

HUNGARIAN INSTITUTE OF PUBLIC ADMINISTRATION
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THE HUNGARIAN INSTITUTE OF PUBLIC ADMINISTRATION

Its history, organisation, programme.

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§ 1. History and Organisation.

The establishment of the Hungarian Institute of Public Administration was due to a very large extent to the following three causes : —

1. The appointment of a new professor to fill the Chair of Public Administration and Fiscal Law in the Law Faculty of the „Peter Pázmány“ University of Sciences of Budapest (this was in June, 1930).

2. The appointment of the new Professor — without prejudice to his academic activity — to the office of Government Commissioner charged with the work of preparing the way for the rationalisation of Hungarian public administration (this being effected under Order in Council No. 3180/M. E. ex 1930). In this capacity the Professor was given an opportunity to watch all branches of the public administration — of both the State and local government authorities —, of making himself familiar with the condition and defects of the same, and of surveying the whole complex of public administration as a coherent unit.

3. The example set in recent decenniums by many States by the establishment of administrative research institutes for the purpose of studying the problems arising from the enormous increase during the past half century in the volume of public administration and from the experiences of the Great War. These institutes are maintained either by universities or by towns (municipalities) or by private endowments. We find institutes of the kind in Germany, Poland, Rumania, Great Britain, the United States of North America, etc. But the similarity of the problems arising everywhere and the fact that they made their appearance in all countries simultaneously,

combined with the development of an international organisation of scientific research, led at the same time to the formation of international bodies. Such are the *Institut International des Scienses Administratives*, of Brussels, the *Institut International de Droit Public*, of Paris, etc. The same need arose in Hungary too. The obvious way to meet this need was to found in Hungary too an institute of administrative science. The establishment of the institute within the jurisdiction of the University seemed for many reasons to be the best solution. The name „institute“ was chosen instead of „seminar“ in order to show that the object in view was not merely collaboration with students within the university, but the maintenance of a close connection with Hungarian public administration and with specialits in foreign countries — that involving relations outside the university itself.

The suggestion of the establishment of the institute made by the new Professor was fully approved by the University. The Law Faculty provided suitable premises ; and the University advanced credits for initial purchases of equipment.

Two circumstances were of the greatest importance in the development of the library of the institute. In the first place, the Director of the Institute, in his capacity as Government Commissioner for the Rationalisation of the Public Administration, was in a position to procure as a gift a complete series of the official State publications — in particular of collections of legal regulations (Ordinance Gazette, official gazettes of the several departments, collections of judicial findings and decisions in questions of principle, budgets and accounts of the State and local authorities, etc.), being thus enabled to gather in the institute for convenient reference all the material which would otherwise have to be looked up in the several ministries or big libraries — and even there available only in scattered instalments. Certain books were purchased out of the State credit placed at the disposal of the Government Commissioner. In the second place the greatest importance attached to the circumstance that the interest of the *Rockefeller Foun-*

dation was enlisted in the establishment of the institute and in the rationalisation programme ; and the Foundation voted for the purposes of the institute 3000 dollars in the year 1932 and a further 2500 dollars in the year 1933. Apart from the amount of the sums involved, the support thus given involved a further advantage in providing for the payment of the foreign books required by the institute being effected in Paris by the Rockefeller Foundation and thus enabling us to avoid the foreign exchanges difficulties.

The provision of a suitable staff was also gradually effected. The institute started its activity with the collaboration of the picked administrative officials who had been attached to the Government Commissioner for the Rationalisation of the Public Administration. The labours of these efficient collaborators is reflected in the works included among the publications of the institute which were written by Charles Mártonffy, Andrew Fluck and Zoltán Guothfalvy-Dorner. Gradually, however, their place as collaborators was taken by gifted students working under the new Professor. These members of the younger generation have produced eminent results, which may be found in the contributions to the Institute's publications made by Stephen Kiss, John Martonyi and Joseph Göbel. In March, 1933, the Director of the Institute resigned his office as Government Commissioner. As a consequence, the official participation of civil servants in the work of the Institute ceased. At the same time, however, the Director of the Institute organised a *scientific body corporate* including among its members not only the majority of the men who had collaborated with the Government Commissioner, but also a number of administrative officials of various categories (comprising men in leading positions) who were fully aware of the great importance of the influence exercised upon the efficiency of the public administration by the cultivation of the administrative sciences. These latter include eminent representatives, not only of the State Administration, but also of the Administrative Courts and of the parish and municipal administrations. The younger

