How to Modernize the Third-party Evaluation Governance of Public Policy in China from Content Analysis Method Based on NVivo

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Abstract:

Improving the third-party evaluation mechanism of public policy is an important part of promoting the modernization of national governance system and governance capacity. At present, the third-party evaluation and governance of public policy in China is mainly carried out from six aspects: theoretical basis, special evaluation, key issues, experience introduction, model construction and optimization strategies. Next, based on the theory of governance modernization, we can explain and reshape the modernization of China's third-party evaluation governance from three aspects: first, improve the system construction, optimize the value orientation, overcome the government's self isolation, improve the transparency of government management and improve the authority of evaluation; Second, optimize the structure of evaluation subjects, improve the ability of evaluation subjects, strengthen policy evaluation research, improve the evaluation index system, ensure the independence of evaluation subjects, and create an evaluation model in line with its own characteristics; Third, strengthen the construction of civil society, enhance the awareness of participation of the whole society, create an ecosystem of cooperation and mutual trust between the government and society, and promote common trust.

Keywords: *public policy; third-party evaluation; content analysis: Nvivo*

I. INTRODUCTION

Public policy is one of the basic means of national governance. Strengthening public policy evaluation is of great significance to realize governance modernization. Public policy evaluation is a measure of the effectiveness of public governance in the form of public policy. It is very key in the implementation of public policy. The third-party evaluation of public policy has become an important part of the construction of governance system and the improvement of governance efficiency at home and abroad in recent years because of its characteristics of professionalism, independence and objectivity. Different from the government's self-assessment and the second-party assessment of policy stakeholders, how to give full play to the advantages of the third-party assessment, continuously improve the recognition and credibility

of the third-party assessment in the whole public policy assessment system, and provide reference for the government's closed-loop management needs to be studied and thought deeply. [1]

II. LITERATURE REVIEW

2.1 Literature collection and analysis

In the academic journal database of CNKI, the subject of "public policy" and "third-party evaluation" was accurately searched (as of January 28, 2022). A total of 46 documents were retrieved, including 15 papers from Peking University Chinese core journals and CSSCI search journals.

In terms of the number of documents issued annually (as shown in Fig. 1), the research on the third-party evaluation of public policy in China started at the beginning of this century, and the first paper was published in 2006; From 2014 to 2017, the number of documents showed a rapid upward trend, and many papers were published every year. In 2016, it was the maximum, with 8 papers. Generally speaking, the research on the third-party evaluation of public policy in Chinese academic circles is still in its infancy, and there are few relevant research literatures.
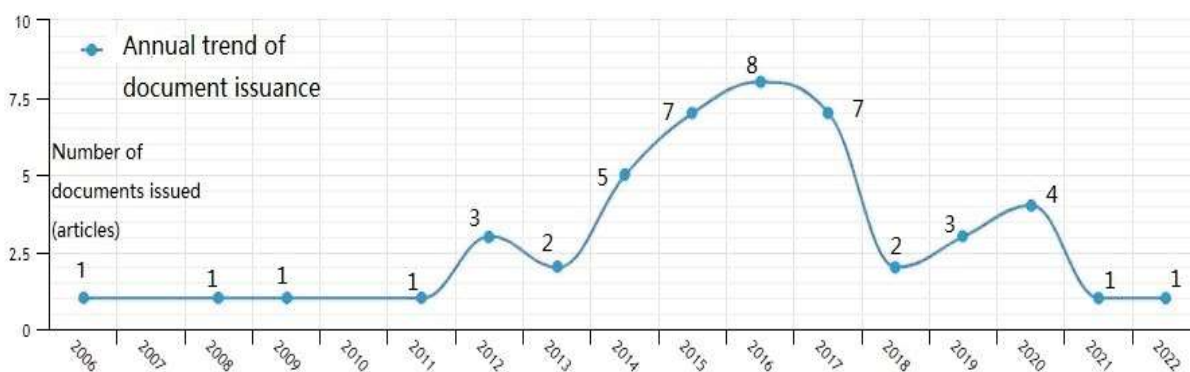

Fig. 1 Trend chart of annual document volume of CNKI literature

From the perspective of research theme, the focus of the research on the third-party evaluation of public policy in China focuses on the evaluation and governance of policy implementation, involving administrative implementation, middle obstruction, local government, governance research, criminal policy, in and after the event, policy performance evaluation, targeted poverty alleviation policy, governance path, local development, independent evaluation, third-party supervision, chemical explosion accident, third-party evaluation, children's policy evaluation, scientization Trust research, charitable relief and political trust. From the perspective of these themes, they are closely related to the current governance modernization, which involves not only the governance modernization of government management and services, but also the governance modernization of political and economic development and social and people's livelihood development, which shows the sensitivity and pragmatism of these research documents.

