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**Controlling in Public Administration:
New Types of Planning and Assessment Solutions
in the Operation of Public Administration Organizations and the State**

Theses of Doctoral Dissertation

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1. Motivations and antecedents of the theme selection

During the operation of the state organizations, as they offer services and execute other tasks, they technically operate the same way as any other organization on the market (except the profit orientation motivations in general). Nevertheless, this activity is not accompanied by modern planning, control and not least verification tools in Hungary. On what basis do responsible leaders of public administration organizations make any choices about resource allocation? How do they check the operation? How do they design development actions for the next periods? I was facing these questions for the first time at work, in the Hungarian Central Statistical Office: the then leading directors of the organization raised these questions, first just literally. They recognized that they were running a large sized organization with an information deficit, and they decided to improve that situation. This started my actions at the area of researching applicable methods. When I started analyzing the public sector operations, I read several basic scientific and practical sources. I started wondering more and more, how schematic and in a certain way, limited controlling activity they are using, while such actions are inevitable in the case of running a modern company on the market. My personal research topics were highly influenced then by the first conversations with Árpád Kovács, who was by that time the president of the Hungarian State Audit Office. These conversations strengthened my opinion that there is a lack of practical controlling-approach behind (or besides) the formal, mostly just regulatory control layer of the monitoring of state organizations. My most staggering observation after that was, that having the well accomplished 2009 edition of “The Great Handbook of Public Financing” (*Ed: Zsugyel, 2009*) in my hands, I found out that in this comprehensive knowledge base of Hungarian public financing, the application of methods from the controlling discipline received the last three pages of the 1103 pages long book.

Meanwhile, the lectures of Mrs. Prof. Katalin Botos enlightened the sharp changes of emphasis in global economy, still causing serious worldwide imbalances (*Botos 2011*). The most important following and accompanying phenomenon of the financial crisis – from my dissertation’s point of view – was the fact, that the views about the role of the state also went under a change. The operation of modern market economies can’t be

imagined without the intervention of the state. So if there are changes in the global economy, there must be changes in the operations of states, too. The direction of the change in the dimensions of the state's role is indicating the growing position of the states, unambiguously. The state concentrates resources that were distracted from the economy to assure its operation, on the other hand the state is also an active participant of economic processes through several various channels. At the end, the final benchmark of a governmental action is the subjective, often not even directly measurable social satisfaction. But somehow we should get there, where beyond barely the satisfaction (or un-satisfaction), plus a few (or even a lot) less interpretable (or variously interpretable) macro level economic indicators we should be able to tell something more concrete and more understandable about how "good" the state is doing its job. The philosophic fundament is always the question, whether how large and wide the range of the role of the state should be, and how actively the state should intervene with necessary actions. These philosophic fundaments influence the political theories about the rule of the state. These theses were moving on a "sinus-curve" during the last one hundred years.

What is the most important criterion of the improvement of the operation in public administration? By my opinion, the road of evolution is moving the public sector's operation on a long-term sustainable level. To achieve this, first of all a larger responsibility should be bared for the pre-defined allocation and use of resources, furthermore the tasks of public administration must be set more transparent, plannable, measurable and assessable at every level of the public domain. This must be done on the basis of task based financing. That means not only the answers to financial and regulatory justification of the operation of the state or one of its organizations, because this can usually be judged objectively, since these points of view are regulated legally. Or duty becomes much harder when we also start to examine beyond legitimacy, how the performance of the state can be measured by objective dimensions – at least with some approximations. To do that, first we have to decide what we even wish to measure. This idea is not brand new in Hungarian public administration, either. The issues of problematic performance measurement can also be found in the work of *Zoltán Magyary*'s 1942 book called "Hungarian Public Administration". His most important

but hardly executable proposals of performance assessment were the most discussed issues, already seven decades ago. So beyond legitimacy, the inevitable question in the public domain became the efficient and effective operation of the structure in the 21st century's public administration. The state has to support the enforcement of the rule of law in its interactions with the private domain, when citizens – or the society in general – turn to its organizations. With other words the state has to support the economic and social development of a country for the sake of “public good” basically by the rule of law. But, it also has to keep in mind that the operations themselves must become better in quality, efficiency and effectiveness with the help of innovative tools. This way of thinking about the state initiated a partial or sometimes total re-interpretation of the role of the state in a neo-Weberian way, in connection with the global economic crisis of the current years. The state had to take the role of “the last resort”. As Imre Verebélyi stated clearly: the theses of the role of the state arrived by the 21st century in a position, *“when the economy doesn't jitter for a state, being less active in the background, but for that type of state that would bail the actors of the market out when things turn bad!”* (Verebélyi 2010)

