



A Case Study on the Transition from Individual Value to Public Value in the Agenda-Setting Stage During Policy-Making Process

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Abstract. Public value facilitates the democratization of public policy making, it should be the common-sense and bottom-line for policymakers. However, it has not been paid enough attention by the practical and theoretical circles. How to realize the transformation from individual value to public value and make public policies be in line with citizens' preferences, is vital for the democratic politics. How individual value becomes public value in the agenda-setting stage during the policy-making process? What are the key influencing factors? Using the case of Yangzhou Chemical Co. Youjia Program and interview data, this paper studies the mechanisms that could make individual value be transformed to public value through deeply observing and measuring individuals' attitudes, demands, motivations, beliefs, and preferences. We argue that (1) public value is an essential foundation for agenda setting and guidance to policy making, whereas individual value cannot naturally substitute value orientation in the public sphere. (2) Transferring individual value to public value can reduce divergence appearing in the subsequent stage in policy activities. (3) Factors that can influence this transformation are policy subjects, relations, rule and expression channels with various determinants and conditions. (4) Public value can terminate irrational and unreasonable policies or drag the policy issues back into the agenda-setting stage. This paper provides unique insights into why individual citizens enter the public sphere to take public actions so that the Chinese government can recognize additional public opinions, which makes cooperative governance be realized.

Keywords: Individual value · Public value · Policy agenda-setting · Policy-making process · Yangzhou Chemical Co. Youjia Program (YCYP)

1 Introduction

Environmental protection is an urgent and critical issue in contemporary China (Fan et al., 2016 [14]). However, pollution still exists and haze days annually increase due to local government and other related projects. The government and state-owned enterprises must take their share, and locals must participate in public actions to protect their basic

necessities, such as air and water. Considering the analysis of public policy process, various actors can reach out to others and practice public communication, which can change their own value-seeking attitude into public value common sense, through the agenda-setting stage in democratic nations, such as China. Therefore, transforming from individual value to public value is evident and facilitates the democratization of public policy making (Carrozza, 2015 [4]). The liability of the Yangzhou Chemical Company (YC) should be protecting people's life and seeking for their happiness. Thus, policies should be made according to people's preferences. Public value should also be the common sense and bottom line for policymakers to consider and change their initiative decision. YCYP is a typical case in the local urban development process, which is similar to today's environment protection actions for small- to middle-sized Chinese cities. Given the lack of previous research in this field, the method of single-case study is considered suitable for exploratory research. Classic cases can also be useful for illustrating reasons, processes, and mechanisms of value transformation in the agenda-setting stage during policy-making process in the YCYP. This case cannot be readily apparent in other cases (Eisenhardt, 1989 [11]; Eisenhardt, 1991 [12]). Therefore, YCYP is selected as the case of the current article. Relevant materials were collected from different sources, including interviews with residents, the company, local government, mass media, and relative environmental non-profit organizations (NPOs). Questionnaires were also distributed according to Probability Proportionate to Size (PPS) sampling for residents, academic journal articles, policy papers, reports, and websites.

This paper aims to achieve the following objectives: (1) to identify the causes and transformation path from individual value to public value in the agenda-setting stage during the policy-making process; (2) to comb out the priorities that different individuals must deal with in the final public value to help set up policy agendas under different political, economic, and cultural situations; (3) to validate the view that public value is an essential foundation for agenda setting and a guide to policy making, whereas individual value cannot naturally substitute the value orientation in the public sphere; and (4) to derive lessons and inspiration from the value transformation in the agenda-setting stage during the policy-making process.

2 Literature Review

2.1 Public Value

Moore put forward the concept of public value, integrating different schools' research focus related to public administration, including efficiency of the traditional public administration, fairness of the new public administration, performance of the new public management, and service of the new public service. Due to the immaturity and abstractness of public value, providing a clear definition is difficult. However, recent consensus on connotation around public value has formed the following. (1) Public value is created by the government through services, legal regulations, and other actions from two aspects. On the one hand, public value has situationality, in which the government is the main body that relies on its unique advantage in resources and public power. Others can also create public value. On the other hand, public value has concreteness that is embodied in public goods, services, and interests (Bozeman, 2007 [2]). (2) Public preference

