

New Thinking on the Performance Evaluation of Government Civil Servants in the New Era

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Abstract: The fourth Plenary Session of the 19th CPC Central Committee highlighted the reform goal of "building a service-oriented government that the people are satisfied with". Governments at all levels also constantly improve the efficiency of government work by streamlining administration, delegating power and strengthening the combination of regulation, and promote the modernization of national governance system and governance capacity. As the main body of the functions of our government, government officials play an important role in the process of building a service-oriented government that the people are satisfied with and promoting the modernization of government governance capacity. Therefore, it is a very necessary choice to carry out the performance evaluation practice for civil servants. Although valued, but for a long time our country government in the human resource management practice experience guidance and accumulation of government performance management and evaluation practice experience, although contribute to the improvement of performance and efficiency, but there are still many shortcomings, this paper points out that the new era of government civil servants performance evaluation content and way of problems to put forward the solution strategy.

Keywords: government departments, public servants, performance evaluation

The inherent particularity of the government and the overall goal of maintaining and realizing the social and public interests make its responsibilities of managing public affairs, providing public goods and services and allocating public resources in practice also determine that performance management and evaluation is an important part of human resource management in the public sector.

1. Analysis of the performance evaluation problems of government departments

The practice of performance evaluation for civil servants has been paid attention to. Although the long-term accumulated experience of government performance management and evaluation practice in China is conducive to the improvement of performance and efficiency, there are still many shortcomings, such as the one-sidedness of the performance evaluation contents of civil servants and the limitation of the performance evaluation methods of civil servants.

1.1 One-sidedness of the performance evaluation content of public servants

The main performance is the bias of performance evaluation concept, too focused on qualitative and ignore quantitative and performance evaluation is "one size fits all" phenomenon.

1.1.1 The bias and loss of the performance evaluation concept

The report to the 19th CPC National Congress clearly stated that "we will establish a comprehensive, standardized, transparent budget system with scientific standards and strong constraints, and fully implement performance-based management. Constantly innovating the concept, method and path of government performance evaluation and improving the scientific nature of government performance evaluation are an important guarantee for the comprehensive implementation of performance management." Ruan Qi believed that every government worker and every stakeholder wants to maximize their own interests in the process of the game, and the starting point of everyone in setting up the evaluation is to obtain much more benefits[1]. Wang Zhili pointed out that there are still most of the local government in the traditional "power" and the pursuit of fame and wealth demand under the view of everything "economy first", attaching too much importance to the visible material on the performance of the work[2]. Shen XiLian, ZhongMin said our country government performance

evaluation challenge is economic evaluation concept and value orientation, most of the current practice of government performance evaluation of value orientation focus on "government standard", rather than "public standard", the pursuit of economic priority, economic growth first, its reason mainly is the understanding distortion of the value orientation of government performance evaluation[3].

1.1.2 Too much emphasis on qualitative and ignore quantitative

Zhang Honghai pointed out that public sector performance evaluation pays too much attention to the qualitative indicators and ignores the quantitative indicators, which makes it difficult to measure and quantify the performance of the public sector personnel, thus bringing difficulties to the performance evaluation. Although the qualitative indicators can be able to systematically evaluate personnel, it can also be regarded as a big systematic engineering. The factors not considered in the evaluation and the known factors interact, because it is bound to affect the accurate and scientific assessment of personnel from the first-level indicators[4].Deng Guosheng in the innovative research of official assessment content and assessment methods, he pointed out that although the official assessment content includes five aspects: morality, ability, diligence, performance and honesty, there are still deficiencies in the setting of specific secondary indicators and even three indicators[5].Yan Haina empirically found that the scientificness of the performance evaluation index system is the key factor affecting the public officials' perception of the role of government performance evaluation. If the index system is unscientific and unreasonable, it cannot accurately reflect the performance of the evaluated objects, and there is no way to improve and enhance the performance[6].

1.1.3 There is a "one-size-fits-all" phenomenon in performance evaluation

The Chinese government is divided into provinces, cities and counties from top to bottom, coupled with the neighborhood committees and streets, which constitute a six-level structure. However, regional government Settings are relatively scattered, and regional differences also lead to differences in the development degree of various comprehensive indicators such as local economic development. Therefore, the setting of the performance evaluation content should also take into account the overall situation of the local government, seek truth from facts, adhere to the principle of specific problems and specific analysis, and do not do one size fits all.Shen Xilian and Zhong Min said that the government's "one-size fits all" led to a serious disconnection between the one-size fits all results and the reality, greatly reducing the efficiency of performance management[3].Deng Guosheng said that in the assessment of government officials should increase investment and the development of different positions, different types of official competency quality models, change the previous ability assessment, the government officials ability assessment of real assessment[5].The study reflects the phenomenon of "one size fits all" that should pay more attention to the evaluation from the side. There are differences between different parts of the government, for example, whether the financial department is reasonable to state financial allocation to the livelihood of the business, execution ability and budget ability is competent for the responsibilities of the post, material support department whether in the event of sudden public crisis timely guarantee supply and material transfer, etc.

