Co-funded by the
Erasmus+ Programme
of the European Union

CALL 2021 ROUND 1 KA2

KA220-SCH - COOPERATION PARTNERSHIPS IN SCHOOL EDUCATION

2021-1-IT02-KA220-SCH-000027704

CONNECTED TO EU EUROPEAN REPORT

REPORT ON PUBLIC BODIES IN ITALY, ROMANIA, AND THE CZECH REPUBLIC

1st PROJECT RESULT – PART 2

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1 INTRODUCTION

The present report is part of the “Connected to EU” project on which the partners from Italy (WIDE, Fondazione Gazzetta Amministrativa), Romania (Liceul Teoretic Stefan Odobleja) and the Czech Republic (Caio) cooperate. The situation in each country regarding the public bodies and public administration has been thoroughly analyzed in the individual reports provided by the partners in the first phase of Project Result 1. Based on the following report, we have identified our target group for the next phase of our project – public managers who are in need of additional training especially in the field of digitization and related skills.

This document focuses mainly on public bodies, their classifications and definitions, regional and local governments, civil servants (public managers) and digitization in each country.

2 DEFINITION OF PUBLIC BODIES

2.1 ITALY

The State administers public affairs and it does this so through its entities. **Public bodies**, under Italian law, are all those legal entities through which the PA carries out its administrative function to promote collective economic and social welfare. Reversing the concepts, the Italian research body ISTAT defines PA as a system of "institutional units whose main function consists in the redistribution of the country's income and wealth"; these are entities that collaborate with the State, but different from it, so much so that they are defined as 'parallel administrations'. The term 'public administration' is thus used, depending on the context, to designate both the administrative function aimed to care of the public interest established in the political direction, and to indicate the set of entities that exercise this function (public bodies).

The boundary of the Italian public sector has been redefined several times since the post-World War II period by reforms implementing Articles 5, 114 and 118 of the Constitutional Charter; among the regulations that have most characterized the development of the PA are Law no. 281/1970 and Law no. 382/1975 which dictated the transfer of certain powers from the State to the municipalities and regions of Italy, the establishment of the general state accounting (Law no. 468/1978), of the Provincial Single Treasury Service (Law no. 720/1984), of the administrative procedure and access to documents (Law no. 241/1990) and of the contractualization of the public employment implemented in Italy since the 1990s(Law no. 93/1983 and Legislative Decree no. 29/1993), which introduced the possibility for employees to join trade unions, reforming all administrative activity on the basis of the new criteria provided for by the Bassanini Reform (Law. No. 59/1997 et seq.) which among other things, provided for the simplification of administrative procedures and bureaucratic constraints of private activities, administrative federalism and the introduction of the principle of subsidiarity for the achievement of collective interests. The d.lgs. no. 165/2001 embraced the discipline on labor relations and, finally, the Brunetta reform (Law no. 133/2008 et seq.) introduced in 2009 the principle of performance remuneration, linked to the activity of employees.

In Italy, public entities are bodies with public legal capacity that pursue purposes of public interest. Due to the variety of types and purposes pursued by them are not easily attributable to a more in-depth specific unitary definition, so the question of the identification of public bodies differs depending on the qualifying indices we are going to consider. Public bodies may be divided into distinct groups in consideration of the purpose pursued, the powers granted, the way the presence of persons in the organs of the institution is organized, and so on. Article 97 of the Italian Constitution establishes the general principle that "public offices are organized according to the provisions of the law" in

fact in Article 3 of Law no. 70/1975 states that "no new public body may be established or recognized except by law".

2.2 ROMANIA

Romanian public bodies have an important role within the state because through them the state fulfills its functions and role. Also, the economic processes in the market economy, as well as in other types of economies, are influenced by the state through the public sector.

The scope of public bodies is vast, the state acting practically in all areas of economic or social life. Also, one of the most important characteristics of the economies of the 20th century, which continues in the 21st century, is the expansion of the public sector. The state, through the institutions at its disposal or through the enterprises, acted, depending on the policy followed in different periods, on the redistribution of the domestic product in the economy, positively or negatively influenced the development of certain activities.

A first way of defining public bodies is presented by the Law on public finances no. 500/2002 according to which "public institutions" represents the generic name that includes the Parliament, the Presidential Administration, the ministries, the other specialized bodies of the public administration, other public authorities, the autonomous public institutions, as well as the institutions subordinated to them.

Public institutions within the meaning of Law 273/2006 on public finances include "authorities of administrative-territorial units, public institutions and public services of local interest, with legal personality, regardless of the way of financing their activity".

Another way to define public institutions is related to the characteristics of the goods produced by them and the verification method or, in other words, the method of distributing them to the beneficiaries. From this point of view, it can be said that public bodies produce public goods that are distributed, as a rule, free of charge, aiming to meet consumer demands at the maximum possible level, or at prices accessible to consumers. The production of public goods is, as a rule, the object of activity of a public institution. That is why, being linked, from a financial point of view, to the public budget, public institutions are organized according to the "non-profit" principle.

There is also the exception according to which an institution is public, depending on the characteristics of its services, addressing the general public. The delimitation of such institutions does not primarily take into account the financing characteristics, their dependence on the state budget, as they may even be private or operate according to the principles of private finance.

2.3 CZECH REPUBLIC

In the Czech Republic, a public body is a body that represents public power and is authorized by law to make authoritative decisions on the rights and obligations of natural or legal persons or otherwise intervene in their legal sphere, either directly, especially in the case of executive or judicial power bodies, or indirectly, as far as the bodies of the legislative power

are concerned. The entity whose rights and obligations are decided in this way is not on an equal footing with the public authority and the content of the decision does not depend on its will, although it is generally true that such an entity can exercise procedural rights (can, for example, submit motions , statement, propose evidence, has the right to be heard, etc.) and thereby also determine the content of the decision to varying degrees.

Although the Constitution of the Czech Republic uses this term in Article 87 paragraph 1 letter d), it does not define it bindingly. The above definition was created with the help of judicial interpretation and doctrine and subsequently adopted by the provisions of § 12 of the Civil Code.

It is possible to defend against final decisions and other interventions by public authorities, as a rule, after all procedural means provided by the law for the protection of rights have been exhausted, through a constitutional complaint to the Constitutional Court, if there has been an interference with a constitutionally guaranteed fundamental right or freedom. It is the possibility of the subject of the right or the imposed obligation to file a constitutional complaint, while the public authority does not have such authority (if, for example, the Czech Bar Association loses before the Supreme Administrative Court of the Czech Republic, it must respect the outcome of the dispute), is a certain procedural advantage that partially compensates for the unequal position vis-à-vis the public authority.

3 CLASSIFICATION OF PUBLIC BODIES

3.1 ITALY

Law no. 70/1975, remembered as the "law on the parastate", was the first to bring order to this area by dividing state-controlled entities into precise categories, but without defining a criterion for their membership. In essence, it merely provided a list of them in which the following categories appear:

1. Entities that manage mandatory forms of social security and assistance (e.g., INPS, INAIL, EMPAS);

2. Generic assistance bodies (e.g., ENPA, CRI and ENS);

3. Economic promotion bodies (e.g., ENIT and ICE);

4. Bodies responsible for services of public interest (e.g., ACI, Lega Navale Italiana and Vesuvius National Park);

5. Entities that deal with sports, tourism and leisure activities (e.g., CONI and Club Alpino Italiano);

6. Scientific research and experimentation bodies (e.g., CNR and The National Institute of Geophysics);

7. Cultural and artistic promotion institutions (e.g. La Biennale di Venezia and Centro sperimentale di cinematografia).

From the ISTAT point of view, on the other hand, which is interested in whether the budget of the institutions enters the consolidated budget of the State, there are only public administrations, divided into the following three main types and related subcategories (of which it publishes, annually in the Official Gazette, an exhaustive and updated list):

1. Central government:

- Constitutional bodies and bodies of constitutional importance
- Presidency of the Council of Ministers and Ministries,
- Tax agencies,
- Regulatory bodies for economic activity,
- Entities producing economic services,
- Independent administrative authorities,
- Entities with an associative structure,
- Entities producing welfare, recreational and cultural services,
- Research bodies and institutions,
- Experimental zooprophylactic institutes.

2. Local government (see chapter Regional and local governments)

3. Pension and assistance institutions

3.2 ROMANIA

In Romania, public institutions can be classified according to several criteria, as follows:

1. According to the importance of the activity:

a) The institutions of the central public administration which include: the Parliament, the Presidency of Romania, the Government, the ministries and other specialized central authorities of the public administration and the institutions under their direct subordination.

b) Institutions of the local public administration which include: the communal, city, county councils and the General Council of the Municipality of Bucharest, as deliberative authorities, and the mayors, the presidents of the county councils and the general mayor of the municipality of Bucharest, as executive authorities.

2. According to the legal status:

a) Public institutions with legal personality, units whose managers have the capacity of credit orderers. These institutions have their own patrimony, a current account opened at the treasury, their own income and expenditure budget, maintain relations with third parties, manage their own accounting.

b) Public institutions without legal personality, units whose managers do not have the capacity of credit orderers. They are institutions that function as distinct entities under or alongside institutions with legal personality (kindergartens, general schools, medical dispensaries, etc.)

3. According to the hierarchical level:

a) Higher public institutions represent the units whose leaders have the capacity of main credit orderers (ministers and leaders of other central state bodies) that receive funds directly from the state budget and distribute approved budget credits to hierarchically lower units.

b) Subordinated public institutions represent the units whose leaders have the capacity of secondary and tertiary credit orderers and receive the budgetary means to cover their own needs by distribution from hierarchically superior institutions.

