
Empowerment and Public Service Delivery in Developing Asia

亚洲发展中国家的赋权与公共服务

Anil B. Deolalikar

University of California, Riverside

阿尼尔·蒂欧拉利卡尔，美国加州大学河滨分校

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Empowerment and development

赋权与发展

- *“The concept of freedom emphasizes the importance of empowering people to help themselves, and of focusing on individuals as the actors of their own development ...”*
“自由的概念强调了赋权于民、使其自助，并将个体视为其自身发展的行动者”
 - Joseph E. Stiglitz, Amartya Sen, and Jean-Paul Fitoussi, Commission on the Measurement of Economic Performance and Social Progress, Paris, September 2009 约瑟夫·斯蒂格利茨、阿马蒂亚·森、让-保罗·菲图西，经济表现和社会进步国际委员会，巴黎，2009年9月
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What are public services?

什么是公共服务？

- Public services are essential services provided by a government to its citizens either directly (by public providers) or indirectly (by private or non-government providers, who are then subsidized by the government for providing these services). 公共服务是一个政府为其公民直接（由公共机构）或间接（由私营机构或非政府组织提供，政府对其进行补贴）提供的必要服务。
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- These services are essential for: 这些服务对于以下方面极其重要:
 - human functioning (e.g., safe drinking water and sanitation, communicable disease control) 人类自身（例如安全的饮用水与环境卫生，传染病控制）
 - societal functioning (e.g., electricity, roads, law and order) 社会运行（例如电力、道路、法律和秩序）
 - economic activity (e.g., telecommunications infrastructure, safety and environmental standards, settlement of land and property disputes), and 经济活动（例如电信设施、安全与环境标准、土地和财产争端的解决）
 - human capital formation (viz., schools, early childhood programs, literacy programs, etc.). 人力资本的形成（即学校、早期教育、扫盲等）
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- In addition, there are a number of public services deemed necessary to achieve national development objectives, such as economic growth, income redistribution, poverty alleviation, and population stabilization 此外，一些公共服务对于经济增长、收入再分配、减贫、稳定人口等国家发展目标的实现必不可少。
 - Examples: agricultural extension services for farmers, family planning programs, and cash transfer schemes 例如：针对农民的农业推广服务、计划生育项目和转移支付计划。
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Why are public services important?

公共服务为何重要？

- Many public services have public good characteristics (e.g., externalities), so economic theory suggests they will not be provided optimally by the private sector (e.g., child vaccination, communicable disease control, and pollution control). 很多公共服务具有公共产品的特征（如外部性），所以经济学理论认为最好不要由私有部门来提供（例如儿童免疫、传染病控制和污染控制）
- By improving human capital, public services in education support long-term economic growth. 通过改善人力资本，教育领域的公共服务有利于实现长期的经济增长
- Infrastructure services, such as power supply, roads and telecommunication systems, lower transaction costs and encourage trade and economic activity. 基础设施服务，如电力供应、道路和电信系统，能够降低交易成本，刺激贸易和经济活动。

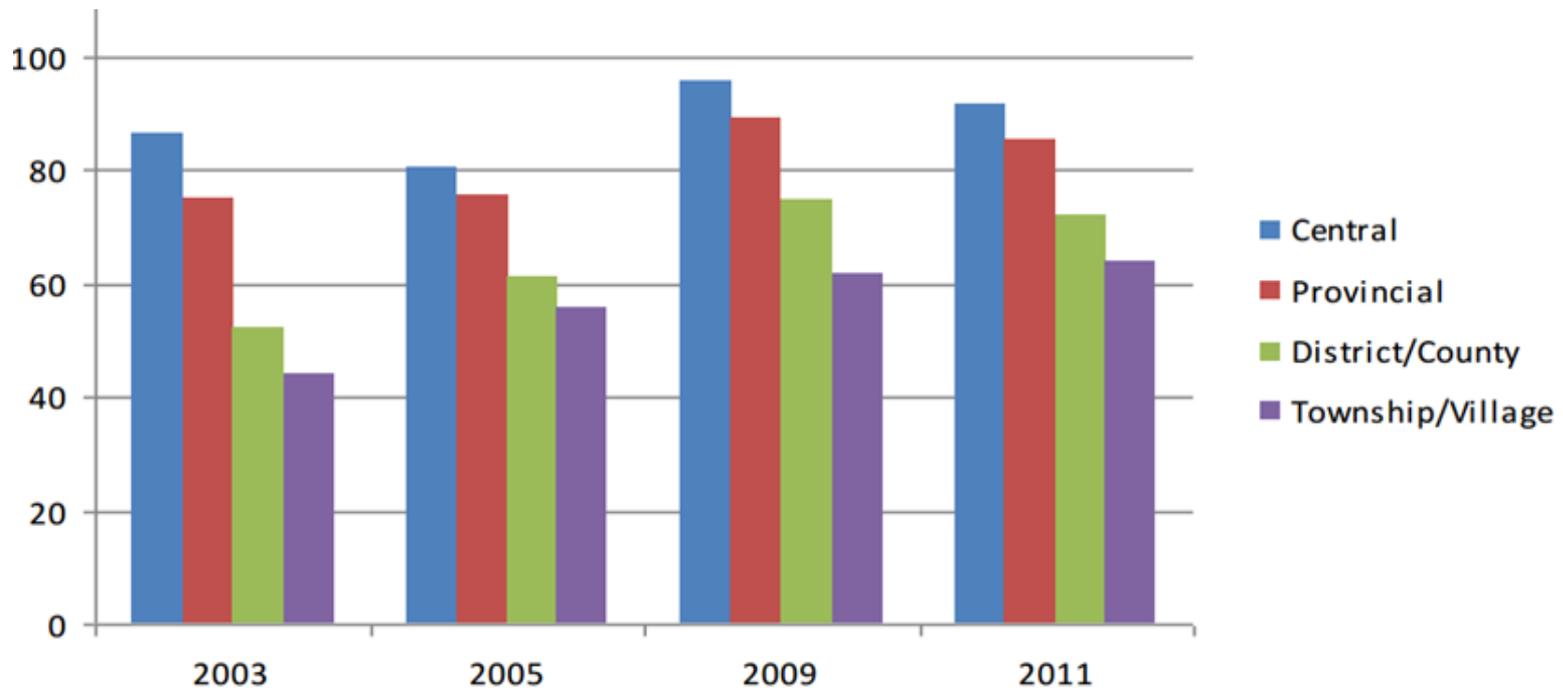
Public service delivery and governance

公共服务与治理

- Public service delivery is the frontline of governance. 公共服务供给是治理的第一线。
- World opinion surveys suggest that citizens in developing countries place tend higher priority on public service delivery as an indicator of governance than citizens in the developed world. 全球民意调查显示，与发达国家相比，发展中国家的民众更倾向于将公共服务的供给作为政府治理的指标。
- Public perceptions of governance are intimately linked to the quality of public service delivery, because the main – often only – contact that most developing-country citizens have with government and the public bureaucracy is through public services. 对治理的公共认知与公共服务供给的质量密切相关，因为大多数发展中国家的公民与政府及其公共官僚体制的主要（常常是唯一）联系就是通过公共服务而发生的。

- For these citizens, the face of the government is very often the local service provider – the teacher in the government school or the doctor in the public health clinic. 对于这些民众来说，地方服务提供者常常就代表了政府的面孔，他们可能是公立学校的老师，也可能是公共医疗诊所中的医生。
- Thus, good governance is synonymous with the availability and quality of public services received. 因此，善治就等同于公共服务的提供与质量。
- When a school teacher in the public school is absent from work or when the health worker in the government health clinic demands a bribe, people think poorly of the functioning of their government. 当公立学校中的老师缺勤或是公共诊所中的雇员索贿时，人们就会对其政府的运转产生恶评。

