
AI translation · View original & related papers at
chinaxiv.org/items/chinaxiv-202304.00433

Problems and Countermeasures in the Reform of the Legal Entity Governance Structure of Public Libraries in China: Postprint

Authors: Gao Fan, Ouyang Juan

Date: 2023-04-01T16:02:58+00:00

Abstract

[目的/意义] The establishment and effective operation of the board of directors constitute the fundamental hallmark and core of corporate governance structure reform in public libraries, which can relatively intuitively reflect the current status and problems of the reform; thus, research on this topic holds significant importance. [方法/过程] Through multiple channels including library official websites, government portals, academic papers, news media, and telephone surveys, an investigation was conducted on the establishment and operation of boards of directors in 365 public libraries at or above the prefecture level nationwide. [结果/结论] The study found that regarding board establishment and operation, problems exist such as a low establishment ratio, substantial regional disparities, ambiguous functional positioning, single-source board chairmen, and insufficient information disclosure. Therefore, in deepening reform, principles should be upheld that combine “steering” with “service,” coordinate “public welfare” with “competitiveness,” and reconcile “imported concepts” with “localization.” Countermeasures to safeguard the reform include: improving institutional design to enhance reform effectiveness; accelerating the reform process to promote coordinated regional development; clarifying functional positioning to optimize decision-support mechanisms; optimizing member composition to broaden the selection methods and source channels for board chairmen; and increasing information disclosure to improve internal and external supervision mechanisms.

Full Text

Problems and Countermeasures in the Reform of Corporate Governance Structure of Public Libraries in China

Gao Fan, Ouyang Juan

School of Public Administration, Southwest Jiaotong University, Chengdu

610031

Abstract

[Purpose/Significance] The establishment and effective operation of the council is the fundamental symbol and core of the corporate governance structure reform of public libraries, which can intuitively reflect the current situation and problems of the reform, making its study of great significance. **[Method/Process]** This study investigated the establishment and operation of councils in 365 public libraries at or above the prefecture-level nationwide through various channels including library official websites, government portals, academic papers, news media, and telephone surveys. **[Result/Conclusion]** The investigation revealed problems such as low establishment rates, significant regional disparities, ambiguous functional positioning, single-source directors, and low levels of information disclosure. Therefore, in deepening the reform, principles must be adhered to: combining “steering” with “service,” coordinating “public welfare” with “competitiveness,” and ensuring compatibility between “imported models” and “localization.” Countermeasures to safeguard the reform include improving institutional design to enhance effectiveness, accelerating reform progress to promote coordinated regional development, clarifying functional positioning to optimize decision-making support mechanisms, optimizing member composition to broaden the selection methods and sources of directors, and increasing information disclosure to improve internal and external supervision mechanisms.

Keywords: public library corporate governance structure; reform council

Classification Number: G251

DOI: 10.13266/j.issn.0252-3116.2021.22.002

As public welfare cultural institutions, public libraries are subject to administrative departments in personnel, finance, and other aspects, leading to insufficient service supply, monotonous supply methods, and low efficiency. To address these issues, the state has issued a series of policies and regulations requiring the establishment and improvement of corporate governance structures with councils as the main form, and the involvement of relevant representatives, professionals, and the public in management. This helps reduce administrative intervention in public libraries, implement library corporate autonomy, and promote the goals of separating management from operation and separating government affairs from institutional operations.

1. Research Status of Public Library Corporate Governance Structure

Research on public library corporate governance structures is relatively mature in developed countries such as the UK and US, primarily focusing on governance keys and providing inspiration for China’s reforms. Regarding council roles, scholars have not only discussed the functions of the council system [4]

but also categorized councils into four types based on their roles: dominant, assisting, observer, and sharing. In terms of member ratios, studies have examined the impact of council member ratios on service capacity, finding that higher proportions of external directors enhance service capacity, but this effect declines after reaching a certain peak [5-6]. This indicates that council construction must balance representativeness with appropriate size.