4. According to the financing regime:

a) Public institutions fully financed from the state budget, the state social insurance budget, the budget of special funds, local budgets, as the case may be.

The budget credits of these public institutions and subordinate ones are established by the higher hierarchical credit authorizing officer and in agreement with the Ministry of Public Finance in the body of the main credit authorizing officers.

On the revenue side, we find "allocations from the X budget", and on expenses, the allocated amounts are broken down according to the economic criteria of the budget classification. If these institutions receive income, they will be fully transferred to the budget from which they are financed.

b) Public institutions financed from own revenues and subsidies granted from the state budget from the budgets of special funds, or from local budgets.

Most public institutions fall into this category. The subsidies received (which appear on the income side) supplement the own income obtained from the specific activities carried out. The superior credit officer establishes the amount of the subsidy, but not its destination (material expenses, personnel expenses, etc.) The head of the institution breaks down all income (own income plus subsidies) by categories of expenses, so that the budget is targeted by the superior officer .

c) Public institutions fully financed from own revenues (self-financed). They are similar to the public institutions presented previously, with the difference that they do not benefit from any subsidy from the superior credit authority.

The institution is not autonomous as long as it is under the authority of a superior credit officer, and its own budget must be approved by the superior officer.

d) Public institutions financed by external credits or non-reimbursable funds. The reimbursable or non-reimbursable external funds that the public institutions in our country benefit from, most often, supplement the allocations from the state budget and the respective institutions' own income

5. According to the field in which they manifest their authority:

a) public institutions acting in the legislative field:

- Parliament (Chamber of Deputies and Senate);
- county councils, local councils.

b) institutions acting in the executive field:

- The Government;
- the ministries;
- The National Bank of Romania;
- the prefectures;
- the town halls.

c) public institutions acting in the judicial field:

- High Court of Cassation and Justice;
- Superior Council of Magistracy;
- the courts;

3.3 CZECH REPUBLIC

In the Czech Republic, public bodies are most frequently classified into:

1. state public bodies, i.e. state authorities, e.g. ministries, courts, police, various administrative offices, etc.

2. self-governance bodies, both **territorial**, e.g. municipal police, and **professional**, e.g. disciplinary commissions of public professional chambers.

Another criterion for classification is the field in which they manifest their authority:

1. Legislative power: The Legislature is exercised by the Parliament. Czech Parliament is bicameral, the upper house of the Parliament is the Senate, the lower house of the Parliament is the Chamber of Deputies.

2. Executive power: The supreme body of the executive power of the Czech Republic is the Government that stands in the lead of the state administration system. It consists of the Prime Minister, Deputy Prime Ministers and Ministers. It is accountable to the Chamber of Deputies from its activities; the Government is not accountable to the Senate.

3. Judicial power: The independent courts exercise judicial power in the Czech Republic. A judge is independent in the performance of his office, only law binds him and his office is incompatible with the office of the President of the Republic, Member of the parliament, or any office in public administration. The courts shall first and foremost provide in a manner defined by law protection of rights. A court alone decides about guilt and penalty for criminal offences.

- district, regional and superior courts, the Supreme Court

The CZ-COFOG classification refers to the general government sector, which basically represents all institutional units (entities) mainly engaged in the redistribution of national income and wealth, as well as non-profit institutions controlled and financed by the government. These institutional units are non-market producers and their output is intended for individual and collective consumption.

The subject of the CZ-COFOG classification is the classification of functions or expenditure of individual government institutions.

The general government sector in the CZ-COFOG classification is represented by the following bodies:

- organizational units of the state,
- extra-budgetary funds,
- courts,

- territorial self-government units,
- social protection funds.

It also includes institutions where more than half of their operating costs are covered by contributions, subsidies, etc. from public budgets, e.g. contributory organizations (some hospitals, primary or secondary schools, etc.) and non-profit institutions (e.g. public universities). Also included are government institutions dependent on the constituent bodies and working for the public sector. These are contributory and budgetary organizations that sell their output to the public on a small scale and are mainly financed from public budgets. However, these institutions do not include, for example, trading companies and other economic entities that sell the majority of their output to the public and whose revenues, expenditure and capital transactions can be separately identified.

4 REGIONAL AND LOCAL GOVERNMENTS

4.1 ITALY

Territorial public bodies are by definition entities to which the State delegates the administration of a specific territory (regions, provinces, municipalities, autonomous provinces, metropolitan cities and mountain communities). The territorial element for these entities does not only represent the scope of competence and action of these subjects but is its constituent element. The State is the territorial entity par excellence and within there are other entities that exercise their activity within a specific territorial district, bound by a necessary connection with a given territory.

Among the public bodies of **regional and local government** are**:**

- regions and autonomous provinces
- provinces and metropolitan cities
- municipalities
- mountain communities
- unions of municipalities,
- agencies, bodies and consortia for the right to university study
- agencies and tourist boards
- regional labor agencies and bodies,
- regional and provincial agencies and bodies for training, research and the environment
- regional agencies for negotiating representation
- regional agencies for expenditures in agriculture
- regional health agencies and companies and support bodies to the National health service (NHS)
- water and/or waste management bodies
- Port System Authority
- hospitals, university hospitals, polyclinics and public scientific care and hospitals
- local health authorities
- chambers of commerce, Industry, crafts and agriculture and regional unions
- mountain catchment areas
- consortia between local administrations
- national parks, consortia and managing bodies of parks and protected natural areas
- inter-university research consortia
- regional agricultural development agencies and bodies
- lyric-symphonic foundations
- national theatres and theatres of significant cultural interest
- public universities and higher education institutions
- other local administrations

The local authorities, and the Municipality in this specific case, are formed by two large types of bodies:

- Political bodies
- Technical bodies

The department of political competence consists of two collegial bodies, **the council and the junta**, and a monocratic body, **the mayor**, who is also a member of the collegial bodies. On the other hand, the organs of the technical sector are all monocratic bodies, which are: **the secretary general, the general director** (in the now residual hypothesis of the municipalities over 100.000 inhabitants who decide to establish it) and **the managers or operators of managerial functions**; however, all monocratic organs.

Political bodies last five years in office (on average) and, as a matter of trust, if one of them falls, all the others fall. As far as technicians are concerned, on the other hand, there is the rule of continuity, according to which the relationship is governed by a contract, generally of an indeterminate type. Council and junta are two collegial bodies, that is, they express themselves exclusively in the context of collective meetings that take the respective names of municipal council meeting and municipal council meeting. Outside these meetings, their members do not have the nature of organs. The council is the representative body of the entire community, absorbing within it both majority and opposition members, while the junta is the body that represents who wins the elections. The mayor, as mentioned before, in addition to being a member of both colleges is himself a monocratic member of the government. At the top of the technical body, on the other hand, we have the Secretary-General, to whom the Director-General, where they exist, and managers of public offices or managers of managerial responsibilities.

4.2 ROMANIA

Romania is a unitary state composed of **municipalities** (comune), **towns** (orase), **cities** (municipii) and **counties** (judete).

Local governments

- 2,861 rural municipalities (comune)
- 217 towns (orase)
- 103 cities (municipii)

The local council (consiliul local) is the local authority's deliberative assembly. It is composed of councillors elected by voting for candidates via a party list system for a four-year term. The number of councillors is determined by order of the prefect based on the demographic size of the local authority. The local council's work revolves around economic, social and environmental development, public and private property and the management of public services.

The mayor (primarul) represents the local authority's executive body and is elected by direct universal suffrage for a period of four years. He/she is responsible for the local budget and public services. The mayor also represents the local authority vis-à-vis other authorities, represents the national government within the municipality, town or city, and cooperates with the decentralised departments of national government ministries and specialised units present within its jurisdiction.

Competencies:

- Housing
- Local police
- Urban planning
- Waste management
- Public health
- Transport infrastructure and urban transport planning
- Water supply and sewage system
- District heating
- Pre-school, primary, secondary, vocational and technical education
- Local heritage administration
- Administration of parks and open green public areas

Regional governments

- 41 counties (judete)

The county council (consiliul judetean) is composed of members elected by using a party list system for a four-year term. It monitors the implementation of provisions outlined in public administration legislation. The council is also responsible for the distribution of public funds, the county's economic, social and environmental development and the management of county property and certain public services.

The president (presedinte) heads the county council and is elected by direct universal suffrage for a period of four years. He/she is in charge of the legal representation of the council vis-à-vis third parties. The president can delegate responsibilities to the two vice-presidents, who are appointed by the members of the county council.

There are **42 prefects** in total: one for each county and one for the capital city of Bucharest.

There is no hierarchy between local councils and county councils.

Competences:

- regional development
- economic, environmental and social development
- management of public services

- urban planning and landscaping
- water supply
- sewerage
- public transport
- public health
- transport infrastructure
- social assistance
- education
- cooperation between local and national authorities

4.3 CZECH REPUBLIC

Regions

Regions of the Czech Republic (Czech: *kraj*, plural: *kraje*) are higher-level territorial self-governing units of the Czech Republic. Every region is governed by a regional council, headed by a governor (*hejtman*). Elections to regional councils take place every four years.

According to the Act no. 129/2000 Coll. ("Law on Regions"), which implements Chapter VII of the Czech Constitution, the Czech Republic is divided into **thirteen regions and one capital city with regional status** as of 1 January 2000.

