation specialized personnel is even bigger.

This fact shows the tendency to development of the capacity of evaluation and the unquestionable existence of the evaluation culture in Romanian public institutions.

The evaluation capacity is also given by the estimation capacity of the necessary resources, which, as the present study indicates, is very low, only one third of the respondents being able to estimate the costs of an evaluation.

The involvement in the programs/projects evaluation

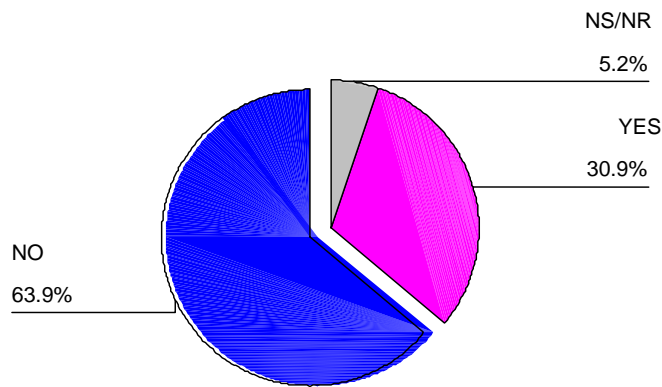


FIGURE 6 - THE INVOLVEMENT IN THE PROGRAMS/PROJECTS VALUATION

The study's results also reveal (figure 6) that the institutions' involvement in evaluations of projects and programs is extremely low (only 30.9%), even though the most of the respondents have participated in such evaluations and have evaluated themselves when it came to projects which required European financing.

The expertise gained through training/practical activities

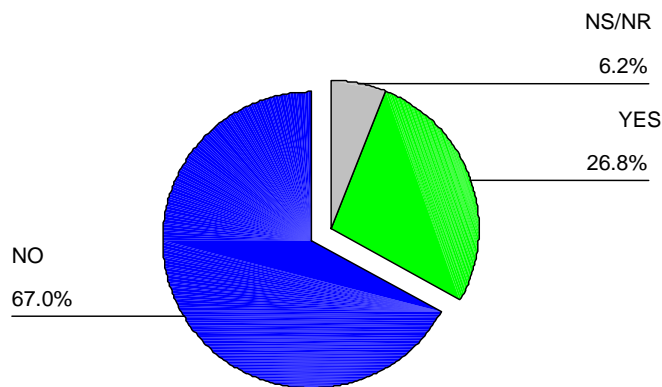


FIGURE 7 - THE EXPERTISE GAINED THROUGH TRAINING/PRACTICAL ACTIVITIES

If it is about the expertise gained through training and/or practical activities, the situation is even more dramatic (Figure 7). Here from it comes the need for training in evaluation and research methods fields, and the emphatic need for research projects which aim at projects and programs evaluation with the implications of the public sector employers.

Generally, the results models, the process models, the system models, the economic models, the actor models and the programme theory models requires, for correct application a solid monitoring and evaluation culture and capacity. Romania is at its very beginning in this area.

Romanian public institutions are connected with program monitoring and evaluation mainly in the context of the programs and projects financed from pre-accession funds (PHARE, ISPA, SAPARD) which have had well-established monitoring and evaluation systems. This led to an initial development of the monitoring and evaluation culture in Romania. This has been an important step, even if it still is more about reporting than it is about evaluating.

At the half of the year 2005, the Management Authority¹ of Public Finance Ministry, began developing a National Evaluation Strategy based on a technical assistance contract financed by PHARE 2003. The National Evaluation Strategy, launched in November, 2006, is an important instrument that could gather evaluation's tendency of development in Romania. The interest for evaluation is growing but the precise request for evaluation is just at the beginning. There aren't any examples presenting evaluation as being built in lack of a list of programmes financed by European or external funds. The evaluation request depends on the existence of a legislation which provides a controlled evaluation and general acknowledged necessities and utility of implementation politics, strategic management and defined budget course.

Nowadays, the problem is the lack of laws blocks the development of evaluation system. It seems to be a malfunctioning mixture between supervision and evaluation functions.

As a consequence of studying the aplicability of several evaluation methods in the context of Romanian public institutions, we developed a new model that can be used to evaluate programs especially when evaluators cannot beneficiate of a well established monitoring and evaluation system. This is an appropriate model not only for Romanian institutional realities, but also for other developing countries.