members of the body corporate are for the most part graduates (doctors) who have taken the highest honours and are familiar with at least one foreign language. The body corporate organised within the pale of the Institute includes among its members men who have done research work — usually for a period of one year — as holders of Hungarian State or foreign scholarships or fellowships in Paris, Italy, Berlin, Great Britain or the United States of North America ; this fact ensuring the said members acquiring an adequate knowledge of French, German, Italian or English respectively, as well as of obtaining an opportunity to elaborate the scientific literature appearing in those languages.

The most recent step of importance for the development of this body corporate was the adherence of the *Hungarian Municipal League*. The members of this League are the Municipality of Budapest and all the municipal and county boroughs and towns. Experience showing that the towns have everywhere been the pioneers of the development of public administration, and in view of their maintaining for this purpose in many foreign countries institutes of administrative research, by means of this new connection the Hungarian towns have obtained the opportunity to enlist the assistance of science in the solution of their administrative problems ; while on the other hand the Institute has obtained the opportunity of keeping permanently in touch with the pulsation of life and with an important part — always eager for progress — of our public administration.

From the point of view of the scientific activity of the Institute great importance attaches to the fact that two members of the body corporate — Dr. Lewis Szász, Ministerial Councillor in the Ministry of Finance, and Dr. Charles Mártonffy, Secretary in the Ministry of Education — have recently been inaugurated as readers („privatdocent“) in our University. The Minister of Education has placed at the disposal of our Institute five posts to be filled by salaried professor's assistants — one in November, 1933, and four others in March,

1934. These posts have been filled up by the Director — most of the holders being eminent graduates of the University, though one of the assistants is an engineer. In October, 1933, the Institute engaged a clerk (stenographer and typewriter) and purchased a dictaphone.

The organisation of the Institute has grown gradually and has developed organically as the result of three years' work. During that time both its equipment and its library have been raised to a high level of utility, and its organisation has become settled. It appeared therefore opportune to publish this present booklet describing the organisation and activity of the Institute.

§ 2. Scheme of Work.

The objects of the Institute are as follows :

1. Cultivation of the whole field of administrative science. In the scientific study of public administration during the last half-century a regrettable one-sidedness has been in evidence in most countries. In the countries of Continental Europe the cultivation of administrative law has completely neglected the standpoints of the science of public administration and, more generally, the technique of administration ; and since the death of Lorenz von Stein this fact has hardly met with the attention it deserves, although this is the field in which the development of public administration has made most headway in the last 50 years. In the field of administrative law the development in France has been the most remarkable, though there has been a noteworthy advance in Germany and Italy too. In Great Britain and America, on the other hand, administrative law as a separate branch is only just beginning to develop ; the energy devoted to the same having been considerably less than that expended on the development on an enormous scale of the scientific organisation and *scientific management* of the public administration. „Scientific management“ may be regarded as the direct continuation of the „*Verwaltungslehre*“ propounded by Lorenz von Stein.

Science has duties in respect alike of the problems of administrative law and of the theory of public administration. It is the aim of the Institute to bring about this synthesis. And this in its turn naturally makes inevitable contact with the related sciences — with constitutional law on the one hand and on the other with the theory of organisation and management of private enterprises.

2. A narrowing of the gap dividing theory from practice and the re-establishment of the connection between them. A regrettable phenomenon in evidence in our public administration is the almost complete failure of practice to keep in touch with science, practice thus being degraded to the merely empiric ; while on the other hand science rarely takes its problems from practical life and often fails to give practice the answers which only science can give. The result is that theory and practice are torn asunder ; the distance between them constantly increasing owing to their failure to understand one another. The Institute endeavours to obtain a lively contact with the life of the public administration and to win the confidence of the latter by its scientific services.

3. The horizontal development of public administration, involving a quantitative increase, at the same time has resulted in development in a vertical direction too, which development has raised new qualitative problems in connection with the direction of the new and increased unit of organisation. In all countries alike it has been seen that economy and efficiency in public administration cannot be increased except by a uniform solution and direction of all questions concerning organisation, staff and procedure which refer to the whole complex of public administration. Except in the event of a proper and high-class working of the functions constituting *general administration* the working of *special administration* cannot possibly reach the required level. And we may assert also — this being a parallel statement — that the individual administrative official cannot possibly acquire full efficiency in his activity — though fully displaying his capacities

— if the organisation of which he is a part, and the members of that organisation generally, do not stand on a high level. For this reason there is every justification for the distinction between *individual efficiency* and *operating efficiency* made in America.

From the point of view of the cultivation of general administration and of ensuring operating efficiency it is equally desirable that the public administration should have an *intellectual centre* from which it may be constantly surveyed as a unit and which will be enabled to utilise the lessons gained from that survey to improve the organisation and activity of the public administration.

The expansion of the sphere of activity of the State has scarcely affected the functions of legislation and jurisdiction ; the increase has been restricted mainly to the field of public administration proper. The relative importance of public administration as compared with the other functions of the State has increased to such an extent that the character of the political control exercised by the legislature through the political responsibility of the Ministers, as also of the legal control exercised by the courts of law within their respective spheres of competence, has ceased to be satisfactory, unless supplemented by a technical control of the public administration being exercised by experts functioning within the sphere of that administration.

These are all new problems in the organisation and direction of public administration unknown in the days of Lorenz von Stein. In the leading countries abroad various empirical experiments are in progress with the object of finding a practical solution ; but science has not so far paid sufficient attention to these problems and has not yet effected an intellectual integration of the large-scale enterprise of public administration. Undoubtedly scientists find difficulty in obtaining adequate familiarity with the facts of the public administrations, particularly in the higher regions of general administration ; this naturally serves as an obstacle to a full recognition of the

meaning of the problems, though it cannot eliminate the problems from public administration.

The *Fifth International Congress of Administrative Sciences* held in Vienna in 1933 approved the proposal of the Director of the Institute suggesting that the questions of the chief executive and of general administration should be put up for discussion at the next congress to be held in Warsaw in 1936. One of the main objects of the Hungarian Institute of Administrative Science is to further the scientific solution of this problem.

4. A system of comparative international investigation. General administration — both technically and legally — is that part of public administration which is common to the spheres of activity of all departments alike and is therefore characteristic of the whole complex of public administration. However, those problems included by us in the category of general administration are characteristic, not of Hungarian public administration only, but of public administration everywhere. The organisers and responsible heads of all public administrations are necessarily confronted by the same problems; consequently, the solutions of these problems are in many cases of general validity or may in any case be easily applied in other countries too. That is why the application of the comparative international system is possible and productive of results in the field of administrative sciences too. The Hungarian Institute of Administrative Science constantly and consistently employs the system of international comparison and pays special attention to the French, Italian and German systems of administrative law, as well as to the results achieved by scientific management in Great Britain and the United States of North America. In addition, it watches the development of the administrative machinery of the four neighbouring States.

The Director of the Institute in July, 1933, published — in the columns of „*Public Administration*“, the official journal of the London Institute of Public Administration — an article

entitled *International Organisation of Administrative Research*. In addition, at the *Fifth International Congress of Administrative Sciences* held in Vienna, he presented a motion proposing to convene a private meeting of directors of national and international institutes of administrative research for the purpose of an exchange of experiences and of a uniformisation of their activities. The motion having been approved by the Congress, the Director of the *Public Administration Clearing House* in Chicago, Mr. Lewis Brownlow, took up the proposal and invited some 30 European and American experts to attend a Conference to be held in Europe in July, 1934, the travelling and other expenses to be borne by the Public Administration Clearing House. It is to be hoped that this gathering will have a salutary effect upon the development of administrative sciences.

§ 3. Work done by the Institute.

