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PUBLIC ADMINISTRATION EDUCATION IN POLAND

**(country report prepared for the intellectual output 01 – Assessment of
methodology and materials of public administration teaching and its
relevance for practice)**

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1. INTRODUCTION

The PAQUALITY projects aims to support changes in the area of public administration (PA) education in conformity with Bologna objectives, mainly:

- Promotion of European co-operation in quality assurance with a view to developing comparable criteria and methodologies, and
- Promotion of the necessary European dimensions in higher education, particularly with regards to curricular development, inter-institutional co-operation, mobility schemes and integrated programs of study, training and research, which haven't been fully applied in the area of the public administration high education in Slovakia and the new EU states yet.

High education public administration programs vary a lot especially in the Central and Eastern European member countries of the EU - in the new EU member states (NMS). From this perspective it is highly relevant to facilitate quality assurance mechanism which would ensure not only comparable quality of education processes but also comparable outcomes of the education (e.g. quality of graduates, their knowledge, skills and experience) in these countries.

In addition, the project aims at tackling skills gaps and mismatches in the area of public administration high education through designing and developing curricula that meet the learning needs of students that are relevant to the labour market and societal needs, including through better use of open and on-line, work based, multi - disciplinary learning and new quality assessment criteria. Simultaneously, with a view of this priority, promoting and rewarding excellence in teaching and skills development, training of academics in new and innovative pedagogical approaches, new curriculum design approaches and sharing of good practices through collaborative platforms will be in the centre of the project.

This report on Poland represents an input for the intellectual output 01 of the PAQUALITY project. Within this intellectual output country studies developed based on guidelines and surveys are anticipated. The studies will be used in other project phases but also for mutual information of the project partners at the beginning of the project.

This report presents the evolution and specificity of PA programs within Polish higher education system and their quality assurance methods. It describes first the place, legal status and roles of personnel in Polish public administration within its governance and public management systems. It presents next Polish system of higher education, the general rules of programs evaluation and the specific rules concerning programs of PA education. It gives the characteristics of different types of these last category of programs actually existing in Poland, analyses their relevancy to the PA needs and the prospects of their evolution. The results of these analysis is based on the opinion of their teaching staff, their alumni and their employers. It is followed by the presentation of the recent reform of higher education system and its possible consequences for farther development of PA programs contains and their pedagogical methods.

In this report are analysed first the problems related to the Polish practice of designing and executing of PA higher education programs, which seems not sufficiently meet the learning needs of students and not sufficiently relevant to the PA needs and societal expectations. This situation is due to the fact that they are not using enough the modern teaching methods such as an open and on-line, work based, multi - disciplinary learning as well as new quality assessment criteria.

These problems are closely related to the growing disproportion between an excessive development of many new private higher education institutions, offering these programs in the big cities and in many small provincial localities, from one side and with the availability of necessary, competent teaching staff. Actually, these new higher education institutions are recruiting their teaching staff mostly among the personnel of other higher education and research institutions situated in the big cities, who are coming there only to deliver their courses. Moreover, very often, these private

schools have limited infrastructures and haven't enough place which could permit to organise a team work of different chairs and their staff, to exchange opinions concerning their didactical problems and to coordinate their programs contents and teaching methods.

The report starts with a short presentation of the post-war evolution of Polish public administration, followed by a critical analyses of its present legal organisation and mode of functioning in the context of general international standards in this field and more particularly in the frames of European integration.

Are presented next, existing up to now in Poland, the general system of initial pre-entry, full time higher education programs and the part-time programs offered during the weekends (every two weekends during academic year), which are designated mainly for already working people. It concerns the bachelor and master degree programs, the doctoral studies and other post-graduate specialised programs, which are offered by different public and private faculties of Polish higher education and research institutions. We are presenting also a new model of Polish higher education, adopted recently in 2018, to be implemented progressively starting from the beginning of October 2018.

This presentation is followed by the description and critical analyses of existing PA programs and their present evaluation and accreditation procedures. In the conclusions is presented first an evaluation of still functioning model of PA education. It is followed by the presentation of the recently adopted its new models of higher education system, which is supposed to be implemented progressively, and some suggestions concerning its possible improvement and mode of its implementation.

These analyses are completed by the presentation and evaluation of the specific case of the National School of Public Administration program.

Opinions expressed in this report are based on the authors long personal research and teaching experience in several different public and private higher education institutions in Poland, including National School of Public Administration and abroad, as well as on the publications of other public administration researchers and teachers specialised in this field. It takes also into account opinions of their students and, more particularly, of those who are already working in public administration structures and were completing their initial or post graduate education following the Polish system of weekend's studies based on the system of every two weekend courses.

This report summarizes findings on:

- the national educational system related to present state of PA education,
- system of evaluation
- findings on PA programmes existing in the country
- relevancy to practice based on research among alumni and civil servants / employers.

This research focused on information available on POLON and relevant pages of public and private universities. The analysis was based on data on program within field of administration collected by authors and available within Integrated Information System on Higher Education and Science POL-on, which gained its recognition in 2018². The long list of different types of PA study programs presently existing in Poland is presented in its annexe. It is based on data available as of April 2019.

² POL-on: The Information System of Science and Higher Education, winner project under the framework of 2018 EUNIS Elite Award for excellence in implementing Information Systems for Higher Education, <http://www.eunis.org/awards/eunis-elite-award/>

2. NATIONAL EDUCATIONAL SYSTEM AND PA EDUCATION AND TRAINING

2.1 GENERAL SITUATION OF POLISH HIGHER EDUCATION

Higher education in Poland is facing presently several important challenges, which concern also the public administration education.

The first one is created by the drastic demographic slowdown inducing an important drop of potential candidates for higher education studies. This situation has already a real impact on the number of candidates for administrative studies in general and more particularly in private and non-governmental institutions. Most of these last institutions are already offering only part-time programs³.

The second one concerns the consequences of economic and financial crises leading to the restrictions on employment market and growing unemployment of higher education graduates. Both factors are creating a general situation of strong competition among different branches and domains of higher education as well as between different its institutions.

In this context the quality of higher education programs, their adequacy to the employment market needs has constantly growing importance. Also the costs of studies begins to be perceived differently when higher education diplomas are not promising any more a better chance to obtain an employment.

In this situation, a “value for money” of higher education studies is perceived differently. From one side, the candidates prefer free of charge studies in public higher education institutions and certain low cost programs co-financed with European or other foreign partners projects. From the other side, they are trying to choose the programs judged promising them better opportunity to find a job. This situation is pushing higher education institutions to conceive more narrowly specialized and looking more original and fashionable programs. These new programs are trying to target potential employment market needs better than traditional programs addressing traditional general fields of education. It concerns also general public administration programs.

The third challenge was the necessity to revise and adapt the conception and presentation of the higher education programs conformingly to the requirements of the National Qualifications Framework, which was progressively implemented in accordance with the European Qualification Framework (EFQ).

The EQF aims to harmonize the mode of programs definition and criteria of their evaluation, in view to ensure a compatibility of higher education programs in different European countries.

These challenges, have created a new opportunity also for the modernization and improvement of existing PA programs, which were not conform to European standards and generally obsolete and inadequate to the PA needs. New NFQ helps to break through the powerful resistance of faculties of Law and Administration, which were defending the traditional model of public administration education dominated by the legal approach. The modernization process of PA programs is unavoidable but not easy to conduct. It is requiring a good will, enough time and institutional changes to overcome a number of constraints and resistances, in view to ensure a successful transition to more modern and efficient education in this important field.

In the following developments we are briefly remaining first the historical context of development of the PA programs of higher education in Poland and the efforts of modernization of the official,

³ In Poland, “part-time program” means monthly 2 weekend sessions during academic year

compulsory standards for PA degree programs, which should be required for their accreditation ⁴. (Mikułowski, 2008)

We are presenting and analysing next the requirements of Polish National Framework of Qualifications, which PA programs are supposed to respect in their description and practice of accreditation and evaluation procedures. We are questioning the compatibility of these requirements with former official standards, which were determining PA programs compulsory contains. We are analysing next the problems of their implementation in Polish context.

In our conclusions we are formulating also some proposals for elaboration of new Polish standards and quality assessment procedures of the PA programs in accordance with the NFAQ requirements and new higher education reform started in 2018.

2.2 ORIGINS OF PUBLIC ADMINISTRATION STUDIES IN THE POST-WAR COMMUNIST POLAND

Despite the fact that public administration studies have in Poland a very long historical tradition⁵, at the beginning of the post-war communist regime didn't exist any specific higher education programs in this field. The study of Law, Economics, History and Social Sciences were, at this time, the preferable studies opening the way to the public sector careers. In practice, any level and speciality of a technical, or general education were sufficient at that time for the candidate considered politically correct and loyal to the governing regime. The last criterion was in practice even more important than any educational level and speciality and often even high-ranking officials hadn't any higher education diplomas at all.

Starting from 1956, the post-Stalinist political and economic liberalisation and economic difficulties have led to the recognition of the need for more competent administrators and public managers. In consequence, the specific autonomous three years studies programs, called „Professional Administrative Studies (Polish abbreviation ZSA), were created at certain Law Faculties. They were organised exclusively on every-two-weeks weekend sessions organised during the academic year limits. They were destined mainly to the officials of communist party apparatus, police and security services, army, public administration and public enterprises, who were occupying managerial positions without any formal qualification of a higher education level.

