

## Thoughts before the Magyary Program 2020

### Summary

Our aim with this study is that the readers who are interested in the Hungarian governmental work of 2010-14, and intend to assess it but are not familiar with reading in Hungarian shall get an easily understandable overview from an internal perspective of the development of Hungarian public administration. In order to achieve the above this essay is a summary of the new approaches that – regarding the re-thinking of the Magyary Programme – are reasonable to be considered at the end of the previous government term and necessary before the EU programming period 2014-20. To this end it continues to develop and elaborates the concept of the Good State of the Magyary Programme, in short it scans the results and deficiencies in certain intervention areas of the past four years (organization-task-procedure-staff). Finally it summarizes the major challenges of a new type of Magyary Programme 2020 in 7 points, which the Hungarian state and Hungarian public administration as a part thereof shall respond to – as far as the author is concerned.

### Introduction

From nearly four years' perspective it is obvious that in the spring of 2010 the Hungarian politicum got a real, "historical" opportunity by popular mandate to renew and improve the operation of the state including public administration. In a country which, over the past more than 20 years since the regime change, got into such a vulnerable situation that jeopardized its actual sovereignty, there was the voter's high expectation in the background of the two-third majority of the centre-right political power to govern. The voters' expectation was – of course, roughly summarising the internal ratios and nuances – that the government shall find the solutions for the development of the Hungarian economy and certain sectors so that the Hungarian people's life noticeably improves and so does their self-esteem in relation thereof. Briefly the state shall do its duty and serve the nation rather than the interests of a narrow elite, foreign expectations or abstract doctrines. The economic crisis of 2008 revealed in every field of life that an accurate governmental operation lacking the harmony with social reality is paralyzed dramatically fast and is unable to withstand the distortions of external and internal interests. The citizens and leaders of enterprises tormented by the economic crisis from many points of view could not show generosity in the issue of how much strength lies in the government beyond the measures providing good prospects and a life fit to live in within reasonable time. However, the composure of the members of the government shall serve to see clearly – due to the very spectacular failure of the distribution models of Kádár<sup>1</sup> and Péter Medgyessy<sup>2</sup> – that the

---

<sup>1</sup> János Kádár was a Hungarian communist politician. He was the Interior Minister between 1948 and 1950. During the revolution of 1956 he supported the Soviet. Being the leading personality of the communist regime, the era between 1957 and 1989 was called the Kádár-era.

<sup>2</sup> Péter Medgyessy was a Hungarian politician and the minister of finance in 1986-87. He was the Prime Minister of Hungary between 27<sup>th</sup> - May 2002 and 29<sup>th</sup> September 2004.

state – and its economic operation as a part thereof – shall be rebuilt so that its measures and renewals not only meet the requirements of today, the perspective of some (4) years, but also of the traditions of the Hungarian state development – by reason of firmness –, and – by reason of persistence – the ever faster emerging challenges of the future.

There were three further characteristics of the situation of the spring 2010. On the one hand, there was neither time nor was it possible to gain time; on the other hand, some leeway had to be provided in almost every significant field of public administration and economic policy, because this was the only possibility against time. Thirdly, the sound of the unrivalled experience of the first Orbán administration<sup>3</sup> – and partly the Antall administration<sup>4</sup> – echoed in the ears of the leaders charged with the re-organisation in 2010: no uneasy compromise shall be made because the institutions of the state, the same way as joints, are quickly eroded by sprained operation. It was in connection with the fact that those who remembered the blockade of the taxi drivers, the campaign of the bread for 3.50 forints, the “expertise” nostalgia, and the referendum of dual citizenship knew: proactive communication is needed while a series of governmental measures are being taken, the issue of what is done and why it is done by the government has to be explained to the people at a good pace, honestly, with appropriate media and time-energy efforts – emphasising consultations. With slogan brevity: first is the problem, and then the solution, because if the solution is there right away it will often cause a problem.

Besides the activist state image this is how it was managed to describe – among others – what the problems with public burdens (crisis taxes), indebtedness (deficit), the pension system (unnoticed speculative risk, high costs), and employment (possibility of work instead of the dole as soon as possible) were.

