



<b>Subject name: Science of Public Administration</b>	<b>Code: KDI0103</b>	<b>Numbers of Credits: 7</b>
The lesson type and number or lectures: <b>seminar: 14</b>		
The method of obtaining an account of the mastery of the subject: <b>practical exam</b>		
Place of the subject in the curriculum (semester): <b>2<sup>nd</sup></b>		
Prerequisites (if any): NIL		
<b>Course Description:</b> <p>The main goal of the course is to provide students with an overview of the position of public administration science within the social sciences and, within it, political sciences, its main questions, trends, their methods, practitioners, and significant results, as well as the methods of other sciences dealing with public administration and their approaches to public administration science issues.</p> <p>During the course, students also gain an insight into the roots of the development of modern public administration science in Hungary and the results of the school led by Zoltán Magyary. In addition to the overview and comprehensive knowledge, students also process certain elements of the curriculum in the framework of individual research work and present the results of the processing within the framework of the course.</p> <p>The course approaches the basic issues of public administration science in a practice-oriented approach, but by processing a significant literature background.</p> <p>The teaching of the subject is based upon student involvement, which means that students are given a piece of literature to process for each lesson. A student presents the literature in the lesson, and then the instructor and the other students discuss it together. The literature to be processed and discussed in the lesson is selected from the works of the most significant scholars in public administration.</p> <b>Knowledge material:</b> <p>1. The public administration models developed in the Western world (Europe and the United States) should be taken as a basis, and their basic features should be presented first. Foreign students studying the language courses of the subject mostly come from developing countries and former British colonies. This is significant from the perspective that these students, if they studied public administration at all, mainly studied American Public Management, the trend that included the practical methodology of American</p>		

neoliberal economic philosophy that emerged in the 1980s, at Hungarian universities, but they do not even have basic knowledge of the development of European public administration.

Another aspect of this comparative approach would be the significance of the fact that the different trends in public administration, not by chance, always developed along the lines of which country and era the practitioners of public administration lived in, and what type of public administration system they studied there. For example, American public administration did not examine the legal regulation of public administration, i.e. administrative law, because in American public administration, its importance was relegated to the background compared to the application of business and management principles. In European public administration, on the other hand, after the bourgeois revolutions, the primary issue was the legality of public administration, i.e. the restriction of public administration against the arbitrariness of feudalism. It is therefore no coincidence that German and French public administration science perfected the legal dogma of public administration.

It would be interesting to build the subject topic on the question of what other disciplines, such as political science, public governance, administrative science, organizational science, sociology, statistics, psychology, etc., public administration science used as a basis for describing the operation and characteristics of public administration, and finally, by synthesizing these, whether the various schools of public administration science created public administration science as an independent discipline. Public administration science can now rightfully be considered an independent discipline, although different trends have developed, and schools still exist today. However, it is generally believed that there is no unified public administration science since public administration itself is the subject of several disciplines that examine public administration from different sides and with different methods, i.e. we can rather speak of a multidisciplinary approach of sciences applied to public administration.

**Lesson material: processing, presentation, and discussion on:**

1. **Peters, B. Guy and Pierre, Jon** (eds.): The SAGE Handbook of Public Administration, Second Edition, 2012, SAGE Publications Chapter: Laurence Lynn, E. Jr: Public Management. ISBN: 1446200507

2. **András Patyi and Ádám Rixer** (eds.) (2014): Hungarian Public Administration and Administrative Law, Schenk Verlag, Passau, Part II. Administrative Sciences in Hungary. ISBN 394-4850-12-2

2. The literature to be processed by the students and discussed in class (excerpts selected from the works of scholars dealing with public administration science) would be developed based on the following curriculum:

**2.1. German Public Administration Science**

Since cameralistics and police science are linked to the public administration of the absolutist state (police state) and their goal is the most expedient way to organize public administration, they cannot be considered public administration science. Their merit is that they examine public administration as a branch of power independently within the state

organization, compared to the uniformity of the previous state law science (constitutional law).

