Research on Local Government Performance Evaluation in Inner Mongolia

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Abstract. Government performance evaluation is to improve the effectiveness of government administration, is powerful tool to improve the quality of government services. In recent years, the government performance evaluation in China has made great achievements, but there also exist some problems, such as evaluation subject being single, evaluation system and the law being imperfect. In view of that, this study will not only enrich the related theories of government performance evaluation at the current county level, but also be of great importance on the county-level government performance evaluation for reference in the national autonomous regions.

The Analysis of Local Government Performance Evaluation System in Inner Mongolia

The Subject of Local Government Performance Evaluation in Inner Mongolia

Inner Mongolia local government is still the subject, during the period of evaluating local government performance. The evaluation subject of government performance evaluation in Hohhot counties can be divided into seven levels, power weight: the evaluation of City party chief leadership accounts for 15\%, the evaluation of the Municipal People's Congress and CPPCC leadership 5\%, the other evaluation of city leadership 10\%, the evaluation of county level cadres (including county level cadres of party committees, the National People's Congress and the CPPCC, the law review) 25\%, the evaluation of section-level cadres 25\%, the evaluation of the assessment team 15\%, and the mass evaluation of the grass-roots units 5\%.

By this token, Inner Mongolia is still in the main mode of “the government leading—the public participating”, in which the subject of government performance evaluation is mainly superior government, organizations or leadership. The public can participate in the evaluation process, and express individual views on government’s performance to some extent, and propose recommendations to make government improved, thus no longer merely as passive recipients of public goods and services by the government. However, due to the lower power weight, public opinion reflects inadequate. In addition, in the body evaluations, independent evaluations are needed, which are carried out by independent, non-profit, and non-government agencies.

The Index System of Local Government Performance Evaluation in Inner Mongolia

The Index Setting of Government Performance Evaluation. There are two types in terms of party and government cadres evaluation system setting: one is that the union (city) uses the same index system, such as party and government leadership analysis of performance indicators in Baotou, the counties (districts) of Xi-lin-guo-le union; the other is that individual performance evaluation index system is set, according to the actual situation of each of the counties and districts. For example, from 2008, Erdos has practiced classification assessment, around implementing Scientific Outlook on Development, and has separately set assessment index in view of different objects that will be assessed. Erdos divides objects that are assessed into four categories: county district, the sector directly under the municipal government, the development area...
under city management and the district sector. According to the different attributes of the above four categories, assessing indexes are set and are put particular emphasis. County district emphasizes on assessing important projects construction, town and country construction, the pooling plan of town and country and the focus on the people's livelihood; the development area under city management emphasizes on assessing the construction of the area project for basic facilities, to attract investment, service enterprise, employee skills training and employment services; the sector directly under the municipal government emphasizes on assessing functions and responsibilities, organization service level, and to implement the important work in municipal Party committee, and municipal government. In addition, index systems of performance evaluation are also respectively set in Hohhot, and BaYanNaoEr city.

The Index Design and the Index Distribution of Power Weight of Government Performance Evaluation. The index design of power weight embodies the emphasis on different areas of government work. In evaluation index system of local government in Inner Mongolia, local rights in the field of the economic development are generally higher, while ones of social development, environmental resources, sustainable development, people's living are relatively lower.

Through analysis, we can find that in the index system of local government performance evaluation in the Inner Mongolia, the index of economic construction is the main evaluation indicator, regardless of what type of indicators, while grass-roots public managers attach the importance to the indicators of people consciousness, and democratic consciousness, and livelihood consciousness, and environmental consciousness, ecological consciousness, and social construction consciousness. Not only the number of indicators, but also the quality of indicators is relatively weak. Furthermore, the index component of sustainable development of “potential performance” is particularly inadequate.

Publicizing and Applying the Results of Local Government Performance Evaluation in Inner Mongolia

Government performance assessment purposes aim at leading the cadres to set up scientific development concept and the correct achievements view, strengthening the practical sense of the government for the people, constantly improving the level of leadership, and inspiring the innovation of the cadres. Inner Mongolia autonomous region publicizes the evaluation results of leading groups and leading cadres in appropriate ways. And the objects who are evaluated their leaders will get the feedback of the evaluation results. The objects will be selected, appointed, or deposed according to the results.

