

Practical Problems and Research Challenges of Comprehensive Budget Management in Chinese Enterprises——Based on Literature Research

LU Ziqun

Shanghai University, School of Management

ABSTRACT: *This article adopts literature research methods. First, it analyzes the documents published in the past 20 years to find out the problems that enterprises have in implementing comprehensive budget management in practice, and then analyzes and integrates these series of problems, and then finds these problems to the existing The challenge brought by the research on the enterprise's comprehensive budget management. Finally, this article attempts to find out the causes of the challenges of the existing research institutes and enlighten the future academic theoretical research.*

KEY WORD: *Total budget management; Budget planning; Budget implementation; Literature research*

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I. INTRODUCTION

Comprehensive budget management is an enterprise management accounting tool with all-round, full participation and full-process control. In theory, budget management can closely link the company's people, finances, and materials with the company's business management activities, and help the company's production and operation goals and The strategy was successfully reached. In recent years, various state departments and enterprises and institutions have also strongly supported the promotion of management accounting. The Ministry of Finance issued the "Basic Guidelines for Management Accounting" and the "Management Accounting Application Guidelines No. 200-Budget Management" and other 22 management accounting applications. After the guidelines, comprehensive budget management has received more and more attention. However, when soliciting opinions on "Management Accounting Case" (Discussion Draft) and "Management Accounting Application Guidelines", it has been subject to constant debates from all walks of life. The main point of contention is that the various management accounting tools listed in the guidelines are too static and lack persuasiveness, and various problems have appeared in the practical application of enterprises (Zeng Xiangfei, Chen Lianghua and Zu Yafei, 2019). As the most recognized and widely used tool in management accounting (Luft & Shields, 2003), does comprehensive budget management have the problem of "acclimatization" from theory to practice? What challenges and inspirations does the comprehensive budget management research face? This paper intends to explore these problems.

II. GENERAL DESCRIPTION OF CHINESE ENTERPRISES' COMPREHENSIVE BUDGET MANAGEMENT PRACTICES

To conduct a comprehensive and in-depth research on the comprehensive budget management practices of Chinese enterprises requires a lot of manpower and time. Moreover, due to the complexity and breadth of regions and industries, such research may not be cost-effective. While investigating specific individual companies and digging out the problems in the practice of comprehensive budget management, although some conclusions can be obtained, because the selection of specific individual companies is one-sided and subjective, it cannot represent the comprehensive budget management problems in the practice of most companies in my country. After weighing the research intentions and implementation costs, this article decided to refer to the method of Zhang Chuan et al. (2012) and use the literature research method to sort out and summarize the articles on the budget of Chinese enterprises in a specific time period, and then infer the overall budget management of Chinese enterprises The general problem. The specific reasons and steps are as follows:

In the first step, we first searched China CNKI with "budget" as the key word, and limited the journal type in CSSCI and the time period after 2000, totaling 2,339 articles. The articles after 2000 are selected to make the research results time-sensitive and to better reflect the general problems of the current comprehensive budget management practices of Chinese enterprises.

The second step is to manually filter out articles that discuss the enterprise's comprehensive budget management. Since budget management is divided into government budget management, public institution

budget management, and general corporate budget management, and the purpose of this article is to study the issue of comprehensive budget management in Chinese enterprises, manual screening was carried out, and finally 295 articles on enterprise comprehensive budget management were obtained.

The third step is to choose empirical studies or case studies that take corporate comprehensive budget management practices as the research theme from 295 articles, a total of 64 articles. Empirical studies or case studies are selected to study and analyze current Chinese enterprises' comprehensive budget management practices through real data or real cases. Normative research is an abstract summary of these phenomena. We cannot be sure whether these problems often occur in practice. Or it exists universally, so it is eliminated. But normative research has provided us with a lot of theoretical guidance, and it has given us great help and enlightenment when studying the problems in the practice of comprehensive budget management in Chinese enterprises.

The fourth step is to carefully read and analyze the selected 64 articles on the enterprise's comprehensive budget management practice, and carry out statistical analysis on the important issues in the enterprise practice according to the research purpose of this article.

The annual range of articles selected in this paper is from 2000 to 2020. We found that the number of empirical and case studies on corporate budget management showed a U-shaped trend, reaching its peak in 2014, with about 10 articles. In the final 64 articles, 12 are the introduction of the successful implementation of comprehensive budget management in enterprises, and the remaining 52 articles are the summary or improvement opinions on the reasons for the failure of the implementation of comprehensive budget management in enterprises, accounting for 81.25% of the total literature. From the above data, it can be found that in the process of implementing comprehensive budget management in enterprises, the problematic situations account for the vast majority, and the success is less than 20%. Taking into account the tendency of companies and consulting agencies to fail to implement comprehensive budget management publicly in order to protect the reputation of the company, the practical problems of comprehensive budget management may be much more severe than the above statistical results.

