
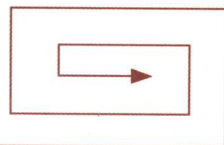




构建公共 服务型政府

董克用 主编

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构建公共 服务型政府

第三届中美公共管理国际学术研讨会论文集

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前 言

学习交流 服务实践 共同发展

郭 济

(中国行政管理学会会长)

2006年6月“第三届中美公共管理国际学术研讨会”在中国人民大学召开。中美公共管理国际学术研讨会是中美两国公共管理学界合作主办的历史上规模最大、层次最高的学术研讨会，自2002年开始举行，每两年一次，在国内外公共管理领域受到了广泛关注。中美公共管理国际学术研讨会之所以能够成为中美公共管理学界合作交流、互动发展的一个有影响力的平台，吸引了国内外众多科研机构 and 专家学者的参与，原因一方面在于它以政府变革这样一个重大课题为主题，另一方面在于中国公共管理的现状和未来日益引起国内外学术界的重视。

“第三届中美公共管理国际学术研讨会”以“构建公共服务型政府”为主题。建设公共服务型政府是当今世界各国政府发展的一个共同趋势，也是近年来中国政府在深化行政改革中提出的一个目标选择。

公共服务型政府是以“为人民提供公共服务”为本质特征的政府，从广义的角度来看，它的基本内容包括以人为本的基本理念、依法行政的服务标准、公众导向的服务模式、绩效评估的服务考核、过错追究的服务责任等。建设公共服务型政府，不仅在于实现政府职能的转变，更重要的在于实现政府治理方式的转变；不仅在于为经济发展提供良好的市场环境，更重要的在于为经济和社会的协调发展提供基本而有保障的公共产品和有效的公共服务；不仅涉及政府机构的调整，更在于实现政府服务方式的创新。建设公共服务型政府，要坚持以民为本、执政为民，强调以为公众服务为宗旨、以提供公共服务为主要职能，更好地为基层、企业和社会公众服务。要坚持以人为本，贯彻科学发展观，明确并强化政府公共服务职能，创新政府管理方式，寓管理于服务之中，为公众提供公正、快捷、高效的公共服务，提高社会管理和公共服务的能力，构建社会主义和谐社会

会。这无疑是一项长期而艰巨的任务，需要在实践中不断进行艰苦的探索创新，需要在理论上不断进行深入的研究分析，也需要借鉴其他国家在建设公共服务型政府过程中有益的经验 and 理念。

在本次研讨会上，与会学者围绕公共服务型政府的理论基础、公共服务型政府的政策选择、公共服务型政府的绩效评价及公共服务型政府与公民参与等论题展开了讨论，分享研究成果和实践经验。本次会议对于促进中美两国公共管理研究和学术合作具有重要意义，不仅展示了我们的研究成果，也了解了各国最新研究动态，有益于中国学者了解公共服务型政府建设中的前沿问题，进而为我国公共服务型政府的建设实践提供有价值的参考提议，达到了学习交流、服务实践、共同发展的目标。这本会议论文集就是本次会议丰硕成果的集中体现，它从公共服务型政府的理论基础、政策选择、绩效评价、公民参与、个案解读、公共治理等多个角度对公共服务型政府的建设进行了集中论述，对深化公共服务型政府的理论研究，推动公共服务型政府的建设实践，都有积极的意义和作用。我相信本次国际学术研讨会的重要论文结集出版，将是对本次国际学术会议成果的提升，将为中国公共服务型政府的建设和行政改革提供借鉴，也无疑将推动中国行政学界在相关领域研究的进一步发展。


行政学是一门实践性、应用性很强的学科。从行政学的发展历史来看，正是政府管理科学发展和政府改革需求促进了行政学的产生，行政学的繁荣兴旺也同样是行政改革的客观需要。因此，行政学的发展必须牢牢把握时代发展的脉搏，敏锐捕捉政府管理中重要的实践热点和理论难点，从而推动政府管理水平的不断提高，实现行政学的创新、发展和繁荣。近年来，我国行政管理体制改革不断深化，行政学界为此做出了很大贡献，也很受重视。我们要进一步深入研究行政管理领域中具有全局性、战略性、前瞻性的课题，用高质量的科研成果，为政府改进行政管理、推进行政改革提供参谋咨询服务。通过举办这次会议，美国行政学会和各国同行给我们提出许多建设性的意见和建议，增进了相互了解和交流，为今后的合作与共同发展打下了坚实基础。我们期待着与中外学界同仁一道，共同推动中国公共行政学科的发展繁荣。

Promoting Academic Communication Developing Administrative Science

Marc Holzer

**Dean, Graduate Department of Public Administration
Rutgers University-Newark**

This anthology presents an intriguing menu of strategies for building capacity and performance improvement in the public sector. Those ideas have been collectively contributed by public administration scholars from China, the United States and worldwide (Korea, Japan, Singapore, Australia, Russia etc.) who participated in the Third Sino-U. S. International Conference on Public Administration held in Beijing, June 8–9, 2006. This volume is evidence of the substantial success of the conference. Since the 1990s, teaching and research in public administration have attracted tremendous attention from governments, academic and the public in China. Public administration as an independent discipline has now gained prominent status. To date, over eighty Chinese universities have launched MPA programs, systematically providing professional training to public administrators in central and local governments, and a dozen universities have begun to offer doctoral level education training for professors and researchers in the field of public administration. The academic and professional exchanges and collaborations between the U. S. and China in the field of public administration have reached an unprecedented level. With the strong support and commitment of the Chinese Society for Public Administration (CSPA), the American Society for Public Administration (ASPA) and the School of Public Administration of Renmin University, the biennial Sino-US international conference for Public Administration has become one of the largest and most influential international conferences in the field of public administration either in China and in the United



States. This conference has certainly become one of the most important venues for professional and academic exchanges in the field of public administration between China and the U. S. There is no doubt that this volume reflects the state of art of international collaboration in teaching and research in the field of public administration.

As a participant in the academic exchanges and collaborations between the U. S. and China since the late 1990s, I personally witnessed the stunning economic achievements China has accomplished. I have been fascinated by what I saw and experienced in China every time I have visited. China is entering a historical period of transition. Chinese governments are experiencing unprecedented challenges imposed by the fast changing political, social and economic landscapes. The changing roles and functions of governments and the direction of ongoing administrative reform will directly determine the future developmental path of China and its social and economic prosperity. Chinese administrative reform needs participation and intellectual support from scholars of public administration, and it is our mission to do so.

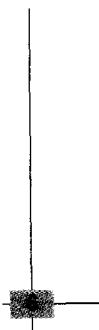
The central theme of the Third Sino-U. S. international Conference for Public Administration is "Constructing Public Service Oriented Government." Public service oriented government is not being pursued only by Chinese governments. It is also a sweeping trend throughout international administrative reform. In the United States, the new public service has become an emerging public administration paradigm, competing with traditional public administration paradigms and the new public management. In this collection, topics such as "The theoretical foundation of public service oriented government," "The policy choices of public service oriented government," "Performance evaluation of service oriented government," "Citizen participation and public service oriented government," and "The governance of public service oriented government" are explored and discussed comprehensively and thoroughly. I believe that not only will the exploration and efforts made by Chinese public administration scholars with respect to this theme have significant practical implications for Chinese administrative practice and reform, but will also contribute to refining and enriching current thinking and research on the public service paradigm. Moreover, continuing the tradition of the previous two conferences, this volume is an exemplar showing how

different cultures, perspectives and research methods can complement each other, learn from each other and contribute to the future development of the discipline of public administration. It is exactly what public administration scholars have been working toward, but have rarely achieved.

I would like to emphasize that though the U. S. is the origin of the discipline of modern public administration, and knowledge and research on public administration have been systematically accumulated over one hundred years, the academic and professional exchange between the U. S. and China is by no means one way. China possesses five thousand years of civilization and the world's oldest bureaucratic system. Chinese classical literature is full of insightful ideas and wisdom on public administration and management. These insights are what western public administration scholars need to absorb and draw upon. In addition, the fast changing political, social and economic landscape of China is providing scholars of public administration with opportunities for testing and developing public administration principles and theories. Moreover, personally witnessing and contributing to the social and economic development of China, a country that is significantly influencing the quality of life of virtually every citizen of the planet, is irresistible for public administration scholars.

In March, 2007, the American Society for Public Administration (ASPA) established a new organization, the Section on Chinese Public Administration (www.aspachina.org). This section is planning to capitalize on the current close professional and academic exchange between the U. S. and China, institutionalize mutual beneficial collaboration and promote joint understanding and communication between professional public administrators and academicians in China and the U. S. Besides continuing and perfecting the biennial Sino-U. S. International Conference for Public Administration, the American Society for Public Administration (ASPA), the Section on Chinese Public Administration of ASPA (SCPA), and the School of Public Affairs and Administration at Rutgers University-Newark will persistently and wholeheartedly collaborate with the Chinese Society for Public Administration (CSPA) and the School of Public Administration of Renmin University to carry out a variety of projects and programs in teaching and research. In this sense, as the fruit of a long and successful collaboration, this proceedings is not just a collection of articles presented at the Third Sino-

U. S. International Conference for Public Administration. Actually, it is a collective manifesto and a starting point for further collaboration in the field of public administration between China and the U. S. in the near future. We cordially invite you to attend the Fourth Sino-U. S. International Conference for Public Administration in Beijing in 2008.



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一、公共服务 型政府的 理论基础

