

公共管理系列教材

GONGGONG GUANLI XILIE JIAOCAI

主编 郭 强 房定坚 副主编 丁美芳

Gonggong Guanli Yingyu Jiaocheng

# 公共管理英语

# 教程



同济大学出版社

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郭 强 房定坚 主编

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## 主编简介

**郭强** 英语语言文学硕士。MPA, MBA英语课程主讲教师, 为硕士生、博士生开设高级口语、国际会议交流、科研论文写作等课程, 被评为同济大学优秀青年教师。现任校外事办公室主任助理, 负责英语地区的国际交流与合作。



**房定坚** 同济大学外语学院教授, 全国研究生英语教学研究会理事。长期从事英语专业、大学英语、研究生英语教学、科研工作, 研究方向是英语教学、英美文学。发表论文十多篇, 主要论文: 《塞林格与中国文化》、《美国诗人斯奈德的禅学因缘》、《Shelley and Wang Wei: Their Views about the Existing World》等。主编、参编《21世纪研究生英语》、《新编商务英语》、《大学英语翻译》等教材多部。

# 公共管理系列教材

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## 总 序

公共管理是以政府为核心的公共部门,运用管理学、经济学、法学、社会学、政治学、系统科学等多学科的理论与方法,对公共组织和公共事务进行有效治理的管理活动。它与工商管理一起,被认为是推动现代社会进步的两个“车轮”。现代公共管理的教育和研究于20世纪初在西方兴起,迄今已有100多年的历史。它来源于现代机器工业大生产对政府管理科学化、专业化的需要。当代公共管理学呈现出一种多层次和多方向发展的趋势,其核心理论与研究思维正在向复杂、系统、综合集成的科学方向发展,关注解决复杂的公共管理、社会治理和公共政策问题。

经过近20多年稳定的持续发展,中国已从内向型为主的经济体系向全球性经济体系转变,从乡村—农业化社会向城市—工业化社会转变,从社会主义计划经济体制向社会主义市场经济体制转变。经济社会的发展与转型,特别是以人为本、树立全面协调可持续发展的科学发展观推动着公共管理变革。管理复杂、多变、动荡的全球性公共事务、城市事务、经济和社会事务,需要公共组织的再造、公共管理体系的转变和政府管理质量的持续提高,而良好的公共管理则是建设和谐社会的要素之一。

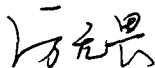
巨大的社会需求促进了公共管理教育和研究的发展。在短短的几年内,我国公共管理的学科和专业建设逐步完善,研究队伍日益壮大,研究机构不断充实,研究成果大量涌现。但是与社会快速发展的需求相比,目前我们的公共管理理论还不能有效地指导改革实践、引导管理改进;本土管理经验提升到理论层次的还比较少;在国际公共管理学界尚未形成中国流派;公共管理专业的教育还不能满足社会的要求等等。这也表明,我们的公共管理教育和研究有着相当大的发展空间。

同济大学秉着“唱国际歌,走同济路”的理念,注重国际化和本土化有机结合,积极推进公共管理教育和研究的发展。同济大学是中国公共管理专业硕士(MPA)教育第一批试办院校之一。经过几年的努力,同济大学的公共管理教育和研究逐步形成了自身的特色和优势。其战略目标是立足上海、服务长三角、辐射全国、影响亚太地区,打造具有中国特色的、专业化的公共管理教育培养体系。其特色是以经济学和管理学为学科基础,重视理论与实务相结合,重视本土管理经验的挖掘和提升。

本系列公共管理专业教材体现了“同济特色”:注重管理实务能力培养和思维训练相结合,注重应用性和能力培养,注重在案例分析过程中进行管理思维的训练。在充分吸纳国际最前沿的管理理论基础上,进行本土化转化,满足中国发展的需要。

本系列教材的读者对象,主要是公共管理专业的大学生、研究生及其教学、研究人员,尤其适用于渴望在理论和实践能力上都得到显著提高的MPA研究生;同时也为从事公共管理实践的主管领导和公务员,提供了学以致用理论参考和实务工具;为关注中国公共管理改革,关注公共管理研究领域最新进展的相关人士,提供了国际化的研究视角和本土化的研究成果。

