

The Theories and Practices of Public Sector Innovation:  
from Performance Management to Performance Leadership

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## 内 容 简 介

本书是首届政府绩效管理与绩效领导国际学术研讨会的论文集,此次会议是由兰州大学管理学院、美国波特兰州立大学马克·汉菲尔德政府学院和日本早稻田大学公共服务研究所共同举办,兰州大学中国地方政府绩效评价中心承办的。与会学者围绕“绩效领导、绩效评估与公共治理创新”的主题,深入地探讨了全球政府绩效管理与绩效领导领域内的热点问题,交流了最新的研究成果,分享了成功的实践经验。

本书共收录了参会的国内外知名学者的17篇英文文献,适合政府管理者、科研人员、教育工作者、研究生以及相关人士参考。

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## PREFACE

After nearly two years of effort, the proceedings of the 1<sup>st</sup> international conference on government performance management and leadership are finally going to be published. This will not only allow conference participants to review the results of the conference held in Lanzhou through September 14<sup>th</sup> to 16<sup>th</sup>, 2009, but also enable more scholars, government officials and the public who are interested in government performance improvement and leadership development to share the outcome of the conference. This will further promote the research and practice in this area.

The conference was another grand academic event that was spawned by the founding conference of China Government Performance Management Research Association and government performance management and administrative system reform symposium held in Lanzhou University on September 23<sup>rd</sup>, 2006. For the conference the reform symposium topics were broadened from government performance management to performance leadership.

In June of 2007, Prof. Tammen, the director of Hatfield School of Government, Portland State University and Prof. Morgan from the Executive Leadership Institute of the Hatfield School visited school of management, Lanzhou University and we successfully held an international symposium on government innovation. During the symposium, a consensus developed that two schools should hold a regular international conference that would provide a platform of communication and participation for public administration academia and practitioners of the United States and China interested in government performance issues. After several consultations, we both agreed that government performance management was the right theme of the conference for two reasons. First, government performance management is a long-lasting topic all around the world for government officials, citizens and academic researchers. Second, the two schools have developed substantial expertise that is relied on by government officials to improve performance. After Dr. Tammen returned to the United States, he recommended that the Public Service Research Institute of Okuma School of Public Management in Waseda University as another cosponsor which has resulted in three cosponsors of the international conference at this time.

The concept of "Public Leadership" was proposed in July, 2008 when Dr. Wensheng He and I visited Portland State University and discussed with Prof. Tammen, Prof. Morgan and Dr. Minzi Su. This visit resulted in reaching consensus on the title for the next jointly sponsored conference: "International Conference on

Government Performance Management and Leadership". After that, I widely asked for opinions with Xiaoping Gao, Jing Bao, Zhiren Zhou, Yue Zhuo, Jiannan Wu, and Dingan Zhang who are the committee leaders of China Government Performance Management Research Association and they all fully agreed with this idea and topic. It was the innovative idea and consensus which greatly expanded the depth and scope of government performance management research we have been exploring. Just as Dr. Tammen addressed in the opening ceremony of the conference, "This theme not only interests scholars, but also helps citizens" and "The ideas produced in the conference may inform governments how to improve their performance, and assist government leaders to become more successful by improving government efficiency and effectiveness".

Government performance evaluation and management was regarded as a tool and measuring instrument by government officials and scholars before 2009. But now, more and more people realize that government performance evaluation and management is not only a tool but also an institutional commitment that is integrated into the design and performance of all governing bodies. The update of government performance ideas and the development of tools and measuring instruments not only make governments more efficient and society more harmonious, but it also enables us to understand public governance in greater depth. By the means of government performance management science, we can break through many obstacles of ideologies and thoughts, and gather together scholars from around the world. Government performance management is a topic which serves all societies, and it adds value to those societies.

As a product of new public management, government performance management gained public recognition when trying to help governments around the world deal with financial crises, management inefficiencies crises, and rebuild the trust of citizens in the performance of their governments. Since the 1970s New Public Management has helped governments achieve the goals of decreasing financial expenditure, enhancing administrative efficiency and improving management capacity and effectiveness. The achievements of government performance evaluation and management practice have attracted the attention of politicians and societies from around the world. Scholars focus on this cutting edge concept by exploring the value of its theory and its application in practice. That is why the term "government performance management" is frequently used by scholars and practitioners.

