

International Review of Administrative Sciences

国际行政科学评论

第4辑

国际行政科学学会 编
中国人事科学研究院



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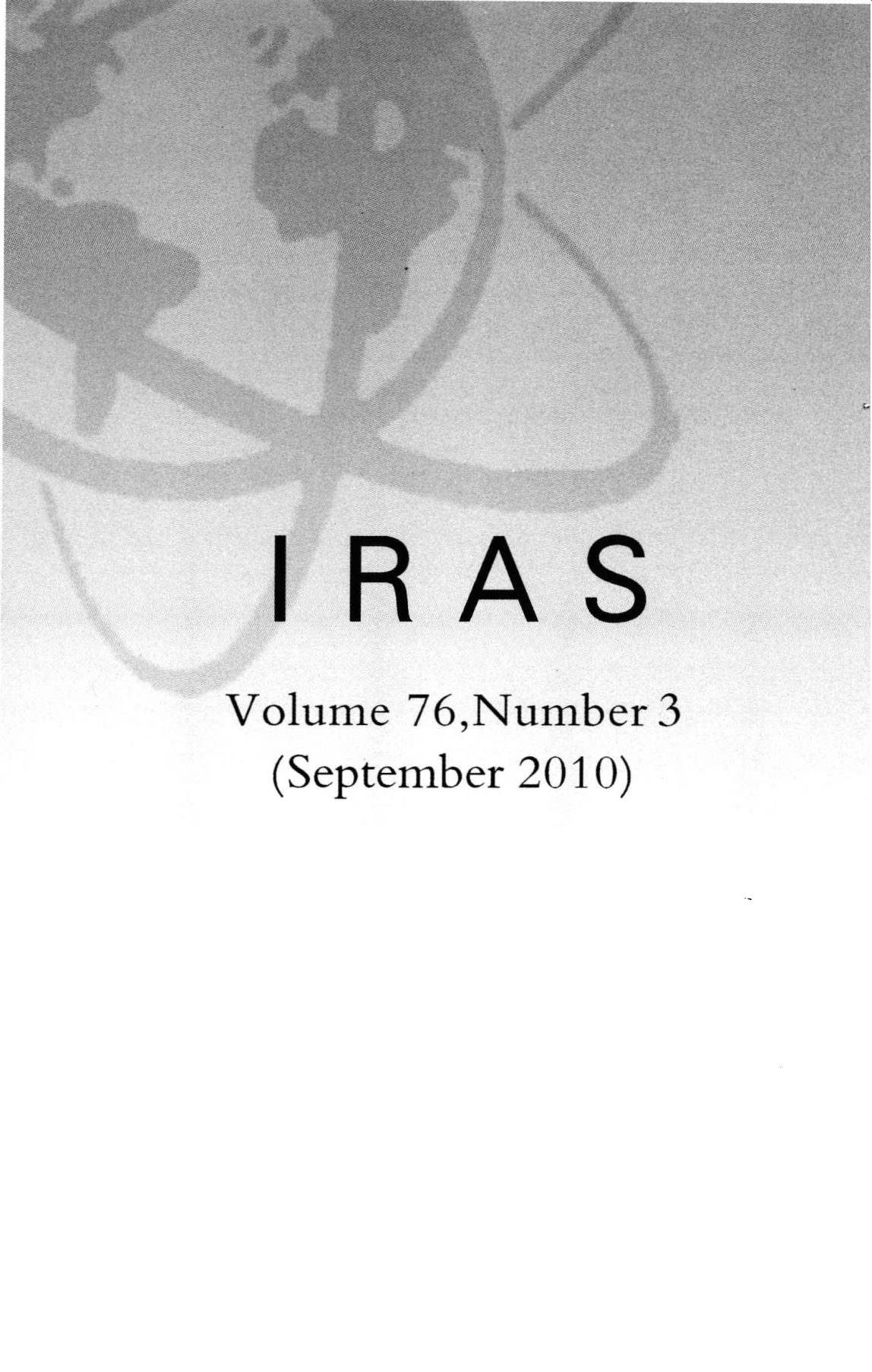
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I R A S

Volume 76, Number 3
(September 2010)



