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GOVERNMENT REFORM IN ITALY

**The case of the Italian Government reform
Models, approaches, and human resources
management tools**

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INDEX

FOREWORD	4
1 Government reform and public sector trends.....	7
1.1 Innovative public sector reform needs interpreting as a governance process.....	8
1.2 Public Sector Reform: different meanings.....	14
1.3 The categories of Government Reform.....	16
1.4 The crucial issue in public sector reform: Human Resources Management (HRM).	19
2 The case of Italian Government Reform.....	22
2.1 The "azienda" model.....	22
2.2 Government reform in Italy.....	23
2.3 Human resources management in the public sector as specific strategy for Government reform in Italy.....	35
2.4 The ongoing reform process.....	41
CONCLUSIONS	44
Tables	
Table 1: Measuring public employment	21
Table 2: Ministries: resources for training	39
Table 3: Ministries: training activities data	40
Figures	
Figure 1 Innovative public sector reforms as a governance process.....	13
Figure 2 Fundamental aspects for the success of reform	28
Figure 3 Separation of policy setting powers and management responsibilities for implementing the Public sector reform in Italy	30
Figure 4 The objectives of the Bassanini PUBLIC ADMINISTRATION REFORM IN ITALY	30
Figure 5 The Public Service Quality System.....	32
Figure 6 Public sector reform process in Italy until Bassanini	36
Figure 7 The Government's current organization chart	42
Figure 8 The Government's new organization chart.....	43

ANNEX

Annex 1:	The Project: an Attempt to Simplify Administrative Language	47
Annex 2:	Manual of Style (Manuale di Stile)	49
Annex 3:	Government workforce data.....	51
Annex 4:	Interpretative scheme for Indes courses	68

Bibliographic Search: “Public Administration Reform”

FOREWORD

The purpose of this paper is to examine how Italy is innovating and changing its public administration. It will focus on the reforms that are currently being implemented in Italy, with specific reference to the Government modernization model.

This issue is now the subject of intensive debate in different circles due to the following factors:

- The role of Government is now at the center of virtually every political debate; efficient government¹ at both central and local levels is required in all areas of activities.
- Public expenditure accounts for a major portion of economic activities in many countries (even post-industrialized ones); and as such, ways must be found to reduce public expenditure without compromising the quality of services delivered.
- Citizens are fully capable of making their own appraisals of the services provided to them; therefore, they want to know more about the production cycle and delivery of public services. This, in turn, calls for greater transparency.
- Public opinion regards civil servants as corrupt and inefficient. Greater accountability in the use of public money at both central and local government levels is a major new challenge for every government agency.

After examining the meanings, objectives and progress with administrative reform, this paper will describe a number of government innovations now being introduced. It will describe in particular the management tools that are being implemented for Human Resources Management in Italy.

We focus on the Government Reform ongoing in Italy observing in a gradual, but progressive, way:

- 1) The trends for Public Sector Reform. Usually under this umbrella there were different ideas depending on the country (industrialized or not), the approach (social scientist, economic, sociologic, managerial, ET), and the contingent situation (political, economic, social, cultural). We can consequently state that because of the globalization phenomena, some general trends are common in every country;
- 2) The role of Government (the State) in defining reform design as a central role;
- 3) The reform process as a governance process that involves: interrelations among public

¹ See World Development Debate Report 1997 (The State in a Changing World Bank) Review of the United Nations Program in Public Administration and Finance, Fourteenth Session Group of Experts

organizations, important issues, and patterns of trends for re-designing institutional structures and preparing the shift towards crucial reform issues, basic components of institutional frameworks, actors involved in the process, systems of rules and regulations.

- 4) The different types of public sector reforms implemented in western countries that have been at the center of the debate over the last few years.
- 5) The different categories that allow government reform: principles, institutional framework, programs, tasks.
- 6) The fact that when new Public Sector Reforms are adopted and implemented, they must become a part of the culture, behavior and routine of existing organizations; otherwise successful adoption and implementation cannot be achieved.
- 7) With regard to public sector reforms, crucial Human Resources Management issues arise in the managerial model: the relevance within economy, definition and performance.
- 8) The specific implication of the government modernization reform being implemented in Italy, is that each "autonomous" body within the public system can contribute to the general balance of the entire system. This approach to the "general equilibrium of the system" is balanced if it is managed by applying the "azienda" ² model.
- 9) How the Italian Government designed modernization reforms: the Italian reform process is basically characterized by the modification of the State model. The Bassanini Public Sector Reform tries to define a "functional" State or "service" State, in which the mission of government is to better serve its users by improving the quality of services provided, evaluating outcomes, saving resources for generating new services. The major focus lies in the strategy of concentrating on the "core activities," by pinpointing those functions or final services that are obsolete or are produced at lower costs, or more effectively and more economically by the private sector.
- 10) How the Italian Government is implementing civil service reforms as a crucial step for comprehensive reform: This includes: management approaches and tools that will have to be designed and implemented in order to apply the reforms, the way in which the Italian Government is designing reforms, can serve as a modernization model for human resources management at the State level. Indeed, what is no longer being debated is that better knowledge of civil service reform (institutional, regulatory, managerial, ET) can help to:
 - Reduce public expenditure
 - Develop managerial culture among civil servants

² Azienda is a key concept of a particular branch of the institutional economic theory that has been developed in Italy and on continental Europe since the beginning of this century and has no equivalent in the management conceptual framework developed by English speaking countries, see paragraph 2.1.

- Create synergies between governments and citizens: how public services can meet the needs of citizens considered from the perspective of customers and clients.
- We chose a specific approach that we hope will permit us to create a interdependent relationship among:
- Theoretic models of public sector reform (What is a public sector reform? What kind of reforms are taking place? What are the prior conditions for implementation of public sector reform? ET), deductive approach;
- State of the art analysis describing the reform, data gathering, analysis, results, ET inductive approach;
- Beliefs (interdependent relationship between theories and how we can interpret the process) inductive-deductive approach.

In this paper there is specific “fil rouge” that pervades the different paragraphs. The major theme of the paper is that no public sector reform can be successfully designed, negotiated and/or implemented without a specific approach to the interpretation of the reform. Annex 4 shows the framework for an interpretative scheme of the specific approach proposed.

This paper was written during my stay as a visiting Professor at INDES, at the Inter-American Development Bank between February and August 1999.

1. Government reform and the public sector trends

The role of Government (the State) in the economy is now recognized worldwide³, particularly in post-industrialized countries⁴, but also in traditional market economies⁵ because of the imperatives for governments to increase existing activities, modify them to respond to new needs, or develop new activities to improve Public Administration. Therefore, the new challenge lies in reorienting government models and rules worldwide.

A certain number of principles are beyond dispute:

- 1) The importance of improving the capacity of public administration. Public employees and government officials must improve their technical and managerial skills and knowledge.
- 2) Good management that fosters effective and efficient public administration with individual rights and opportunities is an essential element of sustainable development and good economic performance at all levels. Public choices have to stress the necessary equilibrium between the need to control public spending and increasing demands for public services, and must serve as an ethical code and basis for sustainable development.
- 3) Local leadership must be capable of using public resources in public institutions at all levels in a manner that is conducive to the equitable, accountable, transparent, effective and efficient governance of every public entity. The way politicians use public resources in public institutions is crucial to the success of reform and to ensuring commitment to the mission and vision of individual public entities, while integration among politicians and civil servants (public employees or government officials) is highly important with a view to the best use of public resources.
- 4) There are interdependencies, which public administration at the central or local level has to combine. A process of innovation or modernization can be useful only if there is a general framework applicable on every government level. We will see that in the case of the public workforce it is important to design a general set of a few homogeneous principles that are valid for every level of government, for every kind of public workforce (full-time, part-time, under contract and by age and gender), for every occupational group (executive, scientific and professional, administrative, technical, operational).

³ Quoting the UN report " Relationship between public administration and the implementation of commitments made at major United Nations conferences" 4-8 May, 1998, we can see that most of the recommendations adopted are directed to Governments.

⁴ See UN Documents

⁵ Governments have to reorient plans, projects and activities to new areas where private action or market mechanisms are not sufficient to achieve progress

- 5) No sectorial government activity ever takes place in isolation (the private sector reform for civil servants cannot be successfully implemented without a complex, integrated and homogeneous reform system). Increasing needs call for coordination and integration. Weber's model, based on internal fixed rules may not be appropriate, so we need reforms with the capacity to reorient public administration as a whole. We will see that management reorientation in Italy can work only as a part of a comprehensive reform. The best and most innovative reform cannot be successful without the adoption of an integrated process that furthers a common vision of the modernization of the whole public system. A project design structure is also needed.
- 6) Decentralizing of authority and resources is needed, as well as the devolving of functions and responsibilities to the most efficient levels in addressing user needs (citizens, clients, firms, pressure groups, public services network). It is clear that a powerful decentralization process is taking place in most countries, which involves all the different government levels.
- 7) There is a trend towards participation in public administration affairs, which is a way for citizens, customers, firms, and public services networks to participate in the formulation and implementation of public policies. Governments develop reform based on decentralization for the benefit of local communities that can develop their own programs, resources, activities, and services. Every new deal in public administration underlines a strategic point for delivering or producing a given service.

Public sector reforms have always been on the government's agenda (promoted for economic, social, political goals) but now we are at a critical point because of the necessity to develop a public sector environment capable of consistently encouraging reform processes.

All these principles can be applied to devise public sector reforms through the integration of different institutional actors.

Again, these principles can be generalized as part of a process of globalization: Italy's alignment with the Maastricht Treaty required all civil society (and the Legislator) to reorient public sector reform processes to coincide with supranational principles, which in some ways can be too generic, but are capable of connecting the Country to more homogeneous international parameters.

1.1 Innovative public sector reform needs interpreting as a governance process.

European government systems have changed under the impact of European integration. Not only are Member States required to accept and incorporate EU legislation into their national legislation, but "governance activities" are also modifying from state-centric relations to increasingly more transnational relations. If state-centric institutional actors are to be found only at the central level and only in particular positions with the power to design reforms, now, with public governance processes, there are many actors that can influence and/or participate in policy making at every government level (local, regional, national, supranational). Central governments have to share the international arena with subnational governments, public and private interest groups, multinationals, and non-profit networks. Before moving on to analyzing reform models and characteristics, a crucial question

arises: is there an ideal model of public governance that can be adopted as a general approach to implementing the reforms?

There is an ongoing debate on the issue of whether public systems are doing better in terms of democracy, economic and functional performance. The analysis of public sector reforms can be a key factor in understanding the level of modernization achieved by a country-system and the relevant innovation process.

Reform has been focussed on different levels in different countries: at the technical level, at the operational level, at the level of collective choice, joint decision making and public policy. Reforms have taken place within the stable constitutional framework of civic societies characterized by plurality, freedom, civil rights, protection of minorities, openness, the rule of law and government systems characterized by responsiveness, democratic-political, i.e. parliamentary control, concern for administrative loyalty, integrity, reliability, legal conduct and separation of powers.

A homogeneous principle can be detected in different countries: under the impact of democratic rule, governments and public sectors operate as open systems of checks and balances; consequently, as 'multiple bureaucracies'. Moreover, bureaucratic apparatuses are constantly professionalizing and modernizing their procedures, operational modes, activities, functions and the way they have traditionally managed the systems assigned to their responsibility, as well as the policies run by them.

Participatory public administration is related to the concept of a continuous process that is the sum of:

1. important issues and patterns of trends for re-designing institutional structures and preparing the shift towards decentralization
2. basic components of institutional frameworks
3. actors involved in the process
4. contribution
5. systems of rules and regulations
6. interrelations among public organizations and decentralization

1. Trend for re-designing institutional structures and preparing the shift towards decentralization

As a consequence of recurrent illicit situations, of the progressive de-legitimization of public intervention in the economy, and of the incapacity to guarantee adequate levels of public services, it is now widely acknowledged that the traditional institutional framework of public administration is no longer adequate in meeting obligations. For this reason, it is important to think of the reform of the public sector as a process of governance that can resolve some structural problems of public entities:

- The incapacity of public administration to meet the demands of the various categories (internal and external) of actors involved in the public sector arena
- Feeble correlation between the contributions offered by these actors and the rewards guaranteed to them

- The typical behavior of the various actors that, instead of taking risks in the first person and with regard to organizational objectives, are much more oriented towards seeking a niche where they can remain protected and enjoy the privileges acquired.
- Homogeneity (the same model is commonly applied to organizations which differ greatly in their functions and objectives) and permanence (the model is constantly replicated unaltered over time) of the institutional framework
- A wide gap between institutional frameworks and reality

2. Basic components of institutional frameworks

The institutional framework of public organizations can be defined as the result of the combination of the following components:

- Political choice: ideology and leadership
- Interested parties (actors)
- The contributions required of them and rewards guaranteed to them
- The basic system of rules concerning actors, contributions and rewards. These rules can either be part of a written agreement derived from existing laws and regulations, or they may be tacitly and implicitly agreed upon
- The general system of relationships among various organizations within the public sector
- Internal dynamics: reform logic
- Institutional opportunities and constraints: types of administrative systems
- Historical context: historical legacies and State traditions

3. Actors involved in the process

The controversial problem of defining the institutional framework of the public sector, public bodies and public administration is mainly addressed in terms of clearly defining powers and responsibilities pertaining to political bodies, on the one hand, and the autonomy enjoyed by managers in strictly management matters, on the other hand.

At this point, the long-term equilibrium of public bodies is bound to rely increasingly on their capacity to produce outcomes that satisfy the different categories of interested parties.

In this broader sense, the group of interested parties expands to include both internal actors within organizations and external actors.

A. Internal actors include the following:

- Administrators (political representatives);
- Managers;
- Employees.