Progressively, these officials, who have already obtained these ZSA certificates, ambioned to complete their studies, in view to obtain a master degree and ensure that nobody will contest their aptitude to occupy a high ranking position, which started to require a full higher education diploma⁶.

⁴ Detailed analyses of Polish public administration education problems were presented the NISPAcee publication “Public Administration and Public Policy in Europe. The Road to Bologna (Mikułowski, 2008-2, pp, 211-242).

⁵ The first School of Administrative Sciences was created in Warsaw in 1811. This school merged with the Warsaw School of Law created in 1808, and in 1816 was transformed into the Faculty of Law and Administration, the first faculty of new Royal University of Warsaw. From this time, the Public Administration was considered as a subject of studies naturally and inseparably linked to the study of Law. This was the case also during the period of second Polish Republic (1918-1939).

⁶ During this period all curricula of higher education were organised on 5 year programs (7 years for medical studies) and were gratified with a master (magister) degree. Any other post-secondary education was considered as uncompleted higher education and there were no lower degree than master in the official educational system. This situation was partly justified as reaction on the post-war period of introduction and enforcement of communist regime when many accelerated “higher education” programs were developed with easy access (even without secondary school certificate), in view to promote the active and merited followers of the regime. It was particularly the case of such a sensitive fields as judiciary institutions, but also in other important fields as medicine, technical education or teachers training. This policy opened the way of promotion for many incompetent but zealous supporters of the regime. This policy was stopped and reversed after the

To meet their expectation, in seventies, were introduced a new, two years programs of Complementary Master Degree Administrative Studies. In this way the 3 + 2 years system of higher education was introduced in Poland. However, this system was applied only for limited number of programs (mainly PA and pedagogical studies), for particular mode of studies (fortnightly organised weekend sessions) and for specific type of students (state and Party officials)⁷. Soon later, this type of Public Administration studies were introduced also for the ordinary students, but only as uniform 5 years long master degree program and certain Law Faculties were renamed at that occasion "Faculties of Law and Administration".

Due to the big number of candidates for this type of part-time studies, all faculties conducting these programs were progressively opening their subsidiary educational centres in other locations. Some of these centres were later transformed into independent professional schools of higher education or even autonomous universities.

During this period, the State has maintained the monopoly of higher education⁸ and the number of higher education institutions, as well as their infrastructures and teaching staff were limited. Therefore, they were recruiting a limited number of full time and part time students and were obliged to organise a selective, competitive entry exams, even if for important bosses of the Party and State apparatus it was, in fact, rather a simple formality to accomplish.

The fall of communist rule in 1989 has generated the administrative reforms and the end of the state monopoly for higher education. It has created a new dynamic for development of and creation of many new public administration education programs in many public and private institutions. Some of them were functioning as local branch of already existing higher education centres and other were developed as new local autonomous institutions (see the list of PA higher education program presented in the attachment).

2.3 PLACE AND POSITION OF PUBLIC ADMINISTRATION IN POLISH PUBLIC GOVERNANCE AND PUBLIC MANAGEMENT SYSTEMS

Similarly like in other states, also in Poland public administration constitutes vital institution contributing to growth, delivering goods and services, regulating behaviour and redistributing income between citizens.

There are two main indicators used to assess importance of public administration in public governance system. The first one is "public expenditure ratio" showing the level of government expenditures in relation to Gross Domestic Product (GDP). Taking as benchmark OECD countries Poland possessed the quota of government expenditures to GDP at 41,6% slightly above average OECD countries 40,9%. At the same time Poland belongs to group of states with substantial drop of

1956 unfreezing and relative democratisation of the Stalinist system. From that time, the idea, that only full five year program can be considered as real higher education, was deeply enrooted in the consciousness of the Polish people.

⁷ Out of public administration program similar facilities were organised in pedagogical colleges and technical schools of engineers.

⁸ In fact, this monopoly suffered in Poland some exceptions. Poland was the only country in communist block having three private higher education institutions and their diplomas were recognised by the State: Catholic University in Lublin, Academy of Catholic Theology in Warsaw and Pope's Theological Faculty in Cracow. They were running officially recognised programmes and were delivering academic degrees. But at that time they had not any PA programme.

public expenditures ratio in the period from 2010 to 2016⁹. (A comparative overview of public administration characteristics and performance in the EU28, 2018).

The second commonly used indicator with reference to public administration place and role is the share of public administration employment in total employment. However, since national statistics office and international institutions do not use the same definitions and methodologies, there is lack of reliable and comparable data regarding public employment and assessment is difficult. The most relevant data refer to employment in the whole public sector. Figures shown in table 2 clearly indicate that the level of employment in the public sector has steadily declined since the early 1990s. The ratio decreased from 52,1% in the beginning of transformation in 1990 to 21,5% of the country's workforce in 2017 although it still exceeds the EU average. (GUS, 1991, 2001, 2010, 2018)

Table 2 Breakdown of employment within public sector in Poland

Date	No. Employed	Percentage of public sector employment in total employment
1990	8 582700	52.1
2000	4 309800	27.8
2009	3 612900	26.1
2017	3 371300	21,5

Source: Data from the Central Statistical Office (GUS); Statistical Yearbook of the Republic of Poland of 1991, 2001, 2010 and 2018

By the end of 2017, 3 371300 people were employed in Poland's public sector. Most of these employees were in education, healthcare or public administration in areas such as the justice system, the police and national defence. As for the data gathered within OECD countries the ratio of general government employment as % of total employment amounts to 18.1% (data not applicable to Poland)¹⁰. (OECD, 2017)

The most précised scope of public administration workforce refers to people employed within central government ministries, state agencies, territorial central and local government i.e. "core "public administration. As of 2017, some 428 636 officials were employed in public administration institutions¹¹. Core public administration" employment is defined as general government employment excluding public corporations, employment in social security functions, the army, the police, employment services, school and day-care, universities, and hospitals. A majority representing 256 361 held positions on the three lower tiers outside of the central administration.

The peculiarity of the Polish situation consists in the fact that the Civil Service corps does not include employees in local Government administration and those state institutions, which do not report to the Prime Minister. Civil Service Corps includes only those positions upon which the Prime Minister holds the authority i.e. central administration and voivodeships. Those under other constitutional authorities (Parliament, President, Ombudsman, Constitutional Tribunal, Supreme Chamber of Control, etc.) are not included in the Civil Service Corps. Local governments, including both municipalities (*gminy*) and counties (*powiaty*), and regions (*województwa*) are beyond of the scope of the civil service¹².

⁹ A comparative overview of public administration characteristics and performance in the EU28, Written by Nick Thijs Gerhard Hammerschmid Enora Palaric, European Commission 2018, p.6.

¹⁰ OECD: GOVERNMENT AT A GLANCE 2017 – HIGHLIGHTS, p. 3

¹¹ Statistical Yearbook of the Republic of Poland, Warsaw 2018, p. 135.

¹² Their status is regulated by Act of 21th Nov. 2008 about self-government officials.

The civil service is made up of over 2300 offices, where around 120 000 member of the civil service work. It encompasses central administration, ministries, central government bodies and territorial government administration: voivodeship offices, various inspectorates and the Treasury. A characteristic feature of the civil service is the existence of uniform legislative regulations governing its functions and supervision by the Head of Civil Service. Each office is an independent employer with a defined scope of autonomy in managing HRM policy. For example, in spite of existing nationwide regulations concerning remuneration in civil service, each office has some flexibility in regulating wage levels for individual positions.

Ministers, state secretaries, under-secretaries and voivodeships governors and their deputies belong to the political sphere and are not included in the civil service.

When considering managers and professionals in the central government, Poland has the second-highest share of women working in central government (69%), significantly above the OECD average of 53%. This also applies to senior management positions, as Poland is one of the very few countries that reach gender parity for senior managers, with a score of 51%. On average, women occupy 33% of senior civil service positions in OECD countries¹³.

2.4 PUBLIC ADMINISTRATION AS A DISCIPLINE IN POLAND

A. Traditional marriage of legal and public administration studies

The first Faculty of Law and Administration was created in Poland in Warsaw in 1816 as the result of fusion of the School of Administrative Sciences with Warsaw School of Law. From this time, the public administration studies were considered as naturally and inseparably linked to the study of Law. It was also the case during the period of second Polish Republic (1918-1939) when separate, specific public administration studies, didn't exist.

This situation was continuing as well during the first period of the post war communist Polish People's Republic. However, the post-Stalinist liberalization, combine with economic difficulties, put on evidence the necessity to have more competent civil servants and public sector managers. Therefore, in early sixties, certain Law Faculties have opened specific 3 years programs of part-time Professional Administrative Studies destined mainly for the party bosses and public officials, occupying managerial position without any formal qualification of a higher education level. Progressively, the bearers of these certificates, which at this time were not considered as higher education degrees, ambitioned to confirm their aptitude to occupy their positions obtaining a master degree. To meet their expectation a new, two years part-time (weekend) programs of Complementary Master Degree Administrative Studies were introduced in the seventies. Later on, this Public Administration programs were introduced also for full time ordinary students. Certain Law Faculties were renamed at that occasion "Faculties of Law and Administration".

After the fall of communist regime, the liberalization of the economy and development of new democratic institutions, including local self-government administration, has created a big demand for better-educated staff with higher education degrees. This demand was particularly strong in the fields of business and public administration and has contributed to rapid development of private schools of higher education offering public administration programs. Progressively, not only public universities, but also other types of public schools of higher education, were developing a new degree programs in most demanded specializations including public administration. Certain number of private schools were created especially to meet this demand and took the name of Higher School of Public Administration but also even certain public schools of higher education specialized completely different fields of education, like agriculture, polytechnics and medicine started to offer general PA programs or other specialized public sector management oriented degree programs.

