

National University of Public Service
Doctoral School of Public Administration Science

THESIS SUMMARY

**The development directions of the Hungarian public administration higher
education**

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Motto

*“Making a bridge over the past and present to be the base of the future:
is it possible to imagine nicer, more important task to do.”¹*

*„The dogmas of the quiet past, are inadequate to the stormy present.
The occasion is piled high with difficulty, and we **must rise with the occasion.**
As our case is new, so we must think anew and act anew.
We must disenthral ourselves.”²*

¹ EGYED, István: *Our constituion*. Hungarian Press Company, Budapest, 1937. p. 7.

² Quote of Abraham Lincoln’s speech at the Second Annual Meeting of the Congress of the American United States (December 1862.)

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I. Introduction: the reason and significance of the chosen theme

Modern states are facing several new type challenges and tasks. Countries which recognize and handle appropriately the national and international challenges are able to maintain a competitive, effective and improving state. **There is a vast importance of education in this changing field: it is the driving force of competitiveness, convergence and development.**

2017/2018. year is the decisive anniversary of the history of Hungarian public administration education, since Hungarian public administration is 40 years old. By writing my dissertation, I would like to express my respect to the values of the past, which also predestined me for the profession of public administration. In addition, I present new reforms built on the values of the past, which continue the spirit that our predecessors formulated in 1977 by the establishment of the State Administration College. In my opinion it is a merit to serve public, working for the common weal- *Pro publico bono!*³ – is a value. Effectively organized public administration, aiming for transparency and ethical operation creates a good state that avoids corruption and serves the benefit of society - "working towards the development of society".⁴ It results in economic growth and, ultimately, in a rise of the standards of living, contributing to the development of Hungarian people. If I can contribute to this goal with my scientific work, with the development of public administration education, I will consider it as success.

My theses and suggestions aim at providing the Hungarian state and its citizens with a public administration able to provide them with the necessary expertise in an ethical and service-oriented way for the efficient and effective performance of public tasks. The public administration is an independent profession, a profession whose unique characters can be captured. The need for autonomy in the public administration of higher education also stems from this fact: it is necessary to associate itself with an individual profession and a vocational education with higher education.

The state and the public administration, especially those financed by the taxpayer's money, must first guarantee the benefit of the Hungarian citizens, the interests of the homeland and the transparent, ethical and service-oriented operation. Officials in the state and in the public administration are required to carry out these tasks with due diligence and professional knowledge. *"There is much more to depend on second-tier officials who run the different*

³ Meaning: For the public weal!

⁴ MAGYARY, Zoltán: *Hungarian public administration. The role of public administration in the XX. century state. The organization, operation and legal order of the Hungarian public administration. Royal Hungarian University Press, Budapest, 1942. p. 138.*

disciplines than the minister. The most exquisite ministry can give you great ideas and bring in expedient organisms, but what's the most beautiful idea, where everything depends on the exact delivery of the details."⁵ In today's state operations, the exact execution of these details is the everyday task of public officials. In other words, **the "executing" officials have a fundamental and decisive role in the implementation of state and public administration development strategies and programs** based on the current trends of modern states. There is a need for higher education and vocational training, in line with the needs of public administration in order to reach adequate operation and effectiveness.

My findings and suggestions for development of the Hungarian higher education in public administration have been discussed in several special forums in the past years in several countries. After starting my doctoral studies, I had the opportunity to get acquainted with American, Portuguese, Italian and Irish higher education in PA through scholarship programs. In 2016, I was the only representative of the Hungarian public administration higher education development area at the 24th international conference of NISPAcee (The Network of Institutes and Schools of Public Administration in Central and Eastern Europe). As a result of international experiences, the fact had strengthened in me that **each state has different administrative systems and the related tertiary education of the countries are also unique.** In contrast, the **challenges of our time are urging action based on common knowledge and values of the nations, as well as cooperation.** So I am convinced that **preparation and training as a possible way of common solutions will gain an increasingly important role in the coming years.**

II. The purpose, content and method of scientific research

To verify my thesis, I use comparative research and analytical methodology and build on the related domestic and international literature, as well as on my published researches and my published publications based on them.⁶

My research aim is to highlight the overarching elements of the reform of the Hungarian public administration higher education system and the essential aspects of the

⁵ Baron EÖTVÖS, József: *Journal notes, October 1, 1870* Published by: Imre Czeglé. *Historical Review, 1978, p. 393.*

⁶ Attachment of the Thesis Summary: Announcements of Lilla Mária Juhász, according to the records of Hungarian Science Works' Register. Time of download: 2018.06.01.

changes. With this new and unique approach, I introduce Hungarian public administration higher education with a **content not yet known in the literature.** The reforms realized as an effect of the milestone in 2011-as I highlighted- can serve as an example for other states. **My goal is to let the Hungarian model become known abroad as well.** The transformation of higher education in public administration has begun elsewhere as well, there are experiments, but the **individual development of the countries is different, and international literature does not yet know the specific features of the reformed Hungarian system.** In my paper, I introduce these elements, which represent new aspects in the development of the personnel of the Hungarian public administration.

My analysis scope is the presentation of the systematic, training content, institutional and spiritual reform that has taken place in the past years, and the capture of the essential elements of the changes. **It marks the 2011 milestone, the publication of the Zoltán Magyar Public Administration Development Program.** According to the reform program, the organization and operation of the entire public administration have been transformed and the need for new types of staff preparation has been formulated. **The essence of the reform and changes since 2011 has not received enough attention in the science world. So I aim to point this novelty and paradigm shift to the attention of the scholastic communities,** to point out the **complex, perceptual and content renewal** and the **directions of development in the reform environment through the comparative research methodology.**

In my dissertation, the term **public administration higher education** refers to the so called "classical", possessing historical traditions, previously named as administration organizer, now named as public administration organizer BA programme and the to the public administration MA programme. of higher education and a master of public administration. According to the literature, these trainings **represent a "generalist" type of training paradigm,** which mean, based on the description of the programmes' training and output requirements, **a preparation for executive-type public administrative tasks.**

During my analysis, I reason, that following the **evolutionary trends evolving in the global, domestic and international sphere, the Hungarian higher education has gained its autonomy and started on a unique developmental course.** The cornerstone of the new development path is that **the training now prepares prospective officials to perform generalist tasks in a symbiotic manner with the operation and needs of the public administration.** The development directions of the Hungarian public administration higher education as a training model can serve as a model for other states as well. Within the framework of the analysis, I present the reform environment, which resulted in the paradigmatic

change in the systematic place and educational content of the trainings in Hungary and the spiritual reform based on the content and on the primacy of the public service ethos. I present the autonomy of the public administration profession and vocational system, which gives the uniqueness and the necessity of the generalist training content. I point out the Hungarian historically significant fact that, **following the reforms that have taken place since 2011, the Hungarian public administrative higher education courses and the related public administration science have become systematically independent.**

As a closing of the dissertation, I answer the questions of the research investigation and complete my hypotheses with the complex results of the analysis. The research findings, theses and development proposals formulated can contribute to the **availability of an appropriate scientific basis for continuing training reforms, which is also a reference point in the international literature for the development directions of Hungarian public administration higher education.**

1. Research hypotheses

During the presentation and analysis of the research themes described above, my dissertation covers the following research hypotheses:

1. My research analysis question is whether the existence and the need of a generalist type of administrative training paradigm is justified from time to time and content. Is there any training at all and what is the need for a qualification?

HT1. The foundation of higher education in public administration is the existence and the necessity of a generalist training paradigm.

From the time point of view, I present the development of public administrative personnel training. I examine the possible evidence of the training need and assume that the 2011 milestone, namely the Zoltán Magyar Public Administration Development Program, has brought a significant change in the development of higher education in public administration, as well as in the organization and operation of public administration. In response to the public administration challenges that emerged in the complex reform environment, the Program described its development objectives along the lines of efficiency and effectiveness, including the reform of the training.

From a content point of view, due to the conceptual nature of public administration and the complexity of the activity to be carried out, I examine the content, autonomy and uniqueness

of the training courses and the possible evidence of the need for preparation. It is a critical research element that the provisions of the 29/2012 (III.7.) Gov. Reg of Qualifications Framework for Public Service Officers names 153 public administrative functions, while previously (before 2013) named public administration BA, the administration organizer qualification is only designated for 26 tasks as acceptable qualifications. The decree does not specify public administrative functions where only a public administration organizer qualification can be accepted. Mostly it refers to the collective name public service qualification, the public administration organizer's BA qualification is marked 68 times, but other qualifications are listed in these tasks as well. Qualified public administration manager and certified public administrative expert qualifications referring for master classes are only assigned for 17 tasks. The government has conducted several questionnaire surveys in recent years on the need for qualification, but due to the small number of replies, these researches did not provide accurate and useful data. There is no publicly available data from the training planning phase of previous years, and HR databases do not provide up-to-date information. In fact, since we have been in the field of public administration higher education, we have been arguing that a generalist type of administrative training is a necessary qualification in public administration, but what is justifying this? In my research, I seek the answer to this basic research question.

2. *My research analysis question is whether the complex reform environment following the global economic crisis has changed the Hungarian public administration higher education training paradigm and, if so, what changes did it bring?*

HT2. The development of public administration higher education is dominated by state challenges, scientific trends and public administration strategies in the domestic and international spheres, encompassing a reform environment, which provide a framework for the development of the directions and foundations of development. The influence of the neo-weberian trend has also marked a new development direction for higher education in public administration.

