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informatization of rural community governance: based on the BSC
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 Abstract

Chinese local government is trying to enhance rural community governance capacity by informatization faced with the reality of rural hollowing and demographic decentralization.In order to ensure the effective use of informatization in rural community governance, this paper explores the construction of the strategic performance evaluation system of Chinese local government promoting the informatization of rural community governance through clear its mission, core values, vision, strategy, clarity work objectives and key tasks and drawing its strategic map by the BSC.

Keywords: Informatization. Rural community governance. Performance appraisal. The local government.

1. Introduction

With the evolution of the rural power structure from "compulsory power" to "basic power", the status that "state compulsory" was the only management force had been broken,

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the rural grassroots social management had changed from "rule" to "governance" (Hailin Cao: 2009).Coupled with the tax reform in 1994 and the abolition of agricultural tax in 1996,the social governance capacity of Chinese traditional governance subject had been disintegrated(Yong Xu; Guoyun Zhu: 2013).

Thus the government stressed to build rural communities into" a well-managed, well-service, civilized and peaceful social living community." However, with the acceleration of industrialization and urbanization, most farmers work in the town constantly. As the subject of rural community governance, they are often "absent". Meanwhile, village-dismiss and town-combina make village committee and grassroots government further expand the rural management area, the traditional rural community governance "field"can't meet the needs of the new situation anymore. It's urgent to use informatization to set up a convenient information channel among villagers, village committee and grassroots government, reconstruct rural community governance "field", so that farmers, village committees and township governments can surmount the limits of time and space, implement communicate and resolve contradictions, then improve rural community governance.

Thereby informatization begin to be used in rural Chinese community governance. The local governments promote the informatization of rural community governance according to actual condition in succession. However, how to assess the work local government did to promote rural community governance informatization, so that make it an important means of promoting governance modernization and achieving good governance in rural community, has increasingly become the focus of attention. This paper uses the BSC to construct the performance appraisal system, with a view to provide reference for perfecting the performance evaluation system of local government on promoting the informatization of rural community governance.

2. Tool Selection for Performance Appraisal of Local Government on Promoting Rural Community Governance Informatization

It is to rebuild the "field" where villagers, the village two committees and township governments participate in rural community governance collaboratively, expand democracy orderly, improve the rural community governance system, promote governance modernization and achieve good governance in rural community that local governments promote the rural

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community governance informatization (Rongzhuo Chen; Ming Tang: 2014).

However, it's a common problem that the ideal goal and the reality of development cannot be effectively coordinated. Studies have shown that 60% to 80% of organizations have failed to meet the goals of the new strategy setting in the past 25 years (Robert Kaplan; David Norton: 2012). Local governments will also face this problem when promote rural community governance informatization. It is important to use scientific methods, means and tools in performance appraisal in order to reduce the gap between ideals and reality, promote the effective application of informatization in rural community governance. Performance evaluation has the corrective effect, once the result of local governments promoting the rural community governance informatization deviate from the anticipation, the influencing factors can be found according to performance appraisal, thereby take targeted measures to correct the deviation and return to normal orbit, ultimately achieve the goal of good governance in rural communities.

The Balanced Scorecard (BSC) is a performance management tool presented by Harvard University professor Robert Kaplan and David Norton in 1992. It transforms the strategic objectives of the organization into the concrete and balanced performance appraisal index system, and evaluates the realization status of these indicators in different time periods, so as to establish a reliable execution basis for the completion of the organization's strategic objectives. "While the initial focus and use of the BSC is to improve the management of for-profit organizations, it works better in improving the management of government agencies and non-profit organizations"(Robert Kaplan; David Norton: 2004). In developed countries such as America, the BSC has widely used in public domain performance appraisal. In recent years, China has also begun to actively study and explore the application of the BSC in government departments, institutions and other non-profit organizations, and achieved good results. In particular, Professor Fang Zhenbang has been committed to chinization of the BSC for many years, proposed for China's local government performance appraisal BSC model: with mission, core values, vision and strategy as the top,successively set stakeholders, ways to realization and safeguard measures under the guidance of them (Zhenbang Fang; Dingguo Wu ; Jian Tang: 2015). Owing to its scientificity, comprehensive nessandoper ability, the BSC is widely used in all aspects of local government performance appraisal practice.

