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Fondul Social European



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Ministerul Dezvoltării Regionale  
și Administrației Publice



Inovație în administrație  
Programul Operațional  
"Dezvoltarea Capacității  
Administrative"

Proiect cofinanțat din Fondul Social European, prin Programul Operațional "Dezvoltarea Capacității Administrative", în perioada 2007-2013

## **Seminar 1: ANALIZA POLITICILOR PUBLICE PENTRU PROFESIONIȘTII ÎN ÎNVĂȚĂMÂNTUL SUPERIOR (CONCEPT)**

### Obiectivele programului

Principalul obiectiv al programului este Acela de a echipa profesioniștii cu atribuții în învățământul superior cu un set de instrumente moderne, eficiente, utile de analiză a politicilor publice, care să le permită să formuleze politici publice bine-elaborate cu şanse mari de a fi preluate de fatorii decizionali din domeniu și implementate. Seminarul se va concentra desigur, în principal asupra pașilor de întocmire a unei politici publice, concomitent creând contextul discuțiilor privind implementarea conceptelor teoretice abordate în domeniul politicilor publice din educație.

Participanții vor fi ghidați prin diversi pași de învățare privind procesul politicilor publice, de la definirea problemei, analiza principaliilor factori interesați, analiza opțiunilor disponibile și a eficienței financiare a fiecărei dintre ele, oferindu-lui-se astfel oportunitatea de a aborda situații reale din cadrul activității lor curente spre discuție și identificare de soluții de imbunătățire a situației reale. Prin intermediul studiilor de caz prezentate și a activităților practice pregătite atât pentru grup cât și la nivel individual, participanții vor avea ocazia de a reflecta, într-o manieră analitică, asupra limitărilor instrumentelor prezentate în implementarea în activitatea lor curentă, precum și asupra modului în care aceste limitări pot fi depășite.

Participanții vor primi înainte de participarea la curs, Manualul de politici publice elăorat de către UEFISCDI și Societatea Academică din România (SAR) pentru a putea pregăti, înaintea participării la seminar, o descriere succintă a unei politici publice de interes pentru ei sau una asupra căreia munca lor se concentrează în această perioadă. Este recomandat participanților ca descrierea pregătită de ei să urmeze cei opt pași ai elaborării unei politici publice, așa cum sunt ei descriși în manual. Descrierile vor fi utilizate pe durata seminarului, participanții fiind ghidați și primind ajutor de la facilitatorii pentru a-și dezvolta propunerile de politici publice, în acord cu cele învățate la seminar.

Limba de lucru în cadrul seminarului este limba română și engleză (pe durata intervențiilor invitaților străini).

### Participanți

20 de experți, selectați în urma unui apel de înscriere adresat specific structurilor naționale cu atribuții în domeniul învățământului superior în special al elaborării, analizei și evaluării politicilor publice în educație (MEN, UEFISCDI, ARACIS, CNS, ANC etc.)

### Procesul de selecție a participanților

Selectia participanților se va face în baza propunerilor de politici publice înscrise în momentul aplicării pentru participarea la seminar. Propunerile de politici publice înscrise trebuie să aibă 1-2 pagini, să urmeze formatul recomandat și să fie trimise în termenul de înscriere anunțat în anunțul de informare privind organizarea seminarului. Propunerea va fi însoțită de un CV al applicantului. Un comitet de selecție (ce va include un reprezentant SAR) va analiza propunerile primite și va selecta dintre aplicații cei 20 de participanți la seminar. Fiecare participant selectat va primi ulterior un răspuns personalizat cu feedback individualizat pentru propunerea înscrișă, de la echipa suport (Răzvan Orășanu și Corina Murafa)



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## Seminar 1: ANALIZA POLITICILOR PUBLICE PENTRU PROFESIONIȘTII ÎN ÎNVĂȚĂMÂNTUL SUPERIOR

Structură Seminar

### Ziua 1

I. Sesiunea introductivă (toți participanții). Discursurile de deschidere

II. Sesiunea introductivă în ciclul de politici publice - Corina Murafa

III. Workshop: în grupe de 2-5 participanți (grupați în funcție de propunerea de domeniu în care este făcută propunerea de politică publică astfel încât să fie grupate persoanele cu propunerii din domenii semilare/adiacente). Se rezolvă Tema nr. 1: **definirea problemei și analiza stakeholderilor**. Se folosesc ca suport capitolele relevante din Manualul de politici publice. Sesiunea este facilitată de către Corina Murafa

IV. Prezentare "Dezvoltare durabilă", Formulare de feedback (pentru prima parte a seminarului) – Corina Murafa

### Ziua 2

V. Sesiunea: "Instrumente ale bunei guvernații" (Alina-Mungiu Pippidi, Hertie School of Governance, președinte SAR)

VI. Sesiunea: "Politici bazate pe evidente. Analiza de date" (Corina Murafa)

VII. Sesiunea "Mecanisme ale politicilor publice" (Alina-Mungiu Pippidi, Hertie School of Governance, președinte SAR)

VIII. **Workshop 2.** Participanții, grupați în aceeași grupă de lucru ca în prima zi, vor analiza opțiunile disponibile pentru propunerea lor de politică publică și vor lucra împreună pentru a construi opțiuni alternative. Sesiunea va fi facilitată de către Corina Murafa.

### Ziua 3

IX. Sesiunea: "Evaluarea programelor și politicilor publice. Rolul indicatorilor" (Valentin Ariton)

X. Sesiunea: "Policy Tools in the Education Sector. Landmark policy analysis tools. Case studies from the sector of education." (Peter Rado)

XI. În grupuri de 2-5 participanți se discută pentru identificarea de posibilități de îmbunătățire împreună cu facilitatorul a propunerii de politică publică. Facilitator: Corina Murafa

XII. Sesiunea: "Statistică privind performanța și masurarea performanței" (Corina Murafa)



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Ziua 4

XIII. Sesiune Optional – "Michelle Rhee și reforma educațională din Washington D.C." (Corina Murafa,  
Peter Rado).



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The Executive Agency for Higher Education, Research, Development and Innovation Funding

## "Higher Education Evidence Based Policy Making: a necessary premise for progress in Romania"

SMIS 34912

**Analiza politicielor publice pentru profesionistii din invatamantul superior**  
**Sesiune introductiva**  
Corina Murafa



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## Rolul analizei de politici publice in cadrul procesului de politici publice

Trebuie facuta o distinctie intre analiza de politici publice si cercetarea de politici publice (Policy Analysis vs. Policy Research)

- Analiza de politici publice = analiza prescriptiva menita sa ghideze pe termen scurt luarea deciziilor intr-un context bine definiti
- Cercetarea de politici publice = analiza descriptiva sau inferentiala a politiciilor publice de catre cercetatori din afara domeniului de analiza
  - Harta vs. Itinerariul



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## Scopul final analiza vs. cercetare

Cercetarea de politici publice (PR)	Analiza de politici publice (PA)
- Publicarea unui articol academic (o intreprindere teoretica, cu scopul de a livra "adevarul" clientului)	Comparatie sistematica intre solutii alternative
- Raport de cercetare in domeniul politicilor publice (metodologie formală cu intrebare de cercetare; poate raspunde la intrebari precum efectele variantei anumitor variabile asupra rezultatului final)	- Caracter inovator mai redus (sinteza de cercetari/ informatii deja existente)
	Memo, White Paper, Green Paper
	"Policy analysis is less concerned with pure theory building than in producing information useful in political settings for resolution of defined social problems" (Guess, 2000)



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## Documente obisnuite in Analiza de Politici Publice (PA)

- Brief sau memo** = evaluare sumara a situatiei si a optiunilor aflate la dispozitia decidentului
- Raport al departamentului (departmental paper)** = brief/ memo plus recomandari sau feedback
- Position paper** = pozitia in materie de politici a agentiei, guvernului, partidului, companiei
- Blue paper** = consultare asupra importantei subiectului si optiunilor de politici pentru rezolvarea unei probleme
- White paper** = propunerea unei politici cu argumente, background, dupa consultari



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## Rolul Analizei de Politici in procesul de politici publice

- **Formularea agendei de politici** ← Structurarea/ definirea problemei
- **Formularea de politici** ← Prognoza rezultatelor (*forecasting policy outcomes*)
- **Adoptarea politicii** ← Recomandarea unei alternative/ politici preferate
- **Implementarea de politici** ← Monitorizarea rezultatelor politicilor (*monitoring policy outcomes*)
- **Evaluarea de politici** ← Evaluarea performantei politicilor
- **Adaptarea unei politici** ← Recomandari de adaptare
- **Succesiunea de politici** ← Re(recomandare) de politici



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## Exemplu: Reforma Bologna in educatia superioara

### Tratarea temei ca "analiza de politici publice" (PA)

- **Problema:** UE a ramas in urma SUA dpdv educatie terciara
- **Presupunere:** Diferenta de performanta intre cele doua sisteme este responsabila pentru performanta mai buna a economiei americane => trebuie interventie
- **Obiectul analizei:** Ce optiuni exista pentru a reduce decalajul cat mai eficient? (ex: in cel mai scurt timp posibil)
- **Solutii:**
  - Optiunea 1: Crearea de noi programe pentru a creste numarul de studenti/ absolvenți
  - Optiunea 2: Restructurarea universitatilor de stat europene aplicand modelul celor americane
  - Optiunea 3: Incurajarea invatamantului privat
  - => In esenta, se propune reformarea 3+2+3 (noi programe, armonizare, evaluare, etc.)



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## Exemplu: Reforma Bologna in educatia superioara

Tratarea temei ca "cercetare de politici publice" (PR)

-Problema: UE a ramas in urma SUA dpdv educatie terciara

-Intrebari de cercetare:

- 1.Este educatia terciara responsabila de o performanta economica nationala mai buna, controland pentru toate celelalte variabile posibile?
- 2.Toate tipurile/ formele de educatie terciara duc spre o performanta mai buna?
- 3.Presupunand ca educatie este cheia pentru dezvoltare, cum au performat din punct de vedere economic tarile care au investit in educatie? Care este cauza diferentei de performanta (luand investitii egale)? Institutii/ reforma vs. investitii.



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# CICLUL DE POLITICI PUBLICE: ETAPELE ELABORARII UNEI PROPUNERI DE POLITICA PUBLICA



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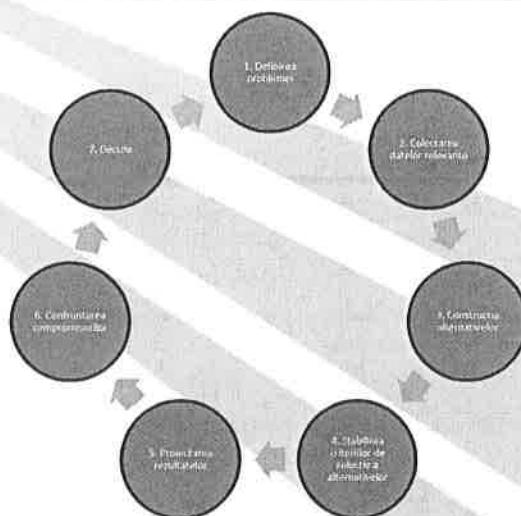
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Va multumesc pentru atentie!

Corina Murafa

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### Tema 1: Definirea problemei și analiza factorilor interesați (stakeholder)

Suport: capitolele ce fac referire la definirea problemei și analiza factorilor interesați din Manualul de politici publice

În grupuri de 2-5 participanți (aranjați în funcție de domeniile de interes în care se încadrează propunerile de politici publice înscrise) discutați în detaliu problemele adresate de propunerile de politici publice. Întocmiți o listă a potențialelor surse de date pe care intenționați să le utilizați, precum și tipul de date și statistici de care considerați că veți avea nevoie pentru a fundamenta politica publică propusă. Întotdeauna încercați să identificați cauza reală, de la bază, a problemei (repetând întrebarea : "De ce ?").

Folosind instrumentele descrise în manual, listați principaliii factori interesați (stakeholder) ai propunerii voastre de politică publică, în special pe aceia care au o influență mare fie în favoarea fie împotriva soluționării problemei identificate de voi. Opozanții reformei sunt cei mai periculoși factori interesați, de aceea trebuie identificați din timp (într-o fază incipientă a elaborării propunerii).

Rezumați aceste informații într-o pagină A4.



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## Unitatea Executivă pentru Finanțarea Învățământului Superior, a Cercetării, Dezvoltării și Inovării – UEFISCDI „Politici publice fundamentate în Învățământul Superior: o premisă necesară pentru dezvoltarea României”

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**Dezvoltare durabilă**  
De Corina Murafa, SAR

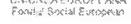
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## Dezvoltare durabilă

- **Definiție:** totalitatea formelor și metodelor de dezvoltare socio-economică care se axează pe asigurarea unui echilibru între aspectele sociale, economice și ecologice și elementele capitalului natural.
- Comisia Mondială pentru Mediu și Dezvoltare (WCED) în raportul "Viitorul nostru comun", cunoscut și sub numele de Raportul Brundtland: "dezvoltarea durabilă este dezvoltarea care urmărește satisfacerea nevoilor prezentului, fără a compromite posibilitatea generațiilor viitoare de a-și satisface propriile nevoi".

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## • Conceptul

- Inițiat concomitent cu problemele de mediu și legat de criza de resurse naturale;
- Abordare nouă față de resurse, în special ale celor non-regenerabile;
- Propune un „produs verde național” ce va exclude treptat utilizarea resurselor neregenerabile, valorificând alte tipuri de resurse;
- Creează cadrul teoretic de luare a deciziilor în orice tip de raport on-mediu;
- Urmărește satisfacerea nevoilor prezentului, fără a compromite posibilitatea generațiilor viitoare de a-și satisface propriile nevoi;
- Urmărește un randament echitabil și valorificarea resurselor.



