

Department of administrative institutions study on the optimization of overall expenditure performance management

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Abstract

The State Council's report on the 2019 Central Accounts mentions "Further explore the overall expenditure performance management of the central sector and evaluate the performance of government investment funds, government and social capital cooperation projects." As a key step in the overall expenditure performance management system, the overall expenditure performance evaluation is of great significance to the performance management at the macro level. In the process of promoting the development of performance management, Guangdong Province started early, developed rapidly and made positive progress. However, it is still in the stage of exploration and development. There are problems such as low popular participation and insufficient use of performance evaluation results. This is not in line with the requirements of strengthening the overall expenditure performance management of the department, and further optimization of the overall expenditure performance management of the department is needed. Based on the research results of government performance evaluation and overall expenditure performance evaluation at home and abroad, this paper analyzes the development status of the overall expenditure performance evaluation of the administrative institutions department in Guangdong Province, and analyzes the current situation in the light of relevant cases. Identify existing problems and suggest the need for optimization. Secondly, it clarifies the optimization idea of the overall expenditure performance evaluation system of the administrative institutions departments in Guangdong Province, and finally puts forward some optimization measures and suggestions in improving the performance evaluation system and rationally using the performance evaluation results.

Keywords

Overall expenditure, performance management, Overall expenditure performance evaluation.

1. An overview of the theory of overall expenditure performance evaluation in the departments of administrative institutions

1.1. Related concepts

(1) Performance evaluation

Performance evaluation (also known as performance appraisal) refers to the comprehensive evaluation of the extent to which performance objectives set by the central service sector to fulfil their functions, as well as the results of the budget allocated to achieve these objectives, are evaluated through specific evaluation methods, quantitative indicators and evaluation criteria. The process of performance evaluation involves comparing the current job performance of central service staff with the performance standards they must meet.

The department performance evaluation of administrative institutions refers to the process of evaluating and classifying the performance reflected in the input, output, medium-term result and final result of administrative organs in the administrative process. It is a behavioral system that includes setting evaluation objectives, establishing evaluation indicator systems, collecting data, conducting evaluations, and using evaluation results.

The criteria for evaluating the performance of the departments of administrative institutions are as follows:

One of them, economy. Administrative activities are based on funds, but in the actual investment is not spent money, but by money to transform the human, material, machinery and equipment. This element constitutes the input of the administrative institution department to the administrative activities. The cost of input is the cost of purchasing and maintaining human and material resources and machinery and equipment.

Second, efficiency. Efficiency can simply be understood as the proportional relationship between current inputs and outputs, and efficiency is the provision of more and better services under available resources.

Third, effect. Using efficiency alone as a measure of performance can make it difficult to define nature and quantitative indicators in some cases, so effectiveness becomes another important measure. Simply put, the effect is the degree to which the goal is achieved. For example, public satisfaction, capital utilization, etc.

Four of them, fair. Performance evaluation should follow the principles of objectivity and science, so that the work of the administrative departments can be put into practice. At the same time, avoid personal and subjective will in the evaluation work, should be based on objective materials for evaluation.

(2) Performance information usage

Performance information refers to the achievement of performance goals using invested resources. Different sources of performance information may lead to different performance information. The sources of performance information include the collection of records of appraisers or appraisers, the collection of records of other relevant departments and the collection of records of third-party independent institutions. The rational use of performance information can motivate employees by ensuring that it is closely linked to key performance indicators and that it is fair and equitable.

(3) Performance evaluation indicator system

Performance evaluation index is a data that can reflect the achievement of performance target, work attitude and ability level, and is the basic unit of performance appraisal system. The performance evaluation index system refers to a series of unit appraisal system, evaluation index system, appraisal method, evaluation standard and evaluation system related to the department performance appraisal, which is composed of a set of evaluation indicators which are independent and interrelated and can express the evaluation requirements more completely. The establishment of performance appraisal system is beneficial to evaluating the work status of employees, is the basis of employee appraisal work, and is also an important factor to ensure that the results of the appraisal are accurate and reasonable.

