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WORLD MARITIME UNIVERSITY

Dalian, China

**A Study on Appraisal of Government Performance
in Zhuhai Marine Pollution Prevention
Management**

By

China

A research paper submitted to the World Maritime University in partial
Fulfillment of the requirements for the award of the degree of

MASTER OF SCIENCE

(MARITIME SAFETY AND ENVIRONMENTAL MANAGEMENT)

2013

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Declaration

I certify that all the material in this research paper that is not my own work has been identified, and that no material is included for which a degree has previously been conferred on me.

The contents of this research paper reflect my own personal views, and are not necessarily endorsed by the University.

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Title: **A Study on Appraisal of Government
Performance in Zhuhai Marine Pollution Prevention
Management**

Degree: **MSc**

Abstract

This paper based on the performance evaluation of government performance and its related theories, take the marine pollution prevention management as an example, finish the theoretical construct of the maritime administration of pollution prevention management government performance evaluation system, and discuss the feedback of performance evaluation results.

KEYWORDS: marine pollution prevention, government performance evaluation

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Chapter I Introduction

Government performance evaluation, is the government itself or other social organizations, through a variety of ways for government decision-making and management practices arising from the political, economic, cultural, environmental and other short-term and long-term effects to analysis, comparison, evaluation and measurement(Cai, L. H, 2002). Assess the performance of the government is an important system and effective manner to standardize administrative practices, improve administrative efficiency.

Maritime Administration is is an important component of the government's public management. By using the marine pollution prevention management government performance evaluation system, we can continue to improve service levels and efficiency, and we can have better protection of the clean sea.

Chapter II Government Performance and Performance Evaluation

2.1 Government Performance

Since 1970s, Government Performance has become the focus of public administration. The Western developed countries have set off a remodeling of the Government's reform movement to address economic stagnation, crisis management, financial crisis and the public satisfaction with government and other issues down. In this "entrepreneurial spirit of reform government" movement, performance evaluation, common in enterprise management concept, is introduced into government, and it asks the government to focus on performance, increases staff awareness of service, service capacity and service quality, and reshapes the relationship between government and society as well.

Government performance, is also known as the "public productivity", "national productivity", "public organizational performance", "government achievements", "government action" and so on(Cai, L. H, 2002). Experts and scholars from home and abroad generally believe that government performance refers to the government's performance in social management, effectiveness, efficiency and management efficiency and effectiveness of the government in the exercise of its functions, the implementation of which will of course reflect the management capabilities(Ma, Q. L, 2003). Government performance is not simply a performance level concept, it also includes government costs, government efficiency, political stability, social progress and development, including the expected meaning. From the frame, the government performance mainly includes economic performance, social performance, political performance:

2.1.1 Economic performance

Economic performance is manifested in the protection of different and innovative economic model of sustainable development, namely economic expansion, not only in quantity, but also in the structure under the premise of reasonable quality improvement. Good economic performance also includes macroeconomic policies, which is a high degree of sustainable development, and the government can supply promote coordinated economic and social development. In the government performance system, economic performance is the main content of government performance and external performance in the whole system, and it plays a fundamental role(Cai, L. H, 2003). Without economic performance, the social performance and the performance will lack of material support, and the political, social, and political performance will not last.

2.1.2 Political performance

The political performance most frequently manifests of the institutional arrangements and institutional innovation under the market economy. Market economy rules of the game or the supply of social order is an institutional arrangement, which is one of the core competencies of the government(Cai, L. H, 2003). The stronger ability of the government on institutional arrangements, the easier it embodies political performance(Ma, Q. L, 2003). Political performance is the hub and core of the government performance. Economic performance and social performance also requires political performances as a legal and institutional guarantees and safeguards. Political performance is also a government decision, a direct result of government administration.

2.1.3 Social performance

Social performance is economic development based on the overall social progress. Social progress is rich in content, including the improvement of people's living standards and improved quality of life. If the public service is supplied timely, social order is good, and people live and work in peace. Social performance is the value system of government performance goal. Without the social performance, economic performance would not realize the significance and value, and will lose the social basis of political performance.

2.2 Performance Evaluation

Performance Assessment research has nearly a hundred years of history, and there has been some rich research results(Ma, Q. L, 2003). However, it is not an easy task to give an accurate and complete definition to the performance assessment. It is because the performance evaluation of human resource management is one of the most difficult tasks, and the performance assessment design and implementation is a systematic engineering. Furthermore, the researchers may have different understanding and definition of performance evaluation as the result of different research perspective, different subjects of study and research starting point(Cai, L. H, 2007). Some representative definitions are listed as follows.

American scholar Lange Wisner said: "The performance evaluation is based on the fact that, in an organized manner, objectively assess the characteristics of each person within the organization, including their qualifications, habits and attitudes relative value, and determine their capabilities, operational status and work adjustment of the process."(Cai, L. H, 2003)

British scholar Rossler (A.Longsnor) believed that "performance evaluation is to

clarify the ability, working conditions and job adaptability of employees, as well as the relative value to the organization is organized, seek truth from facts evaluation. The concept of performance evaluation includes the summation of evaluation procedure, standard and method.”(Cai, L. H, 2003)

Japanese scholar Matsui Ni believed that “Performance evaluation is a part of human resources management system, by evaluation of the assessed daily duty behavior were observed, recorded, and on the basis of facts according to certain objective evaluation, in order to achieve the training, development and utilization of the ability to organize members.”(Cai, L. H, 2003)

Therefore, performance evaluation can't be understood from a single level, in general, to understand the performance evaluation can be carried out at two levels: (1) the individual level, the performance evaluation is based on individual job performance and personal contribution(Ni, X , 2007); (2) the organizational level, is to the enterprise, government, public sector performance evaluation, and the content is more complex. Consequently, performance evaluation can be defined as: the accurate evaluation of individual or organizational performance, achievements and practical actions, by using scientific standards, methods and procedures. Performance evaluation is the core of performance management(Ni, X , 2007). Provide the assessment object performance information through evaluation, encourage and promote individuals, departments, between the organization and the organization's competition, to help the public supervision, and can also be found by diagnosis and evaluation object problems and puts forward measures for improvement, so as to promote the working efficiency and improve the quality of service.

