

高等院校公共事业管理专业“十二五”规划教材

公共事业管理 专业英语

李丹 编著

English for Public
Services Management

清华大学出版社



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内 容 简 介

本书以公共事业管理专业知识为核心,系统梳理了西方公共事业管理相关理论的发展过程、主要流派及其代表性观点。用英文全面介绍了中国主要公共事业,包括教育、科技、文化、卫生等管理的相关内容。此外,本书着眼于理论与实践的有机结合,在内容上创新性地增加了与公共事业管理实践密切相关的实用英语,如:党和国家主要机构的英文介绍、与中国国情密切相关的政治、经济英文词汇、专业英文文献的查阅与整理方法、毕业论文写作中英文翻译技巧以及就业过程中的面试英语、英文商务信函的写作等。本书既注重专业性与学术性,也突出实用性与趣味性,对于实现“用英语深化专业知识”与“通过专业学英语”的有机结合,提高公共事业管理人才的专业素养与英语运用能力具有重要的现实价值。

本书适合作为高等学校公共事业管理、行政管理、社会保障等公共管理类相关专业的教学与研究用书,也可作为广大公务员和社会组织人员以及任何对公共事业管理专业英语感兴趣人士的学习参考用书或培训用书。

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前 言

伴随着经济全球化和文化全球化的发展，语言全球化的趋向也越来越明显，英语成为大多数非英语国家的第一外语。在全球经济和文化交流日益频繁的今天，英语教学也受到越来越多的关注和重视。

在国外，专业英语又称为科技英语，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、德等国以及第三世界许多国家，都已建立起科技英语的教学和研究机构，出版了许多丛书、期刊和专著。

在我国，专业英语是大部分高校非外语专业开设的区别于基础英语的必修课程，课程一般设置在大学生修完基础英语和部分专业课程的高年级阶段。作为专业教育的重要组成部分，专业英语的作用主要是完善专业课程体系，提高学生利用英语表达和交流专业知识的能力，以及通过互联网和专业英文期刊等信息渠道获取国外本专业领域知识的能力。同时，专业英语也将为部分学生进入研究生学习和出国留学奠定良好的基础。

1998年，教育部将公共事业管理专业列入《普通高等学校本科专业目录》。1999年秋季，东北大学、云南大学两所高校在全国率先招收公共事业管理专业本科生。多年来，公共事业管理专业取得了飞速的发展，公共事业管理专业英语教学也受到越来越多的关注。但是，目前国内并没有专门针对公共事业管理的专业英语教材。因此，本书的编写与出版，对于填补国内公共事业管理专业英语教材的空白、提升公共事业管理专业教学质量、提高公共事业管理专业学生的专业英语能力具有重要的现实意义。

总体而言，本书注重突出以下几方面特点。

一是专业性。本书以公共事业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，并附以中文翻译，避免学生因难度过大而丧失学习的兴趣。

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

事业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,还编写了与公共事业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政治、经济词汇,如“中国梦”(Chinese Dream)、“小康社会”(moderately prosperous society)等。

本书既可作为高等学校公共事业管理、行政管理、社会保障等公共管理相关专业的教材,也可供任何对公共事业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(第一章、第二章、第三章、附录)、张晓杰(第四章、第五章)、李兴超(第六章)。

本书为东北大学本科教育教学改革研究项目“公共事业管理专业英语”课程建设研究、东北大学研究生教育科学研究计划项目的研究成果之一,并得到了入选“万人计划”第一批教学名师的娄成武教授设立的“教学改革研究项目”资助。在编写过程中,得到了清华大学出版社施猛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。反馈邮箱: wkservice@vip.163.com。

李丹

二〇一五年八月于东北大学

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Chapter 1

Introduction to Public Service Management

1.1

What Is Public Service?

1.1.1 Definition of Public Service

Public services are essential to the functioning of our economy and our society. A strong and effective public service is recognized as a source of competitive advantage for any country.

Public service is a kind of service which is provided by government or non-governmental organizations (NGOs) to the public, either directly (through the public sectors) or by financing provision of services.

