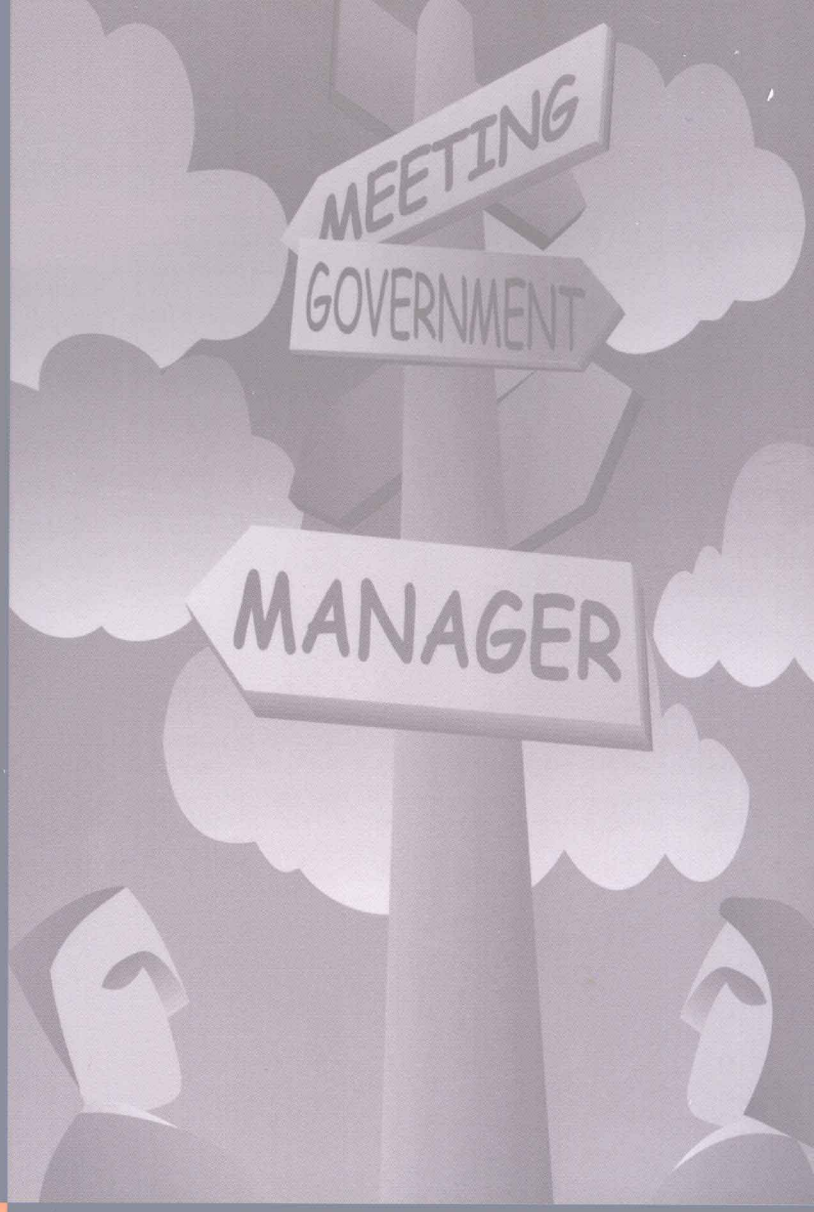

主编 陈世丹　主审 张卫平

新编MPA英语阅读教程

中国人民大学出版社

Newly-Compiled Reading Course of MPA English

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主　编　陈世丹
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江苏工业学院图书馆
藏书章

