NEW BENCHMARK

公共管理英语阅读教程

卢长怀 孙丽霞 主编

MPA English Reading Course

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新基点（NEW BENCHMARK）

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新基点（NEW BENCHMARK） 全国高等院校商务英语专业本科系列规划教材由对外经济贸易大学出版社联合对外经济贸易大学、广东外语外贸大学、上海对外贸易学院、东北财经大学、上海财经大学等学校的骨干教授编写而成。

2007 年国家教育部批准设立了商务英语本科专业。为促进商务英语学科建设，适应教学改革和创新的需要，对外经济贸易大学出版社特组织编写了"新基点"系列教材。本系列教材体现商务英语专业最新教学特点和要求，是面向二十一世纪的一套全新的立体化商务英语教材，主要适用于全国各高等院校商务英语专业本科学生。

本系列教材旨在培养具有扎实的英语基本功，掌握国际商务基础理论和知识，具备较高的人文素养，善于跨文化交流与沟通，能适应经济全球化，具备国际竞争力的复合型英语人才。共由语言技能、商务知识、人文素养三个子系列组成。

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商务知识子系列介绍商务基础理论和商务实践的具体知识，主要包括经济学原理、管理学原理、商法导论、跨文化交际导论、国际贸易实务、营销学等主干教材。

人文素养子系列主要包括语言学导论、英美国家概况、欧洲文化、英美文学选读、英美散文、大学英汉翻译、大学汉英翻译等核心教材。

上述的每套子系列教材都自成体系，合在一起又形成了有机的整体。本套教材不是封闭的，而是随着教学模式、课程设置和课时的变化，不断推出新的教材。对外经济贸易大学出版社旨在广泛调动社会智力资源，与时俱进、推陈出新，推出一套适合新兴商务英语专业本科学生的系列教材。

编撰者们不仅具有丰富的语言教学经验，而且获得工商管理、经济学等商科专业的硕士、博士学位，具备商务活动的实践经验。他们集教学经验和专业背景于一身，这正是本套商务英语系列教材编撰质量的有力保证。

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前　言

根据国家《公共管理硕士专业学位培养方案》的要求，公共管理（MPA）专业学位的设置旨在培养一支高素质、专业化的公共管理尤其是行政管理队伍，为进一步推进公共管理的现代化、科学化和专业化，全面贯彻科教兴国之战略培养有用之才。《公共管理英语阅读教程》的编写以此为指导思想，主要为政府部门和非政府公共机构培养宽口径、复合型、应用型的公共管理高层次人才提供符合时代要求的教材需求。

《公共管理英语阅读教程》结合国内外先进的教学理念，采用美国伊利诺斯大学MPA课程体系，从公共管理概论、公共行政法、复杂组织学、管理沟通、公共人力资源管理、职业道德和责任、战略规划、公共政策分析与策划、都市发展进程、政策制定与环境构造、政府工具、公共安全管理等方面，系统地介绍公共管理领域中的基本知识。本书中的公共管理相关英文篇章多数选自英语原版书籍和报刊，其设计思路从公共管理概念介绍和英语应用能力训练两个方面出发，配有练习答案和参考译文，是培养高层次复合型、应用型的公共管理人才的理想教材。教材既适合教师的课堂教学使用，也适合希望提高公共管理知识的群体的阅读需求。

本书的编者是多年从事公共管理英语教学的大学教师，并且邀请亲自参与美国伊利诺斯大学MPA课程学习海外归来的学者，以及从事政府部门公共管理工作的人员参与教材的大纲设计和材料整合。本书内容精练，结构合理，具有针对性、科学性、灵活性的特点。章节编排从公共管理的常用术语和词汇开始，由浅入深，除了公共管理基础概念的阅读之外，还配有相关经典中外公共管理案例故事和相关延伸阅读，其目的是充分阐释现代公共管理理念的同时，也能使读者欣赏到经典的英语阅读篇章。

