Pilot projects
in Public Administration Management

Summary of a Research
Vol. II.

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in Public Administration Management

Summary of a Research
at Pázmány Péter Catholic University
Faculty of Law and Political Sciences

Volume II.

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CONTENT

I. PREFACE TO VOLUME II.

On the examined models and the Conclusions

The Ereky Research Group (PPCU, Budapest) studied the pilot-technologies of foreign governments and international organizations, using comparable criteria, thus exploring the limits, method and standards of pilots in the field of administration. We structured this volume, integrating foreign and Hungarian literature and practice, to serve as a textbook and a manual at the same time, providing answers to the most detailed and sensitive questions. As a result, we are proud to say, that we have scrutinized the subject matter from all aspects.

The first volume contained the synthesizing papers and an overview on the research project. This volume is more empiric: all the in-depth analysed surveys can be found hereafter. Moreover, in Chapter IV and V of this Volume we gathered the findings of the two-year-long research project, such is the notion and applicability of pilots in Public Administration.

Each researcher selected either a foreign or a Hungarian pilot, and analysed it using the same method. Each study seeks the answer to the following questions:

First phase of the pilot: Scheduling
   – Who is the principal? (e.g. government, local authority, civil society, academia etc.)
   – Who is the developer? (e.g. administration, company, academia etc.)
   – What is the principal's goal with the pilot?
   – Which are the phases of development? (e.g. budget, schedule, personnel)
   – Will legislation be necessary for accomplishing the goals set?
   – What were the guarantees integrated in the pilot? (e.g. withdrawal, financial, accounting, etc.)

Second phase of the pilot: Accomplishment
  – Who is the executor of the pilot? What is their relationship with the
    principal?
  – What is their work method? (e.g. structural, organizational,
    personnel, project assignment)
  – What are the phases of accomplishment? How are the results
    evaluated?
  – What are the monitoring tools used?

Third phase of the pilot: Evaluation / Monitoring
  – What were the aspects for evaluating the results of the pilots?
  – How were the conclusions made?
  – Were the conclusions published?
  – How were the results used in practice?

Therefore, the research was rather empirical; we basically relied on
the literature published on previously run and completed pilot studies.
We intentionally selected representative pilots: both foreign and
Hungarian, launched by the government or civil society. However, we
did not restrict or focus to successful pilots. We will see that despite
their unsuccessful termination, we still can think of these pilots as
useful projects, at least in the sense that they revealed the difficulties
involved in managing a pilot project.
  The answers we found at the end of the research are unique in the
literature for the time being, as no such cohesive research available on
usage of Pilot projects in Public Administration Management.

II. PILOT SURVEYS FROM ABROAD

Policing Pilots in Finland and Hungary

László Christián

1. Principles

Finland is known to be the standard country in policy matters. Although Finland has one of the smallest police force in the EU, it produces an impressive crime statistics, and more over, a satisfied and safe society is the outcome. The greatest challenge of all is to be effective and economical at the same time.

Finland has the best statistics in the EU with its 681 citizen per police officer (out of 5,3 million), which in accordance with the same representation has the first place in the EU member states. Studies of 2000 and 2005 showed that fear of crime decreased among citizens as police representation increased on the streets and in media campaigns. Fighting crime is not a political issue in Finland, which provides wide boundries for professional police work.

2. Virtual community policing pilot, Itäkeskus (Helsinki)

The standard issue in the Finnish police force is to cope with crime locally and globally at the same time. The new leadership and systematization opened new sources of information and started the virtual community policing pilot. Communication between the communities and police officials brought admiration for the police in members of the society. Through internet based "channels" civilians were able to bring appreciated information for the law enforcement organizations and thus cooperate in preventing crime.

Itäkeskus, the area of the Eastern Police Precint, is the most multicultural area in Helsinki. The pilot took place in 2007-2008 and

in many respects, community policing reform was seen as the best possible police response to the problems of the area.

The pilot project had three main objectives:

1) organizational development and integration of community policing in daily police work;
2) networking with strategic partners, such as residents' groups, churches and other authorities;
3) citizen engagement, such as contacts, visibility, foot patrolling, involving people in safety planning processes, youth work, school visits, events.

The other significant Helsinki Police Department (HPD) community policing initiative was launched in 2008 by three enthusiastic young officers who started to work on what they called "virtual community policing." The philosophy of virtual community policing in the HPD is mainly proactive: listening to young peoples worries while chatting with them, helping and guiding in various security-related issues and last but not least, get real-time information.

After the pilot finished the HPD was reformed in mind of the pilots conclusions, thus the eastern, western and northern police precinct were united. Teams of police officers, social workers and a psychiatric nurse were meant mainly for long-term solutions and problem solving, such as

– domestic violence;
– drug- and alcohol related problems;
– vulnerable families.

The virtual community policing team is more integrated in the work of the Preventive Policing Unit. The Police Academy of Finland accepted the outcome beforehand the pilot had terminated and introduced seminars based on the conclusions.

Hence the improvements of community policing innovations in Finland, the police have moved more toward a "sevice-style policing". Service-oriented police departments tend to have high regard for the opinion and the needs of community and administrators.

3. Launching of the hungarian pilot

The hungarian law enforcement faced new challenges in the pats two decades. After the downfall of communism crime statistics skyrocketed,

meanwhile admiration of police work and the impression of safety evaporated. Statistics and polls suggested that the reactive policing modell was not able to cope with the constantly increasing crime rate. Previous methods, proved effective in the past made no difference any more. There stood the example of the US' and other western states' community policing modell, which operated on the same budget, but with refocused and local assignments. Development of the hungarian pilot is in process at this time. Evaluation of the conclusions is scheduled after the pilot is terminated, approximately after 2015. However some assumptions should be appropriate at this point ahead.

Both pilots are structured and developed on the basis of community policing. Prevention and particularly targeting the source of crime is much more effective when between police and society a fruitful communication exist. This interaction is the most operational when official and community "channels" are on the same frequency.

The Canadian Immigration Integration Project

Lilla Berkes

The Canadian Immigration Integration Project (CIIP) was an $8.34M five-year pilot (2005-2010) funded by the Foreign Credential Recognition Program of Human Resources and Skills Development Canada and managed by the Association of Canadian Community Colleges. The project aimed to test a model of overseas intervention which was designed to help skilled immigrants start their new working life in Canada more quickly and effectively than before.

A lot of reports indicated that skilled immigrants were deciding against settling in Canada or were returning to their country of origin after failing to integrate successfully. Canada is a country of immigrants with a steadily developing economy which demand of skilled labour cannot be satisfied only by internal labour. On the field of brain drain Canada has United States, United Kingdom, Australia and New Zealand as main competitors. The failure of integration was great loss to the Canadian economy.

For the Government of Canada, it was socially and economically strategic to support the initiative for numerous reasons: to meet labour market shortages, generate income tax, reduce reliance on social support systems, increase diversity and strategically revitalize all areas and regions of the country.

The program was based in China, India and the Philippines where CIIP staff met with skilled newcomers while they were still in their country of origin completing the immigration process. Presentations, individual counselling and facilitated links with Canadian organizations were provided for them to get the key information sources.

On the first day of the program labour market information sessions were conducted over a six to seven hour period with approximately 20 clients at a time. The sessions introduced the CIIP, provided an overview of Canadian national economy and trends as well as provinces and sectors, a review of integration challenges and options for mitigating risks, job search techniques and tools, resume development

and interview preparation. At the end of the session clients had an opportunity to reflect on what they had learned.

At the following day they had personalized 60 to 90 minute counselling session to develop a customized "My Action Plan". The session began with a review of how the client's intended job was described in Canada using the National Occupational Classification. This allowed clients to identify language and skill requirements that may necessitate upgrading. These activities led to the development of labour market goals. The personalized action plan was then used to record required actions in the areas of credential assessment and licensing, language assessment and upgrading, skills testing and enhancement, settlement-related activities and job-search.

The CIIP had a central office in Ottawa and three regional offices (China, India, Philippines). The Ottawa Team originally consisted of a Project Director, two Senior Project Officers, and two Administrative Coordinators. A Client Tracking Officer was added in 2008 following the project's extension. A CIIP Manager was added in 2009 when the Project Director was promoted to Vice President of the Canadian Partnerships Division at ACCC. The overseas teams comprised a Canadian Field Manager as well as locally-engaged staff, including three Client Counsellors and one Client Services Assistant per office. In 2009, the position of Deputy Field Manager was created. All field offices augmented their staff by employing part-time consultants and Surge Capacity Consultants from Canada.

