

A NEW READING
COURSE OF MPA
ENGLISH

主编 陈世丹
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新编MPA英语
阅读教程
(第三版)

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MPA English

A New Reading Course of
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前言

2001年,我国开办公共管理硕士(Master of Public Administration, MPA)教育。根据全国公共管理硕士(MPA)专业学位教育指导委员会对MPA核心课程的要求,全国各承担公共管理硕士教育项目的大学都开设了公共管理应用英语课程。本着公共管理硕士教育项目为政府部门和非政府公共机构培养高层次、应用型专门人才的宗旨,公共管理应用英语的课程教学将英语语言教学和公共管理专业教学及公共管理实践有机结合起来,着重培养MPA学员的英语听、说、读、写、译能力。

根据公共管理硕士教育项目的培养目标,要求学员具有阅读公共管理专业英语文献的能力。本书的编写遵循以下原则:第一,根据MPA学员工作中对英语的需要,强调实用性和专业性;第二,跟踪国内外公共管理科学进展,选择当代经典的公共管理专业文章,按照专题编写难易程度、篇幅长短适中的课文;第三,加强学员对公共管理专业常用英语词汇的掌握和课文内容的理解,增强MPA学员阅读公共管理专业英语文献的能力。

本教材由12个单元构成:

- 第一单元 公共管理的定义
- 第二单元 公共政策及其管理
- 第三单元 彻底改造政府机构
- 第四单元 政府间关系
- 第五单元 管理与组织理论
- 第六单元 管理主义与绩效管理
- 第七单元 领导与责任
- 第八单元 人事管理
- 第九单元 荣誉与道德规范
- 第十单元 生产力评估与测量
- 第十一单元 公共行政中的战略计划与管理
- 第十二单元 社会公正

每个单元由围绕一个特定主题的两篇课文组成。课文A代表公共管理某个领域的研究成果或公共部门管理的经验,语言有一定难度,供教师和学员们课堂教学使用。课上讨论围绕一定的问题展开,旨在提高MPA学员用英语思考和分析公共管理领域问题的能力。为了方便教学,课文A后配有生词、短语表和注释(难句解析和参考译文)。课后练习包括:重要新词汇和短语使用、课文和课外短文阅读理解、重点段落翻译、理论与实践相结合的命题作文,目的是加强学员对新知识的应用能力、对课文和课外文章的阅读理解能力、英汉翻译能力和英语写作能力。课文B主要反映这个领

域或相关领域的观点,语言相对简单,供学员们课外自学使用。在全书最后配有总词汇和短语表、课文 A 的参考译文,供学员们自主学习使用。每学期 18 个教学周,每周 2 个学时(也可集中为 9 个教学周,每周 4 学时),教师和学员们可在教学周内完成 12 个单元的教学,留下 1 周复习考试。教师们也可根据学员们的实际情况(英语基础或研究兴趣),选讲其中的某些单元。

本教材可作为 MPA 学员的精读或泛读教材,也可作为大学相关学科本科生、研究生、公共管理领域研究者和公共管理人员的参考读物。

编者

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Unit

1

Defining Public Administration

Questions for Preparation:

1. How would you define public administration in one phrase, one paragraph, or an essay?
2. Is public administration an amalgam of various areas of study or a field unto itself?
3. Is public administration a profession or just an occupation?

T E A X T

Managerial Definition of Public Administration

Public administration is so much a branch of management that many graduate schools of management (or business or administration) are divided into public and private—and now increasingly nonprofit—programs. Its legal basis allows public administration to exist, but without its management aspect, not much of the public's business would get alone.

Public Administration Is the Executive Function in Government

Whether they are republics or constitutional monarchies, it is government agencies putting into practice legislative acts that represent the will of the people. According to Alexander Hamilton, writing in *The Federalist*, No. 72, “The administration of government...in its most usual, and perhaps most precise signification...is limited to executive details, and falls peculiarly within the province of the executive department.” In dictatorial regimes similar agencies do the bidding of the people who hold power. But the process is far more interactive and dynamic than any separation of powers diagram would suggest. While the executive, legislative, and judicial branches are separate and distinct in the United States, all sides struggle to influence the others. A president, governor, or mayor is constantly recommending new programs to the Congress, state legislature, or city council. Modern government executives at all levels do not meekly sit back and merely “execute” the will of the legislature. They actively compete to influence that will and to fight for the enactment of programs they are anxious to implement. Because this can lead to dramatic and highly publicized confrontations, the impression is often given that this is what executives do: fight for new legislation, fight for the annual budget, and fight for or against various interest groups. The reality is far less dramatic and more mundane. Most of what an executive does is to manage existing programs, to run the bureaucracy. This work is virtually invisible to the public except when something goes wrong and the media circus begins.