Seeing all these facts I came to the decision that my research should focus on the new area of controlling methods in public organizations, examining more touchable planning and assessment options. For this, I started considering the possibility of a process based approach, where initiatives, the inputs in order to achieve these initiatives, the execution process, and the qualification of results could be arranged into a system.

2. Objectives of the research, hypotheses

The core goal of my doctoral dissertation is to examine the presence of three topics in public administration. These should be considered as the new scientific results or novelties of the dissertation. These are the following:

1.) Drawing up an implementable public controlling model based upon up-to-date controlling methods, primarily focusing on the resource *usage* viewpoint. In connection with this model I emphasize the importance of strategic thinking, as a basic criterion for developed public administration.

2.) The creation of the methodological framework of a task based planning and assessment mechanism for public organizations that would decrease their information deficit.

3.) Positioning the organizational-level model in a broader sense of analysis, as part of a macro level strategic control model, that would be extended to the state organizations as a whole, also based on the process monitoring of resource usage.

These centrally located topics are surrounded by the theoretical funding of the dissertation. In these parts first of all I deal with fundamental questions of the public domain and public financing (definition of public administration, public finance, economic theories on the rule of the state). This is followed by the theory and some historic points of controlling, strategy formulation, strategic planning and their current application in the Hungarian public domain, all connected to the first fundamental topic. As a second topic, theory and methodology of resource planning are coming up, while supporting the third area, I examine some important macro-level indicator sets on the operation of the state, and while showing some results of their application, I try to summarize an own macro level assessment model.

There was a great effect of *Zoltán Magyary* on my approach, in my work I tried to follow his intentions. By my opinion, Magyary's still fresh-sounding thoughts on organizing and directing the public sector fit to the active role of the state very well.

These thoughts give a more rational, less philosophic approach and are close to the current development actions in Hungary. My dissertation is moving around this area and approach.

Sharing the standpoints of György Sántha (*Sántha 2010*) and Gusztáv Báger (*Báger 2010*), in Hungary there was no general “programming” during the 1990’s and 2000’s, that could have helped the assignment of exiguous resources to goals with strategic importance, then to the tasks planned on the basis of those goals. There’s no sufficient information in the systems of the public organisations about the production of results, beyond the legitimacy and financial prudence of the operation. There was a long time, when not even the compilation and the monitoring of the essential development plans was systematically adjusted together, however those plans should have given the mid-term directions of the development of the public era. The power of the modern state is not a peremptory power. It has limitations. The citizens may practice their ex ante or ex post control directly or through their democratically elected bodies. The role of the final control is the publicity of the society. Supplying any state function is usually converging in the economy of the given country. The final measure of government actions is the subjective social satisfaction, and the most important factor is the condition of the economy. Everything is in connection with everything. The art of “leadership” (*Kovács 2010*) is that the possessor of power acts on the most satisfactory way on an optimal level, knowing the given conditions, external effects and internal circumstances. The goal of my dissertation is to link explicit plannability, measurability and transparency with these government actions in public financing.

The circle of public finance is in fact that group of state actions, which create the social and economic fundaments for financial operation by a resource creation and resource allocation activity. „*Public financing actions are the preconditions, tools and objects of state operation.*” (*Földes 2003, cited by: Kovács 2010, p.29.*) The scope of public financing is largely based on the idea, if to what extent does the state want to fulfil duties, or what services does it offer for the citizens. The involvement of the state is mostly done through the implementation of public tasks. In public administration, besides professional stakeholders’ goals – depending on the level of political interference in the institution – there are also other rationalities. So the entire “consumer

basket” of public services depends on political, servicing and authority goals. In some cases, political rationality may completely differ from economic rationalities.

