

A new direction for public administration: personalness

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Abstract

Although the terms most frequently used to describe the transformation of contemporary public administration include the rise of the Neo-Weberian state, the requirement of good governance, digitalisation and other expressions, such as those related to the response to certain global challenges, it is worth noticing a trend of comparable significance: among the endeavours of the states, it became relevant to establish various communities, as well as direct interventions to stimulate, strengthen and transform those communities. Our basic hypothesis is that new community concepts appearing in certain administrative areas, in human public services or even within the administration, suggest that the current state's self-image and role are undergoing a major transformation, mostly in the developed countries of the world. Our aim is to demonstrate the emergence of an innovative state function: *the personalised relationship and community organising function, which in many cases also involves an identity-building function.*

We see that the countries of the world and their public administrations are on the edge of a paradigm shift and the science of interpreting the new processes must also try to identify new points of alignment that have replaced it. Of course, the phenomena have already been thoroughly explored by contemporary science and the new directions we are now presenting do not exclude or counteract each other, they all have something in common, which is that they are the result of consciously increased state responsibilities.

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1. Introduction

The purpose of the recent study is to outline a new administrative function that is likely to be strengthened in the near and medium distant future. The speciality of this experiment is that today we can only guess that the role of a direct community relationship and identity-building will increase the administrative responsibilities of the developed states in the world.

We have examined new groups of phenomena in which the public administration –especially the state administration separated from the local (municipal) administration –stimulates the establishment of classical small communities and coteries with private autonomy. These are systems of relationships in which *intimacy* is a fundamental feature, which appears to be closed, organised associations that do not primarily serve to reinforce their members' outward aspirations. We can see that the changing self-image and the needs of the state and needs of society formed by the external and internal influences together create an exciting new group of phenomena.

The above-mentioned insights were partly based on the modifications detected regarding the relationship of the Hungarian and other Central and Eastern European civil societies and certain governments. We can also recognise changes in the trends of domestic and international characteristics of human public services, regarding the transformation of the Hungarian and other legal systems. Thus, the current research based on several states and administrations led to a collection of phenomena, which appeared to be random and partly sporadic and through inductive handling and processing of the collected information led to the basic hypothesis, that there is, or will soon be, a specific, new sense of (a) relationship organising; (b) direct community organising (community building) and / or (c) identity-building function in public administrations and in particular in state administrations.

This complex hypothesis can be transformed into a model which can simply be called the 'Personalness Model'. The term personalness seems to be the best-suited term to include the above phenomena and other similar, explorable, phenomena. In this particular examination, and in all similar investigations, we highlight (select) from the range of national and social phenomena, related to public administration, those that outline our initial hypothesis and we will try to prove that if we organise this hypothesis into a strategic model (i.e. the Personalness Model), this will show a new and growing function of public administration.

Of course, this model, like all models, needs to be tested, considering that the process is necessarily lengthy at the same time. After that it will be possible to decide whether the model

is good, whether such a function can become more pronounced or whether it will become increasingly evident, can it be used in public policy programmes or can it be used in types of independent public services or concrete legislative results? Comparison of this model with real-life experience may lead us to its 'final' validation (or verification), thus its failure may result in the model being discarded or further developed.

In view of the above, it should be noted that the proposed cognitive process is a set of activities involving inductive and deductive elements, where the first step is a (scientific) conjecture that lacks paradigmatic features and necessarily a basic concept that requires practical evidence of the conclusions to be drawn.

At this point, it must be emphasised that it is precisely the foresight nature of the whole process that increases the fact that science (including the science of public administration) is a cumulative phenomenon: its results are accumulating and, from time to time, we need to tidy up between the new and the old facts, the dogmatic constructions and the advanced theories. Thus, the inductive model, which sets the theories on the basis of laws filtered from experience and the deductive model, whose starting point is always a theoretical construct – later confronted with practical experience – fuse together here and lose their contours. This is reinforced by the fact that there are many softer areas within public administration sciences (e.g. political science, jurisprudence), which dissociate themselves from natural science proofing methods.

The purpose of this exploratory research is not only to determine whether a larger, more comprehensive study makes sense but also to assist in the development of procedures for a subsequent, more thorough investigation. The purpose of this study is to provide the basis for a later comprehensive international comparative analysis, which through its extensive collection of information and multi-systematic structure, shall provide an even more accurate picture of the development of trends and shall show us the actual global significance of this group of phenomena. The complexity of the examined group of phenomena also forces the pursuit of complex social science research with the application of multi and interdisciplinary approaches, in addition to the legal and mutual validation of the approaches of administrative and political science.

The recognition of certain regularities cannot in itself lead to general regularities – in our case, a comprehensive new administrative tendency, as a rival paradigm, e.g. to identify an independent public management trend. However, not least because of its strikingly different characteristics, these newly recognised regularities can be part of a broader model, which can

then be repeatedly tested by science and time. So, even if a given theoretical construction will not be an independent theory, it is possible that we will respect it as a prominent element of future theories.