Public Administration Is a Management Specialty

Management refers both to the people responsible for an organization and to the running

process itself—the use of numerous resources (such as employees and machines) to accomplish an organizational goal. Top managers make the big decisions and are responsible for the overall success of the organization. In government the top managers are always the political leaders of society whether they gain power by election, appointment, or assassination. When a new President comes into office in the United States, he or she may appoint persons into approximately 3,000 jobs as the top managers who will be responsible for implementing policy. These appointees, while functioning as top managers significant management responsibilities, are seldom professional managers and seldom think of themselves as management experts. They tend to be simply old friends, political-party loyalists, campaign contributors, and representatives of interest groups.

Consequently, the public administrators of a jurisdiction (the actual management specialists) are to be found in the vast area of middle management—the group responsible for the execution and interpretation of top-management policies and for the day-to-day operation of the various organizational units. These individuals often have advanced degrees in general fields such as public administration or business administration or technical fields such as public health or social work. These are the people who have made the management of government programs their life's work. They typically have supervisory or first-level managers—those responsible for the final implementation of policies by rank-and-file employees—reporting to them. These middle managers, despite their disparity in functions and technical backgrounds, largely continue the management specialty of public administration. They spend their working lives fighting as officers in the administrative wars started by their political leaders.



Public Administration Is Mickey Mouse

This otherwise innocent cartoon rodent has lent his name as a pejorative term for many aspects of governmental administration. When Disney's famous mouse made it big in the 1930s, he appeared in a variety of cartoon shorts that had him building something (such as a house or a boat) that would later fall apart, or generally going to a great deal of trouble for little result. So Mickey gradually gave his name to anything requiring considerable effort for slight results, including many of the Mickey Mouse requirements of bureaucracy. The term is also applied to politics or regulations felt to be needless, insane, silly, or mildly offensive. For example, President Ronald Reagan used the term to good effect when he complained in 1982 that "the United States government's program for arriving at a budget is about the most irresponsible Mickey Mouse arrangement that any government body has ever practiced."

Mickey Mouse is often used to mean *red tape*, the symbol of excessive formality and attention to routine. This has its origins in the red ribbon with which clerks bound official documents in the nineteenth century. The ribbon has disappeared, but the practices it represents linger on. Herbert Kaufman of the Brookings Institution found that the term "is applied to a bewildering

variety of organizational practices and features.” Organizations create and retain such seemingly rigid “practices and features” because they promote efficiency and equity on the whole—even though this may not be true in many individual cases. After all, “one person’s ‘red tape’ may be another’s treasured procedural safeguard.” Kaufman concluded that “red tape turns out to be at the core of our institutions rather than an excrescence on them.”

Public Administration Is Art, Not Science—or Vice Versa

Some people have a gift for administration. We have all met such natural administrators. They are not only perpetually organized but have a knack for getting people to work together harmoniously. The administrative art is judgment, panache, and common sense. But the artist is useless without tools—without the technical skills (the science) that allow for the digestion and transference of information. Nothing is more pointless than to argue whether the practice of public administration is more art or science. It is inherently both. Of course, the more science you have, the better artist you’ll be. But “book learnin’” won’t make you an artist if you don’t possess an element of the gift in the first place.

At the beginning of the American Civil War, Henry Wager Halleck was perhaps the most knowledgeable northerner on the art and science of war. His textbook *Elements of Military Art and Science* (1846) and translations of foreign military texts were used at West Point, where he taught. He was nicknamed “Old Brains,” and much was expected when he was given a field command. But while he knew all the sciences, he just didn’t have the art to be a leader in actual battle. Although he ended up as the chief of staff of the U.S. Army, he is on nobody’s list of great generals. By contrast, Ulysses S. Grant, the winning general of the war, dismissed books on tactics as “nothing more than common sense.” He wrote in his *Memoirs* (1885) that he didn’t believe his officers “ever discovered that I have never studied the tactics that I used.”

So are you more likely to be an “Old Brains” Halleck—all science and no art, good at staff work but incapable of command—or a Grant—all art and no science, the archetypal line of officers? Just because you have a master’s or even a doctorate in public administration or a related field doesn’t mean that you can function as a high-level administrator. Being highly educated does not always equate with being professionally able. If your goal is to make it as a city manager or agency administrator, you may wish to avoid staff jobs. Get out there and run something! Gradually prove with progressively more responsible jobs that you are an artist, that you can cope with and thrive among the usual administrative chaos.

