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A Study on the Government-Society Cooperative Relationship in Public Library Service Provision: Postprint

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Abstract

[Purpose/Significance] Against the backdrop of ongoing transformation of government functions, cooperation between government and social organizations in providing public library services represents an effective measure for reforming the public library management system and constitutes an important trend in the development of public libraries. Research on the cooperative relationship between government and social organizations can not only enrich relevant theoretical achievements but also provide references for the development of government-social cooperation in public library service provision. [Purpose/Significance] Through a combination of literature review, online investigation, and field research, this study expounds on the concept and characteristics of government-social cooperation relationships in public library service provision, conducts an in-depth analysis of the roles of various actors in such cooperation relationships, the causes of government-social cooperation relationships, and the types and formation processes of these relationships. On this basis, it proposes countermeasures for the sustainable development of government-social cooperation relationships in public library service provision. [Result/Conclusion] The establishment of sound cooperative relationships requires correcting cooperation motivations, improving cooperation institutions, and standardizing cooperation behaviors.

Full Text

Preamble

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Research on the Collaboration Relationship Between Government and Social Organizations in Public Library Service Supply

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Abstract

[Purpose/Significance] Against the backdrop of ongoing government transformation, collaboration between government and social organizations in providing public library services represents an effective measure for reforming the public library management system and constitutes an important trend in the development of public libraries. Studying this government-social organization collaborative relationship can not only enrich relevant theoretical findings but also provide references for the development of such collaborations in public library service supply.

[Method/Process] Through a combination of literature research, online surveys, and field investigations, this paper discusses the concept and characteristics of the government-social organization collaboration relationship in public library service supply, and conducts an in-depth analysis of the roles of various subjects in this relationship, the causes of collaboration, the types of collaborative relationships, and their formation process. Based on this analysis, the paper proposes countermeasures for the sustainable development of these collaborative relationships.

[Result/Conclusion] Establishing sound collaborative relationships requires correcting collaborative motivations, improving collaborative institutions, and standardizing collaborative behaviors.

Keywords: public libraries; service supply; government-social organization collaboration; collaborative relationship

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Introduction

Public libraries are professional and specialized cultural institutions involving multiple fields and stakeholders. For a long time, public libraries in China have primarily relied on government provision of basic services. With social progress and development, public demand for library services has become increasingly rational, personalized, and diversified, while expectations for service quality continue to rise. However, due to management system constraints and limitations in human, material, and financial resources, complete government provision of services in the public library sector cannot achieve comprehensive coverage, often resulting in insufficient supply and inadequate capacity to meet social demands.

The “Decision of the Central Committee of the Communist Party of China on Several Major Issues Concerning Comprehensively Deepening Reform” proposed

introducing competition mechanisms to promote the socialization of public cultural services and encouraging social forces and capital to participate in building the public cultural service system [1]. Subsequently, public libraries in some regions of China began experimenting with introducing social organizations to participate in library construction, management, and operations, combining national conditions with development trends in the library sector. In recent years, the state has strongly supported collaborative provision of public cultural services between government and social organizations. In 2015, the “Opinions on Accelerating the Construction of a Modern Public Cultural Service System” (hereinafter referred to as the “Opinions”) explicitly proposed promoting Public-Private Partnership (PPP) models and diversifying providers and methods of public cultural services [2]. The Opinions effectively stimulated the enthusiasm of various social organizations to participate in public cultural services, particularly fostering the emergence of enterprises specializing in public library operations and management.

In 2016, the “13th Five-Year Plan for National Economic and Social Development of the People’s Republic of China” proposed diversifying supply methods: services that can be provided through government purchase should no longer be directly undertaken by government; those that can be provided through government-social capital cooperation should broadly attract social capital participation [3]. On January 1, 2018, the “Public Library Law of the People’s Republic of China” officially implemented, with Article 4 stipulating: “People’s governments at the county level and above shall actively mobilize social forces to participate in public library construction and provide policy support in accordance with relevant state regulations” [4], marking that encouraging and supporting social participation has been elevated to a legal principle.

