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Strategic Approaches to Economic Revitalization: The Role of Incentives in the Italian Recovery

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Chapter 1: Economic Challenges and Untapped Potential

1.1: Introduction

This paper presents a comprehensive overview of the Italian economic environment, exploring its strengths and weaknesses. The focus will then shift to "how" these strengths could be used to restart our nation.

The analysis begins with an article published by The Economist in 2005[1], which defined Italy as "The real sick man of Europe". This provocative characterization stimulated a debate on whether Italy, rather than Germany, to deserve this nickname. The article justified the assignment of the title to Italy for several key factors:

- Excessive rigidity of labour policies on the markets, negatively affecting economic flexibility and growth.
- High government spending, high taxes, and burdensome regulations. These stifle the Italian entrepreneurial fabric, discouraging the opening of branches of foreign companies in our nation and slowing down innovation.
- A large amount of inefficient small and medium-sized enterprises, which contribute to the misallocation of resources and national economic inefficiency.
- A lack of large corporations and poorly meritocratic management, which impacts organizational effectiveness, further weighing on innovation.
- Inadequate public intervention, due to a precarious situation of public finances and an inefficient public administration.

Hence, this analysis focused on the evolution of these "symptoms" from 2005 to today.

[1] For a discussion on the structural challenges facing the country, see “The real sick man of Europe”, The Economist, May 19, 2005.

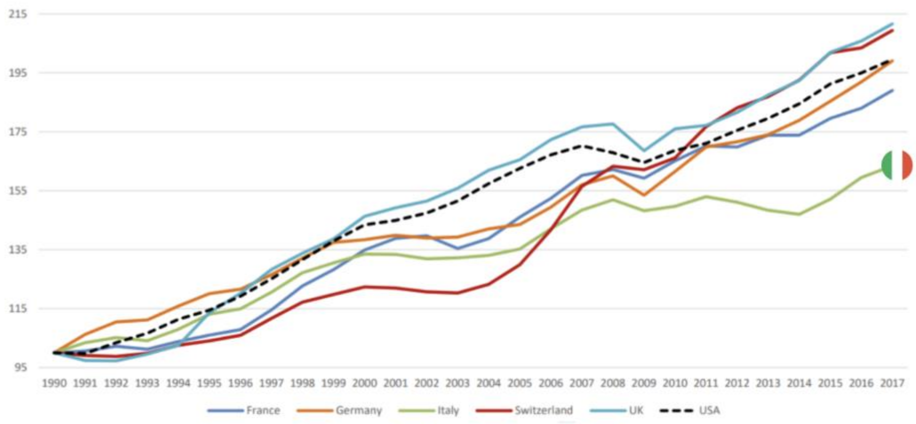
It is the persistence of these problems that has contributed to the stagnation of the Italian economic environment, which seems to have made little progress over the years.

1.2: Economic downfall

However, Italy has not always been in such a dramatic situation, just consider the fact that in 1987 the "Corriere della Sera" defined Italy as the fourth largest economy in a sample of 26 countries they took[2], after it overtook the United Kingdom, in terms of GDP. That year it ranked as the sixth largest economy in the world in terms of GDP[3], A significantly better situation than the current one.

The last three decades have been characterized by a dramatic reversal, with Italy clearly lagging other Eurozone countries both in terms of GDP growth in absolute terms and per capita. Losing 4 positions from 1987 to 2022 and becoming the tenth largest economy in the world in terms of GDP, according to the World Bank.[4]

GDP growth 1990-2017



Data source: Penn World

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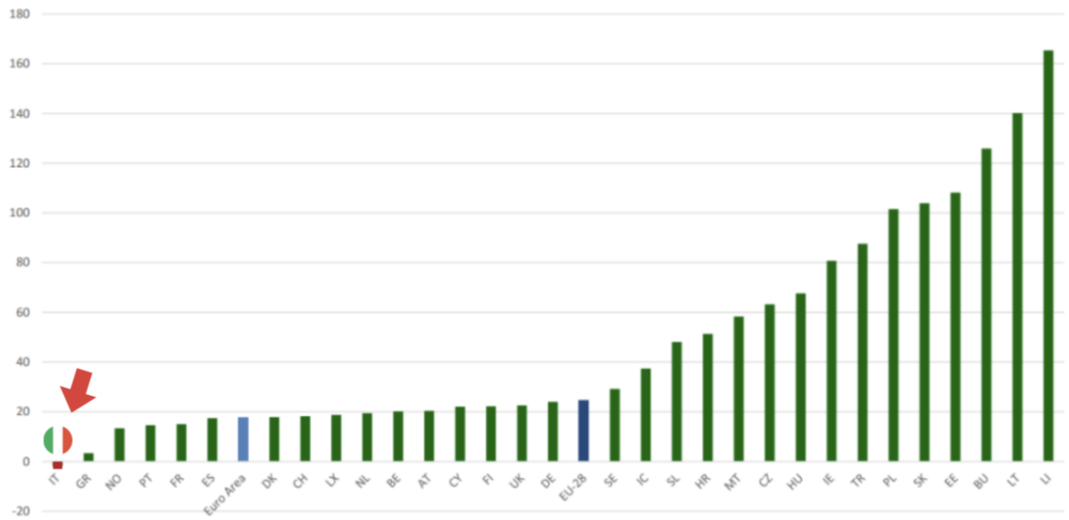
[2] For more insight "GDP - Italy 1987" on CountryEconomy.com

[3] Data source: "GDP 1987" at CountryEconomy.com

[4] More information at World Bank, "GDP (current US$) – Italy"

GDP Growth per Capita 2000-2019



Data source: Eurostat

The decline in GDP is only one of the indicators that distinguishes Italy within the European Union, due to its multiple "economic diseases".

1.3: Physiology and Pathology

This thesis delves deeper into the analysis of "Italian diseases", examining their evolution and evaluating how, instead, the lasting strengths of our country could be used to remedy the national economic malaise.

The focus will thus be on developing managerial strategies that will be used as "Italian medicines" for the recovery, delving into topics related to:

- **Study of incentives** aimed at improving the efficiency and effectiveness of public administration. The focus will be on the ministerial directives of public performances, trying to evaluate the effectiveness of their application and the reasons for the malfunction.

- Development of strategies aimed at intervening on students' **educational choices** with national needs. A model of incentives and information from the state will be developed, with the aim of achieving alignment between student choices and contemporary economic and labour market needs. Everything will be aimed at increasing collective well-being.
- The principles of *Game Theory* will be applied to the labour market. Strategies aimed at attracting global multinationals to Italy will be proposed. A system of incentives will therefore be proposed to be able to solve problems due to the development of skills in Italy and the brain drain.

The in-depth analysis of these topics will not only focus on the root causes of Italy's economic challenges but will also explore innovative solutions and managerial strategies aimed at revitalizing the country's economic landscape.

In particular, the focus will be on the role that incentives will have to play on the Italian recovery, highlighting their potential to guide the country towards a more prosperous and sustainable future.

Effective solutions will thus be proposed, including strategies based on incentives, information, reduction of uncertainty and introduction of tools to increase meritocracy.

It will therefore be essential to provide a brief introduction to understand the Italian economic panorama, to understand the context in which we will operate. This understanding is fundamental to ensure the success of the strategies that will be developed to lead the country towards economic sustainability.

The analysis will start from the study of a paper created by Pellegrino and Zingales in 2019: "Diagnosing the Italian Disease"[5]. The authors have highlighted several key factors that contribute to productivity stagnation within the Italian workforce. Thus include:

- Difficulty in recognizing merit, with consequent repercussions on employee motivation and organizational efficiency.
- Deficiencies in skills and technological applications. This limits the potential for innovation and modernization.
- Low quality management fails to fully utilize team resources and align them with organizational objectives.
- A strong level of "familiarism", which gives more importance to family ties than to professional merit, thus influencing employment and career decisions, causing problems in obtaining healthy competitiveness.
- "cronyism", close friends are given preferential channels in professional scenarios, compromising the principles of fairness and equal opportunities.

The situation appears to be more complex, as also demonstrated by the 2023 IMD Competitiveness Ranking[6]. Italy is, in fact, in 41st place, underscoring its status as one of the least favourable environments for doing business within the European Union. This ranking is attributed to governmental inefficiency and weaknesses in the business system. Therefore, three additional causes have been identified:

- Problems due to the rigidity of the **labour market** and the discrepancy between the skills required by the market and the actual skills of the workers.

[5] For more information about the economic indicators and their implications: National Bureau of Economic Research working paper by Bruno Pellegrino and Luigi Zingales titled "DIAGNOSING THE ITALIAN DISEASE", October 2017.

[6] Data source: "World Competitiveness Ranking" page-WORLD COMPETITIVENESS CENTER"

- **Inefficient public spending,** which is managed in a suboptimal way. Wasteful spending causes insufficient support for critical sectors that could drive economic growth.
- The lack of innovation is further held back by a weak industrial system, characterized by insufficient collaboration between the private sector and research institutions.

1.4: Competitiveness in wages

Italy has sought to remain competitive by continuously moderating wages, which have not increased in real terms in the last 30 years[7]. This seems to be a unique strategy at a European level, in which Italy is the only country where there has been a reduction in real wages over the last thirty years[8]. This has negatively affected the country's business sector, as wages are one of the main incentives for effort and work. Wages are used by employers (Principal) as a tool to increase the utility that employees (Agent) enjoy from the beginning of a working cooperation relationship. They are also essential for maintaining a collaborative relationship over time and are managed to encourage agents to independently put their maximum effort into their work. Therefore, in a country where companies offer decreasing average salaries, there could be repercussions on internal demand and the ability to attract and retain talent.

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[7] Insights about the wage growth comparison across countries: "Where Real Wages Rose & Where They Stagnated" – Statista, February 2023

[8] For a detailed analysis look at: "Why us?, Italy seeks way out of low-wage economy trap" - Reuters - June, 2022

Research conducted by the OECD reveals that Italy is the only country to have experienced a decrease in real wages, adjusted for purchasing power parity, between 1990 and 2021.[9]

The trend has persisted over time, as demonstrated by an OECD study from the first quarter of 2023. It is apparent from the data that the percentage decrease in real hourly wages between the fourth quarter of 2019 and the first quarter of 2023 was more pronounced in Italy than to the other selected countries.[10]

This is alarming data because having lower wages represents a significant problem. The brain drain mainly involves the most educated resources, who have fewer barriers, such as linguistic barriers, to mobility.

The weakening of the economic driver makes the decision to remain in one's country less attractive and based on non-salary economic factors, such as cultural or emotional ties. This turns out to be a myopic strategy, as it underestimates the importance of internationally competitive economic policies and overlooks the varying impact of non-wage incentives on individuals. This leads to the deliberate attractiveness from an economic point of view, with consequent repercussions on the loss of talent and therefore on the reduction of the country's productive and innovative capacity.

This creates a vicious cycle, in which these characteristics lead to further difficulty in improving the economic conditions offered, reflected in the difficulty of creating a globally competitive economic and working environment.

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[9] For consulting the OECD Stat database click here: “Level of GDP per capita and productivity”

[10] Data source: OECD Employment Outlook 2023, Chapter 1

Another OECD study from 2022 highlighted that the portion of individuals aged 25-64 with tertiary education represented 20% of the population, while the OECD average exceeded 40%[11].

The emphasis on education in Italy is lower, resulting in a significant disincentive to pursue higher education.

The diminished returns on investment in higher education have led to a disincentive for training skilled individuals, coinciding with an increase in the less-skilled workforce. These trends have had adverse effects on the labour market, making it difficult for companies operating in Italy to recruit highly qualified workers.

This contributes further to the decline in average incomes, leading to limitations in consumption and private investments. The national domestic market is therefore weakened, causing damage to companies operating on national soil.

1.5: Demographic decline

Low wages level has also impacted population growth. Referring to the Malthusian trap[12], to procreate, people need to be in a situation that allows them to do so. According to the CNN article "Low fertility trap"[13], Italy is not in an ideal situation, ranking 32nd in the world for the purchasing power parity index.

Therefore, this thesis will propose a strategy aimed at increasing wages, not only for the reasons mentioned above, but also to foster a more supportive environment for families. The provision of necessary tools to reignite sustainable population growth is essential.

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[11] Data source: OECD 2022 Data

[12] In-depth analysis about Malthusian trap here

[13] Data source: “Low fertility trap’: Why Italy’s falling birth rate is causing alarm”, CNN

This approach addresses the challenges of a modern Malthusian trap, wherein population growth is constrained by a scarcity of economic and non-food resources.

The unpromising demographic trend weighs on national finances. These are further stressed by spending due to welfare, just think that Italy spends 30.1% of GDP on these measures. Ranking second in the OECD area for public spending compared to GDP.

The pressure is further intensified by the low fertility rates, a shrinking workforce, an inefficient public administration, and a high rate of tax evasion.

Italy has become an aging nation, where the average age of the population is 46.4 years[14], with 24% of the population being over 65 years old[15]: making it the third country with the highest percentage in the world after Japan and Monk. This is one of the major factors influencing the increase in costs essential for sustaining pensions and healthcare. The situation echoes a 'modern Malthusian trap', posing significant challenges for the future.

The Italian fertility rate is in fact one of the lowest in the world, with an average of 1.29 children per woman in 2022[16]. The national population is expected to decrease by 6 million people in 20 years[17].

The declining fertility rate will also affect the workforce which will shrink in the future, further burdening the social expenses that the state will have to bear. In the following page’s graph, it is possible to understand how Italy is in a worst situation under this point of view, compared to the other countries.

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[14] Data source: “Italy: Median age of the population from 1950 to 2100”, Statista.

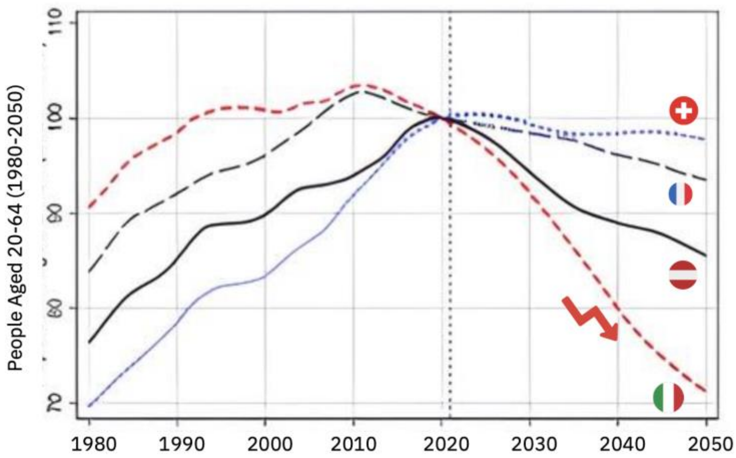
[15] Data source: “Italy: Median age of the population from 1950 to 2100”, Statista.

[16] More details about the topic on the World Bank's page on Italy's fertility rate.

[17]Data Source: “More Insight about the Italian population forecast from 2020 to 2050” - Statista.

Eurostat forecasts a 28% reduction in the Italian workforce over the next 20 years compared to the total population.

People aged 20 – 64 (1980 – 2050)



Data Source: Eurostat 2022

The current perspective anticipates a gradual decrease in the number of individuals active in the labour market, with increased pressure on the contributing segment, which will have to support an increasingly burdensome welfare system.

Therefore, the aging of the population will require a diminishing portion of society to sustain ever-growing expenses.

1.6: Tax evasion, Bureaucracy, Justice

Finally, we conclude the analysis of the negative factors by dealing with the topic of tax evasion. According to estimates made by "Statista", this amounted to over 190 billion in 2015, securing Italy first place in the euro zone[18]. This results in a lack of revenue in the

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[18] Data source: Statista - University of London for Socialists and Democrats Group in the European Parliament

state coffers, which is supported by a further increase in taxes paid by, increasingly fewer, taxpayers. This has a profound impact on the budgets of Italian companies, and on families, who find themselves subjected to a tax/GDP ratio of 42.99%. This data is particularly relevant, especially if it is compared to the OECD average of 34%.[19]

After this analysis of issues related to the labour market and taxes in Italy, we will focus more on the industrial ecosystem. In fact, it is believed that these will have to be the protagonists of the national economic recovery and that the incentives will have to be aimed at attracting them. We therefore want to provide a snapshot of what the Italian industrial system is today, to understand the potential it could express in the national economic recovery strategy.

We will start with the financial constraint of companies due to the propensity to save rather than invest. In 2021, the Bank of Italy reported that 56% of household wealth was allocated between deposit accounts, insurance instruments and private pension funds. Investments, on the other hand, represent a smaller share, with a distribution of 21% in shares and equity investments, 5% in bonds, 15% in mutual funds and 3% in other investments.

The Italian industrial apparatus is further constrained by bureaucracy, which makes us the second worst country in the Eurozone. The main causes are the lack of transparency, legal uncertainty, and complex and burdensome bureaucratic procedures.

The overall average duration of legal proceedings is 2,655 days, which is a very unfavourable figure, especially when compared with other European countries. For instance, trials last 1,221 days in France, 377 days in Sweden and 285 days in Portugal.[20]

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[19] Data source: “Revenue statistic 2023 – Italy”, OECD, 2023

[20] Data source: Eurostat

Finally, a 2019 article by Sole 24 Ore reports the 2019 study by ISTAT and the Bank of Italy, which indicates that non-financial Italian companies have relatively low levels of debt compared to those of other main European countries, ranking in second place only after Germany.

All these indicators have led our country to become an unfavourable place for doing business, placing Italy in 58th place in the global "Easy of doing Business" index, according to the World Bank[21].

In Italy, there are only 5 large companies listed in the Fortune Global 500: Eni, Enel, Generali, Intesa SanPaolo, and Poste Italiane. To consider how limited this number is, just consider that France boasts 31 companies on the list, while Germany has 27.[22] The further problem with these already alarming data is that the trends are negative. For instance, in 2022 there were 6 Italian companies present in the Fortune Global 500, before UniCredit left it.

The 99.9% of active national companies are small to medium-sized enterprises (SMCs). Although these companies employ 76.7% of the workforce, they only account for the 35.3% of the overall added value[23].

Having provided a general overview of the factors that negatively influence the national economy, an analysis of the positive aspects will now be provided. Identifying these will be fundamental to understanding which tools could be used to identify the tools that will be used in defining national recovery strategies.

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[21] Data source: World Bank

[22] Data source: "Fortune Global 500 Companies (2023-2024)" – Growth Navigate

[23] Data source: "Registro statistico delle imprese attive" – Istat, 2020

In fact, Italy is not characterized exclusively by negative factors, as it might seem from the previous analysis. The focus will be on 4 potential remedies that could be employed to treat this "sick patient".

- Universities,
- Made in Italy,
- More competitive salaries compared to the rest of Europe,
- Industrial clusters,
- Research and development.

Although Italy has one of the lowest percentages of graduates among the eurozone[24] countries, it still has university and research excellence for every field of study. Examples of this are evident from the study of university rankings carried out by the Financial Times. Bocconi University is ranked seventh in the world for Management, or Luiss, which is ranked thirtieth in the world for Management and second in Europe for political science. Sapienza stands out as first in the world for classics and history, while the Polytechnic of Milan shines for design, where it ranks eighth, and for engineering, where it reaches eighteenth place.

The problem is that most of these excellences have something in common: they are private institutions. Public universities in Italy suffer from a lack of funding. Only 0.3% of GDP is allocated to funding universities, again the worst case in Europe. In fact, it stands much lower than the EU28 average, which in 2019 was calculated at 0.7% by Eurostat.[25]

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[24] Data source: "Just 20.1% of Italians are graduates, compared to EU average 32.8%", Ansa

[25] Data source: "Public spending on education", OECD 2019

"Made in Italy" is valued more than 2 trillion dollars according to estimates made by Brand Finance.[26] This label is widely adopted by various national companies, such as, for example, luxury and fashion companies. Here it bears witness to the artisan tradition and sartorial creativity: Milan and Florence represent fashion centres recognized worldwide. Italy is also celebrated for the automotive sector, with an industrial cluster near Modena that features brands like Ferrari and Dallara. Italian cuisine is also known throughout the world and is considered a point of reference for high quality gastronomy. Bergamo, Brescia, Padua, Treviso and Genoa are the cradle of numerous manufacturing companies, which exceed one billion euros in market capitalization.

Most of these companies are distributed in clusters, mainly in Northern Italian cities such as Milan, Bergamo, Brescia, Padua, Treviso and Genoa, which alone represent 70% of total Italian exports, according to 2021 data provided by ISTAT.[27]

However, Italy is seeing a shift in the ownership of companies that have shaped the 'Made in Italy' concept. Iconic brands like Lamborghini, Bulgari, Versace, Ducati, Gucci, and Fendi, while still emblematic of Italian excellence, must now be recognized as part of a global marketplace, some under international ownership.[28]

Companies that leave their country are often criticized.

It is certainly right, as Italians, to have respect for entrepreneurs like Ferrero or Giorgio Armani, who choose to retain their businesses in Italy. However, given the analysis, it is worth considering whether to critique the numerous entrepreneurs who annually sell their companies or relocate them abroad.

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[26] Data source: "La percezione dell'Italia e del made in Italy nel mondo" - 2022

[27] Data source: Structural business statistics, ISTAT, 2021

[28] Data Source: Italian chambers of Commerce

The truth is that an economy like the Italian one cannot count on the patriotism of some entrepreneurs but should develop strategies to make Italy a more favourable nation for doing business.

It is precisely on this thought that the entire thesis will be based: giving advice, from a managerial point of view, aimed at making Italy a favourable place to live, train and grow. With a particular focus on making bureaucracy more efficient and proposing strategies aimed at attracting foreign multinationals to the national territory, maintaining national ones, and making them grow.

Attention will shift to other "possible medicines"' later; the current focus is on delving deeper into the topic of public administration. This area plays a fundamental role within the Italian economy and will be addressed immediately as its correct functioning is also beneficial for all the strategies that will be explained in the subsequent chapters.

Chapter 2: Incentives and Reform in Italian Public Administration: Issues and Strategies.

In this chapter, we will analyse the problem of productivity within the Public Administration (PA), the country's main employer with over 3,2 million employees[29] and responsible for the direct and indirect management of a significant portion of the national wealth. It will be a major focus because it affects the "effectiveness of the medicines" we will use in the national recovery strategy.

The PA sets the priorities and objectives of universities, providing the essential resources for infrastructure, innovation, and research. It also establishes the regulations and standards these institutions must follow, showing a strong impact on the quality of education and the ability to attract new talent. Furthermore, it influences the efficiency, competitiveness, and innovation of the national industrial apparatus.

It is responsible for key factors of its well-being as it determines legal stability and potential collaboration and incentives with universities for talent development. It affects economic and fiscal policies, the proper functioning of infrastructure, and support policies for innovation.

These are just some examples of why it is considered essential to analyse the causes of inefficiency in the Public Administration. Specifically, in this context, the focus will be on performance measurement and the correct use of incentive tools. Once the current mechanism has been studied, solutions and strategies aimed at motivation and creating a stimulating and meritocratic environment will be proposed and implemented.

The Public Administration is understood both as the executor of administrative activities and as the aggregate of its apparatuses. Therefore, it can be defined as the set of

[29] Data source: Number of personnel working for the public administration in Italy in 2018 and 2019 - Statista

institutions and organizations aimed at managing activities of public interest for a state community.

Public administrations include state administrations, regions, provinces, municipalities, mountain communities and their consortia and associations, institutes and schools of all types and levels, educational institutions, state companies and administrations with autonomous regulations, university institutions, autonomous housing institute, chambers of commerce, industry, craft, agriculture and their associations, national, regional, and local non-economic public bodies, administrations, companies, and entities of the national health service, independent administrative authorities, as they apply a public employment regime, even if special.

The Italian economy is plagued by productivity stagnation: according to ISTAT[30], from 1995 to 2020, productivity in Italy grew by an average of 0.2% per year[31].

In addition to the direct effects on the Italian economy seen previously, these policies also have a strong indirect influence on many other aspects. For example, having an inefficient bureaucratic and regulatory system affects the costs companies must face each year. This not only represents a limit for the development of national companies but also greatly limits FDI[32], thus discouraging the establishment of foreign companies in Italy.

To improve productivity from a managerial perspective, already at the beginning of the 1990s, the PA deemed it essential to equip itself with tools aimed at correctly measuring and controlling individual staff performance. The goal was to focus attention on the effectiveness and quality of the services offered, optimizing the use of resources and

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[30] Data source: ISTAT: Istituto Nazionale di statistica.

[31] Data source: https://www.istat.it/it/files/2021/12/Misure-di-produttività_1995_2020.pdf

[32] FDI: *Foreign Direct Investments*

rewarding merit with economic incentives based on the measurement of group and individual performance.[33]

2.1: Evolution of the administrative role and political role

A distinction has been established between political and administrative roles: politicians are responsible for setting the government's goals, while administrative managers are responsible for achieving them. The Spoils System has been introduced, allowing governments, upon the appointment of a new executive, to replace the top of the administrative hierarchy with people they trust. This system has several advantages: It allows for the rewarding of political supporters with governmental positions, offering the opportunity to encourage the formation of alliances and facilitating political control, enabling the winning party to face fewer obstacles in implementing its agenda. It also ensures greater political accountability, as the administrative leaders, in this case, have been chosen by the political side. However, this last feature also presents the danger of compromising the neutrality or efficiency of the public administration.

For this reason, the election of administrative leaders requires both the "managerial qualification" to ensure competence and the "managerial position" to avoid hostility towards political strategies. The use of external managers was intended to be marginal and allowed only in cases of proven experience. Moreover, the Anglo-Saxon concept of linking remuneration and career progression to the achievement of objectives has been introduced, with a management of leadership that is closer to that of the private sector. The goal was to ensure greater autonomy for managers in staff management.

However, this model has encountered problems in practical implementation.

Indeed, the Spoils System exceeded the initially set boundaries, leading to the dismissal of all managerial positions in 1999, 2002, and 2006, and significantly increasing the

[33] For more info: Performance – Ministero per la pubblica amministrazione

number of appointments of external managers. What was supposed to be a rare exception reached 30% of ministerial appointments.

2.2: Problems afflicting the Italian Public Administration

The problems identified within the Italian public administration are numerous and complex, with excessive bureaucracy certainly being one of the main issues.

2.2.1: Bureaucracy

The Italian public administration is often criticized for its burdensome bureaucracy, which slows down decision-making processes, service delivery, and the implementation of new policies. It is interesting to note the estimate by the CGIA[34]Studies Office which attributes an economic damage to taxpayers in 2023, estimated at about 184 billion euros[35] due to its inefficiency. This figure is particularly provocative, especially when compared to that of tax evasion in the same year, which is almost double.

Despite some progress, the digital transformation in the Italian public administration has encountered delays and difficulties, limiting access to online services for citizens and businesses and compromising operational efficiency. Here too, the Italian public administration ranks below the European average according to *the Digital Economy and Society Index*[36].

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[34] CGIA: *Confederazione Italiana dell'artigianato*

[35] For more Info: Le inefficienze della PA doppiano l'evasione, Cgia Mestre, 2023

[36] Data source: The Digital Economy and Society Index, 2022

2.2.2: Corruption and cronyism

Additional issues include corruption and patronage, with a corruption perception index of 56%, placing Italy in a markedly unfavourable position compared to other European players, such as France, Germany, and the United Kingdom[37]. This negatively affects the transparency, fairness, and efficiency of the public administration. This highlights the urgency to regulate lobbying, avoid conflicts of interest, and introduce a mandatory transparency requirement for the actual owners in public procurements. The president of ANAC[38] has also announced efforts towards a Unified Transparency Platform to increase administrative efficiency and reduce costs.

2.2.3: Fragmentation and overlap of competencies.

The situation is further exacerbated by numerous levels of government and agencies with overlapping responsibilities. This leads to fragmentation, duplication of effort, difficulty in assigning responsibility and lack of effective coordination between different entities. It causes budgetary restrictions that limit the public administration's ability to invest in infrastructural and technological improvements or in staff training, negatively influencing the quality of the services offered.

Furthermore, the rules that govern personnel in public administration are very rigid and can make it difficult to adapt to an increasingly dynamic world, which requires the adoption of new skills necessary to improve efficiency.

2.2.4: Aging workforce and resistance to change.

Italian public employees show significantly higher length of service than their counterparts in large European countries, a phenomenon attributable to low job mobility.

[37] Data source: Indice percezione corruzione 2023 - ANAC

[38] ANAC: *Autorità Nazionale Anticorruzione*

In 2019, the median length of service for Italian public administration workers was over 22 years, well above Italy's private sector and public workers in countries such as Germany, France, Spain, and the United Kingdom.[39] This gap highlights a lower tendency towards mobility both within the public sector (infra-sectoral) and between the public and private sectors (intersectoral)[40].

This is one of the factors that contributes to increasing resistance to change, making it difficult to implement reforms and innovations necessary to improve efficiency and effectiveness. In this regard, it is noted that the average age of public administration employees is continuously increasing. In 2001 this was 44.2 years while in 2021 it stabilized at 50.7 years, with only 4.8% under the 30 years.[41]

2.3: Personnel policies, incentives, and performance

The public administration struggles to attract qualified professionals; this data is confirmed by the high refusals by the winners of the competition notices: 2 out of 10[42].

It is expected that this may be linked to public salaries being lower than private ones. These are in fact a widely used tool to attract talent and reduce turnover, as one of the main drivers of staff satisfaction and motivation.