B. External actors include the following:

- Users of public services;
- The community;
- Other potential competing or cooperating public organizations;
- Suppliers;
- Contributors of financial resources.

It should be noted that, although one single actor may be included in different categories, these actors represent all the many and different interests involved. Moreover, the weight and number of external actors should be duly emphasized.

4. Contribution

Over the last few years, a public sector model based on only a few ruling actors has developed, as a consequence of the relative stability in which public bodies operated and the protection they enjoyed, because they were not subject to competitive pressures and did not have to take any "entrepreneurial" risks. In this situation, the roles of politicians and public managers as negotiators of the allocation of resources and as warrantors for the correct use of these resources, were of the utmost importance.

The evolution currently taking place in the public system has made politicians and public managers more responsible for their decisions. The most significant consequence is that the number of interested parties has grown and now includes many of the categories previously mentioned. Moreover, the roles of administrators and managers have been redefined.

Technical-judicial competence and financial resources alone are no longer enough to carry out services effectively and efficiently. A trend towards giving greater importance to other coherent aspects is evolving.

Greater attention is being paid to specific issues, such as:

- The ability to strategically innovate both the public system and the delivery of services
- Renewing relationships with other private and public organizations
- Redefining the "interwovenness" of government and society
- Analyzing the interdependency among various tiers of government and the various relations and networks with nonprofit organizations
- New trade relations with both suppliers and users of public services
- Greater commitment by employees to the tasks of the organizations they work for
- New competencies in managing complex organizations

5. Systems of rules and regulations

The institutional framework of public bodies is based on a singular system of rules and regulations that relate actors and contributions. There are three basic kinds of rules:

- Legislative rules: imposed by law and concerning the public sector in general or specific public bodies
- Written rules and regulations: designed and applied by individual public organizations
- Implicit: unwritten rules existing due to the historical behavior of individual public organizations or employees, and concerning certain specific issues of public activities and procedures.

The institutional framework of public bodies is not easy to regulate in a univocal manner. The aspects to be regulated through new mechanisms range from the definition of the most adequate legal status to be assigned to a public organization in coherence with the activities it carries out, to the definition of varying employment agreements, from the composition, competencies and operating procedures of institutional boards responsible for management, to the identification of ways of involving the various actors in the decision making process, from the definition of rewarding policies concerning the various actors, to new rules aimed at improving work conditions, etc.

6. Interrelations among public organizations and decentralization

Emphasis on the need to remodel the institutional framework of public administration, consistent with the specific needs of each individual public institution, should not be mistaken for a hypothesis of total independence of these organizations from the general system. Consequently, it is necessary to redefine both the functions and the limits of many public organizations, in order to avoid situations in which the same function is performed by many organizations at the same time, thus producing a waste of resources. Moreover, the whole system of relationships must consequently be reviewed, in order to overcome the current procedures based on bureaucratic co-ordination and contra-mechanisms.

There are various organizational pre-requisites that are necessary for implementing a reform. A reform process can be defined as a sphere of intertwining, complex activities that involve different institutional and social actors supporting different values (that at a particular time the State may want to represent), different aims, objectives, visions, and so on.

In order to conceive, devise and implement a reform, this complex set of activities must be observed as a process of public governance, which is far more complicated than the set of activities involved in designing a simple law.

This complexity of actors, activities, organizations and rules cannot be resolved without thinking of public actions, choices and arenas as a public governance process, where the most important issue is to monitor all the different variables involved in the process (see Figure 1). Moreover, it should be emphasized that no reform can be defined, designed or implemented without the interaction of political leaders, civil servants, citizens, pressure groups, stakeholders, and so on. The reform process as a successful governance process, is the consequence of the interaction between different variables, pressures, actions and institutional actors.

**FIGURE 1: INNOVATIVE PUBLIC SECTOR REFORMS
AS GOVERNANCE PROCESSES**

PRESSURES	PRINCIPLES FOR THE MODERNIZATION OF PUBLIC ADMINISTRATION	INSTITUTIONAL ACTORS INVOLVED
FISCAL OBJECTIVES	CIVIL SERVANTS MANAGERIAL CULTURE	POLITICIANS AT NATIONAL (CENTRAL, REGIONAL, LOCAL) AND SUPRANATIONAL LEVELS
BUDGETARY AND ECONOMIC REFORMS	REDEFINITION OF PUBLIC BODIES CORE BUSINESS	PUBLIC MANAGERS ADMINISTRATORS TECHNICAL AND OPERATIVE STAFF
EUROPEAN INTEGRATION	REFORM MODEL AND SYSTEMS	POLITICIANS AT NATIONAL (CENTRAL, REGIONAL, LOCAL) AND SUPRANATIONAL LEVELS PUBLIC MANAGERS STAKEHOLDERS
CITIZENS' EVALUATION	REDESIGNING POLICY PROGRAMMES	CITIZENS' PRESSURE GROUPS
PRIVATE SECTOR COMPETITION	REORIENT BUSINESS-GOVERNMENT RELATIONS	FIRMS

1.2 Public Sector Reform: different meanings

After examining the importance of reform processes and their complexity/implications, it should be noted that there are heterogeneous reform approaches and typologies.

In particular, we can take a look at different types of public sector reforms implemented in Western countries, which have been at the center of the debate over the last few years:

1. Welfare State Reform⁶

The pivotal point in this kind of reform is the redefinition of policy programs:

- to redefine welfare schemes
- to reduce the volume and/or nature of government involvement
- to introduce policy savings programs
- to reduce policy entitlements

2. Management Reform

The key characteristics of public sector management reform are:

- business-oriented approach to government
- quality and performance oriented approach to public management
- emphasis on improved public service delivery and functional responsiveness
- institutional separation of public demand, public provision and public service production functions
- linkage of demand and supply units by internal contract management, by turning them into government agencies ("agencyfication") or by contracting-out policies
- downsizing of government institutions in favor of commercial market enterprises (by virtue of deregulation, privatization and "marketization")
- In fact, management reforms are focussed on the modernization of public administration whereby the government does less but does it better⁷.

1. Federalism

The most important issue of this kind of reform is the connection between administrative and constitutional reform. Privatization, de-bureaucratization and decentralization are also striking reform processes, but these movements are not reported by an explicit and specific approach.

⁶ For a broader detailed framework on different meanings reform see T. Toonen, J Raadshelders, Public Sector Reform in Western Europe, Paper for Conference on Comparative civil service Systems, Indiana University, Bloomington (IN), 1997

⁷ See the 'Agencyfication' model comparable to the British Next Steps program.

Here the main issue is the definition or redefinition of a constitutional framework, accompanied by a wide-ranging redistribution of public functions among different levels of government.

Obviously, this reform takes time to implement, as it needs longer decision-making processes and stronger political cohesion and social consensus than any other reform. Moreover, federalism reform is so strong an effort for a country that it should be launched only on the basis of a very necessary and decisive idea of State renewal.

2. Regime Reform

In this kind of reform process, administrative bodies were modernized using notions such as service responsiveness, 'single service windows' and citizen orientation. More traditional concerns also had to be addressed, like problems of administrative integrity and corruption and the politicization of administration - something of seemingly lesser relevance elsewhere or addressed under a different heading.

3. Sectorial Reform

This type of reform becomes necessary whenever the key idea is to redefine only a part of all the administrative bodies, functions or processes.

It may also be called a gradualist reform (i.e. the reform of the public workforce). Most states have been more gradualist in their efforts⁸. Most countries have implemented this kind of reform for the public strategy of step-by-step changes, responsibility, improvement.

4. Comprehensive Reform

This kind of reform, typically institutional, managerial and cultural, involves different actors, functions and entities at different levels of public administration.

It is characterized by a high degree of visibility, radicalism and value, shared by all the institutional actors involved in the process of designing and implementing the reform. However, this kind of reform requires a high degree of consensus due to its ample range of action.

Moreover, it requires long implementation times and a pervasive public marketing strategy for information and communication activities.

Bearing in mind this short overview of reform models, we can affirm that - at this point in the evolution of public bodies - there has been a gradual shift from the conservative institutional characteristics of Western European countries, concentrating on political and legal-constitutional issues over administrative features, towards management issues. As we try to define public

⁸ Although the idea of Reinventing Government' in the US is classified as a 'Blueprint Operation'.

administration reforms as a public sector change, we can consider all the various reforms as a public sector 'modernization'. This change can include a wide range of approaches:

- revolutionary transition of traditional institutions
- reshaping of the State
- transitions at a macro level
- reorganization of government systems at a micro-level
- adaptation processes to supranational changes
- modernization of organizational structures and functions
- innovation in the delivery of public services
- renewal of the culture of public institutions
- reinvention of the mission of public bodies.

We have thus answered our original question by explaining that a public sector reform is a complex process of public governance that implies different variables at different levels with different approaches.

1.3 The categories of Government Reform

There are different categories that allow government reform to be interpreted:

1. principles,
2. institutional framework
3. programs
4. tasks

1. Principles

There are different reasons for reforming. The effectiveness, efficiency, productivity and budgetary control of public expenditure are basic values for public sector reform in Western countries.

Integration, transparency, political control, citizen participation⁹, reliability, system maintenance, adaptive capacity, stability or constitution, ¹⁰ fairness, equity, rectitude, correct policy making and collective choice are all values that require no further discussion.

⁹ Efficiency, equality and savings productivity serve different aims and can depend on policy choices (Lane, Jan Erik , 1995, Ends and means of public sector reform. In Joachim Jens Hesse, Theo A.J Toonen The European Yearbook of Comparative government and public administration, 1995, Baden Baden Boulder).

¹⁰ Identified by Hood

Finally, the most innovative principles seem to be concern for improved citizen participation and improved accessibility of government for its citizens (democratization and increasing citizen participation in policy making)¹¹.

2. Institutional framework

Institutional frameworks affect public sector reform in various ways. They determine which institutional actors or bodies take part in the reform processes and which may be by-passed, they also affect interdependency relationships among actors and the consequent strategies and modes of reform open to those actors, and they determine the quality of the framework within which actors have to resolve their mutual differences and conflicts or engage in joint actions.

An important institutional feature at the European level deals with the way *state-society relationships* have been institutionalized.

Another institutional characteristic has to do with the way in which local governments conduct and implement state policies¹². This is usually because central governments are better able to successfully carry out institutional reforms of the public sector.

3. Programs

Public sector reform can be effective only if it entails a vision and a strategy with concrete implementation measures, including decentralization and privatization, deregulation and de-bureaucratization, and New Public Management. Decentralization and privatization are important programs that identify many of the reform policies adopted in many Western European countries and that redefine the role and position of the State¹³.

Privatization defines regulatory functions as separated from service delivery functions. This partly implies the redefinition of a government that provides more services with less resources, and that seeks to simplify administrative routines and procedures, as well as to reduce transaction costs in order to improve relations with both citizens and businesses and to make the entire system of public law more transparent.

Deregulation is a response to changing terms of competition, where:

¹¹ Several countries have developed service-standards as the core of their reforms. Among these: the Public Services User's Charter (Belgium), the Public Service Charter (France), the Public Service Quality Charter (Portugal), and the Citizen's Charter (UK); see also the second part of this paper.

¹² Northern European countries have a tradition of local self-government, while southern European countries have a history of centralised government.

¹³ the British *Next Steps*, with agencyfication as an instrument, the French *XIème plan* that wants to change France from a traditional to a strategic State.

- public and private suppliers already co-exist;
- new terms of competition require different rules.

The focus of reform has increasingly been centered on the development and implementation of Market-type Mechanisms:

- contracting-out
- agencyfication

Decentralization involves specific tasks:

- reduction of central power, functional dimension
- reinforcement of local government, territorial dimension

New public management has specific characteristics:

- reduction of government involvement
- improvement of public sector performance.
- improvement of efficiency and effective management control within a given context of political and institutional constraints.

4. Tasks

Western European countries devoted special attention to the following tasks of reform: service delivery and the size of governments in terms of personnel, finance and organizational proliferation. Under the regime of the welfare state, in many countries, public service *production* concerns began to dominate public service concerns. Dealing with the monopoly situation of many service delivery organizations, whether they were local governments or non-profit organizations, has been a prime motive for reform, not only from the viewpoint of efficiency but also from a political power and control concern. These concerns have been given less voice in the debate, nonetheless the old idea behind separating 'demand' for, 'provision' and 'production' of public services in different organization should be reiterated.

A critical point for the implementation of government reform

Public sector reforms are the result of political-administrative relations and must clarify the weight of principles, institutional frameworks, programs and tasks for the innovation of public bodies. Political and bureaucratic (or managerial) leadership, as we have tried to show and as will be clearer further on in the analysis of the Italian Government Reform Case,¹⁴ is often both the object and subject of reform. It is clear that the needs of users, citizens, private and non-profit

¹⁴ See the second part of this paper.

organizations, pressure groups, stakeholders and supranational organizations (such as the European Union) can jeopardize new roles. In fact, in the arena of public governance, characterized by fragmentation, horizontal organization, and individual initiative,¹⁵ it is necessary to clarify a different meaning and category of Government Reform.

Does this different arena in which public entities have to "compete" at international and supranational levels require different actors? Do we need different civil servants and government officials?

1.4 The crucial issue in public sector reform: Human Resources Management

When new public sector reforms are adopted and implemented, they must become culture, behavior and routine in standing organizations. With regard to public sector reforms, entire series of crucial issues about Human Resources Management arise, such as: its relevance within economy, definition and performance.

Many Western European countries have programs focusing on government in terms of personnel size and have introduced new frameworks to resolve this crucial issue of government modernization. It is clear that reforms must concentrate efforts on improving competencies of sector specialists, administrative, planning and budgeting experts, public policy analysts, marketing managers, etc.