In China, public service is the supply of quasi-public and some public goods provided by public service units or institutions for the economic and social development.^①

1.1.2 Characters of Public Service

The characters of public service can be refined to the following four points: firstly, public service is based on the requirements of public interests; secondly, public service aims at providing survival care and meeting the basic demands and development of the public; thirdly, the public can not achieve the aim above by themselves without the help of government or public organizations; finally, the government provides public service via exercising public power directly or indirectly.

1.1.3 History of Public Service

Historically, the widespread provision of public services in developed countries usually began in the late nineteenth century, often with the municipal development of gas and water services. Later, governments began to provide other services such as electricity and healthcare. In most

^① LOU Chengwu, LI Jian. Introduction to Public Service Management[M]. Beijing: Renmin University Press, 2006.

developed countries such services are still provided by local or national government. The biggest exceptions are the U.S. and the U.K., where private provision is more significant. Nonetheless, such privately provided public services are often strongly regulated, for example (in the U.S.) by Public Utility Commissions.

Vocabulary

non-governmental organization (NGO)	非政府组织
quasi-public goods	准公共物品
public service unit	事业单位
institution	事业单位
healthcare	卫生, 保健
regulate	管制, 规制

FURTHER READING

China Sets Up Special Fund for Public Service Ads

China has set up a special fund worth more than 10 million yuan (1.6 million U.S. dollars) to support public service advertisements.

Radio and TV programs, roadside billboards and banners have long played a key role in promoting good values and providing knowledge on a range of topics, from furnace safety to giving up bus seats to the elderly.

A total of 132 projects chosen from more than 500 applications have been covered by the fund, the State Administration of Press, Publication, Radio, Film and Television (SAPPRFT) said on Friday.

Completed projects that have already aired include one by the Beijing Media Network calling for patience in parenting, as well as an anti-speeding ad by a radio station in east China's Zhejiang Province.

Figures from the administration show that central and local television groups made 16,000-plus public service ads under the organization of SAPPRFT as of late November, with total air time of some three million minutes.

SAPPRFT vowed to increase financial investment to boost the production and airing of public service programs.

Source: available at

http://news.xinhuanet.com/english/china/2014-12/26/c_133881181.htm

1.2**Publicness of Public Service****1.2.1 Academic and Practical Research on Publicness of Public Service**

In both the academic and practical discourse on public administration, the publicness of public service used to be a common concern, especially with regard to its possession of unique public qualities compared to business management. There also emerged critical observations regarding certain inherent obstacles to this publicness of public service, including its accumulation of excessive power, lack of accountability and representation, indifference towards public needs and demands, official secrecy and inaccessibility, and role in depoliticizing the public sphere (Garnham 1990; Haque 1994). Recognizing such limitations of public service to be a genuine public domain, some scholars became interested in exploring alternatives to enhance its publicness (Thomas 1999; Ventriss 1989), Coursey and Bozeman(1990, 532) went further to make the following comment: “There is no more important concern to public organization theory than the nature of ‘public’ in public organizations.”

However, in recent years, the concern for ascertaining the status of public service as an authentic public domain seems to have diminished worldwide under the emerging market-driven mode of governance. Public service itself has undergone businesslike transformation, especially under the influence of current global context characterized by the triumph of market forces and the reorientation of state policies toward deregulation, privatization, and liberalization (Haque 1996). The examples of such businesslike reforms in public service include initiatives such as Public Service 2000 in Canada, Next Steps in the United Kingdom, Renewal of the Public Service in France, Financial Management Improvement Program in Australia, Administrative Management Project in Austria, Modernization Program for the Public Sector in Denmark, and Major Options Plan in Portugal (OECD 1993). This new genre of administrative reforms, often generalized as New Public Management, can also be found under various titles in countries such as Belgium, Brazil, Finland, Germany, Italy, Jamaica, Japan, Malaysia, Mexico, the Netherlands, New Zealand, Norway, the Philippines, Singapore, Sweden, Switzerland, Turkey, and Zambia (OECD 1995).^①

① M. Shamsul Haque. The Diminishing Publicness of Public Service under the Current Mode of Governance [J]. *Public Administration Review*, 2001,(61):65-82.

