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●专栏：人工智能

专栏导语：面向生成式人工智能时代的公共行政 吴建南 1

人工智能时代的街头官僚：理论前沿与研究展望
..... 黄 晖 马太平 吴建南 4

新一代人工智能技术与公共人力资源管理：一个跨学科的整合性框架
..... 陈丽君 张诗敏 26

手段与目的之间：生成式人工智能如何重塑公共行政组织悖论？
..... 臧雷振 张 端 46

●专栏：应急管理与公共安全治理

复杂适应系统下政府应急协作网络适应性研究：基于北京市“23·7”特大
暴雨的社会网络分析 钟 爽 陈莫菲 郑桂贤 63

突发事件应急响应缘何失灵：基于事故调查报告的扎根分析与案例解释	易承志 彭 洋	83
网格员-居民互动如何强化城市安全隐患排查的合作生产：基于我国 456 个 镇街的实证研究	刘昭阁 李向阳 乔立民	100
需求驱动、注意力牵引与政府危机学习的外溢效应	唐 雲 王 英 洪瑶瑶	122
 ● 论文		
治理情境与政策选择：政府购买居家养老服务的地方差异性路径研究	管 兵 林 笑	141
使用移动政务如何改善政府信任：一项因果推断和机理检验	毛万磊	160
健康行为失灵的内涵、形成机理与基于行为公共政策的治理策略	孙 菊 韩文晶 李浩森	178
 ● 英文目录与摘要		196

专栏导语：面向生成式人工智能时代的公共行政

吴建南*

近年来，以生成式人工智能为代表的新一代人工智能技术迅速发展，开始深度嵌入公共部门的政策执行与组织运行。不同于以往以自动化、信息化为主要特征的数字技术，生成式人工智能不仅能处理既定规则和结构化信息，而且具备生成文本、整合知识、提出建议与模拟判断的能力，正在从根本上改变公共行政中“如何认知问题、如何形成决策、如何采取行动”的方式（Keppeler et al., 2025; Frisch-Aviram et al., 2025）。在这一背景下，公共政策执行的微观界面、组织运行的中枢系统与组织运行逻辑正在开始变化，我们亟须在理论层面重新审视。

既有的关于人工智能与公共治理的研究，大多将算法视为治理工具，重点关注其效能、风险与规制问题，或将人工智能视为推动数字政府和智能政务的重要技术基础（Alon-Barkat & Busuioc, 2023）。这些研究对于认识人工智能在公共部门中的运用提供了重要的视角。然而，生成式人工智能的迅速发展，使人工智能不仅是辅助性的工具，还直接参与行政判断、目标确定，在一定程度上给公共行政的组织结构、权力分配及运作机制带来了新的挑战（Huang et al., 2026）。在此意义上，公共行政不再只关注“如何利用人工智能”，还关注“在人工智能嵌入行政活动的环境中，公共行政正在成为什么”。本专栏所收录的三篇文章分别从不同的视角切入，围绕人工智能对基层实践者、公共人力资源管理及组织运作带来的结构性变化进行了深入探讨。

《人工智能时代的街头官僚：理论前沿与研究展望》将研究重心聚焦于街头官僚这一公共行政的经典议题，围绕人工智能时代街头官僚的自由裁量权、工作条件和实践惯习的变化展开了系统梳理和分析。论文指出，随着人工智能技术的嵌入，街头官僚的自由裁量权并没有简单地消失，而是呈现削减论、赋能论与模糊论相互交织的复杂样态，其裁量空间、责任承担、权力归属都发生了显著变化。该研究推动了传统街头官僚理论在人工智能时代的延展与创新，也为认识公共行政执行层面的深层转型提供了经验线索。

《新一代人工智能技术与公共人力资源管理：一个跨学科的整合性框架》聚焦公共人力资源管理领域，尝试构建一个整合性分析框架，以理解新一代人工智能

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技术对公共组织中“人-任务-技术-组织”关系的重构。论文指出，生成式人工智能不仅可能影响岗位设置、绩效评估与能力结构，还可能改变公共部门中责任分配、专业判断与组织认同的形成机制。通过引入跨学科视角，作者强调，有必要将人工智能视为一种嵌入组织运行过程的制度性要素，而非外在于公共组织的人力资源管理工具。

