

The lack and reconstruction of public in the process of government purchase of public services——The definition of theory and the dislocation of reality

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Key words: the lack of public; reconstruction of public; public nature; government purchase

Abstract: In the decentralization of government today, we should not only play the initiative of the whole society, also want to realize "tube and not died, put and not chaos". At present, there is a lack of clear organizational design in the government purchase of services, such as the action of rent-setting by administrative staff. From an ethical point of view, the root causes of these problems are the lack of public nature. In the practice, the lack of public nature can be seen as the lack of public nature at the value level, lack of public interest orientation and the lack of public nature of the concept of expression. In the new period, we should rebuild the public nature from three angles of the system standard, the administrative personnel's responsibility consciousness, the public opinion.

Introduction

With the transformation of government functions and the establishment of a service oriented government, the public administration in the new era is different from the former government management, manager in public administration is not necessarily the government, private sector, non-governmental organizations are also an important part of public management. Salamon also put forward the road of the third sector governance. Government decentralization, transfer through open competitive bidding, commissioned by the way will be part of public service functions to institutions or non-governmental organizations, this kind of government purchase of public services has been widely accepted by the academic community, to realize the public service government in the decentralization of the reform in the new period, to realize a "small government and big society" of the new governance model. "Public" as the value basis of the administrative system, refers to the social level of non individual.

Government purchase services include: four levels of function definition, purchasing process, performance management and process supervision, it emphasizes the process management of the service process. Government purchases of services must be public affairs, is a certain period of time and the interests of the community members of the transaction. This shows the common needs of the community members and this is the embodiment of "public" of the service object. At the same time, the government purchase services require more cooperation in governance, traditional public and private dualistic structure gradually collapse, government, market, citizens realize the advantages of complementary, this is a kind of public service. In summary, we believe that the government purchase services in many aspects show the non individual social level, it is rooted in the public nature of the purchase process on the basis of value, and it exists in the public service spirit of the definition of function, and citizen participation in process regulation. At present, problems in the practice of government purchase service exist in the government are purchasing power shortage, lack of internal purchase, public demand feedback, supervision problem. The reason is the lack of public nature of government purchase service, so, what is the embodiment of the public in the government purchase services? How to reshape the public nature of the government to buy services in the new era? This article will carry on the preliminary discussion to these

questions.

Literature Review

Under the influence of the political and administrative two points of thought, the traditional public administration focuses on the pursuit of management technology and efficiency, and lead to the lack of "public" in the public administration, but in the new public administration party's advocacy of equality, justice and fair values, return of public spirit and public value. In the "public" and "private" gradually integration trend, Salamon in the "public service partners" in a book "third party governance" theory gradually prevailed, civil society has grown up gradually, and non-governmental organizations are actively involved in the process of social governance. Therefore, the government purchase service itself is a kind of "publicity",but the government purchase of services as an administrative act, its implementation is affected by many aspects of the impact,only the rational expression of the "public" of the whole process of the government purchase service can make the administrative act in the public interest.[1]

How to realize the public nature in public administration, there are a lot of studies in the academic circles, Professor Wang Lefu put forward the word "public" in the text of "the similarities and differences between public administration and public management".In the research paradigm of public management, public nature refers to the public nature of public administration subject. It is embodied in the representation, the official, the public welfare and the authority of the public organization, mainly embodied in equality, justice, fairness, ethics, etc.,Compared with the traditional public administration efficiency as evaluation index, it also includes the public nature of the public management means, the object of public management and the public nature of the object.[2] In the paper of "public nature" and its realization in the public administration, Professor Zhang Kangzhi summarized the publicity into four forms:Public administration needs to implement the will of the public and to express the will of the public; public administration should be made public in policy and behavior, which can reflect the diverse needs of different people;Public administration should open to all the people,information related to the administrative personnel's exclusive and official duties;Public administrative should acceptthe broad participation of the public.[3]