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## • Sustenabilitatea vizează:

- Capitalul de resurse;
- Energia încorporată (toată energia necesară pentru a procesa, transporta și asambla un material sau resursa);
- Comunitatea globală (toată energia necesară pentru a procesa, transporta și asambla un material sau resursa);
- Economia;
- Regenerabilitatea;
- Întelepciunea tradițională;
- Schimbarea instituțională;
- Tehnologia.



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- **Principiile dezvoltării durabile (Declarația de la Rio asupra Mediului și Dezvoltării)**
- **Principiul 1:** Oamenii stau în centrul preocupărilor dezvoltării durabile. Ei au dreptul la o viață sănătoasă și productivă, în armonie cu natura.
- **Principiul 2:** Statele, au dreptul de a-si exploata propriile resurse și responsabilitatea de a asigura faptul ca activitatile desfasurate nu cauzeaza daune mediului altor state.
- **Principiul 3:** Dreptul la dezvoltare trebuie asigură atât pentru generațiilor prezente cât și viitoare.



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Inovație în administrație  
Programul Operațional  
"Dezvoltarea Capacității  
Administrative"

- **Principiul 4:** Pentru atingerea dezvoltării durabile, protecția mediului trebuie să constituie parte integrantă a procesului de dezvoltare și nu poate fi considerată izolată de acesta.
- **Principiul 5:** Toate statele și toți oamenii trebuie să coopereze în scopul esențial al eradicării sărăciei, ca cerința indispensabilă a dezvoltării durabile, pentru a diminua inegalitățile între standardele de viață și pentru a satisface mai bine nevoile majorității oamenilor lumii.
- **Principiul 6:** Acțiunile internaționale în domeniul mediului și dezvoltării trebuie, de asemenea, să se adreseze intereselor și nevoilor tuturor țărilor, în special ale celor în curs de dezvoltare.



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Politici publice fundamentate  
în Învățământul Superior

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- **Principiul 7:** Statele trebuie să coopereze într-un spirit de parteneriat global (cu responsabilitati comune dar diferențiate) - țările dezvoltate recunosc responsabilitatea pe care o poartă în atingerea dezvoltării durabile la nivel internațional, având în vedere presiunile pe care societățile lor le au asupra mediului global și tehnologiile și resursele financiare pe care le detin.
- **Principiul 8:** Statele trebuie să reducă și să eliminate modelele nesustenabile de producție și consum și să promoveze politici demografice potrivite.
- **Principiul 9:** Statele trebuie să coopereze pentru a-și întări capacitatea administrativă internă pentru dezvoltarea durabilă, prin creșterea nivelului de înțelegere științifică prin schimburi de cunoștințe științifice și tehnologice și prin intensificarea dezvoltării, adaptării, răspândirii și transferului tehnologilor, inclusiv a tehnologiilor noi și inovatoare.



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- **Principiul 25:** Pacea, dezvoltarea și protecția mediului sunt interdependente și inseparabile.
- **Principiul 26:** Statele trebuie să își rezolve toate disputele legate de mediu în mod pașnic și prin mijloace potrivite în acord cu Carta Națiunilor Unite.
- **Principiul 27:** Statele și oamenii trebuie să coopereze în bună credință și într-un spirit de parteneriat la îndeplinirea principiilor cuprinse în această Declarație și la dezvoltarea în continuare a legilor internaționale în domeniul dezvoltării durabile.



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## • Strategia de dezvoltare durabilă a Uniunii Europene – obiective generale

- limitarea schimbărilor climatice, a costurilor și a efectelor negative pentru societate și mediu;
- promovarea modelelor de producție și consum durabile;
- îmbunătățirea managementului și evitarea supraexploatarii resurselor naturale, recunoscând valoarea serviciilor ecosistemelor;
- promovarea unei bune sănătăți publice în mod echitabil și îmbunătățirea protecției împotriva amenințărilor asupra sănătății;
- promovarea activă a dezvoltării durabile pe scară largă, pentru a asigura concordanța între politicile interne și externe ale UE și angajamentele internaționale ale Uniunii privitoare la dezvoltarea durabilă.



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## "Higher Education Evidence Based Policy Making: a necessary premise for progress in Romania"

SMIS 34912

### Seminar 1: Instrumente de buna guvernare

Alina Mungiu-Pippidi, Hertie School of Government, Președinte SAR

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## Instrumente de guvernare

### ADVOCACY

Publicarea și  
monitorizarea  
informației  
(datelor)

### LEGE

Comandarea  
și controlul  
reglementarilor

### FINANȚARE

Granturi,  
împrumuturi,  
taxe reduse  
etc.

### ORGANIZARE

Directă  
intervenție  
asupra  
bunurilor și  
serviciilor  
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Varianta	Descrierea	Exemplu
Reglementarea accesului la informatie	Informata este oferita publicului	Statistici privind crimele; rezultatele la BAC; Rezultatele la examenele nationale
Campanii de responsabilizare a publicului larg	Sunt folosite pentru a creste gradul de conștientizare asupra unor situații particulare și prezintă informații de bază	Campanii pt. reducerea vitezei; campanii de sănătate publică;
Raportare și reglementarea transparentei publice	Guvernul impune reguli agentilor de a pune la dispoziția publicului informații cu caracter public.	Conturile companiilor publice/ private. Rapoarte de activitate
Etichetari	Producătorii sunt obligați să afiseze pe eticheta produselor informații într-un anumit format standardizat (usor de citit/inteles)	Informații nutritive; etichete privind consumul energetic pentru electrocasnice;
Servicii de consultanță	Un expert oferă informații și sfaturi persoanelor / companiilor private	ANBCC Romania
Serviciul de reprezentare	Un expert este contractat să acioneze în numele persoanei sau companiei	OMBUDSMAN / Avocatul poporului



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## • Variante de soluționare directă

Varianta	Descrierea	Exemplu
Directă realizare de service	Guvernul intervine direct oferind servicii sectorului public	Politia
Subcontractare a serviciilor	Guvernul contractează structuri din mediul/sectorul non-public (ex. Firme) pentru a construi sau operationaliza anumite servicii	Construcția sau managementul drumurilor



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Varianta de instrument economic	Descrierea	Exemplul
Taxe	Guvernul creste pretul platit de consumator / costurile pentru industrie	TVA; taxa la combustibil
Servicii cu plata	Guvernul realizeaza servicii cu plata	Serviciile de paza la meciurile de fotbal
Vouchere si subventii	Guvernul reduce pretul platit de consumator sau costurile industriei	Vouchere pt scoala; Suedia
Reduceri de taxe	Guvernul reduce costurile unei activitatii marginale	Investitiile Greenfield
Beneficii si granturi	Similar subventiilor; ele pun insa accentul pe acele persoane care primesc subvenitia nu asupra produsului evideniat/favorizat	Alocatiile scolarilor; Alocatiile pentru persoanele cu handicap
Tradable permits si cote prestabilitoare	Sisteme sub care se creaza dreptul de a produce bunuri/servicii si se creaza si piata in care acestea sa fie vandute	Schema emisiilor de carbon
Premii si licitarea francizelor si licentelor	Sisteme in cadrul carora dreptul de a produce sau a oferi servicii este vandut	Piste de aterizare a aeroporturilor
Imprumuturi guvernamentale, garantii si asigurari	Guvernul ofera direct imprumuturi si subventii pentru imprumut (ex. Prin garantii si asigurari)	Garantiiile creditelor de export

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### Variante ale reglementarilor si altelor legi

Varianta	Descriere	Exemple
Reglementarea pietii si a preturilor	Legi si reguli care: 1) seteaza preturile ce pot fi aplicate unor produse/servicii; 2) seteaza modul de organizare al companiilor si al relatiei lor cu alte companii	Reglementarea preturilor CFR; Reglementarea utilitatilor
Reglementarea productiei si a consumului	Legi si reguli care prescriu productia anumitor produse – putand include prevederi privind: caracteristicile produselor/serviciilor produse, cine poate produce / oferi un serviciu etc.	Reguli privind planificarea; Legea licentelor
Reglementarea standardelor	Reguli care seteaza standarde de minimim si maxim pentru anumite caracteristici ale produselor sau serviciilor si tehniciile utilizate la productie	Sanatate; Securitate; standarde de export – import
Permisii/interdictii	Reguli care delimita ce este permis si interzis pentru un agent	Interzicerea reclamelor la tutun/medicamente
Drepturi si legislatia reprezentarii	Reguli care ofera agentilor drepturi / modalitati de reprezentare	Drepturile omului

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## Rezumatul principalelor aspecte generale asociate instrumentelor de politici publice (I)

### Aspecte generale:

- Guvernul actioneaza, in general, influentand costurile, fie ca este vorba de costuri directe, costuri de impunere/respectare a reglementarilor;
- + Interventia guvernului poate necesita date suplimentare a caror colectare poate fi costisitoare sau sa pericliteze libertatea cetatenilor;

### Informare, educare, sfaturi:

- Accesul la informatie este un instrument usor accesibil
- Permite individelor sa ia o decizie informata
- Ar trebui utilizata doar daca individii au capacitatea si motivația de a reacționa la noi informatii
- Eficiența depinde de multi factori (ex. Cat de bine este direcționata informatia; temporizarea informatiei; credeabilitatea mesagerului)

### Realizarea directa:

- Fie de catre guvern/structurile acestuia, fie de catre structuri subcontractate de catre guvern
- Produsele asigurate



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## • Rezumatul principalelor aspecte generale asociate instrumentelor de politici publice (II)

- Poate reprezenta un transfer de risk de la sectorul public la cel privat
  - Poate crea probleme agentului principal
  - Poate influenta competitia (ex. Percepția de favorizare a unui agent)
  - Finantat din taxe
- **Instrumente economice**
    - Decentralizarea factorilor decizionali poate însemna că guvernul va solicita mai puțină informație (date) față de alte alternative
  - **Reglementare și legislație**
    - Explica cum este așteptat să se comporte anumiți indivizi
    - Pot fi flexibile și pot avea consecințe neasteptate
  - **Autoreglementare**
    - O alternativă rapidă și cu costuri mai reduse
    - Pot crea barieră la intrare



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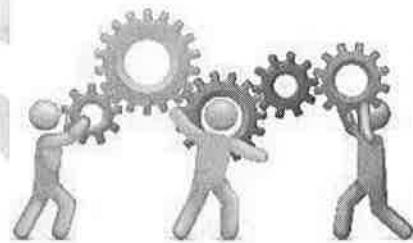


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## • Implementare



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## • Descentralizare



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**Va multumim!**



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### Sesiunea 2: Politici bazate pe evidente. Analiza de date

Corina Murafa



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#### 1. Definirea problemei

- Analizeaza legaturile cauza- problema
- Defineste clar problema
- Evita formularile "prea mult", "prea putin", "insuficient" si alte expresii imprecise
- Evita cuvintele/ expresiile de partizanat, sau cele cu incarcatura similara
- Etichete/ marci (precum "sarcina la varsta adolescentei/ romi")
- Daca e posibil, cuantifica (si gaseste studiile care sa ajute la cuantificare)
- Pune diagnostic conditiilor care cauzeaza problema si izoleaza-le
- Problema nu trebuie sa includa solutia
- Ia mereu in calcul datele de care dispusi



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## 2. Culege toate datele disponibile

- Există studii/ analize pe subiect?
- Defineste și codifica evidențele de care dispui
- Ce date îți lipsesc? Le poti colecta?
- Poti găsi în mod indirect informație relevantă?
- Literatura academică este extrem de relevantă
- "Best practice" (cum facem?)
- Analogii
- Găndește logic problema (Bob Behn)



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## 3. Construiește alternative

- "Alternativele" sau "opțiunile de politici" pot fi oferite de numeroase persoane
- Modelează sistemul în cadrul căruia se află problema
- Conceptualizează și redu lista alternativelor
- Schitează alternativele de politici (sau ia în calcul cele mai bune practici deja schităte)
- Ambiguitate:
  - Uneori alegerea presupune eliminarea altor opțiuni
  - Alternative care să se suprapună sau să se exclude reciproc etc.



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#### 4. Seteaza criteriile/ obiectivele

- Eficiența poate fi un obiectiv
- Eficiența și echitatea alocațiilor
- Criteriile/ obiectivele de dezbatut prin procese politice
- Legalitatea trebuie să fie un considerent important
- Forță în capacitatea de implementare
- Modele de optimizare: ex.: maximizarea numărului de persoane fără adăpost ajutate, fără a crește bugetul alocat
- Analiza multi-criterială



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#### 5. Proiecteaza rezultatele

- Un model mic pentru a anticipa rezultatele (în termeni de buget, schimbări de personal, schimbări în structura organizațională, în pattern-urile de lucru, timp de adaptare)
- Analiza de sensibilitate (pentru a oferi imaginea asupra importanței/mărimei)
- Costul implementării și evaluarea rezultatelor probabile
- Consecințe negative involuntare?
- Sunt costuri ascunse? Lucruri pe care nu le-ai luat în considerare până acum?
- Matricea rezultata, luând în considerare opțiunile de calcul
- Încearcă să elimini cât mai multe influente în evaluare



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## 6. Confrunta compromisurile

- Gaseste modalitati de a evalua tot ceea ce costa, astfel incat sa poti compara
- Reanalyzeaza, luand in considerare alternativele si incertitudinile
- Gandeste in termeni de comparare a rezultatelor
- Elimina varianta cea mai slaba
- Gaseste metode mai bune de a evalua rezultatele ramase
- Compara cu cea mai buna situatie posibila



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## 7. Timpul de decizie

- Decizia este deseori politica, dar ar trebui sa fie informată
- Programe serioase de implementare
- Solutia raspunde problemei?
- De ce nu este inca aplicat ceea ce ai propus?
- Trebuie sa reiei din nou etapele 1-7, daca decizia nu poate fi luata



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## 8. Spune-ți povestea

- Există vreo cale simplă prin care o poti comunica?
- Are rationament logic?
- Există alta metoda de a o aborda?
- Poti convinge pe oricine "de pe strada"?