The renewal of the state has extended to almost every field of its operation. It was this overall transformation in both width and depth (from the Fundamental Law to medicine supply) which made the evaluators, who hardly knew the external and real voters’ demand provoke harsh criticism. Nevertheless, it is noteworthy that the Hungarian public opinion – mostly supportively – coped with the difficulties and adapted to the changes caused by the renewal with apprehending patience compared with the neighbouring states or the reception of the reforms following the regime change. It was a great opportunity in public administration that besides the disciplined governmental two-third majority no professionally undemanding compromises had to be made which could merely be interpreted in a power-technique way, but plans could be made and execution could be carried out in a principled way. We can say this without any professional arrogance and with the acceptance of the role of the politicum towards public administration to give order, on

---

<sup>3</sup> It was the fourth administration after the transition, between 1998 and 2002. The prime minister was Viktor Orbán.

<sup>4</sup> It was the first administration after the transition, between 1990 and 1994.

the other hand acknowledging that the best climate for administrative development is when the governance does not jerk by reason of either fright or coalition bargains.

The situation of the domestic policy by 2009 – i.e. the foreseeability of the election results with a high degree of certainty – made it possible for the new government to carry out its necessary tasks with a series of carefully elaborated and fully prepared measures in a unique way compared with the previous election years. It was characteristic that the analysers and evaluators (and, besides others, the opposition as well) could only follow the actions in several fields, besides the rhythmical progress going on since then, with considerable delay. Thanks to this planned powerful opening overture the political leaders of the country could finally divide the four-year term left until the next elections into two parts according to the natural order of things. The easiest way to describe the first part of the governance is the adjectival construction of the “administrative governance” (i.e. structural changes, creating new systems of principles and interests, “we rethink everything!”), whereas the second part is that of the “political governance” (i.e. actually presenting the results of the changes made, closing the conflicts, “we justify everything!”). A significant product of the administrative governance was the Magyary Program (MP)<sup>5</sup>, whose issue of 11.0 (10 June 2011) and 12.0 (31 August 2012) exhaustively takes into consideration the occurrences and plans in the course of the renewal of public administration by creating new concepts, i.e. it is a report and strategy at the same time. Exhaustiveness meant that, according to the intent of the authors, no single administrative event or activity can be left out from the interpretation domain of the MP, in other words the Magyary Programme, with its four intervention areas and e.g. with its definition of the so called overall task, is some kind of Mendeleev table of the rich and colourful administrative universe. It is clearly visible that as other countries have taken over several crisis management measures having been introduced by the Hungarian government since 2010, or dared to make changes simply following the Hungarian example, the Magyary Programme, which significantly founded the efficiency of the governmental work, also attracted foreign interest. The programme, however, was published with this aim, with the intent of certain administrative development know-how, i.e. it is adoptable, possible to be fully or partly applied by other – occasionally foreign – public administrations and administrative operation(s) due to its character of listing the term of claims<sup>6</sup> and its

---

<sup>5</sup> ibid: <http://magyaryprogram.kormany.hu/>

<sup>6</sup>

1. a program and not a plan, i.e. it develops continuously,
2. overall, i.e. it includes every phenomenon and measure,
3. understandable, i.e. learnable especially for the administrative staff,
4. addressing, i.e. it relies on the emotional commitment of those taking part in its execution,
5. is of value content, i.e. it drafts its aims along the values supporting the national development as part of professional rationality,
6. its main aim is specific and detailed: efficient national public administration,
7. it enables to take into consideration the abundance of phenomena and changes: organization-task-procedure-staff,
8. adoptable, i.e. it adopts the changes of temporarily great intensity created by politics or external circumstances as overall task (e.g. proactive communication),
9. it has a task approach, i.e. it has an accountable action plan with the task for the renewal appropriations, responsibility and deadline thereof.

comprehensibility. The spring of 2014 was the time of the parliamentary elections, and two further elections (European Parliamentary and local elections), and thus it can be the start of a new government term on the merits after 2014, including administrative governance and, at the same time, a new seven-year programming period of Hungary as an EU member begins. Based on the above it is time to prepare a broader strategy different from the yearly Magyar Programme, which creates the common surface in the target and concept systems of the Hungarian public administration for the coming years. This renewed programme not only takes into consideration the internal duties but also considers: how Hungarian public administration, which has already been aware of itself, shall prepare in the medium term for the coming years until 2020, where and how it shall prove its aptitude.