From the distribution of research authors, there are few core scholars studying the third-party evaluation of public policy in China, and the per capita number of papers is less than 2 (including 2).

Among them, Zhou Jianguo of Nanjing University, Han Yong of Tongji University, Zhu Yi of Guangxi University of Finance and economics, and He Wei of Shangqiu University published 2 papers respectively.

2.2. Establishment and composition of analysis dimension

We take CSSCI journals included in CNKI as the literature source, and take "public policy" and "third-party evaluation" as the search words to search the title, theme and keyword respectively, so as to ensure that the selected sample literature is directly related to the theme of this paper - the third-party evaluation of public policy, and then eliminate non academic papers and related duplicates such as reports, news and book reviews by studying the research content, Finally, 14 effective research samples were selected.

Using nvivo12plus qualitative research tool, text content analysis and coding of literature materials are carried out by content analysis method. The coding is carried out according to the following steps: in the first step, the serial number of 14 documents is coded according to the number of citations, and the citation frequency is coded 1-14 one by one from more to less; The second step is to read the full text one by one according to the sequence number 1-14, and determine the primary node according to the research topic and the logical relationship between the topics, taking this as the research framework; The third step is to read, summarize and code the literature content word by word to form several secondary nodes; The fourth step is to integrate the nodes and put the secondary nodes into the primary node basket to which they belong. Through content analysis, 14 literature abstracts, titles, keyword sentences and other text contents are summarized and sorted out from the six dimensions of theoretical basis, special evaluation, key problems, experience introduction, model construction and optimization strategy, and the six dimensions are taken as the primary nodes of coding (in the order of grabbing nodes) as TABLE I, including 6 primary nodes and 33 secondary nodes, 264 coding reference points.

TABLE I DOCUMENT CONTENT CODING OF THIRD-PARTY EVALUATION OF PUBLIC POLICY

SERIAL NUMBER	PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
1	A	10	A_1	10
			A_2	20
			A_3	6
			A_4	6
			A_5	7
2	B	6	B_1	1
			B_2	1
			B_3	1
			B_4	1
			B_5	1
			B_6	1
3	C	9	C_1	25
			C_2	13
			C_3	17

			C_4	14
			C_5	15
			C_6	4
			C_7	5
			C_8	2
4	D	7	D_1	38
			D_2	21
5	E	5	E_1	8
			E_2	1
			E_3	1
			E_4	1
6	F	9	F_1	28
			F_2	4
			F_3	2
			F_4	1
			F_5	1
			F_6	2
			F_7	5
			F_8	1
(total)	6	——	33	264

III. THEORETICAL INTERPRETATION AND PAST PRACTICE OF THIRD-PARTY EVALUATION OF PUBLIC POLICY

Using nvivo12 plus qualitative research software, based on the selection of literature content and coding, 6 primary nodes and 33 secondary nodes are formed, and the contents directly related to the research content of this paper are designated as reference points to form a set of coding system. Through the capture and data statistics of literature content and coding information nodes, this paper analyzes the theoretical basis, special evaluation, key problems, experience introduction, model construction and optimization strategy of the third-party evaluation of public policy.

3.1 Theoretical basis

The third-party evaluation theory of public policy mainly includes five aspects: connotation, background, characteristics, types, methods and methods (see TABLE II).

TABLE II CODING OF THEORETICAL GOVERNANCE OF THIRD-PARTY EVALUATION OF PUBLIC POLICY

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
theoretical basis	10	connotation	10
		background	20
		features	6
		type	6
		ways and means	7

3.1.1 The connotation and extension of the third-party evaluation of public policy.

The connotation of the so-called "third party" refers to the uncertain object outside the subject and object of a thing or event. The subject is the first party, the object is the second party, and the uncertain object is the third party; Its extension may be an object related to the subject and object, or an independent object other than the subject and object. The so-called "third-party evaluation" refers to the activity and process of using a third party to evaluate, evaluate and arbitrate things or events outside the subject and object directly related to things or events, that is, its subject is a third-party concept opposite to the first party and the second party [2].