Regional authorities:

Krajský úřad Jihočeského kraje (South Bohemian Region)

Krajský úřad Jihomoravského kraje (South Moravian Region)

Krajský úřad Karlovarského kraje (Karlovy Vary Region)

Krajský úřad Kraje Vysočina (Vysočina Region)

Krajský úřad Královéhradeckého kraje (Hradec Králové Region)

Krajský úřad Libereckého kraje (Liberec Region)

Krajský úřad Moravskoslezského kraje (Moravian-Silesian Region)

Krajský úřad Olomouckého kraje (Olomouc Region)

Krajský úřad Pardubického kraje (Pardubice Region)

Krajský úřad Plzeňského kraje (Plzeň Region)

Krajský úřad Středočeského kraje (Central Bohemian Region)

Krajský úřad Ústeckého kraje (Ústí nad Labem Region)

Krajský úřad Zlínského kraje (Zlín Region)

Magistrát hlavního města Prahy (Prague City Hall)

Region - bodies:

- **regional board** (*zastupitelstvo kraje*) – it is the only body of the Region that is embedded in the Constitution. The Constitution provides its name, the name of its members, the length of its term of office, and its ability to issue generally binding ordinances. The board has direct democratic legitimacy given by the citizen votes. Thus, it can be seen as the main body in the area of regional self-government, which is superior to all other bodies.

- The regional board decides on matters of its own competence.
  It decides on matters within its delegated competence only if the law says so. The board may decide in the presence of a majority of all its members and a majority of all members of the board is also required for the valid adoption of a resolution, decision or election, i.e. a majority of the members present (elected, substitutes) is not sufficient.

- **regional council** (*rada kraje*) - The regional council is the executive body of the region in the area of independent competence. In exercising its powers, the council is accountable to the regional board. Otherwise, it may also decide on matters of delegated competence if the law says so.

- The regional council is essentially the regional government. It assembles as needed, usually in weekly cycles. Individual councillors are assigned areas of responsibility (portfolios), e.g. regional property councillor, grants policy councillor, etc. The governor can delegate to these councillors the right to represent the county in the area (department) assigned to them; this is most typically manifested by the fact that these councillors sign contracts on behalf of the region in the area assigned to them.
- Unlike meetings of the regional board, meetings of the regional council are not public.

- **the governor** (*hejtman*) - the regional board elects the governor from among its members and the governor is accountable to it for the performance of their duties. The main role of the governor is to represent the region. For acts that require the approval of the board or the council, the governor must have their authorisation. The duties and powers of the governor are determined in particular by Act No. 129/2000 Coll., on Regions.

- The powers of the governor include:

- ✓ determines the salary of the director of the regional office in accordance with special regulations. This law is Act No. 143/1992 Coll.
- ✓ on the basis of the authorisation by the law establishes special bodies for the exercise of delegated powers
- ✓ ensures the protection of classified information and methods for achieving this objective
- ✓ is responsible for the timely ordering of a review of the region's financial performance for the previous year. No one will impose this duty on them, it is self-evident and embedded in the law.
- ✓ is responsible for keeping the citizens of the region advised methods leading to this goal
- ✓ They shall suspend the execution of a resolution of the council if they consider that the resolution is incorrect. The matter shall then be referred to the next meeting of the regional board for decision.

- **regional office/authority** – performs tasks within its independent competence assigned to it by law, the regional board and the regional council and assists the activities of committees and commissions. It also performs the state administration provided for by law (delegated competence).

- it consists of the director and the employees of the region assigned to the regional office. The head of the office is the director, who is also an employee of the region. The director is responsible for the performance of the tasks entrusted to the regional office in both independent and delegated competences. They are appointed (or dismissed) by the governor with the prior approval of the Minister of the Interior.
- Individual departments and their divisions are run by their official leaders. Heads of departments are appointed and dismissed by the regional council on the proposal of the director.

Competences of regional authorities:

- establishment of secondary schools
- responsibility for hospitals and social facilities
- construction and repair of second and third class roads
- organization of integrated transport systems
- ordering of public intermunicipal transport
- protection of the nature
- cooperation in the distribution of EU funds within the NUTS-2 regions
- tasks within the integrated rescue system
- right to propose laws to the Chamber of Deputies and submit complaints to the Constitutional Court

- accepts proposals to amend the Plan for the Development of Water Supply and Sewerage Systems in the Region
- accepts appeals against a municipality's decision on the obligation to connect to the public sewerage system
- receives notices of assemblies
- receives notices of a public collection
- accepts the declaration on the acquisition and loss of Czech citizenship
- accepts applications for non-investment grants in the field of sports
- accepts applications for permission to use birds of prey in falconry
- accepts applications for the relocation of cultural monuments
- accepts applications for Czech citizenship
- accepts applications for Czech citizenship certificates
- accepts applications for permits to operate a water supply or sewerage system for public use
- receives requests for the release of population register data
- administrates the air pollution charge
- issues permits for the captive breeding of game and its possible release into the hunting ground
- issues permits for the operation of facilities for the use, disposal, collection or purchase of waste
- issues decisions as to whether or not surface water or groundwater is involved
- issues a decision when in doubt as to whether a watercourse is a watercourse
- releases data from the population register
- establishes secondary schools
- is responsible for hospitals
- is responsible for homes for the elderly and other social facilities
- designates nature parks, nature reserves, and monuments
- the Regional Board may propose laws to the Chamber of Deputies and submit complaints to the Constitutional Court

Districts

Districts of the Czech Republic are territorial units, formerly used as second-level administrative divisions of the Czech Republic. After their primary administrative function has been abolished in 2003, they still exist for the activities of specific authorities and as statistical units. They remain as seats of some of the offices, especially courts, police and archives. **Their administrative function was moved to selected municipalities.**

Municipalities

Obec is the Czech word for a **municipality**. The literal meaning of the word is "commune" or "community". It is the smallest administrative unit that is governed by

elected representatives. Cities and towns are also municipalities. Its legal definition is “a basic territorial self-governing community of citizens; it forms a territorial unit, which is defined by the boundary of the municipality."

Almost whole area of the Czech republic is divided into municipalities, with the only exception being military training areas. The smaller municipalities consist only of one village. A municipality has mostly the same name as the settlement which is the most populated and where is the municipal office.

A municipality can obtain the title of a **city** (Czech: *statutární město*), **town** (Czech: *město*) or **market town** (Czech: *městys*). While all of them are municipalities from the point of view of the law, they are usually referred by its title and not as municipalities, and municipalities without status are called just municipalities. Statutory cities can have self-governing subdivisions, so-called city parts or city districts, which have standing partly similar to municipalities. Town and market town are above all ceremonious honorary degrees, referring to population, history and regional significance of a municipality. History and regional significance are reasons, why a small municipality can have the status of a town or market town, and why more populated municipalities don't have any status.

A special type of municipality is **the capital Prague**, which has simultaneously the status of a municipality and the status of a region and which is treated by special law.

<u>Municipality bodies:</u>

- **municipal board** (*zastupitelstvo obce*), also a city council or town council - the basic body of the municipality, which governs it independently. All other municipal bodies are derived from the municipal board (e.g. they elect the mayor and other members of the municipal council). The municipal board is primarily responsible for the municipality's development plan and for the management of municipal property.
- In the area of local government, the municipal board is the main self-governing body, it makes decisions by resolution and can adopt generally binding ordinances. It approves, for example, the municipality's zoning plan and budget, establishes and abolishes the municipal police, decides on the announcement of a local referendum or elects or dismisses the mayor. The decisions of the municipal board are implemented by the municipal council. The municipal government decides, among other things, on e.g. repairing pavements, opening a kindergarten, has the possibility to grant a low rent for municipal premises and thus enable e.g. the establishment of a private medical practice in the village, provides lighting, transport to other villages, establishes playgrounds, bus stops, supports cultural life in the village by cooperating with associations, organizing exhibitions, balls.

- **municipal council** (*rada obce*) - the executive body of the municipality in the area of independent competence of the municipality. In the exercise of its autonomous powers, it is accountable to the municipal board. The municipal council is not responsible for decisions in the area of delegated competence of the municipality, i.e. it is not a state administration body, except for issuing generally binding ordinances. In this exercise of its delegated competence, it is accountable to the regional authority.

- The municipal council is composed of the mayor, his deputy or representatives of other councillors elected by the municipal board from among its members. The number of members of the municipal council must always be odd, with a minimum of 5 and a maximum of 11. This number may not exceed one third of the members of the municipal board. In municipalities where the municipal board has fewer than 15 members, the municipal council shall not be elected and the tasks it would otherwise perform shall be carried out by the mayor. Meetings of the municipal council, unlike meetings of the municipal board, are not public. The municipal council assembles as necessary and acts by a majority of its members.

- **the mayor** (*starosta/primátor*) - the main task of the mayor is to represent the municipality. In their absence, they are represented by the deputy mayor. Only a citizen of the Czech Republic may act as mayor and deputy mayor. They are elected by the municipal board, to which they are also accountable.

- The powers of the mayor include:
  - ✓ appointing and dismissing the secretary of the municipal authority,
  - ✓ deciding on matters entrusted by the municipal council,
  - ✓ arranging for a review of the municipality's financial performance for the calendar year,
  - ✓ providing information to the public concerning the activities of the municipality,
  - ✓ employing and terminating employment with employees of the municipality,
  - ✓ convening the municipal board,
  - ✓ the management of the municipal board.

- **municipal office/authority** (*obecní úřad*) - performs the tasks assigned to it by the municipal board or the municipal council and assists the individual commissions and committees of the municipal council in their activities. In municipalities with extended jurisdiction and municipalities with a designated municipal office, a municipal office secretary must be appointed, who is an employee of the municipality and whose appointment and removal is subject to the approval of the

director of the regional authority. The secretary, by law, effectively manages the municipal office and is directly subordinate to the mayor who manages the office.