Based on the information above, the recent study reviews a general, partly age-independent social phenomena, whose characteristics can be associated with the individuals of the society; this makes the (re)emergence of the Personalness Model a 'historical necessity' (Chapter 2), identifies other recent social scientific topics, which help the Personalness Model to spread (Chapters 3 and 4) and then makes a catalogue of the specific areas that already offer examples within certain national administrations (Chapter 5). Finally, as part of the summary, the study attempts to establish an accurate administrative definition of personalised administration.

2. There is nothing new under the sun or the historical background of the *Personalness Model*

If we had to simplify in a single sentence the most obvious ambition and direction for today's administrations, then alongside the more general responses to good governance and human rights, digitalisation and administrative development (and some technical aspects of the latter) would certainly be included. And if we place these aspirations in a broader philosophical context, we will soon also come to the ideas of post and transhumanism. The central focus of cultural posthumanism, which has been prominent for several decades now, is to transcend all archaic concepts of 'human nature' into a constantly evolving human self-image that is not only capable of keeping pace with ever-accelerating technological-scientific progress but it nourishes it to a significant degree and it is also able to renew itself (by this technological-scientific progress) (Pepperell, 2003, pp. 155-172).

Transhumanism is a transnational intellectual and cultural endeavour that seeks to completely transform and improve the human race by developing and making widely available technologies that greatly enhance one's physical, intellectual and psychological abilities (Ivácson, 2015). Transhumanists strongly support new technologies and the sciences that go hand in hand, such as nanotechnology, biotechnology, information technology, or even the cognitive sciences and their interrelationships, as well as possible future technologies, such as simulated realities and newer forms of artificial intelligence.

All of this is also linked to the Personalness Model in such a way that the transhumanist movement, in addition to the benefits of these technologies, is also heavily concerned with

their global and individual dangers and disadvantages (Wirtz & Müller, 2018, pp. 1076-1100). Issues such as becoming impersonal, the dehumanising effects of technology or even the reinterpretation of the relationship between the individual and the community are at the forefront of contemporary science. It is important that these now appear not only as abstract, theoretical concepts but also as very specific boundaries that have long been considered insurmountable: issues such as the autonomous legal personality of robots become practical problems.

It is important to state that: it is worth treating the elements of digital development, as well as the social changes that criticise it, as parts of an everlasting cycle, a cyclic process. From a historical point of view, it is clear that human and personal aspects, in addition to efforts to strengthen the identity of the small communities are fading into the background from time to time thanks to the increase of efforts strengthening the efficiency of public administrations through creating new and impersonal institutions and then, as a next reaction, shaping the next step of this process, the individual's traditional psychological and sociological characteristics, community aspirations and desire for identity come into prominence.

As an intellectual overture, we should refer here to Spengler's theory, which divides the natural course of social transformation into sections of culture and civilisation, stating that in the section of culture the emphasis is on religion, art, philosophy and part science, in most possible respects. So, first and foremost on intellectual property. However, in the civilisation phase, the mechanisms of technology, law, politics and economics come to the fore. 'While in the cultural phase man predominates inwardly and organically, mankind of civilisation is already expanding outward, and increasingly sees the world as prey to conquer,' says Spengler (Csejtei, 2018, p. 3).

If we look for the foreshadows of the *Personalness Model* in private and public administration solutions and in the related scientific trends, we immediately notice the human relations trend that evolved from Elton Mayo's work, which then became, in his own right, an organisational theory and independent psychology of work: concepts, such as limited rationality, personal attitudes, appropriate motivation, joint search for solutions, or even human dignity have emerged and became essential categories of organisational theory. The human relations trend has also made clear the importance of individual motivation for the employees and employer's rights for the individualisation of their workers, which shall increase the efficiency of work organisation. These aspects are not new (as I pointed out earlier), either in terms of industrial production, administrative organisation, personnel or operations but their importance is

cyclically increasing and decreasing even among the expectations of the society or representatives of administrative sciences.

And how do we know that a new 'cycle' is expected today? In recent times, there has been a documented turn of the subject in philosophy that goes against past/current rationalist, pantheist, absolute idealist, collectivist, materialist, individualist, psychological and evolutionary determinist mainstream social science. It is not difficult to see that, with some simplification, the decisive direction and elements of public administration and social development are still digitalisation, electrification and reduction of various direct administrative burdens, which identify the good state with cheapness, speed and technical efficiency. These aspects are based on the basic logic and ideals of the previous trends, as opposed to the personalist approaches, that focus on the personality and the social nature of the individuals (Petrini, 2010, pp. 204-209).

These two approaches, or more broadly, the two basic models of public and state administration organising, despite their considerable differences regarding the image of the world, mankind or God (Nagy, 1998, pp. 250-253), may, to a certain extent, reinforce each other. Numerous personalised elements, including contacts, can be amplified, for example, by technical means. In connection with the computer, Pléh notes that it is an approximation of the 'two cultures', the allegedly divorced scientific and human cultures, rather than an alarming threat to the human world (Pléh, 2011, p. 40). In his approach, '[the computer] is the fermenter of a new dialogue of engineering, science, humanity, and philosophy,' which allows relatively new, soft and hypothetical concepts of personality and personalness (Pléh, 2011, p. 40).

