

Research on the Performance Evaluation of Xi'an XX Development Zone Using BSC

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Received 23 July 2018; accepted 16 September 2018
Published online 26 October 2018

Abstract

Currently, the scale of the development zone in Xi'an has formed a structure of "four districts, one port, and two bases". In addition to the analysis of the ambiguous performance evaluation indicators and the single performance evaluation method in Xi'an XX Development Zone, this paper studies and analyzes the performance evaluation system, combining the strategic development requirements of the development zone with the current business practice, from aspects of financial, customer, internal business processes, and learning and growth using the BSC method. Moreover, it proposes the corresponding countermeasures in the following areas: change in concepts, organization training, culture construction of the management committee, and effective communication and performance improvement.

Key words: Balanced ScoreCard; Performance evaluation; Key performance indicators

Niu, Y. Y. (2018). Research on the Performance Evaluation of Xi'an XX Development Zone Using BSC. *Canadian Social Science*, 14(10), 50-60. Available from: <http://www.cscanada.net/index.php/css/article/view/10655>
DOI: <http://dx.doi.org/10.3968/10655>

INTRODUCTION

Performance is the work performance and operating outcome of an organization and its subsystems (departments, processes, teams, and individual employees) (Guo, 2013, pp.65-70). It includes both the employee's

working behavior and the results, and behavior is one of the conditions to achieve the desired performance results. As an important part of human resource management, performance evaluation provides accurate, basic information for all major components of human resource management. It can be said that scientific and effective human resource management does not exist without assessment. It is an important part of the five major systems that constitute the human resources development and management operating system. The existing evaluation of performance management is mainly the Balanced ScoreCard method (BSC), which was proposed by David Norton and Robert Kaplan in 1990. The method establishes a performance management system that "implements strategic guidance" from four perspectives: financial, customer, internal business processes, and learning and growth. It ensures effective implementations of corporate strategies and is the most effective strategic management tool to strengthen corporate strategy execution.

The Balanced ScoreCard is a new type of performance management system that implements the organization's strategy as actionable metrics and target values from the aspects of financial, customer, internal business progresses, and learning and growth (see Figure 1-1 for a Balanced ScoreCard). The purpose of designing a Balanced ScoreCard is to establish a performance management system that "implements strategic guidance" to ensure that strategies are effectively implemented. Therefore, people often call the Balance ScoreCard the most effective strategic management tool to strengthen the strategic execution of the enterprise. As a new type of performance management system, the Balanced ScoreCard, in addition of evaluation of the traditional financial performance, also proposes three new areas for assessment: customer, internal business processes and learning and growth: (1) financial – Can the company create value for shareholders? (2) Customer - How do

customers who directly purchase products and services provided by the company think about the performance of the company? (3) Internal business progresses - How does the company manage its internal business operations to meet customer expectations? These internal operations include meeting customer needs, retaining customers, financial plans, and so on. (4) Learning and growth - Does the company have the ability to continuously innovate and improve to achieve sustainable growth?

This article carries out the corresponding research based on such method. Xi'an, as the leading city in the economic development of the five northwestern Provinces, has successively established seven different types of development zones including high-tech industrial development zones, economic and technological development zones, new district in Qujiang, ecological

zone in Chanba, international port zone, aviation industry base in Yanliang and civil aerospace industrial base. It has formed a construction structure of "four districts, one port, and two bases". With the further deepening of the reform of the market economic system, the realization of the transformation of government functions and the improvement of government management efficiency has become one of the important goals of reform. As a key issue in the field of government reform and public management, performance management has become more and more valued by academics and officials. Because of this, this article selects Xi'an XX development zone as the research object. The author analyzes the impact of the establishment of performance assessment standards and methods on the performance evaluation of XX development zone, and proposes countermeasures to improve the performance management.

