

ANALYSIS OF  
AMERICAN LOCAL  
GOVERNMENT



赵正永◎编著

美国

ANALYSIS OF AMERICAN LOCAL GOVERNMENT

地方政府剖析

■ 我所了解的美国小镇治理机制

(修订本)

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## 前 言

我感到很欣慰，没想到我的这本研究美国地方政府的小册子竟引起了许多读者包括学者们的关注，还获得了第 26 届北方 15 省、市、自治区哲学社会科学优秀图书奖，我看了出版社转交给我的一些读者的书评，大家给予了充分肯定和评价，说明这本书的可读性、实用性还比较强，也说明我在哈佛的培训学习不仅自己受益，学习成果也为读者们所共享，这正是国家干部培训工作所要达到的学以致用、学用结合的效果，非常感谢读者们的鼓励和指教。出版社建议再版，我也欣然同意，因为有些读者找书也找到我这里，自己手头已经没有书，出版工作及书稿都交给了出版社，并答应写前言，把自己最近的实践和思考补上。我在哈佛肯尼迪学院做访问学者期间，曾和一些国内外公共管理领域的知名学者，共同探讨过中国地方政府公共服务和管理问题。我也造访过美国布鲁金斯学会，和学会的李成先生、贝德先生一起座谈中美地方政府公共管理方面的问题，获益匪浅。这次，我还把之前犹豫再三怕成为书的累赘而没有收录进去的、现在看来又十分必要的维斯特福镇“规划法”一并附后，以飨读者。

这本小册子为什么会引起读者们的关注和兴趣？我想主要还是因为当下我国城镇化的加速发展。美国经济学家把我国的城镇化和美国的高科技并称为 21 世纪推动世界经济发展



的两个引擎。近几年我国的城镇化正处于快速发展期，新型城镇星罗棋布，众多的农村人口迁徙到城镇。国家统计局公布，截至 2012 年底，全国城镇居住人口比例已经达到了 52.57%，也就是说我国十三亿人口中一半以上是居住在城镇的，这是国家工业化的重要标志，是我国发展的历史性突破，预计今后几年这一数字还将会不断改写。之所以会出现这种情况，我想，这是我国改革开放以来经济社会快速发展的必然现象，也是人民群众对美好生活和公共服务追求的必然结果。当然，城镇化也带来了基础设施建设、公共服务完善、户籍、土地、社会保障和公共管理等一系列问题，成长中的烦恼和困惑也随之伴生。中国特色的、仍然是发展中国家的、十三亿人口大国的城镇化应该是什么样？路应该怎么走？这是我一直思考和求证的问题。今天看到发达国家的城镇化成果——优美小镇的建设和管理也都曾经历过一段痛苦的过程，因此，学习借鉴世界一切国家的成功经验和文明成果，勇敢探索，少走弯路，把中国特色的新型城镇化建设得更好，这也是我把自己的学习体会和思考汇集成《美国地方政府剖析——我所了解的美国小镇治理机制》出版的初衷。

这几年我在推进陕西城镇化进程的工作实践中（见本书相关章节“陕西的城镇化实践”），有些探索和体会，也悟出了一些道理、找出了一些规律。总的认识是，制度设计、总体规划是城镇化健康发展的重要基础，有序建设和精细管理是城镇化持续发展的重要内容，完善的基础设施、公共服务和民生保障是城镇化水平的重要标志。

制度设计是前提。即要从国家战略和顶层设计上把新型城

城镇化作为一项战略任务来推动。这是因为新型城镇化涉及方方面面，特别是需要一系列的配套政策，如户籍政策、土地政策、就业政策、住房政策、社会保障政策等等，没有这些政策支撑，新型城镇化既不可能持久，也不可能给人民群众带来实实在在的利益。将城镇化纳入国家战略，各级政府和部门就会把它作为自己的职责和工作责任来进行考核，就会形成推动城镇化的合力。

总体规划是关键。我们要推动具有中国特色的新型城镇化，就必须总体考虑城市发展的方向和布局，就必须考虑农民进城往哪里进，进城后干什么、怎么生活。我们不希望农民盲目地拥进大城市，进城后一无所有，形成城市中一片片的“拉美现象”。无序导致贫困，盲目带来混乱，要在总体规划中坚持大中小城市和小城镇并举，统筹解决公共服务设施和产业发展问题，大力推进农村居住点的整合，形成人口的规模效应和服务设施投入的最大效益，让愿意进城的人都能够有序地融入城市生活。