What differspublic research, the academic research on the government purchase of services is mostly focused on the management framework of the purchase of service behavior, The paper named "Research on the interactive relationship between the government purchase service and social organization development", which puts forward that the government purchase service provides the development space for the social organization, and the development of social organizations has also improved the government purchase of service system, so it is difficult to think that the purchase of service level is difficult to upgrade from one side.[4] Some research is from the perspective of empirical analysis to find out the problem of government purchase service, and puts forward the countermeasures, and this kind of research is mostly descriptive language, why not answer the question of why the government purchase services exist?What is the theoretical basis of the countermeasures?In order to answer this question, we will combine the government purchase of service process with the value of public management, and discuss the public nature of the government purchase services, the view of the New Public Administration School led the return of the public administration in 1980s,but at present, many problems in the process of government purchase of services from the "public" has not been effectively expressed. It can be said that the lack of public property in the process of government purchase is a mismatch between theory and reality.

The theory of government purchase of public service

Function definition is to clarify what functions the government should be transferred out, what kind of management methods should be implemented after the transfer of the functions?The public interest is the starting point of the government purchase of public services and the interests of the

public, overcoming the interests of the private sector and the private sector.

First of all, the government is no longer the Social Affairs Committee and the oarsman, but the guide and the helm, the new era of government procurement of services in the management. Including: political, legal and other mandatory means, including planning, guidance, advice, guidance, contract, and other non mandatory way, and more emphasis on the role of the latter;Second, emphasizing the theory of "publicity", it also admits that the legitimacy and the leading position of the government management. Therefore, it is very important for the government to set up a market regulation and purchase mechanism in the purchase of services, this reflects the value of the government of the public, under its guidance, the government established the system of norms of justice is a system of justice;Third, Habermas put forward the systematic theory of public sphere in the structure transformation of the public sphere,He believes that the public sphere is the basic condition of democratic politics to discuss public affairs and participate in political activities.And we will adopt a relatively mild attitude to understand it:The public sphere is an information communication platform, which is shared by both the government and the public. Therefore, to play the role of public sphere in the government purchase of services, the role of the demand feedback in the spirit of public service under the guidance of, discussion should be open to the public when the service should be undertaken by social organizations, emphasizing the active participation of stakeholders and the discussion of public demand.

From the point of view of value, the government is inclined to take the public nature of self expression as the supreme principle. Therefore, the government's organizational structure, behavior, operating mechanism, policy norms are unconditional performance of its public, and its most direct manifestation is the government's standard system and the administrative act system's fairness. Combined with the practice of the government purchase of services, the public nature of the purchase process is mainly reflected in the following two points:

First, the public nature of the system construction, mainly in the government purchase of services in the process of the rule of law, develop rules and regulations, general plans and specific procedures for the purchase of services that are in line with the public interest. Including: demand feedback, project reporting, audit, purchase, supervision, incentives, etc..Second, the use of public power, the public is reflected in the attitude of every government administrative personnel, ideas and beliefs. Under the guidance of the public, the administrative personnel must embody the spirit of public service in the morals and ethics. In the process of policy formulation and implementation, we should prevent the interests of the Department and individual drivers.

In the process of government purchase of services, the government is no longer the superior issue orders left and right, it is to improve the efficiency of supervision in the relationship of mutual dependence and interaction with the society.Therefore, whether the government can achieve the public standard is: whether the government to buy public service is fully reflected and expressed the will of the citizens,whether the above the government's self-interest tendency,whether to let the sector interests dominate.This requires the establishment of process supervision transparency mechanism,the responsibility of the executive branch has really become a public responsibility, emphasizing the openness and transparency of the administrative process.

Lack of public nature in practice

The third part explains the theory of the government purchase of services in the "public", at the same time, it is an ideal model based on logical argument. But in practice, the government purchase power shortage, internal purchase, open competition mechanism is difficult to achieve, and so on, in the practice of government purchase of public service, "public" has not been fully played, there is a "public" lack of the problem.