These categories identify public administration models and disciplinary orientation predominant within the system - law, specialized professionalism, administrative generalist, and management.

Regardless of the public administration models and processes adopted, the training and education of civil servants is an important issue in any reform process. It is possible that Human Resources Management measures have to take into consideration different national traditions.

Page (1996) observes the following five patterns of civil service systems in Western Europe:

1. Southern European pattern: bureaucracy has low status, widespread patronage, legalistic culture, mostly extensive national intervention in local government (Italy, Spain, Portugal, Greece, and to some degree, Belgium);
2. Scandinavian pattern: professional, non-politicized civil service, bureaucracy has high status, much less national interference in subnational government, segmented civil service (Denmark, Norway, Sweden, and to some degree, Finland and the Netherlands);

¹⁵ See 1.1 Innovative public sector reform needs interpreting as a governance process.

3. Germanic pattern: high status for civil servants, civil servants include lawyers, segmented civil service, higher levels of civil service are politicized, limited federal control in subnational government (Austria, Germany, Switzerland);
4. British and Irish pattern: least politicized senior civil service, high status, not segmented but rather government-wide civil service;
5. French pattern: high status for civil servants, senior level is politicized, segmented according to the Grand Corps.

On the basis of the different approaches or particular models adopted by the various EU countries, we can state that there is a strong connection between reform models and human resources management, as we will see in the case of Italian government reform, and it is incorrect to assume or suggest one single model of HRM. The debate could focus on HRM-principles and the approach to developing new projects, ideas, programs that fit more pluralistic political culture and differentiated bureaucratic settings. The role of public employees has a common denominator: the impact on quantity and quality of the final services produced or provided by Government.

The dynamics and composition of public sector human resources have a specific connection with the qualitative and quantitative dynamics of public programs and policies, as a crucial part of the public governance process. Generally speaking, public sector HRs increased over this century in all industrialized countries,¹⁶ until the early the nineties¹⁷. Moreover, despite all the differences in the development of public employment among European countries, public sector employment increased more than private sector employment until the 1980's. Thereafter, a new Public Management approach to public administration human resources began to emerge and many countries slowly abandoned the Welfare State model for privatization policies. The policies were aimed at stabilizing or reducing, whenever possible, public sector employment citing some dismissal objectives related to a new approach to Public Administration. Such programs are usually induced by governmental economic and financial difficulties. It is possible to state that it is part of a "moral contract" among Governments, citizens, civil servants, stakeholders, private sector (all the institutional actors involved in the Governance process) to reorient public action policies in a more incisive manner. The comparison among different OECD countries, Table 1, shows the non-homogeneous trend. Although significant in terms of HR allocated to the Public Sector, the managerial reform can help to redefine public expenditure (at the moment largely allocated for public employee's payments).

¹⁶ See the growth in public expenditure in comparison with the steady growth of the GDP.

¹⁷ The number of public employees in Italy, has been estimated to have increased from 11.4% to 24.4% of the global labour force in the country between 1951 and 1981

TABLE 1 MEASURING PUBLIC EMPLOYMENT¹⁸

COUNTRIES	YEAR	EMPLOYMENT IN THE LIMITED PUBLIC SECTOR AS A % OF TOTAL EMPLOYMENT	EMPLOYMENT IN THE EXTENDED PUBLIC SECTOR AS A % OF TOTAL EMPLOYMENT
Australia	1995	14.6	18.5
Austria	1994	15.8	22.5
Belgium	1996	20.0	23.9
Canada	1994	17.4	19.9
Denmark	1994	35.4	39.3
Finland	1994	25.1	27.2
France	1993	20.2	27.0
Germany	1995	14.1	15.4
Greece	1994	9.6	12.9
Iceland	1993	21.1	-
Ireland	1995	16.8	21.1
Italy	1994	18.2	23.2
Japan	1995	6.5	7.0
Mexico	1993	15.9	26.1
Netherlands	1995	11.8	13.9
New Zealand	1996	11.8	14.2
Norway	1993	30.6	-
Portugal	1993	14.8	17.5
Spain	1995	15.1	18.0
Sweden	1995	31.7	38.1
Turkey	1994	9.4	12.1
United Kingdom	1995	11.9	16.9
United States	1994	14.2	14.9

Limited public sector is for central or federal Government, regional Government (or states), local Governments and municipalities. Extended public sector is for: limited public sector and public enterprises.

¹⁸ Source , Measuring public employment in OECD countries: sources, methods and results, OECD 1998, Paris

2. The case of Italian Government reform

2.1 The "azienda" model

The major implication of the government modernization reform being implemented in Italy is that each "autonomous" body within the public system can contribute to the general equilibrium of the whole system.

This approach to the "general equilibrium of the system" is fully balanced, if it is managed by applying the "azienda" model.

Azienda is a key concept of a particular branch of the institutional economic theory that has been developed in Italy and in continental Europe since the beginning of this century, and has no equivalent in the management conceptual framework developed by English-speaking countries.

Azienda¹⁹ includes:

- All operations have economic relevance
- All operations that are institutional to economic or metaeconomic "institutional" goals or aims
- Management by applying the concepts of economic rationality, which is not related to absolute criteria but is interdependent with typical, psychological, social, emotional and religious criteria.

Although the concept of azienda and the azienda administration model is often meant as a business-like model or enterprise model, this interpretation is incorrect.

This concept is the focal principle of the Italian doctrine of "Economia Aziendale" which is the discipline that studies all kinds of institutes: family, firms, and in our specific case, Public Administration Bodies.

In the Italian doctrine, the economic agent of an institute "is the group of people in the interest of whom the institute was created and is managed"²⁰. The members of the economic agent are the

¹⁹ See Borgonovi and Pintus, Rethinking the National Health System: the level of de-centralisation after the 1992 reform law and in comparison with the current complex reform system underway in Italy, IIAS Beijing 1996

²⁰ See Masini, Lavoro e Risparmio, Utet, Torino, 1988

people who hold the economic institutional interest, and end up at the economic disposal of that institute" which we can more specifically call the internal economic interest. The azienda is a social and economic unit with an autonomous existence that is unitary, evolutionary, enduring and innovative. As a matter of fact, this is an over-simplification because the concept of business is related to profit-maximization criteria (which is not the case of public administration), and because the enterprise concept is related to the "market value" of goods and services bought and sold "on the market" on the basis of the interest conflict mechanism and of "economic convenience criteria" (which is not the case of the public administration sector that can levy compulsory taxes and deliver services for free, or at a price below cost "based on social criteria").

In conclusion, managing public administration bodies as "azienda" means applying economic rationality principles and criteria, managerial methods and systems, which nonetheless outlines an institutional arena with a distribution of decision-making powers that is substantially different from the "market" arena.

2.2 Government reform in Italy

Government reforms are usually greatly influenced by the history of the country.

Most Western countries only saw the formation of the unitary State in the second half of the Nineteenth Century. Unification took place in a very differentiated and fragmented social and cultural environment.

For Italy, in particular, the development of social and political homogeneity and the growth of the governance process have been hindered by some of the events of the last century,²¹:

- disputes between ideologies and models of society, in particular liberalism, socialism and the social doctrine of the Catholic Church, which have never seen the prevalence of one over the other;
- the participation in two world wars;
- on top of twenty years of fascism that was an attempt to impose a centralized Government on the politico-institutional levels, which was never culturally accepted by the Italian culture, nor the social and political environment;
- the deep rift that was created within society at the end of the Second World War following the radical choices that had to be made between a monarchy and a republic, between alignment with the Western -Atlantic treaty or the Communist block.

²¹ See P Rondo Broveto, 1996, Government reform in European countries, Milano, EGEA

The reform stems from different and heterogeneous requirements:

- Economic crisis in Italy (the late 80s and the 90s are a period of rethinking the allocation of scarce resources and budget deficits);
- Institutional crisis (the state model: the Regulatory State versus Welfare State was at the center of the institutional debate);
- Political visibility (the value of political choices was out of control due to the way in which decision-making processes were carried out and because of the many corruption scandals involving politicians and civil servants).

All these elements as well as the opening of the single EU market have led to the hypothesis of modernization and, consequently, of the alignment of Italy with European standards.

The current reform process of Italian public administration ²² is outlined in the so-called Bassanini Reform (named after the Minister of the Civil Service at that time and now the Prime Minister's Undersecretary).

- In reality, this is the result of a slow but continuous and progressive change that began with:
- Administrative decentralization (1972-1977) and Administrative reform (1968-1970).

After these first steps other changes were introduced with:

- Laws 142/1990 and 181/1993 that introduced the direct election of politicians at local government level (stability, legitimization and modern organization at all levels of government)
- Law 241 of 1990 (transparency and accountability for administrative procedures)
- Decree 29 of 1993 (civil service status reform, separation of policy making and administration)

Finally, the third step in this ongoing reform process began with Law 59 of March 15, 1997 and Law 127 of May 15, 1997, and with all subsequent law decrees introduced to implement the reform.

The reform process is basically characterized by the modification of the State model.

The Bassanini government reform tries to define a "functional" State or "service" State, in which the mission of government is to better serve its users by improving the quality of services provided, evaluating outcomes, saving resources for generating new services, etc. But the real

²² We can define Public Administration as a system of "aziende" with specific autonomy.

focus lies in the strategy of concentrating on the "core activities" by pinpointing those functions or final services that are obsolete or are produced at lower costs or more effectively and more economically by the private sector.

First, we can define this reform as a decentralizing reform, where particular attention is paid to the functional organizational changes in the State, while respecting national sovereignty. The reform makes it possible to emphasize the role of regional, provincial and local (or municipal) levels for a different distribution of functions among these different government levels that favors efficiency, efficacy and economic principles.

The distinctive feature of the Italian government reform is that the reform process deals with the organization of functions, i.e. the so-called decentralization process of administrative functions without changing the constitutional chart²³. For some reason, this reform can be compared to Federalist reforms insofar as the aims (give autonomy to every government level) are concerned; however it lacks the complex legal, institutional, political and social implications of the federal-type reform²⁴.

The primary aim, or first objective of the reform is, therefore, to rethink the State organizational model, because the administration of the *res publica* is, in a State with advanced democracy such as Italy, a key element for the correct operation of the country²⁵.

Decentralization, the main element of the global process of Italian government reform, can be considered as an incentive to redefine the integration between the state, regional, and local government levels. Decentralization is a prior condition in the delegation of financial and personnel management to line managers. It is a process for the division of departments into executive agencies, thereby reinforcing managerial responsibilities²⁶.

Therefore, decentralization is also the paradigm in the relationship among (central, regional and local) government levels and social parties or citizens, on the basis of the subsidiary principle.

Indeed, at the core of the elaboration process of reform principles, there is not only the redistribution of functions among different government levels (state, regional and local governments), but also the revision of the State idea (concept)²⁷: the state is no longer the "big government" centralizing public resources and functions.

²³ It should be emphasised that the entire reform process tries to develop progressive and continuous autonomy for each and every government level with respect to how these spend money, make political choices and so on.

²⁴ See paragraph 1.2 Public sector reform: different meanings for an overview of various reform types.

²⁵ This is true not only in Italy. Consult the first part of this paper: the overview of public administration reforms that are being introduced in many countries.

²⁶ Executive agencies carry out the delivery of services through central departments concentrating on policy making. Agencies and departments have separate structures and budget

²⁷ See E. Borgonovi, *Principi e sistemi aziendali per le amministrazioni pubbliche*, for the ongoing evolution of the State idea (from State of Law to State of Welfare to State of Rules to State of Quality Services).

The State is slowly becoming a sovereign body that maintains its essential functions (strategic mission), and devolves those that can be carried out at some lower government level or by the private non-profit sector²⁸.

This entails adhesion to the subsidiarity principle that, in order to further and develop the decentralization mechanism (the *fil rouge* of the modernization process), needs yet another element - administrative simplification.

Simplification should be considered as a feature that permits a review, redefinition, redesign and thus simplification of the activities concerned with the production and delivery of public services, by reason of the simplification of administrative procedures.

The administrative decision-making process was, in fact, over-regulated by primary legislation and was too prescriptive.

Currently, more than one hundred administrative procedures are being *deregulated* under the coordination of the Public Administration Department²⁹.

In particular, deregulation is being introduced in order to:

- reduce the number of institutional bodies involved in the decision-making processes
- establish a fixed term for ending procedures
- integrate different regulations on the same issues
- improve coordination among different bodies

The key element to understanding the success of the reform is personnel organization.

Public administration modernization, i.e. adhesion to efficacy, efficiency, economic viability and transparency is strategically focussed on the new civil service philosophy.

In fact, the public sector will have the organizational power and management tools to carry out the decision-making processes that are necessary to implement all the reforms.

We will explain this important issue, in detail, in the next section of this paper; nevertheless, we can already highlight the characteristics of the innovation model for personnel in the Italian reform:

- Performance evaluation measures
- Private sector-type contracts for civil servants
- Decentralization, bargaining

²⁸ In Italy there is a widespread intervention of the non-profit sector in support of public functions.

²⁹ Every year, specific administrative procedures will be reengineered by means of a specific law.

The observations made so far allow us to give value to a reform element, which is still largely undervalued but nonetheless absolutely necessary for the effective application of the reform. It is a problem that was widespread, in the past in Italy and also in most other countries and lies in an uncontrolled fiduciary relation between politicians and civil servants.