(4) Evaluation of the overall expenditure performance of the department

As an important part of government performance evaluation, the overall expenditure performance evaluation of the department is an important index to measure the overall expenditure of the department's budget in the year. Through the establishment of objective and reasonable performance evaluation indicators, scientific and rigorous evaluation criteria and appropriate evaluation methods, the general use of departmental budgets and the performance goals set by departments to independently and objectively evaluate. The evaluation of the overall expenditure performance of the department belongs to a more comprehensive

evaluation, the basic budget expenditure and the project budget expenditure belong to its category, so compared with other government performance evaluation, the overall expenditure evaluation of the department needs to consider more factors. It is a reflection of the whole department resource allocation and evaluation factors, reflecting the problems of the department in a certain period of time, changing the extensive management mode of the public institutions, so that all departments improve the utilization rate of financial funds.

2. Theoretical basis

(1) Result-oriented theory

Results-oriented theory is to consider the problem from the perspective of results, the result is the implementation of some actions may have an impact, it is an objective fact, both predictable and unpredictable; It can have both positive and negative effects. At this stage, the basis of the overall expenditure performance evaluation of our country's department is the result-oriented theory, and the focus of performance evaluation is on the final completion degree of the target set by the department when using financial funds, and takes this focus as the basis for the construction of the evaluation index system, so as to improve the management level of the overall expenditure of the department, so that the financial funds can be used effectively. Choosing results-oriented performance evaluation does not mean that the results are final, and the allocation and execution of the budget also requires that they be legitimate and compliant.

(2) New public service theory

The new public service theory reshapes the concept and value of administration from the perspective of market and economics, so it creates a new theoretical system of administrative development framework. The new theory of public service puts the people first, focuses on serving the people, and puts power back to the people. The new public theorists believe that if public organizations can operate through cooperation and sharing with the people, they will succeed, so the new public service theory requires the government to care about the people's concerns and respond to their needs.

(3) Principal-agent theory

The emergence of principal-agent theory is based on asymmetric information game theory. Non-information symmetry refers to the fact that in the same situation, some of them have information that others do not have. The first task of principal-agent theory is to study how the principal optimizes the contract to motivate the trustee under the circumstances of conflict of interest and information asymmetry. The rights used by our government are the rights of the people, and the decisions made by the government should be what the people think, so that the relationship between the government and the people can also be regarded as the principal-agent relationship. The principal-agent theory advocates the separation of ownership and management, so the government becomes the principal, and the administrative department is the trustee of something, and the budget funds can be regarded as the entrustment fee. In this relationship, the trustee can easily use the information asymmetry to make the principal cannot effectively control, so as to maximize profits. Therefore, there is a greater need for relevant performance evaluation of the administration.

3. The development status of the overall expenditure performance management of the administrative institutions department in Guangdong Province

3.1. The evaluation of the overall expenditure performance of the Guangdong provincial department is developed in stages

The first stage: Performance evaluation pilot. After the Third Plenary Session of the 16th Central Committee of the Communist Party of China proposed the establishment of a budget performance evaluation system. In 2004, the Ministry of Finance issued the Measures for the Management of Project Performance Evaluation in the Central Economic Construction Sector (Trial) to encourage local governments to try first. In the same year, the Guangdong Provincial Finance Department, the Office of Supervision, the Office of Human Services and the Office of Audit jointly issued the "Guangdong Province Financial Expenditure Performance Evaluation Pilot Program", followed by successive performance evaluation pilot projects in various cities.

The second stage: the establishment of ideas. In 2018, the Guangdong Provincial Party Committee and the provincial government issued the Opinions on Deepening the Implementation of Supervision and Management Reform in Provincial Budgeting, deployed and implemented budget reform characterized by "clear authority and responsibility, simple decentralization" and promoted the decentralization of provincial governments to cities and counties and the decentralization of financial departments to the competent departments of business.

The third stage: Comprehensive promotion. Guangdong Provincial Finance Department to carry out "digital finance" system construction and application, vertical through the province, city, county and township (town), horizontal connection of all budget units at all levels. In May 2019, Guangdong's "digital finance" system was fully operational, realizing three "full coverage" of business functions, network support and application scope.