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## Rolul analizei de politici publice în cadrul procesului de politici publice

Trebuie facuta o distinctie intre analiza de politici publice si cercetarea de politici publice (Policy Analysis vs. Policy Research)

- Analiza de politici publice = analiza prescriptive menita sa ghideze pe termen scurt luarea deciziilor intr-un context bine definiti
- Cercetarea de politici publice = analiza descriptiva sau inferentiala a politicilor publice de catre cercetatori din afara domeniului de analiza
  - Harta vs. Itinerariul



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## Scopul final analiza vs. cercetare

Cercetarea de politici publice (PR)	Analiza de politici publice (PA)
- Publicarea unui articol academic (o intreprindere teoretica, cu scopul de a livra "adevarul" clientului)	Comparatie sistematica intre solutii alternative
- Raport de cercetare in domeniul politicilor publice (metodologie formală cu intrebare de cercetare; poate raspunde la intrebari precum efectele variantei anumitor variabile asupra rezultatului final)	- Caracter inovator mai redus (sinteza de cercetari/ informatii deja existente)
	Memo, White Paper, Green Paper
	"Policy analysis is less concerned with pure theory building than in producing information useful in political settings for resolution of defined social problems" (Guess, 2000)



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## Documente obisnuite in Analiza de Politici Publice (PA)

- **Brief sau memo** = evaluare sumara a situatiei si a optiunilor aflate la dispozitia decidentului
- **Raport al departamentului (departmental paper)** = brief/ memo plus recomandari sau feedback
- **Position paper** = pozitia in materie de politici a agentiei, guvernului, partidului, companiei
- **Blue paper** = consultare asupra importantei subiectului si optiunilor de politici pentru rezolvarea unei probleme
- **White paper** = propunerea unei politici cu argumente, background, dupa consultari



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## Rolul Analizei de Politici in procesul de politici publice

- **Formularea agendei de politici** ← Structurarea/ definirea problemei
- **Formularea de politici** ← Prognoza rezultatelor (*forecasting policy outcomes*)
- **Adoptarea politicilor** ← Recomandarea unei alternative/ politici preferate
- **Implementarea de politici** ← Monitorizarea rezultatelor politicilor (*monitoring policy outcomes*)
- **Evaluarea de politici** ← Evaluarea performantei politicilor
- **Adaptarea unei politici** ← Recomandari de adaptare
- **Succesiunea de politici** ← Re(recomandare) de politici



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## Exemplu: Reforma Bologna in educatia superioara

### Tratarea temei ca "analiza de politici publice" (PA)

- **Problema:** UE a ramas in urma SUA dpdv educatie terciara
- **Presupunere:** Diferenta de performanta intre cele doua sisteme este responsabila pentru performanta mai buna a economiei americane => trebuie interventie
- **Obiectul analizei:** Ce optiuni exista pentru a reduce decalajul cat mai eficient? (ex: in cel mai scurt timp posibil)
- **Solutii:**
  - Optiunea 1: Crearea de noi programe pentru a creste numarul de studenti/ absolvenți
  - Optiunea 2: Restructurarea universitatilor de stat europene aplicand modelul celor americane
  - Optiunea 3: Incurajarea invatamantului privat
  - => In esenta, se propune reformarea 3+2+3 (noi programe, armonizare, evaluare, etc.)



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## Exemplu: Reforma Bologna in educatia superioara

Tratarea temei ca "cercetare de politici publice" (PR)

-Problema: UE a ramas in urma SUA dptv educatie terciara

-Intrebari de cercetare:

- 1.Este educatia terciara responsabila de o performanta economica nationala mai buna, controland pentru toate celelalte variabile posibile?
- 2.Toate tipurile/ formele de educatie terciara duc spre o performanta mai buna?
- 3.Presupunand ca educatie este cheia pentru dezvoltare, cum au performat din punct de vedere economic tarile care au investit in educatie? Care este cauza diferenței de performanta (luand investitii egale)? Institutii/ reforma vs. investitii.

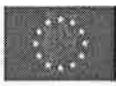


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## Effectiveness// Eficacitate

- Criteriu pentru evaluarea rezultatelor unei politici publice
- Atingerea obiectivelor, finalizarea activitatilor
- Va reusi interventia sa rezolve problema? (importanta unei bune definiri a problemei si a unei bune intelegeri a naturii acesteia)
- Analiza cost eficacitate (cost effectiveness analysis) -> compararea de optiuni in temeni de costuri pentru atingerea aceluiasi rezultat



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## Efficiency// Eficiență

- Criteriu pentru evaluarea rezultatelor unei politici publice
- desfasurarea activitatilor in maniera optima, in functie de metrica (bani/ timp)
- Analiza cost beneficiu (CBA – cost benefit analysis) = tehnica pentru analiza sistematica a impactului politicilor publice dpdv a eficienței



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## Un ciclu de politici publice eficace si eficient

Sa stim clar cum stam: **analiza**

Sa stim clar unde vrem sa ajungem: **obiective**

Sa intelegem pasii necesari sa ajungem acolo: **politici si strategii**

Capacitate sa urmam pasii: **proceduri clare de implementare**

Sa stim la orice moment cum stam: **mecanism eficace de monitorizare**

**Invatatul din experienta ca sa construim urmatoarea generatie de politici publice**



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## Eficacitate vs. eficiență

*Being effective is about doing the right things,  
while being efficient is about doing the things in  
the right manner*



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## Inclusivitate

Consultarea și participarea tuturor partilor interesate/  
stakeholder-ilor în diferite etape ale ciclului

[vezi handout – analiza stakeholders]



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## Accountability// Responsabilitate

**Definitie:** "proces proactiv prin care oficialii publici informeaza asupra si justifica planurile lor de actiune, iar comportamentul si rezultatele actiunilor lor sunt sanctionate in consecinta" (Ackerman, 2005: 1)

**Social accountability:** abordare a responsabilitatii/ accountability care se bazeaza pe participare cetateneasca, felul in care cetatenii sau organizatiile societatii civile participa la exercitarea directa sau indirecta a accountabilitatii

Ex: bugetare participativa, community based performance monitoring (CBPM) – exemplu in handout

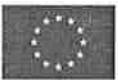


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**Va multumim pentru atentie!**

Corina Murafa



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The Executive Agency for Higher Education, Research, Development and Innovation Funding

## "Higher Education Evidence Based Policy Making: a necessary premise for progress in Romania"

SMIS 34912

Mecanisme ale Politicilor Publice si Analiza Optiunilor  
Alina Mungiu-Pippidi, Hertie School of Government, Presedinte SAR



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## Beneficii sociale

**Beneficii sociale** se refera la binele intregii societati. Cu presupuneri suficient de puternice, poate fi specificata ca suma bunastarii tuturor membrilor comunitatii, societatii in ansamblu. Bunastarea poate fi masurata in termeni de "utilitati" si dolari sau masurata in termeni de eficienta Pareto.



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## Eficienta PARETO

- **Eficienta productiei:** nu se poate produce mai mult dintr-un bun fara sa se reduca din calitatea/cantitatea unui alt bun
- **Eficienta alocarii:** bunurile nu pot fi realocate intre beneficiari in asa fel incat doar unul dintre ei sa primeasca mai mult si nimeni sa nu aiba de suferit



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## Optim dpdv “Pareto” sau Eficienta Pareto

- O alocare unde singura metoda este sa determini ca o persoana sa primeasca mai mult, iar alta mai putin este optima dpdv al principiului Pareto;
- O imbunatatire din prisma principiului Pareto este o schimbare care face ca o persoana sa fie mai bine fara sa faca pe nimeni altcineva sa sufere (sa le fie mai rau);
- Daca o imbunatatire dpdv al principiului Pareto este posibila, inseamna ca alocarea curenta nu este Pareto eficienta;



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- Doi actori aloca resurse:
  - Piete
  - Guverne



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- Patru modalitati de alocare a resurselor in caz de criza  
(insuficienta)

1. **Sistemul pretului (piata):** resursele sunt directionate catre utilizarea lor in varianta cu valoarea cea mai mare, adica catre aceia care sunt dispuși sa plateasca pentru ea cel mai mult (fie in termeni de alte bunuri valoroase, fie in bani) ajung sa controleze resursele.

**Marii castigatori:** persoanele cu multe resurse financiare sau cu resurse/talentele valorizate mult de catre societate.

**Dezavantaje:**

- Persoanele sarace pot primi foarte putin, aparand astfel probleme etice de echitate;
- Independent de modul de incadrare in justitie , alocarea pietei poate fi de nesustinut politic, iar autoritatea democratica este pusa in pozitia de a impune masuri redistributive sau taxe confiscatorii.



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**2. Coada.** O coada este o linie. Coada inseamna un sistem de alocare bazat pe asteptarea randului tau. Asadar, primul in linie are prima prioritate. Daca toate resursele sunt consumate inainte sa vina randul unei persoane, aceasta pierde.

**Marii castigatori:** reprezentati de persoanele cu foarte mult timp liber la dispozitie (pe care il investesc in asteptarea la rand/la coada).

**Dezavantaje:**

- (a) Persoanele care asteapta la rand pierd mult timp, fara a avea siguranta consumului sau productivitatii;
- (b) Nu exista niciun motiv pentru a crede ca resursele sunt directionate catre modurile de utilizare cu cea mai mare valoare (apare "pietele negre").



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**3. Sansa:** loteriele, tragerile la sorti sau procesele de selectie randomizata presupun o sansa egala de castig pentru toata lumea.

**Marii castigatori:** nimeni nu este castigator in acest proces, intrucat in termen de valoare asteptata toata lumea este tratata egal. Dintr-o perspectiva etica, acest lucru poate fi evaluat si considerat un avantaj.

**Dezavantaje:** prin definitie, alocarea este la intamplare. Persoana care primeste resursele le poate valorifica la o fractiune din potentialul/valoarea lor pentru altcineva. Costul de oportunitate este explicit ignorat in procesele de alocare randomizata.



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- **4. Autoritatea/ Discrediteare:** Alocarea este realizata de catre experti, oficiali ai partidelor politice, conducatorii alesi ai statului sau strategii centrali. Acest mod de alocare este numit si system "de comanda".

**Marii castigatori:** sunt acele persoane aflate in cercul de influenta al persoanei care realizeaza alocarea – oficiali de partid, familiile si prietenii lor. Alternativ, beneficiarii politicii publice pot fi aceia pentru care politica a fost elaborata, daca alocarea discretionara va fi folosita pentru a evita coruptia si a garanta respectarea regulilor.

**Dezavantaje:**

- (a) Coruptia este irezistibila
- (b) Pierderea caracteristicii intrinseci a informatiei in preturi.



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**Pietele par a fi cele mai bune, totusi...**

- Pietele nu reprezinta lipsa unei alte surse de autoritate. Pietele nu apar din senin.
- Pe de alta parte, daca alte surse de autoritate nu previn activ dezvoltarea pietelor, atunci este firesc ca macar o serie de procese rudimentare caracteristice pietei sa apară.
- Pietele active tind sa coboare preturile catre nivelul costurilor de productie. Corporatiile si firmele prefera ca profitul lor sa creasca. Asadar, interesul propriu al firmelor este acela de a suprima procesele specifice pietelor.
- Din fericile, pietele sunt suficient de robuste incat sa nu fie usor suprimate, chiar si fara complicitatea explicita a unei alte surse de autoritate.
- *Sursa: Munger*



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## Pietele plus...

1. Diferentele in obiective, preferinte sau dorinte (preferinte diverse)
2. Diferente in inzestrare in resurse productive si talente personale
3. Reducerea costurilor medii pe masura ce tot mai mult este produs (economiile la scala)
4. Reducerea costurilor medii pe masura ce scopul actiunii unui producator este redus (specializarea sau diviziunea muncii)

Sursa: Munger



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- **Prima teorema a economiei bunastarii**
- Orice echilibru competititiv este eficient Pareto
  
- **A doua teorema a economiei bunastarii**
- Orice echilibru Pareto eficient poate fi obtinut prin competitie, fiind oferita motivarea adevarata



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## Eficienta Pareto:

- Eficienta productiei: nu se poate produce mai mult dintr-un produs fara a reduce productia unui alt produs
- Eficienta alocarii: bunurile nu pot fi realocate intre persoane in asa fel in cat macar o persoana sa fie mai bine dupa si nimeni sa nu fie ranit.



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## De ce avem nevoie de guvern?

- Imbunatatirea eficientei acolo unde piata esueaza – imbunatatirile dptv al principiului Pareto
- Promovarea echitatii – “bunuri comune” (allocarea care maximizeaza bunastarea sociala). Redistribuire.



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## Cazul interventiei guvernamentale de "corectie" a pietei

- Distorsiune monopolista / competitie imperfecta
- Externalitati
- Asimetriei informatiei
- Reglementarea bunurilor publice
- Maximizarea bunastarii sociale
- Motive macroeconomice

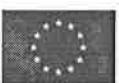


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## Situatia interventiei guvernamentale care determina functionarea pieteи si dovedesc adevarata prima teorema a bunastarii sociale

"Interventie buna" Corectia pieteи propusa de DANI RODRIK este de imbunatatire a mazei materiale a institutiei

"Interventie rea" – interventia guvernamentalala face problema mai rea decat inaintea interventiei



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## Esecul guvernamental

Se refera la situatiile in care eficienta alocarii  
poate sa fi fost redusa in urma interventiei  
guvernamentale in piete desi acestea au fost  
corectata esecul pietei.