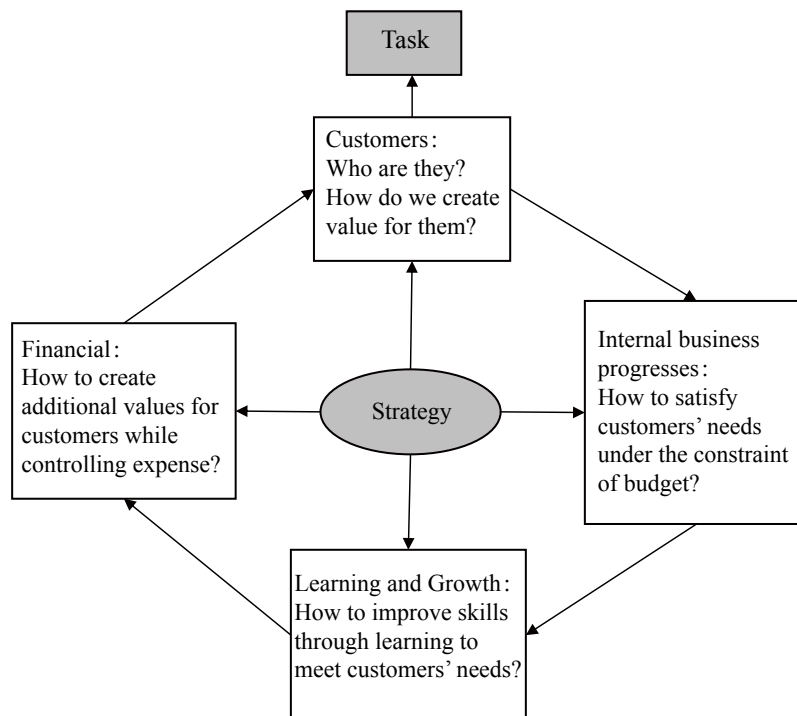


Figure 1
Diagram of the Balanced ScoreCard

1. ANALYSIS OF THE CURRENT STATUS OF PERFORMANCE MANAGEMENT IN XX DEVELOPMENT ZONE

1.1 Current Status of Performance Management

XX Development Zone has a jurisdiction of 129 square kilometers. Due to its own particularity, it has the dual characteristics of government and enterprise. In addition to perform administrative functions and social management functions in the general old city district, it also performs regional development and construction functions. It is responsible for its own operating profits and losses. Since its establishment in 2004, it has carried out eight

years of performance evaluation practice. Although the performance evaluation management method has been established, the performance evaluation implemented is mainly based on the target responsibility system of tasks issued by the government. However, the evaluation mainly focuses on the assessment of the overall objectives of each department. Target of evaluation is biased toward the department chair and group leaders. Methods of assessment mainly use democratic evaluation and the 360 assessment method. In addition, the scores are calculated according to the weighted percentage assigned by senior leaders, group leaders, and employee. The application of the assessment results is only used to select advanced departments and individuals and to honor the year-end rewards.

Table 1
Target Responsibility Assessment Index of Xi'an in 2015 (Functional Objectives)

No.	Work Responsibility	Lead Department	Assistant Department	Remark
1	Promptly promote the construction of financial business districts, earnestly do well in the pilot reform of the national service industry, and vigorously develop modern service industries with a focus on industries such as finance, commerce, tourism, and conferences and exhibitions. The total added value of the service industry will reach 1.5 billion. The number of newly added financial enterprises was three.	Development and Reform Bureau Financial District Administration Office	Other Bureaus	Feature index, 10 points
2	The general budget revenue was 675.93 million yuan, an increase of 20.6%.	Bureau of Finance	State Administration of Taxation, Local Taxation Bureau	4 points
3	The actual use of foreign capital was 43 million US dollars, an increase of 11.51%. The number of major investment projects in leading industries was one, with a total investment of 5 million US dollars; the actual introduction of domestic investment was 4.6 billion yuan, an increase of 50.2%, and the number of major investment projects in leading industries was 3, with a the total investment of 1 billion yuan.	Merchants Bureau	Other Offices	8 points
4	The investment in fixed assets was 13.5 billion yuan, an increase of 35%. Within it, the fixed assets investment in the service industry was 13 billion yuan, an increase of 30%.	Development and Reform Bureau	Other Bureaus	8 points
5	It has undertaken 16 municipal-level major construction projects, invested 5.094 billion yuan, and had 13 major projects with an annual investment of more than 100 million yuan.	Development and Reform Bureau	Other Bureaus	30 points
6	Complete the project of building safe housing. 400 sets of low-rent housing will be built or constructed; 300 sets of affordable housing will be completed. Ensure the newly started construction area of the resettlement housing is 50,000 square meters, and the demolition work of a village of 62,200 square meters (including 368 households with 489 persons) will be completed. Ensure the total investment is 1 billion yuan.	Bureau of Land	Other Offices	5 points
7	In accordance with the "Implementation Plan for the Comprehensive Reform of the National Service Industry in Xi'an City", formulate specific implementation plans, complete the key tasks in the plan; cooperate with the Municipal Development and Reform Commission to improve the planning system for the development of the service industry; cooperate with the Municipal Bureau of Statistics to establish and improve the comprehensive reform of the pilot statistical system in the service industry.	Development and Reform Bureau	Other Bureaus	5 points
8	Promote the construction of projects such as the National Information Security Industrial Park.	Merchants Bureau	EDB, Bureau of Land, and Bureau of Planning	5 points
9	Begin the large planting work and add 165,000 square meters of green space.	Bureau of Ecology	Other Offices	5 points
10	Reserve 2,000 acres of land.	Bureau of Land	Other Offices	3 points
11	Accelerate the construction of water ecosystem protection and restoration projects to ensure that the Ministry of Water Resources has passed the assessment on time.	Bureau of Ecology	Other Offices	4 points
12	Further improve the infrastructure construction, accelerate the process of regional urbanization, optimize the urban management system, strengthen the construction of security support capabilities, and improve the level of social management services. 500 new public parking spaces will be built.	Bureau of Planning	Other Offices	4 points