is the center of public value for two reasons. First, public value is based on political coordinated expressions of citizens’ collective preferences. Second, public value is an aggregate branded as collective preference mainly consisting of producers’ and users’ preferences of public services and is created through a consultation process between government officials and critical stakeholders. (3) Public value is a consensus on rights, obligations, and norms, emphasizing the pluralism of subjects, equivalence of power responsibility among them (Bozeman, 2002 [1]; Bozeman, 2007 [2]), diversity of value types, and conflict inclusiveness among them. In brief, research on public value focuses on clarifying its connotation current path implementation, with evident characteristics of being fundamental and macroscopic and having a weak middle-scale view or micro-level study. Therefore, exploring transformation mechanisms from individual value to public value can fill the limited existing studies. This exploration can also provide reference for future research on public value.

2.2 Agenda Setting

The earliest study on agenda setting originates from journalism. Lippmann argued that media affects “the pictures in our heads.” This argument is the embryonic thought of agenda-setting theory. Lasswell analyzed the function of media, “the surveillance of the environment” with the formulation of the agenda-setting function. Lang and Lang then claimed that mass media urges the public to pay attention to specific topics and constantly give the public what they think, know, and feel. Cohen (1963) [5] suggested “a better understanding of how mass media not only tells us ‘what to think about’ but also ‘what to think,’” which has strengthened the theoretical base of agenda setting. Considering these research results and with a study in 1968 on presidential campaign, McCombs and Shaw advocated that mass media sets agenda for the public. Mass media also provides different degrees of salience to various topics through news reports and information communication, which influences people’s judgments on events and their importance, thus making up the fundamental interpretation of agenda-setting theory (DeFleur, 1995

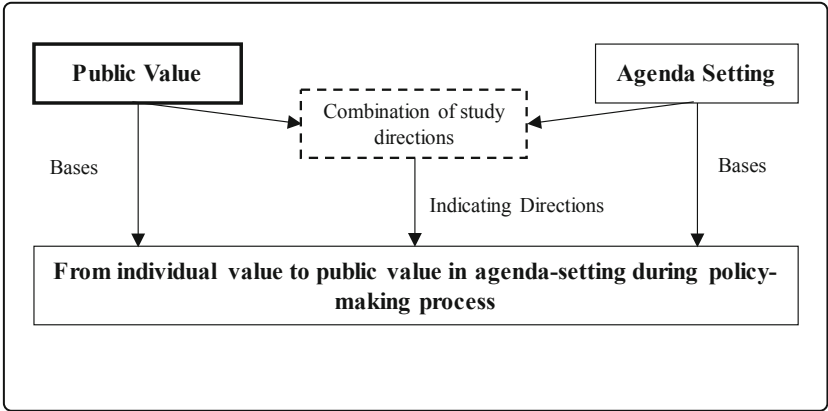


Fig. 1. Literature logic of this study.

[8]). In other words, the ideology “media agenda influences public agenda” was common during that period. In summary, past literature on public value and agenda setting constitute the foundation for the current research. Such works also guide the directions of future specific studies. This research meets with the study trend according to the literature review (“Fig. 1”).

3 Case Description and Analysis

3.1 Case Description

Established in 1999, YC is a listed state-owned company. YC is also one of the national production bases for synthetic pyrethroid, which is a kind of bionic synthetic insecticide. After years of development, the company has formulated an operating pattern with polyester as the product characteristic, pesticide as the dominant product, and chlor-alkali as the base. Manufacturing chlor-alkali involves sophisticated and diverse features. YC’s products can be used to prevent, wipe out, or control agricultural and forestry plant diseases and insect pests. Such products can also adjust the growth of target insects. In China, R&D programs can obtain tax incentives and other policy supports, with possibilities to earn additional profits in the competitive market through technical innovations. Therefore, any company can consider R&D programs, including their expansion and development, without mentioning YC. To promote its innovation and development ability, the company has established YCYP Research Center on the plot from the south of Kaifa West Road to the west of Guihua Road in the Yangzhou Economic and Technological Development Zone. The center serves as the office and R&D of medicine.