2.3 Government Performance Evaluation

2.3.1 the Contents of Government Performance Evaluation

For the government performance evaluation, many different theorists have explained it. Authoritative definition of the view that the so-called government performance evaluation is based on the judgment of management efficiency, capacity, quality of service, public liability, public satisfaction and other aspects, and on the assessed and grade the effect which reflected by the inputs, outputs, outcomes of government's public sector management process. Government Performance Evaluation is the extensive application of information technology and democratic development on the government's requirements. Specifically, the government performance evaluation covers two aspects. On the one hand, as a government reform and improvement of the internal management measures, government performance evaluation reflecting the deregulation and market-oriented reform orientation, is a results-oriented control. For the reform of the internal management in the public sector, the performance evaluation embodies not an abandon regulation, but a new public accountability mechanism: request for results, responsible for the quality of the public.

On the other hand, the government is to improve public sector performance evaluation and public relations, to strengthen public trust in government measures, and to reflect the services and customer-oriented management philosophy. With the changing role of the government, the basic operation mode of adjustment functions, administration of government, the government, the public market and social relations change as well. The relationship between the government and society has been changed from the relationship between the

governors and the governed into public service providers and consumers. The public sector is mainly exercising public authority in order to achieve the public interest, effective delivery of public services and initiatives for the public benefit. Therefore, providing public services should have its meaning according to the public's need.

2.3.2 Function of Government Performance Evaluation

In order to improving government performance, public management has always been one of the major objectives pursued. The government performance evaluation is an important aspect of building a service-oriented government. The important thrust of the concept helps to supervise the implementation of government policies, and determine the direction of service-oriented government. Specifically, the function of government performance evaluation is mainly reflected in the following aspects:

(1) In the economic function, it is conducive to build efficient government. Whether the government is functioning fine or whether it can provide good public service functions in the economic field is to see the government's major operating efficiency. To some extent, the operating efficiency of government affects the government functions effectively. Government Performance Evaluation insists the idea of "for serving for customer , answering for customer, pleading customer", highlighting the role of government services which is the judgment of the level of government management, operational efficiency, quality of service, public responsibility and social satisfaction. Performance evaluation can be understood through the work achievements and problems. Based on assessment results, adjustment and improvement of the work of the government will be made to help to improve government efficiency.

(2) In the political function, it is conducive to build a responsible government. Responsibility is the basic embodiment of a country's culture and values. It is one of the cores of national soft power. Government exercise of power is understandable, but the responsibility is the first prerequisite. In March 5, 2010 at the government work report, Premier Wen Jiabao proposed in the three session of the eleven National People's Congress "to create conditions for the people to criticize and supervise the government"(Government Work Report, 2010). Methods in the government performance evaluation introduced in the public evaluation, absorbed the views of the public, the results to the public, to facilitate public supervision. It can effectively increase the public's awareness on the government's supervision, and make the government behavior towards the open, change the mode of sunlight, and continuously strengthen the government's responsibility to the public, to improve the government responsibility consciousness.

(3) In social functioning, it is conducive to build a service-oriented government. Government performance evaluation is a powerful guide. People will focus on the area where is assessed. Under the rapid development of the market economy, the government's most important and extensive function and most fundamental task is to provide public services according to the requirements of the development of society and the public need. Government is the representative of the public interest, judge, maintenance and facilitator, and also is the provision of public services. The government's service quality, service and other forms of performance evaluation will play a role in promoting the concept of service, and be conducive to building service-oriented government.

2.3.3 The Selection Principles of Government Performance Evaluation Indicators

Government performance evaluation index is a measurement of the strength of government performance (Chi, F. L., 2003). To make good use of this effective and reliable measurement tool, and to make the evaluation results comprehensively, objectively or accurately reflect the real level and trend of the development of government performance, the selection principles of government performance evaluation indicators should adhere to the following basic principles:

(1) Systemic principles. Government Performance system is composed of administrative management, economic development, social stability, educational technology, quality of life and ecological environment and other aspects of comprehensive integrated performance subsystems. Each subsystem must take some performance indicators, which requires the establishment of the evaluation system has sufficient coverage, and can fully reflect the systematic nature of government performance (Ni, X., 2007). While assessing the evaluation index system is not a simple accumulation of clarity and ease of assessment should be based on certain principles by putting reasonable evaluation index into the target layer, criteria layer and index layer. Systematic evaluation system principle implies that the full amount of information to be reflected, independent indicators to form an n-dimensional space, each point in the space corresponds to a state government performance. It is composed of several independent indicators forming an indicator group, reflecting a certain level of government performance substance; several mutually independent evaluation indicators are integrated into a complete group of evaluation index system for measurement and evaluation of government performance levels.

(2) Maneuverability. Evaluation index system is aimed mainly at government performance evaluation. This requires the establishment of the index system feasibility and operability. Mainly includes three aspects: first, data availability. Data access as far as possible through the Statistical Yearbook and various types of statistical analysis to obtained by a simple finishing: either by studying subjects questionnaires or by on-site interviews; second, data can be quantified, quantitative indicator data is needed to ensure its true, reliable and effective, and qualitative indicators and experience indicators should be used sparingly. Third, indicator system should try to avoid the formation of huge indicators of group or hierarchy tree complex indicators. Targets should be as concise as possible.

(3) The principle of effectiveness. The principle of effectiveness evaluation system must be constructed with the assessment of the content and structure of the object consistent, and can truly reflect the actual government, system of government performance nature or essential characteristics. If we design the government performance evaluation system reflects the ability of government rather than the government performance evaluation system, it can be said is invalid.