Competences of municipalities:

- collects rent from residential and non-residential premises owned by the municipality
- accepts proposals for a local referendum
- receives notices of assemblies
- accepts submissions to the ISOH Wreck Module Participant Register
- receives suggestions for the installation of video surveillance
- accepts registration of permanent residence and notification of change of permanent residence
- receives requests and notifications concerning the data box information system
- accepts applications for felling of trees growing outside forests
- accepts applications for non-investment grants in the field of sports
- accepts applications for permission to place a gambling facility
- accepts applications for an extract from the criminal record
- leases residential and non-residential premises
- performs authorized document conversion
- verifies the correspondence of the copy with the original document and the authenticity of signatures
- determines the numbers of buildings in the municipality
- keeps records of clauses of authorised document conversions
- collects municipal waste fees
- collects fees for the use of public spaces¨
- collects fees for the valorisation of a building site because of the possibility of connecting it to the construction of a water supply or sewerage system
- collects dog fees
- issues certified outputs, records and extracts from basic registers
- issues payment notices for unpaid local taxes
- issues certified copies of a record or document deposited in the collection of documents
- issues voter ID cards
- issues a decree on cleanliness and order in the municipality
- issues a decree on local fees pursuant to Act 565/1990 Coll.
- issues a decree on waste management
- issues a decree on the rules governing the movement of dogs and other animals in public spaces
- issues a decree on determining the coefficient for calculating the real estate tax
- issues an extract from the criminal record of a person

- issues extracts from the driver's point score
- issues extracts from the insolvency register
- issues extracts from the Land Registry
- issues extracts from the List of Qualified Suppliers
- announces the warning signal “General warning”

5 CIVIL SERVANTS

5.1 ITALY

Public employment means the discipline that regulates the relations between the PA and the individual subjects operating within this structure, employed by the State. The employment relationship employed by the PA is a voluntary relationship for hire, strictly personal, bilateral and subordinate. The public sector differs from the private sector because it has always had its own specific discipline over the years. The employment relationship is governed by the Constitution, the Civil Code and national collective agreements.

Despite the privatization of the public employment relationship, various provisions of public law continue to apply; Article 98 of the Constitution, for example, states that the civil servant is at the exclusive service of the Nation, and not of the individual entity, so he is subordinate to the PA, which is not the case in the private sector, where companies act in competition.

Another very important feature is expressed in Article 974 of the Constitution which requires exclusive access through competition to the jobs of the public administration, except for the few exceptions established and by law.

Citizens who are entrusted with public functions, pursuant to Article 542 of the Constitution, unlike relations between individuals and individuals, are also required to carry out their work with discipline and honor, sometimes, if established by law, even by taking an oath.

Article 28 regulates the liability of officials and employees of the State and of public bodies who are directly responsible for criminal, civil and administrative offences arising from their work; the difference between these relations and those of private law is that for public employee's civil liability extends to the State and public bodies.

The summary legislation of the public sector, the T.U.P.I., starts from art. 97 of the Constitution to increase the efficiency of public administrations, rationalize the cost of public labor and improve the use of human resources by increasing the flexibility and rewards of employees. For this to happen, it is established that public employment relationships are regulated by individual contracts (art. 2 T.U.P.I) which, however, are subject to the decentralized contract and the national collective agreement that establishes the (homogeneous) economic treatments.

Article 54 of the Consolidated Law also introduces the code of conduct for civil servants, that is, a general regulation that establishes what they can do or cannot do, with consideration of the duties of managers. The violation of the duties contained in the code of conduct are a source of disciplinary responsibility, as well as civil, administrative and accounting if related. The code of conduct is both national and corporate, so each administration, in addition to transposing the national code, must also adopt its own code of conduct that the employee

must know and sign at the time of recruitment. The body can associate the regulations with the adoption of a code of ethics, that is, a 'virtuous' code that also concerns those who are not employees and have no direct disciplinary consequences. Among the rules provided for by the T.U.P.I. it is important to also remember the articles. 54-bis et seq. which protect the obligation of the civil servant to report an offense; in addition to guaranteeing the anonymity of the report at least until the trial, there is a sanction against the manager who adopts repressive measures against the employee; a discipline is established for the relations between disciplinary proceedings and criminal proceedings; and cases of disciplinary dismissal are indicated.

5.2 ROMANIA

The rights and obligations constitute the legal support of the authority and prestige of the public servant, being ensured and guaranteed by the state through legal means, of a material, civil, administrative and even criminal nature.

The rights and obligations of civil servants can be divided into two main categories, namely:

- special rights and obligations that only certain categories of civil servants have
- rights and obligations of a general nature that all civil servants have

The rights and duties of civil servants are regulated in Chapter V of the Law no.188/1999 on the Statute of civil servants with subsequent amendments and completions.

Regarding the rights of civil servants regarding their personal situation, we will note that for their activity, civil servants are entitled to a salary composed of:

- the basic salary;
- the increase for seniority in work;
- the supplement to the job;
- grade supplement.

In close connection with the right to salary, the right to the normal duration of the working time is regulated, which is 8 hours per day and 40 hours per week, specifying the possibility of carrying out overtime, limited to 360 per year, paid with an increase of 100% of the basic salary, but only for the execution civil servants.
Civil servants, under the law, have the right to annual leave, medical leave and other leave. The civil servant is entitled, in addition to the leave allowance, to a premium equal to the basic salary of the month preceding the departure on leave, which is taxed separately.
In addition to the rights of civil servants during the period in which they are in activity, it is natural for them to also benefit from a series of rights due to the cessation of their activity, that is, of the civil service relationship, materialized primarily in retirement, regarded in

western doctrine as a type of remuneration due to the public office at the cessation of the exercise of their office, as a result of its withdrawal from activity.
The statute of civil servants also specifies their right to benefit in the exercise of their attributions from the protection of the law with the express specification of the obligation of the public authority or institution to ensure the protection of the public servant against the threats, violence, acts of outrage to which he could be the victim in the exercise of the public office or in connection with it.
In order to guarantee this right, the public authority or institution will request the support of the competent bodies, according to the law.

Regarding the effective enumeration of the duties of the civil servants, we will note the following specifications made by the legislator:

- the civil servants have the obligation to fulfill with professionalism, impartiality and in accordance with the law, the duties of the service
- civil servants have the obligation to refrain from any act that could harm individuals or legal entities or the prestige of the civil servants' body;
- the management civil servants are obliged to support the proposals and motivated initiatives of the subordinated staff, in order to improve the activity of the public authority or institution in which they operate, as well as the quality of the public services offered to the citizens;
- civil servants have the duty to respect the norms of professional and civic conduct provided by law;
- civil servants have the obligation, in the exercise of their attributions, to refrain from expressing or publicly manifesting their political beliefs and preferences
- civil servants have the obligation not to participate in political activities during working hours;
- civil servants are forbidden to be part of the governing bodies of political parties.

The civil servants have the obligation to keep the state secret, the work secret, as well as the confidentiality in relation to the facts, information or documents they become aware of in the exercise of the public office, under the law, except for the information of public interest. The service secret involves those acts and deeds expressly provided by a general norm or of an internal nature, the violation of which attracts criminal or disciplinary sanctions, and through the obligation of confidentiality, the interests of both the state and the citizen are satisfied.

The rights and obligations of civil servants, in short, are these:
Rights:

- the right to opinion (art. 36 of the Statute);
- the right of trade union association (art. 37 of the Statute);

- the right to strike - under the conditions of the law (art. 38 of the Statute);
- the right to a salary for the work performed (art. 40 of the Statute)
- the right to hold positions (art. 52 of the Statute);
- the right to leave (art. 43 of the Statute);
- the right to improvement (art. 43 of the statute);
- the right to a uniform (art. 41 of the Statute);
- the right to protection (art. 46, 47, 50 of the Statute);
- the right to a pension (art. 47, of the Statute);

Obligations :

- the obligation to fulfil the duties (art. 55 of the statute);
- the obligation of loyalty to the institution (art. 56. of the Statute);
- the reserve obligation in expressing political opinions (art. 57 of the Statute);
- the obligation of hierarchical subordination (art. 58, 62 of the Statute);
- the obligation to keep secret (art. 59, 60 of the Statute);
- the obligation of dignity (art. 61 of the Statute);
- liability obligation (art. 58);
- professional training obligation (art. 67 of the Statute).

5.3 CZECH REPUBLIC

Implementing the Civil Service Act:

The adoption of Act No. 234/2014 Coll., on civil service, as amended, ensuring the depoliticization, professionalization and stabilization of public administration, was a very important commitment for the Czech Republic. The Act was promulgated on 6 November 2014, when some of its provisions also became effective. The Act became fully effective on 1 January 2015. Since then the Act has been put into practice, especially by subsequently systemizing civil service posts and work posts, separating clearly political and non-political (white-collar) posts, running the Civil Service Information System, etc. The overwhelming majority of its legal regulations have also been adopted and promulgated in connection with adopting this Act.

Since 1 July 2015 fundamental changes in the civil service have been started based on the transitional provisions of the Act in connection with the first systemization of civil service posts and work posts, employing existing employees as civil servants in civil service employment based on their applications, transferring existing chief employees to the positions of senior civil servants in civil service employment, and subsequently announcing new competitive hiring procedures for all the posts of deputies and directors of sections.‘

Although the commitment was assessed as substantially completed in 2016, implementing the Act cannot be understood as a one-off event. It must continue with the implementation of the basic institutes of the Act.

