

New Perspective on Public Administration: Towards an Anthropological Approach

Yang Ping and Robert Tian*

Huaihua University, Hunan, China

KEYWORDS Anthropology. Discipline Construction. Ethnography. Public Management

ABSTRACT As a broad discipline, public management is a discipline based on the theories and methods of political science, law, economics, management, anthropology and other disciplines to study public organization management and its processes and regulations. At the beginning of the introduction of public management into the academic world, the importance of anthropological related theories and methods was ignored and even abandoned in the discipline construction, which also caused the inevitable disconnection between knowledge and practice in the discipline construction of public management in our country. This paper explains the connotation of public management and combs the evolution process of the public management paradigm. This paper discusses how to bring anthropological theories and methods back into China's public management practice, perfect the public management process from the perspective, concepts, and methods of anthropology, to solve China's practical problems and establish a public management knowledge system with Chinese characteristics.

INTRODUCTION

The so-called public management is the process in which the main body of public management flexibly uses the functions of planning, organization, command, control, coordination, supervision, reform and other methods to realize the scheduled tasks through the formulation of optimization means to achieve the expected social effects (Yan 2007). The setting of the public management mechanism is not a castle in the air. All management behaviors are primarily centered on how to deal with the relationship between good people and people, that is, how to deal with the relationship between the manager and the managed. Anthropology, as a human-focused research discipline, the subject and object of its research are all carried out around human beings.

The research methods and theoretical horizons adopted by anthropology in public management activities include ethnography, fieldwork, participatory observation, cultural relativity. We can understand people's behavior motivation and human nature from various angles. Through objective material and spiritual needs evaluation, we can better grasp people's needs and provide a reference for management subjects to take targeted and effective measures, improve manage-

ment efficiency, and truly realize "people-oriented" humanized management (Tian and Yu 2017).

From the perspective of the historical development of public management and anthropology, the two have profound academic origins (Tian et al. 2019). However, in the construction of the discipline system of public management in our country, anthropology has been neglected in the discipline setting, and the lack of anthropological knowledge has led to the defects in the research of public management in China. Moreover, in the social development in recent years, with the emphasis on "human," it has become increasingly prominent.

Objectives

This paper emphasizes the importance of anthropology to public management from the theoretical rise and paradigm evolution of public management, trying to bring the perspective, methods and viewpoints of anthropology back into the process of public management, to guide better the effective implementation of public management with Chinese characteristics (Tong and Yan 2011).

METHODOLOGY

This paper is a descriptive study of the relationship between anthropology and public management. It explores applications of anthropolo-

*Address for correspondence:
480 Huidong Rd., Hecheng Qu, Huaihua, Hunan, China
E-mail: rgtian@yahoo.com

gy in the process of public management and the possible contributions that anthropology can make to the public management. Therefore, a set of supporting data from desktop publication reviews and case analyses, not empirical data, has been based on. During carrying out the primary argument and discussion focusing on the policies and principles of the Chinese Communist Party, the authors always use the content-based analysis method.

Furthermore, content analysis has been widely used as a quantitative research method by social scientists to study cultural and social phenomena. According to Jiang and Tian (2019), content analysis breaks down lengthy text materials into more relevant and manageable data bits, which can help people to make sufficient inferences from the text through a set of programs. There is no correct and straightforward method for content analysis; instead, researchers must determine which way is more suitable for their unique research. When Ruth Benedict did her classic study of Japanese society and culture, content-based analysis has also been successfully used (Benedict 1989). This anthropological method has a lot in common with the humanistic approach of seeking cultural insight by studying popular culture and is widely used by social science scholars.

Literature Review

At the beginning of the 19th century and the beginning of the 20th century, with the publication of Woodrow Wilson's "The Study of Administration" as a symbol, public sector management began to form as a relatively independent research field formally. Public management is a product of the times. The background of its emergence and development includes the problems of public dissatisfaction caused by the expansion of government role in western countries, frequent social problems and the increase of government un-governability, continued economic recession and intensified financial pressure (Zhang and Mu 2004). It was not until the "New Public Movement" at the turn of the 1970s and 1980s that the study of public management attracted people's attention.

Connotation of Public Management

Public management is a science that comprehensively uses multi-disciplinary theories and methods, including political science, management, economics, sociology and anthropology, to study public management departments, public management processes, and their regularities (Han and Lin 2016). As a function of public organizations, public management is a process in which public organizations led by the government or non-governmental organizations starting from public interests use various features and methods to formulate effective optimal schemes and provide public goods and services to the society to realize public benefits. Compared with traditional public management, the most significant difference of modern public management lies in its goal of public interests, emphasizing the importance of fairness while providing high-quality services to the society. Fairness is the realistic basis for distributing public social interests (Zhao 2016).