中国人民大学出版社

图书在版编目(CIP)数据

新编MPA英语阅读教程/陈世丹主编.
北京：中国人民大学出版社，2007
ISBN 978-7-300-07893-9

Ⅰ.新…
Ⅱ.陈…
Ⅲ.英语-阅读教学-研究生-教材
Ⅳ.H319.4

中国版本图书馆 CIP数据核字 (2007) 第021345号

Newly-Compiled Reading Course of MPA English

新编 MPA 英语阅读教程

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出版发行	中国人民大学出版社		
社　　址	北京中关村大街31号	**邮政编码**	100080
电　　话	010-62511242（总编室）	010-62511398（质管部）	
	010-82501766（邮购部）	010-62514148（门市部）	
	010-62515195（发行公司）	010-62515275（盗版举报）	
网　　址	http: //www.crup.com.cn		
	http: //www.ttrnet.com（人大教研网）		
经　　销	新华书店		
印　　刷	北京市易丰印刷责任有限公司		
规　　格	200 mm × 252 mm　16开本	**版　　次**	2007 年 3 月第 1 版
印　　张	28.5	**印　　次**	2008 年 6 月第 2 次印刷
字　　数	815 000	**定　　价**	79.00元

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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（MPA）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，《新编MPA英语阅读教程》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，强调实用性及专业性；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及对课文内容的理解，增强MPA学员阅读专业英语文献的能力。

本教材由15个单元构成：

第一单元　公共管理定义
第二单元　公共管理实践
第三单元　公共管理决策
第四单元　彻底改造政府机器
第五单元　政府间关系
第六单元　管理与组织理论
第七单元　组织行为
第八单元　管理主义与绩效管理
第九单元　公共管理战略计划与手段
第十单元　领导能力与责任
第十一单元　人事管理
第十二单元　公共预算
第十三单元　评估与生产力测量
第十四单元　社会公正
第十五单元　荣誉与道德规范

每个单元由围绕一个特定主题的3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。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、重点段落翻译以及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和课文C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。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15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

2007年2月

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目　录

Unit 1 Defining Public Administration 1

Text A Public Administration (by *Frank Marini*) 2
Additional Expressions 7
Exercises 8
Text B The Legal Approach to Public Administration
(by *David H. Rosenbloom*) 15
Text C Feminist Theory of Public Administration (by *Camilla Stivers*) 21

Unit 2 The Practice of Public Administration 27

Text A The Rise of the American Administrative State
(by *David H. Rosenbloom*) 28
Additional Expressions 32
Exercises 33
Text B Public Management in Developing Countries
(by *Owen E. Hughes*) 40
Text C Public Administration in America: Why Our Uniqueness
Is Exceptional and Important (by *Fred W. Riggs*) 53

Unit 3 Decision Making in Public Administration 63

Text A In Praise of Theory (by *P. M. Jackson*) 64
Additional Expressions 68
Exercises 69
Text B Taxation, Fairness, and Growth (by *Thomas R. Dye*) 75
Text C Bureaucracy and Democracy: the Case for More Bureaucracy and Less
Democracy (by *Kenneth J. Meier*) 80

Unit 4 Reinventing the Machinery of Government 89

Text A Visions of the State and Governance (by *B. Guy Peters*) 90
Additional Expressions 95
Exercises 96

Text B The Solution: Creating Entrepreneurial Organizations
(from *The National Performance Review*) 103

Text C Works Better and Costs Less? Sweet and Sour Perspectives
on the NPR (by *John J. DiIulio, Jr.*) 108

Unit 5 Inter-Governmental Relations 115

Text A Defining the Scale and Scope of the Federal State
(by *Janet E. Kodras*) 116
Additional Expressions 119
Exercises 120

Text B Understanding Intergovernmental Relations (by *Deil S. Wright*) 127

Text C The Rebirth of Federalism: Slouching toward Washington
(by *David B. Walker*) 132

Unit 6 Management and Organization Theory 139

Text A Politics and Power (by *Harold F. Gortner*, *Julianne Mahler*,
and *Jeanne Bell Nicholson*) 140
Additional Expressions 143
Exercises 144