Domestic scholars have provided detailed introductions to foreign library council member composition, implementation details [7], and responsibilities and obligations [8], explored the relationship between councils and management [9], and examined various roles and member ratios. Due to the late start of domestic reforms, there are two theoretical paths: first, introducing foreign experience for domestic application; second, summarizing reform issues based on domestic realities. The essence of the public library council system is to fully respect and realize citizens' rights [1]. Foreign scholars point out that the key to corporate governance reform lies not only in optimizing governance mechanisms [2] but also in clarifying relationships among library councils, directors, and the public [3], providing enlightenment for China's public library reforms.

As reforms accelerate, a series of problems have emerged, including weak supporting institutional coordination, lack of local regulations and policies [10], insufficient internal reform motivation in libraries, and lack of effective supervision mechanisms [11] at the institutional level, as well as systemic barriers of unclear government-institution separation, lack of social honor mechanisms [12], and low civic society development [13]. Councils only have deliberation rights over certain "administrative powers," creating an awkward situation of "discussion without decision" [14], while the social value of council members has not been widely promoted and respected, resulting in insufficient motivation for participation [15]. In summary, numerous obstacles and difficulties have led to weak policy implementation.

[2.1.1 Exploration Period (2006-2010)] Reform work during this period was mainly carried out in local areas through pilot programs. Lacking theoretical guidance and mature domestic cases for reference, pilots faced many obstacles, such as unclear understanding of reforms, doubts about council functions, and lack of social and cultural governance environments, directly reflecting the arduous and complex nature of reforms.

[2.1.2 Pilot Period (2011-2018)] Through continuous exploration and attempts in local areas, reform achievements and experiences gradually formed, with Shenzhen Library, Nanjing Library, and Wenzhou Library as models. Meanwhile, national-level pilots began. The General Office of the State Council issued the "Notice on Supporting Documents for Classified Promotion of Public Institution Reform" (Guobanfa [2011] No. 37), requiring further exploration of corporate governance structures in forms such as councils, boards, and management committees. In 2014, the former Ministry of Culture included 10 public cultural institutions, including Chongqing Library and Shenzhen Futian District Library, in the pilot list, marking the formal entry of corporate governance re-

form into the pilot phase. Continuous practice accumulated rich reform experience with demonstrative significance for comprehensive promotion, though problems such as limited council decision-making power, unsound decision-making support mechanisms, and lack of social honor mechanisms cannot be ignored.

[2.2 Policy Promotion Period (2019-2020)] As pilot experiences were summarized and policies gradually elevated to the legal level, public library corporate governance reform was formally confirmed through legislation. The Standing Committee of the National People's Congress successively promulgated the "Public Cultural Service Guarantee Law" and the "Public Library Law" to ensure policy implementation. Both the basic law and specialized law in the public cultural field require the state to promote public libraries to establish sound corporate governance structures and attract social forces to participate. Additionally, the "Implementation Plan" further detailed reform content based on the two laws, explicitly requiring that by the end of 2020, public libraries at or above the prefecture-level nationwide should basically establish corporate governance structures with councils as the main form, with further improved decision-making, execution, and supervision mechanisms. This marked the beginning of the promotion phase and established the council's key position as the core of reform. China's library corporate governance reform has achieved fruitful results in both policy pilot and promotion phases, but the actual implementation status requires further investigation and research.

3. Current Status and Problems of Public Library Corporate Governance Reform

Shenzhen Library, as a pilot unit for corporate governance reform, established a reform preparation group in 2007, marking the beginning of China's public library corporate governance reform. Through continuous exploration, reforms represented by Shenzhen Library have preliminarily established a separation-of-powers organizational structure, introduced external governance mechanisms [22], and achieved phased results. Meanwhile, problems have emerged: (1) At the policy level, relevant policies for corporate governance reform are relatively vague, lacking theoretical guidance. (2) At the practice level, due to the lack of mature domestic cases, pilots face many obstacles.

The establishment of a council is the fundamental symbol and core of public library corporate governance reform, serving as an important benchmark for measuring reform effectiveness. To test the promotion effectiveness of the "Implementation Plan," this study investigated council establishment in public libraries at or above the prefecture-level nationwide (365 libraries, excluding Hong Kong, Macao, and Taiwan) according to the "Statistical Table of Administrative Divisions of the People's Republic of China" (as of December 31, 2019). The sample includes 1 national library, 31 provincial public libraries (22 provinces, 5 autonomous regions, 4 municipalities), and 333 prefecture-level public libraries (293 prefecture-level cities, 7 regions, 30 autonomous prefectures, and 3 leagues). Through library websites, government portals, academic papers,

news media, and telephone surveys, this study analyzes the current situation and problems of China's library corporate governance reform.

