


公共管理硕士(MPA)系列教材

公共管理 英语

顾建光 主编

 中国人民大学出版社

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《公共管理硕士 (MPA) 系列教材》

总 序

纪宝成

公共管理是以政府为核心的公共部门运用管理学、政治学、经济学、法学、社会学、系统科学等多学科理论与方法对国家和公共组织进行有效治理的管理活动。公共管理学是运用管理学、政治学、经济学等多学科理论与方法研究公共组织,尤其是政府组织的管理活动及其规律的学科体系。它是一个科技整合的交叉学科群,是以解决公共问题为导向的应用科学。

中国作为一个统一的国家有几千年的历史,在政府管理领域有着丰富的经验,这些经验对世界很多国家都产生过重要影响。从这个意义上说,中国是公共管理理论与实践的发源地之一。

现代公共行政与公共管理的研究和教育于20世纪初在西方兴起,迄今有上百年的历史。我国从20世纪80年代开始公共行政与公共管理研究和教育的恢复和重建,自此以后该学科得到了长足发展。

根据新形势下社会公共管理现代化、科学化、专业化的要求,为建立适应社会主义市场经济需要的办事高效、运转协调、行为规范的公共管理体系,完善国家公共事务和行政管理干部培训制度,建设高素质的专业化国家公共事务和行政管理干部队伍,1999年5月国务院学位委员会第17次会议审议通过了《公共管理硕士(MPA)专业学位设置方案》,并决定于2001年10月在我国首次进行MPA招生考试,2002年3月MPA学员正式入学。

为了提高我国公共管理硕士(MPA)专业学位教育水平,保证公共管理硕士专业学位教育工作的健康、顺利发展,国务院学位委员会、教育部和人事部于2001年2月成立了全国公共管理硕士(MPA)专业学位教育指导委员会。MPA专业学位教育指导委员会的教材工作小组就教材建设问题专门进行了讨论。

20世纪80年代以后,我国曾经出版过一些公共行政与公共管理的教材。这

些教材在公共行政与公共管理专业人才培养方面发挥了重要作用，但仍存在一些缺陷，即教材相对比较分散，不系统，没有一个完整的知识体系，联系实际不够。

公共管理是一个不断成长和发展的学科，公共管理实践尚在不断发展中，因而公共管理教育也处在探索和发展阶段。为适应公共管理硕士（MPA）教育对教材和教学参考资料的需要，不断探索在公共管理实践中出现的新问题，反映国内外公共行政与公共管理研究的最新成果，中国人民大学出版社组织有关专家编写了这套公共管理硕士（MPA）系列教材。本套教材包括按照国务院学位办确定的《公共管理硕士专业学位培养方案》的要求而编写的9门核心课程教材，也包括公共管理各领域、各新兴学科的方向性必修课程教材及部分选修课程教材。

本套教材力求体现如下特色：第一，系统完整，基本涵盖了公共行政与公共管理专业教育的主要知识领域；第二，反映国内外公共行政与公共管理研究领域的最新成果，为公共行政与公共管理领域的教育者、学生、实际工作者提供了本领域的最新信息、资料及多视角思考空间；第三，反映公共行政与公共管理硕士（MPA）专业教育的特点，重视应用性，注重能力的培养，为此在教材中除讲授一般理论知识外，还加有大量案例分析；第四，将中国传统的行政管理思想、国外先进的管理理论与中国现实管理实践紧密结合，力求理论联系实际。

本套教材除适合MPA学生使用外，也适合公共管理学科的研究生及各级行政管理作为培训参考资料使用。

参与本套教材编写的有中国人民大学、北京大学、清华大学、复旦大学、中山大学、厦门大学、上海交通大学、国防科技大学等十几所大学的老师，他们都是公共行政与公共管理教育领域的专家，在该领域中积累了丰富理论与实践的经验。本套教材的作者来自全国各地，突破了一个学校、一个区域的界限，我们的指导思想是尽量把公共行政与公共管理领域有影响的学校和老师都吸收进来，博采众家之长。为此，中国人民大学出版社邀请有关专家成立了公共管理硕士（MPA）系列教材编委会。

随着公共行政与公共管理教育和实践不断发展，公共行政与公共管理学科的研究和教育也在不断发展和完善，这就要求教材也要不断更新内容。我们编写的这套教材只是一个初步的探索和尝试，还希望广大读者对这套教材提出批评建议，以便于我们不断修订、完善。

2001年9月



前 言

公共管理硕士(MPA)系列教材

MPA培养的主要对象是政府以及其他公共部门的专业管理者。我国已经加入WTO,并日益融入经济全球化的过程,对于公务员以及其他公共管理者外语能力的要求将会越来越高。公共管理,特别是政府管理,相对企业管理来说,有着特殊的知识和词汇领域。这就意味着,这个领域的专业管理者和领导者需要了解和掌握本领域的专业外语词汇。这就是我们编写这一本专业英语教材的出发点。