As production and living community of specific villagers, rural communities are the basic unit of rural social management in China. The construction and management of rural

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communities are important contents of local government to fulfill the functions of social management. The BSC has unique advantages applied to performance evaluation of local government on promoting rural community governance informatization. (1) Can highlight the strategic focus of local government promoting rural community governance informatization. Rural community governance informatization is a complex project, involving all aspects, thus it's necessary to distinguish between primary and secondary, and seize the key. The BSC emphasizes the importance of strategic orientation, that is, focus on the organization's strategic performance areas, a few key work, core members and strategic information under the guidance of organizational mission, core values and vision (Zhenbang Fang; Yuanhai Luo: 2008).

With the BSC, we can clearly draw the strategic map of rural community governance informatization, clarify the strategic focus and key work of local government to promote rural community governance informatization, and help local government to carry out targeted work around the basis, mechanisms and effect of informatization using in rural community governance. (2) Can clarify the strategic orientation of rural community governance informatization. The informatization of rural community governance is to improve the rural community public management and service capabilities, so that realize the good governance goals of maximizing the public interest.

The BSC takes the way which undertakes and decomposes the target to develop strategic objectives hierarchically and separately, accurately defines the various strategic themes of the organization, implements strategic management through the construction of strategic center organization. It can help the local government to determine the goal of rural community governance informatization by stages, responsibility, task and subject according to the vision of good governance in rural communities. (3) Can coordinate the relationship among rural community governance informatization. Rural community governance informatization is to promote the effective communication, equal dialogue and consultation of rural community stakeholders such as villagers, the village two committees and grassroots governments by informatization means.

The BSC emphasizes the coherence of the various interest groups and ultimately creates organizational synergy (Zhenbang Fang; Yuanhai Luo: 2008). With the BSC, we can effectively counterpoise the strength and interests among villagers, the village two committees, grassroots government and other parties, which is conducive to local

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governments to promote rural community governance informatization. (4) Can facilitate the government and the public to promote rural community governance informatization. Rural community governance informatization need to combine government-led and public participation, to achieve effective interaction between the upper and lower. The BSC emphasizes high-level attention and full participation. The introduction of the BSC encourages both the local government and the majority of people to participate in the design of rural community governance informatization construction program, strive to ensure the correctness of strategic decision-making.