Although it was the late 1980s and early 1990s when China began to use the new concept and introduced western theories and results to explore and study government performance management in China, the work of government performance evaluation and management had never stopped since 1949. Government performance evaluation and management in China is a product of the reforms flowing from the deepening of Chinese market economic system plus China's access to WTO, and the emergence of the scientific concept of development and the promulgation and implementation of the

“Administrative Permission Law of the People’s Republic of China”. During this period, government performance evaluation boomed in China and many new practices such as “The Development and Supervision of Performance”, “Social Service Commitment System”, “Appraising Government by Citizens”, “The Third-Party Evaluation” emerged, and four representative modes of government performance evaluation, named “Gansu mode”, “Qingdao mode”, “Siming mode”, and “Zhuhai mode”, were created. In recent years, both the central and local governments regarded government performance evaluation and management as an important impetus of functional transformation and institutional reform in government. As a result, the understanding of government performance management deepened and significant progress has been made in practice.

China’s central government has selected eight provinces, cities, autonomous regions and sub-provincial cities and six central ministries and committees as experimental units of government performance management. Several legal documents of government performance evaluation and management in different levels have been promulgated and implemented. This fully demonstrates that government performance evaluation and management as a science has found its home in China, and the research and practice in China definitely will further enrich its contents and systems. The reform and development in China is certain to bring a golden opportunity for the rebirth of government performance management.

However, as a worldwide “difficult problem” and a “puzzle” of public management, government performance evaluation and management has perplexed everyone who wanted to view it as a “Weapon” or “Career” since its birth. But why is it difficult and what is the puzzle? As supported by fact and law, I discovered from the research of Chinese county government performance, as outlined in my keynote speech at the conference, that government performance cannot be measured a hundred percent accurately. Consequently, we proposed the concept of “performance loss” which means the gaming behaviors, the limitation of measuring tools and instruments and the information uncertainty and asymmetry because the government is a “black box”. This is the source of performance loss. Knowing that government performance cannot be measured a hundred percent accurately and performance loss exists objectively, however, why do we still persevere to measure it? The answer is trying to decrease performance loss as much as possible. It is this locus of thought we are following which deepens our research gradually and it is this “puzzle” we are confronting. This is our intellectual challenge which we willingly undertake.

The following question is what we should do to solve this practical problem. First of all, we should improve the relationship between government and the public. “Service Orientation” and “Setting the Public as the Basis” are not only the requirements of citizens, but also should be the responsibility of government. We are delighted to see the profound change from the world political and administrative system reform tide, and

the reform practice of China also shows a bright prospect. The public still traditionally views the government as fierce tigers and lions which should be locked in the cage. Otherwise, the situation as the Chinese idiom saying that “no one dares to touch the buttocks of a tiger” would happen. What’s more, as Prof. Morgan stated at the conference, we need to find strategies that help reduce distrust between scholars and politicians. In the past, politicians have suspected the research of scholars, while scholars have suspected politician’s shortsighted and instrumental political motivations. But now a new institutional approach has formed, and in such a context, scholars and political leaders can treat each other openly, exchanging different ideas, so as to form an interdependent and cooperative relationship. In this case, evaluating government performance is not the case that “no one dares to touch the buttocks of a tiger” any more, but there is a new model.

Observing from the institutional security system of improving the relationship between government and citizens and the fact of performance loss, I propose that government performance evaluation is a model as “blind men feel an elephant”. The elephant is completely different from the lion and tiger because it can be touched. There are two paths to implement the model, the first path is that one single person feels every part of the elephant from the front to the back and then synthesize, and the second path is that many people feel the different parts of the elephant together at the same time and then synthesize. Obviously, the first path has two fatal faults, one is that the time cost is huge and another one is that a single person often lacks of specialized knowledge and skills when feeling different parts of the elephant, while the second path can overcome the fatal flaws above. However, this generates another problem that only by different kinds of experts using different professional tools to feel the elephant can the performance loss to be minimized, so as to achieve the goal of government evaluation and management. For that reason, we developed six basic models of performance evaluation and management: named polls model of evaluation, governance model of evaluation, examining model of evaluation, participating model of evaluation, decision-making model of evaluation, and supervision model of evaluation.

As a tool of government performance evaluation and management, every basic model has its core function, and this analytical thought helps us find the right key to decrease the performance loss of the government. The integration of these basic models is needed in government performance evaluation and management practice according to specific situations. We synergize analytically academic method with comprehensive evaluation practice to make it a research paradigm of government performance management discipline, and it has solved practical problems one after another. The “blind men feel an elephant” mode of government performance evaluation actually combines professional knowledge with tools and integrates public orientation and citizen participation together, and tries to completely reflect the compatibility between internal evaluation and external evaluation, outcome evaluation and process evaluation, policy

evaluation and supervision evaluation , so as to realize the organic unification of value rationality and instrumental rationality of government performance evaluation and management.

