

Bottleneck and Development of Government Public Sector from the Perspective of Performance Management

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Abstract: Public performance management is a new category of public management and an innovative practice of public sector management. In China, with the in-depth development of the efficiency construction of administrative organizations, performance management has become an effective tool to promote the management level of public departments, especially local government departments, and has been widely utilized and popularized in the management of public departments in China. At present, an indispensable topic of public sector reform is to improve the service quality and work performance of the public sector. From the macro level, the bottleneck of public sector performance management in China is mainly mirrored in the internal institutional foundation and the external social environment. The current situation continues to require the content of performance management in China's public institutions to be more and more standardized. With continuous practice and theoretical research, we can master different models and technologies in different fields, and at the same time urge the public management departments to further understand and pay more attention. Performance management will vitally function in China's current and future economic and social development and the improvement of public sector efficiency.

1. Introduction

The definition of public service management originated from European and American countries. Its purpose is to realize the economy, efficiency, effectiveness and fairness of public sector administration. Public sector performance management system is indispensable to improve the administrative efficiency of public organizations, cultivate the service awareness of public service organizations and personnel, and improve the service concept. At the same time, it can also improve the public sector's attention to the concept of cost, so as to promote the transformation of public service management from "governance" to "advanced governance". Public performance management is a new category of public management in China and an innovative practice of public sector management. In China, with the in-depth development of the efficiency construction of administrative organizations, performance management has become an effective tool to promote the management level of public departments, especially local government departments, and has been widely used and popularized in the management of public organizations in China.

1.1 Research Background of Public Sector Performance Management

At the end of the 20th century, the economic development stagnated and the unemployment rate soared. These problems interacted and formed a vicious circle, and a series of new social and economic problems arose spontaneously. The traditional government public sector management mode tends to be in a "failure" state, and the government reform is urgent. In addition, under the condition of economic globalization, how the government macro-control the operation of the national economy, participate in international economic competition and ensure the high international competitiveness of the country has become a hot issue of national governance. With the development of information technology, new public management came into being, deriving the performance management of the public sector.

In the current public sector performance management, there are many areas that need to be improved. At present, a vital topic of public sector reform is to improve the service quality and work performance of the public sector. From a macro point of view, the bottlenecks encountered by China's public sector performance management are mainly hidden in the internal institutional foundation and the external social environment. The internal guarantee, that is, the institutional basis, can make the public sector performance management successful and realized, and the external conditions, that is, the social environment, can make it effective and recognized.

1.2 Research Significance of Public Sector Performance Management

Due to the fact that the current human resource management system fails to play its real role in public sector performance management, China's public sector management cannot reach a high level. This paper starts from the national conditions with Chinese characteristics, summarizes the experience of management system reform, takes the characteristics of the public sector as the analysis basis, starts from the basic concept of performance management, introduces the relevant theory and practical experience, and finds out the bottleneck of public sector performance management through the analysis of the current situation of public sector performance management in China, in order to make great progress.

1.3 Literature Review

1.3.1 Overseas Research Status

Performance management in western developed countries has experienced a long historical evolution process, and has achieved great results in the field of performance management. By reading and analyzing relevant foreign literature, representative views are selected as follows:

Andrews described the performance failure cases of 120 local government public departments in the UK in “Performance failure in the public sector”, and concluded that the performance failure was not only caused by internal management, but also affected by the external environment of the public sector[1];

Karen frye evaluated the performance management of the public sector in “Performance management in the public sector”, pointed out the existing shortcomings and proposed one-to-one improvement strategies[2];

Jungin Kim) supplemented by theory and empirical analysis, discussed four factors that affect the performance of each department from the perspective of employees in the public sector in the article “Strategic Human Resource Practices: Introducing Alternatives for Organizational Performance Improvement in the Public Sector” [3];

Tie Qun Li explained that performance management is an inevitable product under the tide of economic globalization. Performance management improves people's understanding of the operational efficiency of the public sector[4];

Kristin R.K believed that performance pay after performance management was also a key factor in improving government performance through a survey of 353 Norwegian government personnel[5].

1.3.2 Domestic Research Status

Ma Guoxian studied the principles of government performance management in the article “Research on the principles of government performance management”, and elaborated his own understanding and understanding[6];

Zhuo Yue systematically discussed the specific content of performance management in the book “Introduction to government performance management”[7];

Feng Tao put forward some thoughts on the construction mode of China's public sector performance management system from the perspective of system theory in the construction of public sector performance management system[8].

1.3.3 Literature Summary

By reading the literature review at home and abroad, we have a deeper understanding of the content of performance management. China pays more attention to the improvement of the system and ignores the “people-oriented” thought. Accordingly, we should draw some essence ideas from Humanistic management in ancient China and pay attention to the index data of performance management and the construction of regulations, so as to make long-term progress in the future of public sector performance management in our country.