3. Strategy Map of Local Government Promoting Rural Community Governance Informatization Drawing

Strategic map is a visual representation of the causal relationship among organizational strategy elements (Zhenbang Fang; Yuanhai Luo: 2008). Through the drawing of strategic map, it can transform the strategy of rural community governance informatization into a series of strategic objectives and combinations with strategic themes as the basic unit, and take these specific, measurable and causal strategic objectives as the performance goals of local government on promoting the informatization construction of rural community governance, so that local government performance evaluation can be closely linked with rural community governance informatization construction strategy. Strategy map of local government promoting rural community governance informatization is to draw the top-level design, identify stakeholders, clear strategic theme and formulate safeguards (see Figure 1).
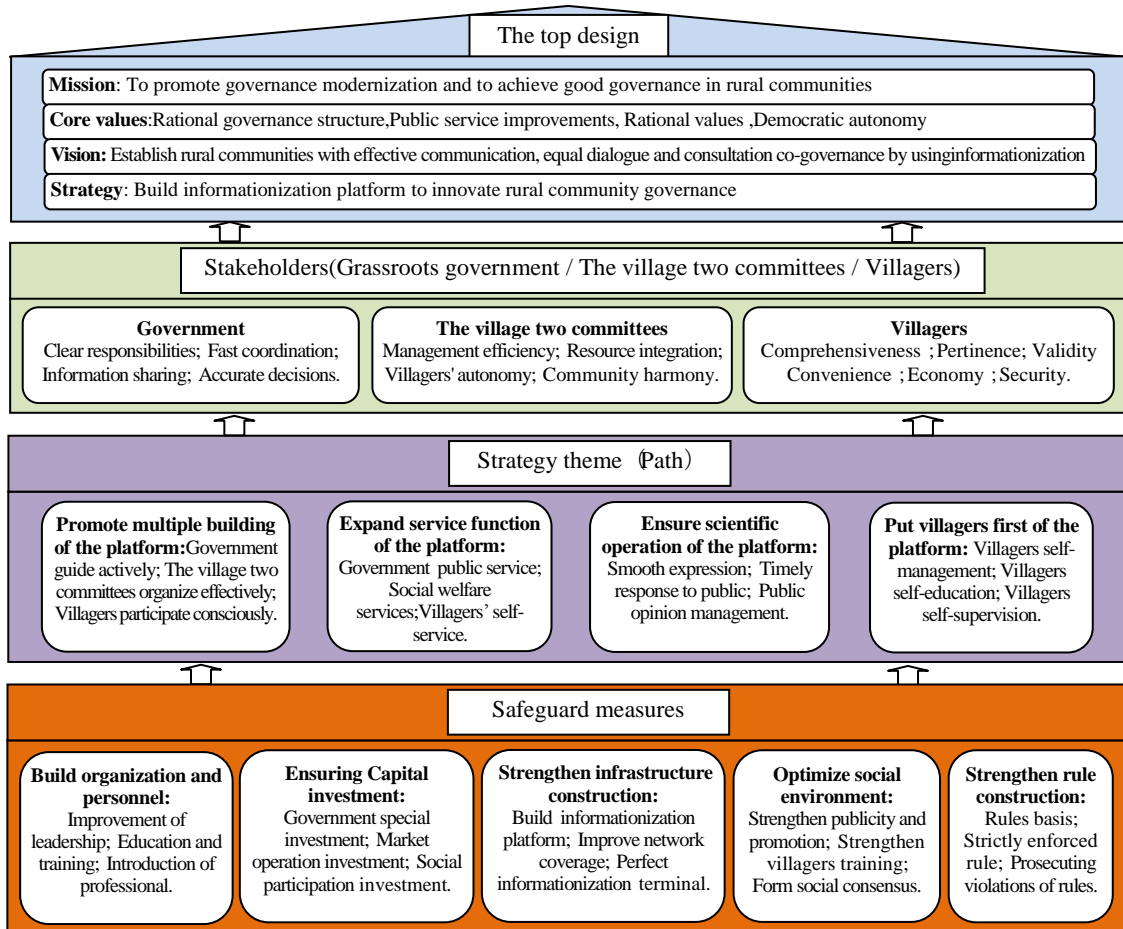
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Figure 1: Strategy map of local government promoting rural community governance informatization

3.1. Top-level design of local government promoting rural community governance informatization strategy map

Top-level design includes core values, vision and strategy of local government in promoting the informatization construction of rural community governance (Zhenbang Fang; Dingguo Wu ; Jian Tang: 2015). (1) Clear the mission of local government in promoting rural community governance informatization. In 2013, China proposed to promote the modernization of national governance system and governance capacity. Social governance is the cornerstone of state governance. Social governance must focus on urban and rural communities.

The mission of local government in promoting rural community governance informatization is to implement the national policy on the construction of rural communities, promote the modernization of rural community governance, improve rural community

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governance capacity, finally achieve good governance in rural communities. (2) Concise the core values of local government in promoting rural community governance informatization.

The core values of rural community governance informatization are "reasonable governance structure, improvement of public service, rational value orientation and democratic autonomy". Specifically, through the use of informatization in rural community governance, local governments promote the governance of pluralism within villagers, the village two committees and the grassroots governments, pursue efficient and excellent public service aimed at the actual needs of villagers, guide the villagers to rationally and legally express interests, enhance the villagers' consciousness and ability of participating in election, decision-making, management and supervision democratically. (3) Build vision planning of local government in promoting rural community governance informatization.

