

PUBLIC ADMINISTRATION AND PUBLIC MANAGEMENT ORIGINAL TEXTBOOK SERIES

公共管理英文版教材系列  
高等学校公共管理类双语教学推荐教材

# Introduction to A Public Policy: An Evolutionary Approach

THIRD EDITION  
(第三版)

## 公共政策导论

Joseph Stewart, Jr. (小约瑟夫·斯图尔特)  
[美] David M. Hedge (戴维·M·赫奇) 著  
James P. Lester (詹姆斯·P·莱斯特)



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## 出版说明

21 世纪, 我国的公共管理学呈现良好的发展势头, 在教育界、理论界、实务界等社会各界的共同努力下, 公共管理专业教育正逐渐与世界同步。为了全面深入地反映国外公共行政与公共管理的发展脉络, 系统完整地介绍国外公共行政与公共管理专业的经典著作和最新研究成果, 让国内读者直接阅读原汁原味的英文原著, 提高教学研究和实际工作水平, 中国人民大学出版社引进了公共管理英文版系列教材, 影印出版。

本系列教材所选书目均系国外公共行政与公共管理领域最权威的专家所著的经典著作, 是国外知名大学正在使用的权威教科书, 综合反映了当前本领域的理论发展现状与实际操作水平。本系列教材注重理论与实践紧密结合, 对于系统培养学生思考和解决实际问题的能力大有裨益。同时, 所选教材行文流畅, 简洁易懂, 便于阅读。

为了使读者对每本教材有一个整体了解, 把握该书在公共行政与公共管理学中的地位与价值, 我们特别邀请专家对每本书撰写了导读, 并把目录翻译成中文, 供读者阅读时参考。同时, 中国人民大学出版社将于近期陆续推出本系列教材的中文版。

需要特别提及的是, 我们出版这套系列教材, 并不表明我们赞成这些著作中的每一个观点。这些著作都基于西方特定的行政生态, 是西方公共行政与公共管理理论与实践发展的产物, 读者在阅读时不应忘记“取其精华, 去其糟粕”的原则。

当前, 我国的高等教育改革取得了突破性的进展, 其中一项切实的举措即是规定有条件的高校实行双语教学, 教育部对此也有具体的要求。贯彻这一精神, 满足我国高等教育国际化发展的需要, 提高学生阅读专业英语资料的能力, 也是我们影印出版这套公共管理教材的初衷。

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# 导 读

公共政策是人类面对日益复杂的公共事务所创造的政治产品，是实现政治民主、经济发展、社会和谐的重要公共管理工具。政策科学是二战后在西方首先兴起的一个全新的跨学科、应用性研究领域，20世纪70年代以后成为公共管理尤其是政府管理领域的一个新的方向，它的出现被誉为当代西方社会科学发展过程中的一次“科学革命”。

随着社会主义现代化水平的不断提高，公共行政也越来越发达，同时也就越来越需要公共政策科学。在经济社会转型、推进经济社会进步的过程中，政府治理的主要手段之一就是公共政策，而公共政策的实践效果如何本身则反映政府的治理能力。

2009年，奥巴马宣誓就任美国总统，作为美国历史上首位黑人总统，呈现在他面前的是百年来最为严重的全球金融危机和经济衰退，奥巴马政府能否成功应对挑战，带领美国走出困境，在很大程度上取决于美国政府能否采取积极有效的政策措施来应对经济低迷。我们看到，美国新政府陆续出台的政策措施中，有不少正在超越西方传统的政府治理、经济金融运作的理念和实践，打破了美国公共部门与私营部门之间的传统界限。研究公共政策科学，在此时更具现实意义，通过对公共政策理论的研究与探讨，挖掘其核心价值和普遍规律，指导我们运用科学的方法分析评估当前公共政策并预测未来政策发展方向，对于我国的政策研究者及制定者也有助益。