In four years of the program, more than 9,000 newcomers graduated from CIIP. According to the evaluation the participation in CIIP had led to faster acquisition of appropriate employment. The graduates had a more realistic understanding of the opportunities and challenges in Canada, made better informed choices about their integration process and were better equipped to gain meaningful employment through undertaking preparatory steps with respect to the assessments, foreign credential recognition, language skills, employability training, and focused job-search.

The pilot had exceeded expectations not only in terms of client volumes, participant feedback and graduate outcomes, but also through strengthening the immigrant integration infrastructure in Canada.

After the ending of the pilot the federal government decided to expand the pilot into a program that would provide CIIP services to Federal Skilled Workers and Provincial Nominees in around 25 countries.

Telework Pilot Projects in Spain

Vajk Farkas

The aim of this paper is to show in the practice how a pilot project can help in the implementation of a reform or a new method. In order to this goal subsequently recent experiences of the Spanish public administration in the implementation of teleworking pilot projects are presented and analysed.

The application of telework in recent years has increased not only in the private sector, but also within the public administration. This phenomenon is justified by efficiency reasons on the one hand, and on the other hand, telework can contribute to make easier for the employees to reconcile their private life with the work obligations. This challenge is highly important in Spain where according to the statistics the workers spend more times in the office than in other European countries, however their productivity is not higher. In the last decades the social changes in the Spanish society had resulted in a both parents work family model. Spain has a different work time schedule from the other European countries because the work begins at nine and there is a long lunch rest during the day so the Spanish workers hadn't left their job at five o'clock in the afternoon like in the other European countries. This makes that parents have few time for their children and this is the on of the reasons why Spain has one of the lowest childbirth rate.

For this reason the Spanish government in 2005 adopted a program called Plan Concilia, which had the primary purpose to help for the public servants to harmonize their public duties and their family life. The Government was convinced in that the conciliation of work and private life even makes the public servant more efficient and enthusiastic, and which even strengthen through their work the quality of the public service. One of the program measures was the establishment of the possibility of teleworking in the level of the central public administration in order to support the conciliation between work and family. As the public administration is used to perform the daily work in the office, the telework means a great change in the working method. Thus made

that the Spanish government had decided to implement a pilot study on teleworking in the central public administration. A pilot study can show the feasibility of a new project and also its obstacles. After the implementation of a successful pilot study the government decided to introduce the teleworking system for many civil servants. The results of the pilot study which was published on the Spanish Ministry for Public Administration's website served as a model for several autonomous communities to follow this example and to implement pilot studies in order to introduce the teleworking possibility in their respective administrations. This paper try to describe the implementation of the pilot study on telework in the central public administration and in one autonomous community, in this case La Rioja. Before starting the presentations of the mentioned pilot studies the structure of the Spanish state and public administration have to be dealt with in order to understand better this topic.

Spain has an extremely fragmented public administration because of its territorial division. Spain has a very particular territorial structure called country of autonomies which is very similar to a federal system. Spain has 17 autonomous communities with very wide range of self-government. Each community owns a legislature body elected by the people of the respective community, and an executive branch elected by the parliament of the community. The basic chart of the autonomous communities is their statute which is adopted by both the community's and the central parliament. The statute contains the basic institutional and symbolical rules with the competencies of an autonomous community. As the part of the community's self-government it can organize freely its public administration which in the most cases is very similar to the central ministerial administrative system. However, the central parliament has the role to establish the basic public servants employment rules, the autonomous communities has the capacity to establish a very different system from the central public servants employment system. This is the main reason why the autonomous communities implemented the pilot studies for their own public administration separately from the central government.

The Concilia program of the Spanish Government mentioned the telework as proper tool for the conciliation of the work and familiar duties. Thus the government decided to introduce the possibility of teleworking in the central administration. In order to the generalization of the telework a pilot project was implemented in the framework of

the Spanish Ministry of Public Administration between the second half of in 2005 and the first half of 2006. The Ministry appointed an independent council of three experts to design, plan and implement the project. The council of experts made it possible to implement the project without the influence of the different sectorial interests of the ministry and it resulted in a credible and objective result. The project did not has any special budget and just the telecommunication tools caused some additional costs. Regarding to the IT tools, the ministry provided a laptop and internet connection for those who had not have it, and an internet platform was developed for the project. The platform made it possible to the participants to reach any of the ministries database through a secure connection and it also had some tools (e.g. chat) which made easier to keep in touch with the colleagues. In the project some 70 ministerial officials were selected to represent the wast majority of functions and hierarchy scales of the ministry. Not only the admitted officials were involved to the pilot project but their supervisors for the respective areas. They had a key role both in the preparation, and implementation of the project and in the evaluation of the project. For this reason the council of experts emphasized their preparation for the project. Both the officials and the supervisors received a training on the pilot project's goals, the advantages of the telework, the use of IT tools and the method of the evaluation.

The council of experts decided to make the pilot experience for three months. According to their opinion this period of time was enough to have a proper experience to make conclusions, and was not too long so the participants will return easily for their daily routine. The period of the effective teleworking begun in October of 2005 and finished in January 2006. The participants made their respective three months long teleworking experience in different time during this period. There was a debate on the rate of the telework within the weekly work duties. Finally the group of experts decided that the participants have to fulfil the 20% of their work duties through teleworking. This amount could be concentrated for one day in the week, but also could be divided through the week, according to the agreement between the participants and his supervisor. The rest of the work the participants realized in the office.

The teleworking period passed without any serious problem and with the general content of the participants and supervisors. During the experience period nobody wanted to leave the program and 77% of the participants said they were satisfied with the teleworking experience

and it helped them to conciliate their family and work experiences. The evaluation was based on the participants and their supervisors comments. They had to fulfil questionnaires after their teleworking experiences and the experts had personal and group interviews where the participants and supervisors could expose their comments and experience on the program. According to the reports during the pilot experience had emerged three mayor problematic questions. The first most serious problem was the complicity of the internet platform designed for the pilot project. According to the participants comments the platform was too complicated to use thus it was replaced by other communication methods like e-mail or phone. The platform had tools which were even not used during the program like the chat. The other problematic question arose by side of the supervisors. They said their preparation for the pilot project was not sufficient and the project meant extra duties for them in order to coordinate the work of participants in the project and the rest of the workers and to ensure the well functioning of their respective areas. And the third problematic question was the collegues opinion on those who made part of the teleworking pilot project. One participant commented that he would not continue teleworking because of their colleagues' judgments. Other participants also exposed that their colleagues had comments that telework is not doing job but being in holiday. The group of experts made recommendations on how to deal with these mentioned problematic issues. Regarding to the quantity of the work made by telework in comparison with the work made in office, in the case of the 58% of the participants it has not changed and in the case of the 31% of the participants it is even increased. They also experienced the same rate in relation to the quality of the work which for 77% has not changed but for 19% of the participants the quality of the work made by telework is even improved.

The group of experts which was responsible for the design and implementation of the pilot project gave a very positive general evaluation of the project based on the participants and supervisors project. Their conclusion was that using the telework method is a proper way to conciliate the work and family duties. Furthermore the telework is not just able to ensure a same level but in some cases it is even able to increase the efficiency and the quality of the work in comparison with the office work. As a result of the pilot project the Spanish Government decided to generalize the possibility of the telework in the central public

administration. And additionally the experiences of the pilot project were summarized in a handbook on how to design and implement telework pilot project in the public administration. The handbook was published in the Spanish Ministry of Public Administration's website and served as a support for some autonomous communities' governments to implement a similar pilot project in their respective public administration.

The government of the autonomous community of La Rioja made implemented a very similar pilot project on teleworking in its public administration. La Rioja is the smallest autonomous community of Spain with its 300 thousands habitants. In the public Administration of La Rioja some 2800 officials are working. The pilot project was implemented between the second half of 2008 and the first half of 2009. In the implementation of the pilot project the experiences of the central administration were taken into consideration. The most significant difference was the lack of an expert group. In the La Rioja case the Ministry of the Public Administration and Local Policy, where the pilot was implemented, designed and planned the whole project.

The project did not has any special budget and just the telecommunication tools caused some additional costs, like in the case of the pilot in the central administration. Regarding to the IT tools, the ministry provided a laptop and internet connection for those who had not have it, and an internet platform was developed for the project. The platform in this case also made it possible to the participants to reach any of the ministries database through a secure connection and it also had some tools (e.g. chat) which made easier to keep in touch with the collegues. But in the La Rioja case it was much easier to use and thus it was used with more frequency during the program. In the project some 12 ministerial officials were selected to represent the wast majority of functions and hierarchy scales of the ministry. The selection was made upon voluntary bases. Also in this case not only the admitted officials were involved to the pilot project but their supervisorsfor the respective areas too. Both the officials and the supervisors received a training on the pilot project's goals, the advantages of the telework, the use of IT tools and the method of the evaluation.