我国的MPA教育将英语作为核心课程之一。在该课程中应该有针对性地安排专业英语的教学。

本教材的教学目的在于通过指导阅读、讲解、翻译英语有关专业文章,帮助学生熟悉、掌握相关学科的专业术语和概念,提高学生阅读、理解英语专业文献的能力。

MPA学员来自公共管理跨度很大的各个部门,从事工作的领域涉及面十分宽广,本教材力求做到选材新颖,并尽量做到较为广泛地覆盖公共管理各个领域的应用词汇,也兼顾国内材料与国际材料的搭配,但以国外原版材料为主。

本教材的容量可以使用一个学年,大约144个学时。如学习时间仅有一个学期,约72个学时,则可以挑选其中的一些课文进行教学,其余部分可供学生业余自学。

在课程要求上，全学年总阅读量为 20 万～26 万字母；掌握专业常用词汇 2 560 条～3 500 条；英译汉的翻译速度（不查阅字典）为 1 500 字母/小时～2 000 字母/小时；英语阅读速度为 150 字母/分钟～100 字母/分钟。

顾建光

2004 年 3 月



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Opening Administration to the Public

Citizens of Bengbu City, Anhui Province, now have the opportunity to be a visitor at municipal government meetings, thanks to the government's recent efforts to open its administration-adopting the Measures for Inviting Citizens to Listen to the Administrative Meeting, which came into effect on December 16, 2001.

Ten citizens are invited to be present at each meeting on administrative affairs. The number of citizen listeners invited to very important meeting can vary. The listeners can be deputies to the city's people's congress, members of the local committee of the Chinese People's Political Consultative Conference, personages of democratic parties, members of the Association of Industry and Commerce and others. They must be at least 18 years of age, and willingly to be a visitor at the meeting.

Listeners can air their opinions through the government office in a written form.

Increasing Transparency

On the basis of pilot projects carried out in some cities and countries, Guangdong Province has asked its governments at or above county level to open

their administrative affairs during the first half of this year.

All affairs relating to laws and regulations and to administrative decisions that people must follow, as long as they do not involve secrets of the Party or the Central Government, should be open to the public. Contents are as follows:

- Strategy of social and economic development, work targets and their accomplishments;

- Process for making big decisions and policies;

- Financial budgets and implementation;

- Distribution and use of special funds and the purchase of important materials;

- Major capital construction projects and their bidding;

- Items of public welfare invested by the government;

- Projects examined and approved by the government and their accomplishments;

- The accomplishments of work the government promised to do for the public;

- Law enforcement in relation to the interests and rights of citizens, legal persons and organizations;

- Handling of major incidents;

- Selecting and appointing officials, employing public servants and appraising of model workers, transferring workers and staff members in institutional reforms and other issues of public concern;

- Administrative functions and the official duties;

- Working content, conditions, procedures and timetable as well as the result;

- Working principles, commitment and the way to sue promise-breaching activities, as well as the investigation results of the cases.

Apart from opening administrative affairs to society, various departments of the Guangdong Provincial Government have been required to open their internal system construction, work operations and management, specifically the self-discipline of officials; income and expenditure of the department; management of human resources, distribution of income to workers and staff members as well as their welfare treatment; and other issues.

Knowing government administration is one of people's fundamental rights, and the opening of administrative affairs is the obligation of the government. The rule to open administrative information has become an indispensable part in the government's administration. In the meantime, opening government administration is also a main principle of the WTO, listed on most of its documents. After China's entry into the WTO, it was required to do better in this field. China's transformation of government functions lags behind that of its economic growth.

A fresh move, the opening of government administration still needs improvement. Experts appealed to the state to place great importance on the issue by setting up special department to handle related affairs, and devising a law on opening government administrations.

Red-Title Document Open to the Public

At the end of last year, the Beijing municipal government, located on Zhengyilu Road, placed a reception desk at the entrance of its west gate from Monday to Friday to receive citizens who come to subscribe to the Beijing Municipal Government Bulletin. Since the bulletin opened to the public in early 2002, the telephone at the editorial office has kept ringing. Many of the calls come from Guangdong, Zhejiang, Heilongjiang provinces and Hong Kong SAR, inquiring about subscription procedures.

The bulletin, which contains government regulations, administrative orders and decisions, is popularly known as a "red-title document" and is a mystery to most people, because it only reached leaders above bureau level in the past.

Wei Guiqin, director of the Beijing Huiyuan Law Office, is among the first to subscribe to the bulletin. "The public distribution of the bulletin helps us a lot in our job," he said.

The governments of many other provinces and cities have also opened their bulletins to the public, including Henan and Shanxi provinces, and cities such as Guangzhou, Wuhan, Qingdao and Yinchuan. The government bulletins are functionally the same as other official documents.

Shanghai was the first city to open its bulletin to the public. Since the beginning of last year, the bulletins have been sent not only to major institutions and enterprises under the jurisdiction of the municipal government, but also to 100 selected newspaper and magazine booths, 50 postal zones and 50 Xinhua book-

stores, where citizens can get them for free. The bulletins have attracted the attention of many people, most of whom are lawyers and accountants.

