

Discussion on Government Performance Management System

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After the reunification, the Macao Special Administrative Region (SAR) Government has been committed to carrying out the public administration reform. In the reform process, the Macao SAR Government has introduced the philosophy of new public management, and constantly improved the government's management mode and administrative operation mechanism. The ultimate objective is to enhance the government's decision-making capacity and governance capabilities, and serve the Macao residents. The Chief Executive proposed to build the performance management system in the Policy Address for the Fiscal Year 2013, and considered it as one of the important part to improve the government's administrative capability so as to encourage the residents to examine the administration of the government from the institution, strengthen the government accountability and improve the overall governance performance. It cannot be simply considered that the establishment of the government performance management (administration) system is proposed by following the trend of contemporary public administration reform, but is a further deepening in the government's public administration reform experience of the Macao SAR since its reunification 13 years ago. The government's performance management of the Macao SAR is not starting from scratch. In fact, Macao has laid a certain foundation in the public administration reform after the reunification, but at present, few attentions have been paid to the connotation of the government's performance management system. Therefore, it is required to get further understanding of the contents of the performance management system and its significance to the government reform, so as to carefully and scientifically promote the design and establishment of the performance management system.

I. Why does the Government Attach Great Importance to Performance Management

In the 1980s, the performance management concept was introduced to government management. With the background that the international economic competition requires the government to strengthen the service functions and improve the national competitiveness in the global world; as the defects of traditional bureaucratic management method such as inefficiency and rigidities gradually disposed, the government is unable to adapt to the social and economic development; the trust crisis of the government by the people resulting from the financial crisis; and the rise of promoting modern enterprise systems with the concepts of objectives-results management, performance evaluation, service quality and customer satisfaction, the Western countries have carried out government reforms to restore the confidence of the public by some good "performance" such as improving the quality of public services of the government, and

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effectively solving public problems. Britain's movements such as "Rayner Scrutiny", "Next Steps Program", "Citizen's Charter" and "Competing for Quality", and the *From Red to Results: Creating a Government with Works Better and Costs Less* and *Government Performance and Results Act* published by Albert Gore of the United States are typical experience of government reform. All of them directly take the methods such as reducing the number of the public servants, cutting down the administrative costs, reforming the government organizational structure and management processes and reforming the administrative culture to achieve the improvement of the government efficiency and the quality of public services, and response to the democratic aspirations of the people.

As the main content of the new public management, performance management has attracted increasing attention. New public management model clearly puts forward the "transformation of the government with the entrepreneurial spirit", and provides the direction and way for government reform at that time with the core contents and concepts implemented by focusing on the performance management, which introduces the market competition mechanism, following the corporate governance practices, government services privatization, more authority, focusing on results rather than inputs, customer first concept and so on.¹ The importance lies in the results-orientation rather than process-orientation. There are mainly two objectives: (1) Budget cut, staff reduction and government structure streamline; (2) improving the government efficiency and effectiveness, so as to reduce the impact of the bureaucratic hierarchy, strengthen the government's responsiveness and responsibility, solve the traditional public administration ossified bureaucratic shortcomings, and replace the traditional efficiency concept of public administration.²

The significance of the performance management for the government is obvious. As Osborne and Gaebler think that: (1) What to be measured will be done well; (2) If you do not measure the results, you will never know the success or failure; (3) It is impossible to make awards if it is unclear to judge the success; (4) Failure to reward success is equal to reward failure; (5) If you do not know whether it is successful, you will never learn from experience; (6) If we do not understand the reasons for the failure, we can never learn from our past mistakes; (7) If we can prove the performance results, we can win the trust of the people.³ Therefore, only when the government pursues the outcomes, pays attention to the performance instead of the resource inputs only, and judge whether it will be successful, can the government make awards, study, and gain the support of the people.

Behn believes that the government needs to achieve the following objectives through performance management: (1) Evaluate: Performance of government departments; (2) Control: How to ensure that employees do the right things; (3) Budget: What kind of projects, personnel or programs shall the budgets be made; (4) Motivate: How to motivate the junior staff, middle-level managers, non-profit and profit partners, stakeholders and the public to improve their performance; (5) Promote: How to convince the officials, parliamentarians, stakeholders, the media and the public that the performance of government departments is excellent; (6) Celebrate: What kind of performance is worthy of praise in a special form by the departments; (7) Learn: What are the manifestations of performance and the reasons for non-performance; (8) Improve: Explore different methods and actions to improve the performance. Among them, the "improve" is the ultimate and the most important purpose of government performance management.⁴ Thus, the government performance management is not a kind of static work to simply measure and evaluate the outcome of the government, but is a dynamic process of continuous reform and constant improvement of the government.