(4) The principle of comparability. Evaluation system must be clear in the meaning of each indicator, statistics, time, place and scope, to ensure that results of the assessment of horizontal and vertical comparison in order to better understand and grasp the actual performance and trends of different government (or the same government at different development stages). During the assessment of government performance, evaluation indicators should adopted relative index, less absolute indicator, in order to ensure comparability.

(5) The principle of dynamics. Government performance is a dynamic process of accumulation, its overall socio-economic impact of the lag and other factors, is not easy to see in a relatively short period of time. So for the choice of evaluation indicators, it requires both government performance measurement results of the activities (ie, the actual level of government performance), the realistic indicators (static indicator), but also a reflection of the government performance active process (ie, government performance trends), the process indicators (dynamic index), to comprehensively reflect the government's performance development status and future trends(Xiong, Y,2010). Furthermore, in the government performance, during the operation of the system, the system of various factors and the external environment are always changing, leading to the content and structure of government performance's changing, so its evaluation index can't maintain long-term number. It should be changed appropriately based on the government's various stages of development indicators(Ni, X, 2007).

(6) Oriented principles. The purpose of government performance evaluation is to obtain effective performance information ,to understand and grasp the government performance construction situation, to identify problems, to identify gaps, to reduce government action costs, to improve and improve efficiency and service capabilities, and to promote local economic and social coordinated and sustainable development through the performance evaluation(Ni, X , 2007). Therefore, the assessment must be conducive to the selection of indicators to achieve the government performance evaluation purposes.

(7) The principle of independence. Indicators selected into the index system should have independent information and cannot replace each other. The indicators should appropriately reflect the characteristics and degree of completion indicators.

Chapter III Marine Pollution Prevention Management Government Performance Evaluation System

Maritime management work consisted primarily of supervision and management of the ship, marine pollution management, crew management, and shipping management. According to maritime law, prevention of pollution from ships is an important responsibility. Therefore marine pollution management work in water safety management and environmental protection work occupies a pivotal position, and it is a very important maritime administration. Especially nowadays, with the development of economy and the fulfillment of material life, people have become more caring on the safety and environmental issues. It can be said that people's expectation on the government is very high. This chapter takes maritime pollution prevention case management as an example, researching on marine pollution prevention in government performance evaluation system.

3.1 Marine Pollution Prevention management responsibilities

Under the laws and regulations of the authority, China maritime safety administration is responsible for the exercise of national water safety supervision and prevention of pollution from ships, vessels and marine facilities, maritime security management and law enforcement, it also fulfills the responsibility in Department of Transportation Safety. Currently, All China maritime safety administration had set marine pollution prevention offices to fulfill the responsibilities as follows.

(1) Implement the national water safety and environmental protection policies and laws and regulations and fulfill relevant international conventions

- (2) Develop supervision and management on ships carrying dangerous goods safety. Prevent pollution from ships through normative documents, related standards and procedures
- (3) Issue statutory certificates, operational manuals and instruments issuance and approvals
- (4) Be responsible for the organization and implementation of oil spill contingency plans to manage water pollution control work
- (5) Investigation ship pollution accident
- (6) Prevent the violation of the order of pollution from Ships, water management investigation and handle cases of illegal traffic
- (7) Be responsible for various underwater construction operations supervision and management of pollution prevention

3.2 Current Marine Pollution Prevention management features

In recent years, the National Water Transportation has shown a good momentum of vigorous development. With the improvement of people's material living standards, safety and environmental protection has gradually become a tool to measure the degree of social civilization and the government's ability to govern important criterion. Currently, the increasing development in science and technology, the gradual diversification of means of transport have requested us to set up a sustainable economic development of the water transport. And marine pollution prevention has the following characteristics.

3.2.1 Rapid development of water transport economic

With the construction of Shanghai International Shipping Center, Tianjin Binhai New Area and other national strategic planning and constructions, China's rapid development of water transport economy has been proved by the increasing number

of the major vessels entering and leaving the ports. For example in 2012, Zhuhai MSA inbound and outbound 137021 ships , 67619201 cargoes, it is about 40% and 13% higher than the year 2011. Meanwhile, there is a rapid development of coast chemicals, dangerous goods and hazardous operating point increasing variety of goods. And the new breed of emergency equipment and pollution prevention measures can not meet the actual demand, this requires that the MSA to strengthen the law enforcement capability further, to grasp the objective laws work to improve the regulatory and service levels, and to promote the healthy development of shipping industry.

3.2.2 The remaining risks of pollution accident remain

In 2012, Zhuhai Maritime Safety Administration regulated 22 million tons of dangerous goods, with an increase of 22.2%. Transport of Dangerous Goods busy in navigable water environment is becoming more complex. The potential risk of pollution incidents will also rise up. Establishing a rapid and efficient mechanism for ship pollution response, maritime sector management, team and equipment capacity has put forward higher requirements to the government.

3.2.3 Large differences between regulatory and service targets

On the one hand, with the development of industrial technology, ships has gradually developed to a large-scale, new mode of transport. Frequent visit of large VLCC tankers out of the port, gradual emergence of new LNG carriers, and liquid cargo transfer operations have asked the government give more offshore offshore jurisdictions. On the other hand, some individuals like private transport ships who have low construction standards, bad technical conditions are still the potential risk. Marine Pollution Prevention administration faced a wide variety of ships, crew uneven quality.

3.2.4 Regulations have been gradually perfected

The State Council, the Ministry of Transport issued a number of laws and regulations, industry standards, and constantly established and improved the risk prevention management system of systems and work procedures, such as ship pollution prevention, control work activities and related regulations(Yi, J, 2011).