¹³ Government at Glance 2017, Fact sheet Poland, OECD; <https://www.oecd.org/gov/gov-at-a-glance-2017-poland.pdf>

B. Long struggle for modernization of PA education programs in post-communist Poland and their official quality standards

The PA studies, were marked from the very beginning by their suspect origins and were (and are till now) suffering in common opinion of certain negative perception concerning both their scientific quality and autonomy. Their scientific autonomy was evidently doubtful because they were created as the offshoot of Law Faculties and delivered mainly with these faculties teaching staff. Moreover, their level and quality were supposed to be adapted to the lower intellectual potential of the majority of their part-time students, recruited among politically appointed officials. Therefore, the PA programs were from the beginning, and are till now, commonly considered as more simple, easier to study and less prestigious than Law studies.

The quality standards of higher education PA programs started to be discussed in 2000, when the first draft project coming from the Ministry in charge of Higher Education was disseminated for discussion in all institutions concerned (Mikułowski, 2008-2). This project was strongly criticized for its dominantly legal approach and in 2001 a new project based on much more modern, interdisciplinary approach inspired by the standards and common practice in Western Europe and Anglo-Saxon countries was proposed (Mikułowski, 2003). This new project was strongly opposed by traditional Law and Law and Administration faculties, which were not convinced, nor interested in a substantive modernization of their PA programs and introduction of a more interdisciplinary approach. In 2002, the deans of these faculties proposed their own standards based once again mostly on traditional, dominantly juridical approach. Both projects were influencing institutions running PA programs, but the influence of the Law and Administration faculties in higher education establishment was stronger and it was rather their approach, which was finally reflected in the official standards and program minima for PA degree programs adopted by the ministerial regulations published finally in 2007.

However, more ambitious private and public schools, especially those where PA programs are not attached to the Law and Administration Faculties, were trying to combine compulsory elements of these standards with more modern and interdisciplinary approach. In fact, official standards were determining only minima requirements, leaving theoretically enough place for the specificity of different schools and necessary modernization. But it was possible only adding contact hours to the compulsory minima and overloading their programs making practically impossible modernization of their teaching methods.

The new prospects for the modernization of PA standards appeared with the appointment at the head of the Ministry of Research and Higher Education in 2007 of Prof Barbara Kudrycka, actively involved in the promotion of the modernization of PA programs. In 2008, she has nominated a task force charged to prepare the new standards for PA programs, composed of a small group of public administration specialists from public and private schools with certain international experience in this field. The project elaborated by this group were presented and discussed during the conference organized in National School of Public Administration under the Minister auspices in 2009. The conference assembled the representatives of the concerned faculties and schools, as well as some of potential employers, from central and territorial administration. The updated project was largely distributed but didn't produce any official outcomes and consequences. Next year, this issue was discussed once again during the 18th NISPAcee conference organized in Warsaw by the working group debating the theme: "Polish administration and public administration training institutions in face of challenges of economic crises and their social consequences". However, finally this project was not implemented probably due to the correlation of two factors.

The first, and probably the most important one, was a very strong opposition of higher education establishment representing and defending the interests of traditional Law and Law and Administration faculties of the state universities, in the very influential Ministry consultative bodies (Main Council of Higher Education and National Accreditation Commission).

The second one was, that the Minister has preferred to solve this problem in different way. Adopting the new approach of National Qualification Framework in appliance of the requirements of Bologna process, she made existing official standards in this field practically irrelevant, or at least not compulsory any more. In consequence, we have had an ambiguous transitional situation with, from one side, the NQF being prepared for progressive implementation (theoretically, they were supposed to be implemented before the end of 2014) and from other side, the existing official standards for different types of programs, which were not expressly abolished.

There was also another important problem. Earlier the question concerned the public administration programs, officially named and classified as such. However, considering a new and larger conception of administrative studies, appeared new programs, which could be placed in this category, but were bearing another appellation. It concerned mostly post-graduate studies, but it concerned also some programs evidently related to public administration activities in general, or to a particular field of its intervention, but officially classified in other domain of knowledge and/or scientific field. It concerns mainly the institutions conducting the programs specialized in public management and policy studies which were at this time formally attached to different other domain of social sciences.

The different state models and civil service systems are to some extent mirrored in the educational profiles. As we have seen above, Poland is example of the state where public administration was traditionally dominated by the law issues, was classified in the group of countries called "legal country cluster" and till now have a legalistic type of PA¹⁴. (Reichard, 2017) (Brans M., 2016) Therefore, for many years scientific disciplines of PA were classified in Poland in the category of legal sciences¹⁵. (Mikułowski, 2008)

In spite of the fact that in 2001 the new discipline in field of social science "sciences about public policy" was introduced domination of law within PA has not been changed in XXI century¹⁶. (Regulation, 2011) Still the most common profile of program studies concerning public administration is closely linked to legal sciences. Despite new classification of fields and read of studies it is very unlikely that new reform of higher education in Poland started in 2018 makes substantial difference in the characteristic of PA in Poland.

The new legislation reforming higher education system called **Constitution for Science - Law 2.0** came into force on October 1 2018. The process of its implementation has been spread over 5 years¹⁷. (Act, 2018) (Act, Act of 20 July 2018 Law on Higher Education and Science, 2018). For example all higher educational institutions should have new statutes from October 2019. In the academic year 2019/2020, new doctoral schools will be launched, in 2021 there will be the first evaluation of the system and the conducting doctoral studies on the old principles may be possible till end of 2023. The whole reform should strengthen level of academic excellence of the universities both in terms of research and didactical areas.

¹⁴ Ch. Reichard, Academicexecutive programs in public administration and management: Some variety across Europe, Teaching Public Administration 2017, Vol. 35(1) 126–138, p. 128; M. Brans, L. Coenen, The Europeanization of Public Administration teaching, Policy and Society 35 (2016), p. 333–349.

¹⁵ W. Mikułowski, Between Tradition and Modernity the Past, Present and Future of Public Administration Degree Programmes in Poland in: PUBLIC ADMINISTRATION AND PUBLIC POLICY DEGREE PROGRAMMES IN EUROPE: THE ROAD FROM BOLOGNA, NISPAcee Press 2008, p. 211-242.

¹⁶ Regulation of the Minister of Science and Higher Education of August 8, 2011 on the areas of knowledge, science and art, and scientific and artistic disciplines (Journal of Laws, No. 179)

¹⁷ Act of 3 July 2018, Provisions introducing the Act - Law on higher education and science (Journal of Laws item 1669); Act of 20 July 2018 Law on Higher Education and Science (Journal of Laws, item 1668), called the "new law".

For the needs of the higher education and science system, **a new classification of fields and disciplines** has been developed, adapted to international standards, including the OECD classification and the specificity of Polish science.

New academic career paths, to carry out your promotion professional to the position of Professor University, an academic teacher does not have to hold a postdoctoral degree. At the university professor's position you can hire a person with at least a doctoral degree and significant achievements: didactic or vocational (in the case of teaching staff), scientific or artistic (in the case of research workers), scientific, artistic or didactic (in the case of research and teaching staff).

The doctoral school will be able to be created for at least two scientific disciplines (according to the new classification of disciplines and disciplines), in which the university has at least the B + category (in the transitional period has the right to confer the doctor's degree) as part of the evaluation of the quality of scientific activity. Doctoral education will be enhanced by new universal scholarship system for PhD students, mid-term evaluation of progress in the preparation of a doctoral dissertation (with the participation of external reviewers) conducted on the basis of an individual research plan, the positive outcome of which will be a pass for further education and a condition for obtaining a higher scholarship, introduction of a third reviewer from outside the institution where the doctoral dissertation is being prepared, introduction of a system of openness of doctoral dissertations before Phd defence.

New rules for the creation of a list of scientific journals were introduced, in which the number of points for publications in the best magazines is definitely higher than in the case of low-reputation magazines. A similar solution applies to publishing houses. The purpose of this change is to encourage researchers to conduct important research that has a high contribution to the development of science. It will not be profitable, as so far, to publish many articles of low scientific value.

The reform also focuses on development of practical education like enabling conducting studies with the participation of the employer, in cooperation with the authority granting permission to practice, or at least 6 months of student internships in practical studies and last but not least engaging lecturers with more practical experience.

In line with the reform Polish Minister of Science and Higher Education has adopted a new classification of scientific fields. In the field of social sciences was established a new category of scientific disciplines: **political science and administration** and teaching of public administration is now supposed to be more connected to politics and public policy¹⁸. (Regulation, Regulation of the Minister of Science and Higher Education of September 20, 2018 on the disciplines of science and scientific disciplines and artistic disciplines, 2018)

Table 3 New classifications of different fields of social sciences:

Economy and finance
Socio-economic geography and spatial economy
Security studies
Social communication and media studies
Politics and administration studies
Management and quality studies

¹⁸ Regulation of the Minister of Science and Higher Education of September 20, 2018 on the disciplines of science and scientific disciplines and artistic disciplines.

Legal studies
Sociological studies
Pedagogy
Canon law
Psychology

Source: Regulation of the Minister of Science and Higher Education of September 20, 2018 on the disciplines of science and scientific disciplines and artistic disciplines, Journal of Laws of September 20, 2018, item 1818.