My hypothesis Nr. 1. assumes, that there are problems in the operation of the state and its administrative institutions. These problems are related to theoretic and practical problems. The basic reason of the problems is the lack of systematic strategic approach, fundamental weaknesses of process control and the missing macro-level, scientific and systematic assessment of the state operation. To avoid / decrease these weaknesses, there are applicable techniques in budget planning and economic activity planning that change the goal orientation and efficiency essentially in a positive way.

I examine the status of the Hungarian public administration at these areas. The political leaders of the country have attempted implementing a reform process with similar goals as stated in my hypotheses several times during the past two decades, but with very few results. The demand for reforms was practically present in three areas: transparency must be created, the state must operate more effectively and the normative discipline must improve. There were positive steps in the last two or three years, fortunately. Strategic documents, visions were presented at some areas, and the Research Institute of the Hungarian State Audit Office presented a document way forward: “The reform of national level economic planning” (*Báger 2010*). The Office for National Economic Planning was also set up in 2012, however, still in a state of view-finding. The Magyary Zoltán Public Administration Development Program” also opened some rewarding horizons at the area of my topic, in strategic thinking and service development methodologies. Also the government decree nr. 38/2012 (III.12.) has entered into force on governmental strategic control, but there are lots of things to do, yet. The analysis of the Hungarian conditions in my dissertation formulates the second hypotheses of my work, about possible improvement actions.

My hypothesis Nr.2. assumes that the opportunity described in hypothesis nr.1. can be successfully implemented, if the currently applied planning and monitoring obligations get extended in a much broader way of monitoring, transforming into a standardised system of control, which possesses a meaningful value added (based

on process- and task-based approaches). This gives an opportunity to discover problems in an early state, and calculate opportunities and makings.

In my reasoning I introduce an implementable, applicable controlling model for the public administration organizations which – based on the previously missing strategic fundamentals – use the theory and good practice of management and controlling. I describe the functions of the model one by one, also with regard to their connection with each other, on planning and control level as well.

Society and economy as external environment produce important information on judging the public organizations or the state as a whole on macro level. The target function of public policies should be the creation of harmony (*Kovács 2010*)! In the case of the states this is not implementable in short term periods. Therefore, the strategic thinking must be evocated in public management. Mid- and long-term goals, plans must be designed, then managed. The macro level projection of state functions is examined in my third hypothesis.

Hypothesis Nr.3. assumes that in case I accept that the previously described actions can operate on organizational level in a standardized way, then a multi-dimensional, macro level controlling system can also be set up. It is advised to do this by reviewing the functions of the state as one dimension and adding a process-based approach as the next dimension.

3. Structure of the dissertation, applied methods

I intended to create a dissertation, where not only theoretical question of public finance are raised. Instead, I also tried to summarize best practices, results and applicable experiences as well. The dissertation handles both theory and practice at all three areas, because I tried to emphasize all three theses in the framework of both.

In order to arrive to the topic of public administration controlling, first I address some questions of the modern age history of philosophic questions about the duties of the state. Then I examine some public financing peculiarities and the special rationality of

public administration, that differs the area from the market sector. This is required because we have to understand the background of decision making, since the addressed problems are deep in there: less control on processes and lack of resource monitoring. The state is operating a system of institutions through its resource allocation function, and via this system, run on the money being drained from the economy and the citizens, it offers public services, runs authority functions or administration services etc. After the state's undertaken roles in 20th century history I clear the function of public finance and the basic function of the financial operation of the state. The basic relationship can be described with the following equation:

Public sector output = Public sector input = Sources of financing

$$\sum Q_j \times P_j = \sum Z_k \times S_k + \sum L_l \times W_l = \sum T_i + \sum R_h + \sum C_j$$

source: Zsugyel 2009, p57.

Where the meaning of the indices is as follows: *j* means the public sector services, *k* & *l* are the labor force and other inputs of the sector, *i* indicate the taxpayer, *h* means the subsidy payers.