2. The Implication and Characteristics of Public Sector Performance Management

2.1 The Implication of Public Sector Performance Management

In his book “Research on human resource management strategy of Chinese enterprise groups” (Nanjing University Press, 2002), Chinese scholar Zhao Shuming defined performance management as follows: performance management is functionally equivalent to a subsystem of the company system, which is an important system for sorting out and managing the implementation of goals and plans at all levels. It is a series of management activities linked by performance planning, performance monitoring, performance evaluation, performance communication and performance improvement.

Performance management refers to the continuous cycle process of enterprise performance planning, performance consultation and communication, performance appraisal and evaluation, application of performance results, improvement of performance objectives, etc. between enterprise managers and employees in order to achieve organizational goals. The main purpose of performance management is to continuously improve the overall performance of individuals, departments and teams.

The purpose of public sector performance management is to realize the operating economy, efficiency and interests of the public sector.

Performance management covers many contents, and performance evaluation is one of them. The closed-loop management process of performance management includes four aspects: planning, coaching, evaluation and feedback.

2.2 The Characteristics of Public Sector Performance Management

Compared with the performance management of private enterprises, public sector performance management has its unique characteristics, which can be summarized as three main aspects: the ambiguity of management objectives, the uncertainty of measurement, and the imperfection of mechanism.

2.2.1 Ambiguity of Management Objectives

On account of the fact that the main purpose of private enterprises is to grab profits, they can measure the effective operation of the enterprise through indicators such as the market share and profit rate of the enterprise in the current year, and formulate resource allocation plans and efficiency management outlines that conform to the situation of the enterprise industry, while it is difficult to find quantitative indicators for the performance of the public sector. The public sector takes the public interest as the starting point, its goal is intangible, and requires a long time cycle for comparison. The approval is also very vulnerable to environmental factors, so a clear performance management goal under the current conditions is not realistic.

2.2.2 Uncertainty of Measurement

Enterprise performance management is a quantitative procedure of planning management, and the performance evaluation standards of all levels of the enterprise are clear. However, due to the intangible characteristics of the public products provided by public sector performance management, it is difficult to measure its effect with indicators in the short term. If you try to learn from the annual or quarterly evaluation of the enterprise, you often cannot accurately estimate the existing

value of the products. Due to the diversity of interest audiences, it is difficult for the public sector to take into account the interests of each individual at the same time, so it is particularly momentous to find a balance point for the general public.

2.2.3 Imperfection of Mechanism

The irreplaceable intangible products and services provided by the public sector make it difficult to measure by price, and there is also a lack of definite laws and regulations to indicate how to evaluate the level of performance management. Therefore, a sound management evaluation mechanism is imminent.

3. Current Situation of Performance Management in Public Sector in China

3.1 Development of Public Sector Performance Management

The development process of public sector performance management is mainly divided into the following stages:

Efficiency stage: a government eager to establish efficient connections;

Budget stage: as the name suggests, cost control is the main objective of this period;

Management stage: the efficiency and effectiveness of public management enter the public's vision;

Privatization stage: the first task is to reduce the fiscal deficit, reduce tax rates, cut fiscal expenditure, and reduce the size and power of local governments;

Government reengineering stage: control expenditure, improve public responsibility, efficiency, effectiveness and responsiveness, and authorize public administrators.

Over the years, people's governments at all levels and their organs have been effectively transforming their functions and vigorously promoting management innovation. Comprehensively improve the level of social service management, and strive to build a modern administrative organ management system with efficient work, coordinated operation and standardized behavior. In addition, the public sector performance appraisal system was originally born in China's cadre and personnel appraisal system, It has evolved through Figure 1:

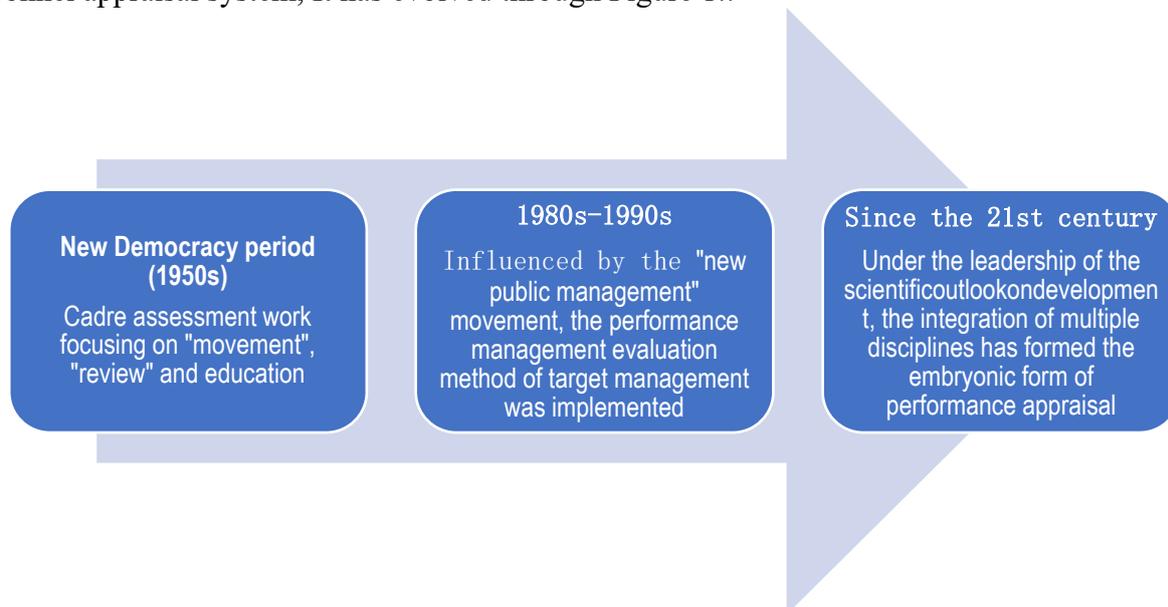


Fig.1 Transformation of Public Sector Performance Appraisal System

China's public sector performance evaluation still relies on the evaluation results for rewards and punishments. It has not been able to formulate a development plan, and it has not been combined with the performance plan, which is still a mere formalism.

3.2 Achievements of Performance Management in China's Public Sector

From the overall situation, our understanding of public sector performance management has not reached the same level, so that it is confused with the concept of civil service performance appraisal. Because of the lack of systematic exploration and the guidance of rich operating experience, theoretical exploration still stays at a relatively superficial level, and the subjectivity is too high to ensure fairness.

4. Bottleneck of Public Sector Performance Management in China

4.1 Weak Awareness of Performance Management of Public Sector Personnel

Public servants generally do not have a deep awareness of performance, and they generally lack understanding of the basic conditions and norms that their jobs need to meet. The reason for this result, on the one hand, is that public sector organizations do not have direct and objective performance measurement standards, but it is fundamentally due to the lack of motivation and accountability system for the rational allocation and use of public resources. High cost and big government have led to frequent social problems. It is a general trend to introduce the concept of new public management in time to make the government change from a management-oriented government to a service-oriented government as soon as possible.

4.2 Lack of Clear Performance Objectives in the Public Sector

The universality and diversity of service objects in the public sector have laid the foundation for the situation that it is more difficult to evaluate the quality of services with unified national standards than those in the private sector. The nature of non-profit organizations in the public sector not only determines the different sources of their resources, but also has the particularity of uncertain resource allocation, unquantifiable output and incomparable operating costs. That is, the purpose of public sector resource utilization is to innovate public services and meet the needs of all classes of the public. At the same time, these requirements are not competitive and exclusive. Therefore, in terms of the output quality of the public sector, there is no specific benchmark for reference, and it is difficult to complete a scientific and accurate assessment.

4.3 Indeterminacy of the Performance Management Concept of Department Personnel

Up to now, the public departments of our government often only pay attention to the results, determine the rewards, punishments and promotions of various departments and relevant public servants only by the evaluation results, and equate performance management with performance evaluation one-on-one. False high-performance departments and individuals with “artificial operation” are emerging in endlessly, precisely because public sector personnel fail to correctly realize that performance management is not for the interests of individuals or individual departments, But for the whole government to present an efficient image and better serve the people.

4.4 Vulnerability of Timeliness of Performance Management Tools and Methods

China is not mature in data collection, analysis and management, and the available data are limited in scope, form and quality, especially in the field of public sector performance management. How to strengthen the awareness of data utilization, cultivate the ability to learn and master data-based performance management methods and tools, and create an effective and timely performance information communication mechanism will have a significant impact on the performance management effect of the public sector.

4.5 Imperfection in Dimension of Performance Evaluation System

At present, China has not formed a sound promotion system of administrative performance management, and has not formed a third-party evaluation mechanism. The review authority of each department is very scattered, and most of them are internal evaluations of the government. Each

department cannot form an organic review system, and there is a lack of evaluation with the participation of the public.

4.6 Lack of Effective Communication after Performance Evaluation

The results of performance appraisal are linked to the performance of personnel. The focus of this work is to find out the reasons that restrict their ability and formulate targeted methods to improve the performance of these personnel, rather than to highlight the differences between personnel or between these personnel. Therefore, performance appraisal is a management means to encourage employees to make greater progress, and the communication between evaluators and evaluators is necessary.