The third party originated from western developed countries in Europe and America. At that time, government management was facing a serious crisis, and a large number of non-governmental organizations appeared and participated in public affairs management. It can be said that the emergence of the third party effectively made up for the deficiency of government management. [3] Generally speaking, the third party of policy evaluation is opposite to the policy formulation and implementation party and policy stakeholders in connotation. It can also be said that the third party other than the first two mainly includes universities, evaluation companies, scientific research institutions, social organizations and so on in extension. [4] With the development of third-party evaluation practice, people's understanding of "third party" is further deepened, the concept of "third party" is further expanded, and the public opinion circles, general social organizations and the public are also included. [5] Wu Jiandi has discussed who is the best researcher in our country. [6] Public policy researchers have not yet formed a recognized definition of third-party evaluation, but the basic consensus is that it belongs to the category of external evaluation, which refers to the activity and process of evaluation of public policies issued by the government by an independent professional party outside the organization with the power to manage public affairs. [3] The practice of third-party evaluation of public policy shows that the third-party evaluation subject of public policy has nothing to do with interests and values, and another important reason why it is highly respected is its professionalism. Representative third-party evaluation institutions in the United States, including Rand Corporation and Institute of modern issues, are trusted and respected for their professionalism. [5]

3.1.2 Background of third-party evaluation of public policy.

At the end of the 19th century and the beginning of the 20th century, the third party first appeared in the educational evaluation in the United States. The most famous is J.M. Rice's educational evaluation. [7] At that time, the evaluation already involved the evaluation of education quality and education policy. After that, the United States has produced a large number of evaluation organizations and carried out a series of beneficial exploration. In the 1960s, Westinghouse learning, a third-party evaluation organization in the United States, adopted the evaluation results of the education compensation policy by the Nixon administration at that time and adjusted the corresponding policies. Since then, the government and society recognition of the third-party evaluation has gradually increased. The third party, as an important force, has participated in many government policy evaluations and played a more and more important role in politics, economy, culture and society. [5]

The practice of the third-party evaluation of public policy in China began at the beginning of this

century. During this period, some government departments began to adopt third-party assessment, such as education policy and environmental protection policy. But in 2013, the State Council officially introduced the third-party assessment. In the three years from 2013 to 2015, the State Council entrusted a number of third-party evaluation subjects, including the all China Federation of industry and commerce, to evaluate the implementation of a number of major national policy resolutions, and then identified a number of independent third-party public policy evaluation institutions in official form [8]. In terms of evaluation research, China started late. At the beginning of this century, scholars spontaneously began some policy evaluation research according to their own interests. With a large number of articles published by some influential newspapers and periodicals, suggesting the institutionalization of policy evaluation, especially the book review of major public policies: theory, method and practice published by the development research center of the State Council, the research on the third-party evaluation of public policy has gradually become a prominent subject. [9]

3.1.3 Characteristics of third-party evaluation of public policy.

There are many explanations on the characteristics of the third-party evaluation of public policy in academic circles. Among them, independence is the basic characteristic agreed by all. It is not only the logical starting point for the existence of the third-party evaluation, but also the premise and guarantee for the realization of other attributes of the third-party evaluation of public policy, but also the essential attribute of the third-party evaluation of public policy. Professionalism is not only the embodiment of the discipline attribute of the third-party evaluation of public policy, but also the concentrated embodiment of the unity of scientific and normative, theoretical and practical characteristics of public policy. Authority is a higher-order feature in the third-party evaluation feature gradient of public policy. It needs the common recognition and support of policy formulation, implementation (the first party) and stakeholders (the second party). [3] On the whole, independence, professionalism and authority are the main characteristics of the third-party evaluation of public policy.

