

Literature Review on the Construction of Service-Oriented Government in China from the Perspective of Network Governance

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Abstract

In the context of globalization, informatization and knowledge economy era, the social elements are moving towards multi direction, with the gradual rise of civil society and the emergence of non-governmental organizations, great changes have occurred in the social governance structure, the public affairs governance environment is more complex. The fast and diverse change of the social environment, resulting in a separation of powers, blurred boundaries between organizations, but also producing many "networks" across the variety of different areas. In the face of the complex network, the traditional hierarchical government model has been unable to meet the needs of the times. The bureaucratic system, which is linked by control, command, rigid work restrictions, and inward organizational culture, is no longer suitable for dealing with complex issues that often go beyond organizational boundaries. While network governance is to realize and promote the public interest as the core value, advocating government departments, social organizations, and many other subjects cooperate to share public power in an interdependent environment. Compared to the traditional management system, network governance can more effectively coordinate and manage the cooperation network between the different levels of governments and the various departments.

Keywords

Service-oriented Government; Network Governance; Diversified Cooperation.

1. The Connotation of Service-Oriented Government

In China, the concept of service-oriented government began to appear in the 1990s. Its concept benefited from the practical activities of some local governments and the theoretical exploration of academia. The formation of the initial concept was mainly aimed at some specific government construction means and supporting economic system reform measures. For example, in 1995, Shunde City took the lead in putting forward the six administrative concepts of administration according to law, standardized administration, efficient administration, transparent administration, service administration, and further carried out the "three services" activity with the main content of "serving reform and opening up, economic construction and the masses". After 2001, some other cities have also successively carried out some activities related to service-oriented government.

The scholars have not formed a completely consistent view of the connotation of service-oriented government. Zhang Kangzhi divides the government administration in history into three modes, namely ruling government, management government, and service-oriented government. He also emphasizes that paying attention to the connotation of service-oriented government should start from eight aspects. First, service-oriented, not control oriented; second, fairness priority should be given to efficiency; third, pay attention to the organic

combination of values and tool effectiveness; fourth, cooperation and trust should be fully considered; fifth, closely combine the rule of virtue and the rule of law; sixth, pay attention to the unity of flexibility and rationality of administrative procedures; seventh, administrative discretion should be subject to moral constraints; Eighth, pay attention to foresight and responsiveness. In terms of social relations, the service-oriented government is neither a laissez-faire government function form nor an intervention government function form, but a government function form closer to guidance. Starting with the transformation of government functions and construction regulation, Zhu Guanglei points out that a service-oriented government should cover social life and public services for all residents, provide equalized public services for different regions and strata, and take the government as the main coordinator and organizer to integrate social resources to make social subjects such as the third sector, enterprises, and residents bear certain public service responsibilities. At the same time, the government should have a higher level of social management and perfect service mechanism and attitude. At the same time, the government should have a high level of social management and perfect service mechanism and attitude. Hou Yulan pointed out that the service-oriented government should adhere to the value orientation of social control government, which reveals that the state power is gradually transferring to social power, and the government-based management concept also needs to change to the direction of people-oriented and social standards. At the same time, it also expounds that the power of service-oriented government comes from society and is subject to society, and its power should serve society. From the perspective of government governance model, Li Junpeng believes that a service-oriented government is a government with limited capabilities, functions, powers, and responsibilities from the perspective of the government's functions. Chi Fulin expounded that the main connotation of the service-oriented government is to provide the whole society with basic, guaranteed, and effective public goods and services, to continuously meet the needs of the whole society from the perspective of management and service. Peng Xianggang believes that the service-oriented government does not want to get rid of management but regards service as the starting point and foothold of management. Management is to promote the improvement of service quality, and service also reflects management to some extent, which is often managed service is service.

2. Research on the Problems in the Construction of Service-Oriented Government

There are some problems and bottlenecks in the construction of service-oriented government. Studying and clarifying the key problems is of great significance to promote the construction of service-oriented government. Wu Yuzong pointed out that the main problems in the construction of local service-oriented governments are that the transformation of functions has not been in place; there are many technical measures and lack of system construction; the lack of two-way interaction between the government and the public, the excessive unilateral actions of the government in the construction of a service-oriented government, etc., and puts forward that the most fundamental bottleneck to be broken through in the construction of a service-oriented government is the restriction of the administrative system. At the same time, it also points out that the cultural bottleneck in the construction of a service-oriented government is the lack of a cultural atmosphere based on "service administration", the social bottleneck is the immaturity of civil society. Zhu Guanglei and Xue Liqiang believe that the construction of service-oriented government needs to clarify the identification of construction subjects, the division of labor between vertical governments, the division of labor between horizontal governments and state-owned institutions, and the selection of construction entry points by local governments at all levels. Huang Jing put forward some unfavorable factors in the

