

【商务专业英语系列丛书】

王关富 张海森 总主编

公共管理

专业英语

李柱国 主编



**Public Management
English Reader**

对外经济贸易大学出版社

公共管理专业英语

Public Management English Reader

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Public Management English Reader

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总 序

经济全球化及加入世界贸易组织给我们带来巨大的挑战,这种挑战不仅表现在我国企业在国际经营活动中必须遵守国际商业规则与惯例,同时还要求我国商界从业人员及在校学生必须提升自己的专业知识,学习国外先进的管理技术和经营理念,熟悉国际商务活动的行为规范,掌握娴熟的商务沟通技能,以实现与国际市场的真正接轨。而所有这一切的最终实现在很大程度上取决于他们直接用外语获取相关专业知识和水平以及商务英语交际的技能。为帮助在校学生、商界从业人员和有志于从事商务实践的人士实现这一目标,我们推出了“商务专业英语系列丛书”。

这套丛书的基本指导思想是:以商科各专业的知识框架为素材,用语言学习的方法将它们有机地编撰成有鲜明特色的教材,可适合各类不同的读者达到各自不同的目的。丛书包括:《工商管理专业英语》、《人力资源管理专业英语》、《国际商法专业英语》、《国际贸易专业英语》、《证券专业英语》、《银行专业英语》、《国际经济专业英语》、《国际营销专业英语》、《海关专业英语》、《国际投资专业英语》、《国际经济合作专业英语》、《旅游管理专业英语》、《饭店管理专业英语》和《公共管理专业英语》。

本套丛书有别于目前市场上种类繁多的商务英语书籍。在推出这套丛书之前,我们对商务英语图书市场进行了深入的调研与分析。这次调研发现市场上现有的商务英语类书籍多以阅读、写作和听说类为主,选材涵盖经济、工商、金融、贸易等。其特点之一是涉及的专业内容缺乏系统性和完整性,编写的出发点主要在语言上。当然,市场上也有一些以专业知识为内容的教科书,但它们往往都是零散的,很难满足不同背景读者的不同需要;偶尔上市的这类系列丛书,要么系统性不强,要么只重专业知识或只重语言学习,鲜有两者有机结合的。因此,目前读者特别需要一套系统性强、专业知识与语言技能训练兼容、能满足不同读者需要的丛书。

正是基于上述需要,我们精心策划了这套“商务专业英语系列丛书”。本系列丛书具有十分鲜明的特色,主要有:(1)目的:为具有专业背景的学生和读者

提供学习商务英语和提高实际交流能力的有效学习途径，同时英语语言类专业背景的学生和读者可以学习相关专业的基本原理和框架性专业知识；(2) 选材：涵盖各相关专业的基本知识，专业内容具有代表性，语言规范标准；(3) 构架：专业知识和语言训练的最佳结合，除了专业知识外，还配有阅读理解问题、专业术语、常用短语、要点综述、相关背景知识和注释以及丰富多彩的练习。

本套丛书的编写者来自对外经济贸易大学、北京外国语大学、中国人民大学等多所高等院校，他们都兼有商科和语言类的学历与学位，而且都是从事商科或商务英语教学与研究多年的资深学者，具有各自专业扎实的知识基础和丰富的教学经验。能有那么多出类拔萃的优秀学者参与编撰这套丛书是我们的极大骄傲和荣幸，同时也是广大读者可以对本套丛书寄予期望和信任的有力保证。

在这套丛书的编写过程中，对外经济贸易大学校长陈准民教授给予了关注和支持；对外经济贸易大学出版社刘军社长高度重视；出版社宋海玲编辑则投入了大量的时间与精力，为丛书的推出作出了重要贡献。我们在此对他们一并表示衷心的感谢。

最后，希望广大读者对使用本套丛书过程中所发现的不足与问题给予指正。

对外经济贸易大学

王关富

2005 年 1 月于惠园

前言

《公共管理专业英语》是为高等院校行政管理专业的本科生及研究生编写的专业英语教材,也适用于政府机关、行政机构及相关专业培训机构针对公务员进行的高级专业英语培训。本教材凝聚了公共管理、公共经济学、行政法学、财政学等多门公共管理专业课教师的心血及其多年的授课经验。编者都是英语纯熟,使用外语或双语教授公共管理专业课程的教师。编者在教材的编排上特别注意将“用英语深化专业知识”与“通过专业学英语”二者有机地结合起来,在认真总结公共管理专业及外语学习的教学规律的基础上,将外语学习与专业课学习充分融合,使学生的英语水平和专业知识在学习过程中得到同步提高和深化。