The evolution from traditional public administration to modern public administration, which is increasingly standardized, legalized and democratized, is a profound revolution in the field of public administration. It realizes the transformation of management subject from single to cooperative governance and the leap of public management mode from politics and economy to "people-oriented" management mode. The modern concept of public management emphasizes cooperation and co-governance, that is, the publicity and service of public management. To construct a diversified public management pattern, it is necessary to realize frequent communication, interaction and cooperation between subjects. The so-called publicity of public management has two meanings. One is the publicity of interest orientation. The second is its public participation. Public management cannot be narrowly regarded as the political control mode of a specific class or group.

Public management should be organized to promote, realize and safeguard the overall public interests of society. Therefore, in terms of interest orientation, public management should embody publicity. Public participation mainly means that the main body implementing public management includes not only the government but also social organizations and the public other than

the government. The value orientation of all public management activities should always adhere to the maximization of public social interests. Through the integration and optimization of social resource allocation, it can provide the public with a stable, orderly, harmonious coexistence and healthy competition. In the new era of continuous development in the process of globalization, from the perspective of model construction, we must establish a high-quality public governance model based on public recognition, actively promote knowledge-intensive governance and learning governance models, and continuously promote the innovation and reform of public management.

From the core subject of public management, government departments and leading cadres at all levels need continuous learning and strive to realize the optimization and integration of internal and external resources of the organization. They should keep pace with the times, improve and enhance their ruling ability through continuous learning and on-the-spot investigation, continuously promote and optimize governance through coordination and cooperation with all sectors of society, and establish a more democratic management model (Yang 2015).

Evolution of Anthropology and Public Management Paradigm

Anthropological research on human beings not only pays attention to the physiological characteristics of human beings but also the social and cultural characteristics of human beings. Anthropological research tends to analyze the commonness and difference of human beings from the perspective of social culture. However, the application of anthropology in the process of public management is not groundless, which needs to be started from the three stages of the evolution of the discipline paradigm of public management. The evolution of the three core paradigms of public management is from the initial “traditional public administration paradigm” with “efficiency” as the core to the medium-term “new public administration paradigm” with “fairness” as the core, and then to the current “new public administration paradigm” with “coordination with the market” as the core. History shows that the evolution of the public management paradigm is

always determined and restricted by the development level of productive forces and the organizational form of production in a specific historical period (Lu 2001).

Adhering to the Traditional Public Administration Paradigm with the Core View of “Efficiency First”

Early public management was formed at the end of the 19th century and the beginning of the 20th century. Based on Weber’s “rational bureaucracy” and Wilson’s “dichotomy theory,” it is the integration of American industrialism practice theory and German social science research results. Traditional public administration promotes the tenure system of civil servants, attaches great importance to the stability of government organizations, emphasizes bureaucracy and rules and regulations, emphasizes strict control of officials, and follows the assumption that the non-political civil service system is separated from politics and public management. Due to the excessive pursuit of “efficiency first” in administrative management, the early administrative management showed the characteristics of mechanization of management and too closed organizational system. Due to too much emphasis on the maximization of material benefits, people’s spiritual factors are ignored (Chen 2011).

New Public Administration Paradigm with “Fairness” as the Core

In the second period of the development of the public management paradigm, anthropology began to enter administration, which is also called the period of behavioral science. Due to the introduction of behavioral science theory to the previous scientific management theory, the content and methods of administrative acting skills are also constantly changing, and new research methods and research horizons have emerged. With the addition of anthropological content, public management has begun to evolve from the perspective of sociology, psychology and anthropology. In public management research, attention has been paid to human psychological and behavioral factors and the relationship between humans and the environment has begun to be studied. In short, this public management para-

digm emphasizes a public management model with democracy as its creed and fairness as its core (Harmon 1981).

The Paradigm of “New Public Management” and “Coordination with the Market”

In the 1970s, industrial progress led to the rapid development of science and technology, and western governments began to face some new difficulties. For example, the government's financial crisis, the unsustainable social welfare, the increasingly overstuffed government agencies and inefficient management, the public has gradually lost confidence in the government's public management ability. In the historical background, the previous public management theories cannot solve these problems smoothly. This paradigm is a public management theory based on economics and centered on the coordination of the relationship between government and the market. The emergence of the new public management theory has rapidly expanded to western countries and has become one of the central guiding ideologies of western public management in recent years (Tan 2002).

Taking private enterprise management theory and modern economics as its theoretical basis, the new public management looks for its theoretical basis from modern economics. For example, the theoretical basis for performance management is obtained from the assumption of “rational person,” and the basis for market-oriented and service efficiency improvement is obtained from the transaction cost theory. Secondly, the new public management draws nutrition from the management methods of private enterprises and extensively absorbs and learns the successful methods and mechanisms of private sector management. The unique methods and experiences of target management, human resources development and organizational development planning in enterprise management are widely applied to public management (Du 2011).