The new model, called PAEM (Public Administration Evaluation Model), is composed of 10 different stages, of which, the first one deals with program design or standardizing and the others are about evaluation.

¹ Which coordinates the evaluation and monitoring of PHARE and the Operational Programs funded from EU structural instruments

1. PROGRAM'S STANDARDIZATION

Romanian public administration has not passed to a program and project budgeting system, despite several attempts in this direction². That is the reason why numerous activities of public institutions have not been conceived as programs and projects. Though, they have many functional particularities that make them feasible for monitoring and evaluation. That is why, these activities can be called unstandardized programs and projects. They do not have clearly specified objectives, activities, time framework and other program elements. In order to be able to evaluate them, standardization of an institution activities is required. By this process, most of the public institutions activities could be turned into programs and projects. The gain would be an easier and more effective monitoring and evaluation. In order to standardise, we could use a Program's or Project's Form.

The Program's/Project's Form

Activities standardization is necessary whenever we need to turn them into programs and projects in order to monitorize and/or evaluate them. This could be achieved by simply filling in a Program's Form. This is an instrument that must contain several elements, such as the context of the program, the organizational structure, the documents of the program, the actors involved, the specific activities, the time framework, the resources involved, the expected results as well as other significant elements according to each case.

The context of the program involves a short history of the activity that is being standardized (details on its origin and its initiator), the summary of the specific activities of the program and of the delivery methods for different services, information on similar activities and services as well as details concerning the unicity of the program. Another element of the Program's Form is the organizational structure which refers mainly to the institution's levels of functioning and control and to the distribution of the responsibilities. The documents of the program must refer to the scope and the objectives of the program, the methodology of the program meaning the strategies used in order to reach the goals, short-term, medium-term and long-term expected results, the system of performance indicators. The documents of the program does not have to lack the description of the specific activities, where it should be mentioned the name, the location, the time framework of each individual activity, the responsible person for each activity and the incentives and penalties related to their proper and improper accomplishment respectively. It also should be mentioned evaluation and monitoring methodology as well as other significant elements according to the particular situation. Any Program's Form should

² Law of public finances 1989/1998

include a chapter of observations and additional notes. The Program's Form must be filled in based on repeated interviews conducted with the involved parties. The program initiators could give information on the context of the program. The organizational details may be delivered by those implementing the program. They could also give details on the documents of the programs.

After collecting all these pieces of information, we already have an overall image of the program and we can prepare the next step: the establishment of the monitoring and evaluation system of the program.

2. SETTING THE EVALUATION OBJECTIVES

During this stage the goals of the evaluation should be accurately presented. Even if not many evaluation questions can be answered because the lack of a monitoring system, several elements can be measured: the effects of the program as perceived by a group of actors involved in the program, the degree of their satisfaction, etc. The presentation of the evaluation perspective is crucial. This could be the perspective of the target group, that of all the actors involved, the perspective of the financing entity or that of the implementation unit. The type of the evaluation and the evaluation methods should also be specified here in order to set the area of the investigation.

3. CONCLUSIONS OF PREVIOUS EVALUATIONS

If any evaluation has been done previously, their findings should be presented. It could be useful to present especially strong and weak aspects that have been noticed in the past, as well as any other finding that could set the basis for present or future benchmark. In the category of previous evaluations may fall accreditation processes as well as any other evaluation or self-assessment.

4. THE CONSTRUCTION OF AN INDICATOR SYSTEM USED FOR MONITORING AND EVALUATION

The indicator system can be built starting from the concept operationalization procedure. This is an operation specific to social sciences research methodology. The first step would be to turn the concepts into variables. These variables represent the indicators of the future monitoring and evaluation indicator system. Next, several computations could be accomplished in order to obtain indices which can offer a synthetic image of different tendencies. During this stage, the type of indicators should also be established: performance indicators, impact indicators, efficiency indicators, etc. The indicator system that has been obtained can be used in a first instance both as a monitoring indicator system and as an

evaluation indicator system. Then, progressively, the evaluation indicator system will develop specific traits.

5. THE SELECTION AND USE OF RESEARCH METHODS IN PROGRAM EVALUATION

From the methodological toolkit of social sciences research, program evaluation uses both quantitative and qualitative methods. Therefore, it would be more appropriate to admit that program evaluation actually uses the multimethod approach. According to the type of the program and to the evaluation objectives diverse combinations of qualitative and quantitative methods should be used.