This discourse is one of the studies founding the strategy of the “Magyar Programme 2020”, which are being made one after the other throughout the year of 2014. We suppose hereunder that the readers are somewhat familiar with the bases of the Magyar Programme, so those previously described in MP 11.0 and MP 12.0 – due to the expected briefness – have only been detailed if it is especially reasonable, particularly in case a new concept emerges.

---

## **1. The concept of the Good State**

The primary question of the Magyar Programme is one of the most exciting topics of the boundaries of administrative sciences, state theory and political sciences in the years of 2010: what makes a state good and within this public administration?! And if we classify it in a scientific way of high quality, how can it be measured in order to qualify, i.e. how can an index be created that enables a temporal and/or geographical comparison.

Our first statement (1) is that the painstaking search for the good state and good-state-index does have a history, which – as we will see, or rather as far as we are concerned – is partly a wrong turn and partly deficient. Every successful (sub)sectoral index (1.1) can be considered an antecedent which measures the gross national income, inflation or employment. It must be obvious that, although these indexes are based on in-depth researches and complex surveys, their complexity cannot be measured to the assessment and examination of the overall operational indexes of a state. As a matter of fact, they are one of the indexes of a sector in themselves, i.e., as far as we are concerned, they are at least by three graphs, generalising levels lower than the good-state-index. Thus we have to take into consideration that it will be difficult to reach a value which can be expressed merely by a number, as, even in case of stable elements, it shall be subject to considerable discretion what measurement/qualification and weighted index number shall be considered in a summarized, aggregated value. No wonder that most of the institutes proceed by publishing long sequences/qualifications that often risk perspicuity (OECD: Government at a Glance, IMD: World Competitiveness Ranking, WEF: Global Competitiveness Report).

Another determining antecedent is that almost all of the trials of the good-state-index creation consist of developing competitiveness measures (1.2.). It is not surprising since behind certain arts the second most global (signal) system is the international economy. As such it demands its own language, and, according to its own logic, measures the countries and states' activities in a wide – according to its ambition in a full – range. They are good and quality methods in their own way but there are three reasons why they cause a sprain if we are looking for the good-state-index by using them. One of them is (1.2.1.) that it primarily takes into consideration the aspect of the economic operators, and the expectations and demands of the part of public good of the other two, namely the individual and any community (from family to public bodies, churches and with a priority to the nation) do not appear. The other sprain is (1.2.2.) that they describe the “present”. They cannot evaluate either the past, tradition determined by the actual state movement in state development and public spirit, or the future demanding a complicated historical, political and diplomatic analysis as multiple scripts. The third sprain mainly lies in the subject (1.2.3.). The international institutes carrying out these measures are determined by ideology regarding the importance they attach to the free movement of capital, or the acceptance of the protection of internal, national market. This unique modernism, alongside the values dominating the current world economic ideas, is rather impatient with the concept of nation, church or the institution of a closed hierarchical big family. Moreover, there are cases – if the objective description is phase one – where the measure is transferred to not merely a toneless evaluation (second phase), but to the third phase, the conversion and persuasion in a proactive way. We might briefly say that the evaluation, the creation of the good-state-index shall not only be carried out from abroad, a global height, from the enterprises point of view or in the present.

Based on the above the good-state-index being developed merely from the measures of competitiveness may sink quickly in the swamp of complexity with the development of the existing sectoral indexes so that it is not even able to comprehend the real and overall objectives of the state and, according to this, cannot appropriately qualify it in its entirety.