II. Connotation and Structure of Government Performance Management

2.1 How to understand “performance”

From the management perspective, performance is the result of the organization expectation, and is composed of individual performance and organizational performance, on which the individual performance is based. It is also understood as the efficient use of resources to provide efficient products or services.⁵ In general, it is believed that performance includes economy, efficiency and effectiveness, namely “3E”. In simple words, “economy” requires to provide or to maintain public services of a certain number of quantity and quality with the lowest inputs or costs; “efficiency” refers to the ratio between the input and output; and “effectiveness” refers to the achievement and fulfillment degree of the expected objective by the organization. However, it is far more complex for the government to achieve the objectives than the enterprise. Therefore, government performance is not simply the economic category. As a result, it is suggested to put “equity” into the performance, and name it as “4E”. Dunn puts forward that government performance evaluation shall focus on six aspects including effectiveness, efficiency, adequacy, equity, response, and relevance.⁶ In fact, the basic objective of all the public administration in different periods is to improve the “performance”, even though there are differences in the definition of value and mission. The performance emphasized by traditional public administration aims at how to effectively implement the objectives; new public administration focuses on profitable outputs and outcomes; and new public services lay emphasis on the participation degree of the citizens. Different viewpoints in different periods only reflect the differences in the focus on the pursuit of performance, and do not mean to pursue one value and give up and deny another one. Regardless of what kind of viewpoint, it is always concerned about the presentation of the government’s administrative capability and governance levels.

2.2 Meaning of government performance management

After all, the essence of the government and enterprises is different. The performance management of the enterprise cannot be directly applied to the government. As the quantitative evaluation is not applicable to the value concept of the government management, and the government management objects are diversified and heterogeneous, the evaluation indexes on the government have multiplicity.⁷ It is relatively difficult to measure the results of the government. There is no unified definition on the government performance management, and different viewpoints have different interpretations on the performance management from different perspectives.

- Traditionally, performance management is regarded as a process-oriented model including the links such as inputs, operations, outputs and outcomes. Accordingly, evaluation on inputs, outputs, efficiency and effectiveness shall be carried out, but it is deemed as incomplete. As the government performance management is different from the enterprise management, this kind of viewpoint cannot reflect the outputs and outcomes of the government, but its substance shall include all kinds of public values.⁸

- It is defined by the United States Performance Management Research Team that the performance management is to decide the performance objectives by using the performance information, to allocate the priority of resources, to notify the management personnel to confirm or change plans, policy orientations so as to meet the objectives, and to report the ways to successfully achieve the objectives.⁹

- Poister believes that the performance management is a process of organizing and setting objectives, ways of effectively achieving the objectives, and finally getting the expected results. From this perspective, he believes that performance management has the implications of strategic management.¹⁰

- Verbeeten summarizes the performance management as the process of setting objectives, selecting strategies for achieving the objectives, assigning decision-making powers, and evaluating and rewarding performance.¹¹

- Organization for Economic Cooperation and Development (OECD) believes that performance government is composed of objectives, methods, institutional arrangements and performance information systems, including the process, efficiency, effectiveness, service delivery and financial performance, etc.¹²

- Performance management is a kind of integrated management method with strategic significance to improve and organize the employees' performance, develop the potentials of the individuals and teams, and make the organization get constant successful management thoughts. It is a system including pre-incident plan, management in the event and afterwards evaluation.¹³