卢长怀和孙丽霞负责全书的主编工作，包括初稿和终稿的审校、修订以及内容补充。郭铁妹、李福超和宋金龙副主编参与了初稿的资料收集和大纲审定工作，以及部分章节的编写和修订工作。另外，张智勤、杨洋、孙建英、郭敬满、张琳等也参与了本书的资料收集工作。在此表示衷心的感谢。

本书的部分阅读内容和名词解释，部分选自原版外文书籍和报刊，部分选自互联网有关网站的内容和维基百科。在此，我们谨向这些书籍和文章的作者们表示由衷的感谢。由于无法逐一联系作者，本书引用的文章的著作版权仍属于原作者，如果涉及版权问题，请作者联系本书主编。鉴于本书的编委学术水平以及经验有限，书中难免有疏漏或不妥之处，恳请使用或阅读本书的各位专家、广大教师和读者批评指正。
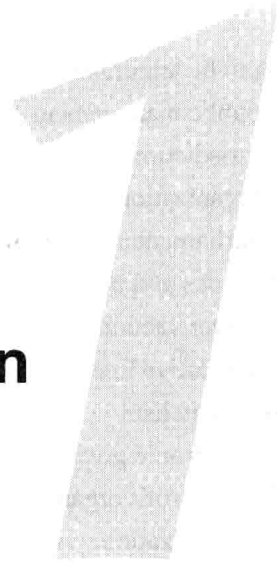
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本书编委会

2014 年 10 月于大连

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Unit One

An Introduction to Public Administration
公共管理概论

Public administration may be defined as all process, organization and individuals associated with carrying out laws and other rules adopted or issued by legislature, executives, and courts. This definition should be understood to include considerable administrative involvement in formulation as well as implement of legislation and executive orders. Public administration is simultaneously a field of academic study and of professional training, from which substantial numbers of government employees currently are drawn.

The **LEARNING GOALS** of this unit are to:
- Introduce the terms and concepts related to public administration.
- Discuss the theoretical meanings about public administration.
- Understand public administration through reading a case story and supplementary reading.

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1. **Match the following terms and concepts of public administration with the Chinese translation.**

   1) bureaucracy   a. 私有化

2) public administration	b. 庇护主义
3) public management	c. 立法意图
4) jurisdiction	d. 司法权
5) organizational structure	e. 官僚主义
6) parliamentary form of government	f. 电子政务
7) checks and balances	g. 相互制衡
8) power vacuum	h. 权利真空
9) legislative intent	i. 议会制
10) clientelism	j. 公共行政管理
11) electronic government (e-gov)	k. 公共管理
12) non-profit organization	l. 组织架构
13) privatization	m. 非营利组织
14) organizational development	n. 组织发展

2. Read the following explanations of the terms and concepts and translate them into Chinese.

1) **bureaucracy:** a formal organizational arrangement characterized by division of labor, job specialization with no functional overlap, exercise of authority through a vertical hierarchy (chain of command), and a system of internal rules, regulations, and record keeping.

2) **public administration:** all processes, organizations, and individuals acting in official positions associated with carrying out laws and other rules adopted or issued by legislatures, executives, and courts.

3) **public management:** a field of practice and study central to public administration that emphasizes internal operations of public agencies and focused on managerial concerns related to control and direction, such as planning, organizational maintenance, information systems, budgeting, personnel management, performance evaluation, and productivity improvement.

4) **jurisdiction:** in bureaucratic politics, the area of programmatic responsibility assigned to an agency by the legislature or chief executive.

5) **organizational structure:** the types of organizational unit designed to achieve a particular policy goal.

6) **parliamentary form of government:** a form of government practiced in most democratic nations, including France, Germany, the United Kingdom, and Japan, in which the chief

executive and top-level ministers are themselves members of the legislature.

7) **checks and balances:** a government principle, following from separation of powers, that creates overlapping and interlocking functions among the executive, legislative, and judicial branches of government.