- Case study of China: Citizens' satisfaction declines with each lower level of government. That's because lower levels of government are responsible for providing public services. **中国的案例：民众满意度随政府层级降低而下降，因为基层政府负有提供公共服务的责任。**
- (*% of citizens extremely or relatively satisfied with government performance*)
(*Source: Saich, 2012*) (*民众对政府表现极为满意或较为满意的百分比*)



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- Many other elements of governance, such as government effectiveness, transparency, corruption, and the rule of law, manifest themselves through the delivery of public services. So public service delivery is a good proxy indicator of broader governance. 治理的很多其他因素，例如政府效能、透明度、腐败、法制等，也通过公共服务供给得以体现。所以公共服务供给是衡量广义治理的一个很好指标。
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Public services are particularly important for the poor ... 公共服务对于穷人尤为重要

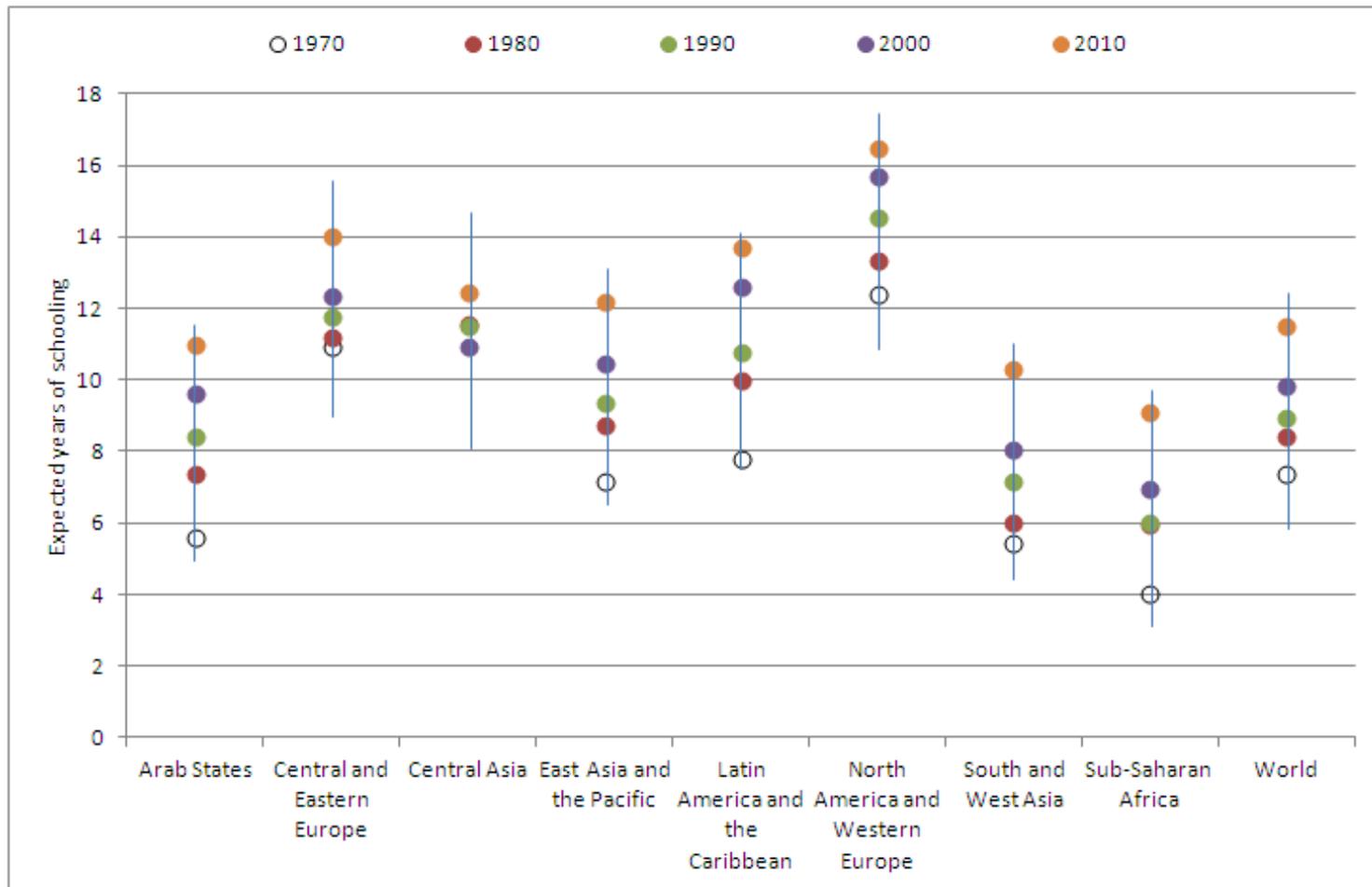
- *“... a public distribution system geared to the needs of the vulnerable sections of the community [and providing essential food, health services, medical attention, etc.] can bring the essentials of livelihood within easy reach of people whose lives may remain otherwise relatively untouched by the progress of real national income.”* “一个契合社区脆弱群体需求[并且提供必要的食物、健康服务和医疗关注等]的公共分配体系能够使人们较易获得生计必需品，否则他们几乎无法从实际国民收入的增长中受益。”
- Amartya Sen, “Food and Freedom,” Sir John Crawford Memorial Lecture, Washington DC, 29 October 1987. 阿马蒂亚·森，“食物与自由”，约翰·柯劳福爵士纪念演讲，华盛顿，1987年10月29日

Developing Asia has made significant improvements in public service delivery ...

