

The background features a grayscale image of a city skyline, likely Shanghai, with prominent skyscrapers and a river in the foreground. A white rectangular frame is centered on the page, containing the text.

# Discussions around Department-wide Performance Evaluation

Roger

September 2019

Foreword:

There is a Chinese idiom that goes as “If you see a leopard spot, it is equivalent to seeing a leopard”. The metaphor tells that if you observe some partial evidence of a matter, it may help you envisage the whole picture.

The other explanation of the same idiom goes “If we look at the leopard from a bamboo tube, we can only see the leopard's spots”.

This idiom can also explain project performance evaluation and department-wide expenditure performance evaluation.

The high performance of a single project indicates to a certain extent that the department has a certain foundation for performance management, but it does not mean that the overall expenditure performance of the department is necessarily high.

At the same time, if we lack a scientific approach to evaluating the department-wide performance, then the evaluation results will not be objective and complete.

The main line of budget performance management in China in recent years

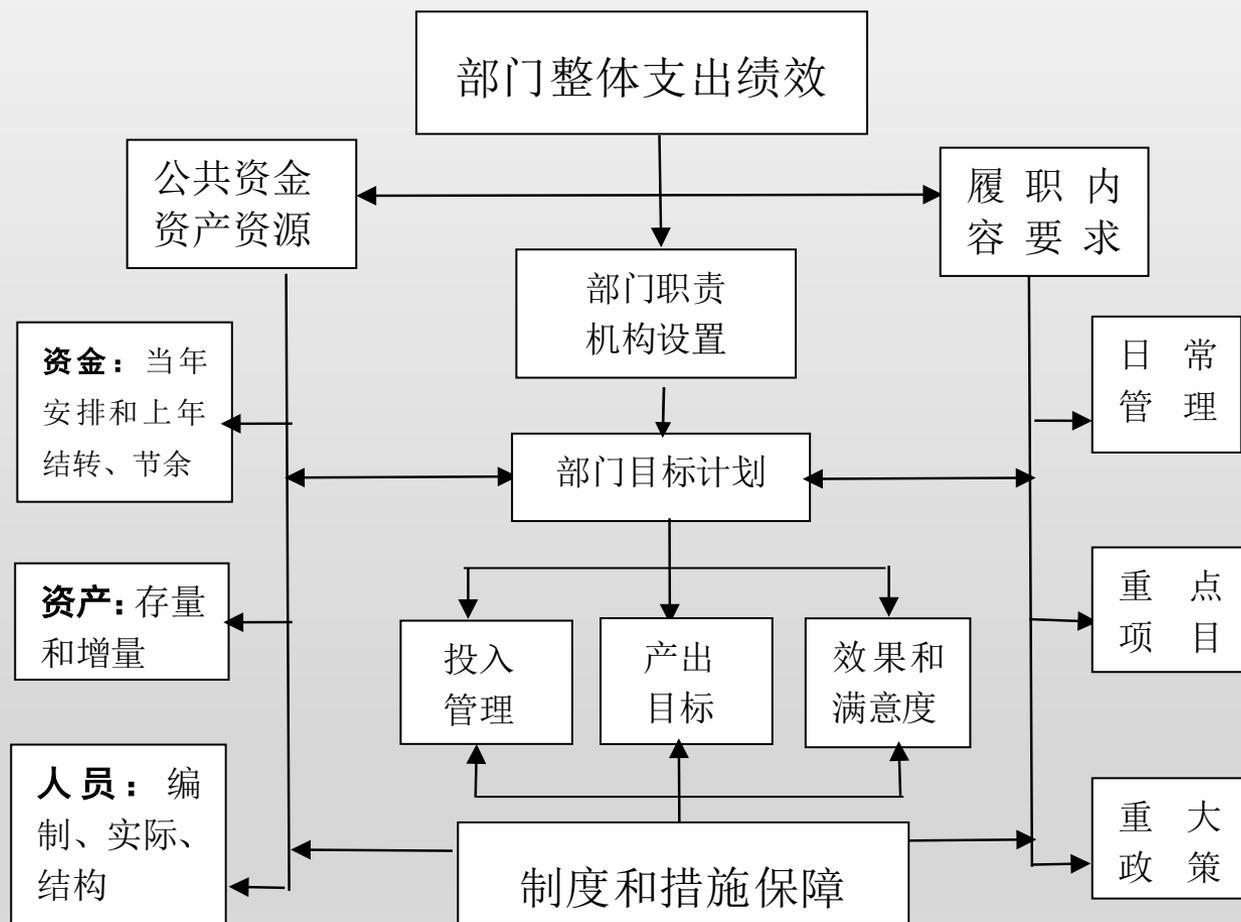
From micro performance performance to macro performance performance, from project performance to department-wide performance, from department-wide performance to government performance.