有序建设是基础。过去，一代代农民最大的心愿就是建住房，所有的积蓄都用来建住房，可是住房从土坯到砖瓦，从平房到楼房，换了多少茬却总是在复制落后的农村，依然换不来良好的居住环境，依然是没有上下水、没有厕所，等等，房产价值也增加不了多少，其原因就是建设无序，无设计图纸、无上下水管网、无正规施工队伍等。新型城镇化建设必须改变这一状况，统一规划、统一设计、统一建设，系统考虑住房和公共服务设施布局，考虑管网建设，把新型城镇建设成为水电路气网齐全、公共服务完善的幸福家园。





精细管理是根本。新型城镇化的质量取决于精细管理的水平，精细管理实际上就是公共管理，就是以人为本的管理，是让人们有序参与自治管理、生活在平安井然的环境中；也是自身素质不断提升的管理，这方面曾被很多人忽视，而现在却显得越来越重要。目前我国农民进入城市有两种类型，一是直接进入成熟城市，自然而然地被各种文化和管理制度熏陶、融入；二是大部分农民将直接进入新型城镇，这些城镇就是以过去的乡镇或村为基础改造成的新型社区，需要接受新生活、新文化、新制度的教育和熏陶，需要组织起来参与新型城镇的建设和管理。特别是后一类，是需要我们创新创造的。

总之，城镇化的发展趋势不可阻挡，广大农村群众追求幸福生活的愿望不可阻挡，未来我国城镇化率的大幅提升也不可阻挡。在这样的大势中，我们除了需要更加自觉地遵循其自身的发展规律外，更要发挥好政府的调控和引导作用，保证城镇化的健康和质量。现在各级政府都有了好的思路和政策，重要的就是要抓好落实、积极推动，特别是领导干部要善抓典型，用示范引路，让群众看到实惠、看到成效。当然，城镇化建设中的困难和问题也是不少的，我们必须锐意进取、攻坚克难，用智慧和改革来破解难题、总结经验，推动城镇化健康有序快速发展。

2013年3月

## Foreword

I'm grateful that many readers and scholars have great interest in my pamphlet on American local governments, and even have the honor of the 26th Philosophy & Social Science Excellent Book Award of 15 Northern Provinces, Cities and Autonomous Regions of China. I have read reviews to my pamphlet from some readers. They gave me their full approval and evaluation, which shows that the book is readable and practical. My training and study in Harvard not only benefits myself, my study achievements are also shared by the readers. It is just the supposed purpose of national cadres training, learning for practice and integrating the study with application. I appreciate readers' encouragement and advice. When the publishing house suggested that I should republish the book, I happily agreed since some readers even came to me for the book, but I got no book at hand. I have left the publishing matter and my manuscript up to the publishing house and promised to write a foreword with my recent practice and thinking. During my stay at Harvard's Kennedy School as a visiting scholar, I discussed public services and management of the Chinese local governments with some famous scholars in the area of public management both at home and abroad. Moreover, I had visited Brookings Institution



of United States and benefited a lot from the informal discussion with Mr. Li Cheng and Mr. Bede of the Institute on the public management of American and Chinese local governments. At this version, I suppose that it is necessary to include the “Zoning Bylaw of the Town of Westford, Massachusetts” for readers. I had hesitated to add the part because I was afraid to make the book miscellaneous.

Why does this pamphlet attract attention and interest of the readers? I think it is on account of the accelerated development of contemporary Chinese urbanization. American economists claim Chinese urbanization and American high-tech as the two engines of the 21st century to promote the development of the world economy. In recent years, Chinese urbanization is in the period of rapid development, featured with sprung new-type cities and towns, and many immigrating rural population to towns. National statistics announced the proportion of our urban resident population had reached to 52.57% by the end of 2012. It means more than half of 1.3 billion Chinese people live in towns. This is an important symbol of the national industrialization and a historical breakthrough of Chinese development. The figure is expected to be rewritten continually in the coming years. In my opinion, this situation is an inevitable phenomenon of the rapid economic and social development after the reform and opening-up of China, and also an inevitable result of the people’s pursuit for a better life and public services. Certainly, urbanization brings series of issues