On March 2, 2015, the official website of Yangzhou Municipal Bureau of Land and Resources proposed the right for use of Plot No. 895 (from the south of West Kaifa Road to the north of Shepherd Group). The proposal was approved by Yangzhou Municipal Government. The right can be transferred by listing basic land information, planning index requirements, and auction qualification. On April 1, 2015, YC bid for Plot No. 895 worth ¥29.01 million, taking up 1.523 ha for a 40-year access rights through the land department’s public auction to establish the YCYP R&D Center. An agreement to start the program on July 14, 2016 was made after obtaining the formal and legal permission for the land use right.

According to YCYP Research Center Environment Effect Evaluation Document In-full Disclosure adopted by Hanjiang District Environment Protection Bureau, YCYP Research Center has invested approximately ¥23 million to construct two R&D buildings with 18 floors each and one apartment-office building with 15 floors. The former is for conducting R&D on health-care medicines, whereas the latter is for administrative work, together with underground parking lots, intraregional roads, water and waste water pipe networks, power distribution and lightening facilities, as well as fire protection and landscape engineering. The government has revealed that Plot No. 895 has its original special use direction for financial purposes. Although legitimacy has been granted by the government, the bidding has due process, and the R&D behavior can benefit the public. However, the land function transfer still worries stakeholders, including nearby

residents, intra-regional businesses, low-level authorities, environment protection NPOs, and other related parties.

On September 26, 2016, Ye Huasheng, Director of Yangzhou High-tech Zone Management Committee, informed the residents of most housing estates about the administrative decision of the committee that the YCYP should be called off and terminated. The government does not have the right to withdraw Plot No. 895. However, the possibility for YC's continuous occupation and use may be low. Therefore, the government and YC must negotiate to retrieve Plot No. 895 for the due and legal process for auction. The Director of Environmental Protection Bureau also remarked the priority of the public's satisfaction in public administration.

3.2 Facts Analysis

The YCYP has two implications, which embodies a strong ability to construct public society and may benefit further theoretical analyses and practical explorations on environment protection.

Fact 1: Only the public can terminate the YCYP.

The change of land use has neither notified certain government levels nor public agencies. Whether the change is only a secret company behavior or R&D center is the result of the compromise between the company and local government must be clarified. As for the Environment Protection Bureau, which deals with environment effect evaluation reports, how can they not find the purpose of the change of land and R&D center being too close to where locals live? Moreover, the evaluation report has not specified the pollutant nature. Only a few words are mentioned when referring to the pollutant from the R&D building. Clarifications about gas pollution, such as waste gas from kitchens and automobiles; waste water, including domestic and dining room waste water; solid waste, including domestic waste and waste fat oil; and noise pollution, are not provided. Thus, we suspect that the R&D process and the transformation of land use are purposefully concealed. Given the ignorance of the side effects of YCYP from various other parties, the public has begun to take actions after learning the program specifications. Such actions include notifying people around this program and its influence through posts, hanging banners that indicate demands for termination, and giving relative departments the full account of the whole event (Fortunato, 2016 [15]). The public's various actions and opinion compliance of the local government and other parties stopped the continuous damage of YCYP for four days (September 22–25, 2016).

Fact 2: Public participation can be viewed as the consequence of public value pursuit.

Public participation is important. From the YCYP, certain factors gather the public to think, converse, discuss, and negotiate together. Public spirit, participation consciousness, public trust, and public rationality are based on public value because only public value can generate dynamics for such factors. The YCYP supplies the cognition of public value as the dynamics. Thus, the residential quarter named Xingang Mingxin Garden warned residents of the program damages and requires them to protect themselves, rationally guard their own rights, and fully express their demands concerning the YCYP. In addition, residents in the vicinity put forward the slogan related to their descendants' rights. In this process, the administrators in this quarter have their hidden motivations

of keeping housing prices balanced. Nevertheless, they are still concerned about residents’ life virtually. Here, the shift from individual value seeking to public value can be partly hidden and visible. Moreover, relative public department and local government, including social organizations, ignore their own pursuit for GDP. Good image and impression of upper administrators, sometimes sacrificing their promotion probability, show the agreement and sympathy with the general public for public benefits and the continuity of the urban development of Yangzhou. Therefore, the YCYP has been finally terminated.

4 Factors to Facilitate Value Transformation in Agenda Setting

4.1 Stakeholders and Individual Value Analysis

This case covers direct stakeholders, including enterprise YC, nearby residents, the government, quasi-governmental organizations (QGOs), and non-governmental organizations (NGOs). Indirect stakeholders involving mass media, netizens, taxpayers, and the pursuit of different individual values are also covered. “Table 1” shows further details.