To be continued

Continued

No.	Work Responsibility	Lead Department	Assistant Department	Remark
13	Optimize the service process of enterprises entering the zone, explore and build an enterprise registration integrated service platform, improve the enterprise investment service archives, improve project approval efficiency, and build a high-quality and efficient investment environment.	Investment Service Center	Other Bureaus	4 points
14	The additional tasks of the municipal party committee and the municipal government in the steady growth and promotion of development decision-making.	Development and Reform Bureau	Other Bureaus	5 points

1.2 Issues

1.2.1 Performance Assessment Objectives Are Not Clear

The performance evaluation of the XX Development Zone Management Committee focuses mainly on “completion of objectives”. The goal of implementing performance evaluation is ambiguous. It is not clear why the performance evaluation is required, and the effect it can bring to the development zone is unclear. The responsibility and awareness of performance evaluation are weak. Employees cannot link the performance evaluation with the strategic development goals of the development zone, preventing the performance evaluation from playing a role in guiding the work direction of employees and motivating the realization of strategic goals. The assessment is more from the perspective of the department. The performance assessment is implemented into specific work and is regarded as a specific mean to achieve goals and responsibilities. The evaluation of the “target responsibility system” forgets to integrate with the development strategy and objectives of the development zone and only focuses on the qualitative aspect. The main assessment items are not quantified, resulting in performance evaluation failing its goals and outcomes of guiding and promote employees.

1.2.2 A Single Performance Evaluation Indicator

The setting of performance evaluation indicators is more based on the decomposition of the target responsibility system, and the responsible persons of each department often set the indicator only based on the results. The assessment indicators set short-term goals and long-term goals and overall goals and departmental goals. The balance between departmental goals and individual goals and outcome goals and motivational goals are often neglected, and the completion of such goals is often slowed down by other assisting departments.

1.2.3 A Simple Performance Evaluation Method

Currently, the performance evaluation of civil servants is still used, which mainly focuses on the five aspects of “virtue, ability, diligence, performance, and integrity”. The method of democratic evaluation is applied. This qualitative evaluation method will inevitably lead to the

evaluation of people’s work performance. The lack of effective evaluation methods and tools for people’s work performance can result in the unreasonable and subjective evaluation of employees’ job performance and even vague evaluations of the employee’s work performance based on personal dislike or the personality of the employees. It leads to inaccurate assessment results and even a certain preference, which dampens the employee’s work enthusiasm and loses the incentive effect of performance evaluation.

1.2.4 Lack of Channels for Effective Feedback

For the assessment of internal staff of the department, the method is mainly based on the scores from its own department, which is usually determined by the department head. The department head often assign the same, full score to every employee because of factors such as relationships with others and reputations. Under such circumstances, the employees already know their scores before the assessment is completely finished. The employees do not know their shortcomings or the direction of their future efforts. This cannot motivate the employees and lead to mandatory missing of the “performance feedback”.

1.3 Causes

1.3.1 Lack of Intrinsic Motivation to Implement Performance Evaluation

On one hand, in the administrative system, the administrative preparation lacks scientific argumentation procedures and clear, specific legal provisions, and there is no strict, detailed review of the budget of the XX development zone, which has caused the long-standing problem of budget being subject to the formulation. The existing preparation management and budget system arrangements enable the agency to pursue the maximization of its own benefits without the guidance of the concept of “customers come first” and public-oriented. On the other hand, the research on performance evaluation is still quite weak. The mathematics, operations research, statistics, and other disciplines required for quantitative research in evaluation have not been well integrated or improved. At the same time, the closeness and mystery of the government departments have made

the XX development zone performance evaluation lack of corresponding information, resulting in insufficient stamina of the research.