Driven by national policies and vigorous government promotion, collaboration between government and social organizations in supplying public library services has developed rapidly, with diverse cooperation methods, gradually deepening collaboration, and increasingly rich content. This has become an effective measure for building a modern public cultural service system, playing an important role in meeting public cultural needs and advancing public cultural system reform. However, conflicts of interest frequently occur during this collaborative process, leading to unstable and unsustainable relationships. For example, in Hefei, three community libraries terminated their cooperation with social organizations after less than one year of operation due to disagreements over operational philosophy, service content, and service methods, resulting in wasted initial investment and seriously affecting users’ access to library services. Therefore, how government and social organizations can establish stable, efficient, and sustainable collaborative relationships to promote scientific and standardized development of public library service supply constitutes an important topic worthy of exploration.

Currently, research on government-social organization collaboration in public library service supply in China has accumulated certain achievements. Miao Mei-

juan introduced practices of government purchasing public library services from social forces using case studies of Wuxi New District Library, Beijing Dongcheng Pikachu Book House, and Dongcheng First Library Dongzongbu Branch, analyzing characteristics and significance [5]. Su Fu and Ke Ping analyzed the theoretical basis and main models of public library service socialization from the perspectives of practical requirements and policy/legal guidance, proposing development strategies and issues requiring attention [6]. Guo Hua, Ge Linlin, and Yi Bin analyzed the importance, specific models, and operational mechanisms of government purchasing library services from social organizations from the perspective of purchase behavior types and methods, proposing countermeasures regarding institutional guarantees, trust mechanisms, and development levels of social organizations [7]. Deng Yinhua analyzed reasons for government introduction of social forces in public library construction from historical, theoretical, and practical perspectives, summarized four participation models, and proposed strategies from cultural environment, institutional construction, and incentive mechanisms [8]. Li Zhuqi and Lu Hejian used case analysis to study the model of introducing social enterprises in Jinghu District Library, Wuhu City, Anhui Province, from aspects of motivation, participants, management content, funding, and supervision [9]. Li Shujuan analyzed the evolution and characteristics of UK government purchasing of public library services, elaborating on practical experience and enlightenment from policy guarantees, operational mechanisms, social organization cultivation, and performance evaluation [10]. Zhang Hongtao analyzed methods, standards, and models of US government purchasing public library services from social forces, summarizing referential experiences [11].

In summary, existing literature mostly introduces domestic experiences or borrows foreign theories and practices to discuss feasibility and necessity. Domestic literature seems to cover related fields including significance, models, and institutional mechanisms. However, comprehensive analysis reveals that existing research has paid insufficient attention to the roles of collaborative subjects and relationships between them, leaving considerable space for current researchers. Based on existing research, this study theoretically discusses the concept and characteristics of government-social organization collaboration in public library service supply, focusing on analyzing the roles of subjects, causes of collaboration, types of relationships, and formation processes. It proposes suggestions from three aspects—motivation, behavior, and institution—for sustainable development, aiming to broaden research perspectives, enrich theoretical findings, and provide practical references.

Regarding social organizations, there are macro and micro definitions. This study adopts the macro-level definition, including both profit-making organizations (enterprises, companies) and non-profit public welfare organizations (volunteer organizations).

2 Concept, Characteristics, and Formation Process of Government-Social Organization Collaboration in Public Library Service Supply

2.1 Concept of the Collaboration Relationship

Concepts represent the starting point of thinking, reflecting the essence or characteristics of things. On one hand, studying government-social organization collaboration in public library service supply requires scientifically and accurately defining relevant concepts to clarify research boundaries. On the other hand, clearly understanding this concept is crucial for further identifying research objects and accurately formulating optimization strategies. Currently, no unified definition exists. This paper defines it as: a partnership of mutual coordination and positive interaction formed between government and social organizations in public library construction, management, and operation to meet the public's growing spiritual and cultural needs. Specifically, based on mutual recognition of advantages and disadvantages, government and social organizations engage in effective communication and consultation to collaboratively improve library service supply levels.