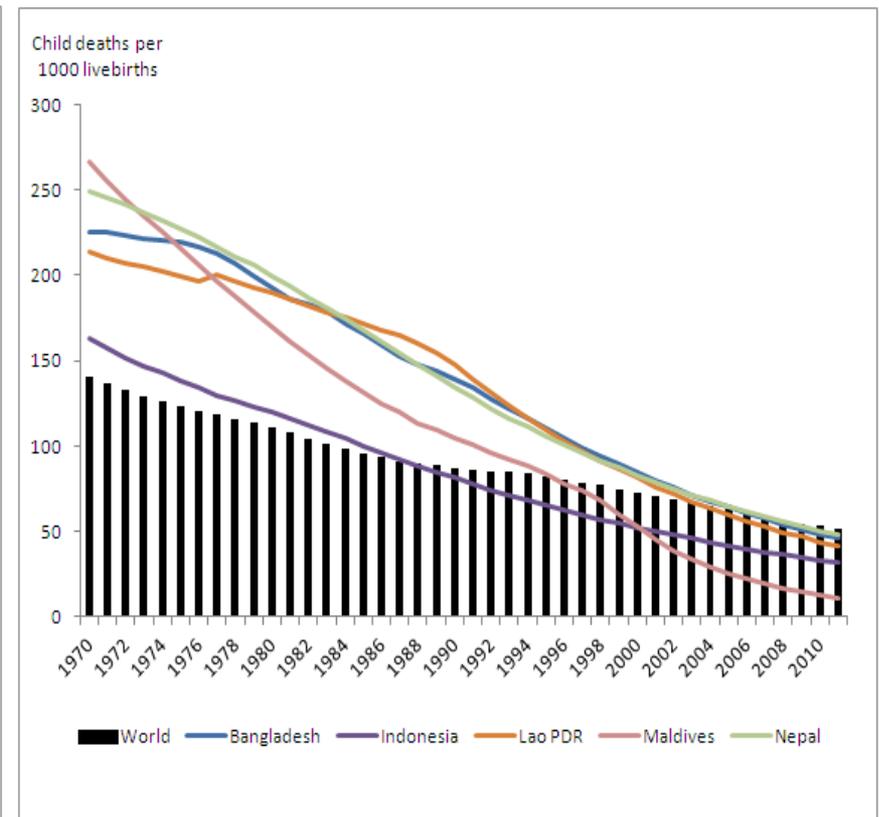
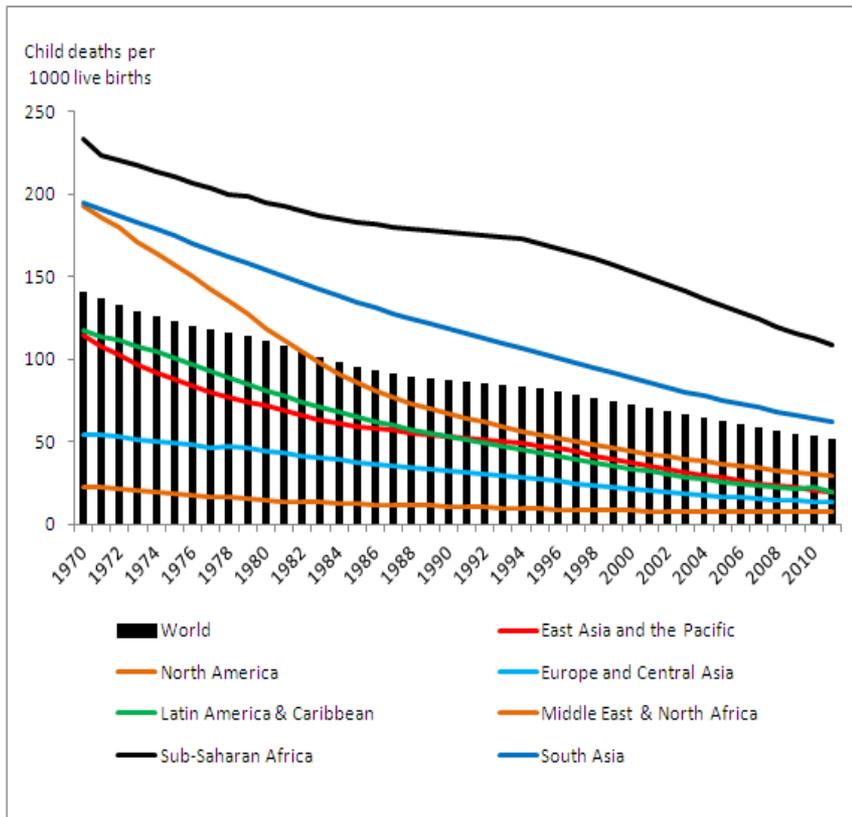
亚洲发展中国家在公共服务供给方面取得了显著改善

- Public-sector service provision has expanded, because economic growth has resulted in larger government revenues and this has allowed governments to spend more on public services. 经济增长使政府财政收入提高，因此能够为公共服务投入更多，公共服务供给因此得到扩展。
 - Private provision of services has increased as well because of rising household incomes. 家庭收入的提高也使服务的私人供给增加。
 - The increase in health and education services has resulted in large improvements in health and educational outcomes. 健康和教育服务的增加带来了健康和教育成果的巨大改善。
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Schooling attainment increased significantly from 1970 to 2010 ... 1970-2010年间教育水平的显著提高

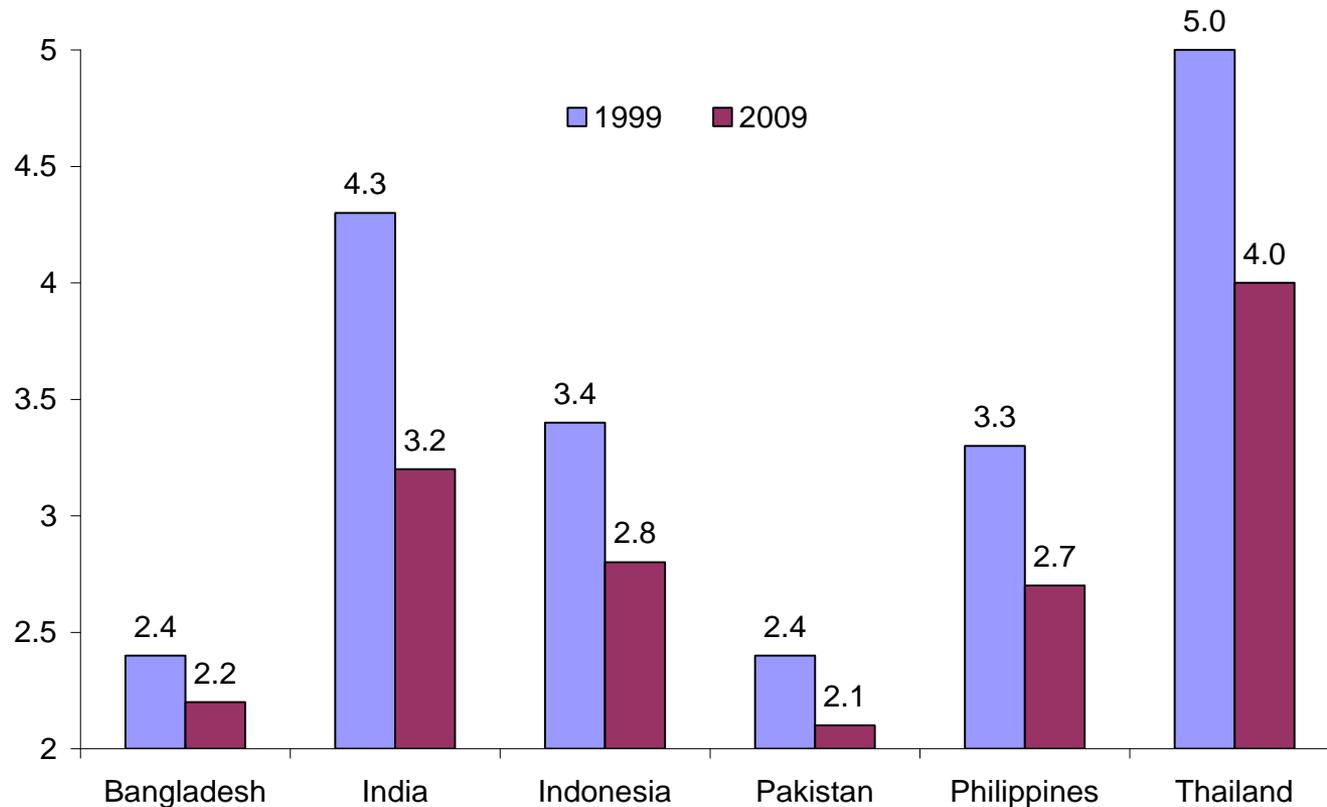


... and under-5 mortality rates have fallen sharply in many countries ...很多国家5岁以下儿童的死亡率大幅下降