Public Management Process from Anthropological Perspective

The logical starting point of public research is to discover a new public problem. The holistic view is an important principle emphasized by an-

thropology research. Public management subjects should establish a holistic view to comprehensively and profoundly identify public problems. After accurate identification of public problems, focusing on the core of solving the problem, while abandoning the narrow subjective consciousness of “egocentrism” of public management subjects, making public management subjects think from the standpoint of “others” is helpful to establish public management objectives, design pre-selection schemes and choose public management operation schemes. The so-called process of implementing public management is a dynamic process in which the management subject carries out planning, coordination, and organization, communication, and supervision activities through the use of various public resources to achieve the established public management objectives.

Whether the public management plan can be effectively implemented depends on political, economic, cultural and other social, environmental factors, as well as the factors of the executor himself. Therefore, the research on the correlation between the influencing factors and performance is the necessary condition to ensure the effective implementation of the plan. To ensure the realization of the public management objectives, during and after the implementation of the public management plan, various problems and deviations in the whole behavior process should be corrected and corrected, and the implementation performance should be supervised, inspected and evaluated.

Identification of Public Problems

Public problems come from the perception and analysis of social problems by public management subjects, and only the part of social problems that enter the government management agenda can become public problems. Compared with social problems, public issues have the following basic properties: publicity, universality, dynamics, comprehensive intersection, and reality. In this paper, the researchers define public issues as when the actual social situation deviates from the public's needs and expectations and social relations are out of balance, the social issues that involve public interests and are public, extensive, dynamic, comprehensive and realistic, and are recognized by public management subjects and en-

ter the government management agenda are public (Sheppard 1987).

In the process of identifying public problems, public management subjects are required to perceive, define, and describe public problems from the perspective of a holistic view. The holistic view is an essential view that anthropologists must adhere to when conducting research based on a specific social culture. To study public management from the perspective of anthropology, one must place it in the cultural system where the research institute is located and study the relationship between public management subjects and other external conditions based on specific cultural backgrounds (He 2017).

Adhering to the anthropological perspective can be that the management subject, with its keen insight and perception, better use multiple channels of communication, and understand various social problems involving culture, politics, economy and other aspects in reality. The perceived social problems are further sublimated into public problems. Through specific explanations of the problems, situational problems are refined into substantive problems. Then the problems are classified and described, thus providing a clear crux of the problem for the formulation of solutions. Finally, the public management subject is required to use specific and unambiguous language to express the construction problems accurately.

Formulation and Choice of Public Management Operation Plan

In the process of making public management operation plans, the drawbacks brought by the high stratification of modern society are mainly reflected in the fact that the plans made by the managers of the state and society as the upper-class society under the idea of “egotism-centered” often make behaviors and activities that are not conducive to the managers of the lower-class society. Also, for some special groups, such as immigrants, vagrants, the disabled, it will be challenging to achieve the expected public management objectives if “general” public policies are transplanted to these groups.

The anthropological research perspective will help to make up for the defects in the formulation and choice of traditional public management plans. Anthropological research emphasizes par-

ticipatory observation, which encourages public management subjects to go deep into the life of the target group. Through long-term coexistence and observation, they can better grasp the social living conditions and needs of the target group to formulate appropriate policies (Chen 2014).

The choice of public management plan adheres to the principle of satisfaction, requiring public decision-makers to evaluate the best alternatives according to their professional knowledge and information obtained from on-the-spot observation and in-depth interviews, to further revise the initial plan according to the expected objectives, and finally to select the most satisfactory one. Also, the choice process of public management should abide by the principles of comprehensiveness, objectivity and democracy (Huang 2009).

In the modern democratic political environment, the choice of a public management plan is no longer just a process in which the upper class with the government as the core unilaterally exercises its rights, but a process in which the government and citizens interact. The establishment of a corresponding citizen participation mechanism and the improvement of citizens’ participation in public management affairs will improve the legitimacy and rationality of the formulation and choice of public management plans, which will also help to realize the democratization, openness and scientific nature of government decision-making (Xu and Huang 2007).

Implementation and Execution of Public Management

The implementation of public management is divided into the preparation stage and implementation stage. During the preparatory phase, Integrating various resources related to the realization of public management objectives, To create sufficient subjective and objective conditions for the implementation stage, Including ensuring the legitimacy preparation of each public decision, equipping corresponding targeted organizational structures and human resources to make organizational preparations, establishing ideological preparations for public service awareness, actively “going out,” actively communicating and understanding public opinions, and finally ensuring adequate material and technical preparations.