Nearly 100 scholars, government officials and social organization leaders from the mainland of China, Hong Kong, the United States, Japan and Germany participated in the conference, and 47 conference papers were received. Our discussion centered on the extensive topics of government performance management, performance leadership and public governance. The conference was fruitful and it indicated that a worldwide academic community of government performance was forming. We selected 15 English papers from all of the conference papers to publish so as to develop extensive international academic communications. Considering the fact that many Chinese scholars did not submit English papers and it is necessary to introduce their academic thoughts and research to international colleagues and the society, we compiled a review of the conference papers to the proceedings. When the proceedings is going to be published, I would like to address my special gratitude to Prof. Ronald Tammen, director of Mark O. Hatfield School of Government at Portland State University and Prof. Mari Yanagi Kobayashi, director of Public Service Research Institute of Okuma School of Public Management in Waseda University. At the same time, I would like to appreciate Prof. Douglas Morgan from Portland State University and Dr. Wensheng He from Lanzhou University in China who contribute their effort to the successful conference and Jingsu Wang, the editor of China Science Press, for his help in publishing.

Finally, I would like to say that it is difficult for me to review the meaning of the conference and various academic thoughts of all participants of the conference because of the limitation of my vision and knowledge. For that reason, I have introduced some background about the conference and some thoughts and ideas of government performance evaluation and management inspired by my colleagues, hoping to share them with more scholars and practitioners.

Guoxian Bao  
On Qiyun building of Lanzhou University  
July 31<sup>st</sup>, 2011



## 序 言

通过近两年的努力，首届“政府绩效管理与绩效领导国际学术研讨会”论文集终于结集出版了。这不但可以使与会代表重温 2009 年 9 月 14 日到 16 日会议的智慧，而且可以使更多关心政府绩效改进和领导力提升的学者、政府官员和社会公众共同分享会议的成果，以推动这一领域的研究和实践进一步发展。

这次会议是继 2006 年 9 月 23 日在兰州大学召开的“全国政府绩效管理研究会成立大会暨政府绩效管理与行政体制改革理论研讨会”后又一次学术盛会。而且其议题更为广泛，由政府绩效管理拓展到绩效领导等方面。

2007 年 6 月，美国波特兰州立大学马克·汉菲尔德政府学院院长罗纳德·塔门教授和领导力研究所道格拉斯·摩根教授来兰州大学做学术访问，我们成功举办了一个政府创新的国际研讨会，会议间大家形成了一个共识：由两院定期举办一个国际会议并形成机制，以作为中美两国公共管理学术界和实践者都可以交流且乐于参与的一个平台。经过几次磋商之后，双方一致同意将会议的议题放在政府绩效管理领域，原因有以下三个方面：第一，政府绩效管理是全世界久经不衰的话题；第二，政府绩效管理是目前中国政府、学术界和公众关注的一个焦点问题；第三，两院都有了这一领域研究的资源和基础。塔门院长返回美国后，又推荐日本早稻田大学公共服务研究所与我们同做会议主办方。从而就有了这一国际会议的三个主办机构。

2008 年 7 月，我与何文盛博士访问美国波特兰州立大学时与塔门教授、摩根教授及栗民梓博士一起多次讨论并得出“绩效领导”这个概念，大家一致同意把会议题目确定为“政府绩效管理与绩效领导国际学术研讨会”。后来我广泛征求全国政府绩效管理研究会高小平、鲍静、周志忍、卓越、吴建南和张定安等几位领导的意见，他们都赞成这个想法和议题。正是这一创新的想法和国内外学者的共识，从而使我们正在热衷于探索的政府绩效研究从广度和深度上都有了一个极大的拓展。正如塔门院长在研讨会致辞中所言，“这一议题不但能给学术界带来一种兴趣，而且能给广大的民众带来一种帮助”，“这个想法使全世界的政府，从上到下、从下到上，都在致力于改进政府的绩效，领导者在寻找提高领导力的途径，使得政府更加经济、更加有效”。实际上，2009 年以前我们进行政府绩效评价的时候，包括学者在内的很多人，仅仅把它当做一种工具和手段。到了今天，又使很多人认识到政府绩效评价与管理不仅仅是工具和手段，而且是政府体制创新的重要内容和组成部分。通过政府绩效管理理念的更新，手段和方法的开发，使政府更加有效，社会更加和谐有序，也使我们对公共治理的理解更加深刻。通过政府绩效管理这一科学，我们可以跨越很多思想和意识形态方面的障碍，把全世界的学者凝聚到一起。因为这是人类共同关心的议题，不但使我们自己无比感动，而且使社会感到极有价值和意义。政府绩效管理作为西方新公共管理的产物，在试图摆脱 20 世纪 70 年代以来政府面临的财政危机、管理危机和信任危机方面，赢