创新公共管理理论，推动政府治理变革，呼唤着中国公共政策学的发展与繁荣。“他山之石，可以攻玉”，我们要从中国的实际出发，学习借鉴西方国家的公共政策学理论，客观理性地研究西方公共政策学理论中系统化、科学化、现代化的内容，对其公共政策的过程、实质和特点进行分析。

《公共政策导论》一书于20世纪90年代中期在美国初版，是一部既具理论性又注重实践的教材。本书的作者团队凭借他们的学术功底和实践经验，对美国公共政策的性质、公共政策研究的演进以及几个实质性政策领域进行了全面而又深入的分析，为学生提供了分析解决政策问题的知识和技能，理清了关于公共问题的起源和解决方法的不

同观点，评估了已在实施中的政府政策的切实可行性。第三版（2008）在前两版的基础上进行了修订，增加了很多新的内容，讨论了当前美国的经济形势和重大事件，包括伊拉克战争、卡特里娜飓风、全球气候变暖、医疗卫生、移民等美国公共政策领域存在的热点和焦点问题。

本书立足于受众视角，充分考虑公共政策的基本规律、公共管理发展的趋势和教育教学实践的具体要求，体现前沿性、归纳性和可读性。全书总共四部分，理论的综述与案例的分析紧密融合，“案例”可读，“分析”入理。本书是公共政策学呼唤公众参与的尝试，也是社科著作走向大众的实际表现，是一本不错的公共管理教育教材和教学参考书。

韩红

2011年4月于北京



# Preface to China Edition

Much has happened in America since the first edition of this text was published in the mid-nineties. On the political front, both the presidency and the Congress have changed partisan hands, one president survived attempts to remove him from office through the impeachment process, and not a few members of Congress have been indicted and convicted of crimes including influence peddling and violation of campaign finance laws. Public policy has changed as well. Congress passed major welfare reform during the Clinton presidency, and the Bush administration worked with a Republican Congress to pass major tax cuts, a prescription drug plan for the elderly, and a new round of federal mandates for local schools. On the foreign policy front, the nation has been involved in no less than three major military actions in the last ten or so years—Bosnia and Kosovo and, in the wake of the 9/11 attacks on America, wars in Afghanistan and Iraq.

Our understanding of the process and substance of public policy has changed as well. In recent years policy scholars have conducted systematic assessments of important policies including education, welfare, and environmental policy so that we now have a much better sense of which policies and programs have worked and under what circumstances those policies achieve their goals. The last several years have also witnessed considerable effort to develop and test our best theories of an evolving policy process. Most notable in that regard are the gains made in understanding policy change both in the long run and in the short term.

Not surprisingly, much remains to be done. Policy makers are faced with a never-ending set of problems that beg some form of public solution, whether it relates to global warming, health care, immigration, or the United States' place in a rapidly changing global community. For their part, policy scholars need to continue developing and testing theories of how governing proceeds and adapt those efforts to reflect changes in the policy process, including a greater reliance on market mechanisms to do the business of government and a blurring of lines between the various stages of the policy process.

In the pages that follow we look at the process and substance of public policy in America. In doing that we offer what we believe is a unique approach to introducing students to policy studies by focusing on how our understanding of the policy process and several substantive areas of public policy has evolved over the past several decades.

The book is organized into four parts. Part I considers how the field of policy studies, and policy and politics in the United States, have evolved in recent decades. It also discusses alternative approaches to policy analysis, what we mean by “models,” and the means by which we evaluate those models. Part II considers how research and thinking about various aspects of the policy cycle have changed in the past several years. In doing that, we outline numerous models that attempt to account for, among other things, agenda setting, policymaking, implementation, and policy change. We also consider how different phases of the policy process have changed over the years. Part III of the book examines the evolution and impact of three substantive areas of public policy in America—education, welfare, and the environment. Part IV begins by looking more closely at how and why policy analysis is (and often is not) utilized by those in and out of government. In the final chapter we summarize the major changes that have occurred in how America governs itself and consider the implications of those changes for doing and understanding public policy in the years ahead.