1.2 Limited way of performance evaluation of public servants

1.2.1 The singleness of the evaluation subject

Since ancient times we formed the top-down bureaucratic system, most departments formed the internal superior managers to subordinate personnel have absolute command and command, and lower personnel also seems to be used to this way of leadership, to the superior command only attendants, seriously bruised the creativity and enthusiasm of subordinates, more serious will lead to the whole government public sector present dull organization atmosphere. Only the subordinate personnel are allowed to passively accept the evaluation and supervision of the superior officials, and the leadership evaluation of the performance of the civil servants is only used as the only basis, which leads to the further concentration of administrative power. Xu Yang pointed out that due to the power of some vertical management departments in China is too concentrated, using administrative forces to directly forced to start performance evaluation projects, and interfere in the formulation and implementation of performance evaluation programs, so that the whole process of performance evaluation has the distinct mark of individual leaders[7].Shen Xilian and Zhong Min also pointed out that the dilemma of the government performance evaluation in China is limited by the evaluation subject, which is still limited to the government itself, which is the performance evaluation of "Speak from their own words, play from sing"[3].

1.2.2 Performance information lacks data support

In the traditional evaluation of performance, it is considered that the scores obtained by summarizing and each measurement index represent the performance of an employee in a period, from which the assessment grade is ranked within the organization. Zhong Lifeng said that the simple summary and sum of the evaluation scores can not clearly clarify the contribution degree of the internal staff to the organization department. Both the organization managers and the masses' evaluation of the service subject stays at the subjective level of impression and feeling, which lack certain data support, and have no further in-depth mining of data. Performance data is biased stationary and cannot be updated in real time[8]. Xu Hui pointed out that the application of big data in the public sector, especially the innovation of personnel performance management, still lags behind enterprises and social organizations, and is limited to technology, cost and other factors to make the personnel performance management assessment cannot realize the real-time observation and tracking of the daily work of civil servants[9]. Xu Yang pointed out that the government department between the upper and lower or the same process of "digital divide", did not establish effective data sharing mechanism cause performance data acquisition cannot normal, there are some data cannot normal automatic collection, can only be submitted by artificial, may cause data fraud, thus reducing the credibility of the performance evaluation[7].

1.2.3 The application effect of the performance evaluation results is weak

The purpose of the government performance evaluation is to play a normative role in the behavior of the government public officials, and the application of the results is a test of whether the performance evaluation results really work. The government can combine the results of the evaluation to further improve and promote the targeted and scientific nature of the government management and decision-making, and link the results of the evaluation with the job promotion and salary to further deepen the reform of the government personnel management. According to the existing research literature, there are also many problems in the practical application of performance evaluation results. When studying the current status of the use of government performance evaluation results in China, Li Hui found that the use of performance results is still as useless as image engineering, which is not effectively linked to the interests of civil servants. In the promotion and promotion, the opinions of supervisors still dominate, while the effectiveness of performance evaluation results is limited[10]. Liu Junke said that in the government performance evaluation, there is also a false effect of the evaluation results, and the lack of use of the evaluation results has further lost its due incentive and restraint role. At the same time, the evaluation results information is not scientifically disclosed to the public, reducing the enthusiasm of citizens for participation[11].

2. Measures to improve the performance evaluation efficiency of government public officials

2.1 Establish a positive evaluation value orientation

Government public officials should be clear for performance evaluation as a key link of performance management, its purpose is to a certain extent to promote the government performance management level and improve administrative efficiency, rather than blindly the economic growth first as the fundamental basis of performance evaluation, ignored the main body of the government service, which causes civil servants from the performance evaluation concept is the fundamental mistake. Through the negative cases and deeds of some governments, such as local water and air pollution caused by ignoring the overall development of society due to the pursuit of GDP growth, which brought considerable profits in the short term, the performance management and evaluation significance of civil servants are re-educated and publicized. Furthermore, by referring to the concept and method of enterprise performance evaluation, advanced concepts such as "customer first" and responsibility mechanism are introduced, such as the satisfaction of service objects and the collection of feedback information of service objects are added to the index system. Therefore, in the evaluation of government performance, civil servants should adhere to the value orientation of public satisfaction and proceed from the fundamental needs and interests of the people.