This new classification seems not sufficiently taking into account the specificity of modern Administrative Science, which is based on larger interdisciplinary approach including also its managerial, legal, political and sociological dimensions.

2.5 PA EDUCATION AND ITS SPECIFICS

Presently, exist in Poland three types of officially recognised PA studies: bachelor, master and doctor degree, full time and part time programs, which are delivered by the public and private higher education and research institutions. There is also a constantly growing number of professional post-graduate training programs specialised in this domain. In fact, the programs of this last category are delivered by a big number of existing institutions of higher education and scientific research of different profile. Generally, the programs of this category, which are not delivering officially recognised higher education degrees, don't require any official authorisation and public authorities are not assessing their quality.

We are presenting below the list of full time and part-time (weekend) PA Bachelor, Master and Doctor degrees programs, which are presently delivered by the public and private or nongovernmental institutions of higher education and placed under the authority and/or supervision of the Minister in charge of Higher Education (presently Minister of Science and Higher Education).

Our analyses concern mainly autonomous higher education programs, formally classified as Administration programs. However, we are also taking into consideration other degree programs concerning specific public administration fields, public management and/or public policies issues.

After the fall of communist regime and the liberalisation of the economy, non governmental and private schools of higher education started very quickly to spread all over the country. There were two complementary reasons for this development. The first one was the rapidly growing number of young people with diplomas of secondary schools. The second one was a big demand for better-educated staff with higher education degrees created by rapid development of private sector organisations and governmental institutions and strong development of local self-government institutions. This demand was particularly strong in the fields of business and public administration.

At the beginning, this trend has contributed to a strong development of private schools of higher education. Later on, not only public universities but also other types of public schools of higher education, started to develop a new degree programmes in the most demanded specialities. The majority of these programs were organised on part-time bases (fortnightly weekend sessions) for working students. In that way, we have now in Poland PA many programmes run not only by the traditional Law and Public administration faculties but also by a big number of the public schools and faculties of different other profiles. Certain number of private schools was created especially to deliver PA programs and bear the name of Higher School of Public Administration or have the term "Administration" as part of their denomination. More and more often, even public schools of agriculture, engineers and medicine are conducting PA programs or other public sector management oriented degree programs or subprograms.

In 2018/2019 academic year, official PA master degree programs were delivered by 28 public high education units, mainly public universities' Faculties of Law, or Law and Administration, but also University of Economics in Cracow, Opole and Warsaw University of Technology or even Pedagogical University of Cracow. Among public HEI that conducted bachelor PA degree programs there were also State Higher Vocational Schools. In total, Bachelor degree were delivered by 40 various public institutions of higher education (see attachment 1).

Additionally, according to data collected in POL-on: The Information System of Science and Higher Education there were also 25 non-public higher education units which offer Master Degree in Administration and 64 conducting Bachelor Degree Programs in Administration.

2.6 REQUIREMENTS ON ENTRANCE TO CIVIL SERVICE AND ON IN-SERVICE TRAINING

Civil Service in Poland is regulated by a series of law provisions, including the Constitution and the Civil Service Act. There are also other acts referring to other categories of public employees not included in the civil service corps (like self-government, health, armed forces, education, the judiciary, etc.).

The Civil Service Corps includes only those positions upon which the Prime Minister holds the authority i.e. central administration and voivodeships. Those under other constitutional authorities (Parliament, President, Ombudsman, Constitutional Tribunal, Supreme Chamber of Control, etc.) are not included in the Civil Service Corps. Local governments, including both municipalities (*gmina*) and counties (*powiat*), and regions (*województwo*) are beyond of the scope of the civil service. The number of civil service corps members in 2018 was 117 964, including 7 593 civil servants¹⁹. (Report, 2019)

The legal relationship between the state and the official has its own nature. In the Polish civil service we are differentiating three categories of staff:

- **Civil service employees employed on the basis of employment contract.**
- **Civil servants employed on the basis of nomination (classic bureaucrats with a lifelong tenure).** The nominated civil servants, as a prioritized group, have some additional rights compared to the civil service employees. There are two ways of obtaining this status:
 - taking so called qualification procedure (state exam),
 - graduating from the National School of Public Administration (a governmental school directly subordinated to the Prime Minister).
- **Persons occupying senior positions in the state administration on the basis of appointment.**

On 23 January 2016, an amendment to the Civil Service Act entered into force, which introduced a new manner of filling in senior n civil service positions – by way of appointment. The amendment made it possible to appoint for these positions persons who gained professional experience also outside of the public finance sector.

The Polish Civil Service model differentiates between a civil service employee and a civil servant. Both categories form the civil service corps. A civil service employee is an individual employed under a contract of employment in accordance with the rules set forth in the relevant statutory provisions and the Labour Code. A civil servant is an individual employed by appointment in accordance with the rules set forth in the Civil Service Act.

¹⁹ The Report of the Head of Civil Service on the state of the Civil Service and realization of its tasks in 2018, Chancellery of the Prime Minister, Warsaw 2019, p. 7.

Comparing to Civil Service employees, Civil Servants have higher stability of employment relationship (dismissal reasons/possibilities strictly listed in the law), additional privileges (higher remuneration, longer leave) but also broadened scope of duties and restrictions (no overtime, restrictions relating to public and income-generating activities)

Qualification Procedure in Civil Service

Civil service employees may be nominated as Civil Servants by successfully passing through the Qualification Procedure in Civil Service organized by the Lech Kaczyński National School of Public Administration (KSAP). The following are tested: knowledge, skills, and leadership predispositions. Each year there is a limit of nominations: in 2010 it was 1000 posts, in 2011-2012 – 500 posts, in 2013-2016 200 – posts and since 2017 the pool is increasing (2017– 280 posts, 2018 – 350 posts, and 2019– 420 posts).

In-service training and executive programs within KSAP

Current Civil Service civil servants' training system includes:

- central trainings - planned, organized and supervised by the Head of Civil Service ;
- general trainings - planned, organized and supervised by Directors General of Office;
- trainings under individual professional development programmes of Civil Service Corps members planned, organized and supervised by the Director General of Office in consultation with a Civil Service Corps member employed in a given office;
- specialist trainings – planned, organized and supervised by the Director General of Office, covering issues related to the tasks of the office

The key institution in the training of the civil servants in Poland is Lech Kaczyński National School of Public Administration also known officially by the Polish acronym KSAP (Krajowa Szkoła Administracji Publicznej)²⁰. The mission of KSAP is to train and prepare civil servants and the personnel of higher state offices for public service in the administration of the Republic of Poland. KSAP is the only governmental body, which prepares post-graduate students for senior posts in central administration.

It prepares public service officials that are to be politically neutral and competent, responsible, professional, and with an impeccable ethical reputation. The National School achieves its goals by way of the in-house training of its own students, the continuing education of those working in the administration and the running of language exams. In its operations it is subordinated to the Prime Minister, and is thus separate from the university system of tertiary education. KSAP students undergo two-month length internships in national as well as EU administration.

As for the central trainings it is also KSAP, which conducts trainings planned by the Head of Civil Service. For example, in 2017 the Lech Kaczyński National School of Public Administration acting in accordance with the central training plan for Civil Service, conducted trainings in the following three subject areas: effective communication in public administration, talent management within the office and mediations in administrative proceedings.

KSAP offers also fully-developed programmes of training with more precisely-defined recipient groups: ARGO - Top Public Executive and Management Academy addressed to medium-rank managers.

As far as the whole training system is concerned, there are many other institutions, which provide training for the civil servants in Poland. The majority of training is planned, organized and financed in a decentralized manner and depends mainly on the commitment of Directors General in ministries and central offices. The choice of a training provider should be conducted by a way of public

²⁰ It was by virtue of an Act dated September 14th 2016 that the name of President of the Republic of Poland Lech Kaczyński was conferred upon the National School of Public Administration.

procurement and tender description should include general conditions that should be met by a training-provider. Thus it is mostly the private sector and to less extent universities and think tanks that provide training to the civil service.

The program objective of the ARGO - Top Public Executive is to reinforce key competences among top public-administration managers so as to ensure effective instilling of best practices in the public management. Targeted at senior managers in public administration and run in cooperation with the Barcelona based IESE Business School this Program operates via a Master of Public Administration formula. It entails an 18-day interdisciplinary training program implemented through classes organized in Poland, at KSAP (10 days) and at the partner institution in Barcelona (8 days). Thanks to the Harvard Case Study method participants develop competences of key importance to the management of Poland's public affairs. There were 60 top public managers (director generals, department directors) in the first edition of the ARGO in 2017/2018. The ARGO second edition with the next cohort of 60 participants is carried out in 2019.