Our second statement refers to another typical method of good-state-indexing. We get the result similar to the above if we evaluate the state not as an entity organising and developing the economy but as one that is a lawmaker and creates legal certainty (2). That is, we examine how good the state is in lawfulness and equity, how fair it is. The basis of the good-state-index creation, however, can be – instead of economic competitiveness – the further development and elaboration of certain international human, civil, liberty rights or anti-corruption, transparency measures. There are good (sub)sectoral indexes and statistics available also in these cases, but considering these reports the global toneless and impatient point of view and choice of value against the local facilities appear here as well. In this case it is not the big community of economic interest but rather of missionaries having the image of making the world better that we see busily leaning over the keyboard in front of the screen. Furthermore, these assessments of the “defenders of basic rights” also focus on the

present, “today” in the analyses, and in this case, characteristically, too much focus is put on the individual extending his/her rights of liberty (the interests of communities may be neglected), which often erodes state operability as the absolute requirement for the existence of the good state. From our point of view seeing the state exclusively as a circumstance necessarily limiting the individual leads to the fact that from a certain point of view these indexes are interesting feedbacks for the operation of the state, but they cannot be considered as a general and single standard.

This is how we get to the point that the measure and indexing of the good-state has to be carried out on a new basis. Our proposal for developing the good-state-index by elaborating and further developing the logic of the Magyary Programme in the course of the 2020 Strategy is as follows:

1. The definition of the concept of “good” cannot be avoided. As for our standpoint the goodness of the states, according to the logic of the state as one of the products of human culture development, is not absolute but relative, it can be closely related to the adjective “compliant”, i.e. whether it is compliant with the expectations of the citizens, communities and enterprises of the state. At the same time, the extension regarding timeline 3 must be indicated: it is about the citizens, communities and enterprises of the past, present and future. Furthermore, how well does it progress as self compliance in the process of community and legal institution evolution of humanity and state development, in other words is it able to transmit and develop itself or does it fail and dissolve vis-a-vis other states. The same is going on in case of the state as in case an institution (university), community (a selected one) or concept (intellectual trend) is humanized, anthropomorphised, thus identifying it with the operation of the individual. It is done in the interest of a better apprehension and the relation of sensibility and sense. The inevitable consequence of this is that the instinct algorithms awaken, the “beastly” issue glimmers even in the depth of the dominance fight – often clarified in animal metaphors of caricatures as well – of the states: who will be bequeathed in time. Finally, the third compliance axis as the only external compliance is: to what extent does the operation of the state serve the conservation and development of mankind and liveable earth. It could not be demonstrated better than through the example of the Chinese economic development with its unique, mainly harmful environmental side-effects. We must see that the latter two compliance axes, standards hardly ever appear in certain indexations.
2. “Goodness” as “compliance” provides that not exclusively absolute values but the values, expectations and compulsions to comply, which affect against local aspects given by the citizens/communities/enterprises of the state, nation, and sometimes the global aspects, also appear (e.g. the role of religion, family). It was exactly the religious communities’ attitude to material goods different from the so called modern western attitude that showed in the first welfare surveys what effects the

circumstances beyond economy have on the “mood”, performance of certain society and even of certain enterprises, which cannot be described by macro- and microeconomic concepts (yet).

3. We consider the “state” as an institution having power, i.e. the strength of influencing and sapping will, since the predicates emerging in the Good State concept, according to the definition of the Magyary Programme, need strength and power: “it creates a balance, enables claim enforcement, and provides protection”.
4. In case of state assessment we apply the conservative way in the triple division of the branches of power. Namely the governance/public administration – judiciary – legislation/politicum. In case of these three branches of power it is important to name each aim and expectation defining the overall operation, from which the particular indicators shall be broken down. Considering the parts of the checks and balances system with organisational structures we have to define briefly what the expectation is in the aspect of their appropriate operation, since some have the expectation for “goodness” similar to judiciary (constitutional court, ombudsmen), while others to public administration (self-regulatory organisations) by their nature, and others, however, enrich the interest-articulation world of the legislation with further dimensions (forums, councils to reconcile interests).
5. Regarding the “limits of the state” it is a serious dilemma in the course of the index creation that those who are asked about their well-being, satisfaction, and in this regard about the good and compliant operation of the state declare how they actually set the limits of state responsibility. What is the state’s responsibility and why is it rewarded with a reason, and what is an improving or ruining circumstance independent of the state? Taking into consideration the four intervention areas<sup>7</sup> of the Magyary Programme it shall be clear, from our standpoint, that the way to determine the limits of the state is the extending interpretation, i.e. if any state or administrative element of the above four is present the evaluation, indexation of the state has necessarily occurred, consequently it is enough if the state organisation, task, procedure or staff can be apprehended in the course of the phenomenon and event which give the subject of evaluation.