6. DATA ANALYSIS AND INTERPRETATION

Data interpretation is done, according to the type of collected data, with the help of statistical (quantitative) analysis methods or with the help of qualitative analysis methods.

7. FILLING IN THE INDICATOR SYSTEM

During this stage, the system of indicators will be filled in with measurement data obtained data analysis and interpretation stage.

8. THE DEVELOPMENT OF A PLAN TO FIGHT THE UNWANTED EFFECTS

This stage is specific to the internal institutional management. The evaluation process can bring a significant in-put by rendering explanations connected to functional and not functional aspects that have a positive or a negative impact. Even if the development of a plan to fight the unwanted effects is not generally perceived as being part of an evaluator's work, some useful suggestions can be made at this stage.

9. WRITING THE EVALUATION REPORT

The evaluation report represents the synthesis of the evaluation studies. It is about a document based on the evaluation process that can have different destinations. The evaluation report can address to the management of the institutions, to the financing entities that are supposed to have the responsibility of decision-making. The evaluation could suggest through the evaluation report some actions or decisions. In the same time, an evaluation could address to the media or to the general public. According to the target group of the evaluation, the language used and the detail presented should be carefully considered.

10. PLANNING THE INTEGRATION OF THE EVALUATION RESULTS IN THE DESIGN OF FUTURE ACTIVITIES AND PROGRAMS

Every evaluation should end by integrating some of its findings in future actions. The planning of integration of the evaluation results in the design of future activities and programs represents just as the plan for fighting the unwanted effects an additional but very useful document of the evaluation. This is useful mainly for increasing the performance of the future actions.

Trends

As most sources indicate, the tendency in the field is to use more than one evaluation model at a time (Hansen, 2005:448). But they must be carefully chosen and adjusted to country and institutional realities. In the public field, evaluation studies and reports are put to answer more and more questions regarding the process and the results of the projects; it is of increasing interest at the same time the economic effects and social impact effects. Especially in the case of the projects financed from public money the tendency is to use complex evaluation models that focus on more than one perspective.

In order to be effective, evaluation should be based on solid monitoring systems. If the monitoring system is missing, evaluation models should be consequently adjusted. In this respect, the new model, called PAEM (Public Administration Evaluation Model), is a possibility. It generates structured programs and projects out of mere, unstructured public institutions' activities, it helps at building an indicator system that has a double functionality: secures the future existence of a monitoring system and provides a functional evaluation toolkit.

A model for social impact assessment of public administration reform in Romania

Social Impact Assessment (hereafter, SIA) is a specific type of evaluation extremely useful in public management, a research technique and a public policy instrument successfully used all over the world by those responsible with institutional and organizational management, with the coordination of projects and programs financed from public or private funds. Governments use the SIA in order to notice in time the effects of the interventions they implement or they intend to implement. The aim of a model for Social Impact Assessment of Public Administration Reform is to see in time and mitigate the unwanted effects of public administration reforms on the groups of people, on communities and on society, as well as to encourage the positive elements of the impact. In short, Social Impact Assessment of Public Administration Reform can be used in order to minimize losses and maximize the benefits of the reform interventions upon small or large social groups.

The problem adressed

The main problem addressed by the present chapter is the weak data support regarding the social impact assessment of the public administration reform programs in Romania. This is an issue that may have a crucial long-term influence on the quality of public administration reforms. One of the great problems of public administration reform in Romania is the lack of experience in treating the citizen as customers. This is where social impact assessment research can have a positive impact. Another problem addressed by the study is the data gap concerning the previous, present and future effects of reform programs upon population and communities, and, in this respect, the weak data support for the decision-making process concerning the future reforms. One of the expected results of a model for Social Impact Assessment of Public Administration Reform is to support public policies and decision-making process for central and local governments in order to minimize losses and maximize the benefits of reform programs upon small or large groups of people and communities.

The main difficulty of the problem under discussion consists in the lack of a coherent and systemic monitoring system in Public Administration reform programs and, consequently, the gaps in empirical data collected over time. Most gaps can be covered by a complex data collection process both retrospectively and in real-time. The present project proposes an elaborate indicator system that can be used both as a monitoring system and for the future evaluation studies of the social impact assessment of Public Administration reform programs.