Text B Scientific Management (by *Frederick W. Taylor*) 151

Text C Models for Managing Government (by *Henry Mintzberg*) 156

Unit 7 Organizational Behavior 161

Text A Doctrine on Organization and Organizational Change
(by *John Paterson*) 162
Additional Expressions 165
Exercises 166

Text B Breaking through Bureaucracy
(by *Michael Barzelay* with *Babak J. Armajani*) 173

Text C Transforming Teamwork: Work Relationships in a Fast-Changing World
(by *Marvin R. Weisbord*) 178

Unit 8 Managerialism and Performance Management 187

Text A Understanding and Applying Innovation Strategies in the Public Sector (by *Steven Cohen* and *William Eimicke*) 188
Additional Expressions 192
Exercises 193
Text B Criticisms of Managerialism (by *Owen E. Hughes*) 200
Text C Towards a Competitive Public Administration (by *Arie Halachmi* and *Marc Holzer*) 210

Unit 9 Strategic Planning and Management in Public Administration 217

Text A Purpose and Benefits of Strategic Planning (by *John M. Bryson*) 218
Additional Expressions 222
Exercises 223
Text B Case Studies in Public Sector Strategic Planning (by *James L. Mercer*) 229
Text C The Fall and Rise of Strategic Planning (by *Henry Mintzberg*) 236

Unit 10 Leadership and Accountability 245

Text A The Concept of Administrative Conservatorship (by *Larry D. Terry*) 246
Additional Expressions 251
Exercises 252
Text B Accountability in the Public Sector (by *Owen E. Hughes*) 259
Text C What Exactly Do Execucrats Do? (by *Norma M. Riccucci*) 264

Unit 11 Personnel Management 271

Text A The Attack on Bureaucracy (by *Richard C. Kearney* and *Steven W. Hays*) 272
Additional Expressions 276
Exercises 277
Text B Civil Service Reforms (by *Rex L. Facer II*) 283
Text C The Silent Revolution in Patronage (by *Frank J. Sorauf*) 289

Unit 12 Public Budgeting 299

Text A Facing the Constraints on Budgetary Choice

(by *James J. Gosling*) 300
Additional Expressions 303
Exercises 304
Text B The Changing Environment of Budgeting (by *Naomi Caiden*) 310
Text C The Budget's Original and Etymological Sense (by *Grover Starling*) 315

Unit 13 Evaluation and Measuring Productivity 323

Text A Evaluation (by *Susan C. Paddock*) 324
Additional Expressions 328
Exercises 329
Text B Productivity and Quality Management (by *Marc Holzer*) 335
Text C Measuring Productivity (by *Evan M. Berman*) 345

Unit 14 Social Equity 351

Text A Public Administration and Social Equity (by *H. George Frederickson*) 352
Additional Expressions 359
Exercises 360
Text B The Impact of the Public Management Reforms on Democracy (by *Owen E. Hughes*) 367
Text C From Affirmative Action to Full Spectrum Diversity in the American Workplace (by *James D. Slack*) 373

Unit 15 Honor and Ethics 381

Text A Moral Standards in Organizational Conduct (by *James B. Bowman* and *Russell L. Williams*) 382
Additional Expressions 387
Exercises 388
Text B The Ethic of Neutrality (by *Dennis F. Thompson*) 394
Text C Understanding Evil (by *Guy B. Adams* and *Danny L. Balfour*) 402

Keys to the Exercises in Text A 409
Glossary 415
Bibliography 445

Unit 1

Defining Public Administration

Questions for preparation:

1. What activities does public administration refer to?
2. What subfields does public administration have?
3. What are the specializations and foci having to do with the specific form and level at which administration occurs?