1.2.2 Obstacles in Pursuing Publicness of Public Service

There are many challenges or obstacles in pursuing publicness of public service, such as the eroding public-private distinction, narrowing composition of service recipients, weakening means of public accountability, shrinking role of the public sector, and rising challenge to public confidence. Despite cross-national and inter-regional variations in the intensity of these challenges, the common global trend is toward this diminishing publicness, which has critical implications for public service, especially for its identity, motivation, and legitimacy.

1.2.3 Suggestions and Solutions

Suggestions to meet these challenges include the following: firstly, academics and practitioners should try to introduce serious critical studies and debates on the use of private-sector concepts, values, structures, and techniques in public service that pose a challenge to its publicness in terms of the eroding public-private distinction. Secondly, the policy makers should reexamine the rationale that market-centered reforms in governance expand the base of ownership, ensure better allocation, and facilitate “popular capitalism” (Hamilton 1989, Okumura 1994). Thirdly, determine the nature and extent of the public sector role on the basis of objective criteria rather than market-based assumption that the public sector is inefficient and ineffective in comparison with the private sector (Clements 1994; Haquee 1996). Fourthly, although one of the common rationales behind the recent market-oriented reforms has been increased the responsiveness and accountability of public service to its customers, certain basic features of these reforms (such as privatization, contracting out, public-private partnership, and autonomous agency) tend to pose a new challenge to accountability, because these business-like features may render the traditional democratic means of accountability, including parliamentary debates, legislative committees, and internal administrative controls, ineffective. There is a need for redesigning the existing accountability measures and introducing new ones.^①

Vocabulary

public administration

行政管理, 公共管理

publicness

公共性

public service

公共服务

accountability

责任

representation

代表

^① M. Shamsul Haque. The Diminishing Publicness of Public Service under the Current Mode of Governance [J]. *Public Administration Review*, 2001,(61):74.

market-driven	市场驱动
governance	治理
transformation	转型
reorientation	再定位
deregulation	分权
privatization	私有化
erode	损害
identity	身份
motivation	动机
legitimacy	合法性
rationale	基础理论
facilitate	促进
responsiveness	回应性
contracting out	(公共服务)外包
public-private partnership	公私合作模式
legislative committee	立法委员会

FURTHER READING

Public Service 2000: The Renewal of the Public Service of Canada

The Public Service 2000 (PS 2000) White Paper set out a new management philosophy, with precepts grouped under innovation, service to the public, people, and accountability (the precepts are listed in the Appendix to this report).

The White Paper portrayed improved service to Canada and Canadians as the central theme of PS 2000. It argued that money saved by simplifying resource management and administration could be spent improving service delivery. Improved service would also feature new ways of interacting with Canadians—more effective consultation with stakeholders, for example, and partnering with other levels of government and other sectors of society. Since most services are provided in the regions, and most public servants work there, the greater authority that would flow to departments was to be delegated “wherever possible” to the regions—and to the management levels closest to the front lines.

Decentralization and increased delegation of authority would strike a new balance between the need for control and the desire to provide responsive, efficient and effective service. This would require the much more systematic management and development of public servants,

with a greater emphasis on individual, or personal, accountability. Deputy ministers and public service managers and supervisors would be more clearly accountable for the way they used their authority and the way they managed and developed their staff, and for the results they produced.

The key to achieving the kind of public service that PS 2000 envisioned would be not just different practices but a fundamental change in attitudes about managing employees. The belief was that empowered public servants could better serve Canada and Canadians. The intent, as the Prime Minister said in announcing the initiative, was to foster a public service that “recognizes its employees as assets to be valued and developed.” The public service was to adopt a culture of continuous learning, with greater emphasis on both the training and development of public servants and their career planning and mobility. The reform proposals recognized the key role of employees in meeting the organization’s objectives; a more vibrant and creative workplace could attract and keep the best-qualified people who were in growing demand by other employers.

The fundamental changes envisioned for the corporate culture called for a long-term process of reform (the name—PS 2000—recognized that it would likely take 10 years). And it would be a dynamic process: the White Paper recognized some of the challenges of aspects of the reforms (for example, developing a culture of continuous learning) but did not offer much guidance on them; lessons learned by experience and the change of mindsets were expected to generate added reforms.