Thus, new technologies can be utilised to significantly enhance the personalness described above. This may also result in the personalising effort already present in the market subsystem, which is nothing more than a 'customization of products and services according to the personality or preferences of the individual, based on online data or past interactions' (an already existing example is when we receive automatic notification of the expiration of our credentials from an administrative authority) (Budai et al., 2018, p. 34).

3. The social-psychological basis of personalness

The communication nowadays is at the highest technical level in the history of mankind but the quality of communication is not directly proportional to the amount of communication, nor to its technical and technological level. The use of telecommunication tools alone or their

presence on community platforms – including reading, writing or even conversations – does not necessarily provide the ability to express feelings and thoughts in a systematic, balanced, personalised and personality-developing way. There is a significant risk of both making conflicts seemingly avoidable for a while, which on the one hand gives the illusion that I have many relationships and, on the other hand, the course of events (e.g. the opportunity to quit, or just to be very specific, by blocking the other) are completely in my control -I control the situation and ultimately I do not need others. It is a process of alienation that gets through very quickly from the feeling of having many close relationships to the feeling that no one likes me but I really do not need anyone. The explanation for this phenomenon is, at least in part, that many of people's basic needs can be met only in long, time-consuming forms that include personal, individual, direct interactions and regular eye contact, which can well identify the other's entire body language. In situations that are not easy to exit, where true communication is needed, where trust can be steadily and healthily enhanced and through this connection, the experience can become intense and concentrated, like a meaningful memory and a character-shaping phenomenon. In a narrower focus, we underestimate the importance of meeting, dialogue and conflict management as needs in public administration (Virág, 2011, p. 149-155). These shape my relationship towards myself better than trying to minimise problems. Of course, it could be objected that there are so many other areas of life where we can practise confrontation, patience and other things, – but it is not only about public administration but about changing the basic logic of life, that in today's mediated world, we want to do everything right away and even to solve everything right away. I would dispute, that public administration sciences are less concerned with what are the real needs of people because we remain humans primarily, even as clients and administrators. All this can be easily adapted to the relationship between the state and the citizens, the administration and the clients and even within the administration personnel.

The category of 'parallel social roles' described by Georg Simmel aptly refers to a new phenomenon of the twentieth century atomising society, which, for a single person, generates a number of parallel but scarce social roles. This mode of existence is dominant in today's advanced societies and results in the need to create coherence between these roles, which manifests itself in the form of continuous self-construction at the individual level, joined with a constant search for identity (Pléh, 2011, p. 39). As a result, the state and its public administration are forced to reorganise their communities and rebuild relationships with them

and their members more and more directly– without this, they would be able to perform their duties less and less efficiently.

The society and, most of all, conventional community-building means strengthening participatory democracy, improving access to public services and more generally implementing the principle of social 'capacity-building' as a kind of global approach (Ahmad, 2006). Traditionally existing community organisation (such as cultural management, community coordination) and community development can also be defined as state and municipal tasks aimed at improving the functioning of existing social, political and economic institutions of different communities. The Personalness Model, however, goes beyond these traditional approaches: the new content of the concept of community building implies that public administration not just provides, organises and makes authoritative decisions, thereby indirectly improving the functioning of existing communities¹ but is more intentionally creating new types of relationships and communities as a direct goal.

After all, it is the state that adds new mechanisms to the traditional mechanisms of personality, community-building and identity-building, –partly because of the inadequacy of the latter and acts as a substitute for family and civil society endeavours.² This work therefore deliberately does not deal specifically with traditional solutions that show the aspirations of local (municipal) governments in organising local communities, organising programmes and providing cultural and other opportunities.

4. The relation of the Personalness Model to certain social science topics that are fashionable today

The importance of the personalness is illustrated by the fact that in the most diverse fields of social and human sciences today, it is often the most demented topics that are intrinsically linked to the needs of the individuals and small communities and to the issue of identity. This

¹ Of course, public administration has - and always has had - an indirect community-building and identity-shaping role in society: effective public administration, indirectly through its most useful activities played an identity-reinforcing role and there are areas of public policy and public service that have renewed various identities and actually built and developed community(s). This is certainly the case for framing and maintaining various institutions in the field of education and culture at a larger scale.

² By analogy with the category of civil participation, we can also introduce the concept of public participation: while the former refers to the emergence of civil actors in certain areas of the public and the public sphere, the latter refers to the emergence of public administration in spheres traditionally excluded from public administration.

subchapter attempts to briefly introduce some of them – proving the growing importance of the topic.

A)

For example, the issue of *social support* is also undergoing its renaissance: ‘Today, the description of the areas and types of social relationships surrounding the individuals and the period of conceptual clarification continues. The most general definition is that the concept of social support refers to the existence or lack of psychosocial resources provided by others’ (Kaplan et al., 1977, pp. 47-58). The primary groups of ‘others’ are family, partner or spouse and friendly relationships but other formal and informal relationships, also referred to as secondary in the literature (Papp et al., 2017, p. 231), are becoming increasingly important as recent workplace colleagues (Lazányi, 2012, pp. 17-23) (e.g. within the public administration) as well as social assistance from external assisting institutions (including administrative and service entities) is an increasingly frequent topic.