本书共有17单元,包括公共管理、行政法学、公共经济学、财政学、公共部门人力资源管理等内容。每个单元包括背景情况、课文正文、注释、词汇及特色课后练习。教材内容主要选自国外公共管理相关的经典教科书、知名学者论著、热点问题研究以及近年来颇具国际影响力的学术论文及国际研讨会资料。编者对原材料进行了一定程度的筛选、编辑和修改,以求更好地满足教学要求。

本书在编写过程中特别注重理论与实践相联系,突出教材的应用性及实证性。每课的课后练习都注重对学生听、说、读、写、译能力的培养和强化,其中专题讨论、模拟场景、专业写作等练习更强调了学生专业英语的应用能力与技巧。

本书在编写过程中,一直得到对外经济贸易大学公共管理学院院长郑俊田教授的大力支持和指导。崔鑫生、徐晨、邹伟康、张维亮等教师分别负责有关章节的编写,在此对他们的辛勤劳动谨表谢忱。

为了急学习专业英语学生之所需,我们在有限的时间内完成了本书的编写工作。由于编写仓促,不足之处在所难免,敬请指正。

编者

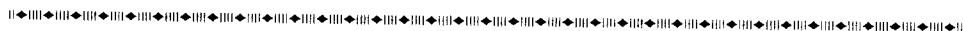
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Unit One



Public Administration (I)

Background

本单元主要针对公共管理定义的不同看法来说明公共管理着重不同的价值观念及公共管理的涵盖范围;分析公共管理与私人管理不同之处;强调公共管理的公共应从宪法、行政法、权力分散、公共利益、公共选择、公共产品、权威、行政规定与服务等方面来进一步理解;并说明它们之间的相互关系及对公共管理的影响;强调管理对公共管理的影响,强调了解公共管理的公共与私人的关系应从机构、利益及准入三方面分析入手;说明公共的机制概念、规范概念、组织概念及其历史发展和运用对公共的影响。通过对本单元的学习,可以了解公共管理概念的不同表述方式及看法,并从不同角度了解公共管理强调各自的价值观念及在不同环境下的不同内涵,同时了解影响公共管理的诸多因素。

读者也可从管理、政治、法律进一步分析和了解公共管理,因这三方面不仅与宪法分权密切相关,同时也渗透在美国政治文化之中。在西方政治思想体系中也领略其根深蒂固之处。每个方面都有其核心价值与实现价值的途径,并对美国甚至全球范围内的政治、经济、社会、技术等的变化作出反应。这些变化也是过去二十年美国公共管理的特征。

Warm up:

1. Who are the public administrators?
2. Do you know the market force?
3. Do you think public administration should be exercised by government?
4. As a citizen, do you concern about public administration?



Text A



The Practice and Discipline of Public Administration

Some Definitions

Public administration, like many human endeavors, is difficult to define. Nonetheless, we all have a sense of what it is, though we may disagree profoundly about how it should be carried out. In part, this is because public administration covers such a vast amount of activity. Public administrative jobs range from the exploration of outer space to sweeping the streets. Some public administrators are highly educated professionals, who may be at the forefront of their fields of specialization; others possess few skills that differentiate them from the mass of the citizenry. Some public administrators make policies that have a nationwide impact and may benefit millions of people*; others have virtually no responsibility for policy making and simply carry out mundane governmental tasks like word processing, filing, and record keeping. Public administrators are doctors, lawyers, scientists, engineers, accountants, budgeters, policy analysts, personnel officers, managers, clerks, keyboarders, manual laborers, and individuals engaged in a host of other occupations and functions. But knowing what public administrators do does not resolve the problem of defining what public administration is.