The interpretation of the equation: The public sector's output is *Q* quantity public services, on a justified implicit price of *P*. This equals to the public sector's material and immaterial input quantity of *Z* on a unit price of *S*, adding *L* quantity of public employees' multiplied by their *W* size of wages. At the end of this chapter in my dissertation I declare the necessary differences between the private and the public sector for the setup of the organizational control model.

The planning of state revenues is more or less fixed among financing plans of the budget. But it's not cleared, how the activities of the process can be assessed in a controlling way, of we want to consider the results. There are good practices applied in the private sector. These can be implemented in public administration, and the goals I set out can be reached. Therefore, the second large part of the dissertation deals with the perceptions on controlling, and the detailed introduction to the discipline. After this, I examine the circumstances of the public sector application. First I introduce the PDCA-

cycle based on Deming and Shewhart (*Deming 1986, Shewhart 1980*) as fundamentals of modern controlling. Using this core idea I describe the function of controlling and the differences between the American and European approach, based mostly on *Horváth&Partners* [2008] and *Anthony-Govindarajan* [2009].

By up-to-date concepts, controlling means a complete process circle of planning and control from a wide point of view (analogy to the PDCA-cycle). On the other hand, it means a system of information supply (*Horváth&Partners 2008*) supporting decision making of the leaders of an organization. By homogenous definitions in Hungary and abroad, the elements of controlling are useful for the decision makers to lean upon them as scientific tools. Controlling makes it possible to control an organization in a goal-oriented way, adjusting rapidly to environments changes. (*Francsovcis 2012, 2009, Körmendi-Tóth 2003, Horváth&Partners 2008*). We can call a structure a **controlling system**, if we operate *planning, deviation analysis and information services* in a unified, standardized way. These three activities are widely called **the three basic functions** of controlling. At the planning of future actions we construct our plans based on the information state of the current situation. The controlling regulation circle's initial point of view is, that the effects from the external environment continuously divert the organization from that state that was set out from the information available at the planning phase. These diversions occur by necessity. Further actions shall be made on the basis of the examination of these diversions, for the sake of improving the activity's quality level in the next process circle. It's important to see, that the plan / actual type of control of diversions is not primarily a tool for discipline – however certain human omissions may be the reasons for the diversion. The controlling philosophy intends to do this for the use of improving development. It also must be emphasized that the information supply system should also concentrate on the development of the information situation as well. Modern controlling in a broader sense of interpretation is a management tool that creates a synopsis of functions with a strategic focus. It phases planning, control and information supply tasks in order to achieve the results that were defined. And that's a function to be practiced in the public administration domain as well. Arriving at this point of my dissertation I examine, what conditions are present at this area in the Hungarian public administration. In my analysis I use the *Public Finance Theses* [2007] of the Hungarian State Audit Office and the

applicable legal background – especially the government decree 370/2011. (XII.31.) on public organizations' internal control system. I also define the public administration controlling system's requisites, and the four underlying principles of the model. These are the following: Transparency (1) and Accountability (2), furthermore Strategic thinking (3) and Performance focus – accompanied by outcome assessment (4).

During the analysis of the present conditions it's also of a key importance, that the Hungarian State Audit Office (ÁSZ) issued a report in 2012 on control processes in public administration (ÁSZ 2012). The present problem, as they emphasize in their research is, that 53 percent of the organizations financed from the Hungarian state budget run such a control system that just partially fulfils or – in some cases – does not fulfil all suitable control requirements. And in that case the study only covered legal financial prescriptions and the existence or non-existence of a regulated control system, not the presence of a complex planning and task based controlling system, as I propose in my dissertation.

As a summary of the so far presented, as a central element of the dissertation I introduce the “3E” controlling model for public administration organizations (*Becker-Weise 2002*) and the enhancements of the model based on my own research, where the meaning of the „E”-s are: effectiveness, efficiency and economy (*Kárpáti 2010*). Under these concepts I understand the following::