It is also noteworthy from the point of view of our narrower topic that ‘in the literature, the phenomenon of social support is often associated with the concepts of social networks (Newman et al., 2006) and social integration (Gottlieb & Bergen, 2010, p. 511), and even with ‘positive (and in some cases negative) social networks’ is also covered by a very wide range of international literature (Kmetty&Koltai, 2016, 21).

The foregoing, without further elaboration, indicates that the logic of networking can be relevant not only for institutional (legal and material) development of public administration, such as digital transformation but also for clients dealing with public administration and even for administrative personnel can be an important aspect.

B)

Another exciting development is the re-emergence of *existential psychology*. ‘Psychology would have a primary role in what it conveys to people about itself and what solutions it proposes. Existentialist psychology, owing to the shock of World War II, has once formulated ideas that inspired people to be more conscious and aware of the responsibility of their own decisions, while also considering the dark sides of human nature. Today, however, these aspects have been removed from everyday psychological thinking. The individual's happiness is in the focus everywhere, showing how to solve everyday problems with tangible techniques’ (Kőváry, 2019). The nature of the recent crises also illustrates that humanity has reached a global frontier and that the crisis is primarily of a moral and then economic nature.

As stated by Irvin D. Yalom and many other representatives of the existential philosophy, freedom is a fundamental slogan of western cultures, yet many people tend to flee from the issue of true freedom and the responsibility that goes with it but retreat to conformism (Yalom, 1980). One of the most exciting research areas and programmes of this trend is the issue of *existential sensibility*, which again focuses on a deeper understanding of human quality, grasping and unravelling the most comprehensive principles of human nature (Milton et al., 2002, p. 6).

C)

We should mention the issue of *identity* as an emerging contemporary problem, also. A particularly lively and acute question in Central and Eastern Europe (but certainly not only here) is how to create and stimulate a modern community that is easy to identify with and yet relies on stable values of local, national and other identities.

The most obvious form of this is *restoration*, calling on and reactivating models that have worked in the past: rebuilding the empty, mechanicalised concept of identity, for example in Hungary, with the help of the historical constitution, Christian culture, traditional family model and other elements of past identity. The phenomenon and the ambition are not isolated in nature and Golembiewski has already argued in 1962 that public organisations in which the values of the Jewish-Christian culture are materialised in each case can count on greater satisfaction and efficiency (Golembiewski, 1962, 51-58). The research focuses on the term *man-to-man relations* and sees the difference in Jewish-Christian values like the quality of interpersonal relationships. Surely the reader is wondering how much the intention of the state or the administrative institutions can be to rebuild or how to rebuild social structures, which have been demolished or destroyed in the past, especially on the level of relations, small communities and local communities. And why, just 30 years after the fall of the Berlin Wall, did these issues become pressing – for example in the above-mentioned Central and Eastern European region?

D)

One of the most prominent elements of the defining tendencies of public administration(s) of our time, is the approach proclaiming the Neo-Weberian state, which emphasises legality and, more generally, on normality. The latter is part of the ideals of the public service and the so-called ethos of civil servants, with its peculiar status and culture. The preservation and even the strengthening of the former ideal is an increasingly dominant element of states' new self-

image and role (G. Fodor&Stumpf, 2008, pp. 15-16). Another important element of Neo-Weberian logic is the citizen-friendly and service-oriented character and what is particularly striking is the definition of the requirement of identification with the objectives of public policy programmes in relation to public administration personnel (G. Fodor&Stumpf, 2008, p. 16). And this new normality, especially in the formation of personal motivations, is based not only on rules of the legal type but increasingly also on the rules of morality and even religion. Thus, one of the forms of the strengthening of normality is the more intensive regulation of certain relationships within public administration and outside of public administration. The above-mentioned citizen-friendly character – in terms of the operation of the state, and in particular of the public administration, – now necessarily involves the dissolution of traditional public law models and its support by *complementary mechanisms*. This includes the institutional extension of *participation*, in addition to the ongoing strengthening of contractual options or of alternative dispute resolution/mediation solutions. The latter, even indirectly, contributes significantly to the formation of new relationships and communities, ultimately new identities. There is now a natural need for the institutional solutions of representative democracy to be complemented by civil consultations and various new solutions to social control, with the explicit aim that, in addition to improving the quality and transparency of decisions, this will also directly support the pursuit of public interest.

E)

Illustrating the reasons for the strengthening personalness in the public administration through a parallel example (scientific problem): as the need for enhancement of the patient's perspective in the latest medicine emerges, so does the need to strengthen the client's perspective within the administration: 'In modern Western medicine, why is the patient's perspective so blurred compared to the scientific approach [focused on describing the disease]?' – as we can read in a medical journal (Bánfalvi, 2015, pp. 312-314). By the example, the question in our own field is why the perspective of *the client as a person* in Western and Central and Eastern European administrative sciences so weak compared to an institution-oriented and legalistic approach, given that most of these essays usually only records what the client needs very briefly, as if it was common knowledge and then goes on to describe the institutions that meet that need. We assume that the client's most important need is fast, professional, effective, legal, etc. administration and other aspects, especially those of interest to the 'extra-legal sciences, are perhaps eliminated more than necessary.

