

The Value Embodiment and Function Orientation of Public Policy in Public Management

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Abstract: The practice development and discipline construction of public management in China have been explored from scratch with the great practice process of reform and opening up since the early 1980s. Of course, the primary driving force of progress in this regard comes from the reform and practice of administrative management in China. In the process of this study, according to the concept of public management, we interpreted the basic paradigm of public management, combed the relationship between public management and public policy, and finally discussed the role and function of public policy in the public management system.

1. Introduction

The paradigm of public management was put forward on the basis of reflection on public administration, mainly through the introduction of economic man hypothesis theory and complex exchange paradigm in the process of social management, trying to use the social mechanisms in the market, such as competition relationship, contractual relationship, service purchase relationship, etc. to implement mixed cross-jurisdiction and decentralized organizational arrangements in social management [1]. Taking the public preference and value pursuit as the only basis for providing public goods, this study tried to completely transform the conventional bureaucratic administrative system from the perspective of public decision-making rules and organizational form to realize the unity of efficiency and fairness in social management. In the paradigm of public management, it is crucial to grasp the relationship between public policy and public management, do a good job in the infiltration of public policy in public management, and form a comprehensive public value system in order to maximize the benefits of public management [2].

2. The Overview of Public Management and Public Policy

2.1. The definition of public management

Public management is the management of public affairs, and its management object is public affairs. The scope of public management is relatively large, including administrative management, public policy, public utilities management, social security, administrative management of land resources, library resources and information management, etc. It is a management concept and management model aiming at the defects of government management.

Generally speaking, in the process of realizing the basic goal of public interest, public management mainly accomplishes two tasks: one is how to effectively promote public interest, and the other is how to distribute public interest rationally. In addition, it also completes the coordination, integration and rational distribution of public interests on this basis. The goal of public management emphasizes not only the fairness of results, but also the equality of opportunities, not only social democracy, but also social responsibility, which enables people with the same ability to have the same life opportunities and get the basic rights and fundamental interests they deserve.

2.2. The nature of public policy

Public policy is a policy and way for the public sector to optimize the allocation of social

resources and social value resources in order to effectively achieve social goals and promote social development; in the process of promoting social development, government departments guide the direction of social development on the basis of public authority, in order to promote the healthy development of society; and it can adjust the political, economic and social problems.

Generally speaking, the practice process of public policy is essentially a process of expression and realization of social interests. When a social interest group or individual puts forward a policy demand, the process of public policy begins. This process of putting forward policy demands is actually a process of expressing social interests [3]. From the perspective of public management, public policy is no longer an abstract concept, but an entity with substantive connotation, which plays an active and authoritative role in the distribution of social interests. In a sense, with the formation and development of a multi-interest society and the gradual enhancement of the influence of public policy as an important way of distribution of social resources, public policy is bound to become an important part of public management (i.e., the government's use of public policies to adjust and organize social production and life has become an important aspect of its management of social activities).

3. The Relationship and Value between Public Management and Public Policy

3.1. Scientific and rational completion of public management tasks

The process of public management is reflected in many details of public policy, and the completion of the task of public management depends to a large extent on whether the formulation of public policy is reasonable or not. In the actual management process, it is the performance of public management to solve public problems, distribute public interests, and deal with public affairs and the interests of the public sector to coordinate the interests of citizen groups. These goals are achieved through the formulation and implementation of public policies with various forms, rich functions and comprehensive objectives. From this point of view, the specific form of public management and the final implementation of the media are reflected in a series of links such as the formulation, implementation, evaluation and summary of public policies. Without this series of processes, public management will lose its foundation and become impractical. It can be said that the process of public policy is the process of achieving the goal of public management [4].

3.2. Guarantee the absolute authority of the distribution of public interests

Public policy, as an essential means of social governance in public management, public interest is its core element. In particular, it has absolute authority on the distribution of public interests. In order to coordinate and balance the conflict of public interests, maintain social stability and harmony and the continuous development of economy, public policy needs to undertake the important task of coordination, balance and distribution of public interests. In the political logic process of realizing the basic goal of public interest, in terms of the relationship between public management and public policy, public management is the philosophical basis for the existence and development of public policy and plays a leading role. On the other hand, public policy is not only an important governance means of public management, but also an effective management tool, which functions well in promoting public management and is the concrete manifestation of policy administration. In other words, only by relying on public policy can public management effectively promote public interests, achieve the social goal of rational distribution of public interests, and manage through policy issues to promote the stable and harmonious development of human society. On the contrary, it will lead to the confusion of public management and damage the fundamental interests of the public.

3.3. Promote the relationship between theory and practice in the discipline of public administration

As a field of social science, public management itself has a strong theoretical nature, and it is difficult for the theory itself to go to practice and to the market, while public management makes

theoretical science go to the market and produces practical value, which is reflected in that the public sector provides scientific and high-quality consultation, and provides a hub for all participants so that public policy learners can keep pace with the times, be familiar with and master the cutting-edge technologies and quantitative analysis methods of information science, effectively grasp the world situation and China's national conditions, and provide practical and feasible suggestions and consultations according to the actual situation [5]. Public policy experts combine theory with practice to improve the efficiency of comprehensive governance of the public sector. In other words, the discipline of public management effectively combines theory with practice through public policy, which makes a close relationship between scientific research and business society.

4. The Function Orientation of Public Policy in Public Management.

4.1. Guiding function

The orientation of public policy is shown in two forms: direct guidance and indirect guidance, which is reflected not only in behavior, but also in the change of ideas. Public policy uses the established goals and directions to guide the masses and unify and coordinate the thoughts and behaviors of the masses. Under certain conditions, the guiding role of public policy has a complex state, including the function of positive and negative guidance function, and the two functions are intertwined.

4.2. Restriction function

It is mainly reflected in the restriction on the development of human behavior or things in the society. The purpose of any public policy is to solve certain social problems or to prevent the occurrence of specific social problems. Policy makers give positive incentives to expected behaviors and negative incentives to unexpected behaviors to promote the formation of a excellent social order. The restriction effect of public policy can be divided into two forms: indirect restriction and direct restriction, which is chosen according to the category of problems and the degree of development in practice.

4.3. Management function

From the perspective of management means, the main public policy is expected to be embodied in regulation and coordination. From the perspective of management mode, public policy can be divided into two forms: direct management and indirect management. From the perspective of management intention, public management shows a special tendency. From the perspective of management results, public policy has both positive and negative aspects.

4.4. Distributive function

Due to the differences in socio-economic status, ideas, customs and knowledge, different people have different interests [6]. In order to better allocate the limited social resources, we are supposed to use public policy to adjust the realistic interest relationship based on the principle of fairness and justice. The correct way to judge whether the public policy is scientific or not is to see whether it is conducive to the development of productive forces. In the market economy, market supervision is based on efficiency and fairness. Therefore, the distribution of public policy interests is not only an essential theoretical issue, but also a practical problem.

5. Conclusions

There is a dialectical and unified relationship between public management and public policy, and they depend on and interact with each other. Public policy is not only the basic basis of public management activities, but also the basic means of public management activities, and a positive symbol that appears when public management is in urgent need of positive symbols. It is the marriage of the art and science of public management and the art and science of management, and this marriage is balanced. In a word, as a crucial mechanism for public management to effectively

solve social conflicts of interest, public policy is the best way to explore public participation in the distribution, coordination and integration of social interests, which embodies the essential characteristics of democratic consultation in modern society.

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