In the La Riojan case the pilot experience was decided to last for three months but finally was extend for an additional month. The effective implementation of the pilot project started in September of 2008 and finished in January of 2009. The organizers of the project

were more flexible regarding the amount of the telework. They fixed that each participant has to fulfil between the 20% and 40% of his work duty by teleworking. The exact quantity was fixed for each participant in order of his agreement with his supervisor. The pilot project was implemented without any serious problem. The evaluation of the project in this case also was based on questionnaires and personal interviews. The results of the pilot study were published in the ministry's website. The general opinion on the telework pilot project was very positive. Thus the government of La Rioja decided to introduce the possibility of teleworking in its public administration. The program started in 2010 with 18 officials.

Data protection and anti terrorism initiatives in the U.S.
The MATRIX pilot project and its aftermath

István Sᴀʙᴊᴀɴɪᴄs

Ever since the 9/11 attacks the world has changed quite a lot. Not just the tragic terrorist actions on the U.S. had a great impact, but also the latest technological developments opened new aspects both in direct communication and other social activities. Opposing categories have met in the recent years as governments must have maximum effectiveness with budget-oriented creativity on one hand, and permanent scrutiny on the other. The consumer demands the latest technological releases' to be reachable with steady safeguards at hand to protect them while flourishing in the socialmedia-boom of the 21st century.

Combining various commercial databases for exploiting profits go back to the '70s, although its perfecting has a whole new dimension since the late Hank Asher (1951-2013) made his ideas public. His data fusion / data mining companies made him a fortune since the early 90's, but in the shock after 9/11 patriotism evoke in Asher and he suggested that his technology could be used in locating potential terrorists. This was called the MATRIX Pilot Project, the Multistate Anti-Terrorism Information Exchange. This was an idea proposed designed and carried out by civilians, although it had federal funding as backup and the active support and participation of state law enforcement officers.

In 2003 as the programme was initiated more than half of the population of the U.S. was involved, but soon states backed out one-by-one based on data protection concerns and finally federal funds were cut resulting the end of the MATRIX in 2005. The MATRIX failed in calming the civilian and legislative fears regarding needless violations of privacy, however the prerogative for data mining maintained an issue of the federal government. This is a topic that occurs all over the western hemisphere, concluding several interesting legal debates. Rasterfahndung in Germany, the Schengen System in the EU or the limits of corporate and civil liability are all actual issues regarding the same matters as the MATRIX.

This short paper discusses some of these questions in view of the MATRIX, both as an attempt to fulfil its duties and as a pilot project. Although the MATRIX failed as a pilot, the goals still remain. The debate on the boundaries of privacy is an ongoing quarrel, the right answers are yet to be found, which could ease everybody.

III. PILOT SURVEYS FROM HUNGARY

The Sure Start Program and Children's Homes
in Hungary pilot-interpretation

Hajnalka Jakab

The history of the national Sure Start Program was another „Sure Start" program in the United Kingdom, which started with similar aim in 1999. A „Sure Start" was such a governmental program package in England, which contained several services, both universal, and targeted form for the underprivileged areas and groups. In this context the childcare in the early years was advocated, linked with early development, education and other, medical and family support services.

The program produced such local children's centres in favour of improving the children's welfare, which are ensured high quality, integrated care for the early years in childhood in the mentioned communities.[1]

This local centres are worked with dual purposes. Partly they afford support services for those families, who have 5-year-old earlier children and for baby-waiting couples. On the other hand by building up the relationship between the providers is tried to ensure better access for the family-supports, guidance, the health services and the education in the early years, indirectly in turn to the women's employment too. In the implementation of the program the partnership has key role. The local „Sure Start Children's Centres" do not work as separated services, but cooperated with the available social, health and educational institutions.

In Hungary the national distributed Sure Start Programs competition[2], which place the early intervention into focus has been prevented by a lot of developing work and experimental programmes in the latest years.

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[1]   Sure Start Children's Centers, www.direct.gov.uk (15.07.2012)

[2]   TÁMOP 5.2.2.:"program"

The presentation of the Sure Start program in Hungary was a joint organisation of the British Embassy and the Health, Social and Family Affairs in 2003. Then a working team was formed at the ministry to work out the hungarian program, prepare for the introduction. This team suggested starting the pilot program as a first step. These pilots began in 2003 in different types of settlements and sub-regions (called Ózd, Vásárosnamény and six associated settlements, Budapest Józsefváros, Csurgó and Őrtilos). Since 2005 Katymár and Győr have also begun their local Sure Start pilot[3].

These pilots were realized typically such an underprivileged areas or part of areas, where the industries and living-forms before the regime were terminated, the unemployment rate is very high, and the services for families with little children can not be provided by the local governments or just can be worked in a minimal standard.

In these pilots 400 families and almost 700 six year old younger children have been taken part. The investigation of experiences and extension of the first hungarian Sure Start pilots were presented in December 2006[4].

Also in 2006 with the support of The Ministry of Labour and Social another 52 pilots have been started, mostly in those settlements and towns, which have more than 2000 inhabitants. The aim of the initiation was to expand the program, during this framework Sure Start Klubs were formed in 13 counties of the country. The services of these functioning klubs were got to almost 1000 six-year-old younger children.

The monitoring of these pilots was in 2007, the experiences were also applicated during the planning of the tender 2009.

In the spreading of the programs against child poverty The National Program Against Child Poverty was a determinative point, which grounded the strategic planning.

Between 2006 and 2009 four Children's Homes, based on the principles of Sure Start have also been grounded, which became the grounds of the later developments. The professional management of the program was the Child Poverty Program Office of the Hungarian Academy of Sciences.

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[3]   Sure Start Program, 2007.

[4]   BÁNYAI Emőke: The experiences, extension's opportunities of Sure Start program, www.gyerekesely.hu

From 2009 the New Hungarian Development Plan gave new financial frame to the formation of the common criteria based local Sure Start Programs and their spreading. The working out and spreading of the complex sub-regional programs incorporated the whole childhood, and the support of the local Sure Start programs have also been realized in the framework of the New Hungarian Development Plan. Inside this pilot a lot of projects were realized by the cooperation of the Institute for Social Policy and Labour and the Child Poverty Program Office of Hungarian Academy of Sciences.

As a result of the process has been working since 2004 36 Sure Start Children's Homes were created by tender in 36 settlements of the country in 2009, not to mention that the document contains the principles of Sure Start Program has also been indited[5]. The principles specified by professionals allow that a later evolved rating system, and other programs could also became part of the Sure Start network.

After the round of applications in 2009 properly to the pervious plans more tenders were advertised between 2010 and 2013 to propagate the program.

This was one way of the realization of the Sure Start Children's Home and the Sure Start program. The Children's Home is waiting for those families in which 0-5 year-old children are grown up and they live in underprivileged settlements, sub-regions and could not get or only in a limited way could reach the services in a good-level. The Children's Home ensure integral services for both the parents and their children at the same time in one place. These homes are financed from the TÁMOP 5.2.2 tender construction.

The aim of the complex sub-regional programs like „Making things better for children" is making the operation of services child-and family friendly, improving the access to the key services, and mitigating the segregation. These complex sub-regional programs are financed from TÁMOP 5.2.3 tender construction. The TÁMOP 5.2.1 is an emphasized children's chance project connected with the Sure Start Children's Homes, methodological support and professional foundation of complex sub-regional programs. The New Hungarian Development Plan is also financed from EU sources.

The implementers of the pilots are the Institute of Labour and Social Policy and Child Poverty Program Office of Hungarian Academy of Sciences.

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[5]   Sure Start Consensus Paper - www.biztoskezdet.hu

The Sure Start Program was really necessary in Hungary because of the struggle against growing and locally very high concentrated social and economic inequality. The main task should be to intervene effectively the prevention and reproduction of poverty and exclusion. Nowadays the preparing and the network formation of the pilot is made according to the principles.

In the EU financed projects terms other (relieving small children and their families) services can also served the objectives of the pilot, so in that way they can also became part of the Sure Start Project.

Electronis public procurement system:
from a pilot model to realization
Pilot models in development of administration

Zsófia Előházi

E-Procurement involves the introduction of electronic processes to support the different phases of a procurement process – publication of tender notices, provision of tender documents, submission of tenders, evaluation, award, ordering, invoicing and payment. The efficiency of public procurement could be raise by electronic tools and techniques which were evolved during international trends and European projects. The European trends and rules had typically impact on the Hungarian legal background of E-Procurement which caused nowadays many compulsory regulations of using electronic tools and techniques in Hungarian public procurement processes.

In the preamble of Directive 2004/18/EC the following is declared: Certain new electronic purchasing techniques are continually being developed. Such techniques help to increase competition and streamline public purchasing, particularly in terms of saving time and money which their use will allow. Contracting authorities may make use of electronic purchasing techniques, providing such use complies with the rules drawn up under this Directive and the principles of equal treatment, non-discrimination and transparency. The definitions 'written' and 'writing' in the Directive contain the information which is transmitted and stored by electronic means as well. It is considered as significant progress because the Directive allows using the electronic way in communication of a public procurement process. Nevertheless the tools to be used for communicating by electronic means, as well as their technical characteristics, must be non-discriminatory, generally available and interoperable with the information and communication technology products in general use.

The Action plan of the European Commission which was published on 29th December 2004 aimed for the implementation of the legal framework for electronic public procurement. In the Action plan the

Commission proposed measures along three axes:

1) Ensure a well-functioning Internal Market when public procurement is conducted electronically;
2) Achieve greater efficiency in procurement and improve governance;
3) Work towards an international framework for electronic public procurement.

The Green Paper on expanding the use of e-Procurement in the EU declares that there is much more at stake than the mere changeover from paper-based system to ones using electronic communications for public procurements procedures. E-Procurement has the potential to yield important improvements in the efficiency of individual purchases, the overall administration of public procurement and the functioning of the markets for government contracts. The Green Paper declares that the use of electronic public procurement is important because of the reasons below:

1) Increase of accessibility and transparency;
2) Reduction of administrative costs;
3) More efficient procurement administration;
4) Potential for integration of EU procurement market.

On 20th December 2011 the European Commission accepted the proposal for a directive of the European Parliament and Council on public procurement. According to the proposal the contracting authorities will furthermore have at their disposal a set of procurement tools and techniques, but these tools have been improved and clarified with a view to facilitating e-procurement. The proposal aims at helping Member States to achieve the switchover to e-procurement enabling suppliers to take part in online procurement procedures across the Internal Market. For this purpose, the proposed Directive provides the mandatory transmission of notices in electronic form, the mandatory electronic availability of procurement documents and imposes the switch of fully electronic communication, in particular e-submission, in all procurement procedures within a transition period of two years.

Act CVIII of 2011 on public procurements is in force since 1st January 2012. This act – just like the former act on public procurements – aims the transplantation of the Directive 2004/18/EC (and Directive 2004/17/EC) into the national law therefore it contents several rules on electronic procedures. This act basically defines the framework of electronic public procurement; the details are specified in the implementing regulations.

The act defines the 'electronic way', the 'dynamic purchasing system' and the 'electronic auction', but the itemized procedural rules and exact criteria of the electronic procurement systems are explicated in the Government Regulation 257/2007. The prescripts of electronic procurement are not explicitly drawn up, but they are explicit enough for specialize the conditions of electronic processes.

Electool Hungary Ltd. started to develop its own electronic tendering system (SourcingTool) at the time of evolving the Hungarian legal background on electronic procurement procedures (2006-2007). Several parts of SourcingTool system are currently functioning but no contracting authorities use it completely. SourcingTool system is a combination of procurement knowledge and technology which aims the following:

1) Facilitate to make procurement decision faster and more transparent;
2) Simplify the activity of contracting authority and supplier as well;
3) Increase of efficiency and resource-allocation, which means managing more public procurement processes in less time;
4) Support of environmental public procurement (buying green) and sustainable organizational operation;
5) Archiving and rapid retrievability of procurement processes;
6) Building a common knowledge base within the organization;
7) Faster and more transparent bidding, where the processes are logged by time and acts.

The electronic procurement system developed by the Company is able to manage public procurement processes electronically in compliance with the legal rules. The company is pursuing to support completely both the contracting authorities and suppliers and to ensure such kind of tool thereby the public procurement procedures are progressing transparently, verifiable, automated as far as possible and without human failures.

SourcingTool system was realized in the own project of the Developer The system is a result of an organic development which was based on the electronic tools of the competitive market, because it typically uses electronic systems for its tenders. The Developer formerly served the needs of the competitive market, but the electronization of public procurement has become a business consideration because of the change of the Hungarian legal background in 2007. Compared to the electronic

solutions for the competitive market managing a public procurement process contains much more special expectations. According to the EU and Hungarian legal rules the Developer started to transform its existing electronic bidding system into a new tool which is able to handle the public procurement processes. The company wanted to satisfy the demands of contracting authorities by this pilot, which primary aim – in addition of profit – was to serve the transparent, supervised electronic public procurement for providing fair competition.

The SourcingTool system was designed and implemented by the Developer since 2007 this is the main project of the company, therefore almost all employees of the company have worked on it. The IT part of the implementation, i.e. designing and testing, meant 70% of the project, the product sales part, i.e. preparing system documentations, meant 30% of the project. During the implementation the Developer followed agile methodology. The followers of agile methodology keep in priority during software development the individual and the personal communication, the factually functioning software (and not an overall documentation), the cooperation with the customers and the reaction for a demand of change. The Developer performed several times smaller software upgrades during the development of SourcingTool system in purpose of implementation of a well-functioning software and serving the demands of the customers.

The Developer is testing the efficiency of SourcingTool system from more points of view. First of all as a software development and sales company tests the functioning of this tool. The testing happens on the one hand by questionnaire method, on the other hand by common usage with the customer. It means managing a public procurement process with the customer together (extra support). The company uses various monitoring tools as well, which are aimed at the measurement of system security. The company applies several defense systems for protecting the IT environment; and it disposes an independent audit sub-system, which logs the acts in the SourcingTool system. The IT security certification ISO 27001 contains the company's defense system in details.

The softwares developed by Electool Hungary Ltd. such as SourcingTool system primary aims to achieve cost saving for the users. According to the company's data the average cost saving means 16%, but it's not rare to reach 35-40%. In addition of the previous facts the

application of electronic bidding systems are raising the efficiency and the quality of the procurement procedures.

In Hungary the biggest problem in electronic public procurement is the mistrust and fear from changing of the existing procurement system. Therefore there is low willingness, especially at non-profit organizations, to use electronic tools. The Developer believes that the SourcingTool system is successful; its implementation is continuous, because the circle of the company's customers is rising. After publishing the new EU technical certification of electronic public procurement tools the SourcingTool system must be improve but this tool is considered to be the pilot of the compulsory electronic public procurement tools.

Pilot projects in Hungarian micro-regions

Márta Delbó

The Hungarian local government system is very fragmented. The local governments are relatively small, however they have a wide range of responsibilities. On the one hand it creates a huge cost on the economy and on the other hand the local governments cannot perform their state administration tasks on the same level. These problems mean disadvantage not only to the state but to the citizens as well. As a result of these problems every government tried to stop the tendency of the high degree fragmentation of the local government system.

One of the possible solutions was the support of the association and cooperation of the local governments, for this reason the government initiated a vast pilot programme in 2003: the pilot of the multifunctional association of local governments. The goal of this project was the establishment of a new administrative unit (the micro-region) and the introduction of the future regulation. I would like to stress that it was a not-real-pilot because the projects were realized under the valid and not the planned regulations.

The series of pilots dealt with six different micro-regions, in five different counties. Three of the projects made for the establishment of multifunctional association of local governments in the micro-region. The another three project examined three special scope of administration: public education, budget and management, or conurbation.

The process of the pilots are regulated by a directive of the Minister of Interior. Under this directive the Ministry of Interior assured the professional and methodological assistance to the project, and the public administration offices were responsible for the co-ordination and the fulfilment of the programme. The appropriation of the financial support was controlled by the Ministry of Interior as well. The series of pilots were assisted by the Ministry of Education, the Ministry of Health, Social and Family Affairs and the State Audit Office of Hungary.

The general goal of the programme was the summary of the experience and the spreading of the best practices. The directive promised the continuation of the pilot depending on available sources. The specific goals were the follows:

1) to guarantee the access of the high level public services to all citizens
2) to reduce the social and territorial difference between the regions of Hungary
3) to ensure the condition of the full exploitation of EU resources
4) to improve the level of the public administration and public services.

The directive did not meet the deadline of the project but on the basis of the reports the programme started at the beginning of 2003 and the summary of the first experiments was due in February 2004.

In the course of the pilot programme the local governments had to give information on their project on the basis of a well-defined standpoint-system. According to the idea of the project the multifunctional associations fulfilled certain tasks connected with regional development, public duties and public administration.

The project was supported by a theoretical paper: a moot point about the multifunctional associations.

My essay focuses on the pilot of micro-region of Baja. 19 local governments[6] were involved in this project, which established a multifunctional association and examined its functionality. The headquarters of this association was the local governments of Baja. The participant local governments made an agreement on the association. 3 different workgroups helped the preparation of this agreement. After the signing of the agreement, the association council made the decisions.

Not only the local governments, but the local government of Baja and the public administration office of Bács-Kiskun county made an agreement. This agreement included the factual professional tasks, the scheduling of the pilot, the verifying problems, and procedure.