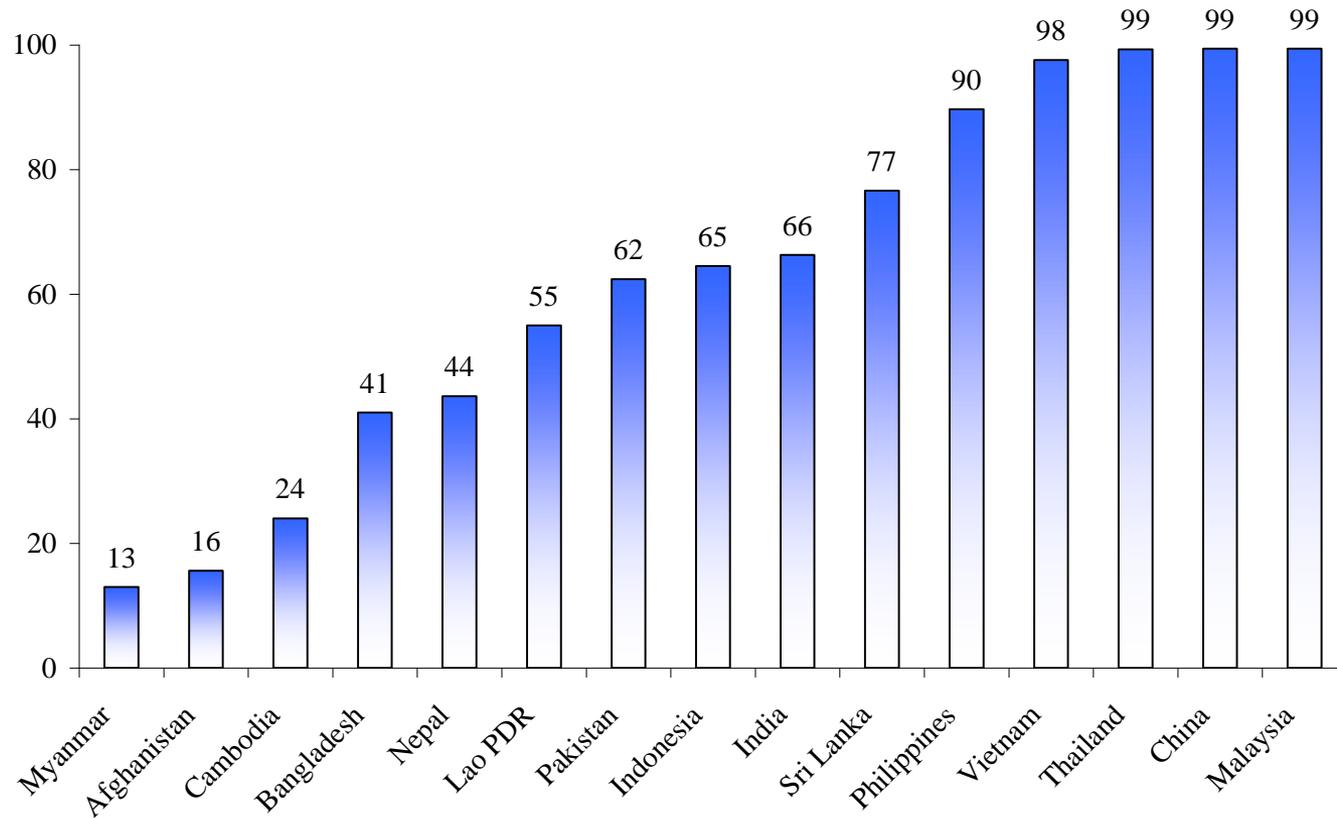
... Yet growth in public service provision has lagged the pace of economic growth 但是公共服务供给的增长仍然滞后于经济增长率

Public spending on education as % of GDP, 1999-2009



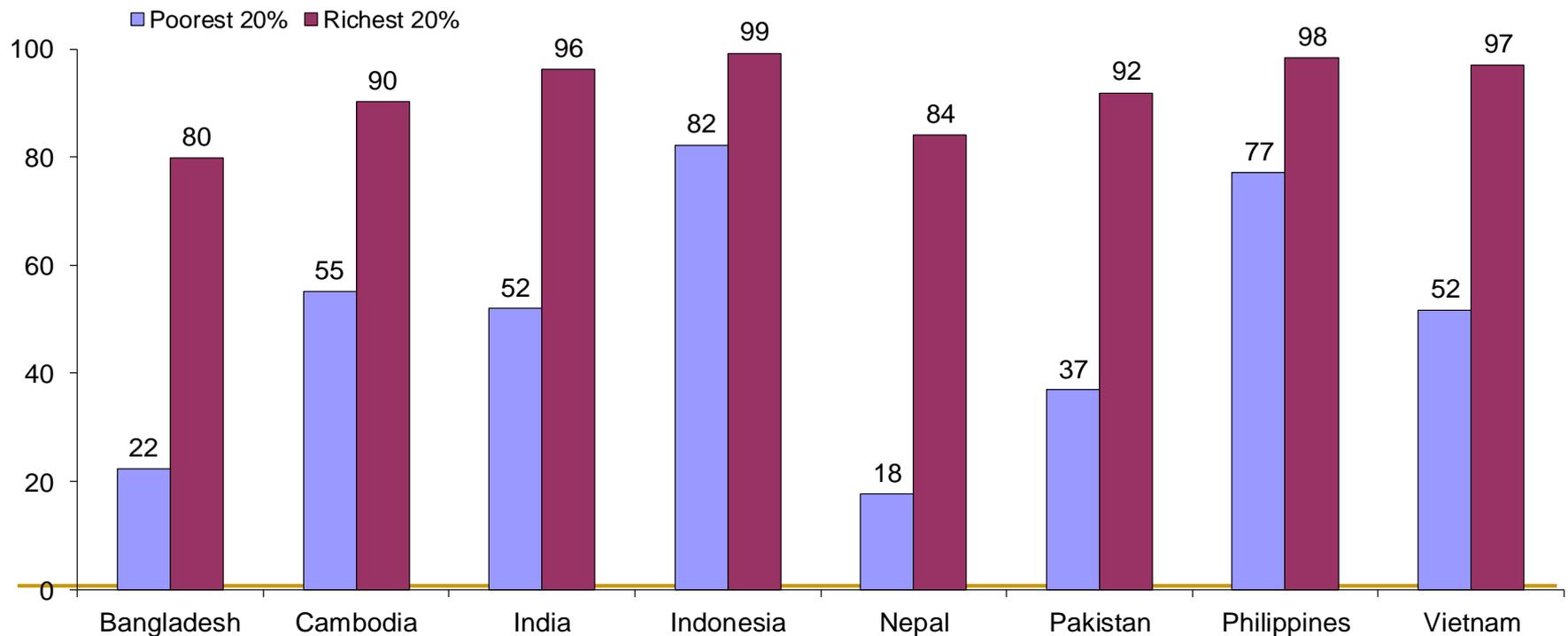
... and there are wide variations in access to public services across countries in Asia 亚洲国家之间在公共服务可及性方面存在巨大差异

Percent of population with access to electricity, 2009



Unequal access of the poor to public services in many countries means the benefits largely accrue to those better off, thus perpetuating disparities in distribution. 很多国家穷人无法得到平等的公共服务，这意味着利益集中在富裕阶层，从而持续产生分配上的差异性

% of women who received antenatal care from a skilled health provider for the most recent birth in the 5 years preceding the survey, by wealth quintile, circa 2005