The higher the management level, the higher requirements management demands, the more difficult management becomes and the greater value management generates.

In September 2018, the central government put forward the requirements of “all-encompassing” performance management, and made the department-wide and organization-wide budget performance management an integral part of performance management.

It is proposed that “with considerations around the departmental and entity responsibilities, industrial development planning and annual priorities, a holistic approach needs to be taken to manage the budgetary resources with all the available funds, assets and business activities included. It is important to measure the effects of the department-wide and organization-wide performance and of the core business from multiple perspectives including the operating costs, management efficiency, performance, social effects, as well as the competence to achieve sustainability and the public satisfaction. “

Schematic diagram of departmental overall expenditure performance relationship



The department-wide expenditure performance is reflective of the reasonable demand the “responsibilities” have for “resources” as well as the security the “resources” can provide to perform the “responsibilities” .

When the two are relatively balanced with each other, then we can say that the relative ideal state of performance is achieved.

The performance we are talking about at this stage is the achievable performance within our financially viable capacity.

I. The significance of department-wide expenditure performance evaluation

1. Promote the department to perform its duties better

2. Promote the department to improve its overall management level and ability

3. Promote the fund use efficiency of the overall budget

4. Promote the government to improve the quality of transformation

Second, the practices of department-wide expenditure performance evaluation

1. The scope of pilot:

Since 2015, Shanghai has carried out pilot evaluation of department-wide expenditure performance.

In the past five years, more than 30 municipal budget departments and units (including the Development and Reform Commission, the State-owned Assets Supervision and Administration Commission, the Planning and Natural Resources Bureau and other departments with ample funding resources and multi-functions, as well as employment promotion centers, archives bureaus, libraries, memorials and other departments with moderate resource scales and limited functions.)

Second, the practices of department-wide expenditure performance evaluation

2, the results achieved

First, it promoted the departments to embrace the performance concept

Second, such evaluation promoted the departments to improve their management systems and institutions

Third, it promoted the departments to integrate project funding resources.

Fourth, it reflects the department-wide performance.

Third, the difficulties in the department-wide evaluation.

1. Weak foundation in performance target management

(1) The overall performance targets are set without sufficient evidence (2) The performance indicators are not authoritative and fair enough.

(3) The process of determining the performance standards is not scientific enough.

(4) The performance indicators and departmental duties are not binding enough

Third, the difficulties in the department-wide evaluation.

2. The performance evaluation indicator system needs improving.

First, there is a disconnect between the performance targets and the evaluation indicators.

Second, the indicator system development and maintenance mechanism needs to be improved (who builds, who audits, who uses, who manages, who supervises)

Third, the rationality of the overall evaluation indicator structure needs to be improved (that is, the relationship between the evaluation dimensions (results orientation, behavior orientation, results plus behavior orientation)

Third, the difficulties in the department-wide evaluation.

3. To determine top-down performance relevance is difficult

First, the degree of familiarity of the evaluation party with the department is affected by various factors (time, evaluation ability);

Second, the relevance of performance is constrained by the long-term benefit uncertainty of the department (it seems to be irrelevant, but it is actually relevant) (how to judge the staged effects is very important)

Third, the difficulties in the department-wide evaluation.

#### 4, resource allocation effectiveness

When carrying out the department-wide expenditure performance management, it is necessary to assess whether the quantity of resources and structure of resource allocation are reasonable, whether they can effectively guarantee the completion of the department's work plan, and ensure the effective performance of departmental functions.

Promoting the management of “public goods warehouses” is an important measure to strengthen the overall performance of the department. Assets and capital should be equally important to public finances.

Fourth, several aspects of department-wide expenditure performance evaluation are worthy of our due attention.