3.1 Council Establishment and Distribution

3.1.1 Insufficient Reform Effectiveness and Low Establishment Rate

As of February 5, 2021, 208 public libraries at or above the prefecture-level nationwide had established councils, including 1 national library, 29 provincial libraries, and 178 prefecture-level libraries, as shown in .

shows that among the 31 provincial public libraries nationwide (excluding Hong Kong, Macao, and Taiwan), only 2 have not established councils, yielding a 94% establishment rate. Twenty provincial libraries established their first councils during the pilot period (2006-2018) and achieved phased progress. During the promotion period (2019-2020), 9 provincial libraries joined the reform. However, for prefecture-level libraries, the council establishment rate is only 53.5%, with nearly half of prefecture-level libraries still adopting a wait-and-see attitude. In terms of establishment numbers, the top six provinces are Zhejiang, Guangdong, Anhui, Yunnan, and Guangxi. Regarding stage division, although 178 prefecture-level libraries have established councils, 80 did so during the promotion period (2019-2020).

In summary, while provincial libraries have achieved remarkable reform results, the overall reform effectiveness for libraries at or above the prefecture-level is not obvious, with a council establishment rate of only 56.7%. This indicates that provincial libraries must play a leading role in strengthening coordination and guidance for public library corporate governance reform within their provinces, providing experience and training for prefecture-level libraries. Additionally, library council establishment can draw on domestic reform experiences and adapt them to local special circumstances.

3.1.2 Uneven Reform Progress and Expanding Regional Disparities

Although council establishment reflects the reform status statically, reform is a gradual dynamic process. Investigations reveal significant temporal and spatial differences in council establishment across regions, as shown in [Figure 1: see original paper].

During the policy pilot period (2006-2018), only a few public libraries at or above the prefecture-level (98) established councils, with no obvious inter-provincial differences. However, when the reform entered the comprehensive promotion phase, public libraries nationwide responded to the central government's call by establishing councils, accelerating reform progress and revealing expanding regional disparities and unbalanced development trends. First, southwestern regions far exceed North China, Northeast China, and Central China in council establishment rates. Second, internal differences exist within the same region. For example, both Sichuan and Yunnan provinces have established 13 councils each at or above the prefecture-level, but Sichuan's libraries mostly did so during the "policy pilot" period (2006-2018), while Yunnan's libraries concentrated

in the “policy promotion” period (2019-2020). These reflect uneven reform progress across regions, requiring further analysis of the reasons.

3.2 Council Composition and Operation

3.2.1 Diverse Council Types with Ambiguous Functional Positioning

Early domestic scholars categorized library councils into decision-making and advisory types. After more than a decade of practice, types have undergone subtle and complex changes. Of the 102 libraries that disclosed council types (9 provincial, 93 prefecture-level), functional positioning mainly includes five types: decision-making, decision-supervision, advisory, deliberation-decision, and deliberation-supervision-decision. Since deliberation-decision and deliberation-supervision-decision are essentially the same as decision-making and decision-supervision respectively, differing only in wording, this study classifies them into three types: decision-making, decision-supervision, and advisory, as shown in [Figure 2: see original paper].

[Figure 2: see original paper] shows that public libraries nationwide have not reached consensus on council type selection. First, based on decision-making authority, they can be divided into decision-making, decision-supervision, and advisory types. If councils serve only as advisory bodies outside core power, this deviates from central reform spirit. Second, according to the “Q&A on Corporate Governance Structure of Public Institutions” by the Central Office for Institutional Reform, supervisory boards should only be established in large, complex public libraries where councils alone cannot fulfill supervisory duties. The investigation found that 40 libraries at or above the prefecture-level have established supervisory boards. For most libraries without supervisory boards, supervisory functions must be added to the council’s original single decision-making function to ensure scientific and stable governance structure. [Figure 2: see original paper] reveals that provincial libraries mostly adopt decision-making councils (44.8%), while prefecture-level libraries prefer decision-supervision councils (28.2%). This not only reflects ambiguous positioning but also raises questions: (1) Can governance structures achieve separation of powers and checks and balances without supervisory boards? (2) While decision-supervision is also a type of decision-making, will some libraries overemphasize supervisory functions at the expense of decision-making? If councils only exercise supervisory power, this contradicts reform objectives.

