

Central Management of Local Performance: A Comparison of England and Korea

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Abstract

Since the 1980s, New Public Management (NPM) has deeply influenced the public sector across the world, and thus measuring or managing performance has become a principal element of government reform. In terms of borrowing models and techniques from the private sector, performance measurement has been significantly extended into government, but differences between the two sectors have led to difficulties and criticism of this practice with a wide inconsistent variety of different theoretical explanations about it. In this context, this thesis investigates the effectiveness of performance measurement and theoretical explanations of conditions for its success in the public sector. It focuses through a comparative methodology on Comprehensive Performance Assessment and Joint Performance Assessment that have recently been introduced between the levels of government in England and Korea for the improvement of local government performance and accountability.

Extensive analysis of literature and case studies have allowed the thesis to find firstly, that the introduction of such unique assessment systems, by which the centre assesses localities, was deeply affected by the environmental commonalities of both countries such as centralisation in inter-governmental relations and enthusiasm for NPM. Second, the empirical evaluation of both tools shows that they have in practice been valid for accurate assessment, and directly functional for improvement and indirectly for accountability to the public. Their high validity and functionality proved to be mainly attributable to two characteristics. One was institutionally that both frameworks were based on a balanced approach to performance and the disclosure of assessment results to the public for facilitating competition between localities. The other was that both had impacted on internal management of local government which led to change in organisational culture with more focus on performance. However, it identified a necessity for local authorities to participate in the development process of those tools to ensure legitimacy of central management of local performance since they enjoy their own electorally based political support. The research has also found the importance of assessors' expertise for accurate assessment and a possibility that performance measurement can contribute to the resolution of political tension and cooperation between central and local government when it focuses more on outcomes than input and process. A deeper theoretical and practical understanding of these successful experiences and important policy elements in contemporary public management contributes significantly to knowledge in the three settings of evaluation of policy instruments, comparison between countries and central-local relations. Finally, the study assists each country and others to draw lessons from each other.

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List of Abbreviations

AA	Assessment section of Activities and achievement
AC	Audit Commission
ACT	Assessment of Culture and Tourism
AE	Assessment of Environment management
AHW	Assessment of Health and social Welfare
ALA	Assessment of: Local Administration
ALE	Assessment of Local Economy
ANT	Assessment section of National-priority control Targets
APW	Assessment of Policy on Women
ARD	Assessment of Regional Development
AS	Assessment of Security for Life and Property
ASC	Assessment Section of Capacity
BSC	Balanced Scored Card
BV	Best Value
BVPI	Best Value Performance Indicators
BVPP	Best Value Performance Plan
BVR	Best Value Review
CA	Corporate Assessment
CAF	Common Assessment Framework
CCR	Current Capability Review
CCT	Compulsory Competitive Tendering
CGA	Committee for Government Activity Assessment
CIPFA	Chartered Institute of Public Finance and Accountancy
CPA	Comprehensive Performance Assessment
CSCI	Commission for Social Care Inspection
CYPP	Children and Young People Plan
DCLG	Department of Community and Local government
DOT	Direction of Travel
EFQM	European Foundations for Quality Management
GPE	Government Performance Evaluation
GPRA	Government Performance and Result Act
IDeA	Improvement and Development Agency
IGR	Inter-Governmental Relation

IMF	International Monetary Fund
ISO	International Organization for Standardization
JPA	Joint Performance Assessment
KFDA	Korea Food and Drug Administration
KLOA	Key Lines of Assessment
KLOE	Key Lines of Enquiry
Krila	Korea Research Institute for Local Administration
LAA	Local Area Agreement
LGA	Local Government Association
LGA 1999	Local Government Act 1999
LGA 2000	Local Government Act 2000
LGA 2003	Local Government Act 2003
LGMA	Local Government Modernisation Agenda
LPSA	Local Public Service Agreement
LSP	Local Strategic Partnership
MCST	Ministry of Culture, Sport and Tourism
MKE	Ministry of Knowledge Economy
MLTM	Ministry of Land, Transport and Maritime Affairs
MOGAHA	Ministry of Government Administration and Home Affairs
MOGE	Ministry of Gender Equity
MOPAS	Ministry of Public Administration and Security
MOSF	Ministry of Strategy and Finance
MW	Ministry of Health and welfare
NAO	National Audit Office
NEMA	National Emergency Management Agency
NPM	New Public Management
ODPM	Office of Deputy Prime Minister
OECD	Organisation for Economic Cooperation and Development
Ofsted	Office for Standards in Education
PI	Performance Indicator
PM	Performance Measure
PSA	Public Service Agreement
SA	Service Assessment
TQM	Total Quality Management
UOR	Use of Resource