5. Policy Suggestions on Performance Management of Public Sector in China

5.1 Strengthen the Training of Public Servants and Pay Attention to Feedback

On the one hand, civil servants can pay more attention to performance management by strengthening training; On the other hand, it can stimulate the enthusiasm of employees and improve work efficiency. The public sector can use the data network platform to understand the working status of other departments, call for enhancing the sense of responsibility in the training center, and also learn the advanced mode of performance management to improve the service quality provided by the public sector to the public. Pay attention to the management of internal department staff, strengthen the internal responsibility system, and clearly specify the quality requirements of specific projects and the specific obligations of the Department, so as to maximize the advantages of the Department as much as possible.

5.2 Improve Performance Appraisal Standards and Incentive System

In the context of informatization, improving performance appraisal standards can speed up the implementation of the concept of performance management and raise the level of public sector performance management to a new level. The specific functions of different internal departments need to be clearly defined, so that different positions can form a mutual management mode of mutual supervision. The most important thing is to further strengthen the supervision and management responsibilities of government internal institutions, further expand the supervision field of government internal supervision and management institutions, and strengthen the implementation of relevant functions. In addition, it should also be combined with the actual development of the public sector of the government, and the specific situation should be analyzed to improve the work efficiency of various departments, provide decision-making basis and basis for their development, and ensure the economic benefits to a certain extent. China's assessment is loosely linked to the reward and punishment system, and there is no definite basis. Therefore, we must improve the incentive system, and we should not blindly seek "high performance on paper" while ignoring the original intention of serving the public.

5.3 Clarify the Concept of Performance Management

Clarifying the concept of performance management is of great significance to improve the effectiveness of performance management. At this stage, the concept that performance appraisal is equivalent to performance management seems to be deeply rooted. For this, when defining the concept of performance management, we can appropriately improve the weight of performance appraisal to achieve the purpose of performance appraisal indexation. The public sector can try to regard performance evaluation as the core of the performance management system, and further improve the measurement criteria of external responsibility of the public sector through big data analysis and learning from the positive experience of local work.

5.4 Build Performance Management Database

The non-profit of the public sector makes its operational data results become a key indicator to evaluate the ability of civil servants. By establishing the performance management system

information base, it can not only improve the scientific level of the performance management system, but also provide an effective support for the fairness of performance appraisal management. Public departments can use modern information technology to establish databases, and establish data information templates and sub modules by unifying data information classification specifications. In this way, query and data processing are more convenient, which improves the efficiency of data retrieval. At the same time, it can also maximize the use value of data information, and lay a solid foundation for public service departments to use data information resources scientifically and reasonably.

6. Analysis of New Methods of Performance Management in Public Sector in China

KPI, that is, key performance indicators, is now a relatively mature performance evaluation method, which is applied in the fields of audit, finance, computer and so on.

After World War II, the KPI method was gradually known. On the basis of following the smart principles (specific, measurable, attachable, realistic, timebound), the KPI method pointed out that by setting and analyzing important parameters in the internal operation process of the Department, the strategic objectives of the Department can be divided into countless operational objectives. The main responsibilities are determined by the personnel in each department and post, and on this basis, the performance evaluation index system of each department and individual is formulated. Among them, KPI is the main quantitative indicator used to evaluate the performance of personnel, that is, the work tasks are completed by a considerable proportion of important activities. By focusing on the analysis and evaluation of these important activities, we can grasp the key events of department performance management. The concept of KPI is a bright light in the internal performance evaluation of the organization, guiding relevant personnel to correctly incline the evaluation work to the central block of key results and key processes, and the evaluation work should be centered on key performance indicators.

7. Conclusions and Suggestions

Since the reform and opening up, with the continuous deepening of the reform of China's public sector, great changes have taken place from management ideas to management methods, from the framework to responsibilities. As an efficient management method to improve the management of the public sector, especially the public sector, performance management is gradually understood, recognized, accepted and valued by everyone when the performance construction of various organs and units is carried out, and is increasingly used and carried out in the management of the public sector. People pay more and more attention to the performance of the public sector, and the public sector itself gradually pays attention to it. The penetration of reform and opening up into people's lives and the improvement of democratic construction are constantly supervising and testing the working state of public institutions. They all require that the content of performance management of public institutions in China become more standardized, more perfect and more widely used. With continuous practice and theoretical research, they master different models and technologies in different fields, and at the same time, they cause further understanding and attention of public management departments, As well as the benefits of performance management in practice, performance management will play a more important role in China's current and future economic and social development and the improvement of public sector efficiency.

To sum up, improving the management training system for public officials can improve the attention of public officials to performance management, improving the performance appraisal standard system can speed up the implementation of the concept of performance management, clarifying the concept of performance management can activate the management potential of service personnel, and establishing a performance management database can promote the scientization of performance management. In the context of the information age, the management performance innovation of the public sector has a positive significance to improve the quality of social services.

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