In 2021, the Guangdong Provincial People's Government issued the Implementation Opinions on Strengthening the Overall And Further Deepening of the Reform of the Budget Management System. Adhere to the purpose of "taking the government to make money, to finance and assist the government", refine reform measures item by item, improve the budget management system, further strengthen the construction of the budget management personnel, consolidate the basis of reform, promote the timely landing of various reform tasks, and promote the provincial budget management level to a new level

3.2. Analysis of the current situation of the implementation of the financial budget funds in Guangdong Province

(1) Implementation of the budget for fiscal expenditure in Guangdong Province from 2018 to 2020

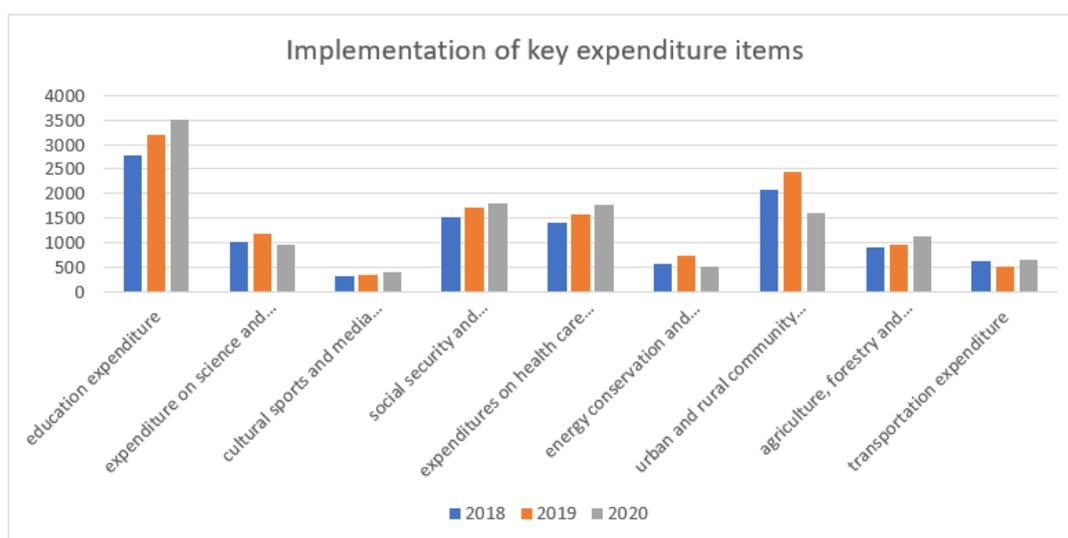
Guangdong Province's budget for 2018-2020 totals 376.7615 billion yuan, with actual expenditure of 5053.616 billion yuan. The implementation rate of the three-year comprehensive budget was 134.13%, of which 121.29 billion yuan was allocated in the 2018 budget and 157.3737 billion yuan was actually spent; The 2019 budget will be 126.5146 billion yuan, with actual expenditure of 173.1412 billion yuan, and the 2020 budget will be 129.2179 billion yuan, with actual expenditure of 174.8467 billion yuan.

Table 1 Guangdong Province's budget performance schedule for 2018-2020

Unit: RMB 100 million

| serial number | year | The budget for funds | Actual expenditure | Budget implementation rate |
|---------------|------|----------------------|--------------------|----------------------------|
| 1 | 2018 | 12102.9 | 15737.37 | 130% |
| 2 | 2019 | 12651.46 | 17314.12 | 136.85% |
| 3 | 2020 | 12921.97 | 17484.67 | 135.31% |
| total | | 37676.15 | 50536.16 | 134.13% |

