



PROFESSIONAL ENGLISH

FOR PUBLIC ADMINISTRATION

公共管理专业英语

李丹 主编



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前 言

专业英语又称科技英语，在许多国家已成为现代英语的一个专门领域。在语法结构和词汇方面均形成了特有的习惯用语、特点和规律。据了解，英、美、日、德等国以及许多发展中国家，都已建立起科技英语的教学和研究机构，出版了许多期刊和专著。我国目前也已建立起相应的教学中心，许多大学也根据专业方向设立了专业英语。

大量实践证明，不能用基础英语取代专业英语。随着全球化的发展以及国际学术交流范围的日益扩大，一个专业若想取得快速、稳定、高质量的发展，拓展国际视野，培养出高水平、有后劲的人才，需要重视专业英语的教学。

我国在调整专业设置后，突出了公共管理专业的地位，公共管理专业英语教学也受到越来越多的关注。编写系统性、全景性、规范性、实用性、时代性都较强的公共管理专业英语教材，对于提升公共管理专业教学质量，提高学生的专业水平和外语能力具有重要的现实意义。

本书就是在这样的背景下编写的。总体而言，本书注重突出以下几方面特点。

一是专业性。本书以公共管理相关理论为核心，强化专业英语训练，使学生掌握本专业的基础词汇和专业理论，熟悉本专业理论的发展过程及主要理论流派，能够阅读专业文献，了解专业文书的写作，为以后的学习研究和工作的打下坚实的基础。在介绍经典理论和文献时，特别提炼或节选各理论流派的主要观点和核心理论，避免因难度过大而使学生丧失学习的兴趣。

二是实用性。专业英语教学的最终目的是学以致用，培养学生在工作、生活中运用英语的实际能力。因此，本书特别注重理论与实践的结合，在内容上创新性地增加了与公共管理实践密切相关的实用英语，如：党和国家主要机构的英语介绍、专业文书的英语写作、商务信函的英语写作等内容，提高学生应用专业英语的实践能力和技巧。此外，还编写了与公共管理专业学习相关的实用英语，如毕业论文写作中涉及的英文翻译、英文文献的查阅整理等，为学生的专业学习提供帮助。

三是趣味性。为拓宽学生的知识面并提高其学习专业英语的兴趣和积极性，本书还特别附上了与我国国情密切相关的“中国特色词汇”等内容，如“社会主义和谐社会”（Socialist Harmonious Society）、“社会主义核心价值体系”（The Socialist Core Value System）等。

本书不仅可作为高等学校公共管理专业的教材，也可供任何对公共管理专业英语感兴趣的人士学习参考。

本书由李丹统稿。参加编写的有：李丹（第二章、第三章、附录）、张晓杰（第四章、第五章）、李兴超（第一章、第六章）。

本书的出版得到了东北大学“十二五”规划教材建设立项的资助，在编写过程中，得到了东北大学出版社刘振军编辑、孟颖编辑的大力帮助与支持，在此表示衷心的感谢。同时，本书引用了国内外诸多专家和学者的观点，在此一并表示深深的谢意。

由于编者的学识有限，书中难免存在缺陷和纰漏之处，敬请广大学术同仁和实际工作者提出宝贵意见。

李丹

2013年10月于东北大学

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Chapter 1 Introduction to Public Administration

1.1 Defining Public Administration

1.1.1 Administration

Public administration is an aspect of the more generic concept of administration. The English word “administration” is derived from “administer” which in turn is derived from the combination of two Latin words “ad” and “ministr” meaning “to serve” or “to manage”.

Many scholars have given different definitions of administration:

- According to Herbert A. Simon: “In its broadest sense, administration can be defined as the activities of groups cooperating to accomplish common goals.”
- According to Luther Gulick: “Administration has to do with getting things done; with the accomplishment of defined objectives.”
- According to D. Waldo: “Administration is a type of cooperative human effort that has a high degree of rationality.”
- According to F. M. Marx: “Administration is a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretelling everything to the contrary.”

The above definitions make it clear that administration has two essential elements, a collective effort and a common purpose. Thus, administration means a cooperative effort of a group of people in pursuit of a common objective.

1. 1. 2 Public Administration

Public administration, developed in the early 1900s, is a special field of study within the academic discipline of political science. It emphasizes the structure and operation of bureaucracies and organizations, including budgeting, personnel, and formal and informal internal controls. Some public administration programs include study of the special management skills required in governmental (as distinct from private) organizations.