At present, the traditional communication face to face among villagers, the village two committees and grass-roots government has become extremely difficult because many villagers are absent and village scale becomes larger after village-dismiss and town-combina, eventually leads to high incidence of rural social conflicts and difficulties in cooperative governance in rural communities (Songjiang Wu; Dongping Xia: 2017). The vision of local government in promoting rural community governance informatization is to build a new "field" of rural community governance, break the barrier among the villagers, the village two committees and the grassroots government, eventually establish rural communities with effective communication, equal dialogue and consultation co-governance by informatization. (4) Develop strategy of local government in promoting rural community governance informatization. In order to fulfill the mission, vision and key task of centralized resource and development priority, the current strategy of local government to promote rural community governance informatization is to build an informatization platform which is affordable, useful and easy for all villagers, the village two committees and grass-roots governments and to innovate rural community governance.

3.2. Strategic theme of local government promoting rural community governance informatization strategy map

The strategic theme is the main work contents about the construction and operation of rural community governance informatization platform determined by local governments

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taking the top-level design as a guide after the mission, core values, vision and strategy of rural community governance informatization is clear (Zhenbang Fang; Yuanhai Luo: 2008).

At present, the local government of China should focus on the basic functions and tasks, adhere to the combination of forward-looking and feasibility, promote the development of both short and long term goals, ensure that the interests of all parties are coordinated, encourage the synergy participation of all parties involved, and identify the following strategic topics by responsibility, target and subject in promoting rural community governance informatization. (1) Promote pluralistic co-construction. The informatization platform construction of rural community governance need the government guide actively, the village two committees organize effectively and the villagers participate consciously.

Only in this way can we form a shared situation, promote the innovation and modernization of rural community governance by informatization, thereby form a new pattern of rural communities with multivariate collaborative governance. (2) Integrate services of all parties. It is an important content of rural community governance innovation to mobilize the enthusiasm of all parties, realize the effective integration and enhance the function of community service (Peidong Wang: 2013).

Relying on the informatization platform, the government can provide rural communities with public services more effectively, nurture and expand rural community public service, "promote citizens to assume responsibility for local government services" and service themselves effectively. (3) Ensure scientific operation. The rational principle of community governance is "the need for time and careful thinking, the need for opportunity to express views in time and be heard, and attitude of respecting for the views of others"(Richard C. Box: 2013). Through using informatization in rural community governance, local government should let the villagers express their views, listen carefully and timely response to public opinion; strengthen public opinion management, prevent some people who have ulterior motives to incite people's emotions, trigger public opinion crisis and intensify the contradiction between cadres and the masses.

The basic requirements for ensuring the effective use of informatization in rural community governance and achieving effective co-governance of rural communities by grass-roots government, the village two committees and villagers is listening and responsing to the public while managing public opinion. (4) Highlight the villagers-oriented principle. The democratic principle of community governance requires to "allow citizens to participate in

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self-governance more easily" and "give citizens more choices and opportunities of determining their community's future" (Richard C. Box: 2013).

Using informatization in rural community governance need to highlight the villagers-oriented principle, keep pace with the informatization age and construct the "field" of the villagers' autonomy, so that villagers can participate in community governance more easily at a lower cost,   realize self-management, self-education and self-supervision, accordingly promote the villagers' effective autonomy on rural communities.

3.3. Performance goals of local government promoting rural community governance informatization strategy map

The goal of the BSC system is the specific work of various aspects decomposed by strategy,which is the bridge between the implementation of strategic and performance evaluation (Zhenbang Fang; Dingguo Wu ; Jian Tang: 2015). Combined with the relevant achievements of Kaplan, Norton and Fang Zhenbang on the BSC research, this paper set the performance goals of local government promoting rural community governance informatization strategy map from three levels within the stakeholders, way and safeguard measures according to the actual situation of informatization in rural community governance and the role that local governments should play. (1) In terms of stakeholders.