8) **power vacuum:** where power to govern is splintered, there will inevitably be attempts by some to exercise that power that is not clearly defined and is, therefore, "up for grabs".

9) **legislative intent:** the goals, purposes, and objectives of a legislative body, given concrete form in its enactments (though actual intent may change over time); bureaucracies are assumed to follow legislative intent in implementing laws.

10) **clientelism:** a phenomenon whereby patterns of regularized relationships develop and are maintained in the political process between individual government agencies and particular economic groupings; for example, departments of agriculture, labor, and commerce, working with farm groups, labor groups, and business organizations, respectively.

11) **electronic government (e-gov):** takes the information technology concept further by integrating disparate information sources into one-stop web "portable" for improving access to information about government; for example, www. First gov. gov.

12) **non-profit organization:** nongovernmental tax-exempt institutions, such as churches, hospitals, private colleges and universities, the United Way, and the Boy Scouts and Girl Scouts, that provide quasi-governmental services to many local communities using volunteers.

13) **privatization:** a practice in which governments either join with, or yield responsibility outright to, private-sector enterprises to provide services previously managed and financed by public entities.

14) **organizational development:** a theory that concentrates on increasing the ability of an organization to solve internal problems of organizational behavior as one of its routine functions; primarily concerned with identification and analysis of such problems.

3. Theory reading

What is Public Administration?

Public administration entails two layers of meanings. 1) The *occupational* sector, enterprises, and activities having to do with the *formulation* and *implementation* of policy of

governmental and other pubic 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 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 precisely governmental.

The first consideration—that public administration involves in the *substance* of policy as well as in the implementation of policy decisions—is frequently *alluded* to the 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, it must be realized that **umbrella term** throughout the world, and 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 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 market like 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**.

Adapted from *http://www.233.com*

New words and expressions

formulation [ˌfɔrmjə'leʃən]   *n*   制定
implementation [ɪmplɪmen'teɪʃ(ə)n]   *n.*   实现，履行
administration [əd,mɪnɪ'streʃən]   *n.*   管理，行政
distinguishable [dɪ'stɪŋgwɪʃəbl]   *a.*   可区别的；辨认得出的；可辨识的

polity　['pɒliti]　n. 政体；国体；政治组织

subpart　n. 子部分

modification　[ˌmɑdɪfɪ'keʃən]　n. 修改，修正；改变

politico-socio-economic system　政治社会经济系统

allude　[ə'lud]　v. 暗指，转弯抹角地说到

demise　[dɪ'maɪz]　n. 终止；转让；死亡

dichotomy　[daɪ'kɑtəmi]　n. 二分法；两分；分裂

proactivity　[proˌæk'tɪvəti]　n. 积极主动性

allegation　['ælə'geʃən]　n. 主张，断言

partisan　['pɑrtəzn]　a. 党派的

electoral　[ɪ'lɛktərəl]　a. 选举的

parliamentary　[ˌpɑrlə'mɛntri]　a. 议会的；国会的；议会制度的

legislative　['lɛdʒɪslɛtɪv]　a. 立法的

judicial institution　司法制度

rubric　['rubrɪk]　n. 红字标题；红色印刷；题目

receptivity　[rɪˌsɛp'tɪvəti]　n. 接受能力

umbrella term　涵盖性术语，概括词

perspective　[pə'spɛktɪv]　a. 观点

mitigate　['mɪtɪget]　v. 缓和，减轻

quasi-　['kweizai]　prep. 准；类似（用以构成复合词）

mechanism　['mɛkənɪzəm]　n. 机制

utilities　[ju'tɪlətiz]　n. 公用事业

sewer　['suə]　n. 下水道

contractual　[kən'træktʃuəl]　a. 契约的，合同的

prevalent　['prɛvələnt]　a. 流行的；普遍的，广传的

public goods　公共物品，公共产品

rhetoric　['rɛtərɪk]　n. 修辞，修辞学；华丽的辞藻

citizenry　['sɪtɪzənri]　n. 市民；公民

◎ Notes ◎

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1) The academic field concerned with the study of, improvement of, and training for the

activities mentioned in 1). (Para. 1)