F)

Most global crisis phenomena are closely related to the *loss or lack of trust* and accordingly, the introduction and implementation of institutional solutions that can enhance confidence in all directions towards the public administration (Hohmann, 2018, p. 7; Kettl, 2019). Among these, solutions that dissolve traditional superior-subordinate relations and the institutions providing more extensive social control are of particular emphasis and importance – increasingly as part of normal operation, not as a merely formal possibility [see also paragraph D of this chapter]. In international literature, the search for meaningful, well-usable indicators that stand the test of comparisons is particularly strong today, especially since they are often very complex ‘multi-factorials’. For example, in addition to *government capacity* (Bevir, 2009, p. 41),³ there is also the concept of narrower *trust capacity* (Boda&Medve, 2012, p. 27; Eriksson, 2019), which, will not get distracted from the traditional measurement of trust in institutions or from the *complex examination of mutual trust* (Meleg, 2012, pp. 72-75).

In this chapter, there were six topics listed, alongside phenomena and problems that are at the forefront of contemporary science, without being exhaustive but with the intention of demonstrating that increasing significance of our issue can be proved in many different ways. After this preparation and introduction, we have come to present specific examples, aspirations and phenomena that can be fitted within the framework of the Personalness Model: the following chapter seeks to contribute further scholarly debates through examples and attempts at a first grouping.

5. Specific forms of appearance in administrations of the developed world

Recent attempts (public policy strategies) to respond to crises after 2008 fall into some basic types. Concerning OECD member countries, McCann has identified three types of trends (apart from the group of countries being at a standstill): firstly, the ‘directing state’ type, where the state is playing a more active role in economic crisis management, e.g. the introduction of bank and debt rescue packages and the transformation of larger supply systems; secondly, the ‘hollow state’ type, which is the refreshing and reinforcement of traditional neoliberal, marketing and state-limiting NPM strategies – ultimately, the further ‘emptying’ of the state; and thirdly, the ‘local communitarian state’ model, in which

³ The notion of government capacity, in the broadest sense, refers to the ability of the state to overcome certain aggravating, disabling circumstances in order to achieve its public policy objectives.

importance of communities and charities is increasing even in areas previously dominated by direct public service provision/financing (McCann, 2013, p. 7). While these strategies may be mixed in the aspirations of a given government, it is also worth noting that in each of these strategies there is an emphasis on seeking new types of responsibility, influencing external performers and ultimately increasing identity-influencing intentions in relationships and in new communities.

In this chapter, I will group examples that fit into the Personalness Model: on the one hand, I will present some of the administrative solutions that deliberately improve citizens' relationships with one another and on the other hand, I will discuss solutions which have an effect on community dimensions of public administration. Regarding both examples, in addition to existing experiments, possible, desirable, suggested future tools will be added to certain issues.

5.1. Personalness through public administration on behalf of citizens

• Smart city concepts for personalness

The use of state-of-the-art digital technologies is unavoidable but is by no means sufficient to enable cities in developed regions of the world to implement the smart city concept. Installed sensor systems may already be able to optimise the current traffic situation without human intervention or send feedback to city power system operators about changes in environmental data. However, a settlement can only be a smart city if, for example, public security, personal living conditions are well organised and even the level and nature of the personalised relationships that provide access to public services can create a sense of personalness in the citizen. This personalised feeling can be primarily grasped through the term *participation*, which usually means more than just having real-time access to useful data (information)– it often manifests itself in giving substantive feedback and having a proactive opinion-forming behaviour as well.

One of these engaging, increasingly conscious directions by public administrations in the development of virtual communities – typically related to public services. For example, in one United States municipality (Ramsey County, Minnesota), 30 security cameras have been installed to enhance local public security, 14 of these have been made available online to the general public, encouraging residents to monitor their neighbourhoods and report any unusual or illegal activity (Fletcher, 2010). In this case, the solution was designed to compensate for the lack of capacity on the side of the administration. The given solution has led to the creation

of a resource-optimising 'co-production of public services' - with the help of 'new media' (Meijer, 2012, p. 1157).

Another initiative, specifically of a community-organising type, was a forum (www.forum.werk.nl) launched by the Dutch agency for unemployment benefits in 2002, which is for interested or otherwise inquiring clients (individuals). A platform was created for them to freely discuss their thoughts and questions related to work, job search and unemployment. The primary purpose was to reach out to stakeholders through a new channel, while also activating them. To this end, and to avoid the dissemination of inaccurate or otherwise inappropriate information, 14 agency personnel have been active over the years in maintaining the interface, partly as a moderator and partly as a writer of professional notes. This solution, where stakeholders are not confronted with a one-sided flow of information from the administration or from the officials (personnel), was supposed to be more efficient and even more personal. The experiment has produced mixed results (Meijer, 2012, p. 1162) but as a possible model and example followed elsewhere, it has since been present in certain areas of public service and supply.

• **Neighbourhood concepts**

Independent of the smart city concept, it is not primarily an attempt to use the results of the digital revolution to organise and stimulate 'neighbourhood' – partly by local and partly by the central public administration. The first widely known experiment in Hungary was in town Pécs, which, as a tradition-creating local initiative introduced a so-called 'Neighbour's Day', inspiring locals to chat with each other in front of their house (Pécs was the European Capital of Culture in 2010).