The public administration office not only supported but also controlled the operating of the project. The office managed the legal monitoring of both the local governments and the association,

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[6]   Baja, Bácsbokod, Bácsborsód, Bátmonostor, Bácsszentgyörgy, Csátalja, Csávoly, Dávod, Érsekcsanád, Érsekhalma, Felsőszentiván, Gara, Hercegszántó, Nagybaracska, Nemesnádudvar, Rém, Sükösd, Szeremle, Vaskút.

furthermore established the contacts between the association and the Ministry of Interior. The office took a hand in the completion of the reports as well.

Éva Metzinger – on the basis of the pilot of Baja – felt necessary to emphasise the undermentioned facts which helped to achieve the success of association:

1) precise preliminary proceedings,
2) legal groundwork of the co-operation,
3) proportional bearing the burden of costs of the association,
4) establishment of the institution of minority,
5) informatical and technical development of the local governments,
6) close co-operation of the notaries.

The results of the programme were used in the course of regulation and the national assembly passed the Act CVII. of 2004 on multifunctional association of local government in micro-regions. The programme owed its success to the fact that the places of the pilots were separated from one another, covered the various points of the country and the participant – various characteristic local governments take part in project with pleasure.

Although the Act became invalid on 1st January 2013 and with the establishment of districts the topic of the multifunctional association of local governments is seem to be an exploded theory, but if we examine the pilot-series of the Hungarian public administration, this topic deserves a stressed position. The results and experiences of this project can be a guide to the further pilot-series and improvement.

Southern Transdanubian Sample region
The only acceptable solution to an unwise question?

Gábor Kurunczi – Ádám Varga

1. Introduction

The municipal reform along with the reform of the regional system of the public administration is an evergreen topic in the government programs; however, the "how" changes according to the powers that be. While the actual government has put its focus on the centralisation of a number of erstwhile municipal duties and the establishment of the level of district offices, that in power between 2002-2010 aimed at the regional level in the decentralisation process; this – in the planning period, almost as a side effect – entailed the regionalisation of the territorial level of the public administration.

Hungary was in its pre-accession period in the early 2000's. This process involved the re-thinking of the system of state territorial units, having the *region* in its centre. In our study, we look into a pilot that was of strategic importance in the 2002 and 2006 government programs however, looked more like a compromise in the light of its realization. The Southern-Transdanubian Municipal Regional Association (Dél-Dunántúli Önkormányzati Regionális Társulás) came into being in 2005 as a merge of three counties and two cities of county rank; the Association's main goal was to try and model a possible way of carrying out the duties of the future regional municipalities within the legal boundaries.

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2. Region and regionalisation – the reasons of the necessity of regionalisation

2.1 The meaning of region

The word *region* has its roots in the Latin word *regionem/regere*, it means "to reign", "to rule", "to exercise power".[1]

Regionalisation and regions have gained special importance in the structural policy of the EU since 1988. Sectoral and regional distribution of the finances was in the competence of the governments. Novelty came with the regionalisation of the structural funds. The European Commission called upon the state statistic bureaus to compile territorial data into a system of uniform and comparable aerial units in the late 70's and early 80's; these are the so-called NUTS (Nomenclature des unités statistiques territoriales).[2] This of course brought about a big change in the character, role and aspects of the regionalisation.[3]

Regionalisation – as a way of building up a strong system of municipal regions – was necessary in order to help to improve the country's international competitiveness, its closing up in the EU as well as the ideal use of the EU-transfers.[4]

2.2. County vs. region

Counties always played an important role in the subsistence of not just the Hungarian state but the Hungarian self-awareness; the network of counties existed even under the Turkish oppression when most part of the country was lost. It was the 1848 reforms that hit the first hole in the privileged status of the counties.[5] The introduction of the popular

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[1]   Temesi, István: *Regionalizmus és regionalizáció* (Regionalism and regionalization), PhD értekezés, Pécs, 2006. 6.

[2]   Szabó, Pál: A NUTS-rendszer ki- és átalakulása (The NUTS system formation and transformation). *Comitatus önkormányzati szemle,* 2005/8-9. 8.

[3]   Illés, Iván: Régiók és regionalizáció (Regions and regionalization), *Tér és társadalom,* 2001/1. 5.

[4]   Ágh, Attila*: A régiók jövője Magyarországon és Magyarország jövője az Eu-ban* (The future of the regions in Hungary and Hungary's future in the EU), In: Ágh Attila – Kis-Varga, Judit – Kaiser, Tamás: *A régiók Magyarországa I. – A regionális intézményrendszer körvonalai* (The regions in Hungary I. - The outline of regional institutions), Budapest, MTA Szociológia kutatóintézet, 2007. 13.

[5]   Pók, Judit: *Kísérletek a megyék rendezésére a reformkorban* (Experiments on the

representation put an end to the counties' right to send representatives and giving out orders; this also meant the loss of the erstwhile immense political significance of the counties. As the next step, the establishment of the royal courts in 1871 took the judicial power from the counties; they remained a unit with mere administrative functions.[6]

One important aspect of the requirements of the EU accession was the establishment of the planning, development, financing and controlling institutions and technical capacities.[7]

The shaping of the regions alongside the regionalisation is a question that varies in its intensity but is always present. So to be able and find the right place for the regional municipal association in the conceptual system of regions, one has to do a quick recap on the interpretation and the legal basis of the planning-statistic, administrative and municipal regions.[8]

Planning and statistic regions are the territorial development units of the regional policy of the EU, laid out according to the uniform classification system of the EU (NUTS-system). Its significance is best described if we consider that this is what makes it possible to define the grants of the structural funds of the EU. The administrative regionalisation – ie. the shaping of the administrative regions – set off with the accepting of the government program in the end of 2003, which aimed at the modernization of the services of the public administration. Its core notion was to blend the aspects of territorial development, administrative and municipal structures into one coherent system. From the perspective of public law, the highest level of regionalisation is the regional municipal system since it accomplishes the exercise of decentralised executive power. Its fundamental criterion is the existence of the directly elected municipal council. Municipal regions actualize the citizen-friendly execution, the principle of subsidiarity the best.[9]

county to settle in the reform era), Szabolcs-Szatmár-Beregi levéltári évkönyv. 11. 1995. 160.

[6]   Vass, György: A megye közjogi helyzetének alakulása királyi vármegyétől a modern területi önkormányzatig I. (Development of a public position to the king's castle county department in the modern territorial self-governments I.), *Comitatus önkormányzati szemle,* 2004/7-8. 73.

[7]   Illés op. cit. 1.

[8]   Varga, István: Regionális társulási kísérlet Dél-Dunántúlon (Regional association studies in Southern Transdanubia), *Területi Statisztika,* 2007/3. 222.

[9]   Ágh op. cit. 15.

2.3. The necessity of the regionalisation – Goals of the government programs

Ever since the transition, every ruling party tried to bring about a reform in the public administration; nevertheless, most wanted to touch on only the municipalities – mainly the counties – without decentralising substantially the competences of the government and the ministries. In Hungary, the intention of the regionalisation started in 1996. The program did not feel it necessary to cut on the sizes of the counties and shape smaller units but counted on a structure consisted of fairly large size counties in the long run.[10] The wind of change in the politics came in 1998, when the execution of the government plans was located to the minister of the Prime Minister's Office and the undersecretary for political affairs concerned.[11] The possibility of the shaping of regionally elected bodies arose as a new objective in 1999.[12] The government set up a new plan in 2001 in the form of a government decree which was still too cautious to lay down specific measures that could have resulted in territorial structuring or regionalisation.[13] The Ministry of Interior formed three workgroups within the framework of its IDEA program in the autumn of 2002. One of them was the regional workgroup, which had to elaborate the reform of the regional structures. The implementation – as part of the state reform – was to take place in the parliamentary cycle of 2002-2006. The government program issued in 2002 secured an important position for the objectives "Decentralised and politics-free modern executive power and municipalities" among the state objectives.[14] According to the government program of 2002, it was one of the main targets of the government to sensibly decentralise the highly concentrated executive power. Part of the program was for the county bureaus to transform into regional administrative offices

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[10] A közigazgatás reformjáról szóló 1100/1996. (X. 2.) Korm. határozat (1100/1996. (X. 2.) Government's Decision about The Public Administration Reform)

[11] A Miniszterelnöki Hivatal közigazgatás- és területpolitikai feladat- és hatásköréről szóló 183/1998. (XI. 11.) Korm. rendelet (183/1998. (XI. 11.) Government's Regulation about The Prime Minister's Office administration and land policy responsibilities and powers)

[12] A közigazgatás továbbfejlesztésének 1999-2000. évekre szóló kormányzati feladattervéről szóló 1082/1999. (V. 21.) Korm. határozat (1082/1999. (V. 21.) Government's Regulation about The government plans to further develop the functions of government)

[13] Temesi op. cit. 160-161.

[14] Ivancsics, Imre: Hozzászólás a megyei vagy/és regionális önkormányzás körül kibontakozni látszó vitához. (Post to emerge in the county or/and regional governance debate), *Comitatus önkormányzati szemle,* 2003/7-8. 121.

after the shaping of the regional municipalities. In its program, the new government formed in 2006 emphasized the forming of a new administrative and municipal structure which functioning is effective and which appropriation of public funds is careful and economic. The program also described the process of the counties gradually losing their competences, these delegated one after the other to the level of local, subregional and regional municipalities.

3. The Southern-Transdanubian sample region

3.1. Preparation of the pilot

The IDEA workgroup finished with the plans of the regional restructuring by 2003. By this time, the wording of the bill had also been prepared. The Ministry of Interior initiated a bridging mechanism in the beginning of 2005, which set the process of regionalisation on its way in the region in question with a pilot that had never been seen before in Hungary.[15]

In the beginning of 2005, the Minister of Interior invited the heads of the three counties to a technical meeting regarding the launch of the pilot. The parties agreed that the necessary funds would be provided for by the Ministry of Interior and the municipalities in question; the Ministry guaranteed the sum of 80 million HUF whereas each of the municipalities undertook to contribute with 5 million HUF.[16] The Ministry, the administrative offices and the IDEA workgroup assured the partakers of all possible technical and professional support.[17]

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[15]   HARGITAI, János: A térségfejlesztés illúziója, megyék a mintarégióban (The regional development's illusion, the counties in the sample region), *Comitatus önkormányzati szemle,* 2009/9. 60.

[16]   A Dél- Dunántúli Önkormányzati Régió megalakulása (The formation of the Southern Transdanubian Region Municipality), (http://www.tranzitonline.eu/cikkek/a-del-dunantuli-onkormanyzati-regio-megalakulasa, 15th January 2013.)

[17]   A Dél- Dunántúli Önkormányzati Régió megalakulása (The formation of the Southern Transdanubian Region Municipality), (http://www.tranzitonline.eu/cikkek/a-del-dunantuli-onkormanyzati-regio-megalakulasa, 15th January 2013.)

3.2. Selection of the region

The region comprises of the three counties of Baranya, Somogy and Tolna and has three cities of county rank (Pécs, Kaposvár, Szekszárd) on its territory.

The region is rather underdeveloped in both a national and an international comparison, which is mainly down to the facts that its accessibility is rather poor from both national and international economic centres and that it is isolated due to its nearness to the country border.[18]

The Southern Transdanubian Regional Development Council was among the first such councils, when, after 1996, it was awarded the Phare sample region program.[19] Besides, multipurpose municipal associations were formed in all the subregions. The above mentioned counties – also after taking part in a number of successful pilots – could play the role of the pilot for the very reasons of these antecedents and circumstances.[20]

3.3. The objective of the pilot, areas of cooperation

The association agreement listed the aims of the pilot as follows; improving the accessibility of the public services for the citizens of the region; assuring the highest possible level of provision and services; the most thorough, most practical and optimal use of the available funds as well as the joint supply of certain territorial development tasks. The then effective laws provided the necessary grounds for the municipal regional cooperation of the partaker counties and cities of county rank in the association pilot.

The agreement with the Ministry of Interior specifies the targets in more depth. It further details the use of the available funds, assures the long-term regional cooperation, promotes the dynamic development of

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[18] Varga op. cit. 220.

[19] Pálné Kovács, Ilona: *Dél-Dunántúl, a regionalizmus bölcsője* (Southern Transdanubia, the cradle of regionalism) In: Kaiser Tamás - Ágh Attila - Kis-Varga Judit (Szerk.): *A régiók Magyarországa I. - A regionális intézményrendszer körvonalai* (The regions in Hungary I. - The outline of regional institutions), Budapest, MTA Szociológiai Kutatóintézet, 2007. 55.

[20] Megyék közötti új együttműködés (New cooperation between counties), *ÖNKORKÉP,* 2005/1-2. 32.

the region, just as well as specifying the accessibility of public services.

The government expected the pilot to bring lots of theoretical and practical experience to the surface; that which were to serve as of paramount importance as the grounds for further technical concepts.[21] The municipal undersecretary for political affairs believed the pilot to provide the basis to assess what advantages and savings the bigger size could bring and also show what duties could be shared within counties.[22] Those in the pilot also thought that by the accurate harmonization of the tasks they could better benefit from the allocation of resources and funds.[23]

The partakers of the pilot undertook the joint supply of certain tasks in their competences.[24] These were mainly tasks from the field of public service, and there was less emphasis on the development policy.[25] On the technical and professional side, all support was given by the Ministry of Interior, the IDEA workgroup, the administrative offices and other partners in the cooperation.[26]

3.5. Execution of the pilot

Every partaker delegated two representatives – who could be substituted with a proxy – into the council, which was the main body of the association. It is clear from this structure that the association was more like a municipal partnership than an elected body. According to the main rule, the council consisted of the presidents of the general assembly and the mayors, made complete with one more representative from each municipality.

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[21] A Dél- Dunántúli Önkormányzati Régió megalakulása (The formation of the Southern Transdanubian Region Municipality), (http://www.tranzitonline.eu/cikkek/a-del-dunantuli-onkormanyzati-regio-megalakulasa, 15th January 2013.)

[22] Régióra cserélik a megyéket (Changing the counties to the regions) (http://www.localinfo.hu/?module=news_archive&action=show&nid=113111, 15th January 2013.)

[23] Pálné Kovács 2007 op. cit.64.

[24] Gyenesei, István: Együtt, egymásért – Magyarországért (Together, each other – for Hungary), *Comitatus önkormányzati szemle,* 2005/10. 28.

[25] Pálné Kovács, Ilona: A megyék szerepfelfogásának, stratégiájának formálódása a gazdasági (ciklus) programok tükrében [The county's role of shaping strategy in the light of the economic (cycle) programs], *Comitatus önkormányzati szemle,* 2009/11-12. 16.

[26] Novák, Nóra: A közigazgatás területi rendszerének átalakítása (The administration territorial's system transformation), *Szín Közösségi Művelődés,* 2005/3. 13.

Out of the tasks undertaken originally, the association concentrated on those which held the promise of a quick progress.[27] Accordingly, the main areas of the cooperative, preparatory work of the council were the following: child protection, services regarding the archive, accomplishment of the digital region. The aim of the sample region was to provide a better service in the social sector, in vocational trainings, in the operation of the archives and in the public transport. The method to reach these goals was to build up an administration system with no restrictions of time and space.[28]

Hereby the attributes of the operation and the realization of the tasks are not being detailed, because during our research we came to the conclusion that the pilot – regarded to the operation – do not show any differences compared to any municipal associations, on the other hand the special child protection service increasingly came into prominence. The association ceased without legal successor in 30th April in 2011.

3.6. Experiences of the pilot

While the regional partnership is very significant and unique, it can also be regarded as a compromise when compared to the chosen regional municipality – as István Varga says. It either proves or denies the hypothesis that the regional reform can be achieved without the need to pass laws that require a qualified majority.[29]

The competences of the association could only incorporate duties of the county municipalities and cities of county rank; therefore, since this form of partnership could have been used by any partnership of given counties or regions, the experimental aspect could be excluded. If the government wanted to model the municipal regions with the regional associations, it should have created a system of incentives for the common tasks; besides, central competences and funds should have been decentralised in order to run the experimentation. It would have made sense for the subregional associations to be able to partake in the regional associations – the relevant law however did not make this option viable.[30]

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[27]   Varga op. cit. 231

[28]   Pálné Kovács 2007 op. cit. 67.

[29]   Varga op. cit. 218.

[30]   Ibid. 232.

As for the particular duties, cooperation with the subregions in practice was anything but noticeable; on the other hand, not one expressed their demand for it. Nevertheless, provision of the social duties and those related to the archives was a success.[31]

Another reason why the regional association could not perfectly play the role of a municipal regional model was that the principles built on the lacking identity of the regions could not prevail; basic fundamentals of the municipal associations were simply stronger. All in all, it is the politics that should have decided about the role of the voluntary regional associations; either a transition towards municipal regions or a lasting role model to be extended to the other regions.[32]

The pilot therefore can only be evaluated as a temporary solution; it cannot be regarded as a real alternative of the political regionalisation, and cannot be integrated in the structure of the territorial development. It could have been a real experiment only if the circumstances had been shaped in a way that there could have been a possibility for the special – and fit for the region – legal ways to be up for the test.[33]

On the contrary, the objectives were questioned, its execution wore on, the partakers took less and less responsibilities; it seemed more and more like an average association. This in itself is obviously not a problem since a good level of cooperation in certain tasks can easily be achieved; however, there is not much point in calling it a pilot. Or is there? Question may still arise, since the establishment of a given pilot cannot be justifiable only from its point of effectiveness. What's more, negative answers can enlighten the fact that the pilot – that is on the brink of introduction – is simply not viable. From this perspective though, one would also question whether or not the objectives set and the means guaranteed were appropriate.