Text A

Public Administration

by **Frank Marini**

New Words and Expressions

occupational [ˌɔkju'peiʃənəl] *adj.*职业的
sector ['sektə] *n.*部门
enterprise ['entəpraiz] *n.*企业
formulation [ˌfɔ:mju'leiʃən] *n.*制定
implementation [ˌimplimen'teiʃən] *n.*执行
involved [in'vɔlvd] *adj.*有关的
academic [ˌækə'demik] *adj.*学术的
distinguishable [dis'tiŋgwiʃəbl] *adj.* 不同的
principally ['prinsipli] *adv.*主要地
polity ['pɔliti] *n.*国家组织
subpart ['sʌbpɑ:t] *n.*分支
essentially [i'senʃəli] *adv.*本质上
familial [fə'miljəl] *adj.*家族的
disciplined ['disiplind] *adj.*按规则做的
convey [kən'vei] *vt.*表明
modification [ˌmɔdifi'keiʃən] *n.*修正
modify ['mɔdifai] *v.*修改
urge [ə:dʒ] *v.*督促

1. The occupational sector, enterprises, and activities having to do with the formulation and implementation of policy of governmental and other public programs and the management of organizations and activities involved. 2. The academic field concerned with the study of, improvement of, and training for the activities mentioned in 1.

Public administration refers to two distinguishable but closely related activities: (1) a professional practice (vocation, occupation, field of activity), and (2) an academic field which seeks to understand, develop, criticize, and improve that professional practice as well as to train individuals for that practice. The simple meaning of the term is quite direct: it refers on the one hand to the administration or management of matters which have principally to do with the society, polity, and its subparts which are not essentially private, familial, commercial, or individualistic, and on the other hand to the disciplined study of such matters. In this simplest meaning, public administration has to do with managing the realm of governmental and other public activities. This simple definition conveys the essence of public administration and probably covers the vast majority of activities and concerns of contemporary public administration.

Such a simple view, though, needs modification to account for at least two important considerations: First, it must be recognized that professional management of the public's affairs involves not only management in the narrowest sense (keeping the books, handling personnel decisions, implementing decisions which have been made elsewhere in the politico-socio-economic systems, etc.), but also significantly involves the planning, formulating, modifying, and urging

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of goals and purposes of much of public affairs. Second, it must be recognized that some matters of public administration are handled in ways which are not purely but are not precisely governmental.

The first consideration—that public administration is involved in the substance of policy as well as in the implementation of policy decisions—is frequently alluded to with terms such as the demise of the politics-administration dichotomy, the impossibility of value-free public administration, and the need for proactivity by public administrators. These terms reflect the widespread, though not universal, belief or allegation that it is no longer, if ever it was, defensible to interpret public administration as solely involved in technically objective solutions or in the neutral implementation of decisions made by nonadministrative parts of the political system (e.g., partisan leadership; electoral processes; party processes; partisan bargaining; and parliamentary, legislative, and judicial institutions). This belief and related understandings have led to significant public administration attention to policy and policy process. Some have felt a need for a rubric which emphasizes such a policy focus and which might also encompass or indicate receptivity to areas of studies which are closely related (e.g., planning, urban affairs, economic analysis, public policy analysis), and terms such as public affairs are sometimes used for this purpose. In general, though, public administration still functions as the umbrella term throughout the world, though it must be realized that the term implies a broader range of concerns and activities than the narrow meaning of management or administration may convey.

The second consideration—that not all public administration

New Words and Expressions

substance ['sʌbstəns] *n.*主旨
allude [ə'lju:d] *vi.*提到
demise [di'maiz] *n.*终结
dichotomy [dai'kɔtəmi] *n.*二分法
value-free *adj.*不涉及价值的
proactivity [ˌprəuæk'tiviti] *n.*自主自为
universal [ˌju:ni'və:səl] *adj.*普遍的
allegation [ˌæli'geiʃən] *n.*断言
defensible [di'fensəbl] *adj.*可辩护的
partisan [ˌpɑ:ti'zæn] *adj.*党派的
bargaining ['bɑ:giniŋ] *n.*讨价还价
parliamentary [ˌpɑ:lə'mentəri] *adj.*议会的
legislative ['ledʒis,leitiv] *adj.*立法的
judicial [dʒu(:)'diʃəl] *adj.*司法的
institution [ˌinsti'tju:ʃən] *n.*机构
rubric ['ru:brik] *n.*权威法令
encompass [in'kʌmpəs] *v.*包含
receptivity [ˌrisep'tiviti] *n.*接受能力