The course material: presentation of public administration in European feudal absolutist systems, for students to understand the significance of the constitutional state of law, public administration bound by law, the duality of public law and private law, etc., which emerged as an achievement of the later bourgeois revolutions.

The main characteristics of public administration operating within the framework of feudal absolutism will also be analysed: public administration is not an independent branch of power, since the principle of separation of powers was not recognized in feudal absolutist systems, but an organization subordinate to the ruler, the main purpose of which was to implement the ruler's will (decrees). This public administration is often called a "police state", given that the main function of public administration was law enforcement: guaranteeing public order and public security, as well as the persecution of political opponents, in which respect, based on the ruler's authorization, the public administration had unlimited power. In absolutist systems there was no independent judiciary, the courts were also under the control of the monarch. The central government, with ministries created by the monarch, already existed at that time, which represented the expertise within the public administration.

Presentation and discussion of a study on the "Prussian way of development". (This study has not yet been selected) The "Prussian passenger" modernization is a good example of how in the countries east of the Elbe, where modernization slowed down, bourgeois revolutions unfolded with a century of delay and in most cases, due to the lack of a strong bourgeois class, failed, and how administrative reform was nevertheless carried out in an absolutist system. The enlightened absolutist rulers experimented with economic and social reforms in these regions, which, however, were only more or less successful. An exception to this was the administrative reform implemented in Prussia, which not only spectacularly developed the economy and created capitalist economic institutions but also made public administration efficient with the reform of education, transport, and the introduction of expert governance.

## *2.2. German administrative law: Otto Mayer*

The legal approach to public administration, created by Otto Mayer, developed mainly in German-speaking countries, but later also influenced continental European countries. Its essence is that it developed the so-called administrative law dogma based on administrative law regulations, i.e. administrative law concepts and legal institutions, e.g. application of the law by authorities, administrative acts, administrative legal relations, sanctions, permits, management, supervision, control, legal protection, procedural law, etc.

Administrative law has been the basis of continental European administrative systems to this day. Its criticism is that it has distanced itself from the actual operation of public administration and has created an abstract, often less applicable administrative law culture in practice. Its significance is that it developed the institutions of the rule of law in public administration based on the division of state power. The principle of this is "private individuals can do everything that is not prohibited by law, and public administration is only entitled to act if it is authorized to do so by law (constitution and law)". Administrative

adjudication is also a legal limit of public administration, which, through its law enforcement activity, further develops the dogmatics of public administrative law.

Lesson material: processing, presentation, and discussion on "Deutsches Verwaltungsrecht. (English and German Edition)" by Otto Mayer's book / ISBN:1287361307 Published by Gale, Making of Modern Law, 2013/.

### *2.3. German Public Administration: Lorenz von Stein*

In the first stage of the development of administrative law, when the primary task of public administration was law enforcement, public administration developed the legal dogmatics of state (public administration) intervention, later the administrative legal framework of the activities of the so-called service state (infrastructural and welfare public services), e.g. concession, administrative contracts, legal status of public service companies, social security, trade unions, employee rights, etc. The emergence of service-providing public administration stretched the framework of administrative law, as the provision of public services required organizational skills and expertise that could not be translated into the language of law. The same can be said about the "interventionist" public administration, which solves market anomalies (economic recession, inflation, unemployment, market monopoly situations) with the tools of economic governance (monetary and fiscal policy, state investments, competition supervision), which are mostly of an economic and not a legal nature. The new functions of public administration have increasingly pointed out that administrative policy, which falls outside the scope of legal dogma that develops the principles of administrative law, is an increasingly determining factor in the operation of public administration since it seeks to implement the economic and social policy of the state by using public administration as an executive body.

Lesson material: excerpt from Lorenz von Stein: The History of the Social Movement in France, 1789-1850. Introduced, edited and translated by Kaethe Mengelberg. New Jersey: The Bedminster Press.

