

Федеральное Государственное Бюджетное Образовательное Учреждение
Высшего Профессионального Образования
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Кафедра иностранных языков гуманитарных факультетов

**УЧЕБНО–МЕТОДИЧЕСКОЕ
ПОСОБИЕ ПО РАЗВИТИЮ ПРОФЕССИОНАЛЬНО-
ОРИЕНТИРОВАННОЙ КОММУНИКАТИВНОЙ
КОМПЕТЕНЦИИ СТУДЕНТОВ НА ЗАНЯТИЯХ ПО
АНГЛИЙСКОМУ ЯЗЫКУ НА БАЗЕ ЧТЕНИЯ ТЕКСТОВ
ПО СПЕЦИАЛЬНОСТИ**

Для студентов факультета управления и социологии (отделение ГМУ)

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Составитель кандидат филологических наук, ст. преподаватель
К.С. Ращупкина

Пособие предназначено в качестве дополнительного материала по домашнему чтению для студентов факультета управления и социологии (отделение «ГМУ»). Пособие включает в себя аутентичные тексты и профессиональную лексику. Данное пособие построено на материале, взятом из книг: “English for Public Administration” (сост. О.В. Добролет, А.Р. Жорова), “English for Public Administration” (сост. И.А. Иващенко). Цель данного пособия – формирование и совершенствование навыков чтения и перевода аутентичных текстов у студентов по специальности «Государственное и муниципальное управление», расширение и закрепление у обучающихся лексического запаса по специальности, развитие навыков устной речи, формирование профессионально-ориентированной коммуникативной компетенции. Пособие предназначено как для аудиторной работы, так и самостоятельной работы студентов.

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Unit 1

PUBLIC ADMINISTRATION

READING PRACTICE

A Scan Text 1.1 and answer the questions:

- a) In what connection are the names of Lorenz von Stein and Woodrow Wilson mentioned?
- b) What do the years of 1855, 1887 stand for?

B Read the text and match the questions below (1-6) with the paragraphs in the text.

1. What are the main responsibilities of public administration?
2. What levels is public administration practiced at?
3. What constitutes a growing problem of public administration?
4. In what way did Lorenz von Stein define the science of public administration?
5. Who was the first to consider the science of public administration in the United States?
6. What features are common to all civil services?

1.1 What is Public Administration

1. Public Administration can be broadly described as the development, implementation and study of government policy. Today public administration is often regarded as including also some responsibility for determining the policies and programs of governments. Specifically, it is the planning, organizing, directing, coordinating, and controlling of government operations.
2. Public administration is a feature of all nations, whatever their system of government. Within nations public administration is practiced at the central, intermediate, and local levels. Though public administration has historically referred to government management, it increasingly encompasses non-governmental organizations that are not acting out of self-interest.
3. From the 16th century, the national state was the reigning model of the administrative organization in Western Europe. These states needed an organization for the implementation of law and order and for setting up a defensive structure. The need for expert civil servants, with knowledge about taxes, statistics, administration and the military organization, grew.
4. Lorenz von Stein, since 1855 professor in Vienna, is considered the founder of the science of public administration. According to him, the science of public administration was an interaction between theory and practice and combined several disciplines, such as sociology, political sciences, administrative law and public finance.
5. In the United States Woodrow Wilson was the first to consider the science of public administration. In an 1887 article entitled "The Study of Administration" Wilson wrote "it is the object of administrative study to discover, first, what government can properly and successfully do, and secondly, how it can do these

proper things with the utmost possible efficiency and at least possible cost either of money or of energy”.

6. In most of the world the establishment of highly trained administrative, executive classes has made public administration a distinct profession. The body of public administrators is usually called the civil service. Traditionally the civil service is contrasted with other bodies serving full time, such as the military, the judiciary, and the police. In most countries a distinction is also made between the home civil service and those persons engaged abroad on diplomatic duties. A civil servant, therefore, is one of a body of persons who are directly employed in the administration of the internal affairs of the state and whose role and status are not political, ministerial, military, or constabulary.

7. Certain characteristics are common to all civil services. Senior civil servants are regarded as the professional advisers to those who formulate state policy. Civil servants in every country are expected to advise, warn, and assist those responsible for state policy and, when this has been decided, to provide the organization for implementing it. The responsibility for policy decisions lies with the political members of the executive (those members who have been elected or appointed to give political direction to government). By custom, civil servants are protected from public blame for their advice.

COMPREHENSION

Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. Not all nations have public administration.
2. Public administration is practiced at the central level only.
3. Historically, public administration has referred to government management.
4. Lorenz von Stein is considered to be the opponent of the science of public administration.
5. A civil servant is directly employed in the administration of the internal affairs.
6. There are certain features common to all civil services.
7. It is the responsibility of civil servants to make policy decisions.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-------------|-----------------|
| 'national | adminis'tration |
| 'civil | ad'ministrative |
| 'program | fi'nance |
| 'status | e'fficiency |
| 'management | his'torically |

B Match these verbs and nouns as they occur together in the text.

1. include a) a growing problem

- | | |
|---------------|---|
| 2. determine | b) the science of public administration |
| 3. constitute | c) decisions |
| 4. consider | d) responsibilities |
| 5. formulate | e) members |
| 6. appoint | f) policies and programmes |
| 7. make | g) state policy |

C Find in the text the words having the same meaning as those listed below.
to be considered as (para 1); realization (para 3); the subject of study (para 5); to be compared with (para 6); diplomatic missions (para 6); to serve (para 6); features (para 7); as a rule (para 7).

D Give the Russian equivalents for the following words and word combinations.

to be responsible for; at the level; to consider, internal affairs; to be contrasted with; to be employed in; to be common; to make policy decisions; to serve full time; to formulate state policy.

E Complete these sentences using an appropriate phrase from Exercise D.

- Public administration studying and implementing the government policy.
- Woodrow Wilson was the first to the science of public administration in the United States.
- The civil service the military, the judiciary, and the police services.
- Civil servants in the administration of the home affairs.
- There are certain features which to all civil services.
- Senior civil servants advise to those who
- Civil servants are employed in the administration of

F Learn the active vocabulary.

- | | |
|--------------------|--------------------------------|
| internal affairs | to be engaged in |
| common features | to implement government policy |
| civil service | to make decisions |
| a civil servant | to determine state policy |
| responsibility for | to regard as |

A Scan Text 1.2. Find in the text the information referring to:

- major principles of public administration;
- organizational principles of public administration;
- characteristics a person should possess to be engaged in civil service;
- the fields in which budget plays a great role.

B Read the text and match the questions below (1-7) with the paragraphs in the text.

- What is a major goal of public administration?
- What other values are of great importance to public administration?
- Where did many organizational principles originate from?
- What is the attitude of critics to principles of public administration?

6. What is “meritocracy”?
7. When did the struggle for control over budget begin?
8. Why is control over budget so important?

1.2 Principles of Public Administration

A prominent principle of public administration has been economy and efficiency, that is, the provision of public services at the minimum cost. This has usually been the stated objective of administrative reform. Despite growing concern about other kinds of values, such as responsiveness to public needs, justice and equal treatment, and citizen involvement in government decisions, efficiency continues to be a major goal.

Public administration has focused frequently on questions of formal organization. Many organizational principles originated with the military, a few – from private business. They include, for example: (1) organizing departments, ministries, and agencies on the basis of common or closely related purposes, (2) grouping like activities in single units, (3) equating responsibility with authority, (4) ensuring unity of command (only one supervisor for each group of employees, (5) limiting the number of subordinates reporting to a single supervisor, (6) employing the principle of management by exception (only the usual or problem case is brought to the top), and (7) having a clear-cut chain of command downward and of responsibility upward.

Public administration has also laid stress upon personnel. In most countries administrative reform has involved civil service reform. Historically, the direction has been toward “meritocracy”- the best individual for each job, competitive examinations for entry, and selection and promotion on the basis of merit. Attention has increasingly been given to factors other than intellectual merit, including personal attitudes, incentives, personality, personal relationships.

In addition, the budget has developed as a principal tool in planning future programmes, deciding priorities, managing current programmes, linking executive with legislature, and developing control and accountability. The contest for control over budgets, particularly in the Western world, began centuries ago and at times was the main relationship between monarchs and their subjects. The modern executive budget system in which the executive recommends, the legislature appropriates, and the executive oversees expenditures originated in 19th century Britain. In the United States during the 20th century, the budget became the principle vehicle for legislative surveillance of administration, executive control of departments, and departmental control of subordinate programs. It has been assuming a similar role in many of the developing countries of the world.

COMPREHENSION

Match the sentence beginnings (1-6) to the correct endings (a-f).

1. A major principle of public administration has been
2. Other kinds of values of the administrative reform are
3. Organizational principles of public administration are similar to
4. Public administration pays great attention to
5. Attention has also been given to
6. Budget is important in
- a) formal organization of the military.
- b) personal characteristics of an individual.
- c) personal incentives and collective bargaining.
- d) provisions of public services at the minimum cost.
- e) justice and equal treatment.
- f) planning future programs.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|---------------|-------------|
| e'conomy | indi'vidual |
| organi'zation | perso'nnel |

| | |
|--------------|---------------|
| sub'ordinate | 'personal |
| 'modern | perso'nality |
| reco'mmend | inte'llectual |

B Match these verbs and nouns as they occur together in the text.

- | | |
|---------------|-------------------------|
| 1. provide | a) priorities |
| 2. involve | b) expenditures |
| 3. decide | c) civil service reform |
| 4. oversee | d) public services |
| 5. plan | e) public needs |
| 6. respond to | f) responsibility |
| 7. equate | g) future programs |

C Complete these sentences with the word combinations from Exercise B.

1. A major principle of public administration is to
2. One of the principles of public administration is also to
3. An organizational principle includes with authority.
4. In most countries administrative reform has
5. Budget plays an important role in
6. Budget is also an important tool in
7. The system in which the executive originated in Britain.

D Find in the text the equivalents for the following words and word combinations.

предоставление услуг; равное обращение; способность реагировать;
основная цель; происходить (брать начало); уравнивать обязанности;

отчитываться перед кем-либо; придавать особое значение; конкурсные экзамены; отбор и продвижение, руководитель.

E Make a summary of the text.

F Learn the active vocabulary.

| | |
|-----------------------|----------------------------|
| a major goal | to provide public services |
| promotion | to lay stress on |
| a prominent principle | to equate responsibilities |
| unity of command | to oversee expenditures |
| to decide priorities | to respond to public needs |

UNIT 2 CIVIL SERVICE

READING PRACTICE

A Scan Text 2.1 and answer the questions:

- Who does the term 'civil service' refer to?
- What are the principles of appointing civil servants?

B Read the text and complete the information below.

- The term 'civil servants' refers to employees who are
- In earlier times, civil servants were
- In the 19th century appointments of civil servants depended on
- In the 20th century public administration became
- Today civil servants are mainly appointed on the basis of
- A civil servant is not allowed to
- Civil servants are also prohibited from

2.1 The History of Civil Service

Civil service is the body of government officials who are employed in civil occupations that are neither political nor judicial. In most countries the term refers to employees selected and promoted on the basis of a merit and a system which may include examinations.

In earlier times, when civil servants were part of the king's household, they were literally the monarch's personal servants. As the powers of monarchs and princes declined, appointment became a matter of personal choice by ministers and heads of departments.

In Europe in the 19th century, appointment and promotion frequently depended on personal or political favour, but tenure was common in the lower and middle ranks once appointment had been made.