The probably biggest hardship with the sample region was that it came into being as a compromise. The government program in 2002 expressed clearly that the target was the establishment of the regional municipalities. The ruling parties however did not have the required majority to pass the relevant laws, therefore, the endeavour was destined to fail. Running a pilot in such a situation might sound like a good idea, since it can prove the objectives to be appropriate; on the other hand, it may bring on new doubts. Would the government

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[31]   PÁLNÉ KOVÁCS 2007 op. cit. 66-67.

[32]   VARGA op. cit. 235.

[33]   HARGITAI op. cit. 61-62.

have run the pilot had it had the sufficient political support? It is also doubtful if the real cause behind the pilot was to justify the objectives set – or just a way to find a loophole to introduce a new structure. The first question shows the theoretical problem; the second reflects the very political reality notwithstanding. Namely, there is an objective with a given political situation that restricts the room for manoeuvre. If, however, the political will is to force new targets into an old structure, it makes the objective of the whole pilot debatable. That is to say, there is doubt if the government's real reason is the perfecting of the principle of municipality or it is simply down to efficiency (for instance applying for EU grants more successfully). Another circumstance colouring the picture – and strengthening the doubt – is that the ruling parties pushed through the regional transformation in the public administration in the same period even though this was only an additional issue related to the municipal transform (even according to the government program); moreover, the best they could end up with was a compromise due to the lack of political support.

Such a compromise was not an option in the area of the municipal regionalisation, since the pilot demonstrated without the shadow of a doubt that the underlying goal – namely the transform within the then applicable laws – was anything but viable. From this perspective, one could assess the pilot as the only acceptable solution to an originally, already misguided question.

IV. THE NOTION OF PILOT PROJECTS
IN PUBLIC ADMINISTRATION

In the course of the research, we attempted to define the subject of this book more precisely. We also intended to deliver an exact definition of pilot projects, since literature did not provide any points of reference. Firstly, we asked the *who, what, why* and *how* of the pilots. The summarizing chapters yielded similar answers to these questions (Varga Zs., Csink-Kurunczi-Varga, Patyi, Gerencsér). An administrative-methodology research will only accomplish its goals, in case we arrive at the same conclusion from any starting point we select. By taking different approaches to assess the same reality, we gathered the elements of the definition of pilot projects in public administration, like pieces of a mosaic.

Project. Perhaps the most important feature of the pilot is that it is a *project*. As Sántha and Patyi pointed out in their studies(see Vol. I.), a project is a complex task to implement an activity of limited duration and cost. Professor Tamás also stated in the Foreword to the Hungarian edition that the Pilot is a practice and not a theory, an instrument in the management toolbox. The *"Pilot project"* consists of planning, implementation and verification phases. In the case of any project, close supervision can be observed in the form of permanent planning and monitoring processes, or a continuous repetition of the Do and Check steps of the PDCA cycle. Because of the nature of the projects, small leadership typically operates effectively in evaluation.

Time. Projects are always activities limited in time. The duration of the experiment shall be determined in line with the topic of the Pilot at the phase of planning. According to the samples that were processed in the study, the experiments lasted between 6-18 months on average. We encountered pilots that were repeated after completion (Canadian integration; Sure Start program). We found that the most important aspect of time is the ability of foreseeing the possible impact of the Pilot. If a Pilot is too long, monitoring is difficult; if it is too short there's the

risk that it will not be possible to obtain sufficient data on the subject of the experiment (GERENCSÉR, methodology).

Planning. Besides time, adequate planning is the second important criterion of a successful Pilot (SÁNTHA). Pilots processed in the research were either successful or failed because of the planning process. In the planning phase the following elements must be determined: the scope of the subjects; the availability of time and resources (assessment); the exact scope and conditions of the experiment; and – in relation to the legal environment – the impact of legislation (CSINK-VARGA KURUNCZI). However, VARGA ZS. claims that social engineering, in contrast to "real" (natural) engineering, will not tolerate the "production losses" in the society, which means we must be aware of the limitations at the planning phase.

Similarity. Examining "small scale experimental models" we found that both in engineering and social studies, the pilots are in relation with reality. The model is not the reality, but similar to it (VARGA ZS.). *Perfect similarity is not available, so the "dominant features" must be directed to correspond to reality.* Proportional reduction will definitely distort reality, namely, by inverse relationship (the more size is reduced the more the model distorts). This is an important factor in administrative pilots, drawing attention to the fact that experiments cannot be extrapolated to a 1:1 scale. Only quantitative and qualitative results can be gained through these experiences, where the former is a calculated (exact) result, while the latter shall only reveal certain characteristics. It is important to mention - also referring to the "small scale experimental models" - that the those conducting the experiment must act independently, objectively, without any preconceptions. Otherwise, the result of the experiment may be distorted due to the researcher's attitude.

Novelty. A pilot project typically aims at assessing a new and more efficient system with the the intention of achieving improvement and development (CSINK-KURUNCZI-VARGA). Novelty is a critical point in these experiments, since the modelling existing reality does not yield scientific results. At the planning phase of pilot projects the designer shall consider the correct relationship between novelty and reality. In the course of our research we encountered such failed experiments,

which ran aground due to the absence of a novum (Kurunczy-Varga).

Efficiency. As mentioned above, pilot projects can be considered an instrument for contributing to development in the ambit of public administration. The aim of development is to achieve improvement, that is to render administration and existing social systems more lawful, simpler, faster, cheaper (we might add: more humane). Efficiency has become the holy grail since the eighties' neo-liberal New Public Management. However, its meaning has now transcended beyond the mere notion of cost-effectiveness as put forward early times. Here, we consider efficiency an aim and output of development.

The concepts presented above amount to the following definition:

A Pilot project in public administration is such a design-implementation-evaluation-term project, which is a realistic miniature model of a planned institution or system limited in time, constructed in order to assess the main characteristics and effects of its novelty.

A detailed explanation of the concept of model experiments (pilot) can be found in András Zs. Varga's chapter as well as the most important question: what are the limitations of experiments in public administration. Here we only refer to the Anglo-Saxon roots of this instrument. The instrument of pilot project has clearly evolved in the methodology of civil management and was later transferred to public management. The "pilot" noun means an *airman*, a *captain*, a *leader*. These are all people who *"fly in", "explore", "show the way"*, whom we can *"follow"*. A pilot project is such a "captain" showing the direction with which he is already familiar, therefore, we can rely on him. The methodological question is, *"how did he acquire this knowledge?"* The answer is clear from the results of the present research of the *Ereky Research Group*: he travels alone on the road for the first time, "testing" along the way. Reality can only be observed, however, through this experimental methodology we have the opportunity to intervene and establish new systems. We can gather experience from reality's simplified, scaled-down version, or "model", in order to learn and in turn, be able to "extrapolate" the outcome on reality again.

V. ABOUT THE EREKY ISTVÁN PUBLIC LAW
RESEARCH GROUP (PPCU, BUDAPEST)

The Ereky Public Law Research Group was founded in January 2011 within the Pázmány Péter Catholic University Faculty of Law and Political Sciences, Department of Administrative Law with the aim to become actively involved in the current trends and development of public administration. The research group conducts joint and individual research projects, in search for answers to the pressing questions. This way the research group can participate in central and local (governmental) development projects, where knowledge management, scientific basis or international comparison is essential. Research topics are related to the exercise of state power, central and local public administration, and the control mechanisms of public administration. The team is led by Prof. Andras Zs. Varga, Dean, Head of Department, while its members are professors, senior researchers and doctoral students, and, in some phases of the work, even graduate students.

The present project of the Ereky Research Group is an EU funded research, led by associate professor Balázs Gerencsér, in 2011-2013. The main objective of the research is the revitalization of modelling in the administrative reforms of Hungary. Pilot projects in Hungary are traditionally linked to prof. Zoltán Magyary (1888-1945) who organized model experiments in the thirties, the results of which, however, could not implemented due to the nazi and communist regimes following World War II. Model experiments also emerged after the democratic change of Hungary which took place in 1989, however, it did not become a widely used instrument. The lack of knowledge leads to neglect, and for the very same reason, it often gives rise to misguided attempts. However, there is no source related to pilot projects in public administration in Hungarian scientific literature at present, while

references are scarce in foreign literature as well. The applicability and limitations of this instrument have not been developed untill this reseach.