我真切希望本系列教材的编著出版和不断的修订完善,能够为中国公共管理的改革实践和理论建设作出积极的贡献。



2005年12月于同济大学

## 前 言

改革开放的新时代对高层次专业人才的需求越来越大,要求也越来越高。对于为政府部门和非政府公共机构培养的高层次、应用型专门人才公共管理硕士(MPA)而言,在这个国际交流日益频繁的时代,掌握英语这门国际化的语言更具有现实的积极意义。

以增强 MPA 学员跨文化意识、提高学员跨文化交际能力为主要目的,此教程的编写体现了以下原则:

### 1. 注重教程和专业课程教学及公共管理实践相结合

将英语语言教学和公共管理专业教学及公共管理实践结合起来,着重培养 MPA 学员在公共管理实际工作中应用英语的能力。首先,重视培养 MPA 学员的英语听说能力,以适应公共管理实践者在实际工作对外交流的需要;第二,培养和加强学员阅读有关公共管理专业英文文献资料的能力;第三,培养学员的英语应用写作能力。从所选课文入手,对学员进行读、听、说、写、译综合训练,从而全面提高学生实际应用语言知识和语言技能的能力。

### 2. 教程编写符合学员在职学习的特点

学习者个人风格不同,而不同的学习风格与特点可能会产生不同的学习效果。根据 MPA 教育主要为在职人员学习的特点,本教材结合目前学员水平参差不齐、学习风格多样的现状,按照专题选择难易适度、篇幅适中的课文,编写针对不同层次学员的多种练习,以做到因材施教,引导学员从跨文化角度来进行自我提高,赋予学员结合自我现状,逐渐发展自己的语言能力和文化能力的自主性。这样可以使学员从被动的状态中解脱出来,充分发挥主观能动性。

### 3. 课文围绕教学目的进行精选,合理编排

选材涉及当前社会、政治、经济、文化、教育、科技和当代及经典的公共管理专业性文章。既体现一定的现实意义,又具有相当的趣味性和启发性。此教程不强调单纯靠孤立的阅读技能训练来提高语言应用能力,而是通过精选的课文,依靠整体认知和原认知策略的提高与深化,学习由了解文章的表层意义变为理解并领悟文章的深刻内涵与观点,强调批判式的阅读和学习,培养具有独立思考能力的外语学习者。

教程从目前 MPA 学员英语学习现状出发,力求满足社会在新世纪对高层次公共管理应用型人才的需求。既重视培养学员扎实的语言技能,又注重提高他们的全面应用能力;既注意语言教育学习,又注重其跨文化素养的教育和培养。

本教程共分 12 个单元,由同济大学郭强和房定坚任主编,丁美芳任副主编。郭强负责选材、统稿和审定,房定坚负责策划立项、部分选材。编者分工如下:第 4 单元、第 9 单元及第 12 单元,丁美芳;第 6 单元、第 10 单元、第 11 单元,张济华;第 2 单元、第 5 单元、第 7 单元及口语练习部分,董琇;第 1 单元、第 3 单元,李兴文;第 8 单元,耿纪永。另外,张济华教授对本教程的编写思路提出了宝贵的建议,吕培明副教授协助进行了音标的编排处理,美国夏威夷大学演讲学教授 Fon St. John 对演讲技能部分的编写给予了大力支持,同济大学出版社的编辑同志在付梓前进行了仔细编审,精心设计,谨此一并致谢。

由于编者水平与经验有限,教程中难免有不足之处,希望广大读者批评指正。

编 者

2006 年 3 月

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## Unit One

### The Power of Public Service The Soul of Public Administration

#### Preview

Previewing, which gives you an overview of the text, is mental preparation for reading. It increases both reading comprehension and speed. Efficient readers generally preview before reading a document thoroughly. Previewing can take from 30 seconds to 10 minutes, depending on the length of the reading material. In this text, previewing includes skimming, questioning, and guessing the vocabulary from the context.

**Skimming.** Skimming involves quickly looking over the reading material in order to gain a general impression of the content. You should glance at the author's name, title, headings, and the first and last paragraphs. If there are illustrations, cartoons, or graphic aids, briefly glance at them also.

Skim the article quickly to find the following general information.

1. What is public service?
2. What does "soul" mean in the title "The Soul of Public Administration"?
3. What is the soul of public administration according to the authors?

**Questioning.** Questioning encourages you to think about the subject before reading the article in order to assess what, if any, knowledge you may already have about the subject. It increases comprehension by making you anticipate or predict what the author will discuss.

Answer the following questions and discuss your answers in class.