It is the same in all professions. You prepare yourself by doing smaller versions of the big thing you really want to do. Organizational theorist Antony Jay wrote of the advice traditionally given to aspiring actors: If you want to be a leading actor, you must only play leading parts—“much better to play Hamlet in Denver than Laertes on Broadway.” You thus learn “to lead a big organization by leading smaller ones.” But lead you must! When selection committees are seeking

a manager for a major agency, those with only staff experience are not as likely to make the short list of finalists. Appointing authorities may not have heard of the historical Halleck, but they have all seen a Halleck—and don't want to see one in the administrative structure of their group.

New Words and Expressions

legislative ['ledʒislətɪv] *adj.* (关于)立法的; 立法机关的 *n.* 立法权; 立法机关

executive [ɪg'zɛkjʊtɪv] *n.* 总经理; 行政部门; *adj.* 执行的; 管理的

dictatorial [dɪk'tɔ:riəl] *adj.* 独裁的; 专横傲慢的

regime [rei'ʒi:m] *n.* 政治制度, 政权, 政体

agency ['eɪdʒənsi] *n.* 代理; 机构

interactive [ɪntər'æktɪv] *adj.* 互相作用的, 相互影响的

recommend [rɪkə'mend] *vt.* 推荐

enactment [ɪ'næktmənt] *n.* (法律的)制定, 颁布

execute ['eksɪkjʊ:t] *vt.* 执行

implement ['ɪmplɪment] *vt.* 实施, 执行

publicize ['pʌblɪsaɪz] *vt.* 宣布; 发表

confrontation [kɒnfrən'teɪʃən] *n.* 对抗; 面对; 遭遇; 对峙

mundane [mʌn'deɪn] *adj.* 平凡的; 寻常的

bureaucracy [bjʊə'rɒkrəsi] *n.* 官僚主义; 官僚机构; 官僚政治

specialty ['speʃəlti] *n.* 专业, 专长

accomplish [ə'kʌmplɪʃ] *vt.* 完成; 达到(目的)

overall [əʊvər'ɔ:l] *adj.* 全部的; 全体的

approximately [ə'prɒksɪmətli] *adv.* 近似地, 大约

function ['fʌŋkʃən] *vi.* 有或起作用; 行使职责

loyalist ['lɔɪəlɪst] *n.* (对现政权)忠诚的人, (对统治者)效忠者

jurisdiction [dʒʊərɪs'dɪkʃən] *n.* 司法权; 管辖权; 管辖范围

supervisory [su:pə'vaɪzəri] *adj.* 监督的; 管理的

rank-and-file *adj.* 一般大众的

disparity [dɪ'spærɪti] *n.* 不同; 不等; 不一致

rodent ['rəʊdnt] *n.* [动] 啮齿目动物

pejorative [pi'dʒɔ:rətɪv] *adj.* 轻蔑的, 贬损的

shorts [ʃɔ:ts] *n.* 电影短片; 短裤

requirement [rɪ'kwaɪəmənt] *n.* 要求; 必要条件; 必需品

offensive [ə'fensɪv] *adj.* 无礼的, 冒犯的, 唐突的; 讨厌的

excessive [ɪk'sesɪv] *adj.* 过度的; 过分的

formality [fɔ:'mælɪti] *n.* 礼节; 拘谨; 正式手续

routine [ru:'ti:n] *n.* 例行公事; 日常工作

bewildering [bi'wɪldərɪŋ] *adj.* 让人困惑的

treasure ['treʒə] *vt.* 重视; 珍惜

procedural [prə'si:dʒərəl] *adj.* 程序的; 有关程序的

safeguard ['seɪfgɑ:d] *n.* 保护; 防护措施

excrecence [ɪk'skresns] *n.* 瘤, 赘生物

perpetually [pə'petʃuəli] *adv.* 永恒地; 终身地; 不断地

organized ['ɔ:gənaɪzd] *adj.* 有组织的, 有条理的

knack [næk] *n.* 诀窍; 巧妙手法

panache [pə'næʃ] *n.* 羽饰; 耍派头

digestion [dai'dʒestʃən] *n.* 消化; 领悟

transference ['trænsfərəns] *n.* 转送, 转让

pointless ['pɔɪntləs] *adj.* 无意义的

inherently [ɪn'hɪərəntli] *adv.* 天性地, 固有地

knowledgeable ['nɒlɪdʒəbəl] *adj.* 知识渊博的; 博学的

staff [stɑ:f] *n.* 参谋

winning ['wɪnɪŋ] *adj.* 获胜的; 胜利的

dismiss [dɪs'mɪs] *vt.* 解雇; 遣散; 驳回; 搁置

doctorate ['dɒktərɪt] *n.* 博士学位; 博士头衔

thrive [θraɪv] *vi.* 兴盛; 茁壮成长

finalist ['faɪnəlɪst] *n.* 决赛选手

do one's bidding 照某人命令办事

power diagram 功率图, 功率曲线

sit back 袖手旁观

fall apart 散开, 崩溃, 破碎

red tape 官样文章; 官僚习气

linger on 一直存在

arrive at 到达, 达到

authority [ɔ:'θɒrɪti] *n.* 权威; [复数] 当权者

in the first place 首先

an element of 一点点, 少许

rather than 而不是, 而非

book learning 书本知识

end up <非正> (以……) 结束; 最终成为 (变得)