3.2.5 High social concern

Pollution incidents on nearby living residents, ecology, marine fisheries, coastal tourism resources will have a great role in the destruction. Pollution incidents, especially major pollution accidents, will cause great concern in society. On September 15, 2009, the 50,000 tons San Di vessel accident in Zhuhai waters area caused extensive oil spill(Ren, W,2011). This issue had aroused great concern in the society. In Baidu net enter "San Di", you can search to 59,500 related news. Sina, Sohu and other topics also specializes in the creation of its clean-up process, developments in tracking reports, causing the majority of Internet users, experts and scholars on events, environmental liability insurance system, and emergency response capability in-depth discussion(Ren, W,2011).

3.2.6 Increasingly frequent international cooperation

With the deepening of economic globalization, the development of water transport has increased to international level(Lin, Y , 2009). The international maritime regulatory system has framework matured and the maritime sector continue to strengthen international exchanges and cooperation, Especially in China, comprehensive national strength and international status is rising, and maritime requirements must actively correspond with international standards, comprehensively improvement the ability to fulfill its international obligations, and enhancement of

the level of international maritime regulation is required(Cai, L. H, 2003).

3.3 Theory Construction of Marine Pollution Prevention Management Government Performance Evaluation System

3.3.1 Basic ideas of Government Performance Evaluation

(1) Absorption and reference

Currently, the Western countries for public sector performance management theory research has made remarkable achievements, while public sector performance management practice and specific applications also made remarkable achievements. There are the focus of academic research. With the changing function of our government, the Western public sector performance management theory is introduced gradually. In the Marine Pollution Prevention Management Government Performance Evaluation System , the need to fully absorb and learn from those public sector performance management theory research and practical experience in order to improve maritime systems performance assessment of scientific work.

(2) Results and process are both important

Performance is the results of the work, but also the work process. Therefore, performance evaluation, in the theoretical sense, should include not only the quality and effectiveness of the evaluation. The evaluation should also include the number of jobs, while the resource is also the case with the important factors affecting performance. Therefore, in the design of the index system, the number of jobs and basic resources are also included in the scope of the evaluation, so that the maritime performance evaluation can be more fully reflect the overall performance of the work(Chi,F. L, 2003).

(3) Concern maritime management objectives

An important function of performance evaluation is to achieve the strategic objectives for the organization to provide power. Therefore, the establishment of maritime performance evaluation system should be with the strategic goal of maritime systems closely. In the index system construction process, the first is on the maritime sector strategy. Based on the analysis carried out in the design and selection of indicators, objectives and functions were analyzed.

(4) Ensure good-oriented of performance evaluation index system

Performance evaluation can guide the work of the business to the intended target or direction, has a certain sexual orientation. In the establishment of evaluation index system for index selection, design must pay attention to maintaining indexes and maritime agencies consistent with the direction and purpose. In this way, it can give full play to the guiding role of performance evaluation

(5) Focus on social indicators of maritime work expectations

MSA provides public services to the community as the public administration. It must work to meet the expectations of the maritime community in an important position, which is the inherent requirement of public administration itself. Accordingly, in the establishment of maritime performance evaluation system, they should put the community's expectations for maritime indicators as evaluation factors, in order to promote maritime sector and to continue to improve public management(Zhang, J. H, & Zhong, S. Y,2007).

3.3.2 Theory Construction of Marine Pollution Prevention Management Government Performance Evaluation System

According to the theory of government performance evaluation, anti-crisis

management job duties, work areas, and related services, I constructed a goal by the assessment, evaluation areas and specific evaluation indicators constitute maritime anti-crisis management in the first round of government performance evaluation system X. It is composed of 4 assessment constitutes areas of an accident, supervision, inspection of law enforcement environment and daily work, include 40 evaluation indexes, shown in Table 3.1(Ni, X, 2007).

Table 3.1 Government performance appraisal of marine pollution prevention management X

Target layer	Domain Layer	Evaluation index	Variable identifiers	Unit
Marine Pollution Prevention Government Performance Evaluation	Accident	Number of pollution incidents	X1	case
		Ten thousand marine pollution accident rate	X2	%
		The number of General and above pollution incidents	X3	case
		Leak pollutants	X4	T
		Economic losses	X5	Ten thousand yuan
		Number of wreck	X6	vessels
		Casualties	X7	persons
		Proportion of maritime accidents	X8	%
	Supervision	The proportion of security flaws	X9	%
		Tracking rate of dangerous goods ships	X10	%
		The average number of non-compliance of company audit	X11	
		The average number of non-compliance of ship audit	X12	
		Defect rate of dangerous cargo containers	X13	%
		Mixed views of new	X14	

		dangerous goods pier		
		Supervision and inspection of special anti-pollution	X15	
		Ship stranded in proportion	X16	%
		The incidence of violations	X17	%
		The proportion of offenses	X18	%
	Inspection of law enforcement environment	Ship Registration	X19	vessels
		Dangerous cargo ship in and out of port	X20	vessels
		Throughput of dangerous cargo	X21	Ten thousand tons
		Proportion of dangerous goods	X22	%
		Number of full-time staff of Pollution Prevention	X23	persons
		The proportion of full-time staff	X24	%
		Availability of VTS system	X25	%
		Patrol ships	X26	vessels
		Law enforcement vehicles	X27	
		Working compliance rate	X28	%
		Number of working software business	X29	
		Work system of pollution prevention management	X30	
		Social Satisfaction	X31	%
		Daily work	Ships carrying dangerous goods declaration and approval	X32
	Issued number of pollution prevention certificate		X33	
	Approval number of anti-pollution operations		X34	
	Boarding ship pollution prevention inspection		X35	

		Staff training	X36	persons
		Internal inspection	X37	
		Pollution Emergency drills	X38	
		Theoretical articles published	X39	pieces
		Specific research	X40	

3.4 Marine Pollution Prevention Management Screening government performance evaluation indicators

The first round marine pollution prevention management of government performance evaluation system X is constructed according to government performance of the content and features, and access to crisis prevention and management of relevant information created, with a strong subjective color. At the same time, it almost involves all the data of dangerously managed pollution maritime areas and, and it is a theoretical construct. Some data can correctly reflect the actual work of a maritime agency quality and effect, or whether some of the data results will lead to a deviation. All these issues should be further addressed. Therefore it is necessary to conduct a series of indicators selection theory analysis, screening, evaluation indicators to enhance the scientific, rational and operability. Generally the author use membership and correlation analysis.