2.2 Characteristics of the Collaboration Relationship

2.2.1 Goal Consistency Collaborative goals represent the achievements both parties hope to attain during the cooperation period and constitute the starting and ending points of the relationship. Government-social organization collaboration in public library service supply is essentially a process where both parties organize and conduct related work driven by common goals. Clear collaborative goals are prerequisites for establishing the relationship and represent a primary characteristic. For government, through goal planning and implementation and by leveraging social organizations' human, material, and intellectual resources, library service supply can better integrate with social demands. For social organizations, through goal setting and implementation and by utilizing the library platform provided by government, they can enhance their capabilities and achieve long-term development.

2.2.2 Benefit Sharing The essence of government-social organization collaboration in public library service supply is allowing social organizations to participate in service provision under government leadership and achieving mutual benefit and win-win outcomes through cooperation. The intrinsic motivation for social organizations to participate is obtaining certain benefits; without benefits, they would generally be unwilling to undertake work that should be government responsibility. Government can reduce its burden in supplying public library services by leveraging social forces. Therefore, benefit sharing is a major characteristic. However, benefit sharing does not mean profit sharing—government must strictly supervise social organizations' profit models. Neither excessive profit pursuit nor profit-driven compromises on service quality are permitted.

Because public library services are public welfare in nature, all citizens have the right to free access, and no supply method should aim for profit maximization, which would trigger public dissatisfaction. Benefit sharing constitutes an important foundation for maintaining the collaborative relationship; without it, sustainable cooperation becomes impossible.

2.2.3 Risk Sharing Establishing and developing collaborative relationships involves not only benefit sharing but also risk sharing. The collaboration goal requires both parties to achieve balanced interests through joint service provision in the public library sector, which also demands reasonable risk allocation during cooperation. Interest imbalances can cause contradictions and even relationship breakdowns. In ordinary buyer-seller relationships, parties seek to avoid risks to maximize benefits. In government-social organization collaboration, reasonable risk sharing represents a distinctive feature. Practice reveals three main risks: information asymmetry, collaboration plan changes, and service non-equalization. Regarding information asymmetry, government evaluation of social organizations' performance relies primarily on service data and summary reports provided by the organizations themselves, giving social organizations information advantages. This can lead them to conceal unfavorable information, such as falsifying user participation numbers and satisfaction ratings. This risk is closely related to inadequate supervision and performance evaluation systems. Collaboration plan change risk refers to potential risks arising when government adjusts service content, forms, or effectiveness requirements during the cooperation period based on changes in policies, economic conditions, or user demands. While adjusting plans according to environmental changes can improve service relevance, it also risks relationship breakdown due to disagreements over service effectiveness definitions and standards. This requires corresponding adjustments to relevant institutions and evaluation criteria. Service non-equalization risk refers to social organizations' tendency to actively supply services with low cost and high returns while passively supplying services with high public demand but low returns, potentially marginalizing some library users. To avoid these risks, fair risk-sharing mechanisms and diversified checks-and-balances supervision systems must be established. Risk and benefit coexist and are relative—without shared risk, collaboration cannot be achieved. Therefore, risk sharing is another typical characteristic and foundation for relationship formation and development.

2.3 Formation Process of the Collaboration Relationship

Selecting social organizations is a crucial step that directly affects whether government financial resources can achieve their true value and whether library services can be significantly improved. The ultimate goal of establishing government-social organization collaboration is narrowing the gap between service supply levels and public demand. In practice, some local governments select social organizations blindly, often pursuing excessive cost reduction without fully analyzing libraries' development goals and public needs. For example,

one enterprise once bid 400,000 RMB to undertake a library operation project originally budgeted at 1 million RMB. The low contract price prevented the enterprise from offering satisfactory salaries, resulting in high staff turnover and inability to provide stable, high-quality services. Practice demonstrates that capital investment positively correlates with service quality—low investment can only provide small-scale, basic, superficial services, while high investment enables more advanced content, quality, and scale. Pursuing excessively low bids not only fails to achieve expected goals but also easily leads to relationship breakdown. Therefore, scientifically selecting partners and controlling service quality and capacity from the source is essential for later relationship development.