3.1.4 Types of third-party evaluation of public policy.

According to different classification standards, the third-party evaluation of public policy can be divided into different types. The specific statistics are shown in TABLE III. [9]

TABLE III MAIN TYPES OF THIRD-PARTY EVALUATION OF PUBLIC POLICY

CLASSIFICATION CRITERIA	TYPE	MEANING
Degree of formality of the assessment	Formal evaluation	An official public evaluation form organized by policy makers or implementers to assess the implementation of policies.
	informal evaluation	A non stylized form of evaluation conducted by scholars or other institutions or individuals according to their own interests or research needs without

		having to explain to the public.
Importance and difficulty of evaluation object	Simple evaluation of general public policy	The procedure for non major policies is a simple form of evaluation.
	Key assessment of major public policies	The evaluation of various public policies promulgated and implemented by the state and governments at all levels that have a significant impact on one or more aspects of politics, economy, culture and society. This evaluation form is highly valued by the evaluation subject and evaluation object, and the procedure is more scientific and standardized.
Assess the stage of the policy process	Pre evaluation	The form of ex ante evaluation of the scientificity, applicability and enforceability of the policy before policy formulation.
	Medium evaluation	The in - process evaluation of the matching degree between policy implementation effect and policy objectives in the process of policy implementation.
	Post evaluation	Comprehensive evaluation of policy effectiveness and policy objectives after all policy links are completed.

3.1.5 Ways and methods of third-party evaluation of public policy.

The third-party evaluation system of public policy has not formed a general framework, and there are few consensus frameworks, mainly including the following categories: first, 3e framework, that is, the framework based on efficiency, efficiency and effectiveness; The second is the PES framework, which is based on politics, economy and society; The third is the indicator framework, where the indicators usually include comprehensive indicators, classified indicators and single indicators; The fourth is the performance prism framework, which is based on the satisfaction and contribution of stakeholders, organizational strategy, business process and organizational ability; Fifth, the knowledge capital navigator framework (Skandia navigator framework), that is, the framework based on financial assets and knowledge assets. There are two kinds of commonly used evaluation methods: one is the policy evaluation method based on standardization, mainly including brainstorming method, operation research game method, script method, Delphi method, etc; One is the policy evaluation method based on empirical criteria, mainly including policy test method, Markov model method and discount rate method, of which the more common is policy test method. [10] In addition, the methods often used by the third-party evaluation institutions of public policy in the process of evaluation information collection also include discussion, interview, questionnaire and other methods. [9]

3.2 Special evaluation

At present, the third-party evaluation of public policies in China mainly focuses on the special subsidy financial fund policy, poverty alleviation policy, education policy, social governance policy, major

decision-making and mass sports policy (see TABLE IV).

TABLE IV CODING OF THIRD-PARTY EVALUATION RESEARCH ON SPECIAL PUBLIC POLICIES

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
Special evaluation	6	Policy evaluation of special subsidy funds	1
		Poverty alleviation policy evaluation	1
		Education policy evaluation	1
		Social governance assessment	1
		Major decision evaluation	1
		Mass sports policy evaluation	1

3.2.1 Research on policy evaluation of special subsidy funds.

The special fund policy of subsidy finance is an important government tool for the government to regulate interest relations and reflect social fairness and justice. At present, the third-party performance evaluation is an effective means to test the degree of achievement of the performance objectives of the subsidy financial special fund policy. It helps to promote the establishment of a modern financial system and provides a driving force for the reform of China's "special pressure and general increase" financial and tax system. At present, there are some problems in the policy of special subsidy financial funds in some regions of China, such as the establishment of performance indicators is not clear, and it is impossible to carry out standardized assessment on the policy. [11]

3.2.2 Research on poverty alleviation policy evaluation.

In the national poverty alleviation work carried out in China in previous years, targeted poverty alleviation is an important public policy. Strengthening the evaluation of this policy is the top priority of the follow-up work of poverty alleviation. Niu zongling constructed the "field performance" analysis model to analyze how to scientifically evaluate the poverty alleviation performance from the four dimensions of resource status, cultural heritage, organizational theme and institutional environment, and on the basis of fully considering the dynamic complexity of regional poverty alleviation, so as to provide an optimized path for the construction of poverty alleviation policy evaluation mechanism and the improvement of poverty alleviation policy effect. [12]

3.2.3 Research on education policy evaluation.
Educational evaluation is a daily work of government affairs and people's livelihood. It should not only focus on in-depth educational reform and innovation, but also focus on talent training. Whether for the

sake of educational equity or accelerating the realization of educational equity and equalization, it is necessary to deeply explore its basic problems around the evaluation of educational policy. In recent years, China has comprehensively and systematically carried out the third-party evaluation of education evaluation, which also involves the third-party evaluation of education policy evaluation. [10]