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## Cum poate gresi un guvern?

- **Efecte demotivationale**
  - Taxe ridicate care impiedica expansiunea afacerilor/companiilor
  - Asistenta sociala ce reduce motivatia de a gasi de lucru
  - Politica EU privind schimbarile climatice
- **Efecte de termen scurt** – rezolvarea subiectelor fierbinti ale momentului in locul abordarii problemelor pe termen lung
- **Coruptie**
- **Pupulism**
- **Scop gresit directionat** (Obiectiv incorrect directionat)



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## Criteriul KALDOR-HICKS

- **Principiul KH** considera acceptabila orice politica publica care produce mai multe beneficii decat costuri
- Daca beneficiile oferite castigatorilor sunt mai mari decat pierderile suferite de cei care au pierdut, atunci se poate actiona in directia compensarii pierzatorilor
  - Pe cine compensezi
  - Cand compensezi?
- Ex. Proprietatii versus chiriasii in tarile ex-comuniste



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## Exceptia: bunuri publice

- O clasa majora de probleme privind actiunile colective se refera la bunurile publice;
- Olson argumenteaza faptul ca o caracteristica a bunurilor – aceea de excludere- defineste bunurile publice. In analiza contemporana, problema atingerii excluziunii non-contributorilor a ajuns sa caracterizeze toate tipurile de probleme legate de actiuni colective;
- Bunuri publice pure (subofertate), acces liber sau proprietate comuna (suprautilizare, subinvestitie), bunuri insuficiente



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## Ce este un bun public?

- Non-exclusiva
  - Nimeni nu poate fi exclus de a beneficia de externalitatile pozitive
  - Nu exista un singur cumparator
- Non-rivalitate
  - Bunul poate fi consumat fara a fi consumat



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## Externalitatile invatamantului superior

- Externalitatile sunt diferite intre cele determinate de bunurile publice si cele private
- Invatamantul superior produce externalitati semnificative
- In invatamantul superior, externalitatile nu sunt intotdeauna cele specifice unui bun public pur
  - Cu toate acestea sunt exprimate in termeni de combinatii si diferite nivele ale atributelor bunurilor publice



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## Externalitatile invatamantului superior: greu de cuantificat

### Beneficiile invatamantului superior tind sa fie difuze:

- Angajatorii si societatea beneficiaza de pe urma fortelei de munca educate, societatii civile educate si a populatiei educate;
- Producatorii de bunuri si servicii beneficiaza de pe urma consumatorilor educati;



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## Problema "free riderilor" (a celor care nu contribuie)

- Beneficiile invatamantului superior nu pot fi limitate doar la a masura pe cele ale indivizilor care au absolvit cu succes;
- Pietelete tind sa ofere sub cerere bunurile publice, de aceea este nevoie de interventia sectorului public;
- Problema "free riderilor" (a celor care beneficiaza de bunul public fara a contribui) in cazul invatamantului superior este complicata suplimentar de extinderea internationala a beneficiilor



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## Bunurile publice globale depasesc granite, generatii

- Circulatia capitalului uman
  - Mobilitate a competentelor gratuita si eficienta
    - Beneficii pentru companii, indivizi, societate
  - Cu toate acestea problema **brain drain-ului** (exodului de creiere) ramane constanta
    - Pierderea capitalului uman de inalta calitate, pierderea investitiei publice si pierderea beneficiilor locala/sociale
- Circulatia informatiei
- Beneficiile sanatatii publice



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## Echitate si acces

- Acces costisitor
  - Beneficiile revin primordial acelora care isi permit sa participe la invatamantul superior
- Cu toate acestea, cresterea accesului...
  - Creste externalitatatile pozitive de care beneficiaza societatea
  - In final determina scaderea costurilor acestor beneficii
- Contextele de invatare pe tot parcursul vietii promoveaza echitatea prin intermediul modulelor si a recunoasterii invatarii anterioare



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## Exodul creierelor

- Peste 14.000 de doctori au parasit Romania incepand cu 2007;
- Statul roman a cheltuit peste 3.5 miliarde EURO cu educatia lor;

Sursa: Colegiul Medicilor din Romania



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## III. Analiza optiunilor si CEA



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## Scurtarea listei de optiuni politice

O politica publica este considerata a fi realizata in interesul publicului general daca beneficiile ce revin publicului depasesc costurile implementarii politicii, luand in considerare cine beneficiaza de externalitatile pozitive si cine suporta costurile.

- Interventia o sa atinga obiectivul dorit?
- Calcularea costurilor – anumiti factori interesati vor putea impune costuri suplimentare pentru a agreea cu interventia



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## Consecinte neanticipate

**Consecintele neintentionate.** Optiunile pot avea consecinte neintentionate care reduc/cresc desirabilitatea lor. Sunt 2 tipuri:

- Interventiile produc esecul pietei sau exacerbeaza una existenta. De exemplu, cresterea taxelor la anumite produse cum sunt tigarile poate det.cresterea ratei activitatilor de evitare a platii taxelor (evaziune fiscala)
- Interventiile au impact asupra obiectivelor altor politici publice sau produc externalitati. De ex: excluderea elevilor care chiulesc din scoala poate creste rata de promovabilitate a celor care raman in scoala concomitent cu rata criminalitatii juvenile



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## Criterii de selectie a optiunilor

- Concentrarea atenției asupra mecanismelor de soluționare a problemei nu a instrumentelor în sine;
- Claritate în termeni de posibilitate de măsurare a atingerii obiectivului (indicații ai obiectivului, de asemenea numite "criterii")
- Externalități cuantificabile
- Complexitate, non-exclusivitate (nimeni nu e exclus)
- Adresează aspecte separate, mutual exclusive



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## Matricea CAM

Criteriu	Alternativa 1	A2	A3
1			
2			
3			

Criteriile privesc:

1. eficiența în atingerea obiectivelor
2. corectitudinea și echitatea
3. fezabilitatea
4. sustenabilitatea

Urmează să stabilească ierarhia în funcție de importanța acestor criterii.



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## Ce instrument guvernamental e potrivit pentru care tip de problema?

- Accesul la informatie
- Interventia directa
- Instrumente economice ex.cote
- Reglementari si legislatie (managementul excluziunii)
- Solutii bazate pe piata



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## Externalitati

Adresarea problemei externalitatilor:

Raspunsul adekvat este sa incercam sa internalizam externalitatatile, in asa fel incat aceia care le genereaza sa fie corespunzator pedepsite si recompensate.

Nicio negociere: lipsa a drepturilor de proprietate

Negociere: costuri tranzactionale inalte



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## Analiza raportului dintre costuri si beneficii

O tehnica pentru estimarea sistematica a impactului eficientei politicii publice:

- utila in identificarea si categorizarea costurilor si beneficiilor pentru luarea de decizii rationale in arena publica;
- Utilizata cu succes variabil intr-o gama larga de situatii si domenii de politici publice;
- Succesul utilizarii depinde de gradul in care costurile si beneficiile pot fi monetizate;



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## Analiza cost-eficientei

- Compara optiuni in termeni de costuri de atingere a rezultatelor asteptate;
- Faciliteaza comparabilitatea intre programe cu rezultate similare;
- Indica care program permite atingerea celui mai mare rezultat per dolar cheltuit;
- Nu indica daca o anumita politica publica are beneficii pozitive per total;
- **Ex.** Eficienta medicamentatiei vs. dieta in prevenirea infarctului miocardic compara costurile celor doua programe.



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## Analiza deciziilor

Organizarea structurata a problemelor, incluzand prezentarea probabilitatii unei surse alternative de actiune va conduce la atingerea rezultatului dorit, cautand sa evite urmarea deciziilor luate in conditii de incertitudine si risk

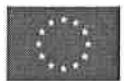


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## Pasi ai deciziei

1. Scurtarea listei de optiuni
2. Intelegerea fiecareia dintre optiuni
3. Estimarea probabilitatii ca acea optiune sa duca la atingerea obiectivului setat (estimarea risurilor)
4. Estimarea costurilor fiecarii optiuni
5. Raportarea estimarilor de la pct.3 la cele de la pct.4
6. Compararea optiunilor



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## 1. Scurtarea listei de optiuni

Identificarea unui set de rezultate care:

1. Sunt mutual exclusive
2. Epuizeaza toate posibilitatile
3. Corespund unui model cauza-efect ce urmeaza a fi utilizat.



## 2. Intelegerea optiunilor

- Rezolva ele problema de esec a pietei/guvernamental?
- Elimina externalitatile?
- Elimina problema accesului inegal la informatie?
- Determina aparitia de consecinte neintentionate?
- Determina cresterea nivelului de risc?





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## O problema de politica publica

- 55.4% din elevi au promovat examenul de Bacalaureat in 2013
- 43% din elevi au promovat examenul de Bacalaureat in 2012
- 44% din elevi au promovat examenul de Bacalaureat in 2011

Sursa: MEN, sesiunea din iunie 2011, 2012, 2013



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## Calcularea beneficiilor (obiectivelor atinse)

- Convertirea de la nesiguranta la risc (care este diferența?)
- Estimarea valorii potențialelor rezultate (valoarea așteptată)
- Alocarea probabilităților la fiecare din alternativele de rezultate a obținutelor
- Multiplicarea valorii fiecarui rezultat cu probabilitatea fiecarui eveniment



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## Definirea caracteristilor riscurilor

- Probabilitatea unui rezultat negativ
- Tipul și severitatea rezultatului nedorit
- Dimensiunea populației expuse
- Certitudinea riscului estimat
- Temporizarea rezultatului nedorit
- Distributia rezultatelor nedorite

Sursa: John D.Graham & Jonathan Bert Wiener (1995)

Risk vs. Risk (Cambridge, MA: Harvard University Press)

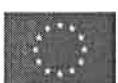


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## Ce costuri estimam?

- Costuri directe pentru perioada pana la atingerea obiectivului (inclusand costurile de implementare)
- Costuri indirekte (doar in eventualitatea unei compensatii)
- Deducerea unei parti din costuri de proiect (ex.taxe de utilizare)
- Specificarea surselor de venit (buget, taxe noi, taxe directe practicate pt.utilizatori, PPP)



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## Conceptul de Valoare in Prezent

**Conceptul de Valoare in timp a banilor = un euro astazi valoreaza mai mult decat un Euro maine**

**De ce?**

- incertitudine: viitorul este necunoscut/nesigur si nu stii daca vei mai avea ocazia sa cheltuiesti dolarul primit maine
- Inflatia: erodeaza puterea de cumparare a unui Euro
- Beneficiu de utilitate a consumului astazi fata de maine
- Oportunitatea investitiei azi si a beneficiului de redevenire

Idea de baza presupune estimarea valorii actuale a unei viitoare plati ce urmeaza sa fie primita la timpul t.



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## Valoarea prezenta

Fiecare unitate asteptata =  $1/(1+d)^{\text{years}}$

D = discount rate



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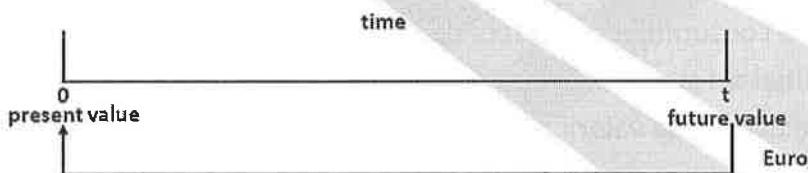
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## Conceptul de valoare prezenta

**Discount** = procesul prin care se obtine valoarea prezenta a unui euro obtinut in viitor:  $PV = FV * \frac{1}{(1+r)^t}$

**PV**= valoarea prezenta; **FV** = valoarea in viitor; **r** = rata de discount; **t** = perioada de timp in viitor;



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## Conceptul de valoare in Prezent

**Nominal vs Real** = nominal se refera la valoare EURO in termeni curenti (fara discount), unde valoarea reala se refera la valoarea dolarului in baza valorii EURO (cu discount)

**Rata de discount** = indica cum se poate valorifica consumul (utilitatea) prezenta fata de cea viitoare

- cu cat este mai inalta rata de discount cu atat este mai mare valoarea prezenta a consumului relativ la consumul viitor

- cu cat este mai scazuta rata de discount cu atat utilizarea viitoare va fi mai apreciata in detrimentul utilizarii (consumului) in prezent



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## Rata de discount pentru proiectele guvernamentale

- Nu exista consens privind rata corespunzatoare a discountului in sectorul public. O posibilitate este cea privind externalitatile catre sectorul privat:
  - Presupune ca toti manii stransi au fost investiti ulterior in sectorul privat
  - In realitate, banii stransi vin din diverse surse – investitii si consum
  - Fondurile care provin din consum ar trebui supuse unui discount la o rata de discount "dupa-taxa"
  - Este dificil in realitate determinarea proportiilor de fonduri provenite din activitati de consum si investitie



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## Rata de discount pentru proiectele guvernamentale

- Deciziile guvernamentale presupune calcularea valorii prezente
- Costuri, beneficii si rate de discount sunt diferite de cele din sectorul privat



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## Rata de discount pentru proiectele guvernamentale

- În realitate, agenților federale ale SUA li se cere o rata de returnare de 7%, presupunând ca aceasta masoara reîntoarcerea în domeniul privat "înainte de taxa"
- Uni folosesc 2% de rata de returnare , considerată a fi rata de returnare "după-taxa"



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## Calcularea valorii beneficiilor publice și costurilor

- Pentru sectorul public, pretul pietei nu reflectă beneficiile sociale și costurilor și beneficiilor sociale (ex. Externalități);
- Mai multe modalități de măsurare a beneficiilor și costurilor
  - Pretul pietei
  - Pretul pietei ajustat
  - Surplusul consumatorilor
  - Inferente ale comportamentului economic



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## Calcularea valorii beneficiilor publice si costurilor

Surplusul consumatorilor:

- Proiectele sectorului public pot determina schimbarea pretului pietei;
- De ex. Un proiect de irigatie guvernamental care scade costurile productiei agricole si determina o modificare a surplusului de consumatori



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## Calcularea valorii beneficiilor publice si costurilor

- Inferente in comportamentul economic
- De multe ori produsul in cauza nu este explicit comercializat, deci pretul pietei nu exista
- Ex. Valoarea timpului, valoarea vietii



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## Calcularea valorii beneficiilor publice si costurilor

- Valoarea vietii
- Setarea ca " viata este nepretuita" prezinta dificultati evidente de analiza a costurilor si beneficiilor;
- Daca beneficiile unei vieti salvate sunt infinite, orice proiect care duce la salvarea unei singure vieti are valoare prezenata infinit de mare



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## CBA si CEA comparete

CBA =

Schimbarea neta a bunastarii tuturor actorilor (EURO)

Costuri sociale (EURO)

CEA =

Activitati/ rezultate (atingerea obiectivului real – nu in EURO)

Costurile directe ale programului (EURO)



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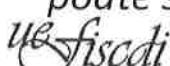
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## Pas cu pas

- Optiunea atinge obiectivul? Indicator, analogie
- Optiunea este acceptata de catre factorii interesati? Exista actori cu drept de veto? Exista grupuri care mai trebuie convinse?
- Costuri directe ale optiunii
- Costuri indirecte ale optiunii cu rata de discount
- Raportarea obiectivului la costuri (*jumatațea din problema poate fi rezolvată la costul de....)*)



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## Rata de dezirabilitate a optiunii

	Rezultatul rezolva problema %	Drept de veto al stakeholderilor / compensatie	Costurile estimate ale riscurilor si consecintelor neintentionate	Costuri directe	Costuri totale
Option 1					
Option 2					
Option 3					



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Va multumim!



