

Contents

1. Introduction

By *Domenico Sorace, Leonardo Ferrara, Ippolito Piazza*

XIII

Part I General Issues

2. Plurality and Diversity of Integration Models: the Italian Unification of 1865 and the Ongoing Integration Process in the EU

By *Roberto Cavallo Perin, Gabriella M. Racca*

2.1	The integration process in Italy 150 years ago and in Europe now: parallels and asymmetry.	4
2.2	Administrative integration and plurality of unifications	6
2.3	Asymmetric effectiveness of administrative integration within different relevant sectors in the EU.	9
2.4	Integration among public administrations: organizational capacity and principle of subsidiarity.	10
2.5	Administrative protection of fundamental rights in the integration processes.	13
	References	15

3. Evolution of the Principles and Rules on Administrative Activity

By *Carlo Marzuoli*

3.1	Introduction	24
3.2	Private interests, 'public' interest, administrative discretion; the shift in focus from act to procedure	25
3.3	Introduction (by law) of the general procedure model (1990); cornerstones (time, conclusion method, dedicated office)	26
3.4	The players involved: administrations and private entities (participation)	28
3.5	An alternative to the unilateral administrative act: exercising administrative power through agreements	30
3.6	A second step: introduction (by law) of general rules governing powers and unilateral acts of the administration, in particular powers of supremacy	31
3.7	Public intervention and private entity activity: recourse to the replacement of authorisations with powers of successive control	32
3.8	The need for results: complexity of the administration, administrative dysfunction and 'simplifications' (silence, procedural simplifications, conference of services)	32
3.9	The current face of the invalidity of the administrative act (nullity, invalidating illegitimacy)	35
3.10	Transparency and rights of access	36

3.11	Principles governing the relationship between administrative acts and powers and private acts of the administration	38
3.12	Civil liability for unfair damage and a victory for civilisation	39
3.13	Where we are	40
	References	42
4.	Unity and Fragmentation: the Italian Public Administration	
	<i>By Aristide Police</i>	
4.1	Preface	46
4.2	The organization of the public Administration in the Italian Constitution	48
4.3	The complexity of the Italian administrative Organization	50
4.4	Flexibility and Fragmentation: towards a new Model	51
4.5	Rhetoric, Mythologies and new Model of <i>Governance</i>	53
4.6	Negotiation vs. Regulation in the new <i>Governance</i>	56
4.7	Coordination vs. Fragmentation: the task of the Italian Administration	60
4.8	The path towards a multicentric and transnational system of Governance	63
4.9	Rule of Law, social Welfare and Performance: reembracing Unity	66
4.10	The Quest for the Ideal City and its public Administration	69
	References	72
5.	The New Functions of Public Budgets	
	<i>By Antonio Brancasi</i>	
5.1	Introduction	75
5.2	Centred budgetary decision-making and balancing	76
5.3	Overcoming budgetary rigidity and expanding its decision-making space	78
5.4	Placing quantitative limitations on budgetary movement	81
5.5	The [failed] attempt to establish an effective decentralisation of public finance ('fiscal federalism')	84
5.6.1	The constitutional reform of 2012 and the implementation of Fiscal Control: the system as a whole	86
5.6.2	Continued: quantitative rules on individual budgets	88
5.6.3	Continued: the content of the state budget	90
6.	The Administrative Jurisdiction: Towards a Full Protection of Rights against Public Authority	
	<i>By Gian Domenico Comporti</i>	
6.1	A long season of ambiguous justice	94
6.2	A conflicting authority in the perspective of balances within the legal system	95
6.3	From the jurisdiction (on the legality) of the authority to a jurisdiction for the protection of interests harmed by public authority: the centrality of actions	97

6.4	The proceedings: the claim and its conditions	101
6.5	A review over administrative discretion hardly facing with facts at issue	105
6.6	Attempts of dialogue between courts in a multilevel system and the alarm of a large-scale litigation of objective nature	110
6.7	Conclusion: a special jurisdiction serving the full protection of citizens' rights	116
	References	118
7.	Administrative Citizenship and Public Services: is the Constitutional Project still Possible in the Perspective of the Union?	
	<i>By Alessandra Pioggia</i>	
7.1	“Administrative citizenship”	120
7.2	The “political” dimension of public services	122
7.3	The “economic” dimension of services in the European perspective	124
7.4	The service of general economic interest as a paradigm of public service in Europe	126
7.5	What is lost by neglecting the “political” dimension of the service?	128
7.6	Public institutions and service organization	129
7.7	Which European administrative citizenship?	132
	References	133
8.	The Rise of Technological Administration and the Ragged Route Towards a Digital Administrative Law	
	<i>By Stefano Civitarese</i>	
8.1	Technology, Politics, and the Law	136
8.2	Conceptual and Terminological Clarifications	139
8.3	Digital Agenda and the Principle “Digital First”	142
8.4	Re-engineering bureaucratic work and automating decision-making	146
8.5	Conclusive remarks	153
	References	155
9.	The Juridification Process and the Influence of EU law	
	<i>By Luca De Lucia, Barbara Marchetti</i>	
9.1	Introduction	158
9.2	Public policies with regard to legislation	161
9.3	Juridification in Italy: examination of some fields	163
	9.3.1 Bioethics	164
	9.3.2 Sport	165
	9.3.3 Food safety	167
	9.3.4 Environment	168
9.4	Juridification and European integration	169