3.2.2 Member Structure Needs Optimization with Single-Source Directors

Public library council members mainly comprise government departments, libraries, experts, and other relevant social representatives. When representatives from one party exceed two-fifths (40%) of total members, it is defined as “XX-dominated”; when government, library, and public representatives are roughly in a 1:1:1 ratio, it is defined as “tripartite system.” Investigations show that council composition is primarily “social representative-dominated” (41.8%), while “government-dominated,” “library-dominated,” and “tripartite

system” combined account for only 19%, with 39.3% not disclosed or unavailable. Suzhou Library is particularly noteworthy, with 1 overseas director among its 13 council members, representing a breakthrough and innovation that provides reference for other libraries.

As the highest responsible person, the director plays a crucial role in handling disagreements among representatives and coordinating council work. Directors enjoy general councilor rights plus authority to sign important documents and supervise councilor performance. Investigation shows four main selection methods: (1) council nomination with appointment by organizing unit; (2) organizing unit nomination with council election; (3) direct council election; (4) direct appointment by organizing unit, as shown in [Figure 3: see original paper].

[Figure 3: see original paper] reveals that director selection mainly involves “direct appointment by organizing unit” and “organizing unit nomination with council election.” While these methods prevent decision-making errors from “laymen leading experts” and safeguard public service missions, they also create problems: (1) Directors are often delegated by government authorities, making it difficult to break through social role limitations, with limited time and energy for council work. For example, despite charter requirements for at least two annual meetings, some libraries only hold one. (2) The reform aims to transform government functions, but if directors are nominated or directly appointed by organizing units, does this contradict the “separation of management and operation” principle and demonstrate effective government “delegation of power”?

3.2.3 Low Information Disclosure and Unsound Supervision Mechanisms

If the council is the core of library corporate governance reform, the charter is the institutional carrier and “constitution” that ensures effective council operation. Investigations found that only 34 libraries (3 provincial, 31 prefecture-level) published their charters online, while 83.7% did not disclose or could not be found. Published charters reveal council type, term, composition, and director selection methods, providing reference for other libraries and facilitating public supervision. However, most libraries only announced establishment news, selectively disclosing council type, composition, and director selection. For example, 47.5% of prefecture-level libraries did not disclose council type, and 71.1% did not disclose director selection methods, reflecting insufficient attention to information disclosure.

4. Principles and Countermeasures for Public Library Corporate Governance Reform

To reduce reform resistance and promote effective policy implementation, scholars have proposed suggestions from different perspectives, such as prioritizing policies and legislation [23], improving supporting systems [24], handling relationships between councils and existing administrative systems [25], building professional committees to improve decision-making support, improving incen-

tive mechanisms [26], coordinating relationships among governance entities [27], and improving supervision systems and internal management mechanisms [27]. While these offer valuable insights, deeper reform philosophies and principles need clarification. Effective promotion requires targeted measures guided by reform principles.

4.1 Principles of Public Library Corporate Governance Reform

4.1.1 Combining “Steering” with “Service”

Scholars argue that the key to library corporate governance reform lies in improving council and industry management systems [28], achieving “charter-based” management and operation [29], government “delegation of power” and director “transfer of power” [30], and strengthening social support [31] such as financial, policy, and public opinion support. Although perspectives differ, all involve government (organizing unit) function and role transformation. As public cultural institutions providing basic public services with funding mainly from government appropriations, public libraries’ public welfare and subsidiary nature highlights the need to combine government “steering” with “service.” The key to reform is: (1) government macro-level steering and guidance for reform and development direction, maintaining overall situation and social order; (2) government acting as a principal, delegating decision-making power to councils and providing services and support for multi-stakeholder participation, such as preferential policies for social donations and tax reductions. Donors can not only receive tax benefits but also participate in library decision-making and supervision as directors/supervisors, leveraging their advantages, resources, wisdom, and experience to better meet readers’ needs.

