Dealing with Non-mission Based Values in Performance Oriented Public Management

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Public Administration vs. Public Management

Public Management:
Orthodox values: efficiency, cost-effectiveness, favorable benefit-cost ratios, managing collaborative governance (contracts, networks)
Performance: management & accountability for results; value for money

Public Administration:
Also concerned with macro-policy and political system values & objectives
A Problem with “Results” and “Value for Money”? 
Cass Sunstein, Administrator of OIRA: 
“A Smarter Approach to Cutting Red Tape”

- “The benefits of recent regulations have far exceeded the costs.”
- Is the distribution of benefits and burdens neutral?
  - J. Q. Wilson, *Politics of Regulation*
  - Regional considerations
  - Equity
  - Who pays for public goods?
  - Is the regulatory process transparent, participatory, fair, burdensome?

What Are Non-Mission Based Values?

Values that:

• Do not support achieving the central purposes, core activities, and *raison d'être* of agencies & programs

• Are unrelated to an agency’s specialized competencies and technologies

• Promote public values that are extraneous to organizational missions & may impeded them

• Are often imposed across all agencies in one-size-fits-all fashion; not tailored to specific missions

• May not be supported by agency leaders and personnel
Non-mission Values Support Macro-policy Objectives

- Equal Opportunity
- Distributive Fairness
- Reduction of Crime, Anti-social Behavior
- Harmonious Society
- Population Control
- Good Citizenship
- Personal Privacy
- Public Health

- Globally Competitive Human Capital
- Energy Conservation
- Recycling
- Environmental Justice
- Environmental Sustainability
- Strong Families
Non-mission Based Values also Support Political System Values

- Legitimacy
- Rule of Law
- Rights, Due Process
- Accountability
- Transparency
- Honesty (limiting corruption)
- Stakeholder Participation

- Representative-ness
- Responsiveness
- Stability
- Fiscal Responsibility
- Management Values, Capacity
- Model Employer
How Are Non-mission Based Values Established and Where Are They Found?

U.S. *Examples*:

**Constitution:**
- Receipts & Expenditure Clause; Rule of law

**Statutes:**
- Administrative law

**Executive Orders**
- Impact on families, federalism, environment, small businesses & governments

**Judicial Decisions**
- Rights of public employees; contractors
Can the Public Administration Community Establish Binding Non-mission Based Values?

- Are we a profession like law & medicine?
- The New Public Administration vs. Theft of Popular Sovereignty²
- “Guerilla Government”
- Street-level Administration
- Advocacy (limits thereof)

The Need to Measure Non-mission Based Values along with “Results”

- Non-mission Based Values Are Central to Public Administration
- What One Measures Is What One Gets
- Outsourcing, Devolution & Values
- “Soft” Values vs. Hard Outcomes
- Prioritizing Values (management is neither everything nor the only thing)
Generic Measures: Administrative Outputs

Comparative Performance (processes)
   Efficiency, cost-effectiveness, best practices

Compliance
   Energy reduction, tons recycled, requests for information satisfied, timeliness, complaints & lawsuits filed

Adjudication
   Efficiency, fairness, competence, impact on administrative systems

Customer/Client Satisfaction
   Surveys, comparisons
Generic Measures: Administrative Outcomes (1)

Outcome Measures for Non-mission Based Values Are More Problematic:

- Outcomes are beyond agencies’ control
- Outcomes are multi-causal
- Many non-mission based values are “soft”
- Outcome measures tend to be specific rather than generic
Specific Outcome Performance Measures

Similar to those used for mission based objectives:

• Reduction measures (crime, disease, poverty, tons in landfills, public corruption, carbon footprint)

• Production measures (workforce diversity, contracts to targeted entities, safety net payments)
“Reinventing Government” movement used the public’s trust in government as the all encompassing generic output measure

Gross National Happiness:

- **Economic Wellness**: Indicated via direct survey and statistical measurement of economic metrics such as consumer debt, average income to consumer price index ratio and income distribution
- **Environmental Wellness**: Indicated via direct survey and statistical measurement of environmental metrics such as pollution, noise and traffic
- **Physical Wellness**: Indicated via statistical measurement of physical health metrics such as severe illnesses
- **Mental Wellness**: Indicated via direct survey and statistical measurement of mental health metrics such as usage of antidepressants and rise or decline of psychotherapy patients
Gross National Happiness (cont’d.)

- **Workplace Wellness**: Indicated via direct survey and statistical measurement of labor metrics such as jobless claims, job change, workplace complaints and lawsuits.
- **Social Wellness**: Indicated via direct survey and statistical measurement of social metrics such as discrimination, safety, divorce rates, complaints of domestic conflicts and family lawsuits, public lawsuits, and crime rates.
- **Political Wellness**: Indicated via direct survey and statistical measurement of political metrics such as the quality of local democracy, individual freedom, and foreign conflicts.

(Source: http://en.wikipedia.org/wiki/Gross_national_happiness)
Putting it all together: A Balanced Scorecard for Mission- and Non-mission Based Values

<table>
<thead>
<tr>
<th>Political System</th>
<th>Macro-Policy</th>
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<tbody>
<tr>
<td>Mission Results</td>
<td>Managerial Performance</td>
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</table>

Measure each set on same cycle to ensure agency or program is not neglecting full range of managerial, political, and legal values.
Discussion, Questions, Problems . . .

Puzzles?