New Words and Expressions

approach [ə'prəutʃ] *n.*途径
perspective [pə'spektiv] *n.* 观点
mitigate ['mitigeit] *v.*减小
quasi ['kwɑ:zi(:), 'kweisai] *adj.*类似的
mechanism ['mekənizəm] *n.*机制
corporation [ˌkɔ:pə'reiʃən] *n.*机构
contractual [kən'træktjuəl] *adj.*契约的
prevalent ['prevələnt] *adj.*普遍的
directed [di'rektid] *adj.*指令性的
rhetoric ['retərik] *adj.*花言巧语

occurs in and through governmental organizations—also has led to a broadening of the meaning of public administration. At various times in the past of public administration it has seemed that its essence and activities could be identified by referring to nonmarket approaches to social purposes, but this perspective has been mitigated by the recognition that public programs and benefits could be developed through and provided with some market characteristics. Thus there have been developments such as governmental or quasi-governmental activities which compete with private sector activities or provide benefits through use of a price mechanism; sometimes water, utilities, sewers, health care, education, and other benefits are provided in this way. There are also devices such as public corporations, quasi-public corporations, public-private cooperative enterprises, and government contractual arrangements with nongovernmental organizations to provide certain benefits or perform certain functions. Indeed, even for large parts of the world where the private-public distinction has not been as prevalent or obvious as other places (for example, where the economy is essentially directed or nonmarket), the movement toward market or marketlike mechanisms for the provision of public goods is increasingly a matter of rhetoric, planning, or action.

When these considerations are taken into account, public administration is probably best defined as the practice and study of the professional formulation and influence of public policy and the implementation of such policy on a regular and organized basis on behalf of the public interest of a society, its civic subparts, and its citizenry.

Development of the Field

date [deit] *vt.*定日期
bureaucracy [bjʊ'rɔkrəsi] n.官僚机构
credit ['kredit] *vt.*相信
Populist ['pɔpjulist] *adj.*人民党的
Progressive [prə'gresiv] *adj.*进步党的

It is usual to date the contemporary social scientific awareness of bureaucracy (a term which can include both private, or "business" administration and public administration) with the work of the German social scientist Max Weber (1864-1920). Such dating, though, is more a matter of convenience or recognition of important scholarly influence than of historical accuracy.

In the United States, it is usual to credit the reformism of the Populist and Progressive era of politics (about 1880-1920) and especially Woodrow Wilson's academic article "The Study of Administration" (in the *Political Science Quarterly* in 1887) for the systematic and self-conscious development of the field of public administration. It is usual also to identify the early years of U.S. public