The reform, on the contrary, makes a clear distinction between political actors and civil servants (see Figures below) defining the conditions for the complete implementation of:

- Determination of policy setting (at central, regional, local level)
- Top down (defining public strategies) or bottom up (analyzing public needs) decision-making processes
- Managerial responsibilities of civil servants (individual task evaluation)
- Timing for reforms (the reform implementation process needs time to be carried out)
- Recruitment, selection, evaluation of public managers (by virtue of the spoils system model)

FIGURE 2. FUNDAMENTAL ASPECTS FOR REFORM SUCCESS

DECISION MAKING REFORM PROCESSES OWNERSHIP	DEFINITION OF POLITICAL TASKS
Separation of policy-setting Powers and Management responsibilities	TIME FOR REFORMS
DILEMMA TOP DOWN BOTTOM UP ADVOCACY	SPOILS SYSTEM AND CONTRACTING FOR PUBLIC MANAGERS

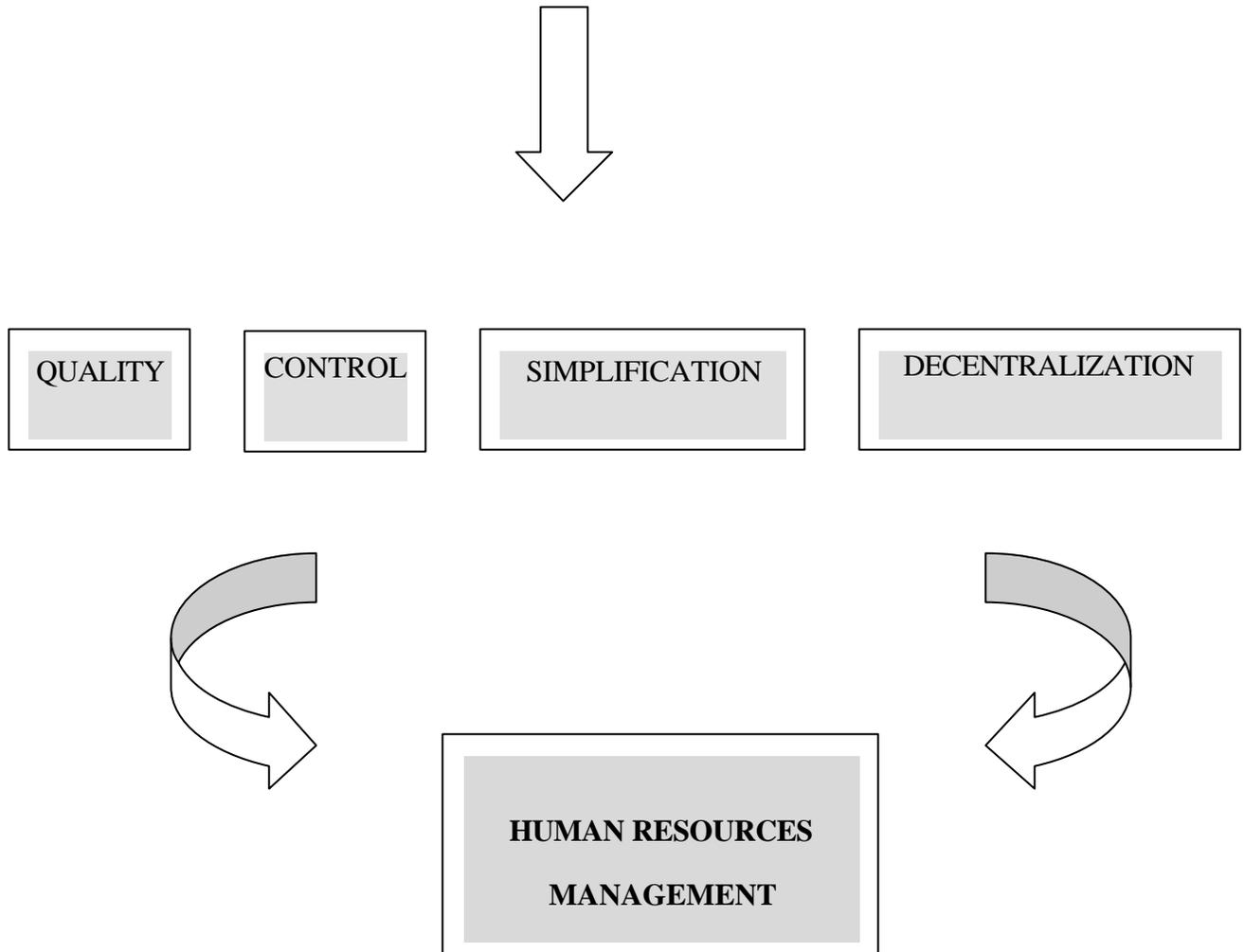
FIGURE 3: SEPARATION OF POLICY SETTING POWERS AND MANAGEMENT RESPONSIBILITIES FOR IMPLEMENTING PUBLIC SECTOR REFORM IN ITALY

ACTORS ACTIONS	Politicians Defining of policy objectives	Public Managers Policy implementation and results
	Capacity to translate public needs into plans	Entrusted with managerial responsibility Power to define actions for plans Power to adopt administrative measures (not specifically reserved for political bodies)
	Power to define goals	Power to define public final services Consonant with public needs
	Power to define programs	Power to define budgeting and reporting systems
	Authority for allocating resources	Power to reallocate resources among different units that produce or deliver public final services
	Authority for monitoring performance and outcomes	Power to define internal performance and outcomes

Once again, the public administration process highlights the importance of human resources and of their expertise in the promotion of and adhesion to the mission, values and strategic actions of the reform. And the clear separation of roles between politicians and public managers³⁰ is *conditio sine qua non* for the successful achievement of every reform process. In order to better define the strategic reform areas, we can say that there are four central objectives in the Bassanini Government Reform introduced in Italy: improving the quality of services, redefining management control of resources and outcomes, simplifying administrative procedures, and decentralizing public functions.

³⁰ We can state at this time that, in the whole framework of public management, the attempts at Government Reform, not only include civil servants but increasingly more decision makers, temporary managers, experts in the field, etc. It is clear that we are reviewing the early idea of the administrative staff membership.

FIGURE 4: GOVERNMENT REFORM IN ITALY



1. Quality

The delivery of better quality services as a consequence of a stronger outwardly oriented public administration system, is a crucial task of the reform.

The programs to increase quality services and government responsiveness are an imperative that can be translated into activities by reason of the following actions:

- To set service standards
- To set measures for service quality standards
- To define complaint procedures
- To improve accessibility to services
- To improve accessibility to information
- To maximize the use of information technology in the delivery of public services

In brief, government responsiveness to citizens and the quality of public services as a consequence of the improved relationship between citizens and government, is a specific policy aimed at increasing citizens participation and empowerment in the co-production of public services.

FIGURE 5: THE PUBLIC SERVICE QUALITY SYSTEM

The Public Service Quality System

1994 defined specific principles for a public policy of quality services development.

1. By 1994, the specific characteristics (principles and guidelines) necessary for setting out quality standards and targets for the Public Service Charter, were defined.
2. In 1995, the awards program “Cento Progetti al servizio del Cittadino” (A hundred projects to the service of Citizens) was introduced.
3. In 1996, launched pilot projects experimenting with new practices of good governance.

1. Set of principles for quality standard and targets:

- equality
- impartiality
- courtesy
- consultation
- regularity
- openness
- continuity
- choice
- value for money

Sector-based guidelines were established in order to pursue that policy (1995):

- Schools
- Health care
- Post
- National Insurance
- Gas
- Electricity

The key characteristic is that every branch of government has to define and adopt specific service standards (there are no national standards). By June 1997 almost 7000 agencies had adopted their own chart.

Internal resources basically carried out the concept and implementation.

2) The “A Hundred Projects at the Service of Citizens” awards program was experimentally launched in two subsequent years (1995 and 1997). Two hundred projects out of 3200 presented by different public agencies (from different government levels, with different typology, etc.), were selected on the basis of: focus on users, consistency with the agency mission, involvement of employees, cost effectiveness, transferability to other public agencies.

The aim is to strengthen user-focused (internal and external) quality orientation among civil servants.

3) Pilot Projects on Good Governance constitutes a key program run by the Civil Service Ministry, aimed at improving service delivery and performance measurement by testing new practices of good governance at central, regional and local government levels:

- one-stop shopping for businesses (delivery of requested information, output of decision-making processes for starting up new businesses easier and faster)
- multi-services smart cards
- benchmarking
- customer satisfaction surveys
- total quality management

In this case too, a crucial role is played by the managerial re-invention of the human resources involved in the modernization process.

2. Control

In this powerful process of decentralization, simplification, quality orientation and managerial resources approach, the State or every single public administration azienda, needs to reengineer its activities for swift results and effective and efficient intervention. Unfortunately, this is the less developed part in the entire reform process:

- Identification of some specific control activities, tools and units
- Setting up of multi-dimension accounting and control systems at central and local levels
- Cash basis accounting still coexist with accruals basis accounting
- Value for money auditing procedures are integrating performance and compliance auditing procedures

Moreover, the Government Information Systems Authority, AIPA, was created in 1993 in order to improve government information and communication systems.

AIPA has defined a Government Unified Network (Rete Unitaria della Pubblica Amministrazione, RUPA) with the main task, in order to increase efficiency within government and to form the basis for the control system. It is aimed at once again reorienting the culture and behavior of civil servants.

3. Simplification is focussed on reducing procedural formalities, overlapping laws, rigid and slow decision-making processes and over-production of laws and regulations typical of the public sector decision-making processes³¹. An excessively high number of laws regulate the production of administrative acts and competencies.

The framework of this part of the reform is a de-bureaucratization plan:

- De-legislation or a shift from primary to secondary legislation in certain matters
- Codification or a definition of a unified set of regulations
- Regulation simplification of administrative procedures to cut out: the number of procedural steps, administrative bodies involved, the provision of concerted actions and agreements

It should be noted that this simplification process does not only mean de-bureaucratization, de-legislation, regulating activities, etc., but also constitutes the strong element of social responsibility: to guarantee transparency in public administration activities.

However, if the protection and safeguarding of citizens' rights is a crucial point of the reform, it also entails some implications for civil servants:

³¹ In Italy the administrative decision-making process was, and in part still is, over-regulated (the costs incurred by Italian businesses in 1996 to comply with administrative burdens were estimated at 1.2 % of GDP).

Simplification means:

- time reduction for individual activities
- reduction of claims
- customer satisfaction
- easier task implementation

In one word, simplification means the reduction of transaction costs linked to administrative procedures.

4. Administrative decentralization is characterized by the will of legislators to make the State evolve through a "network model state," by reducing the macrostructure of a reviewed strategic mission, a government open to the market rather than promoting public and private monopolies, and that favors business rather than imposing constraints, in other words, a state that sets out simple rules whenever necessary and a public administration system that fosters opportunities rather than producing goods and services directly.

The State, that is, the central government, keeps its regulating power and the responsibility for integrating coordination among the different government levels.

This activity will be carried out, as was already mentioned in the subsidiarity principles, in a particular horizontal subsidiarity and vertical subsidiarity.

Horizontal subsidiarity is an equilibrium criterion for citizen needs (society in general) with respect to the business activity sphere. This principle requires a specific analysis of public activities, services, functions in terms of outcomes, efficacy, efficiency, economic viability, in order to understand what kind of functions need to be carried out or not by the State³².

Vertical subsidiarity includes the activities that come after the choices have been made in horizontal subsidiarity. It means conferring specific powers and competencies³³ in specific areas of activities³⁴ with specific approaches³⁵ to regions, provinces and town councils (local authorities).

³² The traditional State model thus needs the reshaping of the central government. There are different organizational models, agencies, departments, independent regulatory agencies, consistent with the functions to be carried out.

³³ See the enforcement of the delegated law.

³⁴ Law n 59-1997 on simplification, also envisaged power substitution only if decentralised levels of government do not use competencies and the functions.

³⁵ Downsizing and decentralisation is the result of government strategy, and as a result the public wage bill dropped from 12.7 % of GDP in 1992 to 11.25% in 1997 and the projection is that it will decrease to 10.24% in 2001.

2. 3 Human resources management in the public sector as specific strategy for Government reform in Italy

The Bassanini Government Reform is based, in a very definite way, on innovative modalities for streamlining the so-called invisible assets³⁶. In fact, the general principles of the reform that have been highlighted above (quality, simplification, decentralization, etc.), must act as incentives for the modernization and change of the public sector as a whole (the State *azienda* in the different and autonomous public administration *azienda*), thereby focusing attention on human resources improvement.

In fact, it is possible to carry out technical and economic processes (objective dimension) in every public *azienda*³⁷ as there are people (subjective dimension), i.e. the personnel³⁸ that implement the principles governing the processes (objective dimension).

The interaction with human resources (subjective dimension) is influenced by the:

- Nature of the activities carried out, characteristics of the processes
- Source of decision-making power

If the market culture has always recognized the instrumental nature of human resources for the attainment of the best results, the public sector has only recently begun to acknowledge the managerial *azienda* model that is attempting to de-bureaucratize "human resources".

Before the implementation of this reform, the old government reform processes activated in Italy were largely unsuccessful, due to the underestimation of the role of human resources.³⁹⁴⁰ As is shown below, there was a typical reform process.

³⁶ See Annex 1 and 2 as samples of the emphasis on the role of Human Resources at Central Level as a result of a new Department of Public Function strategy.