Public Management Academy, in turn, is addressed to development of middle managers, those who manage teams or projects with minimum 1 year of experience at managerial level. The program includes workshops on self-management, team management, public management issues as well as leadership development. In total the curriculum prescribes – 22 days of workshops (8 teaching-hours a day) of which:

- group of 120 people in 6 series (cohort of 20 involved in each session)
- mobility - 10 days abroad divided in two parts for 5 days (two different foreign partners for each part)
- development center with individual coaching sessions for participants after pre and post session

2.7 SUMMARY

Based on the above text, the following summary can be made

<p>2.1 Is PA education in your country specific for some reasons? If yes, why?</p>	<p>Firstly, PA education is dominated by law as for many years scientific disciplines of PA were classified in Poland in the category of legal sciences. Secondly, public administration studies are described as administration programs, which mean that they also covers questions related to private sector. Nevertheless, the core subjects come from the field of public administration. Furthermore, most of students are also interested in studying public administration matters.</p>
<p>2.2 Is PA a well-established own (inter-) discipline?</p>	<p>PA in Poland does not constitute well-established own discipline. What's more there is still lack of interdisciplinary approach to study PA at most of the programs.</p>
<p>2.3 Is any formal exam required for entrance to civil service? If yes, what are the requirements?</p>	<p>Formal exam is only required to those officials (civil service employees) who would like to become nominated civil servants. The requirement is to be civil service employee, possess ability of communication in foreign language and successfully passing the exam organized by KSAP. The other way to be become nominated civil servant is to graduate from KSAP.</p>

3 EVALUATION AND ACCREDITATION SYSTEM AND PA STUDY PROGRAMMES

3.1 EXISTING EVALUATION AND ACCREDITATION SYSTEM AND PA STUDY PROGRAMMES

The Polish Accreditation Committee (PAC – in Polish PKA) evaluates quality of education in specific fields of study and at a specific level and profile of studies (programme assessment). Programme evaluation of PA is similar to other programs with regard to external quality assurance of higher education institutions.

The Committee is institution acting independently for the improvement of the quality of education; its activity covers all universities operating in the framework of higher education. PKA is the only authority in Poland that works for the quality of education with statutory tasks and mode of work. Submission to the PKA assessment is obligatory and its negative program evaluation obliges the minister competent for higher education to issue a decision on the withdrawal or suspension of the right to education in a given field of study and the level of education.

The Polish Accreditation Committee was established under the name State Accreditation Commission on January 1, 2002 on the basis of the Act of 20 July 2001 amending the Act on Higher Education, the Act on Higher Vocational Schools and on Certain Other Acts. The current name was obtained by the Commission on the basis of the Act of 18 March 2011 amending the Act on Higher Education, the Act on Academic Degrees and the Scientific Title as well as on Degrees and Title in the Field of Art and on Certain Other Acts²¹.

The Polish Accreditation Committee (PAC – in Polish PKA) is composed of 80 – 90 members appointed by minister responsible for higher education from among candidates nominated by HEIs senates, Conference of Rectors of Academic Schools in Poland, Conference of Rectors of Non-University Higher Education Institutions in Poland, Students' Parliament of the Republic of Poland (president of the Students' Parliament is a member of PKA on the basis of law), national scientific associations and organisations of employers. The Committee is composed of eight sections for the academic areas. Each section is composed of at least 4 persons, including at least 3 having academic degree of doctor habilitowany or academic title and at least one representative of employers' organisations. The Committee cooperates also with external experts. The Presidium is composed of the President, Secretary, President of the Students' Parliament of the Republic of Poland (PSRP), 2 representatives of employers' organisations and 8 Chairs of scientific sections. Its Bureau provides administrative support of the Committee. The minister responsible for science and higher education appoints and dismisses the Chairman of the Commission from the members of the Commission.

In the course of its statutory tasks Polish Accreditation Committee cooperates with external experts. According to the art. 15 clauses 2 of the Statutes of PAC the following persons may be experts:

1. an academic teacher who has recognized achievements in a domain of science or fine arts, considerable teaching experience and experience in accreditation or the assessment of education quality;
2. a person who has extensive knowledge of the legal and organizational framework for the operation of higher education institutions;
3. a student put forward by the competent body of the Students' Parliament of the Republic of Poland;
4. a person put forward by employers or employers' organizations;
5. a domestic or international quality assurance expert.

²¹ The Quality Management System of the Polish Accreditation Commission was established by the PKA Chairman's Order of 24 April 2013 and amended by the Ordinance of December 10, 2015, and the Ordinance of 5 January 2018.

In performing their duties, members of the Committee and its experts shall be guided by the principles of diligence, impartiality and transparency, and shall give their opinions and evaluations in accordance with the evaluation criteria and conditions for the award of evaluations adopted by the Committee.

A list of experts of the Section for Social Sciences in the scope of Social Science and Law - area of law is available on the website²².

The criteria used by PAC to assess study programmes depend on profile of the studies: general academic or practical.

The general academic profile includes study modules related to academic research conducted at the university and is implemented on the assumption that more than half of the study program (defined in ECTS points) includes classes to acquire in-depth knowledge.

The practical profile, on the other hand, includes class modules for the student's acquisition of practical skills and social competences and is implemented on the assumption that more than half of the study program defined in ECTS points includes practical classes shaping these skills and competences, including skills acquired during workshop classes that are taught by people with professional experience acquired outside the university.

The profile of conducted education affects the requirements for the so-called minimum staffing, as well as the student internships (in the case of an academic profile, the study program does not have them). Units that run a practical profile may also organize alternating (dual) education in the form of didactic classes at the university and in the form of internships at the employer, and the studies themselves may be conducted - on the basis of an appropriate contract - with the participation of business entities.

Table 4 Detailed criteria for programme evaluation- General academic profile

1.	Concept of education and its conformity with HEI's mission and strategy	1.1. Concept of education. 1.2 Scientific research in the area(-s) of science/arts related to the field of study 1.3 Learning outcomes
2.	Study programme and possibility for achieving intended learning outcomes	2.1 Programme of study and study programme - selection of course contents and teaching methods 2.2 Effectiveness of achieving intended learning outcomes. 2.3 Student admission, completion of a given stage of a study programme, awarding diplomas, recognition and attestation of learning outcomes.
3.	Effectiveness of internal education quality assurance system.	3.1 Design, approval, monitoring and periodic reviews of study programme. 3.2 Public access to information.
4.	Staff providing the education process	4.1 The number, scientific/artistic achievements and teaching competences of staff. 4.2 Staffing of classes. 4.3 Professional development and in-service training of staff.
5.	Cooperation with representatives of social and economic stakeholders in the education process.	

²² <http://www.pka.edu.pl/en/eksperci-polskiej-komisji-akredytacyjnej/#ze>

6.	Internationalisation of the education process.	
7.	Infrastructure used in the education process.	7.1 Teaching and research infrastructure. 7.2 Library, IT and education resources. 7.3 Development and improvement of infrastructure.
8.	Care and support provided to students in the process of learning and attaining learning outcomes.	8.1 Effectiveness of care and support system and of motivating students to achieve learning outcomes. 8.2 Development and improvement of the system to support and motivate students.

Source: Based on the Statute of the Polish Accreditation Committee

<http://www.pka.edu.pl/wp-content/uploads/2017/08/Statues-of-PKA-2017.pdf>

Table 5 Detailed criteria for programme evaluation- practical profile

1.	Concept of education and its conformity with HEI's mission and strategy	1.1. Concept of education. 1.2 S Development work in the areas of professional/economic activity typical for the field of study. 1.3 Learning outcomes
2.	Study programme and possibility for achieving intended learning outcomes	2.1 Programme of study and study programme - selection of course contents and teaching methods 2.2 Effectiveness of achieving intended learning outcomes. 2.3 Student admission, completion of a given stage of a study programme, awarding diplomas, recognition and attestation of learning outcomes.
3.	Effectiveness of internal education quality assurance system.	3.1 Design, approval, monitoring and periodic reviews of study programme. 3.2 Public access to information.
4.	Staff providing the education process	4.1 The number, scientific/artistic achievements, professional experience gained outside the HEI and teaching competences of staff. 4.2 Staffing of classes. 4.3 Professional development and in-service training of staff.
5.	Cooperation with representatives of social and economic stakeholders in the education process.	
6.	Internationalisation of the education process.	
7.	Infrastructure used in the education process.	7.1 Teaching infrastructure and this used for practical training. 7.2 Library, IT and education resources. 7.3 Development and improvement of infrastructure.
8.	Care and support provided to students in the process of learning and attaining learning outcomes.	8.1 Effectiveness of care and support system and of motivating students to achieve learning outcomes. 8.2 Development and improvement of the system to support and motivate students.

Source: Based on the Statutes of the Polish Accreditation Committee

<http://www.pka.edu.pl/wp-content/uploads/2017/08/Statues-of-PKA-2017.pdf>

3.2 EXTERNAL QUALITY ASSURANCE AND PA STUDY PROGRAMMES

Apart from official governmental accreditation there is also ranking prepared and published by educational monthly "Perspektywy". The Perspektywy HEIs ranking includes 29 indicators grouped into seven criteria: Prestige, Graduates in the labor market, Scientific potential, Scientific effectiveness, Scientific potential, Innovation and Internationalization. It makes it one of the most extensive educational rankings in the world. It is also one of four rankings that have an international quality certificate. His methodology is elaborated by the jury headed by prof. Michał Kleiber, former president of the Polish Academy of Sciences.

It's aim is to present the best institutions and programs to the general public and candidates. The list of TOP 10 administration programs (field of public administration) is presented in the Table 6.