1. What do you know about the tragic events of September 11?
2. In your opinion, what qualities must a good public servant display?
3. Can you think of any examples of good public servants around you? Please share their stories with your classmates.

**Vocabulary in Context.** Guessing the meaning of new or unfamiliar words by using context clues is an important reading skill. It is not necessary to guess the precise meaning; a general idea will enable you to proceed with your reading. The context includes the meanings of the individual words in the sentences as well as the overall meaning of the sentence or paragraph.

Read the following sentences and try to guess the meaning of the italicized words by using the context. Then replace the italicized words with synonyms (words or phrases that have nearly the same or similar meanings).

1. The scenes were *baffling* and though we found ourselves watching them repeatedly,

we didn't really comprehend what was happening.

2. While their uniforms and equipment may partially *obscure* their individuality, each of them has a name and story.
3. But that does not *diminish* the nobility, the honor, or the sacrifice of their actions. Nor did it *detract* from our gratitude and our respect.
4. What gives us strength and inspiration when the *trials* and *turmoil* of our work gets us down?
5. And she was successful — to the point that she dedicated her life to speaking on behalf of the American Heart Association, keeping an *incredibly demanding* schedule.

## Introduction to the author

Bob and Janet Denhardt are Professors in the School of Public Affairs at Arizona State University and members of the American Society for Public Administration (ASPA), which is America's most respected society representing all forums in the public service arena. On September 13, 2001, ASPA published the first in a series of online columns related to the terrorist attacks *The Power of Public Service* by Bob and Janet Denhardt, which received wide praise and was circulated officially and unofficially in public administration circles throughout the world.

## Text

### 1. The Power of Public Service

Bob & Janet Denhardt

*What is the power of public service? In the following text, the concept was defined by Bob and Janet Denhardt through the courageous deeds of the public servants in the terrorist attack on September 11, 2001.*

Like you, we were devastated and shaken by the tragic events of September 11. Even now, each hour brings a new set of images and emotions, new thoughts and fears. As we look back on that day, we recognize that we both initially went through a period of disbelief, unable to process and accept what we were seeing over and over on the television screen. The scenes were baffling and though we found ourselves watching them repeatedly, we didn't really comprehend what was happening.

Later in the evening, the tragedy began to become more personal — names and faces began to replace the surreal images that seemed almost impossible in their horror. As that happened, grief and sorrow for the people whose lives were ended in a fury of violence and hatred began to well up inside. We cried.

As these scenes became more personal to us, we also began to think about the many who reached out to their fellow citizens, especially the thousands of public servants who walked and ran toward the unimaginable to help. A most enduring image for us is the story told by several of those struggling down the stairs of the World Trade Center to escape death. "As we were trying to get down, we met police officers and fire fighters going up — and we clapped and cheered. Now we know that those same brave souls almost surely perished in the collapse of the building."

As hard as it is to understand planes flying into buildings, it's also hard to understand the motives of these courageous men and women, who literally walked through fire to try to save and protect the lives of others. Some of them died. Some were badly hurt.

Even those who were not physically damaged were probably injured in a way that is fundamentally different from the injuries suffered by those of us who watched from the safe distance of a television newscast. Although many of us would like to think that their uniforms and training somehow protected them from all the terror, pain and horror that we would feel, it did not. It prepared them, but it didn't shield them.

In the end, they are human just like us. While their uniforms and equipment may partially obscure their individuality, each of them has a name and story. Each has families, friends, dreams and fears. They love and laugh, work and play, talk and walk just like us. They are every bit as vulnerable as we are.

Yet on September 11, these people showed America once again that they stand apart. What makes them different is their quiet, often anonymous heroism. They are public servants. They serve their fellow citizens in a way that many people would find very difficult if not impossible to understand. How could they be so courageous? So selfless? How can we understand their heroism?

The answer to these questions goes to the very soul of the public service. Yes, it was their job. Yes, they were trained. Yes, they were well equipped physically and mentally for the tasks they had to perform. But that does not diminish the nobility, the honor, or the sacrifice of their actions. Nor did it detract from our gratitude and our respect.

In a peculiar way, this ghastly act of terrorism reminds us of why we are in a public service. We care about our country, our community and our neighbors. Each of us, whether we wear a uniform, a suit, a jacket, coveralls or a hard hat, plays a role in improving the lives of others. Service to the public — helping people in trouble, making the world safer and cleaner, helping children learn and prosper, literally going where others would not go — is our job and our calling.