Facing these distressing results in practice, some companies began to mention abandoning the implementation of comprehensive budget management, and put forward the "budget invalid theory", which led to some scholars in academia put forward the idea of "beyond the budget" (Feng Qiaogen, 2005). Due to the practical problems of these comprehensive budget management in the implementation of enterprises, comprehensive budget management has become a mere formality in enterprise management, completely losing its due role in comprehensive budget management, and even many enterprises finally gave up comprehensive budget management (Gao Chen and Tang Guliang, 2010).

III. PROBLEMS IN THE PRACTICE OF CHINESE ENTERPRISES' COMPREHENSIVE BUDGET MANAGEMENT

Most companies in China have not achieved the desired effect when implementing comprehensive budget management. So what is the main problem? After sorting out 52 documents, this article sorts out the problems in the practice of corporate budget management described in the documents and summarizes them into 16 sub-categories. These 16 sub-categories can be further classified into 4 major categories, namely Problems in budget preparation, budget implementation, budget evaluation, and budget basic environment. Table 1 lists the frequency and frequency of each small category of problems in these 52 articles. The higher the frequency, the more common the problem is in the practice of corporate budget management. It also shows that the problem is urgent in practice to be solved.

Table 1: The current problems faced by Chinese enterprises in the practice of comprehensive budget management

Problems	Frequency	Relative Frequency
Problems in budgeting		
Unreasonable budget indicator setting	19	37%
The determination of budget indicators lacks strategic orientation	16	31%
Budget slack	24	46%
Unreasonable process when preparing budget	7	13%
Problems in budget execution		

Insufficient budget control	16	31%
Insufficient budget oversight	8	15%
The budget is too rigid	10	19%
The budget is too flexible	4	8%
Problems in budget assessment		
Insufficient budget incentives	9	17%
Incomplete budget performance evaluation system	9	17%
Insufficient budget analysis	5	10%
Problems in the budget-based environment		
Insufficient attention from management	8	15%
Insufficient attention from ordinary employees	9	17%
Poor budget information	11	21%
The scope of budget management is not comprehensive	7	13%
The budget organization structure is not sound	16	31%

The first category of problems, that is, problems in budgeting, is composed of 4 sub-categories. The first three sub-categories are actually unreasonable indicators set during budgeting, but due to the lack of strategic guidance and budget slack in budget indicators. It is more important, and appears very frequently in 52 documents, so this article will single out these two questions for analysis. From the above statistical analysis results, it can be found that only 13% of the cases have unreasonable procedures when preparing the budget, either the top-down preparation method is selected, and the specific situation of each department is not considered, which leads to the budget preparation out of reality, or choose This is a bottom-up compilation method, where each department uses self-centered budgets, regardless of the overall interests of the enterprise (Hou Liqing, 2014). The most serious problems in this category belong to the first three categories, especially the phenomenon of budget slack. Articles mentioning this practical problem accounted for 46% of the total. In addition, we found that most of the articles on budget slack are empirical articles. Through descriptive statistics on survey questionnaires or public data, these articles have found that Chinese companies have high budget slack (Liu Junyong, Ye Sijian and Dong Qi, 2019; Liu Hao, Xu Nan and Shi Shuhui, 2015; Deng Deqiang, Liu Haotian, Xie Hua and Miao Xiaowei, 2014). Unreasonable setting of budget indicators is also common in corporate practice, with a frequency of 37%, which is manifested in the incomprehensive financial and non-financial budget indicators, and the incomplete connection between various budget indicators (Zhang Deyin, 2008), budget indicators The selection is out of corporate practice and budget indicators lack objectivity, etc. (Tang Jian, 2011). Finally, the lack of strategic orientation in the determination of budget indicators is also a common problem in practice. Quite a lot of companies use budget only as a management tool to improve the budget system from the perspective of management tool optimization, but there is not enough exploration to improve the budget system from the perspective of governance mechanism, which leads to the deviation between budget and strategy under the traditional budget management model, and the assignment of indicators Bias hinders the optimization of resource allocation, and the alienation of budget constraints and incentive results (Yang Youhong, 2020).