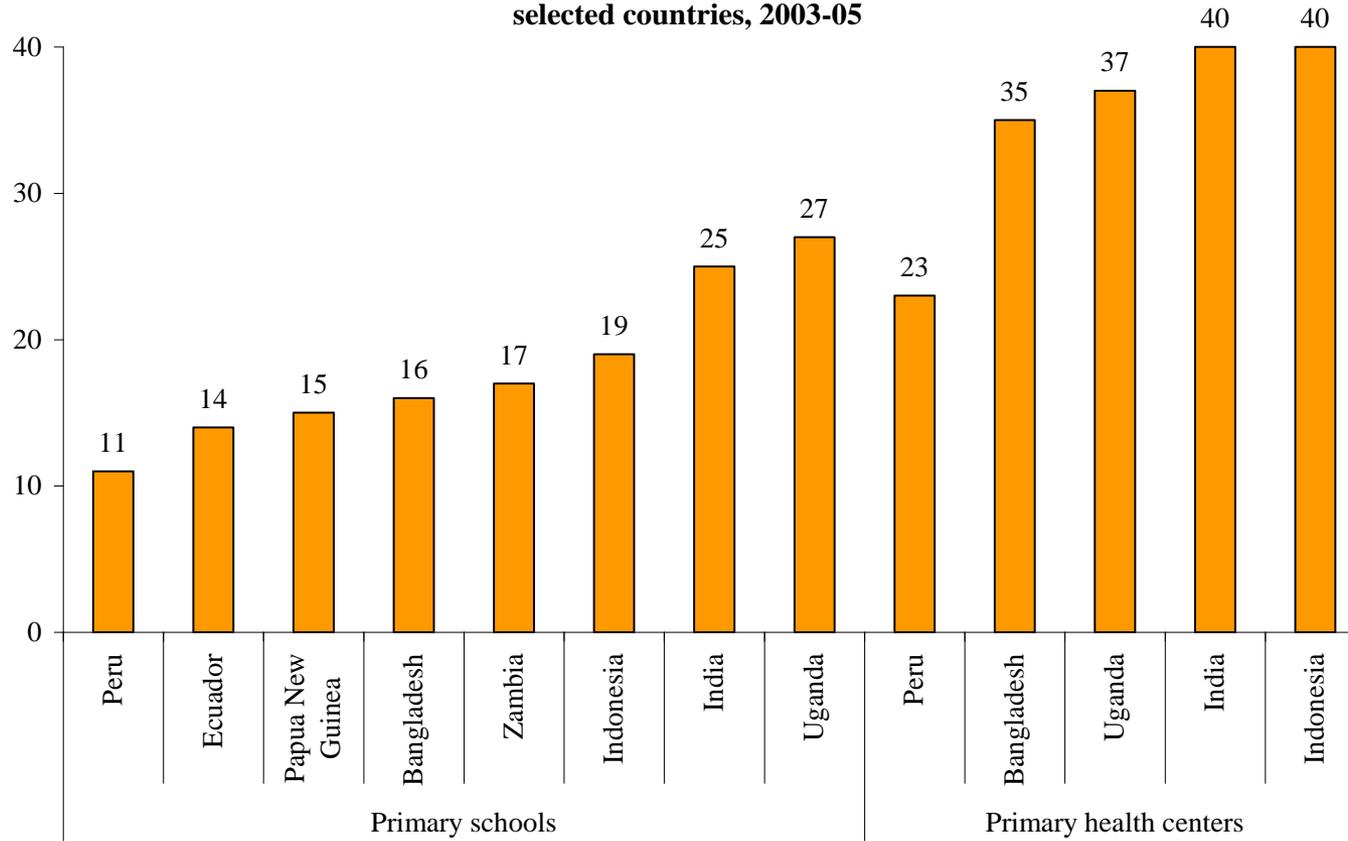


Quality of public services poor and uneven in much of developing Asia 亚洲很多发展中国家公共服务质量差且不均衡

- In addition, the quality of public services is poor in many countries in the region, with very high rates of absenteeism among teachers in government schools and health workers in public clinics. 此外，亚洲很多发展中国家公共服务质量差，公立学校的老师和公共诊所的医护人员缺勤率很高。
- This has resulted in a flight of consumers, even poor consumers, to the private sector. 这使得消费者、甚至是贫困的消费者被迫转向私人部门。

On any given day, 25-40% of teachers or health workers are absent from their work. 随机调查发现，平均25-40%的教师和医护人员缺勤

Provider absentee rates (%) by country and sector, selected countries, 2003-05

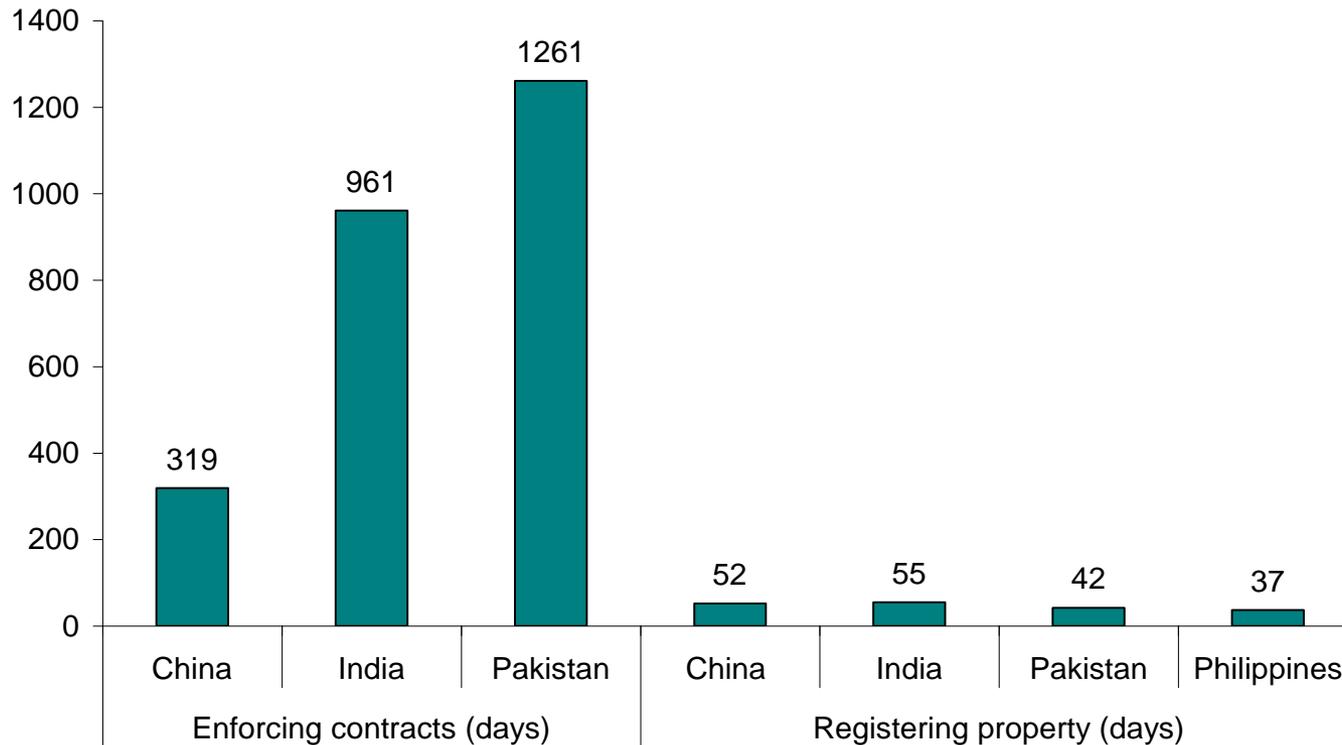


Public services to firms and businesses are also lacking ... 针对公司和企业的公共服务同样匮乏

- Lack of transparency and weak governance encourage corruption, rent seeking by public providers, and misappropriation of public funds meant for service delivery. 透明度不足和治理不力催生公共服务供应者的腐败和寻租，政府公共服务的资金被挪用。
 - Private businesses find it difficult to start a business, enforce a contract, get an electricity connection, and resolve insolvency. 私营企业难以创业、执行合同、获得电力和解决债务问题。
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It takes very long for businesses to get permits and register property ...企业需要经过漫长的过程才能获得批准、进行资产注册

Average time taken to enforce a business contract or to register a business property, 2009



How to improve public service delivery? 怎样改善公共服务供给？

- Empowerment of citizens and communities as a means of putting pressure on governments and public providers to become more accountable for service delivery. 对公民和社区进行赋权，以此对政府和服务供应者施压，使其对服务供给负责。

The concept of empowerment 赋权的概念

- The concept of empowerment arises from Amartya Sen's rights, entitlements, and capability approach. 赋权的概念是从阿马蒂亚·森的权利、权益和能力的框架中提出的。
- Empowerment enables deprived people to be effective agents of their own human development. 赋权能使被剥夺的人民成为他们自身发展中的有效行动者。
- Empowerment enables citizens and communities to hold the state accountable for the delivery of basic services. Clients-citizens also have the possibility to influence the quality of services provided by directly exercising client power on the service providers. 赋权能使公民和社区让国家对基本服务的供给负责。作为客户的公民同样有可能通过对服务提供者直接行使客户权力来影响公共服务的质量。