Main Objective: Ensuring the depoliticization, professionalization and stabilization of state administration.

Brief Description of Commitment:
Depoliticization – transparent competitive hiring, the term of civil service employment not dependent on political changes (e.g. changes in the composition of the Government) and setting up a more rigid process for changing the organization of a civil service authority. The approval of the systemization of civil service posts guarantees that ad hoc organizational changes are more difficult.
Stabilization – systemization, changes in systemization and defined types of changes in civil service status.
Professionalization – a civil service examination, civil service assessment/appraisal and civil service discipline, and education of civil servants.

The commitment is complete, as all outlined targets in the action plan were implemented:
Milestone 1: **Regulations implementing the Civil Service Act**
The decree No. 388/2017 Coll. determining the model of the service badge to serve as identification for civil servants was adopted and came into force on 1 January 2018. All service badges should be issued by the end of December 2019.

Milestone 2: **Ensuring competitive hiring for Directors**
Most of the selection processes for service posts and department directors and deputies were completed, but there are still a small number of selections to be made.
Milestone 3: **Civil service employment controls**
In addition to the three inspections carried out in 2016, four more inspections were initiated in 2017, and one was concluded. The three remaining inspections were carried over to 2018. These inspections looked into the systemization and organizational structure of a service authority, requests for appointment to civil service processed by the authority in accordance with the temporary provisions of the Civil Service Act, selection processes, service performance appraisals, and implementation of the civil service examination. The annual report on civil service for both 2016 and 2017 [4] details the procedures in place and number of controls.
Milestone 4: **Civil service examination**
In the final self-assessment report, the lead implementing agency stated that between July 2017 and June 2018, 54 percent of currently serving civil servants required to take a civil service exam in this period attended the tests. The stated percentage cannot be verified, but the procedure is in place and exams are ongoing. The overall data on civil service examinations are published in the annual report on civil service and information about the exam is published on the ISoSS portal.
Milestone 5: **Civil service bodies recognizing additional examinations**

Between July 2016 and May 2017, the Ministry of the Interior recognized 164 examinations as equivalent civil service examinations. According to the government's final self-assessment report, 169 examinations were recognized between July 2017 and June 2018.

Milestone 6: **Investigating whistleblowing**

In 2017, 991 notifications were submitted via email and notification boxes. Out of these notifications, 71 were related to whistleblowing in compliance with the Government Resolution No. 145/2015 Coll., and 39 investigations were closed internally. In six cases, the investigation concluded with a suspicion of a crime committed, and one case had already been forwarded to the criminal proceeding authorities.

Milestone 7**: Disciplinary authority in civil service authorities**

In 2017, the second-level disciplinary board, the highest disciplinary body established within the Ministry of Interior, decided on 21 disciplinary proceedings; one decision was challenged at the court. The first-level boards established at each service authority initiated 47 disciplinary proceedings. The process is in place and disciplinary proceedings are ongoing.

Milestone 8: **Developing and extending the Civil Service Information System**

As of December 2017, information on vacant civil service positions and open competitions is published in open data format on ISoSS. [7] In 2017, a new functionality generating the number of service badges was introduced (milestone 1). Implementation of ELTES system, which is designed for conducting civil service exams remotely, has started. A number of new functionalities have been developed and, since the target is defined only in general terms, the milestone is completed.

Milestone 9: **Producing annual reports on implementing the Civil Service Act**

The 2017 annual civil service report was completed in July 2018 and can be found online. The annual report on civil service for 2018 is expected to be published in the second half of 2019.

Civil servants have the right:

- to the creation of conditions for the proper performance of their duties,
- to have at their disposal in the service office professional literature relevant to their branch of service,
- to the public use of the official insignia of a civil servant, including the official insignia of the superior or the service authority,
- to continue their education,
- to salary and salary progression; the grade of a civil servant shall correspond to the post in the branch of service to which the civil servant is assigned or appointed; a change of post involving a reduction in grade may be made without the consent of the civil servant only in the cases provided for by this Act or by an Act amending the terms of reference of a service authority,
- refuse to perform official tasks which do not fall within the field of service in which they are serving,

- to refuse to perform a service task which, under any other law, service regulation or order, is to be performed personally by the superior; this shall not apply in the case of representation,
- to lodge a complaint in matters of service and service relations,
- assert their rights under the service relationship in a lawful manner.
- Civil servants who perform their service within the limits of the authority provided for by other legislation, this Act and the Staff Regulations shall have the right to be supported in the performance of their service by the service office in which they perform their service.
- Where a complaint is made against a public servant that they have breached the duties imposed on public servants by law, the service authority shall properly investigate and deal with the matter which is the subject of the complaint in a timely manner and inform the public servant of the outcome of the complaint.

A civil servant is obliged to:

- In the performance of their duties, they shall be loyal to the Czech Republic,
- to perform their service impartially, within the limits of their authority, and to refrain from anything in the performance of their service which might undermine confidence in their impartiality,
- in the performance of his duties, comply with the legislation applicable to the performance of his duties, the Staff Regulations and the orders for the performance of his duties,
- carry out official duties personally, properly and in a timely manner,
- continue their education as directed by the service authority,
- observe the discipline of the service,
- to provide information on the activities of the service authority in accordance with the Freedom of Information Act, where this is part of their official duties,
- to maintain secrecy regarding facts of which they have become aware in the course of their duties and which, in the interests of the service, may not be communicated to other persons; this shall not apply if they have been released from their obligation; the obligation of secrecy imposed on a civil servant by another law shall not be affected,
- to refrain from any action which might lead to a conflict between the public interest and personal interests, in particular from taking advantage of information acquired in the performance of their duties for their own or another's benefit, and from abusing their position as a civil servant,
- not to accept gifts or other benefits in excess of CZK 300 in connection with the performance of their duties, with the exception of gifts or benefits provided by a service authority,

- notify the service authority that a criminal prosecution has been initiated against them and on what matter,
- to represent a superior or a civil servant in a post in a higher grade,
- to serve on the selection board, the examination board, the conciliation board, the disciplinary board and other bodies established by the service authority under the service regulations,
- observe the rules of decorum towards officers, other public servants and employees in the administrative authority and in official conduct,
- make full use of official time for the performance of official duties
- to manage properly the funds entrusted to them by the service authority and to guard and protect the property entrusted to them against damage, loss, destruction and misuse,
- when serving from another place, to serve only at the place agreed in the agreement on serving from another place and to comply with the conditions agreed in that agreement,
- in official oral or written dealings with natural persons or legal entities, disclose their name or, where appropriate, first and last names, their service designation and the name of the organisational unit of the service office to which they are assigned,
- to perform service in averting a natural disaster or other imminent danger or to contribute to the mitigation of its immediate consequences,
- comply with the rules of ethics for civil servants laid down in the Staff Regulations

The faith, religion or political or other opinion of a civil servant shall not be prejudicial to the proper and impartial performance of their duties.
Service tasks shall be imposed and their performance shall be directed and controlled by the relevant member of the Government, the Head of the Government Office and the Chief Executive. If a civil servant considers that an order is contrary to the law or the Staff Regulations, they shall bring it to the attention of their immediate superior, a senior official, the Head of the Service Office, the relevant Member of the Government or the Head of the Government Office before carrying out the order. If no remedy is forthcoming, the civil servant shall bring the discrepancy to their attention in writing. If the immediate superior, superior officer, head of the service office, the relevant member of the Government or the head of the Government Office insists on compliance with the order despite written notice, they shall issue the order to the civil servant in writing.

6 PRINCIPLES OF PUBLIC ADMINISTRATION

6.1 ITALY

1. Principle of legality

The first principle provided for by art. 97 of the Italian Constitution is a principle of legality by way of which the action of the PA must comply with the rules of law or must be within the limits of the provisions of the law, of the acts having the force of law and of all the normative sources that affect the public administration.

The principle of legality can take on two meanings:

- formal legality, in the sense that the administrative activity must comply with the law by acting in the hypotheses and within the limits allowed by law.
- substantive legality, in the sense that the administration will have to comply with the function that the law has identified in relation to individual acts.

2. Principle of impartiality

The principle of impartiality provides that the administration must be equidistant from the interests that are at stake. This implies that the PA is obliged to necessarily determine the criteria and methods to be followed before starting the procedure; it must properly weigh all the interests involved avoiding any discrimination in the implementation of the public interest and ensure the abstention of its officials in cases of conflicts of interest by reporting any situation of conflict, even potential.

The principle of impartiality can be understood:

- in a negative sense as the duty of the PA not to discriminate against the private subjects involved,
- in a positive sense as an active behaviour of the PA aimed at the weighting and evaluation of all the interests involved.

From the principle of impartiality derive the corollaries of the principles of publicity and transparency governed by Law no. 241/1990:

3. Principle of advertising

The principle of publicity guarantees democratic control over the activity of the PA by citizens as the PA is required to publish, communicate or make accessible documents, acts and procedures.

4. Principle of transparency

The principle of transparency aims to make known the practical, concrete tools available to the private individual to be able to access the acts and documents of the administrative principle.