Establishing government-social organization collaboration is not a simple process. First, as representatives of public interests and bridges between markets and the public, governments must identify citizens' objective needs and make systematic plans combining libraries' development directions and strategic goals. Second, to build trust-based, long-term stable relationships, governments must fully understand market conditions, analyzing the environment such as types of social organizations undertaking public library services and industry status. After market investigation and analysis, selection criteria and evaluation methods should be determined from aspects of service quality, price, reputation, and organizational culture. Then, based on these criteria, interested social organizations are screened through multiple rounds to identify the most suitable partners. Finally, after determining the partner, both parties sign a cooperation agreement to formally establish the relationship and implement cooperation around predetermined goals (see Figure 1 [Figure 1: see original paper]). During implementation, government can gradually adjust and improve selection criteria based on cooperation effectiveness, eliminating negative factors for future relationships and maintaining dynamic optimization.

3 Causes of Government-Social Organization Collaboration in Public Library Service Supply

3.1 Insufficient Government Investment in Libraries

Public library services cannot operate without material, financial, and human resources. Currently, relying solely on government fiscal investment cannot comprehensively solve existing problems in public library service supply. Under the traditional model, libraries' facilities, equipment, literature resources, and staffing are entirely government responsibility. However, in economically underdeveloped regions, insufficient fiscal funds make it difficult to invest adequately in public library construction. Even in economically developed regions, comprehensive resource guarantees for all public libraries remain impossible. This is most evident in district/county-level libraries and community libraries below that level. Community libraries serve as frontline positions in the public library service system, with broad service coverage and diverse user groups, requiring

substantial investment to achieve full coverage and equalization. Social organization participation can effectively reduce construction and operation costs while significantly improving service quality. For example, Zhangjiagang Library collaborated with social enterprises to build library stations, expanding service positions and making public reading services more accessible, achieving good social benefits [12]. As shown in Table 1, in 2016, Zhuxi Community Library using traditional government supply model had only 1,000 volumes, opened twice weekly with 20-30 visitors per session, and approximately 2,500 annual visitors. In contrast, Binhu Century Community Library using the collaborative model had about 14,000 volumes, opened daily, with approximately 30,000 annual visitors—more than ten times that of Zhuxi Community Library. In terms of staffing, Zhuxi Community Library had only one staff member on open days, while Binhu Century Community Library had eight daily staff, some with professional backgrounds in library science and sociology. Comparative analysis reveals that government-social organization collaboration in grassroots public libraries yields more prominent results. Through collaboration, government improves library service effectiveness and user satisfaction, while enterprises obtain economic benefits and social value such as recognition and reputation, achieving mutual benefits.

3.2 Low Efficiency of Single-Subject Supply

In recent years, with increased national emphasis on public cultural undertakings, public libraries have welcomed development opportunities, with rising numbers of libraries. However, in some grassroots libraries, personnel management system constraints often create a “construction without management” phenomenon, causing disconnections between construction, management, and use and resulting in resource waste. For example, Guangzhou Nansha District Library is a comprehensive public library with 6,200 square meters of building area, 200,000 volumes, over 850 journal titles, and more than 300 reading seats, receiving over 500 daily visitors. However, after completion, it was allocated only one staff position, far from meeting operational needs [13]. Hefei Furong Community Library has 23,000 volumes, over 40 newspaper and journal titles, and digital library services enabling resource sharing with Hefei Library, but only one manager—who is also the community accountant—handles daily operations [14]. Having non-professionals manage libraries not only easily leads to management chaos but also fails to guarantee service quality. This demonstrates that district/county libraries and community libraries face major difficulties in staffing. Against the backdrop of accelerating modern public cultural service system construction, breaking through traditional personnel management system constraints represents an urgent problem for grassroots public libraries, and social organization participation provides new solutions.