解析：此句子中的 concerned with... 所引导的部分为后置定语，意思是"涉及；与……有关的"修饰前文中 the academic field。例句：The news was dominated by people concerned with issues and their impact on people's lives.（这条新闻充满了关心各种问题的人以及这些问题对民众生活的影响。）

译文：涉及对上述活动研究、改进与培训的学术领域。

2) ...and on the other hand to the disciplined study of such matter. (Para. 2)

解析：这里的"to"与上文中的 to do with ...并列，也表示"对待、处理、与……有关"；而这个部分中的 disciplined study 指"严谨的研究"。disciplined 一词通常表示"遵守纪律的；受过训练的"的意思。比如，This is a disciplined, organized, and consistent approach.（这是纪律严明、条理清晰、持续一致的方法。）；英语中 discipline 可以用作动词和名词，分别表示"训练"；"学科、纪律"等。

译文：另一方面，它指对这类事务的严谨的研究。

3) ...is frequently alluded to the 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. (Para. 4)

解析：此句中的 be alluded to...表示"暗指，提到"。而 value-free 则表示"价值中立；价值祛除；价值中立"，这里-free 用作后缀，构成复合形容词，类似的构词在英文中经常出现，比如 chemical-free（不含化学产品的，无公害的），duty-free（免税的），salt-free（不含盐的）。这里 proactivity 中也是由缀合法构成的新词，pro-表示"居前；领先；赞成"，proactivity 的意思是"主动性，积极性"。英语中这类构词也常见，如 pro-European（赞成西欧一体化的），the pro-democracy campaign（亲民主运动）。

译文：而且经常被用像政治与行政二分法的终止、无价值公共管理的不可能性以及对公共管理者的能动性要求这样的术语来暗指。

4) These terms reflect the widespread...nonadministrative parts of the political system. (Para. 4)

解析：此句中出现了比较复杂的宾语 belief or allegation，后面的 that it is no longer, if ever it was, defensible to interpret public administration as...the political system 为后置定语，修饰前面的 belief or allegation。在定语从句中 interpret...as...意思是"把……看作；把……理解为"，这个部分中 solely involved in technically objective solutions or in the neutral implementation of decisions 为 interpret as 的两个并列的介词宾语，意思是"看做是技术上的客观解决方案或者是决策的中立执行"，decisions 之后的 made by nonadministrative parts of the political system 是过去分词短语，修饰前文中的 decisions，意思是"政治系统非管理部门所做出的决策"。

译文：这些术语反映了一种虽未普遍认同但广为传播的观点或主张，这种观点或主张认为把公共管理仅看做是技术上的客观解决方案或政治系统非管理部门（例如，党派领导、选举程序、政党作用、党派交涉，以及议会、立法和司法机构）决策的中立执行，即使过去站得住脚，现在也是不可能的。

5) ...the movement toward market or market-like mechanisms for the provision of public goods is increasingly a matter of rhetoric, planning, or action. (Para. 5)

解析：此句中的 market-like 是由-like 作为后缀构成的复合形容词，意思是"市场化的"，英语中后缀-like 表示"像……（在名词后构成形容词后缀）"，例如，a tiny worm-like creature（一个像虫子一样的微小生物）。这里的 public goods 含义是"公共产品"，是私人产品的对称，是指具有消费或使用上的非竞争性和受益上的非排他性的产品。比如公共座椅，也可以翻译为"公共财货"、"公共物品"。下面的 rhetoric 一词，通常表示"修辞，修辞学"，而在这里指"辩论法，雄辩术"，应该表示人们加以讨论、争辩的问题。

译文：走向市场或提供公共产品的市场机制举动越来越成为一个讨论、计划、或付诸行动的问题。

6) ... the 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. (Para. 6)