Source: available at

http://www.oag-bvg.gc.ca/internet/english/meth_gde_e_10222.html

1.3

Public Service in the Development of Public Administration Science

In the development of public administration science, there are at least several approaches to bringing excellent public services into reality such as Old Public Administration (OPA), New Public Management (NPA), and New Public Service (NPS).

1.3.1 The Old Public Administration

The elements showing the characteristic or the mainstream view of the Old Public Administration(OPA) include the following:

- (1) Government provides the direct delivery of service through its agencies.
- (2) Public service provision is administered through hierarchical organization with top down system.
- (3) OPA approach is more centralistic. In addition, the role of government is so big or even as single player in giving service to the public.

1.3.2 The New Public Management

The New Public Management is based on concept from market mechanism and professional management. In public operation, there are seven main points of the NPM:

- (1) Give precedence to professional management, focusing on freedom of administrator in using discretion of administrative decision for deftness and success.
- (2) Emphasize clear objective making and fix the aim of operation in obviously. Therefore, for the public operation to be accountable of the result more than give precedence to the rule and process of the government.
- (3) Connect practice and resource management in government sectors and create the prize system, making the administrators and the workers have motivation in practice, which is the highest success of the organizations.
- (4) Improve the organization structure and operation system, with smaller structure for deftness operating in potential. Shift from a unified management system to a decentralized system in which managers gain flexibility and are not limited to agency restrictions.
- (5) Promote to have the competition system on public service management for the government and the other organizations to improve efficiency and quality of public service management.
- (6) Change the administrative methods to have more modernity and support technology using and also the techniques of private management in the government sectors.
- (7) Promote discipline of finance, emphasize on economical spending and worthiness of public resource using that is limited to the highest profit for the public sectors.

1.3.3 The New Public Service

The continued paradigm was New Public Service (NPS). NPS was proposed by Janet V. Denhardt and Robert B. Denhardt through their book entitled “*The New Public Service, Serving not Steering*” published in 2003. The book was started with the statement of “Government shouldn’t be run like a business; it should be run like a democracy”. Running bureaucracy is similar to running democratic system. Therefore, there are differences between the two

paradigms. NPM emphasizes on the 3E economic values (efficiency, economy and effectiveness). Whereas, NPS focuses on the political values namely: equity, democracy, equality, etc. That is a classical issue in the public administrative science.^①

Therefore, the interesting point between the two paradigms is the role of society in public service provision. In NPM, there is no involvement of the society. Society is only customers who have responsibility for taking and paying for public service provided for them. In the mean time, in the NPS, society should actively be involved in the process of public service provision (particularly in term of policy formulation or deciding of society needs).

From explanation above we can conclude that the differences among OPA, NPM and NPS exist in the involvement of the actors for public service provision. In the OPA, government is a single actor responsible for conducting all of the process of public service provision. While in the NPM, government or bureaucracy was strived to involve in the process and use economic and private management in the process of public service provision to achieve public service efficiency and effectiveness. However, because of the weakness in the provision, NPS was emerging. In this paradigm, society has a wide range of participation in the process of public service provision, particularly in deciding the society needs. Therefore, in this paradigm, it is not only government and the private are involved in the public service provision, but also society. These are the important differences among OPA, NPM, and NPS.^②

Vocabulary

Old Public Administration	传统公共行政
New Public Management	新公共管理
New Public Service	新公共服务
hierarchical organization	阶层制组织
market mechanism	市场机制
discretion	判断力
deftness	灵巧
objective	客观的
efficiency	效率
paradigm	范例
democracy	民主政体

① Robert B. Denhardt, Janet Vinzant Denhardt. The New Public Service: Serving Rather than Steering[J]. Public Administration Review, 2000,60 (6), 549-559.

② Anurat Anantanatorn, Samrit Yossomsakdi, Andy Fefta Wijaya, Siti Rochma. Public Service Management in Local Government, Thailand[J]. International Journal of Applied Sociology, 2015,5(1): 5-15.