The image of police officers and fire fighters going up those stairs is compelling. But even more compelling is the larger and more pervasive power of public service. Those in law enforcement, in transportation, in health care and in dozens of other fields at the federal, state and local levels will make untold sacrifices over the coming months and years in order to respond to these events and to make this world a better place for our citizens.

This ability to be selfless, to be open to the needs and values and wants of others, is

part of each public servant. And it's a part of who we are that shouldn't require effort, or even tragedy for us to recognize or acknowledge. We need not wait for such events to awaken our sense of humanity and respect. As these events have once again shown, service to the public is indeed a proud and noble profession.

## 2. The Soul of Public Administration

Bob & Janet Denhardt

*There's been a lot of talk recently about the soul or spirit of public administration. What values lie at the core of public service? What is the essential character and meaning of what we do? What is the moving force that compels our actions? What gives us strength and inspiration when the trials and turmoil of our work gets us down? These questions and other like them have, of course, been debated throughout the history of public administration in this country and elsewhere. But there seems to be more concern for these issues today than before and we seem to be finding it more difficult to come up with satisfactory answers.*

Certainly there are some "driving forces" that we have witnessed in public administration over the past couple of decades. The New Public Management, the National Performance Review, the Managing for Results movement, and Total Quality Management — to name just a few. But while all of these influences on our field have been important, none have satisfied our more basic yearning to answer several key questions — who are we, why are we here, what does this all mean?

People in public administration throughout the history of our field have been encouraged to make things work, but that's only a partial answer. We also want to do something of societal value. And therein lies the soul of public administration. Think about what brought you to the public service in the first place — a desire to make a meaningful contribution to society, to do something "significant."

Perhaps you have heard the story of Jacqueline Mayer Townsend, a former Miss America who suffered a massive stroke only eight years after her "crowning" moment. Her muscles drooped, her eyes were downturned, and her mouth was sagging. She could hardly talk and she felt others saw her as "deformed, mumbling, and ... pathetic." She vowed to fight back: "Until I put an entire sentence together, until I put an entire speech together." And she was successful — to the point that she dedicated her life to speaking on behalf of the American Heart Association, keeping an incredibly demanding schedule. After one speech, she was asked by a reporter how she kept such a regimen, even though reminders of her illness — numbness, exhaustion, and occasional slurred speech — were still present. She replied: "The pursuit of happiness has nothing to do with joy. It's the pursuit of significance that matters."

What is most significant, and most valuable, about public administration is that we serve citizens to advance the common good. Public administrators are responsible for



improving the public health, maintaining public safety, enhancing the quality of our environment and myriad other tasks. Ultimately, what really matters is not how efficiently we do our jobs, but how we contribute to a better life for all. And therein lies the soul of public administration. It may be a soul that is often obscured by cries for efficiency and productivity, for doing more with less, but it is nonetheless a soul that provides the foundation and meaning for our work and our lives.

Elsewhere in our writing, we have called for an affirmation of the soul of the profession in what we term the New Public Service, grounded in the values of service in the public interest, democratic ideals, and civic engagement. Now we will look at various dimensions of the New Public Service. Specifically, we hope to explore various ways in which the soul of public administration manifests itself in the way we interact with political leaders, in the way we engage with citizens, and in the way we bring about positive changes in our organizations and in our communities. We invite you to share your stories with us, stories that show the soul and meaning of public service in action. And in turn we'll share with you some of the ways the soul of public service might be / become more prominent in our lives — perhaps even more prominent than the techniques of public administration.