---

<sup>7</sup> Organisation – task – procedure – staff

## The compliance and expectation system of the Good State Index

good = compliant						
internal compliance		self compliance		external compliance		
individual – community – enterprise (1.1.)	past – present – future (1.2.)		operability of the state (2.1.)	state developme nt and conservatio n (2.2.)	developme nt and conservatio n of mankind (3.1.)	Liveabilit y of the earth (3.2.)
state = institution of power its parts = branches of power						
1. executive power – governance		2. legislation - politicum		3. judiciary		4. checks and balances
public administrati on	Self- governance (in transferred government al authorities)	lawmaki ng	self- regulation			
efficient and national		representative (democratic - plural) and life-like		lawful and just		1-3. according to the nature of the institution

The results related to the good-state-index, which were taken into consideration in the earlier Magyary Programme publications and the efficiency indexes of competitiveness and the rule of law assessed therein, are still far from the above approach. However, it is essential to bring the above, kind of deductive and the rather inductive proposals which were included in several measurements closer to each other. From this mental back and forth bridge building we can successfully reach an interpretable description evaluating the good state, and after it has been comprised, the good-state-index, which is really acceptable and usable in professional and political public discourse.

### 2. The first years of the Magyary Programme

According to the expectations of the Magyary Programme the work started “for the salvation of the Nation and in the Service of the Public” in each of the four intervention areas at the same time with a good revolutionary zeal in 2010. The frameworks of this essay are not appropriate to exhaustively take into consideration the results, the necessary corrections, the obstructions of progress or shortages. Thus we only review the most important ones. In the first place it is the new Fundamental Law coming into effect on 1<sup>st</sup> January 2012 and the cardinal acts, which provided state administration with a more consistent and modern framework than the previous one regarding both organisational and task systems. Considering the fact that by the time the Fundamental Law took effect the renewal of public administration had been in progress for one and a half years, so while drafting the Fundamental Law exciting and important lawmaking and empiric feedbacks might have been/were given (the legal status of government officials being removed from

the general public official framework, the description of regional administrative system and its restoration with the county/district system according to the Hungarian historical traditions, re-establishing the relationship of local government and state administration regarding the tasks of public administration and institution maintenance).

## 2.1. Organisation

Within the framework of the Magyar Programme, after having created the overall state organisational cadastre in the field of organisations, the legal and economic consolidation of state administrative organs and background institutions have been carried out successfully. This draw made it possible that the number of organisations decreased from 649 to 320 within a year, i.e. to more than half of it. Thus from 2011 the state administration free from parallelisms and legal or economic disturbances, which destroy efficiency, was able to take over the significant role of institution maintenance and law application (primarily of authority) from the local government system. The administrative task-load, which have been moved fast this way, reached its final place in the sectoral organisations maintaining institutions in the first case – after the transitional task performance of the government office -, and in the second round in the government office system by the establishment of the district government office / government window (one-stop-shop). There are still significant constriction and consolidation tasks ahead regarding the sectoral institution maintenance system and sectoral task integration, and the task integration of government offices, which were pushed to the second phase in order to maintain operability with necessary gradualness. At the same time, in case this phase is significantly delayed or fails, the efficiency improvement of the whole restructuring might be jeopardized, thus its sense might be queried if it is considered merely as the concentration of power/scope. The post-assessment shall not be rejected so that after certain scopes have been reinterpreted, moved, dusted they might as well get back to the scope of local government, public body and civilian as some kind of devolution, if the execution close to the scope justifies it.

The 8 ministries, which took over the previous 13 or even more fragmented ministerial model, successfully passed the exam, notwithstanding that the centralization of several sectors in one sector demanded considerable efforts especially from the staff concerned after the forming of the government. The closing of the sectors (e.g. healthcare, education, culture, social, sport) classically competing with each other (primarily for budgetary funding) or the opponent sectors (budget and economy development, agriculture and environmental protection, public administration and justice) in governmental and parliamentary operation made a firmer budget management possible than before, enabled the parallel implementation of great sectoral reforms and finally set the healthy balance of sectoral interests in certain laws. The organisational realignments carried out in the government term show that in certain cases corrections were needed in order to enable a more efficient operation. Such fields are primarily the NFÜ (National Development Agency) and intermediate bodies, the organisations dealing with innovation and the institution system of

foreign economy. Certain realignments within the term can be explained by the governance split in time (administrative and political) as elaborated above, including the government control and communication being transferred from the Ministry of Public Administration and Justice to the Prime Minister's Office, and later the development policy being transferred from the Ministry of National Development to the Prime Minister's Office.