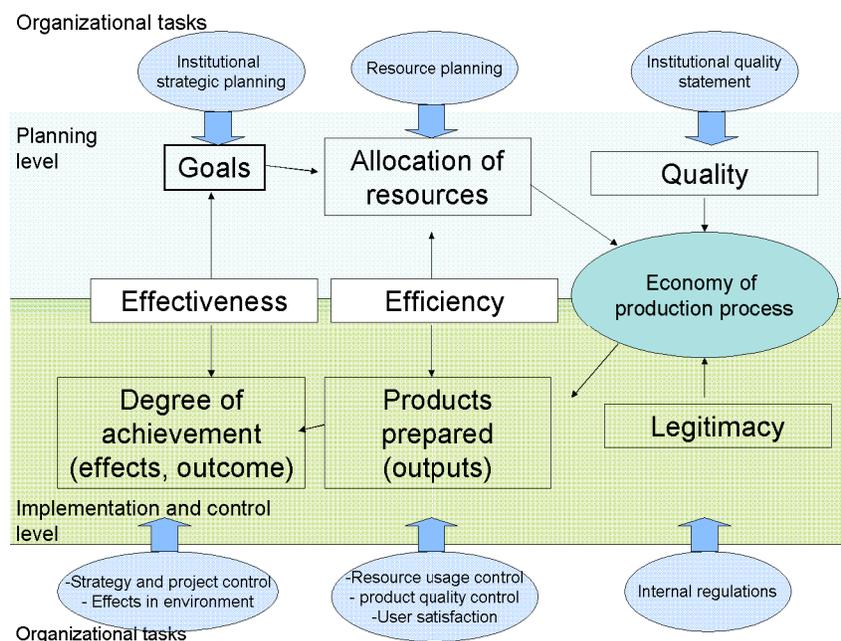
1. Effectiveness: is a probation stone whether the goals we set out were realized or not, more exactly if that specific goal was achieved what we set out in advance. Did we achieve the outcome, the effect we wished to produce in the environment of the organization? Effectiveness primarily raises the questions of strategic and mid-term evolution in the organization.

2. Efficiency: the expected results shall be produced with the use of the possible minimum, respectively with the allocation of the required optimum allocated amount of resources. The track of the process shall be measured and monitored. Efficiency is a more operational concept, it raises the specific questions of the given process.

3. Economy: did we produce an objectively good quality product, according to the regulations and did that meet the specific requirements of quality, what we set out in advance? Economy mostly raises regulatory questions in public administration.

The central part of the figure contains the three main planning and control examination dimensions of the 3E model. I extended the original figure with the lanes of “organizational tasks” on the top and bottom, and placed the main activities there, what the organization has to carry out during the operation.

Figure 1: the extended „3E” model of public administration controlling

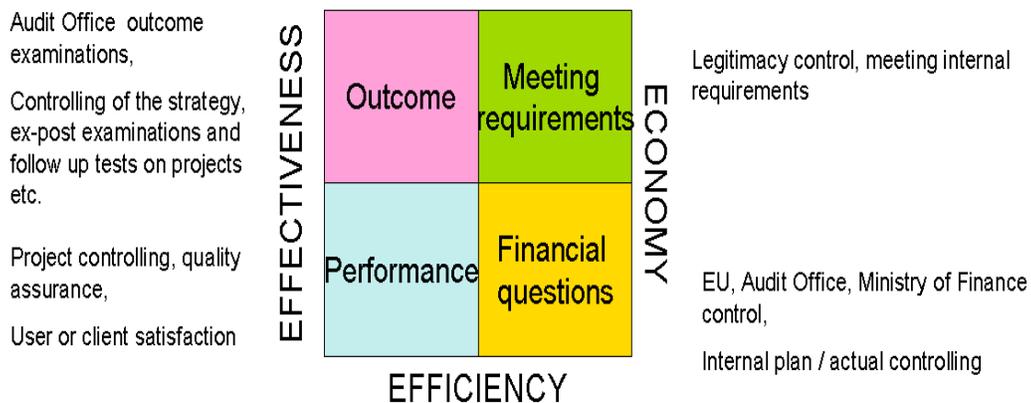


source: own work based on Becker-Weise (2002), presented originally in: Kárpáti 2010

The dissertation explains the content of the six boxes (three on the planning side and three on the control side) in the structure of the 3E model, starting from strategic planning. During that explanation I put an emphasis on strategic fundamentals and the importance of systematic goal formulation based on that. I also deal at this point with the importance of country-level strategies and the content of Hungary’s governmental decree Nr. 38/2012. (III. 12.) on governmental strategic control, giving a critical opinion on its content.