## New Words and Expressions

baffling[ <i>bæflɪŋ</i> ] <i>adj.</i>	confusing or perplexing
collapse[ <i>kə'ləps</i> ] <i>n.</i>	the act of falling down or inward, as from loss of supports
courageous[ <i>kə'reɪdʒəs</i> ] <i>adj.</i>	having or characterized by courage; valiant
compel[ <i>kəm'pel</i> ] <i>v.</i>	to force, drive, or constrain
compelling[ <i>kəm'peliŋ</i> ] <i>adj.</i>	urgently requiring attention; drivingly forceful
demanding[ <i>dɪ'ma:ndɪŋ</i> ] <i>adj.</i>	requiring much effort or attention
detract[ <i>dɪ'trækt</i> ] <i>v.</i>	to draw or take away; divert
devastate[ <i>'devəsteɪt</i> ] <i>v.</i>	to lay waste; destroy
diminish[ <i>dɪ'mɪnɪʃ</i> ] <i>v.</i>	to make smaller or less or to cause to appear so
droop[ <i>dru:p</i> ] <i>v.</i>	to bend or hang downward
enforcement[ <i>ɪn'fɔ:smənt</i> ] <i>n.</i>	the act of compelling observance of or obedience to
enduring[ <i>ɪn'dʒʊərɪŋ</i> ] <i>adj.</i>	lasting; continuing; durable
ghastly[ <i>'gɑ:stli</i> ] <i>adj.</i>	inspiring shock, revulsion, or horror by or as if by suggesting death; terrifying
literally[ <i>'lɪtərəli</i> ] <i>adv.</i>	really; actually
obscure[ <i>əb'skjʊə</i> ] <i>v.</i>	to make dim or indistinct
pervasive[ <i>pə'veɪsɪv</i> ] <i>adj.</i>	having the quality or tendency to pervade or permeate
prosper[ <i>'prɒspə</i> ] <i>v.</i>	to be fortunate or successful, especially in terms of one's finances; thrive

regimen['redʒɪmen] <i>n.</i>	a regulated system, as of diet, therapy, or exercise, intended to promote health or achieve another beneficial effect
sagging['sæɡɪŋ] <i>adj.</i>	sinking or bending downwards, esp. away from the usual or correct position
slur[slɜ:] <i>v.</i>	to pronounce indistinctly
trial['traɪəl] <i>n.</i>	a state of pain or anguish that tests patience, endurance, or belief
turmoil['tɜ:mɔɪl] <i>n.</i>	a state of extreme confusion or agitation; commotion or tumult
untold[ˈʌn'təʊld] <i>adj.</i>	beyond description or enumeration
vulnerable[ˈvʌlnərəb(ə)l] <i>adj.</i>	susceptible to attack
<i>be open to</i>	<i>to be willing to listen to and think about new ideas</i>
<i>go through</i>	<i>to experience or suffer sth</i>
<i>in the first place</i>	<i>used at the end of a sentence to talk about why sth was done or whether it should have been done or not 究竟, 到底, 当初</i>
<i>in action</i>	<i>doing the activity or work that is typical for somebody</i>
<i>in turn</i>	<i>as a result of sth in a series of events</i>

## Notes and Proper Names

The Managing for Results Movement	The Managing for Results movement is part of a global movement to make government more efficient, effective and accountable.
The National Performance Review	It is created by President Bill Clinton on March 3, 1993. The final report, <i>Creating a Government That Works Better and Costs Less</i> , encouraged agencies to find more effective means of doing Government business.
The New Public Management	<i>New Public Management (NPM)</i> is a public management trend that is gaining popularity throughout the United States. The <i>NPM</i> style of government involves using a wide range of "tools" like grants, loans, contracts, vouchers, and other alternatives to direct government provision.
Public Administration Review	<i>Public Administration Review</i> has been the premier journal in the field of public administration research and theory for more than 60 years, and is the only journal

in public administration that serves academics, practitioners, and students interested in the public sector and public sector management.

### Total Quality Management

Total Quality Management(TQM)is a method by which management and employees can become involved in the continuous improvement of the production of goods and services. It is a combination of quality and management tools aimed at increasing business and reducing losses due to wasteful practices.

### The World Trade Center

The World Trade Center in New York City was a complex of seven buildings near the south end of Manhattan in the downtown financial district. Best known for its iconic 110-story Twin Towers, after having survived a bombing on February 26, 1993, all of the original buildings in the complex were destroyed in the September 11, 2001 attacks.

## Reflection and Practice

### 1. Vocabulary

This exercise should be viewed as a recall task, to test your memory and understanding of the key words in the article.

Fill in the blanks in the following sentences with the correct words from the list. You may change the tense, number, or form of the words to fit the context. Use each word only once; not all the words on the list will be used.

baffling	collapse	compel	courageous	demanding	detract
devastate	diminish	droop	enforcement	enduring	literally
obscure	pervasive	prosper	turmoil	untold	vulnerable

1. The unexpected rainstorm caused the \_\_\_\_\_ of the roof.
2. The long lasting political \_\_\_\_\_ in that country withheld the development of its economy.
3. We need \_\_\_\_\_ evidence to acquit your friend of the crime.
4. I hope people will be \_\_\_\_\_ enough to speak out against the injustice.
5. The city was \_\_\_\_\_ destroyed in World War II.
6. In cases of food poisoning, young children are especially \_\_\_\_\_.
7. It will be a \_\_\_\_\_ blow to the local community if the factory closes.
8. He spent most of his life in \_\_\_\_\_.
9. The examination question \_\_\_\_\_ me completely and I couldn't answer it.