Transparency involves:

- access to administrative measures,
- the obligation to state reasons for measures,
- participation in the administrative procedure,
- the obligation to publish information relating to the members of political bodies, holders of managerial and collaboration positions, reports, regional and provincial council groups,
- the right of civic entry to information not published by the administrations if there was an obligation to publish it

5. Principle of good performance

The principle of good performance, also contained in Article 97 of the Constitution, requires the PA to always act in the most appropriate and convenient way possible to achieve the public goal that it is called to pursue. This principle is the result of the coexistence of different criteria provided for by Law no. 241/1990:

- Criterion of cost-effectiveness - whereas it is necessary to optimize the results in relation to the means available.
- Criterion of effectiveness - consisting of the relationship between the objectives set and those achieved.
- Efficiency criterion - consisting of the relationship between the resources used and the results achieved.
- Timeliness criterion - implies the prohibition of aggravation of the administrative procedure.

6. Principle of reasonableness

If good performance is to be guaranteed and if the PA is to be impartial then, according to the principle of reasonableness, the PA must operate rationally in the performance of its action to avoid arbitrary and irrational decisions; the unreasonableness of the administrative process constitutes, in fact, an excess of power in the presence of which the measure would be considered illegitimate.

7. Principle of proportionality

The principle of proportionality is a principle of European derivation according to which any measure adopted by the PA must be proportional to the objectives to be pursued to ensure an action appropriate and appropriate to the circumstances. Otherwise, the measure adopted would be unreasonable and therefore punishable from the point of view of excess power as it would unjustifiably affect the private sphere without being supported.

8. Subsidiarity principle

The principle of subsidiarity, the constitutional principle provided for in Article 128, represents the criterion for the distribution of political and administrative functions among

the representative bodies of different territorial levels (local authorities, States and associations of States) as well as bodies of individual and associated private initiative. Administrative action is provided for by the Constitution to be entrusted to the body closest to the citizens according to a subsidiarity that can be:

- vertical - when the administrative functions belong to the Municipality unless the latter can not perform them because of its small size or because they do not fall within its competences; in this case the functions must be assigned to the closest hierarchically superior body.
- horizontal - if private individuals and free associations are not able to effectively satisfy interests and needs worthy of protection and therefore the intervention of the PA is considered necessary.

9. Principle of protection of rights

For Article 24 of the Constitution all citizens have the right to be able to assert their rights and legitimate interests before the judicial authority, while Article 113 provides that the measures of the PA can be made the subject of judicial protection before both ordinary and administrative bodies, that is, the possibility of appealing and acting to protect these rights also within the framework of what is the power of the PA.

10. Principle of contradiction

The adversarial principle provides that the PA must listen to the reasons of the interested party before adopting an unfavorable individual measure, in fact the administration must communicate in advance the reasons for the rejection of the application in proceedings at the request of the party. Within ten days of receipt of the communication, moments may submit comments. If the observations are not accepted, the administration will have to justify the reasons in the final measure.

11. Principle of responsibility

The principle of liability requires the PA to compensate for the damage caused by its officials and employees in the exercise of their respective functions.

12. Principle of legitimate expectations

The principle of legitimate expectations requires the administration, in the exercise of its powers, to weigh the public interest against the interests of private individuals by considering the legal and private situations which have been consolidated over time because of acts capable of giving rise to a reasonable expectation of the addressee. Full custody is achieved only when the advantage is enjoyed within a period such as to persuade the beneficiary of its stability, as well as of its definitiveness.

6.2 ROMANIA

The content of the principles of public management is determined by the specifics of the public sector and adapted to it, which is why their knowledge and integration into the public management by public managers and political representatives at the same time becomes a necessity that must be supported by all decision makers.

In the context defined by the new public management, the integration of the principles represents not only an essential premise but also an urgent necessity for achieving a real reform in the public sector.

1. Principle of unitary leadership

The principle of unitary management consists in the definition and application by all decision makers of the fundamental concepts of public management, starting from the same perception reflected in a common, unitary, clear vision of the public sector, of each field and of each distinct organizational entity.

It is absolutely necessary, in the same national context, to clearly specify the mission and role of the public management, the type of managerial approach, the management style, etc. the universal and specific concepts, methods and techniques whose application, in a unitary vision, confers cohesion and harmony within each structural component, to each sector and to the system as a whole, thus allowing the achievement of the objectives for which it was created.

If we approach in a broad sense the principle of unitary management as a basic principle of public management, the very process of integration of states into the European Union presupposes the knowledge, acceptance and integration of each one in a common system of values, in a common vision on the public sector in general and on the role of public management, in the domestic and international context in particular.

There is an elementary logic according to which a system cannot function effectively unless the parties are harmoniously integrated and coordinated and in this spirit the principle of unitary leadership must be perceived and implemented.

2. Principle of autonomous driving

The principle of autonomous leadership, as a principle of public management, starts from two essential premises. One is given by the diversity of the fields in which the public management operates, and the other by the multitude of specific intra and extra-organizational variables, which imprint a distinct character to the public management, giving the public managers the freedom of decision and action, but also the responsibility for the level of performances obtained.

The principle of autonomous management consists in the customization of the content of the public management, depending on the fields in which it is applied and the diversity of the general and specific public interests identified. Therefore, the principle of autonomous

management consists in granting an appropriate degree of managerial and financial autonomy to public institutions, in order to satisfy the general and specific public interests.
If in most countries the legislative autonomy is not considered as opportune in a unitary state, in terms of managerial autonomy, the practice in all developed democratic countries has confirmed the urgent need to confer on the representatives of the public management that independence of stimulating action in order to obtain performances and become responsible for their level.

3. Principle of continuous improvement

The principle of continuous improvement as a principle of public management, consists in approaching in a permanent dynamic of the public management system, depending on the changes occurred in the domestic and international environment, but also in the system of general and specific public interests.

Although this principle is based on an absolutely elementary logic, according to which the content of the public management must be improved depending on the degree of achievement of the forecasted objectives, but also on the internal and international changes that have occurred, practically its implementation frequently encounters many problems.

4. Principle of effective administration

The principle of efficient administration consists in the realization, through the processes and management relations in the public sector, of the efficient management of all the categories of resources attracted and intended to achieve the foreseen objectives, so that an essential and necessary concordance can be respected between the level of economic and social performances. obtained in the public institutions by the holders of the positions and public management and execution functions and the expense with which they are offered.
According to this principle, it is necessary to accept an elementary economic reasoning regarding the perceived expense for the maintenance of the public management system that ensures the achievement of the general interests, as a result of the public services provided.
Regarding public management, compliance with this principle involves the design and combination of all management processes and relations so that the maximization of the degree of social needs will be maximized through the public services offered under the conditions of minimizing the attracted cost, as a result of an appropriate management of all categories of driven resources.

5. Principle of legality

The principle of legality consists in the dimension, structuring and combination of managerial processes and relations, the legislative provisions being considered as a legal basis to consider and not as an end in itself.
Undoubtedly, in public management the influence of the legislative factor is significantly greater than in the private sector. What is essential to understand and accepted by the

representatives of the management of public institutions, is that public management does not exist to implement laws, decisions, regulations, etc., but to meet the general public interest and the specific social needs. In order to achieve this purpose, the public managers carry out management processes and relations, under legal conditions.

6.3 CZECH REPUBLIC

1. Principle of legality

This principle is often referred to as the most important (this is also confirmed by the explanatory memorandum to the Administrative Procedure Code) and is the basis for the application of other fundamental principles.

The principle of legality aims at the fulfilment of procedural, substantive and competence rules. Under procedural rules, the rules of procedure must be complied with; under substantive rules, the powers and duties to be decided must be examined; under competence rules, it is necessary to act in accordance with the assigned powers and competences of the administrative authority concerned.

2. Principles of proportionality

This is an internationally recognized and constitutional principle in the legal system of the Czech Republic. This principle imposes requirements on the content of the administrative decision and on the manner of application of procedural procedures.

The principle of proportionality consists of several sub-principles, including:

- the principle of prohibition of abuse of administrative discretion
- the principle of protection of good faith and legitimate interests
- the principle of subsidiarity and the need to find a solution appropriate to the circumstances of the case

3. Prohibition of abuse of administrative discretion

The main and related principles governing administrative discretion are:

- the principle of the pursuit of the stated purpose and non-abuse of administrative discretion
- respect for equality before the law and non-discrimination
- respect for the principle of proportionality and decision-making within a reasonable time
- the principle of predictability, legitimate expectations and legal certainty

4. Principle of protection of good faith and legitimate interests

Administrative authorities are limited in their activities by Article 2(3) of the Administrative Procedure Code, which provides that "the administrative authority shall investigate the

rights acquired in good faith as well as the legitimate interests of the persons affected by the administrative authority's action in a particular case and may interfere with these rights only under the conditions laid down by law and to the extent necessary."

5. Principle of consistency with the public interest

This principle is succinctly expressed in Section 2(4) of the Administrative Procedure Code as follows: 'The administrative authority shall ensure that the solution adopted is in accordance with the public interest (...)'. From the point of view of the systematics of the basic principles of the activity of administrative authorities, this is a separate principle, which, however, complements the sub-principles belonging to the principle of proportionality.

6. Principle of subsidiarity

This principle is expressed in Section 5 of the Administrative Procedure Code as follows: "If the nature of the case allows it, the administrative authority shall attempt to reconcile the contradictions that prevent the proper consideration and decision of the case." It follows from the statutory text that this conciliation should be reflected both in the procedure of the administrative authority and in the decision itself.

Public authority must be exercised only to the extent necessary to justify the purpose of the exercise of the power in question and only where the procedures and decisions of the administrative authorities fail to provide an amicable solution.

7. Principle of foreseeability or legitimate expectation

This principle is based on the constitutional basis, or the principle of equality and non-discrimination. However, the principle of legitimate expectation is also directly expressed in the provisions of Article 2(4) of the Administrative Procedure Code, which states that: 'The administrative authority shall take care (...) to ensure that no unjustified differences arise in the determination of factually identical or similar cases.'