Additionally, drawing on foreign experience, governments should manage public libraries macroscopically through strategic planning, overall budgeting, and performance evaluation, granting more autonomy in personnel and finance. Using “positive/negative list” models from government administrative reform requires substantive government “delegation of power.” The charter is not only the “mini-constitution” of public library corporate governance but also a “positive list” of powers and responsibilities, defining boundaries between government and library governance and clarifying functions and responsibilities among councils, management, and supervisory boards.

4.1.2 Coordinating “Public Welfare” with “Competitiveness”

Corporate governance originated in the corporate sector and was widely applied in state-owned enterprise reforms. Foreign non-profit organizations also commonly adopt corporate governance structures to improve operational efficiency, credibility, and transparency. Some scholars believe corporate governance construction strengthens public libraries’ public welfare attributes from the perspective of protecting readers’ rights [32]. However, this study argues that corporate governance reform both strengthens public welfare and enhances competitiveness. Therefore, applying corporate management methods to the public sector must adhere to coordinating “public welfare” with “competitive-

ness.” First, under New Public Management theory, council system construction advocates separation of ownership and management [33], encouraging public libraries to adopt market-based competitive mechanisms to improve management and service quality [34], which is significant for China’s public libraries. Second, reforms must prevent excessive “marketization” that may erode social values and civic interests while pursuing efficiency and cost savings. New Public Management’s emphasis on efficiency and competition may lead to excessive results-orientation, neglecting the “service-oriented” value orientation. As library corporate governance reform essentially involves political participation and interest coordination [35], it inevitably involves competition and game-playing among multiple stakeholders. Therefore, the balance between the two must be maintained through reasonable institutional design to balance various interests.

4.1.3 Compatibility between “Imported Models” and “Localization”

After more than a century of development, foreign public library councils have formed mature systems. China’s reforms are still in the initial stage, and when drawing on foreign experience, attention must be paid to differences in political systems and organizational structures between China and the West. The principle of compatibility between “imported models” and “localization” must be upheld. A distinctive advantage of China’s political system is the leadership of the Party. How to integrate Party leadership with corporate governance is a unique issue in China’s library reform. Ensuring the effectiveness of Party leadership and clarifying the Party organization’s powers and working methods in decision-making, execution, and supervision can not only enhance government reform impetus and internal library motivation but also maximize social forces’ enthusiasm and improve reform effectiveness. The “Implementation Plan” emphasizes strengthening Party leadership over public cultural institutions and incorporating Party building requirements into their charters. Only by correctly handling the relationship between Party leadership and corporate governance, and between Party organizations and councils, can reforms be guaranteed.

Two models from state-owned enterprise reforms can be referenced [36]. The first is “member embedding,” where Party organization leadership enters the council and management according to the charter, playing the Party’s core leadership role. In public library governance, the director can also serve as Party secretary, combining the Party’s cadre management principle with the council’s personnel autonomy and organically integrating Party leadership with corporate governance. The second is “organizational embedding,” where the Party organization is embedded into the governance structure as “Party committee, council, management, supervisory board.” For major issues involving library development stability and staff interests, the council must first submit them to the Party committee for discussion, using its suggestions as decision-making references. For major personnel appointments, the Party committee recommends multiple candidates according to cadre selection standards, and the council makes independent decisions according to law. Both approaches solve the incompatibility between the “Party’s cadre management principle” and “council director selection rules.” It must be emphasized that Party organi-

zations provide political leadership, while councils provide strategic leadership and decision-making power for major issues. Party committees participate in major decision-making by offering suggestions, not replacing council decisions, and there is no power conflict between them.