Empowerment mechanisms 赋权机制

- Empowerment can take place through several mechanisms:
赋权可以通过几种机制来实现：
- rights-based entitlements, whereby the state offers citizens the right to information as well as the right to specific social services and basic necessities (such as food, safe water, employment, health and education) 以权利为基础的权益：国家给予公民知情权以及获得具体社会服务和生活必需品（例如食物、安全用水、就业、健康和教育）的权利。
- participatory performance monitoring, where citizens and communities monitor and evaluate the implementation and performance of public services, often according to indicators they themselves have selected, and then demand better performance from service providers 参与式绩效监测：公民和社区根据他们自己选取的指标对公共服务的实施和绩效进行监测评估，并向服务提供者提出更高要求。

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- information and communication technology (ICT), which increases public transparency and makes it easier for empowered citizens to seek information and demand services from government. 信息通讯技术：能够增进公共透明度，使被赋权的公民更容易获得信息，并向政府提出服务要求。
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Empowerment Mechanisms 赋权机制

- Rights-based entitlements 权利基础的权益
 - Participatory performance monitoring
 - Information and communication technology
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Empowerment through rights-based entitlements 通过权利为基础的权益进行赋权

- Rights-based entitlements are enforceable rights enshrined in the legal framework or national constitutions: 权利为基础的权益是载入法律框架或国家宪法的强制性的权利：
 - the right to information, which is an instrument to ensure that citizens can influence the fulfillment of their rights to services, and 知情权使公民能够对自身公共服务权利的实现施加影响；
 - the right of eligible citizens to specific services 符合条件的公民有权获得具体的服务
- In both cases, it is the binding obligation of the state to ensure that eligible citizens receive the specific entitlement being guaranteed. 在两种情况中，确保符合条件的公民获得被保障的具体权益是国家的约束性义务。

The right to information 知情权

- In 1946, the UN General Assembly adopted Resolution 59(i), stating that "... freedom of information is a fundamental human right and ... the touchstone of all the freedoms to which the United Nations is consecrated." 1946年，联合国大会正式通过了第59（1）号决议，提出“对于信息的自由是一项基本人权，也是联合国崇尚的所有自由的点金石”
- While many countries in Asia have enshrined the right of citizens to information in their constitutions, few have put much emphasis on enforcing this right. 尽管很多亚洲国家在宪法中确立了公民的知情权，但是极少有国家对这项权利的落实加以重视。
- One country where the right to information has been used extensively in the last few years is India. 在过去几年中，知情权得到普遍使用的一个国家是印度。

Example of India 印度的例子

- In 2005 the Indian Parliament passed the Right to Information (RTI) Act. 2005年，印度国会通过了信息权利法案。
- Since its passage, citizens' have responded enthusiastically to the Act, filing information requests regularly. 自法案通过之后，公民对此反响热烈，定期地提出对信息的要求。
- The popularity of the Act is evidenced by the fact that in its first 2½ years, over 2 million RTI applications had been filed. 能够证明这项法案受欢迎度的一个证据就是，在最初的两年半时间里，民众提交了超过两百万知情权申请。
- The scale of applications has only grown since then. 对于信息申请的范围也是在法案通过后才增长的。

- RTI Act used by citizens to seek improvements in the delivery of basic services and access to basic entitlements (e.g., ration cards, below-poverty-line cards, pensions and wages). 公民利用信息权利法案来改善基本服务供给和对基本权益的获得（例如，定量供应卡、贫困认定卡、养老金和工资）
- An analysis of RTI applications filed in different departments across 10 states in the country found that the vast majority of applications dealt with issues of delays, status of requests, and complaints about service provision. 据一份对全国十个邦不同部门信息权利申请文件的分析指出，这些申请绝大部分是关于延误、申请状态以及对服务不满等方面的议题。
- The RTI has also been used by citizens' and civil society groups to monitor government functioning and audit programs. 公民以及公民社会团体同样利用信息权利来监督政府职能，对项目进行审查。
- The RTI Act has opened up the state to detailed scrutiny and created newer axes around which citizens can mobilize to demand accountability from the government. 信息权利法案将国家置于严密的监查之下，并且创造了更新的手段，使公民能够行动起来对政府问责。

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- In contrast, the state has been a reluctant participant. 相比之下，国家自始至终都是极不情愿地参与其中。
 - Bureaucrats regularly try to undermine the provisions of the law by making the filing of information requests difficult, delaying responses, providing insufficient information, and even discrediting RTI applicants with the claim that application requests are frivolous and vexatious. 官僚机构有规律地试图加大信息申请的难度、拖延回复、隐瞒信息甚至以申请要求琐碎和无理取闹为由怀疑申请者的申请诚信，以此来削弱法律条款。
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- Yet the State has been unable to resist the overwhelming demands for information. Data from surveys highlights that RTI applications have a 50% to 60% chance of being responded to. More recent data on the Government of India's performance on RTI indicates that in 2011-12, a mere 8% of a total of 629,960 RTI applications were rejected. 然而国家并不能无视民众势不可挡的信息需求。调查数据指出，信息权利申请获得反馈的概率是50-60%。对于印度政府信息权利绩效的近期数据显示，在2011-2012年间，在62.996万件信息权利申请中，只有8%的申请被拒绝。
 - Importantly, surveys have found that 65% of those who used the law reported that the law had been useful in accessing government information and resolving basic problems. 重要的是，调查显示，在使用这项法律的民众当中，65%认为法律在帮助他们获得政府信息、解决基本问题方面是有用的。
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- India's experience with RTI has been both positive and negative. 印度在信息权利方面的经验既有积极意义也有负面影响。
 - On the positive side, it has genuinely empowered citizens to scrutinize the government and hold it to account – and citizens have responded to this enthusiastically. 在积极的一面，它真正对公民赋权，使公民对政府进行审查、监督政府履责，而且公民对此反响热烈。
 - RTI has also planted seeds of change by forcing a system that traditionally exercised its power through its opacity and distance from citizens to acknowledge the importance of transparency, accountability, and peoples' empowerment. 信息权利迫使一个长久以来靠模糊不清、凌驾于民而实施权力的体制转向认可透明、责任以及人民赋权的重要性，这播下了社会变革的种子。
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- But there is limited evidence of any effort to build on the momentum generated by the RTI to initiate systemic reform within the bureaucracy and create a genuinely transparent mode of governance. 但是，似乎很少有证据显示国家会抓住信息权利运动这个契机在官僚体制内发起一场系统性的变革、创造一个真正透明的治理模式。
- This is sobering, because in the long term it may mean that the RTI was an opportunity lost for India. 这是一个令人警醒的问题，因为从长远来看，这可能意味着印度在信息权利上错失良机。

Rights to social services 社会服务权利

- Many countries in Asia also grant individuals the right to specific social services and basic necessities (such as food, employment, health and education). 亚洲很多国家同样赋予个体获得具体社会服务和基本必需品的权利（例如食物、就业、健康和教育）
- For example, some 135 countries worldwide have made education a fundamental right. In Asia, constitutional provisions in Pakistan and Bangladesh require the state to provide free and compulsory primary education. 例如，全世界大约有135个国家已经将教育视为公民的基本权利。在亚洲，巴基斯坦和孟加拉国的宪法条款要求国家为公民提供免费义务的基础教育。
- A number of countries in Asia, including India, Indonesia, Bangladesh, Sri Lanka and the Philippines, provide the right to water. 亚洲的一些国家，包括印度、印度尼西亚、孟加拉国、斯里兰卡和菲律宾，确立了公民的用水权。

- The right to health has been recognized in the constitutions of Indonesia, Maldives, Nepal, and Thailand, among other countries. 印度尼西亚、马尔代夫、尼泊尔、泰国以及其他国家在宪法中承认了公民的健康权。
- Nepal and Thailand have institutionalized social or non-contributory pensions for older people as a universal entitlement. 尼泊尔和泰国将老年人口的社会养老和非缴费养老金制度化，使其成为一项全民权益。
- There is currently strong international support for institutionalizing a Social Protection Floor (SPF) to promote the rights-based approach. 目前国际社会有一股强烈的呼声，支持将“社会保护最低标准”制度化，以推动权利为基础的战略。

How do rights-based entitlements work?

