

An Empirical Research on the Performance Assessment of Chinese Civil Servants

—Taking Jiangsu Province as the Investigation Case

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Abstract—Taking Jiangsu Province as the investigation case, this article makes an attempt to approach, in a systematical way, the present conditions of performance assessment of the Chinese civil servants. The authors first make clear the design of research, including defining the network of research questions, building up theoretical framework and introducing the methodology of research. Following on, based on the first and second hand data acquiring from literature survey, questionnaire and in-depth interviews, the authors display the detailed situations of the performance assessment practice of the sample units investigated, reflecting the contents of system building, subjects/objects, evaluation procedure, standard and method applying, and the use of the assessment results. Under which the existing problems and constraints are discovering, yet the policy suggestions are proposed for coping with those problems and constraints. The findings and policy suggestions from this research will be of great inspiring and referencing for improving the practice of performance assessment of the Chinese civil servants across the country.

Key Words—Civil Servant; Performance Assessment; Case Study; Empirical Research; China.

I. INTRODUCTION

More than 200 years ago, in the tempestuous industrial revolution era, the early factory system pioneer as well as the HRM father - Robert Owen invented the black, blue, yellow, and white silent listener so as to monitor the performance assessment. What's more, it was hung beside each machine to demonstrate the performance of yesterday, which helps to create a precedent for the performance assessment of the private sector [1]. More than 100 years ago, the father of scientific management, Frederick Winslow Taylor sent his faithful disciple M. L. Cook to conduct a university management survey funded by Carnegie education foundation so as to determine "learning hour" as the standard to measure the performance of teachers, which starts the precedent for the performance assessment of the public and third sectors [1]. Since then, a glittering array of scholars started to research on the performance

assessment and performance management which gradually become a hot field in human resource management. At the same time, the rich experience of performance assessment of private sector is passed to public sector by the movement of new public management as well as reengineering and from then the human resource management and civil servant performance in the public sector are rapidly developed and innovated.

With continuous introduction of relevant laws and perfection as well as improvement of national civil service, the human resource and civil performance management gradually become hotspots in the field of public management and public policy since the middle of 1990s in China. Concerning the performance assessment of civil servants, the research focuses include performance assessment content [2] [3], approaches [4] [5] [6] [7] [8], index system [9] [10], assessment result utilize [11] [12] and existing problem analysis [13] [14] [15] [16]. Yet, first hand resource of performance assessment practice is in shortage [17]. On the whole, the performance assessment of civil servant is in extensive management level with various problems which ignite us to write this paper.

II RESEARCH DESIGN

A. Main research questions as well as questions network

Based on the above, this paper discusses the following questions:

What is the actual situation of Chinese civil servants' performance assessment? What are the existing problems and how can researchers deal with them?

The above questions shall have the following questions network based on the MECE principle:

- (1) What is civil servant-definition, type, range;
- (2) What is performance assessment of civil servant-definition, subject, object;
- (3) How can researchers deal with the performance assessment of civil servant-which kinds of assessment principles, standards, procedures and approaches can researchers rely on;

(4) In reality, what is the current condition of civil servants' performance assessment-carry out empirical research, collect first and second hand resources;

(5) Based on normative theoretical basis, what are the existing problems and what are the reasons for the gap?

(6) What are the means and policy suggestions to deal with these problems.

This paper aims to solve the above questions network based on the principle from simple to complicated and from easy to difficult, which then can be readily solved based on the pre-set targets.

B. Theoretical framework

The theoretical framework of this paper is a system which guides the empirical research to solve the question (1) to (3). In the following, researchers answer the three questions while combining relevant theories.

1) Civil servants

Civil servants in this paper refer to those staffs who legally implement their duties and are compiled into national administrative department and are paid by national financial department. The type and range of civil servants include staffs who are compiled into Chinese Communist Party Committee, people's Congress, the CPPCC organs, administrative law enforcement agencies, prosecution, judicial and democratic parties etc [2]. Among which, administrative law-enforcement organs can be divided into general agencies, financial agencies, IRS/tax/audit agencies, public safety/homeland security agencies, police/prison institutions, administrative agencies, the Entry-Exit Inspection and Quarantine Bureau, product quality supervision and inspection agencies, Customs Agency and other official agencies.