4.2 Countermeasures for Public Library Corporate Governance Reform

4.2.1 Improving Institutional Design to Enhance Overall Reform Effectiveness

Western library councils have decision-making power over major issues such as personnel appointments, financial budgets, salary distribution, and development planning. Due to incomplete top-level institutional design, lack of supporting policies, and councils' "discussion without decision," reform enthusiasm is low, with nearly half of libraries nationwide not establishing councils. To effectively promote policy implementation, local library regulations should be formulated to improve supporting systems in personnel and finance, injecting new momentum into policy execution. Relevant regulations on assessment, exchange, training, and personnel supervision should be issued to improve staff mobility management and selection mechanisms, ensuring councils' decision-making role in finance and personnel matters. Additionally, library corporate governance should be included as a key indicator in library evaluation systems [37]. Evaluation indicators have clear guidance functions, serving as both a "yardstick" for library construction, management, and service, and a "booster" for corporate governance reform. Through improved supporting systems and "evaluation-promoted reform" measures, overall reform effectiveness can be enhanced, promoting scientific management and improving service quality.

4.2.2 Accelerating Reform Progress and Coordinating Regional Cooperative Development

Investigations show that regional disparities in public library corporate governance reform continue to expand, showing a "polarization" trend. While some provinces have achieved remarkable results, others have not established councils. Therefore, promoting coordinated regional cooperation is essential for accelerating reform progress and improving effectiveness.

- (1) **Select typical cases to create demonstration effects.** Exemplary cases of corporate governance reform should be selected nationwide among public cultural institutions, and their experiences promoted. This special form of publicity can stimulate enthusiasm for reform and create a favorable reform atmosphere.
- (2) **Encourage experience sharing and build cooperative exchange platforms.** Building exchange platforms should be a key measure for promoting reform. Using internet technology and big data platforms, experience exchange meetings and seminars should be conducted to establish regular communication mechanisms. Horizontal exchanges among eastern,

central, and western libraries and vertical communication between provincial and prefecture-level libraries should be strengthened. Additionally, exchanges should be enhanced among public libraries, museums, and cultural centers, and experiences from public hospitals and universities should be actively referenced to solve difficulties in corporate governance structure construction and improve reform quality and efficiency. Through training programs on corporate governance reform, solutions can be optimized through mutual discussion, mobilizing reform enthusiasm and improving institutional design for decision-making, execution, and incentives.

4.2.3 Clarifying Functional Positioning and Optimizing Decision-Making Support Mechanisms

The core of corporate governance structure is the council, and the focus of improving public library corporate governance is council self-construction. While phased results have been achieved, reform depth and intensity need further improvement. With accumulated experience and changing social environments, policy content has partially adjusted, with a key change being the transformation of council nature. The “Implementation Plan” repositions councils from “decision-making and supervisory bodies” to “decision-making bodies,” further clarifying council responsibilities. This provides new guidance for practical reforms and promotes scientific and standardized development. However, investigations show most libraries still position councils as decision-supervision bodies. Therefore, libraries must re-examine and adjust their council positioning, redefining responsibilities and functions, and clarifying relationships among councils, management, and supervisory boards. Decision-making mechanisms should be improved by establishing advisory and specialized committees under councils according to actual conditions to provide strong support. For example, Shenzhen Library hired social elites to form advisory, human resources, finance, and audit committees to counsel major strategic planning and policies and provide consultation for important council decisions.

4.2.4 Optimizing Member Composition and Broadening Director Selection Channels

Council size should be kept within reasonable bounds. If too small, the structure is incomplete and unrepresentative; if too large, communication and coordination become difficult, affecting decision-making efficiency. Investigations show council size ranges from 5-15 members, comprising social celebrities, government representatives, and library professionals. As core figures with significant decision-making authority, directors’ selection methods and sources affect council function. Investigations show director selection mainly involves organizing unit nomination or direct appointment. If directors are elected by the council, it can grant more decision-making autonomy and provide a solid foundation for effective operation.

Zhejiang Province provides valuable experience: among its 11 established prefecture-level public library councils, 6 have directors from the public, including the provincial library and libraries in Ningbo, Wenzhou, Shaoxing,

Jiaxing, and Jinhua. These directors mainly serve as company chairpersons, law firm directors, or members of municipal political consultative conferences and people's congresses, playing significant roles in counseling and promotion. For example, Wenzhou Library's "Director Reception Day" allows readers to make suggestions on activities and facilities, which the council promptly addresses.