(D)Research on social governance evaluation. With the advent of the era of pluralism, the complexity, uncertainty, crisis potential and uncontrollability of society are becoming more and more prominent, which also puts forward higher requirements for social governance policies, and the implementation of third-party evaluation of social governance policies has become a practical need. In fact, the third-party evaluation of social governance policy is not only a key issue in the field of social governance research, but also a difficult issue in this field. Based on the statistical results of quantitative data, Zhu Yi and others pointed out that the regional differences of famous ethnic groups formed by the settlement of different ethnic groups will not have a great impact on the performance of social governance. Affected by human, historical, geographical and other factors, there are gradient differences in the effectiveness of social Governance in different regions of China. On the whole, the western region lags behind other regions. [13]

3.2.4 Research on major decision evaluation.

In recent years, China has paid great attention to the risk prevention and control of major decisions, and the third-party evaluation of major decisions has become an inevitable choice. In this regard, China's academic circles also have a corresponding consensus: it is very necessary to introduce the third-party evaluation into the major policy evaluation of local governments in China. Guo Jianqiang and others believe that major administrative decisions of local governments have a great impact on local economic and social life. Therefore, the introduction of third-party evaluation has become its inevitable choice, and the imperfection of the system and mechanism of third-party evaluation is the main obstacle that hinders the third-party evaluation from giving full play to its advantages. How to institutionalize the third-party evaluation and better introduce the competition mechanism, Promoting the normalization of policy evaluation and exchange is a key breakthrough in theory and practice. [8]

3.2.5 Research on the evaluation of mass sports policy.

In order to improve China's socialist construction, the basic principles of the implementation of China's sports policy are universal, universal and national, but the effectiveness of the corresponding reform measures has always been concerned. Liu Hongjian and others believe that the independence and authority of China's mass sports policy need to be considered due to the long-term impact of multiple factors such as the path dependence of the sports system and the information asymmetry between the government and the third party. [3]

3.3 Key issues

At present, the key issues of the third-party evaluation of public policy in China mainly include seven aspects: independence, evaluation subject structure, trust, government autistic, evaluation subject ability, participation consciousness and value orientation (see TABLE V).

TABLE V CODING OF KEY ISSUES OF THIRD-PARTY EVALUATION OF PUBLIC POLICY

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
key problem	9	Independence	25
		Evaluation subject structure	13
		trust	17
		Government autism	14
		Evaluation subject capability	15
		Participation consciousness	4
		authoritative	5
		value orientation	2

3.3.1 Independence.

Independence is the root of the third-party evaluation of public policy. In other words, without independence, the subject of the third-party evaluation of public policy will become the puppet of the first party and the second party, and there is no need to exist outside the first party and the second party, or its existence will flow into a form. Developing a truly independent third party is the result of the joint action of the third party evaluation practice, the diversification of social interests and the standardization and specialization of policy evaluation [5]. However, in recent years, whether the independence of the third party can be truly realized has been questioned by all sectors of society. The third-party evaluation subject of public policy has the relationship of entrustment and entrustment with the third-party evaluation institution. One of the main sources of funds for the third-party evaluation subject is the government .[2] In China, there is a problem that intermediary organizations, industry institutions and other third parties are subject to the entrustment institution in order to obtain the evaluation task and obtain more entrusted projects and financial support. The evaluation results reflect the will of the entrustor, reducing its independence to a form or causing the virtual absence of independence. Many European and American public policy third-party evaluation leading countries, including the United States, also have the problem of increasing dependence on the government. For example, more than half or even more than two-thirds of the funding sources of world-famous third-party evaluation institutions such as Rand Corporation and Enterprise Research Institute come from the government, which undoubtedly calls into question the independence of the third party. [14]

3.3.2 Evaluate the main structure.

The evaluation subject is the most uncertain and active factor in any evaluation. The structure of policy evaluation subject is the arrangement and combination of policy evaluation subjects. Its quality directly determines the integration ability of policy evaluation subjects and has a vital impact on the evaluation effect. [14](p.106) The academic circles have not reached an agreement on the composition and structure of the third-party subject, and the pluralistic structure is the view recognized by many scholars. In different situations, there will be many different combinations of multiple structures. For the consideration of value

rationality of public governance, some scholars believe that the general public and public opinion should also be included in the evaluation subject. For the consideration of preventing the generalization of public policy, some scholars believe that the evaluation subject should exclude the general public and public opinion. Some other scholars believe that compromise should be considered, which not only includes certain public opinion and the general public, but also reasonably arranges its discourse weight in the third-party evaluation to prevent its dilution of the third-party professionalism.