1.3.2 Lack of Competition Awareness

In recent years, due to the lack of competition awareness,

the distribution of personal interests of employees within the organization still maintains the distribution mode of egalitarianism, and the performance of employees and their income is not really related. Therefore, in this case, the employee work lacks enthusiasm and initiative.

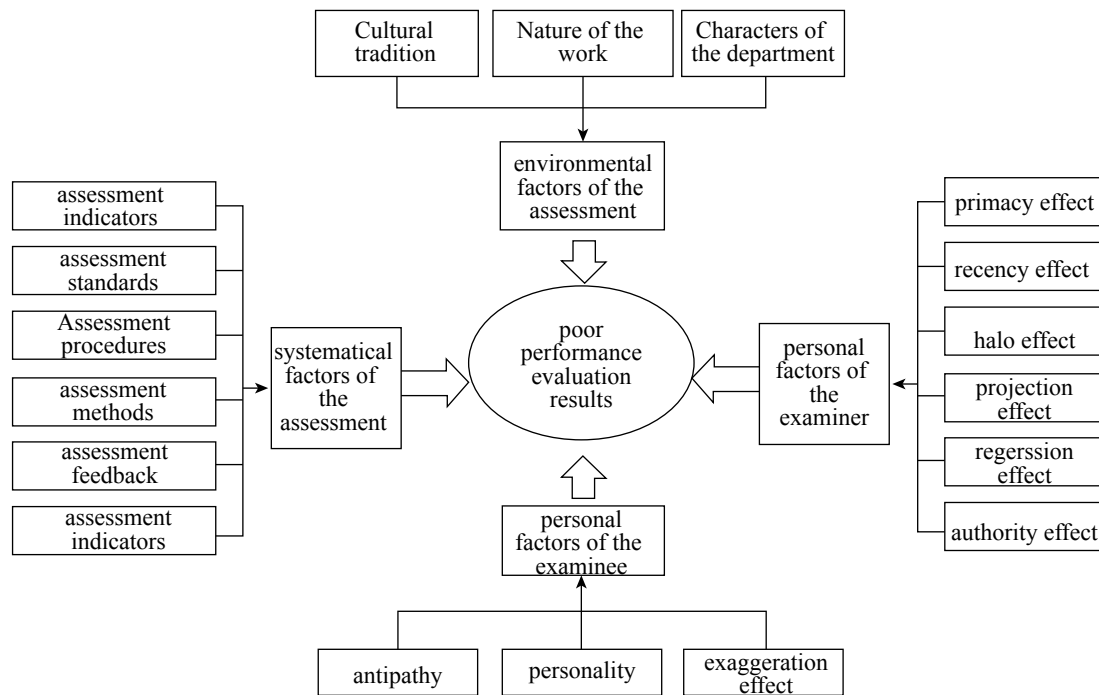


Figure 2
Factors of the Poor Performance Evaluation Results in XX Development Zone

2. COUNTERMEASURES FOR IMPROVING THE PERFORMANCE EVALUATION OF XX DEVELOPMENT ZONE

Based on the current status of performance evaluation management and problem analysis in XX Development Zone, this paper proposes to improve the performance evaluation as follows:

2.1 Scientific and Rational Design of the Performance Evaluation Procedure

Drawing on the performance evaluation design experience of other development zones and combining with relevant literatures, the BSC (Balanced ScoreCard) was introduced

into the performance evaluation system of the XX Development Zone to establish a performance evaluation model in the following four aspects: cost-profit (financial), internal management (internal business processes), public value (learning), and user satisfaction (customer). It includes determining the objectives of performance evaluation, clarifying the principles to be followed in performance evaluation, selecting applicable performance evaluation methods, constructing an indicator system for performance evaluation, setting corresponding weighted percentage on performance evaluation indicators, clarifying the main body of performance evaluation, its objects, the implementation design of performance evaluation, and the application of performance evaluation results.