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Ministerul Dezvoltării Regionale  
și Administrației Publice



Inovație în administrație  
Programul Operațional  
"Dezvoltarea Capacității  
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Proiect cofinanțat din Fondul Social European, prin Programul Operațional "Dezvoltarea Capacității Administrative", în perioada 2007-2013

## Tema 2 – "Analiza opțiunilor"

Folosind setul de date pus la dispoziție de organizatori, răspundeți la următoarele întrebări:

- A. Un "tur de orizont" cu toți participanții (câte 1 minut/ participant) ref. la datele care le-ar putea servi lor personal în fundamentarea problemei pe care o abordează prin propunerea de politici publică, de unde pot lua datele și ce probleme ar avea cu utilizarea datelor colectate, din experiență? Maximum 25 min.

1. Ce date lipsesc, în general din această baza de date? Ce nu măsurăm în general în România?  
2.A. Care este universitatea din România axată cel mai puternic pe cercetare/ studii doctorale?

Metoda calcul: Raportul la fiecare universitate între nr. studenți înscriși într-un program de studiu nivel licență și nr. studenți doctoranzi. (rezultat: SNSPA, ratio 0.124)

- 2.B. Cu cât deviază ea față de medie? 100% (media = 0.06)

3. Care este universitatea cu cel mai bun raport student înmatriculat în ciclul de licență – personal didactic?

Metoda calcul: Raportul Nr. total al personalului didactic titular, cu funcția de bază în universitate/ STUDII UNIVERSITARE DE LICENȚĂ. (rezultat: UMF Bucuresti) La fiecare profesor, aprox. 3 studenți.

4. În care dintre universități ar trebui imbunătățit cel mai mult acest indicator?

Universitatea Alba Iulia. Aprox. 1 personal didactic la fiecare 9 studenți.

5. Universitatea cu cea mai bună alocare financiară per student? Datele nu sunt sparte pe alocare/ tip de student, deci se poate ca unii bani să fie exclusiv pentru programe doctorale, deci de fapt per capita student licență alocarea să fie una mică / Nu stim la ce sunt utilizați banii).

Metoda de calcul: raport între coloana de venituri totale și cea de STUDII UNIVERSITARE DE LICENȚĂ  
Rezultat: UMF Cluj, cu 46143 RON/ student ciclu licență.

6. Universitatea cu cea mai bună capacitate de atragere de fonduri.

Metoda de calcul: venituri totale - venituri provenite din contractul instituțional.

Rezultat: Universitatea Babeș-Bolyai. 178634840

Este însă corect calculul? Nu trebuie raportat la dimensiunile universității?

7. Care sunt diversele fracționări de informații pe care le puteți găsi corelând informația din două coloane din tabelul alăturat? La ce ar putea fi utilă această informație?

Răspunsuri posibile, între altele: buget/ student , venituri/ nr. profesori, fracția de nr. de preparatori la nr. de profesori, buget/ nr. total posturi, buget/ cifra de școlarizare, etc.

8. Pentru un a alcătui un top al universităților, cum se face în Marea Britanie (The Guardian, Times Higher Education Supplement), de ce elemente de date credeți că ați avea nevoie și de ce?



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# Evaluarea programelor si politicilor publice

## *Rolul indicatorilor*

Autor: Valentin Ariton



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*One of the great mistakes is to judge policies  
and programs by their intentions rather  
than their results.*

Milton Friedman



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## Agenda

1. Evaluarea de politici si programme
2. Tipuri de evauare de politici si programe
3. Tipuri de indicatori si rolul lor
4. Studiu de caz – evaluarea unui program de dezvoltare rurala in Togo
5. Exercitiu



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## La ce se refera si care este rolul evaluarii de politici publice in Romania?



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## Ce este evaluare de politici publice si programe?

O evaluare de programme si politici publice robuste si independente ofera informatii cu privire la ceea ce functioneaza, ce nu functioneaza si de ce nu, cu privire la acel tip de interventie.

*Sursa: adaptat dupa Development Cooperation Directorate, Evalnet, OECD*



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## Rolul evaluarii

- Evaluarea nu este un bun in sine, ea are ca scop imbunatatirea formularii de politici publice – este parte integranta a procesului de luare a deciziilor publice
- Asigura transparenta si responsabilizeaza actorii publici
  - ex. iniante de dezbaterea bugetara Parlamentul Francez solicita unitatilor de evaluare din ministere sa isi exprime opinia despre anumite politici publice
- Evaluarea asigura un proces de invatare
  - Nu este nevoie sa ne asteptam la o implementare imediata a recomandarilor
  - Simpla participare a actorilor din sistemul public la procesul de evaluare poate contribui la schimbari ( rolul Evaluation Steering Committees)



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## In ce moment al ciclului unei politici intervine evaluarea? Cate tipuri de evaluari există?



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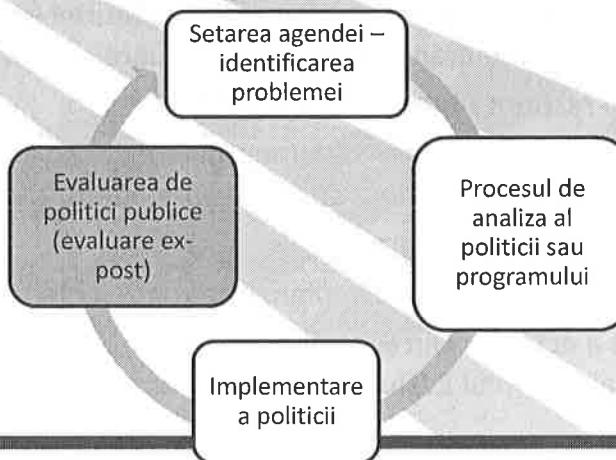


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## Pozitionarea evaluarii in ciclul unei politici



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## Tipuri de evaluari

- **Evaluarea ex-ante:**

- Intervine inainte de faza de implementare
- Ofere oportunitatea validarii design-ului de politica publica sau program printr-un proces interactiv si interativ

- **Evaluarea intermediara**

- In timpul implementarii
- Ofere oportunitatea recalibrarii interventiei

- **Evaluarea ex-post**

- La cativa ani dupa finalizare implementarii
- Analizeaza impactul interventiei



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## Evaluarea ex-ante

- **Relevanta externa a programului sau politicii**

- Masura interventiile propuse sunt aliniate cu elementele startegice la nivel national (Planul National de Reforma), la nivel regional ( Planurile de Dezvoltare Regionala) cat si European (Europa 2020)

- **Relevanta interna a programului**

- Fundamentare pe o analiza socio-economica
- Luarea in calcul a problemelor grupurilor discriminate: roma, persone cu dizabilitati, minoritati
- Proces partenerial



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## Evaluarea ex-ante (2)

- **Sistemul de indicatori**
  - Relevanta vis-a vis obiective
  - Claritate in termeni de formulare
  - Realismul tintelor vis-à-vis resursele finaciare alocate
- **Sistemul de management**
  - Existenta unui sistem de monitorizare
  - Existenta resurselor necesare



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## Evaluarea intermediara

- **Relevanta**
  - In ce masura obiectivele programului mai sunt de actualitate?
  - Coerenta dintre activitati si rezultate, pe de o parte si obiective si scopuri pe de alta
- **Eficacitatea**
  - In ce masura obiectivele inetremediate au fost atinse sau au sanse sa fie atinse ?
  - Care au fost factorii care au influentat succesul sau insuccesul in atingerea obiectivelor?



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## Evaluarea intermediara (2)

- **Eficiență**

- Au fost activitățile eficiente din punct de vedere cost? Existau variante mai ieftine?
- S-a realizat atingerea obiectivelor interemediare?



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## Evaluarea ex-post

- **Relevanță**

- În ce măsură obiectivele programului sunt valide ?
- Coerenta dintre activități și rezultate, pe de o parte și obiective și scopuri pe de alta
- În ce măsură activitățile și rezultatele (output) sunt coerente cu efectele și impactul intenționat?

- **Eficacitatea**

- În ce măsură obiectivele au fost atinse sau au sănse să fie atinse ?
- Care au fost factorii care au influențat succesul sau insuccesul în atingerea obiectivelor



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## Evaluarea ex-post (2)

- **Eficiență**
  - Au fost activitățile eficiente din punct de vedere cost? Existau variante mai ieftine
  - S-a realizat atingerea obiectivelor în timp?
- **Impactul**
  - Care este rezultatul programului sau politicii?
  - Care este schimbarea reală realizată la nivelul beneficiarilor?
  - Cate personae au fost afectate?
- **Durabilitatea**
  - În ce măsură beneficiile intervenției continuă și după ce interventia a luat sfârșit (finanțarea ei)?
  - Care au fost factorii care au influențat realizarea sau nerealizarea durabilității programului sau politicii?



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## Care credeți ca este rolul indicatorilor în evaluarea de politici publice?



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## Ce sunt indicatorii?

- un instrument de masurare a realizarii unui obiectiv, a unei resurse mobilizate, a unui produs, a unui efect obtinut
- Informatia oferita de un indicator este canticativa (masoara opinii sau fapte, ex. % intreprinderilor regionale ajutate de o interventie)
- Informatia produsa trebuie sa fie simpla, comunicabila si usor de inteles
- Trebuie sa ajute in luarea deciziilor publice
- Trebuie sa reflecte pe cat posibil doar ceea ce este menit sa masoare
- Un indicator trebuie sa varieze – valoarea lui in timp se poate schimba ca uramare a interventiei ( ex. negativ , campanie de comunicare AT PO - nr de brosuri distribuite )



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- Indicatori de input sau de resurse ( util in a masura **coerenta interna si eficienta**)
  - Masoara intrarile
  - Example: absorbția bugetară anuală (rata de absorbție a resurselor); procentul sub/supra utilizării fondurilor; procentul finanțării europene în totalul finanțării publice; numărul de angajați care lucrează la implementarea programului
- Indicatori de output sau de realizare imediata ( util in a masura **eficienta**)
  - Masoara: reflectă ceea ce s-a produs ca urmare a activității desfășurate de program, se consideră realizare imediată tot ceea ce se obține de pe urma cheltuielilor publice.
  - Exemplu: numar de conferinte organizate, numar de km de autostrazi, nr. de scoli construite



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- Indicatori de outcome sau de rezultat ( util in a evalua **eficacitatea**)
  - Masoara: masoara anumite dimensiuni ale bunasatrii (care motiveaza interventia publica)
  - Exemplu: timpul economisit de cei care folosesc un anumit drum, competente obtinute de pe urma scolarizari/formarii, intervalul de timp scurs pana la gasirea unui loc de munca ( ca uramre a finalizarii invatamantului superior)



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## Distinctia output vs. Outcome

Prioritate	Outcome ( Rezultat)	Output ( realizare imediata)
Cresterea mobilitatii prin constructie infrastructurii de transport, a planificarii teritoriale, etc	Cresterea mobilitatii	Infrastructura de transport, planificare teritoriala, etc
Cresterea competentelor prin oferirea educatiei suplimentare, oferirii serviciilor de ingrijire a copiilor dupa scoala, etc.	Imbunatatirea competentelor	Educatie suplimentara , servicii de igrijire a copiilor dupa timpul petrecut la scoala
Reducerea inactivitatii prin activitatilor de training , servicii sociale, etc.	Reducearea nr. Pers. fara loc de munca	Activitati de training, servicii sociale oferite, etc.