3.3.3 Political trust.

Policy evaluation is a process full of political activities [15]. Policy evaluation trust is also an important aspect of political trust. Cultivating and developing third-party evaluation is the main way to improve political trust. [16] The government realizes government governance through public policy. In a certain sense, people's trust in policy is the main form of political trust. Therefore, whether the policy evaluation results have reliability and validity is an important dimension to investigate political trust. In order to improve political trust, we must strengthen policy evaluation and improve the credibility of policy evaluation results.

3.3.4 The government is autistic.

As the name suggests, the autistic nature of government is a kind of closed and external exclusion attribute of the government from the date of its emergence. The resistance of policy makers and policy implementers and the lack of policy evaluation mechanism are also recognized as the main obstacles to the third-party evaluation of development policies. In fact, the reason why the government is autistic is inseparable from its self-interest. In other words, the government has a "natural" resistance to other external forces except itself. In a certain sense, it is contrary to common sense to require the administrative personnel in the government to go beyond the departmental interests and give up self-interest. When the government blocks the effective policy information, the third party cannot obtain the necessary information, which will lead to the embarrassing situation of the third party. To resolve this embarrassment, on the one hand, the government should withdraw from the field of civil society, on the other hand, it should also improve the transparency and openness of the government itself. [2]

3.3.5 Assess the subject's ability.

The ability of the evaluation subject mainly includes two aspects: first, the evaluation of public policy needs the guarantee of human, financial, material, time and other aspects. In a certain sense, the evaluation subject has the evaluation ability as much as the organization and coordination ability of human, financial and other aspects, which is its hard ability; Second, what public policy evaluation needs includes neutrality, professional and technical knowledge and the ability to gather people's will, which is its soft ability.

The lack of the ability of the third-party evaluation subject of public policy is recognized as one of the main constraints of the third-party evaluation of public policy in China. The degree of information mastery, the degree of knowledge possession and the accumulation of practical experience are one of the main

aspects restricting its ability. That is to say, at present, the soft power and hard power of the third-party evaluation subject of public policy need to be improved. [14](p.109)

3.3.6 Awareness of participation.

Influenced by thousands of years of Chinese traditional culture, under the realistic background of large government and small society, Chinese people have weak awareness of rights and participation in public management and public services. There is still a long way to go to develop the strength of civil society and strengthen the consciousness of multiple subjects. [5]

3.3.7 Authoritative.

Authority to the third-party evaluation of public policy is a key attribute based on independence. At present, many third-party organizations at home and abroad have not explored a set of methods widely recognized by the society in practice, and have not well established their prestige in the field of public policy evaluation. Macroscopically, the state also lacks clear industry regulation of intermediary organizations, which can not better regulate their operation and protect their fundamental interests, resulting in their low authority. [5](p.117)

3.3.8 Value orientation.

The importance of value orientation to the third-party evaluation activities of public policy is similar to the soul to people. The same evaluation activities carried out by the evaluation subject of public policy under the guidance of different value orientation may produce completely different evaluation results. At present, the theoretical and practical fields at home and abroad are gradually aware of the multiple value orientation of public policy, but in this regard, the beneficial exploration in the theoretical and practical circles is not rich. How to realize the scientific and effective evaluation of multiple values is also a difficult point that needs to be broken through in the theoretical and practical fields. [3]

3.4 Experience introduction

In recent years, the introduction and Discussion on the research experience of the third-party evaluation of public policy at home and abroad mainly focus on the following focus, and its coding analysis is shown in TABLE VI.