concerning infrastructure construction, perfecting public services, household registration, land, social security and public management, etc., accompanied with developing pains and confusion. As a developing country and with a population of 1.3 billion, what kind of way should China's urbanization go along with Chinese characteristics? This is a question I am constantly thinking about and trying to prove. Today I see the developed country's outcome of urbanization. The truth is that these beautiful towns were also built and managed in painful processes. We should learn from the successful experiences and achievements of civilizations all over the world, explore bravely, and save twists and turns to promote better development of the new urbanization with Chinese characteristics. That is also my original intention to publish my pamphlet, which brings together my learning experiences and thinking.

In the past years, I made the exploration, came to some understanding and got some achievements, and found some rules in the practice of promoting the urbanization of Shaanxi (Chapter "The Practice of Shaanxi Urbanization"). The overall understanding is that system design and master plan are the significant foundation of the healthy development of urbanization. The significant parts of sustainable development of urbanization are orderly construction and fine management. The significant symbol of the developing level of urbanization is sound infrastructure, public services and livelihood security.

System design is the premise. It means to promote new



urbanization as a strategic task from the perspective of the national strategy and top-level design. New urbanization involves many aspects, especially supporting policies such as household registration policy, land policy, employment policy, housing policy, and social security policy etc. New urbanization can neither go long nor bring tangible benefits to the people without the support of these policies. Once urbanization is dovetailed into the national strategy, governments and departments at all levels will regard it as their own duties and responsibilities, and form a joint force to promote it.

Master plan is the crux. In order to promote the new urbanization with Chinese characteristics, we must generally consider the developing direction and layout of the cities, as well as the issues where the rural people should go, what they should do and how they live after immigrating into towns. We don't want the rural people rush into cities blindly, owing nothing there, but bringing a number of "Latin America Phenomena". Disorder leads to poverty and blindness brings chaos. We should persist in developing simultaneously barge, medium and small cities and small towns in overall plan, comprehensively address the issues of public service facilities and industrial development, and vigorously advance the integration of rural settlements to have a maximum benefit from population scale effect and investment of service facilities, and let people out of the city integrate themselves into the city life in order.

Orderly construction is the foundation. In the past, the best wish of generations after generations of rural people was to build

houses, though no savings would be left. However, from adobes to bricks and tiles, from bungalows to storied houses, they always copied the backward rural areas instead of getting a good living environment. They still had no water & wastewater systems, toilets and etc.; however, the housing price had increased a lot. This is because they got no orderly construction, no design drawings, no water & wastewater systems, and no formal construction teams. This situation must be changed in the development of new urbanization. With unified planning, unified design and unified construction, we ought to consider systematically the layout of houses and public service facilities, think about pipeline construction, make new cities and towns into happy homes with water, electricity and gas networks, and perfect public services.

Fine management is the root. Its level decides the quality of new urbanization. Fine management, in fact, is public management, people oriented management, which makes people participate with order in the autonomous management and live in a peaceful environment. It is also the management of self improvement, ignored by many people, but becoming more and more important now. There are two categories of rural people's entering into cities. The first one is that people enter mature cities directly, and integrate into the cities naturally with influence of kinds of cultures and management systems. The second one is that most of rural people enter the new-type cities and towns which are new-type communities transformed by the townships or villages of the past,



need education and influence of a new life, a new culture and a new system, and need to be organized to join in the construction and management of new-style cities and towns. Our creation and innovation should focus on the second category.

In conclusion, it is an inevitable trend for the development of urbanization, and a natural wish for the rural masses to pursue for a happy life. Urbanization inevitably will increase by a substantial rate. In this trend, we should well play the regulation and guidance role of the governments, guarantee the health and quality of urbanization, and follow our own law of development more consciously. Since the governments at all levels have got good ideas and policies, it is important to carry them out effectively and promote them positively. It is important especially for cadres to be good at grasping typical cases, to lead the way with examples, and make the masses see benefits and achievements. Of course, there are many problems and issues in the development of urbanization, we should forge ahead with determination, overcome the difficulties, solve problems and summarize experience with wisdom and reform, and promote to develop urbanization healthily, rapidly and orderly.

March 2013

**从美国小镇看地方政府  
治理机制**