“Supermarket” of Administrative Affairs

Five years ago, Huang Songji, a laid-off female employee in Nanjing, invested 50 000 yuan to set up a kindergarten. However, she was soon asked to close down, as she failed to follow relevant procedures. She sought assistance at the Supermarket of Administrative Affairs, and with guidance by the staff, Huang quickly obtained all necessary procedures.

What is the Supermarket of Administrative Affairs and how effective is it?

The first supermarket was launched by the government of Xiaguan District, Nanjing City, in the residential communities of Xiaoshi and Rehenanlu on October 16, 2000. The government set up its offices in a big hall to handle various administrative affairs, including more than 40 services related to civil affairs, employment, municipal construction, economy, handling of complaints and law enforcement. It indeed has supermarket features of openness, efficiency and a variety of choice, hence the name, Supermarket of Administrative Affairs. Five other residential quarters followed suit a year later.

The supermarket practices a responsibility system to solve problems, and serve clients. In addition, supervision and feedback procedures have also been adopted. The system, which enables citizens to learn about government administrative affairs, contributes to the government's efforts to open administrative affairs. Sun Wei, a “supermarket” staff member, said that in the past, policies were locked in the office drawer. Now they are placed on the wall, clearly indicating problems and possible timelines for their solution. Furthermore, the telephone number to contact in cases of complaint against the behavior of “supermarket” employees is also available to the public. Employees subject to customer complaints are given three chances, and penalties include criticism the first time, bonus deduction the second time, and dismissal the third time.

Since district government powers have been transferred to the “supermarket”, the service items are wider than those formerly offered by the residential community, such as the approval of small loans to help the poor and victims of natural disasters; handling applications for subsidies if their living standards is below the poverty line; granting licenses to small restaurants; leasing newspaper

booths and registering the unemployed. Apart from these services, the “supermarket” has also set up a training room, a low consultation room and a suggestion box, as well as a telephone hotline to answer questions. In addition, government leaders regularly visit the “supermarket” to interact with the public in person.

Many citizens have expressed their satisfaction with the “supermarket”.

“It quickly solves problems, and shortens the psychological distance between leaders and the masses. Surveys recently conducted in five ‘supermarkets’ indicated that citizens are satisfied with the measures,” said Xu Xueqin, who is in charge of the publicity of the Xiaguan residential community.

The “supermarket” of administrative service in Nanjing has exerted a positive influence to the entire country. Similar supermarkets have opened in Shenyang, Shanghai and Fuzhou.

The “supermarket” in Shanghai, known as the Center of Residential Affairs, now has 80 branches in the entire city, offering more than 50 services. A civil affairs official said that in the next three years, every community and town would set up such a “supermarket” to form a network covering the entire area.

Media reports recently stated that relevant departments have planned to set up a multi-functional and multi-level service system throughout the country, which offers services on personnel matters, domicile registration, matrimonial registration, enterprise registration, tax payment, license distribution and the approval of land utilization. Service centers and related ranches will be set up in densely populated communities. Meanwhile, a standardized service network and unified regulations will also be established, and related workers will wear name tags for the benefit of customers.

“E-Government”

Placing government administrative affairs on the Internet appears to be a growing world trend for governments working toward open administration. Resources on government work available on the Internet can be effectively utilized. Furthermore, this practice will enhance the transparency of the government, reduce administrative expenses, improve work efficiency and facilitate the construction of a diligent and honest government.

China has a long way to go before it can develop an online government.

However, beginning in the mid-1980s when China first called for office automation, up until 1998 when China began to develop e-government project, it has promoted e-commerce in government departments, using the Internet to release information, handling day-to-day office business and offering other services.

In recent years, China has rapidly developed the e-government. First, departments of industry and commerce, customs and taxation, and public security have taken the lead in accelerating the pace of e-commerce development and implementation. Second, many government web sites with increasingly rich content and sophisticated functions have appeared. A recent survey stated that more than 2, 200 government web sites currently exist in the entire country, and have played a major role in driving the construction of the information industry.

A bilingual web site, Chinashanghai, in both English and Chinese, was launched on September 28, 2001. It serves as a platform for government information dissemination for the benefit of the citizens.

Chinashanghai is devoted to the establishment of an "e-government." Its home page, entitled Today's Events, provides information on major activities and events, and reports on various hot topics of discussion. Pages containing government bulletins, government documents, regulations and other information have also been released. The Laws and Regulations page introduces various rules and regulations, the Shanghai Brief page provides information on the latest development trends in the city, and the Investment page offers information on the investment environment and various investment policies, explaining the urban construction plan, the development of the Pudong New Area, the development of development zones and investment projects. The Services page, on the other hand, provides information on topics more closely related to people's lives, such as weather, transport, healthcare, education and tourism. This page also offers legal assistance to disadvantaged groups. The Business Guidance page provides useful information on competent institutions, as well as their addresses, contact details, procedures for handling certain affairs, and channels for dealing with lawsuits. Finally, the Handling Affairs Online page enables users to inquire on certain items, and download online forms and applications.

Chinashanghai will also connect with its affiliated stations to establish a better government network by the end of this year. In addition, Shanghai plans to