Evaluation and Prediction, Correction and Supervision of Public Management

In the evaluation stage of the public management process, the evaluators are required to analyze and check the implementation effect of the public management plan according to the established standards and procedures and scientific methods and technologies after fully mastering the relevant information. The evaluation is mainly carried out from three aspects: justice (fair distribution of resources and benefits), efficiency, and effectiveness. The evaluation results will help the public sector and the public to understand and master the performance of public management. At the same time, it can also guide the future development of public management and realize the optimal allocation of resources (Zhang and Dang 2001).

The application of social and cultural prediction in public management will help to grasp the development characteristics and trends of public affairs through social impact assessment and cultural analysis. Social impact assessment focuses on both ends of the project or plan implementation. The purpose of the assessment is to ensure that the implementation of the action plan will not cause social disruption. Through the objective evaluation of the social conditions and social consequences of the implementation of the project, it can ensure to the greatest extent that the formulation of the project and the plan not only conforms to the reality but also obtains the best benefits.

However, the cultural analysis of impact focuses on the monitoring, evaluation and adjustment of the implementation process of the project or plan, mainly aiming at how the beneficiaries of the development plan react and how to affect the plan. The cultural analysis of impact is mainly to reduce or eliminate the resistance encountered in the implementation process of the development plan so that the development plan can be successfully implemented and implemented (Shi 1996).

Correcting and correcting the public management process, the results of public management assessment processes and social and cultural projections can be used as a basis for information feedback. According to the evaluation and prediction results, there are mainly the following

ways to correct and deal with the public management plan: for the deviations or difficulties found in the evaluation process, we should start with the internal structure and relationship of the organization, and make appropriate and timely adjustments to human resources, material, and technical resources. Take relevant measures to terminate the erroneous and invalid implementation of public management; If the actual public management plan can achieve the expected goal according to the evaluation results, the public management subject can choose to maintain the implementation of the existing plan, and at the same time should continue to evaluate and monitor the public management process and collect feedback information promptly (Wang 2009).

OBSERVATIONS AND DISCUSSION

Public management path refers to the generic name of various public management measures, methods, and skills adopted by public managers to perform public management functions and realize public management objectives. It is the bridge between public management subjects and public management objects (Zhang 2004). The general path of public management is to inherit from the traditional administrative management methods. It is the inheritance and development of the original administrative management methods during the transformation from traditional administrative management to public management, mainly including political path, economic path, legal path and behavioral path.

Anthropology and the Path of Public Management

The contribution of anthropology to the path of public management not only fills the cultural path, a new method of public management but also fills some research methods and necessary viewpoints of anthropology into the research of the general path of public management enriches the content of the research of the path of public management and provides a new research perspective. This paper mainly explains the influence of anthropology on the general path of public management from five aspects: politics, economy, law, behavior and culture.

Political Path

Fundamentally speaking, public management is the realization process of political consciousness. The political path emphasizes the political characteristics of public management such as participation, rights and public interests, and how to improve the transparency of public management and the degree of public participation. The political path of public management refers to a series of activities related to political rights and decision-making in the process of public management, which embodies all dynamic activities of political actors from the input to the output of the political system. As a part of the social process, the political process is closely related to other social activities. It is greatly influenced by other social processes, such as economic processes and cultural processes. At this stage, public management is, first of all, a political process, and even an important pillar and daily form for all political life to be carried out.

Holism is the Premise

We should adhere to the holism emphasized by anthropology as the premise of the political path of public management, adhere to the combination of theory with practice, point and surface, and do small event research from the large environment. In real society, while emphasizing the independence of affairs, we should also understand the interrelation and indivisibility of various affairs. If we only look at a particular transaction in isolation and ignore the correlation between transactions, we will most likely misunderstand its essence (Wu 2013).

Expression and Realization of Interests

Interest expression is a form of political participation in which the main body of public interest expression directly or indirectly puts forward opinions to the object through a specific channel, reflects the situation, advocates interests, and realizes the expected purpose in a certain way. Through the expression of public interests, people change their expectations and opinions into requirements for the government; that is, the process of people conveying their own needs to public management subjects is realized. Anthro-

logical researchers have adopted methods and perspectives such as field investigation, participatory observation, holism, functionalism, to comprehensively understand human nature and grasp human psychological characteristics from various angles to understand human behavior better, thus enabling public management subjects to understand the expression of public interests better (Zhou 2009).

Realization of Public Power

The operation procedure of public power mainly includes four links: (1) the generation of public power; (2) the distribution of public power; (3) the role of public power; (4) Monitoring of public power. Through specific procedures, it will affect public affairs, thus realizing the goal of promoting public interests (Cai 2002).