《手段与目的之间：生成式人工智能如何重塑公共行政组织悖论？》从组织理论视角出发，探讨生成式人工智能如何重塑公共行政组织中“手段-目的”关系所蕴含的内在悖论。论文指出，生成式人工智能的引入强化了行政组织对效率、理性与一致性的追求，但同时也可能放大组织目标多元性与行动不确定性之间的张力，从而形成新的组织悖论。这一分析表明，生成式人工智能并不是在简单地消解组织困境，而是在改变组织行动条件的同时，推动悖论形态的转化与再生产。

三篇文章虽然分别属于不同的研究传统，但是在分析上却存在呼应之处，从行政执行末端的实践形态出发，再深入组织内部的人力资源管理机制，最后回到组织的整体目标及行动逻辑。三篇文章共同指向一个重要判断：生成式人工智能正在深刻改变和重塑公共行政，其并不是仅仅作为辅助性的技术工具，而是使公共行政的基本结构也发生了变化。这样的重塑过程并不意味着科层制的消亡，也不意味着公共行政会被技术所取代，而是指向一种新的组织与行动形态：技术、组织、人类行动者之间的关系被重新整饬，从而使公共行政的运作方式也需要被重新认识。面向未来，公共行政研究应该进一步关注和推进以下三个关键领域。

第一，研究范式的突破，走向以“人机互动”为重心的过程研究。生成式人工智能的应用，使公共行政成为人类与机器（特定智能体）不断交互的过程。这就需要研究范式由原来静态的“技术应用”分析转向动态的“人机互动”分析。在这种情况下，追踪实验、行动研究等方法越来越重要，它们可以对复杂公共行政情境下人类和机器相互作用的微观机制进行深入解构。要认识这样一个复杂而动态的治理系统，要求公共行政学同数据科学、认知心理学、计算机科学以及法学等展开更深层次的跨学科合作研究，一起探寻评估人工智能系统公共影响的分析工具和指标体系。

第二，理论前沿的深化，从经典框架到智能时代的理论重构。当AI智能体在行政过程中逐步成为“准行动者”时，一系列经典理论将面临重构压力。例如，问责理论需要超越聚焦单一责任主体的分析路径，构建能追踪人机混合决策过程、解释算法逻辑的“复合责任”框架。而当算法参与甚至主导价值排序时，如何维护回应性、公平性等都成为亟待回应的问题。就协同治理理论而言，经典框架主要关注不同群体与组织之间的协同关系，而当智能体作为新的“合作者”嵌入治理情境，人机协同正在改变协作的条件、过程和结构，并对跨边界参与公共决策和管理产生新的影响。

第三，中国场景的议题，在本土情境中探寻治理智慧。面向“十五五”规划，中国国家治理现代化与数字政府建设正步入新阶段。2025年8月发布的《国务院

关于深入实施“人工智能+”行动的意见》明确提出“到2027年，率先实现人工智能与6大重点领域广泛深度融合……到2030年，我国人工智能全面赋能高质量发展，新一代智能终端、智能体等应用普及率超90%”等目标。这意味着在超大规模治理的情况下，中国将成为人机互动最频繁、范围最广泛的“超级试验场”。这给学界提供了一个难得的研究机遇来探讨以下问题：怎样协调超大规模治理下AI应用的集中效率和分散创新？在党政体制之下，怎样推进“数智赋能”和“政治引领”的深度融合？怎样在快速技术迭代中，创建出既有中国特色又可以贡献普适智慧的公共部门AI风险治理标准体系？对这些议题的进一步探讨，不仅对中国国家治理实践有重要意义，也将为全球治理提供经验和贡献智慧。