The balanced scorecard concept appeared as a new wave among the concepts and ideas of controlling in the second half of the 1990s, based on Kaplan and Norton's Balanced Scorecard (BSC) methodology (*Kaplan-Norton 1996*). After the detailed introduction of my controlling model I introduce a new solution that by my opinion enables the transformation of the "3E" model's focal points into Balanced Scorecard dimensions. This is described in Figure 2.

Figure 2: Converting the „3E” to BSC dimensions



source: own work

The following chapters of the dissertation give a detailed theoretic and practical methodology of the implementation of a task based planning and controlling system in a public organization.

The elements of this are: activity-based resource planning, management information system as a tool serving the decision-supporting role of the produced data mass, and the system-wide connections of the task based control system within the organization. I declare this improvement as of an initial importance in public administration controlling, since the task based controlling requires the most changes in an organization. It practically completely transforms the picture of the execution of tasks. Not incidentally the lack of this tool is one of the nine critical development points highlighted in the "Magyary-Program 12.0" (*Magyary-Program 2012, p.10*), too.

After the description of the task based controlling system's operation, I introduce two empiric examples of my own experience: the first is the planning and assessment process of the Irish public administration. The second example is the Hungarian Central Statistical Office's internal task based planning and control system. In these chapters I give a confirmation of the theory described. I try to emphasize that the concepts and methods collected in the dissertation are implementable in public administration. I also sum up what positive and what negative experiences accompany the presented public administration controlling tools in practice.

The last large part of my dissertation deals with the elevation of the model to the macro level of the state. I examine some internationally known indicator sets, good practices and theories to create an own model of state controlling, where state organization, financial, social and economic dimensions are assessed in a Balanced Scorecard - like basis. Furthermore, as a future option we may differ later between the hierarchical levels of organizations, and fine tune the content to central government operation and services, public administration and local governmental level in case there exists a complex system of goals that are driven through the entire public domain. At this point it is inevitable to mention Zoltán Magyary's personality and his works. The dissertation introduces a short summary of his viewpoints.

Magyary's approach is very complex: it's the integration of management, public policy and law. His basic stand is that the public administration shall put the expectations of effectiveness to first place and its services shall be based upon that goal. (*Magyary 1942, p. 22, p. 75*). To achieve this, he proposed top-down reforms. The author pointed it out in 1942 that objective measures and benchmarks are needed to assess the performance of the state and its bodies. He urged using the contemporary methods of business management at that time. Magyary also puts the stress on the personality of the top level leader, who's responsibility is inevitable at the design of strategic goals and then their realization. Magyary consciously tried to treat the public administration as a whole complex unit in governance, and he emphasized that well designed basic goals, transparent operation and assessment built-in the processes would place the public administration on a new development track, always considering long term effectiveness, efficiency and legitimacy as directing motivation in his interpretation. His proposals are

highly fresh and actual nowadays as well, because the last two decades after the change in Hungary's political system have proved, that the ruling governments' attempts of public administration reform in the country usually started with the complete denial of the previous government's achievements. So never mind how actual and trendsetting methods one uses or borrows from a good practice from abroad, if the next election makes literally all the efforts politically questioned. The cyclical political changes destroy long term development actions, however those actions usually had no political color at all. The essential knowledge bases and think-tank communities are also periodically changed (*Pálné 2011*). This instability, the lack of long term continuity and the re-start of reform procedures from an other point of view all make the reforms hard an ineffective.

The demand is growing continuously – especially after the past few years' global financial crisis – for interpretable, but furthermore complex assessment of the state performance, since the state is now involved in more and more areas of our lives. The already cited “Magyary-Program 12.0” contains also ambitious efforts in order to create a “Good Government” or “Good State” index for Hungary. This would not only qualify the operation of the state as an organization, but also the broader sense of the achievement and outcome of its existence. However, the document states that neither economic indicators barely, nor the alternative indicators of social progress are able to illustrate the concept totally. During the last few decades numerous political needs were formulated to design such a universal indicator (or system of indicators) but for today, there's not even a clear understanding, if it is possible to design an internationally acceptable measurement that would help the picture with some data, at all. So now we are still not even close to a universal tool that would represent the notion of a “Good State”. At this point of the dissertation I summarize what parameters and expectations there could raise at the design of such an indicator set. After this I introduce the World governance Index and the Calvert-Henderson Quality of Life Indicators to explain possibilities of composite indicators and complex indicator sets, furthermore I describe the differences between the good governance and good government approaches (*Kaufmann-Kraay-Mastruzzi, 2007, Stumpf et al., 2008, Calvert-Henderson*).