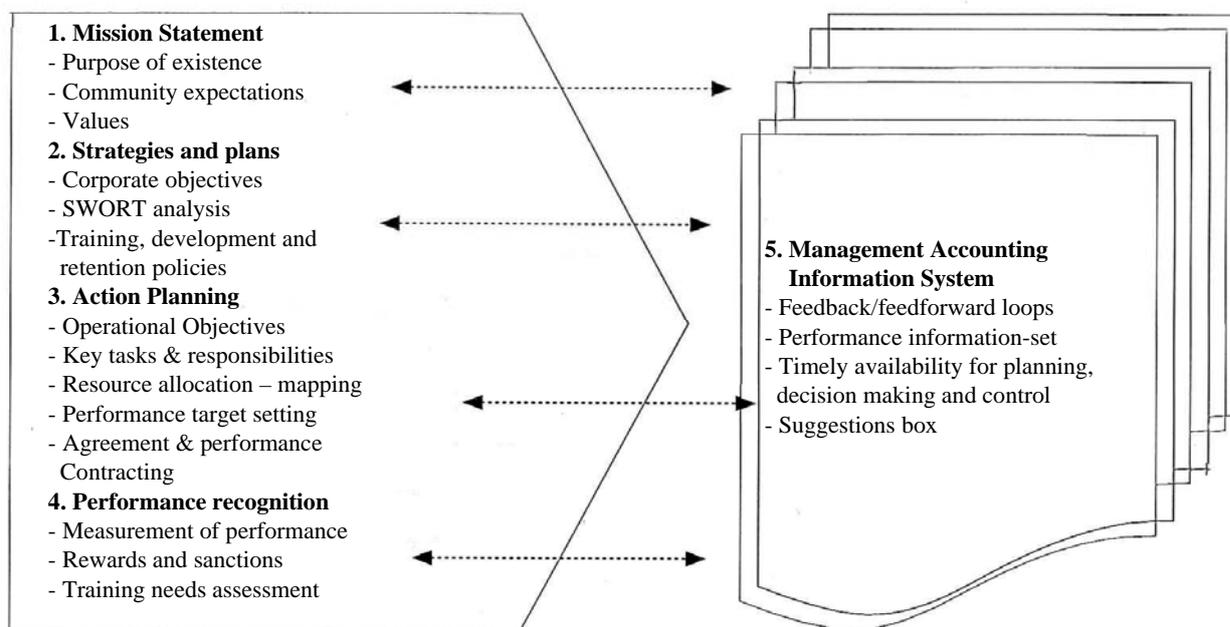
Therefore, in a broad sense, performance management system is a kind of management activity to improve the performance with the features of sustainability, strategy and integration. It is a management method of a combination of process management and result management, pointing to the evaluations on the outcomes and effects, and supporting the planning, funding and operation implementation of the government policy by using the information of performance evaluation, so as to make the government officials discern the good performance, confirm the problems and make adjustments and action plans timely. The ultimate objective is the pursuit of effective government operational capacity and governance capacity. In a narrow sense, government performance management system is composed of many links including performance objectives, performance information, performance budgets, performance contracts, performance procedures, performance regulations, performance audits, performance evaluations, performance incentives and performance complaints, with all links coordinated with each other. Among them, the most important is how to use the performance information to improve performance, so as to build the sense of responsibility, continuous study and support of policy formulation inside the government; and it helps to report the government policies and public service outcomes to the public and stakeholders externally. It should be noted that performance management system is not equivalent to the performance evaluation system. Performance management system is a comprehensive, integrated and dynamic results-oriented management process, which emphasizes the organizational strategy and objective unity as well as their implementation and fulfillment, attaches importance to organizing the ongoing communications and feedbacks of each party. It is not only the scattered use of evaluation and measurement tools. Although the performance evaluation is a key part of the performance management, it shall be a local link of the performance management system.¹⁴

2.3 Framework of government performance management

Mwita even proposed the government performance management model (Figure 1) based on the systematic approach. It is a management process composed of five factors, namely, mission statement, strategies and plans, action programs, cognitive performance and management information system, emphasizing that the results and approaches for achieving the results are equally important. Mission statement emphasizes on obtaining the strategic objectives of the organization and promoting the mission and values of the organization through improving the performance, and reflecting that the existence of the organization is in line with the public expectations; the performance management must have a strategic plan and an action plan to promote the implementation of the objectives; the cognitive performance is a personal performance, which can be improved through appropriate recognition and rewards, as well as by improving the communication, learning and working arrangements and other means. He believed that the government performance management should emphasize on individual performance and organizational performance, and keep pace with the organizational mission objectives and the methods and strategies, while the planning, decision-making and control procedures should be

established on the basis of performance information. The key to success of the performance management mode depends on the atmosphere formed by the leaders to encourage the employees to make achievements with right motives and the information system based on the performance.¹⁵

Figure 1 The Five-factor Performance Management Model



Source: Mwita, J. I. (2000). Performance Management Model: a Systems-based Approach to Public Service Quality. *International Journal of Public Sector Management*. Volume13, Number 1. 19-37.