The results of local government performance evaluation in Inner Mongolia are publicized and applied better in Baotou city and Xingan League. The results of performance evaluation in Baotou are applied in the three aspects. Firstly, being applied in summary and commendation, such as the leadership team achieving the prize of “comprehensive evaluation being prominent”, and leading cadres winning the prize "excellent". The spiritual encouragement is given, besides, the material rewards are taken by the city government; secondly being applied in appointing and deposing cadres. Evaluation results are regarded as an important basis. The cadres graded as "incompetent" and the cadres as "basically competent" in successive two years are to be deposed; thirdly being applied in for cadres’ education and management. The cadres graded as "basically competent” will be warned and educated in that year. From 2002, the government of Xingan League has offered the reward of 1,500,000, for the leadership team achieving the prize of “comprehensive evaluation being prominent” and the excellent cadres. Considering the evaluation results, the leadership team who performed ordinarily, and relatively poorly, and ranked behind, will be adjusted. During the period from 2006 to 2007, six cadres are adjusted and twelve are warned and persuaded.

However, on the whole region, the openness of the government evaluation information still needs to be raised. The application of assessment results is still insufficient, especially it is not formed the normal system that evaluation results are applied to analyze the performance situation of leading teams and cadres, that the results’ feedback is not comprehensive and not specific, and that the incentive remains to be further enhanced.
The Empirical Analysis of Government Performance Evaluation—Based on Interview Data

Characteristics of Chinese government performance evaluation are based on problem solving, powerful pertinence, vigorous momentum of development, and innovative philosophy. But overall, whether in theory or in practice, the evaluation system of government performance is not yet ripe, and is still at an initial stage of exploration. To further analyze the problems and their causes in government performance evaluation of our region, this study was conducted through questionnaires and interviews.

Investigation Objects

The interview objects in this research of are mainly the leadership who serve in the political organs, NPC, CPPCC, judicial organs, and general public organs, the staff, and different cadres who work in sub-district offices of townships, and who are some participating in training courses that can be autonomously selected. They are from Saihan District and Xincheng District in Hohhot City, from Dongsheng District, Ejin Horo County, and Zhungee County in Ordos City, and from city area, Sonid Zuo County, and Sonid You County in Xilinguole city—totally from 8 administrative districts of 3 cities party. They are selected as interview objects, because they mostly work and live in the administrative area, and because some of them are generally government staff, and understand the situation of the county and the government. Therefore they are best qualified to speak on government performance evaluation.

The Purposes of the Interview

This interview is to understand the opinions that the public-sector staff have taken of government performance evaluation and index, and to seek suggestions and advice that the public-sector staff have arrived at on performance evaluation and index. Thereby local government performance evaluation system in Inner Mongolia will be improved, and also some preparations are made in theory and in practice for local government implementing performance evaluation.

The Empirical Analysis of Government Performance Evaluation—Based on the Results of Interview Data

The Awareness of the “Government Performance Evaluation”.

Since the practices of government performance evaluation were carried out in the early 1990s, “the government performance evaluation” in our province has still been a new thing many grass-roots cadres haven’t also understood. In the interviews we found that the respondents often see it as government achievement evaluating from the superior to the subordinate, because most of the cadres understand and are familiar with the cadres’ achievement evaluating system of party and government, which has been implemented since 1996 and has been involved in.

Awareness of the Subjects of “Government Performance Evaluation”.

The respondents think that the degree of public participation is rather low in the previous cadres’ achievement evaluating system, so government performance evaluation should be carried on the basis that public evaluation of overall weight is to be improved, that the diversity of assessment is to be wanted, and that the internal, the external and the public are to be combined with; those also stress that polls should be introduced in government performance evaluation, that the experts, the people or the third party should be allowed to participate in the evaluation, and that those involved in it should come such as various ranks, including lay-offs, workers, students and teachers, ect. However, some respondents of grass-roots have misgivings about something that the people are enabled to participate in government performance evaluation.