在生成式人工智能快速发展、公共治理实践不断创新的背景下，公共行政学者肩负着双重使命：一方面，冷静分析生成式人工智能所带来的效率提升和安全风险，在效率、责任与公共价值之间找到新的平衡点；另一方面，前瞻性地提炼基于技术发展的治理框架，确保数智时代的公共行政能够服务于个体尊严、社会公平和可持续发展。我们期待，本期专栏可以精准地呈现目前的研究前沿，更能以其对研究范式、理论前沿与中国场景的聚焦和突破，为孕育立足本土、跨越国界的开创性研究奠定基础。

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英文目录与摘要

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●SYSPSIUM: Artificial Intelligence

Introduction: Public Administration in the Era of Generative Artificial Intelligence Jiannan Wu

Street-level Bureaucrats in the Age of Artificial Intelligence: A Literature Review

..... Hui Huang, Taiping Ma & Jiannan Wu

Abstract The rapid development of artificial intelligence has profoundly changed street-level bureaucrats who are critical in policy implementation and policymaking. How the artificial intelligence impacts the street-level bureaucrats has triggered substantial scholarly attention, however a systematic review is scant. This study employs a systematic literature review methodology, utilizing the “Discretionary Power—Conditions of Work—Patterns of Practice” framework to systematically examine and analyze relevant literature published in prestigious domestic and international journals from 2010 to 2024, thereby revealing the theoretical progress of street-level bureaucracy research in the AI era. First, we find that three key perspectives on how artificial intelligence impact the discretion power, including the curtailment, empowerment and obscurement. Second, we identify four types of situations which the working conditions are significantly impacted by artificial intelligence. Third, we discussed the changing working patterns of street-level bureaucrats, with respect to service-level rationing, algorithmic bias rationing and customer compliance. Building on this, we propose three promising research topics for future research. This study advances our understanding of the street-level bureaucracy in the era of artificial intelligence, and has policy implications on street-level governance.

Key Words Artificial Intelligence; Street-Level Bureaucrats; Grassroots Governance; Discretionary Power; Literature Review

New Generation Artificial Intelligence Technology and Public Human Resource Management: An Interdisciplinary Integrative Framework Lijun Chen & Shimin Zhang

Abstract The rise of the new generation of artificial intelligence technologies, led by generative artificial intelligence, and its widespread use have quickly become the focus of academic and practical discussions. Ongoing progress and discussions surrounding new generation artificial intelligence suggest its potential to transform the processes, functions, and activities of public human resource management. This paper aims to illustrate the impact of new generation artificial intelligence technologies on public human resource management, review the relevant research progress from an interdisciplinary perspective, and provide a framework and reference for future research. The article analyzes the conceptual implications and characteristics of new generation artificial intelligence technologies, explores the development opportunities they bring to public human resource management: enhanced decision-making and precise forecasting, improved human-machine interaction efficacy, motivation stimulation, and performance enhancement, as well as the challenges posed by these technologies: biases and ambiguous accountability arising from data and algorithm risks, alienation of individual perceptions and behaviors, AI technology aversion, and the “uncanny valley” effect. The article constructs an A-TPE analysis framework for the impact of new-generation artificial intelligence technologies on public human resource management outcomes, consisting of four aspects: technology, individuals, tasks, and organizational environment, and suggests several promising future research directions.

Key Words New Generation Artificial Intelligence Technology; Public Human Resources Management; Opportunities; Challenge

Between Means and Ends: How Generative Artificial Intelligence Reshapes Paradox of Public Administrative Organizations? Leizhen Zang & Duan Zhang