Table 6 TOP 10 PA programs in the Perspektywy Ranking 2018

No.	University name
1.	Jagiellonian University in Krakow Faculty of Law and Administration
2.	Adam Mickiewicz University in Poznań, Faculty of Law and Administration
3.	University of Łódź, Faculty of Law and Administration
4.	University of Wrocław, Faculty of Law and Administration
5.	Cardinal Stefan Wyszyński University in Warsaw, Faculty of Law and Administration
6.	University of Gdańsk, Faculty of Law and Administration
7.	Pedagogical University of Kraków, Faculty of Law
8.	University of Szczecin, Faculty of Law and Administration
9.	John Paul II Catholic University of Lublin, Faculty of Law, Canon Law and Administration
9.	University of Silesia in Katowice, Faculty of Law and Administration

Source: <http://ranking.perspektywy.org/2018/ranking-by-subject/kierunki-spoleczne/administracja>

HEIs may also be evaluated by international evaluation and accreditation organizations. At the moment there is no EAPAA evaluation of any PA program in Poland. The unique internationally evaluated PA program is accreditation done by AACSB at the Kozminski University.

3.3 INTERNAL QUALITY ASSURANCE FRAMEWORK

This is the responsibility of HEIs to establish well-functioning internal evaluation processes. The internal quality assurance framework may take various institutional settings but usually prescribes the acknowledgment of PA program by scientific councils/committees and then on-going evaluation of program executions. For example the Warsaw University started to build its quality assurance system in the 90s. The foundations of the system is based on three basic assumptions:

- clear separation of research activities from the current "policy" of the university;

- the functioning of permanent mechanisms allowing the use of results evaluation studies by university authorities when making decisions;
- anonymity and voluntary research²³ (Jasiński, 2010).

For reasons of quality assurance special unit - the Education Quality Evaluation Laboratory was established. The Laboratory carries out its tasks focusing on two types of evaluation activities:

- researching opinions on the quality and conditions of education at the University of Warsaw among members of the academic community: students, academic teachers, PhD; candidates for studies and graduates;
- analysis of learning conditions and the "Trajectory of studying" at the University of Warsaw, taking into account the dynamics of phenomena based on information resources available at the University of Warsaw concerning education within existing data: documents, rankings; internet of candidate registration (IRK); resources of the University Studies Service System (USOS).

As the effectiveness of internal education quality assurance system is one of the criterion of program evaluation all HEIs are upgrading it's functioning. The milestone in focusing on internal quality system was the amendment of the Law regulating higher education in 18.03.2011, has introduced into Polish system of higher education the concept of the National Framework of Qualifications (farther NFQ) in accordance with the European Qualifications Framework formulated as important tool of implementation of Bologna process recommendations.

Different faculties and departments of Polish education institutions were engaged in the preparation of new presentation of their programs in accordance with the NFQ of their respective field of education. They were supposed to respect also an regulation determining the conditions of providing the studies in concrete domain, profile and level of education (MS&HE Ordinance of 5.10.2011). This presentation was supposed to contain a description of expected effects of education and a program describing the process of this education and ensuring the realisation of these effects. This description was supposed to define the knowledge, know-how and social competences corresponding to general field or fields of education, level and profile (academic or practice oriented) of education. It means that this regulation admits an interdisciplinary approach to the program contains, its profile and objectives. In the case, when the institution is offering the programs in the same domain and level but of two different profiles (academic and professional one), each of these programs has to have a separate description. The last requirement could look purely theoretical because up to now none of existing institution is presently offering two programs of two different profiles. In fact, none of the ongoing programs has not openly declared to be academic or professional but in practice often the fulltime programs for daily students are more academic and part-time weekend courses are more professionally oriented, The regulation precise also that the fulltime daily programs and part-time weekend programs of the same level and profile, have to ensure the same effects of education. This is a very important requirement but its fulfilment will be difficult, see impossible, if the part-time weekend courses will continue to have the same duration.

The internal system of quality assurance for each higher education institution was another important innovation introduced by this regulation. It has to cover all stages of didactical process, should take into consideration all forms of verification of the realization of expected effects of education of each program, as well as the results of assessments by the students and the conclusions of monitoring of professional carriers of the alumni.

²³ M. Jasiński, System Ewaluacji Jakości Kształcenia na Uniwersytecie Warszawskim jako przykład rozwoju kultury ewaluacyjnej na dużej uczelni wyższej w: Ewalucja jakości dydaktyki w szkolnictwie wyższym metody | narzędzia | dobre praktyki, red Wojciech Przybylski, Seweryn Rudnicki, Anna Szwed, Kraków 2010, p. 80.

At present the internal education quality system is built on the basis of Quality plenipotentiary, committees, teams appointed at the faculty level or the entire university. This is not only big universities but also smaller HEIs possessing various internal quality standards tools and methods. At the Silesia University – Faculty of Law and Administration the scope of tasks the Quality Education Committee is as follows: cooperation in creating the Faculty's education policy, initiating or giving opinions on changes in study programs, developing study regulations, developing applications regarding recruitment rules for studies, preparation of learning outcomes for individual fields of study, preparation of draft study plans and curricula, dealing with matters related to the National Qualifications Framework.

At the University of Rzeszów - Faculty of Law and Administration the implementation of objectives and tasks related to ensuring the highest level of education at the Faculty is part of the university structure of the education quality system. The Dean exercises supervision over the functioning of the Internal Quality Assurance System at the Faculty. In addition, the Department has a Quality Assurance Team that sets the direction of the System's development at the faculty and conducts activities aimed at its continuous improvement. Activities aimed at improving the quality of education refer to the entire educational process including, in particular, care for educational programs, research and teaching staff, housing conditions, linking education with the needs of the job market.

The ambition of the Academy of Humanities Aleksandra Gieysztor is to ensure high quality of our students' education. This is evidenced by the appropriate provision included in the Mission and Development Strategy. The Academy implemented an Internal Quality Assurance System for Education which deals with "all stages and aspects of the didactic process, includes all forms of verification of learning outcomes in the fields of study and postgraduate studies achieved by students and students in the field of knowledge, skills and social competences, and assessments made by students and students, as well as conclusions from monitoring the career of graduates of the Academy"²⁴.

There also significant initiatives concerning quality of higher education. The best example is Education Quality Week at the Jagiellonian University.

Education Quality Week (EQW) is a unique event, organized at the Jagiellonian University regularly from 2012. The goal of TJK is to create conditions conducive to raising awareness of the importance of pro-quality activities at the Jagiellonian University, as well as to perceive various factors that influence the assessment of the quality of education in our Alma Mater. The Quality Week of Education is the time of intensified joint action of all university units. Members of the Jagiellonian University's academic community as part of TJK take part in workshops and trainings, competitions, debates and lectures devoted to the quality of education. The Quality of Education Week is a celebration of quality for the Jagiellonian University²⁵.

To sum up at present the quality of education and development internal quality systems seem to be priority for many HEIs.

3.4 ANTICIPATED CHANGES

The new system of evaluation and accreditation will be completed as result of the higher education reform. Evaluation will based ongoing process. On the basis of the results of the evaluation process,

²⁴<https://www.ah.edu.pl/palio/html.run? Instance=wsh-postgres& PageID=1& CatID=780& LangID=1& CheckSum=-944900050>

²⁵ <https://tjk.uj.edu.pl/>

the Science Evaluation Committee (SEC) takes a resolution regarding the proposed subjects for scientific or artistic categories in particular disciplines. After the adoption of the resolution, the chairman of the SEC passes it to the minister. On the basis of such a resolution of the Commission, the Minister grants the evaluated entity for the period of 4 years the scientific category A +, A, B +, B or C, in individual disciplines to be evaluated. Category A + is the category with the highest category, category C - the lowest. Administrative decisions on the award of a scientific category are issued by the Ministry by July 31 of the year following the last year of the period covered by the evaluation. In the case of the first evaluation carried out according to the new rules, it will therefore be July 31, 2021.

Evaluation will be carrying out based on three criteria:

- The first basic criterion for evaluation of the quality of scientific activity is the scientific or artistic level of the conducted activity. As part of this criterion, the publication achievements of the employees of the evaluated entity are taken into account (scientific monographs - including the monograph's editing) and patents granted to the subject for inventions.
- Second criterion will consider the assessment of the financial effects of scientific research and development works is made on the basis of the financial resources allocated to the entity for the implementation of research projects and the amount of financial resources obtained by the entity as a result of commercialization of research results or development works carried out in individual scientific disciplines.
- Finally, the new evaluation model introduces a new criterion for the quality assessment of scientific activities into the system: the impact of scientific activities on the functioning of society and the economy.