Awareness of the Index System of “Government Performance Evaluation”.

The index system designed was provided to the respondents who were needed to judge the progressive importance of all indexes—the five items of “very important, important, common, less unimportant, unimportant” are available to be selected. And there are spaces left in all level- II indicators and level-III indicators,
which the respondents fill their opinions and suggestions in. Finally there are about more than 100 items of suggestions and advices they proposed, mainly as follows:

Firstly, the philosophies and principles of the index setting. The interviewees in each county all promoted that evaluation indicators should be “practical, simple, and concrete”, and should be “concise, and not faked”; many people also advocated that the indicators should be “brief and not too delicate”; that “objective indicators and subjective indicators should be combined with, and that long-term effect and short-term effect, the partial and the whole, and the present and the long-term development should be combined with. The above suggestions tell us that the attention should not be paid to short-term effect the partial development, when the index system of government performance evaluation is designed.

Secondly, the focus on indicators and the choice issues. On the focus of indicators, many respondents rose that the evaluation system should be “established on the ground of the perspective of people’s livelihood”; several respondents in counties (districts) also emphasized the satisfaction of the masses. And almost every respondent in counties (districts) stressed the importance of environmental indicators. In addition, they recommended that it would be ok that the partial indicators can reach the standard, not the whole. Some respondents proposed to handle well the relation between “performance and potential performance”, advocating “performance and potential performance” should be both taken into account in the index designing, while it is difficult to see “potential performance” in short term.

The Issues of Indicators’ Pertinence and Differentiation. The respondents also considered the problems of area differences, and believed that some items in the index system were not appropriate for some regions, such as “green area per head, the proportion of the secondary industry”. And “the western areas should be assessed whether the policy of the industry or the commercial is taken or not. So the regional difference should be taken into account in the indicators of the secondary industry. Otherwise many regions would lose the score of this item, which resulted in the injustices. Moreover “the proportion of the indicators should be increased which are common in the tertiary industries of each counties”; when evaluating the indicators of animal husbandry, it should be paid more attention that the prominent question of contradiction between forestry and animal husbandry may not lead to the injury of forestry and ecological environment; in addition, there exist some difference in functions between the city districts and the counties. In the city districts there are many restricted areas. And the city areas should be paid particular emphasis on the evaluating indicators, compared with the counties of agriculture and animal husbandry.

Awareness of “Publicizing and Applying Government Performance Evaluation”. Although the local government performance evaluation in Inner Mongolia have been implemented for several years, the respondents believe that there exist some problems in the evaluating system, for example, the results can be made known to the public insufficiently, cannot be the chief basis of the promotion and the demotion of cadres, and cannot play an incentive role.

The Empirical ANALYSIS of the Results of the Local Government Performance Evaluation Research in Inner Mongolia

By dozens of years of practice and exploration, the system of local government performance evaluation system in Inner Mongolia has formed, and plays a role in promoting the government work, and the construction of leading groups and cadres. But there still exist the imperfections in the system through the interview and the questionnaire, as follows:

The Publicity of Government Performance Evaluation Being Insufficient

Since the implementation of government performance evaluation, it has drawn more attention, while timely publicizing the significance of it is neglected. The situation results in that the enthusiasm of participation, support, and cooperation is not so high, and even in the resistance, which affects smooth course of performance evaluation.
The Indicators of Government Performance Evaluation Being Unreasonable.

One is that the index system may not cover the characteristic of individual areas and sectors on the basis of embodying the similarities. The other is that economic construction is placed undue emphasis on, which is not adapted to the requirements of the scientific concept of development.

The Ways and Means of Involving and Evaluating Being Insufficient

Although social opinions have been continuing to expand, the substantive steps cannot be taken.

The Application of Evaluation Results Remaining Further Deepened

It is not formed a system that evaluation results are used to assess the achievements of leading groups and cadres. Besides the result feedback is not comprehensive and not specific.

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References