Launched in 1999 as a French civil action, the European Neighbours' Day (Urbact, 2019) was organised in Hungary by the Ministry of National Resources (NEFMI) and after the name change, Ministry of Human Resources (EMMI), through Hungarofest Nonprofit Kft. The primary objective of the programme was to help break down the wall of impersonality by bringing the neighbours closer together by initiating neighbourhood relations and programmes. Assistance was mainly manifested in the initiative itself, in providing the surfaces necessary for the efficient flow of information and in many cases in providing a community space (meeting place) – stimulating and supporting civil activities (Rixer, 2014, p. 157).

In many Hungarian cities' neighbourhoods the initiative has been spread to public institutions: e.g. in District XII of Budapest all public education institutions of the district – as long as they

were self-governing – were required to organise one afternoon event in which people living in the immediate vicinity of the institution were invited for a drink and a chat each year.

The examples above also show that the nature and scope of solutions that fall within the concept of personalness have gone far beyond commenting on various legislative concepts and proposals through websites and other similar institutional solutions that have been stable in the developed world for decades. Namely, the examples presented do not only create a temporary relationship between the various administrative bodies and the citizens but they also more or less stimulate the personal relationships between individuals and even their identity and consciously develop them.

In the western world, community-based initiatives (CBI) are in their infancy today (Igalla et al., 2019). However, the extent to which these initiatives are linked to those of public administrations in each state and to what extent they rely on the financial and other resources available to these bodies remains to be further explored. Past experience shows that, in contrast to stable, old democracies, in the case of new democracies, the state is already a more prominent player in the civil sphere, in its 'half-state-semi-civil' institutions, in its distribution mechanisms, etc. (Sárközy, 2004, p. 5).

• **De-institutionalisation**

In 2007, Hungary acceded to the United Nations Convention on the Rights of Persons with Disabilities (*Act no. XCII. of 2007*). Article 19 deals with independent living and inclusion in the community, which covers: equal rights to life in the community and freedom of choice; full community inclusion and participation; the right to choose the place of residence (where and with whom); various home, institutional and other community support services; personal assistance in living in and integrating in the community, preventing isolation and exclusion from the community and community services and facilities for all are accessible to persons with disabilities on an equal basis and adapted to their specific needs. Thus, the essence of inclusion is to increase the degree of autonomy and decision-making – either through the choice of place and form of care or through relationships and activities.

De-institutionalization, by definition, is also a programme to replace institutional accommodation for people with disabilities but also creates new types of communities through legal and other obligations and inclinations. In Hungary, the legal requirements changed on March 2010, when the parliament decided to replace the social institutions with more than 50 seats (Pfeiffer, 2012, pp. 7-14) but the practice of other developed states is pointing in the same direction (in fact, they usually started these processes earlier) (Pedersen

&Kolstad, 2009, pp. 28-51; Burrell & Trip, 2011, pp. 174-183; Drake & Herbert, 2015, pp. 583-596).

Together with the above, de-institutionalisation as a necessity is one of the most direct manifestations of personalness in legislation and public service practice. At the same time, the institution of de-institutionalisation is also a shift towards a more holistic and emphatic approach, both in the broader public administration and in the direct provision of human (public) services (Szabó, 2015, pp. 319-341; Gerardi, 2016, pp. 88-89).

• Direct support for the preparation of family life appears among the newly undertaken responsibilities of the administration

In Hungary, in 2013, the Ministry of Human Resources launched a movement called '*Peer Choice, Pair Choice*' for all students of college age who are having trouble dating. The ministry has directly organised events in ten major Hungarian cities, which can help to get relevant information to those involved and to get to know each other. In addition to direct organisational work, the ministry also published an invitation to tender for the provision of different programmes that help prepare for family life. Thanks to the initiative, churches and non-governmental organisations could apply for \$10 billion HUF as financial support.

• Mediation

In the developed world, the personal nature of cases, the privileged (protected) position of those concerned and the desire to speed up procedures in certain administrative areas (whether in pre-administrative or litigation) not only make it a legally regulated option but by using Alternative Dispute Resolution (ADR) techniques and institutionalised solutions, mediation became more and more applied. Analysing the reasons for the increasing importance of mediation, Berezki notes that the authors of the international literature on the subject 'see something more in mediation than in the form of a mere dispute resolution. The purpose of mediation... is to improve human relations' (Berezki, 2019, p. 26). Already, Lon L. Fuller put it that way: '[M]ediation, in its purest form, is nothing less than a guided conciliation between two or more parties, assisted by a third party, aimed at resolving disputes between the parties, managing conflicts, improving people-to-people contacts, and improving communication between the parties' (Fuller, 1971, p. 315).

In the final analysis, mediation, as an independent institution governed by the State and even supported by its substantive application, contributes (influences) itself to the development of

relationships and community, both directly (on a case-by-case basis) and indirectly (beyond the specific case) holding up results.