The works of the Institute — those already completed and those now in progress — include the following ones :

1. Most of the works already completed are listed in § 5 below (Publications of the Institute).

2. Publications in preparation :

a) Historical Development of the Organisation of Hungarian Public Administration from 1500 to 1848.

b) Historical Development of the Organisation of Hungarian Public Administration from 1848 down to the present time.

c) The Pensions Problem and Public Finance.

d) The Character of Parish Administration in Hungary (Fact-finding Survey based upon investigations in 50 parishes and boroughs and districts respectively).

e) Public Administration of a Hungarian County Town (Fact-finding Survey of the administration of Csongrád).

f) Rational Organisation of Parishes.

g) Practical Training of Administrative Officials.

3. Studies are being made for the purpose of elaborating some method serving the unification of the Hungarian laws now in force. The results will be published in printed form.

4. Studies are being made for the inclusion in the organisation of the public administration of public utility works and for their control by the Legislature.

5. In the first semester of the academic year 1933/34 the Director of the Institute gave a series of lectures on *The March of Public Administration in the United States*. These lectures have also appeared in print.

The next series of lectures to be delivered by the Director will deal with *The Recent Development of Public Administration in Great Britain*; this in view of the exceedingly instructive results shown by the development of bureaucratic administration in the two great English-speaking countries.

6. The more important subjects dealt with in the discussions held by the body corporate of the Institute are the following :

- a) Drafting and Publication of Legal Statutes.
- b) Economical Purchase abroad by the State.
- c) National Economic Boards.
- d) The Graphic Method of Delineation.
- e) Rational Organisation of Villages.
- f) Administrative Jurisdiction and its Reform Tendencies.
- g) „Streiflichter zur amerikanischen Verwaltungsreform“ (Sidelights on the American Administrative Reform). Rapporteur: Baron Hugo von Haan, Deputy Director of the Geneva International Management Institute.
- h) Reforms carried out by German National Socialism in the Fields of Constitutional Law and Public Administration.
- i) Literature on Fascism.
- j) Account of an Educational Trip to the United States.
- k) The Post-War Position of Administrative Sciences in Great Britain.
- l) Survey of the Present Position of Administrative Sciences and Administrative Law in France.

m) „Das österreichische Verwaltungsverfahrenrecht“ (Austrian Administrative Procedure Law). Rapporteur : Dr. Egbert Mannlicher, Justice of the Austrian Administrative Court.

n) The New Municipal (Budapest) Bill.

o) Reform Tendencies in connection with the Purchase by the Public Administration : Draft Regulations for the control of Public Contracts.

p) Standardisation.

q) Organisations of Civil Servants.

r) Account of the British Whitley Council.

s) Criminal Jurisdiction of Police Courts and the Petty Offences Council.

t) Industrial Mediation.

u) Office Machines and their Use (with practical demonstrations).

v) Physical Training Administration.

7. The Institute is at the service of the Ministries, of the Hungarian Municipal League and of other factors of Hungarian public administration desirous of carrying out scientific studies and experiments.

8. The Institute is always pleased to furnish foreign institutes with which it is in correspondence — as well as all foreign nationals — with data and scientific information respecting the public administration of Hungary.

9. All former students of the University may take part in the scientific work of the Institute, and usually do so after they have been inaugurated as doctors.

10. The Director of the Institute utilises the advantages offered by the equipment and activity of the Institute to render more fruitful his work at the University, thus creating fresh possibilities and methods of administrative training.

§ 4. The Institute's Foreign connections.

The scientific connections secured by the Institute in foreign countries are the following :

1. It is Member of the Institut International des Sciences Administratives (Brussels, 6 rue de la Loi).

2. It attended the Fifth International Congress of Administrative Sciences held by the former Institut in Vienna in June, 1933. The Director of the Institute delivered an address entitled „*L'Organisation Scientifique du Travail dans l'administration Publique.*” The address appeared in French in No. 3, 1933, of the *Revue Internationale des Sciences Administratives*, and in English as No. 12 of the Publications of the Institute.

3. It is Member of the Istituto di Studi Legislativi (Rome, Palazzo di Giustizia).

4. It is Member of the British Institute of Public Administration (Palace Chambers, Bridge St., Westminster, London, S. W. 1.).