Recruitment in many European countries corresponded to the national educational systems: the highest class of civil servants entered service after graduation from a university, the executive class – after full completion of

secondary school, the clerical class 11 – after the intermediate school examination. As public administration became more complex in the 20th century, specialized categories of civil servants were created to bring into the service doctors, scientists, architects, naval constructors, lawyers, and so on.

All countries base appointments on some kind of competition. In some countries great emphasis is placed on formal written examinations supplemented by interviews. Such is the situation in France, where entry into the higher civil service is channeled through specialist schools. In Great Britain, the Civil Service

Commission relies more on informal tests and a series of interviews and tends to measure the candidate's intellectual competence by the quality of his university degree. The conventional written examination is dispensed with also in such European countries as Finland, Switzerland, the Netherlands, and Portugal.

Most federal countries try to ensure an equitable distribution of posts among their constituent elements. In Switzerland the federal authorities try to maintain a balance of posts not only between the cantons but also between the political parties, religions, and languages.

There are certain standards which are placed upon a civil servant's conduct. As a general rule, a civil servant is not allowed to engage directly or indirectly in any trade or business and may engage in social or charitable organizations only if these have no connection with official duties. There are always strict limits on a civil servant's right to lend or borrow money, and they are prohibited from accepting gifts. There are also different attitudes about the extent to which civil servants may engage in political activities. The United Kingdom bans its senior civil servants to engage in any form of political activity. The prohibition becomes progressively less strict, however, for the medium and lower grades of the service.

COMPREHENSION

Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. Civil servants can't be employed in political occupations.
2. Civil servants are usually promoted on the basis of their merits.
3. In the 19th century appointment often depended on the results of interviews.
4. Today all countries base appointments on some kind of competition.
5. Civil servants are not restricted in their conduct by any standards.
6. Civil servants are allowed to engage in business.
7. Civil servants are not allowed to accept gifts.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

'civil re'cruitment
'personal po'litical

'category uni'versity
'element exami'nation
'specialize distri'bution

B Give the Russian equivalents for the following words and word combinations.

to be employed in; to make appointments; to depend on; tenure; lower (middle) ranks; personnel management; to bring into the service; to place emphasis on; intellectual competence; university degree; performance of duties; to engage in; to prohibit from.

C Complete these sentences using an appropriate phrase from Exercise B.

1. Civil servants can't political or judicial occupations.
2. In earlier times were a matter of personal choice.
3. In the 20th century doctors, lawyers, architects were
4. Today many countries on formal examinations and interviews while making appointments.
5. In Great Britain a candidate's is measured by the quality of his
6. Usually, a civil servant is not allowed to any trade or business.
7. In the UK civil servants are from taking part in political activities.

D Learn the active vocabulary.

a tenure to bring into service
performance of duties to engage in
a civil occupation to place emphasis on
a lower (middle) rank to measure competence
entry by examinations to make appointments

E Make a summary of the text.

A Scan Text 2.2 and answer the questions:

- a) What is the role of civil servants?
- b) Who controls the work of civil servants?
- c) What services do civil servants provide to the public?

B Read the text. Formulate the key idea of each paragraph.

2.2 Civil Service in Great Britain

The Civil Service carries out the practical and administrative work of government. Civil servants are politically impartial employees, who carry out the policies of the government departments under the control of elected ministers. In general use, the term “civil servant” in the United Kingdom does not include all public sector employees; although there is no legal definition, the term is usually defined as “a servant of the Crown working in a civil capacity who is not the holder of a political (or judicial) office”. As such, the Civil Service does not include government ministers (who are politically appointed), members of the British Armed Forces, police officers, local government

officials, members of a National Health Service, or staff of the Royal Household.

There are two other separate Civil Services in the United Kingdom, one for Northern Ireland and another for foreign affairs known as Her Majesty's diplomatic Service. Like all servants of the Crown, civil servants are legally barred from standing for election as Members of Parliament or any other political office. Also, members of the Senior Civil Service are barred from holding office in a political party or publicly expressing controversial political viewpoints, while less senior civil servants at an intermediate level must generally seek permission to participate in political activities.

The Civil Service has no separate responsibility. The duty of a civil servant is to the minister in charge of the department where they are serving. A change of minister does not involve a change in staff. About half of all civil servants provide services direct to the public. These include paying benefits and pensions, running employment services, staffing prisons, issuing driving licences, and providing services to industry and agriculture. Around one in five are employed in the Ministry of Defence and its agencies. The rest are divided between central administrative duties, support services, and services that are largely self-supporting.

In June 2006 a current Civil Service Code was introduced which outlines the core values and standards expected of civil servants. The core values are defined as integrity, honesty, objectivity, and impartiality. The Civil Service Commissioners' Recruitment Code is based on the principle of selection on merit on the basis of fair and open competition.

As Minister for the Civil Service, the Prime Minister is responsible for central coordination and management of the Civil Service. He is supported by the Head of the Home Civil Service, who chairs the Civil Service Management Board.

COMPREHENSION

For sentences 1-7 choose the variant (a, b), which fits best according to the text.

1. Civil servants carry out the policies of the government departments under
 - a) the supervision of Members of Parliament.
 - b) the control of elected ministers.
2. The term 'civil servant' in the UK
 - a) does not cover all public sector employees.
 - b) includes all public sector employees.
3. Civil servants are legally barred from
 - a) holding office in a political party.
 - b) taking part in recruitment based on some kind of competition.

4. The duty of a civil servant is to
- the Prime minister.
 - the minister in charge of the department where they are serving.
5. A change of minister of the department where civil servants are serving
- does not mean changing in staff.
 - involves a change in staff.
6. The document which outlines the core values and standards expected of civil servants is
- Civil Service Act.
 - Civil Service Code.
7. Minister for the Civil Service is supported by
- the Head of the Home Civil Service.
 - the Queen.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------|-------------|
| 'minister | diplo'matic |
| 'industry | po'litical |
| 'principle | po'lice |
| 'senior | se'lection |
| 'policy | in'tegrity |

B Match these verbs and nouns as they occur together in the text. Translate these word combinations into Russian.

- | | |
|-------------------|--------------------------------------|
| 1. carry out | a) the core values |
| 2. include | b) services |
| 3. provide | c) political or judicial office |
| 4. outline | d) a change in staff |
| 5. involve | e) political activity |
| 6. hold | f) public sector employees |
| 7. participate in | g) administrative work of government |

C Complete these sentences using an appropriate phrase from Exercise B.

- Civil servants are politically impartial employees who
- Civil servants are public sector employees who cannot ...
- The Civil Service in the United Kingdom does not.....all
- Civil servants at an intermediate level must seek permission to
- About half of all civil servants direct to the public.
- A change of minister of a department does not
- The current civil service code expected of civil servants.

D Find in the text the equivalents for the following word combinations.

беспристрастные служащие; внешняя политика; проводить в жизнь курс; главные принципы: на гражданском положении; должностное лицо: основные принципы (законы); баллотироваться на выборах; предоставлять услуги; выплата пособий; политические взгляды; излагать (перечислять); честность и объективность; конкурсный отбор; заслуги; участвовать в чем-либо.

E Learn the active vocabulary.

| | |
|-----------------------|-----------------------|
| core values | to express viewpoints |
| civil capacity | to provide services |
| a holder of an office | to stand for election |
| benefits | to bar from |
| a civil service code | to participate in |

F Make a summary of the text.

A Scan Text 2.3 and answer the questions:

- a) When was a new system of ranks developed in Russia?
- b) How many characteristics can The Russian civil service can be defined through?
- c) What is the disadvantage of this system?

B Read the text. Formulate the key idea of each paragraph.

2.3. Civil Service in Russia

In the 1990s a new system of ranks has been developed in Russia which directs the further development of civil servant's competencies and defines the principles for promotion. This presents an attempt by the Head of State to secure the commitment and obedience of civil servants. The objective is that recruitment to the system of ranks be made at an early age and that retirement should be at the age of 60, or at 65, in the cases of the most senior posts. Enhancement or personal competence is reflected in the system of promotion. Moreover, the enhancement or personal competence is reflected is also seen in the prior for remuneration. Official posts are divided into five classes to which it is intended to open promotion prospects through continuing education. In practice this system does not yet function to the intended extent. However, the education for top management is efficient.

The Russian civil service can be defined through five characteristics. First, the post may be located within the legislative, executive or judicial institutions. Second, the post may be under the federation, a region or province, or a district, or then under the structures of local government. Third, posts are divided into three categories. Category A includes those posts to which appointment is made by the State organs. Category B includes those posts to which appointment is made by the institutions of category A. Category C includes those posts to which appointment is made by the office or institution which created the post.

| No | The basis for the classification | The main groups of civil servants |
|----|----------------------------------|---|
| 1 | Branches of the State | The civil servants for legislative, executive, judicial power |
| 2 | Level of the State power | The civil servants for the federal, regional, district and local organs |
| 3 | Civil service categories | (1) substitutes for category A (category B) (2) career servants (category C) |
| 4 | Categories of posts | The civil servants of higher (5 th), principal (4 th), chief (3 th), senior (2 th) and junior (1 st) |
| 5 | Hierarchy of ranks | The civil servants of: (1) Full state advisors; (2) State advisors; (3) Advisors of the RF; (4) Advisors of the State civil service; (5) Experts in the civil service. |

The fourth principle for the division indicates the stage of the civil servant's career. The posts are junior, senior, chief, principal, and higher. A junior post can be attained without working experience. Appointment of individual to posts at the senior level is possible for career officials without experience in the service of other employers in their own fields. The three classes require experience both in the individual's own field and of civil service. Promotion is made only after experience has been gained and not less frequently than at three to five-year intervals.

The fifth principle for appointment to posts is connected to the title of the incumbent and these are conferred on five levels. The system has certain connection to the system of ranks introduced in 1722 by Peter I. The disadvantage of the system is co-ordination problems in the function of administration, venal characters, inability to change, and difficulty in making development reach the entire administration.

COMPREHENSION

Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. In the 1990s a new system of ranks has been developed in Russia which directs the further development of civil servant's competencies and defines the principles for promotion.
2. Official posts are divided into four classes to which it is intended to open promotion prospects through continuing education
3. The education for top management isn't efficient.

4. Category A includes those posts to which appointment is made by the regional organs.
5. The posts are junior, senior, chief, principal, and higher.
6. Promotion is made only after experience has been gained and not less frequently than at three to six-year intervals.
7. The disadvantage of the system is co-ordination problems in the function of administration, venal characters, inability to change, and difficulty in making development reach the entire administration.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------|---------------|
| 'system | re'tirement |
| 'civil | a'ppointment |
| 'category | re'quire |
| 'function | disad'vantage |
| 'character | 'frequently |

B Give the Russian equivalents for the following words and word combinations.

In the 1990s, the further development of civil servant's competencies, objective, commitment, obedience, prior, remuneration, five characteristics, province, includes, appointment, principle for the division, working experience, not less frequently than at three to five-year intervals, incumbent, venal characters, inability to change.

C Find in the text the words having the same meaning as those listed below.

to guarantee (para 1); aim (para 1); rule (para 3); area (para 3); to be related (para 4); definite (para 4); whole (para 4); payment (para 1).

D Find in the text the equivalents for the following words and word combinations.

Была разработана в России, цель заключается в том, чтобы; определяется путем пяти характеристик; высшее руководство; подчинение; оплата; разделяются на три категории; государственные советники РФ; без опыта работы; продвижение по службе; коррумпированный; недостаток системы; эффективный; отражено.

E Learn the active vocabulary.

| | |
|------------------------------|-------------------------------------|
| Promotion | Obedience |
| Remuneration | Full state advisors |
| Advisors of the RF | Advisors of the State civil service |
| Experts in the civil service | Venal |

F Make a summary of the text.

