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Некоторые рассуждения по поводу нового учебника «Теория публичного управления»

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Аннотация: Настоящая публикация представляет собой рецензию на учебник И.В. Понкина «Теория публичного управления» (Москва, ИГСУ РАНХиГС, Буки Веди, 2017. 728 с.). Рецензируемый учебник заявлен как предназначенный для обучающихся по направлениям «Государственное и муниципальное управление» и «Юриспруденция» – «Правовое обеспечение государственного и муниципального управления» (квалификация «магистр»), а также по программам Master of Public Administration (MPA). Учебник предваряется предисловием известного правоведа-административиста, доктора юридических наук, профессора А.Б. Зеленцова и состоит из трех частей и 21 главы. Учебник И.В. Понкина содержит самую подробную информацию и самый глубокий аналитический разбор всех тематических полей и горизонтов общей теории публичного (государственного и муниципального) управления, обладая мощным информационно-справочным потенциалом и оставляя авторов почти всех других такого рода изданий далеко позади. Учебник И.В. Понкина, достаточно хорошо проработанный с научной точки зрения, ориентирован на реальный учебный процесс, прекрасно продуман в учебно-методическом разрезе. Несмотря на некоторые недостатки, исследуемый учебник представляет собой уникальный и ценный труд, обеспечивающий продвижение преподавания теории государственного и муниципального управления существенно вперед в сравнении с изданными ранее учебниками других авторов, с ранее применявшимися подходами.

Ключевые слова: публичное управление, общая теория публичного управления, власть, государство, административное право, конституционное право, менеджмент, управление, публичное пространство, процесс, порядок

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SOME REASONING CONCERNING THE NEW TEXTBOOK “THE THEORY OF PUBLIC ADMINISTRATION”

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Abstract: This publication is a review of the textbook by I.V. Ponkin “Theory of Public Administration” (Moscow, IGSU RANEPA, Buki Vedi 2017, 728 pp.). The reviewed textbook is declared to be intended for students in the areas of training “State and Municipal Administration” and ”Jurisprudence” – “Legal Support for State and Municipal Administration” (qualification “Master”), as well as Master of Public Administration (MPA) programs. The textbook includes the foreword from the well-known jurist-administrator, Doctor of Law, Professor A.B. Zelentsov and consists of 3 parts and 21 chapters. Ponkin’s textbook contains the most detailed information and the deepest analytical research of all thematic fields and horizons of the general theory of Public (state and municipal) Administration, possessing powerful information and reference potential and leaving authors of almost all other such publications far behind. The textbook, which is well developed from the scientific point of view, is oriented for the real educational process, is well thought out in the educational-methodical matter. Despite some shortcomings, this textbook is a unique and valuable work, providing the significant advancement for teaching the theory of state and municipal administration compared with earlier works from other authors.

Keywords: public administration, General Theory of Public Administration, authority, state, administrative law, constitutional law, management, control, public space, process, order

Zabeyvorota A.I. Some reasoning concerning the new textbook “The Theory of Public Administration”. In: *Gosudarstvennaya sluzba*. 2017. № 5. P. 101–103.

НОВАЯ КНИГА



Published in September 2017, the textbook "Theory of Public Administration" for the magistracy and "Master of Public Administration" [Ponkin, 2017] programs, written by Doctor of Law, Professor Igor Vladislavovich Ponkin – a famous scientist and teacher, could not remain unnoticed by the specialists, although this is not the first educational publication in the direction of public (state and municipal) administration, which was published in 2017. This textbook attracted our attention, giving a lot of food for thoughts and reflections and therefore prompting to make some observations.

The reviewed textbook is declared to be intended for students in the areas of training "State and Municipal Administration" and "Jurisprudence" – "Legal Support for State and Municipal Administration" (qualification "Master"), as well as Master of Public Administration (MPA) programs.

The relevance of this textbook does not cause any doubts because, as practice shows, today the Russian higher school is experiencing an acute need for high-quality textbooks and teaching tutorials on public administration and management in general. And we intend to speak further on the need for textbooks, which are objectively characterized by such properties.