Abstract Generative artificial intelligence (GAI) is reshaping the operating logic of public administrative organizations. Technology no longer functions merely as an instrument of execution; by participating in problem definition and decision generation, it reorders policy goals and their pathways of implementation. In optimizing means, GAI may simultaneously reshape ends, transforming the means-ends tension within public administrative organizations from a latent conflict into an institutionalized paradox. Drawing on an organizational paradox perspective, this study develops a two-dimensional analytical framework—technological agency and goal alignment—to examine how organizational paradoxes are activated and how they are amplified or absorbed through feedback loops. Based on a case study, the analysis finds that while GAI significantly enhances the responsiveness of public governance, temporal misalignments between authority boundaries and goal systems often generate implementation dilemmas and goal drift. By contrast, institutional adjustments—such as clarifying authority and responsibility, clustering issues, and adapting governance practices to contextual conditions—can absorb technological tensions and shift organizational responses from defensive to receptive strategies, thereby converting paradoxes into sources of learning and reform momentum. A further typological analysis identifies four ideal types of organizational paradox in public administration—technology-dominant, goal-suspended, dual-misalignment, and intelligent-synergistic—and proposes governance pathways centered on systemic coordination, iterative adjustment, and uncertainty absorption. This study extends the explanatory scope of organizational paradox theory in the context of generative AI governance, clarifies the role of GAI as a driver of institutional innovation, and offers new theoretical and practical insights into the transformation of public administration in the era of generative artificial intelligence.

Key Words Generative AI; Organizational Paradox; Means-ends; Paradox Governance

● **SYSPOSIUM: Emergency Management and Public Safety Governance**

Adaptability of Government Emergency Collaboration Networks under Complex Adaptive Systems: Based on the Social Network Analysis of the “23 · 7” Flash Flood in Beijing

..... Shuang Zhong, Mofei Chen & Guixian Zheng

Abstract In a risk society, inter-organizational collaboration within government is an effective approach to addressing complex risk events. However, how does the government’s emergency collaboration network rapidly form and adapt to situations at different stages of major disasters, and what are its characteristic features? This study constructs a “process-structure” adaptability analysis framework based on complex adaptive systems theory, using the response to the heavy rainstorm in Beijing in July 2023 as a case study. It applies social network analysis methods to identify the adaptability characteristics of the government’s emergency collaboration network at three stages: pre-event, during the event, and post-event, from the dimensions of organization and task. The findings reveal that: (1) Emergency plans serve as the foundation for actual government collaboration networks, with the core organizations and key tasks in the plan occupying central positions in the actual networks; (2) As the risk situation evolves, the network form, key organizations, and core tasks of emergency collaboration exhibit an evolution from loose coupling to center-periphery to loose division of labor; (3) Real organizational and task demands are incorporated into the updated plan network after the disaster through crisis learning. Additionally, based on the case, the study further summarizes the triple adaptability logic of the emergency collaboration network: first, adaptability based on the original plan; second, adaptability based on dynamic risk situations; and third, adaptability based on crisis learning, with the adaptability at different stages being interconnected. This study identifies the adaptability characteristics and logic of the government’s emergency collaboration network based on the Beijing flood case, providing a policy basis for enhancing the government’s adaptive capacity to respond to disasters throughout the entire process.

Key Words Complex Adaptive Systems; Emergency Cooperation Network; Adaptability; Social Network Analysis

Why Does Emergency Response to Emergent Events Fail: Grounded Analysis and Case Explanation Based on Accident Investigation Reports Chengzhi Yi & Yang Peng

Abstract Emergency response failure is a complex governance issue with multiple causes. Existing research often holds a hierarchically closed perspective that emphasizes “letting managers manage” which fails to fully reveal the logical interrelation among different causal conditions. To unpack the underlying mechanisms of response failure, this paper adopts the grounded theory method to extract causal chains of emergency response failure, ultimately constructing a comprehensive theoretical explanatory model based on three-level coding of 54 accident investigation reports. The study finds that information transmission blockage, failure of the window-triggering mechanism, policy implementation ineffectiveness and emergency response deviations constitute the four core causal conditions of emergency response failure. Furthermore, case analysis shows that information transmission serves as a prerequisite for response in emergency situations. Delayed reporting and behaviors such as concealment, omission disrupt internal organizational communication mechanism which may provoke a chain reaction. The failure of the window-triggering mechanism and deviations in emergency handling are key causes of response failure, which are linked by a transmission effect. Emergency plans, safety management regulations and other contents are treated as constraints in the response process. If they are executed in a perfunctory manner, the gap between the trigger mechanism and emergency handling will be deepened, accelerating the deviation between the action process and the expected results. To address and reduce failures in emergency response, efforts can be made across the dimensions of “rule-information-decision-response” by strengthening institutional development and capacity building, so as to enhance the overall emergency management capabilities of organizations.