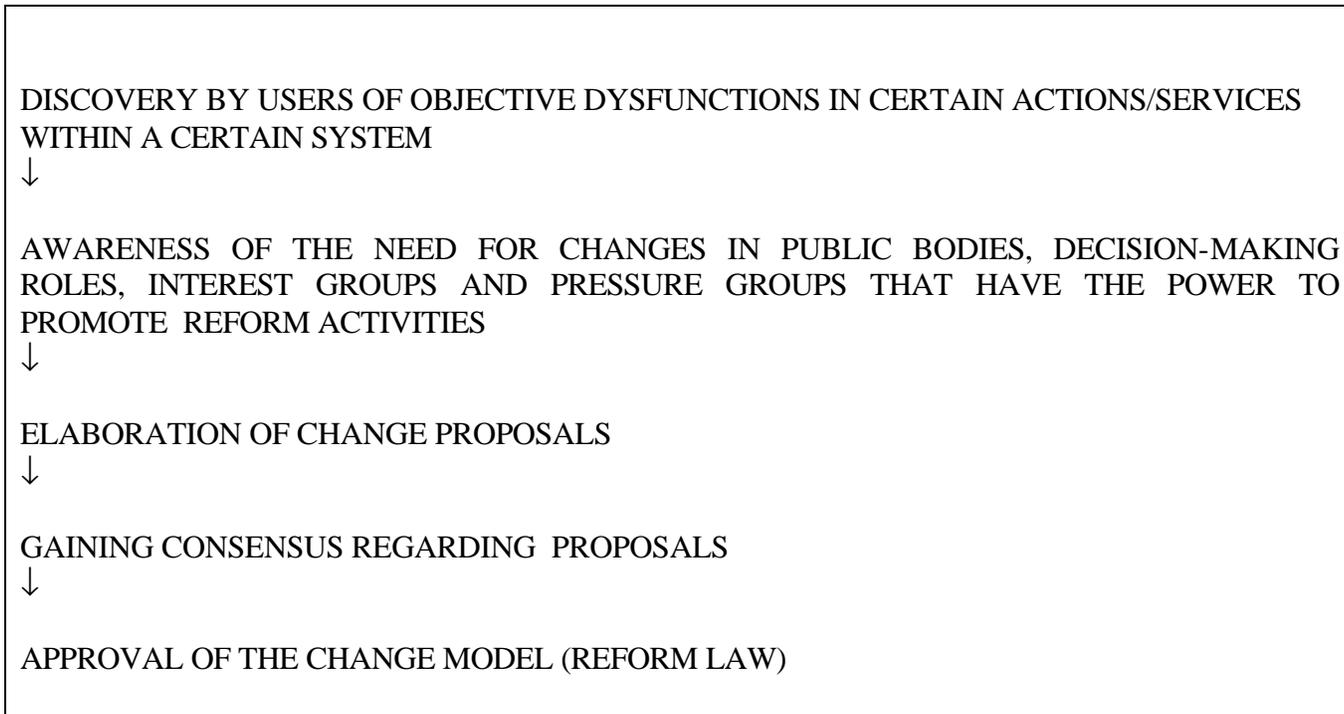
³⁷ See the *azienda* concept in part one.

³⁸ Borgonovi (1999) states that a distinction must be drawn between people that work within an organisation and the people that hold the responsibility to represent the general or particular interests of the public *azienda* they work for.

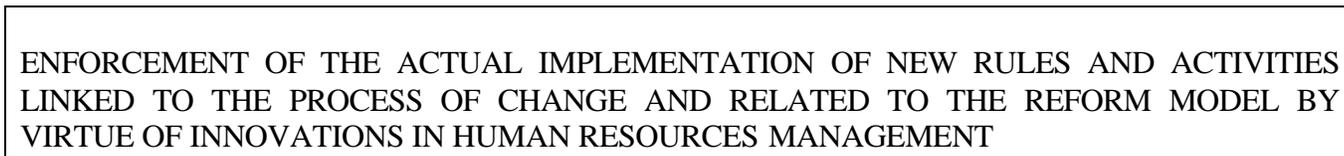
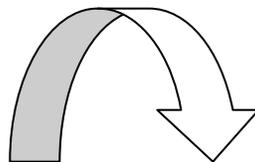
³⁹ E. Pintus Administrative modernisation policies: the case of Italy, IIAS BRUXELLES, 1997

⁴⁰ See Annex 3, for an overview of the first statistical data for the ongoing reform process.

FIGURE 6: PUBLIC SECTOR REFORM PROCESSES IN ITALY BEFORE THE BASSANINI PROJECT⁴¹.



On the contrary, the Bassanini reform process develops strategies to enforce models in support of the reform:



⁴¹ For a better understanding of Public sector reform as a vicious circle, see E Borgonovi (1999)

The reorientation to a virtuous circle, was in reality begun in 1993. Specifically, the reform of the human resources system can be seen in the process, that in 1993, changed the status of civil servants (the so-called privatization of public employees), through decree n.29 on the "rationalization of public administration and the revision of the regulations concerning public employment". This process began with the modification of the special statute governing civil service, based on the shift from administrative law and administrative jurisdiction to labor contracts and civil courts⁴².

The new private-sector type contracts for civil servants assign managerial responsibility for:

- budget reforms
- implementation of new financial planning
- implementation of control systems
- introduction of performance evaluation mechanisms and parameters
- decentralized and individual bargaining mechanisms

Public managers are responsible for policy implementation and results; political bodies are responsible for policy objectives.

These specific characteristics refer to the new approach:

1. Responsibilities of managers and no permanent appointments: the reform states that contracts and general labor legislation regulate the employment of top managers. Management appointments last for a five (5) year renewable term: some managers are recruited from the private sector. A new model for selecting, appointing and hiring managers has been introduced. A training program is recommended as part of recruitment procedures. Managers can be removed from their tasks when poor performances emerge from assessment systems (removal could involve not only a two-year exclusion from any appointments at the same level, but also dismissal).
2. All legislation applying to private enterprises which allows for flexible forms of hiring and employment can be extended to the public sector: term contracts, training contracts, temporary employment, teleworking, part time work. The concept of public employment "as a life-long guaranteed status" that cannot be altered, thus disappears. Reallocation of workers from one public entity to another, on a voluntary basis or because of overstaffing, is regulated by the same private labor legislation. Government agencies now have the legal instruments for using flexible forms of employment necessary to resolve chronic weaknesses:

⁴² The conferment of the decision-making authority to the civil court, thereby relieving the Regional Administrative Court of such responsibility, is a significant innovation. As the Administrative Courts tended to favour public approach to public employees, labour agreements tend to merge such an approach with the criteria of private sector employment.

- overstaffing
 - reorganization procedures
 - lack of competencies and expertise
 - absenteeism
 - lack of motivation
3. A collective-bargaining system aimed at reconciling the independence of the various public bodies with the constraints imposed by economic and financial policy objectives set by the central government. The collective-bargaining system is homogeneous to the radical decentralization of administrative functions from central to local governments. The aim is to increase the autonomy of all public entities⁴³. Contracts are negotiated at two levels:
- National collective agreements for the various sector (ministries, regions, town councils, health care agencies, etc.)
 - Negotiation within each individual public entity to define specific benefits consistent with higher-level guidelines.
4. The development and management of HR policies to "reconstruct" a civil services corps or to add a managerial entity by means of training, rotational assignments and other development measures in order to develop the new skills necessary⁴⁴ for the modernization of Public administration. The development of managerial skills is a key issue for the reform schedules as we can see in Tables 2 and 3 below, that show a synthesis of the second report on Training for the Ministries developed in 1998. This is another result of the reform's strategies of incorporating training and development measures to build skills and competencies in the workforce to better meet program demands and reinforce the Bassanini Reform.

⁴³ The intervention of Trade Unions is redefined. Their involvement is limited to information, joint discussion and negotiation. Collective agreements can provide for extra forms of involvement of Trade Unions. The Government has the option of not accepting agreements which fail to take into consideration the public finance status.

⁴⁴ Several countries have established service-wide frameworks for human resources development, explicitly linking training and development strategies with the overall public service reform strategies (i.e. Australia, Canada, Denmark, New Zealand, the United States). In this context, departments and agencies are encouraged to develop their own programmes, tailoring them to agency specific management needs and organisational strategies. Integrating People Management into Public Service Reform, OECD, Paris, CEDEX, 1996

TABLE 2 MINISTRIES: RESOURCES FOR TRAINING⁴⁵

Ministry	Training School	Training Division	Training Unit	Administrative Staff	Internal Faculty	Financial Resources for Training ⁴⁶
<i>PRIME MINISTER'S OFFICE</i>		1	1	9		165
<i>TREASURY BUDGET</i>		2	2	30		1.070
<i>FINANCE</i>	1	1		118	11	6.710
<i>JUSTICE</i>	2	6	1	713		9.946
<i>FOREIGN AFFAIRS</i>	1	1	1	20	6	2.33
<i>EDUCATION</i>		1		14		2.883
<i>INTERIOR</i>	1			77		4.000
<i>PUBLIC WORKS</i>		1		4		82
<i>TRANSPORT AND NAVIGATION</i>		1		6		200
<i>TELECOMMUNICATIONS</i>	1		1	9		495
<i>DEFENCE</i>	1	1		50		4.490
<i>AGRICULTURE</i>			1	2		
<i>INDUSTRY</i>			1	5		45
<i>LABOUR</i>			1	10		850
<i>FOREIGN TRADE</i>		1		3		39
<i>HEALTH</i>			1	3		74
<i>CULTURAL HERITAGE</i>		1		24		160
<i>ENVIRONMENTAL CONSERVATION</i>			1	2		1.220
<i>UNIVERSITY</i>			1	2		624
TOTAL	7	17	12	1.101	17	35.230

⁴⁵ Source Presidenza del Consiglio dei Ministri, Dipartimento della Funzione Pubblica, 2^a Rapporto sulla Formazione nella Pubblica Amministrazione 1998, a cura di SSPA, Gruppo tecnico di lavoro delle Regioni e delle Provincie Autonome, Fornez, Istituto Tagliacarne, Eurografica, Roma, Aprile 1999.

⁴⁶ In millions of Italian Lira

TABLE 3 MINISTRIES: TRAINING ACTIVITIES DATA

Ministry	Course Number	Number of Hours	Participants
PRIME MINISTER'S OFFICE	20	602	174
TREASURY BUDGET	104	2.820	1.991
FINANCE	237	10.611	5.567
JUSTICE	122	10.283	6.844
FOREIGN AFFAIRS	181	4.186	2.296
EDUCATION	738	20.919	15.448
INTERIOR	228	7.169	5.065
PUBLIC WORKS			
TRANSPORT AND NAVIGATION	46	648	609
TELECOMMUNICA-TIONS	2	26	118
DEFENCE	375	18.802	7.025
AGRICULTURE	7	408	143
INDUSTRY	4	370	143
LABOUR	36	2.686	812
FOREIGN TRADE	7	198	103
HEALTH	21	488	626
CULTURAL HERITAGE	22	1.382	622
ENVIRONMENTAL CONSERVATION			
UNIVERSITY			
TOTAL	2.150	81.598	47.227

2.4 The ongoing reform process

As has already been stated, the Italian public-sector reform is a gradual but incisive modernization process of public bodies.

On June 4, 1999, the Council of Ministers adopted a public act for **Decree n.** It is a new coherent step towards innovation according to the Bassanini application framework model on decentralization, quality, control, and simplification.

The principal characteristics (see the current organizational chart and new Figures 7 and 8), at this stage of the comprehensive reform, lie in the decentralization and the simplification principles leading to the reorientation of the central government level:

- responsibilities and functions, with a reduction from 24 Ministries (5 without portfolio) to 11 Ministries;
- Introduction of 7 Agencies as a result of the new organizational design and project;
- Ministries (Departments and Divisions) with structures and budgets separate from Agencies;
- Financial and personnel management transferred to line managers.

This part of the reform process gives an idea of the magnitude of the task accomplished. It is the first time that the decentralization idea and model can achieve two comprehensive objectives of having:

- the government ministries and agencies think in terms of performances and cost effectiveness
- the departments, divisions, agencies, workforces managed with more flexible systems