4 Roles of Various Subjects in the Collaboration Relationship

The collaboration relationship in public library service supply involves four main subjects: government, libraries, social organizations, and users, each performing different roles. Public library services aim to meet and guarantee citizens' basic reading needs and rights, providing corresponding library products and services to society, characterized by publicness, sociality, and public welfare. Traditionally, government, as representative of public interests, bears the heavy responsibility of designing and organizing services to meet public demand. During collaboration, government must supervise library operations and management, evaluate effectiveness, provide financial support and policy guidance, balance interests of different subjects, and coordinate relationships. After adopting the collaborative model, government separates the production function of library services, transferring it to social organizations. Social organizations undertake construction, management, operation, and service work originally government responsibility, needing to output corresponding products and services with guaranteed quality and quantity. In this process, social organizations can obtain benefits in recognition, achievement, and profit. Libraries, as the main service venues, must develop goals and plans based on their characteristics and objective conditions, proposing specific requirements for social organizations' work. Users, as library consumers, provide feedback on service quality and offer suggestions. As shown in Table 2 :

Table 2 Subject Role Classification in Government-Social Organization Collaboration in Public Library Service Supply

Subject	Role	Responsibilities
Government	Organizer	Design and organize specific collaboration plans; clarify responsibilities, rights, and obligations of each subject; screen qualified and capable social organizations
	Supervisor	Supervise and evaluate library operations to standardize and orderly conduct the collaboration process
	Coordinator	Coordinate relationships among subjects and balance interests between different parties
Social Organizations	Producer	Undertake library construction, management, operation, and service work according to requirements
Libraries	Planner	Identify their own needs; formulate specific development goals; reasonably plan work for social organizations to undertake

Subject	Role	Responsibilities
Users	Consumer	Access library resources; enjoy library services; evaluate library work and services; provide suggestions

From a value dimension, subjects' roles can be summarized as a series of responsibilities and interests [15]. For government and social organizations, responsibilities originate from both objective constraints (laws, regulations, institutions, cooperation agreements) and respective values—cognitions of rights, obligations, behavioral norms, and public library service goals, content, and methods. Throughout the collaboration, government and social organizations bear different responsibilities, aiming to provide diverse products and services to meet public needs, based on fulfilling corresponding responsibilities and obligations, and obtaining different benefits through mutual collaboration and complementary advantages. Therefore, role positioning of government and social organizations mainly revolves around responsibilities and interests. Theoretically and practically, only when government and social organizations reach consensus on responsibilities and interests can their collaboration achieve optimal status. Disagreements on responsibilities and interests affect cooperation quality and progress at minimum, and cause failure at worst. For example, Wuhu City Jinghu District Library once fell into semi-stagnation for three months due to disagreements between government and the enterprise undertaking library operations over evaluation result recognition, with insufficient funding causing basic book lending to continue while other activities basically stopped [16].

5 Types of Government-Social Organization Collaboration Relationships

Due to differences in collaboration content, depth, and objective environments, various types of collaborative relationships exist. Based on practical investigation and analysis, two main types exist: contractual collaboration relationships and voluntary collaboration relationships.

5.1 Contractual Collaboration Relationships

Contractual collaboration relationships refer to transferring public library services originally provided by government to social organizations through formal contracts. Signing formal contracts constitutes the premise and foundation for cooperation. Service outsourcing represents the primary pathway for forming contractual relationships. In recent years, driven by governments at all levels, service outsourcing has become a typical practice for grassroots public libraries to improve service quality and transform supply methods. Service outsourcing has multiple types with different classification methods. From the content perspective, it can be divided into management service outsourcing, technical

service outsourcing, and user service outsourcing, as shown in Table 3 . From the depth perspective, it can be divided into comprehensive service outsourcing and partial service outsourcing. Comprehensive service outsourcing refers to government transferring all work—including space planning, functional design, equipment installation, operation and maintenance, and user services—to social organizations based on library needs. For example, in 2014, Hefei Binhu Century Community Library transferred all functions including layout, daily management, reader development, and activity organization to a company specializing in public cultural services [17]. Partial service outsourcing refers to government selectively transferring library operations to social organizations based on objective conditions or temporary needs. In terms of cooperation duration, comprehensive service outsourcing generally has longer cycles, while partial service outsourcing has relatively shorter cycles. Formal contracts are typical features of contractual collaboration relationships. Since social organizations in such relationships are mainly profit-making enterprises and companies that can obtain certain economic benefits, formal contracts must be signed to clarify rights and obligations, constrain and standardize collaborative behaviors, and reduce cooperation risks.