得了民众的信誉，并帮助政府实现了减少财政支出、提高行政效率、改善管理水平的目标。政府绩效评价与管理在实际运用中不俗的表现，引起了各国政治家和社会各界的广泛重视，也使很多公共管理学者把目光投向了这一前沿研究领域，并不懈地探讨着实践的意义和理论的价值。这也是为什么“政府绩效管理”成为学者和实践部门使用频率最高的概念的原因之一。

中国政府绩效评价和管理的工作从新中国成立以来从未停止过。真正使用这一全新概念，并开始引进介绍西方成果，探索研究中国政府绩效管理问题是20世纪80年代末至90年代初发生的事情。因此可以说，中国政府绩效评价与管理实质上是中国市场经济体制改革深化的产物，而真正的推进背景则是中国加入世界贸易组织（WTO）、科学发展观的提出和《中华人民共和国行政许可法》的颁布实施。在这前后政府绩效评估出现了一股热潮，出现了诸如“效能建设与监察”、“社会服务承诺制”、“万人评政府”和“第三方评估”等实践形式。形成了具有代表性的政府绩效评价的四大模式，即“甘肃模式”、“青岛模式”、“思明模式”和“珠海模式”。近几年来，从中央到地方都把政府绩效评估与管理作为政府职能转变和体制改革的重要推动力，其认识在不断深化，实践中已有了重大进展。中央已布置在全国8个省、直辖市、自治区及副省级城市和6个中央部委进行试点，多个不同层级的地方政府绩效评估与管理的法规性文件出台，并得以实施。这充分表明，政府绩效管理这一学科在中国找到了用武之地；而中国的研究与实践更能丰富发展其内涵与体系。中国改革与发展这块热土必将为政府绩效管理获得重生带来千载难逢的机遇。

然而作为世界性“难题”和公共管理学的一个“谜题”，政府绩效评估与管理从诞生起一直困惑着想把它当成“武器”和“志业”的人。究竟难在哪里，又谜在何方？正如笔者在这次会议的主题演讲中通过对中国县级政府绩效研究发现的实事和所揭示的规律，政府绩效具有测不准特性，根据这个特性，我们提出了“绩效损失”这一概念。其意是指，由于政府作为一个“黑箱”，在对其评价过程中存在的博弈行为、评价技术工具的限制和建立在信息基础上的评价所面临的信息不确定与不对称性问题。这是政府绩效存在损失的根源。政府绩效测不准是其本质特性，而“绩效损失”是客观存在。那么我们为什么还要孜孜以求地去测量？回答是：尽量减少政府绩效的损失。我们正是循着这一思路轨迹，才使我们的研究不断深入，也使我们面对的这一“谜题”，如同在那桃花盛开的地方吸引着我们学术的眼球和脚步，苦并快乐着。

紧接着的一个问题是我们应当为解决这一实践问题做些什么？首先应改善政府和公众的关系。“服务导向”、“公众为本”是人民的要求，也是政府的姿态。从世界政治和行政体制改革大潮中我们欣喜地看到了这一深刻的变化。中国变革的实践也为我们昭示着光明的前景。而公众对政府的看法还是传统上讲的“狮子老虎”应该关在“笼子”里，才不至于像中国成语讲的“老虎屁股摸不得”，还是如同摩根教授在总结会上讲的，消除传统中学者和政治家相互猜忌，即政治家怀疑学者的忠诚度，学者则怀疑政治家短期的、工具性的政治动机。而现在出现了新的制度形式，学者与政治领袖间坦诚相待，兼容不同观点，是一个相互依存的合作关系。所以，评估政府绩效不再是“摸老虎屁股”，而是一种新型典范。从政府与公众关系改善的制度保障体系这一基础出发，加之政府绩效测不准特性所导致的绩效损失存在的事实，对政府绩效的评估我们认为是“盲人摸象”的模式，大象与狮子老虎完全不同，它是可以让人们摸的。其