权利为基础的权益如何运行？

- Once citizens have rights to specific social services, they can, in principle, take the state – and individual public providers – to court for non-provision of these services. 一旦公民获得了对具体社会服务的权利，原则上讲，他们就可以因国家和单个的公共供给者不提供这些服务而将其告上法庭。
- But for this to happen, the legal process needs to be simple, inexpensive and quick, and the courts need to be cooperative, fair, and independent from the bureaucracy. 但是要实现这一点，司法过程要简单、快速且费用低，而且法院要配合、公正、独立于官僚体制。

Challenge of rights-based approach

权利为基础战略的挑战

- More importantly, the government also needs to have the fiscal resources to provide the public services that it has guaranteed. 更为重要的是，政府也需要具备一定的财政资源来提供它所承诺的公共服务。
- The biggest challenge in implementing the rights-based approach is the resource constraint that many low-income countries face. 在实施权利为基础的战略时最大的挑战就是很多低收入国家所面临的资源制约。

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- Rights have significant resource implications and many economic and social rights – in social protection, health and education – are particularly “resource-intensive.” 一些牵涉很多资源的权利以及很多（在社会保护、健康和教育方面的）社会经济权利尤其耗费资源。
 - Without the fiscal space to actually provide the service, guaranteeing the right to that service is meaningless. 如果没有财政能力来切实提供服务，保证对服务的权利是没有意义的。
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India's experience at rights-based entitlements

印度在权利为基础的权益方面的经验

- While many countries guarantee rights to their citizens to basic services, India has probably gone farther than most in putting the rights-based approach into practice. 很多国家保证了公民在获得基本服务上的权利，然而印度在将权利为基础的战略付诸实践方面或许走得更远。
- The Indian state has guaranteed the right of citizens to education, the right to employment, and, more recently, the right to food. 印度确保了公民在教育、就业以及在食物上的权利。
- India has always had a strong civil society, and NGOs played an important role in mobilizing the public to demand its rights to quality public services. 印度一直以来都有一个强大的公民社会，非政府组织在动员公众、要求高质量的公共服务方面扮演着重要角色。

The role of activist courts in India 印度激进主义法院的作用

- But this civic activism became successful only with the emergence of a new form of judicial activism. 但是公民的激进主义只有在一个新型的司法激进主义出现之后才会取得胜利。
- In the early 1980s, the Indian Supreme Court opened its doors to a new form of legal action – of public interest litigation (PIL). 20世纪80年代初期，印度最高法院向一种新型的法律行动敞开了大门，这就是公益诉讼（PIL）。
- This enabled citizens, NGOs or the court itself to bring issues to the judiciary, even if they were not directly affected. 这项举动使得公民、非政府组织或者法院自己将一些公共议题提到司法议程，即使诉讼者本人并未直接受到影响。

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- Through the PILs, the courts in India acquired a new character, that of an “activist court.” Civil society activists began increasingly to draw on PILs to engage the courts in holding the executive accountable for the delivery of public goods. 通过公益诉讼，印度法院获得了一个新的特征，那就是“激进主义法院”的特征。公民社会的活动家们开始更加依赖公益诉讼、依靠法院为公共产品的供给履行责任。
 - Through these PILs, the courts began expanding the substantive rights protected under the constitution to include amongst others the right to food, the right to work, and the right to education. 通过这些公益诉讼，法院开始扩大宪法保护之下的实质性权利，将食物权、工作权和教育权以及其他权利纳入保护当中。
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- What is striking is that the executive branch often only responded to civil society pressures when the courts stepped in and instructed the State to act. 引人注目的是，行政部门通常只在法院介入、命令政府采取行动时才会对公民社会的压力有所回应。
 - This highlights the importance of complementarity between external, societal pressures and accountability measures, within the formal structures of the state, for pressure to become effective. 这强调了：外部的社会压力与国家正式结构中问责措施之间的互补作用，对于将压力付诸行动的重要性。
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Yet India's record at fulfilling citizen rights to public services is poor ... 然而印度在实现公民获得公共服务权利方面的口碑不佳

- Why? Because the bureaucracy has responded to an empowered citizenry by responding to *ad hoc* requests and litigation, but not by trying to transform the nature of the public delivery system so to make it more efficient and responsive to clients and users and to make it more accountable to the public. 为什么？因为官僚机构一般只通过处理一些特别的请求和诉讼来回应被赋权的全体公民，而不是试图转变公共供给体制的性质，以使其更加高效、积极地回应客户和用户的需求，从而更有效地对公众负责。
- Fiscal sustainability has also emerged as an important issue in India, with its steady and successive extension of rights around the right to employment and (potentially) the right to food. India's fiscal deficit (for both the central and state governments) has been running around 8% of GDP. 随着权利稳步持续地扩展到就业权和（潜在的）食物权，财政的可持续性也成了印度的一个重要问题。印度的财政赤字（对于中央政府和邦政府）一直维持在GDP的8%左右。

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- There is a fear that realization of these rights could lead to government commitments that are both excessive and inflexible, threatening macroeconomic instability and crowding out other public-sector and private-investment activity. 有人担心，这些权利的实现会使政府的承诺变得过度而僵化，威胁到宏观经济的稳定，排挤其它公共部门和私人投资活动。
 - In other words, a substantive shift toward social democratic commitments at India's level of economic development is unaffordable. 换言之，在印度现有的经济发展水平上，向一个社会民主体制进行实质性的转变，是印度难以承担的。
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Empowerment Mechanisms 赋权机制

- Rights-based entitlements
 - Participatory performance monitoring 参与式绩效监测
 - Information and communication technology
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Participatory Performance Monitoring 参与式 绩效监测

- PPM is a process whereby citizen groups or communities monitor and evaluate the implementation and performance of public services or projects, often according to indicators they themselves have selected. 参与式绩效监测是公民团体或社区监测和评估公共服务或项目的实施与绩效的过程，他们通常是根据自己的选择指标来进行监测。
- It covers a range of participatory monitoring and evaluation tools, including citizen report cards, community score cards, social audits and public hearings, grievance redressal systems, and opinion surveys. 它涵盖了一套参与式监测评估的工具，包括民众报告卡、社区评分卡、社会审计和公众听证、申诉补救体系以及民意调查。

How does PPM improve service delivery? 参与式绩效监测如何改善服务供给?