Table 3 Classification of Public Library Service Outsourcing Content

Type	Content
Management Services	Internal management services required for normal library operation, mainly including document resource construction, logistics management, and staff allocation
Technical Services	Library management information system construction, application software design, development, and maintenance
User Services	Providing literature search and reference consultation services for users, organizing cultural activities

5.2 Voluntary Collaboration Relationships

Voluntary collaboration relationships refer to partnerships established between government and legally established non-governmental public welfare organizations that attract these organizations to participate in public library service supply through recruitment and invitation. Social organizations in voluntary relationships are composed of individuals who voluntarily contribute their time, energy, and skills to promote social improvement and development without material compensation, such as public welfare social groups, associations, and volunteer organizations—characterized by non-profit and voluntary nature [18]. They play important roles in assisting government service provision and meeting user needs, representing valuable resources in public library service supply.

In voluntary relationships, no command-and-obey administrative relationship exists between government and social organizations, and formal contracts are generally unnecessary—cooperation proceeds once mutual willingness is reached. This non-profit purpose makes such public welfare organizations common cooperation partners for government. To stimulate enthusiasm, government typically provides certain policy support or financial subsidies as rewards.

In voluntary relationships, government and social organizations mainly collaborate around libraries' non-core operations, such as book sorting and reader reception, particularly in grassroots libraries like district/county libraries, community libraries, and rural book houses with staffing shortages. Introducing volunteer participation often meets temporary needs, such as inviting community art enthusiasts to organize cultural activities or lectures, or partnering with university student volunteers during holidays to provide tutoring services for left-behind children. Volunteer service is voluntary behavior with strong personal inclination, and its content and level are limited by volunteers' capabilities. Therefore, voluntary collaboration relationships feature relatively low cooperation depth and short cycles. Furthermore, without formal contracts, institutionalization levels are relatively low and cooperation stability is relatively weak. Finally, both profit-making social enterprises and non-profit public welfare organizations require government to provide basic guarantees and support during participation. Similarly, government depends on social organizations' advantages in technology, expertise, management, and service capabilities. Therefore, both relationship types feature strong interdependence.

5.3 Comparison Between Contractual and Voluntary Collaboration Relationships

Differences between contractual and voluntary collaboration relationships mainly involve cooperation depth, duration, institutionalization level, stability, and resource dependency, as shown in Table 4 . First, contractual relationships involve extensive content and diverse methods, resulting in deeper cooperation and generally longer cycles—typically 3-5 years in practice. Voluntary relationships involve non-core operations with lower cooperation depth and shorter cycles. Second, contractual relationships require detailed discussions on development goals and service content, with formal contracts defining rights and responsibilities, resulting in high institutionalization and strong stability. Voluntary relationships generally lack formal contracts, resulting in lower institutionalization and weaker stability. Finally, both profit-making social enterprises and non-profit public welfare organizations require government to provide basic guarantees and support during participation. Similarly, government depends on social organizations' advantages in technology, expertise, management, and service capabilities. Therefore, both relationship types feature strong interdependence.

Table 4 Comparison Between Contractual and Voluntary Collaboration Relationships

Relationship Type	Cooperation Depth	Cooperation Duration	Institutionalization Level	Cooperation Stability	Mutual Dependency
Contractual	Deep	Long (3-5 years)	High	Strong	Strong
Voluntary	Shallow	Short	Low	Weak	Strong

6 Countermeasures for Sustainable Development of Government-Social Organization Collaboration in Public Library Service Supply

Government and social organizations play different roles and bear different responsibilities during collaborative public library service supply. Role performance and interrelationships directly affect service quality and determine whether cooperation can develop healthily and sustainably. Forming sound collaborative relationships is a long-term process requiring improvement from three aspects: motivation, institution, and behavior.