At first glance, one might be inclined to ignore the problem of defining public administration. It was pointed out some time ago that any one-paragraph or even one-sentence definition of public administration is bound to prove temporarily mind-paralyzing*. This is because public administration as a category is so abstract and varied that it can only be described in vague, general, amorphous, and somewhat competing terms*. Yet some attention to definition is important. First, it is necessary to establish the general boundaries and to convey the major concerns of the discipline



and practice of public administration. Second, the definition of public administration helps to place the field in a broader political, economic, and social context*. Third, consideration of the leading definitions of public administration reveals that there are three distinct underlying approaches to the field. For years the tendency of scholars and practitioners to stress one or another of these approaches has promoted confusion, because each approach tends to emphasize different values, different organizational arrangements, different methods of developing information, and radically distinct views of the individual citizen.

One can find a wide variety of definitions of public administration, but the following are among the most serious and influential efforts to define the field.

1. "Public administration . . . is the action part of government, the means by which the purposes and goals of government are realized*."

2. "Public administration as a field is mainly concerned with the means for implementing political values . . ."

3. ". . . Public administration can be best identified with the executive branch of government."

4. "The process of public administration consists of the actions involved in effecting the intent or desire of a government. It is thus the continuously active, 'business' part of government, concerned with carrying out the law, as made by legislative bodies (or other authoritative agents) and interpreted by the courts, through the processes of organization and management*."

5. Public administration: (a) is a cooperative group effort in a public setting; (b) covers all three branches — executive, legislative, and judicial — and their interrelationships; (c) has an important role in the formulation of public policy, and is thus part of the political process; (d) is different in significant ways from private administration; and (e) is closely associated with numerous private groups and individuals.

What conclusions can be drawn from the variety of definitions of public administration and their myriad nuances? One is that definitions of public administration are indeed mind-paralyzing. Another conclusion is 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. However, this perspective has limited appeal because the problem is certainly not that there is no public administration — we not only know it's there, but also are often acutely aware of its contributions or shortcomings. That we cannot neatly define the substance and process of public administration is hardly an excuse to concluding that the phenomenon is nonexistent, especially at a time when almost every society is seeking to improve its public sector operations.

Ironically, another conclusion that can be drawn from the multiplicity of definition is that, on the contrary, public administration is everywhere. Some have argued that there is no field or discipline of public administration per se because the study of public administration overlaps a number of other disciplines, including political science, sociology, economics, psychology and business administration. Although this approach contains a great deal of truth, in practical terms it is unsatisfactory because it leaves us without the ability to analyze coherently a major aspect of contemporary public life — indeed, one that was clearly a central political development of the twentieth century, namely, the emergence of large and powerful governmental agencies.

This article concludes that all the previous definitions are helpful. 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 the law. But we can be much more specific by offering a definition of our own: Public administration is the use of managerial, political, and legal theories and processes to fulfill legislative, executive, and judicial mandates for the provision of governmental regulatory and service functions. There are several points here that require further elaboration.

Emphasizing the Public in Public Administration

As you know, public administration differs from private administration in significant ways. The lines between the public and private sectors are often blurred, and several aspects of management and elements of law are generic to both sectors. However, on balance, public administration remains a separate enterprise. The reasons for this are outlined in the following pages.



Constitutions

In the United States, the federal and state constitutions define the environment of public administration and place constraints on it. First, constitutions fragment power and control over public administration. The separation of powers places public administration under three “masters”. We have become accustomed to thinking of governors and presidents as being in control of public administration, but in practice legislatures possess as much or more constitutional power over administrative operations. This is clearly true at the federal level, where Congress has the constitutional authority to create agencies and departments by law; fix their size in terms of personnel and budget; determine their missions and legal authority, internal structures, and locations; and establish procedures for human resources management. Congress has also enacted a large body of administrative law to regulate administrative procedures, including rule making, open meetings, public participation, and the gathering and release of information. The courts often exercise considerable power and control over public administration. They help define the legal rights and obligations of agencies and those of the individuals and groups upon whom public administrators act. They also define the constitutional rights of public employees and the nature of their liabilities for breaches of law or the Constitution. The judiciary has also been active in the restructuring of school systems, public mental health facilities, public housing, and prisons in an effort to make certain they comply with constitutional standards. Judicial review of agency activities is so extensive that the courts and public administrators are now “partners”. The extent of legislative and judicial authority over public administration leaves chief executives with only limited control over the executive branch, and far less authority than is commonly found in the hands of chief executive officers of private organizations, whether profit-seeking or not. The federal Constitution grants the president only two that he can exercise on his own: the power to ask department heads for their opinions in writing on various subjects and to make temporary appointments to vacant offices when Congress is in recess. In practice, of course, chief executives in the public sector now often exercise statutory powers given to them by legislatures — but legislative bodies almost always retain a strong interest in how public agencies are operating.