It's always hard to make a simple, clear and precise definition to academic subjects, this also happens to public administration.

- According to Woodrow Wilson: "Public administration is detailed and systematic execution of law. Every particular application of law is an act of administration. Administration is the most obvious part of the government; it is the government in action; it is the executive, the operative, the most visible side of the government."
- According to L. D. White: "Public administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy."
- According to Luther Gulick: "Public administration is that part of the science of administration which has to do with government and thus concerns itself primarily with the executive branch where the work of government is done, though there are obviously problems in connection with the legislative and judicial branches."
- According to Simon: "Public Administration is the activities of the executive branches of the national, state and local governments."
- According to D. Waldo: "Public administration is the art and science of management as applied to the affairs of the state. The process of public administration consists of the actions involved in affecting the intent or desire of a government. It is thus the continuously active, 'business' part of a government, concerned with carrying out the law as made by legislative bodies (or other authoritative agents) and interpreted by the courts, through the process of organization and management. The field of study-putatively a science or discipline-of public administration focuses upon public administration focuses upon public administration as a process."
- According to Frank Goodnow: "Administration includes the function of executing the law as well as the semi-scientific, quasi-judicial and quasi-business or commercial functions."
- According to Rosenbloom: "Public administration does involve activity, it is concerned with politics and policy-making, it tends to be concentrated in the executive

branch of government, it does differ from private administration, and it is concerned with implementing law. Public administration is the use of managerial, legal and political theories and processes to fulfill legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole or for some segments of it.”

- According to F. M. Marx: “Public administration has come to signify primarily the organization, personnel, practices and procedures essential to effective performance of the civilian functions entrusted to the executive branch of government.”

All these definitions explain us different dimension of the subjects. These definitions might confuse us and we might say that there is really no such subject as “public administration,” but rather that public administration means different things to different observers and lacks a significant common theoretical or applied meaning, or we might say that public administration is everywhere.

But two things definitely emerge from the above definitions. These are:

- The study of public administration overlaps a number of other disciplines, including political science, sociology, economics, psychology, and business administration. and
- Public administration is the use of managerial, political, and legal theories and processes to fulfill the goals of government (welfare of public).

Public administration can be broadly described as the development, implementation and study of branches of government policy. Today public administration is often regarded as including also some responsibility for determining the policies and programs of governments. Specifically, it is the planning, organizing, directing, coordinating, and controlling of government operations. Public administration is carried out by public servants who work in public departments and agencies, at all levels of government, and perform a wide range of tasks. Negative reactions toward the system and its officials will often use the term “bureaucracy” (i. e. government by the desk-holders), with connotations of an inflexible and unresponsive hierarchy that is unconcerned or ill-equipped in its fulfilment of public duties.

Vocabulary

generic	属的, 一般的, 类的
concept	概念, 观念
definition	定义
accomplish	实现, 完成
cooperative	合作的
rationality	合理性

budgeting	编制预算
personnel	人员, 人事
execution	执行
enforcement	执行, 强制
legislative	立法的
putatively	推定地
mandate	命令, 要求
connotation	内涵

FURTHER READING

Top Cited Articles of 2011 in Public Administration Review (PAR)

Public Administration Review (PAR), a bi-monthly scholarly journal, has been the preeminent journal in the field of public administration research and theory for more than 70 years.



Wicked Problems, Knowledge Challenges, and Collaborative Capacity Builders in Network Settings

Weber, Edward P. ; Khademian, Anne M.

Article first published online: 8 FEB 2008 DOI: 10.1111/j. 1540 - 6210.2007.00866. x

PUBLIC ADMINISTRATION REVIEW

The State and International Development Management: Shifting Tides, Changing Boundaries, and Future Directions

Brinkerhoff, Derick W.

Article first published online: 17 OCT 2008 DOI: 10.1111/j. 1540 - 6210.2008.00948. x

PUBLIC ADMINISTRATION REVIEW

Models of e-government: Are they correct? An empirical assessment

Coursey, David; Norris, Donald F.