6.1 Correcting Collaborative Motivations

Collaborative motivation is the fundamental element determining respective behaviors and their development direction. To achieve genuine partnership, government and social organizations must first correct their motivations and reach consensus on cooperative philosophy and thinking, providing favorable conditions for optimizing relationships. From government's perspective, its degree of attention directly affects cooperation quality. In both contractual and voluntary relationships, government should not treat social organizations as employees but should grant them equal status with government departments. Transferring daily library operation and management to social organizations does not mean transferring government responsibilities. As organizers and coordinators, governments must actively help social organizations solve difficulties and provide corresponding support. From social organizations' perspective, they can obtain reasonable benefits but must not be solely profit-driven, deviating from the inherent requirements of public library services' public welfare, universality, and equalization. Social organizations should strengthen ethical construction, reinforce public interest concepts, center all services on protecting citizens' basic reading rights and meeting real needs, and continuously improve management and service capabilities to provide quality products and services, thereby enhancing their recognition. Motivation is the starting point of behavior [19]; only under correct motivations can government and social organizations form equal, friendly partnerships.

6.2 Improving Collaborative Institutions

Without rules, nothing can be accomplished. Sound collaborative relationships depend on robust institutions that guide and constrain subjects' behaviors, avoiding or reducing actions that damage harmony. In practice, problems such as unequal status, information asymmetry, and disagreements over service effectiveness evaluation exist. While these problems have subjective causes, they largely result from inadequate institutional construction. Since China lacks specialized legislation in this field, institutional construction should focus on regulation: (1) Improve accountability systems. Responsibility is the guarantee of institutions. For contractual relationships, contract clauses concerning responsibility division must be detailed and explicit to avoid mutual shirking during cooperation. (2) Establish reward and punishment systems. Investigations of some libraries revealed that without corresponding reward and punishment systems, social organizations often treat their work merely as tasks, lacking motivation. Establishing such systems can incentivize positive behaviors and constrain negative ones, effectively improving relationships. (3) Establish consultation systems. Government and social organizations should build communication platforms and institutionalize communication methods and frequencies to address problems, library construction, and development directions. Dialogue and consultation to resolve difficulties and contradictions constitute effective approaches to improving relationships.

6.3 Standardizing Collaborative Behaviors

Whether government and social organizations behave in standardized ways constitutes the key to sustainable, healthy development. The collaboration aims to solve problems in traditional supply models such as supply-demand mismatch, low efficiency, and excessive government burden. Having chosen collaborative supply, government must thoroughly change traditional thinking that public libraries should be completely government-run, correctly exercise supervisory power, strictly standardize supervision behavior, and avoid excessive intervention during social organizations' library operations, allowing their potential to fully develop. Social organizations, as producers of public library services, affect user satisfaction through their behavior, which directly influences the government-social organization relationship. Therefore, social organizations should establish correct value orientations, strictly observe professional ethics, and avoid speculative behaviors that harm public interests, such as embezzling service funds, actively supplying low-cost, high-return services while passively supplying high-demand, low-return services. Standardizing collaborative behavior is not accomplished overnight—it requires conceptual guidance, institutional constraints, and joint efforts from both parties in practice.

In the new era environment, government-social organization collaboration in public library service supply better suits national conditions and promotes equalization of public library services. Sound collaborative relationships constitute the basic premise and key to smooth work implementation. Establishing good

relationships will help stimulate innovation, increase internal momentum for public library development, broaden service scope and depth, enrich service content and forms, improve service quality and efficiency, and promote equalization and quality development. Currently, such collaboration in China remains in its initial stage. How to optimize and improve collaborative relationships has important significance for related work and requires further theoretical research and deeper practical exploration to identify effective paths for sustainable development, continuously promoting public library management system reform and service supply model innovation.

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