construction of service-oriented government, mainly including the immature development of civil society and the low degree of public participation, resulting in the lack of benign interaction between the government and citizens; the underdevelopment of social organizations makes the construction of service-oriented government assume too many responsibilities. The offside, dislocation, and absence of government management make it difficult to implement the service function of the construction of service-oriented government, and the unreasonable financial expenditure structure is difficult to provide a strong material guarantee for the construction of service-oriented government. Yang Rong believes that the current work on the construction of service-oriented government depends too much on the established government operation form, functional structure, and behavior concept. The reason why the government adheres to the traditional management mode and acts by relying on the contract under the traditional management system is mainly to avoid the risk of reform. Even if the current relevant decision-making and operation processes cannot operate efficiently, the government still adopts the original mechanism and mode of thinking from the perspective of cost, so that the government's administrative behavior is limited to "acting according to the rules and boxes" and in the framework of "doing things as usual", government departments and relevant staff are afraid and unwilling to try new work methods and ideas. Gao Xiaoping believes that the main problem in the construction of a service-oriented government is reflected in the government's public services. The lack of a clear definition of the content of public services in the process of market economy transformation leads to the serious absence and dislocation of public services faced by the government, failing the social service mechanism to give full play to its effectiveness. At the same time, it is also reflected in the supply and demand information in the overall provision and operation of public services symmetry, surplus, and shortage coexist. From the perspective of local governance, Ma Li pointed out that there is much room for improvement in the provision of "soft" public goods in the process of building a service-oriented government, and the problem of local budget expenditure "emphasizing infrastructure rather than public service" is more obvious. The development model based on resource elements, market order distortion, and environmental cost needs to be adjusted urgently.

3. Theoretical Review

Network governance theory is a public governance theory that gradually rose in the 1990s. Although it belongs to a relatively new theory in the field of politics and public administration, foreign scholars have related discussions in the research on policy network theory and governance theory, and gradually formed a systematic network governance theory system.

3.1. Policy Network Theory

Bentley pointed out that the government itself is an interactive network composed of different participants. Hanf & Scharpf regarded policy decisions as the result of the interaction between public and private subjects at different levels and functional fields, as well as between the government and society. Policy decisions are affected by the differentiated network forms they form. From the perspective of local governments, Fred, Power & Yewlett proposed that the network is embodied as a policy hierarchy system, which mainly arranges the relationship between organizations and actors in policy issues, that is, the relationship between actors is limited and affected by formal hierarchy and informal communication, the structural form of informal communication between actors is the decision-making network.

Heclo put forward the concept of policy community with the organization as the research object. He believes that government departments can be regarded as a communication subject with rational thinking form, and a good mutual trust mechanism can be formed between various departments, to form a reliable policy community on this basis. Then, he defined the basic

concept of issue networks, pointing out that the administrative responsibility of the government has begun to change, and some responsibilities have the conditions to transfer to other departments. At the same time, the government also needs the help of policy intermediary organizations when making relevant decisions, good communication and coordination mechanism and informal decision-making structure are becoming more and more important. According to the principle of resource interdependence. Rhodes divided the types of interaction between central and local governments into five main forms, namely regional community, professional network, intergovernmental relationship, producer network, and issue network.

In the process of studying the policy network, foreign scholars have formed a more consistent view, that is, in the increasingly complex social environment, the unilateral decision-making of the government can no longer meet the needs of the society, and it is necessary to form a new network structure different from the bureaucratic structure under the traditional bureaucratic system as soon as possible. In particular, social organizations should become the main participants in the new network structure and fully participate in the formulation of relevant policies. Under the new structure, social resources are effectively integrated, and the government and other organizations can share each other's resources to provide strong support for achieving each other's goals.