2) Performance assessment of civil servants

The word performance refers to implementation which can be extended to result and achievement. Performance assessment refers to the human resource management behavior, which aims to evaluate and audit the achievements, results, efficiency of assessment subjects in a certain time and combine the assessment result with their treatment, rewards and punishments [2]. The human resource management behavior occur in the civil servant field can be beckoned as performance assessment.

Subjects of civil servant performance assessment refer to people or agency. Generally, they are managers at all levels and if there should be an annual assessment, the assessment committee if made up of the leader, human resource department as well as staffs of other departments. After listening to the opinions of the public and civil servants, leaders or committee members give comments based on individual summary so as to give the assessment level and advancement opinions. In accordance with relevant theories of performance assessment, the performance assessment of civil servants does not only include the assessment carried out by superiors but also include themselves (peer review), subordinate (leader comments), customers (client review), inside professional agents (assessment committee) and even outside organs (third party assessment agency).

The civil servant assessment subjects always include unit leaders, department leaders and employees of all

levels.

The civil servant performance assessment objects refer to the specific contents of performance assessment. In terms of this aspect, how to evaluate their performance can be set in a framework of virtue, ability, diligence, achievement and honest. Virtue refers to political quality and personal character, ethics, and social morality etc; ability refers to professional qualities and abilities to carry out work; diligence refers to responsibility, work attitude, and style of work; achievement refers to work quality as well as quantity, and work efficiency; honest refers to integrity and self discipline.

In the premise of emphasizing the work achievement, researchers can construct a evaluation system with these five words, among which virtue, diligence, and honest can be regarded as common index; thus, the work nature, responsibility and position types are different, the ability and achievement index are different, which should be set based on actual condition.

3) How to carry out civil servant performance assessment

After clearing the concept and connotation of civil servant and its performance assessment, then researchers have to know how to carry out civil servant performance assessment. In terms of human resource and performance management, there is a glittering of academic books, and researchers shall simply answer this question from various aspects, including the basic principle, references, implementation procedure, assessment frequency and approaches.

a) Basic principles should follow in civil servant performance assessment

By summarizing relevant documents, researchers can conclude the following basic principles in civil servant performance assessment:

- Legal principle-performance assessment subjects, contents, forms, procedures, methods, order assessment, and result application should be strictly in accordance with relevant provisions.

- Diversity principle-based on different positions, responsibility focus, researchers have to start from the actual situation to evaluate from the perspective of work responsibility, politics/economy/social effect to realize organic unity of efficiency, effectiveness and equality.

- Principle of social participation-performance assessment is not simply a system of superior evaluating subordinate, and researchers have to extensively introduce social participation elements inside and outside the organization, including self-assessment, peer-review, subordinate assessment, superior assessment, committee comment, client/public assessment and even third party assessment.

- Principle of democratic openness-the performance assessment purpose, scope, content, standards, methods, procedures, and results should be made public, which should be open, fair and transparent so as to make it easy for the public to understand, participate and monitor.

- The Principle of Objectiveness and Justness – the assessment subjects should be upright while the assessment content should be comprehensive with

feasible procedure and realistic assessment standards to seek the truth from the facts without phenomena such as formism, going through the motions and overgeneralization.

- Principle of systematic science – a perfect performance assessment system should be established inside the organization with clear assessment targets and focus which can carry out multi-level, multi-channel, all-round, multi-perspective assessment; the assessment approach should be proper with scientific index setting system, combining quantitative and qualitative methods, which should be practical and targeted and should not be complicated. Besides, it should pay attention to both result and process.

- Feasible principle-the performance assessment system should be easy to operate and the assessment index setting should pay attention to comprehensive and simple requirements with focus because of different positions. In addition, it should be easy to acquire data and at the same time, the assessment approach should be simple and easy to implement.

- Performance-oriented principle-it should take position responsibility and task as basic principle to comprehensively comment on the overall condition of virtue, ability, diligence, achievement and honest as well as the work performance, including work quality, quantity, efficiency and effectiveness.

b) *The standard, procedure, frequency & approaches adopted in civil servant performance assessment*

As has been noted, the civil servant types and positions are different, their performance assessment system can be carried out by the overall standard of virtue, ability, diligence, achievement and honest which are regarded as one grade index and the common virtue, diligence and honest and individual ability as well as achievement are regarded as second and third grade index.