FIGURE 7 THE CURRENT GOVERNMENT ORGANIZATIONAL CHART

DEPARTMENTS WITHOUT PORTFOLIO

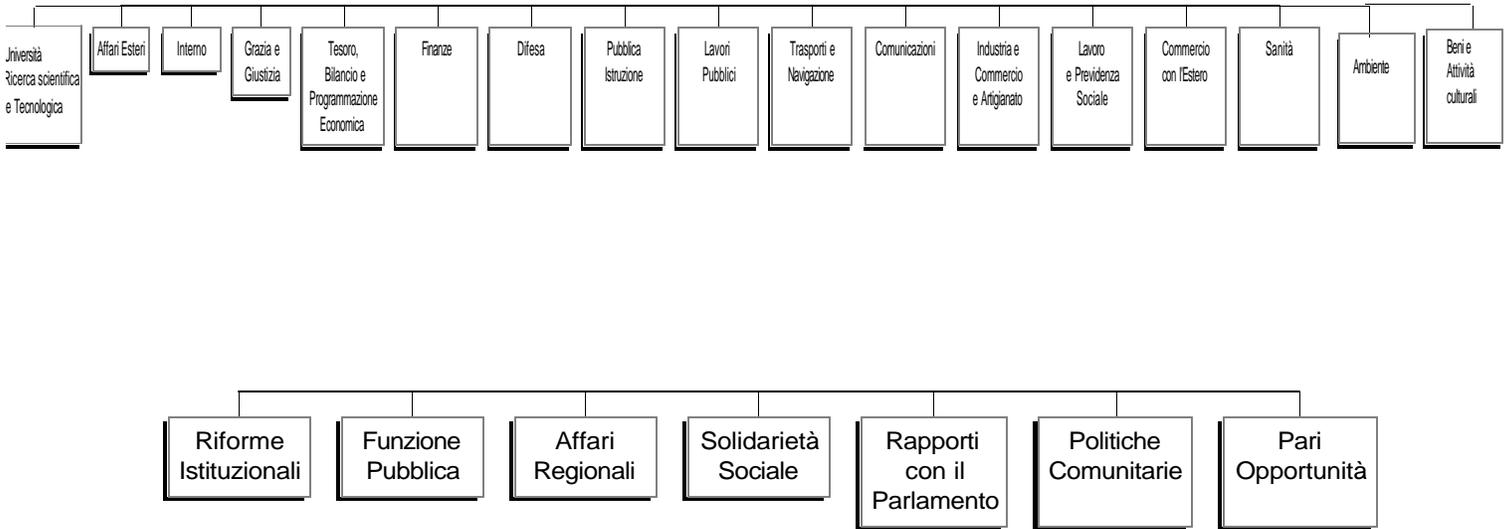
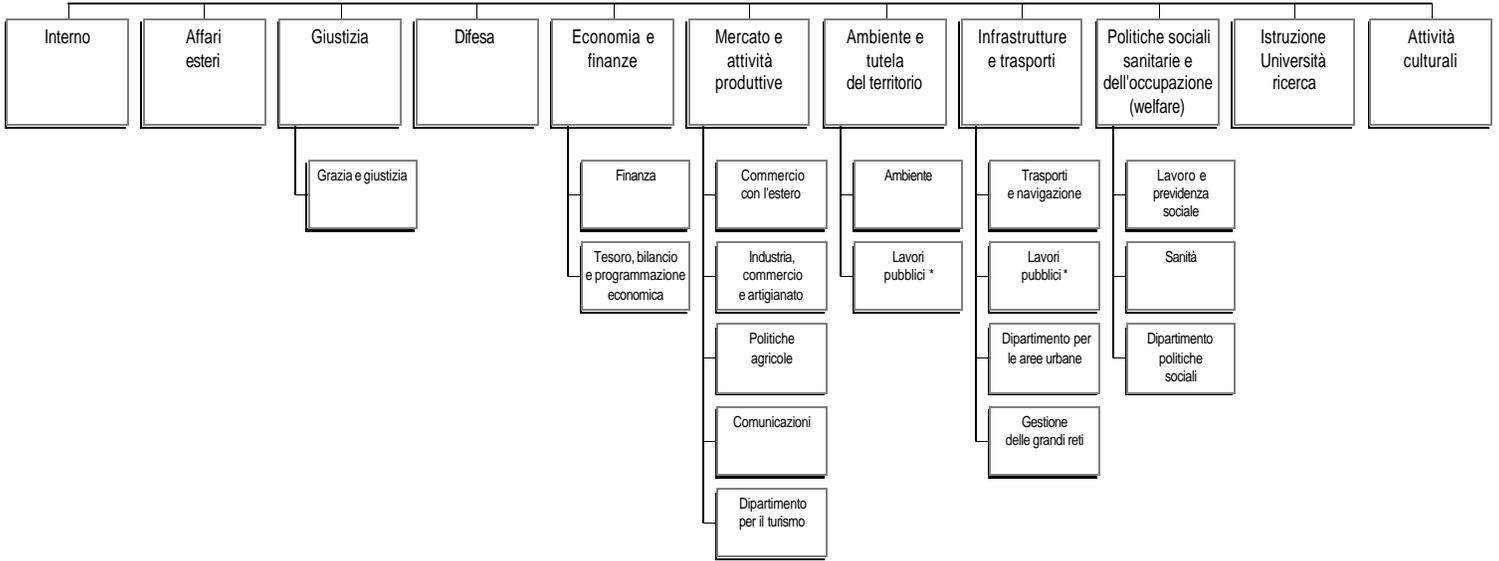


FIGURE 8 THE GOVERNMENT'S NEW ORGANIZATIONAL CHART



THE AGENCIES
• Civil Defense
• Revenue
• Customs
• Territory
• Government Property
• Provisions and Technical Controls
• Patent rights
• Environmental protection and technical services
• Land Transportation and infrastructures
• Vocational training and education

CONCLUSIONS

The Bassanini Government Reform is a comprehensive reform, which for the first time introduces an institutional change in Italian public administration, with the specification of principles, institutional frameworks, programs and tasks. This kind of reform, as stated in the first part of the paper, is institutional, managerial, cultural, involves different actors, functions and entities at different levels of public administration, and needs to be implemented by means of a public governance process. It is characterized by a high degree of visibility, radicalism and value shared by all the institutional actors involved in the process of designing and implementing the reform (all public Governance's actors, politicians, public managers, citizens, stakeholders, firms, public administration's networks). The reform of the Italian Government requires a high degree of consensus. Moreover, it requires long implementation times and a public marketing strategy for information and communications activities, due to its widespread scope of action.

The main characteristics of the reform process are:

- reshaping of the State
- reorganization of government systems at macro-and micro-levels
- adaptation processes to supranational changes, in particular integration into the European Union
- modernization of organizational structures and functions
- innovation in the delivery of public services
- renewal of the culture of public institutions

The Bassanini reform process, as already specified, is a work in progress and the organic vision is not yet available. The entire framework, as well as the postulates and principles of the Bassanini reform are focused on the crucial role of human resources management as the main incentive to reorienting civil servants towards credibility, political choices, citizen and customer satisfaction, public administration, economic performance, accountability and equity.

But to reshape the State, reorganize the government (functions and services) and renew the culture of public institutions, the Bassanini reform needs to focus on specific conditions that will enable it to arrive at the final steps.

In particular, those prior conditions are based on:

1) Ethical behavior

A public sector environment that encourages high standards of behavior requires:

- Social responsibility patterns
- Guidance, provided by strong commitment
- Reorientation toward codes of conduct

2) Stable political environment

For the complete implementation of this type of reform as a comprehensive reform, imperative is a stable political environment that will allow a progressive country-wide involvement in order to change culture by reason of the:

- managerial responsibilities of civil servants. If politically stable scenarios are lacking it could be difficult to evaluate individual tasks for high civil servants or public managers (in fact, they could change by virtue of the spoils system model adopted by the new majority political system)
- timing of the reforms. The reform implementation process needs time in order to be carried out (and usually there is insufficient time for every reform; nevertheless, the different decision makers, both political and administrative, have to pursue the same aim with the same values of adhesion to Government vision and mission)

3) Managerial culture

This is a precondition for bilateral communications at each decision-making level, both political and administrative: policy setting powers (political and management responsibilities for implementing reforms). This condition is a key element which will determinate:

- Flexibility and autonomy for public managers at every level (the reform developed a model for decentralization of responsibility from central management bodies to line departments and agencies, and for the devolution of responsibility within departments and agencies to line management)
- Accountability, devolution of financial management to line management
- Training and measures to build skills and competencies

4) Communications policies

The commitment of the actors involved in the governance process - which is the way of implementing the Bassanini comprehensive reform - is a necessary step for ensuring the success of the reform because it permit the reinforcement of the necessary relationships among the network of the different institutional actors involved in the reform process:

- Politicians
- Public managers
- Citizens
- Stakeholders

Specific strategies are needed to create this commitment, in this era of "facile communications" where the diffusion of ideas is global.

Finally, we stress that, in part, Bassanini reform is common to the reforms in different countries. The main reason for this can be analyzed as a part of the globalization phenomena. We can

identify across different countries, with different social, economic, political and cultural environment, the same factors driving reforms,⁴⁷ which are:

- Policy frameworks emphasizing standards and good practice rather than detailed controls
- Decentralization of responsibility for human resources management
- Downsizing, detailing policy strategies
- Performance management system as instrument in the process of linking people with corporate goals and strategies
- Quality for delivering or producing services

But the Bassanini reform will reorient some structural disadvantages of the bureaucratic apparatus of Italian Public Administration⁴⁸ bodies toward positive public administration cultures and values, such as the simplification of the legislative framework and the simplification of activities for producing and delivering public services.

⁴⁷ See Integrating People Management into Public Service Reform, OCSE, CEDEX, Paros, 1998

⁴⁸ See specific data dissemination in the paper that shows those results.

The Project: an Attempt to Simplify Administrative Language

1. Objective

In tune with other initiatives of the Civil Service Ministry (particularly with the Code of Conduct of public employees and the Public Services Charter) certain fundamental rules are being introduced to improve the administration's written communications (internal and external).

2. The "Code of Style" (Codice di Stile)

The first attempt to simplify the administrative language has been the Code of Style. This book defines the general principles that need to be taken into account by all those in public administration who compile written communications. The intention is not to recall, or teach, "*il bello scrivere*" [A Beautiful Style of Writing], nor to recommend superficial operations of linguistic cosmetics. It suggests, rather, a working hypothesis already explored and experimented with elsewhere: a prime operative instrument that aims to improve itself, by collecting the observations, criticisms, and the suggestions of scholars or members of the administration who are directly involved in communications.

3. Simplification of bureaucratic language: principal needs

1. To respect the Italian Constitution

A public administration that is really at the service of the public, in the way described by Article 98 of the Italian Constitution, must guarantee clear and univocal communication.

2. To respect the individual

The census of 1991 revealed that almost 60% of the population does not have enough of an education to enables them to understand administrative language.

3. To respect the Administrative Procedures Act

Real respect for the Administrative Procedures Act means that the public should understand administrative documents.

4. Principal characteristics of bureaucratic language.

1. Extent

The Administration covers every aspect of life and, therefore, its terminology is necessarily elaborate. Each sector of the Administration uses two specialized languages: one that is common

⁴⁹ Source: The Italian Civil Service Ministry

to all sectors (prevalently legal terms); and one relative to its own sector of operation. The result is that different sectors of the Administration have difficulty in communicating even among themselves (as well as with the public).

2. Close bond to legislative language

Even if the Administration has achieved a general level of autonomy and has increased its power to make regulations, an important part of the administrative work consists in the enactment of regional or state legislation. Unfortunately, there is too much legislation and it is often obscure.

In Italy, the number of laws in force ranges between 100,000 and 150,000 (in France there are about 7,000 and in Germany, about 6,000) and there are only very few codes or collections of laws (single documents). Moreover, legal drafting techniques have not been adopted and legislative documents do not respect formal linguistic rules. Finally, it is evident that the legislator, at times, does not want to make a choice and hides behind long and complex phrases, full of cross-references (behind which, one could find arguments to support any point of view).

All this has negative repercussions on the Administration (and on its language) which can seriously hamper the translation of legislation into hard action.

3. Strength

It is possible, by means of particular administrative actions, to deeply affect the legal aspects of a citizen's life. It is possible to remove or limit rights (for example, property), but is also possible to provide help (grants or subsidies) or services. This power imposes a certain formality on the actions of the Administration and its terminology (but not in every written document).

4. Circulation

Administrative documents are not designed for their final audience. They are written, instead, to pass internal controls (the director of the office, the offices of internal controls) or external controls. When writing, officials tend to repeat precedent actions (the memory and the tradition of the office). Rather than creating new texts, old ones are adapted for new purposes.

5. The Outcome of the Project

1. A Manual of Style for administrative language that expands on the themes dealt with in the Code of Style and that provides an instrument for easy reference;
2. Training courses in the simplification of administrative language;
3. Prototype software that automatically checks the degree of legibility of documents (Gulpease) and points out the words that may be incomprehensible.

MANUAL OF STYLE (MANUALE DI STILE)**The Prime Minister's Office
THE CIVIL SERVICE MINISTRY**

The Manual of Style is a book that is comprised of three parts:

- A linguistic guide: writing criteria to improve communications between public entities and citizens
- A glossary of the specific terms used by the different government sectors
- A graphic guide that suggests the correct paging of a document

1. Objectives:

- a) to render government language more intelligible;
- b) to reduce the communications gap between government and people;
- c) to contribute to the creation of a climate of greater collaboration and

2. trust between public institutions and the Public.

3. Audience

Those who have the responsibility of communicating with the public:

The directors of the individual sectors of government. The possibility to use language closer to the public often depends on the directors. If they are convinced of the possibility and need to use simple language in communications with the people, their staff will be encouraged to use it. Otherwise, it may occur that when presented with drafts of texts written by the staff in everyday language, the directors will ask them to comply with the tried and tested bureaucratic style.

Government officials. They can find in the Manual of Style practical assistance for the formulation of clear and intelligible messages aimed at the public.

⁵⁰ Source: The Italian Civil Service Ministry.

Public employees who have the task of communicating with the public either in writing or verbally. The possibility that public

institutions may be understood by the public and their capacity to respond adequately to actual user needs, often depends on them.