Hungary was also hit by the global economic crisis in 2008, which was handled by the active intervention and consolidation of the state, in the same way as in other countries. The role of the state has been re-evaluated, the aspirations of the market priority against the state have been undermined and the state has regained its "weberian" place and role. The neo-weberian trend has been built on this base, which emphasizes, inter alia, the necessity of professionalization of the public service and the strengthening of the official ethos. During the

research, I examine the complex reform environment, development strategies and the effects of public administration science trends and argue that the development of higher education in public administration is also influenced by the neo-weberian paradigm. The influence of the public administration science trends that I have been researching for years, such as the new public management to the neo-weberian paradigm, that is, the transition from the market to the primacy of the state, can be one of the systemic developmental directions of the development of Hungarian public administration higher education.

3. *My research analysis question is whether the reform environment has had an effect on the content renewal of Hungarian higher education in public administration and if so, what kind of development has been identified for the generalist training paradigm?*

HT3. Based on the analysis of the 21st century complex reform environment, the generalist type higher education training that prepares for public administration tasks, the pursuit of complexity is one of the most important directions of development.

The development trends of the reform environment and the strategies also have an impact on the content renewal of higher education. We are currently in the era of change, which gives the state, social and economic environment new directions for the development of public administration and its resources. In this reform environment, the skills of officials become a key element, with decisive demands on system approach and comprehensive knowledge and skill needs. During the performance of state tasks in favour for public weal it is not enough to recognize the changes in the environment and to state the strategic, framework-like principles associated with it, but it is necessary to put the principles into practice, that is to say, the preparation of those who fill the administrative work with value and knowledge, renewal of the training content along with the challenges. Regarding the complex nature of tasks and challenges, in addition to systemic and methodological changes in training, content reform could also be implemented. This transformation can be witnessed from 2011 and I intend to present the essential, systemic elements of this change in my paper.

III. Content introduction of the scientific research

1. The state's tasks and actual challenges in the 21st century

Modern states are facing new type tasks and complex challenges.⁷ Outlining some of these: global warming and climate change, the 2008 global economic crisis and its aftermath, challenges arising from new technological and technical methods, globalization, terrorism, emerging domestic and international corruption cases, or a growing migration problem, not only address effective problem management and common, "supra-national" solutions, but also **complex and persuasive changes that promote the importance of prevention and preparedness.** The role of training has been appreciated. Between the younger and older generations, measured on a historical scale, the age difference is insignificant. However, in such a short period of time, the new types of challenges and the development of technology are legally swift and, in some cases, have resulted in radical changes in the position and responsibilities of the countries. Thus, the younger generation has less time to prepare for quickly and "*ad hoc*" arising tasks.

After dealing with the global economic crisis, state, economic and social operations have been put on new foundations in several states, including Hungary. The aspirations of the market primacy were overwhelmed and the state was again centred because it was the only one to handle the emerging situation. In the context of the crisis, people's faith in the market and, to a lesser extent, but also in the state was weakened. This general uncertainty was only further enhanced by the "cracking" corruption scandals. **After 2008, the guarantee of the way out and development, was represented primarily by the restoration of citizens' trust and the elimination of economic uncertainty.** The pledge to regain faith of citizens was a viable, strong and centralized, yet accountable government that can support public development through ethical foundations, efficiently organize and implement public tasks, and quickly address the challenges that arise. The role of the state has changed in line with the situation and the Hungarian public administration was reorganized in 2011, taking into account international trends.

A further feature of the fast-changing and evolving administrative space is that states have to manage at several levels. Accordingly, there are expectations and tasks at the domestic, international and federal level, which further increase the complexity of complex administrative

⁷ JUHÁSZ, Lilla Mária: *The state's role in the 21st century* In: Pro Publico Bono State- and Public Administration Science Journal No. 1, 2011 (SROP studies) 1-16. p.

tasks that are otherwise complex. For Hungary, operation in the European Union is a continuous task and challenge.

Overall, analysing the current situation of modern states, one can identify **common "typed" features of new challenges** that have an impact on the administrative task:

- Key state challenges, such as terrorism, corruption or migration, require not only the active intervention of some countries and their tasks, but require international co-operation and rapid adaptation and solving skills. These tasks do not stop at the borders of countries, but they call for a common "supranational" co-operation that states should support and that administrative officials need to implement for consolidation.
- Overcoming the state challenges that emerge today, encourage **change in perceptions and developing commonly accepted knowledge and values**. Currently, it is not the problem of post-treatment of problems, but **prevention and preparation, which's primary source is training**. Successful handling of challenges calls for preparation of internationally coordinated public administration officials to work together with common knowledge and values.

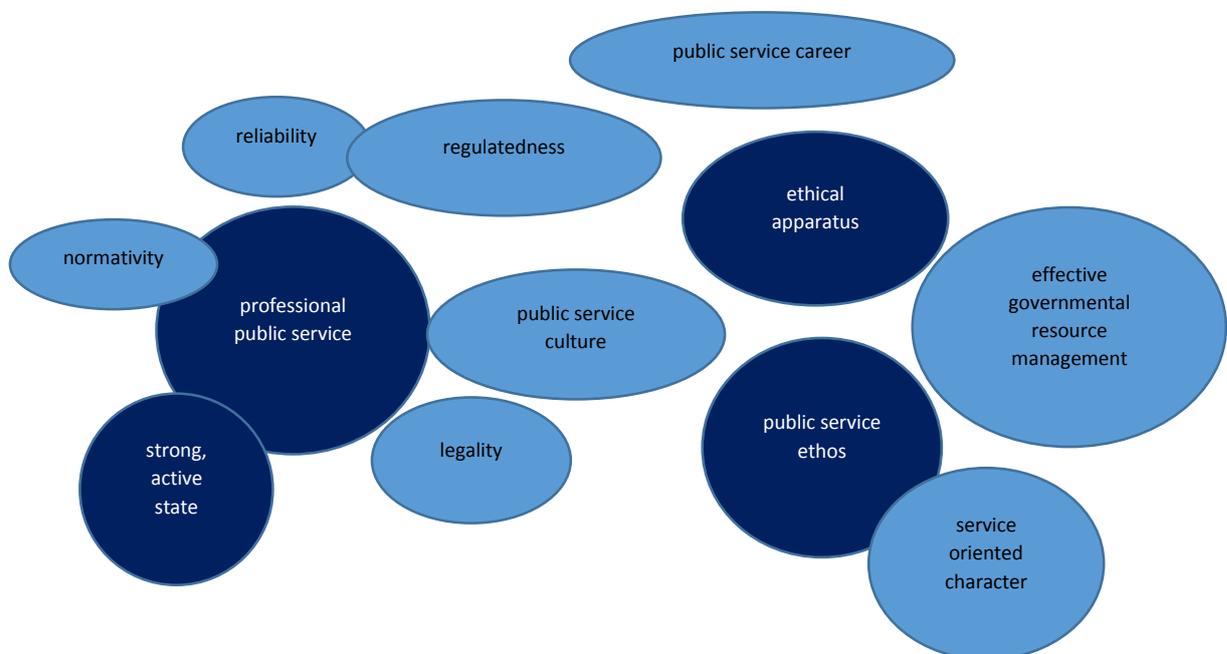
This **21st century reform environment reinforces the fact** that pursuit of complexity is one of the most important developmental directions for the training of state task performing, generalist type preparation. **The ever-increasing complexity of administrative tasks justifies training to be based on systematics and comprehensive knowledge, ethical education related to the profession and vocation, and special skills development**. Preparing becomes more effective, if the common context of the generalist "training idea" is defined at a higher, even at a supranational level, which is needed to be included in the preparation by each country. In my dissertation, the base of overcoming of the challenges arising at international level, and cooperation between countries, is the implementation of the **"cross-over knowledge" content development**.

2. The impact of public administration science trends and public administration development strategies

The paradigms of public administration are changing. Following their eternal vocation, they discuss the content of a successful or defective concept, while helping to find solutions and thus influence administrative reforms. Analysing the impact of public administration

science trends, the dominant presence of the trends I have been researching⁸ and highlighting in today's Hungarian state operations can be verified by the method of empirical research. These are *new public management* (NPM), *governance* (*new and good governance*) and the neo-weberian trend. **Based on my research, the effect of the neo-weberian trend is currently being primary in our country**, bringing in line with the earlier being at heights scientific trends and combining successful elements of the New Public Management, Good and New Governance movements, returning to Weberian fundamentals. **The impressions of the neo-weberian state theory designate a new type of reform framework for the theoretical and practical changes in public administration and the systematic and substantive transformation of the generalist type of public administration higher education in the centre of research.** According to the trend, the active, intervening-type state, can be supported by the developing public service staff especially those with ethical and professional knowledge.⁹ The following figure illustrates the summarized characteristics of the trend found in domestic and international literature.¹⁰ The listed elements are highlighted during the public administration higher education reform and they shape the content of training:

The characteristics of the neo-weberian trend



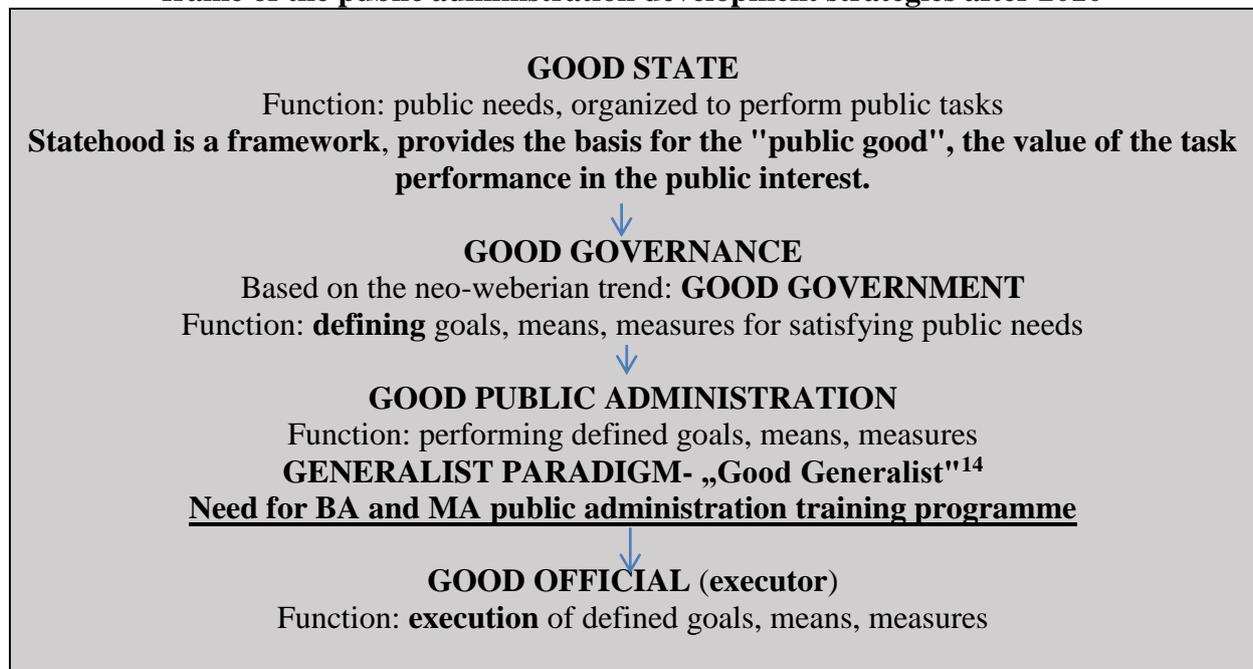
⁸ JUHÁSZ, Lilla Mária: *Three trends from public administration science, or the analysis of New Public Management, New Governance and New Weberian approach*. In: *Jogelméleti Szemle* No. 3 of 2011, p.1-33.

⁹ See in: STUMPF, István: *Professional based public administration - the neo-weberian state*. In *The tasks of the Modern State*, from the lectures of the Hungarian Economic Society, Conference of the Economic and Social Council. Budapest, 2009. p. 92-104.

¹⁰ Source: Author

After 2010, the new Hungarian trend was emphasized to strengthen the state and restore public's faith, replacing the application of *new public management* type principles and methods of market primacy. The neo-weberian trend regards the restoration of office ethos as one of its most important goals, built on the "Weberian" traditions. The government program¹¹ announced in 2010 and the public administration development strategies¹², as well as the state reform program¹³ can legitimately contain some elements of the neo-weberian trend. These development programs wanted to create an active, strong, transparent, well-organized, "good state" in our country. The good state can be built up with the availability of "good", that is to say, ethically oriented and professionally skilled officials who can be trained in public administration higher education, reformed according to the state's current challenges.

Public administration higher education training reform based on the ideological-logical frame of the public administration development strategies after 2010



Source: Author

¹¹ National Cooperation Programme. Download location: <http://www.parlament.hu/irom39/00047/00047.pdf>; Download time: 2018.03.12.

¹² Zoltán Magyary Public Administration Development Program I-II. 2011-2012. Download location: <https://magyaryprogram.kormany.hu/admin/download/8/34/40000/Magyary-Kozigazgatas-fejlesztesi-Program.pdf>, and the current Public Administration and Public Service Development Strategy 2014-2020. Download location: http://www.kormany.hu/download/8/42/40000/K%C3%B6zigazgat%C3%A1s_fejleszt%C3%A9si_strat%C3%A9gia.pdf; Time of download: 2018.02.13.

¹³ State Reform Programme. Download location: <http://www.jogiforum.hu/hirek/32976> Time of download: 2018.01.12.

¹⁴ VAN DER WAL, Zeger: *The 21st Century Public Manager* (The Public Management and Leadership Series) London, Palgrave, 2017. p.301-313.

3. Characteristics of public administration and the connection with the generalist training

From the research topic analysis point of view, it is of basic significance what does public administration mean, whose conceptual definition is dealt with in a wide range of specialized literature. Overall, they identify the conceptual framework of public administration by capturing its features and contents. The content is uniquely based on its writer, and this is also due to the complexity of the social sciences and the activity being carried out. Each of the definitions emphasizes that the officials involved in public administration work are the basic unit of government decisions and the exercise of public authority, and, in addition, it is a unique system in terms of its spirit as "*public administration is not only the eye, ears and executives of the government but also the heart*".¹⁵ From the **common elements of the conceptual definitions** analysed by me (Zoltán Magyary, Tibor Madarász, András Patyi, Zs. András Varga, Sándor Berényi, Lajos Lőrincz, István Ereky and Corson and Harris, Pfiffner and Prethus, Davis Jr., Dwight Waldo, Lindquist), from the **professionalism and autonomy of public administration can be derived**, and they logically harmonize the **need for specific training and education**. Mostly, I identify with Dwight Waldo's¹⁶ wording, in his view, public administration is one of the forms of human co-operation, which is the basis of social coexistence. On the one hand, the management and organization of people, tools to achieve government goals and *the "use of science and craftsmanship in state affairs*. Listing its characters demonstrates that **public administration is a complex, interdisciplinary phenomenon, organization and operation**. „*The state is the same for most people as public administration, with the organization owning the majority of executive power.*"¹⁷

It is therefore essential that the **public administration**, by referring to Zoltán Magyary's comprehensive conceptual definition¹⁸, **carries out complex activities that require extensive knowledge, expertise and skills**. It is a fact that in the Hungarian public administration not only the officials involved in the related higher education are working, an engineer, a computer scientist, a physician is also involved in performing public tasks, etc. Lajos Lőrincz was an

¹⁵ Aurél HENCZ: *Efforts to develop public service ethics*. II. Volume: The Horthy era. Page 183.

¹⁶ WALDO, Dwight: *What is the administration?* Volume I In: Stillman, Richard J. (Ed.): *Public Administration*, Osiris, Budapest, 1994. 129-141. p.

¹⁷ Lajos LŐRINCZ: *The tasks of the modern state - especially in public administration*. In: Tamás HALM - János VADÁSZ (editor): *The tasks of the modern state*. Presentations by the Hungarian Economy Association and the Conference of Economic and Social Councils. Budapest, 2009. p. 11.

¹⁸ Zoltán MAGYARY: *Hungarian public administration. The role of public administration in the XX. century state. The organization, operation and legal order of the Hungarian public administration*. Royal Hungarian University Press, Budapest, 1942. p. 39-41.

academician who was the first in our country **to form a complex system of public administration from a set of generalists and specialists**. He states that *"the main actor in public administration is the administrative expert, that is, the "generalist". The Generalist is who has a wide range of administrative, legal, organizational, IT, sociological and so on skills and with these he is the leader and controller of public administration activities. He is responsible for the administrative, organizational, management, supervisory and control tasks, and the provision of public services. The fundamental task of the specialist is to compensate for the imperfections of the generalist. In other words, it is his job of solving professional issues so as to get rid of the administrative burden, as it is their generalist task."*¹⁹ Applicants from all areas of the Hungarian education system can come to perform state officer position, they can be considered "specialists" according to the author's wording. *"Every Hungarian citizen has the right to serve a public office in accordance with his or her abilities, qualifications and professional knowledge."*²⁰ Both the secondary and tertiary qualifications can be accepted in the job system. However, the current public administration higher education training (public administration organizer BA and MA), prepares public administration for one type, that is generalist job.

4. The development of the Hungarian public administration higher education training

4.1. From Ratio Educationis in 1777 till 2011

The training reform of the 1777 Ratio Educationis of Maria Theresa had a major impact on the training of candidates for public service and the so-called natural-right *politico-cameralis* sciences have become part of the law training. Before that, they taught science at the Faculty of Liberal Arts. The time after the civil transformation of 1848 was the so-called "dilettante administration" era, when the unified law- and state science doctoral did not include public law. Primarily preference was given for legal training. An approach developed that more qualified lawyers were working at courts and public prosecutor's departments while the less skilled were

¹⁹ ISTVÁN GYÖRGY: *Public Service in Lajos Lőrincz's work* In: Pro Publico Bono: Hungarian Public Administration 2011/1. P. download location:: http://www.propublicobono.hu/pdf/2011_1_08_GyorgyI.pdf; Download time: 2016.02.10.

²⁰ Hungary's Fundamental Law (April 25, 2011) Freedom and Responsibility. XXIII. Article 8 (8)

left at public administration matters.²¹ In the post-Compromise period, Hungarian public administration training was related to the faculties of law and economics. This was not changed by the state and legal science bifurcation reform neither. In connection with the 1883 Certification Act, some of the activities of the public administration (e.g. drafters or city administration) legal certification was defined and public administrative examination was proposed. By the end of the 1800s, lawyers had been trained who, by their qualifications, were able to perform “generalist” public administration tasks at the upper and middle levels of public administration.