UNIT 3 CONSTITUTION

READING PRACTICE

A Scan Text 3 and answer the questions:

- a) How many definitions of a constitution are given in the text?
- b) Which constitution is the oldest one?
- c) What countries have no written constitution?

B Read the text. Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. All states are governed according to some fundamental rules.
2. Almost every country possesses a constitution.
3. The British Constitution is the oldest one.
4. The British Constitution is a written document which is considered the highest law of the country.
5. All constitutions differ from each other.
6. The only definition of a constitution is that provided by the Oxford English Dictionary.
7. There are only a few countries which have no written constitution.

Constitutions

Constitutions describe the fundamental rules according to which states are governed. They set out how decisions are made, how power is distributed among the institutions of government, the limits of governmental authority and the methods of election and appointment of those who exercise power. Constitutions also define the relationships between the state and the individual and usually include the listing of the rights of the citizens. There are wide variations between different types of constitution and even between different constitutions of the same type. In essence, the British constitution can be described as unwritten, parliamentary, monarchical and flexible, whereas the American one can be seen as written, federal, presidential, republican and rigid.

Every country has a constitution of some kind, but the term is used in two different but related ways. There are many definitions of a constitution, such as that provided by the Oxford English dictionary: 'the system or body of fundamental principles according to which a nation state politic is constituted and governed'. In other words, the constitution is concerned with the way in which decisions are made, and how powers are distributed among the various organs of government, be they central or local. It usually determines the boundaries of governmental authority, and the methods of election/appointment of those who are in power.

In a more precise and narrower sense, the 'constitution' refers to a single document which sets out the rules governing the composition, powers and methods of operation of the main institutions of government. Almost every country currently possesses a constitution. The oldest one is the American Constitution, the writing of which introduced 'the age of constitutions'. Britain

does not have such a written statement. It is almost alone among modern states in that it does not have 'a constitution' at all. Of course, there are rules, regulations, principles and procedures for the running of the country. But there is no single written document which can be appealed to as the highest law of the land. Nobody can refer to 'article 6' or 'the first amendment' or anything like that, because nothing like that exists.

Written constitutions are important in states which have been subjected to internal dissension and upheaval over a long period. The American Constitution followed in the aftermath of the War of Independence, just as the Japanese and West German documents were devised after World War II.

Most constitutions are written down and embodied in a formal document. The American one is much briefer than many, having some 7000 words, expressed in seven long articles, and a mere ten pages. Few democratic countries today have unwritten constitutions. Apart from the United Kingdom, only Israel and New Zealand lack formal documents.

COMPREHENSION

Choose the most suitable word in each sentence.

1. Constitutions describe the fundamental rules according to which states are *executed / managed / governed*.
2. The constitution sets out how power is *distributed / divided / organized* among the institutions of power.
3. It also determines the methods of *nomination / election / choice* of those who are in power.
4. Today nearly all countries *possess / provide / set out* a constitution.
5. There is no single written document in Britain which can be *discussed / appealed to / governed* as the highest law of the country.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------|--------------|
| 'principle | demo'cratic |
| 'politic | in'ternal |
| 'federal | ope'ration |
| 'method | funda'mental |
| 'document | insti'tution |

B Match the English and Russian equivalents.

- | | |
|----------------------------|----------------------------|
| 1. fundamental rules | а) управлять страной |
| 2. to make decisions | б) распределять полномочия |
| 3. to define relationships | в) внутренняя междоусобица |
| 4. to run the country | г) ссылаться на |
| 5. to distribute powers | д) обращаться к |
| 6. a single document | е) переворот |

- | | |
|------------------------|---------------------------------|
| 7. upheaval | ж) принимать решения |
| 8. internal dissention | з) определять взаимоотношения |
| 9. to refer to | и) единый документ |
| 10. to appeal to | к) основные правила (положения) |

C Find the sentences containing the words from Exercise B in the text, read and translate them.

D You are all journalists. Choose someone to act as an expert on constitutions and answer your questions. Match the parts of the phrases.

| | |
|---------------------------|---|
| Does every country | if there are rules and regulations in Britain for the running of the country. |
| Could you explain to me | what countries have no written constitution? |
| Could you tell me (about) | a constitution refer to? |
| I'd like to know what | which constitution is the oldest one? |
| I wonder | if Britain is the only country which has no written constitution. |
| What does | in what countries the written constitutions are important? |
| | possess a constitution? |
| | a constitution refers to. |
| | a constitution define? |

E Learn the active vocabulary.

- | | |
|---------------------------|----------------------|
| amendments | to exercise power |
| the listing of the rights | to make decisions |
| boundaries of authority | to refer to |
| to run the country | to distribute power |
| to appeal to | to be concerned with |

DISCUSSION

Speak on the role of constitution in governing a state.

UNIT 4 DEMOCRACY AS A FORM OF GOVERNMENT

READING PRACTICE

A Scan Text 4.1 and answer the questions:

- What events are the years of 1863, 1780s, 1900 connected with?
- When and what country did the term *democracy* come into use?

B Read the text and complete the information below:

- The word democracy has origin.
- A true democracy means a society in which

3. A true democracy was defined by
4. The term democracy came into use in
5. Direct democracy was the government adopted by
6. Ancient Greek had no true democracy because
7. Britain became genuine democracy only

4.1 Origin of Democracy

1. In his Gettysburg Address of November 1863, President Abraham Lincoln defined the kind of society he wanted the United States to preserve: “government of the people, by the people, for the people.” He was defining democracy, but not as it existed anywhere in the world at that time. He was describing an ideal, which increasingly became realized in the next century. The ideal was based upon a basic concept of the Declaration of Independence - all human beings are created equal and are endowed with certain inalienable rights, including life, liberty, and the pursuit of happiness.

2. The word *democracy* is derived from two Greek words: *dēmos*, meaning “the people”, and *krātos*, meaning ‘rule’. A democracy is a way of governing in which the whole body of citizens takes charge of its own affairs. As citizens of towns, cities, counties, states or provinces, and nations, the people are the sovereigns, the source of power. Democracy means that they can freely make the decisions about what is best for them: what policies to adopt and what taxes to pay. A true democracy, as Lincoln was defining it, means a society in which all the people are citizens with the same rights to participate in its government.

3. As a term for a type of government, democracy came into use during the 5th century BC in Greece. Since then it has acquired a number of different meanings, most of which have common elements. The most basic and original sense is direct democracy- a government in which political decisions are made directly by all the citizens and policies are decided by majority rule.

4. Direct democracy was the government adopted by some ancient Greek city-states. Many centuries later, during the colonial era in North America, the New England townships chose direct democracy as their form of government. All the townspeople gathered at one time and place to decide public policies.

5. Neither ancient Greek nor colonial New England had a true democracy because some segments of the population did not have the rights of citizenship. Certain members of Greek society were considered either non-citizens or second-class citizens. Women and slaves, for example, were denied participation in government. In New England, only property-owning white males were active in government. Women, poor whites, and slaves were nonparticipants.

6. To the extent that any segment of the population is deliberately excluded from citizen participation, a government fails to be a true democracy. It is really an oligarchy, or government by the few. In the United States, for

example, women were not granted suffrage until the 20th century, after World War I. Although the United States became a constitutional republic in the 1780s, about a century after Britain became a constitutional monarchy, neither was a genuine democracy until after 1900.

COMPREHENSION

For sentences 1-7 choose the variant (a, b) which fits best according to the text.

1. A democracy is a way of governing in which
a) *the government takes charge of its own affairs.*
b) *the citizens take charge of their own affairs.*
2. Democracy came into use during the 5th century BC in
a) *Greece.*
b) *Italy.*
3. Direct democracy means a government in which political decisions are made by
a) *representatives of all the citizens.*
b) *all the citizens.*
4. Women in ancient Greece
a) *did not participate in government.*
b) *had equal rights with males.*
- 27
5. In New England women and slaves
a) *took active participation in government.*
b) *were denied participation in government.*
6. In the United States women received the right to vote
a) *in the 20th century.*
b) *in the 19th century.*
7. Britain became a genuine democracy
a) *after 1900.*
b) *before 1900.*

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-----------|--------------|
| 'monarchy | i'deal |
| 'realize | decla'ration |
| 'concept | cre'ate |
| 'equal | o'riginal |
| 'policy | co'lonial |

B Match these verbs and nouns as they occur together in the text.

1. define a) decisions
2. come b) the kind of society
3. acquire c) public policies

- 4. make d) suffrage
- 5. grant e) a number of meanings
- 6. decide f) into use
- 7. deny g) participation

C Complete these sentences using an appropriate phrase from Exercise B.

1. Democracy means that people can freely about what is best for them.
2. In 1863 President Abraham Lincoln he wanted the United States to preserve.
3. As a term for a type of government democracyduring the 5th century BC in Greece.
4. Since then democracy has most of which have common elements.
5. In the United States women were not until the 20th century.
6. All the townspeople gathered at one time and place to
7. In ancient Greece women were in government.

D Choose the most suitable word in each sentence.

1. In 1863 President Abraham Lincoln defined the kind of society he wanted the United States to *keep / preserve / possess*.
2. The word democracy is *descended / derived / divided* from two Greek words.
3. A democracy is a *track / means / way* of governing in which the whole body of citizens takes charge of its own affairs.
4. A true democracy, as Lincoln was defining it, means a society in which all the people are citizens with the same *rights / votes / positions* to participate in its government.
5. Direct democracy was the government *assumed / adopted / proposed* by some ancient Greek city-states.
6. Democracy has acquired a number of different meanings, most of which have *general / total / common* elements.
7. Political decisions are made *straight / directly / immediately* by all the citizens.

E Replace the underlined items with words and phrases from the text that have a similar meaning.

1. Lincoln was depicting an ideal which became realized in the next century. (para 1)
2. The ideal was grounded on a basics concept of the Declaration of Independence. (para 1)
3. The most fundamental and original sense is direct democracy. (para 3)
4. Women and slaves were refused participation in government. (para 5)
5. To the extent that some people are excluded from citizen participation, a government doesn't succeed to be a true democracy. (para 6)
6. In the United States women were not granted vote until the 20th century. (para 6)

F Learn the active vocabulary.

| | |
|--------------------|-----------------------|
| a basic concept | to make decisions |
| an original sense | to take charge of |
| public policies | to deny participation |
| suffrage | to participate in |
| inalienable rights | to pay taxes |

DISCUSSION

What is your idea of a true democracy?

A Scan Text 4.2. Which paragraphs describe:

- the types of democracy;
- the country which is the strongest example of modern democracy;
- the forms a liberal democracy can take.

B Read the text and answer these questions.

- What context is the term “democracy” usually used in?
- What types of democracy exist in modern world?
- What is direct democracy characterized by?
- Which countries provide the strongest examples of modern direct democracy?
- What is liberal democracy?
- What forms can liberal democracy take?

4.2 Types of Democracy

Democracy is a system of government by which political sovereignty is retained by the people and either exercised directly by citizens or through their elected representatives. There are several varieties of democracy, some of which provide better representation and more freedoms for their citizens than others. Though the term “democracy” is typically used in the context of a political state, the principles are also applicable to private organizations and other groups. Some types of democracy existing in modern world are:

- *Defensive democracy*, a situation in which a democratic society has to limit some rights and freedoms in order to protect the institutions of democracy.
- *Democratic centralism*, an organizational method where members of a political party discuss and debate matters of policy and direction and after the discussion is made by majority vote, all members are expected to follow that decision in public.
- *Direct democracy*, implementation of democracy in more pure forms; classically termed pure democracy.
- *Illiberal democracy*, a type of representative democracy where there are no or only weak limits on the power of the elected representatives to rule as they please.