The civil servant performance assessment procedure shows as follows:

Personal statement/summary → duty reporting → collecting opinions → primary evaluation → publication → determine the comments and level → written notification → accepting assessment result or complaining

Civil servant performance assessment includes general assessment and annual assessment. The general assessment is carried out based on the schedule (day, week, month, quarter, and half a year) while annual assessment is carried out in the ending or the early beginning of next year, which is the summary and comprehensive assessment.

All advanced approaches and rich experience related to performance assessment in HRM field could be introduced to civil servant performance assessment of public sector, including critical incident method, management by objective, 360° achievement assessment, KPI, and BSC etc.

C. *Research methodology*

This study follows positivism philosophy, using deductive reasoning and comprehensively applying survey, case study and triangulation to find out the actual condition (one space time dimension) and the methods of

collecting data include second hand resource (literature), questionnaire and interview.

III EMPIRICAL RESEARCH AND DATA ANALYSIS

Empirical research is strictly fulfilled according to the above design. According to the theoretical framework, researchers design 39 questionnaires including four parts, which focus on the civil servant actual performance, the subjects and objects of it, and whether people have properly applied corresponding principles, reference standards, procedures, assessment frequency, approaches and results.

China has a vast land with a dazzling array of civil servants. Therefore, researchers adopt case study strategy and choose Jiangsu as the embodiment. Civil servants studying MPA (2013-2014 grade) filling out the questionnaire come from Soochow University, Nanjing University, Nanjing Agricultural University, Yangzhou University as well as other grade (2004-2012) of Soochow University. What's more, with regional comprehensiveness, they come from Nanjing, Suzhou, Wuxi, Changzhou, Nantong, Yangzhou, Yancheng, Lian Yungang and their country-level cities. Meanwhile, civil servants participating in the questionnaire come from comprehensive management, professional technology and administrative enforcement circle and belong to party committee authority, people's Congress, CPPCC organs, mass organizations, judicial or prosecutorial organs, democratic parties and administrative organization for law enforcement; furthermore, administrative organs for law enforcement can be divided into general government institutions, fiscal/auditing agencies, IRS/local taxation bodies, public security/national security agencies, armed police/prison institutions, administrative agencies for industry and commerce, entry-exit inspection and quarantine institutions, product quality supervision and inspection agencies, customs authorities and other official institutions. Therefore, the category of those civil servants in inquiring is extensive and representative.

Empirical research has been developed since December 2012. Questionnaire includes site and network questionnaire. Site questionnaire refers to the condition to guide MPA students to fill out the questionnaire. Network questionnaire refers to the way to send out the questionnaire via email. Yet, because of e-mail address changing, the network questionnaire is less effective. In this paper, 500 questionnaires are sent out with 366 being returned and 13 are invalid. To conclude, 353 questionnaires are effective.

In addition to the questionnaire survey, empirical research also extensively collects second hand resources related to research subjects and deeply explores based on questionnaire and the following is the research analysis based on current data materials:

A. *The basic condition of respondents*

The gender proportion, age structure, work years, positions, work field, units nature of questionnaire objects show as follows: men and women sex proportion is 49.9% and 50.1%; people under 30 account for 67%, 31% for those between 31 and 40, 1.4% for those between 41 and 50, 0.3% for those between 51 and 60; besides, those

who work less than 3 years account for 10.2%, 74.8% for 4 to 10 years, 13.6% for 11 to 20 years, and 1.4% more than 21 years; in addition, clerk positions account for 63%, 18.5% for team leader positions, 17.5% for section chief positions and 0.3% at division and department level; what's more, 54% for comprehensive management circle, 12% for professional technology circle and 34% for administrative enforcement of law; in terms of unit nature, 17.6% for party organs, 2% for CPPCC organs, 2% for NPC, 11% for mass organs, 0% for prosecutorial/trial organs, 2.3% for democratic parties and 65% for administrative law enforcement organs; furthermore, among the 65%, 37% for general government institutions, 3.9% for fiscal/auditing institutions, 7.3% for IRS/local taxation institutions, 18.7% for police/security institutions, 8.3% for armed police/prison institutions, 2.6% for

business administrative institutions, 3.5% for entry-exit inspection and quarantine institutions, 1.7% for quality supervision institutions, 0.4% for customs authorities and 16.5% for other governmental institutions. To conclude, the gender proportion, age structure, work years, positions, work field, unit nature are comprehensive with proper rate which are typical and representative.