Necessity and opportunity

The main limit of the current approaches in the context of the state of the art in the field is the fact that the social impact assessment model that we design and develop will have a national focus as the impacts of Public Administration reform program are considered in the Romanian social, economic, organizational and cultural framework. But this limit is going to be irrelevant as a strong component of benchmarking and comparative perspective can be used in the design of the social impact assessment methodology as well as in the presentation of the results of the impact evaluations carried out with the help of this model. Becker and Vanclay (2008) and A.M.Esteves, D.Franks and F.Vanclay, (2012), propose some of the most recently appeared and comprehensive typologies regarding impact assessment models. Researchers such as C. Barrow (2001, 2003), F. Vanclay, A.M.Esteves (2011), H. Becker (1997), Rabel J. Burdge (2003) and many other authors promote the study of SIA theoretically and practically through the many publications in the field, through the IAIA-International Association for Impact Assessment, and inside this, through numerous activities such as teaching, organising workshops, conferences, discussion lists, editing professional publications, through permanently updating

the domain web site : www.iaia.org. A special feature of recent contributions is the stress placed on the practical applicability of the information proposed. That is why, a good part of the newly-appeared publications focus on definitions, justification, and they come with methodologies that, followed step by step, lead to the practical implementation of SIA. An example in this way is the book of Christopher Barrow: "Social Impact Assessment: An Introduction", published in 2004, at Oxford University Press. Endowed with more practical aims than theoretical ones, SIA has at least three generally accepted objectives: to inform about changes in norms, beliefs, perceptions, values and their effects, to anticipate possible impacts of actions both negative and positive, to suggest development alternatives to avoid. In short, it is meant to reduce or mitigate problems and maximize benefits.(Barrow, 2004:3)

Frank Vanclay is situated in the same paradigm. Together with other authors from IAIA, he published The International Handbook of Impact Assessment (2003, reprinted in 2008). "Today, the objective of SIA is to ensure that the developments(or planned interventions) that do occur maximize the benefits and minimize the costs of those developments, especially those costs borne by the community" (Vanclay, 2003, p. 1). He mainly refers to externalities, costs that are not properly taken into account. The decision makers, regulatory authorities and developers fail to consider them partly because they are not easily quantifiable and identifiable (Vanclay, Esteves, 2011).

The evaluation model that we develop in order to assess the social impacts of public administration reform is presently absent from the main flow of publications both nationally and internationally.

The concrete objectives of building a model for the Social Impact Assessment of reform programs in public administration

- 1) 1)Performing the evaluation of the Public Administration reform programs, from the social impact perspective.
- 2) 2)The possible use of the social impact assessment model developed in the evaluation of the impact of a Public Administration reform program in the 1990-2012 interval (Retrospective (ex-post) social impact assessment).
- 3) The implementation of the social impact assessment model developed in the evaluation of the social impact of a Public Administration reform programs that are in the implementation stage (interim social impact assessment).

- 4) The implementation of the social impact assessment model developed in the evaluation of the social impact of a Public Administration reform program that is going to be implemented in the future (ex-ante social impact assessment).
- 5) The possibility of elaboration packages of public policy proposals based on social impact assessment results in order to diminish negative social impacts of the Public Administration reforms and to encourage positive social impacts.

The degree of originality and innovation of a Social Impact Assessment of Public Administration Reform is high to extremely high. At present there exist no methodological tool for impact assessment study of reform programs adjusted to the Romanian institutional realities. In the impact assessments performed by international organisation in Romanian institutional environment the use of a methodology insufficiently adjusted to the institutional environment have distorted results. The Romanian public institutions benefit so far by a weak methodological toolkit that could help in designing and implementing social impact assessments.

A model for Social Impact Assessment of Public Administration Reform involves the design of extremely useful methodological tools for the impact assessments of Public Administration reforms in the Romanian institutional environment. This will give Romanian responsible with the design and implementation of Public Administration reforms the opportunity of more accurately calculating the impact assessment of programs and projects supported from public money. The new model would offer the public officials and the citizen an accurate image and idea of the potential and actual success of certain investments or investment opportunities from public money. As a consequence, the intuitive factor in the decision making process in public administration reform would significantly.

The evaluation model that we develop in order to assess the social impact of public administration reform is presently absent from the main flow of publications both nationally and internationally.