模式有两种路径：第一种路径是一个人从头到尾，包括各个部位一摸到底，最后进行综合；第二种路径是很多人同时去摸“大象”的各个部位，最后进行综合。很显然第一种路径有两个致命的缺陷，一是时间成本太大；二是一个人对不同部位的把握在大部分方面缺乏专业知识和技能。而第二种路径可以克服这两个致命的缺点。这就又生出一个新问题，不同的专业人员要用不同的专业工具去把握这头“大象”，才能使政府绩效损失最小，从而实现政府绩效评价与管理的目的。鉴于此，根据国内外学者研究成果，特别是实践案例，我们总结出政府绩效评估与管理的六个基础模型，即民意调查型、治理型、考核型、参与型、决策型和监督型。作为一种评估与管理的工具，每一种基础模型有一个核心功能。而这样一种分析性思维帮助我们找到了减少政府绩效损失这一“谜题”的钥匙。实践中的评估与管理则是根据需要对这些基础工具的有机整合。我们把分析性的学术方法与整合性的评估实践协同使用，作为政府绩效管理学科的一种研究范式，并解决了实际中一个又一个难题。“盲人摸象”的政府绩效评估与管理模式真正把专业知识和工具、公众导向与公众参与结合起来，试图把内部评估与外部评估、结果评估与过程评估、政策评估与监督评估的兼容性完整体现出来，从而实现了政府绩效评估与管理的价值理性和工具理性的有机统一。

这次国际会议共有来自中国内地及中国香港地区、美国、日本和德国近百名代表参加，既有学者又有政府官员和社会各方面组织的领导人。共收到会议论文 47 篇。会议围绕政府绩效管理、绩效领导、公共治理等广泛议题进行了卓有成效的讨论，会议成果丰富，并预示着一个世界范围的政府绩效学术共同体正在形成。我们从全部会议论文中选取 17 篇英文论文结集出版，以在国际上作广泛的交流。考虑到很多中国学者未提交英文论文，而且学术思想与研究成果又十分有必要向国际同行和社会介绍，我们就将一篇会议综述文章编入其中，供大家参考。在本书付梓之时，我要特别感谢会议共同主办方的美国波特兰州立大学马克·汉菲尔德政府学院院长罗纳德·塔门教授，日本早稻田大学公共服务研究所所长小林麻理教授。同时要感谢为这次会议成功举办而作出积极努力的美国波特兰州立大学的道格拉斯·摩根教授和中国兰州大学的何文盛博士，以及在出版中给予帮助的科学出版社的编辑。

最后我想说的是，由于本人视野与学识所限，很难对这次学术盛会的意义和与会代表各种学术思想进行评述。所以，才写了一些会议的背景情况和我在同仁的启发下对政府绩效评估与管理研究所形成的一些观点和思路，以与更多的学者和实践者分享。实不为序，是为序。

包国宪

2011 年 7 月 31 日

于中国兰州大学齐云楼

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# **From Government Performance Evaluation to Performance Leadership and Public Governance**

—Overview of “First International Conference on Government Performance Management and Leadership”

Guoxian Bao Yunfei Zhou Wensheng He  
(China Center for Local Government Performance Evaluation)

The “First International Conference on Government Performance Management and Leadership” held in Lanzhou September 14 to 16, 2009, was co-organized by School of Management, Lanzhou University (China), Hatfield School of Government, Portland State University (U. S.) and Institute of Public Service, Waseda University (Japan), and hosted by China Center for Local Government Performance Evaluation (CCLGPE) of Lanzhou University. Nearly one hundred well-known scholars and government practitioners in the field of government performance management attended the conference coming from the United States, Japan, Germany, Mainland China and Hong Kong. Scholars and representatives around the topics of “performance leadership, performance evaluation and innovation in public governance” discussed deeply the hot issues in the field of global government performance management and performance leadership, exchanged the latest research results, and shared successful practical experience.

## **1 New Research Results in China and Foreign Countries’ Government Performance Management**

### **1.1 Foreign Scholars’ New Research Results**

In the 1970s, the new public management movement began to rise, and United States and Britain as the representatives of Western countries tried to rely on the tool of government performance evaluation, to get rid of the financial crisis, management crisis and crisis of confidence facing the government. It has been proved that through government performance evaluation, the government expenditure was reduced, its efficiency and public reputation improved. The power of government performance evaluation has attracted great attention from politicians. It was no longer taken as a simple tool, but as an important means of government internal management and the main content of administrative reform. For now, the government performance evaluation in the UK, USA and other countries has been gradually moving towards the micro fields, such as community, children welfare institute, etc. At the conference, Mary Paulson who