B. The overall condition of civil servant performance assessment in examined units

Eight questions are set in the questionnaire so as to have a good knowledge of the overall condition of civil servant performance assessment, including system construction, assessment objects and subjects, assessment frequency, procedure, assessment result etc. and the summary statistics show in Table 1.

TABLE 1. The overall condition of civil servant performance assessment in examined units

	Research matters	Statistical result
1.	System construction	
	Whether the targets of PA at unit/department/all level have been established	82%
	Whether the PA index has been established at each level	62%
	Whether the frequent or temporary PA management institutions have been set	82%
	Whether relevant regulations related to PA have been designed	73%
2.	Performance assessment objects	
	Whether unit leaders are included in PA	84%
	Whether department leaders are included in PA	94%
	Whether employees at all levels are included in PA	100%
3.	Performance assessment frequency	
	Whether daily supervision is included	55%
	Whether monthly assessment is included	39%
	Whether quarter assessment is included	37%
	Whether semi-annual assessment is included	41%
	Whether annual assessment is included	96%
4.	Performance assessment subjects	
	Whether superior evaluation is included	91%
	Whether subordinate comment is concluded	55%
	Whether peer review is included	65%
	Whether clients/service objects comment is included	27%
	Whether assessment committee comment is included	36%
	Whether third party comment is included	08%
5.	Constitute of PA institutions (annual performance evaluation)	
	Whether unit leaders are included	82%
	Whether department leaders are included	80%
	Whether human resource personnel are included	66%
	Whether personnel in other departments are included	31%
	Whether civil servant representatives are included	17%
6.	Performance assessment procedure-unit/department leaders	
	Whether reporting is included	70%
	Whether bearer evaluation and scoring are included	77%
	Whether listening to the opinions of various circles is included	44%
	Whether comment and grade are included	70%
	Whether written notification and publication are include	56%
	Whether result accepting and complaining are included	36%
	Without above complicated procedure, yet simple reporting	42%
7.	Performance assessment procedure-employees at all levels	
	Whether debriefing is included	56%
	Whether superior comment is included	78%

Whether colleague comment is included	57%
Whether client/ service object comment is included	15%
Whether comprehensive collecting is included	41%
Whether evaluation and grades are included	64%
Whether written notification and publication are included	47%
Whether result accepting and complaining are included	32%
Without above complicated procedure, yet simple reporting	35%
8. Performance assessment result application	
Whether it is related to the position and rank	82%
Whether it is related to wage change	29%
Whether it is related to reward	69%
Whether it is related to being trained	31%
Whether it is related to punishment and being dismissed	47%
The performance assessment is not related to the above	22%

Based on the data summarized in Table 1, the civil service performance assessment of Jiangsu province is good with performance assessment objectives and management institutions as well as regulations. However, 38% and 27% units have demerits in terms of performance assessment system setting and regulations formulating. Table 1 reflects that the performance assessment objects are basically put in place, and the performance assessment subjects mainly include superior leader assessment (91%), peer review (65%), and subordinate comment (55%), assessment committee review (36%), client/service object comment (27%) and third party comment (8%) are in fewer use. The assessment frequency mainly focuses on annual assessment (96%) and half of units have daily supervision (55%) and semi-year assessment (41%). Only one-third units have quarter (37%) and monthly (39%) assessment.

Table 1 also reveals that the annual assessment committee is mainly made up of units (82%), departments

(80%) leaders and HR department personnel (66%) and in the assessment system, there are few personnel in other departments (31%) and civil servant representatives (17%). Besides, relating to performance assessment procedure, 58% for unit/department leader is perfect and 65% for individual is perfect, yet only 17% includes client/service objects comments into the procedure. Further, the performance assessment result is mainly related to adjust the position (82%) and reward (69%), which is not obviously related to punishment (47%) and training (31%), yet in 22% units, the performance assessment result is not related to the above any matters.

C. The performance assessment content, standard and approach application of examined units

In the questionnaire, there are 9 questions helping us understand the civil servant performance assessment content, standard, approaches and the summary is shown in table 2.