Economic Path

The economic path is the path that public management subjects follow objective economic laws, guide the behaviors of organizations and individuals through the flexible application of various economic measures, and effective adjustment of various economic interest relations, to ensure the realization of established management objectives. The economic path is mainly used in economic management activities. Compared with other paths, its advantages are mainly reflected in reducing mistakes in the process of public management and improving benefits. The combination of power, responsibility, and benefit to fully mobilize the enthusiasm of all parties; decentralize power to enterprises and give full play to their independent management ability. The economic path adheres to the assumption of "economic man" as the basis, and the incentive model adopted is a material incentive. According to the law of diminishing marginal effect, the effect of material incentives is limited (Francis 1998).

Legal Path

The legal path of public management means that the ruling class uses laws and regulations to make use of them. To transform its will into the general behavior of the public, through the adjustment of people's various social relations and

social behaviors, to ensure that various social relations develop in a direction conducive to the realization of the expected management objectives, and to give full play to the direct and positive role of the public in economic development and social stability.

As the primary method of public management, the legal path has four characteristics: stability, authority, standardization and compulsion. The implementation of public management by legal path has relatively stable contents and procedures, and the law, as a concentrated expression of the will of the ruling class, its legal procedures has risen to the will of the state, so it will not change due to the subjective will of individuals. Public management through legal channels is a legislative or law enforcement act of administrative organs, and the coercive force of the state backs this act. Any individual or organization must accept it; otherwise, it will be severely punished.

Anthropologists pointed out that in the context of China, the relationship between law and "reason" should be paid attention to when using the legal path to carry out public management. For example, Shuzo Shiga proposed in his analysis of the source of civil law in the Qing Dynasty's litigation system that "reason" and "emotion" are both opposite and interconnected, and the two complement each other to form "reason." He believes that "law" makes "reason" clear and gives it coercive force. Similarly, "law" needs to be explained and modified through "reason" (Shiga 1998). Therefore, in the context of China, when implementing public management through legal channels, special attention should be paid to the complicated relationship of opposition and connection between "emotion, reason and law," which is a problem that must be faced to fully establish a society ruled by law in the new era (Hou 2008).

Behavior Path

Behavioral path belongs to the research field of behavioral science, emphasizing behavioral incentive methods. Through behavioral incentive methods, according to people's expectations and needs, certain stimulating conditions are set to stimulate people's behavioral motivation, thus generating some expected behavioral reactions and ensuring the realization of the expected goals of public management.

The behavioral scientists have conducted a large number of experiments and researches on behavioral motivation. Many famous incentive theories are put forward, including the content incentive theory represented by Maslow's "hierarchy of needs theory," the process incentive theory represented by Frum's "expectation theory," the behavior consequence theory represented by Skinner's "reinforcement theory" and the comprehensive incentive theory represented by Porter and Lawler's "comprehensive incentive model."

Specific behavioral incentives mainly include the following: (1) Target incentives. According to people's material and spiritual needs, specific reward targets are set as incentives to promote people's behavior to develop in the established directly through the influence on people's expectations; (2) Rewards and punishments incentives. Affect people's behavior through reward or punishment, that is, reward people's positive behavior and punish negative behavior; (3) Competitive incentives. Follow the principle of survival of the fittest and cultivate collective consciousness. However, it is necessary to ensure that competition is conducted on a fair basis and control competition in the right direction (Ju 2014).

Cultural Path

The cultural path of public management is mainly carried out from two aspects: one is the public management of cultural activities; the other is the public management of cultural products. Cultural activities are activities for the public to meet their entertainment and spiritual needs. In contrast, cultural products are products created by people to meet the public's cultural and spiritual needs, with the characteristics of extension, permeability and quasi-publicity. With the progress of science and technology, economic development, the improvement of people's living standards, and the improvement of public demand, the content of cultural activities and products has become increasingly prosperous and the styles have become increasingly diverse. Therefore, the importance and necessity of implementing public management through cultural paths have become increasingly prominent (Zheng and Gu 2011).

According to the purpose and function of the activities, we can roughly divide public utility

activities into public welfare cultural activities and profit-making cultural activities. Public welfare cultural activities are mainly organized to meet the everyday needs of society. Specifically, they are aimed at producing and providing cultural products that are not for profit. Cultural activities with public welfare are aimed at meeting the basic cultural needs of society members and are the necessary cultural foundation and conditions for maintaining the survival and development of the society. The main objective of for-profit cultural activities is to meet the needs of personal cultural consumption. Therefore such cultural products have prominent commodity and profit-making, usually forming related cultural markets (Han 2016).

Culture is a kind of spiritual product, which has a specific ideology and orientation throughout the cultural activities and belongs to the superstructure. Therefore, to consolidate its position, the upper ruling class of any country must intervene in the market of cultural products and actively guide and manage the production and provision of cultural products.

