

The map of the planning and the compass of control to orient the Performance of Public Administration.

Abstract

In recent years, the Italian public administration has experienced a period of strong changes, innovation and modernization that has resulted in an increasing orientation to the measurement (performance), communication (transparency) and integrity (corruption) of results, since it is clear, consistent and shared the thought that the administrative machinery, overall, has betrayed the expectations of the collectivity tearing deeply the relationship of trust towards the institutions themselves and creating a strong intergenerational conflict.

The debate on evaluation and performance measurement within the PA has been for years one of the most complex area among those that characterize the application of management models and there are many regulatory actions for trying to reach an overall improvement of public organizations. However, the resistances, the difficulties and complexities that this process of rethinking has lived and still live, are to be found partly in the "ambiguity" that often the concept of corporate performance meets with reference to public contexts.

The performance, as a whole, within the PA assumes different meanings, interpretations and applications, creating an ambiguity to analyze and pinpoint for a better understanding of institutional, organizational, cultural and relational logics that are the basis of every measurement process, evaluation and improvement.

Once the challenges and opportunities inherent in the management of public performances have been understood, it is necessary to deepen the regulatory pathway that has characterized the process of rethinking of the Italian PA that, especially in the last fifteen years has placed much emphasis on management by objectives and the measurement of performance by placing at the center of the reform process the systems of planning and control as managerial processes essential to support a "regulated" effort oriented to the implementation of decisions, actions and positive behaviors.

The systemic analysis of the process of reform, from the reform of the budget of 97 to the current interventions in the area of transparency and corruption, thanks to the "support" provided by the NPM movement, shows that the legislator intended to impose the logic of planning and control for the purpose of soliciting a mapping of thoughts, processes and activities to guide decisions, actions, behaviors and outcomes. All through the integration of different areas and dimensions that, in the context of organizational and managerial processes, contribute to the creation of value.

In order to a justified question of understanding about the organicity, the linearity and the validity of the regulatory pathway undertaken, the Decree. 150/2009, known as the "Decree Brunetta," is considered central and at the same time as the connector of the entire regulatory process in recent years is to test the consistency of the system with the principles of the planning and control system and the coherence with the purposes of overall improvement of organizations.

The problem therefore is to understand, considered the complexities and ambiguities of performance, if, even today, the current low level of satisfaction of collective needs results from the inconsistency and incoherence of the legal framework or from behavioral, professional and ethical approach of the management and the people involved.

In this paper I focus on the reform process of the Italian PA by reviewing the main contributions of literature, and especially the new public management, in order to understand the logics that inspired the change process of the PA. In this context, particular attention will be devoted to the problem of ambiguity by analyzing the size of the result, since evaluating the performance means to evaluate the proposed objectives and the results achieved as well as the actors involved in such processes. The "understanding" of the objectives to be pursued is the most strategically important time of any process of identification, measurement and control.

Subsequently, in order to metabolize the principles of managerial processes typical of the reality of business, and correctly evaluate the legal order of the Italian system, I will focus on managerial planning and control systems for deciphering the morphological and functional change initially undergone with the diffusion of NPM and then with the logics of Public Governance.

Only after gaining the right belief of what it should be, we will dive into the legal order in the system of reference to understand what it actually is, even through the analysis of the essential characteristics of Legislative Decree 150/2009, with particular reference to the integrated management cycle of the performance and its close interaction with the budget process, ethics and transparency.

The goal is to demonstrate, through the study of a particular case, how the implementation of systems and management processes of scheduling, planning and control, combined with a correct interpretation of the rules may limit the impact of ambiguity and support the 'organization toward behaviors and thoughts culturally oriented to the pursuit of institutional performance.