worked in the Salem-Keizer School District introduced the quality evaluation model, the management evaluation team, internal and external audit, quality assessment model manual and ISO standards, etc. She pointed out what they really cared about now was to change the culture of the school district, and to improve the quality of management. Susan Wilson and Carolyn Heniges from the perspective of line management described the successful performance management tools which were developing or being applied in the field of infrastructure construction, and summed up the successful implementation conditions of performance management system. Professor Mari Y. Kobayashi, Waseda University, Japan, introduced the challenges in Japanese local governments' effective performance management, and pointed out the path which Japanese local governments can improve government performance management. The path was from the perspective of citizens to carry out performance evaluation, index coverage inputs, outputs, efficiency and effectiveness; to promote the collaboration and leadership between experts and government to encourage innovation and continuous improvement; to make the public aware of the government's performance and responsibilities, and create performance-oriented culture, which is not only the responsibility of administrative agencies, but also a public responsibility.

## 1.2 Chinese Scholars' New Research Results

The Chinese theoretical research and practice in government performance evaluation started late, but the development was rapid. After 2004, government performance evaluation became a hot issue in public management field. In 2008, some academics suggested that China's government performance evaluation should be from the dispersion to aggregation, gradually establish the Chinese government performance evaluation theoretical framework, laws and regulations so as to form a long-term mechanism of government performance evaluation. In this conference, Chinese scholars' papers reflect this characteristic.

By classic Game Model and Evolutionary Game Model, Professor Bao Guoxian analyzed the different performance realization levels shown in the performance generation process and "performance loss". Starting from the government performance evaluation power subject and evaluated object's characteristics, he built the matrix of government performance evaluation analysis model, summarized six kinds of theoretical models, perception-based evaluation, participatory evaluation, bureaucratic efficiency-based evaluation, social efficiency-based evaluation, decision-making evaluation and supervision evaluation. He also analyzed in-depth the different characteristics of the six models, suitable conditions, thereby discovered various modes' evaluation focus. At the same time he believed that China's government performance evaluation system is made up of the value system, the index system, organizational system, technical support system and the legal and regulatory environment system. The value system is in the core position, and it determines the index system, organizational system, technical support system and so on. Only when the practical problems like the value system research of



government performance evaluation and service-oriented government building, local government reform and the government's function position combined, can the orientation function of the government performance evaluation be exerted, and the government development's practical problems solved.

Professor Zhou Zhiren from the aspects of the limitations of evaluation subject, the non-sensitive interval quality and satisfaction correlation, horizontal comparison of limited value (relativity), problem diagnosis and limited management improvement described in detail the effectiveness limitation of performance evaluation subjective indicators. Particularly he knocked the alarm bell for the "satisfaction degree" index. Customer satisfaction depends on many factors, government performance evaluation shouldn't use this indicator alone. At the same time, he pointed out that the traditional objective evaluation indicators focused on internal management improvement and paid attention to input, process and output, etc., but less attention to the results and actual effects, and ignored the citizens' perception of demand. He proposed the modern objective indicators should follow two basic values: results-oriented and citizen-oriented. That meant in the design of performance evaluation objective indicators, we should base on the citizens rather than government officials, and concern about the results as well as the actual results of management and service activities.

Professor Liu Xutao starting from analyzing the general idea of leading work —— "the overall plan", "focus on practice", "promote the improvement", through the survey of the China and other countries' practices in government performance management, demonstrated the performance management's necessity to leading work. He pointed out that performance management is not a cure-all panacea, and a leader in practice also needs to learn how to make good use of performance management. That means leaders cannot just simply focus on the technical issues, but should also keep on improving and optimizing from performance management value orientation, the base of management system, performance culture and technical concepts. Only in this way, performance management can really exert their effects, and become the effective "Pushing Hands" of government leadership. Only in this way, can performance management really exert its effects, and become the government leadership's effective "Pushing Hands".

Professor Zhuo Yue believed that government performance management system was high-end products of e-government. He showed to the delegates the systems developed by the research team under his leadership, and they included the district government performance evaluation management system, public security police station performance evaluation management system, community residents' committee performance evaluation management system, industrial and commercial bureau performance evaluation management system and so on.

Professor Wu Jiannan based on the public citizen survey carried out in three medium-sized cities, came to the conclusion that attention should be given to the balance of two aspects' needs. One is the need of service providers using the findings to achieve self-management, and the other is to maintain the need of civic-oriented citizen survey,