administration with scientific management, a school of thought largely attributed to Frederick Winslow Taylor (1856-1915) which emphasized a task analysis and efficiency approach to management; and with the subsequent human relations movement, which emphasized the human and social aspects of work environments and motivations somewhat in contradistinction to the scientific management movement. Both of these latter movements had their origins in industrial and business management, but were very influential on public administration in the United States and around the world. The period of U.S. history between the Great Depression and the World War II (about 1929-1945) is commonly held to represent U.S. public administration in a self-confident—though some also say naive—phase; this period is frequently referred to in the United States and elsewhere as the period of classical public administration or orthodox public administration. The dynamics of the Cold War competition between the United States and Western allies and the USSR and its allies, and the manifestation of this competition in various forms of technical assistance, aid in economic development, and administrative assistance had an impact upon public administration. In the 1960s and 1970s, much of the world of science and technology came under attack. In the United States, these decades and their challenges have come to be interpreted against the backdrop of the civil rights movement (and related movements such as feminism), Vietnam War activism, the "new left," anti-institutionalism, and particular manifestations of youth rebellion. Other parts of the world also experienced similar movements, frequently exacerbated by issues of neocolonialism, nationalism, anti-institutionalism, environmentalism, anti-technologism, and general critiques of scientific and technological perspectives and, indeed, the entirety of "modernity." All of these matters had effects upon politics, the social sciences, and public administration. In the United States and elsewhere, many of these developments were accompanied by significant critiques of public administration. One manifestation of this was a dialogue about the need for fundamental rethinking in public administration (and, for some, the need for a "new public administration"). In the last couple of decades, this had been augmented by tremendous technological developments (e.g., in computer applications and in communications developments) on the one hand, and ever more sophisticated philosophical and methodological interpretations asserting that we are transcending "modernity" in ways which call much of our contemporary understanding and technological approaches into question on the other hand. At the present time, public administration worldwide is in creative tension and undergoing rapid change and attempts at reconceptualization. What the effects of all this will be over time, or what the next developmental stage will be, is unclear but generally appears to have an energizing effect upon the field.

New Words and Expressions

attribute [ə'tribju(:)t] *vt.*归因于
subsequent ['sʌbsikwənt] *adj.*随后的
contradistinction [ˌkɔntrədis'tiŋkʃən] *n.*截然不同
orthodox ['ɔ:θədɔks] *adj.*正统的
dynamics [dai'næmiks] *n.*原动力
manifestation [ˌmænifes'teiʃən] *n.*表现
backdrop ['bækdrɔp] *n.*背景
anti-institutionalism *n.*反制度主义
exacerbate [eks'æsə(:)beit] *vt.*加剧
neocolonialism ['ni(:)əukə'ləuniəlizəm] *n.*新殖民主义
environmentalism [inˌvaiərən'mentlizm] *n.*环境保护主义
anti-technologism *n.*反技术主义
augment [ɔ:g'ment] *v.*增加
application [ˌæpli'keiʃən] *n.*应用程序
methodological [ˌmeθədə'lɔdʒikəl] *adj.*方法论的
transcend [træn'send] *vt.*超越
reconceptualization [rikənˌseptjuəlai'zeiʃən] *n.*再概念化
energize ['enədʒaiz] *vt.*激励

Configuration of the Field

New Words and Expressions

configuration [kən,figju'reiʃən] *n.*构造
discipline ['disiplin] *n.*学科
free-standing *adj.*自立的
baccalaureate [,bækə'lɔ:riit] *n.*学士学位
well-established ['welis'tæbliʃt] *adj.*确立的
prestigious [,pres'ti:dʒəs] *adj.*有声望的
specialization [,speʃəlai'zeiʃən] *n.*专业
credential [kri'denʃəl] *n.* 证书
commitment [kə'mitmənt] *n.*承诺
entry ['entri] *n.*入口
spectrum ['spektrəm] *n.*领域
speciality [,speʃi'æliti] *n.*专业
diversity [dai'və:siti] *n.*多样性
locale [ləu'ka:l] *n.*背景
clientele [,klaiən'tel] 委托人；主顾
foci ['fəusai] *n.*焦点

Public administration is sometimes treated as though it is one of the social sciences, a discipline in some sense. As the number of programs offering doctoral degrees in the field has increased, this interpretation has gained strength.

In the United States, it is relatively unusual for public administration to be a free-standing degree program at the baccalaureate level (though there are some well-established and prestigious programs of this sort—especially in schools of public affairs, schools of management, or schools of public administration—and this approach may be on the increase). The more traditional and still usual pattern is for baccalaureate education in public administration to be a major or minor specialization within a political science degree program. Master-level degrees are increasingly emphasized as desirable or expected credentials for full commitment to professional careers in many fields (e.g., not only in business administration and public administration, but also in fields such as social work, nursing, and education where the appropriate degree for professional entry was once the baccalaureate), and the master's degree—usually, but not always, the master of public administration (MPA)—is becoming the recognized degree for those who aspire to careers in public administration. It should be remembered, though, that public organizations and activities cover virtually the whole spectrum of contemporary specialities and that the educational background and specialties of public administrators therefore reflect this diversity.

