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Public Sector Digitalization:
The Italian Open Government

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INTRODUCTION

The Public Administration scenario in recent years is undergoing reforms and transformations that are changing its original appearance; the purpose of these transformations is to create a more efficient, less expensive, and closer to the needs of the citizen and the population public sector.

For too many years, in fact, there has been talk of a system that is by now old, inflexible and very bureaucratic, which failed to meet the needs of citizens, who felt increasingly excluded from this system, and therefore began to move away from most important public dynamics.

This paper aims to make a real journey within the public structure, as it was designed, how it has become, and how it will become.

In fact, the efforts that have been made and that are still to be carried out to finally bring the PA to an optimal level, a level that takes into consideration not only the cultural transformations, but also the technological ones of the last years: we will then discover the initiatives for the birth of E-Government, a system of digitalization of the Public Administration that allows all citizens not only to obtain the services they are interested in digitally and quickly ways, but also to actively participate in the most important decision-making processes, being able to inform themselves through a considerable number of databases, and thus finally having a PA close to their needs.

The aim of the paper, in the first part, is therefore to investigate the history and functions of the Italian and non-Italian Public Administration, also highlighting any differences, ending with a theoretical vision on the study and development of the PA and on responsibility of the various public offices.

In the second part, we will go instead to highlight the steps that have been carried out so far, and that will be carried out in the future, on the development of the digital Public Administration, and therefore of E-Government.

Finally, thanks to the various databases within the Italian digital public administration platforms, we could analyze the subdivision in the various offices by size and presence on the national territory, and finally in relation to the expense and revenue items that mark the way for future investments of the PA.

An essential factor is covered precisely by the theoretical part: in fact the enormous cultural transformations of recent years have marked the way to the PA evolution, with citizens who

always want more transparency, more and more information, and therefore need a structure that is closer to them and reachable at any time.

CHAPTER 1

Global Public Administration function and history

1.1 Italian Public Administration history

Speaking of the Public Administration can sometimes seem difficult and it presents significant gaps for an effective quadrature. The perimeter of study of Italian and non-Italian Public Administration clashes with numerous obstacles, due not only to legal reasons, but also political and cultural ones.

"Public Administration is the synthetic expression with which one intends to indicate both the activity of administering the public res, and the subject that is the organization that exercises such activity"[1]; this description is, as is obvious, simple and immediate.

The problems arise when, however, we pass from the *descriptive* phase to the operational one because, as Cammelli writes: "As soon as the purely descriptive terrain is abandoned, things become considerably more complicated, to the point that it is difficult even to specify what is meant by P.A. not because there is a definition but because there are too many. For economists the notion is particularly wide, because it corresponds to the area of resources whose direct or indirect allocation is not operated by market mechanisms, for some sociologists it is much more restricted and is identified with bureaucracy and public accounting for size returns broader almost like that used by economists. For jurists there is no longer a single answer and much depends on the chosen angle."[2]. From the political and cultural point of view, it must be kept in mind that the remarkable transformations of which the PA has been the protagonist, are to be sought in the various reforms carried out by the succession of different governments, and therefore of different ways of seeing the final functioning of the public offices.

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[1] Canauz M. *"La pubblica amministrazione in Italia tra organizzazione e gestione del personale"*. Pavia, Economia Aziendale Online, October 2008, p.28

[2] Cammelli M. *"La pubblica amministrazione".* Bologna, Il Mulino, 2004

Legislatura	Governo	Ministri della Funzione Pubblica	Anno	Interventi di riforma
X	Andreotti VI	Gaspari	1990	Legge 241/90 su semplificazione amministrativa e diritto di accesso (trasparenza)
XI	Andreotti VII	Gaspari	1992	Legge delega n. 421/1992 e con la successiva decretazione delegata
XI	Ciampi	Cassese	1993	Legge 537/1993 "Interventi correttivi di finanza pubblica"
XI	Amato I	Cassese	1993	Dlgs 29/1993 "Razionalizzazione dell'organizzazione delle amministrazioni pubbliche e revisione della disciplina in materia di pubblico impiego" Dlgs 39/1993 decreti legislativi "Norme in materia di sistemi informativi automatizzati delle amministrazioni pubbliche"
XII	Dini	Frattini	1995	DPCM giugno 1995: Carta dei Servizi - Definizione e comunicazione al pubblico degli standard di prestazione delle organizzazioni che erogano servizi dello Stato
XIII	Prodi I	Bassanini	1997	Legge 59 /97 detta Bassanini: "Delega al Governo per il conferimento di funzioni e compiti alle Regioni ed Enti Locali, per la riforma della Pubblica Amministrazione e per la semplificazione amministrativa"
XIII	Prodi I	Bassanini	1997	Legge 127/1997 - Bassanini bis
XIII	Prodi I	Bassanini	1998	Dlgs 112 /98 – Applicativo della Legge Bassanini
XIII	Prodi I	Bassanini	1998	Legge 191/98 – Bassanini ter
XIII	D'Alema II	Bassanini	1999	DPR 275/99 - Bassanini Quater
XIV	Berlusconi II	Frattini	2001	Legge Costituzionale 3/01 "La riforma del titolo V"
XIV	Berlusconi II	Frattini	2001	Dlgs 165/2001 " Norme generali sull'ordinamento *del* lavoro alle dipendenze delle amministrazioni pubbliche"
XIV	Berlusconi II	Frattini	2002	Legge 145/2002 "Disposizioni per il riordino della dirigenza statale e per favorire lo scambio di esperienze e l'interazione tra pubblico e privato"
XVI	Berlusconi IV	Brunetta	2009	Dlgs 150/2009 "Ottimizzazione della produttività del lavoro pubblico e di efficienza e trasparenza delle pubbliche amministrazioni"
XVI	Monti	Patroni Griffi	2013	Dlgs 33/2013 "Riordino della disciplina riguardante il diritto di accesso civico e gli obblighi di pubblicità, trasparenza e diffusione di informazioni da parte delle pubbliche amministrazioni"
XVII	Renzi	Madia	2015	Legge delega n. 124 del 7 agosto 2015 e decreti attuativi

[3]Public Administration reforms from 90' to 2015

First, it is important to bear in mind the starting point from which to start studying the main features of the Italian Public Administration: the definition of Public Administration is identified pursuant to Article 5 of the Italian Constitution, which mentions "*La Repubblica, one and indivisible, recognizes and promotes local autonomy; implements the most extensive*

administrative decentralization in services that depend on the state; adapts the principles and methods of its legislation to the needs of autonomy and decentralization"[4].

The article can be pitted in all its parts, in order to then define the characteristics that the public administration must enjoy. The main function is to provide services for the public, that is, for all citizens. The debate aimed at sanctioning the separation between the services offered by the public and services offered by the private sector, which is presumed to operate with greater efficiency, is very heated. To overcome this problem, the principle of autonomy and *decentralization* has been indicated, managing a peripheral organization of the State, which is contained in the principle of *subsidiarity*.

However, in order to fully understand the main functions and organization of the Public Administration, it is necessary to state the fundamental principles that govern it, and the main definitions to which they belong:

- Principle of Legality: this principle affirms the correspondence of the administrative activity to the provisions of the law[5]
- Principle of Impartiality: combining Articles 3 and 97 of the Constitution, it occurred that the public administration cannot discriminate in any way the position of the subjects involved in its action, and is denied the abuse of its position
- Good Performance Principle: it is important to emphasize that public bodies must administer according to principles of efficiency and cost-effectiveness
- The principle of a balanced budget: Article 97 also establishes the obligation of a balanced budget, established by the constitutional reform of April 20, 2012, n. 1
- Subsidiarity Principle: previously presented, this principle is regulated by Article 118 of the Constitution, and establishes a key element of the organization of the Italian PA; the State in fact outlines a peripheral structure as close as possible to the citizen who uses the services of the PA, not going then to replace other (local) entities where the latter perform their functions more efficiently than the activity of the State

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[4] Art. 5 Constitution
[5] Aa. Vv. "*Elementi di Diritto Pubblico*". Edizioni Simone, 2013, Vol 225/1 p. 111

According to Antonio Leone, "Attention to the Public Administration rises in moments of economic crisis, evaluation of public spending and at the beginning of the life of every government that regularly aims to improve the public system"[6].

This is the main reason that prompted the governments that have followed one another over the years to carry out projects to transform the Public Administration; last but not least, the great crisis of 2007 (followed by the European sovereign debt crisis of 2010), further emphasized the need for the policy to outline precise interventions aimed at making the general system more efficient. It should also be borne in mind that citizens constantly require very high performance from public bodies, and therefore the specific weight of a Public Administration manoeuvre in terms of electorate is not to be underestimated; it is from here that, as Canauz mentions, "We witness, especially in the late eighties, the launch in many countries of projects for the reorganization of the Public Administration, (...) to rethink the type of services that administrations provided to citizens and especially the nature of the services"[7].

However, the significant number of reforms implemented has always had a common thread: to create an efficient and innovative Public Administration, capable of responding to and anticipating the need of the citizen, through changes in the internal organization, operating mechanisms, and above all through the use of technology.

The first law that leads to the birth of the Public Administration is dated 1861, in other words the national unit; it was in fact decided to organize the public functions on a system very similar to the French (and therefore Napoleonic), through a centralization of powers and functions. It is known the thought of Cammelli, who argues that this choice "will deeply affect the entire existence of the Italian Public Administration"[8].

Three large areas of description were also defined (separation that still exists today):

1. State administration, consisting of ministries and offices side by side
2. Local Government, that is the area of territorial autonomy
3. Administration for Entities, including all offices that perform specific public functions, and therefore enjoy a certain degree of freedom.

We have already specified that politics and culture are two essential factors for the transformation and efficiency of the services of the PA; the existence, in fact, of the political

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[6] Antonio Leone, *"L'organizzazione sociale al servizio dei cittadini. Il caso Inps di Verona"*. Sistemi & Impresa, January-February-March2006, n. 1/2.
[7] Canauz M. *"La pubblica amministrazione in Italia tra organizzazione e gestione del personale"*. Pavia, Economia Aziendale Online, October 2008, p.29
[8] Cammelli M. *"La pubblica amministrazione"*. Bologna, Il Mulino, 2004

consensus that mixes with the level of quality of the services, creates a heated and still alive debate about the discussed relationship between politics and Public Administration. As Bruno Dente writes, it is important to summarize the problem in two actors: on the one hand, politicians who perform their function independently of electoral support, whose "(...) *"function", if a systemic logic is adopted, is, like us Luhmann taught, above all that of producing legitimacy to guarantee the formation of consensus* ", on the other hand there are the bureaucrats who, thanks to the strong level of specialization of the trade, guarantee the respect of the laws and also play the role of producing concrete decisions[9].

In this debate, we can insert a new one: the comparison between the public sector and the private sector. As Canauz writes: "*In the private sector, regulations regulate new work organization needs generated by changes in production processes and corporate strategies. In the public sector, the opposite often happens*"[10].

The substantial difference lies in the fact that, while the private sector prefers a *bottom-up* approach, the public sector supports a *top-down* approach, employing legislation as a means to then lead to innovation.

Throughout history, many laws have been created to try to modify the structure and functions of the PA, trying to make it as efficient as possible. We can summarize these transformations into four major reforms[11]:

- The first major reform is that led by Minister Cassese; the 90s are in fact a period full of transformations to which the PA cannot dissociate. From here the objective of achieving certain quality standards in the provision of the service offered by public offices starts. The first perimeters of the "Service Charter" are being defined, which will concern in particular health and schools, and therefore guarantee an efficient service for all citizens, with an eye also on the side of national finance.

- Minister Cassese will be followed by Minister Bassanini's reform, under the Prodi I government. The objective of the reform was to continue with innovations brought by previous governments, strengthening the concepts of *simplification*, transparency and subsidiarity, thus defining a decentralized, useful organizational model to reach citizens faster, and therefore to offer a more

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[9] Dente B. *"In un diverso Stato".* il Mulino, Bologna, 1995

[10] Canauz M. *"La pubblica amministrazione in Italia tra organizzazione e gestione del personale"*. Pavia, Economia Aziendale Online, October 2008, p.29

[11] Mochi Siamondi C., *"25 anni di riforme della pa: troppe norme, pochi traguardi. La riforma Madia vista da quattro prospettive di analisi",* of Piersanti V. (curated by). Collana Ricerca, Dicembre 2016, p. 7

efficient service. At this stage, there is an important modification of Title V of the Constitution, in which greater responsibility is assigned to local authorities, which are then entrusted with the operability of administrative actions, while the responsibility for coordination and support is entrusted to higher offices.

- We will have to wait 10 years for a subsequent reform of the Public Administration that can lead to strong innovations. In 2009 Minister Brunetta will once again try to improve the transparency and efficiency of the public bodies system, emphasizing the need for a high level of organizational and individual performance. The objective of the reform was to create and disseminate specific know-how and skills for office managers.

- Last major reform is the one approved by Minister Madia, under the Renzi government. This latest reform places a strong emphasis on transparency and simplification issues, definitively opening the door to Italian e-government.

As can be easily seen, the cardinal principle of all the transformations of the Italian PA is the continuous search for efficiency and quality at the service of the Customer, also guaranteeing transparency standards to encourage the latter's participation in recurring events and news. All this was obviously a follow-up to the strong innovative process that Globalization is bringing to the world level, influencing global administrative management; it can no longer be denied that even the smallest transformation in a place in the world now influences even the extreme opposite. All of this is also described by Mark Robinson, who explains that "the globalization of pluralization of service provision is the driving forces behind these changes. Policy problems faced by governments are complex, wicked and global, rather than simple, linear and national in focus"[12].

The global aspect of the reforms of the Public Administration is not at all to be set aside; Robinson himself, speaking of the difficulties encountered by Western countries in making their public sector more efficient, states that "…While public sector reforms in the developing world are influenced by policy experiments and organizational practices originating in OECD countries, they tend to operate within the traditional public administration paradigm. Consequently, there is often a discrepancy between the thrust of public sector reform efforts in developing country contexts and wider shifts in the nature of governance and contemporary approaches to public management grounded in OECD experience"[13].

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[12] Robinson M. *"From Old Public Administration to the New Public Service. Implication for Public sector reform in developing Countries"*. Singapore, GCPSE, 2015, p.4
[13] *Ibidem*

Despite the intentions and reforms to try to develop an optimal public system, there are still many elements to consider, and thinking about carrying out transformation projects without taking into account long-term elements or at least denying the influence of global innovations, will never improve the current state of things.

Until the twentieth, the approach dedicated to the organization of the PA is defined as "old public administration", whose main characteristics were:

- Centralized control
- Set rules and guidelines
- Separated policymaking from implementation
- Hierarchical organizational structure[14]

And consisted basically of:

- A separation between politics and elected politicians on the one hand and administration and appointed administrators on the other;
- Administration is continuous, predictable and rule-governed;
- Administrators are appointed on the basis of qualifications, and are trained professionals;
- There is a functional division of labour, and a hierarchy of tasks and people;
- Resources belong to the organization, not to the individuals who work in it;
- Public servants serve public rather than private interest[15].

What was most evident from this type of organization was the inefficiency not only in the provision of services, but also the difficulty of an efficient management of personnel, and above all the excessive level of expenditure, which did not lead to the desired results. Hence the idea of creating a different governance model that is efficient, transparent and as close as possible to the needs of the citizens: the ideal of "*New Public Management*" was born.

This approach starts towards the end of 1980, setting itself the objective of correcting the problems and limitations of the previous model, also guaranteeing a competitive approach to the market.

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[14] Osborne, S. P. *"The New Public Governance? Public Management Review"*. 2006, vol. 8, No. 3, pp. 377-388
[15] Minogue M. *"The Internationalization of New Public Management"* in *"The Internationalization of Public Management: Reinventing the Third World State"*, McCourt W. and Minogue M. Cheltenham, Edwin Elgar, 2001 pp. 1-19;
McCourt, W. *"Models of Public Service Reform: A Problem-Solving Approach"*. Washington D.C, The World Bank, Policy Research Working Paper, 2013, No. 6428

The main features have been summarized by Orborne as follows:

- An attention to lessons from private-sector management;
- The growth both of hands-on "management", in its own right and not as an offshoot of professionalism, and of "arm's-length" organizations where policy implementation is organizationally distanced from the policymakers (as opposed to the "inter-personal" distancing of the policy/ administration split;
- A focus upon entrepreneurial leadership within public service organizations;
- An emphasis on input and output control and evaluation and on performance management and audit;
- The disaggregation of public services to their most basic units and a focus on their cost management;
- The growth of use of markets, competition and contracts for resource allocation and service delivery within public services.

The first forms of responsibility are also structured to specific and local bodies for the organization of the public offer.

Elements of success of the NPM must be sought in the aim of "included consistent political leadership in policy direction and implementation and buy-in from top officials and central departments"[16].

The various reforms that have been made under the NPM guidelines have not only determined a real cut with the past, but have also changed the centrality of political and administrative priorities; the market as a whole was no longer privileged, but it greatly increased the importance given to citizens and their requests, emphasizing its role not only as a "consumer", but also as a co-producer of existing services, making it more involved to administrative decisions, laying the foundations for the subsequent e-governance model.

Bourgon also emphasizes the aspect of the centrality of the citizen in the process of creating reforms, pointing out that this element is the characteristic that best expresses a clean cut with the past, and therefore with the form of old public management[17].

Again Osborn, define a new characteristic of the NPM, explaining that "The NPG approach emphasizes inter-organizational relationships and the governance of processes, in which trust,

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[16] Peters B. G. and D. J. Savoie. *"Taking Stock: Assessing Public Sector Reforms*". Montreal, Canadian Centre for Management Development, 1998

[17] Bourgon, J. *"Responsive, Responsible and Respected Government: Towards a New Public Administration Theory*". International Review of Administrative Sciences, 2007 vol. 73, No. 1, pp. 7-26

relational capital and relational contracts serve as the core governance mechanisms, rather than organizational form and function", differently from the intra-organizational of the OPM[18].

The focus on the figure of the citizen, presents interesting aspects and elements of study, given that from the moment in which this transformation has gained strength, the citizen is no longer considered "Customer" of the services offered by public offices; in the past, in fact, the citizen-PA relationship was a passive relationship, and therefore led the legislator to issue top-down laws and reforms, with mechanical and often poor services, since they did not cross the real demands of citizens; for this reason a more democratic model close to the citizen was theorized, and that makes it not only a spectator, but an active participant in the process of choosing the legislator and the public administration; a model capable of guaranteeing services in line with the real demands of the population, focusing on the citizen himself.

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[18] Osborne, S. P. *"The New Public Governance? Public Management Review*". 2006, vol. 8, No. 3, pp. 377-388

1.2 Public Administration role

The history of the Public Administration has been studded with a number of remarkable reforms, which sought in some way to better organize the public machine, keeping pace with the various and numerous transformations and innovations that the last century has left us.

Leaving aside therefore the political and cultural merit of the value of the Public Administration in the functioning of a state, let us now list what are the main functions of the PA, the most important regulatory characteristics (partly already stated above) and the ways in which public offices are identified.

We have already identified the main regulations that define the elements of the Italian PA (Articles 5 and 97 of the Constitution), and we have already identified the cardinal principles that the offices of the Public Administration must respect (Legality, impartiality, good performance, balanced budget, subsidiarity); we can however indicate how the Public Administration is described under a double identification. It can indeed be described:

- In an objective sense, as a cure for the interests and requests of the citizen, and therefore of a public nature, bound by law
- In a subjective sense, as a total system of offices and public bodies, which through specific functions and administrative tasks, play a role of public interest

In addition to the principles already set out, I believe it is important to describe two others, which will characterize the responsibilities of public offices in the years to come; Article 97 also mentions obligations on the part of the PA in a transparent and public manner. With the first we identify the possibility, on the part of the citizen, to control and monitor at all times all the steps of the administrative action, thus making him participate in the decisions taken, and their possible consequences; the principle of publicity, on the other hand, obliges public offices to make certain acts and measures available to the outside, so as to facilitate access to data by the citizen[19].

The activity of public offices is therefore part of the so-called "care of public interests", that is, in offering services useful to the public interest; the doctrine explains how this activity can be carried out in a restricted manner, that is, strictly following the limits and obligations set by law, and discretionary, that is a margin of operation that can be used in order to make the best

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[19] Aa. Vv. "*Elementi di Diritto Pubblico*". Edizioni Simone, 2013, Vol 225/1 p. 113

decision for the citizen: in jargon, this discretion is also defined as "the faculty of choosing between several legally lawful behaviors for the satisfaction of the public interest and for the continuation of the purpose of the power exercised"[20].

Obviously, the discretionary activity of the Public Administration operates in certain limits determined by the law, dictated by principles of public interest, accountable for the exercised power, logic and transparency.

In the exercise of its function, a public office issues an administrative act; the set of all the documents issued determine the *procedure*, which then finalizes the administrative activity with the drafting of the *provision*. The law of August 7, 1990, No. 241, governs the formation of the procedure, stating a series of specific and well-defined phases:

- Initial phase: a subject, public or private, sets up the act that initiates the procedure
- Preliminary investigation phase: the public administration bodies and offices collect the data necessary for the assessment and final decision
- Constituent phase: the PA takes the final decision and establishes the content of the provision
- Effectiveness integration phase: the final act becomes effective; the competent office has the obligation in this situation to control and communicate the issuing of the provision.

It is important to state that the law 241/1990 also establishes other rules on the drafting of the procedure:

- Obligation to draft the provision as a conclusion of the proceeding
- Obligation to identify the unit responsible for the fulfillment and adoption of the final proceeding
- Obligation to communicate the initiation of the provision
- Right to intervene in the proceedings in case of error or prejudice
- Right to view previous deeds Obligation to notify interested parties of any reasons hindering the acceptance of the request
- Obligation to stipulate supplementary agreements (which determine the content of the proceeding) and substitutes (which replace the administrative provision)

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[20] *Ivi,* p. 114

In order to get to know the public administration operations, we are going to see also which are the main offices that constitute the subjective part of the PA:

- Ministries
- Local Government (Regions, Provinces and Municipality)
- Public Body

Article 95 of the Constitution attributes to the ordinary law the task of defining the characteristics, the organization and the number of Ministries, grouped in the following table:

Ministries	
Denomination	Mission
Foreign affairs	Italy's relations with other states and with international organizations - Italy's representation abroad
Internal	Order and Public Security - Defense and civil protection - Citizenship, immigration, asylum - Constitution and functioning of local authorities
Justice	Justice and judicial activity and execution of penalties, relations with the CSM, attributions concerning ordinary magistrates, supervision of professional orders, notarial archives, international cooperation in civil and criminal matters
Defense	Defense and military security of the State
Economics and Finance	Economic, financial and budgetary policy - Fiscal policies
Economic Development	Policies and strategies for the development of the production system, industry, trade also with foreign countries and crafts - Promotion of policies for international competitiveness - Economic and financial planning, coordination and verification of interventions for economic, territorial and sectoral development and of cohesion policies
Agricultural, food and forestry policies	Agriculture and forests, hunting and fishing - Food
Environment and protection of the Territory and the Sea	Protection of the environment, the territory and the ecosystem
Infrastructure and Transport	Spatial planning, infrastructural networks, urban and housing policies, maritime works and hydraulic infrastructures - Transport and traffic
Labor and social policies	Labor policy and employment development, labor protection - Social and social security policies

Health	Protection of human health, veterinary health, coordination of the national health system
Education, University and Research	School, higher and university education - Scientific and technological research
Cultural heritage and activities	Cultural and environmental heritage, entertainment

[21] Table of Ministries

As we have already indicated, the administrative and geographical organization of the PA, and therefore also of the Ministries, is governed by the principle of subsidiarity, in which there are offices at the local level with limited territorial jurisdiction, which primarily manage more quick local problems, and secondly, they are set up as local tools for the implementation of central resolutions.

As for the organization of public bodies, on the other hand, these are defined as "apparatuses constituted by the communities, recognized as legal entities and established to satisfy public interests"[22]; they are divided into *national* bodies and *local* authorities according to their operations throughout the national territory or only on the local territory. National bodies in turn are distinguished into:

- Instrumental: take care of activities of state relevance
- Auxiliaries: pursue interests that complement the activity of the state
- Management: category of public bodies set up towards privatization

The perimeter of the functions of the Italian Public Administration still determines strong gaps and very different opinions on the part of various theorists and jurists. As it is still difficult to delineate what is the correct definition for the PA, we can see how "It was widely possible to detect the difficulty of a unitary approach which entails the detection of a perimeter of the public sphere. Defining indicators and techniques therefore become fundamental in order to be able to understand whether a certain regulatory provision should be applied or not"[23]. In the next paragraphs, we will therefore deal with topic linked to the comparison of the public administration system in other countries with respect to Italy, and then we will use specific indicators and techniques to try to define this real difficulty of specifying the perimeter of the Public Administration.

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[21] *Ivi*, p. 117-118
[22] Aa. Vv. Bin R. Pitruzzella G. *"Diritto Costituzionale"*. Giappichelli, 2018, n°19
[23] Venanzoni A. *"Il perimetro della Pubblica Amministrazione nell'esperienza giuridica italiana, francese e inglese"*. Giustamm, 2017, n°2, p.13

1.3 Foreign Public Administration system: a comparison between the Italian, French and Anglo-Saxon organization

The organization and functioning of the Public Administration have always been interesting, important and widely discussed topics not only in Italy, but also in many other countries, since it was immediately evident that the administrations "could easily become a center of autonomous political power as much great to be able to exercise its own influence on national policy-making"[24]. This eventuality could have led to serious difficulties, above all because the Public Administration, thanks to its autonomy, could have "taken away their work from the control of legitimate power by using instead the operating discretion according to the proper interest or (worse) of alternative groups of power"[25]. These considerations then led modern democracies to review the organization of the public administration, creating a model sometimes different from each other; in this section we will analyze mainly the French and Anglo-Saxon models, also stating the differences and peculiarities with the Italian model.

French Model

The question concerning the real moment of origin of the structure of a public administration is still wide and debated; many allude that the system was originated in the post-revolutionary and Napoleonic era, but it must be remembered that already in 1700, France organized a structure called "Cameralistic", intent on investigating specific sectors such as public finance and public security[26]. The fulcrum in which, however, we can recognize the starting point of modern administration, is traced to the reforms implemented during the nineteenth century during the empire of Napoleon Bonaparte, which organizes the administrative system under a centralized vision[27].

Then, in chronological order, we arrive at the reforms implemented in the late nineteenth-early twentieth century, in which two theoretical doctrines are outlined: they are in fact the years of

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[24] Canauz M. *"La pubblica amministrazione in Italia tra organizzazione e gestione del personale"*. Pavia, Economia Aziendale Online, October 2008, p 32
[25] *Ibidem*
[26] In the Napoleonic era, the Science of Police would later be derived from the Science of Police, whose origin is commonly traced back to the work of J. Bonnin, Principes of Administration, 1808. See, also for a wide reconstruction of the French public security system, G. Campesi "Genealogia della pubblica sicurezza: teoria e storia del moderno dispositivo poliziesco"
[27] G. S. Pene Vidari "Storia del diritto - età contemporanea", Torino, Giappichelli, 2014, p. 43

the "mature juridical reflection, in which the doctrines of *puissance publique* and especially of the *service publique*"[28].

For the first, the remarkable transformations of time aim at an administrative power increasingly centralized to specific organs; this time outlines "an expansion of the public perimeter that seems unstoppable; the changed social context, industrialization, ever-expanding trade, lead the State to assume also social roles and functions aimed at regulation"[29]: it is the State that remains at the center of the nation's power, and acts not only as administrator and provider of services, but as a true social and economic regulator of the country.

The doctrine of *service publique* is also beginning to be born "theoretically", but it will have an important boost in the period after World War II.

The "wind" of the centralized doctrine of public administration continues to blow not only in times of economic and social expansion, but also during the early 1900s, a period of crisis that sees Europe facing the specter of the First War World; the phenomenon becomes so wide as to make the saying "Everything is becoming a public right spread in the French doctrine"[30].

The period of the second post-war period is not fertile for public administration reforms; the state continues to centralize all the necessary decisions, but the first modern rights of the citizen begin to take shape.

The period that will have the greatest impact, after the Napoleonic era, on the organization of the French PA, is that of the 70s and 80s of the 900s, a period full of transformations not only economic, but above all political and social. During this phase in fact, the various political forces agreed that the existing structure could no longer keep up with the new and growing demands of modern society, and therefore of citizens; all this was due to a totally new economic situation, in which the plant of public and industrial services began to have an ever-greater importance. Significant reforms were therefore started to modernize and make the change and efficiency of the public administration more effective, starting not only from a significant reduction in the public sphere, but favoring the development of the phenomenon of privatization.

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[28]Venanzoni A. *"Il perimetro della Pubblica Amministrazione nell'esperienza giuridica italiana, francese e inglese".* Giustamm, 2017, n°2, p.18;
M. Long, P. Weil, G. Braibant, P. Delvolvé, B. Genevois *"Les grands arrêts de la jurisprudence administrative".* Paris, Dalloz, 2015
[29] Venanzoni A. *"Il perimetro della Pubblica Amministrazione nell'esperienza giuridica italiana, francese e inglese".* Giustamm, 2017, n°2, p.19
[30] *Ivi*, p. 20

Specific "sensitive" sectors were chosen to start the process of privatization and the creation of independent authorities, to guarantee a correct functioning of the market, open from now to real competition.

The process can be divided into two lines of reforms:

- Decentralization
- Devolution of powers and responsibilities

The first step is an element of drastic change with respect to the past, not only due to the abandonment of the "uniformity of performance throughout the country" plan, but also undermining the traditional pyramidal model of the structure of the French PA[31].

In more modern times, the new reforms to improve the public administration system date back to the Sarkozy presidency and the subsequent one by Hollande, who have launched ambitious plans for the modernization and efficiency improvement of the PA services, which guarantee level standards linked to optics of reformulation of public spending and the perimeter of competence of the State, of digitization, simplification and transparency towards the citizen.

Anglo-Saxon model

The Anglo-Saxon model, on the other hand, is a different model than the Italian and French model, thus proving to be a real exception regarding its own structure and the doctrine that underlies the administrative organization. The main factor of the remarkable difference of views between the Anglo-Saxon model and that beyond the English Channel is the definition of the *civil servant*; in England, in fact, public officials do not constitute a separate body with respect to citizenship, suggesting "the idea of a citizen who serves the national community, and not a body that ends up developing its own self-awareness, from it ends up break up with"[32]. It should also be emphasized that, historically and culturally speaking, the United Kingdom has always had a certain aversion to administrative centralism, opting for a solution that has been very decentralized and local since its origins. The problems that arose during the industrial revolution put the centralized model in crisis, and over time certain functions are assigned to specific and

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[31] Canauz M. *"La pubblica amministrazione in Italia tra organizzazione e gestione del personale"*. Pavia, Economia Aziendale Online, October 2008, p 34
[32] Venanzoni A. *"Il perimetro della Pubblica Amministrazione nell'esperienza giuridica italiana, francese e inglese"*. Giustamm, 2017, n°2, p.25

independent authorities; the liberal push of Margaret Thatcher, who will radically transform the structure of the Anglo-Saxon public administration, begins to gain ground.

The process of reform brought by Thatcher will tend to help the public sphere with the private sphere, inserting elements and ideas of competitive management positions, trying to be able to achieve greater efficiency. It also starts with a well-defined privatization project, especially in sectors with highly competitive impact.

The New Public Management model pushes this reform process even further, according to the cornerstones of efficiency, effectiveness and cost-effectiveness, with measurement of managers' performance, and alignment between public and private sectors in areas of high public importance.

The State becomes a simple market regulator, having to study laws that support the achievement of the efficiency of the sector, and this will greatly influence the definition of public authorities.

The 2008 crisis will mark the last piece that will lead, as has already been seen in other countries, to a new definition of public administration, with a special focus on transparency, public spending, regulation and justice.

A distinctive sign of the English public power is the intrinsic relationship between the public and the private sphere, still an object of study of the models of organization of the public administration, to which we are trying to find a uniformity of intent even between different states, to favor global decision making.

Chapter 2

Digital Public Administration

2.1 E-Government implementation

The historical passage carried out in the preceding paragraphs, in which we analyzed how the public administration was born and transformed over time and in different countries (and therefore different cultures), allowed us to lay the foundations for the study and analysis of how various PA theorists are moving. In an increasingly interconnected world, where globalization has greatly transformed national and international policies, it has made the political and cultural system increasingly complex; this complexity has significantly changed the way we see and think about the organization of the public administration model.

The previous model, defined as *Old Public Administration*, failed to withstand the transformations of the early 1980s, proving to be unsuitable, and which led to the birth of a totally different and innovative new model: The *New Public Management* model. We have previously defined the main features of this model, a system that is more open to the private sector, and that seeks to mix this sector with the public, to try to increase the performance of the employees, and thus make the system of public administration as efficient as possible.

Despite the excellent hopes originally set, we know that this model was also criticized considerably by some theorists of the time, blaming the totalitarian view on the public administration of the private administration, which no longer placed citizens' needs at the center, but aimed only at maximizing performance, often going to limit the implementation of reforms due to the creation of fragmented agencies[33].

It is on these criticisms that the idea of theorizing of totally new models takes hold, and they seek to "address problems of coherence and collaboration through "whole-of-government" approaches and that increasingly placed citizens at the center of reforms rather than privileging the market as the primary driver of reform. This new set of approaches does not simply offer an alternative model of public administration but presents a new and distinctive perspective that emphasizes the role of citizens in policy formulation and the co-production of public services"[34].

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[33] Robinson M. *"From Old Public Administration to the New Public Service. Implication for Public sector reform in developing Countries"*. Singapore, GCPSE, 2015, p. 9
[34] *Ibidem*

The first is the New Public Governance, unlike the other two approaches, the objective is to place the citizen, rather than the Government, at the center of the reforms; therefore, the idea underlying the role of the citizen changes radically: the latter in fact really stands as "co-producer of policies"[35].

The literature on this model offers remarkable and interesting insights:

Indeed, Weber and Khademian will say that "Government is treated as just one actor alongside others engaged in policy deliberation and service delivery and is no longer assumed to be the sole or predominant force shaping public policy and implementation"[36], main while for Dhenhart, "the policies that guide society are the outcome of a complex set of interactions involving multiple groups and multiple interests ultimately combining in fascinating and unpredictable ways"[37].

The second model is called *New Public Service*, and like the previous one, places the figure of the citizen and the civil reality at the center of the project; the State must therefore not only control the services offered, but help the citizen and recognize what his main needs are[38]. What is required for Public Managers is not the mere control and guidance of the public service through reforms, but to analyze and solve certain problems with the help of the citizen himself.

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[35] *Ibidem*

[36] Weber, E. P. and A. M. Khademian *"Wicked Problems, Knowledge Challenges, and Collaborative Capacity Builders in Network Settings"*. Public Administration Review, 2008, vol. 68, No. 2, pp. 334–349.

[37] Denhardt, R. B. and J. V. Denhardt *"The New Public Service: Serving Rather Than Steering"*. Public Administration Review, 2000 vol. 60, No. 6, p.553

[38] *Ibidem*

	Old public administration	New Public Management	New Public Service
Theoretical foundations	Political theory, naïve social science	Economic theory, positivist social science	Democratic theory
Rationality and models of human behaviour	Administrative rationality, public interest	Technical and economic rationality, self-interest	Strategic rationality, citizen interest
Conception of the public interest	Political, enshrined in law	Aggregation of individual interests	Dialogue about shared values
To whom are civil servants responsive?	Clients and constituents	Customers	Citizens
Role of government	"Rowing", implementation focused on politically defined objectives	"Steering", serving as catalyst to unleash market forces	"Serving", negotiating and brokering interests among citizens
Mechanisms for achieving policy objectives	Administering programmes through government agencies	Creating mechanisms and incentives through private and non-profit agencies	Building coalitions of public, non-profit private agencies
Approach to accountability	Hierarchical - administrators responsible to elected leaders	Market-drive-outcomes result from accumulation of self-interests	Multifaceted-public servants guided by law, values, professional norms and citizen interests
Administrative discretion	Limited discretion granted to public officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations with top-down authority and control of clients	Decentralized public organisations with primary control within agency	Collaborative structures with shared leadership
Assumed motivational basis of public servants	Pay and benefits, civil-service protections	Entrepreneurial spirit, desire to reduce size and functions of government	Public service, desire to contribute to society

Table of comparison between OPM, NPM and NPS[39]

[39] *Ivi* p.554

It is Bourgon who enunciates the four essential elements of the NPS, due to the strong transformations of the last century:

- Building collaborative relationships with citizens and groups of citizens;
- Encouraging shared responsibilities;
- Disseminating information to elevate public discourse and to foster a shared understanding of public issues;
- Seeking opportunities to involve citizens in government activities[40].

The aim of the new model is to improve both the focus on the citizen, and to eliminate any problems arising in the NPM.

Different theories are developed, and different authors also state different characteristics and elements: "A second strand of the post-New Public Management literature is rooted in the transformative potential of digital governance. Much of the early literature on digital governance focused on the efficiency gains that could be realized by the use of new technology to improve service delivery, which is consistent both with the old public administration and NPM models of public management"[41].

The turning point, however, occurs when we begin to discuss also the strong power and the growing importance of technology and technological innovations also within the PA services; it is from this point on that we will no longer start talking about a not very innovative public service, but we will try to lay the foundations for the advent of *e-governance*, through the use of new technologies that will be able to not only to guarantee a better service, but to make the whole process more transparent, with the citizen who will therefore actively participate in the life of the public service: The potential of new technologies for opening up government information to public access and scrutiny has gained considerable momentum with the advent of the new transparency agenda and the increasing sophistication and prevalence of digital governance. Technological innovations designed to increase transparency and accountability offer the potential to bring citizens closer to the policymaking process through new and improved channels of participation as well as citizen monitoring of government[42].

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[40] Bourgon, J. "*Responsive, Responsible and Respected Government: Towards a New Public Administration Theory*". International Review of Administrative Sciences, 2007, vol. 73, No. 1, pp. 7-26.
[41] Heeks, R. and S. Bailur. *"Analyzing E-government Research: Perspectives, Philosophies, Theories, Methods, and Practice".* Government Information Quarterly, 2007, vol. 24, No. 2, pp. 243–265.; Yildiz, M. *"E-government Research: Reviewing the Literature, Limitations, and Ways Forward".* Government Information Quarterly, 2007, vol. 24, No. 3, pp. 646–665.
[42] Avila, R., H. Feigenblatt, R. Heacock and N. Heller. *"Global Mapping of Technology for Transparency and Accountability".* Mimeo. London: Transparency and Accountability Initiative. 2011

Having therefore noticed how the strong transformations of recent years have had a strong impact on both the private and public sectors, it remains to be expected that technological and non-technological innovations that will follow will still mark enormous changes for the public administration sector; in fact, having succeeded in obtaining and defining an e-government policy is only the first of many steps still to be taken: The potential of new technologies for opening up government information to public access and scrutiny has gained considerable momentum with the advent of the new transparency agenda and the increasing sophistication and prevalence of digital governance. Technological innovations designed to increase transparency and accountability offer the potential to bring citizens closer to the policymaking process through new and improved channels of participation as well as citizen monitoring of government[43].

However, there are also important proposals for "opportunities presented by globalization, in which governments need to be alert to the implications of capital movement and global production systems for domestic economies with implications for the very nature of public management"[44], but to do this it is necessary to get to the bottom of the NPS proposals, in which networks of public, private and non-profit organizations have been identified as critical to the development of government capacity to address complex problems and achieve collective goals[45].

The theories presented previously were necessary, in the context of the time and culture in which they were born, to mark the pace to what is happening and will happen later in the public sector of many Western countries; most of the nations, and therefore of the central governments, have opted not for a specific model, but have tried to use a hybrid model, which could then go to highlight the strengths of each specific theory, trying to insert the whole within a single system that presents significant steps forward compared to the past, but also great opportunities for growth and continuous innovation for the future[46]; an hybrid model that "embraces adaptive responses to complexity, emphasizes the significance of motivations and incentives, and

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[43] Abonyi, G. and D. M. Van Slyke. *"Governing on the Edges: Globalization of Production and the Challenge to Public Administration in the Twenty-First Century"*. Public Administration Review. 2010, vol. 70, S1, S33-S45.; Ho*, "P. Governing for the Future: What Governments Can Do"*. RSIS Working Paper, 2012, No. 248.
[44] Koppell, J.G.S. *"The Politics of Quasi-Government: Hybrid Organizations and the Dynamics of Bureaucratic Control"*. Cambridge: Cambridge University Press, 2003; Robinson, M. *"Hybrid States: Globalisation and the Politics of State Capacity"*. Political Studies, 2008, vol. 56, No. 3, pp. 566–583.
[45] Goldsmith, S. and W. D. Eggers, eds. *"Governing by Network: The New Shape of the Public Sector"*. Cambridge, Mass: Ash Center and Brookings Institution Press, 2004
[46] Christensen, T. and P. Laegreid. *"Complexity and Hybrid Public Administration—Theoretical and Empirical Challenges"*. Public Organization Review, 2011, vol. 11, No. 4, pp. 407-423.

privileges the interests and needs of citizens as the primary focus of public service reform, while recognizing the importance of maintaining an efficient and capable core public service"[47].

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[47] Robinson M. *"From Old Public Administration to the New Public Service. Implication for Public sector reform in developing Countries"*. Singapore, GCPSE, 2015, p. 15-16

2.2 Theory and definition of E-Government

All this led us to the birth and introduction of the E-government model within the public sector of many states. Let's start with a simple definition: for *E-Government* we mean that model of public administration that bases its fundamental pillar on *trust* with the citizen (which we remember therefore tends to have an increasingly important role not only in the post-reform phase but also in the co-production of reforms), through the use of new digitalization technologies and new communication models, to make the whole relationship open and transparent; the primary objective is therefore to favor the creation of a living relationship between the institutions and the citizen, merging the latter with all the information necessary to make it more involved during the decision-making processes.

The existence and development of an efficient E-Government system also require that all the Public Administration be supported by consolidated and efficient information systems and by a back office that allows electronic interaction in an effective manner with the citizen[48];

Great emphasis is therefore given to the use of all the technological and digital innovations that have transformed the last few years, and which were previously thought to be used only by the private sector; The latest reforms in terms of re-establishment of the PA have instead opened the doors to the world of *Open Data*, *Big Data* and *I.o.T*, and to strong investments in terms of digital infrastructure. All this obviously leads to making important considerations not only in terms of accessibility of information to the citizen, but also to debates on the world of *Privacy* and *Cybersecurity*, essential elements to allow citizens to inform themselves and participate in state initiatives freely and safe, preventing the risk of identity theft and fraud.

In Italy the authority set up to protect the privacy of citizens is the *Privacy Guarantor*, which in addition to overseeing, also issues guidelines to be pursued in terms of prevention and control. The Data Protection Authority also has the role of verifying the correct construction of the state databases, to ensure the accuracy of the information, the updating, the relevance and not excess of the data, and to guarantee the respect of the right to be forgotten when the information collections exhaust their purpose[49]. The field instead of cybersecurity has the objective of protecting the individual citizen and the whole community, guaranteeing important standards for everyone's computer security; The European Union on this point has begun to issue directives that all member states must pursue, stipulating the Cybersecurity Strategy of

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[48] Motta G. "*Luci ed ombre dell'e-government: Dalla parte del cittadino*", inedito, 2010. p. 9
[49] Garanteprivacy.it

2013, which determines priorities and policies to allow citizens to be able to inform themselves not only in the best way, but also in complete security.

To better understand what e-governance is about, let's go now to state and identify the key factors that distinguish the model:

- Transparency: the principle of transparency falls fully under the "good administration" section of the PA that we discussed earlier; in fact, with it the obligation is imposed for all Public Administrations to make their work visible and controllable externally[50].
  In practice, the principle of transparency implies that the public offices make all the information available to allow interested citizens and businesses to inform themselves about the decisions and the functioning of the state machine.

- Open Data: the principle of Open Data, partly based on the characteristics of transparency, as it indicates the availability of public data and information, on raising the standards of conduct of public officials and on greater use of ICT by part of the Public Administration[51]. It is important, however, to recognize that the use of technologies for the digitalization of the PA are not a "substitute" tool of politics and the state, but are actually a support to the creation of a real relationship between the latter and the citizen; they are therefore mere tools, useful for the efficiency and simplification of reforms and public processes, but they will never be able to replace the decision-making processes for the reform of the PA.

- Participation: as you can easily guess, e-government therefore represents one of those elements of the information society that fit into the framework of theories concerning structure and social changes[52]; this is a symptom of the growing importance that the figure of the citizen covers and will cover in the decision-making processes of the PA. All these technologies will in fact allow anyone to have free access to information on the reforms and the execution of the latter; in fact, the objective is to focus the citizen on the program and allow him to actively participate in the most important state initiatives.

- Simplification: as we have seen in the previous chapters, a series of reforms (sometimes perhaps too numerous) have occurred over the years, which have always tried to make the entire PA decision-making process more efficient, and thus guarantee a better public service both in quality and timing. It was thus possible to observe a reorganization and

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[50] Art 97 *Costituzione*
[51] Open Government Declaration 2011
[52] Motta G. "*Luci ed ombre dell'e-government: Dalla parte del cittadino*", inedito, 2010. p. 9

redefinition of the bureaucracy that takes into account the social and political changes that have occurred over the decades and that should find a realization closer to the new political culture of transparency, participation and public service[53].

The *knowledge management* system is also introduced, which aims to support information, communication and learning within the public administration and to facilitate work and collaboration between public offices and, in particular, between public officials[54]; from here the real "revolution" of the public system starts: in fact the introduction of technology allows not only to foster the evolution and speed of certain processes, but to make improvements also in the part of communication and disclosure of information both internally than external. This system therefore has the objective of lightening administrative management, strengthening policy making and increasing competence in change processes.

E-government thus becomes not only a question of technological innovation and digitalisation, but becomes the protagonist of the relationship between administration and citizens, to make the services offered more efficient. In fact, the digitalisation of the Public Administration is often considered only as an application of technologies, but in reality it represents a totally new way of providing services, thus providing a modern system to respond to new needs.[55].

We then summarize the final objectives of e-government:

- Facilitate access to administrative documentation
- Develop forms of integrated supply of online services
- Use ICT to support and improve delivery processes
- Prerequisites of e-democracy mechanisms
- Monitor the key indicators on the quality of perceived services, also facilitating the measurement of *customer satisfaction*, ie evaluating how satisfied citizens are with the services that are provided.

It is not possible to exclude a discourse related not only to the provision of the service for the citizen, but also to the real administrative management; the fundamental element must be found in the ability to activate coherent actions on all the variables that, alongside the technologies, are able to influence the effectiveness and quality of the innovation processes, and therefore also review the administrative rules and procedures, and the roles, responsibilities and skills of

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[53] *Ivi* p 22
[54] *Ivi* p 24
[55] *Ivi* p30

employees: the acquisition of new professional figures with skills also related to the IT world is therefore necessary[56].

So much has been done and is still underway or being evaluated, to try to complete a project as ambitious as it is complicated, which is already marking a turning point towards a new renaissance of the system of Public Administration, too many times left far from the demands and needs of the true protagonist, the citizen.

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[56] *Ivi* 32

2.3 E-Government in the world: USA case study

Structuring a plan for the digitalization of the mechanisms of the Public Administration has now become essential for any government and any nation; we are in fact experiencing a phase in which the citizen must regain confidence in the work of the institutions, and the principle of transparency must therefore be present in the agendas of each country, especially the most industrialized ones, which can enjoy ever more advanced technologies.

The e-government model has, as we have said, long-lived and almost profound rallies, but the real turning point in the development of the system came in 2009 when US President Barack Obama signed the "*Transparency and Open Government Memorandum*", Which will then become the fulcrum and pillar of the new relationship between citizens and the state. It was built on three fundamental points:

- Transparency: providing the citizen with all the information necessary to enable him to know the administrative procedures
- Participation: Making data and information available has the objective of bringing the citizen closer to the background of decision-making processes, and thus allowing him to actively participate in administrative activities
- Collaboration: All this determines an increase in the trust between citizens and state, but it also affects the relations between businesses and non-profit organizations with the state. Making information open means allowing individuals and organizations to have all the necessary data at their disposal, thus encouraging citizen participation, which not only becomes a spectator, but becomes a collaborator of the state for identifying better and innovative policies.

The *Memorandum* has greatly influenced impressions of e-government, placing the debate at the centre of the political life of the countries; then the *U.S. National Action Plan*, which is divided into 8 specific activities:

1. Open Government Directive and Agency Plans: the goal is the creation of the platform in order to reach high levels of openness and transparency
2. Data Availability and the IT Dashboard: Make it easy for the citizen to find the information he needs
3. Open Government National Action Plans: promote active public participation of the citizen
4. Disclosure to Increase Accountability and to Promote Informed Consumer Choice, managing information as an Asset: make key public information on health, education,

nutrition, energy efficiency, environmental protection and financial services available to the public.

5. Data Communities to Spark Breakthroughs for National Priorities: guarantee the launch of new state initiatives aimed at solving various problems

6. Enforcement and Compliance Data: allow citizens to browse and find the information they need quickly and with good result

7. Reviewing Existing Agency Rules: review the regulation and change it at these points

8. Government Transparency: propose a transparent and accessible opening on the figures of administrative policies

Subsequently, the FOIA (Freedom of information Act) was implemented, a very important document for the future of e-government, as it establishes the principle of free circulation of information and the right of access to administrative documents; many states, starting from the USA, have introduced FOIA laws, so as to allow an increasingly wider access by the citizens to the information of the PA.

2.4 E-Government in the world: UE case study

Trying to follow the steps of the USA, the European Union has also launched an implementation strategy for an e-government platform to improve transparency, participation and cooperation between institutions and citizens, turning towards new evolutionary dynamics that allow a administration not only more productive, but in its modernity, even more open and participatory[57]. European policies have subsequently influenced those of the member states, also to try to propose similar solutions and thus also facilitate the establishment of a European e-government.

The first step taken by the EU in terms of e-governance came in 2000, when the European Council meeting in Lisbon set the goal of a "single European information space - through - strengthening innovation and of investments in ICT research[58].

From that moment, the establishment of an e-governance program is no longer seen only as a merely "political" model, but is considered a key tool in reducing the administration costs of public affairs, and at the same time, with the efficiency achieved, an extraordinary vehicle of development and economic driving for the whole country.

In order to further strengthen the European e-governance plans, an agreement was signed between countries called the *United Nations Department for Economic and Social Affairs* (UNDESA). In 2003 in Geneva, the European Union officially urges member states to develop strategies for grounding the digital model.

We can mainly summarize the European e-government plans in three macro phases [59]:

- E-Europe 2002: in this first phase, the objective was to plan investments in technological innovations and training for the new skills of employees in the use of these technologies
- E-Europe 2005: the second plan provided for the completion of the definition of e-governance platforms, and planning of structural investments to extend the digital benefits of the Internet to citizens and businesses
- E-Europe 2010: the last plan summarizes instead a series of objectives that the member countries must reach in short times, and in particular:
    - Create an European technological space defined as a single market for the digital economy to make the best use of EU tune
    - Encourage innovation and research in the IT field

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[57] Commissione UE: *"Il ruolo dell'e-Government per il futuro dell'Europa"* 2003
[58] *Ivi* p. 33
[59] *Ivi* p. 35

– Allowing citizens and businesses secure and easy access to the services offered by the PA
– Increase the level of transparency, responsibility in order to improve the service offered and obtain advantages also in the economic field
– Introduce a secure and authentic methodology for accessing digital services

At this stage, the main objective was to bring a strong boost to innovation in all countries and thus try to introduce the principles of digital governance in each member state.
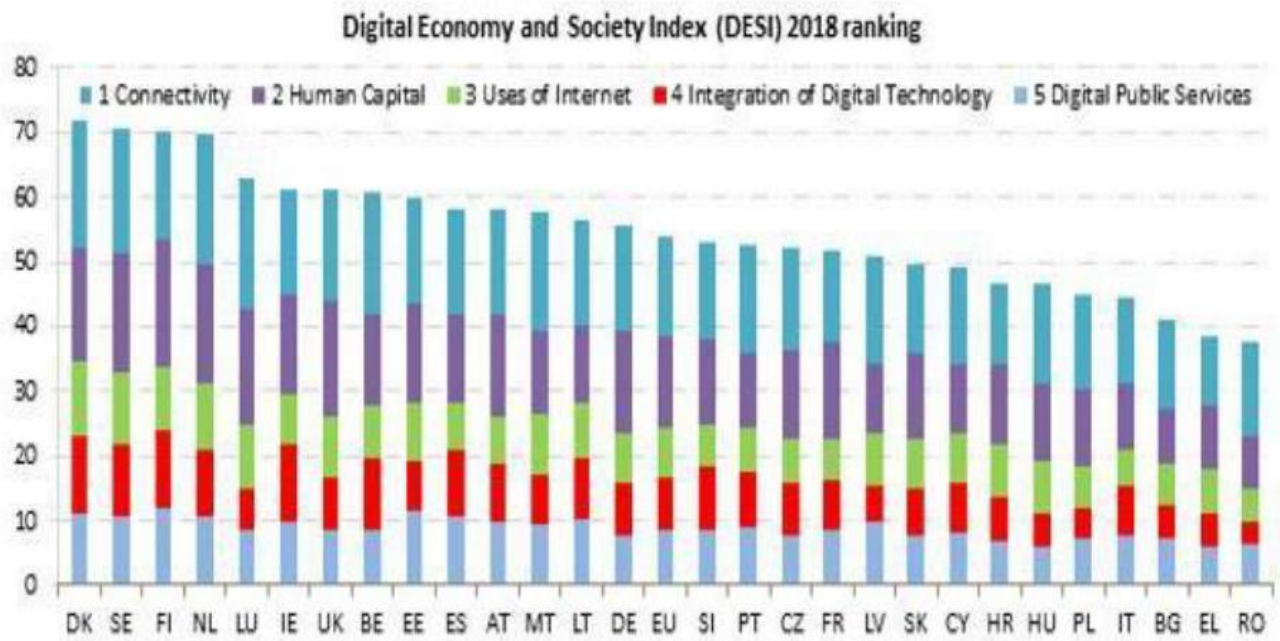

Figure 1-European Commission: The Digital Economy and Society Index[60]

In 2010 the Action Plan 2011-2015 was signed, an action plan which, following the implementation of the government in all states, aims to harmonize this model among all governments, to carry out the ambitious project of a single European model.

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[60] DESI 2018

2.5 E-Government in the world: Italy case study

Italy has planned its own policies on e-governance in accordance with the principles established by the European Union, thus complying with the strategies and objectives previously provided for.

Despite this, the first steps taken by Italy, even if in an almost unconscious way, were moved with the approval of the law 241/1990, which authorized the use of technology within public processes, and which placed the bases for the digitalization of the Public Administration.

Over time, however, several laws have been approved [61] which gradually introduced new pieces into the Italian e-governance landscape, and which then led to the definition of specific objectives:

- Law 59/1997 about the legal value of digital documents
- DPR 513/1997 about digital sign
- DPR 445/2000 which has officially recognized total autonomy to the electronic document with respect to the paper document

Although at this stage there was no talk of e-governance, we cannot but consider that these laws were fundamental for its success also in Italy.

Starting in 2001, the first phase of digitalisation of the Public Administration began, with investments in infrastructure and basic IT skills to allow employees to familiarize themselves with the new tools, launch targeted communication strategies and provide the first online services. For citizens, following the European directives to which Italy refers in strategic terms to implement the model.

The second phase, on the other hand, aims to harmonize the PA system with all the different infrastructures and technologies introduced in the previous phase, thus initiating a transition phase towards the provision of digital services for the public[62]; this phase has also been regulated by two essentially important reforms:

- Leg. D. 42/2005 about Connectivity Public System
- Leg. D. 82/2005 which establishes the *Digital Administration Code* (CAD), which outlines the rights of citizens, businesses and legal institutions in the field of digital

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[61] *Ivi* p. 38
[62] *Ivi* p.39

services, becoming at the same time a sort of "Digital Constitution"[63] about the use of informatic systems in the public administration, and in relationship with the citizen.

The CAD is therefore the main element of the grounding of the e-government model in Italy, with the aim of "*promoting and regulating the availability, management, access, transmission, conservation and usability of the information in digital mode, using information and communication technologies within the public administration and in relations between administration and private individuals*"[64].

Despite its great importance, in 2010 and 2012 the CAD was modified with the addition of updates related to the technological evolution that occurred in previous years, to then arrive in 2016 in which the CAD 3.0 was introduced, which transposes the EU and IDAS regulations for signature and digital certificates, and other forms of electronic authentication.

The Italian strategic plans to adopt public administration modernization systems have been in place since 2011, and over the years three different action plans have followed:

- First Action Plan (2012-2014): the plan aims to reform certain sectors, such as:
  – Public work
  – Selection and training of public employees
  – Reorganization of public facilities and equipment to increase efficiency and reduce costs
  – Transparency, accountability and performance of the various public organizations
  – Reduction of burdens for citizens and businesses through bureaucratic simplification policies.

  The bringing of "Data.gov.it" is also made operational to allow citizens to receive various information regarding public activities

- Second Action Plan (2014-2016): The second plan was structured in relation to objectives concerning issues of participation, transparency, integrity, accountability and technological innovation. These objectives were classified according to the acronym "S.M.A.R.T", thus indicating their value of specificity, measurability, viability, reality and timing.

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[63] *Ivi* p. 40

[64] "*Linee guida per i siti web delle pubbliche amministrazioni*-2011",

The objectives of the plan are composed of issues related to the participation of the citizen in public life, helping him also to develop a digital culture linked to the data provided by the PA, homogenization of all public offices that have the obligation to make administrative data public, to experiment with services digital to make the interaction between the State and the citizen more efficient, thus achieving important economic results

- Third Action Plan (2016-2018): The objectives of the third floor tend to continue the work of digitalisation of the public administration, further improving the system guaranteeing the widest possible participation and transparency towards the citizen; these objectives are summarized in three distinct areas:
  - Transparency and Open Data, thus improving both the information available and their accessibility
  - Participation and Accountability, fostering collaboration with the citizen in public decision-making processes, obviously providing adequate information support
  - Digital citizenship and innovation, promoting digital identity initiatives and internet rights charter, useful tools to increase and further improve online services for citizens.

As we can therefore note, the initiatives of digitalisation of the PA have not yet been completed, but enormous steps forward have been made in order to guarantee an efficient and accessible service for any citizen, thus clearly placing the latter as the focus of the whole model.

The final step is about the connected government model, a model that therefore uses innovative technologies in order to provide the best possible service to the citizen, structuring interconnection systems and exchanging information in order to guarantee the citizen's collaboration in public initiatives. In this hypothetical optimal model, we see a total digitalization of the flow of collection, storage and sharing of resources, with all the processes fully automated and now performed only in computer format, thus ensuring a fast and efficient service, and finally a total interaction between citizen, business and state. The primary objective is still the complete optimal management of the resources that the PA has at its disposal. Without a real and in-depth knowledge of all the tools, we will never be able to see the great opportunities that the world of e-government places before us.

Chapter 3

Digital Public Administration portals

3.1 Transparency in the digital Public Administration: Openbdap

The study addressed so far presents us with a truth that is as difficult as it is uncomfortable: the numerous transformations and reforms that have affected the Public Administration have conditioned its structure and its real and absolute definition, making it difficult at the same time to actually identify what it is and which really is an office designed for the public sector. In fact, taking up the words of Cammelli, referred to in chapter 1, "it is difficult even to specify what is meant by P.A. not because there is a definition but because there are too many"[65],

and we have seen how this clarification can be real, given that many reforms have followed one another, and only a few years ago, with the introduction of digitalization, we can really start to really get to know the Public Administration.

In this sense, the Italian government has already established a series of sites[66] that allow you to discover and learn about specific issues (agriculture, health, education, energy, transport, and others), offering a broad overview of some of the most important issues for the PA. The database of the State Accounting Office is also very important, which describes the most important macroeconomic indicators to keep an eye on, also regarding the regulations of the Public Finance Maneuver.

Defined by the law of Accounting and Public Finance 196 of 2009, this document represents the central moment in the life of a government, and indicates the proposals for the collection and use of public resources, defining the expenses and revenue of the State during the current legislation. Systematic interventions are also planned on the document to modify already existing expenditure laws and update any forecasts. The structure is defined on 3 volumes:

- I volume: Summary of the document and on the sources of the forecasts
- II and III volume: Financial statement in aggregate form

Another important role is played by the *illustrative Technical Note*, which in addition to defining a summary of the document, also shows the points of consistency between the integrated balance, and that presented in the document.

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[65] Cammelli M. *"La pubblica amministrazione".* Bologna, Il Mulino, 2004
[66] https://www.dati.gov.it/ ; https://openbdap.mef.gov.it/

The digitalisation of the public administration therefore allows the citizen to stay informed about the most important governance elements, also going to have all the necessary tools to cooperate towards the creation of a functioning, flexible and fast PA.

Going more specifically to the use, and therefore to the analysis, of the collected data, the Openbdap site provides us with an overview of the main public finance indicators; all this is essential to be able to know the performance of Italy in a given period of time, and try in some way to improve these performances.

Openbdap is the portal of the General State Accounting Department, and it provides the Public Finance data present in the Public Administration Database (BDAP), in a clear, transparent and accessible way; The project is part of a wide-ranging initiative of the General State Accounting Office (RGS) aimed at developing and updating, around its IT systems, an ecosystem of data and information means that has access channels, methods articulated and well harmonized presentation and elaboration, in which the different categories of users can find the most suitable tools to satisfy their information needs[67].

In structuring the portal, a great contribution was given not only by investments and pushes towards digitalisation, but also by important national and international regulations; first of all the FOIA (Freedom of Information Act): Introduced with the legislative decree n. 97 of 2016 it integrates and modifies the provisions on the transparency of the Public Administration contained in the legislative decree n. 33/2013[68]. The objective of the legislation, however, falls within the digital transformation of public administration services, while guaranteeing information transparency to the citizen, thus encouraging study and collective debate; in this context, the portal therefore plays a role of primary importance, since it facilitates the use of information relating to the various public bodies, favouring the approach of individual citizens to institutions, encouraging reflection and shared verification on the use of public resources, facilitating specific analyses and comparisons[69].

The thematic areas in which the portal is developed are:
- Public Finances
- National Budget
- European Union budget
- Public Investments

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[67] https://openbdap.mef.gov.it/it/Home/Mission
[68] https://openbdap.mef.gov.it/it/Home/Trasparenza
[69] *Ibidem*

3.1.1 Public Finances

The most important indicators are:

- Net debt, which represents the balance between the value of expenditure and income, and is calculated on the basis of rules common to all EU countries to guarantee the homogeneity and comparability of the data.

- GDP, which indicates the aggregate value of all final goods and services produced in the territory

- Cash requirement, which indicates the balance between all actual receipts and payments of Public Administrations.

Net Debt	**GDP**	**Cash Requirements**
2019	2019	2019
-42,1 Mld	**-2,37** %	**-57,7** Mld
(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)

Indebitamento Netto
È il saldo del conto economico delle amministrazioni pubbliche, dato dalla differenza tra il totale delle entrate e delle spese finali al netto delle operazioni finanziarie. È il numeratore del rapporto deficit/PIL, principale indicatore delle politiche di convergenza europee.

2,4%
del PIL nel 2019 (previsione da Documento di Economia e Finanza - DEF 2019)

Debito Pubblico
È pari al valore nominale delle passività finanziarie di tutte le amministrazioni pubbliche nei confronti di altri soggetti pubblici o privati, nazionali o esteri che hanno sottoscritto un credito con l'acquisizione di obbligazioni o titoli di Stato.

132,6%
del PIL nel 2019 (previsione da Documento di Economia e Finanza - DEF 2019)

PIL
Il prodotto interno lordo (PIL) misura il valore aggregato di tutti i beni e servizi finali - cioè al netto del valore dei consumi intermedi necessari per la produzione (es. il prezzo del pane include già il prezzo della farina usata) - prodotti nel territorio nazionale nell'anno.

+0,2%
2019 rispetto al 2018 (previsione da Documento di Economia e Finanza - DEF 2019)

Spesa Pubblica
È il totale consolidato della spesa sostenuta dalle amministrazioni pubbliche. Comprende: spese per la produzione dei beni e servizi erogati dalla PA; investimenti pubblici; i trasferimenti a cittadini, imprese e all'estero; interessi sul debito.

+1,9%
del PIL (previsione da Documento di Economia e Finanza -DEF 2019)

Table of Public Finances indicators[70]

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[70] Forecast by Document of Economy and Finance - DEF 2019

An important factor is covered by net debt, which is an indicator used also for international comparisons; below are some examples (you can choose both the year and the country to compare):
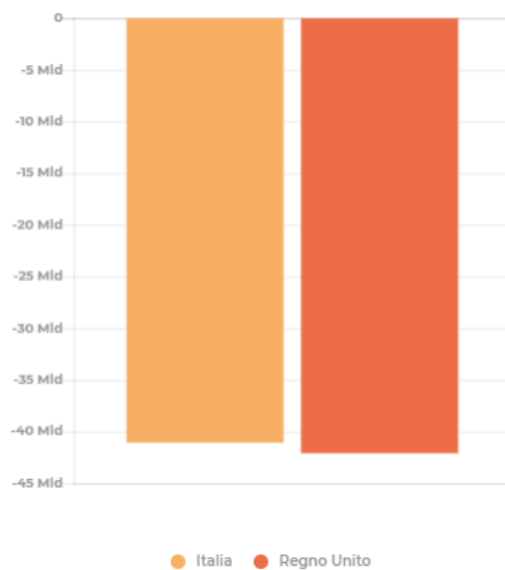
Nel **2017**⌄ l'indebitamento netto della PA in Italia è stato pari a **-41,06 Mld** ; in **Germania**⌄ è stato di **34,01 Mld** .
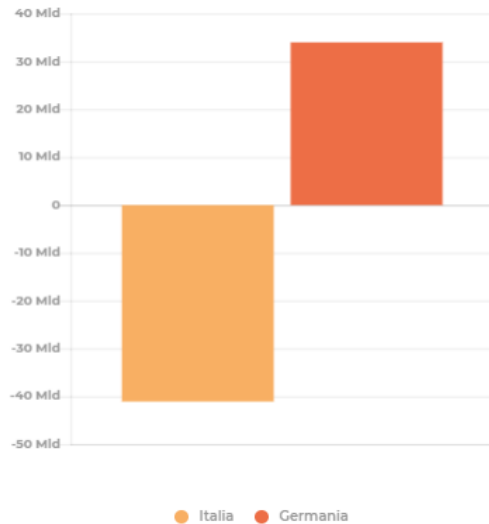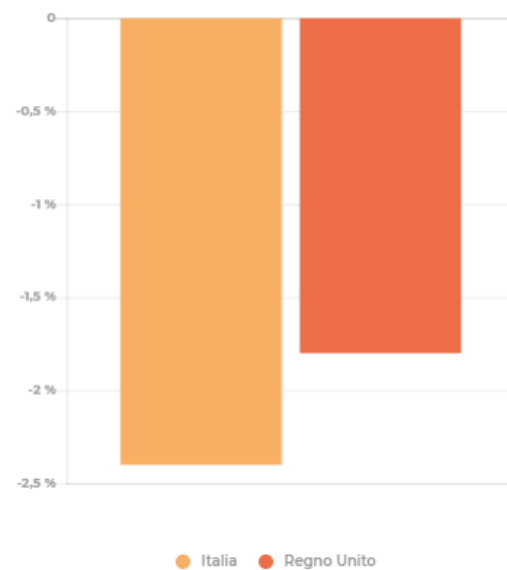

● Italia ● Germania

Nel **2017**⌄ il rapporto indebitamento netto/PIL in Italia è stato pari a **-2,4 %** ; in **Germania**⌄ è stato di **1 %** .

● Italia ● Germania

Nel **2017**⌄ l'indebitamento netto della PA in Italia è stato pari a **-41,06 Mld** ; in **Regno Unito**⌄ è stato di **-42,08 Mld** .

● Italia ● Regno Unito

Nel **2017**⌄ il rapporto indebitamento netto/PIL in Italia è stato pari a **-2,4 %** ; in **Regno Unito**⌄ è stato di **-1,8 %** .

● Italia ● Regno Unito

Nel **2017**⌄ l'indebitamento netto della PA
in Italia è stato pari a **-41,06 Mld** ; in
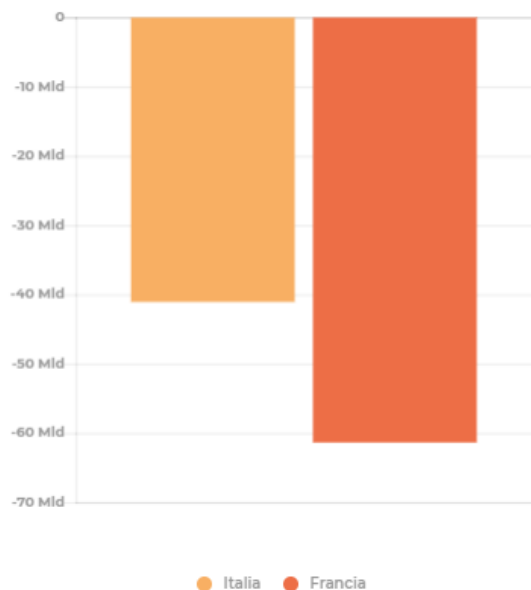**Francia**⌄ è stato di **-61,35 Mld** .

Nel **2017**⌄ il rapporto indebitamento
netto/PIL in Italia è stato pari a **-2,4 %** ; in
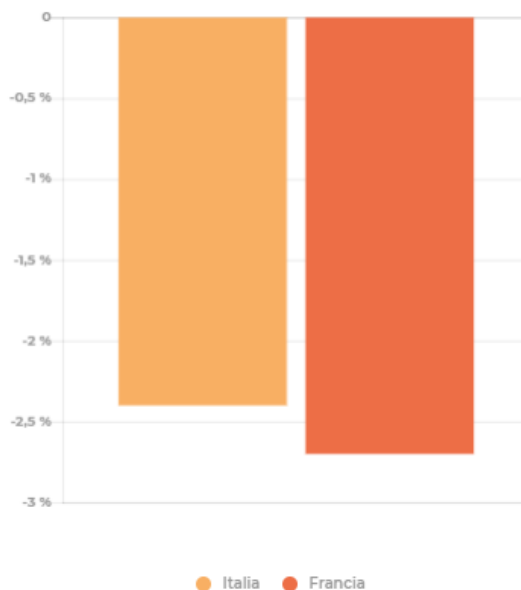**Francia**⌄ è stato di **-2,7 %** .

Nel **2017**⌄ l'indebitamento netto della PA
in Italia è stato pari a **-41,06 Mld** ; in
Spagna⌄ è stato di **-35,9 Mld** .
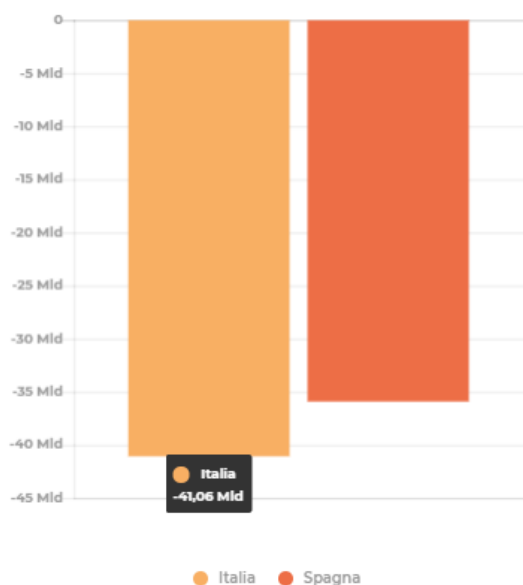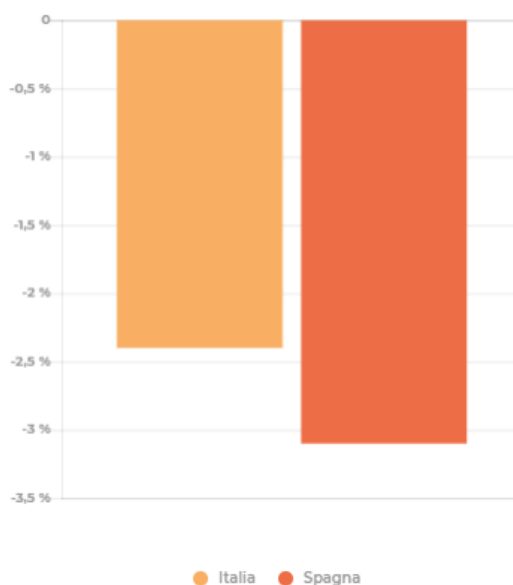

Nel **2017**⌄ il rapporto indebitamento
netto/PIL in Italia è stato pari a **-2,4 %** ; in
Spagna⌄ è stato di **-3,1 %** .

Comparison table between EU countries relative to net borrowing [71]

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[71] https://openbdap.mef.gov.it/

In the calculation of the indicators, of course, the expected level of income and expenses must be taken into account, and how these expenses and revenues are used:

Entrate	Spese	Indebitamento Netto
827,6 Mld	**869,72** Mld	**-42,12** Mld

VOCI DI SPESA

Come si ripartiscono le spese?
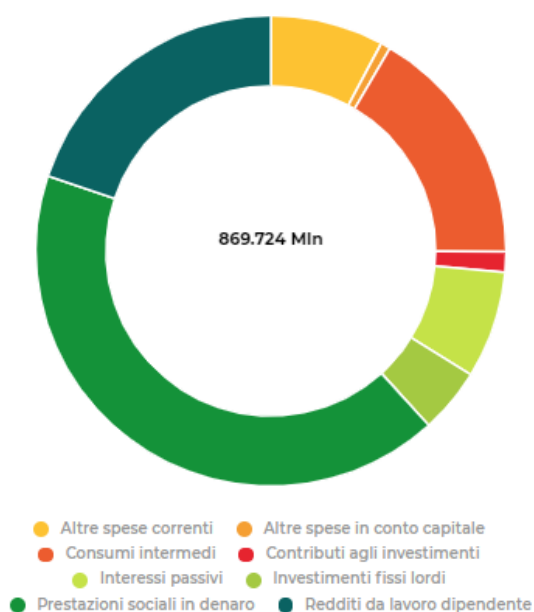
SPESA PER SETTORI

Come si ripartiscono le spese tra i diversi enti?

869.724 Mln

- Altre spese correnti
- Altre spese in conto capitale
- Consumi intermedi
- Contributi agli investimenti
- Interessi passivi
- Investimenti fissi lordi
- Prestazioni sociali in denaro
- Redditi da lavoro dipendente

869.724 Mln

- Amministrazioni Centrali
- Enti di Previdenza
- Amministrazioni Locali
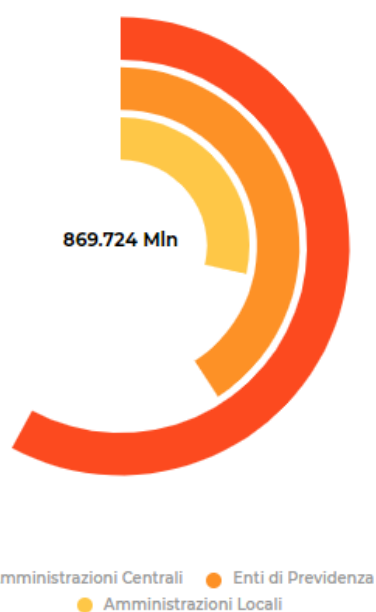
The final analysis therefore shows us data linked to the main estimated indicators, as well as an overview of the GDP level between Italy and the EU average:

Saldo primario/PIL	Indebitamento netto/PIL	Debito pubblico/PIL	PIL nominale
1,2 %	**-2,4** %	**132,6** %	**1.777,9** Mld
(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)

Table of Public Finances indicators [72]

Confronta con **Area UE-28 Paesi** ⌄

3.1.2 National Budget

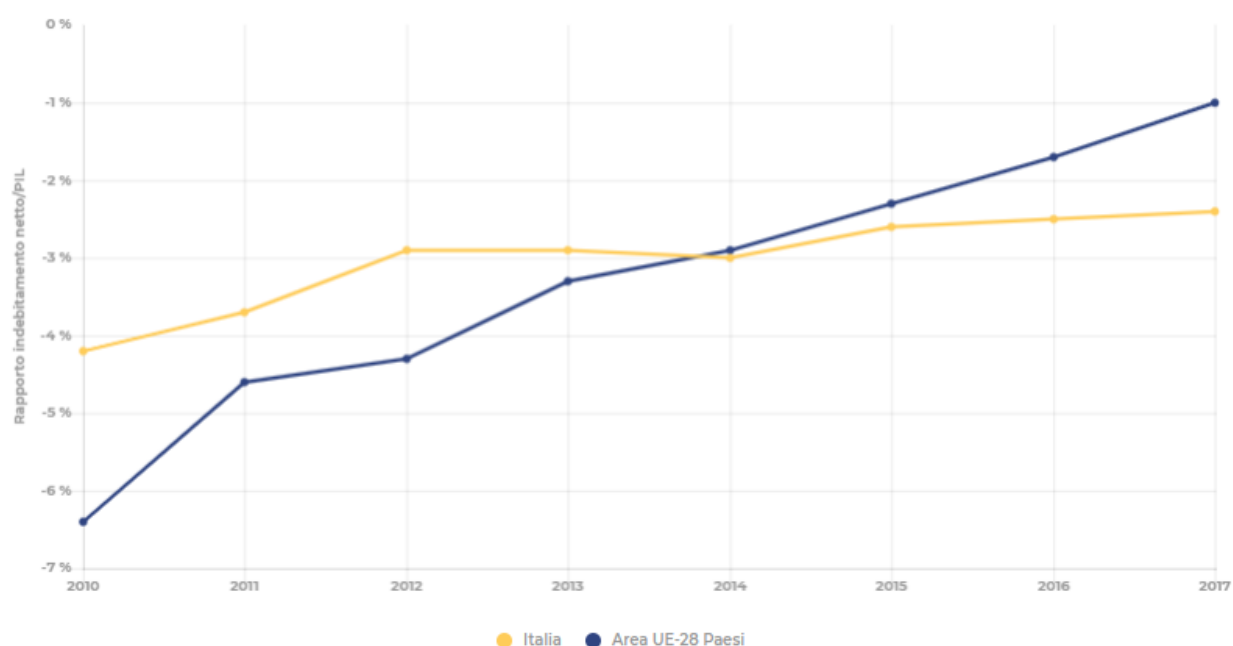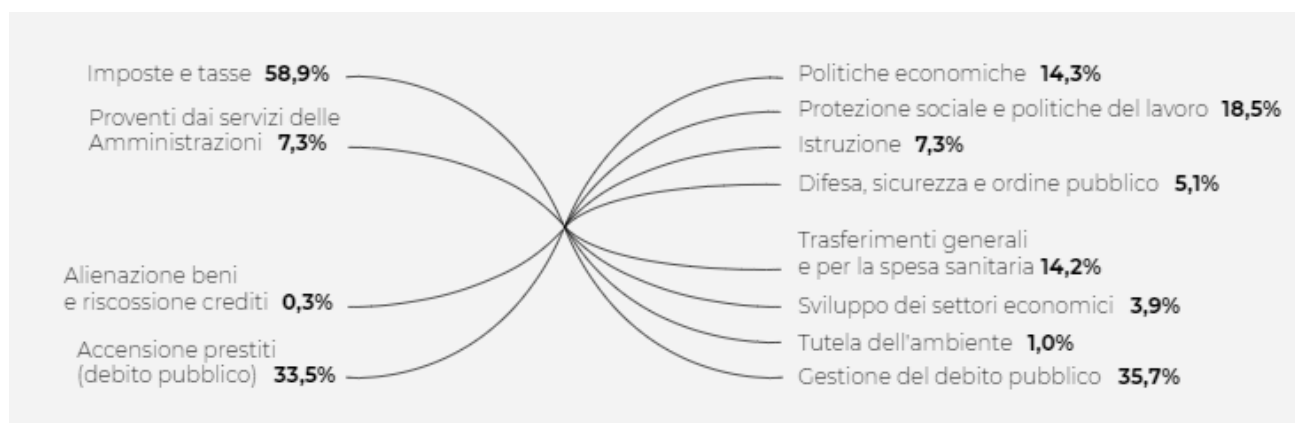The State Budget is an accounting document, proposed by the Government and approved by Parliament, which sets out the revenues and expenses thanks to which the State meets the needs of the community according to the objectives identified by the policy[73].

Entrate e Spese complessive	Variazione dal 2018	Saldo Entrate-Spese finali
869 Mld	**+2** %	**-59,4** Mld
(Previsione delle entrate e delle spese del 2019 - Legge di Bilancio)	(variazione rispetto alla previsione del 2018)	(se negativo, rappresenta le risorse che lo Stato deve reperire per finanziare la spesa finale)

Table of Public Finances indicators [74]

The platform also provides insights about spending forecasts and how to use public funds:

Imposte e tasse **58,9%**
Proventi dai servizi delle Amministrazioni **7,3%**
Alienazione beni e riscossione crediti **0,3%**
Accensione prestiti (debito pubblico) **33,5%**

Politiche economiche **14,3%**
Protezione sociale e politiche del lavoro **18,5%**
Istruzione **7,3%**
Difesa, sicurezza e ordine pubblico **5,1%**
Trasferimenti generali e per la spesa sanitaria **14,2%**
Sviluppo dei settori economici **3,9%**
Tutela dell'ambiente **1,0%**
Gestione del debito pubblico **35,7%**

Vengono inoltre fornite indicazioni relativamente alla gestione delle spese:

Stanziamenti iniziali	Stanziamenti definitivi	Impegni	Pagamenti
100 %	102,5 %	99,2 %	91 %
861 Mld	**883** Mld	**854** Mld	**784** Mld
(Legge di Bilancio)	(Rendiconto)	(Rendiconto)	(Rendiconto)

---

[73] https://openbdap.mef.gov.it/it/BdS
[74] Forecast by Document of Economy and Finance - DEF 2019

And finally, a comparison between Italy and the EU with respect to public spending:

500 Mld							
450 Mld							
400 Mld							
350 Mld							
300 Mld							
250 Mld							
200 Mld							
150 Mld							
100 Mld							
50 Mld							
0 Mld							
2010	2011	2012	2013	2014	2015	2016	2017

● Italia   ● UE (media)
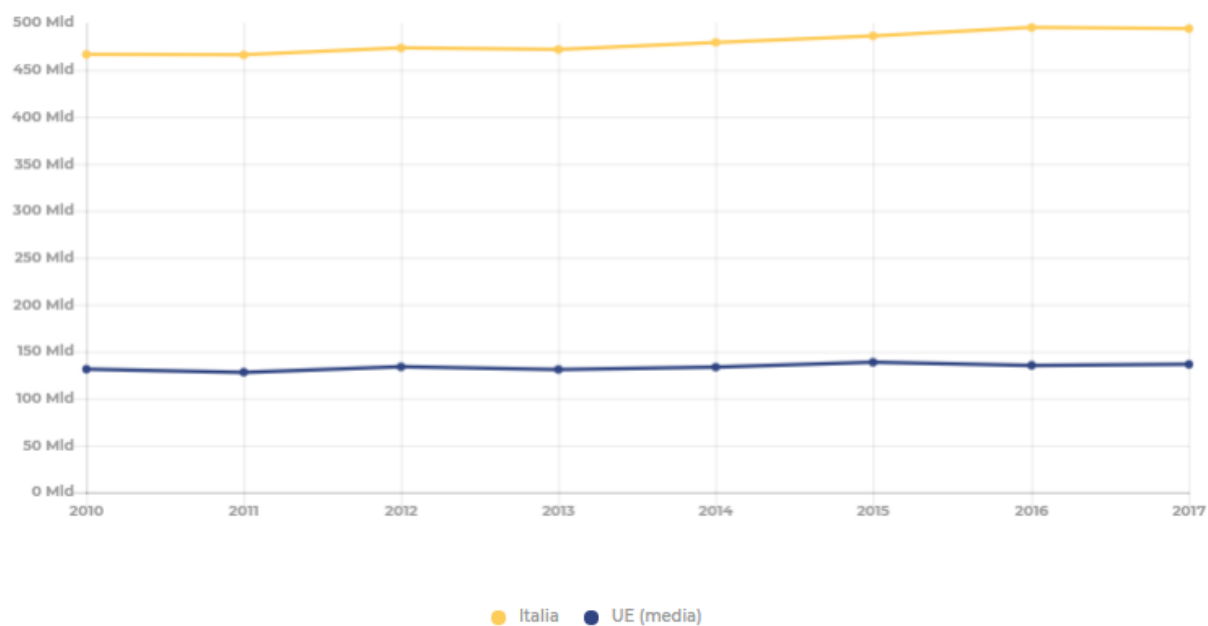
Spesa pro capite

8,2 Mila   **7,5** Mila

Italia   Europa

Debito pro capite

37,4 Mila   **24,4** Mila

Italia   Europa

Table of Public Finances indicators [75]

[75] Eurostat

3.1.3 European Union Budget

The European budget is the instrument through which the EU translates the strategies and policies agreed between Member States and defined for the programming period into concrete actions. The annual budget sets out in terms of revenue and expenditure the resources that the EU uses annually, within the limits set by the Multiannual Financial Framework[76].

The platform provides data on the resources made available by the EU:

Totale QFP 2014-2020

1.027,1 Mld

(Valore complessivo dei pagamenti previsti nel periodo)

Budget UE 2019

148,7 Mld

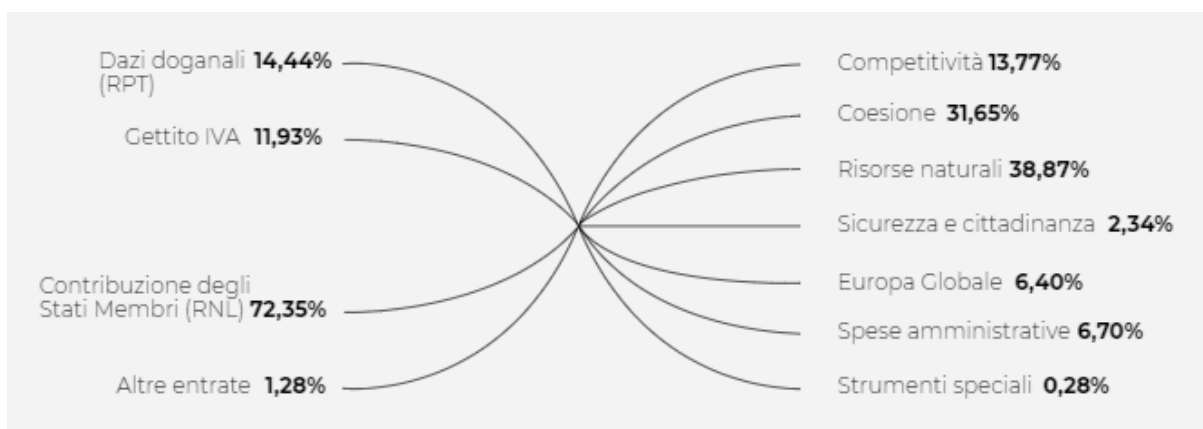(Valore complessivo dei pagamenti previsti nel 2019)

Avanzamento del QFP

81,1 %

(Somma dei bilanci annuali dal 2014 al 2019 sul programmato totale per il periodo)

Table of Public Finances indicators [77]

In addition, the types of use of the funds are indicated, both for national distribution and by topic:

Dazi doganali **14,44%** (RPT)

Gettito IVA **11,93%**

Contribuzione degli Stati Membri (RNL) **72,35%**

Altre entrate **1,28%**

Competitività **13,77%**

Coesione **31,65%**

Risorse naturali **38,87%**

Sicurezza e cittadinanza **2,34%**

Europa Globale **6,40%**

Spese amministrative **6,70%**

Strumenti speciali **0,28%**
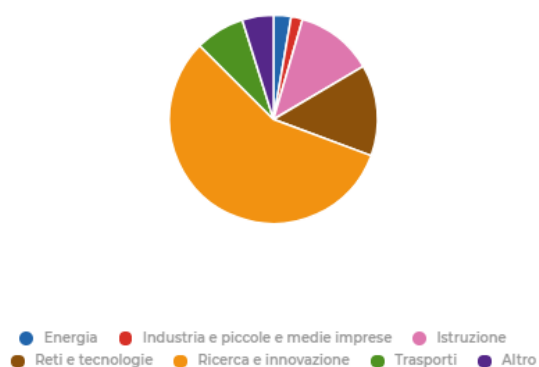
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[76] https://openbdap.mef.gov.it/it/BUE
[77] 2014-2020 Multiannual Financial Framework and EU Budget Proposal for 2019

Nel **2017**⌄ i finanziamenti destinati all'
Italia⌄ sono di **9.795,33 Mln**

● Italia ● Media UE
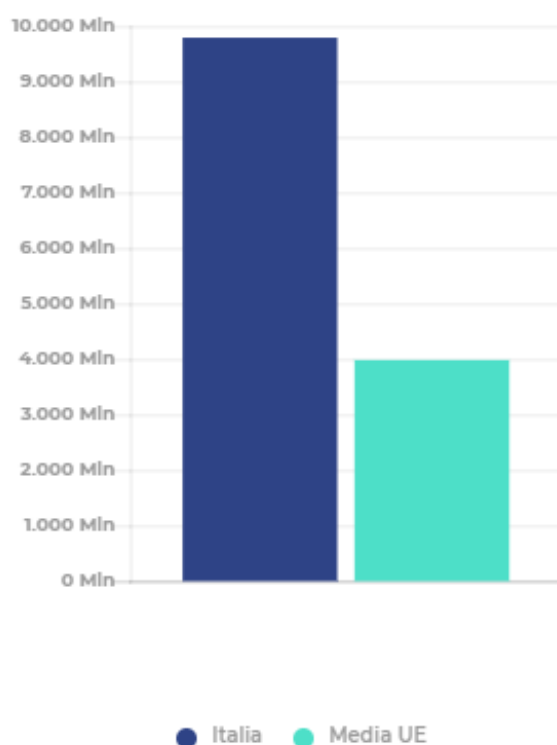
Nel **2017**⌄ in Europa con la rubrica
Competitività⌄ sono stati finanziati
interventi per **15.631,2 Mln**

● Energia ● Industria e piccole e medie imprese ● Istruzione
● Reti e tecnologie ● Ricerca e innovazione ● Trasporti ● Altro

Nel **2017**⌄ in Europa con la rubrica
Coesione⌄ sono stati finanziati interventi
per **29.660,3 Mln**

● Azioni innovative ● Cooperazione Territoriale
● Fondo Europeo per gli aiuti agli indigenti
● Iniziativa Occupazione Giovani
● Investimenti per la crescita e l'occupazione ● Altro
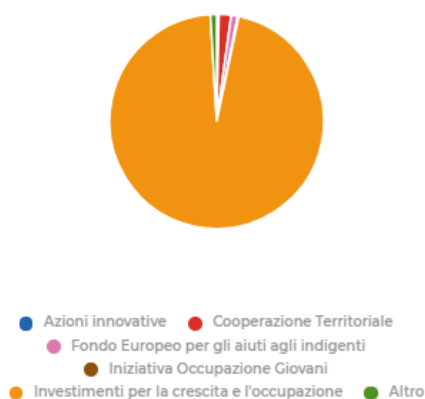
Nel **2017**⌄ in Europa con la rubrica **Risorse naturali**⌄ sono stati finanziati interventi per **54.357,6 Mln**

- Agricoltura
- Ambiente e altro
- Pesca
- Sviluppo Rurale

Nel **2017**⌄ in Europa con la rubrica **Sicurezza e cittadinanza**⌄ sono stati finanziati interventi per **2.696,1 Mln**

- Cultura
- Diritti civili e sociali
- Giustizia
- Migrazione e affari interni
- Salute e sicurezza alimentare
- Altro
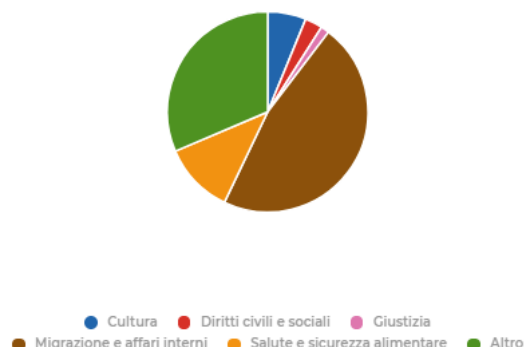
Nel **2017**⌄ in Europa con la rubrica **Altro**⌄ sono stati finanziati interventi per **9.259,2 Mln**

- Amministrazione
- Europa globale
- Strumenti Speciali

Table of Public Finances indicators [78]

3.1.4 Public Investments

The last sheet concerns public investments, that is the set of expenses that the State, the Regions, Local Authorities and other Public Administrations support in order to increase the stock of physical or technological capital available to the territory and the system productive[79].

The platform provides specific data regarding the amount of investment expenses incurred by the State and Local Administrations:

Totale Investimenti Pubblici

3,4 Mld

(Pagamenti dello Stato e delle Amministrazioni Locali a tutto febbraio 2019)

Variazione dal 2018

+23,1 %

(Variazione dei pagamenti a tutto febbraio 2019 rispetto allo stesso periodo del 2018)

Programmi Comunitari

0,04 Mld

(Spese sostenute nel 2019 con Fondi UE + cofinanziamento nazionale)

Viene inoltre mostrato l'ambito di assegnazione delle spese riguardo ai programmi comunitari:
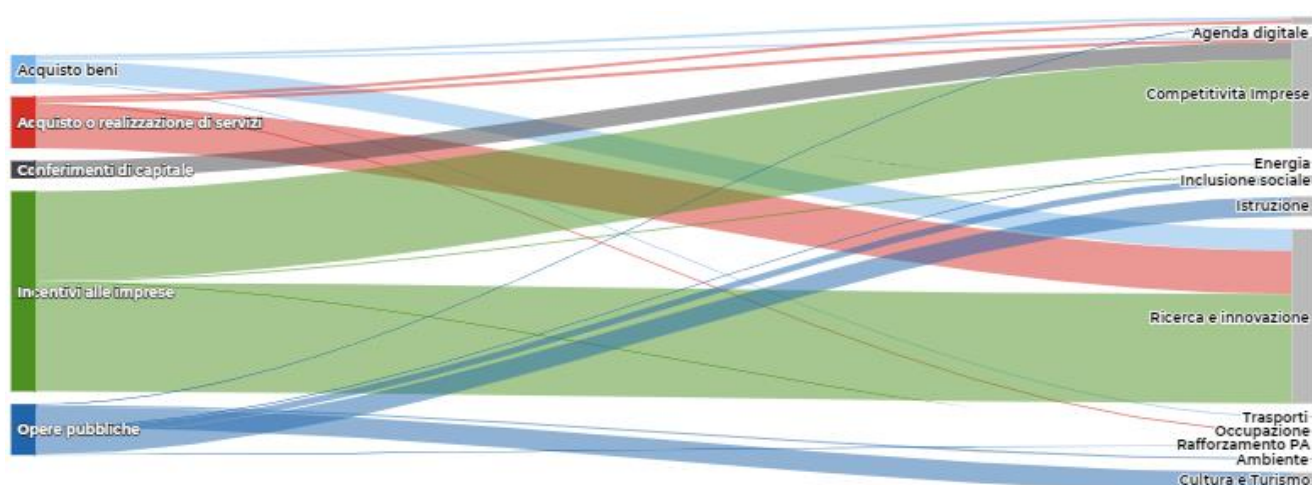

Table of Public Finances indicators [80]

The origin of the funds for public works is divided as follows:

- Municipality → 4,29%
- Private→ 0,14%
- Provinces → 1,05%
- Regions → 2,77%
- External subject→ 0,03%

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[79] https://openbdap.mef.gov.it/it/IPu
[80] Sistema Nazionale di Monitoraggio delle politiche di coesione - Dati al 6 marzo 2019

- State → 77,93%
- Ue and cohesion politics → 6,12%
- Others → 7,71%

As can therefore easily be inferred, most of the funds come from the State and from EU policies linked to cohesion; while the operators who use it more for the realization of public works are:

- Municipality and Metropolitans cities → 7,7%
- ANAS → 4,2%
- Private → 0,6%
- Provinces → 0,9%
- Regions → 0%
- RFI → 84,2%
- State → UND
- Education → 0,2%
- Others → 2,2%

It is therefore clear that the major operator to take advantage of the funds for the construction of public works is the company that manages the management of the RFI railway network.

This very detailed analysis of various reference points of the public economy, and the ability to generate strong investments, was very useful to be able to understand the subsequent analyses carried out at the level of digital databases for the public administration. Through this portal, however, we have also succeeded in defining the large amount of information that the citizen is able to obtain through a simple search within the platform, a sign that the digitalization of the PA is now an essential element for the development of a model as much as possible. efficient and close to the needs of the citizen as possible.

We must not forget the comparisons made with the other EU member states, which sometimes succeed in obtaining better results than those in Italy; thanks to the long historical regression carried out previously, we know that a project to digitize the functions of the Public Administration does not have the ultimate aim of placing the citizen at the centre, but it also determines substantial advantages in terms of service delivery speed, therefore less bureaucracy and more efficiency, which determines lower costs and therefore greater investments in other critical areas of the country. We therefore only have to wait for the effects that e-government will have also in Italy.

3.2 *"Agenzia per l'Italia Digitale"*

Established with Law Decree 22 June 2012, n. 83, the Agid (Agency for Digital Italy) is in charge of achieving the objectives of the Italian digital agenda, in line with the European digital agenda[81].

Therefore, among the main tasks we find:

- Dissemination of information and communication technologies to foster innovation and economic growth
- Elaboration of technical rules and guidelines regarding procedures and standards for the full uniformity of the IT systems of the PA
- Supervision of the quality of services and the rationalization of IT spending by the Public Administration
- Promotion of digital literacy initiatives

Finally, it plays an essential role in coordinating the administrations in the process of implementing the *2019-2021 Three-year Plan* for the IT of the Public Administration, favouring the digital transformation of the Country[82], by:

- Strengthening the Public Administration Cloud paradigm with the application of the cloud first principle
- The definition of Models and tools for innovation for the Public Administration with a focus on the themes of open innovation, innovation procurement and the smart landscape paradigm[83]

The Agid obviously works to achieve the results envisaged in the three-year plan, but it must also administer behind coordination with the digital agenda for Europe, which is one of the 7 pillars of the "Europe 2020" strategy, which indicates the Union's growth objectives European up to 2020. End of the European Digital Agenda is to foster innovation, progress and economic growth by leveraging the potential of ICT technologies and promoting the development of the digital single market[84].

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[81] https://www.agid.gov.it/it/agenzia/strategia-quadro-normativo
[82] https://www.agid.gov.it/it/agenzia/chi-siamo
[83] https://www.agid.gov.it/it/agenzia/piano-triennale
[84] https://www.agid.gov.it/it/agenzia/strategia-quadro-normativo/crescita-digitale-banda-ultra-larga

Within the platform, we can therefore find not only economic-financial data, but also data relating to infrastructure levels and security levels, now increasingly important in order to provide a transparent and fast service.

The initial step towards opening up to digital is therefore started, and presents opportunities of high value, both for the State and for the citizen, but also challenges, some very risky, that the PA must be ready to face in the best way: between the most important challenges, there are those related to the security of data accessibility, and the use that goes with it, and finally educate the citizen and make him aware of this strong sense of transparency, both culturally and materially, making him know all the tools he has available, and giving him instructions on the correct use of these tools.

The citizen must feel fully at the centre of the project, and to do this, we must convince him that his contribution is essential for the development of a unique project on the birth of an efficient Public Administration close to the needs of the population.

3.3 ISTAT and PA list

Officially, the list of offices that are called "public administrations" is drawn up annually by ISTAT [85], on the basis of the indications included in Sector 13 of the ESA 2010. The SEC is the European System of Costs established by the EU regulation No. 549/2013, which "defines the principles and methods of National Accounting at European level. It fixes in a systematic and detailed way the way in which the quantities that describe the functioning of an economy are measured, in accordance with the international guidelines established in the United Nations System of National Accounts"[86]. The SEC itself defines the institutional perimeter of reference, indicating that a particular entity performs a *public function* when it "carries out activities for the production of goods and services not intended for sale, whose production is mainly financed by mandatory payments made by non-public entities".

Through the definitions of the SEC, it is possible to identify the sector to which the public operator belongs, by distinguishing two types of accounting: National Accounting and Public Accounting, whose substantial difference is linked only to the subdivision of the relative subgroups: on the one hand we find a subdivision into Central Administrations, Local Administrations and Social Security Bodies (and related subgroups), while on the other we find the State Sector, and high institutions such as regions, social security institutions and central administrations. Below it is possible to find an infographic that clearly defines the distinction.

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[85] Istat.it
[86] https://www.istat.it/it/archivio/110424
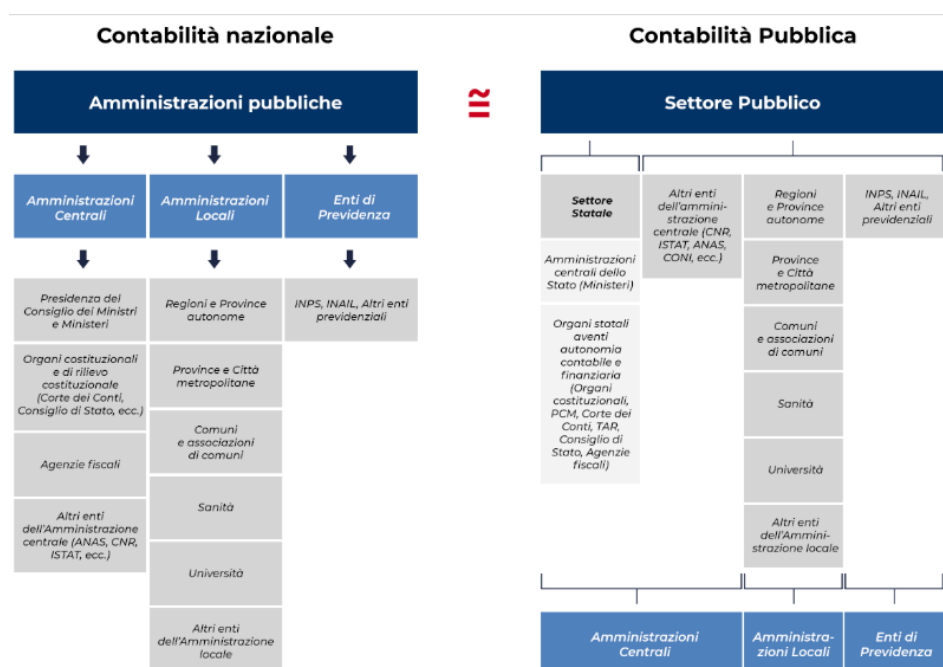
The division into the various categories listed above can be extremely important in the actual definition of a specific office as part of the PA, or not. In fact, we find within the database provided by the ISTAT, a very exhaustive list of all the categories of public administrations, which therefore aim to carry out a public function and attentive to the interests of the citizen.

The ISTAT list is subdivided, as already mentioned, into three macro-groups, subdivided in turn into other subgroups:

- Central Administrations → all national government bodies and research institutes belong to this category:
  - Constitutional bodies
  - Presidency of the Council of Ministers and Ministries
  - Tax Agencies
  - Bodies regulating economic activity
  - Bodies producing economic services
  - Independent administrative authorities
  - Entities with an association structure
  - Institutions producing welfare, recreational and cultural services
  - Research institutions and bodies
  - Experimental zoo prophylactic institutions
- Local Administration → In application of the principle of subsidiarity enjoyed by the PA, all the offices that support the central administrations at the local level are indicated, thus closely supporting the needs of the citizens:
  - Regions, Autonomous Provinces, Provinces, Metropolitan Cities, Municipalities
  - Mountain communities
  - Joints of municipalities
  - Agencies, institutions and consortia for the right to university study
  - Agencies and tourist agencies
  - Regional labor agencies and bodies
  - Regional and provincial agencies and bodies for training, research and the environment
  - Regional Agencies for negotiating representation
  - Regional Agencies for disbursements in agriculture

- - Regional health agencies and companies, and support organizations for the NHS
    - Government bodies of water and / or waste services
    - Port system authorities
    - Hospital companies, hospital-university companies, polyclinics and institutions of hospitalization and care of a scientific-public nature
    - Local health agencies
    - Chambers of commerce, industry, crafts, and agriculture and regional unions
    - Mountain-basin catchment consortia
    - Consortia between local administrations
    - National parks, consortia and managing bodies of parks and protected natural areas
    - Inter-university research consortia
    - Agencies and regional agricultural development agencies
    - Illyrian-symphonic foundations
    - National theatres of significant cultural interest
    - University and public university education institutions
    - Other local administrations
  - National social security and assistance agencies → are part of this group those institutions that set the goal of assistance and social security for specific professions (employees, doctors, engineers, etc. ..)

This list, however long, is updated periodically, and it is very important not only to determine the perimeter and responsibilities of the offices of the Public Administration, but also to identify the economic indicators seen previously, and then inform citizens about government strategies and on how the institutions spend.

3.4 Database Analysis: Anagrafica PA

All the information gathered up to now, starting with the digital PA, allows us to obtain important data on managed administration, even with a critical view that can lead to an analysis of the current situation of the PA Italian; in fact, we know that the digitalization of public services has just begun, but we can study the internal dynamics in depth, even to manage our main expenses and the subdivision of public offices at national level.

A first important glance will be given to the registry database of the Public Administration, in which all the public offices, the geographical position and the use of human resources to which they belong are indicated. Subsequently, we will map the economic situation of the PA, analysing the items of expenditure by category (central administration, local administration and social security institutions) in an overall macroeconomic framework.
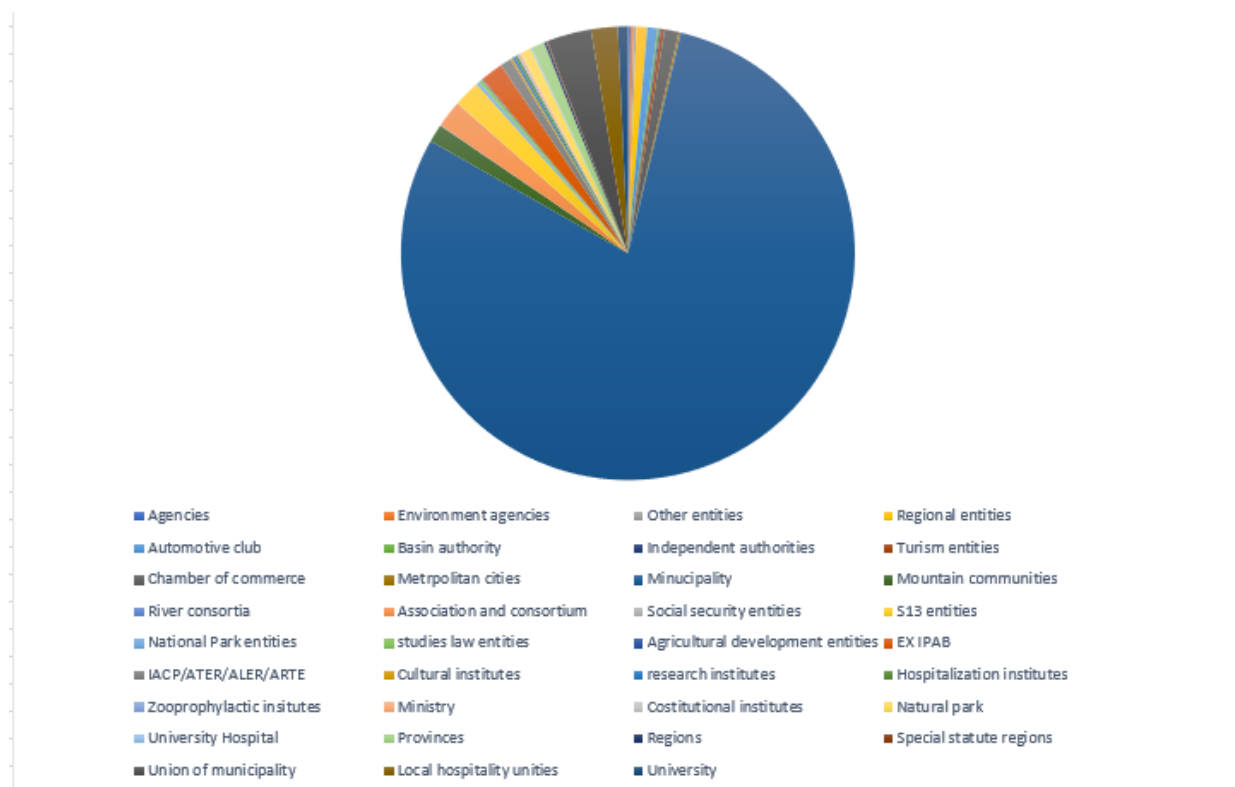
Already from a first comparison between the registry database and the ISTAT list, we can see a notable difference: Istat shows 2125 public offices; the registry database 9434 entities belonging to the public administration, divided into 35 categories, geographical area (South, Center, Islands, North East, North West) and obviously by Province; a symptom of this that even today, the figure of what the *Public Administration* really is, is not well defined or outlined.

Our first analysis will be carried out on the category to which it belongs, calculating the percentage of public offices for each category;

We will represent this analysis with a pie chart, so that it will be simpler to understand the weight of each office in the total amount of offices

From a first glance, it immediately emerges that most of the public offices belong to the category of local administrations (Municipalities, Union of municipalities, Consortia and Mountain Communities), followed, albeit in a significantly reduced number, by local health agencies, the former institutions IPAB and the institutions of list S13; all the others have a much smaller number of presence on the national territory, subdivided then on a regional basis.
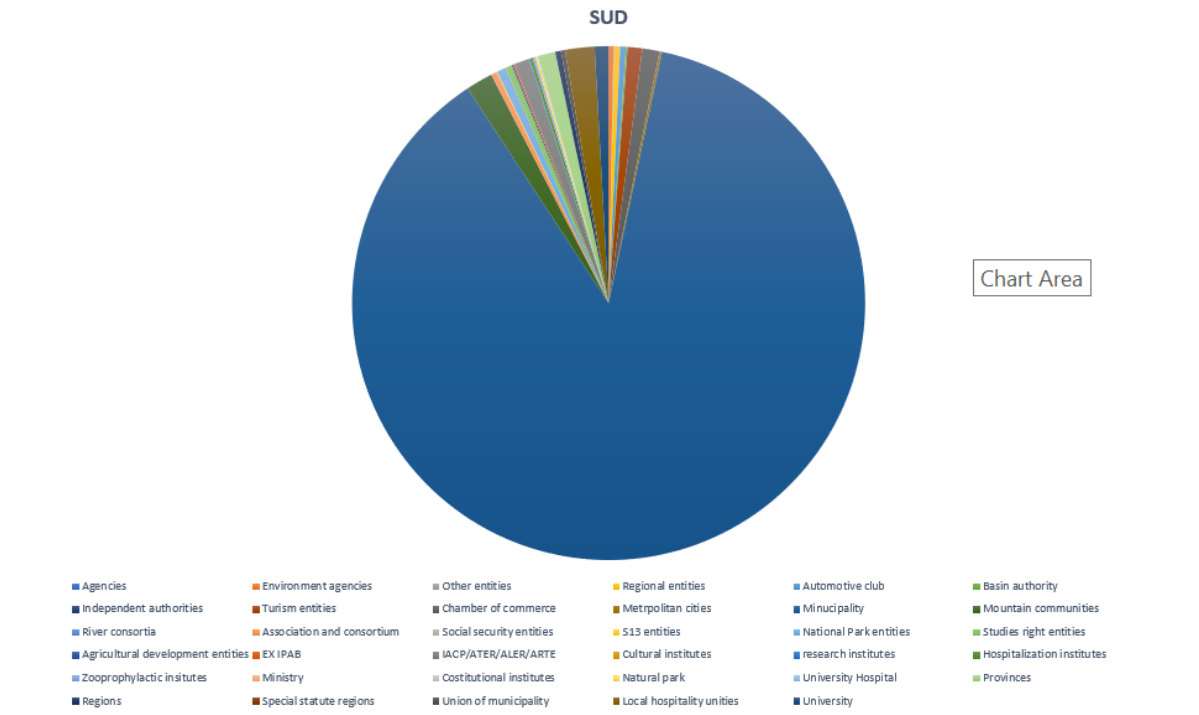
This figure is however quite predictable: we know that the Italian political and administrative subdivision has a very high number of municipalities compared to all other administrative entities, a sign that closeness to citizens is an essential element for a good administrative machine; this is why the local administrations are in a higher number than the others.

Legend:
- Agencies
- Environment agencies
- Other entities
- Regional entities
- Automotive club
- Basin authority
- Independent authorities
- Turism entities
- Chamber of commerce
- Metrpolitan cities
- Minucipality
- Mountain communities
- River consortia
- Association and consortium
- Social security entities
- S13 entities
- National Park entities
- studies law entities
- Agricultural development entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Cultural institutes
- research institutes
- Hospitalization institutes
- Zooprophylactic insitutes
- Ministry
- Costitutional institutes
- Natural park
- University Hospital
- Provinces
- Regions
- Special statute regions
- Union of municipality
- Local hospitality unities
- University

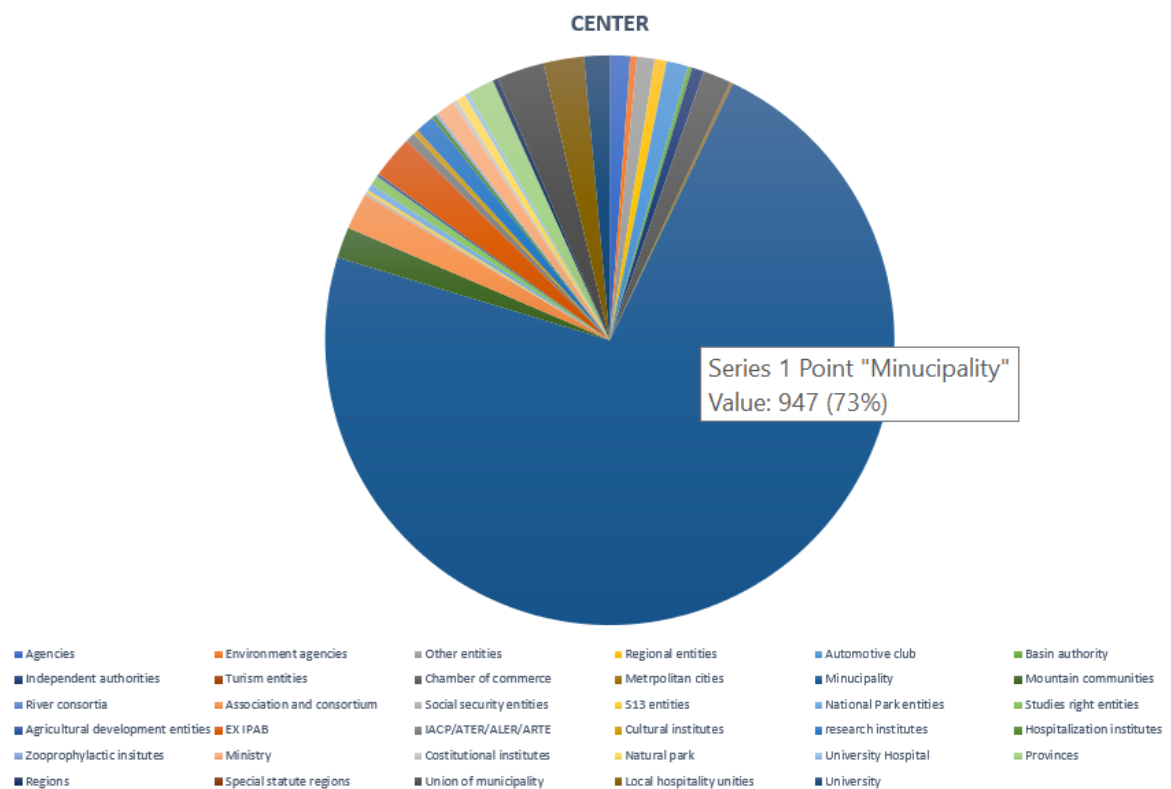The subsequent analysis is carried out on the geographical division of the offices, thus calculating how many offices there are in each specific division; from this analysis we can see that most of the offices are located in the northern area of the country (more than 50% of the offices, considering North-east and North-west together), followed by the South.
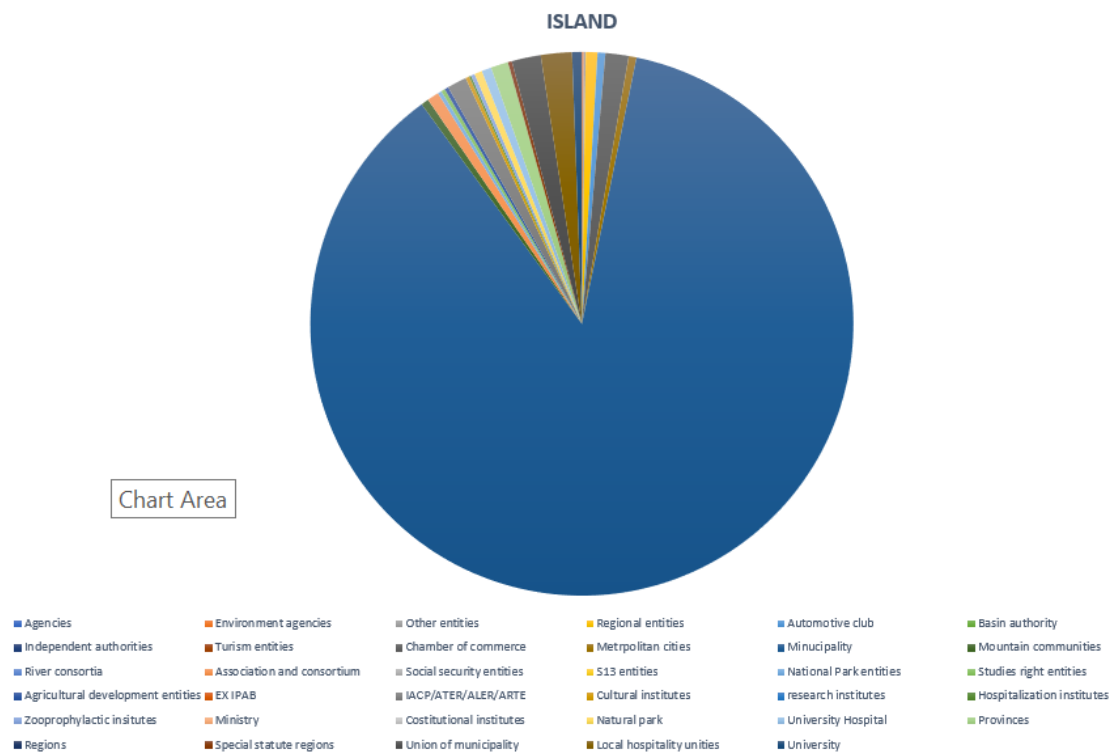

Legend: Sud, Centro, Island, Nord-est, Nord-ovest
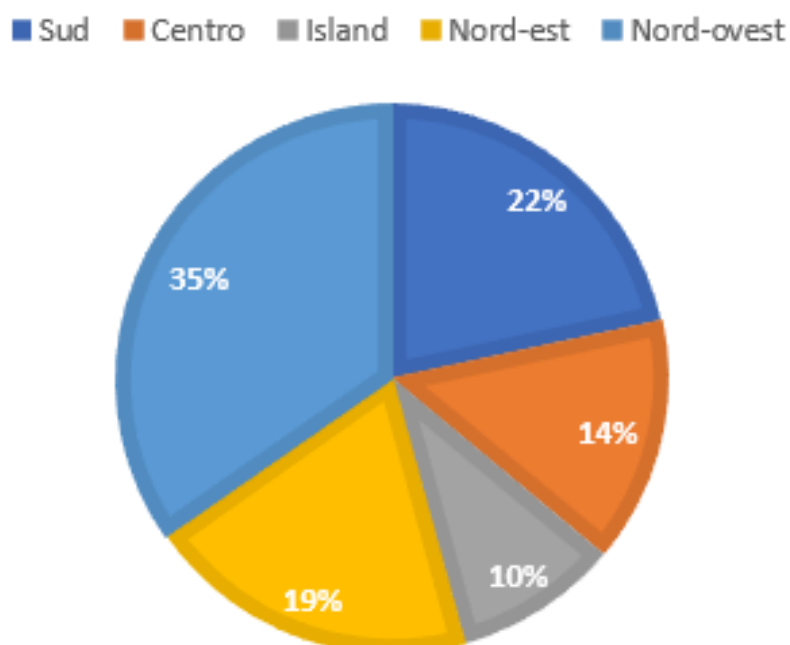
From this division, we can still divide the different categories of public offices in the various geographical areas to which they belong:
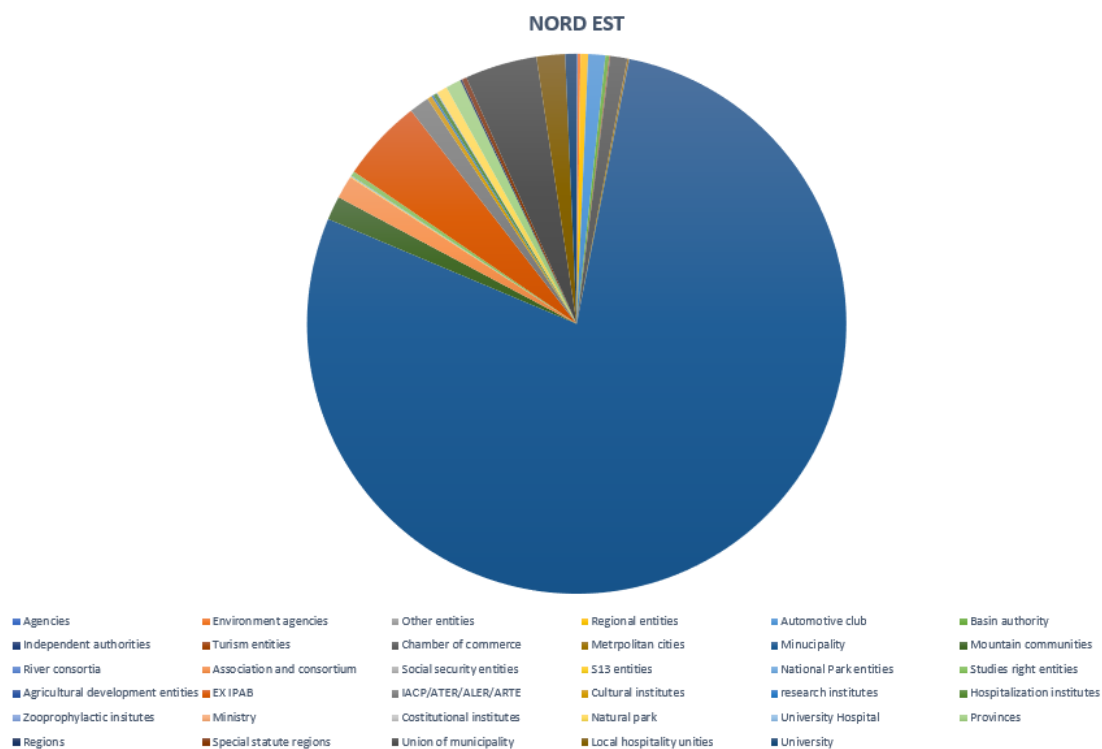

SUD

Legend:
Agencies | Environment agencies | Other entities | Regional entities | Automotive club | Basin authority
Independent authorities | Turism entities | Chamber of commerce | Metrpolitan cities | Minucipality | Mountain communities
River consortia | Association and consortium | Social security entities | S13 entities | National Park entities | Studies right entities
Agricultural development entities | EX IPAB | IACP/ATER/ALER/ARTE | Cultural institutes | research institutes | Hospitalization institutes
Zooprophylactic insitutes | Ministry | Costitutional institutes | Natural park | University Hospital | Provinces
Regions | Special statute regions | Union of municipality | Local hospitality unities | University

For the South, we can see that the Municipalities are in greater numbers, followed by local health authorities and mountain communities.

CENTER

Series 1 Point "Minucipality"
Value: 947 (73%)

Legend:
Agencies | Environment agencies | Other entities | Regional entities | Automotive club | Basin authority
Independent authorities | Turism entities | Chamber of commerce | Metrpolitan cities | Minucipality | Mountain communities
River consortia | Association and consortium | Social security entities | S13 entities | National Park entities | Studies right entities
Agricultural development entities | EX IPAB | IACP/ATER/ALER/ARTE | Cultural institutes | research institutes | Hospitalization institutes
Zooprophylactic insitutes | Ministry | Costitutional institutes | Natural park | University Hospital | Provinces
Regions | Special statute regions | Union of municipality | Local hospitality unities | University
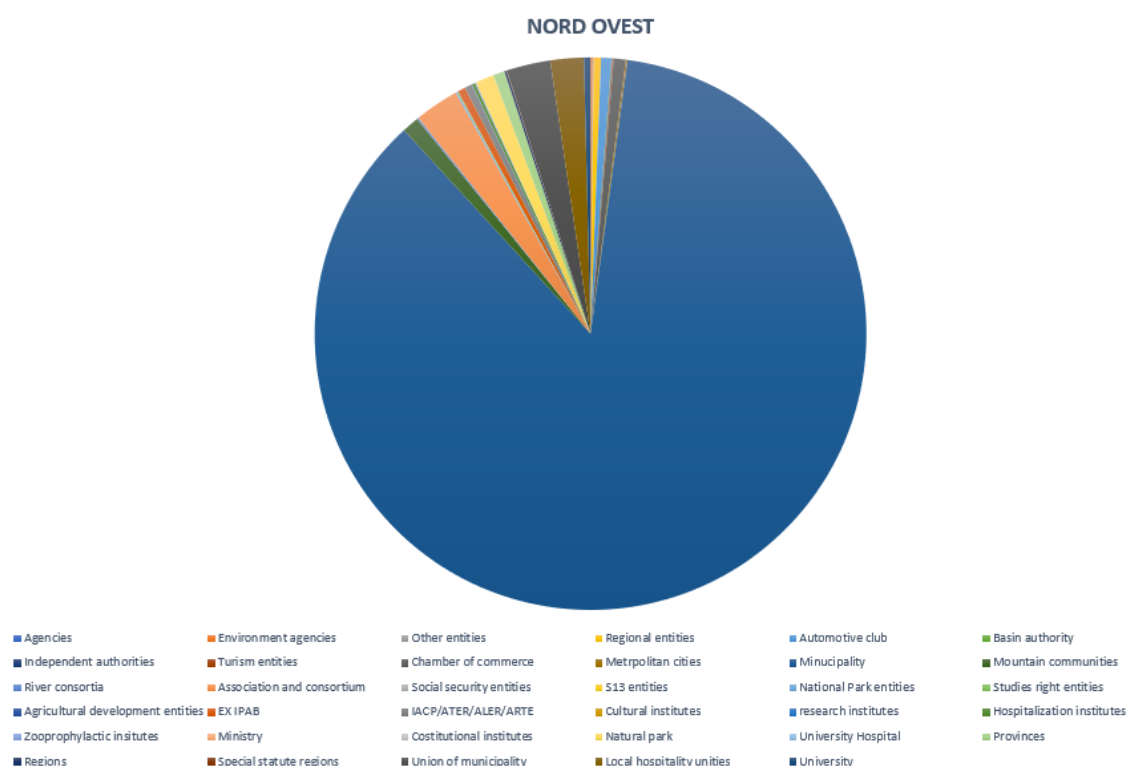
For the Center, the situation is more or less similar, with the municipalities that continue to be the vast majority (although in smaller numbers than in the South), followed by the former IPAB institutes and the union of the municipalities.

ISLAND

Chart Area

- Agencies
- Environment agencies
- Other entities
- Regional entities
- Automotive club
- Basin authority
- Independent authorities
- Turism entities
- Chamber of commerce
- Metrpolitan cities
- Minucipality
- Mountain communities
- River consortia
- Association and consortium
- Social security entities
- 513 entities
- National Park entities
- Studies right entities
- Agricultural development entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Cultural institutes
- research institutes
- Hospitalization institutes
- Zooprophylactic insitutes
- Ministry
- Costitutional institutes
- Natural park
- University Hospital
- Provinces
- Regions
- Special statute regions
- Union of municipality
- Local hospitality unities
- University

The situation in the Islands is very similar to that in the South, with the municipalities followed by the local hospital units, and the unions of municipalities.

NORD EST

■ Agencies	■ Environment agencies	■ Other entities	■ Regional entities	■ Automotive club	■ Basin authority
■ Independent authorities	■ Turism entities	■ Chamber of commerce	■ Metrpolitan cities	■ Minucipality	■ Mountain communities
■ River consortia	■ Association and consortium	■ Social security entities	■ S13 entities	■ National Park entities	■ Studies right entities
■ Agricultural development entities	■ EX IPAB	■ IACP/ATER/ALER/ARTE	■ Cultural institutes	■ research institutes	■ Hospitalization institutes
■ Zooprophylactic insitutes	■ Ministry	■ Costitutional institutes	■ Natural park	■ University Hospital	■ Provinces
■ Regions	■ Special statute regions	■ Union of municipality	■ Local hospitality unities	■ University	

Even the North-East presents an almost unchanged situation, with the Municipalities followed by the former IPAB and the union of the Municipalities.

NORD OVEST

■ Agencies	■ Environment agencies	■ Other entities	■ Regional entities	■ Automotive club	■ Basin authority
■ Independent authorities	■ Turism entities	■ Chamber of commerce	■ Metrpolitan cities	■ Minucipality	■ Mountain communities
■ River consortia	■ Association and consortium	■ Social security entities	■ S13 entities	■ National Park entities	■ Studies right entities
■ Agricultural development entities	■ EX IPAB	■ IACP/ATER/ALER/ARTE	■ Cultural institutes	■ research institutes	■ Hospitalization institutes
■ Zooprophylactic insitutes	■ Ministry	■ Costitutional institutes	■ Natural park	■ University Hospital	■ Provinces
■ Regions	■ Special statute regions	■ Union of municipality	■ Local hospitality unities	■ University	

The only slightly different example concerns the North-West, with the municipalities in the vast majority, this time followed by associations and consortia, and the unions of municipalities

The image on the geographic positioning, therefore, does not show signs of strong distinction with respect to the national base: we can therefore say that the different offices are distributed in a similar manner throughout the territory, obviously with the due exceptions:

- The major differences are analysed in the area of the Center; here, in fact, we can see how certain offices are prevalent with respect to other geographical divisions (where they are low or absent). We speak for example of the Agencies, the Independent Authorities, the Social Security Bodies, research, and the central administration (Ministries and Constitutional Bodies)

- For the South instead, compared to other geographical divisions, we find a much higher number of tourist bodies and national parks managers

- In the North-West we find the highest number of river consortia and unions of municipalities

- The North East is the geographical area with the largest number of former IPAB institutions

- The islands, which are also the geographical area with fewer public entities, do not have a specific reference body, but instead have a fairly homogeneous distribution of the other public offices.

Let us now analyse the distribution of administrative offices by number of staff; the division of personnel within the public offices is selected based on the range of membership (from less than 10 to more than 100,000 employees divided into 11 classes). From this news we can then go on to analyse how the number of personnel varies according to the category considered:

<10

- Regional entities
- Automotive club
- Turism entities
- Chamber of commerce
- Municipality
- Mountain communities
- Association and consortium
- S13 entities
- EX IPAB
- Cultural institutes
- Natural park
- Union of municipality
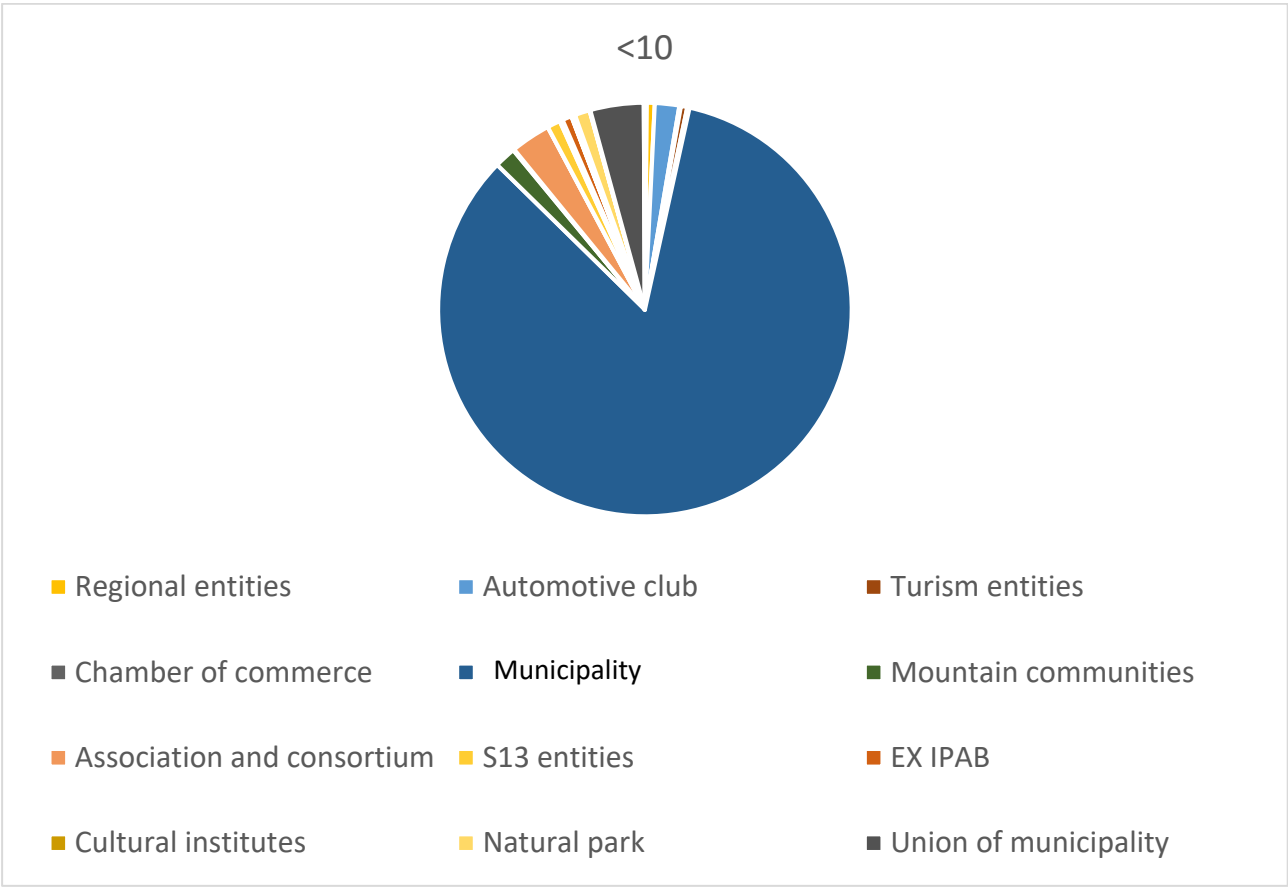
10-19
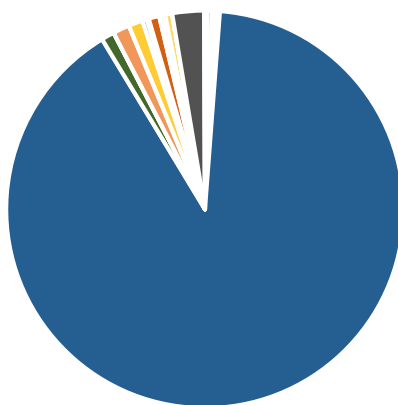
- Agencies
- Regional entities
- Municipality
- Mountain communities
- Association and consortium
- S13 entities
- National Park entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Natural park
- Union of municipality

20-49
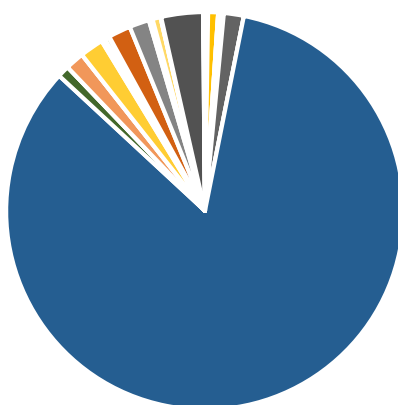
- Regional entities
- Chamber of commerce
- Municipality
- Mountain communities
- Association and consortium
- S13 entities
- Studies right entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Natural park
- Union of municipality

50-99
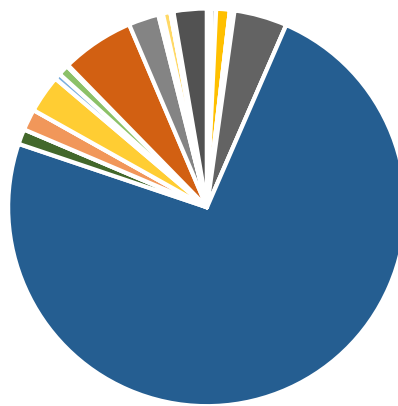
- Regional entities
- Chamber of commerce
- Municipality
- Mountain communities
- River consortia
- Association and consortium
- Social security entities
- S13 entities
- Studies right entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Union of municipality

100-199
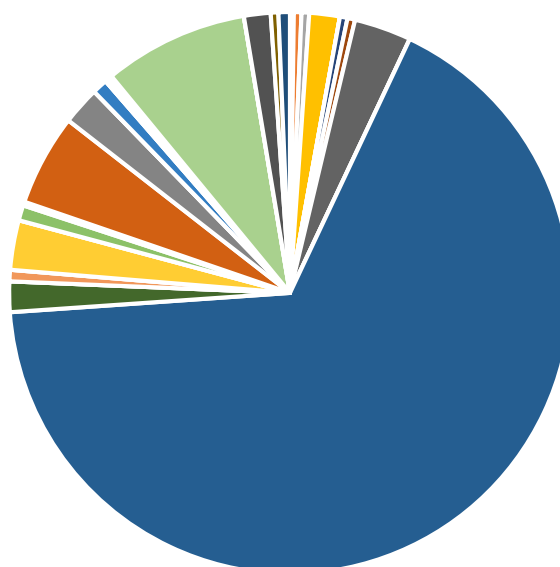
- Regional entities
- Chamber of commerce
- Municipality
- S13 entities
- EX IPAB
- IACP/ATER/ALER/ARTE
- Provinces
- Union of municipality

200-499
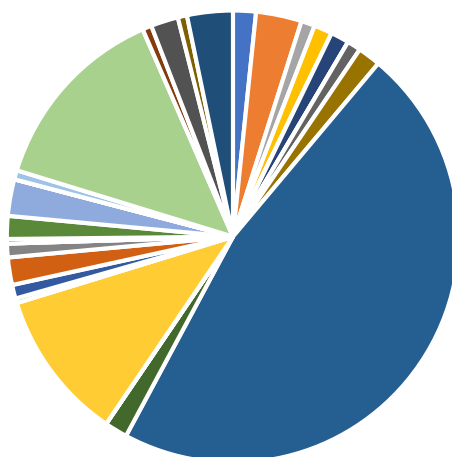
- Environment agencies
- Municipality
- S13 entities
- EX IPAB
- Zooprophylactic insitutes
- Provinces
- Special statute regions
- Union of municipality
- University

500-999
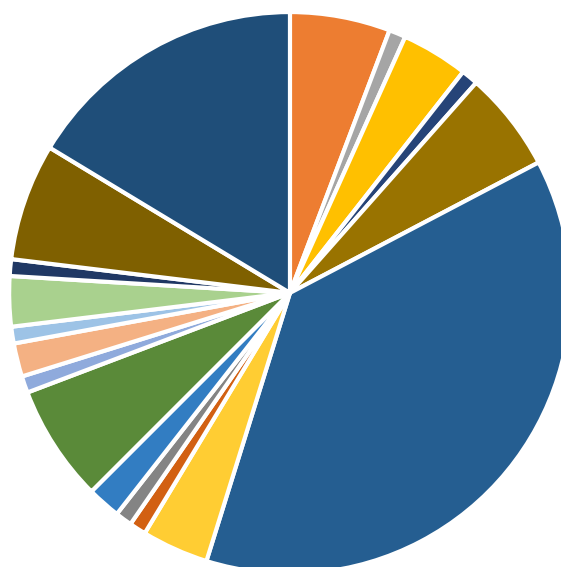
- Environment agencies
- Regional entities
- Metrpolitan cities
- Municipality
- S13 entities
- Hospitalization institutes
- Ministry
- Local hospitality unities
- University

1000-2999
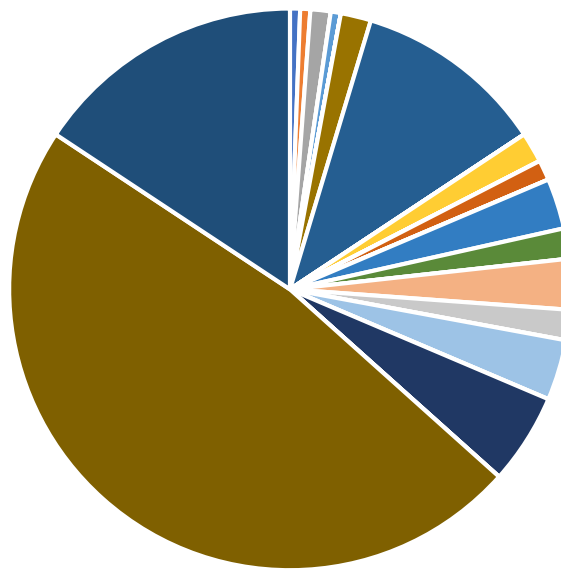
- ■ Municipality
- ■ research institutes
- ■ Hospitalization institutes
- ■ Ministry
- ■ Costitutional institutes
- ■ University Hospital
- ■ Regions
- ■ Local hospitality unities
- ■ University

3000-9999
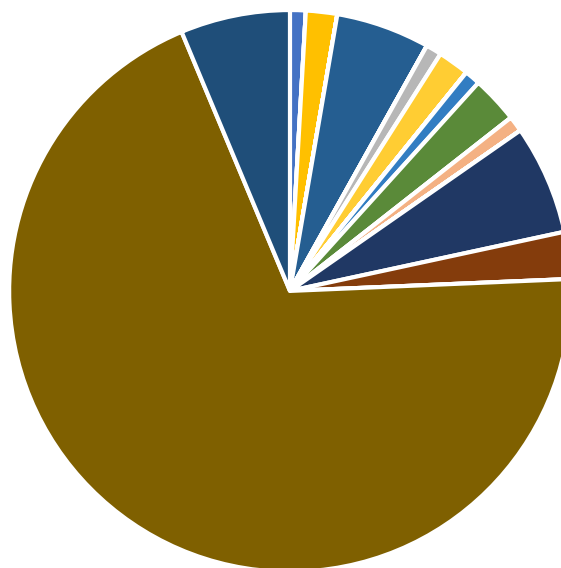
- ■ Regional entities
- ■ Municipality
- ■ Ministry
- ■ Regions
- ■ Special statute regions
- ■ Local hospitality unities
- ■ University

10'000-100'000
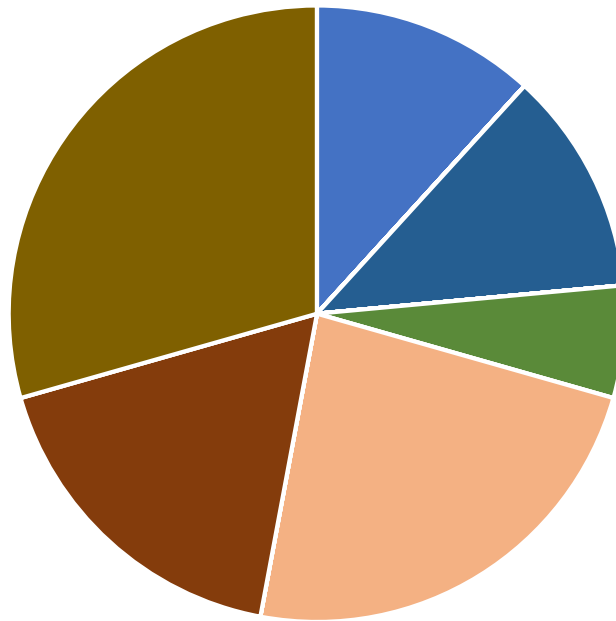
- Municipality
- Hospitalization institutes
- Ministry
- Special statute regions
- Local hospitality unities

>100'000
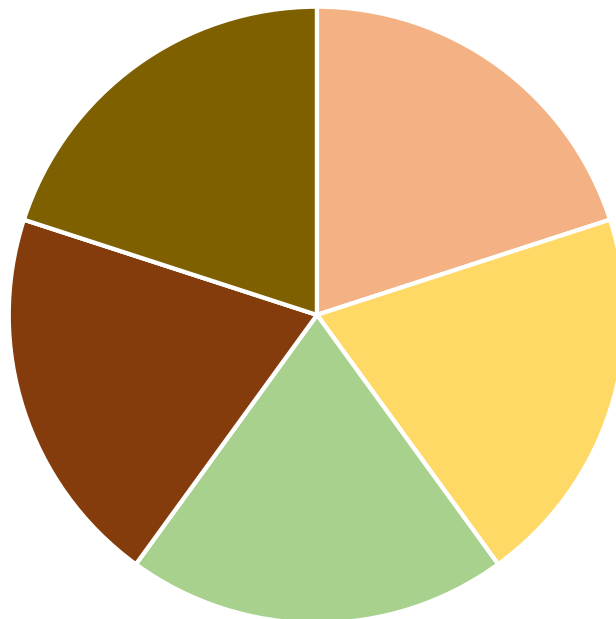
- Ministry
- Natural park
- Provinces
- Special statute regions
- Local hospitality unities

From these graphs, the clear supremacy of the Municipalities to the other categories immediately catches the eye, when we go to represent offices with a number of employees less than 100; this means that the number of Municipalities that have fewer than 100 employees is much larger than the other offices.

The difference begins to be less clear in the class between 100 and 1000 employees, with a smaller number of municipalities, but still in majority compared to the other categories; to be taken into consideration is the class between 500 and 999 employees, where the municipalities are below 50%, and where we see a good number of universities and local health agencies.

Exceeded 1000 employees per office, the category with more offices is that of local health companies, which reaches almost 75% in the 3000-9999 class, and then falls below 50% again in the 10,000-100,000 class.

Finally, the class with offices with more than 100,000 employees, sees a much smaller number of offices in total (only 15 offices have more than 100,000 employees), and a real ex equo between the Ministries, Natural Parks, Provinces, Regions with Special Statutes, and finally the local health agencies.

In conclusion, we can see that, despite the division into a high group of categories and various classes by number of employees, the offices themselves are relatively small, especially the Municipalities, thanks also to the high number of town existing on the Italian territory

3.5 Database Analysis: Agid

As we have seen previously, one of the most important portals for the digitalisation of the Italian PA is the Agid platform, in which all the digital services and strategies of Italy are cataloged to keep pace with the European digitization plans.

The platform also provides a set of very important databases, which allow you to see what are the forms of entry and expenditure of public offices (Central Administrations, Local Administrations, and Social Security Bodies), and to know carefully how the investments are made, and above all the reference macroeconomic framework in which the PA works.

First, let us therefore analyze the macroeconomic framework with which Italy has had to deal:
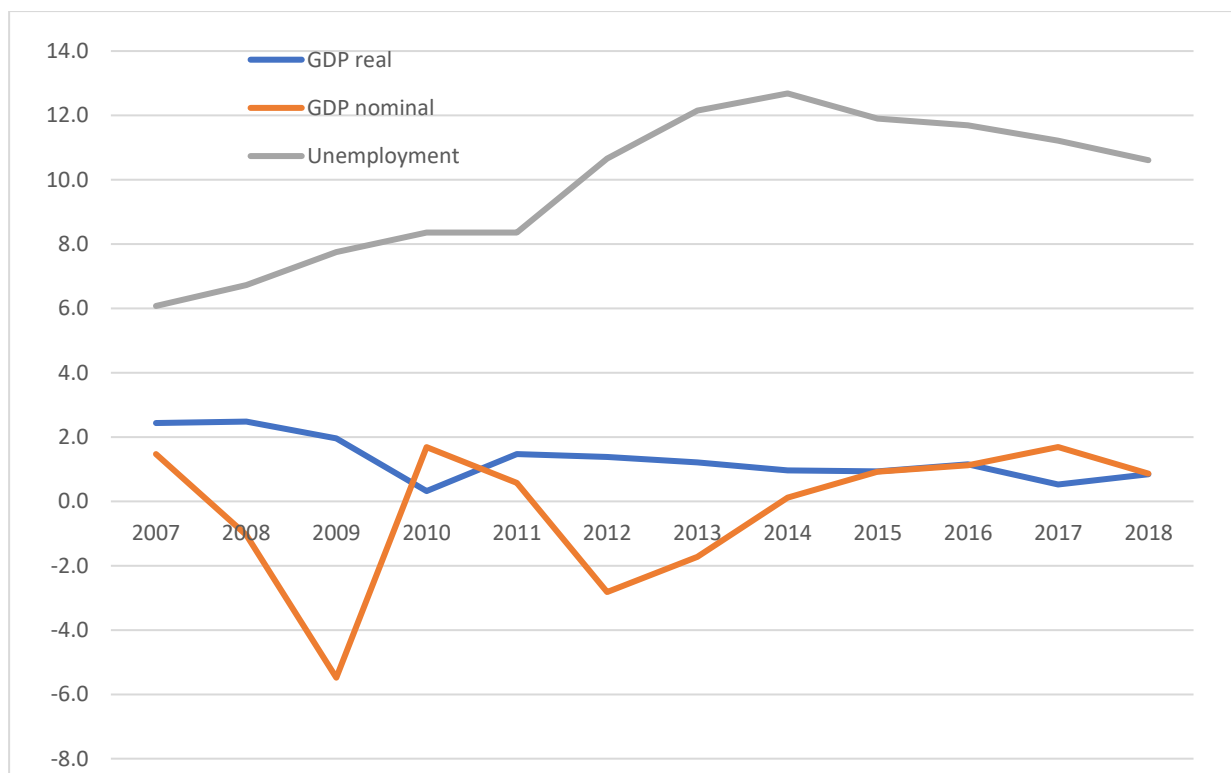
We have taken into account real GDP, nominal GDP and the unemployment rate; in the years between 2009 and 2011 the effects of the sovereign debt crisis were felt, leading to a lowering of both GDP and an increase in the level of unemployment. Since that time, real GDP has remained stable, nominal GDP has risen slightly (probably due to a rise in prices) while the unemployment rate has begun its slow descent.

We are now going to analyze the forms of entry and expenditure for public administrations from 2008 to 2018, also in relation to the nominal GDP of those years:

CENTRAL ADMINISTRATION
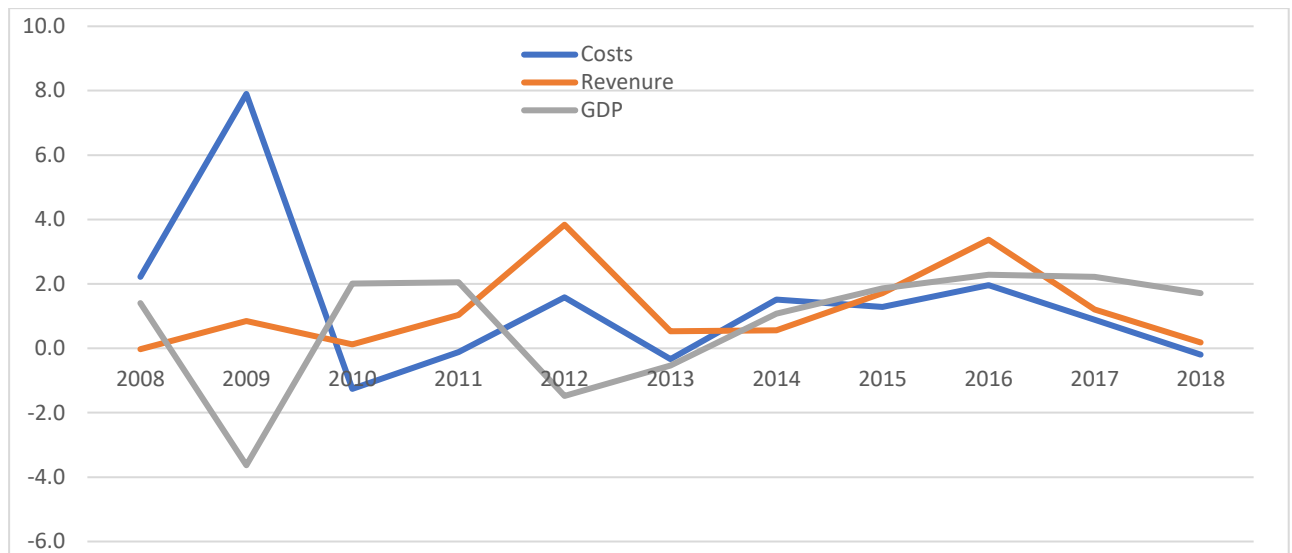
We can see how since 2010 (we are in the midst of the sovereign debt crisis) the costs of public administration have decreased considerably, even in the face of a steep decline in GDP, and then remain almost stable in recent years; income, on the other hand, saw some peaks in 2012 and 2016 due to an increase in direct tax and capital levels.
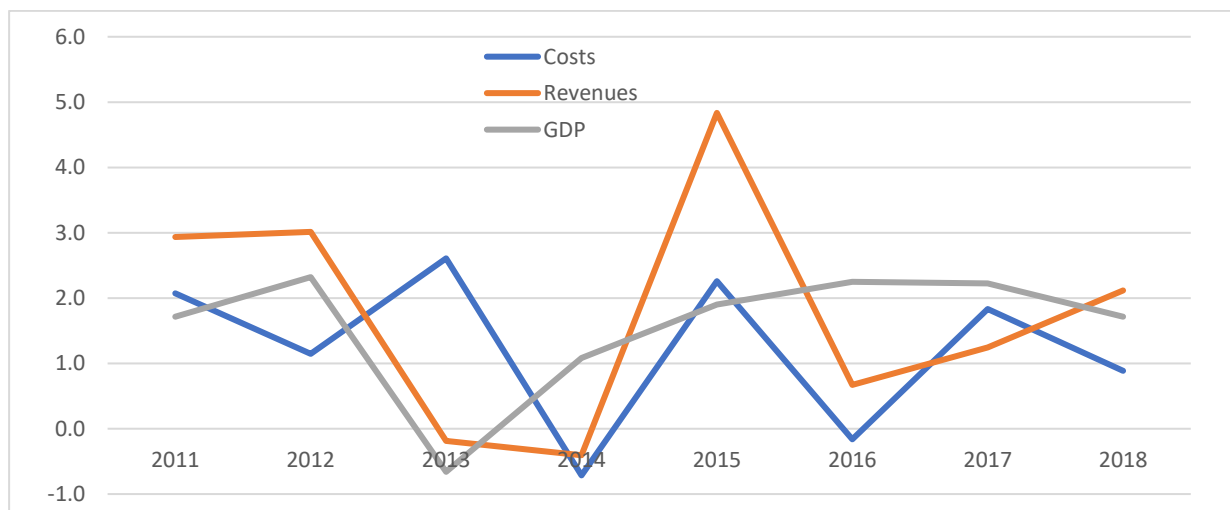
LOCAL ADMINISTRATION
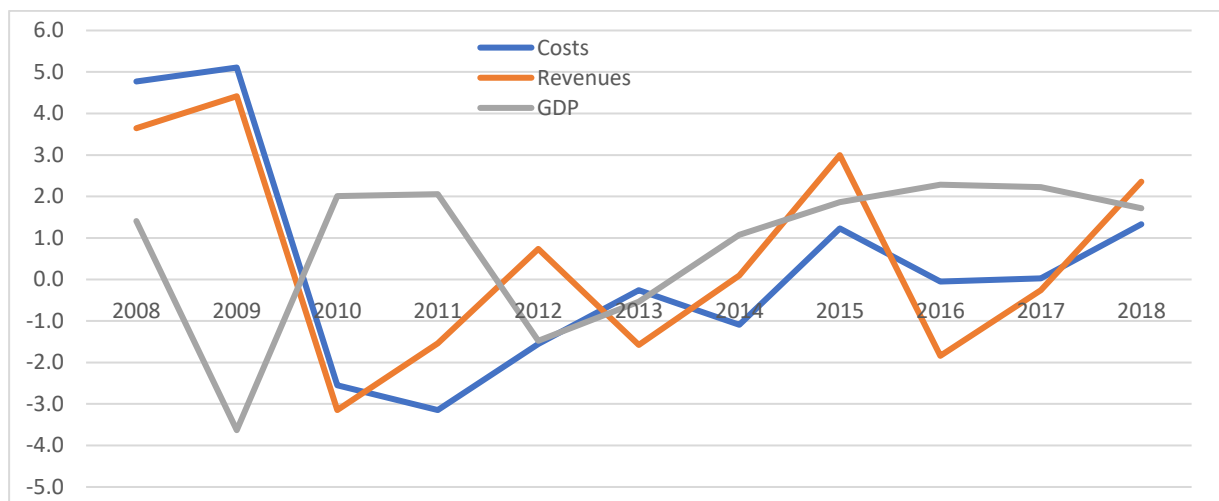
We can see that even for local administrations, the blow suffered in 2009-2010 was heavy with the new crisis, which saw the nominal GDP and spending and revenue levels drop dramatically in the following years: even here we can see how We have always tried to keep costs down compared to revenue, except for 2016 when revenue levels were so low.

SOCIAL SECURITY INSTITUTIONS
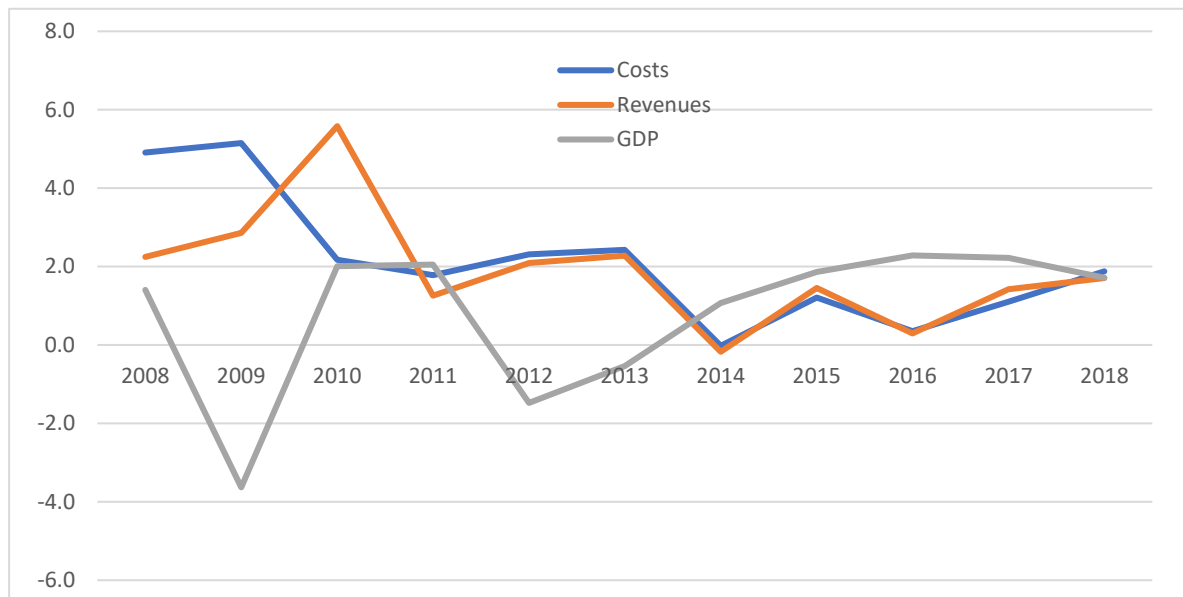
For the private institutions, the scenario shows some clear distinctions: in fact, we note that, even in this case, with the 2009-2010 crisis spending levels only decreased, only to remain stable; what we can note is that, however, while the years prior to 2011 costs and expenses have never been very close, from 2012 onwards their levels of variation are almost the same, a sign that in any case a strong public administration efficiency program is underway to reduce costs and improve the forms of income necessary for investments.

Thus giving a summary look at the items of costs, revenues and nominal GDP for the entire public sector, we can see that the assumptions made previously are all valid: GDP follows a trend proportional to the cost and revenue items, and is interesting note how cost maintenance programs are going live, with significantly lower costs than the revenue received, to optimize public sector investments.

CONCLUSION

This long journey that led us to get to know the essential elements of the Public Administration, has allowed us to know a story that, with all the debates and theories that follow it, has a single goal: get the citizens the real focus of all public strategies.

It is up to the citizen that the PA must commit itself to work, since it is to him that certain services are offered; it is the citizen who can decide, with his own right to vote, the future of the country and therefore what is the road we will travel in the years to come. The various reforms that have put the citizen at the margins of the country's public life over the years have had disastrous effects, as to date the public administration is seen as an inefficient, bureaucratic structure and far from the needs of individual citizens, who, feeling abandoned, decide they no longer have an active role in the decision-making process of the country, believing that they have no say in political and not-political choices.

In recent years, a real cultural, strategic and political revolution is taking place: putting the focus of public service on the citizen means offering them faster services and more focused on their needs; a public service close to the citizen allows to understand what the real problems of the population are, in order to be able to study a real solution. From here the substantial difference with the past starts, according to which therefore the citizen is no longer one, but the set of many who have a real decision-making power because they know they can indicate which is the road to follow. Therefore making it an active participant, and not merely a spectator (and therefore passive) of the public life of the country will bring advantages on all fronts, with a policy no longer distant from the real national problems.

From here the new reforms and strategies of the PA start: to reach any citizen, what better way than to take advantage of the enormous opportunities of the Internet? Thus the idea of a digital public administration is born, functional to the citizen, and that manages to streamline the enormous bureaucratic weight that has slowed down its operations in recent years, with a clear decrease in the costs related to it.

Offering digital services means not forcing the citizen to long hours or days of waiting, it also means providing him with all the necessary information he needs, it means maturing the spirit of transparency that is marking the last few years. We have already said that in the past the public sector has moved away from the citizen a lot, and this sense of estrangement has also given rise to feelings of low transparency towards the latter. Now, on the other hand, digitization and the transparency it has brought, will mark a fundamental turning point for all the reforms that will take place over the years.

The road has been marked, and has already been undertaken; now all that remains is to take advantage of all the great opportunities that will be shown to us from now on, to create a fast, efficient public sector that can really solve the problems of the citizen.

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SUMMARY

The Public Administration scenario in recent years is undergoing reforms and transformations that are changing its original appearance; the purpose of these transformations is to create a more efficient, less expensive, and closer to the needs of the citizen and the population public sector.

For too many years, in fact, there has been talk of a system that is by now old, inflexible and very bureaucratic, which failed to meet the needs of citizens, who felt increasingly excluded from this system, and therefore began to move away from most important public dynamics. Public Administration is the synthetic expression with which one intends to indicate both the activity of administering the public res, and the subject that is the organization that exercises such activity: with this description, Canauz describe in few words what does it means *Public Administration.* But, as Cammelli said: it is difficult even to specify what is meant by P.A. not because there is a definition but because there are too many.

It is important to bear in mind the starting point from which to start studying the main features of the Italian Public Administration: the definition of Public Administration is identified pursuant to Article 5 of the Italian Constitution, which mentions "*La Repubblica, one and indivisible, recognizes and promotes local autonomy; implements the most extensive administrative decentralization in services that depend on the state; adapts the principles and methods of its legislation to the needs of autonomy and decentralization".*

In order to fully understand the main functions and organization of the Public Administration, it is necessary to state the fundamental principles that govern it, and the main definitions to which they belong:

- Principle of Legality: this principle affirms the correspondence of the administrative activity to the provisions of the law
- Principle of Impartiality: combining Articles 3 and 97 of the Constitution, it occurred that the public administration cannot discriminate in any way the position of the subjects involved in its action, and is denied the abuse of its position
- Good Performance Principle: it is important to emphasize that public bodies must administer according to principles of efficiency and cost-effectiveness
- The principle of a balanced budget: Article 97 also establishes the obligation of a balanced budget, established by the constitutional reform of April 20, 2012, n. 1

- Subsidiarity Principle: previously presented, this principle is regulated by Article 118 of the Constitution, and establishes a key element of the organization of the Italian PA; the State in fact outlines a peripheral structure as close as possible to the citizen who uses the services of the PA, not going then to replace other (local) entities where the latter perform their functions more efficiently than the activity of the State

The great crisis of 2007 (followed by the European sovereign debt crisis of 2010), further emphasized the need for the policy to outline precise interventions aimed at making a more efficient PA; the significant number of reforms implemented has always had a common thread: to create an efficient and innovative Public Administration, capable of responding to and anticipating the need of the citizen, through changes in the internal organization, operating mechanisms, and above all through the use of technology.

The first law that leads to the birth of the Public Administration is dated 1861, in other words the national unit; it was in fact decided to organize the public functions on a system very similar to the French (and therefore Napoleonic), through a centralization of powers and functions.

The cardinal principle of all the transformations of the Italian PA is the continuous search for efficiency and quality at the service of the Customer, also guaranteeing transparency standards to encourage the latter's participation in recurring events and news. All this was obviously a follow-up to the strong innovative process that Globalization is bringing to the world level, influencing global administrative management; it can no longer be denied that even the smallest transformation in a place in the world now influences even the extreme opposite. All of this is also described by Mark Robinson, who explains that "the globalization of pluralization of service provision is the driving forces behind these changes. Policy problems faced by governments are complex, wicked and global, rather than simple, linear and national in focus".

Despite the intentions and reforms to try to develop an optimal public system, there are still many elements to consider, and thinking about carrying out transformation projects without taking into account long-term elements or at least denying the influence of global innovations, will never improve the current state of things.

Until the twentieth, the approach dedicated to the organization of the PA is defined as "old public administration", whose main characteristics were:

- Centralized control
- Set rules and guidelines

- Separated policymaking from implementation
- Hierarchical organizational structure

What was most evident from this type of organization was the inefficiency not only in the provision of services, but also the difficulty of an efficient management of personnel, and above all the excessive level of expenditure, which did not lead to the desired results. Hence the idea of creating a different governance model that is efficient, transparent and as close as possible to the needs of the citizens: the ideal of "*New Public Management*" was born:

- An attention to lessons from private-sector management;
- The growth both of hands-on "management", in its own right and not as an offshoot of professionalism, and of "arm's-length" organizations where policy implementation is organizationally distanced from the policymakers (as opposed to the "inter-personal" distancing of the policy/ administration split;
- A focus upon entrepreneurial leadership within public service organizations;
- An emphasis on input and output control and evaluation and on performance management and audit;
- The disaggregation of public services to their most basic units and a focus on their cost management;
- The growth of use of markets, competition and contracts for resource allocation and service delivery within public service

The various reforms that have been made under the NPM guidelines have not only determined a real cut with the past, but have also changed the centrality of political and administrative priorities; the market as a whole was no longer privileged, but it greatly increased the importance given to citizens and their requests, emphasizing its role not only as a "consumer", but also as a co-producer of existing services, making it more involved to administrative decisions, laying the foundations for the subsequent e-governance model.

In order to get to know the public administration operations, we are going to see also which are the main offices that constitute the subjective part of the PA:

- Ministries
- Local Government (Regions, Provinces and Municipality)
- Public Body

The perimeter of the functions of the Italian Public Administration still determines strong gaps and very different opinions on the part of various theorists and jurists as it is still difficult to delineate what is the correct definition for the PA.

The organization and functioning of the Public Administration have always been interesting, important and widely discussed topics not only in Italy, but also in many other countries: we will talk about the French and Anglo-Saxon model.

For the first one, the question concerning the real moment of origin of the structure of a public administration is still wide and debated; many allude that the system was originated in the post-revolutionary and Napoleonic era, but it must be remembered that already in 1700, France organized a structure called "Cameralistic", intent on investigating specific sectors such as public finance and public security. The fulcrum in which, however, we can recognize the starting point of modern administration, is traced to the reforms implemented during the nineteenth century during the empire of Napoleon Bonaparte, which organizes the administrative system under a centralized vision; in the late nineteenth-early twentieth century, two theoretical doctrines are outlined: they are in fact the years of the "mature juridical reflection, in which the doctrines of *puissance publique* and especially of the *service publique*" take place.

The period that will have the greatest impact, after the Napoleonic era, on the organization of the French PA, is that of the 70s and 80s of the 900s, a period full of transformations not only economic, but above all political and social. During this phase in fact, the various political forces agreed that the existing structure could no longer keep up with the new and growing demands of modern society, and therefore of citizens; all this was due to a totally new economic situation, in which the plant of public and industrial services began to have an ever-greater importance. Significant reforms were therefore started to modernize and make the change and efficiency of the public administration more effective, starting not only from a significant reduction in the public sphere, but favoring the development of the phenomenon of privatization. In more modern times, the new reforms to improve the public administration system date back to the Sarkozy presidency and the subsequent one by Hollande, who have launched ambitious plans for the modernization and efficiency improvement of the PA services, which guarantee level standards linked to optics of reformulation of public spending and the perimeter of competence of the State, of digitization, simplification and transparency towards the citizen.

The Anglo-Saxon model, on the other hand, is a different model than the Italian and French model, thus proving to be a real exception regarding its own structure and the doctrine that underlies the administrative organization. The main factor of the remarkable difference of views between the Anglo-Saxon model and that beyond the English Channel is the definition of the *civil servant*; in England, in fact, public officials do not constitute a separate body with respect to citizenship, suggesting "the idea of a citizen who serves the national community, and not a body that ends up developing its own self-awareness, from it ends up break up with; historically and culturally speaking, the United Kingdom has always had a certain aversion to administrative centralism, opting for a solution that has been very decentralized and local since its origins. The New Public Management model pushes this reform process even further, according to the cornerstones of efficiency, effectiveness and cost-effectiveness, with measurement of managers' performance, and alignment between public and private sectors in areas of high public importance

A distinctive sign of the English public power is the intrinsic relationship between the public and the private sphere, still an object of study of the models of organization of the public administration, to which we are trying to find a uniformity of intent even between different states, to favor global decision making.

As we know, globalization has greatly transformed national and international policies, it has made the political and cultural system increasingly complex; this complexity has significantly changed the way we see and think about the organization of the public administration model; The previous model, defined as *Old Public Administration*, failed to withstand the transformations of the early 1980s, proving to be unsuitable, and which led to the birth of a totally different and innovative new model: The *New Public Management* model. We have previously defined the main features of this model, a system that is more open to the private sector, and that seeks to mix this sector with the public, to try to increase the performance of the employees, and thus make the system of public administration as efficient as possible.

Despite the excellent hopes originally set, we know that this model was also criticized considerably by some theorists of the time, blaming the totalitarian view on the public administration of the private administration, which no longer placed citizens' needs at the center, but aimed only at maximizing performance.

Two different model started to take place: the first is the New Public Governance, unlike the other two approaches, the objective is to place the citizen, rather than the Government, at the

center of the reforms; therefore, the idea underlying the role of the citizen changes radically: the latter in fact really stands as "co-producer of policies

The second model is called New Public Service, and like the previous one, places the figure of the citizen and the civil reality at the center of the project; the State must therefore not only control the services offered, but help the citizen and recognize what his main needs are . What is required for Public Managers is not the mere control and guidance of the public service through reforms, but to analyze and solve certain problems with the help of the citizen himself.

	Old public administration	New Public Management	New Public Service
Theoretical foundations	Political theory, naïve social science	Economic theory, positivist social science	Democratic theory
Rationality and models of human behaviour	Administrative rationality, public interest	Technical and economic rationality, self-interest	Strategic rationality, citizen interest
Conception of the public interest	Political, enshrined in law	Aggregation of individual interests	Dialogue about shared values
To whom are civil servants responsive?	Clients and constituents	Customers	Citizens
Role of government	"Rowing", implementation focused on politically defined objectives	"Steering", serving as catalyst to unleash market forces	"Serving", negotiating and brokering interests among citizens
Mechanisms for achieving policy objectives	Administering programmes through government agencies	Creating mechanisms and incentives through private and non-profit agencies	Building coalitions of public, non-profit private agencies
Approach to accountability	Hierarchical - administrators responsible to elected leaders	Market-drive-outcomes result from accumulation of self-interests	Multifaceted-public servants guided by law, values, professional norms and citizen interests
Administrative discretion	Limited discretion granted to public officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations with top-down authority and control of clients	Decentralized public organisations with primary control within agency	Collaborative structures with shared leadership
Assumed motivational basis of public servants	Pay and benefits, civil-service protections	Entrepreneurial spirit, desire to reduce size and functions of government	Public service, desire to contribute to society

It is Bourgon who enunciates the four essential elements of the NPS, due to the strong transformations of the last century:

- Building collaborative relationships with citizens and groups of citizens;
- Encouraging shared responsibilities;

- Disseminating information to elevate public discourse and to foster a shared understanding of public issues;

- Seeking opportunities to involve citizens in government activities .

The aim of the new model is to improve both the focus on the citizen, and to eliminate any problems arising in the NPM.

The turning point, however, occurs when we begin to discuss also the strong power and the growing importance of technology and technological innovations also within the PA services; it is from this point on that we will no longer start talking about a not very innovative public service, but we will try to lay the foundations for the advent of e-governance, through the use of new technologies that will be able to not only to guarantee a better service, but to make the whole process more transparent, with the citizen who will therefore actively participate in the life of the public service: The potential of new technologies for opening up government information to public access and scrutiny has gained considerable momentum with the advent of the new transparency agenda and the increasing sophistication and prevalence of digital governance. Technological innovations designed to increase transparency and accountability offer the potential to bring citizens closer to the policymaking process through new and improved channels of participation as well as citizen monitoring of government.

For *E-Government* we mean that model of public administration that bases its fundamental pillar on *trust* with the citizen (which we remember therefore tends to have an increasingly important role not only in the post-reform phase but also in the co-production of reforms), through the use of new digitalization technologies and new communication models, to make the whole relationship open and transparent; the primary objective is therefore to favor the creation of a living relationship between the institutions and the citizen, merging the latter with all the information necessary to make it more involved during the decision-making processes.

not only in the best way, but also in complete security.

To better understand what e-governance is about, let's go now to state and identify the key factors that distinguish the model:

- Transparency
- Open Data
- Participation
- Simplification

E-government thus becomes not only a question of technological innovation and digitalisation, but becomes the protagonist of the relationship between administration and citizens, to make the services offered more efficient. In fact, the digitalisation of the Public Administration is often considered only as an application of technologies, but in reality it represents a totally new way of providing services, thus providing a modern system to respond to new needs.

.We then summarize the final objectives of e-government:

- Facilitate access to administrative documentation
- Develop forms of integrated supply of online services
- Use ICT to support and improve delivery processes
- Prerequisites of e-democracy mechanisms

Monitor the key indicators on the quality of perceived services, also facilitating the measurement of *customer satisfaction*, ie evaluating how satisfied citizens are with the services that are provided.

The e-government model has, as we have said, long-lived and almost profound rallies, but the real turning point in the development of the system came in 2009 when US President Barack Obama signed the "*Transparency and Open Government Memorandum*", Which will then become the fulcrum and pillar of the new relationship between citizens and the state. It was built on three fundamental points:

- Transparency
- Participation
- Collaboration

Trying to follow the steps of the USA, the European Union has also launched an implementation strategy for an e-government platform to improve transparency, participation and cooperation between institutions and citizens, turning towards new evolutionary dynamics that allow an administration not only more productive, but in its modernity, even more open and participatory. European policies have subsequently influenced those of the member states, also to try to propose similar solutions and thus also facilitate the establishment of a European e-government.

We can mainly summarize the European e-government plans in three macro phases :

- E-Europe 2002: in this first phase, the objective was to plan investments in technological innovations and training for the new skills of employees in the use of these technologies

- E-Europe 2005: the second plan provided for the completion of the definition of e-governance platforms, and planning of structural investments to extend the digital benefits of the Internet to citizens and businesses
- E-Europe 2010: the last plan summarizes instead a series of objectives that the member countries must reach in short times, and in particular:
  - Create an European technological space defined as a single market for the digital economy to make the best use of EU tune
  - Encourage innovation and research in the IT field
  - Allowing citizens and businesses secure and easy access to the services offered by the PA
  - Increase the level of transparency, responsibility in order to improve the service offered and obtain advantages also in the economic field
  - Introduce a secure and authentic methodology for accessing digital services

Italy has planned its own policies on e-governance in accordance with the principles established by the European Union, thus complying with the strategies and objectives previously provided for. Starting in 2001, the first phase of digitalisation of the Public Administration began, with investments in infrastructure and basic IT skills to allow employees to familiarize themselves with the new tools, launch targeted communication strategies and provide the first online services.

The Italian strategic plans to adopt public administration modernization systems have been in place since 2011, and over the years three different action plans have followed:

- First Action Plan (2012-2014): the plan aims to reform certain sectors, such as:
  - Public work
  - Selection and training of public employees
  - Reorganization of public facilities and equipment to increase efficiency and reduce costs
  - Transparency, accountability and performance of the various public organizations
  - Reduction of burdens for citizens and businesses through bureaucratic simplification policies.

  The bringing of "Data.gov.it" is also made operational to allow citizens to receive various information regarding public activities

- Second Action Plan (2014-2016): The second plan was structured in relation to objectives concerning issues of participation, transparency, integrity, accountability and technological innovation. These objectives were classified according to the acronym "S.M.A.R.T", thus indicating their value of specificity, measurability, viability, reality and timing.

    The objectives of the plan are composed of issues related to the participation of the citizen in public life, helping him also to develop a digital culture linked to the data provided by the PA, homogenization of all public offices that have the obligation to make administrative data public, to experiment with services digital to make the interaction between the State and the citizen more efficient, thus achieving important economic results

- Third Action Plan (2016-2018): The objectives of the third floor tend to continue the work of digitalisation of the public administration, further improving the system guaranteeing the widest possible participation and transparency towards the citizen; these objectives are summarized in three distinct areas:

    - Transparency and Open Data, thus improving both the information available and their accessibility
    - Participation and Accountability, fostering collaboration with the citizen in public decision-making processes, obviously providing adequate information support
    - Digital citizenship and innovation, promoting digital identity initiatives and internet rights charter, useful tools to increase and further improve online services for citizens.

The study addressed so far presents us with a truth that is as difficult as it is uncomfortable: the numerous transformations and reforms that have affected the Public Administration have conditioned its structure and its real and absolute definition, making it difficult at the same time to actually identify what it is and which really is an office designed for the public sector

In this sense, the Italian government has already established a series of sites that allow you to discover and learn about specific issues (agriculture, health, education, energy, transport, and others), offering a broad overview of some of the most important issues for the PA:

The Openbdap site provides us with an overview of the main public finance indicators; the project is part of a wide-ranging initiative of the General State Accounting Office (RGS) aimed at developing and updating, around its IT systems, an ecosystem of data and information means that has access channels, methods articulated and well harmonized presentation and elaboration,

in which the different categories of users can find the most suitable tools to satisfy their information needs

The thematic areas in which the portal is developed are:

1. *Public Finances*:

The most important indicators fo Public Finances are:

- Net debt, which represents the balance between the value of expenditure and income, and is calculated on the basis of rules common to all EU countries to guarantee the homogeneity and comparability of the data.
- GDP, which indicates the aggregate value of all final goods and services produced in the territory
- Cash requirement, which indicates the balance between all actual receipts and payments of Public Administrations.

Net Debt	GDP	Cash Requirements
2019	2019	2019
-42,1 Mld	**-2,37** %	**-57,7** Mld
(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)	(Previsione da Documento di Economia e Finanza - DEF 2019)

2. *National Budget*:

The State Budget is an accounting document, proposed by the Government and approved by Parliament, which sets out the revenues and expenses thanks to which the State meets the needs of the community according to the objectives identified by the policy

3. *European Union budget*:

The European budget is the instrument through which the EU translates the strategies and policies agreed between Member States and defined for the programming period into concrete actions. The annual budget sets out in terms of revenue and expenditure the resources that the EU uses annually, within the limits set by the Multiannual Financial Framework

4. *Public Investments*:

> The set of expenses that the State, the Regions, Local Authorities and other Public Administrations support in order to increase the stock of physical or technological capital available to the territory and the system productive

Than we have the Agid platforms: established with Law Decree 22 June 2012, n. 83, it is in charge of achieving the objectives of the Italian digital agenda, in line with the European digital agenda.

Therefore, among the main tasks we find:

- Dissemination of information and communication technologies to foster innovation and economic growth
- Elaboration of technical rules and guidelines regarding procedures and standards for the full uniformity of the IT systems of the PA
- Supervision of the quality of services and the rationalization of IT spending by the Public Administration
- Promotion of digital literacy initiatives

The Agid obviously works to achieve the results envisaged in the three-year plan, but it must also administer behind coordination with the digital agenda for Europe, which is one of the 7 pillars of the "Europe 2020" strategy, which indicates the Union's growth objectives European up to 2020. End of the European Digital Agenda is to foster innovation, progress and economic growth by leveraging the potential of ICT technologies and promoting the development of the digital single market.

Officially, the list of offices that are called "public administrations" is drawn up annually by ISTAT, on the basis of the indications included in Sector 13 of the ESA 2010. The SEC is the European System of Costs established by the EU regulation No. 549/2013, which "defines the principles and methods of National Accounting at European level. It fixes in a systematic and detailed way the way in which the quantities that describe the functioning of an economy are measured, in accordance with the international guidelines established in the United Nations System of National Accounts". The SEC itself defines the institutional perimeter of reference, indicating that a particular entity performs a *public function* when it "carries out activities for the production of goods and services not intended for sale, whose production is mainly financed by mandatory payments made by non-public entities; the ISTAT list is subdivided, as already mentioned, into three macro-groups, subdivided in turn into other subgroups:

- Central Administrations
- Local Administration
- National social security and assistance agencies

All the information gathered up to now, starting with the digital PA, allows us to obtain important data on managed administration, even with a critical view that can lead to an analysis of the current situation of the PA Italian; in fact, we know that the digitalization of public services has just begun, but we can study the internal dynamics in depth, even to manage our main expenses and the subdivision of public offices at national level.

Thanks to the analysis of PA database, we could get some important information:

- We know that the Italian political and administrative subdivision has a very high number of municipalities compared to all other administrative entities, a sign that closeness to citizens is an essential element for a good administrative machine; this is why the local administrations are in a higher number than the others.
- Most of the offices are located in the northern area of the country (more than 50% of the offices, considering North-east and North-west together), with some important aspects:
    - The major differences are analysed in the area of the Center; here, in fact, we can see how certain offices are prevalent with respect to other geographical divisions (where they are low or absent). We speak for example of the Agencies, the Independent Authorities, the Social Security Bodies, research, and the central administration (Ministries and Constitutional Bodies)
    - For the South instead, compared to other geographical divisions, we find a much higher number of tourist bodies and national parks managers
    - In the North-West we find the highest number of river consortia and unions of municipalities
    - The North East is the geographical area with the largest number of former IPAB institutions
    - The islands, which are also the geographical area with fewer public entities, do not have a specific reference body, but instead have a fairly homogeneous distribution of the other public offices.

When we go to analyse the size of each public office related to the numbers of employees, we can discover that:

- When we go to represent offices with a number of employees less than 100, we can see that the numbero fo Municipality is higher than other offices

- The difference begins to be less clear in the class between 100 and 1000 employees, with a smaller number of municipalities, but still in majority compared to the other categories; to be taken into consideration is the class between 500 and 999 employees, where the municipalities are below 50%, and where we see a good number of universities and local health agencies.

- Exceeded 1000 employees per office, the category with more offices is that of local health companies, which reaches almost 75% in the 3000-9999 class, and then falls below 50% again in the 10,000-100,000 class.

- Finally, the class with offices with more than 100,000 employees, sees a much smaller number of offices in total (only 15 offices have more than 100,000 employees), and a real ex equo between the Ministries, Natural Parks, Provinces, Regions with Special Statutes, and finally the local health agencies.

- In conclusion, we can see that, despite the division into a high group of categories and various classes by number of employees, the offices themselves are relatively small, especially the Municipalities, thanks also to the high number of town existing on the Italian territory

In conclusion, our analysis about the grade of digitalization of the Italian PA seems so small yet. An important factor that influence the elements of the e-government, is that we don't know very good what a PA office is and what they do; this could be seen in the different type of database that we could get: each research office use different methodologies to calculate the number of PA, and in fact every year this number is changing because we get new elements to determine the effective type of public office.

What we need, is primarily a clear regulation system, that could help in the determination of PA's perimeter and role, and could help in the definition of what a public office is and do. Without a clear regulation path, the e-government transformation can't move on, and the public administration will always be something far away from his first goal: the citizen's satisfaction.