Table 2



(2) Implementation of Guangdong Province's key expenditure budget for 2018-2020

Key expenditure items in Guangdong Province include education expenditure, expenditure on science and technology, cultural sports and media expenditure, social security and employment expenditures, expenditures on health care and family planning, energy conservation and environmental protection expenditure, urban and rural community expenditure, agriculture, forestry and water expenditure, transportation expenditure. In 2018, the province's general public budget revenue was RMB121.29 billion, an increase of 7.9% of the total budget, while the general public budget expenditure was RMB157.3737 billion, an increase of 4.6% of the total budget of RMB110.2%. In 2019, the province's general public budget revenue of 126.5146 billion yuan, completed 102% of the summary budget, an increase of 4.5%; General public budget expenditure was RMB173.1412 billion, an increase of 10%. In 2020, the province's general public budget revenue of 1292.197 billion yuan, completed 101% of the summary budget, an increase of 21%; In 2020, the province's general public budget expenditure of 1748.467 billion yuan, completed the summary budget of 101.1%, an increase of 1%. (See Table 2 for details)

4. There is a problem analysis in the overall expenditure performance management of the administrative institutions department in Guangdong Province

(1) Public participation needs to be improved

Scientifically reflecting the satisfaction of the masses of provincial organs can further improve the work style of provincial organs and enhance the administrative efficiency of provincial organs. From the participation link, the public's participation in performance evaluation is insufficient, at present, only through the Guangdong Provincial Investigation and Research Center interception of visits, telephone interviews, correspondence survey and other methods to participate in the survey. The public is only involved in the final scoring process, their voice and influence are weak, only passive information providers, cannot become a real sense of active decision-making participants. The public satisfaction survey data are only available until 2018, and only government departments and third-party organizations involved in performance evaluation will have access to such information. The public pay more attention to the application process of government expenditure and the effect of subsequent formation, and the use of department funds needs to be effective, so that wasted capital expenditure can be reduced. Its benefits can be intuitively felt by the public, whether to achieve performance goals or not, whether to play its financial effect, depending on the degree of public satisfaction. It's not just the government that decides.

(2) There is insufficient internal motivation for performance management

There are two main reasons for the lack of internal motivation in the implementation of performance management.

One of them, Performance culture is not well publicized. Performance culture refers to the establishment of a suitable performance management system to operate the cultural atmosphere, there is a good performance culture can improve organizational cohesion, so as to promote the organization's performance management in an orderly manner. The lack of mobilization in the early stages of performance management has led many public officials to fail to understand the importance of performance management activities as part of their day-to-day work, rather than as an important way to improve their work and jointly advance the achievement of the strategic objectives of the department. At the same time, in order to get high scores in performance evaluation, it is easy to find that the design of performance indicators is too simple and subjective in the process of performance appraisal, which leads to distortion of performance evaluation results and loss of reference value.

Second, The promotion mechanism is not perfect. To make performance management play a role, we need to make it binding and mandatory to a certain extent, although Guangdong Province has set up a performance appraisal system, and refined the performance appraisal quantitative indicators, but still lack of relevant legal guidance, no legal protection, so that cannot really come to fruition.

(3) Performance goal setting is not realistic

When the administrative business unit sets performance goals, the important contents of the annual work plan or annual summary are often used directly to set the goals, or to follow the language pattern of the work plan or summary, thus ignoring the requirements of setting performance goals, so that the indicators are not scientific and insufficient basis. At the same time, because the performance evaluation work is still in the initial exploration stage, some administrative departments cannot fully understand the connotation of financial performance evaluation, resulting in the inability to set performance goals in line with the performance of the unit. For example, Guangdong Province's budget arrangement for the three years 2018-2020 totals 376.7615 billion yuan, while the actual expenditure is 5053.616 billion yuan, of which 128.601 billion yuan is different.

(4) Performance evaluation results are not applied in place

For the current overall expenditure performance evaluation of administrative institutions, most of them only stop at performance evaluation work, and there is no specific performance evaluation information and related reward and punishment system, resulting in performance

evaluation is only a data, not a wake-up call to public officials, cannot play an effective normative role in administrative institutions. At the same time, because the overall expenditure performance evaluation level of the department is uneven, there is a part of the department to do perfect, the other part is only to cope with the work, resulting in the evaluation results difficult to achieve objective, fair, fair and stable, so the application of performance evaluation results there is still a lot of room for improvement.