- *Liberal democracy*, a form of representative democracy with protection for individual liberty and property by rule of law.
- *Parliamentary democracy*, a democratic system of government where the executive branch of a parliamentary government is typically a cabinet, and headed by a prime-minister who is considered the head of government.
- *Republican democracy*, a republic which has democracy through elected representatives.
- *Totalitarian democracy*, a system of government in which lawfully elected representatives maintain the integrity of a nation state whose citizens, while granted the right to vote, have little or no participation in the decision-making process of the government.

Modern direct democracy is characterized by three pillars:

- Initiative
- Referendum
- Recall

Switzerland provides the strongest example of modern democracy at both the local and federal levels. Another example comes from the United States, where, despite being a federal republic where no direct democracy exists at the federal level, the vast majority of the states have either initiatives and/or referendums.

Liberal democracy is a form of government, a political system. A liberal democracy has elections, a multiplicity of political parties, political decisions are made through an independent legislature, and an independent judiciary. A liberal democracy may take the form of a constitutional republic or a constitutional monarchy.

COMPREHENSION

The text states different types of democracy. Match these types with the definitions according to the text.

| | |
|------------------|--|
| 1) direct | a) a democratic system of government where the executive branch of a parliamentary government is usually a cabinet |
| 2) liberal | b) a republic which has democracy through elected representatives |
| 3) illiberal | c) a system of government in which the citizens have little or no participation in the process of making decisions |
| 4) parliamentary | d) implementation of democracy in more pure forms |
| 5) republican | e) a form of democracy with protection for individual liberty and property by rule of law |
| 6) totalitarian | f) a type of democracy where there are no or weak |

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-------------|------------------|
| 'liberal | represent'tation |
| de'mocracy | demo'cratic |
| situ'ation | parlia'mentary |
| re'publican | consti'tutional |
| refe'rendum | totali'tarian |

B Find in the text the verbs that complete the expressions below. Translate these word combinations into Russian.

..... freedoms; the institutions of democracy;
 matters of policy; individual liberty and property;
 the right to vote; in the decision-making process;
 the form of a constitutional republic.

C Complete these sentences using an appropriate phrase from Exercise B.

1. Some democracies more than others.
2. Democratic centralism is an organizational method where members of a political party
3. Defensive democracy is a situation in which a democratic society has to limit some rights in order to
4. Liberal democracy may or a constitutional monarchy.
5. Totalitarian democracy is a system of government in which citizens, while, have little or no participation in making decisions.
6. Liberal democracy is a form of democracy aimed at by rule of law.
7. Totalitarian democracy does not grant or grants little to its citizens.

D Find in the text the equivalents for the following word combinations.

осуществлять; предоставлять свободу; ограничивать права и свободы; принимать решения; большинством голосов; защита свободы и собственности; избранный законным путем; предоставлять право голоса; процесс принятия решений; на местном и федеральном уровне; подавляющее большинство; законодательная власть.

E Learn the active vocabulary.

| | |
|-----------------------|----------------------------|
| political sovereignty | to make decisions |
| matters of policy | to grant the right to vote |
| a majority vote | to implement democracy |
| an individual liberty | to provide freedoms |
| a legislature | to participate in |

F Make a summary of the text.

UNIT 5 LEVELS OF GOVERNMENT

READING PRACTICE

A Scan Text 5.1 and answer the questions:

- a) What countries are mentioned in the text?
- b) What are unitary states?
- c) How many levels of government do federal states have?

B Read the text and match the questions below (1-5) with the paragraphs in the text.

1. What constitution do federal states require?
2. In what way can states with two levels of government be distinguished?
3. How many levels of government are there in all modern states?
4. What states are called unitary?
5. What jurisdiction do regional governments possess?

5.1 Unitary, Federal, and Regionalist Systems

No modern state can govern a country only from a central point. In all modern states there are at least two levels of government: the central government and the local governments. But in a number of states between the two levels there exists still a third one consisting of governments that take care of the interests of, and rule over, more or less large regions.

The distribution of powers among different levels of government is an important aspect of the constitutional organization of a state. States with two levels of government can be distinguished on account of the greater or lesser autonomy they grant to the local level. Great Britain's respect for local selfgovernment has always been a characteristic of its constitution.

France, instead, at least until recently, used to keep under strict central control its local authorities. In states with three levels of government the distribution of powers among the central and the intermediate governments varies. States formed through the union of formerly independent states usually maintain considerable legislative, executive and judicial power at the intermediate level: the United States and Switzerland fall into this category. However, other states with three levels of government grant few powers to the intermediate level.

States with two levels of government are called unitary, with three levels of the first category-federal, and with three levels of the second type-decentralized or "regionalist". A great majority of the world's nation-states are unitary systems, including Belgium, Bulgaria, France, Great Britain, the Netherlands, Japan, Poland, the Scandinavian countries.

The model 'federal state' requires the existence, at the national level, of rigid constitution guaranteeing not only independence of the several intermediate governments but also the amplitude of their legislative, executive, and judicial powers. The national constitution must delegate to the central government only enumerated powers; the remaining powers are reserved to the intermediate governments.

Regionalist states are also based, as a rule, on written rigid constitutions granting some limited legislative and administrative powers to the intermediate or regional governments. But because regional governments possess jurisdiction only over enumerated matters, their actual role and political weight within the system largely depend on the will of the central government.

COMPREHENSION

Match the sentence beginnings (1-7) to the correct endings (a-g).

1. All modern states have
 2. States with two levels of government
 3. States with two levels of government
 4. Some states with three levels of government
 5. The model 'federal state'
 6. Regionalist states are also based on
 7. The role of regional governments largely depends on
- a) are called unitary.
 - b) requires the existence of rigid constitution.
 - c) at least two levels of government.
 - d) grant few powers to the intermediate level.
 - e) rigid constitution.
 - f) the will of central government.
 - g) grant greater or lesser autonomy to the local level.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-----------|-----------------|
| 'modern | characte'ristic |
| 'central | consti'tution |
| 'local | po'litical |
| 'category | organi'zation |
| 'union | au'tonomy |

B Match the English and Russian equivalents.

- | | |
|----------------------------|--------------------------------|
| 1. to take care of smb | а) предоставлять независимость |
| 2. distribution of powers | б) промежуточный уровень |
| 3. to grant autonomy | в) местные органы власти |
| 4. intermediate level | г) делегировать полномочия |
| 5. independent states | д) иметь право |
| 6. local authorities | е) жесткая конституция |
| 7. to delegate powers | ж) заботиться о ком-то |
| 8. a rigid constitution | з) политическое влияние |
| 9. to possess jurisdiction | и) распределение полномочий |
| 10. political weight | к) независимые государства |

C Complete these sentences using an appropriate phrase from Exercise B.

1. In some countries between the two levels of government there exist

2. The intermediate level of government the interests of more or less large regions.
3. States with two levels of government greater or lesser...to the local level.
4. In states with three levels of government varies.
5. Some states with three levels of government few..... to the intermediate level.
6. The model 'federal state' requires the existence of
7. Regional governments only over enumerated matters.

D Which of the phrases below do not associate with levels of government?

to govern a country; unitary states; central government; local educational authorities; a rigid constitution; to grant autonomy; civil service; intermediate governments; a legislative power; limited resources; distribution of powers.

E Learn the active vocabulary.

| | |
|------------------------|-------------------------|
| distribution of powers | to take care of |
| a unitary state | to grant autonomy |
| a rigid constitution | to govern a country |
| political weight | to possess jurisdiction |
| local authorities | to delegate powers |

A Scan Text 5.2 and answer the questions:

- a) What countries are mentioned in the text?
- b) What are the most important functions of city government?

B Read the text. Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. Cities do not provide museums, parks, and other cultural facilities.
2. One of the important functions of government activities is city planning.
3. Governments of modern cities form a larger constitutional regime.
4. Public utility services are provided only by a city government.
5. In federal constitutions city government falls within the jurisdiction of the state government.
6. Counties and districts in Britain perform separate functions.
7. The municipalities in Japan have the same structure and legal status.

5.2 City Government

City government is a system of governmental institutions that serve an urban area. Modern cities are almost always contained within the boundaries of modern states, and their governments form parts of a larger constitutional regime that usually includes state or provincial governments and a national government.

A city government's most important functions are to provide law enforcement and fire prevention; elementary and secondary education; water supply, sewage and refuse collection and disposal; construction, maintenance,

and lighting of the streets; regulation of building safety and housing standards; the provision of public housing; various welfare services for the needy; health protection; and environmental services. Cities also provide museums, parks, play grounds and other cultural and recreation facilities. Public utility services that supply water, electricity, gas, and public transport may be provided by a city government or by commercial companies that are closely regulated by the government.

City planning, which involves the coordination of all governmental activities, is another important function. City governments typically achieve their land-planning goals by enacting zoning laws that govern the use of land and buildings, the density of population, the height and spacing of structures. There are three principal types of city or municipal systems of government: (1) the decentralized system found in federal constitutions; (2) the decentralized system found in unitary constitutions; (3) the supervisory system found under the French type administration.

In federal constitutions, city government tends to fall within the jurisdiction of the state or provincial government rather than of the national government. This is a position of the United States, and it accounts for the great diversity of municipal organization existing in that country. In Britain Local Government Act of 1972 created a two-tier system of counties and districts. Both counties and districts have independent, locally elected councils that perform separate functions: county authorities are generally responsible for largescale services, while district authorities are generally responsible for more local ones.

In Japan the municipalities consist of cities, towns, and villages. All have the same structure and legal status but differ in powers. A city must have a population of not less than 50,000, of which at least 60 percent must engage in commerce and industry; and it must possess civic halls, a sewage system, libraries, and other public amenities.

In Latin American countries the tendency is to adopt the basic principles of the supervisory system. This involves appointing central government officers who exercise control over local authorities.

COMPREHENSION

A The text states different types of municipal systems of government. Match these types with their characteristics according to the text.

| | |
|---|---|
| 1) systems found in federal constitutions | a) locally elected councils at two tiers perform separate functions |
| 2) systems found in unitary constitutions | b) involve appointing central government officers who exercise control over local authorities |
| 3) supervisory systems | c) city government falls within the |

| | |
|-------------------------|---------------------------------|
| law enforcement | to achieve goals |
| welfare services | to fall within the jurisdiction |
| public-utility services | to perform functions |
| recreation facilities | to exercise control |

F Make a summary of the text.

UNIT 6 FORMS OF GOVERNMENT

READING PRACTICE

A Scan Text 6.1 and answer the questions:

- a) What do figures 33 and 132 stand for?
- b) How many states do not use the name of their government form in their official names?

B Read the text and complete the information below.

1. Synonyms of a form of government include
2. The general attributes of the forms of government are
3. Not all states in their official names.
4. There are 33 kingdoms in the word, but only 18
5. The word ‘republic’ is used by

6.1 Forms of Government

A form of government is a term that refers to the set of political institutions by which a government of a state is organized in order to exert its powers over a community politics. Synonyms include “regime type” and “system of government”. This definition holds valid even if the government is unsuccessful in exerting its power. But a failed government is still considered a form of government. Churches, corporations, clubs, and other subnational entities also have “government” forms. Beyond official typologies it is important to think about regime types by looking at the general attributes of the forms of government:

- traditional or modern;
- autocracy (totalitarianism or authoritarianism), oligarchy, or democracy;
- direct or indirect elections;
- republic or monarchy;
- constitutional monarchy or absolute monarchy;
- majority government or coalition government;
- parliamentary, presidential, or semi-presidential;
- confederation, federation, or unitary.