The second category of issues, that is, issues in budget implementation, is also composed of four subcategories. "Emphasis on preparation and light execution" is more common in the practice of comprehensive budget management in Chinese enterprises (Liu Lingbing, Li Jingjing and Han Xiangdong, 2018), especially due to insufficient budget control. About 31% of cases have this problem in practice. Budget control is an important means to ensure the realization of enterprise budget goals and business goals, and to restrict enterprise expenses and expenditures. It can be said that budget control is the key to ensuring the smooth implementation of comprehensive budget management. However, in practice, many companies have insufficient budget control, which is manifested in the fact that there are no special personnel to track and respond to the overall budget implementation process (Hou Liqing, 2014), excessive exception approval in budget implementation, and random budget adjustments (Tang Jian, 2011). In addition, we also found that there are problems in whether companies choose to be rigid or flexible in the implementation of comprehensive budget management. 19% of the cases believe that enterprises are too rigid in the process of implementing budget management. If the budget is too rigid, it will make it difficult for enterprises to adjust in time and keep up with market changes when faced

with special circumstances, and ultimately miss good opportunities. If the budget is too flexible, the company will frequently change the budget and fail to achieve the control effect.

The third category of problems, that is, the problems in budget evaluation, is composed of three sub-categories, of which insufficient budget incentives and imperfect budget performance evaluation system are the key issues in this category. For comprehensive budget management to play a good management role, it must adhere to the combination of process control and result evaluation. It is necessary to establish a comprehensive budget performance evaluation system to make daily monitoring and final evaluation serious and institutionalized (Tang Guliang and Li Pingli, 2000). However, from the current practice of enterprise comprehensive budget management, there are three main problems: first, the lack of evaluation in budget preparation, which makes it difficult for functional departments and sub units to prepare high-quality budget objectives; second, the lack of process evaluation during budget implementation, which makes it difficult for the budget committee, the specific implementation department and even the management to find out the problems in budget implementation Deviation, therefore, there is a lack of basis in budget control, deviation correction and budget adjustment; third, there are problems such as unscientific setting of indicators and insufficient strength between the evaluation of budget results, accountability, rewards and punishments (Zhang Deyin, 2008). In addition, the incentive effect of the budget on employees cannot be ignored. Effective budget incentive measures can increase the enthusiasm of employees and encourage employees to complete the budget goals set by the company. But in practice, 17% of the cases show that the budget incentives are insufficient when companies implement comprehensive budget management. Liu Yilin and Yang Qiulin (2014) found through a questionnaire survey that 85% of the survey respondents believed that the budget management appraisal of enterprises was a means by which superiors and subordinates to complete production and operation goals. Regarding the responsibility and reward and punishment system in the assessment, more than half of the survey respondents believed that it was impossible to motivate employees to truly display their enthusiasm and initiative.

The fourth category of problems is the basic environment of enterprise comprehensive budget management, which is composed of five types of small problems. In these five sub categories of problems, the poor degree of budget informatization and the unsound budget organization structure are the most important. 21% of the cases mentioned that when enterprises implement comprehensive budget management, the degree of budget informatization is poor, which is manifested in the following two aspects: on the one hand, in enterprises adopting special budget management software, the incompatibility between budget software and other systems (such as financial system, OA system, e-commerce platform, etc.) leads to the formation of "information island" of budget data; on the other hand, in the enterprises that adopt special budget management software, budget data is not compatible with other systems (such as financial system, OA system, e-commerce platform, etc.) In enterprises that do not use special budget management software, the problems of low efficiency, frequent errors and frequent modification of table style often occur in the preparation of budget with Excel, which leads to the absence of a strict logical relationship between budget entities, and it is difficult for each unit to quickly transfer and effectively connect the information in the budget work. In this category, the most serious problem is the imperfect budget organization structure, which is mentioned in nearly one third of cases. By combing and summarizing these documents, we can find that the imperfect budget organization structure is mainly reflected in the following three aspects: firstly, in the comprehensive budget management of enterprises, most enterprises have the absence of organizational structure, the omission of organizational responsibilities, and the unclear responsibility boundary between organizations; secondly, in a considerable number of enterprises, all the work of budget management is in the charge of the financial department, although in terms of the overall budget management, the financial department is responsible for all the work of budget management The financial department is indispensable in all aspects of comprehensive budget management. However, the financial department is only the daily control department of enterprise budget, not the centralized control department. Its main responsibility is to provide financial and other information and data support. However, the financial department can't take charge of the decomposition, determination and assessment of comprehensive budget objectives. Even in the budget control stage, the financial department can't be alone Third, the efficiency of inter departmental cooperation is low. In the process of maximizing enterprise value, there is still a lack of effective coordination mechanism for the dynamic changes among departments in the process of comprehensive budget preparation (Hou Liqing, 2014).