5.1.1. The future

What is to be expected in the near future, beyond solutions that are already mature or existing only as initiatives? The following answers are the least thought-provoking:

• Use of social influencers

Recent phenomena include the ‘social influencer’ category, which is itself a profession. In the market sphere, it is already common in Hungary for companies to contract a famous actor or celebrity to be the face of their product. The role of the social influencer is very similar, except here the interface is not a traditional television commercial or community event but Instagram or even YouTube. A social influencer is a well-known, characterful, creditable person who moves confidently in the public sphere and is even accepted by the target audience for content marketing. From the point of view of our narrower subject, the question is whether the administration should employ such persons or if they can employ them at all?

This is also a dilemma of what advanced solutions, beyond the traditional, existing spokesperson role, can make the relationship between administration and clients more direct, making it easier to accept messages from the administration?

• Individual consultant, own administrator

Administration in the developed world, in general, is increasingly transformed into various non-traditional scenes and electronic interfaces and the idea of personalised administration can be also realised, at least in part, by these scenes and interfaces. If *points of single contact* become common, the next logical step in this process may be to have your own regular clerk or consultant, similar to some purely market services (e.g. private banking) or other, typically human areas, e.g. general practitioner (GP) in health care. The important question is that, as explained above, chatbots and other similar technologies can meet this personalised need only to a limited extent.

• Individual help and (re)education - directly shaping personal identity

In the last few years, human relations in Europe have taken on a new dimension: migrants (refugees) have appeared, with a huge amount of cultural and other characteristics, different from what we are used to in Europe. Migration to Europe existed before, so there were policies and specific practices related to migrants but, among other things, mass migration created new and unprecedented challenges for single states and their administrations.

According to surveys, civilian refugee-related activities in Germany are, to a large extent, manifested in personal support: access to authority, translation, case management, individual language teaching and assistance with integration courses make up the bulk of the assistance offered. These are the most urgent and immediate needs and, due to the mass migration, the authorities could not (entirely) perform these tasks (Hamann&Karakayali, 2016, p. 71). Volunteers are best placed to provide the most basic tools and knowledge needed for meaningful contact with society and for access, such as offering language teaching, travelling, creating and offering work and other work opportunities. Also, in German cities, 55.2% of all civilian offerings in 2015-16 was directly aimed for language teaching (Hamann&Karakayali, 2016, p. 79).

It is important to underline that the fulfilment of certain needs cannot be left solely or predominantly to the civilian sphere: as part of a seemingly natural process, first civilian responses to sudden and large-scale needs should be necessarily institutionalised. This will also (re)transform the functioning of the state in general and administrative practice in particular (Rose, 1996). However, one of the decisive elements of this new 'way of being' is the moment of personalness.

A French experiment went even further: realising that the arrived mass of people could not be educated or influenced, meaning that individual intervention is needed, the Center for Prevention, Integration and Citizenship was established in 2017 as the first residential educational institution near Tours in France.

They were primarily expecting Muslim youth practising their religion who wanted to get to know their new country, its society and its culture thoroughly. It is important that all participants have volunteered for residential education, where they could learn lessons about Christianity, European history and philosophy and get an insight into French literature and art. Young people should have worn the institute's uniforms and had to attend a flag-raising ceremony once a week. Inhabitants would have been supervised by social workers, psychologists and doctors. The duration of the training was planned to be ten months. De-radicalisation centres were expected to open by the end of 2017, with the French government allocating a total of some 40 million Euros, using only a part of it. The first version of the

experiment has already fallen to the brink of realization (Vincent, 2017), but the need and the concept – personality centred integrative logic –are certainly noteworthy. Opponents and supporters of the experiment (administrative pilot project) had previous disputes with each other, provoking serious debate in French society as a whole and within the administration. Perhaps the most important message of the experiment is that there must be a role for meaningful, successful integration in individualised, conscious education and support: new and direct forms of identity formation are required – with the active involvement of public administration.

- **New forms of personalness to be managed by the state, yet still difficult to manage**

Another social phenomenon closely related to the Personalness Model is the *sharing economy*. In this context, it is obvious that this is not only a specific and increasingly dominant phenomenon of a social subsystem (economy) but also a ‘symptom complex’ of the whole state-organised society. It is important for our topic that these 'technologies' 'revive' collaborative practices previously known only to close relatives or small communities that are essentially social, personal, require a high level of trust and, in some respects, require and create lasting relationships (Schor & Fitzmaurice, 2015, p. 410). Most states are still sluggish and it is difficult to adequately control a significant part of these phenomena but even in this circle, it is expected that the reactive behaviour of the state will soon turn into an initiating, shaping role. We can assume that the state's sharing behaviour in relation to economic phenomena also evolves in a planned process: initially it is powerless against phenomena outside the former, then regulates, limits and eventually, in some areas, itself supports, organises, standing at the head of the process.

5.2. The realisation of personality within the public sphere/public administration

Within the Hungarian public administration, we also see that career models, salary increases in recent years and a wide range of salary options all serve to maintain motivation in a personalized way. Further possible solutions would also make up at least one complete book, that's why we are going to highlight only those solutions in this essay that are simple, that is, relatively easy to implement in any public administration, without significant changes in the organisation, management levels, or salaries. We will see that each of them responds to relationship-related shortcomings and tries to identify motivational problems within a new relationship and connection, helping to create new motivations.