Article first published online: 24 MAR 2008 DOI: 10.1111/j. 1540 - 6210.2008.00888. x

PUBLIC ADMINISTRATION REVIEW

Putting Together the Publicness Puzzle: A Framework for Realized Publicness

Moulton, Stephanie

Article first published online: 24 AUG 2009 DOI: 10.1111/j. 1540 - 6210. 2009. 02038. x

PUBLIC ADMINISTRATION REVIEW

Examining the Nature and Significance of Leadership in Government Organizations

Trottier, Tracey; Van Wart, Montgomery; Wang, Xiao Hu

Article first published online: 8 FEB 2008 DOI: 10.1111/j. 1540 - 6210. 2007. 00865. x

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1.2 Comparison Between Public Administration and Other Administration

1.2.1 Compared with Private Administration

The similarities between public and private administration are as follows:

- Many of the managerial techniques, methods and work procedures are common to both. In activities like accounting, statistics, office managements and procedures, and stocktaking both exhibit the same uniformity.
- Some of the practices, in vogue, in private administration have been influencing public administration, and are even assimilated by the latter.
- Both can improve only when improvements are aimed at and shortcomings are eliminated through search and investigation.
- The responsibility of the public official is, in a sense, the same as that of an official in a private enterprise, in as much as each aims at achieving results in his assigned field of work by getting things done through the efforts of other people and with material resources available.

In fact, in many countries, there is a growing interaction between the public and

private sectors. Candidates from private establishment have often been recruited to senior administrative positions in the government. To assist such personnel there is, as earlier observed, the “management” euphoria at one stage led to a blurring of distinction between public and private administration.

Yet, the two types are basically different, as discussed below :

(1) Purpose

The major purpose of public administration is to serve the public; hence general welfare and, in specific cases, public satisfactions are the ends that public administration must serve. By contrast, business administration is basically oriented toward earning profit for the business proprietors. Inability to earn profit will soon drive a private enterprise out of business.

(2) Adherence to Law

Public administration has to operate strictly according to law, rules and a regulation. Adherence to law brings in a degree of rigidity of operation in the public sector. There is always the fear of audit or accountability that acts as a constraint on performance. On the contrary, private administration is relatively free from such constraints of law and regulations. There are of course general laws regulating business, but individual business firms have considerable flexibility to adapt their operations to changing situations. This is possible because of their relative freedom from specific laws and rules that abound in public administration.

(3) Consistency and Impartiality

In public administration, any show of discrimination or partiality will evoke public censure or legislative commotion. Hence, the administrators are to be very consistent and impartial in their dealings with the public. In private administration, discrimination is freely practiced due to competitive demands. In the choice of products and in fixing prices, private administration overtly practices discrimination which is almost a part of business culture.

(4) Organizational Complexity

Public administration as organization is thus much more complex compared to business or private organization. Any unit of government administration is tied up with a network of allied public organizations and has to work in close interaction with them. A private organization by contrast, has more compactness, insularity and autonomy of action. Public administration has overarching responsibilities in terms of nation-building, and shaping the future society. It is therefore, much more value-oriented. Business organizations have to follow the guidelines laid down by the public authorities.

1.2.2 Compared with Business Administration

As a field, public administration can be compared to business administration, and the master of public administration (MPA) viewed as similar to a master of business administration (MBA) for those wishing to pursue governmental or non-profit careers. An MPA often emphasizes substantially different ethical and sociological criteria that are traditionally secondary to that of profit for business administrators.

The MPA is related to similar government studies including public affairs, public policy, and political science.

Differences often include program emphases on policy analysis techniques or other topical focuses such as the study of international affairs as opposed to focuses on constitutional issues such as separation of powers, administrative law, problems of governance and power, and participatory democracy.

Vocabulary

uniformity	一致
assimilate	理解, 消化吸收
assign	分配
euphoria	安乐感, 陶醉
regulation	规章, 条例
rigidity	刚硬, 严格
audit	审计, 核查
accountability	责任
constraint	约束, 限制
performance	履行, 绩效
flexibility	弹性, 灵活性
consistency	坚固性, 一致性
impartiality	公平, 公正
discrimination	差别, 歧视
partiality	偏爱
evoke	唤起, 引起
censure	责备, 谴责
commotion	骚动, 暴乱
compactness	紧凑, 坚实
insularity	孤立
autonomy	自治

FURTHER READING

National Association of Schools of Public Affairs and Administration (NASPAA)

NASPAA is the global standard in public service education. It is the membership organization of graduate education programs in public policy, public affairs, public administration, and public & nonprofit management. As of 2013, its 285 members—located across the U. S. and in 13 countries around the globe—award MPA, MPP, MPAff, and similar degrees.