3.4.1 Analysis of the membership degree evaluation indicators

The membership degree comes from fuzzy mathematics. Fuzzy math find that in social and economic life there are a lot factors blurring its extension, and since the concept is not very clear, it can not be described by classical set theory. Element belongs to a collection called the degree of membership. If the government

performance evaluation system { X } is seen as a fuzzy set, each evaluation indicators is seen as an element for each evaluation index membership analysis. Suppose there were 100 invited experts assessing the effectiveness of selected indicators. If the i -th evaluation index X_i , the total number of expert selection is M_i , Then the evaluation index membership degree is $R_i = M_i / 100$, If the R_i -value is large, indicating that the index largely belongs to the fuzzy set, then evaluation important in the assessment system can be preserved into the second round evaluation system Y.

In April 2013, I invited 10 marine pollution prevention managers selected from system X to reflect the level of risk prevention management performance of 20 of the most important indicators, and I got the maritime anti-crisis management in the second round of government performance evaluation system Y. Shown in Table 3.2. The second round of government performance evaluation system Y was constituted three levels by the target layer: the domain layer and the index layer constituted three levels, and within a total of 22 evaluation. In the 22 assessment indicators, 12 indicators are positive indicators, namely, the higher the index value, the higher the Government Performance, 10 indicators are reverse indicators (indicators behind marked with *), ie the higher the index, the lower the government performance.

Table 3.2 Government performance appraisal of marine pollution prevention management Y

Target layer	Domain Layer	Evaluation index	Variable identifiers	Unit
	Accident	Number of pollution incidents	V1	case
		Ten thousand marine pollution accident rate	V2	%
		Proportion of maritime accidents	V3	%
		The proportion of security flaws	V4	%

Marine Pollution Prevention Government Performance Evaluation	Supervision	Tracking rate of dangerous goods ships	V5	%
		The average number of non-compliance of ship audit	V6	
		Defect rate of dangerous cargo containers	V7	%
		Ship stranded in proportion	V8	%
		The proportion of offenses	V9	%
	Inspection of law enforcement environment	Ship Registration	V10	vessels
		Throughput of dangerous cargo	V11	Ten thousand tons
		Proportion of dangerous goods	V12	%
		The proportion of full-time staff	V13	%
		Working compliance rate	V14	%
		Work system of pollution prevention management	V15	
		Social Satisfaction	V16	%
	Daily work	Ships carrying dangerous goods declaration and approval	V17	vessels
		Issued number of pollution prevention certificate	V18	
		Approval number of anti-pollution operations	V19	
		Pollution Emergency drills	V20	

Chapter IV Use of Marine Pollution Prevention Management Of Government Performance Evaluation System

Zhuhai Maritime Safety Administration is taken as an example in this chapter, the use of government performance evaluation system constructed to calculate the Zhuhai Maritime Safety Administration in recent years marine pollution prevention management of government performance, and the performance evaluation results of the work carried out to explore the feedback. On the evaluation system indexes the degree of influence on government performance were studied and analyzed, a high degree of influence against those targets, proposes to strengthen crisis prevention management comments and suggestions. While further refinement and better government performance evaluation maritime administration to make some comments and suggestions.

4.1 Appraisal of Government Performance in Zhuhai Marine Pollution Prevention Management

In order to calculate government performance in Zhuhai Marine Pollution Prevention Management during recent years, I looked up the work reports, business analysis report, the Chief analysis reports, statistical reports and other information since 2010, and obtained data for all indicators in System Y, shown in Table 4.1(Zhuhai MSA,2010,2011,2012).

Table 4.1 The data of appraisal indexes in 2010-2012

Evaluation index	Variable identifiers	Unit	2010	2011	2012
Number of	V1	case	1	1	1

pollution incidents					
Ten thousand marine pollution accident rate	V2	%	0.01	0.01	0.01
Proportion of maritime accidents	V3	%	0.8	0.6	0.6
The proportion of security flaws	V4	%	13,79	12.04	10.77
Tracking rate of dangerous goods ships	V5	%	96.93	97.49	99.19
The average number of non-compliance of ship audit	V6		5.63	5.43	5.01
Defect rate of dangerous cargo containers	V7	%	0.5	0.5	0.5
Ship stranded in proportion	V8	%	3	3	3
The proportion of offenses	V9	%	14.31	9	7.45
Ship Registration	V10	vessels	16	17	16
Throughput of dangerous cargo	V11	Ten thousand tons	about1700	about1800	about2200
Proportion of dangerous goods	V12	%	22.4%	23.6%	25.2%
The proportion of	V13	%	7%	8%	8%

full-time staff					
Working compliance rate	V14	%	12	13	13
Work system of pollution prevention management	V15		97	98	99
Social Satisfaction	V16	%	95	96	97
Ships carrying dangerous goods declaration and approval	V17	vessels	8591	9012	9048
Issued number of pollution prevention certificate	V18		78	64	69
Approval number of anti-pollution operations	V19		68	91	99
Pollution Emergency drills	V20		1	1	1

4.1.1 Performance evaluation index increment value

Performance is "an individual or organization in some way a time range to achieve a certain result", Therefore, the assessment of government performance, simply by only one point to calculate the performance index is unreasonable. It should be used within a certain period of the indicators of the "incremental value" to reflect the period of government performance. There is an "index increment Law" which is very practical, which uses index value to represent the government in a given period

of performance indicators "incremental value."