### *2.4. The sociology of public administration: Max Weber*

The novelty of public administration sociology is that it does not describe public administration in traditional political science terms but considers it as an organization whose purpose is to implement community goals. In this sense, public administration sociology does not differentiate between the judiciary and, for example, healthcare or public education. Another characteristic is that it examines the types of people working in public administration, especially the civil service, from the perspective of the extent to which their behaviour is democratic, bureaucratic, or patriarchal. In the relationship between citizens and public administration, emphasis is placed on what expectations citizens have of bureaucracy (public administration), and how bureaucracy relates to citizens. Bureaucracy (public administration) is often negatively viewed in the literature of public administration sociology, representing the conservation of power, the formation of a privileged elite class separated from society, the manipulation of citizens, and abuses. The view of public administration as an overgrown and alienated bureaucracy is largely related to German and Prussian administrative traditions.

*Lesson material:* excerpts from the works of Max Weber: Economy and Society University of California, 2013. ISBN: 97805220280021

Geert Bouckaert: The neo-Weberian state: From ideal type model to reality? UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2022-10). <https://www.ucl.ac.uk/bartlett/public-purpose/wp2022-10>

## 2.5. *Sociology of organization*: Michel Crozier

In France – similarly to the German-speaking areas – administrative law was the first to develop. Public administration initially, because of bourgeois revolutions, received a positive assessment, as it meant the enforcement of civic ideals, the rule of law, the separation of powers, and citizen rights. Based on the works of scholars of administrative law, French public administration developed into a modern public administration, the primary tool of which was the use of the results of administrative law.

French administrative law considers public administration as an organization that is fundamentally different from the business sphere since it represents the public interest, not business aspects. Therefore, the duality of public law and private law developed most markedly in French law. French administrative law scholars invested enormous energy in distinguishing administrative law from private law, which became especially necessary when public administration began to perform public service tasks, and in this capacity, a public utility operated similarly to a business enterprise. Several attempts were made to codify administrative law, which – unlike private law and criminal law – were unsuccessful, since public administration did not have traditionally established basic principles or uniform concepts. Due to the theoretical shortcomings of administrative law in the French administrative legal system, the administrative legal material did not become coherent, and therefore the role of administrative courts became increasingly significant, which supplemented the shortcomings of administrative law dogmatics with their legal interpretation practice, in other words, carried out law-developing activities.

*Material to be processed*: excerpt from a book by Michele Crozier: The Bureaucratic Phenomenon, Routledge, 1964. ISBN: 1412811589.

## 2.6. *American Public Administration*

American public administration has developed differently from European public administration systems, resulting in a public administration system in the United States that is not comparable to any European public administration model. Starting in the 17th century, when European settlers in America established their local public administration, unlike in Europe, they did not consider themselves to be opposed to an autocratic state-political system. Therefore, a decentralized and self-governing public administration system was traditionally established in America. The settlers who migrated here from Europe initially lived in smaller colonies, where they operated their own legislature, public administration, and judiciary. Another characteristic of American public administration is that it does not see a significant difference between public administration and business administration and therefore considers business and management methods to apply to public administration without further ado. Moreover, especially as an effect of the neoliberal economic policy that emerged in the 1980s, he believes that the more public administration applies the principles of the market mechanism and the management methods of business enterprises, the more efficient it becomes. At the same time, he acknowledges the political determination of public administration but does not consider this to be significant.



*Literature to be processed:*

1 Gyula Koi: Upscale Stranger: The Administrative Law as a Phenomenon in the Anglo-Saxon Legal and Political Thought In: Molnár, Attila Károly; Pap, Milán (ed.) State and Equality, Budapest, Dialóg Campus, 2018.