Through the cultural path, guide, and macro-control cultural activities and cultural products to ensure that the necessary cultural and spiritual needs of the public are met. China will vigorously develop the market for cultural products to meet the personal cultural consumption needs at different consumption levels. It is also important to enhance the spiritual satisfaction of the public and guide and standardize public behaviors in terms of ideology and values to realize the purpose of public management.

Anthropology and Public Management Methods

The public management method refers to the management method formulated by drawing lessons from appropriate theories, methods, and various consensus opinions in enterprise management and reasonably supplementing the general path of public management to improve the better adaptability of public management in the current administrative environment.

The method of public administration is a bridge to transform thought into reality. Specifically, the method of public management seeks how to transform the theories and ideas of public management into reality. Instead of how to carry

out public management, it is a collection of a series of practical tools that put public management theory into practice. Only through specific methods and means, can various preset concepts be tested in practice, can the realization of public management objectives be ensured. At present, our conventional public management methods, such as target management, network planning methods, and benchmarking, are mostly directly introduced from western countries.

In the process of the construction of China's public management discipline, due to the neglect of social situations, our application of methods only stays at the procedural level. It ignores the most important "human" factor. Anthropological research is based on the framework of "native human nature." Adhering to the local knowledge, the exploration of human emotional knowledge, culture, customs, and traditional knowledge, public management is based on the publicity of "human" and the activities carried out in the "orderly" process of human beings. Therefore, the anthropological analysis framework of bringing human behavior into organizational interaction is helpful for the development of public management in our country towards a more "humanized" direction (Tong and Yan 2011).

Management by Objectives

Management by Objectives, Taking objectives as the control means of the whole management system, the primary purpose is to achieve the integration of personal goals and organizational goals. The goal-setting should follow the principle of universality and integrity of anthropology, and We should stress not only commonness but also highlight individuality. We should comprehensively consider people from the perspectives of politics, economy, marriage, religion and other aspects. We should treat each individual equally, respect each individual's legitimate interest demands, and establish a management system that is participatory and democratic and can maximize the combination of individual needs and organizational goals.

Due to the different nature of the activities of each organization, the steps of target management may not be entirely consistent but can be roughly divided into four steps.

Establish a Complete Set of Target System

The primary task of target management is to require public management departments or organizations to determine their own goals step by step from top to bottom and to ensure the realization of each sub-goal to ensure the achievement of the overall goals of the organization. The setting of goals should fully consider each individual's ability and vision and integrate them with the overall goals of the organization. Through the setting of goals at all levels, a chain-like goal system from top to bottom should be established.

Clarify Responsibilities

The target system should be matched with the organizational structure, and each sub-target should also be matched with the corresponding person in charge. In reality, when carrying out organizational activities according to the method of target management, because the establishment of organizational structure is often not based on the objectives of the organization in a certain period, there is often a deviation between logic and structure in the step-by-step development of objectives. It is manifested as an essential sub-goal, but no corresponding responsible organization or individual can be found. Similarly, some departments in the organization are difficult to set appropriate goals for it. The recurrence of this kind of situation will lead to the reorganization of the organizational structure. Therefore, target management is helpful to the rationalization and reconstruction of organizational structure.

Organizing Implementation

After the organization's goals are set, the upper-level managers should devolve power to the lower-level members, and the work of the upper-level managers should only lie in comprehensive management. The completion of the goal mainly depends on the self-control ability of the executor. The upper management can guide and provide help when necessary, provide opinions on the problems existing in the work of the lower level, and strive to create a pleasant working environment for the lower level.

Inspection and Evaluation

For the completion time of targets at all levels, a clear deadline should be given in advance and regular inspections should be carried out to ensure that the behavior activities move forward following the established target direction. For the final task achievement of various departments and individuals, the evaluation shall be carried out according to the predetermined objectives, rewards and punishments shall be given according to the evaluation results, and the summary of this objective management shall be taken as the experience of the next round.

Public Opinion Test Method

The purpose of the public opinion poll is to investigate the trend of public opinion. What is to be understood and collected is the social, political, and economic issues of common concern to the public. Through sampling and in-depth interviews, one can deeply understand the opinions and ideas of the respondents, and then carry out analysis and inference accordingly. Finally, announce the results of the social survey to the public. Through public opinion polls, to explain and explain the tendency or trend of essential issues to the public, to arouse the full attention and attention of the public and form an influence with the help of public opinion.

The opinion poll method uses a detailed description of the facts, and the information it collects may be some facts that the superior decision-making level cannot know through conventional channels. Therefore, the public opinion poll method can ensure that the decision-making is always based on real and concrete facts and can accurately reflect public opinion, effectively meet the needs of the people, and finally effectively solve social problems (Yu 2007).

The implementation process of public opinion polls mainly uses qualitative and quantitative information collection methods such as observation, interview, and questionnaire survey.