4.2.5 Increasing Information Disclosure and Improving Internal and External Supervision Mechanisms

In corporate governance reform, public libraries need to improve personnel management and decision-making error accountability systems, as well as internal and external supervision mechanisms. Party building is crucial for improving supervision.

First, **improve internal supervision mechanisms.** As council nature transforms, supervisory power in governance structure requires independent exercise by specialized institutions, highlighting supervisory bodies' roles. Libraries can establish supervisory boards or part-time supervisors based on their circumstances. Supervisory board/supervisor responsibilities should be clearly defined in charters to ensure supervisory rights over council decisions. Supervisor selection methods include council election and organizing unit appointment, each with advantages and disadvantages. Combining both methods can integrate government supervision with internal oversight.

Second, **improve external supervision mechanisms.** External supervision mainly comes from government departments, Party organizations, readers, and third parties. Government departments can ensure leadership and conduct in-process supervision by appointing council and supervisory board members. Party organization supervision is reflected not only in political and organizational leadership but also in supervising council decision-making, management execution, and supervisory board performance. Reader and third-party supervision should also be emphasized by improving information disclosure awareness and disclosing charters, policy plans, and work progress through diverse channels. Foreign mature experiences can be referenced, such as the New York Library Council website, which serves as an exchange and training platform providing council-related information and materials, facilitating councilors' professional development [38] and providing public supervision channels. Additionally, social publicity of council work should be strengthened to create a favorable social atmosphere for reform through display boards, official websites, and social media.

Public library corporate governance reform is a complex systematic project involving government function transformation, budget management system improvement, multi-interest coordination, and social resource integration. Building scientific governance structures and council systems requires institutional environments, legal guarantees, cultural support, and self-construction. It must proceed gradually based on national conditions. With the improvement of legal systems, administrative reforms, government decentralization, and encourage-

ment of multi-governance participation, it is highly anticipated that the corporate governance system will take root in reality, transforming library management from government “solo singing” to “chorus dancing.”

References

- [1] RACHID B, SALLY B. Faculty and librarians’ partnership: designing a new framework to develop information fluent-future doctors [J]. *The journal of academic librarianship*, 2015, 6(11): 821-838.
- [2] MARK A E, DAN S. Leveraging librarian liaison expertise in a new consultancy role [J]. *The journal of academic librarianship*, 2017, 2(5): 121-127.
- [3] VARDAKOSTA I, AGUILAR-MORENO E, GRANELL-CANUT C, et al. Among academic librarians in Greece, Cyprus and Spain [J]. *The journal of academic librarianship*, 2016, 5(9): 485-68-78.
- [4] HARRASIN. The application of organizational learning theory to Omani Academic Library Collaboration [J]. *Procedia-social and behavioral sciences*, 2014, 25(8): 86-90.
- [5] YANG SQ, DALAL HA. Delivering virtual reference services on the web: an investigation into the current practice by academic libraries [J]. *IEEE annals of the history of computing*, 2002, 24: 2-13.
- [6] MARCUM DB. Automating the library: The council on library resources [J]. *The journal of academic librarianship*, 2015, 1(2): 10-20.
- [7] FENG J. Foreign public library council system and enlightenment: taking Boston Public Library council system as an example [J]. *Library construction*, 2010(6): 93-97.
- [8] FENG J. Research on US state library council systems [J]. *National Library Journal*, 2017, 26(3): 10-20.
- [9] FENG J. Ohio state library council system [J]. *National Library Journal*, 2014, 23(3): 47-52.
- [10] YI H, WANG NY. Investigation and analysis of public library corporate governance structure status [J]. *Library research and work*, 2018(1): 75-80.
- [11] CHEN L. Research on domestic and foreign public library council operation models and guarantee mechanisms [J]. *Library science research*, 2018(7): 2-8, 24.
- [12] XIAO RM. Status and analysis of China’s public library corporate governance structure construction [J]. *National Library Journal*, 2014, 23(3): 22-28.
- [13] DUAN XH. Cooperative governance in post-industrial society: research on public library governance models [J]. *Library journal*, 2012, 31(7): 7-10.
- [14] ZENG R. Exploration of practical paths for public library corporate governance structure in the new era: based on provincial public library reform pilots [J]. *Library work and research*, 2018(S1): 60-66.
- [15] GU XG, LIU ZH. Difficulties in implementing corporate governance structure in libraries [J]. *Library journal*, 2015, 34(9): 28-32, 112.
- [16] LIU Y. Research on Chinese and foreign public library governance structures from a comparative perspective: overview of domestic and foreign public