Nineteen states in the world do not explicitly name their government forms in their official names (the official name of Jamaica, for instance, is

simply “Jamaica”), but most have an official name which identifies their form of government, or at least the form of government toward which they are striving:

- Australia, the Bahamas, and Dominica are each officially a commonwealth.
- Luxemburg is a grand duchy.
- Russia and Switzerland are each a federation.
- There are 33 kingdoms in the world, but only 18 named as such. The other 15 are known as realms. Jordan is specifically titled the “Hashemite Kingdom of Jordan,” while Britain is formally the United Kingdom of Great Britain and Northern Ireland.
- Andorra, Liechtenstein, and Monaco are each a principality.
- The word “republic” is used by 132 nations in their official names. Many specify a type of republic: China is titled a “people’s republic; North Korea- a “democratic people’s republic”, Egypt and Syria-“Arab republics”; Algeria is a “democratic and popular republic”; Vietnam-a socialist republic.
- States that wish to emphasize that their provinces have a fair amount of autonomy from central government may specifically state this: Germany and Nigeria are each a federal republic, Ethiopia is a federal democratic republic, the Comoros is a federal Islamic republic, and Brazil is a federative republic. Besides the Comoros, four other nations dictate that they are Islamic republics.
- Eleven nations simply refer to themselves as states, but a handful specify what kind of state. Papua New Guinea and Samoa emphasize that they are independent states, while the United States of America and the United Mexican States are made up of constituent states.
- Brunei and Oman are sultanates.

COMPREHENSION

A The text states different attributes of the forms of government. Match these attributes with the countries according to the text.

- | | |
|--------------------------|-----------------------------------|
| 1. Monaco, Liechtenstein | a) Arab republics |
| 2. Egypt, Syria | b) a people’s republic |
| 3. Luxemburg | c) a democratic people’s republic |
| 4. China | d) a principality |
| 5. North Korea | e) a federal republic |
| 6. Germany, Nigeria | f) a commonwealth |
| 7. Australia | g) a grand duchy |

B In which paragraphs does the author:

- a) give the definition of the term ‘form of government’?
- b) specify a type of republic?
- c) explain the usage of the name ‘kingdom’?

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-----------|--------------|
| 'organize | co'mmunity |
| 'synonym | re'gime |
| 'unitary | o'fficial |
| 'national | tra'ditional |
| 'monarchy | au'tonomy |

B Match the words with their definitions.

| | |
|-------------------------------|---|
| 1) democracy (<i>n</i>) | a) a country ruled by a king or queen |
| 2) federation (<i>n</i>) | b) an organization consisting of countries that have joined together for mutual benefit |
| 3) principality (<i>n</i>) | c) a system of government by all the people of the country |
| 4) confederation (<i>n</i>) | d) a union of states in which individual states keep control of many internal matters |
| 5) monarchy (<i>n</i>) | e) a country ruled by a prince |
| 6) realm (<i>n</i>) | f) a system of government by a monarch |

C Add nouns to the following adjectives to form phrases as they occur in the text.

political, official, constitutional, direct, traditional, socialist, independent.

D Match the English and Russian equivalents.

- | | |
|---------------------------|------------------------------|
| 1. to refer to | а) по меньшей мере |
| 2. to exert powers | б) правительство большинства |
| 3. a majority government | в) княжество |
| 4. to identify | г) состоять из чего-л. |
| 5. at least | д) относиться к чему-л. |
| 6. a principality | е) горсть, маленькая кучка |
| 7. a realm | ж) опознавать, отождествлять |
| 8. a handful | з) проявлять власть, влиять |
| 9. to be made up of smth. | и) королевство, государство |

E Which of the phrases below do not associate with a form of government?

a coalition government; a grand duchy; public administration; direct elections; a federal republic; autocracy; policy decisions; a commonwealth; a constitutional monarchy.

F Learn the active vocabulary.

| | |
|-----------------------|------------------------|
| direct elections | to exert powers |
| indirect elections | to refer to smth. |
| a majority government | to be made up of smth. |
| independent states | to consider smth. |
| a commonwealth | to fail to do smth. |

READING PRACTICE

A Scan Text 6.2 and answer the questions:

- a) What contemporary forms of government are mentioned in the text?
- b) What countries are described as having constitutional government?
- c) How many countries have monarchs as heads of state?

B Read the text. Find in the text the information referring to:

1. definition of a constitutional government;
2. powers of monarchs in different countries;
3. the countries the constitutions of which predate the 20th century;
4. responsibility of those who govern under constitutional government.

6.2 Contemporary Forms of Government

Constitutional government is defined by the existence of a constitution- which may be a legal instrument or merely a set of fixed norms or principles generally accepted as the fundamental law of the polity- that effectively controls the exercise of political power. Virtually all contemporary governments have constitutions, but possession and publication of a constitution does not make a government constitutional. Under constitutional government, those who govern are regularly accountable to at least a portion of the governed. Accountability can be enforced through a great variety of regular procedures, including elections, systems of promotion, fiscal accounting, recall, and referendum. In constitutional democracies, the accountability of government officials *to* the citizenry makes possible the citizens' responsibility *for* the acts of government.

Few states in the modern world have constitutional arrangements that are more than a century old. The vast majority of all the world's states have constitutions written in the 20th century. This is true of states such as Germany, Italy, Japan, and of some other states, such as Spain and China, that have experienced civil war and revolutions in the course of the century. Great Britain and the United States of America are almost alone among major contemporary nation-states in possessing constitutional arrangements that predate the 20th century.

In the contemporary world, constitutional governments are generally democracies, and in most cases they are referred to as constitutional democracies or constitutional-democratic systems. A monarchy is a form of government in which supreme power is actually or nominally lodged in an individual (the monarch), who is the head of state, and "is wholly set apart from all other members of the state." The person who heads a monarchy is called a monarch.

There is no clear definition of monarchy. Holding unlimited political power in the state is not the defining characteristic, as many constitutional monarchies such as the United Kingdom and Thailand are considered monarchies. Currently 44 nations in the world have monarchs as heads of state,

16 of which are Commonwealth realms that recognize Elizabeth II of the United Kingdom as head of state.

Different nations grant different powers to their monarchs. In the Netherlands, Denmark and in Belgium, for example, the Monarch formally appoints a representative to preside over the creation of a coalition government following a parliamentary election, while in Norway the King chairs special meetings of the cabinet.

There also exist today several federal constitutional monarchies. In these countries, each subdivision has a distinct government and head of government, but all subdivisions share a monarch who is head of state of the federation as a united whole.

COMPREHENSION

For sentences 1-6 choose the right variant (a, b) which fits best according to the text.

1. Constitutional government is defined by
a) *the existence of systems of promotion.*
b) *the existence of a constitution.*
2. Under constitutional government those who govern
a) *are accountable to the government.*
b) *have unlimited political power.*
3. The majority of states have constitutions written in
a) *in the 20th century.*
b) *before the 20th century.*
4. Holding unlimited power in a monarchy is
a) *not a defining characteristic.*
b) *is a defining characteristic.*
5. Monarchs in different countries have
a) *the same powers.*
b) *different powers.*
6. In federal constitutional monarchies all subdivisions have
a) *a common head of government.*
b) *a distinct head of government.*

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------------|-----------------|
| the 'Netherlands | consti'tutional |
| 'Belgium | funda'mental |
| 'Germany | e'ffectively |
| 'Italy | refe'rendum |
| 'Norway | Ja'pan |

B Find in the text the verbs that complete the expressions below. Translate these word combinations into Russian.

..... as the fundamental law; the constitution; constitutional arrangements; a monarchy; political power; different powers; a representative; meetings.

C Give the Russian equivalents for the following word combinations.

contemporary governments; to be accountable to; a responsibility for; the vast majority; an experience a war; to be referred to as; a supreme power; to grant powers; to preside over; to appoint a representative.

D Find the words and word combinations from Exercise C in the text, read and translate the sentences containing these words and word combinations.

E Learn the active vocabulary.

| | |
|-----------------------------|-------------------------|
| a fundamental law | to be responsible for |
| a supreme power | to grant powers |
| a contemporary world | to be accountable (to) |
| to appoint a representative | to hold political power |
| to chair a meeting | to be referred to as |

F Make a summary of the text.

UNIT 7

CONTEMPORARY DIVISION OF GOVERNMENT

READING PRACTICE

A Scan Text 7.1 and answer the questions:

- What is the role of legislature?
- Which legislature is one of the largest?

B Read the text and answer these questions.

- What is the function of the legislature in parliamentary systems?
- What is the function of the legislature in presidential system of government?
- Which legislatures are among the smallest?
- How is legislature with one house called?
- What countries have abolished their second chamber?

7.1 The Legislature

The three branches of government are: legislature, executive, and judiciary.

A legislature is a type of representative assembly with the power to create, amend and ratify laws. The law created by a legislature is called legislation or statutory law. In most systems, however, legislatures also have other tasks, such as selection and criticism of the government, supervision of administration, ratification of treaties, impeachment of executive and judicial officials. Legislatures, then, are not simply lawmaking bodies. In most systems the executive has a power of veto over legislation, and even where this is lacking, the executive may exercise original or delegated powers of legislation.

Legislatures are known by many names, the most common being parliament and congress. In parliamentary systems of government, the legislature is formally supreme and appoints the executive. In presidential system of government, the legislature is considered a power branch which is equal to, and independent of, the executive.

Legislatures differ greatly in their size, the procedures they employ, the role of political parties in legislative action. In size, the British House of Commons is among the largest; the Icelandic lower house, the New Zealand House of Representatives, and the Senate of Nevada are among the smallest. The primary components of a legislature are one or more *chambers* or *houses*-assemblies that debate and vote upon bills. A legislature with one house is called unicameral. A bicameral legislature possesses two separate chambers, usually described as an upper house and a lower house, which often differ in duties and powers. Most legislatures are bicameral, although New Zealand, Denmark, the state of Queensland in Australia have all abolished their second chamber.

In most parliamentary systems, the lower house is the more powerful house while the upper house is merely a chamber of advice or review. However, in residential systems, the powers of the two houses are often similar or equal. In federations it is typical for the upper house to represent the component states; the same applies to the supranational legislature of the European Union. For this purpose the upper house may either contain the delegates of state governments or be elected according to a formula that grants equal representation to states with smaller populations, as is the case in Austria and the modern United States.

In general, the legislature has a supervisory role over the actions of the executive, and may replace the Head of Government and/or individual ministers by a vote of (no) confidence or a procedure of impeachment. On the other hand, it may be dissolved by the Head of State, leading to new elections.

COMPREHENSION

Match the sentence beginnings (1-5) to the correct endings (a-e).

1. A legislature has the power to
 2. In parliamentary systems of government, the legislature
 3. In presidential systems of government, the legislature
 4. The primary components of a legislature are
 5. In general, the legislature has
- a) appoints the executive.
 - b) a supervisory role over the actions of the executive.
 - c) create, amend and ratify laws.
 - d) one or more chambers.
- 58
- e) is considered to be equal to the executive.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

'ratify ratify'cation
'minister presi'dential
'equal fede'ration
'modern repre'sent
'formula Euro'pean

B Find in the text the equivalents for the following word combinations.

создавать законы; законодательная власть; законодательство; вносить поправки в законопроект; ратифицировать договор; законодательный орган; делегировать полномочия; быть независимым от кого-л.; нижняя палата / верхняя палата; гарантировать; вотум (не) доверия.