5. Recommendations for optimizing the overall expenditure performance management of administrative institutions

5.1. Diversified performance evaluation subject

The follow-up benefit of the overall expenditure of government departments cannot be objectively evaluated, and the government can not only play a leading role, so as not to ensure the fairness and fairness of performance evaluation. Third-party evaluation organizations can be introduced in the department performance evaluation, but the third-party organizations in the performance evaluation of the evaluation of uneven quality, staff professionalism is not enough, so the third-party institutions involved in performance evaluation need to be professional, and include independent and professional evaluation of staff, and to a certain extent to increase the evaluation of third-party institutions; Increase the content of service object satisfaction, according to the department responsibility to clarify the service object, add satisfaction survey, so that the service effect fully reflected; At the same time, the opening of the public evaluation channel, so that the public can put forward the corresponding comments and suggestions in advance, in the event, after the three stages, and timely response, deficiencies should be corrected, and the relevant data for publicity. Accurate and reliable reporting of evaluation results can make the performance evaluation results true and accurate, and enhance the public's trust and security.

5.2. Strengthen the implementation of performance organizations

First of all, increase the training and learning of all cadres and workers on performance management, change the ideology of cadres and workers, and enhance the recognition of the performance management of the unit; Secondly, in the formulation of strategic plans should pay attention to establish effective communication with all levels of personnel, the strategy is formulated on top of the wishes of cadres and workers, so that all cadres and workers are more willing to work hard for it, so as to form a good performance culture atmosphere. On the basis of the central policies such as the Civil Servants Law and the Measures for the Assessment of Civil Servants, improve the relevant legal and regulatory system for performance appraisal, and formulate the supervision system for performance evaluation to ensure that the appraisal work is real and effective, and give full play to the role of performance management.

5.3. Set scientifically feasible performance goals

Each unit department needs to establish scientific and feasible performance targets based on the preset number of performances, and make changes according to the actual situation by reference to the data of budget expenditure and actual expenditure in previous years, so as to set up performance targets that are appropriate to the actual performance target. But compared with the performance goals themselves, it is more important to work on the mechanism of preparing performance goals. "Mechanisms determine the quality of performance goals." In order to establish a perfect working mechanism, we must implement the main responsibility of the department's performance target preparation, and establish the linkage mechanism of financial department, business unit and professional institution; Establish a collaborative interaction mechanism between decision-making and work level within the department, planning finance department and business unit, project leader and sub-project leader. At the

same time, we should also establish a combination mechanism between the preparation of performance objectives and the construction of project library. Under the perfect mechanism, the quality of performance target will be more scientific and realistic, so that the utilization rate of financial funds of various departments will continue to improve.

5.4. Make reasonable use of performance evaluation results

The implementation of the performance evaluation reward and punishment system, as the basis for personnel transfer and budget allocation of funds, and into the year-end assessment, so as to strengthen the authority of the evaluation work, the relevant departments and personnel to effectively restrain. In the application of performance results, each unit can make corresponding work arrangements through systematic performance ranking, evaluation first and selection, so that the appraisal person and the appraisal object can understand the location of their performance results in a timely manner. At the same time, units can expand the use of performance results, for civil servants to assess excellence, cadre selection and other reference standards, to promote units and individuals to fight for the first place.

6. Summary

With the deepening of budget performance management reform, budget performance evaluation, as an important means of budget performance management, gradually changed from project expenditure performance to overall department expenditure performance evaluation. This paper makes a relevant study on the overall expenditure performance evaluation of the administrative institutions department in Guangdong Province, explores the practice in the implementation process of the performance evaluation of the administrative unit department, analyzes its theoretical knowledge and existing problems on the basis of the relevant theory, and puts forward optimization suggestions based on the national conditions and the social and economic development situation by reference to the performance evaluation practices of domestic and foreign governments. The optimization proposal is basically in line with the characteristics of administrative institutions, and the operation is strong, which provides some reference for speeding up the improvement of the performance management system.

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