国际行政科学评论



引言：欧洲的行政改革与行政合并 ——研究课题和实证挑战

阿利斯泰尔·科尔^①

Alistair Cole

让·米歇尔·艾美瑞·塞赞思

Jean-Michel Eymeri-Douzans

翻译：唐婷婷 审校：吴雯芳

这期特刊是由法国政治学会(AFSP)比较公共行政工作组(SPCA)于2008年4月和9月举办的两个学术研讨会发起的。我们的研讨会重点集中在比较公共行政管理学研究的薄弱层面,即作为当代改革内容之一的行政合并和官僚重组。研究认为,近年来对于权力机构及组织分权的其他形式的作用已经有了丰富的研究文献,但对于公共行政管理中的组织性及专业性合并却研究甚少,我们的研讨会就是从这方面展开的。与会者被邀请来探讨一系列与此相关联的问题,旨在考察和阐明在所研究的欧洲国家里行政重组的本质和范围。这些问题包括:在何种条件下行政合并及其他行政重组形式将对国家机构产生何种程度的可持续影响?多层次结构的政府,尤其是联邦国家(德国,比利时)、区域化国家(西班牙)及“双重”国家(英国)的政府,它们是如何影响行政改革的?这些重组需要利用什么样的政策表述来使其公正化

^① 阿利斯泰尔·科尔(Alistair Cole),英国卡迪夫大学(Cardiff University, UK)欧洲研究院教授。让·米歇尔·艾美瑞·塞赞思(Jean-Michel Eymeri-Douzans),法国图卢兹政治研究院教授。

和合法化,特别是新公共管理(NPM)的理论在重组方面到底有多重要?最后,上述改革将对公务员职业、职业认同以及行政管理文化带来什么样的后果呢?这期特刊汇集了一系列针对具体国家的文章,总的来讲,旨在讨论上述问题,并丰富对新公共管理时代的国家改革层面和形式的对比性及经验性的反思。

一、设定研究框架

专门化进程会使得官僚机构变得更加差异化和零散化,去专门化进程则是将以往独立的组织进行结构性整合,这两个进程常常会有明显的区别。与专门化进程相比,行政合并和重组相对较少引起学术关注。借助“政府结构”和进行官僚改组是一项和官僚体制本身一样古老的行为,历史上著名的行为人包括普鲁士的弗雷德里克(Frederic),拿破仑大帝(Napoleon)和俄罗斯的彼得大帝(Peter)。这也许可以解释为什么它们被认为是“古老制度”的“老”客体,而“新制度主义”的学者却由于受到社会科学“认知转折”的影响,将从理论和信仰(Schmidt, 2008)、路径依赖(Peters et al., 2005)或者“适当行为”方式(March and Olsen, 1989)等方面顺带地将其作为组织来构建制度。因此,在过去的二十年里,公共行政管理的一些学生更偏爱广泛讨论新公共管理(NPM)思想上及具体方法上的新颖性,而非专注于组织机构的精细实证分析。因此,诸如行政合并之类的具体行政改革,有时会被视为新公共管理全球化传播的副产品而被摒弃,却不会将其视为他们自己权利的研究对象。本文未采用这种“自上而下”的方法,而是试图从“自下而上”的视角来严肃看待行政重组问题并对其与新公共管理相关联的程度进行批判性地探讨。

新公共管理的兴起和跨国传播首先发生在经济合作与发展组织(OECD)成员国内并随后发展至全球,自20世纪80年代以来这种发展和跨国传播就已经非常显著。一份广泛的学术文献表明,几乎所有发达国家的政府,不论其是右倾还是左倾,都在“行政改革”或“行政现代化”方面采用了雄心勃勃的政策。这些或多或少由NPM推动的改革都明确以降低公共服务的费用(公共预算,公共债务和税收)以及提高公共服务质量为方向,以期成为一个高质量的政府:即“最物有所值(以更少的钱获得最高的价值)”的政府!从某个层面上说,NPM可以理解为一种运用私营部门逻辑和方法的手段,从而提高著名的“三E”,即公共服务的经济(Economy)、效率(Efficiency)和效益(Effectiveness);NPM早期与新自由主义政府的联系,特别是在英国与新西兰以及美国和加拿大等国都赋予了其显著的思想边界(Savoie, 1994)。然而,比较公共行政领域的学者已经证明,NPM不是