The training of public administration professionals until 1977 was symbiotic with the state's historical transformation. Since the Compromise, the growing influence and authority of the faculties of law was primarily to be rid of.²² In 1977, the State Administration College (ÁF) was established, which now had basic, vocational and further training activities. Based on the 3rd Act of 1977 and MT 1017/1978 (VI.14.) on its implementation, in the year **1978/1979 the first "ÁF" academic year started, which meant a three-year administration organizer college degree. First, in 1985, the need for university education emerged.** After the change of the regime, the training plan was completed by the beginning of the 1990s, but the university level was only completed on 1st January 2000 with the establishment of the Budapest University of Economics and Public Administration (BKÁE). Since 2003, the University has expanded with three more faculties (integrating the three faculties of Szent István University). From 1st September 2004, supplemented with the aforementioned faculties, the University continued to operate under the name Corvinus University of Budapest. From December 2005, the public administration higher education became part of the Faculty of Public Administration Science. As part of the two-cycle Bologna process, from 2006 onwards, the students could attend to administration organizer BA faculty, and from 2008 public administration MA faculty, based on BA faculty. The university level (undivided) training started from 2004/2005, the first MA faculty started in 2008, first correspondence and then from September 2008 onwards at full time training. The general training time is 6 semesters at the administration organizer, and the later master's degree 4 semesters, and 10 semesters in the unified university course.

²¹ Gábor MÁTHÉ: *Independent administration training*. In: The Past, Present and Future of Legal Education: Festive Studies, Conference Lectures, Roundtable Discussions. Budapest, ELTE ÁJK, 2003. http://www.ajk.elte.hu/file/11_MatheGabor-Szakemberkepzes.pdf Downloaded: 2018.02.12. p. 105.

²² Gábor MÁTHÉ: *Independent administration training*. In: The Past, Present and Future of Legal Education: Festive Studies, Conference Lectures, Roundtable Discussions. Budapest, ELTE ÁJK, 2003. p. 103-110. http://www.ajk.elte.hu/file/11_MatheGabor-Szakemberkepzes.pdf; Downloaded: 2018.02.12.

In the context of the training content typical of the pre-reform period, a comprehensive research was realized, which compares and types on a European level public administration higher education models based on their content structure. György Hajnal and György Gajdushek summarized the content features outlined for the Hungarian system: *„Analysing European systems, we find a number of approaches which can be grouped in several ways. For example, Hajnal (2003) separates three clusters based on an analysis of administrative training programs. Accordingly, we can talk about management orientation, which is characterized mainly by England and, to a greater extent, the already mentioned Scandinavian and Benelux regions. A special group is the model defined by the model-giving state France, in which the social sciences approach plays a greater role; interpreting the state and, in particular, the public administration in a sense of social engineering (interdisciplinary) role. ...Germany and the countries with traditionally German influence are the third group in which law is as well a mean of public administration scientific research and as the most important skill in practice, plays a decisive role. Hungary is undoubtedly part of this group.”*²³ **According to the results of the comparative research, public administration higher education training were basically defined as legal characterized in domestic and international terms before the outlined reforms.** *“The legal approach in the theory and practice of Hungarian public administration is a decisive one, which in this area means the almost exclusive application of the fundamental juridical approach.”*²⁴ This suggestion, based on the research, is a sign of the connection to the German-Prussia in line with the Hungarian public administration traditions, which is justified by the historical overview of the training, as the public administration education was part of the legal training or the organizational framework of the faculties of law. Only, the State Administration College and its successors, established in 1977, were not tied to the faculties of law. **This legal characteristic has prevented the authorisation of public administration science for decades, but at the same time, Magyary had a tendency towards complexity,** which meant the content development aspect of the current reform. *“Hungarian public administration science discipline was characterized by the primacy of the legal science approach by the end of the 19th century, until the beginning of the public administration program at the Pázmány Péter University Faculty of Economics in 1930s. Zoltán Magyary, the founder of the Hungarian Institute of Public Administration, founded in*

²³ György GAJDUSCHEK: *The legal nature of Hungarian public administration and public administration sciences.* In: Political Science Review, 4/2012. p. 32.

²⁴ György GAJDUSCHEK: *The legal nature of Hungarian public administration and public administration sciences.* In: Political Science Review, 4/2012. p. 29.

that time, brought the interpretation and application of the most modern, primarily American results, (Taylor, Gulick, Willoughby), to national level. The Magyary School emphasized the importance of the effectiveness and efficiency of public administration and the underlying instrumental role of law (in a wider sense, the legal approach), not only in its own time but also in the decades after 1945, almost revolutionarily novel. However, the institute and its intellectual legacy, as well as the research capacities surrounding it, were largely untouched by the early 1950s.”²⁵

The establishment of **ÁF** itself is a result of an international trend, because it was organized as a kind of *School of Public Administration*, based on the post 2nd World War tendencies, on **American models**. In relation to the expected tendencies and trends ahead of 2011, **Lajos Lőrincz**, the founder of the School of Public Administration, has continuously emphasized that *“the most important would be to resolve the fixed idea, that the training of public administration professionals can be solved within the framework of legal training, that lawyer is the most suitable for performing administrative tasks.*

This was neither true hundred years ago, let's read György Concha, later István Egyed, Zoltan Magyary's findings, and nowadays it is even more timed out.”²⁶

Prior to the 2011 milestone, we can highlight the following features:

- due to historical traditions, **training of public administration professionals has been treated as part of legal training for centuries**, which was the **basis for a legal approach to the generalist paradigm²⁷** ;
- became an individual higher education training by the launch of the Hungarian higher education professional training, the starting of the administration organizer BA faculty in 1977 (establishment of State Administration College **ÁF**);
- the administrative courses, **jointly with the legal training branch, were not linked to the training needs that can be determined on the basis of the projected staffing requirements and the staffing policy of the public administration;**
- there was no connection between the content of public administration training and the real needs of public administration, there was no career guidance and career tracking associated with the official career path;

²⁵ György HAJNAL - György JENEI: *Public administration systems and public administration and public management science and education in Europe and Hungary*. In: Public Economy. Scientific Issues. III. Vol. No. 4 2008. Publication of the Faculty of Economics at the Corvinus University of Budapest. p. 30.

²⁶ Lajos LŐRINCZ: *New tendencies in the international practice of public administration professional training*. In: Péter Takács (editor): *The past, present and future of legal education*. ELTE, Budapest. 2003. p. 119-124.

²⁷ György GAJDUSCHEK: *The legal nature of Hungarian public administration and public administration science*. In: *Political Science Review*, 4/2012, p. 29-49.

- **until 2005, the administration organization faculty was exclusively delivered at ÁF and its legal successors;**
- From 2005 onwards, the specialization of administration BAs was integrated into the training branch based on the initiative of the faculties of law (judicial administration, labor and social security administration faculty);
- In 2010, as part of general higher education sector management, regarding public administration higher education, the Higher Education Law's 53rd paragraph, the Government has determined the number of students for public education per training area; the state-funded headcount per faculties and per institutions could be determined by the Minister of National Resources; the number of state-funded headcounts was 35% of the number of new entrants in the third year preceding the year;
- the statistics before the milestone in 2011²⁸ show fact wise, that the predecessor institution of the NUPS, excluding the Corvinus University of Budapest, other institutions of higher education also trained students within the administrative training branch, but according to the highest number of employees at the head office of the State Administration College (BCE KIK) performed the preparation of administrative professionals.²⁹ **There are two focus areas shown by the statistics: the "market" character of the training and the division into the faculties of State- and Law Science, and the organizational division for the law faculties.**

4.2. 2011.: Reform-milestone

„ *It is time to reform the higher education and also to the reform of vocational training* ”³⁰ they stressed in Brussels in 2011, responding to the challenges European states were facing. **In the wake of the ambitions of the reform environment, the Magyar Program, published in 2011, reformed the related higher education along with the Hungarian public administration,** marking the need for the institutional base of integrated public service knowledge, in line with the centralization objectives of the aforementioned neo-scientific research trend. This institutional base became the National University of Public Service, which was established in 2011. **The university's role, as an institutional and intellectual reform**

²⁸ Download location: www.felvi.hu; Download time: 2018.January 15.

²⁹ BCE KIK=Budapest Corvinus University Public Administration Science Faculty

³⁰ Statement of Andruľa Vasziľiu, Commissioner for Education, Culture, Multilingualism and European Commissioner for Youth, on the *Essence for the New Reform Strategy for Higher Education: Modernization and Employability*; 2011. Brussels, 20 September 2011

player, is to enforce needs of the current government of modern, active, interventionist neo-weberian state, as a client and employer, as well as in training and in vocational education. Theoretical foundations of the organizational model, in line with the neo-weberian scientific trend goal structure, are based on the integrated training and education system based on the basis of the public service ethos, which, according to the intentions of the establishment, can help promote the development of ethical and professional civil servants by new generations. As a result of this expectation appeared, the it is important for all employees in public service to attend to one of the training courses implemented by NUPS. According to the model, in this way it is possible to provide the individual preparation which is in line with the public service and its ethos, which, according to the order of the government as a customer, is the expectation of the 21st century state and is the basis of for public service operating for the citizens.