C There are many phrases with the word 'law'. Look through this list of words, make phrases and give their Russian equivalents. Use dictionary if necessary.

| | |
|----------------------------|------------------------|
| a) break | become |
| keep within the law | issue law |
| go beyond | make |
| go to | unmake |
| b) business | equity |
| domestic | nations |
| unwritten law | law of property |
| territorial | persons |
| election | honour |

D Match these verbs and nouns as they occur together in the text.

| | |
|--------------|-------------------------|
| 1. amend | a) the executive |
| 2. supervise | b) equal representation |
| 3. appoint | c) administration |
| 4. debate | d) the legislature |
| 5. grant | e) laws |
| 6. dissolve | f) powers |
| 7. exercise | g) bills |

E Translate these word combinations.

to appoint представители / исполнители / члены комиссии
to grant права / равное представительство / право голоса
to debate законопроект / важные вопросы / результаты голосования
to dissolve парламент / комиссию / собрание
to supervise работа комиссии / исполнительная власть / процесс голосования
to amend конституция / закон / законопроект

F Learn the active vocabulary

| | |
|---------------------------|-----------------------------|
| a judicial official | to be dissolved by |
| a power branch | to supervise administration |
| a bi(uni) cameral chamber | to appoint the executive |

a lower house
an upper house

to exercise powers
to grant equal rights

A Scan Text 7.2 and answer the questions:

- a) What countries are mentioned in the text?
- b) What is the role of the executive?
- c) What facts are figures 1958, the 20th century connected with?

B Read the text and complete the information below.

- 1. The executive branch is responsible for
- 2. The executive is subject to
- 3. Political executives include
- 4. The executive is often delegated some
- 5. The executive may also have powers to

7.2 The Executive

In political science and constitutional law, the executive is the branch of government responsible for the day-to-day management of the state. The executive branch acts by and with the advice and consent of the legislative made by the legislature and thus is subject to the legislative branch.

Political executives are government officials who include heads of state and government leaders-presidents, prime-ministers, premiers, chancellors, and other chief executives, and many secondary figures, such as cabinet members, ministers, councilors.

The executive is identified by the head of government. In a presidential system, this person (the President) may also be the Head of State, whereas in a parliamentary system he or she is usually the leader of the largest party in the legislature and is most commonly termed the Prime Minister (Taoiseach in the Republic of Ireland, Chancellor in Germany and Austria). In France, executive power is shared between the president and the prime minister and this system has been reproduced in a number of former French colonies, while Switzerland and Bosnia and Herzegovina have collegiate systems for the role of head of state and government. The head of government is assisted by a number of ministers, who usually have responsibilities for particular areas (e.g. health, education, foreign affairs), and by a large number of government employees or civil servants.

The crucial element in the organization of a national executive is the role assigned to the chief executive. In parliamentary systems, such as in Great Britain, the prime minister is the national political leader, but another figure, a monarch or elected president, serves as the head of state. In mixed presidential-parliamentary systems, such as that established in France under the constitution of 1958, the president serves as head of state but also wields important political powers, including the appointment of a prime minister and Cabinet to serve as the government.

In nearly all political systems the 20th century has seen an alarming increase in the powers of chief executives. The office of the presidency in the United States, like the office of prime minister in Britain, has greatly enlarged the scope of its authority.

The executive is often delegated some legislative power, mainly the power to issue regulations or executive orders which complete a piece of legislation with technical details or points which might change frequently (e.g. fees for government services). The executive may also have powers to issue legislation during a state of emergency.

COMPREHENSION

Make the sentences True or False according to the information in the text. Justify your answers by reference to the text.

1. The executive is responsible for the day-to-day management of the state.
2. The executive is identified by the leader of a political party.
3. Political executives include not only chief executives.
4. Sometimes the executive is delegated some legislative power.
5. The executive may not have to issue legislation, even in emergency cases.

VOCABULARY TASKS

A Read the words and guess their meaning. Mind the stress.

| | |
|-------------|----------------|
| 'presidency | egu'lation |
| 'cabinet | o'fficial |
| 'system | repro'duce |
| 'technical | a'ssist |
| 'ministers | parlia'mentary |

B Make these verbs and nouns as they occur together in the text.

- | | |
|-------------|--------------------|
| 1. issue | a) powers |
| 2. delegate | b) executive power |
| 3. include | c) the role |
| 4. share | d) legislation |
| 5. assign | e) heads of state |

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C Translate these word combinations.

to issue деньги / законы / приказ

to delegate полномочия / ответственность / представитель

to include главы государств / важные вопросы / различные задачи

to share власть / обязанность / ответственность

to assign роль / ответственность / обязанности

D Give the Russian equivalents for the following word combinations.

to be responsible for; day-to day management; to include heads of state; to issue legislation; to share power; whereas; to be subject to; with the consent; a chief

executive; a government employee; to wield political power; to delegate powers; the scope of authority; a state of emergency.

E Learn the active vocabulary

| | |
|------------------------|-------------------------|
| a government employee | to be subject to |
| a chief executive | to share power |
| the scope of authority | to assign the role (to) |
| a state of emergency | to wield powers |
| day-to-day management | to delegate powers |

F Make a summary of the text

READING PRACTICE

A Scan Text 7.3 and answer the questions:

- What countries are mentioned in the text?
- In what connection are the United States and Germany mentioned?
- find the sentences which describe:
 - the definition of the judiciary under the doctrine of the separation of powers;
 - the structure of established court systems;
 - types of local courts.

B Read the text. Formulate the key idea of each paragraph.

7.3 The Judiciary

In the law, the judiciary is the system of courts which administer justice in the name of the sovereign or state, a mechanism for the resolution of disputes. The term is also used to refer collectively to the judges, magistrates and other adjudicators who form the core of a judiciary, as well as the support personnel who keep the system running smoothly.

Under the doctrine of the separation of powers, ‘the judiciary is the branch of government primarily responsible for interpreting the law’. It construes the laws enacted by the legislature.

Like legislators and executives, judges are major participants in the policy-making process. The process of judicial decision making, or adjudication, is distinctive, however, for it is concerned with specific cases in which an individual has come into conflict with society by violating its norms or in which individuals have come into conflict with one another.

In common law jurisdiction, courts interpret law, including constitutions, statutes, and regulations. In civil law jurisdictions, courts interpret the law, but are, at least in theory, prohibited from creating law. In socialist law, the primary responsibility for interpreting the law belongs to the legislature.

Established court systems are found in all advanced political systems. Usually there are two judicial hierarchies, one dealing with civil and the other with criminal cases, each with a large number of local courts, a lesser number at the level of the province or the region, and one or more courts at the national

level. This is the pattern of judicial organization in Britain, for example. In some countries-for example, in France- the distinction is not between courts dealing with criminal cases and other courts dealing with civil cases but rather between those that handle all civil and criminal cases and those that deal with administrative cases. Reflecting the federal organization of its government, the United States has two court systems: one set of national courts and 50 sets of state courts. By contrast, Germany, which is federal in government organization, possesses only a single integrated court system.

Local courts are found in all systems and are usually of two types. The first type deals with petty offences and may include a traffic court, a municipal court, a small-claims court. The second type, sometimes called trial courts, are courts of first instance in which most cases of major importance are begun.

In all systems there are national supreme courts that hear appeals and exercise original jurisdiction in cases of the greatest importance.

COMPREHENSION

Arrange these sentences in the logical order according to the information in the text.

1. Local courts are usually of two types.
2. Usually, there two judicial hierarchies in established courtsystems.
3. Judicial system is the system of courts which administer justice in the name of the sovereign or state.
4. Judges are major participants in the policy-making process.
5. The judiciary construes the laws enacted by the legislature.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------|-----------------|
| 'sovereign | sepa'ration |
| 'mechanism | spe'cific |
| 'doctrine | mu'nicipal |
| 'conflict | indi'vidual |
| 'instance | ad'ministrative |

B Which of the word combinations below associate with the judiciary characteristics? Translate these word combinations into Russian.

to create laws; to administer justice; to deal with civil cases; to grant equal rights; to dissolve Parliament; small-claims courts; to hear appeals; to possess two chambers; to resolve disputes; to interpret the law; to amend laws.

C Match the first half of each sentence with the most appropriate second half.

1. Judicial system is
2. The judiciary is
3. Judges are
4. In common law jurisdiction, courts

5. There are usually two judicial hierarchies in
6. Established court systems
7. National supreme courts
- a) interpret law.
- b) are found in all political systems.
- c) the branch of government responsible for interpreting the law.
- d) hear appeals.
- e) a system of courts which administer justice.
- f) established court systems.
- g) major participants in the policy-making process.

D Find in the text the equivalents for the following word combinations.

судебная система (власть); отправлять правосудие; разрешать спорные вопросы; разделение власти; отвечать за что-л.; толковать закон; вводить закон (постановлять); принятие решений; нарушать нормы; обычное право; запрещать; иметь дело с; гражданские дела; уголовные дела; суд первой инстанции; верховный суд; рассматривать апелляционные жалобы.

E Learn the active vocabulary.

| | |
|------------------|--------------------------|
| judiciary | to administer justice |
| power separation | to resolve disputes |
| a legislator | to interpret the law |
| a common law | to hear appeals |
| a civil law | to exercise jurisdiction |

UNIT 8 SOCIAL SECURITY

READING PRACTICE

A Scan Text 8 and answer the questions:

- a) In which way can social security be provided?
- b) What are the ultimate aims of social security?
- c) In which way is the cost of social security financed in most countries?

B Read the text. Find the information referring to:

1. the three criteria defining a social security system;
2. sources of financing the cost of social security;
3. fundamental purpose of social security.

Social security is any of the measures established by legislation to maintain individual or family income. Social security may provide cash benefits to persons faced with sickness and disability, unemployment, crop failure, loss of the marital partner, maternity, responsibility for the care of young children, or retirement from work. Social security benefits may be provided in cash for medical need, rehabilitation, domestic help during illness at home, or funeral

expenses. Social security may be provided by court order (e.g., to compensate accident victims), by employers, by central or local government departments.

The International Labour Organization (ILO) uses three criteria to define a social security system. First, the objective of the system must be to grant curative or preventive medical care, to maintain income in case of involuntary loss of earnings, or to grant supplementary income to persons having family responsibilities. Second, the system must be set up by legislation that attributes specified individual rights to a public, semipublic, or autonomous body. And third, the system should be administered by a public, semipublic, or autonomous body.

An alternative but wider term for social security in the countries that are members of the European Union is social protection, which includes voluntary schemes not set up under legislation. For example, in the United Kingdom, only statutory benefits are regarded as social security. The term social services is used to cover social security; health, education, and housing services. In the United States the term social security is restricted to the federal social insurance system which in Europe would be called social assistance. In some countries (for example, Denmark and the United Kingdom) the reduction of poverty historically has been a central aim of social security policy.

A report prepared by 10 international experts appointed by the director of the ILO, set out the ultimate aims of social security. Its fundamental purpose is to give individual and families the confidence that their level of living and quality of life will not be greatly eroded by any social or economic eventuality. This involves not just meeting needs as they arise but also preventing risks from arising, and helping individuals and families to make the best possible adjustment when they are faced with disabilities.

Approximately 140 countries have some type of social security scheme. Nearly all of these countries have schemes covering work-related injury and old-age pensions. Over half have provisions for sickness, and nearly half have family allowances.

In most countries the major part of the cost of social security is paid for by proportional contributions of earnings from employers and employees. The maximum varies from around 50 percent above average earnings (e.g., France, Ireland, and Italy) to twice average earnings (e.g., Germany, the United Kingdom, and the United States) or higher (Norway).