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# Pozitionarea indicatorilor in logica interventiei



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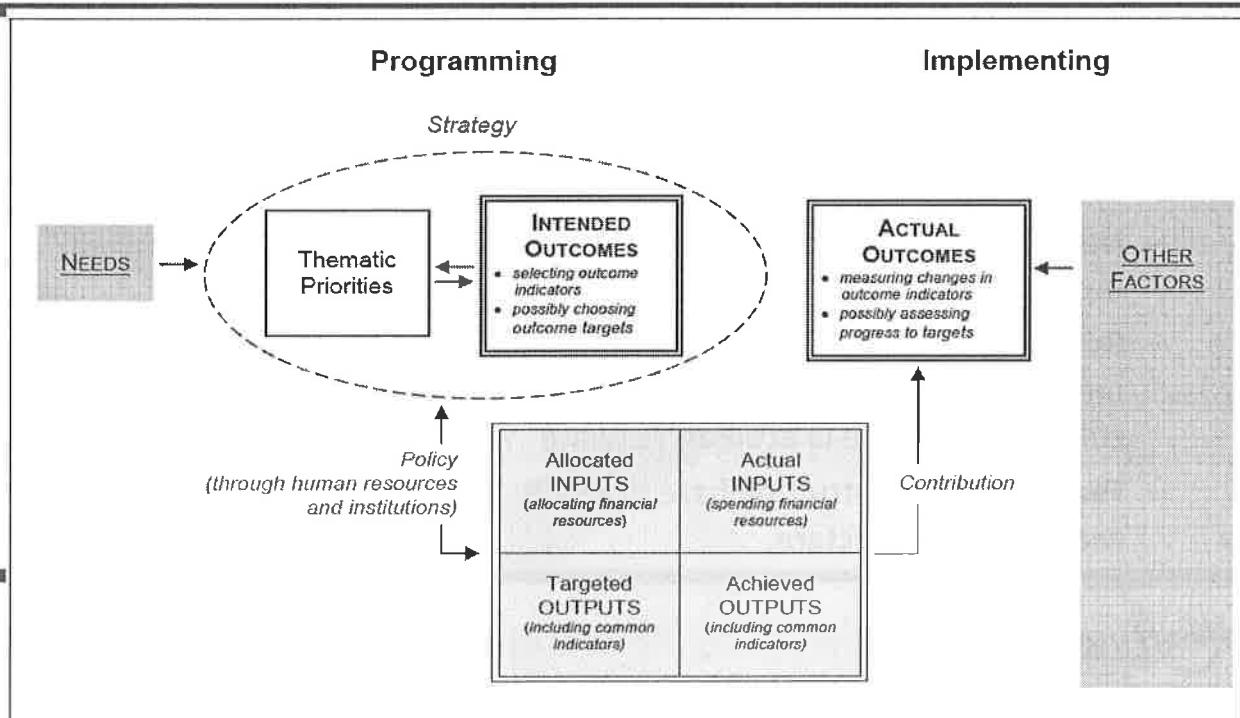
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## Evaluarea calitatii indicatorilor

- Criterii de evaluare a indicatorilor
  - **Masurabil:** capacitate de a fi determinat cantitativ la intervale regulate
  - **Comparabilitate:** permite comparatii intre axele unui program sau comparatii cu alte regiuni, alte tari, etc.
  - **Validitate:** existenta unui consensus intre actorii relevanti privind ceea ce masoara, semnificaia este aceeaiai atat din perspectiva celor care iau decizii si a publicului, cat si din cea a managerilor de program



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- **Sensibilitate:** capacitatea interventiilor de a influenta valoarea unui indicator. Ex. in cazul unei interventii care sprijina cercetarea - numarul general de brevete obtinut nu e relevant. In schimb numarul de brevete obtinut in domeniul finantat este.
- **Normativ:** o interpretare normativa clara si acceptata de toata lumea, raportarea la o norma fixata, ex. benchmark european, etc
- **Robust:** valid din punct de vedere statistic si analitic, colectat pe baze metodologice recunoscute la nivel international. Aceeasi metoda de colectare conduce la aceleasi rezultate
- **Fezabilitate:** construit pe baze practice, fara sa implice costuri exagerate de colectare.



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# Utilizarea indicatorilor în Evaluarea ex-post

Evaluarea ex-post a unui  
proiect de dezvoltare rurală  
în Togo



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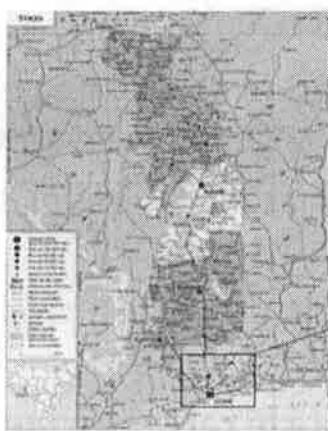


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## Obiectivul proiectului

Dezvoltarea economică a  
regiunii prin:

- construirea a 40km de  
drum,
- modernizarea  
infrastructurii de  
schimburi comerciale  
prin crearea de spații de  
depozitare și defacere



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## Indicatorii proiectului

Relizare imediata	Rezultat
Km de drum construit	<b>Sanatate</b> Imbunatatirea accesului populatiei de regiune la centrele medicale , masurat prin <b>numarul de vizite la centrelor medicale si incidenta malariei</b>
	<b>Educatie</b> Imbunatatirea accesului elevilor la scolile din regiune, masurat prin <b>procentul elevilor care au promovat ciclul primar si ciclul gimnazial</b>
Existenta spatiilor de depozitare si desfacere modernizate	<b>Venituri</b> Cresterea activitatilor economice in zona masurat prin <b>venitul mediu al populatiei/zi</b>



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## Criteriile de evaluare

- Relevanta– in ce masura dezvoltarea economica a zonei putea fi determinata prin acest tip de interventii
- Efcicacitate – in ce masura obiectivul de dezvoltare economica regiunii a fost atins
- Impact – in ce masura proiectul a produs o schimbare la nivelul regiunii
- Durabilitate – masura in care rezultatele pot continua dupa realizarea interventiei



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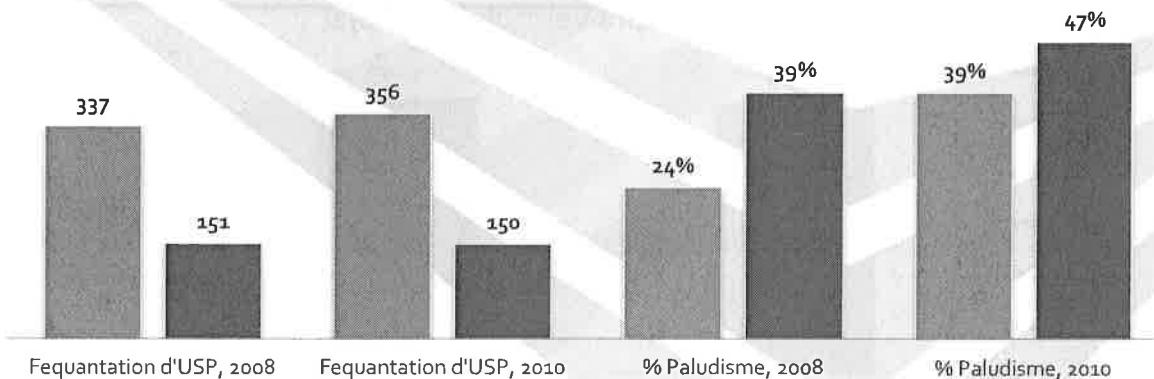
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## 40 km de drum

## Impact asupra sanatatii populatiei



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■ Absence ■ Presence



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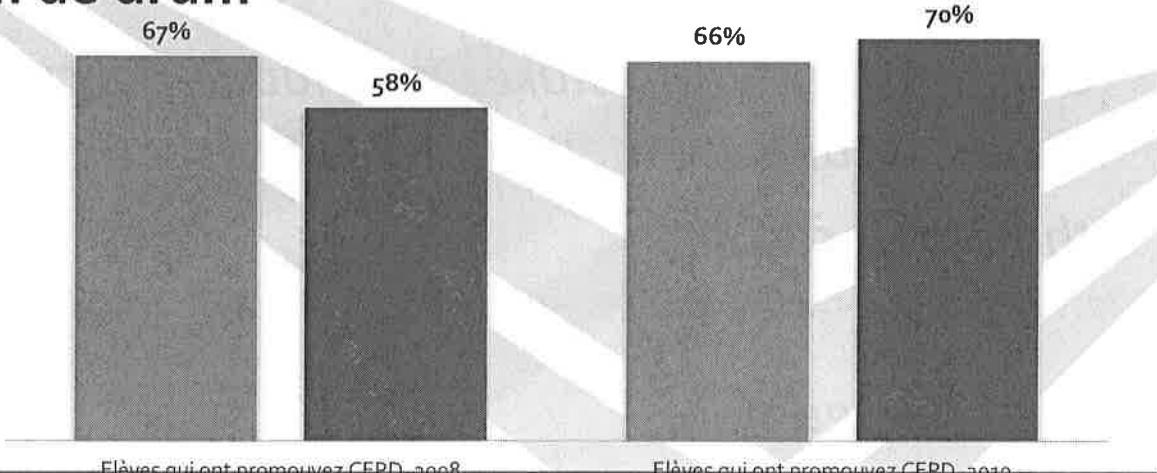
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## 40 km de drum

## Impact asupra educatiei



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■ Absence ■ Présence



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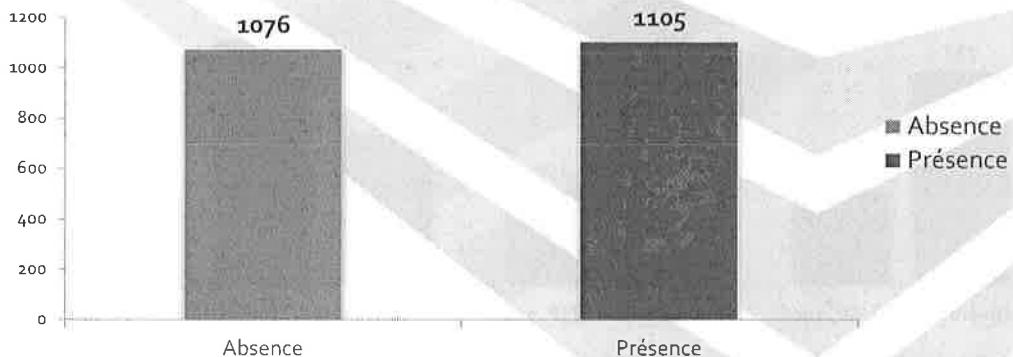
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## Spatii de depozitare si desfacere modernizate

Impact asupra venitului mediu/zi



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## Concluzii

*One of the great mistakes is to judge policies and programs by their intentions rather than their results.*

Milton Friedman



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## Exercitii

**Problema: slaba calitate a invatamantului superior din Romania**

A. Formulati un obiectiv care sa vizeze rezolvarea problemei

B. Identificati potentialii indicatori de

- Realizare imediata
- Rezultat

C. Realizati evaluarea lor in functie de criteriile prezentate:  
masurabilitate, comparabilitate, validitate, normativitate, fezabilitate,  
etc.



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## Surse selectate

- EC, 2011, *Towards a new system of monitoring and evaluation in the new EU Cohesion policy;*
- EC, 2012 *Ex-ante evaluation methodological guidelines*
- EC, 2012 *Evalsed guide*



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# Multumesc pentru atentie!

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[valentin.ariton@gmail.com](mailto:valentin.ariton@gmail.com)



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# Instrumente de politici publice in domeniul educatiei

## Studii de caz de aplicare a modelului celor 8 pasi ai politicilor publice

Péter Radó

Expert in politici educationale si evaluarea lor



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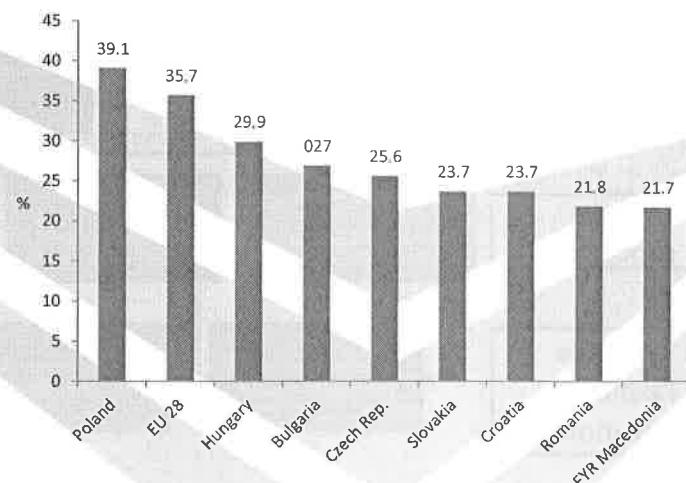
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### O problema comună

Gradul de retinere in educatia  
tertiara in tarile selectate din  
Europa Centrala si de SE in 2012  
(% din tinerii cu varsta cuprinsa  
intre 30-34 ani)



Source: Eurostat



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### **Un motiv comun pentru problema: rata mica de absorbtie**

- **Un model tipic SEE:** studentii proveniti din grupuri dezavantajate abandoneaza scoala mai devreme, inainte de a intra in etapa de absolvire a educatiei secundare
- **Modelul tipic pentru CE:** studentii proveniti din medii dezavantajate participa la educatia secundare dar selectionati in filiale vocationale de unde nu pot progresca catre invatamantul superior

**Consecinte:** deschiderea admiterii (*masificare*) in IS nu determina o crestere auttomata a participarii studentilor proveniti din medii dezavantajate intrucat expansiunea sistemului de IS este limitata de grupul mic de potentiali candidati (*care sa fi finalizat deja studiile superioare*)

**Solutia de termen lung:** cresterea gradului de echitate a sistemului preuniversitarmaking (e.x. reforma educatiei din Polonia din 1999 si cele 2 valuri de reforma din Serbia)