TABLE VI CODING OF EXPERIENCE INTRODUCTION AT HOME AND ABROAD ON THIRD-PARTY EVALUATION OF PUBLIC POLICY

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
Experience introduction	7	Foreign reference	38
		Domestic experience	21

3.4.1 Foreign reference.

The United States is the first country to pay attention to and carry out policy evaluation. It is the main position for the theoretical and practical exploration of the third-party evaluation of public policy. As early as the 1940s, a third-party evaluation organization independent of the government emerged in American society. The more well-known are the National Certification Committee and the national regional certification body Committee, which evaluate colleges and universities on the one hand and the education policy system on the other. [14] Since the 1950s, the US government has implemented a series of bills to promote the standardization of policy evaluation (see TABLE VII). The introduction of these bills has accelerated the legalization process of policy evaluation and clarified and guaranteed the legal status of the third-party evaluation subject. In terms of entity structure, based on the act, the United States has established a special evaluation organization to be responsible for policy evaluation. [9] the United States attaches great importance to the cultivation of policy evaluation talents and team construction. As early as the 1970s, majors related to policy evaluation were established in Colleges and universities in the country. In practice, the United States has already realized the modularization of professional organization evaluation, and third-party, fourth-party and fifth-party evaluation are very common in the United States. [5] In addition to the public value orientation of fitness policy, the third party also pays great attention to the external value orientation, such as the public value orientation of fitness policy. Australia attaches great importance to the professionalism of the evaluation subject. During policy evaluation, famous experts, scholars and industry elites in relevant fields will be selected to participate in the evaluation. In promoting the legalization of government performance evaluation, Australia has formulated and implemented the government performance evaluation law for a long time. [3] Although the process of institutionalization of Japan's policy started late, it developed rapidly. [9]

TABLE VII PUBLIC POLICY (GOVERNMENT PERFORMANCE) EVALUATION ACT ISSUED IN DIFFERENT PERIODS IN THE UNITED STATES

PARTICULAR YEAR	THEN PRESIDENT	BILL NAME
1973	Nixon	Federal productivity measurement program
1993	Clinton	Government performance and Results Act
2002	Bush	Project evaluation and grading tool
2011	Obama	Government performance and results Modernization Act

3.4.2 Domestic experience.

Since 2011, China's central and local governments have made beneficial explorations to carry out the third-party evaluation of public policy. More representative ones include: at the national level, a third-party evaluation organization entrusted by the Ministry of science and technology to evaluate the implementation of the Eleventh Five Year Plan of the outline of the national medium and long term science and technology development plan. The evaluation started early in China. At present, the relevant achievements have been sorted and compiled into a volume, which has become an important historical

document for academic research in the future; At the local level, Jiangsu, Shanghai, Chongqing, Shaanxi, Guizhou, Hainan and other provinces and cities have also made a lot of beneficial exploration. In order to promote the legalization of third-party evaluation of local public policies, Jiangsu, Guizhou and Shaanxi provinces have issued guidance on the third-party evaluation mechanism. Chongqing attaches importance to the assessment and evaluation of the implementation of major decisions and arrangements, introduces third-party evaluation institutions, and strives to promote scientific and democratic local decision-making. The third party evaluation measures for fair competition review (Trial) issued by the anti monopoly Commission Office of Hainan pilot Free Trade Zone clearly stipulates the application of third-party evaluation, the reference conditions for the selection of third-party evaluation institutions, the methods and procedures to be adopted for evaluation, and how to apply the evaluation results, so as to establish and strengthen the competition policy of third-party evaluation, Create an evaluation environment for fair competition.

3.5 Pattern construction

It can be seen from TABLE VIII that at present, the multi-agent model of the third-party evaluation of public policy has become the consensus and practice mainstream in the academic circles. The reason is that it is believed that the multi-agent evaluation model can not only exempt the policy evaluation from "Wilson's first law" and "Wilson's second law", but also diversify the evaluation paths and means, avoid one sidedness and deviation, and improve the scientificity of the evaluation. [2] The so-called "variant evaluation" is also another name of multi-agent evaluation, and its core is multi-agent evaluation. [3]There is "14 + 2 + X" evaluation model originated in Changsha City, Hunan Province, China. It is an evaluation model based on major policies to strengthen the hard binding force of policy evaluation. Mobility management mode, also known as cross regional evaluation mode, is a policy evaluation mode explored to avoid regional geopolitics. Similar to the remote management mode of civil servants with Chinese characteristics, it advocates building a basic platform first - establishing a reserve of evaluation talents, and then advocating the mobility and secondment of evaluation personnel between different regions, implementing talent mobility management and regional cooperation and exchange. [8]