9.4.1	Legification	170
9.4.2	Jurisdictionalisation	173
9.5.	Conclusive remarks	176
	References	176

Part II Specific Issues

10. The Making of a National Cultural Identity

By Edoardo Chiti, Gianluca Gardini, Aldo Sandulli

10.1	The questions	184
10.2	Art, cultural heritage, and the media	185
10.2.1	The ‘cultural policy’ of the Fascist regime: the nationalisation of culture	185
10.2.2	The republican legal order: an open cultural policy and the dialectic between homologation and diversity	187
10.2.3	The dialectic between centralism and local autonomy	189
10.2.4	The present day and ongoing transformations	191
10.3	Education	195
10.3.1	The role of education in building national identity	195
10.3.2	Revising the established paradigm: the relationship between centralism and autonomy	197
10.3.3	The relationship between the public and private sectors	199
10.3.4	The relationship between national and European legislation	200
10.4	Language	201
10.4.1	A question neglected in legal studies	201
10.4.2	The regulation of the use of language for the purpose of civil and political integration: three historical phases	202
10.4.3	A specular phenomenon: the evolution of the protection of linguistic minorities	204
10.4.4	The language regime of the Italian administrative system	205
10.4.5	A set of tensions	207
	References	208

11. The Public Intervention in the Economy

By Maurizio Cafagno, Francesco Manganaro

11.1	Introduction	212
11.2	Background	213
11.2.1	The difficult relationship between law and economy	213
11.2.2	The historical development of public intervention in the economy in Italy	214
11.3	Critical and reconstructive profiles: Direct intervention: administration as an economic actor	217
11.3.1	Impartiality, efficiency and the single market	217

11.3.2 Contractual procedures	218
11.3.3 In-house providing, public enterprises, mixed companies	223
11.3.4 Conclusion	228
11.4 Critical and reconstructive profiles: evolution of the “regulatory state”	230
11.4.1 The changing object of the regulatory state	230
11.4.2 The lack of legal rules in the global economy	230
11.4.3 The regulation of the European single market	231
11.4.4 The sectorialization of the regulatory discipline at the national level	232
11.4.5 New perspectives	233
References	234
12. Regulation of the Banking Sector: from the 1936 Banking Law to the European Banking Union	
By <i>Marcello Clarich</i>	
12.1 Introduction	242
12.2 The first phase leading up to the banking law of 1936	243
12.3 From the 1948 Constitution to the 1980s	246
12.4 The Consolidated Banking Act of 1993	249
12.5 Developments after the 2008 financial crisis	253
12.6 Concluding notes	259
References	260
13. Cohesion, Subsidiarity and Organization: the Experience in EU and Italy	
By <i>Pier Luigi Portaluri</i>	
13.1 Introduction	262
13.2 Territorial cohesion in EU	262
13.3 Cohesion in the Italian experience	264
1.3.1. Public-private partnership and cohesion	266
13.4 Organization forms and cohesion in Italy. Nods	271
13.5 Conclusions	272
References	273
14. Public Employment: the Controversial Abandonment of the Public Model	
By <i>Alfredo Corpaci</i>	
14.1 A major and highly challenging reform	276
14.2 The project: bringing public employment under labour law	277