III. Promotion of Macao SAR Government on the Performance Management

3.1 Background analysis of the performance management

The introduction of the performance management into the public administration reform of the Macao SAR Government does not happen in the latest two years. After the reunification, the social economic environment has achieved rapid development, and the Macao SAR Government also needs to constantly adjust their governance thinking and enhance the governance standards so as to respond to and meet the demands and expectations of the society and residents. Firstly, after the return of Macao, qualitative changes have taken place in the governance. To fully and effectively implement the basic principles such as “One Country, Two System”, and “Macao people ruling Macao”, the Macao SAR Government’s policy shall take it as the starting point and destination point to fully reflect the overall interests of the Macao residents. Therefore, we shall start from the perspective of adapting to the new situation, remove the drawbacks of bureaucracy and inefficiency in the Macanese era, and change and consolidate the “people-oriented” public administration concept and public service personality of the public servants. The Macao SAR Government also needs a new way of thinking and a new model to improve the work of the government, and enhance the administrative efficiency and service quality. Secondly, the residents have higher and more demands on the administration and public services of the government after the return, hoping that the government can quickly respond to and meet the needs of the residents, provide high-quality public services, and effectively solve the public problems. The legislation will supervise the policy

of the government, and request the government policies and various public services to achieve the expectations and get good results in the society, so as to improve the administrative efficiency and effectiveness, to ensure the quality of the public services, and to realize the supervision on the administrative sectors. At present, the residents and legislators lay increasing emphasis on the output and quality of the government, and prompt the government to adopt a new model to respond to the demands of all parties, and to build service-oriented and accountability-oriented government. Thirdly, great attention has been paid to enhance the governance ability of the administration team. The leading officials have to formulate the policies scientifically, and ensure the effective implementation of the policy, so that the government's policy objectives can be achieved, meet the expected results, and strengthen the governance effect. But in fact, due to the problem of implementation, the policy often failed to achieve the expected results.¹⁶ How to deal with the failure to implement policies to achieve objectives? It is associated with accountability. As a way to enhance the performance, and prompt the government to establish a scientific and effective performance evaluation system as an evaluation criterion, it helps determine those to be objectively rewarded and those to be punished, and determine the outstanding leadership officials and the way to improve the governance capacity. Fourthly, since the opening of gambling right, Macao's economy has achieved rapid development with great increase in government revenue. Different from the background of western government reform resulting from the financial crisis in economy and finance, the Macao SAR Government has no fiscal pressures, but the residents have paid increasing attentions to the constant increase of the public expenditure and the utilization efficiency of the huge public resources, showing discontents in waste and low efficiency of financial resources, and prompting the government to change the financial management concept, and to emphasize on the resource utilization, conservation strengthening, and efficiency and effectiveness improvement. Accordingly, the government has to attach importance both to the procedure management and result management, emphasize the expenditure responsibilities, and connect the effect and expenditure. In current new situation, the Macao SAR Government shall change the concept of public administration and public management mode requirements, and take it as the core to solve the problem of low administration efficiency, enhance the sense of responsibility of the public servants, and improve the public service quality.

3.2 Implementation and characteristics of performance management measures

After the reunification, the Macao SAR Government has made great efforts in the promotion of the performance management, which mainly include the following aspects:

- **Service Commitment:** Aimed at implementing the "continuous improvement" culture in public sectors, improving the internal management and operations of the government, and providing a set of management system for good external services. In August 1999, the trial service commitment was started from the Public Administration Translation Center of the Public Administration and Civil Division. In 2013, it has been promoted to all government sectors that provide external services.

- **ISO International Quality Management Certification:** The SAR government has introduced ISO quality management with the aim to carry out scientific management, exclude bureaucracy, and improve the administration efficiency and effectiveness. There are already 10 departments and 65 affiliated units that obtain the management certification, involving such aspects as information security, customer service and environmental management.¹⁷

- **Citizen Satisfaction Rating:** Formulating the Citizen Satisfaction Survey in 2001, and beginning to consecutively implement the citizen satisfaction estimate in the government sections in 2003.

- **Balanced Scorecard:** Trial implementation in the Administration and Civil Service Bureau (now the Public Administration and Civil Service Bureau) in 2004, practicing in the four

aspects, namely service object, internal process, employee study and growing and finance, and evaluating the benefits brought about by the performance evaluation.