The separation of powers not only provides each branch with somewhat different authority over public administration but may also frustrate coordination among them. Basic political science tells us that chief executives, legislatures, and courts are responsive to different constituencies, political pressures, and time constraints. All three branches have legitimate interests in public administration. However, they often differ with regard to what they think agencies should do and how they ought to do it.

The federal constitutional framework also creates a system of federalism that allows overlap in the activities of federal, state, and local administrators. Often the federal government will create a program and rely on the states to implement it. Funding and authority may be shared. In practice, state agencies may be responsible to federal department to a greater extent than they are to state governor or state legislatures. The same may be true of local governments.

The federal courts also have a substantial impact on state and local administration. They define the constitutional or legal rights of citizens as they are affected by governmental activity. Over the years the federal courts have ordered extensive reforms in state and local prisons, mental health facilities, schools and personnel systems.

The separation of powers and federalism creates a complex environment for contemporary public administration in the United States. This complexity of fragmented authority is generally not matched in the private sector. Legal restrictions and requirements affect private management, but they do not fragment authority over it in the same way or to the same extent, nor do they provide so many parties with a legal right to observe and participate in private firms' policy decisions and other affairs.

Constitutional concerns are important in another way as well. They establish values in the public sector that frequently run counter to the values embodied in private management. Efficiency in government is often subordinated to political principles such as representativeness, accountability, and transparency. Efficiency is also trumped by legalistic considerations like due process. Remember that, with the exception of the Thirteenth Amendment, which prohibits slavery and involuntary servitude, the Constitution does not regulate relationships between private parties. Rather, it applies to relationships among units of government, such as Congress and the president or the federal and state governments, and to those between the public and



in government. Further, in most of the public sector, there is no genuine equivalent to the profit motive, so central to private enterprise. This brings us to a second aspect of the "publicness" of public administration.

The Public Interest

The governmental obligation to promote the public interest distinguishes public administration from private management. In a moral and basic sense, it must serve "a higher purpose." Even though it is often difficult to say precisely what is in the public interest, there can be no dispute about the obligation of public administration to consider it as a general guide for their actions. When they fail to do so, public administrators may rightly be criticized for placing personal or agency interests above those of the people as a whole. A central issue presented by public administration is assuring that public administration represent and respond to the interests of the citizenry. Otherwise, democracy may not prevail. Various regulations have been enacted over the years in an effort to assure that those exercising public power will not use it for narrow partisan or purely private gain or engage in subvention. Many public personnel systems in the United States and abroad place restrictions on the political activities of civil servants, some have comprehensive conflict-of-interest regulations, and all are concerned with the political loyalty of their employees.

By contrast, private firms are thought to best serve the general interest by vigorously pursuing their own economic interests. Their task is to be highly efficient and competitive in the marketplace. Profit not only is the bottom line, but the profit motive is viewed as a positive social and economic good. Private companies should not damage the health and safety of their workers or that of the general community. Nor should they damage or destroy the environment. By and large, however, it is assumed to be government's role to assure, through proper regulation, that the private sector does not harm society at large.

One way of summarizing this different perspective on the public interest is to think in terms of externalities — or aspects of the productive or service operations of organizations that do not enter into the agreement between buyer and seller. Pollution is a classic example of an externality. It is not accounted for in the sale of the product; that is, it is external to the market.



Historically, in the United States private firms have not always felt a moral or other non-legal obligation to avoid creating harmful externalities. For instance, damage to the environment was viewed as a cost to be passed off on society as a whole. Eventually, governments took steps to regulate harmful pollution and other environmental hazards. It also took steps to mitigate their effects. In contemporary public administration, there are few harmful practices with which, once recognized, government is not called upon to address. When one government agency creates a problematic condition, the public interest will almost inevitably demand that it or another governmental unit be empowered to combat it. Public administrators are called upon to take a wider view of their responsibilities, recognizing that harmful practices or by-products should not be "someone else's problem." This is partly why it is plausible to hold that "public administration is not a kind of technology but a form of moral endeavor."