14.3	The fluctuating evolution of legal framework	280
14.4	The integration of law and collective bargaining in the Constitutional Court's case law	284
14.5	The most recent developments: a balance between administrative and labour law	286
	References	288
15.	The Management of Healthcare	
	<i>By Fabio Saitta</i>	
15.1	The organizational evolution of the Italian healthcare system, starting with the administrative unification laws	292
15.2	Public and private healthcare in Italy (and Europe)	298
15.3	The privatisation of the healthcare system: a difficult comparison of diverse values	301
15.4	The political and technical management of healthcare: the legislature's hesitations, and persistent problems within the system	304
15.5	State and regional healthcare management	309
15.6	The right to healthcare during the (economic) crisis: the legislature's decisions and the indications provided by constitutional case law	311
15.7	Current competition in the healthcare sector	314
15.8	In conclusion: the future of healthcare services in Italy and Europe	316
	References	319
16.	Civil Protection: The Fight against Earthquakes	
	<i>By Umberto Allegretti</i>	
16.1	A definition	326
16.2	A brief history of State intervention in a fragile territory	327
16.3	The classification of the territory and the "seismic code" (norme tecniche)	329
16.4	The "cycle" of civil protection functions	330
16.5	The central importance of prevention	332
16.6	Organization: the National Civil Protection Service	333
16.7	The role of science	336
16.8	Volunteers	338
16.9	The participation of the population	339
16.10	The rights of affected persons: a gap in the Code	340
16.11	Some principles of the activities in view of reconstruction	341
16.12	Funding, the possibility of corruption, the issue of efficiency	342
16.13	Conclusions	344
	References	345

17. Territorial Policies and Urban Dimension

By *Gabriella De Giorgi Cezzi*

17.1	Introduction. The “state of the territories” and the urban question	348
17.2	The state of municipalities at the time of the unification (1865) and at the time of the Republican Constitution of 1948	348
17.3	Territory vs. territorial heritage	350
17.4	The role of municipalities according to the EU principle of territorial cohesion	352
	References	354

Part III Voices from across the EU

18. 150 Years of Administrative Law in Italy and in France: Some Comparative Insights

By *Jean-Bernard Auby*

18.1	Introduction	358
18.2	The Scope of Administrative Law	359
	18.2.1 On the understanding of what is specific to the administration and justifies the application of special rules, the two systems have experienced fluctuations between which there is no true symmetry	359
18.3	The Incorporation of Supra-Legal Norms: Constitutionalisation, Europeanisation	360
	18.3.1 The constitutionalization of administrative law	360
	18.3.2 The Europeanization of Administrative Law	361
18.4	Emergence and Development of Judicial Review	362
	18.4.1 The organization of administrative litigation	362
	18.4.2 The powers and methods of judges	363
18.5	Theories on the Administrative Act and Evolution of Administrative Procedural Law	363
	18.5.1 The administrative act theory and its link with administrative procedure	363
	18.5.2 The construction of procedural administrative law	364
	References	365

19. Administrative Jurisdiction in the Federal State

By *Dian Schefold*

19.1	Italian unity, German unification, European Union	368
19.2	Heterogeneity in systems of administrative jurisdiction and administrative procedures	369
19.3	The influence of the Nazi period	370
19.4	The jurisdictional model of the Basic Law (GG)	370
19.5	The Code of Administrative Court Procedure (Verwaltungsgerichtsordnung – VwGO)	372

19.6	Regulations on administrative proceedings	374
19.7	The influence of the European Union	375
19.8	Jurisdictional cultures, tolerated differences and dialogue	377
20.	The Roller Coaster Ride of English Administrative Law	
	<i>By Peter Leyland</i>	
20.1	Introduction	380
20.2	Red Lights, Green Lights and the Rise of the Modern Administrative State	382
20.3	Judicial oversight: the rising profile of the courts?	384
20.4	Procedural reforms and Opening Up Access	387
20.5	Administrative Law and Rights Protection	389
20.6	Political versus Legal Constitutionalism: Bridging the Gap between theory and practice	392
20.7	Administrative law bottom up: ADR, Ombudsmen and Tribunals	396
20.8	Conclusion: Administrative Justice in Retreat?	402
	References	404
21.	The Spanish Administrative Law Transformation in the last 50 Years and the Challenges for the Future	
	<i>By José-Luis Pinar Manas</i>	
21.1	The origins of modern Spanish Administrative Law. The “Generation of the <i>Revista de Administración Pública</i> ” and the laws of the mid-twentieth century	406
21.2	The impact of the 1978 Constitution. The Constitutional Bases of Administrative Law	408
21.3	The territorial organization of the State	413
21.4	The reform of Public Service	415
21.5	The reform of the Administrative Procedure. Technological innovation. Cross-border procedures	416
21.6	Transparency and access to information	419
21.7	Consolidation of full jurisdictional control of the Public Administration’s activity	420
21.8	Digital society and new rights	421
21.9	Future challenges for a social Administrative Law	423
	References	426
22.	Greece: A State with Weak Institutions, in continuous Crisis	
	<i>By Spyridon Flogaitis</i>	429