GOVERNMENT WORKFORCE DATA

INDEXES OF MONTHLY ATTENDANCE BY MINISTRY STAFF

(Basis: January 1996 = 100)

YEAR 1996

	<i>Chief Executive Officer type A</i>	<i>Chief Executive Officer type B</i>	<i>Chief Executive Officer type C</i>	<i>Senior Govt. Official</i>	<i>Junior Govt. Official</i>	<i>Chief Inspector</i>	<i>Division Manager.</i>	<i>Middle manager (IX level)</i>	<i>Middle manager (VII level)</i>
January	---	100	100	100	100	100	100	100	100
<i>February</i>	---	100	101	99	100	99	98	100	99
<i>March</i>	---	100	100	99	99	96	96	100	105
<i>April</i>	---	97	98	99	100	95	94	99	111
<i>May</i>	---	106	98	99	99	95	92	99	114
<i>June</i>	---	100	98	100	98	95	90	99	115
<i>July</i>	---	106	98	100	98	92	88	99	115
<i>August</i>	---	106	99	99	99	91	87	99	114
<i>September</i>	---	103	98	97	99	90	86	98	114
<i>October</i>	---	100	97	98	98	88	84	98	116
<i>November</i>	---	100	97	98	99	87	82	98	123
<i>December</i>	---	100	97	97	98	86	80	98	128
Average year 1996	---	101	98	99	99	93	90	99	113

⁵¹ Source Bolletino Generale Ragioneria dello Stato, Roma 1999

YEAR 1997

	<i>Chief Executive Officer Type A</i>	<i>Chief Executive Officer Type B</i>	<i>Chief Executive Officer Type C</i>	<i>Chief Executive Officer Toperiore</i>	<i>Junior Govt. Official</i>	<i>Chief inspector</i>	<i>Division Manager</i>	<i>Middle Manager IX level</i>	<i>Middle Manager VII level</i>
<i>January</i>	---	94	97	0	149	85	77	96	129
<i>February</i>	---	94	97	0	149	88	74	96	130
<i>March</i>	---	100	95	0	151	88	72	96	132
<i>April</i>	---	100	94	0	152	89	69	95	132
<i>May</i>	---	100	92	0	153	87	68	95	132
<i>June</i>	---	103	94	0	152	87	66	95	132
<i>July</i>	---	103	93	0	152	86	64	94	130
<i>August</i>	---	100	92	0	151	82	61	94	129
<i>September</i>	---	97	92	0	149	78	60	93	129
<i>October</i>	---	97	92	0	145	76	57	93	129
<i>November</i>	---	97	92	0	145	75	55	92	131
<i>December</i>	---	97	92	0	145	74	54	92	133
<i>Average year 1997</i>	---	99	94	0	149	83	65	94	131

YEAR 1998

	<i>Chief Executive Officer Type A</i>	<i>Chief Executive Officer Type B</i>	<i>Chief Executive Officer Type C</i>	<i>Chief Executive Officer Toperiore</i>	<i>Junior Govt. Official</i>	<i>Chief inspector Type r.e.</i>	<i>Division Manager</i>	<i>Middle Manager IX level</i>	<i>Middle Manager VII level</i>
January	---	157	101	---	144	72	60	92	133
<i>February</i>	---	206	107	---	147	72	59	91	134
<i>March</i>	---	206	107	---	146	71	59	91	134
<i>April</i>	---	---	---	---	---	---	---	---	---
<i>May</i>	---	---	---	---	---	---	---	---	---
<i>June</i>	---	---	---	---	---	---	---	---	---
<i>July</i>	---	---	---	---	---	---	---	---	---
<i>August</i>	---	---	---	---	---	---	---	---	---
<i>September</i>	---	---	---	---	---	---	---	---	---
<i>October</i>	---	---	---	---	---	---	---	---	---
<i>November</i>	---	---	---	---	---	---	---	---	---
<i>December</i>	---	---	---	---	---	---	---	---	---
Average year 1998	---	190	105	---	146	72	59	91	133

INDEXES OF MONTHLY ATTENDANCE BY MINISTRY WORKING STAFF

(Basis: January 1996 =100)

YEAR 1996

	<i>level VII</i>	<i>level VI</i>	<i>Level V</i>	<i>level IV</i>	<i>Level III</i>	<i>level II</i>	<i>level I</i>	<i>TOTAL</i>
January	100	100	100	100	100	100	100	100
February	100	100	100	100	100	99	56	100
March	99	100	99	100	100	90	56	100
April	99	100	99	100	100	80	56	100
May	99	106	99	100	100	77	56	100
June	98	113	99	100	101	74	56	101
July	98	113	98	100	100	72	56	100
August	98	113	98	101	101	70	56	100
September	98	114	98	101	100	70	56	100
October	97	114	98	102	100	69	56	100
November	97	114	98	102	100	68	44	100
December	96	114	98	102	100	68	44	100
Average year 1996	98	108	99	101	100	78	57	100

YEAR 1997

	<i>level VII</i>	<i>level VI</i>	<i>Level V</i>	<i>level IV</i>	<i>Level III</i>	<i>level II</i>	<i>level I</i>	<i>TOTAL</i>
<i>January</i>	95	115	99	103	100	69	44	100
<i>February</i>	95	116	100	103	101	69	56	101
<i>March</i>	94	118	99	104	101	70	44	101
<i>April</i>	94	119	99	104	101	70	56	101
<i>May</i>	94	120	99	104	101	70	44	101
<i>June</i>	93	120	99	104	100	70	44	101
<i>July</i>	93	120	99	104	100	70	44	100
<i>August</i>	93	120	98	104	100	70	44	100
<i>September</i>	92	120	98	104	100	69	44	100
<i>October</i>	92	120	98	104	100	69	44	100
<i>November</i>	92	120	98	104	100	69	44	100
<i>December</i>	93	120	98	104	100	69	44	100
<i>Average year 1997</i>	93	119	99	104	100	70	46	100

YEAR 1998

	<i>level VII</i>	<i>level VI</i>	<i>Level V</i>	<i>Level IV</i>	<i>Level III</i>	<i>level II</i>	<i>level I</i>	<i>TOTAL</i>
<i>January</i>	93	120	98	103	100	69	44	100
<i>February</i>	93	120	98	103	101	69	44	100
<i>March</i>	93	121	98	103	101	67	44	100
<i>April</i>	---	---	---	---	4---	---	---	---
<i>May</i>	---	---	---	---	---	---	---	---
<i>June</i>	---	---	---	---	---	---	---	---
<i>July</i>	---	---	---	---	---	---	---	---
<i>August</i>	---	---	---	---	---	---	---	---
<i>September</i>	---	---	---	---	---	---	---	---
<i>October</i>	---	---	---	---	---	---	---	---
<i>November</i>	---	---	---	---	---	---	---	---
<i>December</i>	---	---	---	---	---	---	---	---
<i>Average year 1998</i>	93	121	98	103	101	68	44	100

**MINISTRY STAFF WORKING IN
MARCH 1998**

	<i>level IX</i>	<i>level VIII</i>	<i>level VII</i>	<i>Level VI</i>	<i>Level V</i>	<i>level IV</i>	<i>level III</i>	<i>level II</i>	<i>level I</i>
<i>PRIME MINISTER'S OFFICE</i>	265	212	931	499	1.364	610	292	47	0
<i>AA.GG. Dep.</i>	240	102	636	478	572	318	82	5	0
<i>Tourist Agency</i>	9	21	54	5	146	29	37	2	0
<i>Council of State</i>	12	67	117	5	376	84	77	4	0
<i>State Auditors' Dept.</i>	0	0	0	0	0	0	0	0	0
<i>The Bar of State</i>	4	22	124	11	270	179	96	36	0
<i>TREASURY</i>	1.437	523	4.805	1.974	4.564	1.323	1.122	97	0
<i>Central Services</i>	63	105	713	210	1.312	343	467	17	0
<i>Peripheral Services</i>	818	14	2.437	713	1.908	504	369	3	0
<i>Ragioneria Generale dello Stato</i>	510	346	1.558	1.017	1.226	438	261	67	0
<i>BUDGET</i>	46	58	97	34	118	38	25	10	0
<i>FINANCE</i>	6.536	3.598	13.833	5.665	26.458	1.588	5.821	149	0
<i>Dir. Type AA.GG</i>	5.285	2.029	12.257	4.710	23.945	901	4.736	33	0
<i>Customs Dept. e II.II.</i>	1.251	1.569	1.576	955	2.513	687	1.085	116	0
<i>Secit</i>	0	0	0	0	0	0	0	0	0
<i>Financial Police</i>	0	0	0	0	0	0	0	0	0
<i>JUSTICE</i>	1.084	2.192	9.865	5.609	11.800	8.494	4.585	39	0
<i>Judiciary Org.</i>	1.062	2.102	7.389	4.919	10.368	7.562	4.257	17	0
<i>Penitentiary Dept.</i>	18	81	1.997	532	1.283	874	305	18	0
<i>Notarial Archives</i>	0	0	0	0	0	0	0	0	0
<i>Juvenile Justice Dept.</i>	4	9	479	158	149	58	23	4	0
<i>FOREIGN AFFAIRS</i>	43	103	1.306	68	1.626	502	143	2	0
<i>EDUCATION</i>	532	56	2.740	245	3.493	416	729	53	0
<i>INTERIOR</i>	172	239	5.700	1.503	7.342	1.615	3.868	141	4
<i>PUBLIC WORKS</i>	142	327	1.155	762	923	759	133	7	0

<i>TRANSPORT AND NAVIGATION</i>	473	360	2.055	1.299	2.352	899	859	7	0
<i>Planning and Coordination</i>	0	0	0	0	0	0	0	0	0
<i>Motorization</i>	338	262	1.422	1.018	1.650	196	720	4	0
<i>Civil Aviation</i>	99	24	315	78	242	104	83	1	0
<i>Marine Sector</i>	36	74	318	203	460	599	56	2	0
<i>POST OFFICE</i>	116	105	229	718	198	265	55	1	0
<i>DEFENCE</i>	139	177	777	81	1.198	90	41	0	0
<i>Civil Personnel Manager</i>	139	177	777	81	1.198	90	41	0	0
<i>Works Gen. Manager</i>	0	0	0	0	0	0	0	0	0
<i>AGRICULTURE</i>	159	186	459	68	441	201	240	0	0
<i>Department AA.GG</i>	58	113	251	33	280	149	170	0	0
<i>Fraud Repression</i>	101	73	208	35	161	52	70	0	0
<i>INDUSTRY</i>	132	151	466	75	364	91	88	8	0
<i>LABOUR</i>	663	245	2.884	4.229	4.350	1.148	477	1	0
<i>FOREIGN TRADE</i>	33	13	55	10	259	66	57	1	0
<i>HEALTH</i>	67	267	568	147	612	83	118	0	0
<i>CULTURAL HERITAGE</i>	2.076	243	3.831	1.518	3.576	9.599	1.846	181	0
<i>ENVIRONMENTAL CONSERVATION</i>	31	48	88	41	159	80	34	3	0
<i>UNIVERSITY</i>	39	48	106	73	86	66	37	0	0
<i>TOTAL</i>	14.139	9.093	51.853	24.584	71.165	27.895	20.545	734	4

MINISTRY STAFF WORKING IN MARCH 1998

	TOTAL LEVELS	<i>Var. % to month p.</i>	<i>Var. % to month a. p.</i>	<i>Var. % to type '98</i>	<i>Other pers.</i>	TOTAL	<i>Var. % to Month p.</i>	<i>Var. % to Month a. p.</i>	<i>Var. % to type '98</i>
<i>PRIME MINISTER'S OFFICE</i>	4.291	-0,16	not avail.	-0,21	1	4.546	-0,13	not avail.	0,11
<i>AA.GG Dept.</i>	2.504	-0,16	not avail.	-0,24	0	2.698	-0,11	not avail.	0,33
<i>Tourist Ag.</i>	303	-0,33	not avail.	-0,66	1	333	---	not avail.	-0,60
<i>Council of State</i>	742	-0,13	not avail.	-0,40	0	773	-0,26	not avail.	-0,51
<i>State Auditors' Dept.</i>	0	---	not avail.	---	0	0	---	not avail.	---
<i>The Bar of State</i>	742	-0,13	not avail.	0,27	0	742	-0,13	not avail.	0,27
TREASURY	15.892	-0,09	not avail.	-0,03	82	16.807	-0,13	not avail.	-0,06
<i>Central Services</i>	3.233	-0,09	not avail.	-0,34	5	3.370	-0,18	not avail.	-0,38
<i>Peripheral Services</i>	6.780	-0,03	not avail.	0,03	0	6.908	-0,04	not avail.	---
<i>Ragioneria Generale dello Stato</i>	5.453	-0,16	not avail.	0,09	0	6.042	-0,18	not avail.	0,07
BUDGET	426	-0,23	not avail.	---	77	487	-0,41	not avail.	-0,20
FINANCE	64.017	0,04	not avail.	0,21	7	64.665	0,03	not avail.	0,19
<i>Dir. Type AA.GG</i>	54.235	0,04	not avail.	0,11	6	54.690	0,03	not avail.	0,09
<i>Customs Dept. e II.II.</i>	9.782	0,02	not avail.	0,78	1	9.975	0,02	not avail.	0,75
<i>Secit</i>	0	---	not avail.	---	0	0	---	not avail.	---
<i>Financial Police</i>	0	---	not avail.	---	0	0	---	not avail.	---
JUSTICE	43.700	0,78	not avail.	1,19	3	44.000	0,76	not avail.	1,16
<i>Judiciary Org.</i>	37.708	0,45	not avail.	0,86	2	38.001	0,43	not avail.	0,83
<i>Penitentiary Dept.</i>	5.108	3,36	not avail.	3,78	1	5.108	3,34	not avail.	3,76
<i>Notarial Archives</i>	0	---	not avail.	---	0	0	---	not avail.	---
<i>Juvenile Justice Dept.</i>	884	0,57	not avail.	0,80	0	891	0,56	not avail.	0,91
FOREIGN AFFAIRS	3.795	-0,73	not avail.	-0,58	0	3.824	-0,73	not avail.	-0,57
EDUCATION	8.359	-0,25	not avail.	-0,50	5	8.973	-0,24	not avail.	-0,55
INTERIOR	20.585	0,17	not avail.	0,28	0	21.054	0,16	not avail.	1,00
PUBLIC WORKS	4.214	-0,19	not avail.	-0,09	5	4.377	-0,21	not avail.	-0,11