5. It is on exchange terms with the Communalwissenschaftliches Institut der Universität Berlin.

6. It is Member of the Gesellschaft für Organisation (Berlin, W. 30, Motzstrasse 79).

7. It was Member of the Institut International d'Organisation Scientifique du Travail (Geneva, 2 Boulevard du Théâtre) until the dissolution of the same at the end of 1933.

8. It is Member of the Governmental Research Association (205 Bennet Hall, University of Pennsylvania, Philadelphia, Penn., U. S. A.).

9. It is Member of the American Political Science Association.

10. It is Member of the American Academy of Political and Social Science (3457 Walnut Street, Philadelphia, Penn., U. S. A.).

11. The Director of the Institute is collaborator of the *Annuaire du Droit Public* 1934 published by the Institut International de Droit Comparé (Paris, Faculty of Law).

12. The Director of the Institute is permanent representative of the Hungarian Government attached to the Institut International de Coopération Intellectuelle, of Paris.

§ 5. Publications of the Institute.

1. Magyary, Zoltán de : The Rationalisation of Hungarian Public Administration. (1930 : 184 pp.)
 2. Magyary, Zoltán de : How to Ensure the Economy and Efficiency of Hungarian Public Administration. (1931 : 30 pp. and 2 annexes.)
 3. Hantos, Gyula : Territorial Foundations of Hungarian Public Administration. (1931 : 14 pp. and 56 maps.)
 - 3/a. Hantos, Gyula : Administrative Boundaries and the Rationalisation of the Public Administration. (1932.)
 4. Magyary, Zoltán de : Programme for the Rationalisation of Hungarian Public Administration. (1932 : 20 pp.)
 5. Mártonffy, Charles : Precise Laws. (1932 : 108 pp.)
 6. Fluck, Andrew : Delivery Service of Budapest Public Offices. (1932 : 24 pp. and 5 annexes.)
 7. Kiss, Stephen : Public Administration of Hungarian Homestead Colonies. (1932 : 144 pp. and 3 maps.)
 8. Martonyi, John : Administrative Jurisdiction and its Development in Recent Times. (1932 : 80 pp.)
 9. Julier, Francis : Organisation and Functioning of the General Staff. (1932 : 27 pp.)
 10. Guothfalvy Dorner, Zoltán : National Economic Boards. (1932 : 172 pp.)
 11. Magyary, Zoltán de : The Rationalisation of Hungarian Public Administration. (1932 : 21 pp.)
 12. Magyary, Zoltán de : Scientific Management in the Public Administration. (1933 : 26 pp.)
 13. Codification Endeavours. Speeches made at the debating meeting of the Hungarian Jurists' Association by Gabriel Vladár, Zoltán de Magyary, Charles Mártonffy, and Stephan Oswald. (1933 : 84 pp.)
 14. Göbel, Joseph : Purchase of Materials by Public Administration. (1933 : 67 pp.)
- Synopsis of Hungarian Public Administration.* Affairs and Executive Organs of our Public Administration. Edited, with the collaboration of Charles Mártonffy, Imre Máté and

Imre Némethy, and submitted to the approval of the Hungarian Premier, by Zoltán de Magyary. (1932: XXXV, 782 pp.)

§ 6. Equipment.

The equipment of the Institute is in keeping with its purpose.

1. It is intended to serve as a model for the suitable, economical and tasteful equipment of office premises. In the choice of book-shelves, furniture and other articles of equipment, the object in view is to make the most economical use of the space available.

2. It forms an organised exhibition on a small scale of bureau technique with its office machines and office furniture suitably designed for the purpose.

3. It comprises a collection of administrative maps:

Publications of the State Institute of Cartography.

Publications of the Cartography Department of the Hungarian Central Bureau of Statistics.

Maps relating to *all* the towns, villages and inhabited places of Hungary (122 maps drafted on the ordnance scale of 1 : 75.000).

4. Diagrams and Graphic Schemes :

Material dealing with the organisation of the public administration, budgetary revenue and expenditure of the State, the development the budgets of the local government authorities, and statistics affecting the development of economic life from the point of view of public administration.

§ 7. Library.

At the end of April, 1934, the Library of the Institute comprised 2298 works, in 3942 volumes.

All volumes of periodicals and most of the books are bound.

The special catalogue has been drafted on the basis of the decimal system and published.