3.5 SUMMARY

Based on the above text, the following summary can be made:

<p>3.1 What is the general governance structure with regard to external quality assurance of higher education institutions? Is it the same or is it different for PA programmes?</p>	<p>PA programs are evaluated the same way as other studying programs in the fields of social sciences.</p>
<p>3.2 Which are the main providers of programme accreditation? Is there a national body (regulator etc), e.g. as an agency under control of the Ministry of Education, responsible for the regulation of accreditation? What is the status of relevant institutions (government authorities, semi-autonomous or independent organizations)?</p>	<p>The only national body responsible for programme accreditation is Polish Accreditation Committee (PKA). Members of the Committee are appointed by minister responsible for higher education from among candidates nominated by HEIs senates, Conference of Rectors of Academic Schools in Poland, Conference of Rectors of Non-University Higher Education Institutions in Poland, Students' Parliament of the Republic of Poland (president of the Students' Parliament is a member of PKA on the basis of law), national scientific associations and organisations of employers.</p>
<p>3.3 What are the rules and requirements for accreditation (e.g. are all programmes subject of accreditation or only new programmes? Are only state or public</p>	<p>The Commission prepares programme evaluation in the given academic year based on:</p> <ul style="list-style-type: none"> • all fields of study which pass the program evaluation period granted for 6 years, in

<p>universities to be evaluated? etc)?</p>	<p>order to ensure the periodicity of the evaluation of the quality of education in the field of study;</p> <ul style="list-style-type: none"> • study programs for which the Minister has applied for program evaluation; • faculties with no program evaluation on which at least one full cycle of education and studies have been completed, • fields of study, which were reported by the university • The period of positive program evaluation expires within 2 years
<p>3.4 Who is allowed to do programme accreditation? Only an official government agency, (like e.g. in Austria) or other (ENQA- or EQAR-) recognized institutions?</p>	<p>To allow official national accreditation it is only Polish Accreditation Committee. The Polish Accreditation Committee (PKA) is the only Polish statutory body entrusted with the responsibility of evaluating the quality of higher education. Its opinions and resolutions have legally binding effect. Higher education institution can, however, apply for accreditation of so called "community accreditation agencies". Such accreditation is optional – it takes place upon a motion of higher education institution or consent of its authorities and negative outcome does not have legally binding effect.</p>
<p>3.5 Who are the evaluators (bureaucrats and/or academic peers, are foreign academic peers involved)?</p>	<p>Within the evaluators may be academic teachers, experts in the higher education from national and foreign environments, students or representatives of employers or employers' organizations</p>
<p>3.6 Which methods of accreditation are primarily applied in the respective country?</p>	<p>Quality assessment performed by PKA is obligatory. The quality assessment methods used by PKA consists of following stages: analysis of self-evaluation report and materials prepared by a HEI, panel of experts' visit to the institution, further analysis and decision-making process with involvement of PKA's section for domain of science or art, to which the accredited programme belongs.</p>
<p>3.7 Who takes the decision to accredit a programme? (is it the institution doing the evaluation or a superior government body?)</p>	<p>This is the Polish Accreditation Committee who makes decision to accredit a programme.</p>

4 EXISTING PA STUDY PROGRAMMES

4.1 DATA, METHODS AND LIMITATIONS

The analysis was based on data on fields of study available at Integrated Information System on Higher Education and Science POL-on. Thanks to POL-on the list of all program programmes offered by polish higher education units were identified. Than information on study programs were than analysed. The long list of different types of PA study programs presently existing in Poland is presented in its annexe. It is based on data available as of April 2019.

4.2 EXISTING PA STUDY PROGRAMMES

Polish system of public administration education is presently well developed quantitatively, but is offering often obsolete programs, which are qualitatively very unequal but, generally speaking, rather weak. We can distinguish several different types of higher education programs presently existing in Poland, which could be classified in largely considered field of PA studies.

The big number of public as well as private and nongovernmental institutions of higher education delivers general bachelor and master degree PA programs, officially accredited and classified under this appellation by the MS&HE. In public universities they are generally included into the Departments (Faculties) of Law and Administration. But they exist also autonomously in other higher education institutions. In private schools, most of them constitute a part-time, bachelor degree weekends courses.

In 2018/2019 academic year, official PA master degree programs were delivered by 28 public high education units, mainly public universities' Faculties of Law, or Law and Administration, but also University of Economics in Cracow, Opole and Warsaw University of Technology or even Pedagogical University of Cracow. Among public HEI that conducted bachelor PA degree programs there were also State Higher Vocational Schools. In total, Bachelor degree was delivered by 40 various public institutions of higher education. (See Table 7)

Additionally, according to data collected in POL-on: The Information System of Science and Higher Education there were also 25 non-public higher education units which offer Master Degree in Administration and 64 conducting Bachelor Degree Programs in Administration. There is also PA programme delivered by John Paul II Catholic University of Lublin (KUL). It's very common that field of education is called "Administracja" – Administration but content, majors and specializations are in the scope of public administration. The best example is the description of the program of Catholic University of Lublin²⁶:

"Administration programs provide training on the legal and organizational basis of the functioning of **public administration** in Poland and other European Union countries, modern management methods in **public administration**, administrative and legal aspects of business activity, governing public officers law, organization of environmental protection, **IT in public administration**. This knowledge coupled with professional training allows graduates to seek employment in the institutions of central and local government administration, offices, bureaus and enterprises".

After analysing majors taken by students at all kind of schools, there is a conclusion that students treat public administration as a main major. The result of this choice is that at some universities students graduate in a Law and PA Faculty, in a PA program with a PA major. There are also other

²⁶ <https://www.kul.pl/studies,21689.html>

majors taken by students like: Local Administration, Central Administration, Local Government and Local Development

Table 7 – Existing PA study programmes

Higher Education Institutions	Bachelor SP	Master SP	PhD.	MBA	MPA	TOTAL
Public HEIs						
“Administration”	40	28				68
Private HEIs						
“Administration”	64	25				89
Church HEIs						
Administration	1	1				2
TOTAL						159

Source: Authors.

Moreover, in Polish higher education system exist also specialized degree programs officially classified in other domains and bearing other names, but consecrated in fact to the specific fields of public administration, public management and/or public policies issues. The programs of this kind, are attached to different faculties (departments) like Business Management, Economy, Finance and Banking, Pedagogy, Political Science, Sociology as well can be offered by different technical and professional schools of higher education. They are officially accredited and recognized by the Ministry in charge of Higher Education as the programs classified in other scientific domains and are supposed to respect official standards different to those applied to the general PA programs.

The higher education in Poland contains also a number of postgraduate programs, which can be classified in the domain of public administration and/or public management and/or public policy studies. They do not deliver any graduating diplomas, did not require to fulfil any specific accreditation criteria concerning their contents. But theoretically they are also submitted to the quality evaluation by the Ministry of Science and Higher Education²⁷. They are financed with the participants’ fees, but often are benefitting also of the funds of special externally (mainly EU), co-financed programs or projects. These programs are belonging in fact to the largely conceived field of public administration, and could be accredited by the EAPAA, but paradoxically, could not be recognized and accredited as public administration programs by present Polish accreditation system.

The implementation of Polish NFQ started with the definition by the ministerial regulation of 8 general “fields of knowledge”, each of them containing certain number of “domain of science”, which are including certain number of “scientific disciplines” to which are supposed to correspond concrete programs of higher education (MS&HE Ordinance of 8.08.2011). This classification seems a bit arbitrary, sometimes confusing and in the case of certain disciplines doubtful and obsolete. It is

notably the case of Administrative Science (called in this document “Sciences about administration”), which was classified correctly in the field of knowledge of Social sciences, but in the domain of “Legal sciences” together with two other disciplines: Law and Canon Law (!).

Another ministerial regulation (MS&HE Ordinance of 02.11.2011) has defined expected effects of education for each of these 8 general fields and different levels of education (bachelor and master degrees). This regulation was distinguishing also two profiles of higher education: “general academic” and “practical” and was describing expected effects of education separately for each of them. Fortunately, these regulations were not defining the effects of education for different disciplines classified in each field of education (corresponding apparently to the fields of knowledge, two ordinance has employed here different terms).

Taking into account, at least multidisciplinary, if not interdisciplinary nature of Administrative Science (or Sciences), it is also interesting to look on the place accorded in this classification to other disciplines, which should be taken into consideration in this context. Actually, all of them were included in the common field of Social Sciences. However, curiously one of them, namely Management Sciences, appeared at the same time in two fields, the second one being the field of Human Sciences. Apparently, this classification of fields of sciences was not so rigorously scientific as it supposes to be. Probably, it is the consequence of the fact, that the reality of academic institutions organization and they particular interests don't fit always well to this classification. It was for instance the case of the Department of Management of prestigious Jagiellonian University in Cracow, very active in the field of Public Management, which is attached to the Faculty of Human Sciences.

These regulations were going certainly in the right direction but were not easy to implement. The first step in this process has started with the efforts trying to present the old contains in the new envelope and to maintain present programs without any radical changes. In fact a real modernization of PA programs requires more radical changes.

The quality and autonomy of PA programs depend, in the first place, of the autonomy and development of their roots and hinterland of scientific research. Unfortunately, this was probably the weakest point. The faculties of Law or Law and Administration have sometimes the chairs of Administrative Science or History of Administration but the number of scientific staff specialized in these fields are very small especially with habilitated doctor degrees or full professors. Public management remains practically unknown in this milieu composed almost exclusively of public law specialists.

Very few educational and/or research institutions are conducting research activities, in the field of public administration, based on interdisciplinary or at least not basically legal approach. Most often, this kind of research are conducted in University Management Departments, in rare Public Affairs Institutes or in the schools of economic and commercial studies.

Each PA degree program should have its distinctive institutional framework, based on faculty nucleus composed of academic staff really feeling attached to the program, able, motivated and empowered by the school authorities to conceive, implement, follow and assess the strategy and planning of program constant development. This strategy should aim quality improvement and effectiveness of the learning process and adaptation of the program contain to the needs of employment market. It should contain development of the research activities linked and interacting with the learning process. This research should have more empirical, problem solving, interdisciplinary orientation and should involve the students preparing their working papers and final thesis. These researches should be preferably organized in networking system with other national, foreign or international institutions. It would effectively help to build PA programs autonomy, reinforce their status and position within their own institution and to develop badly needed research centres in the field of public administration and management. In fact, serious development of an important and autonomous research constitutes necessary backbone for every field of educational activity. Without it, the PA degree programs will continue to be treated and considered as useful but marginal partner

in educational and research system and, last but not least, their graduates will never have strong position on the employment market.