● **Public Servants Evaluation System:** Implementing new public servants evaluation system in 2005, expanding the personnel to be evaluated to the supervisory staff, and introducing new evaluation project, and ways of assessment, rating and comment. To support the work evaluation, establishing the reward system for service performance of the public servants so as to motivate the public servants to continue the performance improvement in 2007. Enacting general rules for leaders and executive officers, making provisions on such aspects as appointment, power, duties and working performance evaluations, and strengthening the accountability mechanisms in 2009. The Chief Executive mentioned to establish the performance evaluation system of the leader officials in the Policy Address in the fiscal year of 2013, so as to strengthen the sense of accountability and specify the standards of accountability.

● **Public Service Review Committee:** Founded in February 2007, the Committee is responsible for reviewing the measures to enhance the quality and efficiency of the public sector, especially the service commitments. Mainly responsible for setting the review criteria, reporting to the review results to the supervision entity, expressing opinions on the improvement of the quality and efficiency of the department, and proposing suggestions to the Macao SAR Government on the incentives for the department to improve higher quality and efficiency standards. All the departments that implement current service commitment plan shall obtain the recognition of the Public Service Review Committee. At present, 42 government departments have been regularly reviewed, and the departments with remarkable achievements in such aspect as the expansion service commitment, continuous improvement of service guideline, and a higher degree of customer satisfaction have been rewarded.

● **Performance Audit:** Also known as value-for-money (VFM) audit. The Audit Commission shall carry out the audit supervision on the public finance of the SAR Government, provide the information about the efficiency, effectiveness and saving degree of rationality of the audit object in performing his duties, and make useful suggestions on the good and rigorous management and use of public funds and public resources. There are totally 27 performance audit reports issued by the Audit Commission within the 14 years since the return.

Seen from the current performance management measures taken by the Macao SAR Government, there are both optimization of internal control and reforms of strengthening external accountability. There are mainly two points for the government performance management of the SAR: One is to focus on optimizing the government management system, such as improving administrative operations and optimizing the administrative procedures, with main concentration on the design and utilization of performance management tools and instruments; and the other is to lay more emphasis on building the links for the public servant performance evaluation mechanism. The performance management system put forward in the Policy Address in the Fiscal Year of 2013 also takes it as the core to strengthen the management and supervision system of the leading officials and the evaluation of their performance, and further improve the entire evaluation system of the public servants.

Throughout the over ten years' public administration reform process, the Macao SAR Government has made certain efforts in performance management. The performance management system is the focal point to promote the government reform in the future. The policy implementation capacity and even governance capacity of the government can be improved by improving the performance. However, the current government performance management is still at the stage mainly based on the individual performance evaluation, without overall and integrated considerations in the performance management system. The public servant evaluation system is undoubtedly an important part of the performance management system, playing a role of connecting link between the preceding and the following in the whole performance management

system. It can be more effective when it is integrated into a larger performance management system.¹⁸ If this point is ignored, it will be difficult to promote it from performance evaluation to performance management. Performance management is not a single tool, but is a concept and system and a result-oriented and result-achieving management process. It is the ultimate purpose of the government reform to make the public policies and public services meet the needs of the residents, which is better than the internal management mechanism. It can be said that the government has practiced some links of the performance management system, but is far from enough to constitute a complete performance management system.

IV. Thought on the Establishment of Government Performance Management System

The Macao SAR Government has introduced the concept of new public management, carried out practical activities of performance management, and even proposed the construction of performance management system. By adopting performance governance or performance management instead of performance evaluation in the policy address, it has reflected the will of the Macao SAR Government to develop the performance management from the performance evaluation, which is also the development trend of present countries or local government in relevant reforms.¹⁹ As a system, performance management system shall have the characteristics of long-term, comprehensiveness and stability, and shall be immobilized and systematized scientifically in accordance with the theory of modern public administration and law of development. The Government shall progressively carry out basic works in many aspects of the performance management system and a series of supporting institutional arrangements. Although the SAR Government has taken the design of the performance evaluation system of the leading officials as the starting point to construct the performance management system, the government shall not implement it singly and ignore the connection with other links. The Macao SAR Government has a certain foundation for the development over the years, but still needs to take a more proactive reform, and rationalize the relationship between the performance management measures as well as their roles. The performance management model or permission of Mwita has provided some inspirations for the Macao SAR Government to establish the performance management system.