COMPREHENSION

- A** 1. In what connection are Denmark and the United Kingdom mentioned?
2. In what connection are France, Italy and Ireland mentioned?

B Arrange these sentences in the correct order according to the information in the text.

1. In some countries the alternative term 'social protection' is used.

2. The size of contributions to pay the cost of social security differs in different countries.
3. Social security may be provided by central or local government departments, by employers, by court order.
4. Nearly 140 countries have some type of social security scheme.
5. Three criteria are used by the International Labour Organization to define a social security system.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|-------------|----------------|
| 'social | rehabil'tation |
| 'medical | pre'vent |
| 'compensate | indi'viduals |
| 'specified | contr'butiion |
| 'central | pro'portional |

B Match the English and Russian equivalents.

- | | |
|------------------------------|--------------------------------------|
| 1. a family income | a) основная цель |
| 2. accident victims | b) потеря заработка |
| 3. to grant medical care | c) производственная травма |
| 4. a loss of earnings | d) колебаться в пределах от...до... |
| 5. a social insurance system | e) пособия по болезни |
| 6. an ultimate aim | f) система социального страхования |
| 7. to be faced with | g) предоставлять медицинский уход |
| 8. a work-related injury | h) доход семьи |
| 9. provisions for sickness | i) потерпевшие от несчастного случая |
| 10. to vary from ... to ... | j) сталкиваться с чем-либо |

C Find the sentences containing the words from Exercise B in the text, read and translate these sentences into Russian.

D You are all journalists. Choose someone to act as a representative of the International Labour Organization and answer your questions.

| | |
|-------------------------|--------------------------------------|
| What is social security | to define a social security system? |
| Who can social security | the main purpose of social security? |
| What does the ILO | pay 50 percent above average |
| report use | earnings? |
| What is | social security schemes cover? |
| How many countries | established for? |
| I wonder what | what sources the cost of social |
| security is paid for? | |
| Which countries | provided by? |
| Could you tell me | have social security schemes? |

E Learn the active vocabulary

| | |
|------------------------|-------------------------------|
| a retirement from work | to maintain individual income |
| a security benefit | to provide cash benefits |

a loss of earnings
a level of living
a work-related injury

to be faced with
to grant medical care
to pay contributions

UNIT 9 NEGOTIATING

READING PRACTICE

A Scan Text 9 and answer the questions:

- a) Why are negotiating skills especially crucial?
- b) What is negotiation in simplest terms?
- c) Which approaches to negotiation can you point out from the text?

B Read the text. Find the information referring to:

1. Approaches of negotiation;
2. Negotiation styles;
3. Mutual adjustment.

Negotiating skills are especially crucial because no problems can be solved by one political party alone, even if the president's party should win a majority in both houses of Congress. Solutions require ideological flexibility and a degree of bi partisan cooperation.

In simplest terms, negotiation is a discussion between two or more disputants who are trying to work out a solution to their problem. This interpersonal or inter-group process can occur at a personal level, as well as at a corporate or international (diplomatic) level. Negotiations typically take place because the parties wish to create something new that neither could do on his or her own, or to resolve a problem or dispute between them. The parties acknowledge that there is some conflict of interest between them and think they can use some form of influence to get a better deal, rather than simply taking what the other side will voluntarily give them. They prefer to search for agreement rather than fight openly, give in, or break off contact.

When parties negotiate, they usually expect give-in-take. While they have interlocking goals that they cannot accomplish independently, they usually do not want or need exactly the same thing. This interdependence can be either win-lose or win-win in nature, and the type of negotiation that is appropriate will vary accordingly.

Mutual adjustment is one of the key causes of the changes that occur during a negotiation. Both parties know that they can influence the other's outcomes and that the other side can influence theirs. The effective negotiator attempts to understand how people will adjust and readjust their positions during negotiations, based on what the other party does and is expected to do. The parties have to exchange information and make an effort to influence each other. As negotiations evolve, each side proposes changes to the other party's position

and makes changes to its own. This process of give-and-take and making concessions is necessary if a settlement is to be reached.

There are several approaches to negotiation: positional bargaining, which is competitive, and interest-based bargaining or principled negotiation, which is primarily cooperative.

Approaches are divided into competitive and cooperative ones. The most important factors that determine whether an individual will approach a conflict cooperatively or competitively are the nature of the dispute and the goals each side seeks. Often the two sides' goals are linked together, or interdependent.

Negotiations typically involve "creating" and "claiming" value. First, the negotiators work cooperatively to create value (that is, "enlarge the pie") but then they must use competitive processes to claim value (that is, "divide up the pie").

However, a tension exists between creating and claiming value. This is because the competitive strategies used to claim value tend to undermine cooperation, while a cooperative approach makes vulnerable to bargaining tactics.

In real life, parties can communicate and commit themselves to cooperative approach. They can also adopt norms of fair and cooperative behavior and focus on their future relationship. This fosters a cooperative approach between both parties and helps them to find joint gains.

Negotiation styles are classified as soft, hard and principled. Soft negotiators are aimed to come to an agreement. They are soft on people and problems, make concessions, trust others, change positions easily, make offers, disclose bottom line, accept one side loss, search for acceptable answer, insist on agreement try to avoid contest of wills and yield to pressure.

Hard adversaries are anxious for victory. They always demand concessions, besides they are hard on problem on problem and people, distrust others, dig in, make threats, mislead, demand one sided gain, search for one answer you will accept, insist on their position, try to win context of wills and apply pressure.

Principled problem solvers are wise people aimed at outcome. As a rule they separate people from a problem, are soft on people, hard on problems.

COMPREHENSION

Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. Solutions require ideological flexibility and a degree of bi partisan cooperation.
2. Negotiations typically take place because the parties wish to create something new that neither could do on his or her own, or to resolve a problem or dispute between them.
3. When parties negotiate, they usually expect conflict.

4. Approaches are divided into competitive and cooperative ones.
5. Negotiation styles are classified as soft and hard.
6. Hard adversaries rarely demand concessions, distrust others, dig in, make threats, mislead.
7. Principled problem solvers are wise people aimed at outcome.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|--------------|--------------|
| negoti'ation | 'influence |
| 'typically | 'dispute |
| 'processes | 'tactics |
| 'function | com'petitive |
| 'character | in'sist |

B Give the Russian equivalents for the following words and word combinations.

Crucial; because no problems can be solved by one political party alone; interpersonal; inter-group; expect give-in-take; occur; positional bargaining; important factors; negotiators work cooperatively; undermine cooperation; vulnerable to bargaining tactics; adopt norms of fair and cooperative behavior; search for acceptable answer; insist on agreement try to avoid contest; hard adversaries; are anxious for victory; aimed at outcome.

C Find the synonyms to the words from list A to list B.

A: bottom line; to make threats; adversary; to interlock; appropriate; to break off; negotiating; to avoid.

B: to intimidate; to link; right; to give up; challenger; to evade; bargaining; outcome.

D Find in the text the equivalents for the following words and word combinations.

Умение вести переговоры; идеологическая гибкость и доля двухпартийной кооперации; признавать, допускать; прекратить общение; компромисс; взаимное регулирование; несколько подходов; угрожать; практический итог; увеличить «пирог»; следовать нормам честного поведения, основанного на принципах сотрудничества; уступать; доверять другим; избегать столкновения интересов; настаивать на своем.

E Answer the questions.

- 1) Why do negotiations take place?
- 2) What is cooperative/competitive approach characterized by?
- 3) How are negotiations styles classified as?
- 4) What are the features of soft/hard/principled negotiators?

F. Translate the words and their derivatives.

To adjust - to readjust - adjustment - adjustable

To negotiate - negotiation - negotiator - negotiable

To bargain - bargainer - bargaining

To depend - dependable - dependent - interdependent - interdependence

To dispute - disputant - disputation - disputable

Concession - concessive

G Make a summary of the text.

H. Learn the active vocabulary.

To negotiate disputant

Bi partisan to give in

To break off to interlock

Interdependence adjustment

To make concessions bottom line

To make threats to dig in

UNIT 10

CROSS CULTURAL NEGOTIATING

READING PRACTICE

A Scan Text 10 and answer the questions:

- a) What is cross cultural negotiation?
- b) What aspects do European styles of negotiation vary?
- c) What does International business culture tend to?

B Read the text. Find the information referring to:

1. Eye Contact;
2. Time;
3. Information and Negotiations.

Cross cultural negotiation is one of many specialized areas within the wider field of cross cultural communications. There is an argument that proposes that culture is inconsequential to cross cultural communication. It maintains that as long as a proposal is financially attractive it will succeed. However, this is a naïve way of approaching international business.

Cross cultural negotiation is about more than just how foreigners close deals. It involves looking at all factors that can influence the proceedings.

Eye Contact: In the USA, UK and much of northern Europe, strong, direct eye contact conveys confidence and sincerity. In South America it is a sign of trustworthiness. However, in some cultures such as Japanese, prolonged eye contact is considered rude and is generally avoided.

Personal Space and Touch: In Europe and North America, business people will leave a certain amount of distance between themselves when interacting. Touching only takes place between friends. In South America or the Middle East, business people are tactile and like to get up close. In Japan or China, it is uncommon for people to leave a gap of four feet when conversing. Touching only takes place between close friends and family members.

Time: Western societies are very “clock conscious”. Time is money and punctuality is crucial. This is also the case in countries such as Japan or China where being late would be taken as an insult. However, in South America, southern Europe and the Middle East, being on time for a meeting does not carry the same sense of urgency.

Meeting and Greeting: most international business people meet with a handshake. In some countries this is not appropriate between genders. Some may view a weak handshake as sign of weakness whereas others would perceive a firm handshake as aggressive.

Gift-Giving: In Japan or China gift-giving is an integral part of business protocol; however, in the US and UK it has negative connotations.

Going or saying the wrong thing at the wrong time, poor communication and cross cultural misunderstandings can all have harmful consequences.

There are three interconnected aspects that need to be considered before entering into cross cultural negotiation.

The Basis of the Relationship: in much of Europe and North America, business is contractual in nature. Personal relationships are seen as they can cloud objectivity and lead to complications. In South America and much of Asia, business is personal. Partnerships will only be made with those they know, trust and feel comfortable will. It is therefore necessary to invest in relationship building before conducting business.

Information and Negotiations: Western business culture places emphasis on clearly presented and rationally argued business proposals using statistics and facts. Other business cultures rely on similar information but with differences.

Negotiation Styles: the way in which we approach negotiation differs across cultures.

US negotiators tend to rely on individualist values, imagining self and other as autonomous, independent, and self-reliant.

Many African nations have indigenous systems of conflict resolution that have endured into the present, sometimes quite intact and sometimes fragmented by rapid social change. These systems rely on particular approaches to negotiation that respect kinship ties and elder roles, and the structures of local society generally. In Nigeria, for example, people are organized into extended families, village, lineage, and lineage groups. Women in conflict with husbands, for example, are to defer and apologize, preparing a ritual meal to symbolize the restoration of harmony.

There is a great deal written about Japanese approaches to negotiation, and collisions between American and Japanese approaches are legendary. The following values tend to influence Japanese communication: focus on group goals, interdependence, and a hierarchical orientation. Japanese are known for their politeness, their emphasis on establishing relationships, and their indirect use of power. Japanese negotiators tend to put less emphasis on the literal

meanings of words used in negotiation and more emphasis on the relationships established before negotiating begins.