This is not the first textbook by this author in this thematic field. But a comparison with his two-volume edition from the early 2016 [Ponkin. The General Theory of Public Administration, 2016; Ponkin. The Theory of Deviantology of Public Administration, 2016] shows that the textbook under review is essentially a new, independent educational and scientific product.

The textbook includes the foreword from the well-known jurist-administrator, Doctor of Law, Professor A.B. Zelentsov and consists of 3 parts and 21 chapters.

Part I is titled "Fundamentals of The General Theory of Public Administration" and includes 9 chapters on the general concept of Public Administration science (The General Theory of Public Administration), the fundamental concepts of The General Theory of Public Administration, its features, place and significance, problems and limits for the possible involvement of legal regulation and legal provision in the system and process of Public Administration, the universe, the ontology of Public Administration. The concepts of order and process in Public Administration, complex systems, entropy and negentropy in Public Administration are considered. The principles of Public Administration, the goals and objectives of Public Administration, key instruments of Public Administration and Public Policy are formulated and substantially described. Existing models and basic instrumental concepts (approaches) of Public Administration are shown.

The Part II is titled "Special Features of Public Administration in specific subject-object areas and in particular conditions" and is relatively small; it includes one introductory paragraph and two chapters on the fundamentals and features of Public Administration of the city and the features of Public Administration in wartime conditions.

The most innovative part of the textbook is Part III – "The Theory of Deviantology of Public Administration" (although this theme is present in the entire textbook, as well as each of its first two parts), which includes 10 chapters. Materials about the actual Theory of Deviantology of Public Administration, its subject area, bases and methods, special features and perspectives of its formation, uncertainties and risks in Public Administration, pathologies, defects and imbalances in Public Administration, as well as defects and imbalances in law are described. The contents of negative transformations and states of the policy and Public Administration, as well as tools and technologies for the destruction of the state, the main causes, prerequisites and determinants of the statehood corruption are revealed. On the other hand, the author of the textbook did not ignore the issues of ensuring the stability and power, resistance and resilience of the Public Administration system of a strong state. The content of some approaches to the design, organization and implementation of homologated Public Administration is disclosed. Notably, the author dwells on the topic of possibility and necessity for involving methodology from other scientific directions into the theory of Public Administration. This part, as we see it, gives a special value to the textbook in question.

What are the reasons that led the Russian Empire and the Soviet Union to a complete collapse, to the states in which Russia was in the 1990s and Ukraine was during the post-Soviet period? What led to the fact that Byzantium could not resist the external enemy? Where does the state's ability to withstand the "blows of fate" and the blows of enemies end and it begins to collapse rapidly? And what can be countered to such blows, what should be done by the states and society to prevent such affliction and destruction? What makes the state strong? Attempts to answer these questions are described in dozens of books and articles, but the most notable admittedly belong to the authorship of Professor I.V. Ponkin. These are the materials that formed the third part of the studied textbook.

What are the advantages of this textbook?

One of its merits can be the very initiative of its birth in this conceptual intention, which distinguishes this textbook from all the others in the sphere of Public Administration. A decision to break stereotypes (the structure of such textbook, the arrangement of accents) is not an easy one even for a doctor of science.

With the reference to the concept of constructing a textbook: today, to prepare not just "effective managers" but actually high-level administrators, it is essential to systematically submit information, teach the specifics, content and capabilities of technology and the functioning of the Public Administration system. Accordingly, it is necessary to describe the structure of this system, its tools and technological methods, describe its goals and principles, the initial data and the grounds for Public Management, all of this in both statics and dynamics, both in normal conditions and in crisis, conditions of uncertainty, conditions of war, etc. That being said, it is a very heterogeneous, multilevel and very complex material. It is difficult not only for understanding, but also for presenting. Accordingly, the main problem for writing this type of textbook (if we are talking about a good product) is to ensure the logical harmony and balance for the material presentation. We can say that the author of the textbook managed to successfully solve this problem, having presented the material that is strictly scientific, extremely concretized and at the same time quite accessible for the students, although at a high level of complexity.