3.2. Governance Theory

James Rosenau believes that governance is a very important management mechanism in the field of social activities. Even without formal authorization, these mechanisms can still play a role. Governance is an activity supported by common goals, and the subjects participating in governance activities are diverse. The government is not necessarily the subject of governance activities, and there is no need for the intervention of national coercive forces in the whole process of governance activities. Governance can be regarded as a collection of various ways of action for various public or private institutions to manage their common affairs. It mainly manages public affairs in the form of cooperation, communication, partnership, and forming common preferences. Its essence is cooperation based on market principles, consensus, and public interests, its operation mainly depends on the organizational authority formed by different participants, not on the authority of the government. The main viewpoints of governance theory mainly include the following aspects. First, the diversification of management subjects should include other public and private institutions in addition to the government. And if other actors can be recognized by the public, they may occupy the central position of power. Second, the state is gradually returning the social responsibility previously undertaken by itself to society, and using diversified private sectors and social organizations to bear the corresponding responsibility, to make the boundary between organizations increasingly blurred. Third, the interdependence between different social institutions is gradually improved in common actions. To achieve their own goals, different organizations must fully share resources and seek common goals, to form an activity network fully participated by different subjects, and it is possible to cooperate with the government in specific fields. In the governance theory, the views on the networking of governance methods and the diversification of governance subjects have been consistent with the connotation of the network governance theory gradually formed later.

Perri Heakes & Patrick Dunleavy pointed out that holistic governance needs to consider the government and relevant actors as a whole, and integrate their various resources and capabilities through reasonable means to promote the formation of an interactive network structure, and the smooth operation of this holistic governance structure must make full use of integration Collaboration and trust. They also summarized the basic activities in holistic governance, namely policy, management, service supply, and supervision. He further proposed that these activities should be able to ensure the integration of governance organizations at

different levels or the same level, such as different functional departments within the local government organization system, between superior and subordinate governments. At the same time, it is required to provide coordination mechanisms for different functions to facilitate cross-departmental functional coordination and functional coordination within organizations. In addition, integrated governance can not only promote the integration within the government, but also allow the integration between the government and social organizations, government, and enterprises.

Dunleavy also pointed out that the advantage of holistic Governance and narrow public participatory governance is that holistic governance pays attention to the simplified treatment of the relationship between the government and citizens, and pays attention to changing the communication mode between the government and citizens. It takes the needs of the public as the starting point and goes beyond the influence scope of traditional public participatory governance. Compared with new public management, holistic governance pays more attention to the importance of organization and emphasizes that the formation and establishment of the organization should follow the basic principles of citizen orientation, service orientation, and demand orientation. The connotation and content of holistic governance are closely related to the macrostructure, organizational reconstruction, process evaluation, management mode, and information system reform of the public sector. It can deal with various new problems flexibly.

3.3. Network Governance Theory

In the late 1950s, the related research of network organization appeared in the fields of economics, management, sociology, and so on. In the early 1990s, the network, as a form of governance, was gradually concerned by academic circles. At this time, the network has become a major part of the study of organizational evolution, and has made some progress in theoretical research and practical application. Network governance has developed into a systematic theory, and the main contributors are Stephen Goldsmith and William D. Eggers, they formally put forward the theory of network governance in their common work *Governing By Network, The New Shape of the Public Sector*. They have made a specific definition of the connotation of network governance. First, when the government assumes the responsibility of providing public services, it should fully introduce external forces to participate, which can be enterprises, can also include social organizations, and so on. Second, in the government's architecture, we should coordinate and cooperate to meet the requirements of the public and adapt to the network structure. Third, network governance needs the help of information technology and other technical means and forces to improve the performance of the cooperative network. Fourth, the public has the right to determine their own service needs and have more control over their own lives. They believe that network governance is a new governance model through public-private cooperation, non-profit organizations, for-profit companies and other widely participate in the provision of public services. Different from the traditional bureaucratic system, the government no longer has the absolute dominant position of public services. In this form of governance, the role of the government has changed greatly, and began to change from the traditional management of the people and social control to the coordination of social resources, the management structure of the government tends to be flattened, and the departments involved are more extensive. To adapt to social change, network governance requires the government not only to establish a vertical line of power according to the traditional top-down hierarchical structure, but also to rely on various partners to establish horizontal lines of action according to the emerging networks. to continuously improve the performance of the government and enhance its sense of responsibility. At the same time, they point out that network governance represents the collection of four development directions, third-party government, collaborative government, the digital revolution, and the needs of citizens. it combines the efficient form of public-private cooperation of the third-party

government with the excellent network management ability of the collaborative government, and then uses technical means to connect the complex network, and allows citizens to fully participate and choose.