4.1.1 Direct Stakeholders

4.1.1.1 Enterprise

YC is one of the core stakeholders due to its land auction Plot No.895 approximately worth ¥29.01 million. Profit making is the most important thing for YC as an enterprise. However, the manager overlooks a critical feature of YC, the state-owned property. Only when YC protects public value can it make sense, but not merely focusing on making market profit. Nevertheless, market profit is still significant.

4.1.1.2 Government

As another core stakeholder exists due to the YCYP approval, the government and organizations, including Yangzhou Municipal Government, Yangzhou National Territory

Table 1. Stakeholders and individual value

Stakeholders	Major Individual Value	Stakeholders	Major Individual Value
YC	Profit-taking	Owner Committee	Organizational Expression of Interest
Government	Economic and Welfare Growth	Mass Media	Making Public Opinion
Residents	Security and Health	Netizen	Form Pressure of Public Opinion
Community’s Neighbor Committee	Message Delivering	Taxpayer	Making Legitimate Pressure

Resources Bureau, Yangzhou Development and Reform Commission, Hanjiang District Development and Reform Commission, Yangzhou Environment Protection Bureau, Hanjiang District Environment Protection Bureau, and Yangzhou High-Tech Zone Management Committee, have a unanimous pursuit of public value despite interest conflicts among them. However, the government has different emphases on different development stages. At present, the government focuses on economic growth, whereas other questions are temporarily put aside. Therefore, the local government may have ratified the rights of land use transformation for YC, without considering the influence of YCYP on environment. After obtaining and analyzing the report, we find that the content does not state the pollution from R&D, although it refers to the domestic pollution from daily life. Therefore, the narrations of the respondents are accurate.

4.1.1.3 Nearby Residents

Residents dwelling in Xingang Mingxing Garden, Shangfang Residence, and Wanxue City are critical stakeholders. Life security and healthy living conditions are the most important value pursuits for them.

4.1.1.4 Other Direct Stakeholders

Other direct stakeholders supporting residents' expression on the basis of organizations mainly consist of QGOs and NGOs. They share the common interest of promoting public interests, which are reflected in the activities of Community Neighborhood Committee (CNC) and Owners' committee (OC). CNC is a typical QGO, has a dual function of conveying the government's intention and expressing residents' demand, and a "meta-function" recognizing public interests. OC is a representative of NGOs. OC voices residents' demands and safeguards public interests compared with CNC. OC also collects, delivers, and posts information and organize residents.

4.1.2 Indirect Stakeholders

Mass media and netizens that aggregate public opinions have caused stress on the government and enterprises (Gao et al., 2019 [17]). Thus, solutions, such as terminating the YCYP, have been facilitated. New media, such as NetEase or Sina, has kept attention on the event, expanding the scope of information dissemination and attracting netizens' attention. The process of which is agenda setting with all its characteristics. Netizens actively participate in the discussion of the event. Yangzhou Municipal Government must reply to these questions continuously until the event is settled. Moreover, the taxpayer role on nearby residents, netizens, organization members (QGOs, NGOs, NPOs and mass media), and potential force from people who have not participated in the event exert direct and lasting pressure on the government and state-owned enterprises. Its legitimate nature should embody the essence of the slogan "Serve the people wholeheartedly" in China.

4.2 Factors of Individual Value to Public Value

Factor 1: Policy action subject. ("Fig. 2").