4.1 Performance management with strategic thinking

In face of an increasingly complex and diversified external environment, the government itself cannot stick to the convention or go by book, but shall pay attention to interact with the external environment instead of pure focus on the internal management. The government has introduced the strategic management to respond to the external environment, take response actions and confirm the responsibilities to the social needs. The most important for strategic management is to clearly understand the overall organizational objective, the advantages and disadvantages, and the external threats and opportunities, and formulate long-term plans so as to allocate the resources and strengths to achieve the objective. The organizational leader can provide an effective integration method to respond to the changing external environment, achieve organizational objectives, and balance the responsibilities and final results through strategic management.²⁰ The basic principle is to strategically implement performance management with clear missions and tasks, as well as clearly defined performance objective²¹, which has determined the effectiveness of the performance management. However, the most disturbing is to determine the objectives of the government and its departments because of the diversity of the government value. Richard L. Daft believes that the organizational objectives can be divided into two aspects: One is official description of organizational

reasons, the results to achieve and the mission value of the scope; and the other is organizing the actual pursuit of business objectives, namely, the main task to be completed is the specifically measurable results.²² In terms of identifying the objective, it can be confirmed from the legitimate primary purpose (such as rule of authorization), and then the primary purpose will be converted into workable and specialized objectives, tasks, plans, services or activities.²³ Paul C. Nutt and Robert W. Backoff pointed out that the “ideal” concept can be used to replace the illegible objective concept, which will make it easy to understand the intent, organizational vision and mission of the organizational leader and provide instructions for the action.²⁴

At present, a clear gap has arisen in the process when the policy objective of the Chief Executive is converted into the strategic objective of each department, making the overall policy objective of the Macao SAR Government to be divorced from the implementation actions of each department. There are two main reasons for this situation: Firstly, it is possible that each department can not yet be available to get away from their daily tasks, strategically think about the relationship between the mission vision and responsibilities and tasks of the department, set consistent specific objectives, and then convert into specific action plans or execution plans, and carry out performance management. Without clear organizational mission and strategic objectives, the government cannot have clear directions, not to speak of performance. Secondly, the Macao SAR Government fails to pay enough attention and fails to make full use of the performance management process and implementation instruments to achieve the policy objectives. To connect the strategy and performance management, it is required to attach importance to the business objectives and the strategic thinking set for the action plans, and the Macao SAR Government needs to further study the application of the Balanced Scorecard. It is regarded as the management approach to make the missions and values, the medium and long term objectives, indicators and objective values of the policy, and the specific action plan of the government and its departments integrated.²⁵ In the framework of this strategic plan, the mission value is on the top of the Balanced Scorecard, only when the strategic themes and strategic objectives are established and the action plans are thought out from the four constitutional aspects such as the citizens, service processes, learning and growing and financial issues, can the performance plans be made, the performance evaluation indicator system be constructed, the control and evaluation objective be achieved, and the correct performance achievement be made.²⁶ In this process, the communications between the organizations and individuals are continuous and open; otherwise, it is impossible to effectively set up and manage the objectives, and measure the performance.

4.2 Emphasis on the connection of individual performance and organizational performance

Performance management objects include three levels, namely, governments, departments and public servants, in which performance management of the civil servants is the foundation. Although the emphasis is on individual performance, the realization of individual performance does not necessarily guarantee the organizational performance. In other words, the individual performance without the organizational performance is ineffective. Despite the Macao SAR Government stresses on constantly improving the performance of the public servants, it should be recognized that the successful performance management shall combine individual performance with organizational performance²⁷, and the purpose of improving individual performance is to ensure the organizational performance, which will ultimately influence the achievements of the policy or public services, thus the improvement of individual performance and organizational performance specially emphasizes the conformity with the organizational missions, objectives and tasks.

In Macao, there are already a lot of discussions on the working evaluation systems for public servants, however, the performance evaluation system of the leading officials has just been

proposed. Aiming to make a brief discussion, this paper puts forward that the purpose of the performance evaluation system of the leading officials is closely connected with whether the department objectives and policy objectives are achieved. As a result, we can conclude that the performance evaluation of the leading officials shall be connected with the policy-making capacity to achieve the expected objective or policy with good social effect of the department, the capability of managing the whole performance process, and the quality of the leaders. Therefore, it requires a specific evaluation method for the performance evaluation of the leading officials, whereas the evaluation mechanism shall better reflect the individual performance and organizational performance. The evaluation of the leading officials is a result-oriented evaluation system that closely connects the responsibilities and tasks, term objectives and the annual responsibility objectives ordered by the higher authorities of the leading officials. Besides the performance measurement from the perspective of individual policy implementation, it is required to pay attention to improve the performance of the whole department, which requires the leading officials to be capable of strategically setting the department objectives as the leaders with clear objectives have better performance than those with vague objectives.²⁸ It is required to make the individual performance consistent with the department objectives and policy objectives, and indicate the direction to make expected achievements during the policy implementation or the public service process, so that the individual, the subordinate and subordinate agency can work better and more effective. The effectiveness shall also combine the annual evaluation and tenure evaluation. Therefore, from this perspective, the individual performance and organizational performance shall not be divided in the performance evaluation system of the leading officials, and shall not be limited with the evaluation on the individual performance of the leading officials. If the problem that scientifically combining the individual performance and organization performance in the performance evaluation system of the leading officials is not clear, the evaluation system will be a formality only.