Let V_i^0 is the beginning value of index i , V_i^1 is the ending value of index i ,
Then the increment value I_i of government performance evaluation indicators in
the performance of i -th is

$$I_i = \frac{V_i^1}{V_i^0} \times 100 \quad (V_i \text{ is positive indicators}) \quad (\text{Formula 4.1}) \quad (\text{Shi, J,2004})$$

$$I_i = \frac{V_i^0}{V_i^1} \times 100 \quad (V_i \text{ is reverse indicators}) \quad (\text{Formula 4.2}) \quad (\text{Shi, J,2004})$$

According to the formula 4.1 and 4.2, I can calculate the incremental value of 20 indicators of Zhuhai Maritime Safety Administration in 2011 and 2012 these two years, as shown in table 4.2

Table 4.2 **incremental value(I_i) of the appraisal indexes**

Evaluation index	Variable identifiers	2011	2012
Number of pollution incidents	V1	200	100
Ten thousand marine pollution accident rate	V2	100	100
Proportion of maritime accidents	V3	133.33	100
The proportion of security flaws	V4	114.54	111.79
Tracking rate of dangerous	V5	100.58	101.74

goods ships			
The average number of non-compliance of ship audit	V6	103.68	108.38
Defect rate of dangerous cargo containers	V7	100	100
Ship stranded in proportion	V8	100	100
The proportion of offenses	V9	159.00	120.81
Ship Registration	V10	106.25	94.18
Throughput of dangerous cargo	V11	105.88	122.22
Proportion of dangerous goods	V12	105.38	106.78
The proportion of full-time staff	V13	114.29	100
Working compliance rate	V14	108.33	100
Work system of pollution prevention management	V15	101.03	101.02
Social Satisfaction	V16	101.05	101.03
Ships carrying dangerous goods	V17	104.90	100.40

declaration and approval			
Issued number of pollution prevention certificate	V18	82.05	107.81
Approval number of anti-pollution operations	V19	133.82	108.79
Pollution Emergency drills	V20	100	100

By calculating the index value of the index, not only the indicators of performance "incremental value" and will be of different nature, different dimensions of the same indicators can be translated into measurable indicators.

The average performance evaluation $F = \sum_{i=1}^{20} I_i \div 20$ (Formula 4.3)(Shi, J,2004)

According to Formula 4.3, we can get the average of 2011 and 2012, they are 113.705 and 104.2475.

4.2 Feedback of Marine Pollution Prevention Management Government Performance Evaluation

4.2.1 The role and significance of the performance feedback

Performance feedback is the result of the performance evaluation, and the behavior of the object being evaluated. Performance Management Performance feedback is an important part of the process, it plays an important role.

Firstly, it can be evaluated in the assessment and the establishment of trust, and is conducive to communication, so that assessment into the open, to ensure fair and

equitable assessment. Performance feedback can be better assessed by giving certain rights to reduce unjust factors brought negative effects.

Secondly, it can be assessed by the lack of understanding of their work, it also will help to improve performance. Performance feedback and those being assessed are mainly through communication between evaluators, it was assessed in the performance evaluation cycle conducted interviews can introduce performance assessment of the situation, involving lifting performance indicators, etc., the achievements and shortcomings, suggestions for improvement and recommendations for future work, will be helpful for continuous improvement, and ultimately achieving of the purpose of performance.

Thirdly, performance feedback can exclude goal conflict, consensus, which is conducive to enhance the core combat units. Effective performance feedback can discuss the exchange process and results, identify and solve departments or individuals factors of disharmony, or hinder the development bottleneck units to help departmental interests, personal interests are subordinate units of interests, organizations and individuals to achieve interests of unity, unity of purpose.

4.2.2 Discussion of Marine Pollution Prevention Management Government Performance Feedback

Feedback can affect the results. First, writing analytical reports(Lin, Y , 2009). Analysis report to the government on crisis prevention management to conduct a comprehensive performance evaluation summary evaluation and analysis should include basic information, assessment methods, assessment results, indicators lifting situation and results of the evaluation to be carried out in previous years, longitudinal comparison, analysis of the reasons for the level of performance, put forward

opinions and suggestions for improving the work and so on(Fu, J. H). And to be published in a certain form.

The second is providing feedback. According to the analysis reports, anti-crisis management of Government Performance Evaluation Indicators Data Sources tube fouling is not just at pollution prevention management office, it also includes ship supervision department, audit center, navigation management office, command centers and other departments(Fu, J. H), the departments should be based on job responsibilities, namely to provide feedback opinions.

Thirdly is meeting. Anti-crisis management of government performance evaluation meeting needs be held to provide face to face feedback. Government performance evaluation meeting should describe the general situation, assess the results, in recognition of achievement, and certainly the work-based. But for performance evaluation reflected the problems and deficiencies should be noted and required views and opinions departments to form a consensus(Lin, Y, 2009).

Fourthly, after feedback tracking. All relevant departments should work based on feedback, to adjust their focus and make improvements. Unit leaders should also keep track of the work plan proposed by the departments concerned, facilitate timely understanding of current work, get job information and supervise their implementation, so that performance evaluation can really play the role of promotion(Fu, J. H).

4.3 Analysis of key indicators in Marine Pollution Prevention Management Government Performance

As can be seen from the formula, the factors that affect the performance of the government as an indicator are weights and increment value. Incremental value can not increase indefinitely, but need to maintain a certain level of volatility not too much, so we can guarantee the government performance will not drop too much, at a higher level. Therefore, the larger the index weights more to pay attention to, the greater the volatility of the index the more pay attention. Volatility can be measured by the standard deviation

Standard deviation is a deviation from the average of the average distance. It is a reflection of the degree of dispersion of a data set and a set of data to measure the amount of fluctuation. The value indicates that most of the data have large differences between the average, which is volatile. Conversely, the closer the average fluctuation.

4.4 Opinions and suggestions to strengthen the management of the Marine Pollution Prevention

Government Performance evaluation is to analyze the purpose and significance of the deficiencies, identify the key factors affecting government performance and draw great attention, comments and suggestions for improvement(Zheng, L. D,2007). Through the above analysis, I think things need to be done in the following areas to strengthen the management of the marine pollution prevention.