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[39] Data source: "Pubblica amministrazione poco attrattiva per i giovani: l'età media del personale è 50,7 anni" - La Repubblica, 2023

[40] See "Public Administration Characteristics and Performance in EU28", European Commission, 2018 for detailed insights into the comparative analysis of public sector performance across the European Union member states

[41] For more details about Italia PA age consult: Age profile of central government workforce – OECD 2021

[42] Consult "Concorsi, 2 vincitori su 10 rinunciano al posto. Pa: entro dieci anni in pensione un dipendente su 3" – Sole 24 Ore, 2022 for a more detailed analysis

From ARAN[43] comparisons, however, it appears that there are no notable misalignments in the salary averages. An employee in the public administration, on average, in 2021, earned 31,766 euros, compared to a national average for the same private category of 30,836 euros[44]. The need therefore arises to identify the reasons for the difficulties in staff recruitment. Minister Zangrillo focused on the importance of making the PA more attractive especially for young people. Identifying digitalization[45], the valorisation of merit and the efficiency of selection processes as limiting factors. We will also highlight the importance of a dialogue with the social partners for the renewal of contracts, emphasizing performance and salary adjustment based on objectives.

2.3.1: Tools and current guidelines on the measurement and evaluation of performance

Inefficiency in the Italian Public Administration has already recognized many of these significant challenges, especially in the management of human resources. This analysis will address the issues already identified, underlining the crucial importance of attracting, enhancing, motivating, and retaining the brightest employees. The analysis will start from the study of the guidelines of the mystery of the Public Administration from the point of view of measuring and evaluating individual performance. The current approach will further develop with innovative suggestions and perspectives, addressing the areas that fall short of European standards.[46]

Concrete proposals will be provided to address the critical issues identified, introducing effective and inclusive staff evaluation tools.[47]

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[43] ARAN: *Agenzia per la Rappresentanza Negoziale delle Pubbliche Amministrazioni*

[44] For a more detailed analysis consult: Stipendi pubblici più alti dei privati (e anche con più tutele) – Corriere della Sera, 2023

[45] Click here to see an Interesting Zangrillo video about digitalization

[46] For more detailed information, it is recommended to consult the Performance Portal

[47] For further details on the measurement of public administration performance, refer to A User's Guide to Measuring Public Administration Performance - UNDP's.

The aspiration is to contribute to improving the performance of the Italian Public Administration, making it a model of efficiency and human resources management comparable to that of the most advanced European administrations.

Examining ministerial directives on individual performance evaluation, the need for accurate evaluation of results becomes evident. It is essential to distinguish between successes and failures to reward the former and correct the latter. This not only serves to keep staff motivation high but also to gain the support of stakeholders.

The ministry proposes an evolution of the evaluation system towards a 360-degree model that goes beyond the unilateral judgment of the direct superior, involving feedback from colleagues, subordinates, and others at equal levels. The objective is to ensure a fairer representation of individual performance, promoting merit and incentivising continuous improvement.

It is important that within the SMVP[48] it is clearly defined what is meant by "negative evaluation". Establishing a minimum score threshold helps to identify unsatisfactory performance objectively, facilitating targeted improvement or training interventions. This point highlights the need to define objective criteria, with a view to reducing the uncertainty perceived by staff in the remuneration of their work. In fact, a reduction in ambiguity results in an improvement in motivation and therefore in performance.

Furthermore, the focus is on the introduction of rewarding systems for staff who have significantly contributed to improving the performance of the administration and is essential for motivating and recognizing the value added by individuals. These incentives can be financial in nature, such as bonuses or salary increases, but also non-financial, such as advanced training opportunities, public recognition, greater responsibilities, or career progression.

[48] SMVP: *Sistema di valutazione delle performance*

This determines tangible recognition for excellent performance, stimulating employees to achieve company objectives and reducing costs related to turnover and rehiring and training. Rewards are given in a way that is fair, transparent, and aligned with current regulations. This may include bonuses, incentives, professional development opportunities or recognition that highlight executives' significant contributions to the administration's success.

As far as management is concerned, it is considered essential to focus on the evaluation of Leadership. The focus will therefore not only be based on the achievement of objective results, but also on the ability to lead, inspire and motivate teams, promote innovation, and effectively manage change.

The introduction of specific training programs is proposed to further develop the leadership skills of managers. This serves to avoid being stuck exclusively on quantitative objectives, also enhancing aspects such as creativity and innovation. Indeed, managers must be prepared and trained to act as agents of change within the organization, promoting an environment that encourages innovation, adaptability, and continuous improvement.

This ensures that disruptions due to market turbulence are minimized, allowing you to capitalize on emerging opportunities and achieve long-term benefits. It will be fundamental for the industrial system and for the community. A Public Administration capable of adapting over time will allow it to cope with demographic, technological and economic changes, bringing benefits to the entire population.

We promote the adoption of performance evaluation systems that integrate the classic hierarchical evaluation, including anonymous evaluations from employees towards their superiors, peer evaluation and by external stakeholder. Comparisons are carried out between managers to harmonize final evaluations. A system of constant feedback, encouraging dialogue between the evaluator and the evaluated, is also promoted.

The enhancement of staff within their organizational context is at the centre of the legislation, with particular focus on public employees, essential for the success of administrations and managers who have the responsibility of enhancing the human capital entrusted to them. They are required to know their collaborators, estimate their potential, assign clear objectives, and evaluate their performance. The assessment of merit is not limited to a judgment on the person, but analyses the profile of skills, experiences and potential, with the aim of improving the well-being of employees, encouraging them to achieve results, filling gaps and making the most of their capabilities.

The purpose of these evaluation systems is therefore twofold: to increase the value of people both at an individual and collective level, within the organization. But also, to ensure the achievement of the organization’s objectives, always with an eye on the final public value to be pursued. This approach is not punitive but cognitive, aimed at recognizing and developing the merit and skills of public administration personnel.

The need to measure the leadership skills of individuals through appropriate indicators based on values and principles is recognized. The ability to overcome consolidated patterns and realize objectives with initiative and determination is valued and agility is rewarded, as well as the ability to act quickly and autonomously. Finally, the ability to enhance the skills of the staff, knowing how to identify talents and being able to work with a team spirit is considered fundamental. All this must be done by adopting ethical conduct.

Finally, emphasis is placed on the training and development of the skills of public administration personnel, with the aim of improving the effectiveness and impact of training interventions, optimizing the use of available resources.[49]

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[49] For more details about the topic, consult this link: https://www.funzionepubblica.gov.it/sites/funzionepubblica.gov.it/files/LG_performanceindividuale_20191220.pdf

2.4: The influence of public administration's reputation on skill development: a not always positive Hold Up

It is interesting to consider that the better the credibility of an organization, the greater the possibility that resources decide to invest time and energy in skills inherent to it. The skills can be divided into 3 types: *general*[50], *industry-specific*[51] and *firm-specific*[52]. The more the skills developed are specific to a company, the greater the dependence on it will be given that the skills are valued only by one's employer. The positive correlation between the specificity of the skills and the failure of the employees' efforts is highlighted in the event of interruption of the collaboration relationship.

Subsequently, we will delve deeper into the reputation of the public administration from the point of view of the stability of relations in the long term. Having a reputation for maintaining long-term working relationships, with a minimum number of redundancies, was seen as a positive factor for the public administration's credibility in terms of job security. This stability has negative effects on corporate innovation, but positive effects for the development of new skills. The fact that public administrations are known to protect jobs can be seen as a motivating factor for employees to develop specific skills for PA. The need therefore arises to valorise this asset in the best possible way.

Managers and training managers are asked to encourage the active participation of employees in skill development initiatives. Ministerial directives require a minimum commitment of 24 hours per year. Furthermore, the creation of individual training plans for managers and staff is envisaged, based on performance assessments and the development of transversal and specific skills, with a similar commitment of 24 hours per year. These training plans should include participation in communities of practice, courses on project management and European funding, training on performance

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[50] *General*: Which can be valued in any context.

[51] *Industry–specific:* Which have value only for the company in which working.

[52] *Firm-specific*: which have value only for the company in which working.

evaluation in agile working contexts, initiatives on digital, ecological, and administrative transitions.

Managers are therefore asked to contribute to the achievement of general training objectives by promoting and monitoring staff training activities. The Integrated Activity and Organization Plan[53] must reflect the training objectives, with an annual increase of 20%, unless there are justified exceptions.

The Department's guidelines propose alternative forms of reward to purely economic incentives to enhance public administration staff. Among these, we mention individual coaching and mentoring activities, high-quality training courses for professional development, internal reputational recognition such as the "best employee of the month", and the role of internal trainers for the most deserving employees. These initiatives should be integrated with effective internal communication strategies, such as the intensive use of newsletters and intranets.

The importance of carefully identifying deserving subjects through correct planning and assignment of individual objectives, as well as reward methods based on merit and results obtained, is underlined. Administrations are invited to enhance staff by assigning tasks of relevance and complexity with specific individual objectives, and to define clear and shared criteria for the attribution of prizes and recognitions that recognize contributions or specific activities.

The ministerial directives therefore focus on measuring performance, enhancing it and creating a meritocratic and stimulating environment capable of attracting talent. However, the literature has shown that in the public sector there are greater difficulties in designing incentives and putting into practice the guidelines of the Ministry of Public Administration.

[53] For more detail consult: "PIAO: cos'è il Piano integrato di attività e organizzazione e cosa cambia per le pubbliche amministrazioni"

It is considered fundamental, here, to delve deeper into the type of skills that should be developed. The concepts imparted should be generic and in line with the objectives of innovation and greater mobility. In many sectors of the Italian public administration, the development of very specific skills for typical public procedures is common. These tend to further tie workers to their jobs, as they may find it more difficult to move to the private sector. There are skills that are much more difficult to resell in case of mobility. For example, those related to regulations, specific administrative procedures, or the management of the bureaucratic system.

In these additional training courses, it is necessary to transfer transversal skills, such as project management skills, communication skills, analytical skills or those related to IT and digital skills. The advantages of this approach are significant, they certainly encourage the ministry's sought adaptability to change, improving the efficiency and effectiveness of public services. The aim must be to contribute to the development of an organizational culture oriented towards continuous improvement, the introduction of new technologies and work metrology. To these direct advantages we must add indirect ones.

2.4.1: Advantages of 'Hold Up' in the development of specific skills.

There is always a tendency to avoid high staff turnover. This is associated with the loss of in-house skills and knowledge, resulting in a loss of investment in human capital and the need to increase costs due to the recruitment and training of new employees. It affects organizational stability, negatively affecting employee morale and adversely affecting both organizational productivity and the quality of services offered to citizens.

Having people willing to develop specific skills may therefore seem an asset to be maintained and preserved over time. The public administration will in fact find itself with a staff that has made specific investments and therefore has the power to increase or decrease the value of these skills through benefits such as promotions or salary awards. We will then find ourselves in a situation where staff are unlikely to leave the public administration, since the skills they have developed are not resalable outside. This will lead to a reduction in turnover and an increase in lasting working relationships.

The problem arises, however, from the fact that it is not always so easy to valorise staff. This is often not possible because of rigid regulations, a career that is still very much based on seniority, budgetary constraints, but above all because of union problems and lack of mobility. In public administration, there is often less job mobility than in the private sector, which can lead to workers feeling trapped in one role without the possibility of fully exploiting their skills in other positions or contexts.

Staff turnover, although costly and characterized by inefficiencies, also has positive factors. It can foster innovation and renewal by hiring new people who bring with them different cultural baggage and ideas. The entry of new employees, motivated and with up-to-date skills, favours the development of innovative processes within the public administration. Turnover offers greater career opportunities for those who remain in the company, preventing professional stagnation and demotivation.

2.4.2: A practical, representative case of demotivation and frustration

A qualitative survey of a sample of civil servants revealed dissatisfaction primarily due to two factors. In particular, the experience of a participant with 16 years of experience is considered representative. He stated that he was an ICT specialist with a gross annual salary of EUR 22,000 and no possibility of professional advancement. Although he reported his problem to his superiors, they told him there was not much they could do. His colleagues suggested that he work less. He decries a workplace where there is no incentive to work harder or better, and where even those who perform poorly face little to no consequences.[54]

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[54] Consult the following links to have a clearest idea about the topic:

At this point, the question arises as to why such a person, who would like to do more but does not have the opportunity, does not change employers. The answer at this point seems natural: after investing 16 years in an organization, it is very difficult to find a position in which his or her skills are valued. The result is a civil servant who, despite wanting to do more, finds himself working minimally and poorly in a frustrating environment, due to a lack of alternatives. He receives a salary that does not satisfy him, and the only way to alleviate his dissatisfaction is to work as little as possible to receive his salary, while holding onto the distant hope of finding an alternative where his skills are valued.

2.4.3: Variety and complexity

However, it must be made clear that public administration is a very diverse environment. This case is a specific incident involving one person with a specific role. The staff is actually very diverse, partly due to the wide range of functions and services, from education to security to health. Staff therefore have a wide range of skills and knowledge and experience different things depending on the role, the department, the period, the efficiency of internal processes or the quality of management. There is also a great diversity of skills required.

- Ma i dipendenti pubblici sono stressati «Troppi carichi e nessun riconoscimento» - Corriere della sera, 2009
- "I dipendenti pubblici a rischio di burnout: ecco le cause" – FPA, 2023
- Discussione sulla frustrazione sul proprio posto di lavoro – Reddit, 2024

There are, in fact, positions for which very specific and specialized skills are required, for which a strong long-term hold-up develops, while others require more generalist and transversal skills.

Addressing each problem and situation individually here would be extremely complex and impractical due to the variety of functions performed by public administration[55]. In fact, there is great variety in the type of work performed, the people working in it, and the specific methods of performance evaluation. Each role would require a detailed analysis, and tailor-made solutions. Therefore, an approach based on identifying common issues will be adopted to deal with the problem in an effective and generalist manner.

The chapter will continue to address common problems and causes, with the aim of achieving maximum relevance and applicability. In this way, it is possible to contribute more effectively to the development of principles and guidelines for national economic recovery and efficiency.

[55] Consult the "Glossario del dipartimento" for more details.

Chapter 3: Incentivizing Excellence: Navigating the Complexities of Performance Measurement in Public Administration

3.1: Differences between public and private

It will be identified the limitations that the public sector faces in comparison to the private sector.

The first concern is agency theory. In the public sector, unlike the private sector, the subjects involved are not only the owners (*principals*) and managers (*agents*). In fact, in this case, there are *two principals*: the *community* at large and the *senior echelons of executive power*, who select and appoint them. The relationship between politicians and public management is delicate and requires a constant balancing act between the need for efficient bureaucracy aligned with political objectives and the protection of the community's interests from possible abuses of power. *Moral hazards*[56] could indeed occur on the part of executive leadership. They might be motivated by short-termism based on the duration of the electoral cycle rather than the long-term welfare of the community; they might tend to benefit a limited part of the electorate or even pursue personal interests. To avoid problems such as excessive staff turnover, which leads to adaptation costs and discourages the acquisition of skills, it is crucial to strike a balance.

This balance depends on the political system, administrative traditions, and the role assigned to the bureaucracy: in European countries, adherence to laws is emphasized, while in Anglo-Saxon countries the bureaucracy is more supportive of executive power. The problem of 'dual agency theory' has necessitated the definition of more complex rules that protect both the political interests and the collective welfare. These rules, however, limit the freedom of executives to make significant decisions, negatively

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[56] **Moral hazard** *(which is a problem of hidden action) is the situation in which a party in a contract has in its behavior the possibility of performing an action and has no incentives to disclose it with the other part* ***for instance, shirking, or not choosing the optimal effort level.***

affecting their managerial and organizational autonomy. We are thus faced with a trade-off between control and protection of the principals' rights and the agility and autonomy on the part of the agents.

3.1.1: Bureaucracy and the delicate balance between disadvantages and advantages.

The issue of bureaucracy is a very sensitive one, encompassing various trade-offs beyond those previously discussed. Specifically, bureaucracy aims to maximize efficiency through the orderly and precise management of such a vast and complex organization. This is achieved through a structure of rules, procedures, and a decision-making hierarchy, which should be as clear as possible. The creation of this structure is, in fact, a delicate process because the pursuit of efficiency can turn into an increase in rigidity and a greater difficulty in adapting to emerging situations or needs. The pursuit of efficiency can indeed become negative due to poorly calibrated rules or procedures.

Bureaucracies exert control over organizations through their hierarchies and regulations. This is essential to ensure decisional coherence, fairness in the handling of administrative matters, and proper management of public resources and their allocation. However, it must be considered that control is not necessarily positive. If applied excessively or incorrectly, it can lead to limitations of individual freedom and creativity. This is another example of how the misuse of rules can discourage the creation of new ideas, the personalization of services, and innovation.

A real conflict arises between accountability and customization, characterized by a trade-off between the desire to have a high level of control and transparency and the wish to maintain a good level of flexibility and efficiency.

In Italy, as in many other countries, there are specific procedures aimed at measuring employee performance[57]. These are intended to ensure a systematic and objective approach to performance evaluation, with the goal of protecting workers by ensuring fair and meritocratic treatment.

In the public sector, these evaluation systems include setting objectives, monitoring the achievement of results, and assessing the value delivered. These mechanisms are often characterized by formal documentation and processes, which can be described as bureaucratic.

The private sector also adopts structured performance appraisal systems to ensure fair and objective evaluation. However, the system may vary, depending on the organization, leading to a more flexible bureaucracy depending on the type of corporate culture.

An attempt is made in all organizations to adopt a fair and flexible approach to performance measurement, where the trade-off is managed between seeking fairness and not burdening management with overly complex and limiting procedures.

[57] For more info consult: "Linee guida per il Sistema di Misurazione e Valutazione della performance" – Portale della performance

3.2: Complexity of performance measurement

In the private sector, profit maximization is one of the primary performance indicators. In the public sector, collective welfare is used as a metric, which is more complex to identify.

The complexity increases in times like the present, where economic instability leads to a continuous redefinition of objectives, resulting in a political focus on the short term and a lack of continuity. It is therefore crucial to define incentives for managers using a broad set of indicators, including qualitative and leadership ones, to reflect the various dimensions of collective welfare.

There is a need to establish indicators that are independent of political office and that have a long-term perspective. The more performance evaluation is based on objective and measurable criteria, the greater the likelihood that the incentive will work and be fair. Within the public administration, however, only a minority of activities are easily quantifiable. Indeed, there are tasks for which it is simple to measure the quality of work performed, and others where it is very complex.

Measuring the contribution of more standardized jobs will be simpler than for jobs characterized by qualitative evaluations and based on less tangible results. The complexity of the public administration makes it difficult to develop standardized systems that fit every situation.

There are indeed jobs like the issuance of documents, where the quality of the output could be easily quantified through indicators such as the number of passports or identity cards issued. Even in waste collection services, measurement is based on tangible and measurable data, as it uses the quantity and quality of waste disposed of as an indicator.

However, there are others where it is more complex, due to the difficulties discussed above, but also other factors such as having long-term impacts. Education, despite having common metrics such as graduation rates or common tests (e.g. Invalsi), involves measurement complexities also in view of the impact this might have in the long term. Similar logics arise in measuring performance in crime prevention or public research and development, where there are complications such as the uncertainty of achievement or the impact on different factors and areas. A renewability project could have economic, but also environmental and public health impacts.

Despite the high complexity, an attempt is being made to assess the performance of most roles, especially management, that do not exclude elements of discretionary judgement, requiring a balanced approach that considers both quantitative and qualitative measures.

3.3: Reasons why performance measurement is fundamental in public administration.

Although complex, efforts are being made to measure performance, seeking to adopt the most efficient and effective procedures.

There is an awareness of the importance of such measures due to the desire to adopt an approach more focused on achieving objectives. This allows for an impact on citizens, ensuring greater transparency and oversight. The ability to measure processes and services enables the identification of strengths and weaknesses in state activities, with better guidance in the implementation of strategies aimed at improving and innovating public services.

Measurement also pertains to the performance of public employees, as it is essential to ensure their alignment with the general objectives of the public administration. Human resources must be used as effectively as possible, and proper measurement of their performance can facilitate the application of tools aimed at their motivation. This can give them a clearer understanding of the work expected of them and the performance required. This ensures that the state and public management can identify staff areas of strength and areas for improvement, promoting accountability and minimizing misunderstandings across various hierarchical levels. It aims to prevent situations where superiors expect too much or too little from their employees or where employees feel undervalued or unappreciated.

This process of linking individual goals to broader objectives is achieved through incentives and acknowledgments that reward or otherwise, the behaviours and performances of organization members.

It is important to remember that performance incentive methods should consider both financial and non-financial means.[58]

3.4: Challenges in the Incentivization of Public Administration

In public administration, it is complex to provide incentives and make significant meritocratic distinctions. This applies to economic aspects as well as reputation and career progression.

Studies conducted by "Il Sole 24 Ore"[59] show that nearly half of recent graduates believe that public administration does not value the competencies of its resources, including human ones. Only 30% of respondents expect to encounter high-level management capable of listening to and valuing the available resources[60]. These data highlight that, alongside the reputation of being a stable and secure organization, there is also a perception of not being a good place for the development and appreciation of talents.

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[58] For more details about the topic click here: "Compensation and Incentives in the Workplace" - Edward P. Lazear, 2018

[59] Data source: "Il lavoro dei sogni? Pa troppo statica, tra i giovani vince il privato" – Sole 24 Ore, 2022

[60] Data source: https://www.ilsole24ore.com/art/il-lavoro-sogni-pa-troppo-statica-i-giovani-vince-privato-AEKUiRLC

This constitutes a clear disincentive from the perspective of personal development, reputation, and the career of those who work there: the more prestigious an organization is, the greater the incentive for its managers and employees to maintain high standards.

It must be considered that these characteristics influence the type of people who are interested in finding employment in public administration. There are indeed individuals motivated by values and the common good of the country, but also those attracted by job stability, employment security, and a less competitive environment, where career paths are less influenced by immediate individual performances and more by seniority criteria or internal competitions.

This attractiveness can have various negative effects at the organizational level.

It is essential for the PA to have individuals who are driven by the value of the country and who contribute to the lustre and ethicality of the services. However, it is necessary to make sure that they are rewarded, ensuring that they do not work in an environment that could be oppressive and demotivating.

Having risk-averse employees, who therefore aim for stability and security rather than to excel and exceed expectations, can also be a limitation to innovation and the quest to maintain high standards within the organization.

The lack of a competitive culture may, in fact, lead to a static mentality where change may be seen as suspicious, and therefore as something to be resisted. Having a staff that seeks stability rather than the achievement of objectives may result in a misalignment between the interests of the organization and the employees, compromising the proper realization of strategic objectives.

A workforce averse to risk and change is a constraint, especially in such an important, influential organization operating in situations of constant change, where a strong ability to adapt is required.

Once we have clarified the importance of attracting and retaining a motivated workforce whose interests are aligned with those of the public administration, we will go on to understand, more specifically, what is the inherent state commitment to the subject.

3.5: Distribution of Funds

Performance funds were not distributed according to the merit of managers but used to increase the salaries of all. In particular, salary increases were positively correlated to the hierarchical position of staff. Thus, the main purpose of the reform, namely, to incentivize productivity, meritocracy, and effort, was lost. At the local level, an increase in the funds allocated to employees' accessory salaries was noted, with a preference for the fixed parts of the salary over the variable parts based on merit. Finally, the autonomy and discretion of managers was very limited due to laws and the involvement of trade unions in management decisions.

To be able to measure performance correctly in Italian public administrations, it is necessary to set up complex processes consisting of several stages: the definition and assignment of objectives, the link between objectives and resources, monitoring and corrective action, the evaluation of performance at organizational and individual level, and the use of reward systems. It all ends with the reporting of results to the various stakeholders, including political-administrative bodies, top management, citizens, and users.

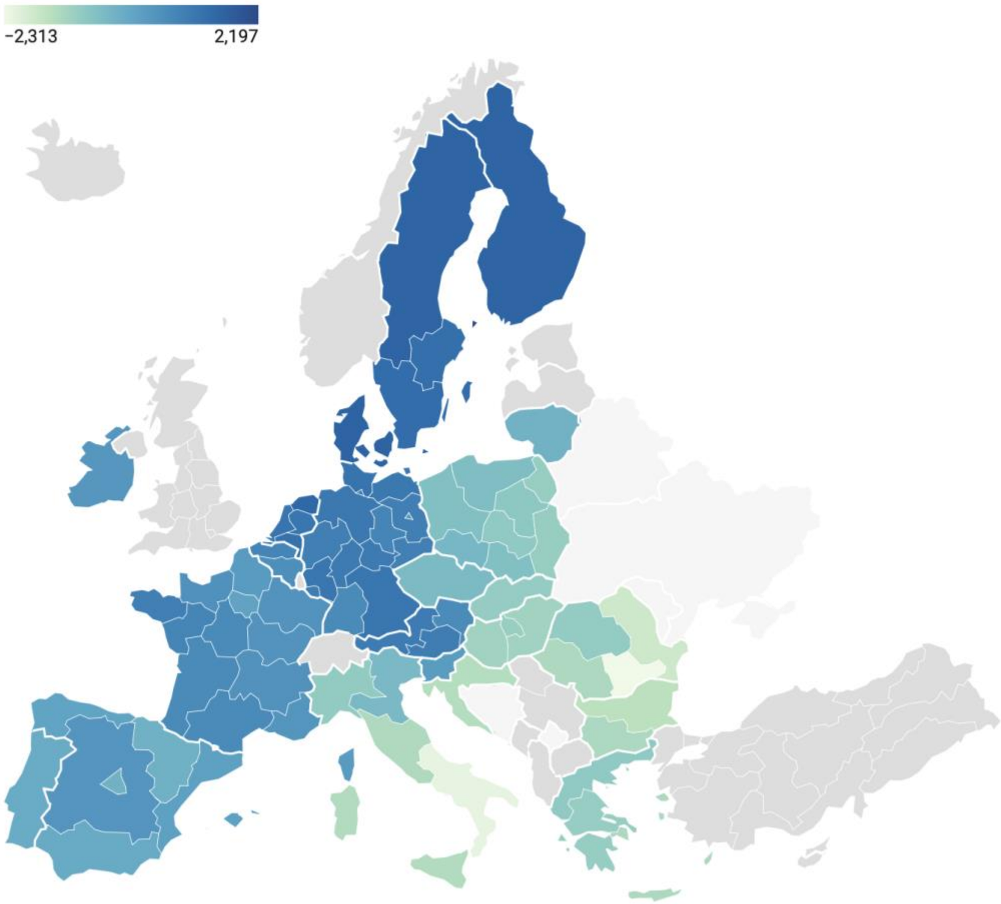
With the aim of increasing PA efficiency, 93%[61] of European member states have adopted pay-for-performance systems based on group or individual results over the last decade[62].

[61] Data source*:* Ministero per la Pubblica Amministrazione

[62] Interesting Insight: "Performance Related Pay in the Public Service in OECD and EU Member States" - SIGMA, 2007

To understand how the efficiency of the Italian public administration compares to the average, we analysed the European Quality of Government Index. This is an important tool for analysing the quality of governance at regional and national level within the European Union, based on surveys involving 330,000 citizens interviewed on the level of ethicality, fairness, and quality of public services. In particular, we focused on the quality of public administrations, seeing that Italian performance is below the European average.

European Index of the Quality of Public Administrations EQI* 2021[63]



Source: Quality of Government (Qog) Institute

[63] Data source: European Quality of Government Index - 2021

3.6: Italian Commitment in Performance Measurement

The analysis will start with an analysis of the 2006 Brunetta reform, to understand and analyse the problems our nation is facing in the implementation of managerial strategies. The aim of the reform is to ensure a correct system of performance measurement and evaluation, enabling management to act as efficiently and autonomously as possible. The strategy is based on the idea of rewarding the most deserving employees by raising the motivation of internal employees, who, by making a greater commitment, contribute to an increase in public productivity.

The reform introduces the obligation for administrations to identify autonomously and in detail the objectives to be assigned to the organization and individuals and the indicators to measure their degree of achievement. It is also required to differentiate the evaluations of individuals.

This task is carried out by independent performance evaluation bodies. These bodies oversee monitoring the overall functioning of the system of evaluation, transparency, and integrity of internal controls, drawing up an annual report on its status, also making proposals and recommendations to top management.

They are also in charge of the performance report, ensuring the correctness of the measurement and evaluation processes, with particular attention to the use of bonuses. It is therefore responsible for the annual evaluation of top managers and the allocation of bonuses to them. It introduced three 'merit bands'. Each is associated with a different amount, based on performance: which is 0 for the lowest contribution.

This mitigated the problem of conflict of interest, which previously occurred due to direct assessment by the political bodies or by the management itself, the appointee then being called upon to assess the proposed resources. This caused a disincentive to apply an objective evaluation process based on pre-defined criteria of merit and performance.

The current problem stems, however, from the fact that these bodies and top management are appointed by the same figure and may be subject to an opinion, which is, however, not mandatory, of an independent authority. The independent body is in fact appointed in every public administration by the political-administrative body. This means that the OIV is usually appointed by the governing body of the public body.

3.6.1: Complications Arising from a Dual Agency Theory

This leads to a complication inherent to agency theory. It has been highlighted that in the public sector, unlike the private sector, there is a dual necessity to balance interests: those between the political side and administration, and those between the political side and the community. Making a parallel with the private sector, the politician could be compared to the role of the shareholder (principal), the administrative leadership to that of the CEO, and the independent performance evaluation bodies to the supervisory board.

In the private sector, this mechanism, with the proper adjustments, succeeds in being efficient and in protecting against moral hazard problems that may arise from managing directors (agents) vis-à-vis shareholders (principals). In fact, the board of auditors is appointed by the shareholders for the purpose of verifying the proper administration and adequacy of the company organization.

In the context of public administration, the control structure faces the challenge of a double line of command, or 'principals' duplicity. The practice of entrusting the appointment of supervisory bodies to political entities can, in theory, restrict opportunities for opportunistic actions within the administration. In part, this configuration does indeed allow the political sector to maintain close supervision over the administrative apparatus through directly subordinate appraisal bodies. However, this mechanism does not adequately ensure the protection of the interests of the community: the need therefore arises to guarantee the autonomy of the performance review body from the political power to preserve an impartial and independent control over the public administration.