10. The work is both physically and mentally \_\_\_\_\_.
11. These gases caused \_\_\_\_\_ damage to the environment.
12. He has \_\_\_\_\_ memories of his deceased mother.
13. As the world's resources are \_\_\_\_\_, we have to explore new sources of energy.
14. Farmers are more \_\_\_\_\_ in the south of the country.
15. The entire house \_\_\_\_\_ by a sour smell.

## 2. Paraphrasing

Paraphrasing means restating an author's ideas in your own words by changing sentence structure, word order, and vocabulary. A good paraphrase is accurate — that is, true to the author's meaning — and complete. Paraphrasing tests both your knowledge of English grammar and vocabulary and your comprehension of the ideas in the article.

Read the following sentences carefully, and then rewrite them using your own words. Change the vocabulary and sentence structure, but do not change the intended meaning or paraphrase any technical terms.

1. As these scenes became more personal to us, we also began to think about the many who reached out to their fellow citizens, especially the thousands of public servants who walked and ran toward the unimaginable to help.
2. Even those who were not physically damaged were probably injured in a way that is fundamentally different from the injuries suffered by those of us who watched from the safe distance of a television newscast.
3. This ability to be selfless, to be open to the needs and values and wants of others, is part of each public servant.
4. But there seems to be more concern for these issues today than before and we seem to be finding it more difficult to come up with satisfactory answers.
5. It may be a soul that is often obscured by cries for efficiency and productivity, for doing more with less, but it is nonetheless a soul that provides the foundation and meaning for our work and our lives.

## 3. Comprehension Check

Your literal comprehension of the main idea, major points and supporting details in the article is shown by your ability to answer these questions. The answers can be found in text, and you are asked to identify the paragraphs that contain the relevant information. The main idea is the central subject or unifying theme of the article and is often composed of several sentences stated in more than one paragraph.

Answer the following questions by finding the relevant information in the article. Give the numbers of the paragraphs that contain the answers.

1. What were the authors' reactions to the September 11 tragedy?



2. What made American public servants stand apart?
3. According to the authors, what quality must a public servant reveal?
4. What have the tragic events of September 11 shown?
5. What are the “driving forces” in public administration over the past couple of decades?
6. What does the example of Jacqueline Mayer Townsend show?
7. In the authors’ opinion, what is most valuable about public administration?
8. Where does the soul of public administration lie?

#### 4. Think, Pair and Share

These questions encourage you to draw on your personal experience and knowledge and to express your point of view about the ideas in the article. Be prepared to explain your responses.

1. Do you believe in the power of public service? If yes, please give an example to support your idea.
2. Someone thinks that the power of public service can only be demonstrated in such big events as the September 11 tragedy. Do you agree? Why or why not?
3. What do you think are the rules that govern public administration in China? As a public servant, have you ever broken the rules?

### Translation and Interpretation

本届政府十分重视队伍和作风建设。从一开始就对政府工作人员提出“廉洁、勤政、务实、高效”的要求。强调牢记自己是人民公仆，全心全意为人民服务；恪尽职守，敢说真话；从严治政，坚持原则；清正廉洁，惩治腐败；勤奋学习，刻苦工作。这有力地促进了廉政建设，提高了政务效率，密切了政府与人民群众的联系。我们加强对公务员和国有企业领导人的教育与培训，围绕党和国家的中心任务和重点工作，举办了一系列专题研究班和培训班。坚持不懈地开展反腐败斗争，大力纠正部门和行业不正之风，依法惩处了一批违法违纪的腐败分子。我们深切体会到，只有不断加强政府自身建设，才能更好地适应改革开放和现代化建设的新形势，使各级政府成为人民群众真心拥护和满意的政府。

### Ways to Effective Oral Presentation

In many businesses and organizations, decisions are made during face-to-face meetings. Participants come prepared with written material such as charts, reports, and brochures, among others, but they make their arguments through formal and informal oral presentations. Often a meeting may feature a number of presentations that must compete for the favor of the decision makers. Effective communication in this situation means being able to prepare an oral presentation that uses supporting written materials to make its argument.

The following is a template and guidelines for an informative speech preparation outline: