

走近 美国

APPROACH TO AMERICA

——湖南省第六期领导干部赴美培训团论文集



湖南人民出版社

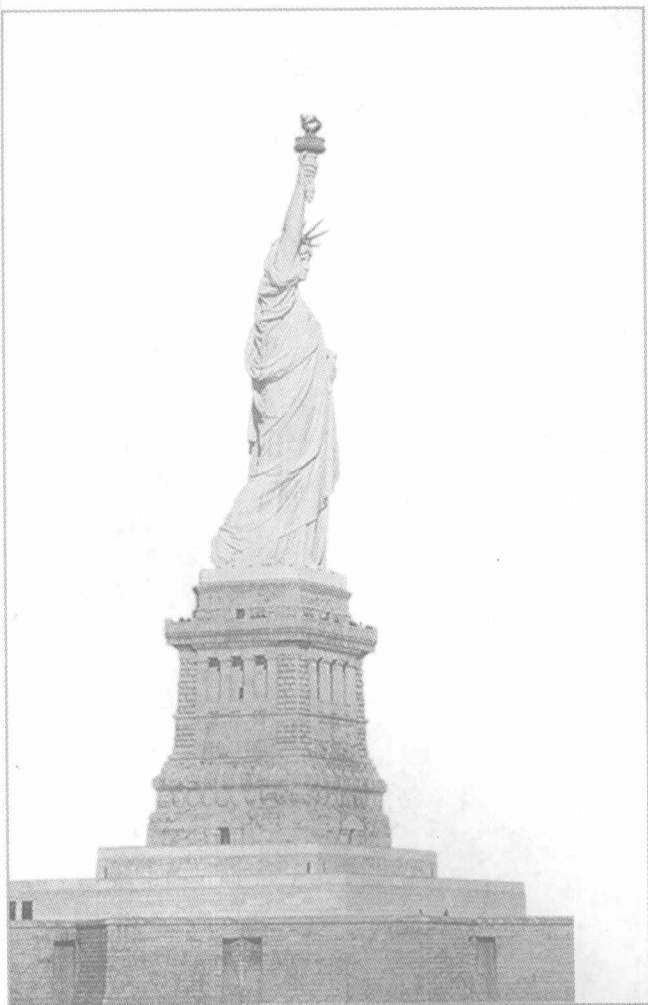
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我们的社会主义现代化建设，需要继承和发扬中华民族优秀传统文化，也需要学习和吸收世界各国人民包括在资本主义制度下创造的优秀文明成果。



序

黄建国

选派优秀中青年干部到国外去培训，是进入新世纪以后，中共湖南省委做出的富有远见的重大决策。赴美国培训的前后6期、185名同志，珍惜难得机遇，刻苦学习新知，深入调研思考，全面提升素质，回国后投身实践，推动事业发展，取得了显著成绩。这些同志的现身说法，印证了选送干部到海外培训，是必要而有效的。

第6期培训班学员，在美国半年间，通过课堂学习、业务考察、生活体验、交流座谈，从公共管理、产业发展、社会服务、民主法治、民众生活等方面，全方位、多角度、深层次地感受、了解、思考美国，并结合我国和我省情况、个人思想和工作实际，撰写了研究报告。我听了部分同志的发言，看了一些文稿，从中受到感染和启迪。同志们是下了工夫的，有真情实感，有真知灼见。将研究报告出版，有益于培训成果的开发运用，有助于更多的同志共享收获。

一个国家、一个民族、一个地方，开放才能具有可持续发展能力。湖南历史悠久、人杰地灵，是一块充满生机和希望的热土；承东启西、连接南北，地处长三角和珠三角的结合部，具有吸纳双向辐射的区位优势；气候、矿产、水能、植物等自然资源富集而多

样，思想、政治、科技、文化等人文资源厚重而深刻。湖南人所具有的“吃得苦、霸得蛮、耐得烦”的意志和坚韧，“不信邪、不怕死、不服输”的胆略和执著，“吾道南来，原是濂溪一脉，大江东去，无非湘水余波”的自信 and 气势，对于现在的开拓、进取，对于将来的创新、成功，仍将是极为宝贵的精神资源。心忧天下、兼容并蓄的博大胸襟，使湖南人能够较早地“睁眼看世界”，能够从容地“大步闯海外”，能够果断地“大胆引进来”。这就使我们有了更新的思维方式，有了更宽的发展视角，有了更全的参照系数，有了更多的可用资源，有了更好的战略伙伴。

时代日新月异，变化无处不在。我们应该具有“站在月球看地球”、“站在世界看中国”的视角，以使自己在经济全球化的进程中增强自觉、赢得主动。汽车开得越快越难开，登山登得越高越难登。解决发展起来以后出现的问题，不比解决没发展时的问题容易。现实中，新情况新问题层出不穷。比如，经济持续快速发展与资源短缺、环境恶化的矛盾加剧了；经济总体发展与社会成员、地区之间发展不平衡的矛盾扩大了；迅速增长的多样化的公共需求与公共产品严重不足、公共服务滞后的矛盾突出了；全方位、宽领域、多层次的开放式发展与国际摩擦增多的矛盾发生了；等等。未来不稳定、不确定的因素也还存在。化解这些矛盾，应对各种挑战，我们需要有更多的智慧、有科学的决策、有足够的耐心。从长远来讲，“世界不是有钱人的世界，不是有权人的世界，而是有心人的世界”。认真吸取过去的教训，虚心借鉴他人的经验，精心谋划未来的蓝图，我们才能少走弯路、少交学费，步入“好字当头谋发展、又好又快促和谐”的境界。毛泽东有句名言：“在温室里培养出来的东西，不会有强大的生命力。”动物界中，鹿为了躲避豹子，学会了奔跑，豹子为了追捕鹿，拥有了风的速度。这种生死博弈的对手关系，使他们都成了短跑好手。有人问“奔驰”的老总，



奔驰车为什么能够飞速进步，风靡世界？回答是“因为宝马将我们撵得太紧了”。在问“宝马”老总同一个问题时，回答是“因为奔驰跑得太快了”。勇于参与全球经济的循环，敢于到世界市场去闯荡，善于与竞争对手合作共赢，我们就能够锻造全新的素质，使自己的“硬实力”和“软实力”大为增强。

智慧不是知识的积累，而是知识的运用。对待学习就如同对待冰箱一样，装满是为了掏空，不是为了保存。我们到国外培训的目的，是为了把正在做的事情做好；学习他国的经验，是为了结合实际借鉴好。有人讲，烹调“成功”的秘方是，把“抱负”放到“努力”锅中，用“坚韧”的小火炖熬，再加上“判断”做调味料。我们干事业、谋发展，要有一根“定海神针”，顶天立地不弯腰，风急浪大不转向。中国特色社会主义旗帜，就是我们的“定海神针”。我们要认真学习贯彻党的十七大精神，更加坚定地举中国特色社会主义旗、走中国特色社会主义路，实现“科学发展、促进和谐、富民强省”的目标。希望各位学习回国的学员在这方面贡献更多的智慧，争取有更大的作为和建树。是为序。

（作者为中共湖南省委常委、组织部部长）

2007年9月25日于长沙

Preface

*(Standing member of Hunan Provincial Committee of the CPC,
Director of Organization Department of
Hunan Provincial Committee of the CPC)*

Huang Jianguo

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Excellent Young Leaders Training Abroad has been an important decision and action of Hunan Provincial Committee of the CPC since 2000. All the 185 young leaders trained by 6 groups grasped the opportunity to learn diligently when abroad. After returning from the USA., they devoted themselves to practice and gained notable achievements. Such training program has been proved to be necessary and effective.

During their half - year stay in the USA., the trainees tried their best to familiarize themselves with the USA. from as many aspects as possible including public management, industrial development, social service, democracy, legislation and daily life of common citizen by means of classroom seminar, study tour and living with local people. Dased on this, they prepared reports concerning the situation of China and Hunan. After reading their report and listening to their speech, I was really moved and enlightened. Now, these reports are to be published, which makes it possible for them to share their experiences with other people.

A place, no matter a state or a nation, is not able to develop in a sustainable way unless opening to the outside world. Hunan is a province



with long history and legends. Today, it is a land of vitality and full of hope. Hunan is endowed with unique location advantage as the hinterland of both Pearl River Delta and Yangtze River Delta. Besides the rich and diversified natural resources such as climate, minerals, water resources and plantation, Hunan is famous for its profound human resources including politics, science and technology. The toughness, intrepidity and fortitude of Hunan local people is well - known to the world. The self - confidence and vigor of Hunan people is best summarized by a couplet by an outstanding local scholar in Qing Dynasty, which says that “However profound and far - reaching, the Chinese classical philosophy since Nan Song Dynasty in fact originate from Hunan’s cultural tradition; However spectacular and magnificent, in Hunan people’s eyes, the Changjiang River running from west to east are nothing but tiny waves of Xiangjiang River”. All these remain valuable character of Hunan people for exploration at present time and innovation and success in the future. It is the open - mindedness and sense of responsibility that enable Hunan people keep ahead in observing the world, stepping out of their homeland and learning from others with courage. By doing so, we have had more fresh thinking, much broader vision field, more comprehensive frame of reference, more usable resources and more strategic partners.

Time changes with each passing day. To make ourselves positive in economic globalization, we should view China from the visual angel beyond China. As difficulties increase when cars accelerate and mountain-climbers escalate, it is more challenging to solve problems in course of development than in the earlier period. In fact, new problems emerge endlessly. For example, the conflict between expanding economy and



limited resources and degrading environment is sharpening. The unbalance between gross economic growth and regional demand diversity is aggravated and the tension between explosive diversified public demand and insufficient public goods and service is intensified. Also, due to all-round development in more and more fields at all levels, the international conflicts are increasing. Besides, there do exist factors that may lead to instability and uncertainty. Solution to these conflicts calls for more wisdom, more rational decision and more patience from us. In the long run, the dominator of the world will not be the rich or the mighty persons. Instead, those persons with high aspiration and determinations will win the world. In order to plan well to fulfill fast and healthy development for a more harmonious society without making unnecessary mistakes, we should learn from both the lessons in the past and experiences of our counterparts.

There is a famous saying of Chairman Mao, “Flowers nurtured in greenhouses cannot enjoy long and vital life”. In the animal world, the deer learn to run so as to escape from leopard while leopard become the fastest animal in order to hunt the deer. It is the life – and – death adversary relationship between them that make both of them top runners. Similarly, when asked why BENZ becomes so aggressive and so popular in the world, the CEO answered that it is because BMW is chasing them so tightly, while the answer of BMW’s CEO to the same question is the other way round. In a word, we can only improve our hard power and soft power by participating the global economic circulation and by developing the international market and cooperating with competitors for mutual success.

Wisdom is application instead of accumulation of knowledge. Our attitude towards learning should be the same to the refrigerator, for the



purpose of filling it up is to empty it instead of storage. The reason for us to attend the training in USA. is that we'd like to do much better on our current posts. We learn the foreign experiences so that we can use them for references in our working practice. According to a saying, the secret lying in cooking "success" is that, one should put "ambition" into the pot of "perspiration" and boil it with the slow fire of "persistence" with the flavoring of "judgment". In our career life for better development, we should stick to one belief firmly of indomitable spirit. Such belief is the flag of socialism with Chinese characteristics. We should study the essence of the 17th national congress of the CPC; build the socialism with Chinese characteristics with more enthusiasm and to realize the goal of building Hunan into a province wealthier, more harmonious and more prosperous. We sincerely hope that all the young leaders trained abroad and returned to posts are able to make greater contribution to this goal with more excellent performance and outstanding achievements.

September 25, 2007

Written in Changsha



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美国政府公共管理的特点和启示

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Abstract: The development of USA is closely related with its public management system. By theoretical and empirical analysis, this paper states the basic concept, major means and distinctive features of USA's public management system. Based on the above analysis, measures are proposed on what we should learn from USA.

2006年10月—2007年4月，我非常有幸参加湖南省第六期中青年领导干部培训班赴美国学习半年，有机会从多领域、多角度去感受美国、了解美国、领悟美国。美国建国才230年，是什么原因使它在经济、政治、军事、科技和外交诸方面强势崛起，成为独占



鳌头的超级大国呢？有人说，是它得天独厚的地理位置，有丰富的陆地和海洋资源和远离外部威胁的地理条件。也有人说，是它的新教文化，尤其是其坚韧、勤俭、刻苦、创新、自立和包容的精神。还有人说，是它自由民主的政治制度。这些答案，都有其道理，但仔细深究，却都缺乏系统的说服力。我认为，美国的强大，与它建立在民主、法制理念上的国家公共管理制度密切相关。本文试图从公共管理视角探讨美国的发展经验，寻求对中国发展的启示。

一、美国政府公共管理的特点

公共管理，是政府和其他公共组织整合社会资源，对社会公共事务进行有效治理的一套制度、体制和机制的安排。从基本要素看，包括管理的主体、管理的客体和管理的方式三个方面；从内在关系上看，是主体与客体、主体与主体、客体与客体三个利益关系的管理与协调。具体把握美国公共管理的特点，应该从美国政府与政府、政府与企业、政府与公民、政府与非赢利组织等四个方面的关系进行分析。

（一）政府与政府的关系：分权管理、自主管理

从1620年第一批英国清教徒乘“五月花”号来到美洲大地，到1776年《独立宣言》发表之前的150多年间，北美大地上并没有什么国家，只有13个“英属殖民地”。直到1789年，才开始有国家和政府。美国的政府是严格按美国的宪法精神设置的，而美国的宪法是一班追求自由之人的杰出之作。根据美国宪法，美国实行三级政府架构：联邦政府、州政府和地方政府。其中地方政府包括县、自治市、乡镇、学区及各种特区共5种类型。美国政府与政府的关系具有三个特点：

1. 联邦政府的分权管理。

美国的建国先贤们既希望建立一个强大、统一的中央政府，同时也想保证不让政府的某个人或一小部分人过分集中地掌握权力。