It has greater and greater significance that the government officials' magistrate shall have the best possible equipment for the efficient task performance, including working conditions from the placement in an office to IT tools, whether it is a computer, electronic signature or other entitlement. This was enshrined in the Erekly Plan, which was created as part of the Magyary Programme. In this field the schedule of the call for funds is slower than expected, and at several points not even the reasonable level was reached due to the – often exaggerated – moderation expected from public administration (namely that according to the citizens' judgment other sectors are more preferred). It is a significant development of the past four years that according to the new task allocation between the state and local governments, the 19 counties of Hungary primarily dealing with local development policy will be able to cooperate with the gradually developing European Territorial Associations (EGTC/ETT), which actually establish their institutions as cross-border counties.

## 2.2. Task

Within the framework of the Magyary Programme finally the overall Hungarian state task cadastre was prepared, which was the basis for one of the most significant deregulation work of the past 25 years. However, it is important to see that the next phase of the deregulation that can actually be noticed by the administrative customer is still ahead. This is the time when the legal and enforcement regulations at decree level can be shredded further by the politically evaluated task cadastre and the necessary legislative innovations serving simplification. It gives the basis of the work that in one of the main fields of induction regarding legislation a cut never experienced before was successfully made in the world of governmental strategies and bodies, and the order did not relax even in the second half of the term. After four years of experience we can say that the organisation and task compliance has accurately been carried out in public administration, but regarding the procedure simplifications and the staff performance appraisal connected to them it was only the strategic documents that have been drafted, the new systems have not been implemented in the practice of daily process. Lacking this neither the majority of the customers nor the staff can feel what it is like when, according to the expectation of the Magyary Programme, the machinery of the state operates by concentrating on the task-responsible-deadline triad free from slag (without down-time, in a professional way and in a way to reach the objective – c.f. procedural guarantee). The excuse for this deficiency of the implementation of the Magyary Programme is that Hungarian public administration had to handle extraordinary realignment of authority mainly in the field of tasks in order to implement the Fundamental Law and the cardinal acts (new local government and state

administrative task allocation, new public bodies and organs specified constitutionally). Without providing the one-time resource necessary for the restructuring and besides handling the staff redundancy exceeding 15% to keep the deficit limit as well as economic blocks Hungarian public administration has succeeded in implementing almost the whole reorganisation. The next term will obviously deal with the fine tuning and minor corrections.

The institution of the so called “overall task” has lived up to its expectations. In cases of task groups created alongside the actual, in certain cases domestic or international – but mostly temporarily existing – key demands the tousele of administration has not occurred, but public administration as an organisation adapted, reacted to it in its procedure and with the transfer of staff. This was how it acted when it was about overcoming our weakness in e-government, or when proactive communication was necessary due to the attacks on the Fundamental Law, cardinal acts and patriot economic policy, most sharply from January 2011. Alongside the concept of “overall task”, within the framework of the necessary legislation, the essential progress was successfully achieved without the distortion or formalism in the three further intervention areas defined in the Magyary Programme: simplification/reduction of administrative burdens, accountability/curb corruption, and providing equal opportunities.

### 2.3. Procedure

The deficiencies regarding the procedures have already been mentioned above. Although the administrative procedures have become simpler and the time of the procedures shorter, in accordance with the Hungarian traditions of public law the political and administrative adjustments have been made both at government and county and district levels. However, massive improvement will only be achieved by the actual application of IT developments being implemented in the next term (electronic signature, governmental cloud computing, fully standardised service environment, e.g. records management), and by the circumstance that the elimination of parallelism and rivalry created and borne due to power technique considerations will be possible at the beginning of the term. For the future the lesson must be drawn that regarding (the NFÜ [National Development Agency] and the system of public procurements) the governmental resource allocation (especially the EU funds) the performance of the state improved slower than expected, which not only cooled down the economic growth but was also a chief obstacle to the renewal of state(administration). Unfortunately this is the case even if the improvement can be demonstrated in comparison with that of the previous governments.