In the relevant research on governance theory, Chinese scholars mentioned the diversification of governance subjects, the diversification of governance means, and the democratization of the governance process, which reflected some characteristics of networked governance to a certain extent and laid some foundation for the research of networked governance. Sun Boying pointed out that governance is closely related to citizens' life from the perspective of local governance within a certain space, the process of jointly managing public affairs through a unified organizational system formed by the government, social organizations, and citizen organizations. Its main goal is to realize a new social management system centered on the social public and facing the common needs and services of all the people. From the perspective of holistic governance, Zhu Qianwei pointed out that the development of public administration will move from new public management to the stage of holistic governance. The thought of holistic governance reflects on some disadvantages of the theory and practice of new public management. It pays more attention to the overall cooperation between different government institutions and departments, and advocates the gradual transformation of government management mode from the original decentralization and fragmentation to centralization and integration. The idea of holistic governance begins to exert a very important influence in the process of the government operation, and its actual effectiveness is inseparable from the appropriate organizational carrier, especially the dependence on information technology and other means. He also pointed out that the network governance model may be the most likely to replace the traditional bureaucratic government management model.

Chinese scholars' direct research on networked governance is still slightly insufficient. Their research mainly focuses on the era background, relevant concepts, and relevant practices of network governance. Taking the practice of local governance in Europe as an example, Zhu Demi expounds on the operation of networked public governance. He points out that more and more organizations are absorbed into the process of networked governance and gradually formed a complex system. Due to the diversified characteristics of different organizations, it is inevitable to have the problem with communication and coordination, so the coordination mechanism will become a key problem in the process of networked governance. Wang Ruihua mentioned in his research on the dilemma and enlightenment of the network governance theory, the cooperative network is faced with the dilemma of direct democracy and indirect democracy, bureaucracy and post-bureaucracy, global governance and local governance, feasibility and effectiveness, legitimacy and responsibility. It is also pointed out that improving the governance ability of cooperative network organizations is an important part of the core construction of the system. It is also an important way to improve management performance. Yin Yifen believes that the governance mechanism of network governance lies in the cultivation of trust mechanism and coordination mechanism. Yao yinliang, Liu Bo, and Wang Yingluo believe that network governance has gradually become an important form for local governments to provide public services. Based on the relevant research on local government network governance and cooperation effect at home and abroad, they have constructed a theoretical model of the influencing factors of the multi-agent cooperation effect of local government network governance in China.

4. Empirical Review

4.1. The Orientation of the Government under the Network Governance

Starting with the orientation of the government under network governance, Zhang Xinjian points out that the government should first pay attention to and maintain the overall public

interest and take the initiative to provide all kinds of basic public services to the public. It is also pointed out that under the framework of network governance, the breadth of services involved by the government is gradually limited, the means of providing public services begin to become diversified, and the tools of government governance are more abundant. At the same time, the contents and methods of public services are more and more affected by the public, and more external evaluation subjects are introduced into the evaluation of public services. In addition, he reveals that under the requirements of network governance, a service-oriented government is the only way for China's public administration in the future.

4.2. An Example of Public Service in the Citizen Center

Taking the citizen center in Pudong, Shanghai as an example, Huang Ying and Chen Shuisheng did some research on the construction of a public service-oriented government under network governance. They pointed out that network governance plays an important role in dealing with government inefficiency and high administrative costs. Network governance can effectively promote the transformation of government functions and provide reference methods and means for the construction of service-oriented government. They also pointed out that the Shanghai Pudong Citizen Center, as a measure to transform government functions and build a public service-oriented government in Pudong, embodies the concept of network governance. Among them, "one-stop" convenient service, actively cultivating social organizations, promoting citizens' participation in and discussion of state affairs, enhancing social interaction platform, and strengthening social supervision are its exploration and innovation. The enlightenment of the concept and practice of network governance to the construction of a service-oriented government in China has mainly reflected in that it is beneficial for the country to form a service-oriented value concept based on the social public as soon as possible, and to establish and improve various public service cooperation networks with innovative thinking and leading technical means, to realize the effective governance form of cooperation between the government and other departments to promote public interests.

4.3. The Operation of the Governance Network

Liu Bo and Li Na analyze the network formation, network operation, network risk, and network governance effect of network governance from the dimensions of dynamic and static analysis of network governance. Combined with the relevant practice of local government, this paper probes into the relevant research levels and methods of local government network governance, and makes relevant research on the constituent elements and ways to improve the network governance ability of local government.

5. Summary

Due to the changes in the structure and management mode of the government under the networked governance environment, in addition to facing the challenge of crossing departmental boundaries and various resource constraints, to better provide public services in the new environment, the government must optimize its structural system and update its capacity system. Discussing the construction of service-oriented government from the perspective of network governance will provide effective solutions to some thorny public service problems. At the same time, the construction of service-oriented government from the perspective of network governance is a systematic new topic, and its theoretical construction and innovation research also need to be combined with the actual situation of our country and continue to deepen in the future practice.

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