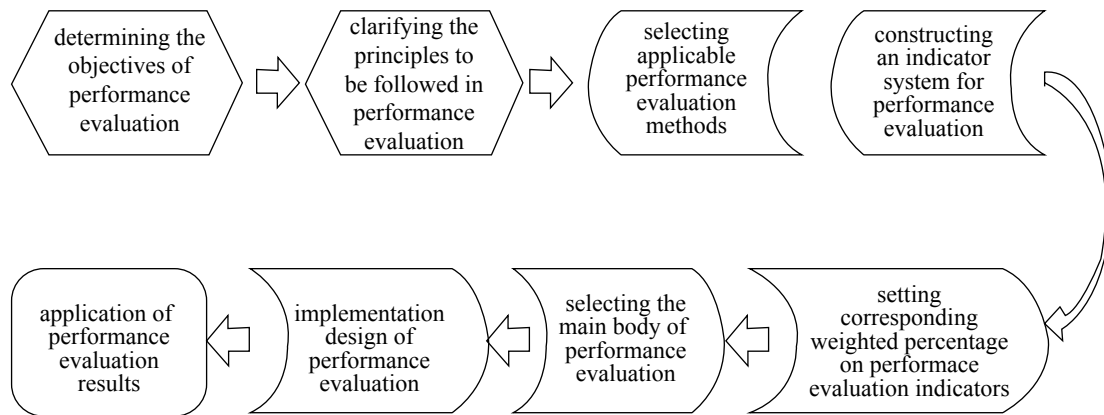


Figure 3
Design of Performance Evaluation of XX Development Zone

2.2 Construct a Reasonable Performance Evaluation Indicator System

According to the operation system and management status of the XX Development Zone, the assessment indicators are designed to include four categories, namely, the public key indicators, the special key indicators, the democratic evaluation, and the award points. Among them, the general key indicators refer to the basic assessment indicators that all 13 departments in the XX Development Zone need to bear or relate to. They are common indicators for various departments and mainly focus on the work efficiency, government affairs disclosure, departmental cost control (office expenses and relevant government basic work such as reception expenses), team building, and communication and work among four cities. The special key indicators refer to the key indicators that need to be taken care of by specific departments. They are based on the development strategy of the XX Development Zone and are categorized with respect to the responsibilities of each department. The assessment indicators that are borne by the department that is responsible. The special key

indicators are assessment indicators with individuality. The democratic evaluation and the award points refer to the projects in which the overall performance of each department is outstanding and is praised by the higher-level department. In order to achieve effective incentives, according to the fourth point of the principles selected for the assessment, the general key indicators in the XX Development Zone shall include additional award points. Considering that the general key indicators are basic and related to administrative affairs, the vast majority indicators have the characteristics of being qualitative. The additional points are added based on the recognition awards of their counterparts or relevant departments, that is, the department awards points. The implementation of strategic performance evaluation tools such as Balanced ScoreCard and key performance indicators are inseparable from the support of performance evaluation methods and techniques. In order to maintain the continuity of the performance management method of the XX Development Zone, in conjunction with the actual situation of the XX Development Zone, the democratic evaluation will be kept.

Table 2
Categorization of Performance Evaluation Indicators in XX Development Zone

Category of indicators	Interpretation of indicators
Public Key Indicator	The general key indicators refer to the basic assessment indicators that all 13 departments in the XX Development Zone need to bear or relate to. They are common indicators for various departments and mainly focus on the work efficiency, government affairs disclosure, departmental cost control (office expenses and relevant government basic work such as reception expenses), team building, and communication and work among four cities.
Special Key Indicator	The special key indicators refer to the key indicators that need to be taken care of by specific departments. They are based on the development strategy of the XX Development Zone and are categorized with respect to the responsibilities of each department. The assessment indicators that are borne by the department that is responsible. The special key indicators are assessment indicators with individuality.
Democratic Evaluation and Award Points	The democratic evaluation and the award points refer to the projects in which the overall performance of each department is outstanding and is praised by the higher-level department. In order to achieve effective incentives, according to the fourth point of the principles selected for the assessment, the general key indicators in the XX Development Zone shall include additional award points. Considering that the general key indicators are basic and related to administrative affairs, the vast majority indicators have the characteristics of being qualitative. The additional points are added based on the recognition awards of their counterparts or relevant departments, that is, the department awards points. The implementation of strategic performance evaluation tools such as Balanced ScoreCard and key performance indicators are inseparable from the support of performance evaluation methods and techniques. In order to maintain the continuity of the performance management method of the XX Development Zone, in conjunction with the actual situation of the XX Development Zone, the democratic evaluation will be kept.