IV. CHALLENGES OF COMPREHENSIVE BUDGET MANAGEMENT RESEARCH

From the above analysis, we can see that there are big or small problems in almost all aspects of the enterprise comprehensive budget management practice. This paper analyzes the three major processes of enterprise comprehensive budget management activities and a basic operating environment, and selects the problems with the highest frequency in practice to carry out research. These problems are unreasonable setting of budget indicators (including the lack of strategic guidance and budget slack in the determination of budget

indicators), insufficient budget control, budget rigidity vs budget flexibility, imperfect budget performance evaluation system and incentive measures, and imperfect budget organization structure. When we try to find inspiration or solutions from the existing literature, we can't bear to find that scholars at home and abroad have studied these problems in depth, but generally speaking, they are unable to fundamentally solve any of them. The practice of enterprise comprehensive budget management has brought severe challenges to scholars' research. In response to the above five types of problems, we integrate and refine the following five research challenges: the lack of practical theoretical guidance for the setting of budget indicators, the lack of theoretical research on budget control, the indistinct distinction between the specific conditions of budget rigidity and flexibility in enterprise application, the research on the application of budget performance evaluation system and incentive measures, and the research on the construction of budget organization structure Practice is not linked.

Challenge 1: The setting of budget indicators lacks practical theoretical guidance

The first step for enterprises to successfully implement comprehensive budget management activities is to set appropriate budget management indicators. Setting budget indicators is the basis and prerequisite for all subsequent work. If there is a gap in this step, it will shake the foundation of comprehensive budget management. Therefore, both theoretical researchers and practical workers have paid special attention to setting budget indicators. Our analysis of the existing literature shows that there are common problems in the setting of enterprise budget indicators. 37% of the articles mentioned the unreasonable setting of enterprise budget indicators, 31% of the articles mentioned the lack of strategic orientation in the determination of budget indicators, and 46% of the articles mentioned budget slack. If these three ratios are superimposed, it can be found that most of the articles mentioned that there is confusion in the selection of budget indicators, which also confirms the importance of the selection of budget indicators.

The budget is essentially an important means for funders to perform off-site supervision over the operator's strategy implementation process and the expected effects of strategy implementation (Yang Youhong, 2020). The principal-agent theory believes that as long as the budget indicators that can affect the decision-making of investors and have an impact on the production and operation of the enterprise should be put into the comprehensive budget management assessment framework, such multi-dimensional assessment can better supervise the operators and prevent them. The biased respect for a single individual budget indicator infringes upon the interests of the client (Zhang Chuan and Pan Fei, 2008). However, the guiding significance of this theory is very limited in practice, because corporate practitioners usually cannot add all relevant budget management indicators into the comprehensive budget management assessment framework. For example, in order to solve the problem of lack of strategic orientation in the determination of budget indicators, most scholars proposed to combine the "balanced scorecard" with budget management, and set budget indicators from five major dimensions and dozens of subdivisions (Ma Jianwei and Xiao Ping, 2011). However, the results of behavioral science research show that human beings can process up to four information units (Halford et al If too many budget evaluation indicators are set according to the "balanced scorecard" in the comprehensive budget management activities, the budget organization and personnel will be submerged by the ocean of data, and on the contrary, they will not be able to make full use of relevant and effective information.

Scholars have spared no effort in the setting of budget indicators, but when this article carefully combed the relevant research theories and tried to solve practical problems, they finally found that the feasibility of logically rigorous theoretical derivation in solving practical problems has been repeatedly challenged. Principal-agent theory and organizational decentralization theory are important guiding theories for the setting of budget indicators, but they have not been tested by empirical research. Therefore, we do not know which theory is more feasible in reality, and which environment and organizational characteristics these two theories are more applicable.

Challenge 2: Lack of theoretical research on budget control

Existing theoretical research on budget management has yielded fruitful results in budget technology. It focuses on the decomposition and determination of budget indicators and the research on budget indicator contingency factors (Liu Lingbing, Li Jingjing and Han Xiangdong, 2018). In the classic management accounting textbooks at home and abroad, the introduction of comprehensive budget management is mostly limited to the methods and processes of budgeting. The comprehensive budget management tools and methods in the "Management Accounting Application Guidelines" issued by the Ministry of Finance mainly focus on the formulation and preparation of budget goals (Atkinson et al., 2011; Garrison et al., 2014). It can be seen that, whether it is academic theoretical research, textbook compilation, training consultation, or policy formulation, the focus is on solving methodological and technical problems in the formulation and formulation of budget targets, while attention to budget control is rare.