Although there are many instruments of verification and control of the Italian public administration, our focus will be on independent performance assessment bodies because we want to focus on ensuring fair and impartial performance assessment. Other control bodies on the management of public resources and administrative performance are recognized. One thinks, for example, of the Court of Auditors and the national anti-corruption authority, which perform the functions of accounting control and evaluation of the integrity and transparency of administrative actions.

Of all the control bodies, one would then keep the focus only on this specific one, believing that one should try to have a single body responsible for measuring the performance of the PA. This would create a centralized entity responsible for all organizational performance measurement controls. This would ensure a sharing of information by those who work there and allow for greater equity in performance measurement. The result would be a simplification of bureaucracy, due to the simplification of control processes.

This is a delicate process, where it will be important to focus and balance in the right way, the independency, and the power that it could obtain. It is necessaire to be sure that the independent organizations of mensuration of the performances will maintain the impartiality and objectivity of the evaluation. They must not be influenced by conflict of interest or politic influence.

3.6.2: Performance Measurement – A practical Case

Having made this premise, we would like to take a closer look at the cooperative relationship between the top management (agent) and the two principals.

Since this is a lasting relationship, it is deemed appropriate to introduce the concept of 'tit for tat', a particular strategy in game theory. In this case, the principal replicates the agent's behaviour: if the agent takes a positive attitude to collaboration, the principal will do the same, vice versa the opposite will occur on both sides.

It is assumed that all principals in this model are rational individual decision makers, who therefore make decisions after evaluating every available alternative. They behave logically and are driven by the desire to maximize their own personal satisfaction.

Managers' preferences can be expressed by a utility function and its behaviour will be aimed at maximizing this function within the basket of its available options. This simplifies the basket of choices that can be made by the two parties. The administrative summits (agents) can work by contributing three different levels of Effort:

- Low: not sufficient to keep the job.
- Medium: sufficient to keep the job, but not enough to receive the award.
- High: sufficient for both keeping the job and receiving the award.

The government, ministers, boards of public bodies, local authorities and, in specific cases, the President of the Republic can respond in 3 ways to protect public interests:

- Dismissal of top administrative management.
- Retention of top management without bonus.
- Retention of top management with recognition of the bonus.

Since the *Principals* act based on the behaviour of the agents, various situations can occur. In an efficient model, the principal always manages to behave appropriately towards the administration. If the level of effort contributed is low, the principal will dismiss the administrative leadership; if it is moderate, the cooperative relationship will be maintained without granting any reward; however, if the effort from the agents is high, a bonus will be recognized.

The optimal adoption of this model is quite challenging. As seen before, it is not always easy to recognize objective efforts. There are jobs that are not easily measurable and may require subjective evaluation. Furthermore, there may be problems of informational asymmetry, where the principal might not have a complete view of the agent's actual work, or where the final output might be influenced by external factors, which could be due to political decisions or budget limitations.

For this reason, it is crucial that independent evaluation bodies act as a unified entity to create a cluster where efficient evaluation systems can be developed. This could offer benefits such as maintaining cohesive standards within the Public Administration, promoting fair treatment across various functions. It would enable more efficient use of resources, avoiding issues like duplication of efforts, and ensuring proper circulation of knowledge and skills.

This centralized and more powerful performance appraisal body would bring about bureaucratic relief, but it must be managed with several complexities in mind. Indeed, care must be taken to ensure that standardization does not overshadow the recognition of the diversity of such a large organization for which diverse evaluation approaches are required. Finally, it is crucial not to incur a disconnection from everyday reality and to ensure that it is flexible and able to adapt to changes in the environment.

This model could help to reduce inefficiencies resulting from a poorly functioning performance appraisal and recognition system. We will now proceed with the managerial analysis of a simplified model of the different scenarios that might occur in the collaborative relationship between the administration (agent) and the state (principal).

The agent cloud:

- Behaving in such a way that it would be ok to be dismissed and being dismissed. In this case, the working relationship will be terminated: both will obtain the benefits due to non-cooperation. This is a bad situation, both for the agent and the principal, because, due to the misbehaviour of the first party, the co-operative relationship, from which the parties involved would have gained the most benefit, could not be maintained.
- Conduct that could be dismissed but was not. This implies a malfunction of the control system, in which the agent obtains the greatest benefit from the

cooperative relationship: he will receive his salary, without having applied the required effort (perceived by him as disutility). The price of these benefits is borne by the principal, who will have to pay the salary, but will not receive the expected administrative service. To this direct disadvantage are added further, indirect ones: it will be a non-meritocratic and disincentive for those who cooperate with commitment and ethics. It will contribute to the creation of an unhealthy environment, in which the public administration will suffer both in terms of productivity and reputation, while the jobs will feel penalized.

- Do not bring an adequate level of effort to receive the award, but still receive it. This is the best situation for the agent but not for the community and the political party. You see, albeit in a milder way, the problems presented in the previous point. In the long run, it would lead to a decrease in productivity, since there will be a tendency to minimize the effort devoted to one's tasks, resulting in a reduction in the overall output and quality of the service provided. Work ethics would also suffer, as morale and enthusiasm would be affected, creating a toxic work environment. There would be a lack of trust in management, leading to feelings of envy and resentment. This would lead to a turnover where the most valuable employees with the most generic skills would look for another position.
- Make the appropriate level of effort to obtain the reward and receive it. This should be the optimal situation to aspire to: by doing so, the company gets the benefit due to the proper cooperation with the principal and the principal will be repaid for his efforts. It will establish a dynamic of cooperation and mutual trust that is fundamental to the smooth functioning and integrity of public institutions. It is the optimal situation for the best delivery of public services, which the whole of society can enjoy and which increases trust in public administration.
- It brings the appropriate level of effort to the receipt of the award, without it being recognized. In this case, being a long-term relationship, it will create a maximum benefit for society in the short term but will be a disincentive to repeat the optimal cooperation behaviour in the long term. Problems may arise due to a lack of motivation to engage beyond the minimum required, this may lead to less

proactive and dynamic management with possible negative consequences on the quality of public services in the long term. Problems may also occur in the recruitment of ambitious new managers, or in the retention of those already employed.

- Finally, one must bear in mind the possibility of more extreme situations, such as that of having a management that is very committed, and is dismissed, or that of having a management that is not committed at all but receives bonuses. These are dynamics that must absolutely be avoided, since they would lead to an exacerbation of the problems encountered in the previous situations.

It is necessary to create incentive systems that determine correct behaviour of managers, both towards the political party and the public interest. At the same time the creation of a stimulating environment, capable of motivating top management, who will in turn have the task of guiding their own administrations. Clear and well-considered objectives must be set, which guarantee the agent can achieve them through adequate effort.

At the same time, we must limit uncertainty as much as possible. Administrative leaders may ask themselves whether it is worth making a high level of effort, risking not producing enough to reach the benchmarks expected by the evaluation body. These are risk-averse subjects, so we must avoid exposing themselves to the risk of working hard without having their effort recognized. The reduction of uncertainty would therefore encourage greater commitment on the part of agents.

We must insist on increasing the bonus difference between those who apply themselves more and those less as much as possible to increase the utility that the manager will receive from providing a higher level of effort. It is therefore essential that there is the legal and political possibility of assigning adequate and well-differentiated rewards based on performance. It should be noted that cash recognition is only one of the many forms of staff recognition.

The distinction between forms of payment for the work of the top management of the public administration must be based on objective criteria and truly independent assessments. The aim is to limit the benefits of opportunistic behaviour, in which managers could be discouraged from doing their job in the best possible way.

Finally, the worker must have a real fear of losing his job if he does not make the right contribution. Acceptance of the contract makes us believe that the agent obtains greater general utility from the collaborative relationship with the principal compared to other opportunities. It is therefore in your own interest to ensure that you honour the employment relationship with the aim of being able to continue to benefit from your contract. The greater the advantage he obtains from the cooperative relationship, compared to other professional choices, the greater his incentive will be to give his best and maintain his role. This mechanism works, however, if the fear of losing one's job following low effort turns out to be real.

In the collective imagination, the public employee is seen as a person who receives his salary without a lot of effort, and that the public job is untouchable. However, the reality is distant, but above all it is wrong to generalize given the vastness and complexity of Public Administration. There are some functions that are more efficient and others less so, but the orientation is to limit these opportunistic behaviours by refining the performance measurement tools and making sure to create an efficient bureaucracy capable of rewarding valid resources and punishing them. those who instead tarnish the image of the public administration.

3.6.3: Termination and Incentives

A recent ruling by the Court of Cassation (Cass. sentence no. 11635 of 04.05.2021) clarified that it is possible to fire public employees who do not fulfil their duties through a disciplinary measure against the employee. Legal reasons for dismissal of a public employee include false attestation of attendance, use of false medical certificates, prolonged unjustified absences, failure to return to duty, unjustified refusal of transfer, production of false documentation for hiring or advancement, insufficient performance, serious behaviour such as assaults or harassment in the workplace, and criminal convictions resulting in perpetual disqualification from holding public office or termination of the employment relationship. Added to these are dismissal for just cause and for subjective reasons when there is incompatible conduct.

Interestingly, the reasons for dismissal include 'poor performance'. This implies a further importance of performance measurement. Indeed, the public administration must set itself productivity targets, which are to be measured periodically for each employee and band, to understand whether an employee's performance is below average and can therefore be assessed as grossly inadequate by the governing bodies. This must be done by observing performance standards.

The legislature is moving in the right direction, to create a more meritocratic environment. From 2021 to 2022, according to data from the Ministry of Public Administration, there was an increase in layoffs. This means that the probability that those who do not honour the collaboration relationship will be fired is apparently increasing. The truth is, however, that when we operate in absolute terms, there are 491 people fired out of an audience of 3.2 million[64]. In particular, the Court of Auditors states that 10,707 disciplinary proceedings were initiated, especially in ministries and municipalities: 3,562 ended with minor sanctions, while around 2,500 were dismissed. There were 1,663 service suspensions, most of which were less than 10 days.[65] The majority of suspensions are attributable to failure to comply with service provisions, negligence, and incorrect behaviour, followed by those for unjustified absences from service or not communicated within the prescribed deadlines, double work, and false attestations of presence on duty. As regards dismissals, however, over 30% is due to false certification of presence in service caught red-handed.

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[64] Data source: Ministero della Pubblica Amministrazione

[65] Data source: Ministero della Pubblica Amministrazione

This data is particularly impressive especially when compared with the total dismissals that occurred in Italy in the same year: 751 thousand (ISTAT data)[66]. Or with the layoffs that occurred in large private companies, such as Amazon or Alphabet which saw a 6% cut in staff in the same year.[67]

Another data worthy of attention is that of the evaluations of public managers in 2018: in the presidency of the council only 1 employee in 10 achieved results lower than 100%, the other 9 achieved perfection[68]. Similar situations were found in the Ministry of Agriculture, where everyone received the bonus, in European and international policies up to the employees of the minister's cabinet. Here only 1 employee out of 72 received a rating lower than 89%.[69]

It is therefore clear that in the public sector there is greater difficulty in terminating employment relationships, but also in making distinctions in performance measurement. The theory on incentives and performance fails to be applied. The example of dismissals and evaluative generosity was taken as a demonstration of the fact that employees lack a concrete fear of being penalized in the event of Moral Hazard.

This represents a problem from a managerial point of view, as some employees may be less motivated to work more efficiently and productively. Not having a correct evaluation of performance and merits can lead to a lack of direct pressure to improve and maintain high standards of service. This will make it impossible for management to address cases of shrinking and instead incentivize employees who stand out. The negative effects have

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[66] More info: "Lavoro, boom di dimissioni: 2,2 milioni di italiani lasciano il posto" – Sole 24 Ore 2022

[67] Interesting insight: Google, Meta, Amazon and other tech companies have laid off more than 104,000 employees in the last year – CNBC 2023

[68] Data source: Sistema di misurazione e valutazione delle performance

[69] Interesting article: Riforma Madia, 'premiamo il meritò. Ma il 90% dei dipendenti e dirigenti pubblici ottiene il massimo dei voti – Il fatto quotidiano, 2017

repercussions on the organizational climate, as some employees may perceive that their hard work or commitment is not adequately recognized.

This is an example of the fact that although the legislation provides for the establishment of performance evaluation systems, the assignment of results-based rewards and the transparency of evaluation processes and results, the practical application of these tools can encounter different difficulty. In fact, bureaucratic problems can arise due to complex and burdensome management of performance evaluation systems, especially for small administrations that have limited human and financial resources. Performance measurement may also be perceived with distrust by public administration staff, who may view it as a control tool. The design and implementation of effective evaluation systems also require specific skills that are not always present within administrations.

This situation affects in a particularly negative way the people who are moved by the Civil Servant, and who therefore do everything they can to make their positive contribution, despite the obstacles deriving from public mechanisms. In public ideology it is often believed that the public employee is a slow and cumbersome person, when he is just the victim of an organization that is unable to reward willpower and ambition or punish incorrect behaviour. There are many episodes of people who commit real state fraud for years without being punished, but also others who work to the point of reaching psycho-physical exhaustion due to periods of prolonged high-intensity work, anger, and frustration. In fact, the example of healthcare should be considered, where on the one hand there are doctors and nurses who undergo infernal shifts, on the other there are episodes of absenteeism or fraud that go unpunished for years. In fact, especially following the Covid 19 period, the healthcare sector has subjected workers to emotional and operational overloads.[70]

Despite the directives of the Ministry of Public Administration, employees often find themselves with unclear objectives and irrelevant results. The fact of not seeing

[70] Click here for interesting insights: https://www.politico.eu/article/italy-coronavirus-victims-doctors/

differences between making a high effort or not leads to a flattening of performance, in which those who apply themselves, in some cases, are isolated because they make others seem less deserving.

For these reasons, many people believe that staying in the PA leads people to become demotivated and believe they can change things with their work. This has inevitable consequences for attracting and retaining talent looking for meritocratic and dynamic work environments, which therefore explains the lack of new recruits. Furthermore, teaching to younger people often serves to revive older people and the lack of mentoring and coaching activities further contributes to the flattening of the Public Administration.

3.7: Comparison of Personnel Management in Foreign Countries

In personnel management, Italy was inspired by Anglo-Saxon performance evaluation models, maintaining less separation between political and operational functions and a less agile approach to the management and organization of public work.

In the UK, there is a clear distinction between policy-making functions, which are primarily carried out by departments, and operational activities, which are managed by separate entities known as agencies.

This separation brings multiple advantages, including clarity of objectives and significant financial autonomy.

The specialization of agencies allows them to have well-defined objectives that facilitate the measurement of their performance and the attribution of specific responsibilities, but also greater freedom to make important decisions without having to go through long bureaucratic processes. This leads to an increase in the efficiency of administrative work and greater dynamism.

Ministers are held accountable to Parliament for the activities of their departments and are subject to scrutiny by independent audit offices and the work of the National Audit

Office (NAO), an independent authority that audits public spending and promotes improvement of administrative performance. Transparency is instead guaranteed by the "Freedom of information Act", which guarantees access to information.

The administrative leaders are elected by the "Senior Civil Service", a non-political institute, responsible for selecting managers and evaluating them according to merit criteria, linking their remuneration to the achievement of objectives. This system allows the motivation of managers, limiting and stemming the problems of conflict of interest, due to the election of administrative leaders by politicians, typical of the Italian model.

Ministers can be supported by “Special Advisers”: consultants without direct executive powers who can be easily removed. This ensures greater flexibility of the ministerial support team.

The United Kingdom therefore has a marked separation between political and operational functions, guaranteeing administrations clear management objectives and promoting a system of negotiation for defining political objectives.

In summary, Italy has tried to modernize, taking inspiration from the Anglo-Saxon performance measurement model, but without completely adopting its characteristics.

What remains today in Italy is a mix between the French model, which Italy was originally inspired by, and the subsequent Anglo-Saxon one.

In France, public managers carry out political directives, but Italy has never shared the rigorous selection process that guarantees a ruling class with particularly high skills and reputation. In France, the selection of bureaucrats takes place through the “Ecole Nationale d'Administration” and the polytechnic schools, which also work hard on their ethics and sense of belonging. The evaluation of public policies is the responsibility of Parliament. The performance assessment of public managers is carried out annually, based on individual results, quality of activities performed and organizational conditions. The competent ministers, supported by remuneration committees, have the task of evaluating the central directors, who must, in turn, evaluate the managers of their department. In case of performance below that required, the ministers can replace the central directors.

The inefficiency of Italian performance evaluation systems can therefore be attributed to structural factors that lead to a more rigid and less adaptable evaluation approach compared to the other models compared. This leads to greater difficulty in defining strategic objectives and therefore greater difficulty in evaluating their achievement.

Furthermore, a misalignment is created between strategic and financial planning with consequent problems due to financing the objectives to be pursued.

These structural factors have practical repercussions on the quality of Italian performance systems. The strategic objectives of performance plans are often difficult to understand, with poorly defined objectives. This causes difficult understanding of the standards to be met, resulting in confusion and increased uncertainty.

The challenge, from a managerial perspective, is to create an environment that promotes the recognition of effort and the encouragement of meritocracy, providing management and independent evaluation bodies with legislative tools that allow them to apply and implement directives on ministerial performance. Most public employees are not, in fact, shirkers, but simply people who are not given the opportunity to express their potential.

For this to be possible, however, it is crucial to ensure that the management is subject to the correct functioning of an incentive model. A strong link between reward and achieved results is essential for the affirmation of the merit principle and to ensure a proper balance between politics, administration, and the community. A correct performance-based evaluation also ensures that the instability of the position does not turn into job insecurity, with repercussions on impartiality and the quality of administrative action.

Therefore, it is necessary to start with a proper incentive system for the leadership, and then extend the benefits throughout the Public Administration.

Chapter 4: Administration of Medications

4.1: Aligning the Interests of the State and the Population for Collective Well-being.

Having verified the importance of performance measurement within the public administration (PA) for creating a more efficient environment, it is considered essential for the State to make a further effort aimed at the recovery of the national economy. The idea is to create a model for studies aimed at maximizing the welfare of the community. This will detail how to best administer the "first medicine" discussed in the introduction: that of education. It will serve as leverage for national recovery. Indeed, it will be used as an incentive for foreign companies to open offices in Italy. From this, a virtuous cycle will begin, benefiting both foreign and national organizations. This will translate into higher revenues for the State and greater prosperity for Italy.

We have always been correctly taught that we should follow our passions, especially when it comes to choosing the type of studies to pursue. As we grow, we identify our spheres of interest, and it is right for people to do everything to cultivate them.

However, it must be considered that these choices impact society. It is appropriate to emphasize that education is a factor of social importance, as it directly influences the entire population. The State should try to ensure that studies are chosen based on the passions of individuals, but also on the interests of the broader population, for greater collective well-being.

Before proceeding with the implementation of the strategy, it will be more precisely explored what is meant by saying that education affects the entire society. The goal will be to legitimize any national intervention aimed at guiding these choices.

4.2: The choice of studies influences the entire society.

It is well known that there is a large, expected wage gap based on the majors chosen. There are gaps between STEM students and those who, on the other hand, pursue humanities majors.

This wage difference has clear consequences, as it creates inequalities in tax contribution. Indeed, a person with an engineering degree is expected to contribute more to the state's finances than a person with a humanities degree does.

There are different types of human resources. There are the Highly skilled, who are educated and expected to go into high-paying jobs. With an investment in initial education, they will probably receive higher wages, becoming significant contributors to the state.

From the nation's point of view, it is as if it is investing in the education of these individuals with the goal of getting a greater future return through increased tax revenues.

However, not all highly skilled individuals will go into higher-paying jobs. This means there will be those who will contribute less to future tax revenues, despite the significant public investment in early education.

It must be considered that the problems arising from educational choices depend not only on low wages, but also on the unemployment rate. In fact, it will be shown here that humanities subjects imply a higher unemployment rate.

The result will be holding positions that are inconsistent with one's studies. One will go into mid-skilled jobs, creating several problems.

Not only will the state's initial investment in education be undermined, but it will create great dissatisfaction within society. Some highly skilled people will no longer be able to cultivate their passions. They will find themselves in a role, which not only does not satisfy them, but for which they will feel excessively competent. A strong sense of dissatisfaction and demotivation will probably arise due in part to the knowledge that they are not in the place that will allow them to reach their full potential.

The consequences could lead to greater polarization of workers, in which people, who could have focused more on studies aimed at obtaining higher paying jobs, find themselves in mid-skilled jobs.

The problem with these jobs is not only lower pay, but also the fact that in the long run they will tend to disappear. Indeed, they are the routine jobs that will be most affected by innovation and technological developments.

4.2.1: Analysis of Expected Wage and Employment Gaps Stemming from University Studies.

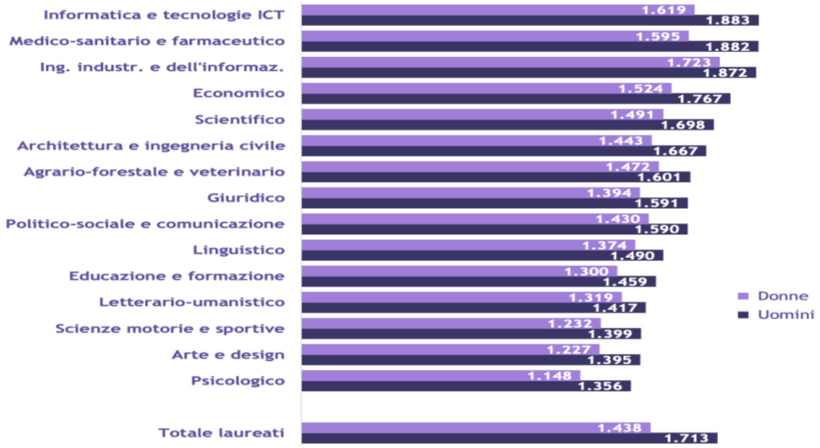
The following will provide literature to support the above. National and international data will be presented to provide a clearer picture of the benefits of having a population that makes informed choices. The intention is to show that employment and education premium disparities, though more pronounced in Italy, are global. This suggests that many of the wage disparities depend on the choice of specialization.

It will be necessary to understand the role the state should play in enabling Italians to make more informed, appropriate choices geared to the labour market of the future. It will proceed by pointing out the differences between STEM and Liberal Arts graduates as tax contributors. The correlation between choice of major and unemployment rate will be explored next.

4.2.2: Graduates in STEM subjects earn more.

Regarding salary differences, it is interesting to note that, in Italy, there are significant differences between expected salaries, depending on the type of specialization that is chosen. In the graph below, you can see the net salary of 2015 graduates, five years after graduation. Clear differences can be seen at both the gender and discipline group levels. STEM and economics subjects exceed 1,600 euro per month, while humanities subjects do not even reach 1,400 euro.[71]

Expected salaries, in euros, of undergraduates in Italy 5 years after graduation.

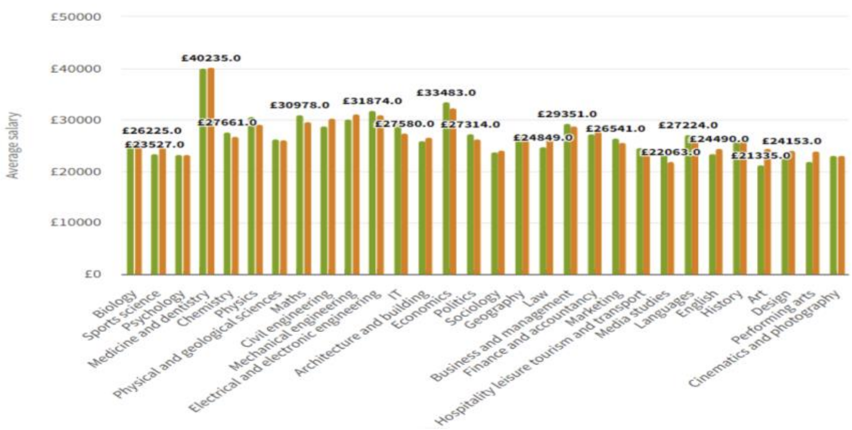


Source: Alma Laurea

This is not a phenomenon unique to Italy but applies globally. In the following graphs, employee wages are shown. They are ranked according to their chosen specialization for other nations. It is interesting to note that the differences are not a national peculiarity, but are, instead, typical of many other global economies.

[71] Data source: Alma Laurea

United Kingdom gross salary comparison



Source: Luminate, 2022

It is confirmed that STEM subjects pay more than humanities subjects. Starting salaries for STEM and economics subjects in England range between 32K and 40K pounds. Those with degrees in the humanities, on the other hand, should expect salaries ranging between 20K and 30K pounds at the beginning of their careers. [72]

These are just some of the examples, of nations, where there is a large difference in salaries based on choice of studies. In the chart below, you can see how this wage difference is also present in Germany. Both STEM and economics subjects, all exceed 50,000 euro. Subjects such as humanities, graphics, or languages, on the other hand, are much lower, with expected salaries hovering around 35,000 euro. The differences are striking, and STEM disciplines pay, on average, 30 percent more, right out of the gate, than humanities subjects.

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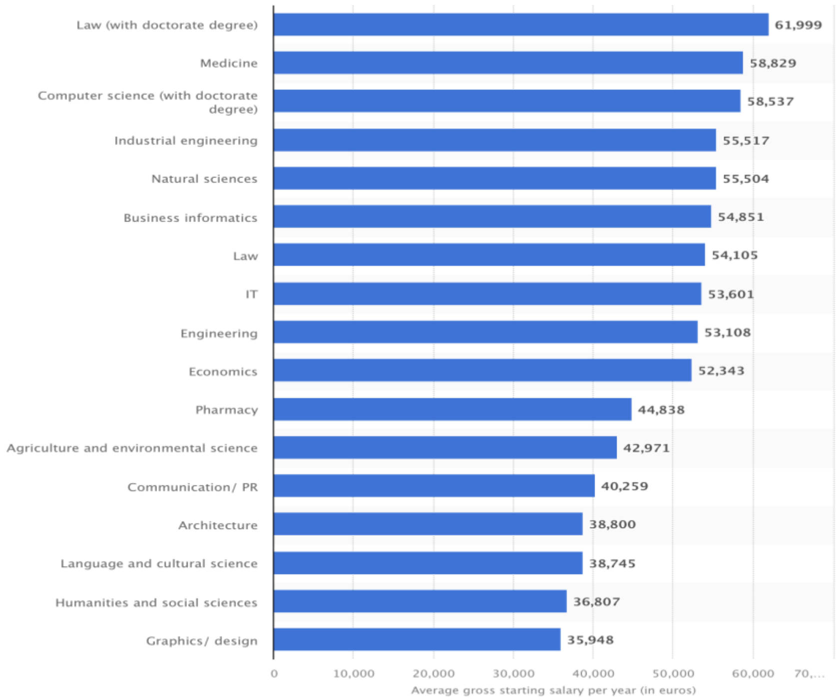
[72] Data source: Graduate salaries in the UK, Luminate

Average gross starting salary for university graduates in Germany in 2022, by field of study *(in euros)*



Source: [Statista, 2022]

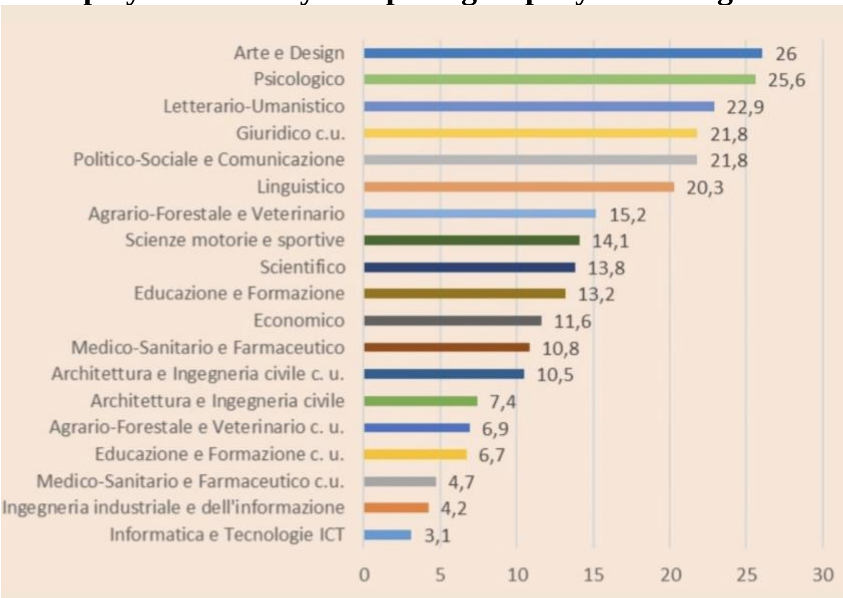
Similar situation is also repeated in nations such as France, Spain, the United States, etc. It is apparent that the initial hypothesis of correlation between choice of studies and wages is correct. Consequently, so is the correlation between study choice and tax contribution.

4.2.3: Gap, both in terms of wages and employment.

It will be now analysed, the correlation between specializations and employment rate. Again, the situation is critical. In the graph below it is possible to check the unemployment rate percentage one year after graduation. Here we see that the degrees that are paid the least are also those from which we expect a higher unemployment rate.

In particular in Italy, STEM subjects have unemployment rates below 10 percent one year after graduation. This figure is significantly lower than subjects such as psychology, art, or design, which come to have unemployment rates, at one year of 26 percent.[73]

Unemployment rate by discipline group 1 year after graduation.

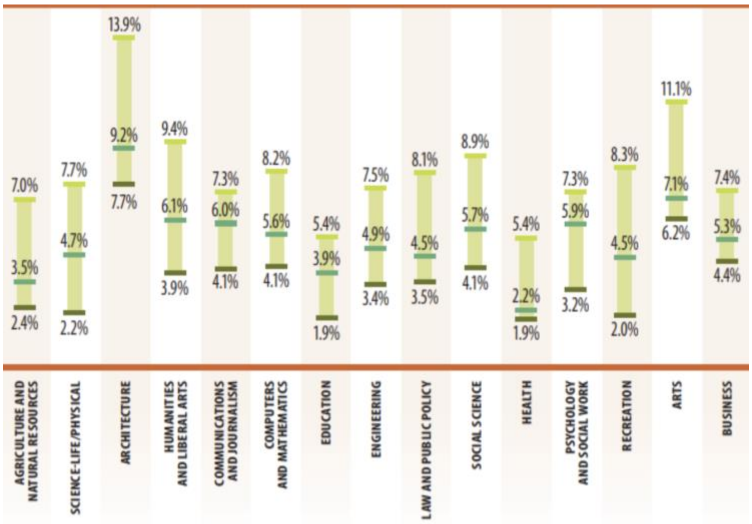


Source: Alma Laurea, 2021

The situation, which is quite pronounced in Italy, is nevertheless present in other nations, as can be seen by consulting the 2022 chart from Georgetown University. It also shows that there is a clear difference in unemployment rates at all stages of the career between STEM students and students of humanities subjects.

[73] Data source: Alma Laurea

US unemployment rates by subjects after graduation.



Source: Georgetown University, 2022

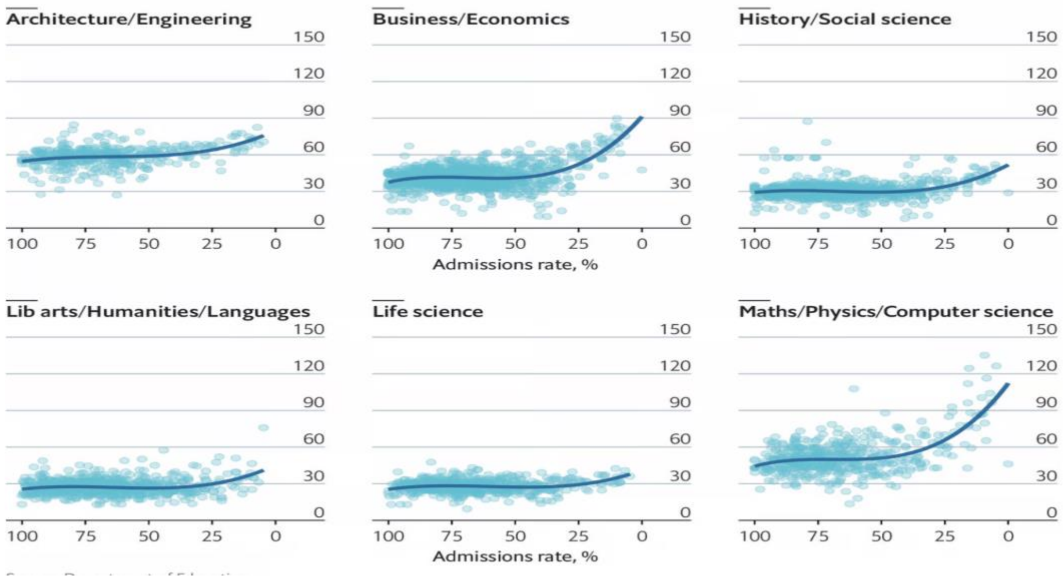
4.2.4: Choosing prestigious universities does not improve the situation for graduates in humanities subjects.

It could be thought that the problem of specialization could be solved by choosing a university of greater prestige. For example, by choosing private institutions that can provide a higher quality of education.

It could be thought that studying art within prestigious universities could lead to higher salaries, which manage to be equal to those of STEM majors, earned in lower-level universities. Even in this situation, the result doesn’t change. It is interesting the Economist[74] article, to earn more it is necessary to study STEM or economics subjects at the top university.

[74] To make money, study math or economics at a top university, The Economist, 2019

United States, earning one year after graduation, 2017-2018. (*1000 dollars)



Source: [Department of Education]

In these graphs, the abscissae represent university admission rates, and the ordinates represent average initial earnings expressed in dollars.

Low admission rates are often associated with the most prestigious private universities. These graphs show the clear, positive correlation between the rates of course admissions and wages.

Being at a selective university is seen as a positive signal by future employers. Being able to get into a prestigious university is an observable phenomenon, which assumes that one has gone through a very competitive selection process.

Beyond the fact that the most selective universities offer preparation programs aimed at the world of work, there is a tendency to believe that by succeeding in getting into certain universities, one is dealing with the best and brightest students.

Admission can be interpreted as a sign of motivation, dedication, and perseverance in achieving complex goals.

The huge salary difference between studying economics or STEM subjects at Harvard versus those at less selective universities. The same is not true for humanities subjects. For arts or languages majors, the wage increases from attending more selective courses will be significantly less.

Recalling the initial thesis of correlation between the chosen major and the amount of taxes paid over the taxpayer's lifetime. This theory has been further corroborated by several studies conducted globally.

4.2.5: Lost earnings for the state over the working life.

A 2021 analysis of CBPP[75], states that STEM graduates earn an average of $25,000 a year more than humanities graduates. This figure makes us realize that people's choice of studies is very influential on a state's tax revenues. With average differences in taxes paid, between those who choose STEM and Humanities studies of $1.5 million over their working lives.[76]

A similar situation occurs in Canada, where STEM graduates pay $1.3 million more over their working lives than those with humanities degrees.[77]

Analysis conducted by CIBC, show that the former earn more than $20,000 a year more than the latter [78]

[75] CBPP: Center on Budget and Policy Priorities

[76] Data source: Center on budget and policy Priorities

[77] Data source: Canadian Imperial Bank of Commerce

[78] Data source: Canadian Imperial Bank of Commerce

Crossing the ocean, the situation does not change. An analysis by the Centre of Economic Policy Research showed that STEM graduates, in England, pay 1.1 million pounds more in taxes than those who attended humanities classrooms.

These precise correlations were shown to be exclusively typical of Italy. We will now go on to analyse in more detail what we expect those with degrees in economics and other subjects to choose to do after their studies.

From different empirical research, it has been found that graduates in non-STEM subjects are twice as likely to do routine work than STEM graduates[79]. This finding is further corroborated by Georgetown University, which states that 35 percent of non-STEM workers do only routine work.

4.2.6: Routine Jobs, Between Inflexibility and Risk.

This is a factor not to be underestimated at all: these types of jobs are often associated with a lack of job satisfaction and growth, with a greater likelihood of burn out. In addition to worker satisfaction, having a population, which relies on routine jobs, can cause risks due to a workforce that is less flexible and less able to adapt to market changes. In times of recession, for example, these are the jobs most affected.

Also, some studies, such as the humanities, cause under-employment, where of graduates often find themselves in jobs for which a degree would not be necessary.

Situations are created in which there are those who choose, despite advanced studies, to be janitors or garbage collectors[80]. This is due to the 'absence of higher paying jobs

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[79] "Stem Careers And The Changing Skill Requirements Of Work", National bureau of econmic research, 2019

[80] "Io, laureata con un master in design e finalmente stabilizzata come netturbina. Sarà dura, ma sono felice", La repubblica.

consistent with one's studies[81]. It is interesting to note that this is not an exclusively Italian problem.

There are similar situations in many other parts of the World. In England, for example, more than 35 percent of workers are overqualified for the roles they perform.

Speaking of data, studies conducted by McKinsey say that in the future, routine jobs, will be increasingly automated. In fact, between 400 million and 800 million jobs are expected to be lost by 2030[82]. At the same time, workers, who perform routine tasks will be assigned lower and lower wages, increasing the polarization of the population at the wage level.

It will further increase the gap between skilled workers, who will reap the benefits of automation, and less skilled workers, who will be penalized.

If mismanaged, automation could cause greater social instability due to the growing income gap and economic insecurity. This could lead to social tensions and inequality within society.

Our theory about the role to be played by the state for the collective welfare has thus been corroborated. Interestingly, most college graduates, who are in routine occupations, specialize in the humanities. There will be some sectors, in particular, that will suffer most from automation, these are food and beverage, construction, and cleaning.

The process becomes clear: if humanities graduates cannot find jobs that allow them to use their skills, they will go to jobs for which their studies will not be useful. As these

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[81] Data source: «Con laurea e master faccio il bidello. Almeno mi pagano .

[82] Data source: "Jobs lost, jobs gained: What the future of work will mean for jobs, skills, and wages", McKinsey report

jobs will be increasingly at risk of being replaced by automation, a twofold problem arises.

On the one hand, students, will see their efforts thwarted, due to roles in which they are required to perform tasks inconsistent with their skills. They will experience a sense of the thwarting of their potential and will receive below-average wages.

On the side of the state and the community, the potential and happiness of that section of people, at the start motivated and aimed at study and education, will have been lost. This translates into a loss of potential high taxpayers, who would not only earn less, paying less tax, but also run a greater risk of losing their jobs.

Once this information is given, the state must guide its people, not only toward prosperity, but also toward greater happiness, satisfaction, and gratification. Its aim must be to limit the inequality of opportunity as much as possible. The goal will have to be to make sure that we have as skilled a population as possible, one that is put in a position to earn as much as possible without having to fear the loss of their jobs. All of which will enable people to take lower risks of being trapped in low-skilled, low-paid jobs.

4.2.7: Positive and negative aspects of state governance.

In the face of the data just illustrated, the answer to the initial question "should the state guide individuals through careers, from which higher wages are expected?" is clearly affirmative.

The state should influence decision makers to pursue study paths in which higher expected wages are expected. It is, however, crucial to illustrate, a priori, what will be both the positive and negative aspects of such a strategy.

Let us now go on to analyse more schematically what are the main motives driving the strategy:

1. Highly Productive Workforce with Increased Earnings: Directing people towards more profitable paths also allows the overall productivity of the labour force to be increased. Higher-paying careers often require skills that are acquired through training and that contribute more to the economy. If people earn more, they also contribute more to spend and invest within the community they are part of.
2. Increase in Taxation Contribution: The fact of earning more allows you to pay large sums into the state coffers. This would allow Italy to increase tax revenues, without increasing tax rates.
3. Decrease in Unemployment and Decrease of NEETs: By guiding students towards higher employment careers, it would reduce the unemployment rate. This would allow the number of NEETs to be reduced, with consequent social and economic benefits. It would be possible to increase the quantity of independent people, who therefore do not need social support. A reduction in social costs will be allowed, without a decrease in social welfare.
4. Boosting Study Choice Awareness: Increasing awareness of the consequences of study choices on their career paths would make it possible to improve the employment situation. In fact, a better matching between job supply and demand will be guaranteed.
5. Increase Gender Diversity in STEM: STEM disciplines are known for a small female enrolment. Promoting gender diversity would allow for greater balance and variety in the sector. There would also be advantages from a reduction in the gender pay gap.

However, it is essential to be aware of the negative aspects that could occur if the state were to decide to intervene in the way that will be better described later.

We will now explain the negative aspects and try to mitigate their potential:

1. Decline in Satisfaction and Humanistic Knowledge: Encouraging education in high-paying fields may discourage interest in subjects such as philosophy, the arts,

or humanistic specializations. This could lead to a decrease in cultural diversity and cultural satisfaction.

2. Increase Risk of Brain Drain: Having highly qualified people in very interesting fields worldwide could cause an increase in brain drain. This would not only cause an impoverishment of the nation's intellectual capabilities but would also cause the loss of investment in initial education.
3. Increase of Socioeconomic Inequalities: Focusing exclusively on careers with high economic value would cause an increase in socioeconomic inequalities. If poorly managed, this situation could increase social polarization, due to disadvantages for those who have not decided to undertake certain paths.
4. Increase in Job Market Imbalance: pushing hard on STEM careers could lead to an excess supply of jobs in those sectors. The consequence would be a decrease in wages, given the supply which, if poorly managed, would remain constant.
5. Increase in Societal Pressure: Young people could be led to have greater social pressure, resulting in increases in stress and anxiety.

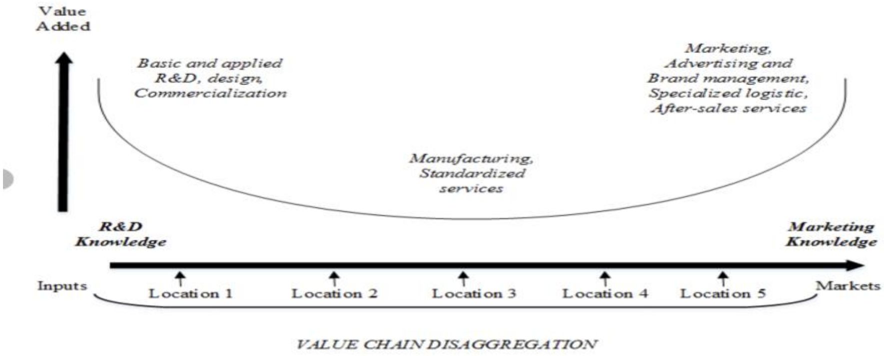
Once both positive and negative aspects have been clarified, it is important to understand what the goals are the state wants to achieve. Through the definition of these, it will be possible to understand how to curb the risks of strategy implementation, discussed above.

4.3: The importance of providing a workforce capable of operating at the edges of the Smiley Curve.

The main goal will be to create a workforce that is able to operate at the edge of the value curve. These companies are going to offer jobs in research and development, marketing, sales services, logistics, etc.

The type of employees in these roles will be dealing with high-value-added sectors, which will fill positions where advanced, non-routine skills are required.

Smiley Curve



Source: Shih, 1992

4.3.1: providing qualified personnel as an incentive to attract new companies.

Being a country that can provide a large amount of skilled people to fill roles upstream and downstream in the value chain will be an excellent incentive for companies to open on home soil. This phenomenon will lead to multiple benefits. It will foster domestic technological innovation by attracting companies operating at the extremes of the smiley curve. The presence of talent in such areas goes a long way toward creating an ecosystem in which innovation is fostered.

This sure incentive for companies, which are constantly looking for new technologies and products, will lead them to open more in Italy. Being able to have people with cutting-edge skills is seen as a great opportunity to find solutions to complex problems, resulting in more efficient organizational processes.

Opening an office in a nation full of talent can be perceived as a way, through which, companies, manage to gain a competitive advantage globally. The ability to hire certain talents more easily, would stimulate knowledge economies. These, in fact, are based on the use of intellect and knowledge. Making a nation a knowledge hub, would ensure multiple benefits for the organizations that open there.

The ultimate benefits of this strategy would result in increased wages for individuals and profits for companies operating on national soil. This would translate into higher tax revenues and thus higher earnings for the state.

Going more specifically, new companies will bring product and service innovations. They will therefore develop economic activity that contributes to a growth in national GDP.

4.3.2: Starting from attracting foreign companies to Italy.

Even if foreign companies open in our country, they create jobs. This allows for a decrease in the unemployment rate and an increase in general welfare. This is a very sensitive topic that will be explored later. It will be explained how everything is, in fact, connected. This will be the starting point for a broader recovery.

One should not believe that the opening of businesses operating at the extremes of the value curve will only benefit certain types of students, who have done certain types of faculties. The opening of new companies will create a wider range of opportunities that will also involve workers in fields other than STEM. There will be more career opportunities, even for students who specialize in courses that are less appealing to the working world. There will be a wider range of people who will be able to pursue career paths that are more consistent with the studies they have pursued, and with the passions that set them apart.

It would result in a stronger business system, which would foster greater flexibility of the national economic apparatus to external shocks. This will be ensured by greater economic diversification and the attraction of resources that have a more strategic and long-term vision.

It is important to understand how everything is connected: having a skilled workforce, acts as an incentive to open the business locations that generate the most value and therefore pay the most.

Opening these kinds of branches provides more opportunities for students. It serves as an incentive for people, not only to graduate, but also to stay in their own country.

Such an environment is in turn an incentive for investors, both domestic and international to invest in the country. This further stimulates economic activity, encouraging the growth of existing companies, and the creation of new companies.

4.3.2.1: Stiglitz and Shapiro's theory for achieving a competitive advantage.

The strategy of attracting foreign companies to domestic soil will be able to exploit one of Italy's great problems, to its advantage: stagnant wages.

To explain how this feature of the labour market, can be turned into a competitive advantage, we will start with Stiglitz and Shapiro's theory of "efficiency wages."

This theory states that there is an equilibrium wage point in the labour market, given by the intersection of the demand and supply curves. Theoretically, at the point where the two curves intersect, there should be a zero level of unemployment. The fact of having a zero level of unemployment presents a problem for companies, as employees will be aware that they can be laid off and immediately find another equivalent job. This would result in a nullification of the fear of losing one's job, and a consequent loss of motivation to engage.

However, enterprises pay a wage above the equilibrium level. A so-called "efficiency" wage is then paid, which will intentionally serve to create unemployment.

To understand why companies, pay wages above the equilibrium point, it is crucial to keep in mind that their purpose is to attract top talent. What, at first glance, might appear to be a liability is, in fact, an investment.

Through offering above-average wages, companies not only attract new talent but also gain benefits for those who already work for them. Being aware that the well-being they get in such an organization is hard to find elsewhere allows them to motivate employees to work harder. It will increase their fear of being fired and, as a result, companies will have less need to closely monitor the performance of their employees. The result will be reduced turnover, resulting in savings due to both the search for new staff and the loss of knowledge and skills.

In Italy we start from a very low wage condition, certainly a critical issue for the nation and employees. It can, however, be seen as an opportunity for foreign companies.

These could, in fact, see our country as a place where they could benefit from having a skilled workforce at a reduced cost.

This would allow them to open factories in which they would be able to obtain labour services of quality at reduced prices.

It must, at this point, be reiterated that one wants to attract mainly business functions at the extremes of the value curve. For the reasons seen above, you do not want to attract labour-intensive employers. In fact, these types of jobs are associated with routine activities where not only wages are lower, but where the expected wage trend is negative. The fact that it is also expected that many of these jobs will be replaced by automation suggests precarious positions, which could create economic instability in the long run. You will not want to compete with countries where wages are extremely low and based on the exploitation of people, but with countries where the economy is based on the enhancement of human resources and social welfare. A reduced education premium will also be*come* available. This represents an additional opportunity for companies to win skilled labour at reduced costs. If we succeed, through proper use of today's economic and wage situation, in attracting companies working in corporate value-added functions, there will be multiple benefits. There will be an increased supply of skilled labour. Initially, branches of companies will open in the country, offering an efficiency wage. As a new company opens, it will tend to offer slightly higher wages with the aim of getting the best resources, this process will be repeated for the various companies that open, leading to the raising of human resource wages and efficiency wages.

Here is where the first medicine was successfully created. Through the creation of a skilled workforce, it has been possible to attract companies willing to pay gradually increasing wages. By doing so, several diseases will be cured. First, that of stagnant wages.

4.3.2.2: Offer quality, not just affordability.

The moment a nation manages to offer qualified resources at a low price, making an efficient public administration available, the supply of qualified labour rises, leading to a rise in wages and an increase in the education premium.

Further advantages arise from raising wages: there would be an increase in the purchasing power of workers, thereby stimulating internal demand, positively influencing the internal market.

And here it becomes clear again how everything is connected: the internal market will be stimulated by high wages, stimulated in turn by a growing number of companies. In turn, therefore, a more solid internal market will be created, which will be very advantageous for the opening of new companies operating within the nation.

Focusing on the quality of resources will ensure that you no longer must compete through a continuous reduction in wages.

The competition will shift to the innovation potential that high-level human resources could bring.

This is also fundamental for obtaining foreign investments, especially for sectors that require specific skills. Investors will be much more likely to invest in places where they can recruit people who may serve them in their operations. Which could act as an incentive for companies operating in sectors such as technology to open in Italy. These companies are the ones from which Italy could benefit the most. As we will see later, they play a driving role in the economies of many continents.

4.3.2.3 Raising the Italian PPP.

A strategy that focuses on the quality of human resources would make it possible to increase the living and working standards of the population. It would be possible to provide greater security and greater economic and social well-being. This would, in turn, bring significant benefits from the point of view of brain drain.

It is known that wages are one of the major drivers for workers. As we live in a world that is increasingly globalised, it will become increasingly easier for workers to relocate. Since Italy is the thirty-second place in the world for PPP[83], it means that there are 31 countries where a worker could move and have a higher purchasing power, for the same job. This makes Italy an unattractive country for those who live there, but above all for its qualified, foreign human resources. In fact, it will be difficult for people with degrees in Germany, France, or England to decide to move to Italy for work, in search of jobs that allow them to live with higher standards of living.

As more companies open in Italy, and each of these raise’s wages to secure or maintain talent, this index, driven by wages, will improve. It must be considered that the increase in wages alone is not sufficient to improve the PPP. However, in this case, it will be accompanied by an increase in national productivity. This means that the same number of products can be supplied thanks to a lower amount of work.

The State will have to play an important role in exploiting the advantages deriving from a particular sector, to ensure that it benefits as many people as possible.

A specific increase in wages in only some sectors does not necessarily mean an improvement in the well-being of the entire population. It is therefore a fundamental phenomenon for a nation's positioning in terms of PPP. If Italy wants to climb the rankings, it will have to control productivity, but also inflation. In this regard, we return

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[83] Data source: World Bank

to the importance of investments in education and infrastructure, as well as more solid economic management.

By doing so, it will be possible to improve the purchasing power of those who live in Italy, increasing their well-being.

The moment we manage to make Italy more attractive for qualified people seeking employment, we will be able to make a greater quantity of High Skilled workforce available.

This will attract more investments from companies. Italy will be able, by retaining and attracting these resources, to offer companies the people they need. It will become increasingly attractive to companies that want to expand and establish more locations. A positive circle will start, in which the presence of companies that hire talented people will work as an incentive to attract further investments and qualified resources.

There would also be long-term economic advantages, such as the development of more innovative product technologies and processes on national soil. Furthermore, they are usually companies that produce very competitive goods on an international level, improving the Italian trade balance thanks to high value-added services.

4.3.2.4: Raising the PPP alone is not enough. A state with a long-term perspective, aligned with the interests of businesses.

It is crucial, however, to be aware that good education alone will not be enough for the strategy to work. In fact, it will be necessary to provide incentives to companies.

A favourable environment will have to be created through simplified bureaucracy, incentives not only regarding manpower, but also fiscal ones. The State will also have to commit to supporting innovation and providing an effective and efficient bureaucracy.

Here, the public administration will have to act in the most efficient way possible and with a long-term perspective. You will need to ensure you can hire and motivate staff who are up to the challenge, encouraging them to best express their potential. This strategy will make it possible to collect greater tax revenues for an initial investment in education. However, it is necessary for the PA to be able to manage and administer them in the best possible way. It will have to invest in infrastructure and services, such as healthcare, which are fundamental for improving life.

The State will have to focus on the importance of maintaining a long-term perspective, in which it will not have to prioritize the immediate benefits, but on drivers that can guarantee organic and sustainable growth in GDP. The focus should not, therefore, be on stimulating consumption and private investment. It won't even have to be about increasing taxes or raising interest rates. Instead, we will have to focus on technological development.

In fact, it is important to mention the drivers of long-term GDP: the labour used in an economy, the amount of capital available and technology.

In particular, the latter is the one on which we should mainly focus. It plays a fundamental role in the efficiency with which capital and labour are used. It will allow the country to obtain benefits in terms of productivity and innovation. It will be possible to produce smaller goods and services with fewer resources, managing to be more competitive on global markets.

In this way the state will have interests aligned with those of the companies it wants to attract. Organizations will have countless advantages in opening in such a country. They will be able to benefit not only from a quality workforce, but also from high-quality infrastructure. They will be able to enjoy a stable environment, in which there are policies that Favour growth, in which clear long-term investment planning is provided. The state is also expected to support business-driven innovation through tax incentives in areas that support innovation, such as research and development.

Measures for access to capital will be facilitated, to foster an ecosystem conducive to business and innovation, promoting the use and access to the best technologies.

4.3.3: Creation of Start-ups and the benefits of a competitive domestic market.

The presence of many companies that require and contribute to high-level training of their staff stimulates the creation of talent, who will have skills capable of starting new companies. This is further accelerated by the fact that high value-added organizations are attractive to external investors, who, through capital, bring both new and advanced technologies and skills into the country.

Foreign companies will lead to greater competitiveness of the domestic market, this will serve as a driving force for domestic companies to innovate, adopting new technologies to remain competitive.

4.3.3.1: Italian Industrial Situation

The Italian industrial situation is very particular, and it is possible to notice, from many factors, a lack of innovation. In Italy, 99,9% of the companies are SME[84]. These employ over 75% of the workforce but contribute only 35.3% of the value added[85]. Small and medium-sized enterprises have characteristics, which limit their efficiency. First, they are long-lived companies, which tend to live longer life than their European rivals and a weaker financial structure[86].

The management of these often coincides with the ownership, causing problems in the management meritocracy.

These characteristics have led governance to be less critical, with consequent damage at an international competitive level.

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[84] Small Medium-sized Enterpirises

[85] Data source: Imprese, Istat, 2020

[86] Data source: Confindustria report, April 2021

The concept of Up or Out suggests that the smallest companies should also be the most profitable, as they must grow quickly to avoid going bankrupt. In Italy, however, companies confirm that they have lower productivity than larger ones. This also results in significantly lower profitability compared to small and medium-sized enterprises in other European countries[87].

This entails serious risks given by external shocks, such as changes in commodity prices, but also a lack of surplus that could be invested in research and development.

These damages can be attributed to the malfunctioning of two processes who are fundamental for a healthy economic system.

The cleansing effect suggests that low-productivity companies should exit the market and the scarring effect, the need to repair something that has broken. These two connected phenomena enable a continuous reallocation of resources from failing, unproductive companies to more productive ones and start-ups. This is a fundamental process for the development of high-level companies, in fact it contributes to a selection due to the competitiveness of the companies. As time passes, only the best companies will remain in the market, until they are replaced by newer, more efficient entrants. This allows us to have an industrial apparatus capable of excelling on a global scale.

Reallocation, in Italy, In Italy, reallocation has often been seen as a serious problem. In an unstable economic system, the transition process between the bankruptcy of a company and the reabsorption of resources who have lost their jobs can be very painful. It can indeed take time and is not always easy, due to skill gaps between those who have just lost their jobs and the requirements of the current economic cycle.

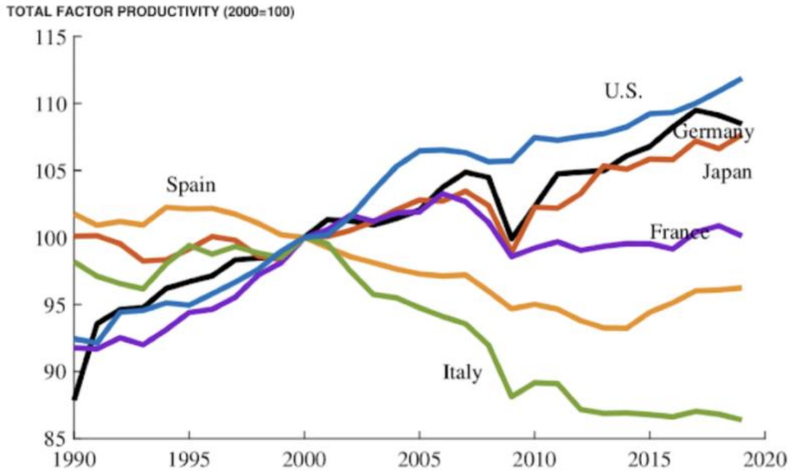
For this reason, the State has often intervened to support underperforming companies with economic policies and subsidies. The government has, for example, imposed a freeze on

[87] Data source: Crux of capitalism

layoffs during the pandemic[88]. These are procedures that provide short-term relief, at the expense of no long-term improvement.

These economic dynamics represent a real problem in terms of competitiveness of national companies at an international level. Indeed, they are among the major causes why Italian productivity has been severely penalized since 1990.

Total factor of productivity 1990 – 2020.



Source: [Penn World]

Having such a rigid labour market, due to regulations governing dismissals or employment contracts, can further discourage the hiring of new permanent staff.

Rather than preventing layoffs, even to the detriment of the need for long-term well-being, it is considered necessary to invest in the retraining of workers who have lost their jobs. Workers should be supported through investment in courses that allow them to re-enter the world of work. It must not become a burden for companies that do not need it and are forced to keep it. Instead, it must be a precious treasure for a company that needs it and can enhance it. This is precisely an example of correct reallocation of resources.

[88] The utility of the dismissal ban in supporting employment

We could also think about other measures aimed at reintegrating the workforce. For example, mobility could be encouraged by offering rent or moving subsidies for people who are forced to move in search of areas where there are more job opportunities.

4.3.3.2: Starting with foreign companies to stimulate national entrepreneurs.

The opening of foreign companies in Italy can be seen as one of the tools to restart Italian companies too. The national companies that could benefit from it are in fact numerous and at different levels.

Spill over effects could occur, as Italian companies can enjoy knowledge transfers, assimilating new technologies or management methods from companies operating in Italy. The opening of technology companies or platform economies, on national soil, could encourage the development of clusters in that area.

Companies that establish themselves in Italy tend to create a competitive market, which forces Italian companies to improve their productivity. Innovation aimed at maintaining their market share will be stimulated. We will work hard to improve production efficiency, reduce costs, and maintain and enhance quality. Investments will also be made in staff training.

All this will lead to greater well-being not only for businesses and employees but also for end consumers.

They will be able to obtain higher quality products at lower prices.

In this way, the well-being of the entire community will improve, there will be short-term sacrifices, which however will be repaid in the long term, bringing well-being and prosperity. You will see businesses fail due to competition, but you will also see good businesses emerge. There's no point in dabbing at problems now. it is better to face them from time to time, to ensure that they do not accumulate, creating disasters and irrecoverable situations.

The opening of new companies will create new jobs which, due to the more competitive market, will have to be able to enhance and increasingly exploit the potential of workers.

The state will have direct positive economic effects, thanks to higher income taxes, but also indirect ones thanks to savings on social security forms.

Companies themselves will pay taxes, increasing the tax base. These will be paid both directly, based on their profits, and indirectly, for example through VAT. There will also be benefits for the ecosystems that are directly influenced by the opening of branches, just think of the fact that many of these companies will rely on local suppliers. The fact that they employ staff who will have to feed themselves, sleep, move, etc. will create greater demand for goods and services.

It would thus be easier to create greater collaborations between companies and universities, to continuously promote knowledge and innovation. The collaborations could also concern universities and research centres, with the aim of creating an improvement in the national industrial apparatus.

All this would represent a further incentive to attract funds from Venture Capital and Angels Investors, contributing to the development of new start-ups. The latter play a fundamental role in the hiring of new resources and in innovation, especially if they manage to resist a competitive environment.

4.3.3.3 Stress: A Stimulus to Do Better.

The basic idea is that competitiveness stresses companies. Stress, in business economics, a bit like in most people, serves as a catalyst for innovation and improved performance.

This is why a competitive national system must be seen as a stimulus to the creation of companies that excel internationally. It is as if one were undergoing training, at the end of which mediocrity gives way to companies capable of competing in global markets.

This competition must be promoted by the State, but in a healthy way. It is important to also keep in mind the negative effects that could arise from it. It is essential that the State continues to support smaller companies, ensuring that a few large companies are not created to dominate the market. To do this it is necessary to give incentives, but not based on the size of the companies, but based on their efficiency and productivity.

4.3.3.4: Freeze on Layoffs, or Job Protection?

Subsidies should not be given to corporate giants for fear that they will go bankrupt or lay off staff. It will be necessary to give incentives to the best performing companies, even if they are small. Support must not be given to the individual company, but to the sector, based on objective and meritocratic criteria, which reward performance and innovation.

Measures that limit the freedoms of giants excessively could, in fact, cause damage in the long term.

In an increasingly global market, take for example what could be the competition of two identical companies competing in the same sector. Imagine that with COVID both needed to lay off 100 employees and that both had received the same amount of state subsidies.

If one of the two had been prevented from firing people, the latter would have been at a disadvantage compared to the other. It would have been obliged to pay the salary of some of the staff it did not need, while the other would have perhaps invested the amount received in research and development expenses, from which it would have been able to obtain long-term competitive advantages.

The idea is therefore not to protect jobs at all costs, but to ensure that an economic system is developed such that those hundred people can be easily reabsorbed into the job market.

Let's imagine, therefore, that in the same sector there were three rapidly growing innovative start-ups, which needed to expand and hire new staff. They, unlike the giants, not only do not have a surplus of supply, but they have a market demand that they are unable to satisfy. It would have been better to give funds to hire new resources to these companies rather than to the already structured ones. The truth is that such a strategy could not be implemented in Italy.

4.3.3.5: A not only Italian Problem.

In the European market in general, but especially in Italy, companies are very old. They are very good and large companies, but they are starting to lose ground compared to American ones.

Comparison between SPX 500 and FTSEurofirst300 index 2012 - 2024

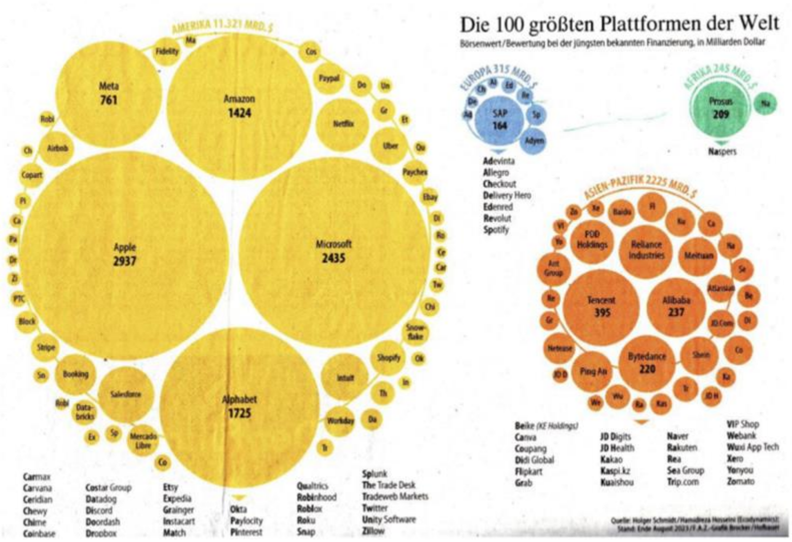
Source: [Financial Times]

From the graph above it is possible to see how, starting from the 2012 crisis, the major American companies have performed significantly better than the European ones.

This discussion also extends to other realities, such as banking: even American banks have, in fact, outperformed European ones.

However, we now want to better analyse the companies that have most driven American growth: online platforms.

100 most valuable platform business in the World.



Source: [The Economist, 2023]

It is clear from the image above that there is a shortage of Tech companies on European soil. In Europe there are some "Tech Champions", such as Nokia or Ericsson, but they are only distributed in countries such as Germany and Sweden and are less innovative than their Chinese and American counterparts.

This is a problem for our continent, as these are the companies that represent the greatest innovation and contribute most to the economic growth of other continents. Among the reasons that lead Europe to perform worse are that of having many barriers, such as language, legal or the lack of elements necessary for their development. In Europe there is in fact a shortage of talent, universities, and difficult access to credit.

Europe should make it easier for European companies in the sector compared to American ones. We should either penalize companies from other continents with higher taxes or change the European financial structure, focusing on the technology sector and helping European Tech companies.

The problem arises from the fact that in Europe there are very strict rules in this regard, which means that states cannot help national companies. This is to ensure that distortions in the markets due to subsidies are avoided. In fact, we want to prevent German companies from being favoured over Italian ones, simply because they receive more resources. This strategy would be very effective and healthy if, however, it was respected by all countries globally. The problem is that the USA and China do not respect the World Trade Agreements, causing competitive disadvantages for Europe.

Italy is suffering greatly from these factors, being one of the nations with the fewest companies in the Fortune 500 of large European countries.

In Italy there are only five companies on the list: Eni, Enel, Generali, Intesa SanPaolo, and Generali. The trend is also negative, given that UniCredit left the list in 2022. This number is also impressive for countries like France and Germany, where there are 31 and 27 respectively.[89]

There is therefore an urgent need for state intervention to re-establish a sound economy globally. In this regard, an important role will have to be played within the European Parliament, to be able to influence trade policy.

4.4: Concrete role of the State in encouraging the choice of studies in STEM subjects.

The salary differences resulting from certain types of studies and the advantages of having an educated population who can carry out non-routine tasks were illustrated. There was also talk of the importance of changing European rules, given that the loss of competitiveness does not only concern Italy but the entire continent.

The time has now come to specifically illustrate the strategy. How will Italy guide the educational choices of its population? What choices should the state make to see a percentage increase in educated people? But above all, how do we increase the number of students who undertake STEM rather than humanistic paths?

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[89] Data source: Fortune 500

You should try to emphasize the positive aspects seen previously, mitigating the negative ones as much as possible. This should be done both before and after specialization.

We will now analyse how the State should intervene in the educational system, to be able to align it with a labour market that is increasingly globalized and rapidly evolving.

In an ever-changing world, it is vital that students have access to courses that are not solely aimed at satisfying their individual short-term interests, passions, and curiosities. The population must be made aware that study choices will influence their future financial situation. This must not remain a simple generic idea, students must in fact have clear ideas, supported by detailed data.

4.4.1: Incentives during the pre-specialization period.

The State should start its own strategy, starting from the pre-specialization period. It is suggested, starting from high school, the introduction of a greater number of preparatory courses for entry into universities that guarantee higher salaries. In fact, we must always keep in mind that salaries represent, through the payment of taxes, the interest that the State will earn from initial investments in training.

It will therefore be a necessary strategy aimed at encouraging student efforts. They will be more encouraged to study, given that their sacrifice will be rewarded with a greater reward.

The incentive will, however, also concern the State. Given the higher returns, he will be more inclined to invest in education, being guided by a long-term perspective.

There are many reasons why it is expected that providing an education, from an early age, focused on STEM subjects, will influence the choices of future specialization.

First, early exposure to these subjects will help cultivate children's passions. Children, if surrounded by science and technology, will have the opportunity to explore these worlds right away. If well presented, they will arouse curiosities in children, which could turn into real future passions.

Strengthening in these areas will allow the development of a future hold-up. This will be favourable for the state, as individuals will be more likely to seek careers aligned with the disciplines studied during high school.

The reason is that any choice not inherent to their previous path could be perceived as a waste of the time invested in it and the consequences they have developed.

The fact that they have already approached the STEM world would allow them to make more informed choices in this regard. In fact, students will have a clearer idea of the studies they will undertake in the future, given that they have already had the opportunity to approach the topics during high school. Finally, there will be a decrease in the number of people who choose a prestigious study path and then change it because they realize that it is not for them.

Often, in fact, the choice of study path is based more on social pressures rather than objective criteria. This is why, for example, there are still marked gender disparities within study courses. The information will serve to overcome stereotypes, still present in educational choices.

Facing challenges in these areas, from an early age, would bring advantages such as an increase in the self-esteem of boys and girls, thus pushing them to persevere in choosing more challenging professional paths. People feel inclined or not for certain subjects based on the experiences they have had during their life. If you work on making kids feel confident in these areas from an early age, you will foster a growth mindset in them. It is natural that everyone has preferences and passions, and it is also right that they take them. However, it is a failure for the State to have a population with a static mentality, which does not feel up to certain courses of study. Focusing on encouraging a growth mindset among people could be a good way to push them to also choose STEM subjects, which have always been considered the most complex.

This last point is particularly relevant in Italy, which is why it is considered essential to implement the provision of orientation courses. The implementation of programs that allow students to make more informed decisions is necessary.

These orientation courses must not exclusively provide information relating to the course contents and subjects. We will also have to focus on making economic and career prospects associated with the various specializations available.

We must ensure that children are well informed. The knowledge must not only concern the personal opportunities that they will have to expect once they have completed their studies, but also the expected salaries.

The aim is to give greater awareness of how the choice of university paths will influence one's future career and salary expectations.

This intervention will significantly contribute to enabling people to make decisions based on objective criteria, rather than based on social status or personal preferences.

It is right to be guided by your passions, but it is wrong to underestimate, or not take into consideration at all, the long-term consequences of your choices.

From here many benefits would derive for the entire community. When young people are immediately put in a position to understand the trends of the labour market, alignment will be promoted.

Students will be guided through fields for which there is a greater demand for work. This would represent a reduction in youth unemployment and a greater willingness of people to train. In fact, remember the study mentioned in the introduction which saw Italy placed below the OECD average in terms of number of graduates.

The goal is to make young people self-aware. You want them to be able to make whatever choices they want. The important thing is that they do it in the most conscious and informed way possible.

It would also be essential to explain the impact that their future wages will have on collective well-being.

This would make them more aware that they are responsible not only for their own well-being and financial gratification, but also for society. In fact, there are careers that have direct impacts on people's lives, but also careers that have indirect impacts.

We recall the theory cited previously, according to which higher wages result in greater contributions to the financing of public services and infrastructures aimed at improving everyone's lives. It is therefore possible that a high-income economist or engineer will have a greater positive impact on society than a nurse. The difference is that being indirect, it is more difficult to stand out to the eye.

However, we must always keep in mind that a company, to be functional, needs a wide range of professionals and skills. We must try to have an aware and well-informed population, without absolutely devaluing careers in Favour of others. This could in fact lead to imbalances in certain sectors. Career choices are often influenced by personal passions, values, and motivations. These are drivers that must be respected. Diversity is essential to meet the different needs of a State.

4.4.2: Incentives During the Specialization Period.

At the specialization stage, the state should aim to create a study environment in which it is facilitated to choose paths with high labour demand.

At the same time, there is a need to protect those who choose paths that are less in demand in the labour market, with methods such as closed enrolment in faculties that are characterized by high unemployment.

The goal is to protect the largest possible number of people from job insecurity. A system of incentives must be developed to grow the number of people who choose, independently, to pursue paths that are likely to lead them to be greater contributors in the future.

Strategies should be implemented to achieve greater economic efficiency, in which the risk of overinvestment in education targeted at areas of high unemployment is reduced.

Again, incentives will play a key role. Tax incentives on tuition payments are proposed. These will have to target subjects from which a high return in future tax revenue is expected.

Incentives should not be exclusively aimed at helping the poor. These are essential, and it is only fair that everyone should have the opportunity to educate themselves and fulfil their potential. Every individual has potential, which if well-developed will be able to contribute positively, significantly, to society in the future.

This is precisely why incentives should especially target areas that best enable the country to meet future challenges.

These incentives need to have a long-term orientation, keeping in mind the idea of wanting to maximize the fruitfulness of the initial investment, given in the form of tuition relief.

This means that the incentives should mainly target faculties, from which high future labour demand is expected, that promote innovation and that foster a competitive Italian workforce on a global scale.

This would also be a hyper-effective way from an inequality reduction point of view. Not only are you helping the less fortunate to study, but you are incentivizing them to choose higher-paying faculties, so that they can gain benefits not only from an employment perspective, but also from reducing wealth polarization.

It is also essential that universities have strategy committees, where efforts are made to ensure alignment between the skills provided and overall job needs.

It would be necessary that, even during their undergraduate studies, all students, whether from private or public universities, can make informed choices. Continuous feedback should be provided with people who have already taken career paths consistent with their studies. This will be necessary for the orientation of young people's career paths toward informed choices. Information will play a key role in choosing paths that most closely reflect their areas of interest and future economic expectations.

Universities should play an active role in understanding what the labour market needs, orienting studies in those directions. Questionnaires could be prepared and sent to companies to find out what types of studies they need most.

A win-win system could be created. Seamless communication between universities and companies would enable students to find jobs immediately, since they have developed skills that are fundamental and necessary for companies. Benefits will also affect companies, which will have already trained resources, thus incurring lower training costs. Having highly qualified people would also make sure to incentivize companies working at the extremes of the smiley curve to open in our nation.

We should also continue, at least initially, to provide incentives to companies to hire employees even before they have graduated. We could encourage the carrying out of curricular internships, even short-term ones, during the study period. This, in fact, would represent an advantage for both the Agents and the Principals.

On the one hand, employees would have the opportunity to develop more practical skills right away. It would be possible to obtain jobs that allow putting into practice the notions studied in class, already during the curricular period.

Additionally, companies would be able to approach the best talent immediately, with moderate costs.

The last stakeholder to benefit from it will be the State. In addition to the clear increase in social well-being due to the consequent better conditions of the labour market, both for employees and companies, it will obtain long-term benefits.

In fact, it would be able to train highly qualified personnel, who would initially be made available at reduced prices. This would create a further incentive to do business in Italy.

It is necessary to realize the problems caused by an overly specialized and inflexible workforce. It is essential to aim to maintain neutrality and flexibility to prevent the risk of having an overly static workforce that is unable to keep up with the times.

The aim is to create an academic environment that is specialized, but also easily adaptable and open to future developments. We must be aware that the State may not always be certain of what could be the best choice for its population and for the job market of the future.

Chapter 5: Public Service Leaders Speak: Unveiling Secrets to Employee Motivation with Top Government Executives.

The role of the state should be to foster an ongoing dialogue between universities, companies, and government. The latter should have at heart the containment of Brain Drain, a critical factor, especially for a nation like Italy.

Brain drain represents a net loss from the perspective of investment in education. Tax incentives could be implemented to encourage the use of resources in Italy. Consider, for example, the New Zealand tax system, in which there is a distinction in tax treatment between those who remain to work in their nation once they have completed their studies and those who move abroad.

Of course, this model, to work properly, will have to rely on an environment conducive to doing business.

It will require efficient infrastructure, clear regulations, an efficient bureaucratic system, fast justice, competitively priced energy as well as political and economic stability.

Enormous effort will be required from some of the functions of the public administration. Therefore, it will be necessary to have good, well-motivated and well-guided personnel in meeting the challenges that will arise over time.

The first part of the thesis explored staff motivation challenges from a managerial perspective. Given the complexity of the topic, it was felt that further investigation was necessary for a clear strategic definition.

This is why it was deemed necessary to conclude the thesis by interviewing people in top positions within PA. They will be asked what led them to excel in the professional sphere and what levers to use to motivate staff. This is critical to understand what are the drivers that have led these people to excel and have such a relevant impact on the community.

They will then be asked for opinions on some of the challenges identified at the beginning of the thesis. The questions will be asked in a totally neutral manner. The opportunity will be taken to identify additional difficulties or levers from the realm of the real world, through discussions with people who have worked in the public sector for years and are responsible for motivating hundreds of people.

5.1: Interview with a public administration executive who has been in a leadership role for 20 years.

I had the opportunity to interview a person who has held management positions in the public administration, since 2000. Working in the same administration for over 30 years.

Upon express request, it will not be possible to specify the administration he works for and his name.

She embarked on a career in public administration almost by accident, then through constant effort and a lot of hard work, she managed to reach the top of her administration. Hers is an example of perseverance and adaptability, which have enabled her to overcome challenges in the work and professional spheres.

This interview highlights some of the biggest challenges facing PA. Topics such as digitization and the generation gap were discussed, highlighting the importance of staff rejuvenation. He focused on not generalizing the entire public sector based on inefficiencies and the fact that the public has been subjected to media wars for years. And he reminded that many structures are composed of very good and qualified individuals.

Following is the full interview, which took place in Italian.

D: Quali sono stati i motivi che l’hanno spinta ad intraprendere un percorso all’interno della Pubblica amministrazione?

R: La verità è che in qualche modo è capitato. Avevo l'abilitazione alla professione di avvocato, però il mio progetto di vita non sarebbe stato semplice a Napoli. È capitata questa opportunità, l'ho colta e poi in qualche modo mi è andata anche bene. Avendo passato due terzi della mia carriera da dirigente, in qualche modo mi è andata bene. C'è anche stato anche un pizzico di fortuna nel mio percorso. Non ti so dare una risposta valida, spero questo non comprometta l'intervista.

D: No no, ci sono moltissime domande! Quali crede che siano gli elementi che l'hanno portata ad avere successo all'interno della PA? Cos'è che le ha permesso di trascorrere 2/3 della propria vita lavorativa all'interno di una PA?

R: L'aver studiato tanto e aver lavorato tanto. Il livello di preparazione che si ha è importante, che si creda o meno al di fuori della PA. Io sono arrivata in Amministrazione che avevo laurea, corso di specializzazione post-laurea, abilitazione dell'esercizio della professione forense e ho lavorato tanto. Ma proprio tanto, tanto tanto. Adesso che sono alle soglie dei 60 anni direi anche troppo. Però si, tanto studio, tanto lavoro, ma proprio tanto!

D: Quindi molto impegno e dedizione

R: Impegno e dedizione sono due parole in po' vaghe e retoriche, se mi posso permettere. È proprio la quota parte del tempo che è stato. Non so se è scelta sana nella vita, però il tempo che ho dedicato prima allo studio, poi al lavoro è proprio una quota elevatissima delle mie giornate. Quindi dire impegno e dedizione a me sembra una cosa un po' teorica, è proprio la quantità di studio prima e di lavoro poi. Perché poi mi sono trovata ad operare in un ambiente che non era il mio ambiente… Voglio dire non ho incontrato nessun compagno di scuola, nessuna conoscenza o persona che mi potesse spianare la strada. In verità mi sono mossa in una città che non era la mia città e in un contesto che non era il mio contesto. Quindi anche dovendo affrontare, oltre alle difficoltà lavorative, anche le difficoltà organizzative dentro una città che non conoscevo. Ad esempio, nel cercare casa, riferimenti sanitari, o qualsiasi altra cosa senza avere una rete di contatti già esistente, che fosse mio fratello, mio cugino o un amico.

D: Il fatto di avere amicizie o conoscenze è un fattore che conta?

R: No, conta muoversi in un ambiente che già conosci e in cui hai una rete di contatti che ti facilita le scelte della vita. Si pensi al trovar casa. Diciamo che ho dovuto impiegare più tempo. Io parlo molto del tempo perché secondo me è un fattore chiave. La dedizione come la misuri? Come lo misuri tu l'impegno? Se non in termini di tempo dedicato o energie spese in ambito lavorativo. Nel frattempo, io non è che mi muovevo in una città in cui avevo già casa o contatti che mi facilitassero le altre scelte di vita e attività. Devo dire che è stato tutto un po' in salita, ma sono una persona anche molto incline al fare. Non sono una persona che ama stare ferma ad aspettare che le cose accadano.

D: Infatti questo è un concetto molto interessante anche per una delle domande che avevo pensato di porle. Nell'avere tutta questa costanza nell'impegnarsi così tanto, penso che sia stata agevolata dal fatto di aver trovato un qualcosa che la motivasse. Che cosa l'ha portata a dedicare tutto questo tempo?

R: A me piace lavorare, e quindi ho fatto cose più o meno interessanti, ma ho lavorato sempre molto volentieri.

D: Quando si tratta invece di motivare un qualcuno che magari non è mosso in tal misura da una passione del lavoro, quali sono gli strumenti?

R: La sua domanda si riferisce a "quali sono le maggiori sfide che incontra nella motivazione del personale"? Senz'altro nell'ultimo decennio a questa parte, anche in ragione di un'età media molto elevata, le maggiori difficoltà a mio avviso son collegate al far fronte a cambiamenti organizzativi e gestionali continui. Cambiamenti che fisiologicamente generano resistenza e sconforto in un personale che non è alle prime armi e istintivamente dinamico. È un personale che già sa come vanno le cose. Se si cambiano le cose tre-quattro volte, ci sta la probabilità di stancare o scoraggiare le persone. Ciò comporta resistenze, che è stata la vera difficoltà di questi ultimi anni. Che sono stati anni non favorevoli alla PA. Perché la PA ha una pessima reputazione, visto che ha fatto da capro espiatorio di molte cose che non andavano, magari molte delle quali neanche riconducibili alla PA.

D: Quali sono i metodi che utilizza per distinguere i membri dell'organizzazione che si distinguono, in base a cosa c'è chi riesce a fare carriere maggiori di altri? È risultata la presenza di molti concorsi…

R: Si, sì i concorsi sono dei momenti ineliminabili della progressione di carriera, specie se si vuole passare da qualifiche non dirigenziali a dirigenziali. Oppure da qualifiche per cui non è richiesta la laurea, a qualifiche per cui è richiesta. Però al di là di queste progressioni di carriera più significative, nella mia amministrazione come in molte altre amministrazioni che utilizza da oltre un ventennio la valutazione dei dirigenti e da oltre un decennio del personale di qualifica dirigenziale. Quindi è diventata un'abitudine mal sopportata, ma un'abitudine. Quindi valutare le performance delle persone è cosa che si fa abbastanza normalmente. È un qualcosa di dispendioso in un'amministrazione grande come quella a cui appartengo. Per quanto tu possa metter su un meccanismo snello, però poi esistono momenti di contestazione, momenti di verifica della valutazione, momenti di dialogo per spiegare la valutazione, per spiegare cos'è che potrebbe rendere migliore la valutazione ecc. Sono tutte attività gestionali che non afferiscono alla linea di business vero e proprio, ma di attività trasversali e gestionali che sono attività indirette.

D: E invece quali sono i criteri, andando più nello specifico, che vengono utilizzati per motivare le persone attraverso le loro carriere? Ad esempio operai, impiegati, dirigenti?

R: Partiamo dal fatto che non abbiamo operai, gli impiegati appartengono a due categorie. Al di là dei meccanismi dei sistemi di valutazione e dell'utilizzo dell'incentivazione, che sono premi che vengono riconosciuti annualmente a chi ha svolto meglio gli incarichi di responsabilità e ricoperto posizioni di responsabilità. All'affidamento di una posizione di responsabilità è sempre legato un beneficio economico, ma è anche legato uno status. Si può avere un riconoscimento concreto che ha anche una forte valenza psicologica. Il riconoscere una posizione di maggior valore, mostra il riconoscimento di doti organizzative, di una persona, una maggiore dedizione, per tornare ad una parola utilizzata in precedenza. Credo che il riconoscimento di posizioni organizzative e incarichi sia una leva molto superiore rispetto all'assegnare premi di produzione, che comunque esistono. Si ha inoltre una serie di riconoscimenti che appartengono più al campo delle onorificenze. Ci sono momenti in cui le persone vengono premiate per i risultati che hanno contribuito a raggiungere. Magari perché hanno condotto attività che hanno prodotto risultati tangibili in termini di recupero di risorse dell'erario, in termini di indagini. Si tratta di riconoscimenti che non comportano valore economico, però mostrano a tutti i colleghi che la persona è stata premiata per aver condotto delle attività in modo ineccepibile. Al di là della valutazione, al di là del premio di produzione, anche al di là dell'affidamento di una posizione di responsabilità abbiamo questi momenti che, pur non avendo una valenza economica, funzionano molto. A chiunque fa piacere sentirsi dire di aver fatto bene qualcosa, anche se questo non comporta un riconoscimento economico.

D: Quindi diciamo che ci si cerca di basare su criteri oggettivi sia per quanto riguarda la carriera che si basa principalmente su concorsi pubblici, che per i riconoscimenti di queste onorificenze?

R: Si, che sono il numero di fascicoli gestiti in modo tempestivo ed efficace, il caso del contenzioso, in cui si verificano le percentuali di controversie con esito favorevole e il totale di controversie gestite. C'è stato nel tempo uno sforzo nell'individuazione di misuratori. Non è sempre facile e possibile. Si pensi ad una struttura centrale, che deve diramare direttive, una direttiva va verificata con una tratta dell'amministrazione finanziaria. Questi sono processi che richiedono settimane, magari poi viene fuori una direttiva di due o tre pagine che sembra nulla ma ha dietro tutto un lavorio. In quei casi non ci sono misuratori che tengano, ci sono però molti settori, specie operativi, in cui i misuratori sono normalmente utilizzati.

D: Sembra che il trend sia di ricercare continuamente dei criteri oggettivi di misurazione. Si aspetta anche in futuro un'evoluzione simile? Cosa si aspetta dal futuro della PA

R: Si. Credo che, almeno nella mia amministrazione, l'altro vero fronte di evoluzione sia la digitalizzazione. Si cerca da tempo di ottenere un'amministrazione digitalizzata perché abbiamo da sempre l'esigenza di essere competitivi con le altre amministrazioni omologhe dell'unione europea. Forse questa esposizione ci ha un po' tenuto in corsa. Ha fatto da stimolo. Nella tua tesi vedo un tema molto interessante, L'età media dei dipendenti nella PA è superiore ai 50 anni.

D: A cosa crede che sia dovuta un'età media così elevata?

R: Questa non è una questione di opinioni, è che il legislatore ha previso per oltre un decennio il blocco delle assunzioni nella PA. Perché si era ritenuto che bloccare le assunzioni delle PA per limitare la spesa per il personale fosse un buon affare. Senz'altro lo è stato nel breve termine, ma nel medio-lungo termine è stato un fallimento. Bloccare così a lungo, io ho detto per un decennio, in realtà siamo stati in debito d'ossigeno per quasi un ventennio e significa che a fronte di una digitalizzazione che è avanzata a grandi passi, abbiamo uno stock di personale che invecchiava a grandi passi. Ora, malgrado siano riprese le assunzioni, c'è un divario generazionale tra i più anziani e i più giovani che non è facile da digerire e che crea delle difficoltà di connessione tra la vecchia e la nuova guardia. Questo non è stato un caso, ma una scelta del legislatore, una scelta dell'establishment che ha dovuto ridurre la spesa pubblica e lo ha fatto in modo discutibile. Questo ha però delle ricadute pesanti, specie in un periodo in cui le nuove tecnologie prendevano uno spazio sempre maggiore, bloccare le assunzioni non so se sia stata una buona idea. Ora si è capito essere un fattore sul quale intervenire, si sta già intervenendo da qualche anno e però forse anche questo ha generato difficoltà ad attrarre nuove leve. Devo dire che nella mia amministrazione, negli ultimi anni, di nuove leve ne sono entrate tante e anche persone molto preparate, molto interessanti, e anche molto entusiaste. Quindi non credo che la difficoltà sia attrarre i ragazzi, ma che sia tenere insieme un'amministrazione caratterizzata da un'età media molto elevata, con ingressi effettuati negli ultimi due o tre anni significativi, ma che devono in qualche modo integrare con il personale meno giovane. A queste nuove leve devono essere garantiti dei momenti di affiancamento che in realtà proprio l'invecchiamento della popolazione rende difficoltosi. Ci sono momenti in cui le carenze di personale sono così significative da rendere anche difficoltoso l'affiancamento. Manca il tempo per questa formazione lavorativa in costanza di lavoro: training on job.

È un momento impegnativo per la PA, anche perché è inutile negarlo, non abbiamo una buona reputazione. C'è stato un periodo in cui, chi sputava di più sulla PA, vinceva. E però anche questo si paga. Anche persone che dovevano difenderla la PA, persone che erano in posizione chiave e hanno deciso di gettare un'ombra vera su un complesso di meccanismi amministrativi che magari erano tutt'altro che da buttare. Poi è evidente che quando pensiamo alla pubblica amministrazione, a che cosa pensiamo? Ai tempi che dobbiamo aspettare per avere una carta d'identità. Ma la mia esperienza lavorativa non ha nulla a che fare con quella del comune. Non so se mi spiego, è importante non fare di tutta la pubblica amministrazione, di tutta l'erba, un fascio. C'è un malessere confuso nei confronti della PA. Mi permetto di dire che un malanimo fatto anche molto di ignoranza nei confronti di ciò che c'è all'interno della pubblica amministrazione, perché ci sono fior di specialisti nella PA. Ci sono persone da cui ho imparato tantissimo, ci sono persone veramente di alto livello. Però di quelle non si parla mai, si parla del dipendente, di cui non mi ricordo neanche di che comune ligure, in mutande e canottiera andava a timbrare anche se non era in ufficio.

D: Quindi una guerra mediatica…

R: L'abbiamo un po' avuta negli anni passati, devo dire che però siamo frutto di quello.

D: Infatti uno dei motivi per cui ho deciso di fare una tesi del genere è che mi sono reso conto che molti dei ragazzi intorno a me, me compreso, non abbiamo proprio preso in considerazione una carriera all'interno della PA. Si rivolge molto più lo

sguardo verso aziende private o di consulenza, nonostante i salari che risultano essere in molti casi addirittura più vantaggiosi.

R: Perché non è una scelta glamour, perché tu hai detto bene, c'è stata una guerra mediatica. È una guerra che ha fatto comodo perché ha consentito di collocare lì tutte le responsabilità. Uso la parola responsabilità per mantenermi corretta, ma in realtà sono tutte le colpe. Di chi è la colpa? Dei soliti fannulloni! Racconto che una volta, la nostra amministrazione, che è molto digitalizzata, da molti anni, è stata premiata dal dipartimento della funzione pubblica, in quanto molto avanzata tecnologicamente. Abbiamo avuto una mansione nel sito del dipartimento della funzione pubblica, nella sessione "Non solo fannulloni". Adesso, a tuo avviso, è un premio, è un elogio o è in qualche modo, anche sottilmente una diminuzione?

D: è quasi una provocazione.

R: Esatto. E la nostra è un'amministrazione complessa perché c'è la parte centrale, la parte sul territorio. È molto articolata sul territorio. Quindi se leghi assieme una cosa organizzata di questa portata non è facile. Eppure, venivamo premiati e allo stesso tempo ciò che ci si veniva detto era "Non solo fannulloni". Io l'ho trovato tremendo quel messaggio. Ho trovato tremenda quella scelta comunicativa. È anche vero che negli anni il lessico comunicativo sta cambiando, però non so quanto veniamo percepiti in modo differente. Veniamo percepiti come un baraccone, anche se non lo siamo. Credo che senz'altro alcune parti della PA lo siano, come lo penso di tanti settori privati. Anche il nostro privato spesso non funziona, ma ha un glamour che il pubblico non ha. Nessuno si è mai permesso di insultare il privato senza poi pagare pegno.

D: Quindi molto è attribuibile ad una guerra mediatica. Nella stesura della tesi, infatti, sono partito con la ricerca di inefficienze dovute alla motivazione del personale. Ho inizialmente cercato svantaggi a livello di salari, scarsa valorizzazione delle performance ecc. In realtà non ne ho trovate moltissime, mentre ho trovato molti dati sul fatto che i ragazzi non vogliano entrarci. Sono convinti che non sia il posto adatto ad esprimere a pieno il loro potenziale. Quindi mi chiedo,

effettivamente dal momento che una persona è riuscita a diventare dirigente. Nel suo caso risulta evidente che è riuscita a raggiungere degli obiettivi, coronando nel migliore dei modi i suoi sforzi. Credo tuttavia che sia pieno di persone che hanno vissuto esperienze molto meno gratificanti nonostante fossero molto capaci e meritevoli.

R: Ci sono sicuramente persone molto capaci e meritevoli che non salgono. Però credo che questo accada anche nel privato. Cosa crede, che lì passano tutti? Io non credo. Ho lavorato qualche anno fa gomito a gomito con dei consulenti, alcuni dei quali veramente bravissimi, ma come ha detto una mia collega sono i nuovi schiavi. Sono i nuovi schiavi perché lavorano fino a tardi, anche il sabato e la domenica, e anche lì qualcuno va avanti, qualcuno no. Questa è un po' la legge del lavoro pubblico o privato che sia. Nel privato non lo so, non avendo mai lavorato nel privato non so quanto poi il privato sia più giusto del pubblico. Certo è più bravo, mi è venuto questo termine che è un termine leggero. Però si guadagna meglio nel privato? Si hanno più soddisfazioni? Non lo so.

D: Sto per dire qualcosa che andrà un po'oltre la tesi e la scaletta prestabilita, però personalmente quando penso alla consulenza come una strada quasi sicura per fare carriera. Dato l'elevatissimo turnover e l'età media molto bassa. Mi viene in mente KPMG Italia, in cui è di 31 anni. Penso che andando lì, in un ambiente con un turnover così elevato, sarebbe più probabile salire, grazie all'elevato numero di persone che lasciando l'azienda liberano continuamente posizioni. Questo consente una carriera che sembra essere quasi scadenzata e prestabilita.

R: Sicuramente questo è vero. C'è una crescita più lenta perché forse siamo entità più statiche, con tutti i vantaggi e gli svantaggi dell'esserlo. Non lo so. Sento persone lavorare in queste società a ritmi veramente forsennati. Per me è stato anche bello lavorare con loro, è stato anche stimolante. Quindi si, spesso è bello, però non so quanto abbia senso dopo due o tre anni andare avanti in questo modo. Il consulente non appartiene mai ad un contesto. Si avvicina a realtà che organizza, supporta, cambia e poi inizia da capo. Non so se questo dia più soddisfazione. Forse dà più libertà e più possibilità di carriera, però non ho esperienze sufficienti per rispondere a questa domanda.

D: Grazie mille, c'è invece un'iniziativa inerente alla motivazione a cui hai preso parte? O di cui ti piacerebbe parlare? Ad esempio, qualche strumento di performance che ha introdotto, o qualche ingiustizia che ha combattuto.

R: Guarda è una domanda a cui non è facile dare risposta dato il fatto che il pubblico impiego è molto regolato. Le regole da rispettare sono tante. Io sono ritenuta nel mio ambito lavorativo una persona molto rigorosa. Non è che io sia molto rigorosa, è che sono molto rigorose le regole da applicare al pubblico impiego. Non è quindi facile introdurre una modifica. Quello che ho tentato di fare negli ultimi anni visto che sono anni in cui mi sono trovata a lavorare con un gruppo di colleghi giovani e siccome mi sono trovata a gestire un nuovo ufficio con persone che arrivavano da vari impieghi non conoscendo bene la materia. Quello che ho provato a fare è stato di promuovere molto il lavoro di gruppo.

Il lavoro di gruppo è qualcosa che ho visto essere al centro della consulenza, mentre da noi non è sempre utilizzato. È come se si fosse un po' più chiusi, ognuno nella sua stanza. Ecco, io per ragioni contingenti ho lavorato molto sullo spirito di compito e io personalmente sono stata meglio. Io stessa ho trovato più interessante e più divertente. Uso un termine che con il lavoro non è facile da utilizzare, ma il promuovere lo scambio, anche solo per poter dire alla fine a 30-40 persone, piuttosto che due: "bene avete imparato, adesso lo potete fare da soli". Quindi dare alle persone il modo di affrontare un argomento importante, farlo bene ed è un qualcosa da cui ho tratto soddisfazione. Non so però quanto c'entri con la meritocrazia. Si parla così tanto di meritocrazia, la verità è che si dovrebbero sfruttare interessi, se ci sono e si dovrebbero un po' fustigare coloro che si impegnano meno.

D: Questo è un dato interessantissimo. Dalla tesi è emerso che di 3.2 milioni di persone nella PA, i licenziamenti erano stati all'incirca 400 nel 2022.

R: E quanti erano stati nel privato?

D: Eh in realtà ho effettuato una comparazione con le Big tech, prese come esempio di efficienza e si è rilevato un numero nettamente maggiore

R: Però fermati a pensare, loro licenziano di più. Però non licenziano di più i fannulloni, ma licenziano molto di più perché governati dal profitto e quindi devono fare questa scelta. È la stessa molla che ha guidato il legislatore quando ha detto "non abbiamo più soldi, per 20 anni non assumiamo più personale", creando poi le condizioni per peggiorare ulteriormente le condizioni della PA, perché se anche non ci fossero altri fattori, ora te la butto giù brutale, ma quale persona vuole entrare in un contesto lavorativo dove sono tutti vecchi. Mi spiego, è un po' un cane che si morde la coda, però mentre il legislatore ha fatto questa scelta di non assumere, perché non c'erano più soldi, le big tech fanno la scelta di licenziare non perché magari 30-40-300 persone sono stati fannulloni, ma banalmente perché devono mantenere il pagamento di determinati premi di profitto. Quindi non voglio dire che nella PA si dovrebbe licenziare di più, ma voglio dire che al PA non è governata dalla logica del profitto e se lo fosse probabilmente a prescindere di quanto sei bravo o fannullone, ad un certo punto licenzierebbero. Così come ad un certo punto non hanno più assunto. Poi se mi stai chiedendo se nella PA si licenzia facilmente, no. Si tollera facilmente, però mi permetto anche di dire che ci sono tante persone che lavorano nella PA. Poi certo ci sono anche molte persone che non lavorano.

D: Questo è un altro argomento interessantissimo. Proprio nella stesura della tesi mi sono reso conto che molte persone lavorano e delle persone che non lavorano. Spesso però non c'è la possibilità di licenziare quest'ultimi. I 400 licenziamenti erano stati il risultato di oltre 10.000 procedimenti avviati. È come se venisse a mancare la possibilità di licenziare i "fannulloni" e di questo ne risentisse l'intera organizzazione, anche in termini di reputazione…

R: Certo, certo, perché spesso c'è anche un altissimo tasso di controversie, spesso queste controversie sono scatenate da chi perde il lavoro. Sono chiaramente controversie fatte con enorme energia, perché chi perde il lavoro rimane in mezzo alla strada. Non voglio dire che non serva maggior rigore. Si, servirebbe, a mio avviso, maggior rigore. Credo tuttavia che anche il privato sia tollerante nei confronti di chi fa meno alla fine. Non lo è nel momento in cui, per ragioni di profitto, deve tagliare. Ma a quel punto non credo che si vada a tagliare scegliendo quelli che hanno prodotto di meno. Ci credo poco. Quindi magari sono branche meno produttive che vengono sacrificate, chi ci sta ci sta. Non so se mi spiego…

D: è come se dicessi che nel pubblico misuriamo le persone in base all'impegno e non a quanto portano in azienda. Nel privato, essendo mossi dal profitto, ci potrebbero essere persone che perdono il posto, nonostante meritino di lavorare. Esclusivamente perché non è abbastanza profittevole il lavoro che svolgono o perché, semplicemente non servono più.

R: Esatto, quindi se posso esprimere la mia opinione, anche se non dovrei farlo, mi sembra che la PA si sia già spinta abbastanza verso la misurazione dei risultati, la misurazione delle performance, la definizione di obiettivi e la verifica del raggiungimento degli obiettivi. Noi abbiamo tutta una serie di attività fatte per programmare, consultare, misurare, anche questo impiega tante risorse, eppure alcune attività le dobbiamo fare, istituzionalmente, a prescindere di quanto queste attività diano frutto o meno. Questi ultimi trent'anni hanno dettato un po'le norme di misurazione, sia a livello nazionale che europeo. Il fatto di avere gruppi che si occupassero della misurazione dei risultati, degli indicatori ecc.

5.2: Interview with Eng. Gianfranco Stanziale – Deputy Head of IT Development – Bank of Italy

Engineer Gianfranco Stanziale is deputy head of the IT Development Service at the Bank of Italy.

He graduated in 1988 with a degree in computer engineering and began his career at IBM, where he met performance evaluation criteria typical of the American world.

Attracted by the work-life balance, he chose to join the Bank of Italy. Here he has always been committed to caring for people, giving particular importance to training and investment in education of its resources. He has grown there, moving from design and development to the present, where he is responsible for a team of more than 300 internal staff, plus hundreds of external staff.

He provided us with a valuable interview on how to manage large groups of highly skilled people. Focusing on what concerns motivation and talent management.

The importance of dialogue, including with top management, and the difficulty of declining the very high expectations of people within an organization was explored.

The problem of high PA age and the importance of fostering a group where people work well together was shared. He told us about the time he devotes to organizing initiatives for socializing and sharing information, not only work, but also play.

The full interview will now be reported.

D: Mi piacerebbe iniziare l'intervista con una presentazione di quello che è stato il suo percorso, dall'inizio dei suoi studi ad oggi, quali sono stati i suoi macro-step di carriera ed i motivi che l'hanno spinta ad intraprendere un percorso all'interno della PA.

R: Mi sono laureato nell'1988 in ingegneria elettronica. Ho iniziato la mia carriera in IBM, come ingegnere informatico. In quel periodo l'IBM assumeva molto dato il periodo di avanzamento tecnologico. È stata una bella esperienza, molto formativa, che è durata all'incirca cinque anni. L'approccio era di stile americano, molto innovativo per una persona che veniva da una famiglia classica italiana. In IBM in quel periodo già erano presenti meccanismi di valutazione, obiettivi e misurazione delle performance. Anche gli stipendi erano correlati ad esse. Già da lì mi sono avvicinato al mondo della Pubblica Amministrazione, seguendo Guardia di Finanza, Ferrovie dello Stato, Enel. Bella esperienza, però forse il modello non era affine con le mie caratteristiche personali; quindi, quando si è presentata l'occasione di questo concorso in Banca d'Italia, nel 1993, l'ho colta. Il percorso fatto in Banca è abbastanza standard per quelli come me che arrivano a certi livelli all'interno dell'istituto. Ho iniziato in piccole unità di progettazione e sviluppo, piano piano nell'ambito del gruppo si cresce. Il modello della Banca si basa sul farti crescere ed acquisire competenze. Competenze che consentono di affiancare, alla crescita tecnologica, anche quella gestionale. È una prassi all'interno dell'Istituto. All'interno dell'organizzazione ci sono degli step: capo area, capo della divisione, poi passaggio a dirigente della Banca e poi il passaggio all'attuale ruolo che è vicecapo del Servizio più grande della Banca d'Italia. Siamo 320 persone, quindi dimensionalmente molto complesso, gestiamo sia risorse interne che esterne, che ci permettono di ampliare la compagine a circa 600/700 unità. La motivazione per cui ho scelto l'amministrazione è che era simile al mio approccio. Io credo che nel lavoro si debba trovare un *balance* tra la vita fuori e dentro. Per me la Pubblica Amministrazione, come la Banca d'Italia, lo dà. La Banca d'Italia a differenza delle pubbliche amministrazioni che ho conosciuto nel corso degli anni, ha qualche cosa in più. Cura molto le persone, le fa crescere, l'aspetto formativo è importante, i benefit all'interno sono molto curati. La conoscevo, credevo che potesse darmi un balance perfetto, e si è dimostrata tale. A 33 anni dal mio ingresso, dopo aver visto tante PA e aziende private, mi sento di dire che la Banca d'Italia sia uno dei posti migliori dove vivere. Perché poi il lavoro è anche vita.

D: Quali sono stati gli elementi che hanno contribuito al suo successo e al mantenimento di un impegno adeguato?

R: Per varie caratteristiche. È chiaro che a volte è casuale. Precedentemente, c'erano i concorsi: basati su valutazioni oggettive date da una commissione. Da qualche anno, hanno introdotto questa formula delle *vacancy* per cui c'è una valutazione che si basa sul percorso di carriera, le caratteristiche personali e come si adattano nel contesto in cui ti devi collocare. Secondo me, se sono arrivato qui rispetto ad altri è perché ho un mix valido di caratteristiche personali e professionali che mi consentono di ricoprire questo ruolo. Non è semplice, quando si è a capo di una struttura così complessa e articolata, oltre all'essere competente, è necessario conoscere i meccanismi necessari per gestire la macchina organizzativa al meglio. Motivare le persone, farle crescere ecc. Quindi, caratteristiche della mia persona e anche l'essermi trovato nel posto giusto al moment giusto. In Banca d'Italia, rispetto ad altre organizzazioni pubbliche si cura molto la fase di *assesment* con le persone. Si hanno una serie di incontri con le società esterne che valutano aspetti gestionali, di rapporto con le persone. Si viene costantemente monitorati.

D: Ci sono delle sfide che incontra nella motivazione de personale? Quali sono?

D: Tantissime, gestire le persone credo che sia una delle cose più difficile che esista. Un progetto o un sistema in qualche modo si fa. Le persone sono complessissime. Tu porti all'interno tutto te stesso, preoccupazioni, complessità rapporti con l'esterno, amicizie, famiglia. È anche il tuo essere, spesso con numeri così elevati: 320 persone, statisticamente ci si trova a gestire questioni molto articolate. Ci si ritrova a gestire situazioni di malessere in un contesto specifico, che potrebbe essere un team o una divisione. Si devono gestire quelle situazioni di contrasti, criticità o situazioni che si portano nel proprio bagaglio: problemi familiari, di salute. Potrebbero esserci persone che lavorano in contesti non affini ai propri desiderata. Tutti vorremmo fare le cose più belle, ma questo non è semplice. Tutti vorrebbero fare il lavoro che più li appaga, ma quando si entra in un'organizzazione ci si deve adattare. Bisogna fare in modo che le persone si adattino. Penso che il lavoro maggiore sia gestire bene le risorse, costruendo dei percorsi di sviluppo. Ciò è particolarmente importante, soprattutto in un'organizzazione come la nostra, in cui sono tutti laureati. Qui, a differenza di un ufficio dell'amministrazione classica, in cui si trova dall'impiegato base fino al capo. Qui nell'IT, si hanno tutti laureati. Specialmente i ragazzi assunti negli ultimi anni sono molto preparati, con aspettative altissime; queste però devono essere declinate all'interno di una struttura che fa anche cose normali.

D: E ci sono gli strumenti? Gioca un ruolo fondamentale l'empatia?

R: Si però l'empatia permette di affrontare situazioni contingenti, poi in maniera strutturale bisogna costruire intorno la persona situazioni ideali per farle stare bene. Bisogna lavorare di volta in volta. Ogni situazione è un progetto a sé, con le sue criticità che bisogna affrontare. Spesso mi trovo a fare anche un lavoro da psicologo. Il nostro approccio in questo ufficio è il dialogo. Spesso nelle organizzazioni della PA c'è un modello gerarchico in cui c'è un disallineamento notevole tra la base e il vertice. È proprio l'Istituzione che, più si sale e più identifica la persona con il ruolo. C'è quindi un disaccoppiamento totale, in cui le persone che lavorano sono restie ad avvicinarsi al vertice. È fondamentale sottolineare che i settori IT sono comunque molto diversi rispetto al business, perché c'è un approccio diverso al lavoro. C'è più coesione, si sente meno la distinzione del ruolo.

D: Quali sono i criteri che utilizza per riconoscere i membri della sua organizzazione che si distinguono? Come misura la meritocrazia e le performance all'interno dell'istituto?

R: Bella domanda! Però ce ne si accorge facilmente. Noi facciamo progetti, si capisce in base alla qualità dei prodotti che vengono consegnati. Le nostre attività si distinguono in due fasi ben definite, con degli *outcame* ben definiti. Si capisce dalla qualità del lavoro, degli studi, il rispetto del *timing*, dei costi che vengono sostenuti e lo scostamento dei costi dalla stima iniziale. Di norma, è semplice rendersene conto, osservando – ad esempio - la qualità dei documenti prodotti. Ci potrebbero essere alcune persone che non hanno la possibilità di emergere perché, svolgendo attività gestionali e non progettuali, non hanno questi momenti di confronto. La difficoltà potrebbe essere nel percepire le qualità in quelle persone per farle emergere. Però tendenzialmente ce ne accorgiamo. Abbiamo momenti di incontro abbastanza continui. Come un collega espone, come presenta le proprie attività all'interno del Servizio. Sono momenti importanti. Io sono un fautore di far fare presentazioni alle persone. Lo ritengo un momento importante, magari le prime volte può portare difficoltà, ma poi si acquisiscono confidenza e magari possono emergere. Dico sempre di mettere anche i giovani all'interno dei progetti, in modo tale che possano fare emergere le proprie qualità. Oltre quello ci sono dei momenti di verifica puntuale, come dei concorsi per i passaggi da un ruolo ad un altro. Io ho fatto molte volte il presidente di commissione, tra i vari punti di valutazione non c'è solo la competenza sulla materia, ma anche come scrivi, capacità di sintetizzare un concetto, ci sono vari elementi di cui bisogna tener conto, che secondo me sono fondamentali. Però per arrivare a quel livello devi aiutare le persone nel percorso della carriera. Gli si fa scrivere un documento, un verbale, una sintesi di qualche cosa. In modo tale che piano piano gli si permetta di acquisire quelle competenze che lo indirizzano nel migliore dei modi ad una fase concorsuale.

D: Quali sono i differenti criteri utilizzabili per motivare il personale appartenente alle diverse carriere?

R: Si potrebbero spostare nel caso in cui potrebbero aver bisogno di una maggiore motivazione. Se volessero crescere si potrebbe fargli cambiare ambito. Molto spesso noi tendiamo a creare delle *confort zone*. Ad esempio, potrebbe esserci una persona che conosce bene un sistema e lo gestisce per 30-40 anni. Se da un lato, la competenza specifica crea dei vantaggi, dall'altro impedisce che la persona si metta in gioco.

D: Un dato che non sono riuscito a trovare è l'età media della banca d'Italia.

R: Alta, 50 anni. È cambiata molto per le norme pensionistiche introdotte del 1996. Prima si poteva andare in pensione a 19 anni, 6 mesi e 1 giorno di servizio. L'età media era quindi molto più bassa. Ora si deve lavorare o per 42 anni e 10 mesi o fino a 67 anni. Però nell'IT assumiamo tantissimi giovani. Ma, anche assumendo tantissimi giovani, c'è questa età media elevata, anche nel Servizio.

D: All’interno della tesi si è parlato dell’importanza di basarsi su criteri oggettivi, tramite, ad esempio, analisi di dati. Quali sono le metriche in base alle quali lei o i propri collaboratori decidete di premiare le persone che si distinguono?

R: Il processo di valutazione è molto articolato, i criteri che abbiamo a disposizione sono diversi. Da circa dieci anni abbiamo un sistema premiante che si basa su criteri oggettivi di valutazione. Le Divisioni ad ogni dipendente devono costruire ogni anno un percorso di valutazione. Questo di basa su obiettivi e risultati. Quello è già il primo criterio oggettivo, visto che il capo divisione ci fornisce delle valutazioni su degli obiettivi. Si ha proprio uno schema di costruzione di obiettivi, obiettivi di performance, comportamentali, gestionali ecc. Io faccio la stessa cosa sui capi divisione e sui dirigenti del servizio. Ogni anno devo trovare degli obiettivi e valutare semestralmente il raggiungimento di questi. Quello è il primo dato oggettivo. A quel dato oggettivo si aggiungono varie altre informazioni: come ha performato sulle iniziative progettuali, se ha rispettato i tempi, i costi stimati inizialmente, quante variazioni ha subito l’iniziativa progettuale ecc. Sono una serie di dati che vanno a complementare quello di obiettivo e feedback raggiunti. Sulla base di quelle informazioni poi, sulla base di anno per anno si vanno a complementare delle informazioni che possono incidere sullo stipendio, perché magari si danno maggiorazioni sulla base delle performance, oppure su un passaggio di carriera. Noi andiamo a fornire tutta questa mole di informazione ai responsabili del personale, e costruisce delle griglie. In queste griglie si tiene conto pure dei passaggi di carriera, dei percorsi ecc. Sulla base di queste informazioni iniziamo a muovere le nostre leve. Le leve fondamentali sono 4:

- le *maggiorazioni* che sono un aumento percentuale sullo stipendio che si può dare ogni anno,
- un *bonus* che si può dare una volta l’anno,
- oppure c’è il *passaggio di livello* all’interno della propria carriera, si può dare statisticamente ogni due anni,
- oppure il *passaggio di segmento* da una carriera all’altra, fino alla carriera principale che è quella di direttore.

D: Grazie mille, quindi si è già, in parte, risposto a quella che era la domanda successiva: Quali sono gli strumenti concreti, messi a disposizione dalla PA, che ha a disposizione per premiare chi raggiunge gli obbiettivi prefissati e per penalizzare chi non si allinea alle aspettative?

R: Ogni PA ha modelli differenti, per esempio la Banca d'Italia ha introdotto il modello delle Autority. È un sistema premiante, che penso sia utilizzata anche da altre Autority come la CONSOB, l'Ivass[90]. Il capo ha una serie di leve che utilizza, oltretutto abbiamo anche altre leve. Nel caso dell'IT ci sono due leve principali: quella economica e di carriera. I vari strumenti che il personale da a disposizione incidono su questi due elementi. Quello che fa crescere lo stipendio o quello che promuove. È chiaro che non si può essere promossi ogni anno, è quindi un timing che si colloca ogni 6-7 anni. Si manovra quindi la leva economica. Sulla leva economica si hanno i vari strumenti detti in precedenza. In questo ufficio, in particolare ci sono anche altri elementi in base al quale si muove il capo. La reperibilità, che è un istituto che consente di remunerare meglio le persone, il turno. Sono lavori che anche se non vengono effettuati tutti i giorni vengono remunerati adeguatamente. Oppure una missione, viaggi di lavoro per i quali si viene pagati bene. La formazione anche è sia un elemento di crescita notevole che una leva motivazionale forte. Si possono mettere a disposizione del personale studio all'estero, l'inserimento in percorsi di certificazione ecc. Tengo a sottolineare che questo sia un ambito in cui tutti dobbiamo migliorare. L'Italia migliora se miglioriamo tutti. Se tiriamo verso il basso, non miglioriamo, peggioriamo. Io sono dell'idea che prendendo ad esempio la sanità, i ministeri, la pubblica amministrazione centrale, la Banca d'Italia debba essere un esempio per gli altri. È facile dire che la Banca d'Italia sia un esempio per gli altri. Spesso si dice che questo istituto sia favorito da migliori disponibilità finanziarie. Non è così, anche le altre amministrazioni hanno disponibilità che non utilizzano nel migliore dei modi, soprattutto nei confronti del personale. La cura per la formazione è un investimento: a fronte di costi iniziali ci si aspetta un guadagno. Se si

[90]Ivass: Istituto per la vigilanza sulle assicurazioni

formano le persone, queste lavorano. La formazione in Banca è considerata fondamentale per il miglioramento delle persone. Un altro elemento importante è che nell'amministrazione centrale il timing dei ruoli apicali è dettato da fattori esterni. Se si cambia amministratore generale ogni 2-3 anni in base al governo, è chiaro che non si dà stabilità alla struttura. La persona che andrà li avrà una visione di brevissimo periodo. Il fatto di essere consapevole di rimanere per un periodo di tempo influenzerà negativamente anche la cura che avrà per le persone. Ci si affida alle persone, al fatto che potrebbe esserci una persona illuminata che assume quel ruolo, portandolo avanti. In realtà da noi questa cosa non è così. Si tende a bloccare le risorse, facendole rimanere per 6/7 anni. Si ha un orizzonte temporale che consente di progettare qualcosa e di avere un orizzonte temporale che consenta di vederla realizzate.

D: Come crede che evolverà la sensibilità all'incentivazione e motivazione del personale nel tempo? Crede sia fondamentale fornire una maggiore dinamicità alla PA?

R: Non te lo so dire, bisogna conoscere bene i meccanismi della PA. Io dico che ci saranno grandi sfide, il mondo del lavoro sta cambiando in maniera vertiginosa, anche per la PA. I giovani hanno una mentalità diversa, il concetto che avevamo noi del lavoro fisso è cambiato, non c'è più. È aumentata la capacità di movimento, di spostarsi. La difficoltà sarà nell'attrarli dandogli la possibilità di fare qualcosa di interessante, che possa stimolarli in qualche modo. La dinamicità è importante, bisogna fare in modo che le persone possano muoversi. Un elemento importante sui giovani è il discorso dello *smart working*, io ne sono un fautore. Ad esempio, facendo in modo che la funzione IT della Banca d'Italia sia solo a Roma, potrebbe causare una minore appetibilità per ragazzi che si formano in università che sono lontane dall'istituto. Il politecnico di Milano, per esempio, produce ingegneri e tecnici di livello altissimo. È giusto puntare a quelle competenze, ma difficilmente vengono catturate.

D: L'età media dei dipendenti della PA è superiore ai 50 anni. Lo reputa un fattore sul quale intervenire? A cosa crede che sia dovuta un'età media così elevata? Nella

maggior parte della PA, la difficoltà nell'attrarre ragazzi è dovuta alla percezione di mancata capacità di valorizzare i talenti. Cosa si sente di dire ai giovani neolaureati? Come crede che la PA debba affrontare questa situazione?

R: La PA al giorno d'oggi è poco conosciuta, ma fa cose interessantissime. Innanzitutto, si fa un lavoro utile per la società. Anche se con un impatto minore, comunque ci si prova. Quindi, almeno nella PA, certe opportunità si hanno. Nel Ministero della Giustizia, lavorando su progetti su processi, si pensa di costruire qualcosa che possa essere utile per i cittadini. Ci sono ambiti sui quali intervenire. Il problema e che spesso si va a toccare l'aspetto amministrativo con quello politico. Purtroppo, in Italia è troppo presente nella PA. Questo è un grosso limite sulla crescita della PA: orizzonti temporali molto brevi assenza totale di competenze ecc. Questo è il messaggio che viene trasmesso ai giovani. Se a un giovane viene detto di lavorare per il Ministero dell'Economia, lo potrebbe vedere come un posto in cui c'è il Ragioniere Generale messo dalla politica, il ministro messo dalla politica ecc. non lo percepisce come una cosa positiva. Il problema è che la PA non attrae, attrae solo per necessità, solo se si ha bisogno di un posto di lavoro. Se si deve scegliere, da appena laureato, tra lavorare in Deloitte o al Mef.

D: Sono d'accordo, anche io come molti ho optato con la consulenza, in un periodo iniziale, perché essendoci un turnover elevato e un'età media molto bassa, l'ho visto come un modo per iniziare avendo una progressione di carriera abbastanza sicura.

R: Si ma devi porti una domanda: perché un'azienda ha un turnover così alto? Perché la gente se ne va… La vita non è solo lavoro, si lavora bene se fuori si vive bene. All'inizio si può essere presi dalla voglia di lavorare, col tempo però certi comportamenti iniziano ad incidere. Noi collaboriamo con molte di quelle aziende: KPMG, Accenture. Bisogna però chiedersi perché l'età media sia di 31 anni, quando la media del mondo del lavoro è più alta. È un trampolino importante perché aiuta a crescere, entrare nel mondo del lavoro, cominciare a capire le dinamiche ma è importante ricordarsi del *work life balance*.

D: **Quali cambiamenti ritiene essenziali per aumentare l'efficienza del settore pubblico italiano?**

R: Credo che sia fondamentale iniziare dall'aumento degli stipendi, fare in modo di allontanare la politica dalla PA. Si può esprimere il ministro, ma nessun altro. Le amministrazioni centrali sono strutturate con i capi dipartimenti, gli amministratori centrali e i direttori sottostanti che guidano gli uffici. Se tu metti in capi dipartimento e direttori centrali persone che vengono dalla politica e che sono catapultati da mondi diversi, la risoluzione dei problemi risulta complessa. I direttori generali nella sanità sono di nomina politica, non va bene. Il direttore generale deve crescere all'interno della struttura arrivando piano piano al ruolo di direttore generale. Deve conoscere bene, e deve avere come obbiettivo non il compiacimento della politica, quindi al governatore della regione nella quale sta. Deve avere come obiettivo il compiacimento dei cittadini. Bisogna inoltre aumentare gli stipendi, che in Italia sono bassi. Il fatto di avere stipendi alti spesso porta invidia. Non è giusto, è come se ci fosse il *trainer* di una squadra di calcio. Se si vedesse una squadra migliore, si avrebbe come obiettivo quello di migliorare per arrivare a quel livello. Invece in Italia il messaggio che si trasmette a tutti i cittadini è opposto. Questo è trasmesso dappertutto ed è sbagliato. Non bisogna vivere nell'invidia di chi sta meglio, ma bisogna fare di tutto per raggiungerlo. L'alternativa è una depressione e un appiattimento totale. Per far ciò è necessario che l'Italia faccia una politica di aumento degli stipendi. Non ci sono state politiche economiche, energetiche ecc. Questo più che alla mancanza di capacità è dovuto all'avere persone che avendo degli orizzonti brevi, avranno delle visioni di breve termine. Gli uffici devono muoversi sulla base di competenze. Bisogna diffidare di chi dice che non ci sono fondi. Ci sono ministeri che hanno bilanci sulla parte IT enormi, ma che spendono male. Non hanno cura.

D: C'è qualche iniziativa di motivazione al personale a cui hai lavorato e di cui ti piacerebbe parlare?

R: A me piace molto lo *sharing* delle persone. Penso che a me piaccia motivare, condividere e far stare le persone insieme. La condivisione delle informazioni è uno degli elementi vincenti che si possono avere all'interno di un'organizzazione. Le organizzazioni sono molto complesse. Dal mio punto di vista, in un'organizzazione così complessa sapere chi fa che cosa è fondamentale. Aiuta a ridurre i tempi. Sapere bene come muoversi all’interno di un’organizzazione è fondamentale. Quindi uno dei miei must è creare situazioni per far conoscere le persone: farle stare bene, farle parlare, incontrare ecc. Non solo per motivi tecnici, ma anche ludici perché in quel momento le persone si conoscono meglio, parlano, si scambiano le informazioni. Io credo che il condividere informazioni, documenti, far capire agli altri di cosa ci si occupa è un’altra cosa che spingo moltissimo. Si potrebbero creare meccanismi in cui le persone credono di fare molto più degli altri, pensando che ci siano persone che non facciano sulla. Spesso queste idee sono frutto della mancanza di conoscenza. Si parte dal presupposto che la cosa che si sta facendo è la più importante, se invece si conoscono le persone e cosa fanno questo problema si argina. Promuovo incontri, cene, tornei ecc. Ma anche presentazioni, in cui si dà la possibilità alle persone di informare gli altri sull’importanza del proprio ruolo.

5.3: Interview with Dr. Arturo Baldo – Head of IT Development - Bank of Italy

Since 1977, Dr. Baldo, head of the computer service at the Bank of Italy, has focused on 'information technology. After studying in Pisa, he began his career at Olivetti, then moved to Alitalia, where he helped introduce personal computers to the company.

His transition to the Bank of Italy, came with skepticism, as he saw it as a very bureaucratized environment. Instead, here he found a stimulating and complex environment that managed to stimulate his curiosity. Curiosity that has been one of the key elements of her success and motivation. Nowadays, he directly manages a team of more than 300 people and budgets hovering around 60 million euros. He highlighted d importance of seeing all jobs as opportunities, motivating staff, and putting all people in a position to work. He illustrated how workers are becoming an affective toward their jobs due to precariousness and that nowadays it is more about working well than having a lot of money. He spoke about the evaluation criteria in the Bank of Italy, pointing out that staff are carefully evaluated every year.

Finally, he explained the importance of investing in people and maintaining a good relationship with academies and universities. He elaborated on the importance of providing long-term prospects for human resources and highlighted the problems of an advanced PA age.

His full interview will now be reported.

D: Mi piacerebbe iniziare l'intervista con una presentazione di quello che è stato il suo percorso, dall'inizio degli studi, ad oggi. Quali sono stati i macro-step della sua carriera professionale ed i motivi che l'hanno spinta ad intraprendere un percorso all'interno della PA?

R: Ho iniziato a studiare scienze dell'informazione nel 1977 a Pisa. Era una delle prime facoltà di scienze matematiche, fisiche e naturali che approfondiva l'informatica. Mi sono laureato perché spinto dalla curiosità per l'innovazione. La mia preparazione è quindi di informatica pura. La mia carriera lavorativa è iniziata con un'esperienza di un paio di anni presso un concessionario dell'Olivetti. Mi sono poi trasferito a Roma, per lavorare in Alitalia, dove ho curato l'introduzione dei personal computer, che nascevano in quegli anni, nei posti di lavoro. Questa esperienza mi ha permesso di viaggiare e di immergermi in un ambiente molto dinamico e innovativo. Mi si è poi presentata l'opportunità di partecipare - con successo - al concorso mirato all'assunzione in Banca d'Italia. Non ero particolarmente attratto dall'idea di lavorare lì, visto che associavo l'ente a una massiccia burocrazia. Mosso dalla pressione sociale, dalla sicurezza e dalla stabilità del posto di lavoro, una volta vinto il concorso ho deciso di accettare il ruolo. Dopo un mese di lavoro mi sono reso conto dell'importanza dell'Istituzione, e mosso dalla curiosità ho deciso di impegnarmi per preparare il concorso che mi passasse dalla carriera operativa a quella direttiva. La Banca d'Italia è un istituto molto complesso, questo ha suscitato il mio interesse data l'importanza del sistema informatico in un istituto così vario, ricco di situazioni particolari e di esigenze. Ho quindi voluto appagare questa curiosità, che mi ha portato ad assumere posizioni di responsabilità via via crescenti. Ho sempre visto i lavori che mi venivano assegnati nel tempo, come una opportunità di poterli cambiare nel migliore dei modi. Questo mi ha portato a raggiungere risultati che mi hanno consentito di fare un po' di carriera.

D: Potrebbe raccontarci meglio quello che è il suo ruolo al giorno d'oggi?

R: Sono il titolare del Servizio Sviluppo Informatico. L'informatica in Banca d'Italia è accentrata, in questo Servizio si canalizzano tutte le attività organizzative ed operative che caratterizzano la Banca. Il mio ruolo è fondamentalmente di guida, nel capire nel continuo come lavorare oggi e nel futuro. Mi occupo di capire cos'è il progresso all'interno della funzione di informatica. Lo sviluppo informatico è un'azienda che sostanzialmente lavora con oltre 300 persone interne e circa 250 persone esterne. La maggior parte di queste persone interne sono laureati, che appartengono alla carriera manageriale e hanno quindi legittime aspettative. Bisogna quindi trovare il modo per mantenere alta la motivazione anche se le opportunità che uno offre alle persone sono minori rispetto alla quantità delle persone che ci sono. C'è quindi un problema di distribuzione delle opportunità. È necessario distribuire le opportunità in maniera corretta per riuscire a tenere alte le motivazioni dell'insieme della squadra per riuscire ad ottenere obiettivi a 3-4-5 anni. Il mio ruolo è quindi sostanzialmente di indirizzo manageriale. Ci sono poi dei compiti relativi alla gestione del budget di spesa; in quanto titolare del Servizio è necessario autorizzare le spese, verificare i documenti, avviare la realizzazione di progetti che arrivano a milioni di euro. Il Servizio ha un budget di 60-70 milioni l'anno. Il lavoro è quindi di far evolvere lo sviluppo informatico in modo che mantenga un livello di qualità in termini di comprensione della domanda, gestione della domanda, creazione della scala delle priorità e miglioramento del prodotto. Il tutto è svolto nel costante impegno di rimanere all'avanguardia, provando a metterci sempre del tuo. La Banca d'Italia si occupa anche di offrire servizi all'Eurosistema, in un regime di competitività. Il mercato, quindi, sceglie il servizio in base alle qualità: non è solamente guidato dai costi, ma dalla capacità di organizzare la struttura.

D: Quali sono gli argomenti che, secondo lei, hanno contribuito al suo successo e che le hanno permesso di mantenere un impegno in tutti questi anni?

R: Il carattere e la curiosità. Mi ha alleviato la fatica nel fare le cose il fatto di avere a che fare con materie di mio. Un altro fattore è che non ho mai rifiutato i lavori che mi sono stati assegnati nel corso della mia carriera. Non ho mai detto di no, ma ho sempre cercato di mettere tutto me stesso nel lavoro e di migliorarlo. Il principale elemento su cui investire siamo noi stessi, il futuro va scritto. Ci sono lavori che possono piacere o meno. Quando ti viene affidato un lavoro è importante farlo al meglio, provare a cambiare il lavoro e vedere se può essere fatto meglio. Non bisogna dare per scontato che siccome è fatto così, anche se è noioso, debba continuare ad esserlo. Ad esempio, nel 2009 avevo preso la titolarità di una divisione di secondo ordine, che veniva vista come estremamente operativa, il *Tavolo Operativo*, ossia un gruppo di supporto telefonico alle attività. Ero a capo di un gruppo di 60 persone, ed era un ruolo che non era considerato come stimolante. In quel caso ci ho messo del mio, l'ho arricchito, automatizzato, semplificato. È chiaro con la cooperazione. Anche lì è la curiosità che mi ha portato ad esplorare. Sostanzialmente è importante non rifiutare mai il lavoro ma cambiarlo con continuità. Capire come tra tre anni quel lavoro potrebbe essere fatto nel miglior modo. Credo sia questo il motivo che ha influenzato la mia carriera. Quando l'ho lasciato, i lavoratori si potevano avvalere di un'applicazione per la gestione completa del *ticketing elettronico* (con cui tracciare tutte le segnalazioni nelle varie fasi) ed il nome del gruppo si era trasformato in *Service Desk*.

D: Da quello che ho capito ha cambiato molti servizi. Quali sono le maggiori sfide che ha incontrato nella motivazione del personale?

R: Si li ho fatti tutti… Le persone sono una fauna vastissima. Non c'è nessuno che non abbia voglia di lavorare secondo me. Tutti abbiamo una dignità personale, a nessuno piace sentirsi dire che è un fannullone. Poi ci sono molte situazioni specifiche, che vanno un po' capite. Innanzitutto, se un gruppo di persone non performa o performa meno di come è lecito aspettarsi, non è colpa delle persone, ma di chi le guida. La prima difficoltà che si riscontra è capire il motivo delle basse performance, quindi capire cosa manca. Le persone hanno il dovere di lavorare, il dovere di farle lavorare bene è dei capi. I capi a volte sono distratti e non entrano nel merito delle caratteristiche psicologiche del gruppo. Faccio un esempio sui vecchi portieri. In molte aziende c'era la carriera per le persone che stavano alle portinerie. È stato fatto un ampliamento di mansioni, per cui a queste persone è stato chiesto di svolgere anche lavori d'ufficio. In alcuni casi queste persone non performavano e si lamentavano del lavoro che gli era richiesto fare. Il motivo è che per tanti anni il loro lavoro consisteva nel venire in ufficio, non nel venire in ufficio per fare qualcosa. Venivano, stavano lì dieci ore, ma non venivano per svolgere una pratica o fare un'operazione. Questo li ha portati a vedere il dover fare dieci operazioni come un lavoro esagerato. Questo non era colpa loro, il fatto di aver svolto il lavoro di portineria per dieci anni li ha portati a sviluppare un *mindset* di un certo tipo e insistere nel fargli a fare delle cose poteva essere vista come una violenza. Si è quindi pensati a come formarli, diventando come degli psicologi per fargli capire che c'è un'altra dimensione di lavoro. Un lavoro. Più concettuale, che si deve portare a casa con i pensieri. Bisogna cercare di capire le persone e come sono fatte per metterle nella condizione di lavorare. Bisogna capire e motivare le persone essendo consapevoli che nessuno non ha voglia di lavorare. Far cadere le motivazioni di una persona è come far cadere qualcuno dalla barca. Quando qualcuno si tuffa da una barca, risalire e rimettersi a remare è faticoso. Se qualcuno non riesce a lavorare e il capo gli fa fare il tuffo, rischia di non recuperarlo più e di avere un naufrago. Questa è la difficoltà che si riscontra nella gestione delle persone. In questo scenario bisogna trovare il modo per mettere tutti in condizione di lavorare. Ognuno ha aspettative diverse e la bravura sta nel percepire la diversità. Per esempio, i più giovani vedono nel lavoro il soddisfacimento di alcuni bisogni primari: la macchina ecc. Se però dietro non rimane la curiosità per la professione, si perde la persona. Sui giovani bisogna trovare un modo per tenere in piedi quell'aggiornamento, professionalità e voglia di crescere, che vada oltre il soddisfacimento del bisogno primario, soddisfatto dallo stipendio. Deve essere anche un costante investimento su sé stesso. Questo risulta complesso, specialmente in un momento, come questo, in cui gran parte dell'efficienza che abbiamo ottenuto negli ultimi anni è stata determinata dalla precarizzazione del rapporto del lavoro. Questa situazione ha innescato una situazione di precariato a tutti i livelli, che raggiunge anche persone che non sono giovanissime. Le persone che svolgono professioni non si sentono quindi considerate come quando noi abbiamo iniziato, ovvero come risorse umane. Risorse umane è una parola piena di significati, significa che quella persona è una risorsa da mantenere e curare. È diventato uno strumento in cui non serve più una risorsa umana, ma un *professional*: qualcuno che lavora con noi per un certo periodo di tempo e risolve un problema. Questo elemento di difficoltà sociale si sta calando nel mondo del lavoro, rendendo le maestranze anaffettive verso il luogo di lavoro. Quindi si crea un rapporto quasi mercenario, in cui si va da chi paga meglio. Il punto non deve essere quello, ma far sentire la persona come una risorsa, che ha una dignità e che deve crescere insieme all'azienda. Questa precarizzazione dei rapporti sfalda un po' la motivazione. Un capo, di fronte a questi fattori, deve lavorare molto per trasferire tutto ciò che può essere attraente su un'attività. Più che i soldi deve dare motivazioni e raccontare alle persone perché il mestiere è importante. Deve spiegare l'importanza di fare, ad esempio, il programmatore: perché si sta trasformando il Paese, si è una piccola rotellina che ha un impatto sulla Nazione. L'impatto sulla Tesoreria o sul Sistema dei Pagamenti dipende anche dal lavoro che fai tu. È giusto che le persone si sentano ricche di quel lavoro, a prescindere dei soldi. Questo è quello che un capo deve trasferire: far sentire la persona importante e non un oggetto precario, alle persone deve importare del proprio lavoro. Questa è la difficoltà. Un buon *team leader* deve saper comunicare i valori. Un tempo si diceva di andare a lavorare in Banca d'Italia per i salari maggiori. Oggi i salari interessano meno perché raggiunto il livello di soddisfazione primaria, non interessa prendere più soldi, ma interessa lavorare meglio. Il mercenario potrebbe cercare, ad esempio, l'azienda che da un giorno di delocalizzato in più, e trasferirsi. Questo accade perché il capo non è riuscito a trasmettere l'importanza del ruolo e del lavoro. Se questo è invece comunicato correttamente, del giorno in più di delocalizzato non interessa, interessa quello che si fa, perché si ha la corretta motivazione. Le imprese pur di diventare più efficienti hanno fatto ricorso a contratti precari. Io dico che c'è un chip del precariato che si è innescato nelle persone. Dopo la crisi del 2008 è come se le persone si sentissero tutte un po' precarie ed è come se questo andasse a minare l'affettività aziendale e i programmi di lunga durata. La ricerca dell'efficienza nel mondo del lavoro ha danneggiato la capacità dei giovani di investire su loro stessi. O hanno una famiglia che li sostiene economicamente e gli permette di studiare, o chi si deve automantenere ha una barriera all'ingresso fortissima. Un medico che prende 1600 euro di specializzazione che si deve trasferire da Napoli a Roma non vive. E lui almeno ha la prospettiva di prendere la specializzazione, ma figure come l'avvocato, vivono una situazione di insoddisfazione ulteriormente peggiore.

D: Quali sono i criteri che lei utilizza per riconoscere i membri meritevoli della sua organizzazione? Come misura la meritocrazia delle performance del suo istituto?

R: Obbiettivi, analizziamo due aspetti. C'è la misura del tangibile e dell'intangibile. La misura del tangibile è quando si ha un obiettivo che può essere più o meno sfidante. Si portano a casa i risultati, si riceve un *feedback* in funzione dell'obiettivo più o meno sfidante. C'è poi la parte intangibile in cui l'obiettivo non è misurabile: chi è più autorevole? Chi è un miglior leader? In quest'ultimo caso la misurazione è più complessa.

Nella misurazione del lavoro dei *professional* significa anche misurare alcune qualità sotto il profilo dell'intangibilità. Tra queste c'è l'autorevolezza, ovvero la possibilità di esprimere con chiarezza la propria posizione e saperla far accettare attraverso la comunicazione. La persona *professional* è una persona molto brava e preparata, se è anche autorevole riesce a trasferire le motivazioni di natura tecnica e organizzativa di ciò che ritiene giusto. Le persone, in questo caso accettano i suggerimenti di queste persone in maniera positiva. Una persona professional deve essere anche in grado di accettare una posizione anche quando non è la più giusta. Sa riconoscere, apprezzare e capire il contributo degli altri. Per noi è fondamentale portare la propria posizione, ma anche essere in grado di accettare le posizioni degli altri. Se crediamo che le altre posizioni non siano ragionevoli dobbiamo essere in grado di portare le nostre. Le persone con capacità di autorevolezza e comunicazione fanno la differenza. La competenza la diamo per scontata, si impara una cosa, si aggiorna ecc.: è necessario essere in grado di spiegare le cose. Questo può essere dato come obiettivo e vedere e raccogliere dai capi vari feedback di come le persone si comportano. Quando si è in una riunione si osserva il comportamento dei *professional* e si studia il loro modo d'agire. Per quanto riguarda invece i manager invece bisogna vedere quanto siano in grado di preoccuparsi del risultato di un team e del lavoro degli altri. Devono avere doti di comunicazione e autorevolezza ma devono essere anche in grado di gestire i rischi, le ansie ecc. Alcune di queste qualità sono evidenti, e fanno la differenza tra chi emerge o meno. Tutte queste situazioni vengono messe in fila, abbiamo meccanismi di valutazione con cui ci confrontiamo con i capi divisione, dipartimento, con cui riusciamo ad avere un quadro obiettivo di chi merita di più e chi meno. È importante capire le aspettative e i profili delle persone. Se si vuole fare il *manager*, ma non è in grado di dimostrare le qualità, l'autorevolezza, l'organizzazione del lavoro bisogna dimostrare delle qualità che non tutti hanno. Non è però detto che i *feedback* vengano sempre accettati e capiti nel migliore dei modi.

D: Quali sono gli strumenti concreti, messi a disposizione dalla PA, che ha a disposizione per premiare chi raggiunge gli obbiettivi prefissati e per penalizzare chi non si allinea alle aspettative?

R: La pubblica amministrazione dovrebbe avere la certezza del diritto, anche grazie alla riforma del diritto. La Banca d'Italia si è allineata alla misurazione di performance che vengono premiate e valutate. Ogni anno il diritto a essere valutato è assicurato. I meccanismi sono diversi. Per quanto riguarda la carriera manageriale, a parte i concorsi interni, c'è un meccanismo incentivante che sono i bonus: aumenti dello stipendio che vengono dati ad alcuni. Ci sono poi gli avanzamenti di livello, che quindi sono un passaggio stabile di carriera e stipendio. Chi lavora meglio un anno prende un bonus. Chi lavora meglio per un periodo prolungato riceve un avanzamento di livello (ottenuto dall'85% delle persone nel secondo anno e al 15% al terzo). Il tutto avviene attraverso una documentazione trasparente che compara i diversi KPI[91] e valutazioni. C'è poi il passaggio di segmento, in cui ogni anno un comitato decide se una persona è meritevole di diventare dirigente, funzionario o se deve mantenere lo status. La Banca lo fa tutti gli anni, assicurando il diritto. Non credo che nella PA tutti gli anni ci sia un passaggio valutativo attraverso cui ogni persona viene scrutinata e gli viene dato un *feedback* chiaro. Questo è un processo delicato da gestire: chi non ottiene il livello si potrebbe sentire stigmatizzato nell'anno successivo. Questo fattore può essere ulteriormente aggravato da una mancata ricezione di feedback. Se siamo in tanti è difficile colloquiare con tutti, ma è fondamentale che la persona sappia i motivi per cui non ha ricevuto la gratificazione attesa.

D: Come crede che evolverà la sensibilità all'incentivazione e motivazione del personale nel tempo? Crede sia fondamentale fornire una maggiore dinamicità alla PA?

R: Questo è collegato a ciò che avviene attorno a noi. Se tu intendi avere persone motivate nel tempo, quindi persone e classi dirigenti che nel tempo mantengano livelli di competenza adeguati alle difficoltà che si presentano bisogna lavorare non tanto di incentivi, ma prospettive da dare alle persone in modo che la trasformazione sia garantita

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[91] indicatore chiave di prestazione

nel continuo e vi sia una certa capacità di assorbire i momenti disruptive. Che esiste un problema di *cyber sicurezza* non si può scoprire perché c'è la guerra in Ucraina. Bisogna definire una prospettiva in cui la sicurezza nazionale si deve disporre in anticipo dei problemi di sicurezza. Quindi i tagli dei budget sono la causa principale di un annebbiamento della capacità di operare delle PA. Se tu non mantieni un livello di ricambio su certe aree professionali, ci si allontana da ciò che succede intorno. Quello che succede intorno si muove ad una rapidità che non controlla neanche lo Stato. Se oggi c'è bisogno di persone che riescano a comprendere gli effetti dell'intelligenza artificiale, questa non nasce oggi ma molto tempo fa. Bisogna che la PA abbia le capacità di mantenere aggiornate le proprie competenze. Questo si ottiene mantenendo un legame forte con quello che è il mondo delle accademie e della ricerca. La Banca d'Italia si deve nutrire di queste persone, trovando dei percorsi di crescita per queste persone. Quando arrivano devono garantirglielo per 40 anni, cambiandogli mansione e compiti, pagando le mobilità. Bisogna chiedersi che programma si ha per una persona almeno a cinque anni. Se non si mantiene un legame stretto con le accademie non si riesce a gestire le situazioni improvvise. La PA dovrebbe già aver programmato i problemi e farsi trovare preparata. Il fatto di non riuscire a gestire la digitalizzazione è dovuto dal non aver gestito nel modo corretto le maestranze, per la mancanza di tecnici, norme vischiose ecc. Il problema non è tanto di motivare le persone, ma di dare una prospettiva alla PA. Dopo le persone si sentono motivate perché stanno trasformando il paese, ma se la prima reazione che si ha quando si parla di PA è che sia piena di persone che non fanno nulla…

D: L'età media dei dipendenti della PA è superiore ai 50 anni. Lo reputa un fattore sul quale intervenire? A cosa crede che sia dovuta un'età media così elevata? Nella maggior parte della PA, la difficoltà nell'attrarre ragazzi è dovuta alla percezione di mancata capacità di valorizzare i talenti. Cosa si sente di dire ai giovani neolaureati? Come crede che la PA debba affrontare questa situazione?

R: Questo dipende dal blocco delle assunzioni e dal fatto che le persone vengono mandate in pensione più tardi e spesso chi ha la possibilità di andare rimane a causa di pensioni molto basse. Lo Stato dispone di tante persone che se ben guidaste potrebbero far meglio.

Banalmente se una persona sbaglia ufficio pubblico, non ne viene più fuori: se deve fare una pratica, non ne viene più fuori. Il compito di soddisfare quel cittadino dovrebbe essere di ognuna delle persone che sta lì. Quindi, quando si va in provincia e si chiede come cambiare le finestre a una scuola, se nessuno sa farlo, nessuno cambierà le finestre. In una rete così vasta, che conta 3,2 milioni di persone è fondamentale che certe informazioni siano fornite. Chiunque abbia interesse nel cambiare un servizio, come un insegnante deve essere nelle condizioni di farlo. Se poi dietro la macchina è complessa, non può essere un problema del cittadino. Questo significa far lavorare anche le persone di 50 anni. Le persone che oggi non sanno cosa fare, che fanno giornate di *smart working* dove non hanno *task* da svolgere, devono risolvere i problemi dei cittadini. Non che il cittadino si debba trovare in difficoltà nell'ottenere un servizio che lo stato è tenuto a fornire. Tu dovresti rivolgere ad un "praticone", che non è una figura formata, che quando fa le cose commette errori, non avendo nessuna responsabilità: se sbagliano la domanda di pensione, la pensione non viene percepita, ma il patronato non ha responsabilità. Non lavorano i dipendenti pubblici ma lavora un sottogoverno fatto da clientelismi. Mi rendo conto che trasformare questo non è semplice, ma i problemi sono questi. La PA è fatta di persone che non sono messe nella condizione di lavorare.

D: C'è qualche iniziativa di motivazione del personale a cui ha lavorato e di cui le piacerebbe parlare?

R: Ho cercato di creare un gruppo di esperti giovani, per togliere le incrostazioni. La Banca d'Italia è un'azienda gerarchica. Per sua natura il capo ha ragione, però il grado non fa l'intelligenza. L'intelligenza collettiva si ottiene con il confronto, con cui qualcuno intercetta un bisogno, qualcuno ne intercetta un altro e nasce un'idea. Dall'idea si costruisce un avvenire. Qui questo processo sta funzionando, c'è un gruppo di neoassunti non formalmente indicati che, se vogliono, devono intercettare incrostazioni della struttura, pensare come cambiarle e proporre una strategia. Non hanno compiti a riguardo ben precisi, ma i loro consigli e pensieri contribuiscono all'intelligenza collettiva. L'idea deve essere un'auto proposizione responsabile. Queste persone si confrontano nel continuo, qualcosa di buono viene fuori e sono soddisfatti: a quel punto vedono la loro idea e l'insieme delle loro idee applicate.

D: Cosa si sentirebbe di dire a chi sta iniziando ora il proprio percorso lavorativo? Consiglierebbe la PA come inizio di carriera?

R: La regola è cercare un lavoro che piaccia. Ogni decisione è una rinuncia, se il lavoro è offerto dal pubblico si conoscono le caratteristiche del pubblico, se lo dà il privato si sanno le caratteristiche del privato. Prima di tutto non bisogna però vedere chi assume, ma il tipo di lavoro si fa a fare. Io credo che per lavorare per oltre 40 anni debba riuscire a trovare un ragionevole compromesso non con il suo datore di lavoro, ma con un lavoro che gli piace fare. L'ottimale non si troverà mai, quindi bisogna trovare il compromesso che si avvicina maggiormente al proprio gusto. Perché solo così si va avanti 50 anni. Se poi il lavoro piace la carriera è una conseguenza. Se si va a lavorare su un lavoro che non piace, sicuramente sarà una prigione, potrebbe diventare una prigione anche stare in Banca d'Italia. Se vai a lavorare in Banca d'Italia a fare un lavoro che non piace, si percepirai un buono stipendio ma sarai in prigione. Viceversa, lavori per un consulente informatico che ti fa giocherellare con gli algoritmi di chat GPT e ti piace, magari guadagnerai di meno ma ti diverti. Ti assicuro che per andare avanti negli anni serve questa seconda cosa, non la prima. Non si tratta di andare nel pubblico o privato, ma cercare qualcosa che ti piace. I compromessi sono all'ordine del giorno, ogni decisione è una rinuncia a qualcos'altro, ma in prospettiva la priorità deve essere qualcosa che ti piace. Quarant'anni sono lunghi: ti sposi, non ti sposi, cambi paese, cambi nazione, tu cambi tantissimo però per sostenerci però la sicurezza è dover lavorare. Se lavori su qualcosa che non ti piace sei frustrato, depresso, ti senti male, somatizzi. Se fai qualcosa che ti piace fare, magari guadagni un po'di meno, ma passerai la tua giornata volentieri visto che starai facendo qualcosa che ti piace. Ti stressi più a stare in una prigione dorata che a stare in un luogo dove puoi uscire a fare il bagno al mare. Nel lavoro ci si può realizzare, ma non solo con il lavoro. Il lavoro ti complimenta ed è importante perché complemento giorno per giorno il percorso di vita. Con il lavoro si cambia e cambiando si cambia anche quello che ci sta intorno.