Participatory Observation Method

The participating observation method is the most commonly used in the anthropological in-

vestigation, and it is also the method of collecting data commonly used in applied anthropology. This observation method requires investigators to personally experience the life of a particular region or ethnic group when working in that region or ethnic group and to personally experience the adaptability of the public to a specific policy or the support of decision-making in active participation (Cai 2015).

Interview

The interview is another primary method of anthropological field investigation. Through direct face-to-face conversation with the respondents, the respondents obtain the required information from the conversation. The design of interview questions should be based on a full understanding of the local culture or subculture. Otherwise, preconceived subjective prejudice will affect the effectiveness of interview information.

Questionnaire Survey Method

Before implementing the questionnaire survey, it is first necessary to design a public opinion poll form. The complete questionnaire design roughly includes five parts: introduction, annotation, question, answer method, and conclusion. The design of questionnaire items should fully consider the characteristics of this public opinion test, and the questions involved must be the questions that the masses are most concerned about and familiar with. Besides, the language should be standard and standard, easy to understand, and should not be designed with tendentious and inductive issues. Issues involving customs, taboos, privacy issues, and reputation issues should be cautious.

Ethnography of Public Administration

Ethnography, as a brand of anthropological research, is not only a research method and a research carrier but also an important research method for anthropologists to participate in observing and recording the relevant data and records of a specific culture and society. As a typical qualitative research method, ethnography is a science and an art, a research method, and a writing content. By creatively combining research

objectives, researchers' intuition, and research methods, the research objectives can be achieved (Tian and Zhou 2013).

In the process of public management, the value of ethnographic methods is mainly reflected in four aspects: (1) personal participation in observation, ethnographic researchers understand the subjects through careful observation of their daily behaviors; (2) the natural attribute of ethnographic research refers to the research carried out from the daily living area of the investigated objects and their actual life and work; (3) the other expression of ethnographic language refers to the use of the language and intonation of the investigated objects in ethnographic writing to reflect the enrichment and accuracy of information; (4) holistic view, that is, researchers should hold the view of connection, pay attention not only to the uniqueness of affairs but also to the connection between affairs, and conduct ethnographic research with an open attitude.

As a specific method of public management, public management ethnography requires leading cadres to walk into the grass-roots level, flexibly use the combination of subject and object, cultural holism and cross-cultural comparison methods to conduct participatory observation and in-depth interviews, and organize what they see, hear and feel into a complete text of public management ethnography. Only when leading cadres observe and listen in person can they ensure that the formulation of public policies can meet the needs of the overwhelming majority of the people.

Public management uses ethnographic methods to carry out field research, which is mainly divided into two crucial field sites. The first is the various departments within the administrative organization, leading cadres are required to enter various ministries of public organizations. Listen modestly to the opinions and suggestions of grass-roots workers, urge all levels and departments to suggest a positive working environment, respect each individual with different cultural backgrounds, religious backgrounds, and family backgrounds, and fully mobilize the enthusiasm and enthusiasm of subordinates, thus promoting the improvement of work efficiency. The second field point is the audience group of policy implementation. Before or after the decision-making is made, leading cadres need to enter the audience, participate in observation and experience from a

thematic perspective, that is, in their own identities, and to test the rationality of the policy or the public's acceptance of the policy by understanding the real needs and attitudes of the audience, to bring benefits to the audience truly.

In addition to the three methods we mentioned above, in the field of public management, many methods can be used for reference in enterprise management, such as total quality management, benchmarking, performance management and other specific methods. However, in the application of methods, we should still pay attention to the situational problems of management methods, pay attention to the importance of "people" in management, pay enough attention to social situations and social individuals, and more importantly, learn to introduce anthropological perspectives, viewpoints and research methods into the process of public management to make up for the situational and cultural deficiencies of theoretical methods (Zhu 2006).

CONCLUSION

From the research and discipline reflection of China's public management in recent years, it can be seen that the defects and limitations of the existing public management knowledge system have been paid attention to, and the situational issues and "human" issues have become the focus of current research. Also, Chinese public management researchers no longer blindly "seek medicine" from foreign countries, but begin to seek effective solutions from China's local and historical traditions. At the same time, many researchers begin to actively seek methods from other research fields to solve the problems that the current theory is not satisfied with the actual situation, and the combination of theory and reality is difficult to integrate. Anthropology has always adhered to the historical tradition of taking practical application as the leading ideology.

RECOMMENDATIONS

In public management, anthropology can provide detailed first-hand information for other public organizations such as the state and the government. Anthropology will be the key to the transformation of China's public management field. Anthropological theories and methods will be

incorporated into the knowledge system of public management. The indigenization of China's public management will be realized through anthropological fieldwork through participatory observation, in-depth interviews, ethnography, and other methods. Therefore, it is of practical and far-reaching significance to introduce anthropological knowledge system into the personnel training of public management.