• **Hiring happiness managers**

Beyond personalised financial motivation and all traditional solutions, one of the possible answers is the so-called ‘happiness manager’ status⁴ in public administrations as well (Kerfoot, 2012, p. 306). We already see examples of this in the corporate sector around the world – in this position we have to deal exclusively with making everyone at the company and the organisation feel good. In fact, it is a special human resources (HR) activity or role, many start-ups and real multinational companies already employ one or more employees for this type of job.

In general, with regard to public administration, especially in view of the market suction effect, it is particularly true that, when it becomes more difficult to find qualified personnel for certain positions and competition for payment is increasing, such a position may become extremely important – if the given authority or agency wants to retain its employees. International experience shows that these happiness managers, in addition to material (money-related) suggestions, are most likely to encourage the introduction and adoption of relationship- and community-building solutions, recognising that identifying with the institution, these areas have the most reserves.

• **Employing coaches**

Beyond the happiness managers, there could also be so-called life coaches, personal consultants in public administration. Originally these are market-driven phenomena, meaning that beyond a certain level but not only in management positions, further efficiency needs personalised solutions, not only related to specific professional challenges but also general life support, relationship and conflict-management counselling, help talk, for example.

• **Online meeting platform for public sector personnel only**

An isolated but already trend-based, attention-grabbing attempt in Hungary within the framework of community organisation within public administration was to launch a state-run acquaintance webpage for public administration personnel. Gábor Szetey, the Secretary of State for Human Resources at the Prime Minister's Office, initiated the launch of a ‘company search’ forum in 2007 for those working in public administration, allegedly under the influence of a large number of ‘bottom-up initiatives’ (Pál, 2007, p. 10). It was not only about

⁴ In English literature, the happiness manager, or rather the chief happiness officer, is the most common term for a position.

team building in the direct service of organisational goals but also about stimulating and developing stable, intimate structures (that is, dating) which, of course, indirectly, through satisfaction, can also serve organisational goals. The idea, which was otherwise failing quickly, was that the Hungarian administration took on explicit and direct tasks of organising relationships. It should be noted here that, despite the failure of the experiment, it is important because it responded to real social needs by trying to replace the community functions not only insufficiently provided by actors in the sector.

6. Summary

Thus, based on the general findings of the study and the examples presented, the Personalness Model that can be interpreted from the point of view of administration consists of at least two elements, mutually influencing each other:

- (a) on the one hand, it has an individual dimension that manifests as a basic human need (this can be identified as the reason for the emergence and strengthening of the model);
- (b) on the other hand, it has a collective dimension that results in specific activities of public administration, taking the form of concrete, institutional solutions.

Accordingly, concerning the examination of the *personalness* phenomenon it has become obvious that these two directions are the most useful ones: the establishment of psychological and mental foundations (prerequisites) on the one hand and the review of the peculiarities and concrete forms of the state's will to satisfy the need for personalness, on the other hand.

Examining these two aspects in relation to each other also presents complexity in the field of science, as the former can be presented through the results of social psychology, while the latter with the analytical methods of classical and administrative science and the sociological and legal approaches to it. The subject can be approached also from the characteristics of legislative processes and the content of sources of law. If it is indeed true that the role of states and especially role of public administrations in community, relationship and identity building will increase in many areas, this will have a significant impact not only on broadly interpreted administrative sciences but also indirectly on other social sciences, as well as for the technical sciences as a whole, facilitating the convergence of individual disciplines.

The person-centred and community-building approach, both as a practical organising method and as a scientific approach, at least in part, shifts the focus from scenes and solutions in

public administration and client relations toward examining the personal and interpersonal structures within public administration and within other sectors of society.

A common feature of the personalness phenomena is that they go beyond the system of rights and obligations traditionally describing the relationship between public administration and the citizen: the presented examples can also be linked and arranged into a new model. This fact, of course, only increases the need for further exploratory or comparative research and the need to systematize the examples to be explored.

In summary: the Personalness Model is a hypothetical model intended to demonstrate the fulfilment of basic human needs (relationship, community and identity needs) by public administrations (in many cases even by governmental bodies) in new proactive forms and to make it scientifically accessible. *The need* for personalness as a phenomenon, in this administrative aspect, is also a kind of counter-effect: it strives to counteract the general social and administrative trends of the late twentieth century, the first two decades of the twenty-first century. In this study, it has been shown that a group of phenomena called the Personalness Model – as a conscious, unifying state endeavour – can respond to some of the challenges of the developed world, losing its outline, its traditional truths and sinking into crises, such as transhumanist tendencies.

Questions of particular importance are raised through the subject of personalness; where are the limits of state intervention, in what aspects and to what depth can the state's intrusion into traditionally private areas be justified? When must we talk about the effectiveness of the new social institutions of personalness, the need for an additional role of the state and where is the border beyond which we can expect paternalistic tendencies when the dangers of state intervention and involvement outweigh the potential benefits? In what cases does the increasing involvement and control of the state contribute to the growth of individual and group (community) satisfaction and when can it be considered as a group of phenomena that reinforce totalitarian and paternalistic ideas and public policies? Exciting questions with promising but still fragmentary answers. It is important that this grounding study recognises the existence and significance of these relationships but merely presents a group of phenomena that are being formed - without a detailed analysis of the dangers and opportunities for distortion.

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