TABLE 2. The civil servant performance assessment content, standard and approaches

Research matters	Statistical result
1. Whether the performance assessment content is related to virtue, ability, diligence, achievement and honest	
Yes/quite explicit	94%
No/there are other contents	06%
2. Besides virtue, ability, diligence, achievement and honest, whether there are second and third-class index	
Yes/quite explicit	54%
No/ do not know	46%
3. Common standards-whether virtue, diligence and honest can be regarded as common index	
Yes/quite explicit	39%
No/there are differences	61%
4. Individual standard- whether ability and performance have different standards while judging different positions	
Yes/quite explicit	44%
No/it is confused	56%
5. Overall evaluation and key assessment-whether it pays both attention to five aspects and work performance	
Yes/excellent	17%
Yes/good	36%
No/ordinate	36%
No/bad	11%
6. BSC application-whether there is BSC application in unit/department leader performance assessment	
Yes/comprehensively adopted	08%
Yes/involved	31%
No/prepare to use	1.4%
No/ not adopted	59%
7. Target management technology application-whether it is adopted in unit performance assessment	
Yes/comprehensively adopted	18%
Yes/involved	50%
No/prepare to use	3.1%
No/ not adopted	29%
8. 360 °performance assessment technology application--whether it is adopted in unit performance assessment	

Yes/comprehensively adopted	6.5%
Yes/involved	39%
No/prepare to use	3.4%
No/ not adopted	51%
9. KPI technology application---whether it is adopted in unit performance assessment	
Yes/comprehensively adopted	5.4%
Yes/involved	28%
No/prepare to use	2.5%
No/ not adopted	64%

Table 2 shows that the civil servant performance assessment in Jiangsu mainly focuses on the contents of virtue, ability, diligence, achievement and honest (94%), under which about a half (54%) units have set up second and third-class index; yet the condition of virtue, diligence and honest being common standards (39%) while ability and diligence being individual standard (44%) is not clear. In addition, the condition for both comprehensively evaluating the five aspects and paying attention to work achievements remains to be improved and ordinary (36%) as well as bad (11%) almost account for a half.

Besides, table 1 also reveals that the civil servant performance assessment Jiangsu adopted has big demerits and the application of BSC, MBO and 360° performance feedback as well as KPI is poor: the application of MBO is 18%, and 8%, 6.5%, 5.4% for other three technologies. Yet, the percentage of not being involved is 59%, 29%, 51% and 64%. Therefore, researchers can see that the targeted management technology is familiar to the public while other three remain unknown to the public.

D. Demerits and problems existed in examined units

According to literature survey and the logic deduction from the theoretical framework, there are 12 problems set in the questionnaire so as to find out the demerits and problems and the summary is shown in table 3.

TABLE 3. Demerits and problems existed in examined units

Research matters	Statistical result	
1. Whether the performance assessment is excessive & the standard setting is determined by leaders ignoring the fact	Exactly	10%
	To a certain extent	60%
	Not at all	30%
2. Whether the performance assessment is lenient with formism and going through the motions	Exactly	17%
	To a certain extent	65%
	Not at all	18%
3. Whether there should be conditions of ignoring (daily/monthly/quarter/semi-year) performance assessment	Exactly	25%
	To a certain extent	54%
	Not at all	21%
4. Whether there should be aggregated assessment standard	Exactly	22%
	To a certain extent	61%
	Not at all	17%
5. Whether there should be only one standard without difference	Exactly	27%
	To a certain extent	55%
	Not at all	18%
6. Whether there should be too complex, improper data	Exactly	18%
	To a certain extent	63%
	Not at all	19%

7. Whether there should be more qualitative indicators and less quantitative ones which make it difficult to measure	Exactly	20%
	To a certain extent	63%
	Not at all	17%
8. Whether the assessment is transparent and make it easy to understand, participate and monitor	Totally	29%
	There are problems	58%
	There are big problems	13%
9. Whether there should be fair assessment without arbitrariness	Totally	27%
	There are problems	62%
	There are big problems	11%
10. Whether there should be conditions that the assessment result is not applied and there is no improvement	Exactly	16%
	To a certain extent	62%
	Not at all	22%
11. Whether there should be one-dimension participation and only the superior comment on the subordinate	Exactly	19%
	To a certain extent	58%
	Not at all	23%
12. Besides, please briefly elaborate the demerits and problems		

Table 3 reveals that there are 11 problems which are responded positively with 70%-80%. That is to say the civil servant performance assessment in Jiangsu is determined by leaders with conditions such as formism and going through the motions; at the same time, the routine assessment is always being ignored and the assessment standard/indicators are without differences between different posts which cannot have expected results. Besides, the assessment is either too complex or too simple and is improper with more qualitative indicators and less quantitative ones; furthermore, the assessment is not transparent and is unfair and the assessment result is not properly applied.