Key Words Emergency Response Failure; Safety Production; Accident Investigation Reports; Grounded Theory; Case Analysis

How Do the Interaction Between Grid Managers and Residents Strengthen the Co-Production of Urban Safety Hazard Investigation? An Empirical Study of 456 Towns and Streets in China

..... Zhaoge Liu, Xiangyang Li & Limin Qiao

Abstract In the government-citizen co-production of urban safety hazard investigation, the construction of safety grid is playing a crucial role, and its effectiveness cannot be achieved without the continuous and effective interaction between grid managers and residents. This article takes urban fire safety as an example, based on monthly panel data from 456 towns and streets in five representative cities in China from 2021 to 2023, combined with activity theory, to study how grid manager-resident interaction affects co-production of urban safety hazard investigation from three aspects; social distance, knowledge tools, and division of labor constraints of two types of subject interaction. The statistical analysis results show that: (1) In the interaction process between grid managers and residents, the social distance between the two types of subjects will significantly increase the scale and quality of residents reporting safety hazards; (2) The effective deployment of knowledge training and digital platforms can enhance the ability of residents to identify safety hazards and grid managers to handle them, significantly enhancing co-production; (3) The division of labor among grid managers constrains the opportunities for interaction between grid managers and residents, reducing the scale of residents reporting safety hazards; (4) Heterogeneity analysis found that the interaction between grid managers and residents has a more significant impact on the co-production within small and medium-sized, high-risk towns and streets. The discussion of empirical results helps to understand the driving mechanism of co-production from the perspective of grid manager-resident interaction, enriches the theoretical research on urban safety hazard investigation and co-production, and helps local governments better play the role of diverse subjects such as citizens in urban safety management, and better implement the overall goal of joint governance, joint construction, and shared benefits.

Key Words Urban Safety; Hazard Investigation; Co-Production; Grid Manager and Resident Interaction; Activity Theory

Demand Driven, Attention Traction, and the Spillover Effects of Government Crisis Learning

..... Yun Tang, Ying Wang & Yaoyao Hong

Abstract “When one region experiences an accident, multiple parties learn from it; when one area has hidden risks, the entire nation takes warning.” This reflects the spillover effect of crisis learning by the Chinese government, where non-incident local governments can also conduct effective crisis learning from major accidents, achieving knowledge spillover from incident to non-incident areas. So, what is the actual effect of this spillover in government crisis learning? What is its underlying mechanism? By manually collecting safety production data from 273 prefecture-level cities across China from 2010 to 2022 and analyzing it through spatial econometric models, the study finds that after major accidents, not only do incident-area governments engage in crisis learning with direct effects, but non-incident-area governments also conduct effective crisis learning, demonstrating significant spillover effects. The spillover effect of crisis learning is driven by safety demands and guided by safety attention allocation. Compared to public safety demands, government safety demands more effectively drive non-incident-area governments to undertake crisis learning. Additionally, non-incident-area governments focus more on the “relative value” of differences in safety attention allocation with higher-level governments rather than the “absolute value” of such allocation. Greater hierarchical disparities in safety attention allocation further motivate non-incident-area governments to engage in crisis learning. The intrinsic drive of safety demands (“I want to learn”) and the extrinsic guidance of safety attention allocation (“I have to learn”) jointly shape the spillover effect of government crisis learning. This study reveals and quantifies the spillover effect of crisis learning within China’s government, providing empirical evidence for understanding cross-organizational crisis learning.