4.4.1 Improve emergency response mechanisms, effective control of the ship pollution accidents

Firstly, we must strengthen the construction of oil spill contingency hardware means.

It exists in different regions according to jurisdiction oil spill risks, coordinated, focused, rational distribution, accelerate the construction of oil spill contingency library, meet key water environmental governance needs. Equipped supplies and equipments are needed handle dangerous chemicals accidents. More measures are also required to strengthen the ports, terminals and oil handling facilities supervision and inspection of oil spill response capability(Zheng, L. D,2007). Shipping enterprises need to be urged in accordance with the corresponding risk of an oil spill legally equipped facilities and equipments.

Secondly, we should integrated resources to do the work by cooperate with the local government, and the enterprises emergency resource. Through the establishment of coordination mechanism, the ability to respond to large-scale oil spill will be enhanced.

Thirdly, we must strengthen the protection of oil spill emergency technical support capacity. The following things should be done. To learn leading edge technologies, and vigorously carry oil spill emergency key technology research, and to gradually narrow the field of oil spill response technology gap with the world advanced level; to strengthen the monitoring of dangerous goods monitoring, laboratory identification means construction supervision and other aspects; to research and develop oil spill drift forecasting system, sensitive resource database, marine oil spill satellite remote sensing monitoring techniques, such as oil spill response technology, should be impleted support projects for the oil spill response decision-making and effective implementation of the emergency action in order to provide technical support.

Last but not least, we should constantly improve the "Zhuhai MSA pollution

emergency plan." The purpose is to implement the emergency duty, to carry out emergency technical training, exercises and drills drills, build management practices, skilled emergency response team. To constantly revise and improve the "emergency plan" to toxic and hazardous substance pollution, garbage pollution and other content into the "emergency plan" to improve the ability to cope with various pollution incidents.

4.4.2 Strengthen supervision and management to ensure safe transport of dangerous goods

Firstly, we must update management philosophy, and promote integrity services. The implementation of the "ship carrying dangerous goods declaration and container integrity management approach" to strengthen the reporting units of dangerous goods, packing units, reporting staff, packing inspectors reputation management. Establish a sound credit rating Ships Carrying Dangerous Goods management mechanism, and good area dangerous goods declaration and container packing station units and other units of credit grading work. Establish a unified, standardized management model to facilitate the transport of dangerous goods, dangerous goods declaration and the specification container packing operations management.

Secondly, we must crack down on dangerous cargo container ships concealed falsely behavior. Concealed or falsely suspected to have the obvious problem of packing must resolutely carry container unpacking inspection, and increase penalties, violations upon investigation, and notification must be severely dealt with according to relevant laws. Meanwhile, people should play in combating acts of concealment falsely supervisory role in the implementation of reward systems.

Thirdly, we must strengthen the regulatory means. In the operation area of dangerous goods, especially toxic substances, gas and other high-risk work area should be implemented for achieve regulatory digitization, information technology, and improve regulatory efficiency. Increase the safety of the ship dangerous goods inspection, during an inspection to the hull structure, fire fighting equipment, crew and other key practical operation ability checks. Strengthen the operations of dangerous goods before checking, master ship proper equipment, proper transportation and personnel competency, etc. Effectively put an unseaworthy vessel engaged in the transport of dangerous goods. Establish vessel tracking file, and review strict security clearance, in order to make sure that the ship defects are effectively corrected.

Fourthly, we need to explore new mechanisms for dangerous goods terminal management. Carriage of hazardous goods on the pier implement record management, on the technical condition of complex projects for the record should be organized for experts to improve the scientific and effective filing. Urge the establishment of safety and pollution prevention dock management system. Personnel training and contingency plans should be incorporated into system management, the terminal management system, procedures, equipment management, in order to promote management procedures.

Fifthly, we should strengthen the research of ships carrying dangerous goods on a regular basis. Strengthening of dangerous goods onboard statistical analysis of data, carrying out regular studies. Establish and improve pollution prevention work situation analysis and evaluation mechanism, and regularly conducts ship dangerous goods security situation assessment. The target is to take regulatory measures to enable the transport of dangerous goods in all aspects under strict control.

4.4.3 Raise the awareness of legal responsibility, and strive to reduce human violations

Seafarers are the ultimate performers to guarantee water safety and prevent pollution, also they are the key to ensure maritime safety and prevention of pollution from ships. Therefore reducing human violations is of great significance.

Firstly, we must continue to improve crew education and training modes. Change them from the traditional academic training towards vocational skills training. While safety inspections of the ship, some crew members do not know how to operate the oil-water separator and other pollution control equipment, and some crew members did not even trained tanker safety knowledge and special training in the safe operation of oil tankers, easily leading to residual waters sewage discharge of oil and other misuse(Xiong, Y,2010). Therefore, in the training process, we should focus on strengthening practical skills training of the crew. Maritime administration needs the daily inspection process to strengthen the inspection of the actual operation of the crew, so that the proficiency of pollution prevention and equipment operation skills, can be memorized and associated valves, piping and other equipment works.

Secondly, we must improve the environmental awareness of employees. Many crew don't have environmental consciousness; they often illegally discharge oil into waters sewage. And the washing water, sewage, garbage and other abandoned ship has caused pollution. Therefore, the maritime administration should strengthen the management of employees, and firmly grasp the key nodes of human factors. To shipping companies, crew and other relevant personnel needs environmental education, the "Law of the Sea Convention," "Marine Environmental Protection

Law", "ship pollutant discharge standards" and other laws, regulations and standards as well as the conventions on the prevention of pollution needs be told. During the ship safety management system audit, strict checks are needed to ensure the effective implementation of ship safety and pollution prevention company management system(Xiong, Y,2010). Crew training agencies should the ship pollution prevention laws and regulations, technical specifications and other content in the professional ethics examination, evaluation and certification system, and continuously improve the level of awareness of antifouling of crews(Yi, J, 2011).