## TO THE INSTRUCTORS USING THIS BOOK

The following discussion provides what we hope is some useful advice to professors adopting this book. We have found that an old Chinese proverb provides much insight into how students learn and how professors might approach this course. The old Chinese proverb says, “*Tell* me and I will forget. . . *Show* me and I might remember. . . *Involve* me and I will remember.” As the proverb suggests, students learn in at least three ways. First, all students need some basic *information* about the topic. They also need some type of *experience* with the topic at hand. Finally, they need to *reflect upon and apply* what they have been told or were exposed to that week. Therefore, one could adopt three separate activities directed toward the students. First, each week might begin with a brief *lecture* on the topic for that particular week. Students are expected to come to class prepared to discuss the assigned readings for that week’s topic within the context of a large group. The second meeting each week could then be devoted to a *videotape* (or guest lecture or even a “field trip”) to provide the students with some *experience* with the topic. Finally, the week may end with a small-group *discussion* for reflection on and application of the material presented during that particular week. These three sets of activities are mutually reinforcing, and they provide the student with multiple kinds of learning

activities that hold their interest and make the course more stimulating and engaging. Guest lecturers and small-group discussions represent powerful alternatives (as well as supplements) to the traditional lecture format. By augmenting large class meetings and lectures with these other activities, teachers can share some of the responsibility for instruction with their students. The students thus become more active participants in this learning context—unlike in the traditional, more passive approach wherein they are constrained by listening and note taking.

## ACKNOWLEDGMENTS

Many individuals have helped to make this book a reality. First, we owe an enormous intellectual debt to numerous scholars who, over the past two decades, have contributed greatly to our own intellectual development. Among these are (alphabetically): James Anderson, Ann O'M. Bowman, Charles Bullock, Richard Cole, Peter DeLeon, William Dunn, Malcolm Goggin, Richard Hofferbert, Helen Ingram, Hank Jenkins-Smith, Michael Kraft, Dean Mann, Peter May, Daniel Mazmanian, Paula McClain, Eugene Meehan, Kenneth Meier, Terry Moe, Henry Nau, Walter Rosenbaum, Paul Sabatier, Anne L. Schneider, Robert Stoker, Harvey Tucker, Richard Waterman, and David Webber. By their prolific writings, and often their willingness to provide constructive comments on our work, they have contributed directly to whatever success this book enjoys. We are very grateful for their help. Second, several external reviewers or adopters of this book offered their constructive criticisms and advice on one or more editions; they include Les Alm, Brian Cook, Charles Davis, Malcolm Goggin, Jeffrey Greene, Bernie Kolasa, John Piskulich, James Sheffield, Andrew Skalaban, and James Wunsch. We are especially grateful to Robert Blair of the University of Nebraska- Omaha, June S. Speakman of Roger Williams University, and William Parle of Oklahoma State University for their suggestions regarding this edition. We adopted many of the reviewers' suggestions, and the book is much improved as a consequence. We extend our sincere thanks to all of them for their helpful advice.

We are also grateful for the encouragement and assistance we received from Cengage Learning, Wadsworth. Several individuals, including Mardell Glinski Schultz, Joshua Allen, Christianne Thillen, and Deepti Narwat, provided a great deal of help that made this book much better than it otherwise might have been. We are especially grateful to Karen Judd, whose tenacity combined with patience kept the revisions more or less on schedule. Special thanks go to Hyun Jung Yun at the University of Florida for her help in preparing some of the figures that appear throughout the chapters. As always, we are indebted to our families for creating an environment within which we were able to work. We are also appreciative of the support and encouragement we have received over the years from our



students in public policy studies. It is our hope that this book will further enhance their perspectives and understanding about American public policy.

Finally, we dedicate this book to our coauthor and friend, James Lester, who passed away shortly after the second edition was released. Jim was an outstanding scholar whose contribution to this book, his discipline, and pursuit of public policies that matter are huge.

*Joseph Stewart, Jr. and David M. Hedge*

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