European styles of negotiation vary according to region, nationality, language spoken, and many other contextual factors. One study found French to be very aggressive negotiators, using threats, warnings, and interruptions to achieve their goals. German and British negotiators were rated as moderately aggressive in their same study.

Role expectations influence negotiation in Latin America contexts. Responsibility to others is generally more important than schedules and task accomplishment.

In Central America, people think about and respond to conflict holistically.

Even as different approaches to negotiation across national cultures are identified, change is constant. International business culture tends to privilege Western approaches to negotiation, centered in problem-solving and linear communication, as do many settings. As Western norms are balanced with Eastern and Southern values, and local traditions are balanced with regional.

COMPREHENSION

Mark the statements True or False according to the information in the text. Justify your answer by reference to the text.

1. Strong, direct eye contact conveys confidence and sincerity in all countries.
2. In Europe and North America people are tactile and like to get up close
3. In Japan or China, it is common for people to leave a gap of four feet when conversing.
4. Only Western societies are very “clock conscious”.
5. Most international business people meet with a handshake.
6. In all countries gift-giving is an integral part of business protocol.
7. Many African nations have indigenous systems of conflict resolution.

VOCABULARY PRACTICE

A Read the words and guess their meaning. Mind the stress.

| | |
|------------|--------------|
| pro'posal | 'conflict |
| 'handshake | 'emphasis |
| 'legendary | 'centered |
| 'threats | 'settings |
| 'balanced | con 'ducting |

B Give the Russian equivalents for the following words and word combinations.

Cross cultural negotiation; inconsequential; financially attractive; will succeed; influence the proceedings; conveys confidence and sincerity; prolonged eye contact; are very “clock conscious”; appropriate; integral part of business protocol; cross cultural misunderstandings; lead to complications; indigenous

systems of conflict resolution; kinship ties; lineage groups; hierarchical orientation; are known for their politeness; more emphasis; contextual factors; schedules and task accomplishment; problem-solving.

C Find the synonyms to the words from list A to list B.

A: self-reliant; holistic; connotation; inconsequential; insult; intact; sincerity; literal; resentment.

B: global; frankness; confident; offence; entire; implication; irrelevant; verbal; abuse.

D Find in the text the equivalents for the following words and word combinations.

Прямой, открытый взгляд; Ближний Восток; очень серьезно относиться ко времени; бизнес основан на личных взаимоотношениях; мешать объективному восприятию; многие африканские страны имеют собственные (местные) способы разрешения конфликта; дарение подарков является неотъемлемой частью бизнес-протокола; японские собеседники известны своей вежливостью; иерархическая ориентация; варьируются от региона, национальности, языка и других контекстуальных факторов; используя угрозы, предупреждения и прерывания для достижения своих целей; глобальный подход; ответственность гораздо важнее расписания и выполнения задания.

E Answer the questions.

- 1) What are the differences between U.S. and Japanese negotiators?
- 2) What is the negotiation approach in African nations characterized by?
- 3) What countries are the most aggressive negotiators from?
- 4) What is the negotiation done in Central America?
- 5) What does holistic approach to negotiation imply?

F. Match up the words on the left with their definitions on the right.

| | |
|-----------------|--|
| 1) to defer | a) appropriate for this or that area |
| 2) kinship | b) to make unclear or uncertain |
| 3) to cloud | c) a state of relatedness or connection by blood or marriage or adoption |
| 4) To influence | d) showing anger or displeasure |
| 5) aggressive | e) to make an affect |
| 6) indigenous | f) to submit or yield to another's wish or opinion |

G Make a summary of the text.

H. Learn the active vocabulary.

| | |
|----------------------------|--------------------------|
| Cross cultural negotiation | trustworthiness |
| Handshake | appropriate |
| Inconsequential | hierarchical orientation |
| Defer | negotiators |

Insult
Kinship ties

particular
threat

Additional reading

Objectives of Public Administration

What is public administration? What are its objectives? The classic answer has always been the efficient, economical, and coordinated management of such services as education, social services, housing, transport, the police and fire services, town planning, recreation facilities and other social services. The focus has been on top-level management (city management as an example) or the basic auxiliary staff services (budgeting organization and management, planning, personnel, purchasing).

New public administration adds social equity to the classic objectives. Classic public administration seeks to answer either of these questions: (1) How can we offer more or better services with available resources (efficiency)? Or (2) How can we maintain our level of services while spending less money (economy)? New public administration adds this question: Does this service enhance social equity?

Social equity emphasizes responsibility for decisions and program implementation for public managers. Social equity emphasizes change in public management. Social equity emphasizes responsiveness to the needs of citizens rather than the needs of public organizations. Social equity emphasizes an approach to the study of and education for public administration that is interdisciplinary, applied, problem solving in character.

One of the basic concerns of new public administration is the equitable treatment of citizens. Social equity works from these value premises. Pluralistic government systematically discriminates in favour of established bureaucracies and their specialized minority clientele and against those minorities (farm laborers, both migrant and permanent, as an example) who lack political and economic resources. The continuation of widespread unemployment, poverty, disease, ignorance, and hopelessness in an era of economic growth is the result. This condition is morally reprehensible and if left unchanged constitutes a fundamental threat to the viability of this or any political system. Continued deprivation breeds widespread militancy. Militancy is followed by repression, which is followed by greater militancy, and so forth. A public administration that fails to work for changes to try to redress the deprivation of minorities will likely eventually be used to repress those minorities.

The Nature of Public Policy

Part of the difficulty in describing how administrators make policy is that the term *public policy* is itself ambiguous. If, as is commonly thought, public policy is synonymous with law, then public administrators are not policy

makers. But policy is not the same as law, court decisions, or even administrative rules and regulations. Rather, public policy is all of these and more. A leading policy analyst describes policy as an “existential phenomenon . . . much too complex and dynamic to be fully caught in concepts, models, and themes.” Some scholars see public policy as the intentions of what officials would like to accomplish.

Policy is never “set in concrete.” It is constantly changing and highly subjective. It is how people interpret various actions—a rationalization of actions taken—rather than some objective characteristic of these actions. Public policy expert Laurence Lynn, Jr. writes, “Authoritative decision makers act first then rationalize the completed action and its consequences.” They may start with goals and objectives in mind, but there is no public policy until governmental actions produce consequences that are perceived by various publics. According to Lynn, “Public policy can be said to comprise the meanings or interpretations ascribed by various affected politics to identifiable sequences of governmental actions based on the perceived or anticipated consequence of these actions.” The goals of the Education of All Handicapped Children Act of 1975 was to provide free, appropriate education in a regular classroom for all handicapped children. In fact, a number of compromises had to be made because of lack of resources. The end result was quite different. In some cases, only a select few were served; in others, only inexpensive services were provided.

Thus, some saw the legislation as a step in the right direction while others saw it as a less-than-earnest attempt to help the handicapped. Like beauty, public policy is somewhat in the eye of the beholder. Actual change in governmental actions is not always necessary for a policy maker to claim success; often “the creation of a favorable impression is enough”. Some people are better at this than others. President Reagan and his administrative officials claimed that they did not have a policy of promoting discrimination against blacks and women, for example, and yet his administration tried to remove the Internal Revenue Service (IRS) ruling that denied tax-exempt status to schools practicing racial discrimination and tried to get the U.S. Supreme Court to rule that racial or gender preferences in hiring and promotion—affirmative action—were unconstitutional. The Reagan administration’s public interpretation of its own policy regarding discrimination was quite different from others’ perceptions of these same actions—and from the facts themselves.

The Stages of Policy Making

Several developments in policy studies during the 1980s help us conceptualize how administrators make policy. One is the classification of policy making as a *process* that involves several stages and the other is the clarification of the role of lower-level administrators in policy making.

Administrators do not just implement policy as was once believed; they are involved in each stage. These stages typically include (1) agenda setting or

problem definition and legitimation, (2) policy formulation, (3) implementation, (4) evaluation, and (5) termination.

Agenda setting is determining which issues will receive priority treatment for government action and therefore will be placed on the public agenda. The public agenda is always crowded with issues left over from previous policy debates – issues that once were acted upon but which have been brought up again by the opposition, or new items.

Problems are defined during agenda setting. How a problem is defined is very important because the definition determines the direction that policy will take.

Issues will not be acted upon if they do not get onto the agenda. There are several ways items can be placed on this agenda. Administrators play a large role in placing issues as well as in defining the problems once they are on the agenda.

Administrators often bring up a problem by contacting legislators about it, working with interest groups, and helping define the problem before legislative committees during hearings.

Policy formulation is the stage at which alternative means of handling problems are considered and a particular alternative or set of alternatives is selected and legitimized through legislation. Although administrators do not make laws, they have a large impact on defining the alternatives and in influencing the alternative that is finally selected. Moreover, by adopting administrative rules and regulations they give concrete meaning to what often are vague and broad statutes. They thus play a crucial role during the formulation stage.

Implementation is the stage in which policies are turned into programs and carried out – in other words, the stage during which administration, as traditionally defined, occurs. Public administrators are the principal implementors, of course, but they certainly are not the only ones. As noted above, legislators, interest groups, and a host of private agencies (both profit and nonprofit) are involved during implementation, and politics continues unabated during this stage. Because administrators are the key actors, they play a more visible role in policy making during implementation than they do during any other stage.

Evaluation is the stage in which programs are assessed as to how well they have been implemented and what kind of impact they have had. Evaluation is typically done formally by government agencies such as the Program Evaluation Division of the General Accounting Office, by the departments themselves, by outside consultants or research firms, or by university-based researchers. Program evaluation is a large enterprise in the United States with its own professional association, the American Evaluation Association.

Termination of programs occurs rarely. It most often occurs when new administrations come to power; for example, the Reagan administration

terminated several alternative energy programs such as that involving solar energy credits. Programs may also be terminated if they are deemed failures through program evaluation, although the more likely reason for termination is political opposition.

Involvement of Administrators. Administrators are involved in policy making at each of its stages. Administrators often bring up issues that become part of the agenda, sometimes as a result of problems encountered during the implementation of a program or because of pressures brought by interest groups that are a part of the iron triangles we described above. Administrators become involved in formulating public policy through their testimony before legislative committees. Their expertise is relied upon in designing policies because they are the ones who have the technical competence to make recommendations regarding alternatives for achieving policy goals. For example, in the food stamp program several administrators from the U.S. Department of Agriculture decided that recipients would have to pay for their stamps. This restricted the number and kinds of people who received the stamps and had a major effect on the policy.

Implementing public policy is, of course, an area in which administrators play the major role. They operationalize goals and in so doing sometimes substitute goals in a process known as “goal displacement”. They issue rules and regulations that determine what policy will be.

Of course, administrators are not the only implementors of policy. As we noted above, many programs are implemented by third parties under contract with government. The role of administrators in these cases is to set the conditions of the contract and monitor its implementation.

Legislators and interest groups also are involved in implementation. Legislators often contact agency officials directly to ensure that their states and districts are receiving the benefits of specific programs. Interest groups continue applying their pressure during implementation to see that their interests are protected. In other words, the politics that take place during the agenda-setting and formulation stages do not suddenly stop when a program is being implemented; they simply shift to a different and more administrative arena.

Finally, administrators play a vital role during evaluation of programs. Programs may be evaluated informally or formally by the agencies themselves, by congressional staff, the Congressional Budget Office, the General Accounting Office, and outside agencies. In all of these cases, only the agency that runs the program has the data required for an evaluation. An evaluation obviously cannot succeed without agency cooperation.

Thus administrators are involved in policy making at all stages of the policy cycle. They are policy makers as well as program managers. And it is not just the top-level administrators who are involved; middle- and street-level administrators also play an essential role.