<i>TRANSPORT AND NAVIGATION</i>	8.317	0,19	not avail.	0,64	1	8.506	0,20	not avail.	0,62
<i>Planning and Coordination</i>	0	---	not avail.	---	0	0	---	not avail.	---
<i>Motorization</i>	5.612	0,34	not avail.	1,04	0	5.725	0,35	not avail.	1,02
<i>Civil Aviation</i>	948	-0,11	not avail.	-0,42	1	997	---	not avail.	-0,40
<i>Marine Sector</i>	1.757	-0,11	not avail.	-0,06	0	1.784	-0,17	not avail.	-0,11
<i>POST OFFICE</i>	1.693	-0,18	not avail.	0,12	0	1.725	-0,17	not avail.	0,06
<i>DEFENCE</i>	2.504	-0,36	not avail.	-0,56	0	2.647	-0,41	not avail.	-0,68
<i>Civil Personnel Manager</i>	2.504	-0,36	not avail.	-0,56	0	2.647	-0,41	not avail.	-0,68
<i>Works Gen. Manager</i>	0	---	not avail.	---	0	0	---	not avail.	---
<i>AGRICULTURE</i>	1.771	-2,64	not avail.	-2,64	2	1.885	-2,48	not avail.	-2,53
<i>AA.GG Dept.</i>	1.064	-3,80	not avail.	-3,71	2	1.151	-3,52	not avail.	-3,52
<i>Fraud Repression</i>	707	-0,84	not avail.	-0,98	0	734	-0,81	not avail.	-0,94
<i>INDUSTRY</i>	1.377	-0,43	not avail.	-0,29	2	1.524	-0,52	not avail.	-0,39
<i>LABOUR</i>	14.071	-0,21	not avail.	-0,33	0	14.254	-0,20	not avail.	-0,35
<i>FOREIGN TRADE</i>	510	-0,97	not avail.	-0,78	0	547	-1,08	not avail.	-0,91
<i>HEALTH</i>	1.863	-0,32	not avail.	-0,27	0	2.037	-0,34	not avail.	-0,29
<i>CULTURAL HERITAGE</i>	22.915	-0,09	not avail.	-0,18	0	23.127	-0,09	not avail.	-0,18
<i>ENVIRONMENTAL CONSERVATION</i>	485	-1,42	not avail.	-0,21	0	516	-1,34	not avail.	---
<i>UNIVERSITY</i>	460	-0,86	not avail.	-0,43	3	503	-0,98	not avail.	-0,40
TOTAL	222.819	0,09	not avail.	0,23	111	225.517	0,08	not avail.	0,28

AVERAGE WORKFORCE

	<i>Ministry</i>
<i>Average year 1995</i>	225,477
<i>Average year 1996</i>	225,659
<i>Average year 1997</i>	225,960
<i>Average Period 1998</i>	224,847
<i>% Var. average Period '98 compared to average year '97</i>	-0.49
<i>% Var. average Period '98 compared to January 1998</i>	0.15

WORKING STAFF – MARCH 1998

<i>Job position</i>	<i>Unit</i>	<i>% Var. compared to previous month</i>	<i>%Var. compared to the same month of the previous year</i>	<i>% Var. compared to January '98</i>
MINISTRY:				
<i>Managers</i>	4.174	-0,62	-3,54	1,73
<i>Chief inspector</i>	291	-1,69	-19,17	-1,69
<i>Division Manager</i>	513	-0,77	-18,18	-1,72
<i>Level IX</i>	14.139	-0,20	-4,47	-0,39
<i>Level VIII</i>	9.093	0,10	1,55	0,63
<i>Level VII</i>	51.853	-0,09	-1,69	-0,00
<i>Level VI</i>	24.584	0,42	2,19	0,71
<i>Level V</i>	71.165	0,23	-1,40	0,34
<i>Level IV</i>	27.895	0,01	-0,67	0,03
<i>Level III</i>	20.545	0,11	0,10	0,61
<i>Level II</i>	737	-2,25	-4,16	-2,64
<i>Liv I</i>	4	---	---	---
<i>Other staff</i>	111	-0,89	-12,60	11,00
TOTAL level	220.930	0,09	-0,99	0,24
TOTAL	225.104	0,08	-1,08	0,27

WORKFORCE AVERAGE – MARCH 1998

<i>Job position</i>	<i>Average year 1997</i>	<i>Average Period 1998</i>	<i>%Var. average period '98 compared to average '97</i>	<i>Var. % average Period '98 compared to January 1998</i>
MINISTRY:				
<i>Managers</i>	4.267	4.159	-2,53	1,36
<i>Chief inspector .</i>	339	294	-13,24	-0,56
<i>Division Manager</i>	566	517	-8,52	-0,89
<i>Level IX</i>	14.604	14.167	-2,99	-0,20
<i>Level VIII</i>	8.888	9.071	2,06	0,39
<i>Level VII</i>	52.278	51.869	-0,78	0,03
<i>Level VI</i>	24.169	24.492	1,34	0,33
<i>Level V</i>	71.566	71.030	-0,75	0,15
<i>Level IV</i>	28.017	27.891	-0,45	0,02
<i>Level III</i>	20.374	20.496	0,60	0,37
<i>Level II</i>	765	749	-2,02	-1,01
<i>Liv I</i>	4	4	-4,00	---
<i>Other staff</i>	123	108	-12,47	7,67
TOTAL levels	221.693	220.688	-0,45	0,13
TOTAL	225.960	224.847	-0,49	0,15

OVERALL EXPENDITURE – MARCH 1998

(In thousands of Italian lira)

<i>Job position</i>	<i>EXPENDITURE PERIOD '98</i>	<i>% Var. compared to the same period of previous year</i>
MINISTRY:		
<i>Managers</i>	135.367.893	-26,45
<i>Chief inspector</i>	7.423.962	-15,56
<i>Division Manager</i>	11.983.662	-15,06
<i>Level IX</i>	244.665.834	1,48
<i>Level VIII</i>	144.353.353	13,17
<i>Level VII</i>	736.003.360	8,83
<i>Level VI</i>	312.592.226	14,15
<i>Level V</i>	829.728.251	6,51
<i>Level IV</i>	324.446.158	15,02
<i>Level III</i>	220.023.278	10,93
<i>Level II</i>	7.036.170	4,12
<i>Liv I</i>	33.013	-3,08
<i>Other staff</i>	2.171.210	-3,09
TOTAL levels	2.840.460.478	9,01
TOTAL	2.975.828.371	6,50

OVERALL EXPENDITURE ON PERMANENT STAFF WAGES –

MARCH 1998

(in thousands of Italian lira)

<i>Job position</i>	Fixed net	<i>TOTAL Pay-roll Deduction</i>	<i>TOTAL Gross</i>	<i>Government Contribution</i>	<i>Overall Expenditure wages</i>
MINISTRY:					
<i>Managers</i>	20.997.145	12.403.808	33.400.953	11.901.192	45.302.145
<i>Chief inspector</i>	1.153.423	613.794	1.767.218	677.915	2.445.133
<i>Division Manager</i>	1.892.271	957.710	2.849.981	1.075.784	3.925.765
<i>Liv IX</i>	39.230.438	17.373.212	56.603.650	21.471.859	78.075.509
<i>Level VIII</i>	22.908.424	9.701.981	32.610.405	12.344.526	44.954.931
<i>Level VII</i>	118.424.769	46.173.474	164.598.243	62.449.949	227.048.192
<i>Level VI</i>	51.661.778	18.847.830	70.509.608	26.687.888	97.197.495
<i>Level V</i>	141.778.665	48.657.732	190.436.397	71.660.479	262.096.875
<i>Level IV</i>	53.648.231	17.036.153	70.684.384	26.401.923	97.086.307
<i>Level III</i>	38.221.334	11.540.556	49.761.890	18.336.512	68.098.402
<i>Level II</i>	1.294.373	368.692	1.663.065	603.935	2.267.001
<i>Liv I</i>	6.128	1.851	7.980	3.037	11.017
<i>Other staff</i>	362.510	214.797	577.307	135.053	712.360
<i>TOTAL levels</i>	470.582.343	171.487.784	642.070.127	241.848.860	883.918.987
<i>TOTAL</i>	491.579.488	183.891.592	675.471.081	253.750.051	929.221.132

**GROSS WAGES MONTHLY PER CAPITA
MARCH 1998**

<i>Job position</i>	<i>Salary</i> (1)	<i>Special Bonus Indemnity</i> (2)	<i>Seniority Payment</i> (3)	<i>Christmas Bonus</i> (4)	<i>Others</i> (5)	<i>TOTAL</i> (6)
MINISTRY:						
<i>Managers</i>	3.135.068	1.128.003	1.090.032	0	2.280.528	7.633.630
<i>Chief inspector.</i>	2.651.181	1.121.130	1.403.811	0	735.605	5.911.727
<i>Division Manager</i>	2.400.039	1.100.334	1.196.903	0	729.956	5.427.232
<i>Level IX</i>	1.964.637	1.064.598	345.567	0	618.054	3.992.855
<i>Level VIII</i>	1.716.250	1.050.472	108.133	0	712.055	3.586.910
<i>Level VII</i>	1.482.385	1.032.322	181.756	0	506.874	3.203.336
<i>Level VI</i>	1.278.357	1.019.767	104.334	0	466.539	2.868.996
<i>Level V</i>	1.150.459	1.009.610	123.191	0	410.333	2.693.593
<i>Level IV</i>	1.054.220	1.007.685	69.912	0	412.726	2.544.544
<i>Level III</i>	951.452	1.000.456	67.939	0	405.218	2.425.065
<i>Level II</i>	852.677	994.862	19.119	0	379.863	2.246.521
<i>Liv I</i>	770.750	995.882	69.769	0	158.500	1.994.901
<i>Other staff</i>	1.278.303	245.157	22.373	0	3.469.580	5.015.412
TOTAL levels	1.291.272	1.020.101	140.366	0	467.386	2.919.124
TOTAL	1.325.460	1.022.102	157.975	0	501.006	3.006.543

PER CAPITA YEARLY WAGES

Year 1998 – March 1998

(Yearly data derived from short-period data)

<i>Job position</i>	<i>Salary</i> <i>(a)</i>	<i>Special Bonus</i> <i>Indemnity</i> <i>(b)</i>	<i>Seniority</i> <i>Payment</i> <i>(c)</i>	<i>Christmas</i> <i>Bonus</i> <i>(d)</i>	<i>Others</i> <i>(e)</i>	<i>TOTAL</i> <i>(f)</i>
MINISTRY:						
<i>Managers</i>	37.618.767	13.524.394	13.120.776	5.355.328	24.084.490	93.640.247
<i>Chief inspector</i>	31.814.323	13.454.086	16.855.559	5.176.997	8.783.225	76.042.595
<i>Division Manager</i>	28.809.938	13.170.741	14.333.894	4.692.881	8.706.438	69.654.807
<i>Level IX</i>	23.577.504	12.775.902	4.150.591	3.375.333	7.411.712	51.240.955
<i>Level VIII</i>	20.588.230	12.602.515	1.305.076	2.874.652	8.494.866	45.774.808
<i>Level VII</i>	17.796.442	12.393.334	2.185.081	2.697.905	6.068.551	41.018.562
<i>Level VI</i>	15.347.284	12.242.722	1.251.035	2.403.443	5.588.028	36.781.286
<i>Level V</i>	13.810.166	12.119.730	1.484.651	2.284.546	4.921.008	34.528.668
<i>Level IV</i>	12.652.017	12.094.857	842.157	2.132.419	4.945.224	32.599.149
<i>Level III</i>	11.418.503	12.006.002	818.156	2.020.222	4.855.382	31.078.320
<i>Level II</i>	10.227.736	11.933.952	229.433	1.865.927	4.536.379	28.767.013
<i>Liv I</i>	9.249.000	11.950.584	837.231	1.836.401	1.902.000	25.775.216
<i>Other STAFF</i>	16.269.721	3.075.077	200.807	1.628.801	42.760.778	63.948.673
TOTAL levels	15.499.966	12.244.810	1.688.437	2.452.768	5.599.560	37.402.104
TOTAL	15.911.982	12.268.806	1.901.197	2.506.832	5.941.535	38.447.270

INTERPRETATIVE SCHEME FOR INDES COURSES

<i>Theoretic Principles or Phenomena analysis</i>	<i>Paragraphs</i>	<i>Bibliography</i>	<i>Data</i>	<i>Schemes</i>
<i>Public sector reform</i>	<i>1; 1.2; 1.3</i>	<i>Public sector reform, Decentralization</i>		
<i>Governance process</i>	<i>1.1</i>	<i>Public sector Reform</i>		<i>Figure 1</i>
<i>Human Resources managemen</i>	<i>1.4</i>	<i>Human Resources management</i>	<i>Table 1</i>	
<i>Government reform in Italy</i>	<i>2; 2.2; 2.4</i>	<i>Public sector reform, Decentralization</i>	<i>Annex 1, Annex 2</i>	<i>Figure 2, Figure 3, Figure 4</i>
<i>The Azienda model</i>	<i>2.1; 2.3</i>	<i>Public sector reform</i>		
<i>Human Resources managemen the public sector in Italy</i>	<i>2.3</i>	<i>Human Resources management, Public sector reform</i>	<i>Table 2, Table 3, Annex 3</i>	<i>Figure 5, Figure 6</i>

Bibliographic Search: "Public Administration Reform"

i) Sections

Public Sector Reform

Decentralization

Human Resources Management

ii) Bibliographic Search: "Public Administration Reform in Italy"

a) Journals:

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- American Review of Public Administration
- European Economic Review
- European Management Journal
- Harvard Business Review
- Health Policy
- Human Resource Planning
- International Economic Review
- The International Economy
- International Labour Review
- International Studies of Management and Organization
- Journal of Health Economics
- Journal of Human Resources
- Journal of Management Studies

- Long-Range Planning
- Public Administration and Development
- Public Administration Quarterly
- Public Personnel Management
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- The World Bank Economic Review
- Additional Journals:
- Academy of Management Journal
- Academy of Management Review
- HR Magazine
- Human Resources Management
- Human Resource Professional

b) Web sites

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c) Key Words:

- "public sector reform"

- "public administration"
- "public management"
- "government reform"
- "approccio economico-aziendale"
- "governance"
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- "decentralization"
- " human resource management"
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"Delega al Governo per il conferimento di funzioni e compiti alle regioni ed enti locali, per la riforma della Pubblica Amministrazione e per la semplificazione amministrativa"

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