1. Establish systems and mechanisms:

First, the financial department should formulate measures for the department-wide performance, and clarify the responsibilities and management requirements of all parties.

Second, the budget department establishes and improves the management structure of the budget department (unit), including the department level and subordinate budget units.

Fourth, several aspects of department-wide expenditure performance evaluation are worthy of our due attention.

2. Evaluation recipient and scope:

(1) Recipient: The department will be evaluated and its subordinate units will be evaluated on the piloting basis.

(2) Scope: The public financial resources allocated to, used and managed by the department for the performance of their duties, including their own financial funds closely related to departmental functions.

(3) Actively explore to include the revenue into the budgetary performance management system at the pilot departments (units), so that the budget revenues and expenditures are fully integrated into the performance management, and can comprehensively reflect the performance of the complete capital chain including the revenues and expenditures of the departments (units).

Fourth, several aspects of department-wide expenditure performance evaluation

3. Optimize the evaluation forms:

(1) To be self-evaluated, it is necessary to implement the main responsibility of the department (unit) budget performance management and establish a responsibility and restraint mechanism.

(2) Organize key evaluations according to management needs (the department evaluating the unit, finance department evaluating units)

Fourth, several aspects of department-wide expenditure performance evaluation

4. Information application:

Use big data of public finance  
Government service platform to share  
information

Vertical and horizontal comparison of  
performance

Improve the authenticity of evaluation data  
and improve evaluation efficiency



1, Basic information

2. Objectives and main tasks

3. Annual performance target

## 部门整体绩效目标申报

### 1 基本信息

基本信息

部门(单位)名称: 上海市城市综合管理事务中心(上海市地下管线监察事务中

下属预算单位个数:

所属部门:

部门职责:

申报年度

### 2 目标与主要任务

目标与主要任务

### 3 年度绩效指标

年度绩效指标



## Overall expenditure performance target review interface

审核

## 部门申报信息

部门(单位)名称:  下属预算单位个数: 1

所属部门:  部门职责: 规划

申报年度: 2010

部门(单位)名称:

年度履职目标:

## 年度重点任务

任务名称
<input type="text"/>

## 预算情况

内容
1 一、部门整体预算总额(万元)
2 1、资金来源:
3 (1) 财政拨款
4 (2) 其他资金
5 2、资金结构:
6 (1) 基本支出
7 (2) 项目支出

## 部门整体申报审核

审核内容	审核内容明细	审核建议
完整性	绩效目标的内容是否完整,绩效目标是否明确、清晰?	<input checked="" type="radio"/> 符合 <input type="radio"/> 不符合
相关性	绩效目标的设定与部门职能、事业发展规划是否相关?是否对申报的绩效目标设定了相关联的绩效指标?	<input checked="" type="radio"/> 符合 <input type="radio"/> 不符合
适当性	部门预算与绩效目标之间是否匹配?完成既定绩效目标,部门预算资金是否合理?	<input checked="" type="radio"/> 符合 <input type="radio"/> 不符合
可行性	绩效目标是否经过充分论证和合理测算,目标值是否准确可行?	<input checked="" type="radio"/> 符合 <input type="radio"/> 不符合

审核结论:  通过  
 不通过

综合审核建议:

Fourth, several aspects of overall expenditure performance evaluation

5. Set evaluation indicators: including “input management indicators”, “output indicators”, “performance indicators”, “satisfaction indicators”

Among them: input management objectives: including “budget review and management, budget execution management, department transfer balance fund management, treasury management, budget performance management, open budget management, financial supervision and management, government procurement management, asset management.”

These are the focus of fiscal management and the focus of fiscal reform in recent years. Input and management requirements are static in the short term and dynamic in the long run.

Combine the results of the departmental assessment with the “input and management” indicators in the overall evaluation, mainly considering:

- (1) Avoid the “disconnect” phenomenon between independent work evaluation and performance evaluation.
- (2) Paying close attention to the implementation of fiscal reform and management, and promoting the foundation of budget performance management.
- (3) Uniformly stipulate input and management indicators, and further avoid the inconsistent evaluation criteria.

5. Implement the application of results and achieve closed-loop management of performance.

(1) Linking departmental budget expenditure performance to departmental budgetary arrangements

(2) and included in the work assessment of the department head

(3) Reporting system, the unit reports to the competent department, and the department reports to the government.



Thank you