TABLE VIII CODING OF THE CONSTRUCTION OF THE THIRD-PARTY EVALUATION MODEL OF PUBLIC POLICY

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
Pattern construction	5	Multi subject evaluation model	8
		Allogeneic evaluation model	1
		"14 + 2 + X" evaluation mode	1
		Mobility management model (cross regional assessment model)	1

3.6 Optimization strategy

In view of the above key issues mentioned in the third-party evaluation of public policy in China, the third-party evaluation of public policy in China should make a breakthrough in perfecting the system construction, strengthening the research of policy evaluation, improving the ability of evaluation subjects, improving the transparency of government management, strengthening the construction of civil society, improving the evaluation index system, creating an ecosystem of cooperation and mutual trust between the government and society, and creating an evaluation model in line with its own characteristics (see TABLE IX).

TABLE IX CODING OF THIRD-PARTY EVALUATION AND OPTIMIZATION STRATEGIES FOR PUBLIC POLICIES

PRIMARY NODE	MATERIAL SOURCE	SECONDARY NODE	CODING REFERENCE POINTS
Optimization strategy	9	Improve system construction	28
		Strengthen policy evaluation research	4
		Improve the ability of evaluation subject	2
		Improve the transparency of government management	1
		Strengthening the construction of civil society	1
		Improve the evaluation index system	2
		Create an ecosystem of cooperation and mutual trust between the government and society	5
		Create an evaluation model in line with its own characteristics	1

IV. CONCLUSION

Based on the theory of governance modernization, the key problems and optimization strategies of China's existing third-party evaluation obtained from the previous analysis can explain and reshape China's third-party evaluation governance modernization from the three aspects of government, evaluation institutions and society.

Improve the system construction, optimize the value orientation, overcome the government's self isolation, improve the transparency of government management and enhance the authority of evaluation. We should grasp it from the following aspects: overcome the proliferation of political emotionalism and optimize the value orientation of policy formulation, implementation and evaluation. Reduce the policy weight of government departmentalism, overcome the autistic nature of the government, and vigorously improve the transparency of government affairs. Dispel the paradox of policy cycle governance, strengthen system design and enhance the authority of policy evaluation.

Optimize the structure of evaluation subjects, improve the ability of evaluation subjects, strengthen

policy evaluation research, improve the evaluation index system, ensure the independence of evaluation subjects, and create an evaluation model in line with its own characteristics. At present, the research methods adopted by most researchers are qualitative research methods. Although some scholars have also designed the index system, there are often some problems, such as the complexity of the designed indicators, the collectability of data and the quantification degree of indicators are not enough, and the organic unity of qualitative indicators and quantitative indicators can not be well realized. In the selection and design of indicators, more consideration is given to economic factors or economic standards, which is lack of comprehensiveness and linkage. Moreover, the treatment of indicators is too simple. The subjective weighting method is used to weighting indicators, which leads to the lack of scientificity and systematicness of indicators. The weight of indicators depends on experts and reduces the objectivity of indicators. In order to solve the above problems, we should seek breakthroughs from the following three aspects: making up for the lack of research and strengthening theoretical innovation. On the one hand, we should broaden the research perspective and improve the research framework. On the other hand, closely follow the practice and exploration, enrich and refine the research content. Optimize the research structure and strengthen the research on guarantee mechanism. First, in the top-level design, we should establish a third-party evaluation system of public policies at different levels of central and local governments. Second, in terms of legal guarantee, we should formulate and issue supporting laws, regulations and evaluation standards. Third, in terms of financial support, relevant state departments should pay attention to the support for the third-party evaluation and research of public policy. Fourth, in terms of technical platform optimization, we should establish an information platform with the unity of openness and confidentiality. Fifth, in terms of research subject, we should overcome the phenomenon of taking academic research as the theme and scholar research as the main body. Strengthen the research on the index system and improve the evaluation index system.

Strengthen the construction of civil society, enhance the awareness of participation of the whole society, create an ecosystem of cooperation and mutual trust between the government and society, and promote common trust. It is not easy to face challenges, find opportunities and find a way out. Therefore, for some time to come, the construction of socialist civil society with Chinese characteristics must be considered and strengthened from the political, economic, social, cultural and other fields.

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