### 2.4. Staff

The fourth axis of the Magyary Programme is the staff. It was crucial in the area of staff development that even at the beginning of the term – supported by a Constitutional Court decision – the civil public service was successfully lifted from the interpretation environment of employment nature, similarly to the defence and law enforcement service. Not only did it

give a higher rank to those concerned but also gave the lawmaker sufficient leeway to define public service and within this the career path of the government officials<sup>8</sup> on new bases with high principle, and build the institution system of staff management efficiently.

It is crucial that, together with the organisational consolidation, the standardisation of staff positions and remunerations have also been carried out; there has been a significant change for a fresher staff and in their quality (the system of the Hungarian Public Administration Internship, ReGeneration). The professional ethic norms have been prepared, by the end of the term the training, further training and examination system had been renewed, and the system of residence allowance for the government officials' magistrate had been prepared. The delay is significant but reasonable, since the introduction of a scope based appraisal system elaborated in details is expedient with a new career and remuneration system belonging to it. Regarding the career path the civil staff is slightly lagging behind the defence and law enforcement staff; at the same time it is obvious that in case of the latter there has been a major pressure on the government to compensate for the elimination of early retirement.

The fact that the institutions of staff management were established in time and they operate in a balanced way, and especially the three public professional branches being harmonised by the National University of Public Service in BA studies as well as the human resources centre of the Office of Public Administration and Justice, and that the Hungarian Government Officials' Magistrate and the Hungarian Law Enforcement Magistrate have been set up are the guarantee that at the beginning of the next term the necessary career and staff management developments and their implementations can be carried out in accordance with the economic capacity of the country.

### **3. Magyary Programme until 2020**

It is important that, after forming the new government in 2014, or at least early 2015, the annual issue of the Magyary Programme (14.0) similar to the issues of 11.0 and 12.0 regarding their concrete nature is prepared which takes into consideration the deficiencies and gives the method of correction and duties at close range. It is also necessary because the planning ideas of the programming period 2014-2020 and the demands of the earthly reality shall coincide more accurately compared with the previous period. Besides this some valuable work has to be done, which considers in the perspective until and beyond 2020, alongside the challenges and possibilities, where and how the Hungarian state and Hungarian public administration as a part thereof have to prove that it is really good. In

---

<sup>8</sup> The career path elements of the government officials' magistrate according to the Magyary Programme:

1. professional ethic norms
2. scope based system
3. recruitment,
4. appraisal
5. career and remuneration,
6. training, further training and examination system
7. state care

other words, it is efficient and national, and able to act for the salvation of the Nation and in the service of the Public. The processing and sorting of organisation/task/procedure/staff have started to enable the state to give the necessary answers to the visible or perhaps just susceptible developments; where and how we can give answers that astonish even the judgment of history so that in the long run Hungary and the Hungarian nation progresses thereby. At the same time we shall bear in mind (by giving up our own interests only to the necessary extent) that we are members of different international communities. It is crucial that this “Magyary 2020” shows the importance of the state and its abilities in certain cases with such acuity as the frosty crystal clear awareness (even among the civilians) in the time of war how much a powerful army is worth and what it is good for.

Let’s take into consideration what Hungarian public administration has to cope with, besides the everyday tasks and responsibilities that are determined by the Fundamental Law ranging to the orders of minister as basic operation.