5.4: Interview with Dr. Giuseppe Zappalà – Director of Personnel – Hospital Physiotherapy Institutes (IFO – Roma)

We also had the opportunity to benefit from the experience of Dr. Giuseppe Zappalà. He represents a key figure within our research given his career always in contact with staff. He has worked for several organizations, both public and private. The fact that he participated in the start-up of a complex structure such as Tor Vergata made him a particularly important witness for understanding the mechanisms of personnel management and motivation.

He began his career in PA in 2001, rising over time to apex positions, directly managing 34 colleagues and indirectly managing thousands of people. His testimony enabled us to understand both how to manage human resources and how to implement strategies to motivate and aimed at putting people at ease. The importance of creating and fostering a collaborative and meritocratic team was highlighted.

What was the full interview will now be reported.

D: Mi piacerebbe iniziare l'intervista con quello che è stato il suo percorso, dall'inizio dei suoi studi, fino ad oggi. Quali sono stati i macro-step della sua carriera professionale ed i motivi che l'hanno spinta ad intraprendere un percorso all'interno della PA.

R: Io ero già responsabile del personale di un'azienda importante nell'ambito della grande distribuzione. Ho avuto quest'opportunità di accedere alla pubblica amministrazione. Nonostante avessi un contratto stabile dove lavoravo prima, ho deciso di fare questo salto nel vuoto, lasciando un contratto da dipendente a tempo indeterminato con un livello anche abbastanza elevato, per un rapporto di Co.co.co.[92], presso la PA. Ho iniziato quindi a lavorare a Tor Vergata nel 2001, in una realtà nascente, in cui gli unici contratti che venivano stipulati erano professionali o di collaborazione coordinata e

[92] Rapporti COCOCO: collaborazione coordinata e continuativa

continuativa. Ho fatto questa scelta, che è stata una scommessa, dato che era un'azienda nuova che stava nascendo da zero. Da lì è iniziato il mio percorso, dopo 2 anni ho vinto il primo concorso come assistente amministrativo, categoria C. Poi sono passato a collaboratore, di categoria D e nel 2009 mi è stato consegnato un incarico di posizione organizzativa, che può essere considerato come il capo ufficio. Nel 2019 si è presentata la prima opportunità come dirigente e sono andato a fare il dirigente presso i Cavalieri di Malta. Nel 2021 sono ritornato a Tor Vergata, questa volta come dirigente.

D: Come mai il passaggio da Tor Vergata, ai Cavalieri di Malta?

R: Perché a Tor Vergata non uscivano i concorsi da dirigente e uscì un bando all'ordine di Malta. Tra l'altro, il direttore del personale che c'era in quel momento a Tor Vergata è diventato direttore generale dell'Ordine di Malta e ha portato alcuni dei collaboratori più stretti con sé.

D: Potrebbe raccontarci meglio quello che è il suo ruolo al giorno d'oggi?

R: sono direttore del personale, e mi occupo di tutto ciò che direttamente o indirettamente riguarda la gestione del personale. Va dalla parte del piano dei fabbisogni, il che significa che, insieme alla parte amministrativa e di gestione sanitaria, ci occupiamo di stabilire il piano dei fabbisogni, concordiamo con la regione Lazio quello che è il budget a disposizione per far coincidere il piano dei fabbisogni con la disponibilità finanziaria che la Regione mette a disposizione. Quindi la sostituzione del personale, la parte giuridica, tutto ciò che riguarda il reclutamento del personale e la fase successiva, dopo che il personale ha preso servizio, fino al pensionamento. C'è quindi tutta la parte dell'ufficio presenze, del trattamento economico, fino alla fine dell'attività del dipendente e la quiescenza.

D: Quali sono stati gli elementi che hanno contribuito al suo successo e al mantenimento di un impegno costante negli anni?

R: La cosa che mi viene riconosciuta e che ho riscontrato in questi giorni, anche da proposte per tornare a Tor Vergata è la capacità di far collaborare il personale. È la qualità che mi è stata riconosciuta ovunque sia andato: a Tor Vergata, ai Cavalieri di Malta ed anche qui all'IFO: l'importanza che do al gruppo. Al di là degli aspetti più tecnici, per me è molto importante che le risorse umane siano un blocco unico. Non mi piace quando si lavora a compartimenti stagni e sento discorsi come "questa pratica non la faccio perché non è di mia competenza". Cerco di creare un gruppo dal punto di vista operativo e cerco di farlo con una serie di iniziative che sono anche non lavorative. L'incontrarsi fuori, oppure è mia abitudine, dopo la chiusura degli stipendi, portare i cornetti e fare colazione tutti insieme. Per me il gruppo è fondamentale. Ad esempio, quando sono tornato a Tor Vergata da dirigente, ho trovato una situazione disastrata siccome mancava il capo del personale da oltre un anno. In quell'occasione mi è stato riconosciuto di aver creato un gruppo coeso e in poco tempo anche lo stesso è avvenuto qui. Questa è la cosa che mi ha sorpreso e che credo sia la mia qualità migliore. Ognuno può fare il direttore del personale in maniera diversa, ne ho conosciuti tantissimi: c'è che si fa dare del *lei* dai collaboratori, c'è chi - come me - si va dare del *tu*, c'è chi come me chiama il personale che lavora con lui *collaboratori*, chi - come me - li chiama *colleghi*. Questo è il metodo giusto, per me, perché è quello che mi ha portato fino ad oggi ad avere risultati. Non so dire se è quello giusto ma è il mio.

D: Quali sono le maggiori sfide che incontra nella motivazione del personale?

R: Se parliamo di personale in generale, chiaramente le sfide più importanti sono quelle che attengono alle relazioni sindacali. Il gioco delle parti si può instaurare anche con i sindacati, però poi sta di fatto che ognuno ha un ruolo distinto e cerca di portare a casa il proprio risultato. Per quanto riguarda i rapporti interni, una delle difficoltà maggiori è quella caratteriale. Devi essere abbastanza duttile da capire che ogni persona ha un carattere diverso e non si può utilizzare per tutti lo stesso metodo.

D: Quali criteri utilizza per riconoscere i membri della sua organizzazione che si distinguono? Come misura la meritocrazia e le performance all'interno dell'istituto?

R: Per quanto riguarda la scelta delle persone, dipende dalla situazione. Se ho necessità di persone specializzate in un settore, vado sull'aspetto tecnico. Ad esempio, se devo acquisire una persona che dovrà andare a ricoprire un ruolo importante sul reclutamento è chiaro che lì l'aspetto tecnico prevale. Dovrà essere una persona che già ha esperienza nell'aver fatto bandi di concorso, selezioni ecc. Invece, per gli impiegati amministrativi la cosa che a me piace molto, e che sto provando a fare qui, è di prendere persone completamente inesperte per quanto riguarda la parte del personale, e formarle pian piano. Quindi, di là di scelte e necessità specifiche, come copertura di ruoli come capi uffici, dove guardo molto l'aspetto tecnico, le esperienze lavorative ecc., in tutti gli altri casi cerco di vedere soprattutto il carattere della persona: se è disponibile, se ha voglia di crescere ecc. L'ho fatto a Tor Vergata, sto provando a farlo anche qui, anche perché spesso bisogna fare di necessità virtù.

La regione Lazio, al momento, dà poche possibilità di assumere personale amministrativo. Ha fissato un tetto del 7% di personale amministrativo rispetto al totale. Non sempre all'interno della struttura trovi personalità importanti, è quindi fondamentale la capacità di adattarsi. Se trovi una persona che magari ha fatto tutt'altro, ma ha tanta voglia di crescere, tanta voglia di fare sacrifici ecc. è una persona su cui lavorare. Quando si deve fare un'assunzione perché, per esempio abbiamo bisogno di un amministrativo e attingiamo ad una graduatoria di concorso, in quel caso non si sceglie assolutamente nulla: arriva una persona e quella è.

D: Avete modo di gestire anche la carriera dei medici? Quella è completamente diversa?

R: Certo, la gestiamo ed è completamente diversa. La carriera medici parte dall'assunzione, agli incarichi professionali, fino ad arrivare a quelli gestionali. Quindi la parte del primariato. I medici sono dirigenti di default, tutti. Il medico è sempre dirigente.

Però all'interno della dirigenza ci sono incarichi professionali di base, incarichi di media professionalità, di alta professionalità, fino ad arrivare a incarichi gestionali. Questi sono carichi operativi semplici o complessi, fino ad arrivare alla carica del primario.

D: Quali sono i differenti criteri utilizzabili per motivare il personale appartenente alle diverse carriere, quindi motivare i dirigenti, impiegati, operai ecc.?

R: La normativa a partire da Brunetta ha introdotto questo aspetto importantissimo della motivazione, collegandolo il più possibile alla performance, questo sia in ambito di personale di comparto che dirigenti sanitari, medici o amministrativi. Una delle leve più importanti è la performance e tutto ciò che riguarda la correlazione tra retribuzione e risultato. Per la dirigenza di primariato, c'è una condivisione degli obiettivi direttamente con la direzione. Per quanto riguarda la parte del comparto, è un aspetto in cui, soprattutto nel Lazio, siamo ancora più indietro. Il *premio di produttività* deve essere il collegamento tra l'impegno del dipendente e la retribuzione. Tante aziende danno ancora il *premio di produttività* a pioggia. A Tor Vergata avevamo delle schede individuali molto rigide: ognuno aveva dei compiti e a fine anno doveva rendicontare quello che aveva fatto. Qui ci sono sempre delle schede di valutazione, che però sono un po'meno specifiche e quindi spesso si dà il 100% del raggiungimento degli obiettivi. Una delle leve fondamentali è la retribuzione del risultato e la produttività per quanto riguarda il comparto. Questo è uno dei modi con cui si può incentivare il personale. Un altro modo è quello della crescita all'interno dei profili professionali: passando, ad esempio da una categoria C a una D. Però nel Lazio siamo ancora un po'indietro perché spesso ci si imbarca anche nel discorso delle relazioni sindacali che spesso rallentano questo percorso.

D: Quindi i sindacati spingono per una distribuzione dei bonus a pioggia?

R: Il sindacato cerca sempre di puntare su un discorso a pioggia, basato il meno possibile sulla meritocrazia, perché credono che un dirigente possa fare dei favoritismi. È la mentalità che deve cambiare. Il sindacato dovrebbe avere la sicurezza di avere dei dirigenti imparziali nelle scelte che fanno. Serve un cambio di mentalità e su questo purtroppo, e va detto, il privato insegna. Nel privato è così, se vali fai carriera hai riconoscimenti ecc. questo è un po' l'aspetto che nel pubblico impiego ancora manca. Dal punto di vista normativo ci hanno provato in più occasioni, poi chiaramente all'atto pratico non è facile, perché una materia come ad esempio quella della produttività, o della performance rientra nelle materie in cui è prevista la contrattazione sindacale.

D: La valutazione dei medici non è particolarmente complicata per lei?

R: La valutazione dei medici non la facciamo noi direttamente: noi ci occupiamo di fare la nomina del collegio tecnico, di cui fa parte anche il direttore sanitario. Noi poi prendiamo atto della valutazione. La dirigenza medica ha la valutazione o a fine incarico o ogni cinque anni, lì c'è un discorso collegato al collegio tecnico. Dove c'è una valutazione reale, ci sono ad esempio i bandi per i primariati.

D: Si propongono gli aspiranti primari oppure si candidano?

R: C'è un bando esterno aperto a tutti i medici d'Italia con determinate caratteristiche.

D: All'interno della tesi si è parlato dell'importanza di avere dei criteri oggettivi di valutazione, quali sono le metriche in base alle quali lei e i suoi collaboratori decidete di premiare le persone che si distinguono?

R: Almeno per quanto riguarda la parte che gestisco è soprattutto l'impegno, il collaborare con altri uffici, formarsi e soprattutto la disponibilità. Una delle cose che odio sono i litigi tra vari uffici sui compiti de fare, quando tra uffici si mandano mail per scaricare responsabilità e formalizzare che la pratica va gestita da qualcun altro. Quando vedo degli impiegati che si aiutano a vicenda, indipendentemente dal fatto che sia o meno di competenza, se posso, cerco di premiarli. Vorrei vedere colleghi che lavorino insieme e che si aiutino. Per me la disponibilità è una delle cose più importanti.

D: Si torna al concetto di gruppo, quindi

R: Si torna al concetto di gruppo, tutto torna lì. Per me tutto parte da lì. Purtroppo, il discorso del gruppo non è semplice. Ci sono quelle persone che conoscono un determinato gruppo di pratiche e procedure che assolutamente non condividono con nessuno, questa è una cosa che, come arrivo in un posto, cerco di eliminare. Per due ragioni. La prima è che quella persona può mancare in qualsiasi momento: per motivi positivi o negativi, potrebbe doversi assentare. Poi perché più le cose si condividono con gi altri e meglio è per tutti, anche per te stesso. Perché poi ci si lamenta delle telefonate di lavoro quando si è in ferie. Se si è l'unico a conoscere una procedura, questa è solo uno dei molteplici contro del guardare solo il proprio orticello. La cosa fondamentale è sentirsi parte di un gruppo, se invece si è individualisti, poi alla fine si potrà crescere lì per lì, perché magari si è l'unico a saper fare una cosa. Un responsabile di un ufficio così grande non può permettersi che ci siano situazioni di questo tipo. Quando viene qualcuno che chiede informazioni, non può esistere che rispondo che non posso fornirle perché il dipendente che se ne occupa non c'è. Ma in generale, nella PA non lo accetto. Quando vado negli uffici pubblici e mi viene risposto che il collega che si occupa di una pratica non c'è, per me è assurdo.

D: Lei più o meno quante persone gestisce?

R: A Tor Vergata, direttamente 34. Qui sono 17 direttamente, indirettamente 1300.

D: Quali sono gli strumenti concreti messi a disposizione all'interno della PA che ha a disposizione per premiare chi raggiunge gli obiettivi prefissati?

R: Le progressioni di carriera: risultato se parliamo della dirigenza o della produttività per quanto riguarda il comparto. Sulla dirigenza sono i contratti collettivi stessi che mettono dei paletti; quindi, è un po' più facile avvicinare il discorso della meritocrazia alla progressione di carriera e al risultato. Sul comparto, per la realtà che conosco io, siamo ancora un po' indietro.

D: Come crede che evolverà la sensibilità alla motivazione e incentivazione del personale nel tempo? Crede sia fondamentale fornire una maggiore dinamicità alla PA?

R: Non credo sia necessaria una maggiore dinamicità intesa come lo spostamento, anche settimanale da una PA all'altra. Secondo me l'aspetto fondamentale da affrontare è quello dell'appiattimento della PA. Il personale non è assolutamente incentivato, invogliato, non si sente partecipe delle scelte aziendali in generale. Finché questi aspetti non cambieranno, ci sarà una differenza abissale tra privato e pubblico.

D: Un altro fattore evidenziato nella tesi è che l'età media dei dipendenti della PA è di 50 anni. Secondo lei questo è un fattore su cui intervenire?

R: quando ho iniziato a lavorare a Tor Vergata, la caratteristica era il personale giovane, soprattutto il personale amministrativo. Il personale giovane è più facilitato ad utilizzare i nuovi applicativi che utilizziamo per la gestione del personale. Anche se non è un informatico e non ha grosse esperienze nell'ambito, ha una mentalità più aperta. Spesso ti trovi in aziende sanitarie che conosco bene, con un'età del personale elevata e ciò causa problemi. Io sono arrivato qui a dicembre e ho già visto andare in pensione tre persone, che non sono ancora riuscito a sostituire. Chiaramente quando si parla con persone a cui mancano 2-3 anni alla pensione, che sono stati sempre abituati a gestire pratiche in un certo modo, anche se gli si propongono gli strumenti innovativi, non è semplice motivarli all'apprendere. Ringiovanire la PA in generale è fondamentale. Conosco Asl in cui l'età media è altissima. Una grande differenza che ho trovato tra Tor Vergata e qui che all'IFO l'età media è molto alta.

D: A cosa crede che sia dovuto? Al blocco delle assunzioni?

R: Certo, il blocco delle assunzioni e dei contratti collettivi nazionali. Per un periodo di 6-7 anni i contratti collettivi nazionali sono stati fermi. C'è un cambiamento di priorità nel personale: l'importanza data al posto fisso sta diminuendo. Ho visto, in prima persona, vincitori di concorsi a tempo indeterminato dare le dimissioni per il privato.

D: Questo è un fattore che si è approfondito nella tesi, 2 vincitori di bandi pubblici su 10 rifiutano.

R: La cosa che prima non succedeva ed oggi accade è che spesso c'è del personale che pur avendo un contratto a tempo indeterminato o prende un'aspettativa o in alcuni casi si dimette, perché magari presso un privato ha delle prospettive di crescita che il pubblico non gli offre. Anche gli stipendi in alcuni casi sono molto più alti. Nel settore sanitario ci sono inoltre degli stipendi maggiori che nel pubblico. Un'altra cosa che ho notato è che nel privato, se una risorsa è valida, l'imprenditore o il direttore può aggiungere in busta paga un elemento incentivante. Nel pubblico questa cosa non si può fare a causa dei sindacati: qualsiasi documento è soggetto a delibera, quindi diventa pubblico per la trasparenza. Questo implica dei limiti da un punto di vista di incentivi.

D: C'è qualche iniziativa di motivazione del personale a cui ha lavorato e di cui le piacerebbe parlare?

R: Un'iniziativa è quella di dedicare il lunedì alle riunioni. Cerco sempre di coinvolgere il personale, anche chi si interessa meno. Cerco sempre di coinvolgere tutti. Ho avuto a che fare con altri capi del personale, che chiedevano un dato senza motivarlo, io invece quando chiedo qualcosa ne spiego anche il motivo, coinvolgendo tutti. Non sono mai stato un dirigente che dà imposizioni. Organizzo gli incontri perché ritengo fondamentale il confronto; potrei avere un'idea, ma se qualcuno mi fa venire dubbi a riguardo per me è fondamentale e riesamino l'idea alla luce delle obiezioni. Vado ad approfondire e spesso è capitato che pur convinto di una determinata cosa, sono tornato sui miei passi dopo un confronto con i colleghi.

D: Per concludere, cosa si sentirebbe di dire a chi sta iniziando ora il proprio percorso lavorativo? Consiglierebbe la PA come inizio di carriera?

R: Questa domanda è complicata, perché mio figlio sta iniziando l'università e anche lui mi ha chiesto questa cosa. Io nella PA credo assolutamente, quindi assolutamente sì. Consiglio però a tutti di iniziare con un'esperienza nel privato. Il motivo è che facendo questo tipo di lavoro, è veramente facile da comprendere quando un neoassunto ha fatto prima una gavetta nel privato, o se ha finito gli studi e automaticamente ha vinto il concorso. Solitamente la persona che ha iniziato con il privato, non è una regola fissa, ma è di solito la persona che dà più disponibilità e meno problemi. Al giorno d'oggi vedo che un amministrativo che vince un concorso inizia subito a mettere dei paletti. Inizierà a dire questo non mi compete, quanti giorni di ferie posso prendere ecc. Si nota proprio la differenza tra chi ha iniziato a lavorare nel privato e chi no. A mio figlio consiglierei di iniziare nel privato, farsi le ossa lì e poi passare al pubblico.

Chapter 6: Conclusion: Public Administration challenges in economic revival through education.

In this thesis, some of the major problems of the Italian economy have been identified and attempts have been made to suggest corrective measures.

The issue of wage stagnation was addressed: Italy is one of the few countries in the world where real wages have decreased from 1990 to today[93]. This has impacted several factors. The fact of having a limited reward for education has had a negative impact on educational outcomes. In Italy, the number of people between the ages of 25 and 64 with tertiary education slightly exceeds 20%, which is significantly lower than the OECD average of 40%[94]. This has contributed to an increase in the percentage of *low-skilled* individuals relative to *high-skilled* individuals, factors that have led the nation to rank thirty-second in the world in terms of PPP[95].

Among the consequences, there has been an increase in Brain Drain and a population decline, which have strained the sustainability of public spending and raise concerns about the future sustainability of pension spending.

It is the third-largest country in the world in terms of longevity of its inhabitants, partly due to large pension and medical expenditures, which lead it to rank second in the OECD area for Public Spending.

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[93] Data source: Where Real Wages Rose & Where They Stagnated, Statista

[94] Data source: OECD 2022 Data

[95] PPP: purchasing power parity

The fact that we have only one new birth for every 1.29 women makes us think that the people who will have to support the Welfare provided by the country will gradually decrease. Italy's workforce will shrink by 28 percent by 2050.[96]

There was a focus on the industrial apparatus, identifying the main obstacles to *doing business* in Italy. Issues such as the tax burden, which comes close to 43 percent of GDP, the bureaucracy, which is the second most inefficient in the eurozone, the difficulty of access to credit and the legal system were covered. A civil case, in Italy, lasts an average of 2,655 days, an alarming figure considering that in France it is 1,221 and in Sweden 377. [97]

These factors have resulted in Italy becoming the 58th-ranked country in the world for doing business according to *Ease of doing business index.*[98]

Only 5 Italian companies can be found within the *Fortune Global 500*[99], decidedly few considering that both French and German companies on the list are close to 30.

More than 99 percent of the companies in Italy are SMEs[100]. These contribute only 35.3 percent of value added[101]. Low productivity depends mainly on limited innovation, the longevity of small and medium-sized enterprises, weak financial structures and unmeritocratic management. Low productivity, indicative of a malfunction in resource allocation, in turn contributes to the leveling of wages downward.

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[96] Data source: "More Insight about the Italian population forecast from 2020 to 2050" - Statista.

[97] Consult the chapter 4 for more details and the sources

[98] Data source: Doing business archive, The World Bank

[99] Data source: Fortune 500

[100] SMEs: Small and medium-sized enterprises

[101] Data source: Imprese, Istat, 2020

The situation has been addressed by proposing a managerial strategy, focused on two main ideas:

- Use incentives and performance criteria to increase the efficiency of public administration.
- Starting from education to create incentives to attract global companies to open their offices in Italy.

The thesis delved into public administration, the country's largest employer, with over 3.2 million people[102] facing significant challenges. The streamlining of bureaucracy and the legal system are just a few examples. A managerial strategy was outlined, following multiple research efforts and interviews with key figures within the public administration. The focus was primarily on how incentives, performance measurements, and proper staff motivation can increase productivity.

It was found that the advanced age of the staff limits innovation and agility. The average age of employees exceeds 50 years, mainly due to a hiring freeze that lasted over 10 years[103]. This shortsighted strategy, aimed at achieving short-term savings, has caused serious long-term problems.

The public administration has become an increasingly unattractive place for young and qualified personnel due to a perception of a lack of talent recognition. The importance of heavily investing in training and skill development was highlighted to have more prepared and motivated human resources.

It will be necessary to value and reward people's efforts through incentive systems and performance measurement. The evolution of regulations over the years was studied, with a particular focus on the Brunetta reform. The state is committing to performance

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[102] Data source: Forum PA, Ministro per la Pubblica Amministrazione

[103] Data source: "Lavoro pubblico 2023" Forum PA

measurement, which is made very complex by the multiple moral hazard issues that could arise.

The right of members of administrations to be evaluated annually in an adequate, objective, and accurate manner was introduced: an excellent motivational tool for employees.

Public Administration turns out to be a stable, safe place and one in which it is possible to enjoy a good *work-life balance*. It is an environment full of talent and people who enter with the idea of working and making their own contribution to the nation's change.

However, management does not always can reward the most deserving or punish those who do not make an adequate effort. Recall that out of a staff of more than 3.2 million in 2021, more than 11 thousand disciplinary proceedings were conducted, resulting in only 335 dismissals.[104]

The absence of fear of losing one's job may seem like a positive factor. Not being part of a profit-driven company decreases the sense of insecurity and fear of being fired, despite a high level of commitment. The problem arises when management does not have the right tools to fire those who engage in opportunistic behavior. The relationship between public administration and management is one of *Tit for Tat*, in which the *Principal*, should be able to measure, reward and punish agents, ensuring proper engagement. A failure of this personnel reallocation system to work leads to injustice and loss of motivation of the most willing and motivated. The opportunistic behavior of some individuals has harmed the image of the entire public administration, which has been the victim of media wars, further affecting the reputation and attractiveness of the PA.

There was also talk about the importance of not just providing incentives but offering perspectives. Administrations should have a long-term strategic vision. Environments

[104] Data source: Ministro per la Pubblica Amministrazione

should be fostered where management feels part of the organization, with top management guided by long-term optics. Once clear goals are established, management must be able to convey the passion and importance of the work to all members of the organization at various levels.

Communication and teamwork will be the keywords for recovery. Knowledge sharing must be promoted within organizations that are often hierarchical and where bottom-up communication is not always encouraged. There should no longer be activities where the skills are in the hands of a single person who could be absent at any time, bringing an entire organization to a halt.

People should be enabled to work under the best conditions and by incorporating the suggestions that come from operational staff, while management should be able to stimulate their curiosity.

Every person within PA should have a personal development program at least five years out, and no one within the organization should feel lost. Career is one of the first motivational levers and one of the most effective incentives. The state has many people at its disposal and must be able to get them to work in the most effective and efficient way. The failure to reallocate resources has made some areas of the civil service social shock absorbers, so it will be necessary to evaluate and, if necessary, change the staffing plan and its job structure.

The fact that management is not given concrete capabilities to lay off staff is because, for many, it would be very complicated to reemployment. They often develop specific skills, which are underappreciated and resalable outside. The alternative to working in PA would be to remain unemployed. In an efficient labor market this should not be the case.

The solution should not be stopping layoffs and protecting jobs. The focus should be on worker protection and the pursuit of organizational efficiency. PA should be able to hire the staff it needs, being able to lay off those who do not make an adequate effort. In an efficient labor market, those who lose their jobs should be able to find new ones in which they will put more effort because they are moved by a concrete fear of losing them.

Communication universities and research institutes should be fostered for constant upgrading of skills and knowledge. These are a key factor in the strategy that will use Italian competitive wages as a competitive advantage to attract companies operating at the extremes of the value curve.

It was discussed how the choice of studies affects personal self-fulfillment and satisfaction, also affecting society. It is a choice that affects individuals' future incomes, and thus their contribution to public spending: financing infrastructure, security, health care, etc.

Hence arises the idea that the state should intervene to help people make more informed, appropriate choices that are also targeted to meet the demands from the labor market of the future.

It has been shown that lower wages and higher unemployment rates are expected from humanities degrees than STEM degrees. Humanities graduates often find themselves in roles that are not consistent with their studies, ending up in routine jobs. One year after graduating with a degree in art or psychology, they will expect a salary that hovers around 1,000 euros per month, with an unemployment rate that exceeds 25 percent. This is alarming, considering that medical or engineering degrees expect wages more than 50 percent higher and unemployment rates below 10 percent[105]. This correlation, however pronounced in Italy, holds true worldwide.

The fact that we are a country with a low index of people with tertiary education and where there is a large presence of routine workers, requiring *low-skilled* individuals, is a problem that should not be underestimated. These will be the jobs most affected by

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[105] Data source: Almalaurea, 2020 report

automation. Impressive are the estimates conducted by McKinsey that up to 800 million jobs could be replaced on a global scale[106].

Being aware of the problems of social pressure, brain drain, increases in wage polarization and social inequality that could arise from such a strategy, a model has been developed that tends to limit them.

It is based on the idea that domestic productivity could increase through the introduction of incentives for large global companies to open their headquarters in Italy. The focus will be primarily on functions at the edge of the value curve: they create more value added, and therefore pay higher wages.

The incentive on the education side is to provide companies with people with the skills most in demand in the labor market. This will encourage innovation and the creation of technology clusters.

This incentive has relevance, especially considering that labor will be available at a reduced cost at first. Italian wages appear to be very competitive, especially compared to countries such as France, Germany, and England. It was then explained, based on *Shapiro and Stiglitz's model*, how the increase in companies willing to open and hire staff will lead to an increase in labor supply and thus in real wages.

It was explained how the state should guide students through the choice of majors so that it is done in the most informed way possible. Decisions should be based on one's passions, but also on future economic expectations. *Hold-up* strategies have been developed and will be used to facilitate students' entry into STEM majors: it will happen by providing proper preparation. Information will play a key role in combating decisions made based on social beliefs, rather than objective data. Again, the importance of having universities constantly communicate with businesses was mentioned, with the aim of ensuring that

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[106] Data source: Jobs lost, jobs gained: What the future of work will mean for jobs, skills, and wages, Mckynsey & Company

students receive practical training and businesses are supplied with talent, with skills of interest to them. Finally, the introduction of closed numbering for faculties with the highest unemployment rates was suggested, to improve the prospects of those who take the study paths least in demand in the world of work.

The operation of this model will be possible in a country that works in parallel on bureaucratic and legal streamlining, capable of developing a level infrastructure and ensuring economic and political stability.

A business-friendly environment will must be created in which brain drain is discouraged. This will require fostering a proper reallocation of resources.

A flexible workforce that is not excessively change-averse and hostile to innovation will have to be prepared. These are factors that make it necessary to maintain social buffers, which block the proper allocation of resources, both economic and human. A lack of allocation holds back productivity, limiting innovation and progress.

Complex issues and challenges will have to be addressed. They will be painful processes, requiring sacrifices. The strategy of not addressing the problems is leading to Italy's economic collapse, which is following strategies that are unlikely to be sustainable in the long term. Resorting to social shock absorbers is a short-sighted view, which could be compared to a person who jumps from a twenty-story building and keeps repeating at each floor, *"So far so good, so far so good...."*

I believe that Italy still has a chance to recover, but to do so it needs to open its parachute before it is too late.

Chapter 7: Bibliography and Webography

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