According to the 2. point of the 1278/2010.(XII.15.) government decree³¹, in line with the 2011. XXXVI. Act on the establishment of National University of Public Service, the Zrínyi Miklós National Defence University was established at 1st January 2012 as a general legal successor of the Public Administration Science Faculty seceding from the Budapest Corvinus University and the transforming Police College.³² **In higher education in Hungary, based on the CXXXII. Act. Section 3 it is the NUPS's obligation to provide public-service-specific knowledge and competence development in basic and master's degree.**

Special features of the University:

- organizational: the development and operation of an integrated public service training and research system (a common basic module: providing the common basic knowledge required for all public service graduates in the areas commonly identified by the faculties of the university, which underpin the common public service thinking norms, value systems and knowledge³³);
- intellectual: establishing an integrated public service community, establishing a common public service work culture and a value community;
- a centralized basis for the continuation of a common public service innovation: the NUPS has further developed the resources of the predecessor, thanks to the European Union's

³¹ 1278/2010.(XII.15.) government decree on the establishment of National University of Public Service

³² Reasoning of Act proposal: 2011. CXXXII. Act on National University of Public Service and on public administration, law enforcement and military higher education

³³ Strategic document for the temporary Institute development plan of National University of Public Service (NUPS), background document of the NUPS organizational act proposal, as defined within National Public Administration Institute, 2011 and the NUPS Act Section 3 minimal credit value of the higher education areas common training periods is 30 credits.

development resources (State Reform Operational Programs), and has become a full-fledged national public knowledge base;

- became a nationwide institutional centre for public service training and further training: in addition to the BA, MA and PhD programs related to public service, the administrative exams (basic and vocational qualification) and the elements of further training are also related to the university.³⁴

The organizational model of NUPS is considered to be an internationally unique development according to my research. As an international outlook I have been researching the public administration trainings and their characteristics of 19 countries. There is a difference in public administration trainings in each country, so there is no complete parallelism, but it can be stated that **the operation Hungarian public administration higher education is unique** and, as **there is no uniform public administration model, there is a difference in the public administration higher education of individual countries.** Like in Hungary, a national institution was established in Poland, where public administration officers are trained: KSAP (*National School of Public Administration*). The basis for trainings is very similar, but in Poland, the development of personal competences, attitudes and vocational training as well as professional practice provides an example to be followed.

In 2017, a comparative study on the preparation of public administration professionals in Central and Eastern European countries on the content of training programs was written.³⁵ The analysis examined the Czech, Polish, Romanian, Russian and Slovak training. The main question of the research was the decisive nature of the national system of norms in the content of public administration education. The main principle of the analysis is accreditation, in which national authorities and professionals evaluate training programs. Countries show differing training content elements, while the general demand side factors of the training are distinguished, but they are less understandable with regard to the Hungarian model, as they give primacy for the procurer public administration. In the researched countries, the private sector also has the opportunity to launch training programs of lower quality for profit. Recent research shows that, overall, the NUPS's founding and training model is an internationally unique, specific reform.

Thanks to the 2011 milestone reform efforts, the public administration education system has been completed by 2013, of which the National University of Public Service

³⁴ 2011. CXCV. Act 80. § on the public service officials

³⁵ Juraj NEMEC, Andrei LARIONOV, Calin HINTEA: *National Curricula (Standards) in Public Administration (?)*; DOI: 10.1515/nispa-2017-0016

became the organizational base. In addition to the public administration basic and master's degrees, the NUPS is the first and only Doctoral School of Public Administration in Hungary, which awards the title of "Doctor of Public Administration". By 2013, at NUPS the entire public administration education system has been created: delivering basic and masters programs (administration-organizing BA, MA), public-administration science PhD studies and public service postgraduate trainings, as well as the public administration basic and professional exams. The **established institutional and organizational model** also contributes to a reform that enables interoperability between public service life paths, alignment of training and vocational cultures with the principles of public service ethos, and as a preparatory, educational and researching base, it can efficiently help centralized, active, complicated performance of the intervening State.

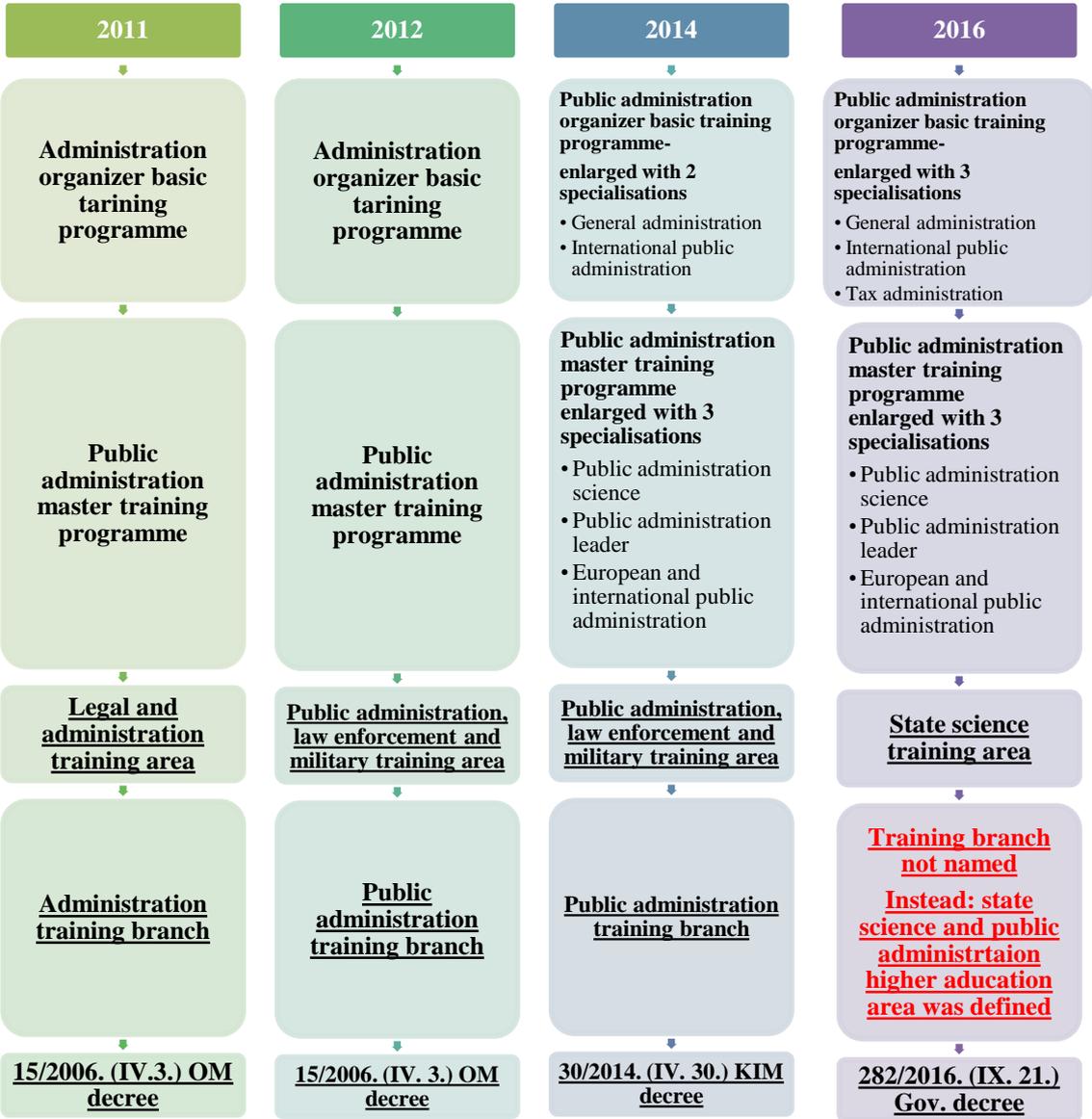
From 2011, the structure, contents and priorities of the public administration education system are defined by the interests and needs of the Hungarian state (both as client and as employer). The fundamental aim of establishing the National University of Public Service was to create symbiosis between the training and the public administration's practical functioning. For the respective government, according to the needs of the state as an employer, the university provides the availability of the required skills and required public service staff. **This systemic change has fundamentally changed the content composition of public administration basic, master and postgraduate education and the transformation of the number of trainees.** In the past, the strategy of the Hungarian national higher education³⁶ has also been transformed, and reforms have been matched. **The programmes studied received a new taxonomic position in Hungarian higher education, so the name of the training area and training branch had also changed and became independent.** These reform elements are part of the complex Hungarian public service development and are highlighting the special place of public administration, and public administration higher education, which is still part of the national higher education, but regarding its vocational characteristics, according to its direct work-link with the state, public service and public administration, it is separating at the system of training areas and branches. The current public administration higher education belongs to the state science education area, and by now (in 2018) **only the National University of Public Service State Science and Public Administration Faculty launched basic and master's training in Hungary.**³⁷ This means that, as a result of the milestone effect of 2011, the market character of the training has been gradually phased out and, according to the needs of the

³⁶ Ministry of Human Resources: *Strategy for Change in Higher Education*. Guidelines for 15 years. 2015

³⁷ Source/data: Download location: www.felvi.hu; Download time: 2018. 01. 4.

Hungarian state, the only training institution for public administration training has become the National University of Public Service. The state's desire to centralize, that is, the influence of the neo-weberian trend on training has become dominant.

Changes in the public administration higher education basic and master training, and their specialisations³⁸



³⁸ Source: Author

5. Content confirmation of the generalist training paradigm

Thanks to the reform efforts of the Magyar Program, creating a historical significance, **generalist training has completely dissociated from the legal training branch at higher education system level.** The University's rights to maintain and other institutional specialties different from other higher education institutions is regulated by the Act CXXXII of 2011 on the National University of Public Service and the public administration, law enforcement and military higher education. The NUPS is part of the Hungarian national higher education, and its activities and mission are carried out in partnership with other higher education institutions, including in the field of administrative higher education.

According to the Act 2011 CXXXII.³⁹, the first time in Hungary, the meaning of the autonomous administrative higher education was declared by law, in respect of which the minister designated by law fulfils the supervisory rights of higher education. Supervision includes rights specified to the minister, according to the law in force:

- In the case of higher education in state science and public administration, the designated Minister shall exercise supervision.
- A Government Decision establishes a list of headcounts per year that can be included in the academic year of higher education in the given year, on defined by a joint proposal by the supervising ministers.
- The minimum recruitment requirement (score) to be fulfilled for annual recruitment is determined by the decision of the minister supervising.
- The minister responsible for education decides in the procedures for the operation of higher education institutions with the agreement of the minister who supervises the state science and public administration higher education.
- In the case of state science and public administration higher education Bachelor's and Master's degree courses and the programmes' training and output requirements qualifying for the use of state science doctoral degrees, as well as the qualification certified by the Hungarian Qualifications Framework and the European Qualifications Framework the Government regulates through government regulation.
- The Government regulates in Gov. Reg. the specific rules for establishment and launching of state science and public administration higher education programmes.