4.3 Connecting performance management and performance information

Precise and effective performance information is the most critical part of the performance management system, and can play a great role when connected with other links such as performance evaluation. For example, it can guide and control the public services from the management, and establish the performance-oriented budget, which will be helpful for the legislature's supervision on the administrative organs and the government's responsibilities for the public.²⁹ But in fact, in the government performance management system, the use of performance information to improve policies and projects, and to improve performance and maximize the interests of the public service is behind the performance evaluation activities.³⁰ At present, the SAR Government lays more emphasis on performance measurement and ignores how to use performance information to improve the plans or policies. To improve the performance, in addition to optimizing the internal organization structuring, management processes, and staffing of the government, the government has to establish the performance information platform. In the Policy Address in the Fiscal Year of 2012, the main task list of each division and the expected completion time were presented to the public, which was a great progress. But it remains to be strengthened to report the annual working performance. For example, terms such as "whole year" or "continuous work" are used for the expected working time in the worksheet, which is difficult for the residents to obtain the process of the government's work, and is adverse to encourage the government to explain the reasons for the work delay and to improve the workflow and resource allocation. Another example is that the work listed in the previous annual worksheet has not been displayed in the following annual worksheet. Does it mean that the work has been completed? How about the working performance? The forms of design of the information publish and information report require further improvement.

Performance information also need to take what the people want to know into consideration, so as to lead the government performance to be more closely with the needs of the people, instead of just according to the wishes of the government departments. Otherwise, the public will not care about the performance. For example, the performance information provided by the residents through the satisfaction survey on the implementation of public service commitments and public services should be fully utilized, and shall be regarded as one of the basis for the public service review committee to review the service commitments of each department. The Government has to not only demonstrate outputs, but also demonstrate the ultimate impacts and practical utility of the working achievements; not only demonstrate the success of the government, but also demonstrate the defects and deficiencies. These are not only an important basis to reflect the quality of the departments' work and the public services, but also is a demonstration to the public that what the government has done according to the plans and the effects; that if there is progress over the previous work; and that if the government can find out the problems and continuously improve the performance. Moreover, it can also be regarded as a reference of the policy planning and decision-making in the future. The residents can measure the policy effects of the government through the performance information report instead of subjective feelings (if not obtaining a certain kind of service), thus the government can gain the trust of the residents. Further more, the performance evaluation system of the leading official can collect the evaluation information of the residents on the working performance of the leading officials, which will enable the superior authority and the resident to determine whether he or she is an excellent officer and administer rewards or punishments, and acknowledge the capability to achieve the policy objectives and the policy implementation status of the department led by him or her. In this sense, the performance information is also an important element to establish the accountability mechanism. To further enhance the performance information sharing, the SAR Governments can also study to issue, collect and management performance information through establishing the customer-oriented e-government platform, but the prerequisite is to ensure the adequacy, openness and transparency of information, so that the government and the residents can jointly monitor the policy changes, identify potential problems, understand and feedback the policy implementation process, the policy objective achievement degree, and the feelings of the residents on the government behavior; the government can utilize the resources more actively and correctly, and implement and improve other performance management links more easily. For example, the government can, on the basis of performance information, plan and formulate timely and effective policies that meet the public interests, establish and adjust the performance indicators, etc.