In the same chapter I also give an overview how the European Statistical System deals with the growing need for data and how they reply to the challenge of a demanded macro level controlling system. I use the Eurostat approach to address these challenges (*Bohatá et al. 2012*).

Finally, I introduce the theoretical fundamentals of the macro level indicator system which was my own design. This structure enables the examination in several dimensions. The two most important are the functional classifications based on the COFOG nomenclature of the United Nations, the second dimension is the process based decomposition of public administration tasks. The matrix of these dimensions is enriched with balanced scorecard-like examination focal points, and this multidimensional system is concentrated in to the “*Onion-ring model of macro level state assessment*” which will be shown in the result section of the theses on a figure.

4. Major results of the dissertation, theses

My starting point was, that good practices and controlling solutions of the market sector can be transformed to a public administration environment, too. The usage of the tools is certainly not possible by simply using the same solutions everywhere, because some specific differences must be considered first. The first thesis of my dissertation is based on this statement.

Thesis nr. 1.: The imperfections in the operation of the Hungarian public administration domain can be treated by the system-wide introduction of long term strategic way of thinking and the use of contemporary controlling tools. The development and implementation of these tools can be done in a short period of time in case there is suitable support.

Those chapters support this thesis in my dissertation, where I analyze the basic concepts of public administration and controlling, I differ the domain from the market sector, I define the controlling methods for the public sphere and introduce the “3E” model as a framework for all that.

The elaborated public administration controlling model gives a general planning and assessment system to the hands of organizations, that helps to elevate the institutional operation on a higher level of quality. The introduced empiric examples prove that the concept is also practically applicable .

This results in the second thesis of my dissertation:

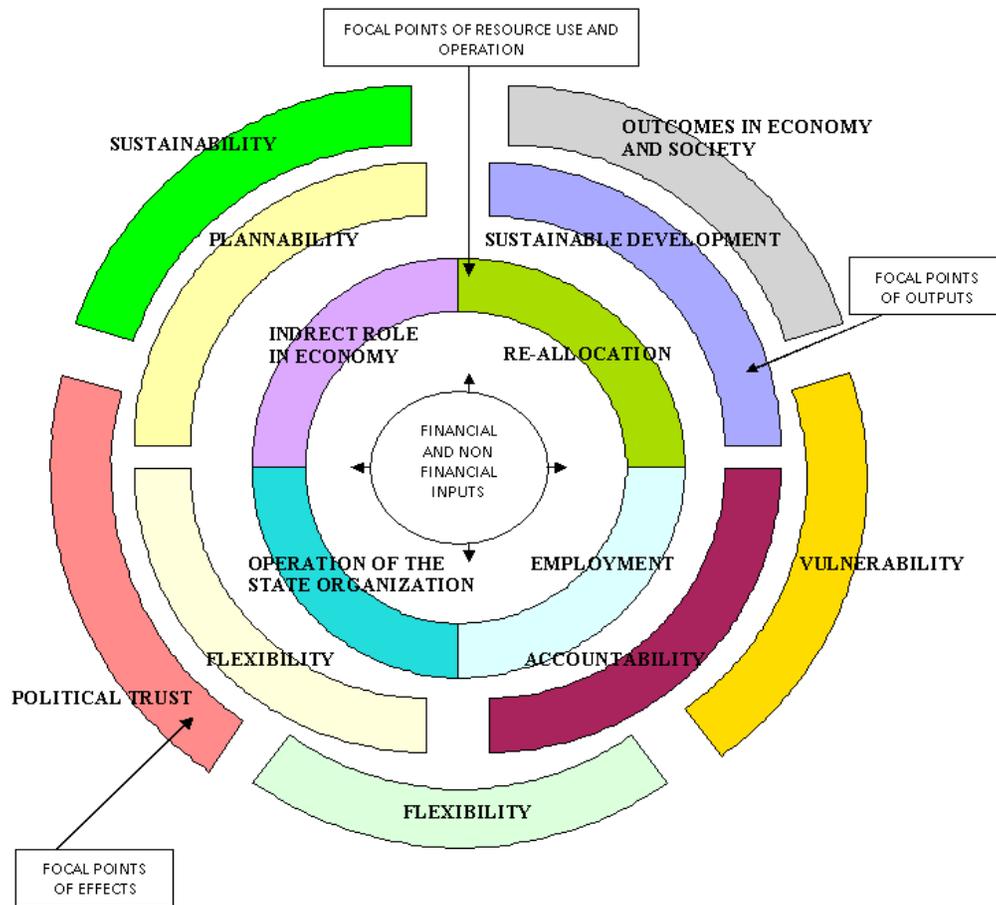
Thesis nr.2: The public administration controlling model gives an overview of the processes in the organization, based on a strategic approach. This model enables the incorporation of the existing controlling tools in to the complex system, but the new model enriches the examination dimensions with evidence based data and tools that accompany the organizations operation process by the focal points of effectiveness, efficiency and economy.

