政策網絡：政策執行的新典範 *

林玉華 **

摘　要

公共行政與政策科學經歷研究的文藝復興回歸到政治制度的焦點，政策網絡成為分析西方社會公共政策制定與執行的方式。過去二十年由於政府責任範圍的擴張與公共事務的漸趨複雜，使得現代政府的政策制定趨向分割性與專門性，當政策過程分割化，愈來愈多的團體被允許參與政策領域，政策制定與執行漸趨多元的事實，造就不同政策領域各種政府與團體關係的存在。

政策網絡的分析如何適應公共行政的發展成為政策執行的典範？其實網絡分析並非是一個全新的途徑，當代的新管理主義、新制度主義整合到Vincent Ostrom的行政行為世界中，匯流出政策網絡的三個核心價值；也就是以靈活的企業精神的政府設計處理政策問題，以集體選擇的資源互換分析政策問題，以小而美的管理規模提升行政效率。

政策網絡已成為解釋政策過程複雜關係的典範，英美學者視政策網絡為一個政策領域的國家與社會關係模式，德國學者認為政策網絡

是跳脫傳統官僚與市場機制的治理形態。容或這兩種概念的分析模式
有別，政策網絡的準政治制度的存在則為社會的事實。

關鍵詞：公共政策、政策執行、政策網絡、新公共管理、新制度主義、
　　　　政策社群、議題網絡、新治理結構

Policy Networks: The New Paradigm of Public Administration and Policy Implementation

Yu-hua Lin

Abstract

The study of public administration and public policy is experiencing a resurgence of research in which attention is turned back to political institutions. Policy network has provided important insight into the way in which public policy is made in Western industry society in the past two decades. Policymaking tended to fragment as a result of the expansion in the scope of governmental responsibilities and the increasing complexity of public affairs. Policymaking are becoming increasingly pluralistic as the policy process fragments and an increasing number of groups involved to the policy arena. The reality of the plurality of policy making gives rise to a range of group and government relationships that exist in different policy arenas.

How do policy networks fit into the context of the development of public administration as a paradigm? This article tries to link the resurgence of neo-manageralism and neo-institutionalism to the Ostrom's analysis of developments of public administration. The key to serve to integrate various approaches of public administration, new public management and neo-institutionalism are founded in the core values of policy networks. Those are the robustness and viability of the design of the constitutional system, joint policy making, and responsiveness of operational choice.

Policy networks have become the new paradigm for the study of public administration and public policy. Still there are different arts in the state of the field of policy networks. British and American scholars conceive policy networks as a model of state and society relations in an issue area. German scholars treat policy networks as a form of governance. Anyway, there is social fact of policy networks control the process of collective policy making.