REFERENCES

- Benedict R 1989 (originally 1946). *The Chrysanthemum and the Sword: Patterns of Japanese Culture*. NY, New York: Houghton Mifflin.
- Cai N, Yu H, Zhang L 2015. Application of participatory observation and non-participatory observation in case studies. *Journal of Management*, 28 (4): 66-69.
- Cai X, Zhang Z 2002. On the monitoring of the operation process of public power. *Theoretical Discussion*, 1: 13-14.
- Chen J 2011. Exploring the Current Situation of Public Management in China from the Perspective of Public Management Development. *Knowledge Economy*, 16: 4.
- Chen X 2014. Role of Anthropology in public affairs management. *Qinghai Ethnic Studies*, 25 (3): 40-43.
- Du J 2011. Comments on New Public Management Theory. *Modern Commerce and Trade Industry*, 14: 20-22.
- Francis F 1998. *Trust-Creation of Social Morality and Prosperity*. HHHT, Hohhot: Yuanfang Publishing House.
- Han G, Lin Z 2016. *Introduction to Public Utilities Management*. HEB, Harbin: Harbin Engineering University Press.
- He H 2017. Language society and cultural construction in the context of Anthropology. *National Forum*, 2: 99-107.
- Hou M 2008. Legal and Anthropological Studies: 30 years of Chinese experience. *Legal and Commercial Studies*, 4: 143-148.
- Huang J 2009. On the principles of public policy decision. *Management Observation*, 11: 248-250.
- Jiang YC, Tian RG 2019. Anthropological thoughts on the Chinese culinary culture. *Journal of Sociology and Social Anthropology*, 10(1-3): 42-60.
- Ju W 2014. *Research on the Current Situation and Countermeasures of Administrative Efficiency Supervision in China*. Shandong Normal University.
- Lu M 2001. Evolution of public management paradigm. *China Administration*, 1: 34-35.
- Harmon M 1981. *Action Theory for Public Administration*. NY, New York: Longman Press.
- Sheppard T 1987. *American Social Problems*. Taiyuan: Shanxi People's Publishing House.
- Shi Y 1996. *Applied Anthropology*. XM, Xiamen: Xiamen University Press.

- Shiga X 1998. *Civil Trials and Folk Contracts in Ming and Qing Dynasties*. BJ, Beijing: Law Publishing House.
- Tan Z 2002. *Comments on New Public Management in the West*. China: Wuhan University.
- Tian G, Wang Y, Wang H 2019. Public Administration and Anthropology. *Advances in Social Sciences*, 8(12): 1971-1981.
- Tian G, Yu H 2017. Leading cadres should learn Anthropology-academic accomplishment of improving management potential and ability. *People's Forum Academic Frontier*, 23: 74-84.
- Tian G, Zhou D 2013. *General Theory of Industrial and Commercial Anthropology*. BJ, Beijing: China Financial and Economic Publishing House.
- Tong C, Yan Y 2011. Historical origin and importance of Anthropology in public management practice. *Journal of Inner Mongolia University (Philosophy and Social Sciences Edition)*, 43(2): 32-37.
- Wang D 2009. *Public Management*. BJ, Beijing: Beijing Normal University Press.
- Wu S 2013. Whole and its cognitive method. *Journal of Yanbian University (Social Science Edition)*, 1: 35-41.
- Xu J, Huang X 2007. On the construction of public participation mechanism in public management. *Journal of Xichang University (Social Science Edition)*, 3: 147-149.
- Yan X 2007. *Public Management*. BJ, Beijing: Science Press.
- Yang W 2015. Discussion on the essential characteristics and times of public management. *Shang*, 46: 85-85.
- Yu J 2007. Analysis of the function of a public opinion poll in the process of government decision-making. *Frontier*, 6: 136-139.
- Zhang C, Dang X 2001. *Public Management*. BJ, Beijing: Renmin University of China Press.
- Zhang L 2004. Transformation and development trend of contemporary public management methods. *Party and Government Forum*, 11: 33-35.
- Zhang X, Mu X 2004. Origin and development of public management. *Journal of Weinan Normal University: Comprehensive Edition*, S2: 120-121.
- Zhao Y 2016. *Public Management*. HEB, Harbin: Harbin Engineering University Press.
- Zheng J, Gu X 2011. *Public Utilities Management*. SH, Shanghai: Shanghai Jiaotong University Press.
- Zhou D 2009. *Introduction to Cultural Anthropology*. GZ, Guangzhou: Sun Yat-sen University Press.
- Zhu L 2006. Motive force and source of development of public administration discipline. *Journal of Public Administration*, 2: 99-100.

Paper received for publication in December, 2019
Paper accepted for publication in February, 2020