Thirdly, make public participation in environmental decision-making. Public participation is a great impetus to promote environmental protection, and its participation in breadth and depth, largely determines the level of environmental protection. Through extensive listening to public opinions and requirements, you can enable the government to review the development activities in the decision-making process such as balanced as possible, the government will be able to fully take into account the interests of the ecological environment, try to take effective and feasible measures to mitigate and prevent environmental damage. We recommend the maritime administrator introduced important policy. It is a major initiative to carry out key tasks before, in certain forms and relevant interest groups seeking public comments and recommendations on the adoption of whether or not the grounds to make environmental protection more "civilian"(Ye, M, 2004).

4.5 Some suggestions to improve the maritime management of government performance evaluation

The implementation of the maritime administration of government performance evaluation is a new work and it is a huge system(Zhang, J. H, & Zhong, S. Y,2007).

It requires continuous improvement in practice, but also needs the times. It can continue to develop into the most suitable system of the unit, allowing the development of performance management to meet the needs of units. I believe attention should be given in the following areas.

4.5.1 Unified thinking and understanding of Performance Evaluation

Implementation of the Government Performance Evaluation in the maritime administration, as a new way of performance evaluation, will meet some departments or trade union's cognitive bias or error in the beginning. In concept, due to the influence of traditional management thinking, employee performance consciousness, the new management ideas about unacceptable lack of participation in performance evaluation of enthusiasm(Xiong, Y,2010). In operation, the performance evaluation process cumbersome, is the only means of ranking, this is a serious misunderstanding of government performance evaluation. Maritime management government performance evaluation work is not to be designed as the ranking of a business, but rather through the assessment, identify problems in maritime business management. Facilitating management system and business process reengineering, and constantly improving the level of supervision and management of marine, good service, local economic development its goods. Knowledge is the precursor of action. Therefore, the implementation of the work in the maritime administration of government performance evaluation must unify their thinking, eliminate cognitive impairment, to establish a correct concept of performance evaluation. Through the internal network, billboards, training and conferences, etc., we should increase publicity and education efforts, fully grasp the connotation , processes, methods of performance evaluation, recognize that all workers to carry out performance evaluation of the necessity and importance of eliminating contradiction, and actively cooperate with

and participate in the performance assessment.

4.5.2 Establish performance evaluation rules

At present, the performance management system security, are lack of uniform laws, regulations and related policies as a legal basis for the application. Although all localities and departments are currently using performance management and evaluation activities, the majority are in a spontaneous state(Gong, M, 2012). Lack of unified planning and guidance, assessment and evaluation of building design and other contents are almost based on the needs of the government itself, there is no objective measure and no institution. Indeed, the national-regional, industry and the situation is very different between the industry, the development of uniform standards, the same procedures, uniform evaluation indicators of performance management laws and regulations of the time is not yet ripe. But I believe that in a unit, a department or an industry to develop performance management system is entirely feasible. For example, to the Maritime Safety Administration, maritime supervision and service of the working mechanism, operating mode, work areas, work methods, and serve basically are the same(Gong, M, 2012). Meanwhile, for the maritime administration of government performance assessment, development of rules and regulations is also necessary. If it lacks regulatory support, it is bound to become the evaluation process of human material and financial resources and other resources in an indeterminate state, which results in increased cost of inputs and serious waste of resources, and huge losses(Xiong, Y,2010). It is not conducive to the healthy development of the maritime sector. In the system design process, it should be required to assess government performance marine management principles, objectives, methods, procedures, index selection, evaluation and assessment of the main results of the use of such content, which effectively clear the reason of the

assessment(Gong, M , 2012). That will review, assess what, how rating issues. Through scientific design of the system, it promotes the institutionalization of performance evaluation, standardization, and reduces administrative costs, improves the level of maritime targets.

4.5.3 scientific and rational use of performance assessment results

Currently, some local government performs evaluation activity "mere formality", "to assess and evaluate," "for the performance and evaluation," the voices of doubt continue to emerge. Performance assessment activities often do not achieve the desired results, performance assessment is to gather more information and not used to strengthen management, decision analysis, and public services. For how to use the results of performance evaluation, different scholars have different understanding. Some scholars believe that performance evaluation should use the following three aspects: Firstly, the results will be evaluated together with the government budget. Secondly it is to evaluate the results for public sector personnel reform, with the government of its civil service hiring, promotion and salary. Thirdly, the assessment results are used to optimize organizational.

I believe that the results of maritime government performance evaluation can be used in at least the following aspects:

Firstly, optimize workflow. Performance evaluation can be found in the problems of human, financial and other resources for effective allocation of resources to play an effective maximum functionality. For those which make crew reflecting or low rates of job satisfaction, weaken resolve functions, functions induced dislocation caused by pushing each other and other issues, continue to reduce administrative

costs, improve work efficiency and improve service quality(Xiong, Y,2010).

The second aspect is the implementation of incentive. Implementation of incentive can overcome the "do and not do the same," "do well and do bad the same" effective measures. Performance evaluation results can be used as excellent department, the selection of advanced workers, as well as selecting and appointing cadres, year-end assessment and other aspects of the reference.

Thirdly, adjust work arrangements. Performance assessment is the quality of work, work results, it is expected to evaluate the fulfillment of objectives. The evaluation results can be used to work on maritime management analysis and planning. It can be found through the performance evaluation functions which targets have been completed and which have not been completed, that work still needs to be strengthened to facilitate timely in order to adjust work thinking and a clear focus.

Fourthly, public assessment results. Public performance evaluation results of the assessment is to use the results of the main mode. Therefore, through the media, government websites, press conferences, seminars and other forms of administrative relative person publicly maritime management performance assessment(Ye, M, 2004). This is not only the implementation of the open government requirements, but the public continue to understand the Marine, for you can also accept the general supervision of the administrative counterpart, which is easy to make suggestions and recommendations to continuously improve the maritime administration of government performance .

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