- library council construction [J]. *Library research*, 2016, 46(5): 55-58.
- [17] XU YL, WU DC, CHEN JM. Investigation on Guangdong public library corporate governance structure reform [J]. *Library forum*, 2020, 40(8): 138-145.
- [18] WANG G, CHEN Y, LAI K, et al. Investigation on Sichuan public library corporate governance structure [J]. *Sichuan Library Journal*, 2019(4): 24-28.
- [19] WANG H. Research on prefecture-level public library corporate governance structure reform: based on Daqing Library reform practice [J]. *Library science journal*, 2019, 41(8): 25-29.
- [20] CHEN SZ, HUANG YW, SHU R. Investigation and thinking on domestic public cultural institution corporate governance status: focusing on public libraries [J]. *Library journal*, 2016, 35(11): 14-20.
- [21] HUO RJ. Investigation and reflection on public library corporate governance structure status [J]. *Chinese library journal*, 2016, 42(4): 117-127.
- [22] XIAO RM. Shenzhen library corporate governance structure pilot exploration and reflection [J]. *Chinese library journal*, 2014, 40(3): 13-19.
- [23] ZHAO YM, PU R. Policy and legal guarantee system for foreign national library council systems [J]. *Information and documentation services*, 2016(5): 6-11.
- [24] FANG ZJ. Exploration of China's public library corporate governance structure development [J]. *Library construction*, 2014(5): 31-33, 30.
- [25] ZHANG Y. Several difficult issues facing China's public library council system construction [J]. *National Library Journal*, 2014, 23(3): 29-33.
- [26] ZHU SJ. Discussion on optimizing public library corporate governance mechanisms [J]. *New century library*, 2012(12): 71-74.
- [27] YUAN SY, ZHANG CC, LIU LL. Thoughts on constructing public library council management mechanisms [J]. *Library construction*, 2016(9): 35-39.
- [28] ZHANG SY, JIANG YF. Research on Heilongjiang public library construction subject models and total-branch service system construction: proposal of "3-3 model" [J]. *Library construction*, 2010(11): 11-15.
- [29] LI GX. Public library corporate governance: structure, status, problems, and prospects [J]. *Library and information*, 2014(2): 1-6, 9.
- [30] CAO XQ. Government delegation of power and director "transfer of power": two key points in public library corporate governance structure [J]. *Library construction*, 2014(11): 56-59.
- [31] ZHANG T. Discussion on public library social support from corporate governance structure perspective [J]. *Library research*, 2015, 45(4): 6-9.
- [32] WANG DY. Discussion on several development stages of public library corporate governance structure construction [J]. *National Library Journal*, 2014, 23(3): 34-40.
- [33] LI J, QI SZ. Public library council system construction under new public management thought [J]. *Library construction*, 2014(5): 31-33, 30.
- [34] WEI D. Introducing market mechanisms to improve public library corporate governance structure [J]. *Library construction*, 2015(2): 22-25.
- [35] HUANG Y, XU YC. Library governance: concept and meaning [J]. *Chinese library journal*, 2004(1): 26-28.
- [36] XU W. Research on central enterprise board construction [J]. *Economic*

management, 2011, 33(11): 44-53.

[37] ZHOU YQ, WEI MT. Using indicators to leverage library transformation: Professor Ke Ping discusses public library evaluation status and future [J]. Sichuan Library Journal, 2021(1): 1-5.

[38] FENG J. Research on US public library council system: taking New York State as an example [J]. Library and information work, 2014, 58(16): 57-61.

Author Contributions:

Gao Fan: Proposed research ideas, designed paper framework, wrote and revised the paper.

Ouyang Juan: Conducted investigation, organized data, wrote the paper.

Note: Figure translations are in progress. See original paper for figures.

Source: ChinaXiv — Machine translation. Verify with original.