4.4 Cultivating the organizational culture that emphasizing performance

More and more attention has been paid to the organizational culture, a factor in creating high performance government. When the government tries to change the old administration mode, the reform of organizational culture will inevitably become one of the important issues. The successful construction and implementation of the performance management system lie in that whether the remodeling of the organization thinking and behavior patterns can integrate the performance management principles and practices into the organizational culture.³¹ The performance management stressing on objective-oriented management, customer-centered and results-oriented concepts has changed the original mode of operation, and emphasized that the individual objectives and behaviors paid more attention to the connection with the organization of the overall objective. The working process and the tasks require us to abandon bureaucracy, formalism, inefficiency and shortage of responsiveness, and inject new impetus mechanism into the public administration. Through the performance evaluation on the public servants, the leaders and officials, it is required to change their working concepts and behavior patterns to promote the objective achievement and achieve good results. This kind of new way of working will lead to the corresponding

organizational cultural changes.

Of course, the organization of cultural reform cannot be done overnight, and it is a long-term task. However, performance management shall include the continuous learning concept, strengthening the understanding of the organization members on performance management, obtaining their own new way of thinking and behavior through learning, adaptation and internalization, and changing the behaviors of the entire government, including the principal officials, executives and civil servants, emphasizing on performance management and execution wills. If the original administrative mode cannot be broken, it will be difficult for the performance management creating high performance achievements to take effect.³²

V. Supplementary: Difficulties for Government Performance Management

It has indeed provided a good recipe to introduce the performance government into the field of government performance for the government to solve the problems facing the government such as low inefficiencies, low service quality, and lack of public trust, played an important role, and successfully promoted the transformation of government management model. However, there are substantial differences between the government and enterprises, two different organizational forms, therefore, the performance management model of the enterprise cannot be copied to the government. First of all, the objective of the enterprise to pursue corporate profits and efficiency is very clear, while the government's objective is relatively diverse and ambiguous, and the pursuit of values at different times is also different. The government must take the relationships between the efficiency and the values such as fairness, freedom and democracy into account, and handle the conflicts between them. Secondly, what the government faces is the public rather than the consumers. As different groups of the public have different interest aspirations and value preferences, and there are often differences and even conflicts between various interests, the government has to reconcile the interest conflictions, carry out interest integrations, and make a choice and prioritize in achieving value objective. Furthermore, it is difficult to collect huge government performance management information, which may lead to the communication barriers between the internal department of the government, and between the government and the public.³³ These differences have resulted in the failure to easily measure and accurately quantify the government performance, and the difficulties to fully reflect the government performance. Melkers and Willoughby have empirical studies on the reasons that hamper the implementation of the government performance management system, and found out 11 questions listed below according to the severity (1) It is difficult to design appropriate performance evaluation indicators; (2) It is difficult to define the meaning of performance; (3) It is difficult to combine the results with the budget allocations; (4) The legislative lacks interests in performance information; (5) Lack of consistent legislative leadership; (6) Lack of efficient time; (7) Lack of performance management data for computer information system processing; (8) Lack of organizational management and personal commitment; (9) Lack of human resources; (10) Lack of consistent administrative leadership; and (11) Lack of financial resources.³⁴ Therefore, there are still many challenges in the utilization of the performance management of the government, and requires constant self-improvement.

VI. Conclusion

Ten years after the reunification, the Macao SAR Government has made a lot of efforts in the public administration reform, with the establishment of performance management getting a certain

foundation. In the future, the Macao SAR Government will give more attention to the establishment of the performance management system, and take it as the starting point to lead the construction of the official performance evaluation system. However, it is a basic task of the government to build the content frame of the performance management system, which is a complete and large system. However, it is suitable to proceed in an orderly way and step by step. At present, it is in line with the law of development of the foundation for the government performance management system to take the improvement of individual evaluation system as the starting point. But it is worth noting that it is of less sense for the government reform to get a score in the government performance management through individual evaluation. The most important objective of performance management is to constantly improve the government management processes and improve government performance. Therefore, we shall take full consideration, and meanwhile, start from the system viewpoint, pay attention to carry out performance management through strategic thinking, lay emphasis on the connection of individual performance and organizational performance and links of performance management and performance information, combine the long-term work of cultivating and emphasizing on the performance of organizational culture, improve the overall performance of the whole government, departments and civil servants. Otherwise, it will be insufficient to establish a comprehensive and effective government performance management system. In general, this paper puts forward some preliminary thinking on the construction of government performance management system. There is no doubt that we cannot fully solve the practical problems by starting from the theoretical concepts, nor shall we expect to construct the performance management system overnight. But it is quite useful to clarify the basic theories and concepts before the problems are solved, which will be helpful for guiding the establishment of government performance management system. The performance management system of the Macao SAR Government is still in the initial stage with great theoretical and practical research space in the future.

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