2.3 Decomposition of the Constructed Assessment Objectives

According to the framework and ideas of the Balanced ScoreCard, this article decomposes the strategic objectives of the XX Development Zone from the four aspects: financial, internal business process and operation, learning and growth, and customers. Among them, the financial aspect focuses on controlling expense and improving revenue; the internal business process and operation aspect is an important embodiment to improve service efficiency and service quality; learning and growth guarantee important service quality and service efficiency; market and customers reflect the users' satisfaction in the jurisdiction direct. The strategic interpretations of the indicators based on the Balanced Scorecard are shown in Table 2. In terms of the financial aspect, in order to meet the strategy "strive to build two strong platforms for investment attraction and financial construction", the KPI index of the XX Development Zone is set as fiscal revenue, and the main tasks are financial fund management and construction management, income from land transfer, supporting fee, and tax revenues. In terms of internal business processes and operations, the government

and the participating companies shall be satisfied with the evaluation. The main tasks are departmental process optimization, human resource management, departmental organization and management, and political construction. Learning and growth focus on the operational efficiency and the completion rate of internal control objectives. Its main task is building organizations for training and learning. In order to strengthen investment promotion in the aspect of market and customers, the main task is to strengthen the investment attraction for customers such as top 500 enterprises and lead production enterprises that drive regional industries and rapid image development. For example, in the aspect of market and customers, the main driving factors are government affairs disclosure, brand building, industrial development, key project constructions, image construction, etc., while the main driving factors in finance are expense control, investment attraction, fiscal revenue, financing, etc. These driving factors transfer into departmental KPI index. According to the role played by each department in achieving these KPI index, the relevant departments are divided into two categories: the responsible department, the relevant and assisting departments.

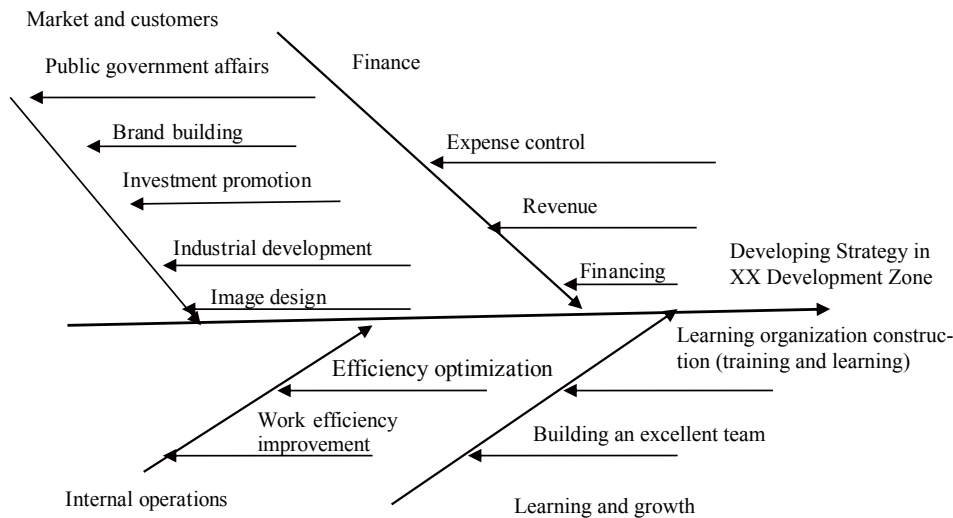


Figure 4
Strategic Driving Factors in XX Development Zone

Table 3
Strategic Decomposition of XX Development Zone Based on Balanced Scorecard

Aspects	Basic KPI index of management committee	Developing strategies	
		Description of strategies	Main tasks
Financial	Financial revenue and financing	Focus on building tow strong platforms for financing and land transferring	Financial fund management and construction management, income from land transfer, supporting fee, and tax revenues
Internal business processes and operations	Satisfactory evaluation of government and enterprises	Increase land management, improve the urban environment, continuously promote the healthy and orderly development of various social undertakings, achieve new breakthroughs in ecological governance, new district construction, and industrial development, and successfully apply and build a national-level XX Development Zone.	Department process optimization, human resource management, departmental organization management, and political construction

To be continued

Continued

Aspects	Basic KPI index of management committee	Developing strategies	
		Description of strategies	Main tasks
Learning and growth	Operational efficiency improvement rate and internal control target completion rate	Improve work efficiency and promote learning organization and excellent team building	Training and design a learning organization
Market and customers	Strengthen investment promotion efforts	Strengthen the investment attraction for customers such as top 500 enterprises and lead production enterprises that drive regional industries and rapid image development	Service level improvement, Customer satisfaction during the investment promotion, and make relevant preferential policies to attract enterprises to settle in

2.4 Determine the Weighted Percentage of Performance Indicators

The key task of XX Development Zone performance evaluation is to build a multi-integration value evaluation system to adapt the rapid development of XX Development Zone. The multi-integrated performance evaluation system focuses on guiding employees in different categories and levels to understand the value and responsibility of employees at different categories and levels. Based on this principle, the weighted percentage of performance evaluation indicators should be roughly the same, with a benchmark of 10% and a deviation of 5%. The final points of the four categories of assessment indicators are: 10 points for public key indicators, 80 points for special key indicators, 5 points for democratic evaluation indicators, and 5 points for departmental awards points. The weights of the four categories of indicators thus are 10%, 80%, 5%, and 5%, respectively.