The stakeholders of using informatization in rural community governance refers to groups that can promote the good governance of rural communities or will be influenced by the realization of the vision of good governance in rural communities, that is, the villagers, the village two committees and the grassroots government. Setting specific objectives of stakeholder using informatization in rural community governance according to the vision of good governance in rural communities.

The goal of the grassroots government is to achieve "clear responsibilities, fast coordination, information sharing and decision-making accuracy"; the goal of the village two committees is to achieve "management efficiency, resource integration, villagers' autonomy and community harmony"; while the goal of the villagers is to participate in rural community governance more "comprehensive, concrete, effective, convenient, economical and safe". (2) In terms of the way to realization. Aimed at the strategy of rural community governance informatization service platform, set objectives as "actively guide of government", "effective

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organization of the village two committees" and "consciously participate of villagers" under the strategy theme of platform construction; set objectives as "government public service", "social welfare services" and "villagers' self-service" under the strategy theme of platform function; set objectives as "smooth expression", "timely response to public" and "public opinion management" under the strategy theme of platform operation; set objectives as "self-management", "self-education", "self-supervision" of villagers under the strategy theme of platform foothold. (3) In terms of safeguard measures. There are needs for strong protection of organization, resources, environment and system when local governments promote rural community governance informatization.

Set objectives as "improvement of leadership", "education and training" and "introduction of professionals" under the strategy theme of organization of personnel; set objectives as "government special investment", "market operation investment" and "social participation investment" under the strategy theme of capital investment; set objectives as "construction of informatization platform", "improvement of network coverage" and "amelioration of informatization terminal" under the strategy theme of infrastructure;set objectives as "strengthening publicity and promotion", "strengthening the training of villagers" and "the formation of social consensus" under the strategy theme of environmental optimization; set objectives as "there must be laws to go by", "the laws must be strictly enforced" and "lawbreakers must be prosecuted" under the strategy theme of system construction.

4. **The Indicators of Local Government Promoting Rural Community Governance Informatization Performance Appraisal**

To ensure the strategic theme and each goal of local governments to promote rural community governance informatization be implemented, we must set specific performance indicators to measure it. It is the scientific and rational performance index system which makes the work of rural community governance informatization easy to implement and well executed. The performance evaluation indicators of local government promote rural community governance informatization must be set taking achieving good governance in rural communities as the ultimate goal and taking meeting the actual needs of the villagers, the village two committees and grass-roots government in rural community governance as

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springboard, while be helpful to discover the problems and summarize the lessons learned in advancing the informatization of rural community governance, and to promote the innovation of technological, mechanism service and management in rural community governance informatization. In this regard, there are basic principles must be followed:

(1)　　Scientificity. Define performance indicators normatively according to the features, status quo and development trends of local government promoting rural community governance informatization, so that the regularity and reality can be reflected objectively, simultaneously maintain a coherent relationship with the performance assessment objectives, thus carry out vertical and horizontal comparison easily, and reduce the performance appraisal error as far as possible to ensure the scientificity of performance appraisal. (2) Systematicness. It is a complex project that local government promotes rural community governance informatization. Performance evaluation indicators selection and construction should cover the input of human and property, the construction of the organizational system, the optimization of the social environment and other objective aspects, involve subjective feelings and actual needs of the villagers, the village two committees and the grassroots government at the same time. (3) Operability. First, the assessment index system should be simple, grasp the main contradictions and the main aspects of contradictions. Second, the assessment indicators should be practical and easy to collect. Finally, the stakeholders' subjective evaluation indicators should be easy to understand and perceive so that they can express judgments truly.

In summary, this paper set a specific performance evaluation index system of local government promoting rural community governance informatization learning from relevant results, combined with field research, according to the strategy theme and each goal (Table 1).The index system is generic as it covers all aspects of rural community governance informatization while it highlights the key, simultaneously includes both the objective and subjective evaluation index.

