

“政策接力赛”创新扩散模式探究

——基于 Z 市旧楼加装电梯治理实践的分析

专业：公共管理

硕士生：穆成

指导教师：陈那波

摘 要

随着我国人口老龄化程度的日益加深，“旧楼加装电梯”成为了各地区老旧住宅居民日常出行的重要解决方案。Z 市是中国南部经济起步较早、老旧小区较多的城市，2017 年下半年以来，该市骤然兴起了一阵“旧楼加装电梯热”，主要表现在电梯加装受理量、获批量激增，媒体对该领域空前关注、大肆报道，市民踊跃参与、通过多种渠道咨询和反馈诉求，市、区政府对这一议题的注意力分配显著增加。笔者通过研究发现，Z 市下辖 A 区的电梯加装治理政策创新以及向其他各行政区的政策扩散，是“电梯热”发生的最关键动因，其中的政策扩散符合自发式特征。本文以 2017 年 8 月至 2019 年 2 月 Z 市旧楼加装电梯治理实践为案例，对其中的政策创新扩散过程进行剖析提炼，尝试提出同一行政区划内横向自发式“政策接力赛”创新扩散模型。文章首先介绍了政策背景和 Z 市 A 区电梯加装治理创新情况，然后以合法性、适用性、效率、竞争、外部压力五大机制作为分析框架，对“A 区经验”在各区的扩散和发展过程进行介绍和分析，并提炼形成“政策接力赛”理论模型。该模型分机制模式、时间模式和空间模式三部分。机制模式方面，当某区政府出台创新政策、打响“发令枪”后，各区首先进行“观望”和“研判”，在对合法性和适用性进行确认后，便采纳政策和对政策进行进一步发展。政策的“接力”和发展呈现“差异化竞赛”特征，在时间先后方面，部分区采取“争先”策略，部分区采取“蓄力后发”策略；在政策力度方面，受效率、财力、竞争关系等因素影响，部分区进行政策“加码”，部分区进行政策

“降标”；许多区还立足区情和经验进行了政策“再创新”。时间模式方面，“政策接力”为次第发生，呈现“S型曲线”。空间模式方面，“政策接力”呈现“分层看齐”和“多中心化”特征，“分层看齐”指各区政府根据竞争、政策适用性等因素可分为若干层次，同一层次中相互“对标”和竞争更显著；“多中心化”指各区均有可能成为某项政策内容发起或扩散的“中心”，政策内容的扩散可能发生在任意两区之间，各区多采取动态收集和调适政策的策略，充实和汲取“备选方案库”。在本研究案例中，政策企业家发挥了显著作用。公众、媒体在“政策接力赛”中扮演了“裁判员”角色，新闻媒体在报道中设置了时间、政策力度、政策绩效、再创新等竞赛标准，各区政府既通过争相宣传报道展开舆论竞争、回应民众诉求，同时又受到来自公众、媒体的外部压力，二者是“政策接力”和“旧楼加装电梯热”的重要推动因素；Z市市级部门更多扮演了指导“接力”和“再创新”的“教练员”角色。

关键词：政策扩散 政策接力赛 电梯加装

Research on the Innovation Diffusion Mode of “Policy Relay Race”
-- Base on the analyse of “Elevator Installation in Old Buildings
governance practice”in Z City

Major: Public Management

Name: Mu Cheng

Supervisor: Chen Nabo

Abstract

As China’s population ages increasingly, “installing elevators in old buildings” has become an important solution for the residents in old residential areas to go up and down in various places. Situated in southern China, Z city, starts developing economy earlier and has various old residential areas. “Elevator installation fever in old buildings” suddenly arose in the second half of 2017. The elevator acceptance and approval quantity surged. News media paid an unprecedented attention and provided substantial coverage on the field and citizens took an active participation, carried out consultation and gave feedback through various channels. The issue obviously attracted increasing attention of city and district governments. Through research, the author finds that the most critical causes of “elevator fever” lie in the innovation of elevator installation policies in District A under the jurisdiction of Z city and the horizontal policy diffusion to other administrative districts, among which the policy diffusion is somewhat spontaneous. Taking the case of elevator installation in old buildings governance practice in Z city from August 2017 to February 2019, the paper analyzes and extracts the diffusion process of policy innovation, and tries to put forward an innovation diffusion model of “policy relay race” that is horizontally spontaneous within the same administrative division. Firstly, the paper introduces the policy background and elevator installation governance innovation of District A under the jurisdiction of Z city. Secondly, the paper analyzes the diffusion and development of “District A experience” in various districts under the analysis framework of the five mechanisms, namely legitimacy, suitability, efficiency, competition, external pressure, finally forming the “policy relay race” model after refining. The model is divided into mechanism model, time model and space model. In terms of mechanism model, other district governments in the same administrative division firstly “wait and see” and “research and make judgements” after a government introduces innovation policies and pulls the trigger of “starting gun”. After confirming the validity and the applicability, some district governments carry out the strategy of “contending to be the first” while some other district governments adopt the strategy of “accumulating

strength for later rise”. From the perspective of the policy implementation, affected by efficiency, financial situation, competition relationship, some district governments choose to strengthen the policy, while some other district government choose to weaken the policy, others choose to re-innovation the policy based on the reality and practice. In terms of time model, “policy relay” occurs one after another, presenting “S-shaped curve”. In terms of spatial model, “policy relay” features “stratified alignment” and “multi-centralization”. “Stratified alignment” means that district governments can be divided into several levels according to the factors, such as competition and policy applicability. Competition and “benchmarking” are more prominent in the same level. “Multi-centralization” means that each district is likely to issue a policy or become the diffusion “center” of a certain policy. The policy diffusion may occur between any two districts. Each district adopts the strategy of dynamic policy collection and adjustment to enrich and absorb the “alternative library”. In the research case, policy entrepreneurs play a significant role. The public and media are the “referee” of “policy relay”, news media set up the competition standard as time, policy implementation, policy performance, re-innovation in the news. District governments compete for public opinion and respond to public appeals by vying for publicity while suffering from external pressure from the public and media, which are the important driving forces of “policy relay race” and “elevator installation in old buildings fever”. Municipal departments of Z city play the role of “coach” guiding “relay” and “innovation”.

Key words: policy diffusion policy relay race elevator installation

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