³⁹ 2011. CXXXII. 40-43. § Act on National University of Public Service and on public administration, law enforcement and military higher education

- The minister responsible for public administration, with the agreement of the Minister of Justice, the Minister of Defence and the Minister responsible for the Law of Public Order, defines in a decree: in the case of higher education of state science and public administration, law enforcement, military, national security and international and European public service defines the detailed rules for the establishment and allocation of staff numbers and the special conditions for admission to the University.

So, it is a confirmation of the generalist public administration education, that **the minister in response will validate the launch, content and staff needs of the training courses**. This means that, thanks to the reform, **public administration training and public administration are connected institutionally, i.e. there is a confirmation of the existence and need of the training paradigm, and the public administration also determines the competence content and criteria of the courses**.

Based on the current training and output requirements⁴⁰ of the generalist programmes, it can be stated that, **being in line with the reform environment, training is aiming to follow an essentially systematic approach and complexity**. It builds on the career path of the neo-weberian model and adapts to the increasing complexity and diversity of public administration tasks. Given the statutory mandate, the description of the training and output requirements is a kind of itemized confirmation of the content and the need for a generalist training paradigm corresponding to the needs of the public administration. According to the legal authorisation, **the description of the training and output requirements is a kind of itemized confirmation on the content and need of the generalist training paradigm in line with the public administration procurer needs**. Further evidence is that there are currently several professional collections in the training system, which constantly controls the training and enforces the needs of public administration. In addition to the approval of the University's Senate and Sponsorship Board, the State Officer Vocational Training College and the State Officers' Training Council, consisting of representative public administration members of the university, will review the content and operation of the training and further training activities in a qualitative way. Today's development direction is to adopt the cluster of competence in public administration, which sums up the content description for the generalist training.⁴¹ **The generalist public administration training therefore needs the independent and individual knowledge content defined in the TOR, which is proved by the training student numbers and programs validated by the responsible minister**.

⁴⁰ Training and output requirements=TOR

⁴¹ KÖFOP 2.1.1. project NUPS and Apertus Nkft. joint development

The continuation of the training content reform is continuous in line with the demands of public administration, and the feedback from the students and lecturers can be integrated as well. These days, a student's research⁴² was published that stated the requirement of the continuation of training development and the need for closer cooperation with public administration, even during university years. As a conclusion of the research, it appears that, besides the development of training, **the prestige of the official career should be fully rescinded so that the profession of public administration is attractive and later promoted to prospective students.** There are many elements that need to be solved, for example public sector wages, career path motivation, etc. A further test element and the need for training are evidence of the increasing demand for public administration generalists in the private sector as well. All the companies, or at least more and more, have an indirect or even direct relationship with the state, so they need executor-type, administrative, "skilled for all" knowledge officers to fulfil their administrative duties and to advance the day-to-day general business administration tasks. For this reason, it is possible that the "transfer" to the private sector marked as a result of the research results from a livelihood and the graduates use their acquired knowledge in the market sphere. However, this phenomenon does not, in the longer term, have a good bearing on the projected needs of public administrations. It is also a question of what criteria system will be associated with the Master's degree program in the future. Currently the master's degree is not connected to career advancement or leadership.

The reform has also strengthened the long-standing scientific aspiration to recognize **public administration as a new discipline for the establishment of doctoral schools in 2012.**⁴³ One of the basics of recognition was that independent higher education training should be legally established and developed by independent public administration and research. As part of the Bologna process, the interrelated existence of the BA, MA and PhD courses, are the basis of the full-fledged operation of 21st century higher education. It should be emphasized, therefore, that **after the reforms, the administrative education system has become complete and autonomous by 2012, in which generalist education primarily strives for complexity in terms of competences and thus adapts to the 21st century comprehensive and complex**

⁴² BÖSZÖRMÉNYI, Balázs, NUPS SPAF: *Substitution in public administration? The utilization of administrative diplomas issued by the National University of Public Service in the labour market.* Institutional Science Student Conference, 2018.

⁴³ Hungarian Higher Education Accrediting Committee Decree Nr. 2013/3/VIII/2/2/538. which supported the establishment of the public administration science doctoral school of NUPS, classified as public administration science, nr. 217.

system of tasks. Based on the affected and reformed programmes of NUPS, 3358 students graduated in 6 years between 2012-2018.

6. Good Generalist paradigm: the characteristics of the good public administration generalist of the 21st century

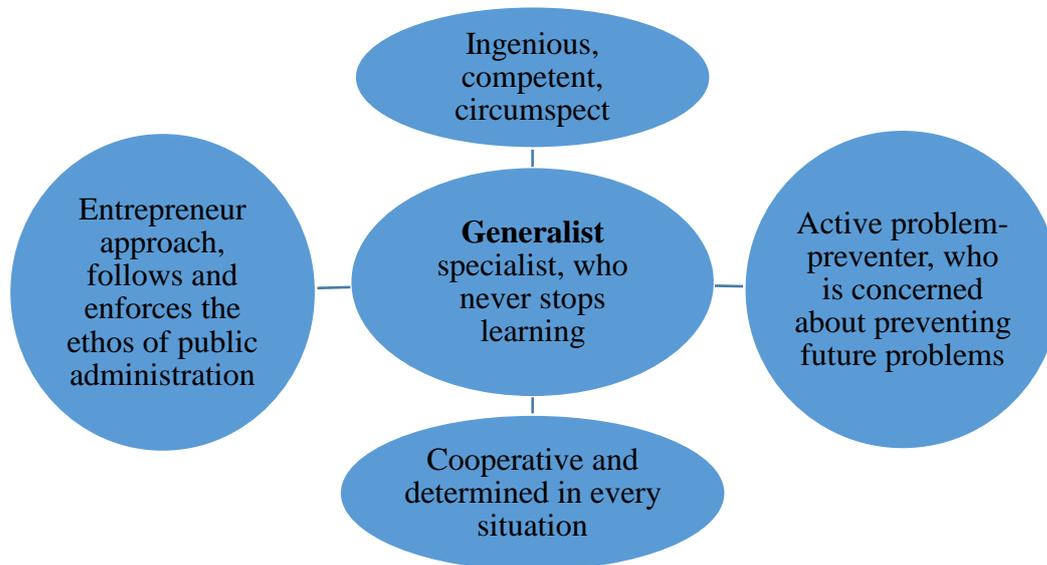
The authors of the international literature also agree that the **good official's characteristics needs to be defined at a supra-nation level**, and that emphasis should be placed on skill development. The becoming an official, the development and improvement of an official requires specific training. I quote from *Zeger van der Wal, Dickinson and Sullivan*, who emphasize the above mentioned, **that officials' ideals and careers are dramatically different in each country, and therefore it is an important development objective to designate common values, knowledge elements and implement them country-by-country.** Agreeing with the authors, this applies to my training development proposal ensuring *cross-over* knowledge. Overall, as my findings and a possible trend in developments, **all public administration and related higher education models differ from one country to another, but problems, tasks and challenges are typical and often "common", so the content of the training is possible to be created at "supra-national" level with cooperation and in coherence.**

Zeger van der Wal's "*Good 21st Century Officer*" issued in 2017 identifies a peculiar individual official development environment that is characterized by "*VUCA world*" (*Volatility, Uncertainty, Complexity and Ambiguity*). These are the typical challenges that officials face in the reform environment:

1. Fast changes and volatility: unexpectedly occurring and uncertain length events that interrupt systems and norms.
2. Uncertainty: unknown short and medium term events with consequences.
3. Complexity: events and issues whose content and contexts are difficult to understand.
4. Misunderstanding: events and cases that have controversial, hidden and inconsistent information.

The reform environment also strengthens the importance of skills development, increasing adaptability and flexibility, and is now preceded by the need for specialized and lexical

knowledge. According to Zeger van der Wal the good official's 5 highlighted characteristics are:⁴⁴



The findings of *Geert Bouckaert*⁴⁵ in 2008 also encourage the presentation of the current Hungarian model and the reforms, as the author introduces some European trends in public administration higher education. In his point of view, there are four typical trends: europeanisation, public sector reform in the Member States, globalization and marketization. These trends have different impacts on the training of each country. Overall, he states that there is not a single European model for public administration higher education, training reforms are generally related to the development of public administration. The fundamental difference is that Anglo-American programs are built from bottom to top, are typically practice-oriented and focus on empirical studies. European programs are deductive, based on law and political models and sometimes are more normative. Some countries, in his opinion, are aware that the local training model remains local and there is no motivation to export the training model. Others, however, consider the presentation of their own system as a basic mission, and this motivational element also shapes the modeling and content structure of the programs. Bouckaert says that in the public administration training paradigm he claims that there is not an independent public administration science but is fed by other disciplines and the content of the courses is determined by the country's political and administrative environment. The average continental

⁴⁴ VAN DER WAL, Zeger: *The 21st Century Public Manager* (The Public Management and Leadership Series) London, Palgrave, 2017. p. 1-5.

⁴⁵ Geert BOUCKAERT: *Teaching Public Administration: Some trends in Europe*. Public-Economy 2008/3. Special Issue. p. 9-14.

program focuses on political science, the north emphasizes the elements of management, the Central and Eastern European is legal-based, but becomes more and more management-oriented. Compared to his findings, the postponement of the Hungarian reform elements after 2011 indicates a new type of tendency.