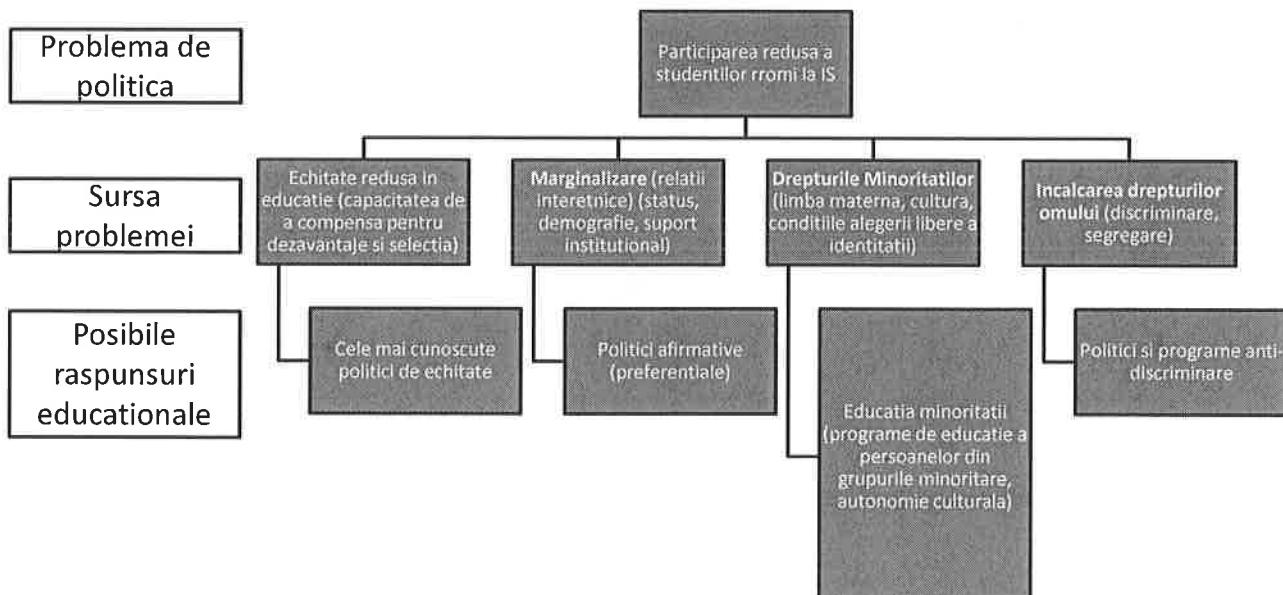
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### **O problema specifică: Participarea disproportionat de mica a studentilor rromi la invatamantul superior.**





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## *Motivele pentru o participare extrem de redusa a studentilor rromi la invatamant superior: impactul combinat a trei probleme*

- Echitatea scazuta a invatamantului preuniversitar (capacitate scazuta de compensare a impactului dezavantajelor, rata mare de abandon scolar, selectie mare)
- Marginalizarea populatii rome care este cauzata de diverse forme de discriminare si segregare continua.

### *Modelul de politici aplicat in acest caz: actiuni afirmative.*

(ATENTIE: acestea nu reprezinta un substitut pentru politicile sistemice de echitate ci mai degraba un mecanism suplimentar de sustinere)



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## **Actiuni afirmative**

*Eliminarea impactului discriminarii anterioare a membrilor minoritatilor etnice si a femeilor*

- Bazate pe afilierea la un grup care sufera din cauza excluziunii sociale ca rezultat al unor actiuni anterioare discriminatorii;

**Doua tipuri:**

- **Actiune afirmativa preferentiala** (ponderi, reguli preferentiale de admitere etc.)
- **Desvoltarea actiunilor afirmative** (suport targetat si burse, cursuri pregatitoare, programe de mentorat etc.)



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# **Exercitiu:**

## **Designul unei politici de actiuni affirmative pentru admiterea unui numar mai mare de romi in IS din Romania**

- Care este problema, care ii sunt cauzele si ce justifica necesitatea masurilor affirmative?
- Ce tip de evidente avem nevoie pentru a construi politica?
- Care sunt alternativele de instrumente de politici publice care ar putea sa adresese efectiv cauzele problemei?
- Care sunt criteriile ce vor fi utilizate pentru a evalua masurile alternative?
- Care ar putea sa fie impactul anticipat al masurilor alternative?
- Care sunt externalitatile ce pot fi anticipate?
- Cine trebuie sa ia decizia? Cine este implicat in procesul de luare a deciziei?
- Care este audienta careia ne adresam si cum comunicam despre politica propusa?



### **Un exemplu: Politica de aciune affirmativa a Ungariei**

**Problema adresata de politica publica** (cele mai recente date):

- Proportiile estimate ale elevilor romi din scolile primare din Ungaria in anul scolar 2008/2009: 13,26 %
- Proportia de studenti romi in IS: 1,3-1,5%

**Cele mai importante externalitati:**

- Targetand studentii romi in baza etnicitatii lor sau studentii cu dizabilitati in baza unor criterii socio-economice?
- Aplicam masuri preferentiale sau de dezvoltare specifice? (Care ar fi contrargumentele ce se opun tramentului preferențial?)



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## **Actuala politica implementata: o combinatie de masuri preferentiale sau afirmative in dezvoltare**

- Sprijinirea si cresterea initiativelor deja existente de imbunatatire a gradului de pregatire a studentilor romi pentru examenul de maturitate prin diferite programe si investitii financiare (ex. Programe de mentorat in scolile secundare si acordarea de burse in baza etnicitatii).
- Reguli preferentiale pentru admiterea studentilor defavorizati in IS (2005): guvernul a decis crearea unui sistem de punctaj in care studentii defavorizati primesc puncte suplimentare (care ia in considerare si rezultatele examenului de maturitate) (cu 7,4% mai multi admisi in 2008)
- Sprijinirea diveritelor programe care ofera ajutor suplimentar studentilor romi inmatriculati in IS pentru imbunatatirea performantelor lor academice (ex. "Romaversitas" – universitatea invizibila a studentilor romi, diverse colegii tehnologice si cercuri de invatare etc.)

*uefiscadi*

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Modele de performanta regionala	Caracteristici
Sisteme compensatorii (Nord si Nord-Vestul Europei)	<ul style="list-style-type: none"> <li>- Rata de finalizare a nivelului secundar de studii aproape universală;</li> <li>- Nivel ridicat de echitate (impact scazut al locului de provenienta, selectie redusa);</li> <li>- Calitate ridicata a rezultatelor invatarii;</li> </ul>
Sisteme selective (Europa centrala)	<ul style="list-style-type: none"> <li>- Rata de finalizare a nivelului secundar de studii e aproape de 100%;</li> <li>- Nivel scazut de echitate al rezultatelor invatarii (selectie mare);</li> <li>- Calitate a rezultatelor invatarii, medie;</li> </ul>
Sisteme de uzura (SE Europei)	<ul style="list-style-type: none"> <li>- Nivel ridicat de abandon scolar la nivelul educatiei primare;</li> <li>- Echitate mediocra la nivelele superioare de educatie;</li> <li>- Calitate foarte scazuta a rezultatelor invatarii;</li> </ul>

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**Provocarile politicilor publice în Polonia: competențe de bază sub medie, proporție relativ mare a celor cu performanțe scăzute; procesul de selecție reduce echitatea educației;**

**Politica solicitată:** întărirea fundamentelor invatării printr-o mai eficientă și comprehensivă educație primară și secundară;

### **Elemente cheie ale Reformei din Educație din Polonia, 1999:**

- Reforma structurii scolii (școala generală secundară sub o nouă formă pentru anii de studiu 7-9);
- Descentralizarea și reforma curriculară printr-o puternică liberalizare;
- Standarde de performanță și noi forme de examinare pentru clasele 6, 9 și 12.



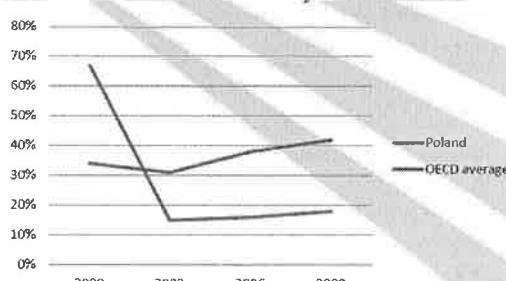
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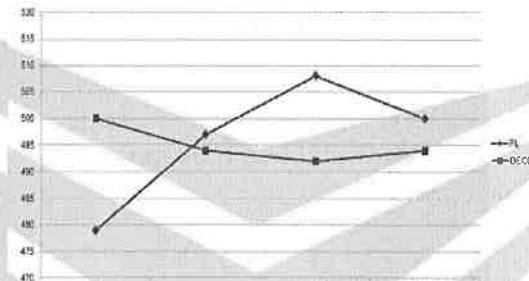
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### **Rezultatele reformei educationale din Polonia (PISA, 2000-2009)**



Variata performantei studentilor din Scolile din Polonia  
fata de media OECD



Schimbarile apărute la nivelul de competențe de citire în  
în Polonia fata de media OECD



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## **Dubla provocare a politicilor publice din Serbia**

- Relativa slaba capacitate a sistemului educational de a inmatricula copii si a-l mentine in educatie de-a lungul perioadei de scolarizare obligatorie (echitate);
- Fundamentalul slab (in termeni de competente de baza) a studentilor cu impact major asupra sanselor lor de invatare (calitate);

### **Politica solicitata: "inapoi la fundament"**

- Imbunatatirea indicatorilor de participare;
- Concentrarea atentiei asupra stagilor initiale din educatie (predat la clasa si in etapa pre-scolara);
- O evideniere puternica a dezvoltarii competentelor de baza (citat, matematica si stiinte) care stabilesc fundamentele succesului invatarii in etapele ulterioare.



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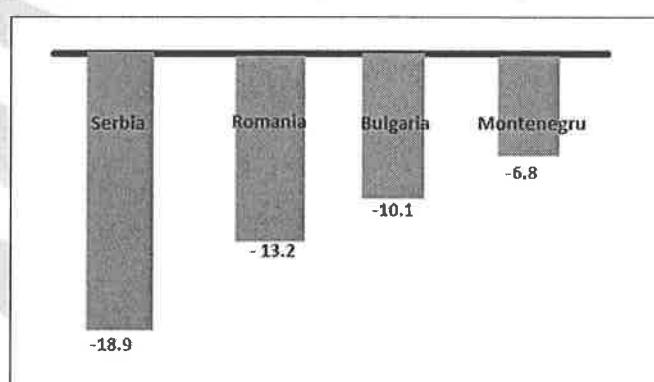
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## **Primul val de reforma in educatie in Serbia (2001-2004): adresarea softului**

- Un an obligatoriu de pregatire prescolara
- Reforma curriculei
- Dezvoltarea scolii in termeni de autoevaluare obligatorie
- Reforma serviciului intern de training



Schimbarea observata in privinta proportiei de elevi analfabeti functionali (PISA, 2006-2009)



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## *Al doilea val de reforma in educatie in Serbia (2008-2014): adresarea "hardware"*

- Crearea interesului legitim pentru inmatricularare: introducerea unui sistem de finantare normativ per capita;
- Revizia curriculei intr-o formula bazata pe competente, standarde de determinare a performantei la finalul educatiei primare si secundare;
- Introducerea examenului de absolvire la finalul educatiei primare, reforma examenului de "maturitate";
- Noi tipuri de inspectie bazate pe evaluarea intregii scoli;
- Inmatricularare automata a tuturor copiilor cu nevoi speciale in scoli, in baza unor planuri individuale de dezvoltare.



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## *Intrebari pentru discutie:*

- Care sunt elementele cheie ale reformei in educatie din Polonia si Serbia?
- Care sunt provocarile adresate de cele doua reforme in educatie relevante pentru contextul romanesc?
- Care sunt implicatiile acelor provocari in invatamantul superior din Romania?
- Care sunt elementele cheie ale celor doua reforme care sunt relevante si aplicabile in Romania?



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## Sesiunea 7 – Statistici privind performanta si masurarea performantei

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## Proiectul SAR "Sistemele de Asigurare a Calitatii in Invatamantul Preuniversitar (clasele 1-8/9) in Europa de Sud-Est: Ce functioneaza in regiunea noastra"

- Perioada de desfasurare: august 2011 – ianuarie 2013
- Finantator: Open Society Institute, prin Global Development Network (Banca Mondiala)
- A facut parte dintr-un program global de cercetare – "Varietati ale guvernarii: livrarea eficienta a serviciilor publice" (16 echipe internationale si interdisciplinare de cercetare)
- Esantion cercetare: 7 tari (Esantion cercetare: Albania, Bulgaria, Macedonia, Muntenegru, Romania, Serbia si Slovenia)



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## Intrebari de cercetare

1. Asemanari – diferente intre Sistemele de Asigurare a Calitatii din regiune
2. In ce masura SAC raspund la "nevoile reale" ale beneficiarilor?
3. Relatii de responsabilitate ("accountability") intre actori. Unde "se rupe filmul"?
4. In ce masura SAC rezoneaza cu actorii "din teren"/ implementare practica
5. Cum putem transforma guvernanta asigurarii calitatii in educatie a.i. sa obtinem educatie de calitate pentru toti elevii?

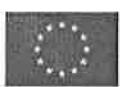


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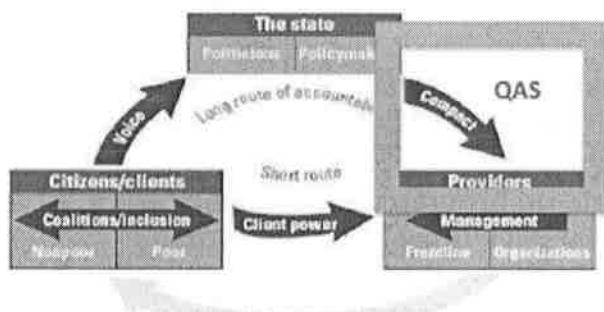
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## Teorie si ipoteza

Figure 1: Fitting the quality assurance system in the accountability framework



Source: GDNET Concept Note, Own Interpretation



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## Ce este un SAC in educatie?