Table 1: The performance evaluation system of Chinese local government promoting the informatization of rural community governance

Terms	Goals	Objectives
Stakeholder Terms	Government personnels'satisfaction steadily improved	Clearness of each duties;speed of department coordination;Department information sharing degree;Efficiency and accuracy of decision; Work intensity reduction and efficiency improvement by using informatization in rural community governance.
	Village	Work intensity reduction, efficiency improvement; Better integration

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	cadres'satisfaction steadily improved	of community resources; Collecting social conditions and public opinion easily, coordination of community conflicts, and promoting Villagers' autonomy by using informatization in rural community governance.
	Villagers'satisfaction steadily improved	Participating in community public affairs management more comprehensive, more convenient,more economical and more efficient; access to specialized and high-quality public services;information security level by using informatization in rural community governance.
Path Terms	achieve multi-governance	The number of documents related to government promoting community governance; frequency of the village two committees organizing villagers to participate in community governance and the number of villagers conscious participating in community management by informatization.
	Improve community services	The types of public services government provides for the villagers,the types of services social forces provide for villagers, and the amount of information services villagers share.
	Use informatization rationally	Information publishing volume and update frequency of village level informatization platform (website, We Chat public number, QQ group) ;the number of views expressed by the villagers, the aging and number of government and the village two committees responding to the villagers; the frequency of rural community network public opinion.
	Promote democratic autonomy	The transparency of village affairs;the number of village affairs implementing democratic consultation;villagers complaints reduction rate; villagers petition reduction rate; "three public" annual rate of reduction; the number of villagers suggestion to be adopted.
Safeguard measures Terms	Build organization and personnel	The completion degree,the number of personnel and the number of personnel training of the rural informatization specialized agencies;the proportion of equipment, the proportion of college degree or above and the number of training of village-level information staff.
	Ensuring Capital investment	the amount of government investment, corporate funds, social resources donated funds and villagers information services expenditure in the construction of rural community governance informatization.
	Strengthen infrastructure construction	Village-level optical fiber coverage; village-level information service site coverage; village-level information platform proportion; the number of smart phones and acomputers villagers have.
	Optimize social environment	Government's propaganda of rural community governance informatization; the number of villagers to receive information training;villagers' concern about village-level information platform;the number of websites, We Chat groups, QQ group and other information platform establisand by other rural organizations and its activation.
	Strengthen rule construction	The number ,quality and implementation efficiency of systems related to rural community governance informatization and the intensity of dealing with irregularities.

5. Conclusion

As a scientific performance evaluation tool, the BSC can resolve the strategic goal of local governments to promote rural community governance informatization into operational specific targets, encourage the local government, the village two committees and the villagers to unite into an interest groups to achieve the common mission, core values, vision and strategy, so as to promote the effective use of informatization in the rural community governance. However, It is a complex and arduous task to use the BSC in performance

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appraisal of local governments promoting rural community governance informatization, and the following matters must be noted.First, the the relevance and weight of assessment. The performance evaluation indicators of rural community governance informatization should not only be designed in a strategic direction, but also must be matched and sorted according to the relevance of the strategy and its specific objectives to elect the important indexes and the weights of each index, thus better respond to strategic themes and aim at strategic objectives.

Second, the revision and improvement of assessment indicators. The use of informatization in rural community governance is in the stage of exploration. It needs to be improved and perfected according to the development of information technology and the construction of rural communities. Although most of the specific indicators of Table1 are universal and stable, they must be revised and perfected according to the reality of rural community governance informatization and the performance appraisal dilemma. We will focus on updating and enriching the indicators of areas with significant changes.

Third, the implementation of performance appraisal. The strategic performance evaluation of Chinese local government promoting rural community governance informatization is a systems engineering covers the subject, object, indicators, methods, processes and results of assessment and their close cooperation. In this regard, we should ensure the effective implementation of the strategic performance appraisal of rural community governance informatization from the aspects of determining the diversified subject of assessment, adopting the scientific evaluation method, establishing the standard assessment process and making full use of the assessment results so as to continuously enhance the application effect of informatization and achieve good governance and villagers' autonomy in rural communities.

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