Table 4
Weighted Percentage of Indicators

Category	Public key indicators	Special key indicators	Democratic evaluation indicators	Departmental awards points
Points	10	80	5	5
Weight (%)	10%	80%	5%	5%

A. The internal weight of the public key indicators for assessment is 10 points for administrative expense control, 20 points for work efficiency (communication and complaints), 15 points for work among four cities, 10 points for public service (office), 15 points for government affairs, 10 points for work disciplines, 10 points for the quality of the official document, and 10 points for training and learning. So the final weight of the public key indicators are 10%, 20%, 15%, 10%, 15%, 10%, 10%, and 10%, respectively.

Table 5
Weighted Percentage of Public Key Indicators

Category	Driving factors	Departmental KPI	Points	Weight (%)
Financial	Expense control	Administrative expense control	10	10%
Market and customers	Public Government affairs	Work efficiency (communication and complaints)	20	20%
	Image building	Work among four cities	15	15%
Internal business processes	Work efficiency improvement	Public service (office)	10	10%
		Government affairs	15	15%
		Work disciplines	10	10%
Learning and growth	Learning organization	Quality of the official document	10	10%
		Training and learning	10	10%

B. The principle of setting the weight of the special key indicators is: (1) heavier weights for quantifiable key projects and key tasks, mainly referring to economic categories such as financing, land, investment, provincial and municipal key project progress, amount of investment, expense control, and other indicators, while reducing the weight of the relevant indicators on administrative work, mainly refers to administrative affairs, logistics

management, and daily work; (2) to increase the weight of the corresponding indicators of the responsible department and the lead department, but the indicators weight corresponding to the relevant and assisting departments should be reduced; (3) the weights should be set according to the importance of the work and the amount of tasks. The weights of the indicators corresponding to more important work and tasks should be larger; (4) to set the

floating bonus points for quantifiable indicators, such as add points for the amount of tasks accomplished or subtract points for the amount of tasks are not completed, and set a fixed weight for non-quantifiable indicators. Taking the Finance Bureau as an example and listing

the weights of the special key indicators of the Finance Bureau. Therefore, the final weights of the special key indicators of the Finance Bureau are 20%, 65%, 10%, and 5%, respectively.

Table 6
Weighted Percentage of Special Key Indicators of the Finance Bureau

Category	Driving factors	Departmental KPI	Points	Weight (%)
Financial	Expense control	General financial expense control	5	5%
		Project construction expense control	15	15%
	Financing	Financing channel construction and financing amount	20	20%
Market and customers	Tax revenues	Tax revenues	15	15%
		Supporting fee	15	15%
		Income from land transfer	15	15%
Internal business processes	Work efficiency improvement	Financial reimbursement approval process	5	5%
		Yearly financial budget	5	5%
Learning and growth	Learning organization	Training and learning on financial professional knowledge	5	5%

C. The weight of the democratic evaluation indicators and the award points are determined. The points of the five secondary indicators in the democratic evaluation indicators are finally determined as 20 points of political quality, 20 points of work ability, 20 points of work style, 20 points of work performance, and 20 points of honesty and self-discipline. The final weights are determined to be 20%, 20%, 20%, 20%, and 20%, respectively. The two secondary indicators of the award points consist of 50% of the contribution in major work and 50% of the special work.