The confirmation of this thesis is served by the parts that detail the content of the 3E model, the application of the BSC approach, and the methodology of the task based planning system together with the description of the use of produced information. It's worthy to mention that this is the first paper where the planning and measurement methodology of the human resource allocation in public administration organizations is described in such detail that makes the implementation also possible. The improvement of this information area is highly recommended if we consider that currently the annual budget of public administration bodies in Hungary contains approximately 60 to 70 percent (or above) of human resource costs, including salaries, additional costs and contracts with externals. Although the budget regulations legally give strict orders and the control of expenditures is also set, there is still a large information deficit on how the largest part of the annual budget was spent. No plans, no actuals confirm that the use of human resources was done effectively, efficiently and economically in an optimal way. My controlling model is able to decrease this information deficit significantly.

The third topic of my dissertation dealt with incorporating the organizational model and the achievements into a macro level model. The indicator sets and the elaborated state function- and process step-based model create the possibility of the complex assessment of the state. This brings me to my third thesis:

Thesis nr. 3: The macro level controlling of the state is possible, similarly to the organizational level. A balanced, objective set of indicators on a scientific basis is able to describe the results of the state, on one hand classified by the COFOG nomenclature of its functions, reflecting the neo-Weberian approach. On the other hand it also accompanies the process steps in the operation, resulting in a closed matrix, starting at the input of resources and ending at the assessment of outcomes. This is integrated in to the “Onion-ring model of macro level controlling”.

Figure 3 : Controlling of the state – „Onion-ring model” for the grouping of the indicators



source: own work

As a summary: my dissertation has introduced the scientific background of those techniques that can be used for the planning, assessment and monitoring of the public domain's processes, to improve their operational quality. In the framework of this topic my dissertation contains the following new scientific results, novelties:

- The scientifically examined system of the public administration controlling model, based on the 3E (effectiveness, efficiency, economy);
- The stressed need of forward looking (strategic) thinking in the model on both national and organizational level;
- The transformation of the 3E model into a BSC structure;
- The implementable description of the process and task based controlling system in Hungarian organizations with examples, practices;
- The structure of the indicator matrix-table based on the COFOG classification on one side and the process based decomposition of tasks on the other side;
- The composition of the "Onion-ring model" compared to some international indicator sets for the controlling of the state, with descriptions of the structure;
- The proposal of applicable indicators that can be filled in to the Onion-ring model.

I created a universally applicable model of control, that makes it possible for public administration organizations to design a complex system of planning and monitoring on a process based approach. This, finally, may be the fundament of a measurement process where the usefulness and "good" behaviour of the state could also be assessed, based on the implementation of strategic level goals and their scroll down to the level of organizations. This could result in a justification of a "Good State" or a "Good Government".

Kecskemét – Szeged, 2013.

József Kárpáti

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