Key Words Crisis Learning; Spillover Effects; Safety Demands; Safety Attention

●ARTICLES

Governance Context and Policy Choice: A Study on the Local Differences in the Path of Government Purchase of Home-Based Elderly Care Services

Bing Guan & Xiao Lin

Abstract Local variations in policy types have long been a significant topic in policy research. This study takes the initial policy context of local governance as the core analytical variable, focusing on the domain of government procurement of home-based elderly care services. It seeks to explain why different cities adopt divergent policy types within the same field. Under conditions of limited resources, local governments implement distinct governance models to balance equity and efficiency in elderly care services, adjusting policy types in accordance with governance tasks. This process reflects both the constraints and driving mechanisms behind policy selection and adjustment. The study categorizes the government procurement of home-based elderly care services into three types: a social-oriented model led primarily by social organizations, a market-oriented model dominated by enterprises, and a hybrid model featuring a relatively equal mix of both. Shanghai, Chongqing, and Guangzhou are selected as representative cases for each of these three types. The findings indicate that, since the early 2000s, the initial practices and policy approaches to service procurement in these cities have laid the groundwork for their subsequent development. These early trajectories have reinforced local characteristics and shaped differentiated paths in elderly care service provision. In terms of policy implications, the paper underscores the importance of adopting context-specific models for the delivery of elderly care—and public services more broadly—while advocating for dynamic policy adjustments to achieve a sustainable balance between equity and efficiency.

Key Words Home-based Care; Government Purchase of Services; Initial Policy; Governance Context

How Does M-Government Usage Improve Government Trust: A Study of Causal Inference and Mechanism Testing

Wanlei Mao

Abstract Improving government trust in the digital age requires a full understanding of the complex role of information technology. Whether M-government, as a new development and future trend of

E-government, can improve government trust still faces dual challenges: reverse causation and insufficient empirical evidence. Based on the performance theory, this paper proposes that M-government usage can improve government trust, and empirically tests the causal relationship and influence mechanism. Based on survey data from the early development stage of M-government, this paper finds that: first, there is a clear bidirectional causality problem between M-government usage and government trust in the theoretical context and quantitative relationship. But this paper confirms that M-government usage can improve government trust by the instrumental variable analysis. PSM analysis also shows that high-frequency users have significantly higher government trust than low-frequency users. Second, the causal effect has a certain degree of group heterogeneity. High-frequency use has a greater impact on men than on women, and more on members of the CPC than on other groups; it has a significant impact on non-public officials, but not on public officials; as educational attainment increases, the effect becomes greater. Finally, the mechanism analysis based on the model of public sense of gain indicates that the influence of usage intensity on government trust is not only fully mediated by the three types of service satisfaction, but also the public sense of gain and the three types of service satisfaction play a chain mediating role. This paper proposes the “Performance Law” to unify the explanations for causality, group heterogeneity, and influence mechanisms. That is, technology-driven service performance improvement profoundly affects users’ government trust, and the improvement of public sense of gain is the key mechanism. This paper not only deepens the theoretical understanding of the relationship between technology and trust, but also provides useful and solid empirical evidence for improving government trust in the digital age.

Key Words Government Trust; M-government; Performance Law; Causal Inference; Mechanism Testing

The Connotation, Formation Mechanism and Governance Strategy Based on Behavior Public Policy of Health Behavior Failure Ju Sun, Wenjing Han & Haomiao Li

Abstract It is of great practical significance to improve the effectiveness of health intervention in promoting the construction of healthy China. The key is to take effective measures to bridge the gap of individual “intention-behavior”, so the study of health behavior failure is extremely necessary. The paper first sorts out and grasps the basic connotation and current situation of health behavior failure. Secondly, theoretically analyzes the key influencing factors of health behavior failure, and constructs an integrated analysis framework of the formation mechanism of individual health behavior failure from the four dimensions of “rational-emotion-ability-situation”. Then, discusses the logic and advantages of managing health behavior failure from the perspective of behavioral public policy. Finally, under the framework of “subject-tool-narrative” three-dimensional governance elements, different governance subjects, governance tools and narrative methods are dynamically combined according to the differences in governance dimensions and governance objectives, and a governance strategy of health behavior failure is formed to deal with different causes. Such as cognitive bias correction strategies, social support guidance strategies, ability core cultivation strategies, behavioral inertia breaking strategies, etc.

Key Words Health Behavior Failure; Basic Connotation; Formation Mechanism; Behavioral Public Policy; Governance Strategy

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