- PPM allows citizens to hold service providers and government officials accountable, by highlighting discrepancies in public accounts, which could trigger more formal accountability mechanisms such as audits and investigations. 参与式绩效监测通过指出公共账户中的漏洞使民众能够对服务提供者和政府官员问责，这能激发更加正式的问责机制，例如审计和调查。
- Exposure of poor performance can lead to greater motivation and willingness to improve service delivery on part of officials and service providers. 对不良作为的曝光能给官员和服务提供者带来更大的动力和意愿来改善服务供给。

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- PPM contributes to the “construction of citizenship.” Thus, information can empower people, making them more aware of their rights and entitlements, while the experience of participation will stimulate greater engagement in claiming citizenship. 参与式绩效监测推动了“公民权的建构”。因此，信息可以为人民赋权，使他们更加明晰自己的权利和权益，而参与的经历将激发人们在主张公民权方面更积极地参与。
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PPM Tools 参与式绩效监测工具

- Citizen report cards gather information about users' perceptions and views of service delivery performance, outcomes and usefulness. They seek to provide stakeholders with useful feedback about the strengths and shortcomings in service delivery and offer an opportunity for remedial action. (Example: Bangalore Citizen Report Card) **民众报告卡：收集用户对于服务供给效果、结果和有效性的理解与观点的信息。能给利益相关者提供关于服务供给好与差的反馈，为补救性的措施创造机会。（例子：班加罗尔民众报告卡）。**
- Social audits of public services promote direct involvement of citizens in monitoring service quality, access and performance, often with direct engagement between the public and service providers at community interface meetings. (Example: Mandatory social audits of the National Rural Employment Guarantee Act in India) **社会审计：针对公共服务的社会审计，推动公民在监测服务质量、可及性与绩效中的直接参与，这也通常伴随着公众与服务提供者在社区会议上的直接交锋。**

- Grievance redress is a formal accountability mechanism for citizens to provide complaints about services individually. When the individual feedback is aggregated, it can be used for improvement at the program or policy level. Redress can be sought through government agencies themselves, independently, or through courts. **申诉补救体系：是一种让个体公民对服务表达不满的正式问责机制。当单个的反馈汇聚到一起，它可以在项目或政策层面带来改善。补救可以通过政府机构得到解决，也可以通过法院来解决。**
- Community score cards combine participatory tracking of service performance (or “input tracking”), service providers’ self-evaluation, and community interface meetings, in which performance assessments are discussed and remedial action plans developed. **社区评分卡：把参与式服务绩效跟踪（或者“投入跟踪”）、服务提供者的自我评估以及社区会议综合在一起的一种方法，通过这种方法可以对绩效评估进行讨论并提出补救行动的计划。**

Empowerment Mechanisms 赋权机制

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信息技术
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Information and communication technology (ICT) 信息通讯技术

- In the last two decades, ICT has emerged as an important tool for development and empowerment of the poor. 在过去20年，信息通讯技术已经成为发展和对穷人赋权的一项重要工具。
 - Many governments are using ICT for internal efficiency and improved delivery of services (e.g., ensuring property rights and connecting the poor to markets so as to lower their transaction costs). 很多政府使用信息通讯技术来提高内部效率、改善服务提供（例如确保知识产权、为穷人提供市场渠道，从而降低交易成本）。
 - But ICT also holds great promise to empower citizens and communities and improve service delivery. 信息通讯技术在为公民和社区赋权、改善服务供给方面也有巨大希望。
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Issuance of biometric smart ID cards to eligible recipients 为符合条件的接收者颁发生物识别智能卡

- One type of ICT application is issuance of biometric smartcards to eligible recipients of government subsidies and cash assistance. 一种信息通讯技术的应用的类型是给合法的接收者颁发生物识别智能卡，用于发放政府补贴和现金资助。
- This allows the government to make cash transfers directly into the e-bank accounts of eligible individuals, thus weeding out the phenomenon of “ghost recipients” for a variety of subsidies, which in turn reduces leakage of benefits and opportunity for corruption. 这使政府能将现金直接转入个体的电子银行账户，从而剔除了在各种补贴发放中“幽灵接收人”的现象，这也降低了补助金的漏损和滋生腐败的几率。

- India is currently engaged in the largest ICT program in the world (“Aadhar”), whereby a biometric-based Unique Identity (UID) number card will be issued to all 1.2 billion citizens, so that those truly eligible for public subsidies and cash payments from the government will get these benefits directly deposited into their bank accounts. 印度目前正在执行一项全球最庞大的信息通讯技术项目，这一项目将为印度全部的12亿公民发放生物识别身份证（UID），这样那些真正有资格从政府获得公共补贴和现金支付的人将直接在自己的银行账户中收到补助金。

E-delivery of government certificates 政府认证的电子递送

- Another ICT innovation is e-delivery, whereby many government services, such as ownership titles to land, are delivered electronically. This allows farmers easy access to agricultural loans and reduces the cost of land transactions. (Example: *bhoomi* program in India) 另一种信息通讯的创新是电子递送，很多政府服务，例如对于土地的所有权认证，是通过电子递送的。这使得农民能够便捷地获得农业贷款，降低了土地交易的成本。
- E-delivery of services can reduce corruption. Date and time are automatically stamped on service requests, and service requests cannot be rejected arbitrarily, since a reason must be recorded if an application is rejected. 将服务进行电子递送可以降低腐败。日期和时间是自动标注在服务请求上的，服务请求是不能被无理拒绝的，因为当一项申请被回绝时必须附上相应的理由。

- Bio-log in by operators and audit trails make it possible to track and link any corrupt operator making illegitimate changes in data with their wrongful act. By making rules simple and more transparent, e-government emboldens the citizens and businesses to question unreasonable rules and procedures and their arbitrary applications. 在操作员和审计轨迹中的生物鉴定系统可以追踪并锁定任何进行错误操作、对数据进行非法改动的腐败操作员。通过让规则变得简单易行而又透明，电子政务鼓励公民与企业对不合理的规则程序以及随意专断的处置进行质疑。
- Through kiosks, websites, and their mobile phones, citizens can check the status of their service request as well as highlight any error. Unlike the traditional system, reduced physical contacts with the government officials protects low-income and disadvantaged users from potential bribe-seekers. 通过书报亭、网站和手机，民众能够搜索到他们服务请求的审理状态，并能发现任何错误。不同于传统的体系，与政府官员物理接触的减少保护了低收入阶层和弱势用户免于潜在的索贿要求。
- Since government officials cannot help anyone to jump the queue, the reason to bribe an official is eliminated. 由于政府关于无法帮助任何人提前进行服务受理，人们失去了贿赂官员的理由。

Putting government information online

将政府信息网络公开

- In the third type of application, information on public budgets, government programs, and even government contracts with private contractors is posted on a public website. (Example: Community tracking of Public Distribution System in India's Chattisgarh state) 在第三种应用类型中，与公共财政、政府项目甚至是政府与私人承包商的合同等相关信息都被发布在公共网站上。（例如：印度恰蒂斯加尔邦的公共分配系统社区追踪）
- This means that any citizen can access this information and audit government functioning. 这意味着任何公民都能获取这些信息，并对政府职能进行审计。
- The transparency keeps corruption at a minimum. 信息透明可以将腐败控制在最低限度。

Concluding Thoughts ...小结

- Empowerment works through the demand side. 根据民众的需求进行赋权
- The hope is that empowered citizens will put pressure on the state and demand better public services, and this in turn will force the state to supply better services. 希望被赋权的公民将对国家施压，要求得到更好的公共服务，这反过来又会迫使国家提供更好的服务。
- But this is only a hope. The example of India suggests that empowerment is a good first step to improving accountability and transparency in government, but it doesn't always result in improved public service delivery. 然而这只是一个希望。印度的例子表明赋权是改善政府问责和透明度的良好的开端，但是，这并不总能带来公共服务供给的改善。

- India has a very active civil society as well as a very active judicial system that is independent of the executive branch. Both of these have brought pressure on the government bureaucracy to improve public service delivery. 印度具有一个非常活跃的公民社会以及非常激进的、独立于行政部门的司法体系。这两部分都给政府官僚体制改善公共服务供给带来了很大压力。
- But the bureaucracy has only responded grudgingly and in an *ad hoc* manner to the demand pressures. No fundamental administrative transformation has occurred in the way the bureaucracy conducts its business. 但是官僚体制只以一种临时性的、不情愿的方式回应压力。官僚体制在运作方式上并未发生根本性的行政转型。
- For this transformation to occur, what is perhaps needed is large-scale civil service reform oriented around an incentive structure that provides incentives to civil servants and public providers for improving service delivery. 要想实现这种转型，或许我们需要的是以激励结构为导向的大规模的政府行政变革，以此为公务员和公共服务供给者提供激励，从而改善服务供给质量。