The principle of legitimate expectation emphasizes the continuity of the activities of administrative authorities or the establishment of a certain decision-making practice and is particularly important in relation to administrative discretion. Decision-making practice is, of course, not immutable, but it cannot remain so without the administrative authority providing adequate justification as to why the solution chosen in a given case is better suited to the balance of interests taken into account.

8. Principle of material truth

This principle relates to the fact-finding requirements of an administrative authority's procedure. The Administrative Procedure Code expresses the principle of substantive truth in a somewhat rationalized form in Article 3 of the Administrative Procedure Code as follows: "Unless otherwise provided by law, the administrative authority shall proceed in

such a way as to establish the state of affairs beyond reasonable doubt to the extent necessary for its action to comply with the requirements set out in Article 2." In view of the reference of that provision to the provisions of Article 2 of the Administrative Procedure Code, it is also necessary to apply the principles of legality, proportionality, predictability and conformity with the public interest. Special laws may also lay down other requirements.

9. Principle of procedural equality and impartiality of the administrative authorities' procedures

The principle of procedural equality and impartiality of administrative procedures reflects the constitutional requirement of non-discrimination. At the same time, it is one of the principles which fulfils the requirements of a fair trial.

10. Principle of public administration as a service

This principle is enshrined in Article 4(1) of the Administrative Procedure Code, which states that "anyone who performs tasks arising from the competence of an administrative authority has a duty to behave courteously towards the persons concerned and to accommodate them as far as possible."

11. Principle of cooperation between administrative authorities and consistency of their procedures

The administrative authorities are obliged to ensure the consistency of all procedures taking place at the same time which concern the same rights and obligations of the person concerned. The administrative authorities are also obliged to inform the person concerned that there are several procedures in progress. The implementation of the principle of cooperation between administrative authorities and consistency of their procedures should, among other things, help to strengthen the credibility of public administration.

12. Principle of rapidity and economy of procedures, or process economy

According to this principle, the administrative authority is obliged to deal with matters without undue delay. At the same time, if the administrative authority fails to carry out the prescribed acts within the statutory or reasonable time limit, the provisions of Section 80 of the Administrative Procedure Code on inactivity shall apply to remedy the situation. In the event that even these measures do not help, it is possible to proceed through the administrative justice system. The administrative authority is also obliged to proceed in such a way that no one incurs unjustified costs. The administrative authority shall only request supporting documents from the persons concerned if the legislation so provides. If the data are available to the administrative authority in an official register which it keeps and the person concerned so requests, the administrative authority shall obtain the necessary data from that register.

7 THE STATE OF DIGITIZATION OF PUBLIC ADMINISTRATION

7.1 ITALY

One of the development vehicles for the management of public employees in Italy is certainly the **PNRR**, a portfolio of projects and programs adopted in 2021 within the European support program Next Generation EU, of which **the digital transition represents a priority mission**.

The result of the PNRR will be the proliferation of programs and projects to be carried out in a limited time and with tangible product results from the entire community. Most of the projects will use digitization to be able to develop their initiatives; the management of all these interventions, in any case, will require extensive managerial skills with the following repercussions:

- intensification and expansion of skills on the discipline of project management for all the actors involved (PA, suppliers, monitors).
- the need to increase maturity in the project management of organizations (training).
- orientation of project management towards sustainability and civil responsibility.

For the implementation of the PNRR and therefore for the digital transformation of the public administration, technologies alone are not enough: skills are needed first. The regeneration of the skills of PA managers corresponds to the resolution of a long-standing problem that will take time, but the government seems to be on the right track: 2022, in fact, opened with the announcement of a 'Strategic Plan for the enhancement and development of the human capital of the Public Administration' , a training and refresher program aimed at the 3.2 million Italian public employees and which will involve both the world of universities and that of companies that propose themselves as promoters of the dissemination of digital and non-digital skills.

7.2 ROMANIA

The Authority for the Digitization of Romania is organized and operates as a structure with legal personality within the working apparatus of the Government and under the coordination of the Prime Minister, the role of realizing and coordinating the implementation of strategies and public policies in the field of digital transformation and information societies.

In its field of competence, ADR performs the following functions:

- of strategy, through which it strategically plans and ensures the development and implementation of policies in the field of digital transformation and the information society;
- regulatory, by which it regulates the participation in the development of the normative and institutional framework in the field of digital transformation and the

information society, including regarding the interoperability of the IT systems of public institutions;
- approval;
- of representation, by which it ensures, on behalf of the Government, representation in national, regional, European and international bodies and organizations, as a state authority, for its field of activity, in accordance with the normative framework in force;
- by the state authority, which ensures the follow-up and control of compliance with the regulations in its field of competence;
- administration and management;
- promoting, coordinating, monitoring, controlling and evaluating the implementation of policies in its field of competence, as well as the national interoperability framework; - communication, which ensures communication both with the other structures of the public sector, as well as with the private sector and civil society;
- implementation and management of projects financed from European funds, as well as programs and projects financed from national funds and other legally established sources;
- by an intermediate body, which ensures the implementation of the measures from the Sectoral Operational Program for "Increasing Economic Competitiveness" and the "Competitiveness" Operational Program under the conditions of the delegation agreement concluded with the management authority for establishing the institutional framework for coordination and management of the European Structural Funds and of investments and for ensuring the continuity of the institutional framework for coordination and management of the 2007-2013 structural instruments, with subsequent amendments and additions, including with regard to other programs with European funding.

The main objectives of ADR are:

- contributing to the digital transformation of the Romanian economy and society;
- the implementation of electronic governance at the level of public administration in Romania, by operationalizing the standardization and technical and semantic interoperability of IT systems in the central public administration and implementing the principles of the Tallinn Ministerial Declaration on electronic governance from 2017;
- contributing to the fulfillment of the objectives for Romania of the financial assistance programs of the European Union in its field of competence.

Currently, ADR manages the following IT systems of national interest:

National Electronic Online Payment System (SNEP) – GHIȘEUL.RO;

It represents the online solution for digitizing the ways of paying taxes and fees. It allows taxpayers to quickly and securely view and pay the taxes they owe to local budgets and the state budget.

Ghisheul.ro has been expanded to introduce a new possibility of payment for the obligations due to the consolidated budget, for legal persons and other entities without legal personality. Also, legal entities will be able to pay through the portal other obligations due, such as tariffs or fines, in addition to fees and taxes, the only condition being that the beneficiary entity is registered in the National Electronic Payment System. This change is a major one in the relationship between public institutions and citizens, the business environment and NGOs, reaching a digitization of the entire process, in addition to reducing or even eliminating the waiting time in public institutions. From the first days, an increase in users of the Ghişeul.ro platform could be observed.

Ghiseul.ro has become a tool accessed more and more by citizens.

A realistic objective of the leadership of the Authority for the Digitization of Romania is to register in Ghișeul.ro all the town halls of the Romanian municipalities, as well as at least 50% of the total number of municipal and communal administrative-territorial units. In order to enroll as many public institutions as possible, steps have been taken to simplify the process of registering authorities in this computer system.

Electronic Single Point of Contact Information System (PCUe);

It is designed as a catalog of all public services provided at the level of the central and local public administration in Romania. The system facilitates dialogue, electronically, between citizens and the business environment with public institutions, thus contributing to the simplification and debureaucratization of public administration, the elimination of going to the counter, the transparency and accessibility of users to the electronic services offered by public institutions, all of which constitute advantages that contribute to increase the degree of satisfaction of citizens and private entities, in their relationship with the institutions providing services.

In accordance with the objectives pursued by ADR, of administrative simplification and de-bureaucratization, in the period February-April 2020, 290 communal, city and municipal administrative-territorial units and 10 commercial companies with the role of approving the authorization of construction, in accordance with the provisions of the Law on the authorization of the execution of construction works, with subsequent amendments and additions.

Taking into account the digitization of the services provided by public institutions, especially in the context of the pandemic, the specialized staff of the PCUe Service provided assistance

for the configuration in the PCUe of the procedures regarding the online granting of the following benefits: the child allowance, the granting of social aid, granting the allowance for supporting the family, granting the allowance for raising the child, granting the heating aid, etc.

The digitization of public services through the PCUe has made it possible for applicants, natural or legal persons, who wanted to obtain a tax certificate, urban planning certificate, authorization of pharmacies, setting the price of medicines, obtaining an energy auditor's certificate, reserving parking spaces, etc. , to no longer travel to the headquarters of the institution providing such services, being able to submit the file online.

Electronic Public Procurement System (SEAP);

It implements national and European legislation in the field of public procurement and is the electronic environment that allows all users - contracting authorities and economic operators It is used to carry out public procurement procedures.

SEAP is currently used by contracting authorities and economic operators in all counties of the country, in Romania it is mandatory to carry out public procurement procedures exclusively by electronic means.

The IT System for Electronic Allocation in Transport (SIAE)

The system is divided into 2 sections that offer access based on authentication to certain functionalities dedicated to freight and passenger transport operators, but also having a public section, where an unauthenticated user can follow the relevant aspects of the system's activity: - Person Licenses - allows conducting a flow for a session of assignment of internal passenger transport routes and retrieves the information entered in the SIAE application by the Romanian Road Authority; - TIR authorizations - allows the development of the flow of allocation of authorizations for international freight transport.