**Table 1: The Functions and Participants in a Quality Assurance System**

<u>Functions</u>	<u>Participants</u>
1)Setting goals (national curricula, standards, actual development goals) 2)Performance evaluation 3)Communication and reporting (in general of performance evaluation to broader public) 4)Resource allocation 5)Autonomy, support, intervention 6)Accountability & consequences	1)Students 2)Teachers 3)School leaders/ Principals 4)School Boards 5)Local Government 6)National Government

**Source:** Own Interpretation of SABER World Bank methodology



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## Metodologie si date

- Studiu de caz
- Metode calitate si cantitative (metoda mixta)

**Pasul I:** Evaluare de tip baseline a arhitectonicii institutionale a sistemelor de asigurare a calitatii (exercitiu descriptiv, pe baza unui chestionar de 15 pagini, completat de experti nationali, in urma consultarii literaturii si documentelor existente, precum si in urma unor interviuri cu actori din sistem)

**Pasul II:** Evaluare eficacitatii (effectiveness) sistemelor de asigurare a calitatii

- 13 nevoi "reale" ale elevilor
- Constructia unui **index** (In ce masura raspund SAC respectivelor nevoi, in fiecare din cele 6 functii ale sale?)



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## Probleme cu datele

- Intr-un studiu comparativ: numar insuficient de observatii pentru variabila dependenta (i.e. rezultatele elevilor – learning outcomes) – nu toate statele participa la testelete PISA in toti anii
- In acelasi timp, dificultatea observarii efectului unei anumite reforme in educatie (si izolarii variabilelor)
- “Inventarea unor metode”
  - Constructia indexului



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## Constructia indexului

- Scala 0 – 2
  - 2 = proces bine pus la punct
  - 1 = proces parcial
  - 0 = niciun proces
- Aplicarii scalei pentru fiecare dintre cele 13 nevoi, pentru fiecare functie din SAC (X-tab)
  1. Comunicarea in limba materna
  2. Comunicarea in limbi straine
  3. Competente matematice si de stiinte
  4. Competente digitale
  5. "Learning to learn"
  6. Competente civice si sociale
  7. Simt de initiativa si antreprenoriat
  8. Sensibilitate culturala si expresie
  9. Abandon scolar
  10. Acces egal pentru toate grupurile socioeconomice
  11. Educatia si perfectionarea profesorilor
  12. Participarea parintilor
  13. Cheltuieli/ student



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## Exemplificare

1. Există obiective pentru rezultatele elevilor în aria "comunicare în limbă maternă"?
2. Există standarde pentru rezultatele elevilor în aria "comunicare în limbă maternă"?
3. Sunt măsurate rezultatelor elevilor (student achievement) în aria "comunicare în limbă maternă"?
4. Sunt alți actori din sistem evaluati pentru performantele elevilor în aria ...?
5. Sunt rezultatele elevilor în aria ... comunicate și raportate?
6. Există sistem de responsabilitate (accountability) și consecințe pentru a recompensi/ penaliza rezultatele elevilor în aria ...?
7. Realocarea resurselor se face în funcție de rezultate în aria ...?
8. Există sistem de suport și intervenție pentru îmbunătățirea rezultatelor în aria ...?



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## Agregate rezultate/ index

Table 8. The effectiveness of Quality Assurance Systems in Basic Education in SEE

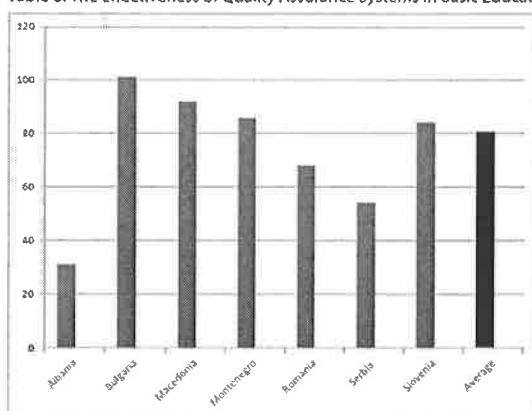
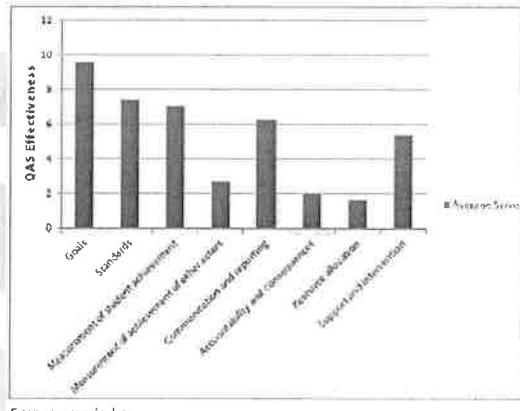


Table 10. The effectiveness of QASs across their functions



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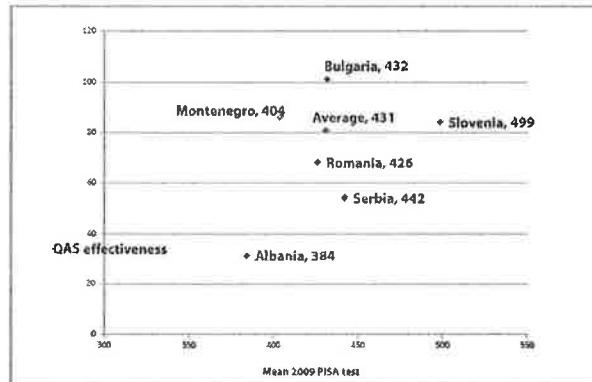
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## Rank correlation

Table 9. Relationship between QAS effectiveness and 2009 PISA test scores



Source: own analysis, PISA test scores

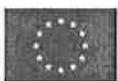


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## Analiza internă a datelor - AVAS



- Evaluare de capacitate (numar de proceduri/nr. de personal)
- Evaluare de activitate (nr. de "dosare"/nr. salariati direct productivi)
- Evaluarea de modalitati de acoperire a nevoilor cu resursele (deficit/surplus de personal)
- Evaluare de buget folosind datele
- Evaluare de capacitate a institutiei fata de un obiectiv national (privatizare)
- Posibilitatea de a da tinte individuale, simple si clare, fiecarui salariat
- Evaluarea performantei directorilor din cadrul institutiei folosind date saptamanale



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## Analiza interna a datelor – Consiliul Concurentei



- Evaluare de incarcare pe directii (benchmarking simplu fata de anul trecut)
- Evaluare de activitate (durata unei proceduri vs. media europeana)
- Evaluare de linii de prioritate pentru buget (3 tipuri de proiecte)
- Evaluarea si bugetarea unor proiecte in functie de prioritate



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## Modalitati de folosire a seturilor de date in Romania si in SUA/ Marea Britanie

- Perceptia coruptiei
- "Dimensiunea" spagii
- Metode de fraudare fonduri UE
- Gradul de satisfactie al serviciului (SUA, etc.)
- John Major : public sector performance standards
- Educatie in Marea Britanie : League Tables (contestable markets)



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**Michelle Rhee and the educational reform in  
Washington D.C.**

**Corina Murafă, Peter Rado**



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- Influential/Controversial figure
- Reformer of the American education system
- Chancellor of the District of Columbia Public Schools
- Drastic reforms
- Revolutionized the education system



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## Timeline

- 1988 – Cornell University
- 1992 – accepted in Teach for America program (Baltimore City experience)
- 1995 – MA in Public Education at the Harvard School for Public Policy
- 1997 – The New Teacher Project (TNTP)
- 2007 – appointed as Chancellor of the Washington DC Public Schools



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Racial division (Black -50%, White -38%,  
Hispanic-9%, Others-3%)

Too many schools per number of students  
(47.000 students in 123 schools)

2007 dysfunctional system  
in DC (challenges)

Lagging behind in results compared to other  
states

Precarious endowment of schools



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## Actions

Dismissed 15% of central office staff

Closed 15% of the schools

Established IMPACT

Fired teachers with poor performances

## Results

Growth in accountability

Enhancement of results

Political and civic opposition

Rise in graduation rate after 40 years



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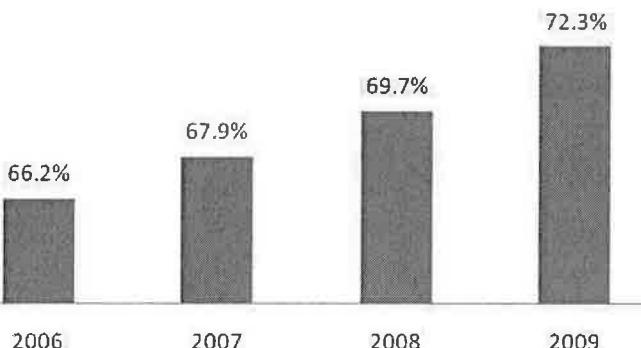
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## Graduation Rates

2005-06 to 2008-09



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## IMPACT System (1)

- Designed to help staff by
  1. Clarifying expectations – IMPACT outlines the performance expectations and job responsibilities
  2. Providing feedback and support – through data
  3. Retaining “great people” – recognition for outstanding performance



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## IMPACT System (2)

- Ratings for teachers are based on:
  1. Student achievement
  2. Instructional expertise
  3. Collaboration
  4. Professionalism



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## Publicity and support

- Successful methods brought interest in her activities
- Gained funding (\$64.5 million)



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## Criticism

- Dr. Alan Ginsburg study (2011)
- Contradicted the success of Rhee's reforms
- Comparing with previous two administrations
- Portrayed improvement as unrelated to Rhee's reforms



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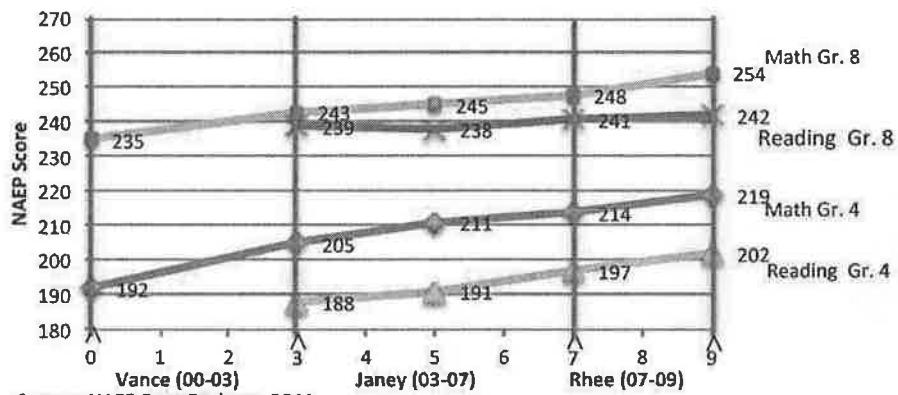


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### Exhibit I. DC NAEP Scores In Math And Reading For Vance, Janey and Rhee Administrations, 2000-09, All Students



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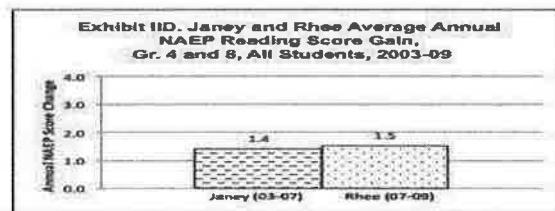
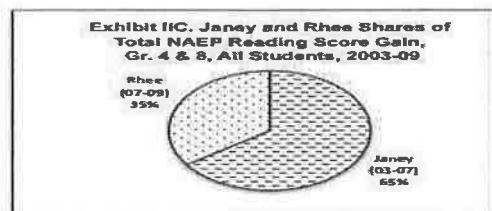
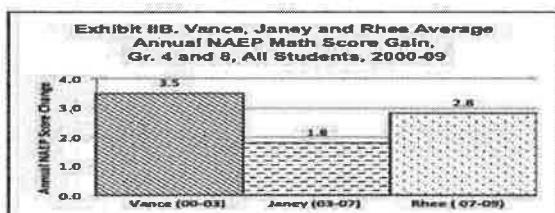
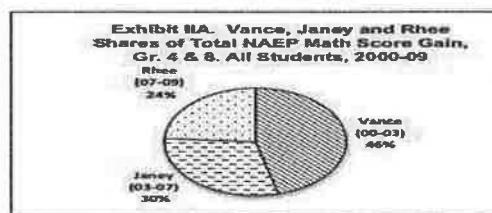


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### Exhibit II. Comparison of The Total And Annual NAEP Score Gains Among Vance, Janey and Rhee Administrations, All Students



Source: NAEP Data Explorer, January 2011



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### Exhibit 7. Share And Annual Measures Of The Distribution Of The Gain in DC's NAEP Scores Among Vance, Janey and Rhee For Black Students

DCPS Black Students	Tot. NAEP Score Gain	Share of Total NAEP Score Gain			Average Annual NAEP Score Gain			
		Vance (00-03)	Janey (03-07)	Rhee (07-09)	All Years	Vance (00-03)	Janey (03-07)	Rhee (07-09)
Math, Gr. 4 (00-09)	25	56%	28%	16%	2.8	4.7	1.8	2
Math, Gr. 8 (00-09)	18	50%	28%	22%	2	3	1.3	2
Average Math Gr. 4 & Gr. 8 (00-09)	22	53%	28%	19%	2.4	3.9	1.6	2.0
Reading, Gr. 4 (03-09)	12		67%	33%	2.3		2	2
Reading, Gr. 8 (03-09)	3		67%	33%	0.5		0.5	0.5
Average reading Gr. 4 & Gr. 8 (03-09)	8		67%	33%	1.4		1.3	1.3

Source: NAEP Data Explorer, January 2011



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# Thank you !



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