As modern and contemporary public administration evolved, it tended to develop a more or less regular set of subfields, approaches, and topical interests. These generally have to do either with the functional and technical specializations of public administration, with specific methods and approaches, or with the phenomena of specific locales and issue areas of public administration.

Thus, public administration has some subfields which deal with concerns which, in one form or another, have been part of the field since its earliest days. Budget and finance (how to provide, handle, and account for material resources), personnel (the policies and management of human resources), planning, operations management, organizational design and management, communications and communications systems, record-keeping, accounting of various kinds, reporting of various kinds and for a variety of purposes and clientele, internal and external public relations, and a host of similar concerns constitute some of the technical and functional foci of the field. In addition to these, there are various

concerns dealing with the environment and context of administration: the constitutional and legal context; the context of the political, economic, and societal structure, requirements, and processes; the values, history, traditions, and habits of the society and its components; the values, history, requirements, and processes of the organizations, programs, and components of specific relevance at any given time; and many other such factors (as well as their interrelationships).

There are also specializations and foci having to do with the specific form and level at which administration occurs: international administration; national administration; federal/confederal administration; state/province administration; district/department/sector administration; city, county, and local administration; inter-governmental and interorganizational administration; "not for profit" administration; and so forth. Issue areas present other topics and specializations: police, fire, schools, military, medical, environmental, technology and technology transfer, science and scientific applications, government-business-industry cooperation, and a host of other specific concerns spawn

New Words and Expressions

interrelationship *n.*相互关系
confederal [kən'fedərəl] *adj.* 联盟的
inter-governmental *adj.*政府间的
inter-organizational *adj.*组织间的
spawn [spɔ:n] *vt.*产生
matrix ['meitriks] *n.*矩阵

Additional Expressions

a host of 许多，一大群
a matter of 大约，大概
account for 说明
as though 好像，仿佛
call...into question 对……表示怀疑
come under attack 遭抨击
deal with 安排，处理；涉及；做生意
developmental stage 发展阶段
government-business-industry cooperation 政府与商业和工业的合作
have to do with 与……有关
in addition to 除……之外
in one form or another 以各种形式
in some sense 在某种意义上
more or less 或多或少
new left 新左派
on the increase 正在增长
over time 随着时间的过去
refer to *sb.* [*sth.*] as 称某人[物]为
refer to 查阅；提到，谈到；打听
take into account 重视，考虑
the civil rights movement 民权运动
Vietnam War activism 越战激进主义

specializations of knowledge, application, training, and experience.

When one realizes that all these (and many more) can be viewed as components of a huge matrix where any one (or more) can be related to any other one (or more), the complexity and variety of the field of public administration is suggested.

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.

lead mitigate accompany exacerbate cover convey constitute aspire view identify recognize function spawn undergo augment

1. This simple definition _____ the essence of public administration and probably covers the vast majority of activities and concerns of contemporary public administration.
2. This belief and related understandings have _____ to significant public administration attention to policy and policy process.
3. In general, though, public administration still _____ as the umbrella term throughout the world, though it must be realized that the term implies a broader range of concerns and activities than the narrow meaning of management or administration may convey.
4. It is usual also to _____ the early years of U.S. public administration with scientific management, a school of thought largely attributed to Frederick Winslow Taylor (1856-1915) which emphasized a task analysis and efficiency approach to management.
5. In the United States and elsewhere, many of these developments were _____ by significant critiques of public administration.
6. In the last couple of decades, this had been _____ by tremendous technological developments

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