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Reform strategies of public government departments in the era of cultural innovation

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Abstract: In the background of cultural innovation and with the rapid development of various new media technologies, the acceleration of information dissemination will affect the smooth development of the work of government departments. Therefore, taking China as an example, starting from the overall framework of public government sector governance and its power structure, this paper analyses the significance, value orientation and goal of public government sector reform. In view of many deficiencies in the government's response to the reform of public government departments in the era of cultural innovation, this paper puts forward the principles and strategies of the reform of public government departments. Through determining the list of public service institutions of public government departments, innovating the public service mechanism, improving the openness and transparency of government information, and other ways, it is expected to promote the reform of public government departments and improve the effectiveness of government management.

Keywords: cultural innovation era; public government; balanced scorecard; big data capability model; governance structure; power structure; reform strategy; management efficiency.

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1 Introduction

With the rapid development of social economy (the accumulation of economic foundation and the development of social economic form), mankind has entered the era of cultural innovation. Cultural innovation refers to the creation and formation of distinctive innovative spiritual wealth and innovative material forms in innovation and

management activities under certain social and historical conditions. In the face of the new development situation, the cultural construction of government organisations is also facing some new challenges. The deep-seated reform in the economic field requires that can go hand in hand in the fields of politics, culture and so on (Zhang et al., 2020). Administrative culture plays a very important role in promoting the transformation of government functions and realising efficient government office (Zhao et al., 2019). Since entering the 21st century, the international community has undergone profound and dramatic changes. No matter what structure or form of governments, they are facing enormous challenges. In the above background, it is necessary to adjust and improve the public government departments with the government power structure and operation mechanism as the core.

At present, there are more than a dozen related works in the domestic research results on the reform of public government departments. According to the literature retrieval results of China journal full text database (CNKI) since 1980, there are 962 documents with the title of government institutional reform. For example, Fu Yang and other scholars (Fu and Xu, 2019) took the institutional reform of the recently established Ministry of natural resources as an example to explain the reform mode of the government returning to the power center, sort out the concepts and logic behind the reform, and compare the relevant institutional settings of natural resources management in foreign countries, providing useful enlightenment for the institutional reform of the central government of China and looking forward to its future. Qian Jinyu and other scholars (Qian and Liu, 2019) promoted the innovation of market supervision methods through system reform, optimised market rules and the functions of issuing institutions, strengthened the maintenance of market rules and the functions of regulatory institutions, integrated the functions of government information disclosure, “Internet +” and big data application institutions, streamlined government approval agencies and teams, improved market supervision performance, and maintained the market free competition mechanism. (Qiu, 2020) took government responsibility as the logical starting point, took it as the premise, test standard and guiding element of reform, and formed the responsibility concept of government institutional reform on the basis of clarifying the two-way degree of vertical responsibility and horizontal responsibility. In order to promote the development of government governance, this paper carries out a qualitative study on the reform strategies of public government departments in the era of cultural innovation, and uses induction to summarise a set of logical relations of the reform of public government departments in the existing theories and materials. By analysing the general framework of public government sector governance and its power structure, this paper expounds the significance, value orientation and objectives of public government sector reform. Then this paper analyses the shortcomings of public sector reform in the era of cultural innovation, and puts forward the principles and strategies of public government sector reform to give full play to government functions and promote social stability.

The so-called innovative culture refers to the characteristic innovative spiritual wealth and the synthesis of innovative material forms created and formed in innovation and innovation management activities under certain social and historical conditions, including innovative values, innovative norms, innovative systems and norms, innovative material cultural environment, etc. For the reform of public government departments, if there is no deep understanding of administrative culture, there can be no successful administration.

Administrative culture is a deep-seated new management theory and also an administrative philosophy. In order to adapt to the new era of cultural innovation and build a new administrative culture, the reform of public government departments should be carried out, whether using new cultural ideology such as public management theory or using new cultural communication technologies such as media and big data. For the reform of public government departments, if there is no deep understanding of administrative culture, there can be no successful administration. Administrative culture is a deep-seated new management theory and also an administrative philosophy. In order to adapt to the new era of cultural innovation and build a new administrative culture, the reform of public government departments should be carried out. Whether using new cultural ideology such as public management theory or using new cultural communication technologies such as media and big data. (Yan, 2013) tried to build a new administrative culture from the perspective of new public management in his research, taking the construction of a service-oriented government as a new government model. (Zhang and Yang, 2018) studied the administrative work from the perspective of culture, and explored the ways of government administrative management system reform from the deep-seated cultural background. In addition to the innovation and guidance of administrative culture, the reform of public government departments cannot be separated from the innovation of public cultural services. Therefore, this paper attempts to make up for the shortcomings of existing research and explore the historical inevitability of public government sector reform. The reform strategies of public government departments in the era of cultural innovation are studied. The public sector refers to the government organisation that is granted public power by the state, takes the public interest of the society as the organisational goal, manages various social public affairs and provides legal services to all social members. Public government departments are the image of the country, the departments that serve the people, and the departments that have direct contact with the people. Therefore, their words and deeds have attracted attention. If they fail to perform their duties with due diligence, the people will bear it in mind. Therefore, government staff should constantly restrain themselves and improve their self-cultivation and ability. In order to better serve the people, government departments should implement effective and reasonable management strategies. The spirit of each era is different. In the era of cultural innovation, in order to improve the effect of government management, so as to give full play to government functions and promote the steady and rapid development of society. This paper analyses the necessity and specific strategies of public government sector reform from a macro perspective. The overall design framework of the strategy is as follows:

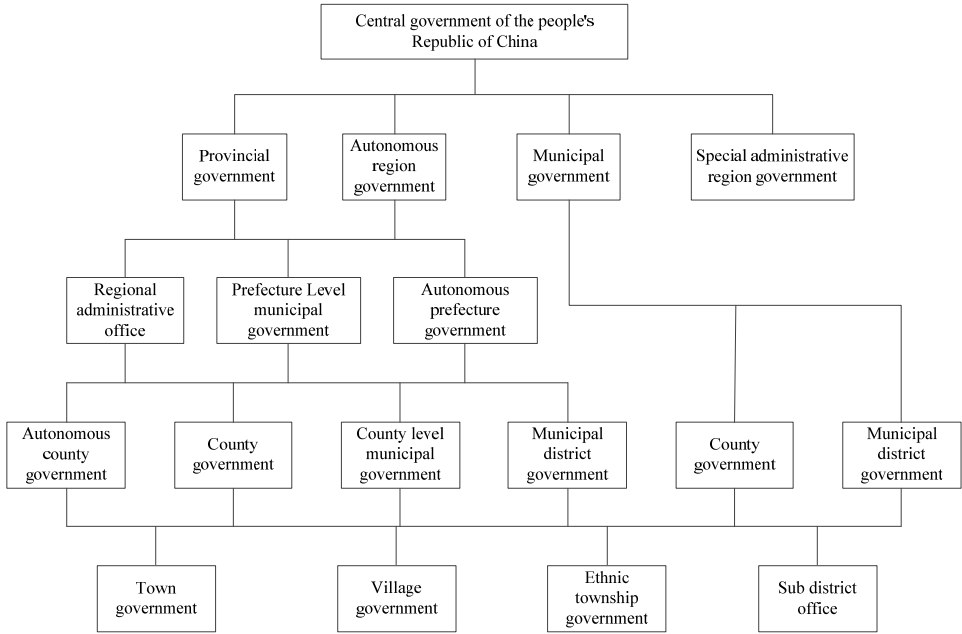
- 1 By analysing the overall framework of public government sector governance and its right structure, this paper expounds the significance, value orientation and goal of public government sector reform.
- 2 Combined with the actual situation, this paper analyses the shortcomings of public sector reform in the era of cultural innovation, and puts forward the principles and Strategies of public government sector reform, including public government sector reform strategy, public government sector performance management reform, using big data to improve the governance ability of public government sector, and the layered implementation of Balanced Scorecard in public sector.

2 Analysis of public government departments

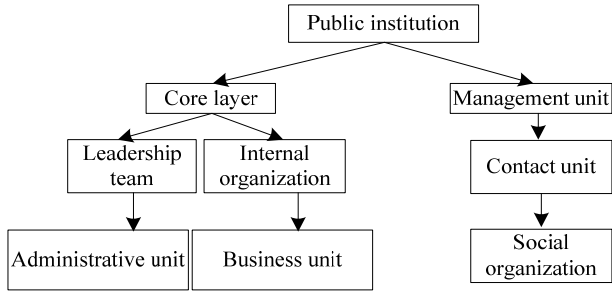
2.1 In the overall framework of public government sector governance and its rights structure

The reality of the framework for the establishment of public government departments in China is not only the same as that of in other countries public institution governance, but also has distinctive characteristics, forming a unique public government department governance framework. The organisational structure and governance structure of public government departments are shown in Figure 1.

Figure 1 Organisation and governance structure of public government departments:
 (a) organisation structure and (b) governance structure



(a)



(b)

According to the organisational structure and governance structure shown in Figure 1, public institutions are divided into core layer and management unit, while the core layer is composed of leadership team and internal organisation, and their subordinate units are administrative units and business departments respectively. Social organisations and management units are connected through contact units. On the one hand, the “core official organs” has become the “core layer” in the governance framework of public government departments. Although the “core official organs” of Chinese government departments composed of department leadership and internal institutions only accounts for a small part of the total number of departments, it has comprehensive leadership in the field of government functions and carries out policy guidance and centralised control over decentralised professional institutions with the status of “core layer”. Moreover, after many institutional integrations, the Chinese government has gradually formed a number of integrated and comprehensive “departmental organs”.

On the other hand, outside the “core official organs” of government departments, there are a large number of professional institutions, forming a decentralised and networked governance model of public institutions with their own distinctive characteristics. These professional institutions can be divided into the following five types:

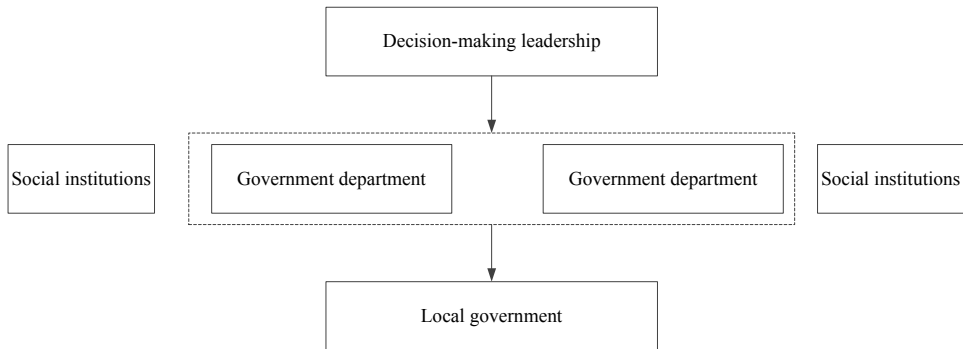
- 1 The administrative unit directly under the department. Most of these institutions are public institutions undertaking administrative management, market supervision, social supervision and other administrative functions. They should be transformed into administrative institutions with the reform of public institutions, and they often manage multiple subordinate public institutions.
- 2 Institutions directly under the department. From the perspective of its public welfare, it can be divided into public welfare institutions of the first type and public welfare institutions of the second type. In public welfare institutions, those who undertake basic public welfare service such as compulsory education, basic scientific research, public culture, public health and basic medical services at the grass-roots level, which cannot or should not be allocated by the market, are classified into the first category of public welfare. Those undertaking public welfare service such as higher education and non-profit medical care, which can be partially allocated by the market, are classified into the second category of public welfare. From the perspective of its functions, it can be divided into specific categories such as policy research, professional technical support, and public service provision.
- 3 Department centralised management organisation. Such institutions are called “national bureaus managed by ministries and commissions” in central government departments. They have stronger independence and have their own independent funding channels and personnel management authority. However, they accept the management of ministers through meetings and are “semi-internal” institutions of government departments.
- 4 Department contact unit. Such organisations belong to non-governmental organisations, but they have close ties with departmental organs and are also in the organisational system of government governance.
- 5 Citizens, enterprises and other social organisations. Following the government governance logic that the government purchases public services from the society,

citizens, enterprises and other social organisations will also participate in government governance in the form of administrative contract and have power relations with the internal institutions of government departments.

2.2 *The rights structure of the public government sector*

According to the division and allocation of government powers, departments often integrate functions such as decision-making, execution, and supervision. This kind of government power structure has the following characteristics (see Figure 2).

Figure 2 The rights structure of public government departments



From an overall point of view, the power structure of public government departments is based on a one-dimensional “command-obedience” basis, and adapts to static and simple management methods and operating mechanisms. This is closely related to the planned economic system’s reliance on administrative power to allocate resources. In the development of market economy today, social and economic development is showing dynamic and complicated characteristics, requiring management methods and operating mechanisms to transform to flexibility and comprehensiveness.

3 **Significance, value orientation and goals of public government sector reform**

The advent of the era of knowledge economy has put forward new and higher requirements for the self-construction of government organisations. On the basis of clarifying the overall framework of public government governance and its power structure, this paper reviews the Chinese and English literature on “government institutional reform” since 1980 in the academic database of CNKI. In the process of exploring the theoretical meaning, this paper attempts to analyse the significance of the reform of public government departments, with a view to finding reliable strategies to promote the effective construction of public government departments through analysis and research.

3.1 Significance of public government sector reform

3.1.1 Meet the inevitable requirements of market economy development

As a system, society needs mutual coordination in all aspects in order to achieve all-round development. The in-depth development of market economy provides new opportunities and challenges for government reform. According to the previous experience of government reform, the transformation only from the system and function has little effect. Therefore, must pay attention to the fundamental transformation at the cultural level. Only in this way can establish a new government culture suitable for the market economy, so as to realise the fundamental transformation of the government and meet the needs of the development of the times. The problems faced by the government and the convergence of government functions make the western developed countries show some common trends and characteristics in the mode, ways and methods of administrative reform. Such as the expansion of administrative functions; the adjustment function of maintaining social stability in the political function tends to be strengthened; the strengthening of the government's macro-control and comprehensive coordination functions is synchronised with the socialisation of administrative functions. The development of the times also puts forward the requirements of improving the efficiency of government departments and adapting to innovative social governance for Chinese government.

3.1.2 The key to promoting the construction of advanced culture

As an important part of modern culture, government culture is innovated, which is consistent with the concept of building an advanced social culture. Government culture has dual attributes. It is not only a part of political civilisation, but also a part of social culture. It can be said that government cultural construction plays an important role in the development of the entire social culture. It can be seen that in the process of constructing an advanced socialist culture, it is necessary to take measures to innovate the management model of public government departments and make it continue to develop in the direction of democratisation, fairness, legalisation, modernisation and service.

3.1.3 Meeting the needs of efficient government construction

The smooth progress of the daily work of government departments requires cultural support. A healthy and positive culture can provide a reliable basis for government departments to make decisions and at the same time point out the government's future development direction. For government staff, the administrative culture highlighting democracy is a unique form of culture in administrative activities. As a spiritual pillar, the administrative culture is an important factor that urges them to put the most fundamental interests of the people at the top. A good government culture, on the one hand, can encourage civil servants to take the initiative to maintain the normal operation of government work, while maintaining a high working mood, making unremitting efforts for the realisation of organisational goals; on the other hand, it can contribute to the work of government departments. The benign effect of government culture provides a guarantee for the operation of government departments and promotes the smooth development of various tasks, in order to build a healthy and sustainable economic development situation, and strengthen the internal work motivation of civil servants.

3.1.4 *Reduce administrative costs and improve administrative efficiency*

The development of society and economy increasingly shows the trend of fine division of labour, which requires the power structure of public government departments to improve the degree of specialisation, and reasonably allocate the administrative power according to the different requirements of decision-making, execution, supervision and coordination functions (such as decision-making emphasises integration, execution emphasises efficiency, etc.). At the same time, from the experience of developed countries, should not only simply merge institutions, but focus on the integration of functions, so as to reduce administrative costs and improve administrative efficiency. The power structure of China's public government departments still stays in the stage of simple decision-making and implementation, and pays too much attention to implementation, ignoring the functions of decision-making and supervision, resulting in structural imbalance (Huang and Liu, 2019). Therefore, promoting the management reform of public government departments and further improving the power structure of public government departments meet the objective requirements of the development of the times.

3.2 *The value orientation of public government sector reform*

Whether from the perspective of politics or economics, the fundamental purpose of public administration should be to serve the public. Under the government – based administrative system, it is difficult for the government to meet the various needs of the public and realise the purpose of serving the people. With the development of market economy, in order to realise the transformation from power administration to service administration, the government must establish the concept of modern democratic management, strengthen the sense of responsibility of public administration, implement the principle of social satisfactory service, and implement market-oriented public service. The purpose of reforming public government departments is to establish a service-oriented government. As a new administrative reform model in socialist countries, building a service-oriented government is a subsystem of a very complex social system. There must be many needs in the process of its construction and development. The problem of further exploration and innovation needs to be grasped through the correct value orientation. The so-called value orientation of service-oriented government refers to the dynamic value goal that should be followed and selected in the process of building a service-oriented government. It plays a restrictive and guiding role in integrating various elements and functions in the service-oriented government system and making the construction of service-oriented government develop towards the established goal (Wang and Yan, 2020).

The value orientation of service-oriented government contains two connotations. First, theoretically speaking, it is the value target and value choice in the process of promoting the construction of service-oriented government. Second, from the practical level, the value orientation of service-oriented government is the behaviour orientation of building service-oriented government. It is restricted by objective conditions and other factors, and plays a guiding role in the process of interacting with these factors.

The value orientation of service-oriented government plays an important role in the development of service-oriented government. These roles are mainly reflected in: first, when the stage goal of service-oriented government conflicts with its final goal, the stage goal should obey the final goal; Second, when various problems are encountered in the

construction of service-oriented government, they can be analysed and solved from the perspective of realising the all-round development of economy and society; Third, when the service-oriented government encounters value conflict, it can make correct value judgement and scientific choice.

3.3 Reform goals of the public government sector

Based on the value orientation of public government sector reform, the specific objectives of public government sector reform are further clarified. In accordance with the deployment of provinces and cities and the actual development needs of regions, the reform of the administrative system is promoted. The power structure and operation mechanism of decision-making power, executive power and supervision power are established, which restrict and coordinate each other, and form a reasonable, streamlined, efficient, unified and coordinated management system. Form a decision-making system with decision-making subsystem as the center and information system, consultation system and supervision system as the auxiliary, so as to improve the scientific, democratic and legal level of decision-making. Build a modern citizen service center and e-government system, and form a seamless, efficient and result oriented workflow network. Optimise intergovernmental relations, promote the symmetrical unity of government power and financial power, and improve the public service functions of grass-roots governments. The relationship between the government and society has been further straightened out, public institutions have completed classified reform and incorporated into the track of socialised management, social intermediary organisations have developed and improved, the pace of community construction has been accelerated, and the ability of social autonomy has been significantly improved. Strive to explore a new model of administrative system reform with distinctive characteristics suitable for the practice of regional economic and social development.

4 Insufficiency of public government sector reform in the era of cultural innovation

In the era of cultural innovation, the government has responded to many defects in the reform of public government departments, resulting in a crisis of public trust in government institutions. Generally speaking, there are some deficiencies in the reform of public government departments and the reform of public government departments, such as the distortion of passive government information release and report content, the failure of society and public utilities to listen to public opinions, take care of public emotions, and the non separation of decision-making and implementation, resulting in the weak function of decision-making and implementation and the difficulty of effective supervision of departments. The details are as follows:

4.1 Passive government information release and distortion of reported content

The first is that government departments failed to actively release information. Not only did the government fail to publicly announce relevant public information in a timely manner, but it also blocked and silenced public opinion. This approach was counterproductive. Secondly, when the information was public, the government and the

media failed to accurately and truthfully publish government information. Blindly vague descriptions and reports would only cause greater doubts from the public, which would further ferment public opinion and reduce the government's credibility.

4.2 Social and public utilities have not been able to listen to public opinions and take care of public sentiments

The first is that the government did not listen to and collect public opinions when making decisions, and listened carefully to the voices of the people. Secondly, after listening to the wishes and suggestions of the people, they did not convene a meeting in time to discuss its rationality, but instead bluntly refused. In addition, after the outbreak of public incidents, the government has used administrative power to suppress public opinion when the people have shown continuous attention to the incident.

4.3 The decision-making and execution are not separated, resulting in weak decision-making and execution functions

At present, the task of government decision-making and system construction is heavy, and the task of implementing decision-making and administrative law enforcement is also very arduous. Departments not only make decision-making but also implement. There is no distinction between decision-making and implementation, which is not conducive to mutual constraints, but also leads to weak decision-making and implementation functions. In addition, the functions of the elements supporting decision-making and implementation are not developed. In terms of information collection, the information system is departmental and decentralised, which is difficult to meet the requirements of comprehensive decision-making. In terms of research and consultation, the research and consultation institutions of various departments are mainly based on their own functions and cannot conduct overall research beyond their own interests. In terms of personnel training, public servants cannot be selected and trained according to different requirements of decision-making and implementation, which directly affects the exertion of decision-making and implementation functions.

4.4 Difficulties in effective department supervision

Local governments have followed the pace of the central state organs to implement reform and integrate departments with similar functions and businesses. This has created a serious problem, that is, the power of multiple departments to manage social affairs is handed over to a super department, and the power is more concentrated. This monopolistic departmental power is more likely to induce abuse of power, form a hotbed of local government corruption, and use public power to pursue departmental and even personal interests, thus damaging the publicity and legitimacy of local government power. The monopoly of power will also make the supervision of power more difficult, thus increasing the supervision cost of power. How to implement effective supervision over large departments, internal supervision or external supervision? How to supervise? How to establish and improve the power structure and operation mechanism of mutual restriction and coordination among decision-making power, executive power and supervision power? These are the most critical moves. More importantly, how people's congresses and other groups or institutions serving the people can better supervise most

of them, so as to improve the local government supervision system, these are not only the problems that the government reform must face and think about, but also the difficulties that the reform must face and solve.

5 Principles and strategies of public government sector reform

In view of the shortcomings of public government sector reform in the era of cultural innovation and the possible risks of social organisation management system reform, should adjust the public government sector reform strategy in the era of cultural innovation, follow certain rules and improve the rationality of public government sector power implementation. Some existing studies on the theories and strategies of public sector reform in various countries are summarised, such as the possibility and conditions of reforming the local cultural changes of the organisation to promote the integration of sector reform proposed in research (Wai and Sandra, 2020). Research (Lhawang, 2021) explores the experience results of implementing new public management reform in collective culture countries. Research (Jing, 2021) compared the relationship between public administration with Chinese characteristics and Western models and global relevant theories of public sector reform. This paper mainly analyses the basic principles of public government sector reform from the following four aspects.

5.1 Basic principles

5.1.1 Principle of rationality

It is necessary to learn from the advanced experience at home and abroad, explore boldly, and practice courageously; it is also necessary to fully consider the location characteristics, economic development patterns, social and cultural backgrounds, and reform foundations of various regions to find a new path for the reform of public government departments that is practical and outstanding.

5.1.2 The principle of innovation

Under the premise of not violating the constitutional provisions and the general laws of public management, promote reform with innovative thinking and forward-looking vision, boldly break through the shackles of traditional concepts, existing interests and power structures, and strive to build a new type of public government department management model.

5.1.3 Principle of integrity

Promote the government reengineering project with the method of system theory, while grasping the main attack direction and selecting the main parts, timely follow up other supporting reforms, form a reform trend of horizontal to edge, vertical to the end, connotative and vertical deepening, and give full play to the overall effect of the reform.

5.1.4 *Principle of continuity*

In the spirit of keeping pace with the times, on the basis of overall planning and step-by-step organisation and implementation, actively respond to the requirements of economic and social development, continuously improve and optimise, and maintain a high degree of initiative and moderate foresight in the reform of public government departments.

5.2 *Public government sector reform strategy*

The new public management theory is based on the flexible market mechanism, and advocates the adoption of commercial management theories, methods and technologies to carry out all-round reform and reconstruction of the public sector to improve the level and quality of public management. After summarising and analysing the significance, value orientation, objectives and shortcomings of the reform of public government departments, this paper puts forward the reform strategy of public government departments with reference to the new public management theory and the social situation of China. Based on the flexible market economy, the reform of public government departments should be carried out in the direction of the transformation of government functions, the innovation of mechanisms and systems, and the enhancement of the sociality of public departments.

5.2.1 *Determine the list of reforms of public service institutions in public government departments*

The innovation of public service system should follow the principles of fairness, effectiveness and sufficiency. The role of government in public services is not to provide directly, but to ensure the provision of public services. In order to change the unfair distribution of public service products between urban and rural areas and between different classes, must gradually improve the coverage of social assistance, social insurance and social welfare, and provide basic public services such as medical treatment, education, employment and pension for farmers and urban vulnerable groups (Wei and Liu, 2021). According to the basic requirements of establishing a service-oriented government and coordinating public services with economy and society, define the functions that the government should undertake from the three aspects of supervision, payment and direct provision, determine the list of public government sector reform, and clarify which public service institutions are paid by the government and which are provided by the society. Public services and social services should be reformed separately. Public services should be provided directly by the government and entrusted.

5.2.2 *Innovative public service mechanism*

Associated with the establishment of a public service-oriented government, it is necessary to innovate the public service system at the same time. First, the scope of public service projects should be constantly expanded to meet the growing material and spiritual needs of the people. Second, should continue to expand the coverage of different groups of public services to meet the public needs of people of different occupations and ages. Third, should continue to expand the coverage of public service areas. In particular,

should pay close attention to formulating minimum standards for public services to ensure that the lowest income people can access the most basic public services. For public service projects that should be paid by the government, the proportion and structure of fiscal expenditure should be adjusted and the proportion of government payment should be gradually increased. At the same time, non-public capital is encouraged to enter the field of public services to realise the diversification of supply modes.

5.2.3 Realise the openness and transparency of government information

In order to obtain stronger control, the information will not be disclosed in the traditional government public management, and the government departments will strictly control the traditional media, so there will be no more significant problems (Graham et al., 2021). At present, people have entered the era of cultural innovation. In this situation, no matter what aspect to hide, which will create rumours, so that people no longer trust the government and misunderstandings between the people and the government. In the era of cultural innovation, by giving full play to the advantages of new media communication and the smooth development of government big data management, can build a perfect official platform for government information, so as to help the general public obtain information more reasonably and legally and form a correct cognition. Among them, the representative ones are “Chinese government public information integration service platform”. In case of emergencies, government departments can timely release the real reports through these relevant platforms, so as to effectively prevent the spread of false news, create a better social environment and effectively ensure the people’s right to know, win the full trust of the general public.

5.2.4 Personnel management system innovation

In view of some positive ideas of the new public management theory, such as: pursuing the efficiency and service-oriented objectives of public management, advocating the introduction of market competition to improve the quality and level of service, requiring the decentralisation and withdrawal of administrative power, advocating effective management methods of the private sector, and implementing performance incentives and supervision and evaluation, a standardised personnel employment system is established. Introducing a competition mechanism, establishing an employee employment system suitable for the market economy, and breaking the lifelong cadre identity system. First, the unit can independently determine the employment standard and amount according to the needs of career development, and recruit in the talent market. The second is to establish contractual management between employees and units. Hire employees according to job requirements, establish contractual labour relations with employees, determine the personnel relations of units and individuals, and clarify the obligations and rights of units and individuals. Third, employees choose their own jobs. Employees can choose their own career through standardised means. Fourth, internal competition. Determine the position of each employee in the unit through competitive employment, and fully mobilise the enthusiasm of employees. Fifth, properly resettle the unemployed.

5.2.5 Transform government functions and optimise organisational structure

Focusing on the requirements of transforming government functions, implementing large department management and improving operation mechanism, adjust institutional settings, optimise organisational structure, and build a streamlined, unified and efficient administrative organisation system.

- 1 Establish a professional committee. According to the needs of strengthening the functions of “economic development, market supervision, social management and public service”, six professional committees of development and planning, economic development, human resources, public service and public safety are established, and the professional committees undertake the functions of decision-making and coordination.
- 2 Integrate party and government institutions. Through organisational restructuring and other reform measures, departments with too detailed division of labour can be scientifically set up, functions and powers can be effectively allocated, and resources can be effectively integrated. People will weaken the overlapping and multiple command of functions, promote a large function system, comprehensively set up departments with similar functions, integrate and improve the management system of important industries, and strengthen and integrate social management and public service departments.
- 3 Establish a major supervision department. The Disciplinary Inspection Committee assigns institutions or full-time personnel to the party and government departments to be responsible for the discipline and effectiveness supervision of the departments where they are stationed. Strengthen the supervision of the National People’s Congress and its Standing Committee, the democratic supervision of the CPPCC, and the supervision carried out by the people’s court in accordance with the law. Improve the mass reporting and complaint system, actively promote administrative accountability and government performance management and supervision, and seriously pursue the responsibilities of those who violate laws and disciplines, and promote the construction of a clean and diligent administration in administrative agencies.

5.2.6 Pay attention to the development and reform of the third sector

The third sector refers to various civil society organisations or non-governmental organisations independent of the government, including non-governmental organisations, citizens’ voluntary associations, associations, community organisations, interest groups and intermediary organisations. They are “an intermediary community field between the state and the family”, “enjoy autonomy in relations with the state and are formed by the voluntary combination of social members”, by participating in the management of social and public affairs, “protect or promote their interests or values”. As the main body or core element of civil society, various third sector organisations are the undertakers of social self-management, coordination and service functions. Their large number of production and activity mark the maturity of the society itself. The third sector is rising all over the world with the upsurge of government reform. The development of the third sector is of great significance to the reform of public government departments.

The third sector replaces the public government sector to provide public services, which is conducive to improving the efficiency and quality of supply. The government not only has failure in the production of competitive private goods, but also has various defects in public affairs. Government agencies are often difficult to get rid of the habits of bureaucracy and the constraints of various social forces. As an authority outside the group, it has a high cost of obtaining information and is often insensitive to social needs and development opportunities. Moreover, the public goods provided by the government tend to be unified, and the social policy takes the “median orientation”, which cannot meet the special preferences of citizens, especially the needs of the most vulnerable groups in society. Due to the advantages of the third sector, it can provide more effective services than the government in many aspects. In particular, the social self-organisation characteristics of the third sector make it often reflect the special interests and special requirements of social groups, so it can more effectively meet the diversified needs of society and solve many complex social problems. Therefore, the third sector has become an important supplement to the construction of government capacity to achieve good social governance through mutual cooperation with the government in the public sphere.

5.2.7 The “management” and “service” awareness of government civil servants must be enhanced, and the relationship between the government and society must be reshaped

The public service orientation mode in the new public management theory emphasises the public service mission of the public sector, mainly focusing on improving the service quality and emphasising the output value, but it must be based on the realisation of the public service mission. The wishes, requirements and interests of the served are reflected in the management process. The reform of the public government sector requires government officials and other public sector service personnel to change from “bureaucrats” to “managers”, from traditional “administration” to “management” and “governance”, and to promote customer orientation and the government to provide responsive services. Meet the requirements and wishes of the public (customers), improve service quality, and improve the relationship between the government and society. According to the requirements of market economy, China’s administrative system reform should focus on establishing a new relationship between government and society, overcome various disadvantages existing in this relationship, vigorously develop and cultivate social forces and enhance the ability of social autonomy. Government organisations and public departments must change from leaders to service providers, have a strong sense of service and public responsibility, improve the relationship between the government and society, and strive to improve the management level and service quality.

5.3 Performance management reform in public government departments

The public government department is a subordinate unit of the country. The public government department is the image of the country, a department that serves the people, and a department that has direct contact with people. Therefore, their every word and deed have received attention. If they are not able to perform their duties with due diligence, the people will remember it, and performance management is a way for people to reflect the situation. Therefore, government employees should constantly restrain themselves and improve their self-cultivation and ability. In order to better serve the

people, government departments should effectively and reasonably implement performance management strategies.

5.3.1 Learning from the experience of foreign government performance management systems

The administrative management system and methods are derived from the experience of enterprise management. Many western developed countries such as Britain, the United States, France, Canada, Australia and other countries have earlier introduced the concept and methods of performance management into government management. Therefore, these countries have accumulated a lot of experience in government performance management (Mgmp et al., 2020). Relevant personnel can learn from these countries' successful experience, improve it in combination with the characteristics and actual situation of government and China's specific national conditions, and apply it after optimisation and localisation.

5.3.2 Perform regular performance appraisal on staff and department leaders

Government performance is driven by civil servant performance evaluation. Performance management is mainly used in the field of civil servant evaluation. Strictly speaking, this performance evaluation method is mainly aimed at individuals rather than the organisation itself (Bhattacharyya, 2019). Government is an abstract concept. In fact, the abstract government is composed of specific staff. Civil servants are the individuals who make up the government. They evaluate the performance of civil servants and promote the improvement of the efficiency of civil servants. Finally, it is the improvement of the efficiency of the whole government.

5.3.3 External staff or leaders shall conduct public performance appraisal

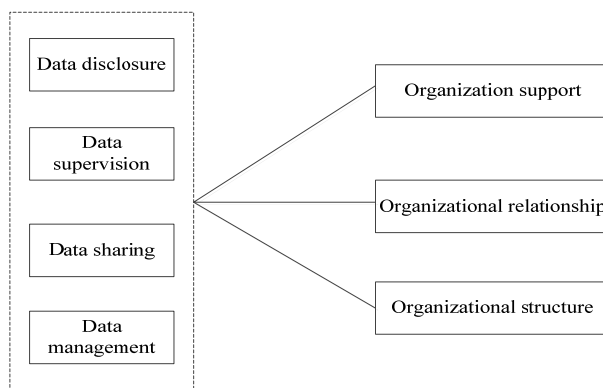
The performance of external staff and leaders is the clearest to the masses, and the evaluation of the masses is the most real and objective. Therefore, external staff need external evaluation in addition to internal evaluation. For example, the petition hall is a place where people seek help and put forward opinions, set up by the state and used to reflect the situation of the people. If the attitude of the staff here is tough, they are not qualified to hold this position and cannot serve the people on behalf of the state. Therefore, the people know the performance of these staff most clearly and give the most authentic evaluation. This can also promote the work enthusiasm of government employees, improve work attitude and improve work efficiency (Galagedera et al., 2020).

5.4 Use big data to improve the governance capabilities of public government departments

Open government data has become an effective means for the government to improve public governance in the era of big data. Since 2012, many provincial and municipal governments have carried out open government data construction. Although the Chinese government holds more than 80% of the big data resources in society, the implementation effect is not ideal. There are problems such as small amount of data, low quality and low degree of reuse, which are difficult to meet the social needs. In order to promote the

realisation of “Internet + government affairs”, improve the efficiency and transparency of government work, and improve the level of public services. Therefore, in recent years, opening up government data has become one of the key tasks of country’s big data development actions (Engin and Treleven, 2019). Figure 3 is a schematic diagram of the government big data capability model. Table 1 shows the statistical description results of various elements in the government big data capability model.

Figure 3 Schematic diagram of government big data capability model



By analysing the government big data capability model in Figure 3, we can see that the organisation of the government public sector is designed through data disclosure, data supervision, data sharing and data management, including organisational support, organisational relationship analysis and organisational structure design.

Table 1 Statistical description of the elements of the government big data capability model

<i>Element</i>	<i>Percentage/%</i>	<i>Cumulative percentage/%</i>
Data disclosure	27.3	87.6
Data monitoring	42.9	100
Data sharing	16.9	67.3
Data management	12.9	79.6

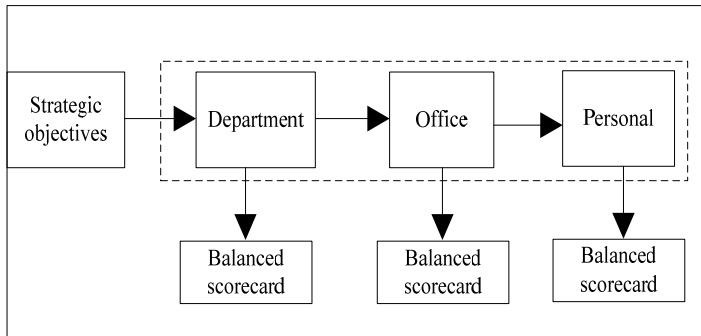
In fact, the construction of open government data is closely related to the government’s big data capability. The realisation of many benefits of open government data is based on the government’s big data capability. The so-called government big data capability refers to the government’s ability to integrate and build background data and provide the society with massive data suitable for reuse without obstacles in the cycle of data opening. Government departments have the ability of big data. Only by opening government data, can all links from integrated data to public data operate effectively and reach the state of virtuous cycle.

5.5 Hierarchical implementation of the balanced scorecard in the public sector

After a public sector implements the balanced scorecard (Dincer and Yuksel, 2019; Acuna-Carvajal et al., 2019), all institutions from the highest decision-making

department to the lower level should formulate their own balanced scorecard and design the balanced scorecard at all levels of the organisation. All balanced scorecards should take the balanced scorecard of the highest department as the highest standard. The goals and indicators of the balanced scorecard of organisations at all levels are linked to the balanced scorecard of the highest department. The goals are detailed and decomposed, and their own standards and performance indicators are formulated. The grading implementation of the balanced scorecard starts from the highest government department, and the lower-level departments formulate their own goals and evaluation standards based on the content of the upper-level balanced scorecard, as shown in Figure 4.

Figure 4 Balanced scorecard for public government agencies



The hierarchical implementation of the balanced scorecard can make organisational goals more specific to each department, and even more subdivided departments, so that the performance evaluation of the overall strategic goal can be decomposed into the goals and performance evaluation of each specific department (Hu and Li, 2021), promote inter-organisational exchanges and communication. This method can make up for the shortcomings that the traditional hard tasks ordered directly by the superior organisation are difficult to complete effectively and measure correctly, and encourage each department to formulate its own strategy and appropriate and effective evaluation standards and performance indicators, so as to complete the overall strategic objectives more effectively.

6 Conclusions

The cultural innovation in the new era, especially the construction of administrative culture, puts forward new requirements for the national public government departments. Based on the review and comparative analysis of the existing theoretical studies on the management and reform of public government departments at home and abroad, this study attempts to summarise the qualitative strategies of public government department reform that adapt to the new cultural connotation. The reform of public government sector or administrative system must adopt appropriate strategies and tactics. The reform of public government sector is a systematic project and must be carried out in an all-round and multi-level way. The reform of one aspect, one level or field alone cannot be effective. An important reason for the unsatisfactory and unsuccessful results of previous

institutional reforms is that the reforms are often limited to the reduction of institutions and personnel, ignoring the supporting reforms in other aspects. According to the experience of western government reengineering, organisational reconstruction is only one aspect of public government sector reform, which must be supplemented by process reconstruction, function transformation and management mode renewal. Therefore, by analysing the overall framework of public government sector governance and its right structure, this paper expounds the significance, value orientation and goal of public government sector reform. In the future, we need to optimise the strategy in combination with the actual situation, and make an in-depth analysis of the reform strategy of public government departments from a more micro perspective, so as to further deepen the reform of public government departments and maintain social stability and harmony.

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