Besides, at first glance, the work may seem too congested

– both in terms, footnotes (almost two thousand), and the total volume, but careful reading of the textbook easily dispels this false impression. The textbook simply covers many more of the most important topics and aspects of The Theory of Public Administration than any other Russian textbook on State Administration (and any textbook of the post-Soviet space). And the material for each topic is given in quintessencial, concise form, in capacious original interpretations from the author; the work for all its richness is written in clear language, it is easy to read.

Regarding the need for a drastic change in the training of administrators (and not just "effective managers"), we can say that this is a common problem of all nations. The parable about the graduates of the French National School of Public Administration (École nationale d'administration – ENA) is widely known, everyone agrees that they are the same authorship: "Once the ENA graduates and a team of hard workers decided to hold a competition in rowing, ten rowers on each boat. During the first race, the laborers outstripped the ENA people on the half-corps. The latter conducted a study and had come to the conclusion that the team does not have skilful leaders, so they replaced the two rowers with a director and an instructor. In the second race, the graduates fell behind on three boat hulls. They conducted another study and concluded that eight rowers did not have enough incentive to win. Three rowers were replaced by the head of the department, his deputy for public relations and the head of the service for quality control. The team now had five rowers and five managers. In the third race, graduates fell behind on twenty corps, and they decided that the whole system of rowing needed a radical transformation. The remaining rowers were replaced by the auditors. In the last race, ENA did not even move. Auditors said that the game is not worth it and the race should be stopped immediately. Graduates of ENA did not care: they received great prizes and were sent to foreign lands for further training" [Clark, 2014. Pp. 57–58].

We all come across similar things in real life systematically. And it has to change. That is exactly the point of this textbook.

Conclusion on the results of a thoughtful study of the said textbook by I.V. Ponkin: if you want to understand the nature of Public Administration, its moral, legal and scientific foundations, goals and objectives, master the principles and logistics, tools and concepts, understand Public Administration models, features of Public Administration in specific conditions and Public Management of specific facilities, ailments and problems of the state and Public Administration system, trends and prospects for the development of Public Administration, new approaches in Public Administration, get all this in a systematic presentation, and most importantly – if you are striving to succeed in this direction, then of course you will absolutely need this textbook by I.V. Ponkin and it will be very useful.

Ponkin's textbook contains the most detailed information and the deepest analytical research of all thematic fields and horizons of the general theory of Public (state and municipal) Administration, possessing powerful information and reference potential and leaving authors of almost all other such publications far behind.

The textbook, which is well developed from the scientific point of view, is oriented for the real educational process, is well thought out in the educational-methodical matter. And this is not accidental, since the author has been teaching this course for ten years already, having tested the materials in classes with students; he also conducts scientific research in these areas at the fundamental level.

The drawbacks. What can one say about the shortcomings? Let's say that the textbook does not have enough recipes to restore order in the government in today's Russia. The sections on the concept of good (proper) Public Administration and the new model of Public Administration, on risk management technologies, uncertainties and mistakes in Public Administration – all this is somewhat different, it is more a theory, although it is perfectly worked out. And we are talking about strategies and operational-instrumental recipes. The drawback is the lack of the author's views on how to describe the models of Public Administration that took place in our country before. And one more thing – setting questions on pp. 33-34 (for students to do self-testing) I.V. Ponkin offers a brief description of the French, American, Italian, Spanish, German, Canadian, British and other scientific schools of Public Administration. But the answers to these questions cannot be found in the textbook. Although such material (even in a comparative context) would make this textbook priceless.

Despite the mentioned shortcomings (that are not so significant for such an extraordinary publication), the textbook by Igor Ponkin "The Theory of Public Administration" for the Magistracy and Public Administration programs is a unique and valuable work, providing the significant advancement for teaching the theory of state and municipal administration compared with earlier works from other authors.

The textbook leaves a very good impression, it is prepared taking into account the most advanced foreign and Russian experience teaching the theory of state and municipal government and, of course, will be useful to those for whom it was developed. However, the above-mentioned textbook will also give a lot to already established administration specialists and experts in this field – both in public and private sectors. And because of this, the textbook will undoubtedly be in demand both by students and faculty.

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