equate with 把 (一事物) 和 (另一事物) 等同看待

vice versa 反过来也一样, 反之亦然

Notes

1. Public administration is so much a branch of management that many graduate schools of management (or business or administration) are divided into public and private—and now increasingly nonprofit—programs.

解析: 在 so...that... (如此……以致……) 这一结构中, 副词 so 修饰形容词, 表示程度, 引出结果状语从句。

译文: 公共管理很大程度上是管理的一个分支, 许多管理 (或商学或行政) 研究生院被分为公共的和私有的——而且现在越来越是非营利的——计划。

2. Whether they are republics or constitutional monarchies, it is government agencies putting into practice legislative acts that represent the will of the people.

解析: 本句中, Whether...or... (关系代词“不管……还是……”) 引导了一个让步状语从句。主句 it is...that... 是一个强调句式, 表语 government agencies 先后被现在分词短语 putting into practice legislative acts 和关系代词 that 引导的定语从句 that represent the will of the people 所修饰。

译文: 无论是共和制国家还是君主立宪制国家, 政府机构行使立法活动代表了人民的意志。

3. Most of what an executive does is to manage existing programs, to run the bureaucracy.

解析: 此句中, 名词从句 what an executive does 做介词 of 的宾语, 句子的主语是名词 most (大部分)。两个动词不定式做句子的表语。

译文: 行政部门所做的大部分事情是管理现有计划, 运行政府机构。

4. These appointees, while functioning as top managers significant management responsibilities, are seldom professional managers and seldom think of themselves as management experts.

解析: 在 while functioning as top managers significant management responsibilities 这一分词短语中, 连词 while (虽然) 引导了一个表示让步的状语, 相当于 though they function as top managers significant management responsibilities 这样一个让步状语从句。

译文: 虽然这些被任命者作为最高管理者行使重要的管理职责, 但他们中很少是专业的管理者, 而且很少把自己看做管理专家。

5. When Disney's famous mouse made it big in the 1930s, he appeared in a variety of cartoon

shorts that had him building something (such as a house or a boat) that would later fall apart, or generally going to a great deal of trouble for little result.

解析: 连词 **When** 引导的时间状语从句中的短语 **made it big** 意为“获得成功”。关系代词 **that** 引导的定语从句中宾语 **him** 后面跟了两个现在分词短语 **building something** 和 **going to** 做宾语补足语。

译文: 当迪士尼的著名老鼠在 20 世纪 30 年代大获成功, 它出现在各种各样的动画短片中, 它或是建造后来崩溃的某物(如一幢小房或一只小船), 或是经常为了微不足道的结果而遇上大量的麻烦。

6. For example, President Ronald Reagan used the term to good effect when he complained in 1982 that “the United States government’s program for arriving at a budget is about the most irresponsible Mickey Mouse arrangement that any government body has ever practiced.”

解析: 在连词 **when** 引导的时间状语从句中, 由连词 **that** 引导的宾语从句含有一个由关系代词 **that** 引导的修饰 **Mickey Mouse arrangement** 的定语从句。

译文: 例如, 1982 年罗纳德·里根总统抱怨说, “美国政府为获得一项预算的计划简直就是任何政府组织所做的最不负责的米老鼠安排”。他使用“米老鼠”这一术语, 收到了很好的效果。

7. Gradually prove with progressively more responsible jobs that you are an artist, that you can cope with and thrive among the usual administrative chaos.

解析: 这是一个祈使句。谓语动词 **prove** 跟着两个由连词 **that** 引导的宾语从句。介词短语 **with progressively more responsible jobs** 做修饰谓语动词的方式状语。

译文: 逐渐地用日益增多的更负责的工作证明你是一个艺术家, 你可以处理这些管理乱局, 并在其中发展。

Exercises

I. Vocabulary.

A. Fill in the blanks in the following 10 sentences by using the words given on the list. Change the forms of the words where necessary to fit the context. Use each word only once; not all of the words on the list will be used.

expert lead equity manage branch function continue formality agency
organization fight symbol promote bureaucracy chief