Following the trends, the importance of public administration ethics has been appreciated in recent years not only in Hungary but also internationally.

Keeping the appropriate officer behaviour is as a base for the public administration serving the citizens and for regaining the trust of the government, as it is seen in international public administration scene. The size of the office corruption and the increasing number of cross-border cases of corruption point out the importance of common prevention. The basis for this is to prepare for common values and knowledge and education for corruption prevention and ethical spirit. The spirit of public administration work is shaped by the ethos of the public service, to which it is obliged for the officials to adapt, already by the time of joining the public administration career. This commitment represents the vocation for professionalism, that is, the basis of the public administration profession. In this way, **public administration is an independent vocational order with specific ethical elements, which is distinguished by the value of public administration ethics and is completely different from other professions.**

Not only the public administration, but also the **citizens are pronouncing expectations towards the officials.** According to the results of the international research carried out by the OECD⁴⁶, in good public administration for the citizens impartiality and flexibility is more important than legality and lawfulness in the rankings of the characteristics of good official. This proves that, according to the citizens' expectations, **compliance with professional ethics overtakes expertise.** The role of ethics has also been re-evaluated and appreciated, but Zoltán Magyary, for example already emphasized the importance of ethical elements: *"The goodness of public administration depends on the officials. The value of any organizational and procedural reform depends on how much the officials are worth ..."*⁴⁷ Reflecting on good officials has been legitimate since the first office. It is worth recalling them again and again, and incorporating them into training content reform. *Otto von Bismarck's* idea that *"Governing with bad laws and good officials is always possible, but if officials are bad, (then) the best law*

⁴⁶ OECD, *Governance at a Glance*, Paris, 2009., p. 40.; JUHÁSZ, Lilla Mária: *Fighting corruption in Hungary in the mirror of OECD analysis* In: Dargay, Eszter, Juhász, Lilla Mária (szerk.) *Anticorruption and integrity*. p. 201 Budapest: NKE Szolgáltató Nonprofit Kft, 2015. p. 49-68.

⁴⁷MAGYARY, Zoltán: *Rationalization of Hungarian public administration*. Royal Hungarian University Press. Budapest, 1930 p. 167. Download location: http://mtdaportal.extra.hu/books/magyary_zoltan_a_magyar_kozigazgatas_racionalizalasa.pdf; Download time: 2017.05.22.

can not help us," or II. József's ethical principles⁴⁸ included in decree, Zoltán Magyary's wish for "love of people"⁴⁹ or Count Pál Teleki Prime Minister's text on "The Real Officer", unanimously point out the importance of the eternal principles of public administration ethics. For centuries, the official is basically not "good" in public thinking because he knows everything or something professionally. The goodness of the officials stems from their ethical attitudes, as evidenced by the OECD analysis⁵⁰ and the results of my focus group research in research team. is.⁵¹

IV. Development suggestions for the public administration higher education

a. Making the administrative career attractive and strengthening the dual training characteristics

One of the priority objectives of the Magyary Program was the establishment of a predictable and attractive public administration career. The basis for my development proposal is that it is important to raise awareness among students applying for public administration education and training that they are on a career path, and its retaining, realistic and motivating content elements must be identified and through this **the "life-long" carry out of the profession must be made attractive in a sustainable way**. I propose to **examine the adequacy for the career path** during the entrance exam, but the latest at the end of the Bachelor's Degree's first year, in the form of an adequacy test (knowledge test and / or motivational talk). The adequacy test contributes to qualifying students possessing genuine vocational science and their placement at public administration.

During the training years, it would be important for the students to get a **real career orientation** and to establish a working relationship and professional cooperation with the public administration. In organizing the internships required for qualification training, included in the training, it would be useful that the public administration appoint positions by the minister in

⁴⁸ On February 13, 1784 in his order II. Joseph appointed ethical expectations to the Habsburg Empire officials.

⁴⁹ Magyary, Zoltán: *Hungarian public administration. The role of public administration in the 20th century state. The organization, operation and legal order of the Hungarian public administration*. Royal Hungarian University Press, Budapest, 1942. p. 138.

⁵⁰ OECD, *Governance at a Glance*, Paris, 2009., p. 40.

⁵¹ JUHÁSZ, Lilla Mária: *New Generations of Public Administration - Renewed Value Basis for Developing Knowledge and Capability* In: KERESZTES Gábor (ed.): *Spring Wind 2016 Study Volume III*. Budapest, National Association of PhD students, 2016. pp. 41-47. (ISBN: 978-615-5586-09-5). NKE Zoltán Magyary Secondary School of Economics Research results of public research, 2016. 41-48. p.

charge, where practice work could be done by students, where there may be a shortage of workers and after having obtained the diploma, public administration could offer a position. Strengthening the dual training dimension is a clear proof of the need for qualification and the improvement in the employment rates of those with qualifications in public administration. Within the framework of professional co-operation, for example, joint research could create a favourable situation for both parties.

b. Strengthening vocational ethics and new training methodologies

Considering that the role of ethics has been upgraded, emphasis and awareness should be put on the elements of vocational ethics before entering the career path and special attention should be given to educating ethical spirit during training. I believe that the strengthening of vocational ethics in graduate training is a major development. In addition to the entrance exam, that is to say, at the time of the entry, I also consider the ethical elements important at the exit. At graduation, I would point out the emphasis on the content and practical application of the existing **boast** that strengthens motivation, coherence and the common exercise of professional values. It is a generally accepted principle that the independent professions' newly graduated representatives are giving a vow, for example, doctors' Hippocratic oath or military ethics code. In the everyday life of officials, a vow that strengthens the respect of values can help to overcome the challenges commonly encountered, which they undertake to the Hungarian state and at the service of homeland when they receive the diploma.

In terms of education methodology, I highlight the educational aspirations for **quick adaptation, the utilization and development of practical knowledge as a development goal**. Training is primarily needed to build on knowledge that is useful in practice and to develop skills. It is worth introducing **technology innovations** (e-learning, e-seminars, e-tests and exams, e-lectures) that can help the quick and efficient preparation, in a modern and **environmentally friendly** way.

c. Talent- based competence-development

As a result of the reforms, the current new teaching content-methodology goal can now be formulated as a comprehensive, complex competence development content. Significant changes have also been made in this regard, but this is less noticeable in gradual training. In other words, it is important to develop the competences of the official candidate: developing

knowledge, skills, personal values, attitudes, personality and motivation..⁵² I am convinced that **during the development of competences, the use of a training methodology that is tailored to the individual with talent, can further enhance the efficiency of the performance of the duties of the officials.** I would suggest **the philosophical transformation of education,** based on the fact that **education builds on the development of strengths and the development of talents.** So, during a possible **competence evaluation,** when the student's deficiencies and strengths are revealed, the **emphasis will be on developing the strengths** rather than addressing the deficiencies and raising them to the general level, which is more a sense of oppression and compulsion for the student. **I consider it an important development direction to build the official's career on the strengths found.** His talents should be continuously developed in a "*lifelong learning*" way, in line with international trends. With this method he will have success and his motivation for the career paths can be increased. It would be in the interest of the state to **assist the operation of the public administration, as working community, with the good feelings and talents of the official,** by helping the administration

d. Cross Over Knowledge- Construction of the common public administration value system and knowledge

On the basis of the analysis of the reform environment and the challenges countries are facing, addressing and solving "transnational" challenges and problems calls for **cooperation between states and common problem solving.** It can be stated that the challenges of today's states are not determined by problems of individual nations and countries, but complex problems determine the problems and tasks that are mapped to each nation. This phenomenon can be interpreted as a result of globalization, the complex challenges require a commonly recognized and respected value and the need to overcome knowledge, the actor of which is the state, and a common method is preparation. Therefore, in order to prepare for a common-unified cross-country- preparation, commonly accepted training and ethical guidelines are needed in public administration, which are named as "**cross-over knowledge**" by me. This can also be interpreted as a kind of **public administration era-curriculum** that illustrates the knowledge, ability and professional ethics elements of the current age, which are required at national and international level for performing generalist duties and commonly build in the state operation.

⁵² VASS, Vilmos: *Interpretation of the concept of competence.* In. Competence. Challenges and interpretations. National Institute of Public Education. Budapest. 2006. p. 139-161.

Hungarian public administration higher education training is certainly preparing for the performance of a generalist type, general, executive-type job, which has a continuous development need. Classical "public administration training", however, can be fulfilled if we can talk about the specialists and generalists working in the public administration, the existence of a unified knowledge and ethical value system, which is ensured by public administration higher education. According to my suggestion, it would be useful to develop such a public administration higher education master's degree program that provides a common public administration knowledge for every generalist and "specialist" who carries out public tasks and which also incorporates cross-over knowledge. The further development of generalist training is also a continuous challenge, but it is also a necessary alternative for public administration officials with specialist qualifications to take part in public administration higher education, since it is **necessary for all involved in the public administration work to acquire unified basic knowledge and ethical values**. This new type of public administration higher education can be required for all officials, even the training required for promotion, which can be interpreted as an **advanced, postgraduate training of the MA in Public Administration** as well. Similarly, governmental studies and public administration studies are currently operating in the field of postgraduate training, but in my opinion, the significance and level of training, the depth of preparation and thus the effectiveness of the training would be increased if the content was developed as a master's degree providing a diploma in the form of a "postgraduate" training. In fact, it would be advisable to introduce the knowledge content of public administration studies and government studies into a formally renewed public administration MA degree program, and to incorporate cross-over knowledge pronounced in the international guidelines as well. It is important that this training is based on a new teaching philosophy and methodology, so tailored to **individual careers and in a positive development approach to assist the training and development of the public administration officials already in the field**.