IV CONCLUSIONS AND RECOMMENDATIONS

All in all, concerning the actual condition of Chinese civil servant performance assessment, existing problems and solutions, researchers clear our mind, establish theoretical analysis framework and adopt case study as research strategy. We take Jiangsu as an embodiment and collect the actual data of civil servant performance assessment so as to analyze the actual condition and find out problems as well as solutions. In this chapter, researchers will make a conclusion and put forward policy recommendations.

A. The actual condition of Chinese civil servant performance assessment

Through a case study of Jiangsu, researchers can now have a good knowledge of the actual condition of Chinese civil servant performance assessment:

At present, about 70% civil servant management institutions in Jiangsu have set up performance

assessment system as well as the targets and annual assessment management institutions and regulations. The assessment objects are put in place and the subjects mainly include superior, colleague and subordinate. The assessment committee, client/service object as well as third party carrying out comments are in fewer uses. The assessment mainly highlight annual assessment while half of units have daily supervision and semi-year assessment and only one-third units have quarter and monthly assessment. The annual assessment institution is made up of units, department leaders and personnel in human resource department. The performance assessment procedure of 60% units is perfect yet with few client/service object comments including into the procedure. The assessment result application is mainly related to position changing and reward and is not obviously related to punishment or being dismissed. Besides, 30% application is related to training and 22% units do not relate the assessment with any matters.

The research also finds out that the civil servant performance assessment mainly focus on the contents of virtue, ability, diligence, achievement and honest, and almost half units establish second and third-class indicators. Yet, the condition when virtue, diligence and honest being regarded as common standards and ability as well as diligence being regarded as individual standard is not clear. Furthermore, the condition for both comprehensively evaluating the five aspects and paying attention to work achievements remains to be improved. At the same time, the performance assessment Jiangsu adopted has big defects and the approaches of BSC, MBO and 360° performance feedback as well as KPI are rarely adopted. Only MBO is adopted with a relatively high percentage and the application percentage of the other three is less than 10% while 60% for not being involved. It seems that the MBO is familiar to public and the other three approaches are unknown to people.

B. Existing problems in Chinese civil servant performance assessment

In Jiangsu case study, researchers can find out the following existing problems in Chinese civil servant performance assessment:

- 30% civil servant management institutions have not established effective civil servant performance assessment system;
- Performance assessment subjects lack integrity-the performance assessment committee function, client/service objects and third party assessment function need to be strengthened;
- The daily assessment is always ignored;
- The annual assessment institution lacks integrity-personnel in other departments and civil servant representatives are in shortage;
- The performance assessment procedure for individual as well as unit/department leader remains to be improved;
- The assessment result application should be strengthened which should be properly related to punishment and training;
- About half of the civil servant management units have not clearly established the second as well as the third-class index of the index of virtue, ability, diligence,

achievement and honest. Therefore, these units cannot have effective performance assessment;

- The condition of virtue, diligence, and honest being common standards and ability as well as diligence being individual standard is not clear and researchers have to clear their status in following research;

- As to the index of virtue, ability, diligence, achievement and honest, about half civil servant management units cannot either combine the five aspects as a whole nor pay more attention on the achievements of work;

- The performance assessment approaches have big defects with arbitrariness and without science; the BSC, MBO and 360° performance feedback as well as KPI are not comprehensively adopted and the percentage of not being adopted is 60%. Only MBO is familiar to the public while the other three assessment tools are remaining unknown to those people;

- In performance assessment, some units have excessive assessment dominated by leaders without paying attention to the reality; and other units ignore the assessment with conditions such as formism and going through the motions;

- The assessment standard and index have problems which are either unified difficult to measure or without difference between different posts so that cannot have expected results. Besides, the assessment system is complex without proper weighting. It is difficult to get the correct data because there are more qualitative indicators and less quantitative indicators.