By searching CSSCI journals with "budget control" as the key word on CNKI, we found that only more than 10 articles about enterprise budget control could be found. These articles mainly focus on the research on

the mode, function and existing problems of budget control. Li Guozhong (2005) pointed out that the budget control modes of enterprise groups can be divided into centralized budget control mode, decentralized budget control mode and compromise budget control mode, while the budget control mode of most enterprise groups in China is compromise budget control mode. In terms of the role of budget control, Che Peirong et al. (2005) pointed out that as a special control method, budget control can expand the scope of internal control of traditional enterprises, and provide a bridge between management control and accounting control. It plays a positive role in ensuring the reliability of financial statements, the legality and compliance of business activities, and improving the efficiency of business activities. On the problems of budget control, Li Rui'ai (2010) found that the theoretical research of budget control lacks systemicity and integrity, and is out of touch with reality. From the above, we can see that the theoretical and practical circles in China pay less attention to budget control, and only part of the theoretical results of budget control are divorced from the practice of enterprises, which can't effectively guide the actual work.

Challenge 3: The specific conditions of budget rigidity and flexibility in enterprise application are unclear

According to the review and summary of the existing literature, we find that 19% of the articles think that the budget management of enterprises is too rigid, and 8% of the articles think that the budget management of enterprises is too flexible. In summary, we can find that nearly 30% of the cases have problems in choosing between budget rigidity and flexibility. If the budget is too rigid, it will be difficult for enterprises to adjust in time and keep up with market changes in the face of special circumstances, and eventually miss the opportunity. If the budget is too flexible, the enterprise will change the budget frequently, which can't achieve the control effect. So how can enterprises choose between flexibility and rigidity in their actual activities? In order to solve the above problems, we have consulted the literature over the years, but we can't bear to find that none of the articles gives an effective answer. There are no empirical articles to test which kind of budget method is more beneficial to the development of enterprises, and there is no theoretical research on the specific application conditions of budget rigidity and flexibility in enterprises. Only a few articles talk about how budget rigidity and flexibility can be applied in enterprises. In this paper, the possible reason for this result is that rigidity and flexibility are subjective concepts, which can't be objectively tested and theoretically analyzed. However, the choice of flexible or rigid budget is a very important link in the implementation of enterprise budget. How to guide practical workers to choose has become an urgent problem in theoretical research.

Challenge 4: Inadequate research on budget performance appraisal system and application of incentive measures

Budget performance appraisal and the application of incentive measures are the last link of a company's comprehensive budget management. If there is a problem in this link, it will directly lead to the failure of a large number of previous comprehensive budget management work, which is also a huge waste of organizational management resources. Exactly at this crucial last link, the statistical results of this article show that a total of 34% of cases have problems. Many practitioners believe that the final budget appraisal is a means for superiors to force subordinates to complete production and operation goals. Regarding the responsibility and reward and punishment system in the assessment, the vast majority of people believe that it is impossible to motivate employees to truly display their enthusiasm and initiative at work (Liu Yilin and Yang Qiulin, 2014).

In practice, the phenomenon of "emphasizing preparation, neglecting execution, and neglecting evaluation" in comprehensive budget management has a long history (Liu Lingbing, Li Jingjing and Han Xiangdong, 2018), which requires theoretical researchers to emphasize the importance of budget performance evaluation systems and incentive measures. However, it is a pity that we have not found a systematic, comprehensive and effective article on how to build a comprehensive budget performance evaluation system and incentive measures in the pace of practical work. The existing few articles are only found that the budget performance evaluation and incentive measures in the enterprise application is insufficient, not paid attention to the phenomenon. The reason may be that as the last step of comprehensive budget management, strong practical work experience is needed to help enterprises build effective budget performance evaluation and incentive measures. Another reason is that different enterprises have different budgeting and execution. Therefore, effective budget performance evaluation and incentive measures should also be adapted to local conditions, rather than generalize. Therefore, the existing research on the budget performance appraisal system and the application of incentive measures to practical workers is particularly inadequate.

Challenge 5: The research on building a budget organization structure does not connect with practice

The budget organization structure is the most basic environment for comprehensive budget management and operation, which directly relates to whether comprehensive budget management can operate efficiently. However, 31% of the documents surveyed in this article have problems with the budget organization structure. A further review of the literature reveals that the problem can be further divided into two types. One is that the company has not established an effective budget organization structure, which is related to the budget.

The financial department is basically responsible for the work of the financial department; the other is that although the company has established a budget organization structure, the lack of work coordination processes between the budget departments has led to the problem of prevarication between the budget departments and the game between parent and subsidiary.

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