National Electronic System E-GOVERNANCE

It computerizes the interaction between the citizen/company and the public administration and makes available to the citizen forms used in the relationship with the administration, facilitating the obtaining of various documents. Through the SEN, all taxpayers at the national level have the opportunity to submit online the "Declaration regarding obligations to pay social contributions, income tax and the nominal record of insured persons", based on the possession of a qualified electronic certificate issued by a service provider accredited certification.

The aici.gov.ro platform is an intermediary for the registration of documents addressed to public institutions that do not have their own online registration system. All public

institutions in Romania can enroll in the platform to respond to citizens' requests in electronic format, in the shortest possible time.

Electronic signature

Starting from April 2020, documents issued in electronic format by public authorities and institutions are signed with a qualified electronic signature and have the legal force of authentic documents.
In addition to obliging public institutions to issue electronically signed documents, public institutions also have the obligation to receive documents signed with an electronic signature. All responses sent by public authorities to electronic documents received will also be sent in electronic format, unless there are requests to the contrary.

7.3 CZECH REPUBLIC

International comparison

The Digital Czechia program methodology identifies the Digital Economy and Society Index (DESI), published since 2014, as a key indicator of the program's results. In 2019, the Czech Republic ranked 18th out of 28 Member States, lagging behind the EU average. In the digital category public services, despite year-on-year improvements, the Czech Republic was below the EU average in 20th position, with the worst result out of the 5 categories monitored.

Despite the expected improvements in connection with the strategy described in the Digital Czech Republic concept, which the 2019 assessment report predicted, the index results for 2020 are still disappointing. Although the Czech Republic jumped to 17th position, it fell to 22nd in the area of digital services. The Czech Republic ranks well below the EU average and is also below the EU average in the area of open data, completeness of online procedures, pre-filled forms and digital services for businesses. The evaluation report also notes significant difficulties for public administrations in ICT procurement.

Audits by the Supreme Audit Office (SAO)

The very limited progress in the digitization of the state has also been repeatedly pointed out by the Supreme Audit Office (*Nejvyšší kontrolní úřad - NKÚ*). In its 2018 annual report, it criticized the persistent lack of focus in ICT management resources, insufficient capacity and dependence on external ICT suppliers (vendor lock-in). The Office identified ICT-related spending as long-term wasteful and inefficient and recalled the Czech Republic's lagging behind in the development of digital services of the state among EU countries. International comparisons show that this trend is continuing.

In the November 2019 **Summary Report on the digitization of public administration** in the Czech Republic, the SAO stated that problems in the implementation of ICT projects

continue to be unresolved in the long term. Among the main obstacles of digitization are **the unpreparedness of legislation, the limited competences of the Department of the Chief Architect of eGovernment or the slow modernization of information systems**. In addition, citizens make little use of digital government services and their awareness about changes and possibilities of eGovernment is limited. The SAO also draws attention to the problem of vendor lock-in, where the development and operation of information systems is not sufficiently controlled by the contracting authority, leading to uneconomic dependence on the supplier. The government also has long-standing problems in securing IT professionals. However, the government is not making satisfactory use of the key posts instrument, which allows it to offer more favorable salary conditions to specialists. The SAO also points to gaps in the publication of open data, with half of the mandatory sets still not available.

Digitization framework

Ultimately, **the government is responsible for digitization**. To push digitization, it has created the position of Government Commissioner for Information Technology and Digitization.

The central coordinating and managing body of the "Digital Czechia" program is the **Government Council for Information Society** (RVIS), headed by the **Government Commissioner for Information Technology and Digitization** in cooperation with the **ministries**.

FULFILLMENT OF THE GOVERNMENT'S PROMISES REGARDING THE DIGITIZATION OF THE STATE

THE PROMISE	FULFILLMENT
A comprehensive and modern digital strategy with a focus on services for citizens.	PARTLY FULFILLED
The government and government bodies will have an unmistakable coordinating role.	NO
Improving the efficiency of public administration, simplifying and making the use of digital technologies for communication with state authorities, increase user accessibility of services for all citizens and, as a result of the project implementation, savings of spent public funds for functioning of state and local administration.	NO
Take key actions, in particular in the areas of user-friendly online services, digitally friendly legislation and centralized ICT coordination.	NO
We will introduce one Central IT Authority	NO

for the digitalisation of the state, managed by the government's Commissioner for IT and Digitalisation, who will be reporting directly to the Prime Minister. It will be overseeing standards development, works coordination, enterprise architecture and other activities that will make the development of services easier for the ministries.	
We will create a government action plan with clear deadlines for when the agendas of each ministries and state agencies will be involved in Digital Czechia.	PARTLY FULFILLED
We will coordinate the IT agenda, define basic standards applicable to the state administration and centrally manage costs, architecture and delivery of projects for which the central IT authority will be directly responsible.	PARTLY FULFILLED
Digital Czechia will be based on one digital identity for every citizen, where all state services will be available on one place.	NO
Map out all the legislation that contains potential barriers for the successful implementation of digital technologies while continuously monitoring that new legislation is not introducing additional or new barriers.	NO
We will promote a digitally friendly legislation, any new proposal of any legislation for consideration by the government of the Czech Republic will have to include, in addition to the already existing impact analyses, the so-called ITIA.	NO
Instead of complex and large public contracts we will compete for smaller and individual but nonetheless mutually compatible and collaborative parts and platforms that fit into the overall architecture.	NO
We will create a modern central portal where it will be easy for citizens to find information and do what they need to do.	NO
We will cooperate on the modernization of the	PARTLY FULFILLED

state administration with experts from other political parties and movements and together we will change laws.	
All available and publishable data created with taxpayers money must be published without delay and free of charge as open data.	NO
We will improve citizens' access to information, including the management of public institutions so that information is provided in a timely manner and without unreasonable costs.	NO
Online payment will be possible in all state institutions in the Czech Republic.	NO

BankID

Bank identity (BankID) is a tool for the remote verification of a person's identity, supplementing ID cards with electronic chips. Its introduction should by severalfold increase the number of persons able to access free-of-charge online services that require proof of identity. The aim of the amendment is to facilitate the use of BankID also for verified access to e-Government (the public administration's electronic services) and to widen the possibilities of electronic communication in the private sector.

What you can access conveniently via the Internet

You can get in touch with the authorities by logging on to a government-run website. To do this, you use your Bank ID, which allows the government to verify that it is really you.

- **Citizen Portal**
- Apply for a new driving licence online
- Check the number of penalty points on your licence
- Consult the Road Vehicle Register
- Set up a data box
- Set up or change your business/trade
- Get an extract from the Criminal Record
- Get an extract from the Trade Register
- Easily consult the land registry database
- Create an online petition
- **Labour Office of the Czech Republic**
- Apply for child benefit and other benefits
- Apply for job placement or unemployment benefits
- Apply for humanitarian or solidarity household benefit
- **Czech Social Security Administration**

- Reporting of income and expenses of self-employed persons
- You will receive a certificate of debt-free status of natural persons
- Calculate the approximate amount of pension or retirement age

- **My taxes**

- You can fill in and submit any tax return (e.g. personal income tax, real estate tax, road tax, VAT control report, etc.)

- **ePrescription app**

- View the list of dispensed and un-dispensed medications or view the details of a specific ePrescription

- **Customs**

- You can file a customs declaration.¨

- **and more.**

8 CONCLUSION

The present report serves as a comparison of the current situation regarding public bodies in three EU countries: Italy, Romania and the Czech Republic. It mainly focuses on definitions of public bodies and their classification, regional and local governments and their structure, the rights and obligations of civil servants, the principles of public administration and the state of digitization and the governments' efforts to improve it in each country.

As for **the definition of public bodies**, it is fairly similar in each country. The public bodies greatly influence the countries since the state fulfills its functions through them, both centrally and locally. Their scope is vast – the public bodies influence almost all the spheres of economic and social life. They represent public power and are authorized by law to make authoritative decisions on the rights and obligations of natural or legal persons or otherwise intervene in their legal sphere, either directly or indirectly. They must pursue public interest. Their competencies are enshrined in the states' respective constitutions.

The same similarity goes for **the classification of public bodies** in each state. They are primarily divided into state public bodies and self-governance (territorial) bodies and according to the field in which they manifest their authority: legislative (the Parliament), executive (the Government), and judicial (courts).

In each of the Member States discussed, **regional and local governments** play a very important role. The specific division, regional and local public bodies and their competencies in each country are described in the chapter on regional and local governments. Among the main competencies are regional and local development, public health, education, economy and transport infrastructure.

The following chapter deals with **civil servants** (specifically public managers) who are the main target group of this project. In each country, the civil servants have strictly given obligations among which are loyalty to the state and institution, impartiality, confidentiality, avoiding a conflict between the public interest and personal interests, proper management of the funds entrusted to them, etc. They, of course, have certain rights, among the basic ones are the right to salary, leave, opinion, the right to strike, etc.

These civil servants must comply with **the principles of public management** that mostly overlap in the studied countries. The main principles are legality, impartiality, transparency, proportionality, subsidiarity, legitimate expectations which are described in detail in the respective chapter of this report.

Digitization of public administration, one of the main topics of this project, has certainly progressed in recent years thanks to government initiatives such as The Digital Czechia program (Czech Republic), the PNRR portfolio of projects (Italy) and the Authority for the Digitization of Romania (Romania). The priority of these initiatives is the digital transformation of public administration, however, in order to successfully complete their

mission skills are needed first. That is why it is vital to develop the skills of public managers and other civil servants in this field.

The target group of this project are, therefore, public managers who are in need of development of their skills regarding new technologies and digitization of their offices. There has been some development in this area, however, additional efforts are needed.

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