2.2 Build a scientific performance evaluation index system

Government departments should, as far as possible, design a comprehensive and systematic assessment system consisting of progressive multi-level indicators from the characteristics of the first-level indicators and the behavior patterns of civil servants in the government departments in these

five aspects. According to the actual situation of the government departments, the overall performance of the organization and the personal performance of the managers in the organization are regarded as a systematic problem. The content of the assessment adheres to the principle of qualitative and quantitative analysis, and the factor influence analysis is conducted by constructing the explanatory structure model, so as to reasonably match the evaluation and assessment content. Combine performance evaluation and ability evaluation, and adhere to the humanization of assessment. It should also be noted that the assessment requirements of personnel should not be too cumbersome, thus disrupting the daily work of civil servants and making them waste too much time and energy to cope with the assessment. Adhere to the usual assessment and summary assessment will be combined. We should actively explore the implementation of local "peacetime assessment" of civil servants. For example, Wenzhou focuses on inspecting civil servants to complete daily tasks and phased goals, and also takes key work such as "difficult and dangerous" as the content of peacetime assessment. Guangxi insists on making a comprehensive consideration of the working circle, circle of friends and life circle of all civil servants.

2.3 Give full play to the advantages of diversified evaluation subjects

Speed up the performance management system and the basic system of our country, in view of the administrative power concentration, decentralization, make the performance evaluation is only by the superior to the assessment of the lower level, should be reasonable distribution of public power, in the performance evaluation of communication and consideration, longitudinal assessment and horizontal assessment, further promote the fairness of the organization. We should actively promote the transformation of a service-oriented government, and require civil servants to establish the idea of "people-oriented, social standard and right standard". The public is the most impartial judges who judge the quality and efficiency of public goods and services provided by the government, and they have the most say in the effect. If the performance evaluation is only carried out within the organization, and ignoring the existence of fair referees, the authenticity and reliability of the performance evaluation will be reduced. Therefore, the performance evaluation of government public officials pays more attention to the orientation of "customer", so that people can participate in the whole process of the selection of performance evaluation indicators and the acquisition of performance information. Given the performance evaluation is a strong professional technical work, the government departments can also introduce strong professional and innovative third-party evaluation institutions, such as universities, research institutions, human resource management consulting agencies to assist in personnel performance appraisal and evaluation, to further enhance the evaluation standard of incentive and the credibility of the evaluation results.

2.4 Make full use of the support function of big data technology

In the era of big data, performance information sharing helps the government to civil servants performance evaluation, using big data cloud technology, to ensure the authenticity and credibility of government performance evaluation results, to summarize the government servants behavior characteristics and working style, help the organization reasonable allocation of human resources, using performance data and other comprehensive index data related analysis, realize the key factors affecting performance, can develop targeted incentive plan and system. Big data performance management and evaluation at the same time to realize the real-time supervision of department personnel work process, from personnel begin to prepare to the service process to the results, can be real-time synchronous comprehensive records, implements the performance information feedback data source of comprehensiveness, reliability and authenticity, performance information presents the results of fine strengthening and precision.

2.5 Strengthen the application of performance evaluation results

The performance evaluation results of government officials are not used in organizational incentive and personnel management, which leads to the disconnection between results and practice, and the results and loses the practical value of their existence. Therefore, we must start from the feedback of the evaluation results, be timely and transparent, and make the evaluation quantitative indicators and results public and complete to public officials and the public. Secondly, establish a performance evaluation and feedback mechanism, on the basis of clarifying the responsibility of organizational performance and individual performance, have in-depth talks with the evaluation individuals, affirm their achievements, and enhance the sense of belonging of civil servants. We should attach importance

to the link between the evaluation results of civil servants and job promotion, selection and appointment, mobilize the work enthusiasm of civil servants, deeply excavate the evaluation data, and help the talents with especially excellent performance in their career planning, so as to provide a source of strength for promoting the modernization of Chinese government governance.

3. Conclusion

To sum up, although the performance evaluation is introduced into the Chinese government management, after decades of development practice, the practical experience of the performance evaluation of the civil servants in the Chinese government departments tells us that there are still many shortcomings. From the lack of concept to the index design is unscientific, to some government departments evaluation results using weak effect, etc., we are enough to explore innovation, by learning enterprise performance evaluation concept, build a scientific and reasonable index system, adhere to give full play to the multiple evaluation subject advantages and in the era of big data, realize performance information sharing, establish information sharing mechanism, depth mining information association.

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