The elements of originality and innovation brought by the present project is the creation of a methodology that can be used for the social impact assessment at the level of complex reform programs. Some elements of the proposed model have already been included in several studies regarding public administration or public services reform by Mora and Ticlau (2012), Antonie (2012), Hîntea (2011) and Țigănaș et al. (2011). But a consistent social impact assessment model for the public administration reform is still missing from the field literature.

The Social Impact Assessment of Public Administration Reform would significantly influence the scientific field by introducing, developing and applying an social impact assessment model and

methodology especially designed for the evaluation of Public Administration reform programs in the context of Romanian socio-economic and cultural environment. This new concept and approach will definitely open new themes and research directions especially towards the social impact assessment of reforms in other domains and towards the use of social impact evaluation findings in policy-making process - which is an approach quite new to the Romanian practice, especially due to the lack of the evaluation culture and capacity.

The potential impact of the model in the scientific environment consists in: the possible use of data collected with the help of this model by other members of scientific community, the multiple possible use of the results of ex-ante, interim and ex-post social impact assessment of large-scale programs such as Public Administration reform in comparative studies by scientists from Romania and from abroad, the use of the social impact assessment model created in order to evaluate new possible or effective impacts of complex programs in other fields, the potential multiplier effect: eventual new impact assessment models will be developed for assessing other complex programs etc. The public awareness of the actual social impacts of the Public Administration reform programs in Romania is another potential impact along with the possibility to design packages of public policy proposals in order to diminish negative impacts of the Public Administration reforms implemented so far and to encourage and accentuate the positive impacts at social, economic and cultural level.

Methodology

Concerning the technical issues, the methodology used, there is a certain agreement among professionals. Social Impact Assessment involves the use of program evaluation methodology and that of sociological research methods, both quantitative (statistical) and qualitative (observation, interview, case-studies, etc)

For Social Impact a varied methodology developed, according to the socio-economic, cultural and organisational context, according to the nature of the intervention, the necessary variables to be measured, the available budget, and also according to the research capacity and a series of other factors involved.

Out of the classical sources (Backer, 1997; Rossi, Freeman and Lypsey, 1999) and of the most recent publications in the field: (Esteves, Franks and Vanclay, 2012), (Vanclay and Esteves, 2011), numerous research designs for impact assessment can be used, according to the intervention assignment, the type of controls used, and the data collection strategies. Therefore, we can use simple analysis before and after intervention, cross-sectional studies for non-uniform programs, panel studies: several

repeated measures for non-uniform programs and time-series: many repeated measures. Simple before-and-after studies have a non-random and uniform intervention assignment, targets measured before and after intervention, while the output is measured on exposed targets before and after intervention. Cross-sectional studies for non-uniform programs have a non-random and non-uniform intervention assignment, targets differentially exposed to intervention compared with statistical controls. As data collection strategies, after-intervention output measures and control variables are used Panel studies: several repeated measures for non-uniform programs have a non-random and non-uniform intervention assignment where targets are measured before, during and after intervention. For data collection repeated measures are used, taken of exposure to intervention and of output. The time series case: many repeated measures, the intervention assignment is non-random and uniform, there are large aggregates compared before and after intervention. For data collection, many repeated before and after intervention output measures on large aggregates are applied.

The investigation in the area of Social Impact Assessment of Public Administration Reform have to integrate the newest approaches regarding methods and tools from program evaluation and social sciences research. From the social sciences research methodology, the multimethod paradigm is the most appropriate. Specifically, the methods that can be used are: analysis of documents (the document population consists in: documents and reports related to the Public Administration reform from Romania and from abroad; the research instrument will be the document analysis grid), the secondary data analysis, in order to analyse the Public Administration reform programs, the interview (with the interview guide as instrument) applied to reform programs responsables (present and former ministries, secretaries of state in the Ministry of Administration and Interior, public officials at local level and other important actors responsible with the reform of Public Administration. The evaluation types that can be used, are ex-post evaluation of the social impact, interim evaluation of the social impact, and ex-ante evaluation of the social impact. From the program evaluation toolkit, a wide variety of evaluation models, methods and instruments could be used: results models, program-theory model and process models, system models and one of the most recently debated in the scientific literature and in the evaluation practice at the level of the European Union: the counterfactual evaluation model. Along with the social research methods mentioned above, the researchers can also use the social survey with questionnaire and the interview, where necessary, to make sure the existent data gaps do not influence the results of the project. A survey can be conducted for each of the ex-post, the interim and the ex-ante evaluation of social impact. The population targeted for the Social Impact Assessment of Public Administration Reform would be: (1) the personnel involved in the development of the Public Administration reform programs at central and local level and (2) the citizens from across the country .