- There are problems in terms of transparent and fair assessment

- One-dimensional assessment is popular and fewer parties participate in the assessment.

C. Cause analysis of existing problems

The actual conditions of civil servant performance assessment in Jiangsu province as well as the existing problems are embodiments. Then, what are the causes for the situations? After discussion with respondents as well as in-depth interview with human resource departments, researchers can find out the following three causes:

Firstly, in general, the human resource management as well as civil servant performance management in the public sector in China is new, which must have frustrations and problems in the course of development; Especially in terms of practice, since the establishment of *Civil Service Law* as well as the implementation of *Civil Service Examination Regulations* (trial), there are only 8 to 9 years. As a result, researchers lack experience. At the same time, researchers lack experience of researching the actual condition of civil servant performance assessment.

Secondly, the engineering of professionalizing human resource management in the public sector in China is just starting with relative low personnel quality, imperfect internal procedure and regulation construction and the civil servant performance assessment has not been highlighted. Even though in recent 10 years, a glittering array of MPA talents has been cultivated, while talking about civil servant performance assessment, people still lack relevant training and do not understand its meaning so that countless problems may happen and it's difficult to reach high-quality work with this matter.

Thirdly, the most important is the incentive system. As researchers all know, the target of private sector is to seek the maximum of profit and the performance assessment of managers is related to the enterprise profit, capital profit of shareholders and even the survival of the enterprise. Therefore, it is highlighted and people are encouraged to do it best. However, organizations in public sector are monopolistic lacking in competition mechanism with internalities and non-market limitation [18]. The market competition always pushes private entities to decrease the cost and improve the efficiency and those enterprises do not effectively use resources will be forced out. However, there is not a similar mechanism in public sector and those organizations within it with low efficiency can survive. Meanwhile, leaders in public sector pay more attention to the maximum of the size of the agency and personnel so as to expand their sphere of influence. As a result, the performance assessment is not encouraged enough in the public sector.

D. Policy recommendations for solving the problems

Based on the actual condition of civil servant performance assessment, existing problems as well as causes analysis revealed by Jiangsu, researchers put forward four policy recommendations to solve the problem.

To begin with, based on the research of this paper, researchers have to realize that the actual condition of domestic civil servant performance assessment is not optimistic with various problems which has been ignored yet should be paid attention to by leaders at all levels, and law enforcement institutions. The civil servant performance assessment is related to the HRM efficiency of Party committee, CPPCC, NPC and people's organizations, prosecution, adjudication and democratic parties as well as the law-enforcement institutions. Moreover, it is also related to the development and implementation of public policies, which shall affect the order of various national works and cannot be treated lightly.

Secondly, researchers suggest that National Natural Science Foundation, National Planning Office of Philosophy and Social Sciences, the Ministry of Education, Human Resources and Social Security Ministry and other public funds management units take civil servant performance assessment into research consideration so as to further make clear the actual condition as well as existing problems and to put forward policy recommendations. Especially the issues such as how to introduce the rich experience of the private sector in this matter into the public sector, and how to properly set assessment indicators for different positions in the system of virtue, ability, diligence, achievement and honest as its second and third-class index. To solve these issues is not only urgent for practical reason but also has significant theoretical meaning. Besides, researchers suggest summarizing the successful experience to carry out reward and promotion.

Thirdly, researchers suggest specializing the civil servant performance assessment, especially pay attention to the personnel quality, work procedure, regulation construction, striving to make a scientific, regulated and refined system. Meanwhile, researchers suggest carrying out extensive training so as to help them know how to

deal with the problem. In terms of this aspect, they can also ask the help of the outside such as consultation agencies. Only in this way, can researchers improve the human resource management level and performance assessment level with high quality.

Finally, the last but not the least important is to create the incentives from three aspects: first, introduce competition mechanism, adopt the force of market to improve the work efficiency of the public sector--because only in a competition environment, can civil servant be encouraged to pay more attention to performance assessment from which to get efficiency for competition. Second, suggest establishing a mechanism in which the high and middle level administrators can full play the enthusiasm and positivity so as they will have the dynamics to improve the work efficiency with the tool of performance assessment. Third, a temporary solution is to introduce the performance assessment as an indicator to account for the high and middle level administrators' annual assessment.

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