V. New scientific results

The justifications of my theses are complexly present throughout the thesis and can be completed with the following statements:

1. Verification of the need for a generalist type of public administration training paradigm

T1: The foundation of public administration higher education is the existence and the necessity of a generalist training paradigm.

The research gave a decisive answer to my question and **thanks to the reforms of the 2011 milestone, the actual need for a generalist training paradigm can be verified.** Evidence of this can be summed up in terms of time and content as follows:

From time point of view **since** the establishment of the public administration higher education training at **1977, until the milestone in 2011**, the training was mainly a market-based training paradigm, **separate from the actual needs of public administration, as part of general higher education sector management.** This was also adapting to the *new public management* paradigm, which favoured market mechanisms against the needs of the state. The needs for education, the number of students and the content of the course was also operating on a market basis, as part of the general education sector management, and were mainly geared to the professional and financial needs of the training institutions. **Overall, until 2011, the public administration and the related higher education were not institutionally linked.** In 2011, following the complex administration and development reform identified by the Magyar Program, **public administration higher education became a public administration-led training paradigm.** Act CXXXII of 2011 on the National University of Public Service and the public service, law enforcement and military higher education **in Hungary is the first to declare a separate definition of public administration higher education, separate from other training courses.** The establishment of the NUPS in 2011 and the independent taxonomic location, content and role of public administration training and the related quality and quantity validation processes placed at the ministerial level show that **reforms led to the Hungarian public service and the public administration actually confirming the need for the training paradigm.**

From content point of view, within the framework of the **reforms not only the institutional link was made, but also the framework of the content symbiosis between**

training and practice has been established. According to the Act 2011. CXXXII., the public administration higher education is referring to training course preparing for civil servant and government official career path public administration training branch' basic programme and the related master's degrees. 40-43. § of the Act clearly indicates that the public administration higher education is supervised by the minister responsible for public administration, who has certain supervisory rights for the content and validation of the training. The novelty of the reform is therefore that **there is a direct quantitative and qualitative, headcount and content control over the public administration higher education. State and public administration - in line with the state-theoretical and neo-weberian trends - act as an active customer at public administration higher education.** Based on the training and output requirements validated by the minister in charge, and on the basis of the specific needs of the staff, **there is need for the programmes of public administration higher education, and the preparation for generalist tasks is the requirement of the public administration as customer.** A further validation element is that, thanks to the reform of recent years, there are several professional bodies and authorities which's quality management is performed by the minister in charge, where the training paradigm and its content structure is being formulated, clarified and validated.

2. Public administration- led higher education paradigm change

T2: The development of public administration higher education is dominated by state challenges, scientific trends and public administration strategies in the domestic and international spheres, encompassing a reform environment, which provide a framework for the development of the directions and foundations of development. The impact of the public administration science formed on the basis of the complex reform environment, i. e. the change from the new public management to the neo-weberian paradigm, from the market primacy to state primacy, may be one of the new directions of Hungarian higher education, which bring systemic change.

Based on the research, the **complex reform environment resulted in a fundamental change in the status and development of public administration higher education.** The reform of public administration, in line with international trends, was accompanied by the paradigm shift of related higher education. **The systematic place, role, content and needs of public administration general-type training has become a paradigm driven by public administration.**

The management of the global economic crisis that unfolded in 2008 has been a major international significance and has contributed to the development of the domestic reform environment. Generally speaking, intervention of the states during the economic crisis was a solution to the situation, as active, capable states were able to remedy the difficulties of the market sector. Thus, the state has regained its primacy against the market, which meant that private-sector tendencies (e.g. *new public management*) were drawn in the background. **The new paradigm of a capable and powerful state became the neo-weberian model**, which, through the revival of the public administration work culture, seeks to create state-based, transparent, efficient and primarily normative fundamentals by ensuring ethical and professional personnel. The pursuit for transparency and the existence of the ethical staff, the pledge to regain trust in the government mean the basis of public administration serving citizens.

Our country was also hit by the crisis arisen in international space, the solution of which was the active intervention and consolidation measures of the state, similarly to other countries. As a result of the trends, **Zoltán Magyary's Public Administration Development Program was established in 2011, which represents the reform milestone.** The program **gives new framework for the development of public administration higher education by building on the elements of the neo-weberian paradigm. This turning point brought the reform of the institutional linkage between public administration and the related higher education**, and then restructured the **basic attributes** of the public administration driven **generalist training paradigm**. The taxonomy place of the training has changed, as a separate training area and training branch has been established, after several centuries the public administration science has become independent. The contents of the generalist paradigm have been renewed according to the needs of the customer state. The content of the courses was complemented by the content of the trends. The elements and criteria of knowledge and competence of generalist courses have been transformed. The National University of Public Service, which operates under the direction of the ministers, was established, which prepares officials for the performance of the public administration profession according to the needs of the respective government in terms of headcount and content. **As one of the models of higher education reforms that suits the increase of the state's competitiveness and the promotion of development, the Hungarian public administration higher education has also been placed on new fundamentals.** As a result of the trends, from 2011 on, systematic, training content and intellectual reform took place,

following the demands of the state and public administration, fundamentally transforming the Hungarian higher education model of public administration.

3. The complexity paradigm

T3: Arising from the 21st century complex reform environment, a complex state task system is strengthening the fact, that during shaping the content of higher education generalist type trainings preparing for performing public administration tasks, complexity is one of the most important developmental directions. The ever-increasing complexity of public administration tasks justifies the establishment of training systems based on systematic thinking and comprehensive knowledge, and special skills development and vocational training tailored to the profession, with focus on ethical education as well. The generalist training professional content aiming for complexity means the new content development direction of the development of Hungarian public administration higher education.

The effect of the milestone in 2011 was comprehensive, affecting the taxonomic location, role, and spirit of the generalist public administration training and its content structure. The 21st century reform environment, introduced in the research, reinforces the state and public administration need for a generalist-type preparation aiming for complexity in terms of competences, to efficiently support public service task performance. Foreign literature found within the framework of the research, in particular, *Stein Ringen, Tiina Randma-Liiv, Wolfgang Dreschler, Laurence E. Lynn, Jr.* and Hungarian representatives, G. Fodor Gábor and István Stumpf generally argue⁵³ that according to the neo-weberian model responding to the current challenges of the state, the welfare state is not in crisis, it only has problems that have to be dealt with. **Its tool is a transparent good government, which is supported by an ethical and transparent public administration with complex knowledge and abilities.** In this trend, public administration is not merely an executive medium but a cultural asset. **It is a kind of community with a comprehensive knowledge, which, on the ground of normativity, helps a strong, capable state to move towards economic growth.**

In line with the reforms and the above findings it can be stated that, according to the needs of the **public administration as customer, the generalist qualification is required.** **The training and output requirements of the related courses, as their content structure,**

⁵³ G. FODOR, Gábor – STUMPF, István: *Neoweberian state and Good Governance*, In. National Interest 2008/II. Nr. 3. p. 15.

are determined by the public administration. Adapting to the complexity of current state challenges and public administration tasks, complexity became the **content development paradigm of the training's.**

The following **figure illustrates the systematic and comprehensive changes of the Hungarian public administration higher education system** based on the theses:

The reform of the Hungarian public administration higher education according to the milestone in 2011			
Name of the dominant trend	Primate, driver	Effect verification	Validation of need and content of training paradigm
<i>new public management</i>	MARKET	<ul style="list-style-type: none"> - market based training operation - market type, appreciating management knowledge elements in training and output requirements - new name of training programme: „public administration manager” - „legal approach” dominance according to the nature of the training 	Cannot be specified.
<p>↓</p> <p>Challenges of modern states Handling the global economic crisis Valorising role of the state Hungary: 2011. milestone</p> <p>↓</p>			
<i>neo-weberian</i>	STATE	<ol style="list-style-type: none"> 1. <u>public administration driven generalist training paradigm:</u> training content and headcount operated in line with the need of the state and public administration as customer 2. <u>complexity paradigm:</u> public administration driven generalist training paradigm, which aims for complexity (TOR description aiming for complexity and is harmonized with the complexity of public administration tasks) 3. <u>legally declared independent public administration higher education</u> 4. <u>public administration professional quality control:</u> the supervising minister, quality control of trainings through maintainers and professional bodies for public administration professionals 5. <u>valorisation of vocational ethos and career path characteristics</u> (elements of neo-weberian paradigm) 	There IS confirmation for the necessity and content structure of the generalist training paradigm, the STATE and PUBLIC ADMINISTRATION itself

Source: Author

VI. Conclusions of the thesis

Hungarian public administration higher education has overcome a unique developmental path in recent years, which can serve as a model for other states as well. As there is no unified public administration model, the related training systems in the individual countries are also different. According to my research, the international literature does not yet know the specificities of the reformed Hungarian system and the direction of development, so in my thesis I put emphasis on introducing these. My aim is to present the reform model as a reference point for the development directions of Hungarian higher education in international literature.

The significance of the unique path of development identified by the reform is also justified by the following dates. The year 2017 was not only a jubilee for the 40 years of the State Administration College. In 1777, 240 years after the educational reform carried out by Maria Theresa, the idea of autonomous public administration training was raised during Radio Educationis, in 1977, that is, 200 years after the birth of the State Administration College and in 2002, from the beginning it took 225 years to launch an independent university education. By 2017, it was the 240th anniversary of the independent public administration trainings. **As a result of the reforms initiated by the milestone in 2011, it can be stated that the independent Hungarian public administration higher education (BA, MA and PhD) operating in a symbiosis with a state and administration has been established with a unique content of self- science-building, following public administration ethos, constantly evolving entity in the system of domestic higher education.**