2. Peters, B. Guy and Pierre, Jon (eds.): The SAGE Handbook of Public Administration, Second Edition, 2012, SAGE Publications Chapter: Paul Craig: Administrative Law in the Anglo-American Tradition ISBN: 1446200507

*2.7. Hungarian Public Administration Science: Zoltán Magyary*

This topic presents the development of Hungarian public administration science, with particular attention to the delay in Hungarian modernization, and thus the relatively late start of the development of public administration science. Given that Zoltán Magyary made an outstanding contribution to the field of Hungarian Public Administration and created an internationally renowned school of public administration.

*Material to be processed:* excerpt from a book by Koi Gyula: Thesis (Summary) dr. Koi, Gyula Foreign Influences in Hungarian Science of Public Administration -National and International Retrospection of History of Science from the Times of Cameralism to the Era of Magyary School, 2014

**Competence:**

Understanding the research and investigation methods and subject matter of public administration science, placing scientific research in the context of public administration science.

Applying the laws of social science research to certain issues of public administration science.

Recognizing and applying the necessary multidisciplinary nature of public administration science/political science research when reviewing and evaluating the main issues of public administration science.

List of the 8-10 most important mandatory or recommended literature (notes, textbooks) with bibliographic data)

**Mandatory literature:**

**András Patyi and Ádám Rixer** (eds.) (2014): Hungarian Public Administration and Administrative Law, Schenk Verlag, Passau, Part II. Administrative Sciences in Hungary, ISBN 394-4850-12-2

**Geert Bouckaert: The neo-Weberian state:** From ideal type model to reality? UCL Institute for Innovation and Public Purpose, Working Paper Series 2022 (IIPP WP 2022-10). <https://www.ucl.ac.uk/bartlett/public-purpose/wp2022-10>

**Otto Mayer:** Deutsches Verwaltungsrecht. (English and German Edition) ISBN:1287361307 Published by Gale, Making of Modern Law, 2013

**Lorenz von Stein:** The History of the Social Movement in France, 1789-1850. Introduced, edited and translated by Kaethe Mengelberg. New Jersey: The Bedminster Press.

**Michale Crozier:** The Bureaucratic Phenomenon, Routledge, 1964. ISBN: 1412811589.

**F.F. Ridley, J. Blondel:** Public Administration in France, 1964. ISBN: 1032764112.

**Max Weber:** Economy and Society University of California, 2013. ISBN: 97805220280021

**Gyula Koi:** Upscale Stranger: The Administrative Law as a Phenomenon in the Anglo-Saxon Legal and Political Thought In: Molnár, Attila Károly; Pap, Milán (ed.) State and Equality, Budapest, Dialóg Campus, 2018

**Gyula Koi:** Thesis (Summary) dr. Koi, Gyula Foreign Influences in Hungarian Science of Public Administration -National and International Retrospection of History of Science from the Times of Cameralism to the Era of Magyary School, 2014

**Recommended literature:**

**Lloyd E. Ambrosius:** Woodrow Wilson and American Internationalism - Cambridge Studies in US Foreign Relations 2017 ISBN: 9781107163065

**Guy B Peters and Jon Pierre** (eds.): The SAGE Handbook of Public Administration, Second Edition, 2012, SAGE Publications. Chapters: Lynn, Laurence E. Jr: Public Management

**Heinrich, Carolyn J.:** Measuring Public-Sector Performance and Effectiveness

**Moynihan, Donald P.:** Identifying the Antecedents to Public Performance: Implications for Human Resource Management; Egeberg, Morten: How Bureaucratic Structure Matters: An Organizational Perspective; Thoenig, Jean-Claude: Institutional Theories and Public Institutions: New Agendas and Appropriateness; Lee, Mordecai : US Administrative History: Golem Government; Rugge, Fabio: Administrative Legacies in Western Europe

**Ziller, Jacques:** The Continental System of Administrative Legality

**Subject responsible and leader:** Prof. Dr. András Patyi

**Instructor(s) involved in the teaching of the subject:**

Prof. Dr. András Patyi

Prof. Dr. Maria Bordas PhD