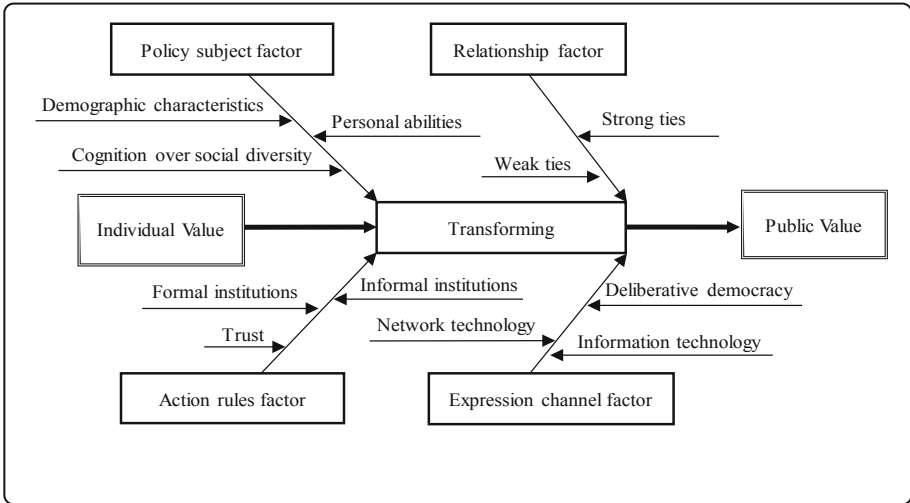


Fig. 2. Four main factors to facilitate value transformation in agenda setting.

Multiple subjects have different individual values. Therefore, the structure and ability of such subjects significantly influence value transformation. The following findings can be derived from the interview data: (1) Demographic characteristics affect the power scope of public value. (2) The ability of organizers influences power strength and formation rate of public value. (3) Residents' cognition over social diversity is used to fuse the diverse individual value of multiple subjects.

Factor 2: Human relationships.

Relationships aggregate individuals into groups through continuous interaction, form public value, and appear as public action. Two types of relationship exist in this research—strong and weak ties. The former is based on private relationships, including blood and business relationships, whereas the latter is sharply taken from the degeneration of strong ties in the case, similar with “differential modes of association.” Moreover, network technology expands the scope of weak ties. To sum up, different relationships have different roles and functions in the case of YCYP. That is, strong ties are basics and guarantee stability and durability of public value, whereas weak ties are derivatives and extend the coverage of public value (Braitto et al., 2017 [3]).

Factor 3: Action rules.

Three important rules significantly influence public value: informal institutions, formal institutions, and trust. Respondent No. 3–6 shared that traditional culture becomes a critical tool for residents to state their interest. By any means of communication, including meetings and online chats, residents construct many informal action rules, such as who, when, where, and how to do what. According to their own rules, CNC, OC, mass media, and the government take different actions to respond to appropriate questions. Trust has complex functions on public value, which remits internal friction caused by extreme conflict among different subjects, provides an achievable expectation for multiple subjects, and boosts the orderly formation and function exertion of public value (Douglas, 2016 [9]; Fox & Allee, 2005 [16]; Heintzman & Marson, 2005 [18]). In

brief, the major effect of rules on ordering public value, whatever its formation, is still significant.

Factor 4: Expression channels.

Channels for the public's interest expression provide fields for deliberative democracy and further supply specific carriers for value transformation. In our case, different residents use suitable approaches to express their interest demands, petitions, protests, and public opinions. In addition, the development of information and network technology enriches new channels and upgrades the efficacy of original channels. This development also reflects in online auctions.

4.3 Statistical Test

4.3.1 Variables and Methods

IN order to test the promoting effects of four factors proposed in the case analysis in the transformation process of individual value into public value, social public value is taken as dependent variable, which is measured via indicators like altruism, civic consciousness and orderly participation. Policy action subject, interpersonal relationship, action rule and expression channel of interests are used as independent variables and related demographic variables as control variables to establish a regression model as shown in formula 1.

$$y = \beta_0 + \beta_1 subject_i + \beta_2 relationships_i + \beta_3 rules_i + \beta_4 channels_i + \varepsilon_i \quad (1)$$

Where β_1 , β_2 , β_3 and β_4 are regression coefficients of four factors. If all of them are greater than zero and significant, meaning that policy action subject, interpersonal relationship, action rule and expression channel of interests can exert significant promoting effects in the transformation of individual value to public value and they are important variables influencing the transformation of civic public value.

In the aspect of research data, a questionnaire survey is made using Likert 5-point scale based on the abovementioned variables, and options are successively assigned with 1–5 scores. Questionnaire participants are required to judge all kinds of social phenomena or behavioral tendencies according to their own situations in the form of questions. The lower the score, the higher the disagreement degree, and vice versa. A total of 392 questionnaires are recovered in Jiangsu province by way of online and offline investigation, where 365 are effective questionnaires with effective rate of 93.11%. Among the participants, males account for 48.5% and females for 51.5% with their ages ranging from 19 to 45 years old. As for their occupational structural distribution, they are mainly civil servants, personnel in public institutions, enterprise employees, self-employed businessmen, peasants, etc. Therefore, sample distribution is quite uniform with favorable representativeness and scientificity. “Table 2” lists descriptive statistical results of regression variables after processing, and according to the correlation analysis, the correlations between independent variables are weak, so the disturbance caused by multicollinearity to the regression model is excluded.