Researchers involved in the project were coordinated individually, since both the subject of research and the methodology was unusual. The authors examined subject matters specifically selected for their research. Doctoral students processed the individual samples, which were reviewed, synthesized and analysed by senior researchers. Although each chapter is the result of independent work, regular and close cooperation of the authors was necessary to finish the research and gain new scientific insights in this new scientific area. The methodology of "teamwork" and the regular workshops are not unique to the projects of the Ereky Research Group, since earlier multi-author research has already proven this method to be successful [Role of Prosecutors outside the criminal law (2012)].

VI. ABOUT THE CONTRIBUTORS

Tamás Vince Ádány (1977) PhD, received his law degree in 2000 on the Faculty of Law and Political Sciences of the Pázmány Péter Catholic University; he has worked for the Department of Public International Law ever since. He was granted a scholarship in 2001 to The Università Cattolica del Sacro Cuore (UCSC, Sacred Heart Catholic University); in its "Alta Scuola Economia e Relazioni Internazionali" centre, he got his master's degree in international relations. As a temporary lecturer, he conducted researches on the law of contracts and international environmental law in the office of the Danube Governmental Commissioner of the Prime Minister's Office, and dealt with human rights and equal opportunity issues in the Ministry of Justice. He is a member of the International Criminal Law Network in the Hague. His field of research is the regulation of international criminal law and its borderlands, international peace and security, humanitarian and human rights.

Lilla Berkes (1984) is a lawyer. She received her Master's Degree at Pázmány Péter Catholic University, Faculty of Law. She is working as an assigned lecturer of the Department of Public Administrative Law since 2010. In 2008 she started to work as a counsellor of the Independent Police Complaints Board's (IPCB) chairman. Between 2008-2009 she studied Chinese language at Renmin University of China, Beijing. After that she continued working for IPCB. From 2010 she is a legal advisor at the office of the Commissioner for Fundamental Rights. In 2012 she received her absolutorium at the Doctoral School of Pázmány Péter Catholic University Faculty of Law. She is writing her dissertation about multiculturalism.

László Christián (1979) PhD, author of Main Lines of Law Enforcement, Local Police, is a lecturer of the Administrative Law Department of the Pázmány Péter Catholic University, a captain at the Custom and Finance Guard and, more recently, also deputy head of the Custom and Finance Guard Department in the Police College of

Hungary. His main subjects of research are law enforcement, public safety, community policing and administrative law.

Lóránt Csink (1980) PhD, is a lecturer of the Constitutional Law Department of the Pázmány Péter Catholic University and a legal rapporteur at the Office of the Commissioner for Fundamental Rights. Previously he worked in numerous offices in the field of constitutional law (Office of the Parliamentary Commissioner for Data Protection and Freedom of Information, Parliament, the President's Office, the Constitutional Court and the Ministry of Administration and Justice). In his PhD thesis (2008) he focused on the separation of powers and the presidents' role in parliamentary states. He is the author of nearly 60 publications in the field of constitutional law and comparative law.

Márta Delbó (1985) She is the deputy head of Government Office of the Capital City VI. District Office and PhD student at Péter Pázmány Catholic University, Faculty of Law and Political Sciences. Her research project deals with the legal supervision of local governments.

Zsófia Előházi (1981) between 1999 and 2004 she studied at the Eötvös Loránd University of Sciences Faculty of Law as a law student. After receiving her degree she started to work at the Local Government of Town 'Hatvan' where she was dealing with the legal cases of asset management, public procurements and local public services, between 2006 and 2011 she served as a vice town-clerk. Currently, she is working for ONMERIT Consulting Ltd. as a public procurement specialist and professional leader. Between 2006 and 2008 she studied at Corvinus University of Budapest graduated as an expert in economics on postgraduate level. In 2009 she started her PhD-studies at Pázmány Péter Catholic University Faculty of Law. Her dissertation topic is the public service models at local governments, her consultant is prof. András Zs. Varga. She finished her doctorate studies in June 2012, currently preparing her thesis. In the school year 2010/2011 she taught at Pázmány Péter Catholic University Faculty of Law, then in the 2nd semester of school year 2011/2012 she taught public procurement law and the legal rules of local public services at Károli Gáspár University of Reformed Church Faculty of Law.

Vajk Farkas (1985) He completed his graduate law studies at the Faculty of Law and Political Sciences of Pázmány Péter Catholic University in 2010. He started his Ph.D. studies at the same institute in 2010. Between 2011 and 2012 he studied at the Centre of Political and Constitutional Studies of the Spanish Ministry of the Presidency. After his graduate studies first he was legal referee at the State Secretaries Cabinet at the Ministry of Public Administration and Justice, and from 2012 is a senior researcher at Századvég Political School Foundation.

Balázs Szabolcs Gerencsér (1978) PhD since 2008, is an associate professor at the Administrative Law Department of the Pázmány Péter Catholic University and at the Sapientia College of Theology of Religious Orders. His current fields of research are administrative law, minority law, and autonomies. Accordingly, his PhD thesis is entitled: "Linguistic Rights in the Laws of Procedure – The Usage of the Mother Tongue in Legal Procedures of the Hungarian Communities living in the Carpathian Basin". Between 2001 and 2011 as a civil servant he worked for both the Government (Ministry of Justice and Ministry of Administration and Justice) and the territorial public administration. Since 2011, he works as a public prosecutor and the secretary of the prosecutor general's deputy.

Hajnalka Jakab (1985) lawyer, got her degree at Pázmány Péter Chatolic Univerity in Law and Political Science Faculty in 2009. (PPKE JÁK). She received her absolutorium in the doctoral school of PPKE JÁK in 2012. Areas of research: administrative and constitutional law, child protection, child welfare administration. She is a member of the Ereky István Administrative Research Team. Besides her research work she works as a vice prosecutor at the District Attorney's Office in Balassagyarmat since 2009.

Gábor Kurunczi (1987) graduated summa cum laude from the Pázmány Péter Catholic University in 2011, where he is currently enrolled in the PhD programme. He has been working at the Office of the Commissioner for Fundamental Rights since 2012 and serves as an assigned lecturer of constitutional law at Pázmány Péter Catholic University in the faculty of Law and Political Sciences. His main fields of research are electoral right as fundamental rights.

Gergely Sándor Patyi (1975) PhD, obtained his degree in 2000 from th Pázmány Péter Catholic University, Faculty of Law and Political Sciences. He has been a student of the PPCU Doctoral School; having acquired his transcript, he became a PhD student in 2012. He was a temporary lecturer of the Department of Public Administrative Law from 2000 to 2002; a university assistant lecturer from 2002 to 2008 and has been working as an assistant professor ever since. After finishing university, he started his career as a trainee and became an attorney in 2004. He was the supervisor of the Budapest Bar Association between 2007 and 2010. He has been a member of the Bar Examination Committee upon ministerial appointment since 2008. His main fields are public administrative law and public procurement law.

István Sabjanics (1985) Professional soldier (second-lieutenant, HDF) and lecturer at the Pázmány Péter Catholic University. In 2013 he received an absolutorium at the Doctoral School of the University. His field of research covers the paradox between the rule of law and anti-terrorism legislation, besides the concept of the law of emergency. He wrote nearly a dozen essays regarding this matter, some of it in English.

György Sántha (1977) received his degree from the University of Szeged, Faculty of Law and Political Sciences; he later accomplished a special training on European Union Law. He has been a student of the PPCU Doctoral School since 2009; he acquired his transcript in 2012. He started his career with coordinating sub-regional territorial development programs in the Prime Minister's Office. He led the department for development policy and then that of strategy in the Ministry of Justice; having led a number of development projects to success, he took part in the elaboration of the first and second National Development Plans. He has been the head of the departments responsible for development and methodology in the State Audit Office since 2008. His field of research is the strategic planning and the examination of the application of the process management tools in public administration.

Ádám Varga (1987) He completed his graduate law studies at the Pázmány Péter Catholic University, Faculty of Law and Political Sciences in 2011, where he is currently enrolled in the PhD programme. He is an assigned lecturer at the Department of Constitutional Law and

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Prof. Dr. András Zs. Varga (1968) Author of many publications, he works as a lecturer in the Department of Constitutional Law at the Pázmány Péter Catholic University since 2004. In 2008, he was appointed head of the Department of Administrative Law. He is the dean of the Pázmány Péter Catholic University, Faculty of Law and Political Sciences since 2013 autumn. He worked at Public Prosecutor's Office and at the Parliamentary Commissioners' Office. From 2010 to 2013, he was the Deputy Prosecutor General of the General Prosecutor's Office. His main fields of research are constitutionalism and human rights, administrative law and its forms of control.