The above discussion to the government purchase of services in the value of the basic level of public performance reflects the government to formulate policies and the implementation of the standard system. The practice shows that the process designing of project selection, the government as the principal to agent declaration process specification. At present, there is a lack of corresponding legislation and regulation system in practice,lack of standardized design for the

purchase process, and they lead binding to the subject is not strong. The lack of public and justice in this kind of value concept leads to the existence of administrative behavior system, including: the agent of poor quality, access mechanism is not perfect, open competition in the form of tender is difficult to achieve, and the cooperation between the government and the social organizations is difficult to realize.

The interests of the administrative personnel orientation determines whether the administrative act is in the public interest, from a theoretical point of view, administrative personnel should meet the basic requirements of public morality and ethics, equality, justice, fairness, democracy, ethics are the value orientations, the public interest and the public service spirit as the interest orientation. But in practice, the administrative personnel tend to take into account the interests of the private sector, not willing to transfer some of the functions to social organizations, and this part of the functions of most of the characteristics of decision making and control, even if there is a small part of the decision-making, regulatory functions are transferred to the government's subordinate units, or a social organization that has an interest relationship with the government. This is easy to generate the problem of rent and rent, in the practice of internal purchasing and external purchasing power shortage problem.

Based on the analysis of the theoretical part, we think if we want to realize the public interest, and need more to realize the recognition, coordination and supervision of the public participation. And there is information asymmetry between the public and the buyer in practice, demand is difficult to get feedback, so that the supply of buyers and the public's demand is difficult to match; On the other hand, the problems reflected in the supervision system is not perfect, the government purchase service process is not public, the public is difficult to participate, the case of the introduction of the third party regulatory model is less, the social capital and the public opinion have not yet been gathered together to form an effective resource, the public nature of the interaction between the government and the community is difficult to achieve.

Conclusions and the remodeling of public

The collapse of traditional public and private structure, and transformation of government functions. Under the social background of the diversification of the main body of public service, government purchase of public services helps to achieve the goal of "small government and big society". But based on the lack of reality of value, interest orientation, the concept of expression on the "public", it causes open competition in the form of tender is difficult to achieve, government departments have a wide range of rental behavior, the public demand is difficult to be expressed. Through the analysis above, we have come to the conclusion that the "public" must be re - returned and re - modeled, and we have made the following reflections:

First, we should remodel public nature based on the system of norms and justice". Construct the government purchase service mechanism, and design the specific process of government purchase service. Many stakeholders involved in the process of government purchase service. To truly realize the positive interaction between the main bodies, it is necessary to define the connotation, guiding principle, purchase price, purchase process and function of each department [5]. At the same time, please build the social organization of the project declaration rules, the government audit rules, incentives and other institutional norms, and play the role of the "steering", re-express the system construction and the purchase process of the "public".

Secondly, we should build public nature based on administrative personnel's responsibility consciousness". The above analysis for the purchase process in the presence of administrative personnel is in order to departmental interests or personal interests of the rental behavior, to go beyond the government's self-interest tendency, to eliminate the influence of departments and individuals interested, it requires the administrative personnel to set up the correct view of public administration ethics, and to train the administrative personnel to realize the moral self-discipline consciousness based on the responsibility consciousness. And this requires that the administrative personnel should be in a deep understanding of the state, the government and the administrative agencies to develop laws, regulations, policies on the basis of their own administrative acts of good

and evil value of self evaluation and self accomplishment.

Thirdly, we should reconstruct the public nature on the basis of public opinion". Different from the traditional public administration mode, the government purchase service in the new era is more emphasis on the participation and supervision of the public on the governance of public affairs. In the concept of expression, we should establish the effective decision-making participation channel and decision-making mechanism. Citizens can actively participate in and open discussion. In addition, the government purchase of services should achieve public participation and should be open and transparent, to strengthen the process of monitoring.

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