Table 2. Descriptive statistical results of regression variables

	N	min	max	mean	std. dev
gender	365	1.00	2.00	1.5151	.50046
occupation	365	1.00	10.00	5.8055	2.49791
age	365	1.00	5.00	2.2767	.69348
public value	365	1.60	4.80	3.0203	.55423
subjects	365	1.33	5.00	3.3568	.75155
relationships	365	1.00	5.00	3.2192	.76040
rules	365	1.67	5.00	3.7075	.73386
channels	365	1.00	5.00	3.7726	.71219

Table 3. Regression coefficients

	B	std. err	std. coe	t	sig.
(constant)	1.654	.185		8.947	.000
subjects	.090	.039	.123	2.298	.022
relationships	.085	.039	.116	2.163	.031
rules	.121	.046	.160	2.639	.009
channels	.091	.046	.116	1.981	.048

4.3.2 Regression Results

Stata 13.0 is utilized to substitute sample data into formula 1. The formula regression is conducted on the precondition that demographic variables are controlled, and regression coefficients of various variables can be obtained (“Table 3”).

As shown in “Table 3”, regression coefficients of independent variables are all positive and significant at 0.05 level, indicating that policy action subject, interpersonal relationship, action rule and expression channel of interests can exert significant promoting effects on the transformation of public value in the public policy agenda setting phase, which is consistent with the conclusion of the previous case study.

5 Findings

5.1 Determinants for Value Transformation

Considering the determinants of value transformation (individual to public) in the YCYP, factors that facilitate the transformation should be sought out to generate the dynamics in the agenda-setting phase. Doing so guides public actions and eliminates the dispersed atomic status quo, thus changing into a cohesive force in the public administration to improve our life. The following elements may be functional.

5.1.1 Informal Institution

Informal institution is composed of conventionality and one's behavior rule, involving belief, mode, cultural tradition, morality and ethics, and ideology. Informal institution is a prior mode that can influence and guide people's actions and value transformation in a community.

5.1.2 Trust Among Social Members

Trust among human beings is the foundation for cooperation, which gathers atomic individuals, thus promoting change of ideology around the public sphere.

5.1.3 Government's Public Trust

If lacking in public trust, then Tacitus trap cannot be avoided. When the government needs publicized public information, doubt and suspicion may be the initial response of the general public. Simultaneously, the public may believe in rumors, which can damage social stability. Ill-structured problems may also be constructed as side products.

5.1.4 People's Cognition Over Social Diversity

Social diversity cognition is the premise for achieving agreement. This proposition calls for multilateral admissions from all parties and individuals, thus promoting transpositional consideration. Therefore, the young respect the old, men understand women, administrators recognize employees' privacy, and the majority protect the minority, constituting a picture of harmoniousness with many public policies that can be made on the basis of all sides of consensus.

5.1.5 Public Awareness of Democracy Connotation

If the public interprets democracy into voting, then part of their rights may be deprived, and the probability of principal-agent bias may be enhanced. Substantially, democracy is only the tool to transfer individual value to public value, requiring everyone to express their one policy demand and contributing the assurance of the right realization for everyone.

5.1.6 Development of Information Technology and Network Techniques

The more advanced information technology and network techniques are, the more powerful the dynamics for value transformation can be. With network development, several virtual forums appear with low threshold for the public to provide deliberative platforms. Therefore, value aggregation becomes available and changes the agenda-setting pattern, devoting to well- and appropriately structured problem construction.

5.1.7 Approaches for the Public's Interest Expression

If the public can find approaches to express their interest demands and points of view when they deal with social problems, then they may be rational and aware of the action

boundary well. They may also be willing to listen and attempt to perceive from different perspectives because they can feel themselves as part of the whole political system.

5.1.8 Individual Ability

This factor refers to individuals' participation in problem discussion, such as determining the appropriate way to state the details of a specified problem, grasping the right timing to drawback and move forward in negotiations when constructing problems, and mastering communicative techniques to get along well with the bearing different positions.