Notes

1. Some public administrators make policies that have a nationwide impact and may benefit millions of people. 一些公共管理者制定影响全国并使千百万人受益的政策。
2. to prove temporarily mind-paralyzing 暂时证明令人头疼
3. This is because public administration as a category... terms. 这是因为公共管理作为一个范畴是如此的抽象和多样以至其只能用模糊、一般、不定型甚至对抗性的词语来描述。
4. to place the field in... context 置该领域于...背景之下
5. Public administration... is the action part of government, the means by which the purposes and goals of government are realized. 公共管理乃政府行为,是政府凭此实现其目标和目的的手段。This and the next four definitions can be found in *Public Administration: Concepts and Cases*, ed. Richard Stillman.
6. It is thus the continuously active, 'business' part of government, concerned with... through the processes of organization and management. 公共管理是一直活跃的政府商业行为,涉及执行通过组织和管理的过程由立法机关制定的并由法院解释的法律。



7. three "masters" 在这指立法、司法、执法。
8. the courts and public administrators are now "partners". 他们共同行使行政权力。
9. to be subordinated to 隶属于, 顺从于, 服从于
10. to be passed off on... 转嫁(成本)至……



Words and Expressions

endeavor *n.* 努力
profoundly *adv.* 深深地
administrator *n.* (公共)管理人员
specialization *n.* 专业化, 专业
differentiate *v.* 区分, 区别
impact *n.* 冲击, 影响
mundane *adj.* 平凡的
mind-paralyzing *adj.* 令人头疼的
abstract *adj.* 抽象的
vague *adj.* 含糊的
amorphous *adj.* 无定形的
convey *v.* 传达
underlying *adj.* 根本的
practitioners *n.* 从业者
distinct *adj.* 截然不同的, 独特的
interrelationship *n.* 相互关系
myriad *adj.* 无数的, 种种的
nuance *n.* 细微差别
ironically *adv.* 讽刺地
multiplicity *n.* 多种多样
per se *adv.* 本身
overlaps *v.* 与…交叠
coherently *adv.* 相关地
emergence *n.* 出现

mandate *n.* 命令, 要求
elaboration *n.* 阐述
generic *adj.* 一般的
blur *v.* 弄得不清, 变模糊
fragment *v.* (使)分裂
liabilities *n.* 责任, 义务
judiciary *n.* 司法部, 司法官
legislative *adj.* 立法的,
executive *adj.* 执行的
recess *n.* 休会
statutory *adj.* 法定的
frustrate *v.* 阻挠
legitimate *adj.* 合法的
representativeness *n.* 代表
accountability *n.* 问责性
transparency *n.* 透明度
trump *v.* 超出, 胜过
servitude *n.* 苦役, 劳役
publicness *n.* 公共, 公开
partisan *adj.* 党派的
subvention *n.* (政府的)补助, 津贴
externality *n.* 外部性
mitigate *v.* 使缓和, 减轻



Comprehensive Exercises

I. Questions about the Text

1. What do you think public administration should be?
2. From the variety of definitions of public administration, how will you understand the public administration?
3. Can you briefly illustrate the job coverage of public administration?
4. Which conclusion do you think is more appropriate? Why?
5. How do you think the constitutions empower the public administrators to exercise public administration?
6. Can you describe some aspects of problems caused by the separation of powers?
7. What is the public interest?
8. Does private administration show concerns over the public interest?

II. Discussion

Topic One: How should public administration be defined?

Topic Two: In what way do you think that public administration differs from private administration?

Topic Three: In what ways will the public interest be promoted by the public administration?

III. Translation

1. Translate the following paragraph into Chinese:

Public administration is the device used to reconcile bureaucracy with democracy. Public administration is a broad-ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well as to encourage public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency, and the deeper human requisites of the citizenry. Admittedly, the preceding sentence is itself rather broad ranging and amorphous, but for our purposes, it will suffice.