1. Accelerating external and internal operation and, accordingly, a dramatically decreasing reaction time are necessary, consequently the organisational order has to be cut and standardised further, the “administrative mechatronics” providing administrative automatisation has to be established with sufficient e-government support, which relieves the burden of administration to an extent that enough resources and proper attention are given to the priority and special cases.
2. Handling the increasing influences regarding state sovereignty and the efficient operation of public administration (cf. lawfulness), i.e. the relationships of domestic legislation and law application, domestic and international judicial forums and international legislation, and their adversarial interaction have to be assessed continuously and with standardised, preventive aspect. The system of administrative arbitration is worth examining after some years of adjudication experience, and also proactive and preventive solutions have to be found for the efforts unreasonably limiting state and national sovereignty.
3. The changing world economic competition which is becoming more and more intense, and in this regard Hungarian public administration is the maid of the Hungarian economy, consequently public administration has to be a competitive advantage for the economic life and Hungarian economic policy in each of its sector by continuously analysing the solutions of the competitors and allies more thoroughly than previously.
4. The IT protection of the citizens of the state (communities and enterprises operating in its territory), i.e. besides the military and financial/economic capacities the global IT world and its dominant actors (Google, facebook, etc.) have become a power factor by now. Thus the matter is how the state can protect its citizens, their personality (profile) existing in and retroacting from the virtual world so that at the same time it does not over-exercise its power, does not restrain or take away popular, useful (indispensible) opportunities or applications. By now it is a priority

but not an easy basic task of the state. It shall be obvious that in this new IT system much more and different tools are needed than merely data protection, and the traditional security system of privacy or consumer protection. Finally we have to be prepared that the techniques are being developed fast in order to establish the institutions, and find economic, legal and informatics solutions similarly to the era prior to the civil state, so that the citizen is withdrawn – even unwillingly – from the sovereign jurisdiction of the state. Accordingly, the state has to act with due caution and preventively primarily to protect the long-term interests of its citizens.

5. Providing natural and energy sources, i.e. in the aspect of the development of public administration the demand for natural and energy sources will become greater in the foreseeable future. Should they be available and protected in Hungary, or being transferred from abroad the competition and fight for them will be stronger and fiercer both by financial, political and administrative means.
6. Interpreting and handling the informal (not state) centres of power at global and regional level, the state, however, is not expected to die suddenly even in the 21<sup>st</sup> century, the out of touch public administration (often extreme formalism, disproportionate legal protection), which is globally experienced – due to the complacency as a result of peace and welfare –, give birth to more and more important and influential systems of power; making them visible, understandable as well as their handling are as important as evaluating the statistics and formal state operation of other countries, the latter of which were satisfactory in Magyary's era. It is a part of this that Hungarian public administration shall have an active (not at all offensive) but not passive role in every system of international membership.
7. A more proactive service of the perpetuance of the Hungarian nation, i.e. Hungarian public administration has to proceed with understanding care and absolute commitment so that the nation finds a really thriving and improving path – although it is often the decrease of the decaying processes that can only be seen – in its numerosity, culture, health and assets, independent of the current state borders. It is also part of this approach that we pay attention to the deprived, and creating opportunities shall be a part of everyday operation, i.e. not only shall we raise the nation but also keep it together.

According to the research plan the above 7 challenges have to be met by public administration within the Magyary Programme 2020 so that it does not have to be a state document in each of its element or approach, but there is a chance for diversity of genre and authors.

#### **4. Closing remarks**

The progress of the Magyary Programme, its successes and failures, due to the nature of the programme, got less exposure than for instance the events of fight for the country's economic independence. Despite this we have to see that in the past four years the Magyary

Programme was one of the strategies which remained the main stream of the development activity regarding the sector of the government during the whole term, and provided meaningful results even in one term. Consequently, as far as I am concerned the Magyary Programme is worth being continued as the interpretation framework of Hungarian public administration development, and all those who made efforts for the success of the Magyary Programme despite the often limited resources in the past four years were on the right side.

Budapest, February 2015.

András Levente Gál

Hungarian Administrative-Organisational Development Research Institute (HUNADI)

President of the Board of Trustees

## 5. References:

1. OECD Economic Surveys: Hungary 2014 OECD – 27 January 2014.
2. Public Management and Governance, Second Edition, Tony Bovaird, Elke Löffler, Taylor & Francis, 2009.
3. SGI (2014) Codebook. Sustainable Governance Indicators. Bertelsmann Stiftung
4. Studies of the Good State. Edited by Tamás Kaiser –Norbert Kiss, The Good State Research Institute, National University of Public Service, Budapest 2014.
5. Zoltan Magyary: Public Administration Development Programme (MP 12.0) For the Salvation of the Nation and in the Service of the Public – 31 August 2012.