解析：这句话中 practice and study 为 defined as 介词宾语，构成定义的对象，后面 of ...and its citizenry 部分作为后置定语，修饰前面的 practice and study，在这里出现了两个并列的状语，on a regular and organized basis 和 on behalf of the public interest of a society, its civic subparts and its citizenry，分别表示"在有规则的和有组织的基础之上"和"代表一个社会、社会公民团体和公民的公共利益"。

译文：也许公共管理最好被定义为，代表一个社会、社会公民团体和公民公共利益，在有规则的和有组织的基础之上对职业构想、公共政策影响和公共政策实施的实践与研究。

Exercise 3.1

Directions: Complete the following sentences with the given words. Change the forms of the words where necessary to fit the context. Each word can only be used once.

| individualistic | utilities | distinction | modification | allegation |
| administration | mitigate | partisan | parliamentary | dichotomy |

1) What you are describing is an environment where this _____ doesn't exist.
2) He made a(n) _____ between those long-term concerns and the crisis Europe is facing.
3) The government is taking new economic measures in order to help _____ the effects of the recession.
4) Public _____ is believed to be Mickey Mouse. Disney's mouse in the cartoon shorts was made to build something (such as a house or a boat) that would later fall apart, or generally going to a great deal of trouble for little result.
5) If people assume that the world is a rude, _____ and selfish place, they are more likely to act that way themselves.
6) American president believed that arms control treaties have not traditionally been a(n) _____ issue in Congress.
7) This method can be directly utilized by test organizations with some _____.
8) Since 2001, Minnesota's _____ have been required to offer customers the green pricing option.
9) Pakistan rejected the _____, saying there was no evidence that its intelligence staff were involved.
10) Successful leaders also understand that they must build a(n) _____ consensus behind their programs.

Exercise 3.2

Direction: Translate the following sentences into Chinese.
1) The term "public administration" encompasses a complex set of interrelated concepts and draws from many different academic disciplines, includes a variety of agencies, and is linked closely to several distinct professions.
2) The foundations of public administration in the United States are legal ones and are bound by instruments of law.
3) The executive nature of public administration enables the public will to be translated into action by the people responsible for running the public bureaucracy.

4) Public administration includes many occupational fields—medicine, engineering, social welfare, economics, etc.

5) It is within the framework of each of these fields that the political, legal, and managerial aspects of public administration are transformed by public administrators into the work of government.

4. Case study

Five Elements of Weber's Bureaucratic Model

As first published in 1922, Weber's *Bureaucratic* Model is an ideal model for constructing efficient and effective governments. After reading the book "Public Administration in America" written by Milakovich and Gordon, I personally believe that this model also apply to Chinese government. I would like to describe this model, and then compare it with the organization I work for.

1. The labor and functional sections are divided into different units according to the type and purpose. Every unit plays a unique role and has clear *jurisdiction*, *averting* the *overlap* and *duplication* of function.

2. The bureaucracy is *hierarchical*. A clear *vertical* chain of command is established. Orders transfer from the higher level to the lower one. Reports flow in the reverse direction.

3. The bureaucracy should maintain a character of *stability* and *predictability* through *explicit* rules and procedures. Employees are treated equally. *Merit system* is built up. Thus, reliability of performance is *enhanced*.

4. The management activities are recorded carefully. Files and other records are used to ensure performance appropriately as well as keeping consistent with past actions.

5. Employees are assigned to different positions on the basis of their *seniority* and education. They should be professional and offer career-oriented services in a bureaucracy. In return, they must be paid regular salary and provided appropriate welfare.

This model was *contributed* in early 20th century. However, it is still meaningful for us to fulfill our administrative goals. In fact, from my own experiences, our committee has applied this model to our daily management. Firstly, our committee is divided into several departments. Each department has different functions, which is distinguished from others. Secondly, every employee has his own responsibility, and is responsible to someone who is superior to him. Then,