The sample would be a random stratified one. The stratification variables possible to be used are: the administrative region (for the investigations performed both on citizen and on public clerks and public officials responsible with reform): North-East, South-East, South Muntenia, South-West Oltenia, West, North-West, Center, Bucharest-Ilfov and the institution type (used only for the responsible with the design and implementation of Public Administration reform survey): Central government, Prefectures, City Halls, General Directions of Public Finances, Work and Social Protection Directions, Prefectures, County Councils. Beside these, according to the concrete reform domain, some other stratification variables might be used as well. Analysis of the documents, the secondary data analysis applied on data basis and outputs resulted from other research studies, and the methodology specific to public policy proposals: setting the priorities, assessing the alternative scenarios for action, assessing the anticipated results for every scenario can also be used for the accomplishment of the Social Impact Assessment of Public Administration Reform.

The steps involved by the model for Social Impact Assessment of Public Administration Reform in Romania include:

1. The analysis of the social impact assessment models used in the assessment of complex reform programs in public administration.
2. The analysis of the Public Administration reform programs from 1990 till 2012.
3. The analysis of the public administration reform programs from 2013 and of the intended Public Administration reform programs for the future.
4. The development of a social impact assessment model and methodology fit for the evaluation of Public Administration reform programs.
5. Testing the model developed at step number 4.
6. Methodological Design of the research (sampling, questionnaire and interview guide construction and testing) for the investigation of the Social Impact Assessment of Public Administration Reform
7. The collection and analysis of empirical data regarding the ex-post social impact assessment of the reform program in Public Administration from the 1990-2012 interval.
8. Methodological Design (sampling, questionnaire and interview guide construction and testing) for the investigation of the interim social impact assessment of a public administration reform program that is in the implementation stage.

9. The collection and analysis of empirical data regarding the interim social impact assessment of a reform program in Public Administration that is in the implementation stage.
10. Methodological Design (sampling, questionnaire and interview guide construction and testing) for the investigation of the ex-ante social impact assessment of a public administration reform program that is going to be implemented.
11. The collection and analysis of empirical data regarding the ex-ante social impact assessment of a reform program in Public Administration that is going to be implemented.
12. The development of recommendations and policy proposals based on the results of the analysis of the social impact assessment studies performed

2. CONCLUSIONS

Scientifically, the problem is highly important as the developers of Public Administration reform programs could use the results of a social impact assessment of previous, present and future reform programs in order to make data-based decisions. Technologically, the issue is highly significant as it develops a new social impact assessment methodology fit for the evaluation of the impact of Public Administration reform programs. From the socio-economic and cultural point of view, the SIA methodology presented is extremely relevant as it brings into focus the socio-economic and cultural impacts of the Public Administration reform programs. What is more, with the help of this methodology, the responsible with the reform in public administration can elaborate public policy proposals in order to diminish the negative social impacts of the Public Administration reform programs and to encourage the positive impacts.

The main potential risks are related to: the data quality and data gaps regarding the public administration reform programs; approaches for mitigation: collecting primary data, where possible, and signaling the gaps in data interpretation process where necessary.

General Conclusions: New Evaluation Models Used in Public Administration-Tools for Institutional Resilience Process in City Management

Institutional Resilience Process in City Management is a phenomenon requiring structured visions, strategies, objectives and activities. The New Evaluation Models Used in Public Administration can be extremely useful tools in the Institutional Resilience Process in City Management as they have three fundamental functions:

- Help in the structuring of the process

- Help in setting a monitoring indicator system
- Assess the results of the process

From this perspective, both PAEM (Public Administration Evaluation Model) and the model for social impact assessment of public administration reform in Romania could bring an added value to the Institutional Resilience Process in City Management in Romania.

ACKNOWLEDGEMENT

The contribution brought by Raluca Antonie to this study was possible due to a post-doctoral grant obtained in the project "Investing in people!" co-financed by the Operational Sectorial Program for the Development of Human Resources, Transnational network for the integrated management of post-doctoral research in the field of Science Communication. Institutional building (post-doctoral school) and grant program (CommScie)' contract no. POSDRU/89/1.5/S/63663.

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