5.2 Conditions for Value Transformation

Considering the YCYP, value transformation is equivalent to the balancing process among various interests. The process is a consistent construction and legitimate acquirement. Therefore, this kind of value transformation does not imply an extent of arbitrariness. Instead of negotiations without guidance, an advocacy brings the public back into the public region, implying that certain conditions should be met as initiatives.

First, any issue concerning public value should embody the consistence between the specified interpretation of public value and the nation's mainstream ideology, providing the likeness of deliberating with the premise of social stability (Davis & West, 2009 [7]). The working context for public policy is the political, economic, and cultural environments for a nation. Problems under which have many different transactions, whereas those that have aroused public attentions in one nation may not be problems in another.

Second, the government should sincerely listen, consider, and accept public opinions. Thus, public interest demands may be transmitted into the policy system, ready to be part of the final policy. Whether the public is willing to participate in public administration and initiate to cultivate public spirit partly depends on whether responses can be offered to them to make them fulfill their self-realization.

Third, deferring to the Constitution and Information Openness Regulations in China, citizens' "right to know" should be protected. They can also easily access necessary public information, except for national security information and other confidential items. The application for available public information acquirement cannot be denied without enough and valid justification.

Fourth, value incompatibility should be avoided as a consensus for reconcilability, which is the inner attribution of value itself. Therefore, if individual value is transferring to public value, then benefit losers should have appropriate approaches made with all sides of identification (Espositim & Ricci, 2015 [13]). Such losers exist in the policy-making process because no policy can benefit everyone and each party.

6 Conclusion

Creating a public value has recently become a huge problem, especially in the agenda-setting stage. This stage is closely related to the critical transformation of individual value to public value. However, no literature has investigated such transformation. Therefore, we focus on improving the research status. This study contributes to the incorporation of

public value and public policy process. Our work also explores a new arena for further investigating public value on the basis of endeavors from the following aspects.

First, the agenda-setting stage is a critical timing in the public policy process for value transformation (Edler & James, 2015 [10]). The public dialogue arena of the agenda-setting stage allows multiple actors to gather and communicate around individual points of view on certain policy issues (Corcoran et al., 2015 [6]). The dialogue also shifts its “ego way of thinking” to the public sphere, thus beginning to reflect public life and coexistence, which may be the buds of public spirit with the change of value orientation.

Second, public participation is the external embodiment for the shift toward public value. Value shows self-awareness toward the inner scale of human beings and the main body on an affair. When entering the public arena, all actors have already opened their hidden motivation world, including desires, beliefs, and preferences. Given the degree of acceptance, adjusting their original individual value is quite comprehensive. This value is naturally born from instinctive consideration, which is an automatic facilitator to make the value shift to public happen.

Third, factors that make value transformation happen cover policy subjects, human relationships, action rules, and expression channels. Four factors with specified element functioning can form an integral force to take different interest demands from different stakeholders. This force is a means to revise stakeholders’ interest demands and individual values similarly. “Table 1” confirms that stakeholders, including the enterprise, government, CNC, OC, residents nearby, mass media, netizens, and taxpayers, have different individual values, thus emphasizing the idea that individuals’ public value is not simply aggregated. Based on individual value, diversification and real individual value-seeking are acknowledged. In addition, public value emerges and can play its role in policy issue discussion among various speakers.

Fourth, the study on the YCYP Case implies that public value can be transferred from individual value under cooperative attitudes. If public participation based on public value does not exist in agenda setting, then the YCYP can successfully develop. If the government does not listen to the public, then YCYP cannot be terminated. Furthermore, when the government is swinging between GDP and environment protection, only by attaching to the common sense on public value can the dilemma be solved. Public programs seem to work without high policy cost and public hindrance. However, social benefits become less than social costs in the long run because such benefits can damage the environment and may thus generate unpredictable bad effects. Furthermore, the tortuous process of the YCYP has already increased the costing for all stakeholders. Therefore, cooperative attitudes can be premises for value transformation. Further evidence is also provided to support the claim that public value significantly affects public participation.

Authors’ Contributions. Yu Zhang is responsible for conceptualization, formal analysis and original draft writing, Jie Wang, Jikai Nie & Yunyu Fan analyzed the data and wrote the manuscript, and Weizhong Liu contributed to revising and editing.

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