Also the exchange of students, visiting professors or common research programs with other scientific centres are not well developed in the field of Public Administration or Public Management, in comparison with other discipline, like for instance Business Management, Law, European Studies or Sociology. Once again the problem lays here mainly in lack of institutional autonomy of this field of studies and specialized research centres.

There is also a number of post-graduate studies which tend to be much more interdisciplinary. Analysis of all such studies was beyond scope of this report. The example of such a program is post-graduate studies in "Administration and Management" organized by Warsaw School of Economics – Annex 2.

4.3 AVAILABILITY OF INFORMATION ON PA STUDY PROGRAMMES

Although the profile of the PA programmes corresponds to standards described in the National Qualification Framework (the Act of November 2, 2011, Ministry of Science and Higher Education, Poland) there is a big discrepancy on the level of information available on PA study programs.

Usually, there are short characteristics on the field of study and specialisation. Giving detailed study programs with all the subjects for BA and MA studies completes rarely this information.

As an example, graduate description PA program very often takes the form as follows:

“A graduate in administration is a person equipped with the necessary knowledge in the field of administration, law, political sciences and economic sciences. Above all, however, it possesses social skills and competences enabling professional functioning in the public space both in national and international conditions. However, these qualifications are so universal that they can also be used in administrative work in small and medium-sized local enterprises as well as in international corporations. The graduate also has the right to continue education at supplementary master's studies at a chosen university. Potential jobs are:

- government administration institutions,
- local government administration institutions,
- other units of the public finance sector,
- European administration institutions,
- international organizations,
- small and medium companies,
- international corporations.”

Due to the necessity of adapting the study programs starting from the academic year 2019/2020 to the requirements set out in the Act on Higher Education and Science along with the regulations introducing it, some graduate's description will be posted after the adjustments.

Following the reform new information about doctoral schools is being prepared and announced at the moment (May 2019)²⁸.

Although study programs are run in the ECTS system (European Credit Transfer System) to ensure comparability and, as a consequence, recognition of diplomas in the European Union detailed

²⁸Doctoral School at the Faculty of Law and Administration of Szczecin University:

<https://wpia.usz.edu.pl/kandydat/szkola-doktorska/>

information about subjects and ECTS points is not always easy available for candidates. Usually student get access to so called 'virtual university' where they can find all relevant information concerning syllabuses, exam requirements and ECTS points.

As exceptional information on confirming learning outcomes (CLU) is available at website of The Lower Silesian Higher School. The School conducts formal process carried out by an authorized institution involving the recognition and verification (consisting of validation and assessment) of knowledge, skills and social competences of a candidate acquired outside the system of study, as part of non-formal and informal education, in particular during professional work, social activities, volunteering and as part of courses, trainings, etc. PEU process leads to the awarding of ECTS points corresponding to selected learning modules, provided that the convergence of recognized and verified learning outcomes with learning outcomes defined in the education program of a given field, level and educational profile. This offer is possible for PA candidates with at least 5 years of professional experience max. number of ECTS points 50%²⁹.

Typical specializations are public administration as comprehensive one and other more oriented on given topics like University of Gdańsk, PA specialisations: administration of justice, territorial self-government and territorial government administration, economic administration, finance and business administration, public safety administration, administration of international organizations and institutions.

There are few PA programs focused on IT in public administration. University of Information Technology and Management offers two specialisations Information technology in administration, Personal data protection. The latter – personal data protection is getting more and more popular as PA specialisation at other HEIs.

Since there is ongoing internationalisation of higher education in Poland the HEIs are also informing about their programs in foreign languages (most of them have English but also, Russian and Ukrainian language versions). Unfortunately this does not apply to PA programmes, as they are mostly dedicated to polish citizens.

Exceptionally, there are some international PA programs addressed to international community and offered in English. The best example is Master program within University of Wrocław – Administration in International Organizations³⁰.

4.4 SUMMARY

Based on the above text, the following summary can be made:

<p>4.1 How many relevant PA study programmes have you identified and what is their structure?</p>	<p>We have identified about 169 PA programs (both Bachelor and Master level) Most of them have law or legalistic bias.</p>
<p>4.2 What information are available on the study programmes on their web pages?</p>	<p>There are short characteristics on the field of study and specialisation. Giving detailed study programs with all the subjects for BA and MA studies completes rarely this information.</p>

²⁹ Confirming learning outcomes is also possible at Higher School of Humanitas in Sosnowiec.

³⁰ <https://international.uni.wroc.pl/en/admission-full-degree-studies/programmes-english/administration-international-organizations-18>

5 CONCLUDING REMARKS, POINTS FOR PRACTITIONERS, CHALLENGES FOR FUTURE

5.1 CONCLUDING REMARKS

The existing descriptions of education framework for different fields, levels and profiles of education knowledge are presently in Poland very general, vague and imprecise. In the vocabularies of different fields of social and human sciences, which concern fundamentally interdisciplinary public administration education, we are often finding different terms but not substantially different contents. The problem is even more acute when we are comparing different level and profiles in the same field of education.

Present situation, where PA programs are continuing to represent dominantly legal approach to public administration studies and are still commonly considered as kind of easier Law studies, cannot be defended eternally. Even if PA programs, which are including some elements of certain other disciplines, may correspond to certain needs of public institutions and to limited capacities of certain category of part-time students, they cannot satisfy important competency needs, with their very limited interdisciplinary approach.

Recently, the Ministry of Science and Higher Education is promoting and progressively implementing new reform of higher education in Poland. However, the real implementation of the NFQ and its philosophy is not easy and will take more time. It didn't rapidly and drastically improved the quality, modernized existing PA programs, brought them automatically more autonomy and the recognition of their nobility and more importance on the employment market.

To achieve these results, existing scientific organisations, like NISPACEE and Polish SEAP, should consequently enlarge their influence involving in their activities the scientific milieus of these disciplines, organising with them common scientific conferences, initiating common interdisciplinary research programs and possibly publication of a common scientific review.

In many countries, consulting activities are also creating a very useful hinterland for public administration studies and research. It is the case of many schools and institutes of public administration in other West and Central European countries where consulting activities are bringing supplementary resources and precious experience useful for educational process. Unfortunately, despite Polish rich experience in the field of public administration reforms; it is not yet the case in Poland.

Presently functioning PA programs in Poland have no clearly formulated mission statement and specific "philosophy" precisising their general assumptions, program and graduates profiles and particular objectives. They rarely have a hinterland of an autonomous, institutionalized scientific research units, which could ennoble them and liberate of the mark of an offspring deriving from the study of Law, just good to satisfy casual needs to complete education of uneducated administrative staff from and/or for public and private sector. Another important aspect, concerning more particularly part-time weekend programs offered by big number of private educational institutions in a number of provincial localities, is the availability of teaching staff. Most of these local higher education institutions cannot recruited them locally and are obliged recruit their professors in the bigger regional centres, where they are employed in different other institutions and localities. Often they even don't know each other, which is very negatively influencing the quality of teaching. They are coming there mainly, if not exclusively, for deliver their courses and are rapidly going back home. In such situation, it is practically very difficult, if not impossible to ensure a coherence of program contents, to avoid possible duplications or omissions and coordinate pedagogical tools and methods.

That is an important point from where comes, profoundly enrooted common opinion considering PA studies being less exigent, with lower standards and producing weaker graduates than traditional

Law or Management studies. However from the other side, the PA programs, which are not institutionally attached or entirely depending for their teaching staff of traditional Law and Administration faculties, have generally an important potential to improve and modernize their curricula and teaching methods and to develop a valuable interdisciplinary research in the field of public administration and public management.

Last but not least, there is a clear trend to develop executive programmes addressed to PA practitioners with clear focus on public sector specific requirements. Tough, KSAP initiatives addressed to executives are the best example of that movement.

5.2 POINTS AND RECOMMENDATIONS FOR PRACTITIONERS

The new, more modern official standards cannot solve all problems of the adequacy of public administration education to the public sector competency needs as far as certain other conditions are not fulfilled.

The first one is the development of PA degree programs faculties giving them a real institutional and scientific autonomy based on interdisciplinary research units. Realization of theoretical, as well as practice oriented research programs, could support effectively modernization of programs' contents and development of new pedagogical tools better adopted to the public sector. It will naturally induce closer relations with employers and will permit to know and understand better their competency needs.

However, proposed new standards and reform can be helpful also in this respect, requiring more focus in the programs on public administration, management and policies issues in general and more particularly as compulsory orientations of students internships, diploma seminars and final research papers.

The second important move to be done is closer cooperation and possibly even institutional involvement of public administration practitioners (and potential employers) not only as partners for students internships placements, but also as teachers participating in the educational program and members of faculty councils co-responsible for program updating, quality assessment and research programs.

5.3 CHALLENGES FOR FUTURE

The meta challenge to adopt larger **perspective and more interdisciplinary structure of PA programmes**. Legalistic approach and a lot of routines and mindsets in the civil service/public administration practices are difficult to change. Consequently, several features of the educational concept of a government remain pretty stable and are resistant against reforms and international developments. A real modernization and recognition of the autonomy and position of public administration education, requires much more than only more modern PA programs of higher education. It needs also an accrued effort to develop its autonomous scientific backbone composed of specialists in the three most important disciplines for this domain, which are the administrative science, public management and public policy. It requires development of doctoral studies and promotion of assistant professors specialized in these disciplines. It means also a significant development of theoretical and applied research in this domain as well as specialized review of national dimension and international recognition.

Furthermore, there is also a lot space to engage foreign experts in the process of evaluation and international accreditation of PA programs in Poland.

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