Table 7
Weighted Percentage of Democratic Evaluation Indicators

Democratic evaluation indicators	Points	Weight (%)
Political quality	20	20%
Work ability	20	20%
Work style	20	20%
work performance	20	20%
Honesty and self-discipline	20	20%

Table 8
Weighted Percentage of Democratic Evaluation

Scope of democratic evaluation	Management committee leader	Group leader of the institution	Employee	Group leader of other organizations
Department	40%	30%	30%	-
Department leader	40%	30%	15%	15%
Employee	-	60% (group leader of the institution)	40% (employee of the institution)	-

Table 9
Weighted Percentage of Award Points

Award points	Points	Weight (%)
contribution in major work	50	50%
contribution in special work	50	50%

3. INDICATORS FOR PERFORMANCE EVALUATION

Among the special key indicators, there are more quantitative indicators, such as financing amount, number of investment, number of land acquisition, and number of demolition. In the public key indicators, there are more qualitative indicators, such as official document quality, work efficiency, work among four cities, and other qualitative indicators. All indicators in democratic evaluation indicators are qualitative indicators. Some departments that support the auxiliary functions, such as the XX Development Zone Management Committee Office and the Supervision and Audit Bureau, are all qualitative indicators. Qualitative indicators are difficult to measure with data. In an actual operation, the examinee of the assessment is often scored by the examiners' impressions. In the assessment, the actual performance of the employee is often not reflected, and egalitarianism is not shown. Everyone often has the same score, which causes the assessment becoming formality, and the assessment results cannot be applied. In view of the weakness of the qualitative indicators during the assessment process, the author has developed the following assessment measures.

First, for the indicators of responsibilities and the tasks of the project, the qualitative KPI indicators are decomposed into two categories: time and quality. When examining qualitative KPI indicators from the aspect of time, the indicators can be divided into three sub-categories for scoring: completed in advance, completed on time, and delayed. The earlier the completion is, the higher the score will be. The score is between 85 and 100 points. The score for on-time completion is between 80 and 85 points, and the more delayed the completion is, the lower the score is, which is usually below 60 points. When the qualitative KPI indicators are evaluated according to their qualities, the result of the KPI indicators can be examined. The quality standards can also be divided into three levels: good, mediocre, and poor. The better the quality is, the higher the score will be. The score for "good" is between 85 and 100 points, 70-85 points for "mediocre", and 60 points or less for "poor". Moreover, it is necessary to set the weights of the two categories: time and quality. In a specific assessment, it is necessary to consider the category of interest and set the weight of that category higher. If the time is more of the interest, then the weight of the time should be increased, and it can be

more than half. On the other hand, if the quality is more of the interest, the weight of the quality should be increased.

Second, set specific criteria for an assessment. After the assessment categories and weights have been decided, it is necessary to consider setting specific criteria and methods for an assessment to minimize the impact of human factors and to make the assessment more operable. The formulation of assessment criteria is formulated with reference to the level description method, key event method, and milestone. The level description method is to classify the work performance or work results, define the levels according to data or facts, and assign the examinee a score. The key event method is to formulate a corresponding standard for important key events that affect the work, and the examinees are evaluated and scored based on this. The method for determining the milestone is targeted for the work with a time limit. The corresponding scoring system is designed according to the events, and examinees are evaluated using such system. Among them, the behavior level description method is applicable to the classification of work results or work performance, and is applicable to exam repeated or frequently performed tasks in actual operations because the level of difference in repeated or frequently performed work can be more clearly described using data or facts. The key event method is applicable to the standard setting of the specific key indicators in the department; the determination of the milestone method is more suitable for short-term project work with specific time limits.

CONCLUSION

In conclusion, through research, it is found that there are still some issues in the performance evaluation of XX Development Zone, mainly in the following aspects: the understanding of performance evaluation is not deep enough; the agreement between performance evaluation and the strategic goal of XX Development Zone is not high; the performance evaluation index is not really targeted, and indicators are too vague; performance evaluation methods are relatively simple and are too concentrated on the evaluation of people; the lack of feedback communication and the rational use of performance evaluation results. Because the XX Development Zone has the characteristics of "enterprise kind of government", it is between the government and the enterprise in terms of management. Therefore, it is necessary to take into account the characteristics of both the government and enterprises in terms of indicator setting and assessment methods. In the index setting, this article combines the evaluation indicators issued by Xi'an Municipal Government with the development of strategic objectives of XX Development Zone, and combines quantitative assessment with qualitative assessment. In terms of assessment methods, performance assessment

and democratic evaluation are integrated, establishing performance evaluation models in the following four aspects: cost-benefit (financial), internal management (internal business process), public value (learning and growth), and user satisfaction (customer). In order to ensure the smooth implementation of performance evaluation, the management of XX Development Zone communicates the organizational strategic objectives to all employees, communicates with everyone through meetings, trainings, and seminars, and prevents employees' misunderstanding and prejudice because it knows places where the evaluation process can easily go wrong. It helps each employee identify with the performance evaluation plan and actively set the evaluation goals in order to develop a reasonable evaluation objective.

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