NASPAA's twofold mission is to ensure excellence in education and training for public service and to promote the ideal of public service.

NASPAA is the recognized accreditor of master's degree programs in these fields.

Source: website of NASPAA available at

http: //www. naspaa. org/about_ naspaa/about/about. asp

1.3 Core Branches and Scope of Public Administration

1.3.1 Core Branches

In academia, the field of public administration consists of a number of sub-fields. Scholars have proposed a number of different sets of sub-fields. One of the proposed models uses five “pillars”:

- Human resource management is an in-house structure that ensures that public service staffing is done in an unbiased, ethical and values-based manner. The basic functions of the HR system are employee benefits, employee health care, compensation, etc.
- Organizational Theory in public administration is the study of the structure of governmental entities and the many particulars inculcated in them.
- Ethics in public administration serves as a normative approach to decision making.
- Policy analysis serves as an empirical approach to decision making.
- Public budgeting is the activity within a government that seeks to allocate scarce

resources among unlimited demands.

1.3.2 Scope of Public Administration

The views of L. D. White and traditionalist on the one hand and those of Gulick and the scientific management school on the other hand differ regarding the nature and scope of public administration. Hence, we should understand various perspectives about the scope of public administration.

Following are the three important perspectives about the scope of public administration.

- Narrow perspective or POSDCORD perspective.
- Broad perspective or subject matter view.
- Prevailing view.

(1) Narrow perspective or POSDCORD perspective

Luther Gulick is the main exponent of this perspective. According to him the scope of public administration is narrow or limited. It is also regarded as POSDCORD view. It insists that the public administration is concerned only with those aspects of administration which are related with the executive branch and its seven types of administrative functions.

These seven types of functions which shows the scope of public administration are as follows:

- “P” stands for planning. Planning is the first step of Public Administration. i. e. working out the broad outline of the things that need to be done.
- “O” stands for organization. It means establishment of the formal structure of authority through which the work is sub-divided, arranged and coordinate for the defined objective.
- “S” stands for staffing. It means the recruitment and training of the staff and maintenance of favourable conditions of work for the staff.
- “D” stands for directing. It means the continuous task of making decisions and embodying them in specific and general orders and instructions, and thus guiding the enterprise.
- “Co.” stands for coordination. It means interrelating the various parts of organization such as branches, divisions, sections of the work and elimination of overlapping.
- “R” stands for reporting. It means informing the authority to whom the executive is responsible as to what is going on.
- “B” stands for budgeting. It means accounting, fiscal planning and control.

POSDCORB perspective about the scope of public administration is limited and narrow. It stressed on the tools of public administration. It does not show the substance of

administration. It is a technique oriented perspective, not a subject oriented.

(2) Broad perspective or subject - oriented perspective

Woodrow Wilson and L. D. White are main exponents of this perspective. They have taken a very broad approach about the scope of public administration.

According to them:

- Public administration covers all three branches of the government: Legislative, Executive and Judicial and their interrelationship. Legislative organ makes the laws, Executive organ of the government implements the laws, and Judicial organ of the government interprets the laws. There is interrelationship between these three organs.
- Scope of public administration is like a cooperative group. It consists of all from class one officer to class four employees.
- Public administration is a part of the political process. It has an important role in the formulation of public policy at all levels, from national to grassroots. It is closely associated with numerous private groups and individuals in providing services to the community. It has been influenced in recent years by the human relations approach.

(3) Prevailing view

Prevailing view divides the scope of public administration into two parts: administrative theory and applied administration.

- Administrative theory.

It includes the following aspects:

- a) Organizational theory. The structure, organization, functions and methods of all types of public authority engaged in administration, whether national, regional or local and executive.
- b) Behavior. The functions of administrative authorities and the various methods appropriate to different types of functions. The various forms of control of administration.
- c) Public personal administration. The problems concerning personnel e. g. recruitment, training, promotion, retirement etc. and the problems relating to planning, research, information and public relation services.

- Applied administration.

It includes the following aspects:

- a) Political function. It includes the executive-legislative relationship, administrative activities of the cabinet, the minister and permanent official relationship.
- b) Legislative function. It includes delegated legislation and the preparatory work done by the officials in connection with the drawing up of bills.
- c) Financial function. It includes total financial administration from the preparation of